

<b>Subject:</b>	<b>Hangleton Safer Routes to School Scheme</b>		
<b>Date of Meeting:</b>	<b>27 November 2018</b>		
<b>Report of:</b>	<b>Executive Director – Economy, Environment &amp; Culture</b>		
<b>Contact Officer:</b>	<b>Name:</b>	<b>Matthew Thompson</b>	<b>Tel: 01273 2902353</b>
	<b>Email:</b>	<a href="mailto:Matthew.Thompson@brighton-hove.gov.uk">Matthew.Thompson@brighton-hove.gov.uk</a>	
<b>Ward(s) affected:</b>	<b>Hangleton &amp; Knoll; North Portslade; South Portslade</b>		

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

- 1.1 This report presents the outcome of a recent consultation exercise on the Hangleton Area Safer Routes to School proposals intended to promote better travel to the existing and expanded schools in that area. These proposals are funded by a combination of monies from the Local Transport Plan budget and from developer contributions associated with the expanded schools.
- 1.2 This report presents the results of school surveys and a recent consultation exercise and a list of proposals to be funded by a combination of monies from the Local Transport Plan budget and from developer contributions associated with local school expansions. The report seeks approval to progress these to implementation including the associated preparation and publication of notices for new and amended Traffic Regulation Orders

**2. RECOMMENDATIONS:**

- 2.1 That the Committee notes the outcome of the recent public consultation in Hangleton and Mile Oak regarding proposals to improve and encourage walking and cycling to school sites on Hangleton Way;
- 2.2 That the Committee agrees to the implementation of the measures amended as a result of the consultation feedback and detailed costings to be funded by the Local Transport Plan (LTP) budgets;
- 2.3 That the Committee notes the requirements of the Section 106 Agreement for the West Blatchington Primary School site and approves the implementation of the Highway measures within that Agreement within allocated sums;
- 2.4 That the Committee agrees to the preparation and publication of notices for the new and amended Traffic Regulation Orders associated with the implementation of both the Local Transport Plan funded measures and the Section 106 funded measures, noting that any objections will be reported to this Committee.

### 3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 Brighton & Hove City Council has statutory duties under the Road Traffic Act 1988 to prepare and carry out a programme of measures designed to promote road safety. The Council also has a statutory duty to promote safe and sustainable modes of transport under the Education & Inspections Act 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.
- 3.2 The Safer Routes to School Programme is a data-led 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. This provides increased travel choice for the journey to and from schools with the aim of reducing car journeys to school sites and associated parking problems. The initiative forms a key component of Brighton & Hove City Council's Local Transport Plan 2015/16 2018/19.
- 3.3 Planning permissions associated with the redevelopment of the West Blatchington Primary School site (to include new Primary premises and a new campus for the Kings Secondary School) includes obligations to fund changes to the highway secured through a legal agreement between the Council and the development under Section 106 of the Town and Country Planning Act 1990 (Section 106 Agreement). The Section 106 Agreement lists a number of local transport related improvements that the school development is obliged to fund and the Council is obliged to use its powers to deliver. Whilst there is some flexibility on the details of these measures, the broader obligations to both parties to the Section 106 Agreement are set out in the terms of the legal agreement.
- 3.4 During the three academic years from 01 September 2014 to 31 July 2017 (within an 800m radius of the mid-point of Summerdale Road), there have been 8 collisions involving 3 cyclists and 5 pedestrians (including 6 children) at school journey times.
- 3.5. The measures recommended for implementation are summarised as follows:

#### Part of the West Blatchington Primary redevelopment: Section 106 Agreement

- Hangleton Way crossings – a raised table, dropped kerbs tactile paving and parking restrictions around school entrances
- Downland Drive/ Hangleton Way junction - New Give way, parking restrictions, dropped kerbs and tactile paving.
- Amberley Drive/Poynings Drive - Closure of the roundabout; new pavements and parking restrictions, dropped kerbs and tactile paving
- Hangleton Way/ Stonecroft Close - Pavement corner build outs, new crossover driveway to bridleway, dropped kerbs and tactile paving; double yellow lines on junction.
- Park Rise/ Lark Hill; Northease Drive/ Lark Hill; Amberley Drive/ Northease Drive; Poynings Drive/ Clayton Way - Dropped kerbs and tactile paving at four junctions
- Northease Drive/ Park Rise - Pavement extensions, dropped kerbs and tactile paving

- Hardwick Way/ Harmsworth Crescent - Pavement corner build outs, dropped kerbs and tactile paving

Measures Funded by the Local Transport Plan and Other Section 106 Agreements

- Hangleton Lane - A widened shared use path from Fox Way to the A293 and connecting to Benfield Valley network and Hangleton Valley Drive; bus stop alterations, signage, dropped kerbs and tactile paving; widening to allow shared use of the Twitten between Fairway Cres and Hangleton Lane/ Mill Lane Portslade.
- Hangleton Way/ Dale View/ Hangleton Gardens – Speed calming, parking restrictions, cycle parking, new footways with dropped kerbs & tactile paving.

3.6 Headline results from the public consultation are as follows:

2288 frontages contacted/ 113 responses/ 5% response rate.

48% of responses were from residents of the consultation area.

<b>Location</b>	<b>Approval rate</b>
Hangleton Way Crossings	82.6%
Downland Drive/ Hangleton Way	80.7%
Amberley Drive/ Poynings Drive	82.1%
Hangleton Way/ Stonecroft Close	84.1%
Hangleton Lane	73.1%
Benfield Valley walking and cycling network	79.6%
Dropped kerbs and tactiles – 4 locations south of Hangleton Way	84%
Northeast Drive/ Park Rise	81.9%
Hardwick Way/ Harmsworth Crescent	83%
Hangleton Way/ Dale View/ Hangleton Gardens	81.5%

3.7 Consultation comments –see Appendix for full details.

Summary:

- Support for prioritising pedestrians over vehicles;
- Request for a school crossing patrol officer (lollipop person);
- Worries about damage caused by raised tables;
- Question about making Downland Drive One-Way;

- Concerns about speeding;
- Concerns about parking on pavements,
- Parking space and general and lack of parking enforcement;
- Dislike of buildouts and doubts about their purpose;
- Questions about bus routes;
- Concerns about specific locations: A293 Roundabout, Court Farm Road/ Hangleton Road junction, Goldstone Cres A2038;
- Questions about lack of measures east of school site; Support for improvements to lighting in Benfield Valley;
- Assertions about cycling.

Officer Responses are listed in the Appendices to this report.

- 3.8 Bus stop improvements on Hangleton Way east of Hardwick Road and west of Hardwick Way as well as on Hardwick Road west of Harmsworth Crescent including raised kerbs, real time information and an additional shelter are also being funded by the Section 106 Agreement. There will be a significant increase in demand on public bus services and these measures will improve accessibility and information around the routes serving the new Kings School site.
- 3.9 Although the Council is not obliged to consult on changes to bus stops, following changes in 2002 to the regulations issued by the Department of Transport, residents were however informed of the planned bus stop works. The changes to the regulations in 2002 are intended to help local authorities prevent the obstruction of bus stops and pavements by parked vehicles and to make bus travel more accessible.
- 3.10 Section 106 contributions from the Portslade Aldridge Community Academy (PACA) development for sustainable transport are being expended as part of the Hangleton Area Safer Routes to School scheme on improvements for cyclists and pedestrians on Fox Way/ Hangleton Way west of the A293 junction.
- 3.11 The Draft City Plan 2 has earmarked land now leased on a long term basis to Benfield Investments Ltd adjacent to Hangleton Lane east of the A293 for 'enabling development' while setting aside a significant area of the valley for leisure and conservation purposes including access routes to the South Downs National Park. Planning applications for the site have not yet been submitted and will be considered in the context of the Draft City Plan 2.
- 3.12 Plans are being discussed to relocate CityParks from temporary premises at Hollingdean Depot to Hangleton Bottom. This site can be accessed via Bush Farm Drive/ Thornbush Crescent, which connect to proposed off-road cycle routes on Hangleton Lane through Benfield Valley to Old Shoreham Road, linking with Portslade station on a quiet route. The A293 is not a viable walking or cycling route.

## **4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS**

- 4.1 Proposals for Benfield Valley were developed to a preliminary design stage and included an extension of the street lighting on Hangleton Valley Drive to the Greenleas carpark, in order to provide a power source for lighting on the path south to meet existing lighting on the east-west axis path to the subway. The path from Greenleas south is on leased land. The leaseholder, Benfield Investments Ltd, has agreed to keep the undergrowth clear of the existing path. No planning applications have been brought forward to date, and officers are therefore proposing a pause on the lighting works until the final route of walking and cycling paths north to south can be determined. Sufficient funding has not been identified to implement upgrades on the West-East path linking Hangleton Way with the existing subway on Council maintained land.
- 4.2 Funding for widening of the footway to create a shared use path on Hangleton Lane west of the A293 has been secured via Section 106 contributions from the PACA development. Funding for widening the section of path east of the A293 as far as the entrance to the Benfield Valley network is available via LTP funding. The public consultation did not indicate clear support for changing priorities at the junction with Hangleton Valley Drive. Funding has not been secured for this or the associated footway extensions proposed, but the existing refuge on Hangleton Road nearest this junction can be used to get eastbound cyclists across to re-join the carriageway before the junction until further funding can be identified.
- 4.3 Funding for an upgraded crossing facility across the A293 has not been secured and this is not part of the proposals, but officers are investigating potential designs which will be assessed as part of the crossing request scheme going forward. This will ensure future reviews as walking and cycling demand on this route increases. Community and stakeholder feedback supports an improved crossing at this location (See Section 5)
- 4.4 Pedestrian facility improvements to the junction of Clarke Avenue and Beeding Avenue were listed in the schedule of the Section 106 Agreement as part of the allocation of the Sustainable Transport Contribution. Officers were not confident that the sum agreed for the Sustainable Transport Contribution would cover all measures. This measure has been omitted because it is furthest from the school site. If a residual sum is available, residents at this location and ward councillors could be consulted on a design to include dropped kerbs and tactile paving as well as parking restrictions to improve visibility on the roundabout approach.

## **5 COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1.1 West Blatchington Primary School travel surveys showed the following pupil reported modal shares:

(City Primary average 2017-18 in brackets)

Walking 38.8% (54.4%);

Car/ Van/ Park & Stride 44.5% (39.2%);

Cycling 2.5% (1.8%);

Public Transport 11.9% (3.6%)

(See Appendix for full details)

- 5.1.2 15 pupils reported feeling unsafe at the junction of Amberley Drive and Poynings Drive/ Hangleton Way. Amberley Road and Poynings Drive were identified as part of their main route to school by 20 pupils.
- 5.1.2 The higher than Primary school average for bus use may be partly attributable to the school minibus service, though funding for this ended in 2016-17 and the school has indicated is intending to discontinue the service in the next academic year. The service is currently full but the school believe a reduction in demand is likely due to reduced pupil numbers and more children in Hove and Portslade with special educational needs (SEN) now being given places at their local schools, though overall SEN pupil numbers are rising.
- 5.1.3 Parent surveys indicate many of those living within 1 mile choosing to drive to the site are doing so because they are combining the journey with travel to work. Expanding capacity and/ or publicising the existing 'breakfast club' (7.45 am start) may encourage more of those parents living within a mile of the site to walk with their children.
- 5.1.4 West Blatchington Primary School will expand from a roll of approximately 340 to a capacity of 483 pupils on new premises on the same site. Both schools are required to submit updated School Travel Plans (STPs) as a condition of occupation and these STPs will help further promote better and safer travel to the schools.
- 5.2.1 King's (Secondary) School surveys showed the following modal shares for student travel intentions to the new site:
- (City Secondary average 2017-18 in brackets)  
 Walking 9.8% (47.9%),  
 Public Transport 52.6% (28.2%);  
 Cycling 8% (2.45);  
 Car/ Van/ Park & Stride 12.6% (20.45);  
 Unsure 16.6% (See 4.1 - bus use).
- See Appendix for full details.
- 5.2.2 Thirteen (13) students identified the A293/ Hangleton Lane junction as a place where they felt unsafe. y, All 13 intend to use this route. 4 identified Amberley Drive/ Burwash Drive as a place that they felt unsafe. 61 identified the western approach to the new site on Hangleton Way as their most likely route. 27 specified Amberley Drive as their preferred route, with Beeding Avenue, Downland Drive and Poynings Drive mentioned by several as likely routes. Northease Drive, Poplar Avenue and Applesham Avenue were identified by around 10 students each as likely routes.
- 5.2.3 School Survey findings suggest bus use and current capacity are going to be major issues for the new site. 67% of parents thought their child would be accessing the new site by bus. 13% suggested they would be coming by car but almost none had considered a park and stride location further away from the site.

- 5.2.4 72% of the 127 comments made by parents are regarding concerns about bus routes and timings. 38% of these were requests for bus services from Richardson Road/ New Church Road and 21% for services from Portslade/ Mile Oak. 20% expressed general anxiety about a lack of services from their area to the new site.
- 5.2.5 Parents are also concerned about the A293 junction with Hangleton Lane (see Section 4.2 above), the Hangleton Road/ Court Farm Road junction and the junction of Goldstone Cres with the A2038. 15 comments were made about the need for a safe cycling route to the new schools site on both the eastern and western approaches.
- 5.2.6 The Kings (Secondary) School has no current allocation of council subsidised school bus services and students will need to use public services to access the new site. Brighton & Hove buses and Big Lemon are both in discussion with Public transport officers about the feasibility of morning service alterations to support likely demand. Brighton & Hove Bus Company has indicated that additional vehicles and drivers are not available for afternoon homeward journeys which will have to rely on existing public services. The timing of the end of the school day may also impact on other secondary schools in the area and these schools are being included in discussions.
- 5.2.7 Approximately 650 students will attend the new Kings School site in September 2019 and the school will expand to a full capacity of 1050 students within 4 years of occupation. The draft School Travel Plan (STP) submitted with the planning application specifies a 50/50 faith based selection split to distance based.
- 5.2.8 Ward councillors were consulted prior to the design stage of the new site and were given sight of initial designs. They were also invited to take part in public events as part of the public consultation. Speed limit concerns at the A293 and sight lines at the Dean Gardens junction were addressed following councillor interventions.

### **5.3 Internal Stakeholder responses**

- 5.3.1 The environmental protection team has confirmed that Hangleton is outside of the Air Quality Management Area and prevailing pollution levels are low.
- 5.3.2 The transport policy team have requested that double yellow lines are installed at locations where dropped kerbs /tactile paving will be put in where no lining currently exists. They are concerned about pavement parking in Hangleton and believe this will increase with the new school.
- 5.3.3 The education capital strategy team have sought clarifications on some 'Highway Works' listed in the Section 106 Agreement. This has led to an agreement with the site developer (prior to the formal Section 278 agreement) that they will reinstate full height kerbs and standard paving across the former school driveway on Downland Drive and extend the footway across the driveway of the adjacent caretaker's residence to meet the Bridleway leading to Toad's Hole Valley.

5.3.4 Education capital strategy has also noted that item xviii of the Section 106 agreement (pedestrian facility improvements at the junction of Clarke Avenue, Beeding Avenue and Clayton Way) is not included in the proposed scheme.(See Section 4.4 above).

5.3.5 The School travel team has noted that car use for West Blatchington Primary is high. They note the low pupil numbers intending to travel by car to the new Kings School but believe the new site is going to put great stress on public bus services.

#### **5.4 Statutory stakeholder responses**

5.4.1 Sussex Police have indicated they see no issues with the plans. No responses have been received from the Road Haulage Association, SECAMB (South East Coast Ambulance Service) or East Sussex Fire and Rescue Service.

5.4.2 Compass, Brighton & Hove Buses & Big Lemon have been consulted via regular Bus Infrastructure group meetings. Brighton & Hove Buses agreed that double yellow lines need extending on the west side of Hardwick Road to prevent right turning northbound buses blocking the southbound lane.

#### **5.5 Non-statutory stakeholder responses**

Representatives from local cycle advocacy group Bricycles and the Friends of the Earth (FOE) met with officers to discuss measures in Hangleton Lane and proposals for the Benfield Valley. Both groups were dissatisfied with the quality of the preliminary designs and expressed concern about the junctions of Bush Farm Drive and the A293 crossing in particular. They note that concern about junctions deters people from cycling and believe there is less value to such proposals unless junction connections are addressed.

5.5.1 Officers agreed modifications to the design of the Bush Farm junction will be made to allow cyclists to access and exit the infrastructure without dismounting if they wished to. Both groups believe the A293 crossing requires a bridge or subway but accept that this is not affordable within the current scheme's budget and officers would not recommend a bus or subway. They are content to see the crossing on the request scheme list.

5.5.2 Officers asked for feedback on a compromise to reduce costs at the eastern end near Hangleton Valley Drive by ending the shared use path before the junction and crossing eastbound cyclists back to the eastbound carriageway via a widened refuge. Both groups are concerned these fall below acceptable design standards but accept funding is unlikely to allow full implementation at this stage and agree some provision is better than nothing.

5.5.3 Officers agreed the minimum effective width (allowing for clearance) of 3m on Hangleton Lane shared use paths allows for safe two way movement and should be adhered to wherever costs allow with lamp columns and signage set back from the pathway. The bus stop west of the A293 is a pinch point and revised designs will reconsider the effective width at this point. The width at the Brick pumping station structure east of the junction necessitates a compromise to remain within budget but it was agreed visibility is good at this point. FOE would



like to see 3.2m wide dropped kerbs on shared use paths. Officers agreed that the turning circles of non-standard bikes will be considered in final designs.

5.5.3 Elsewhere in the scheme, FOE would like to see all dropped kerbs at crossing points meet a minimum of 2.8m width in high footfall areas and 2m elsewhere, not 1.2m as preliminary designs show. They would like to see all crossing points protected by double yellow lines and are concerned about the impact of pavement parking on pedestrian safety in this area, suggesting only bollards will prevent this in some locations.

5.5.4 In Benfield Valley, both groups would like to see a final design with paths widened and additional lighting set well back. They believe gates present an equalities issue and object to their use, preferring bollards. Officers made it clear funding had not been secured and agreed that the design of gates needed further consideration when money became available but pointed out these must also consider local concerns about anti-social motorcycle use.

## **6. CONCLUSION**

6.1 Residents are broadly in support of the proposed measures funded by the West Blatchington Primary School Section 106 agreement. Measures in Hangleton Way/ Dale View/ Hangleton Gardens are in response to casualties and the concerns of senior managers at Hove Park School and have the support of residents.

6.2 Officers agree that extra double yellow lining should be added to new crossing points where dropped kerbs and tactile paving will be installed.

6.3 Concerns have been raised by residents and parents about the Court Farm Road/ Hangleton Road and the Goldstone Crescent/ A2038 junctions that will be used by students who attended Aldrington Church of England Primary, a feeder school for the Kings (Secondary) School. Funding has not currently been identified for these junctions though this may change when development in Toads Hole Valley reaches the planning agreement stage.

6.4 Measures in Benfield Valley are also supported by residents, but while the area is earmarked for development in the Draft City Plan 2, funding sources for these plans have not been fully identified. The leaseholder, Benfield Investments Ltd, is committed to supporting the existing network with maintenance and is mindful of the need to maintain walking and cycling permeability through the site. Cityparks have agreed to clear vegetation back from existing lighting.

6.5 Some funding specific to Hangleton Lane has been identified which will secure a widened shared use path to connect to the existing Benfield Valley network. This could be extended to the Hangleton Valley Drive as future sums become available. Plans for future development in the immediate area mean contributions may become available to include full proposals in due course. The current proposals provide a link to a safer cycling route to the school sites at northern end of Hangleton Way via Hangleton Valley Drive, a wide and flatter route towards the new Kings School site avoiding the busier Hangleton Way for most of the journey.

- 6.6 Officers will continue to work with both schools on their school travel plans and will support discussions between the bus companies and Kings School on likely demand for services to and from the new site at school journey times. Current legislation means that this remains a commercial decision for both companies. There is no funding for further supported bus services in the area.

## **7. FINANCIAL & OTHER IMPLICATIONS:**

### Financial Implications:

- 7.1 The estimated overall cost of the proposed works is £0.373m including an allocation for contingencies. This project will need to be added to the capital programme subject to Policy, Resources and Growth committee approval. The costs will be funded from S106 developer contributions £0.300m, 2018/19 Local Transport Plan (LTP) budgets £0.060m and 2019/20 CityParks revenue budgets £0.010m. Expenditure will be monitored as part of the Targeted Budget Monitoring (TBM) process.
- 7.2 The procurement of a contractor to carry out the proposed works should follow the corporate Contract Standing Orders policy.

Finance Officer Consulted: Gemma Jackson

Date: 15/11/18

### Legal Implications:

- 7.3 Under the Road Traffic Act 1984 the Council has a duty to prepare and carry out a programme of measures designed to promote road safety. Under the Education and Inspections Act 2006 the Council has a duty to promote sustainable modes of travel to meet school travel needs. The proposals recommended in this report will help to demonstrate that the Council is complying with these two statutory duties.
- 7.4 The proposals will also help to demonstrate that the Council is complying with its network management duty under the Traffic Management Act 2004 to secure the expeditious, convenient and safe movement of all types of traffic, including cyclists and pedestrians :

*Lawyer Consulted*

*Stephanie Stammers*

*Date: 14/11/18*

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

1. Public Consultation report
2. Design 1 Hangleton Way and Stonecroft Close
3. Design 2 West Blatchington School
4. Design 3 Crossing locations (4) – standard dropped kerbs & tactiles
5. Design 4 Hardwick Way & Harmsworth Rd junction
6. Design 5 Northease Drive & Park Rise junction
7. Design 6 Hangleton Way/ Dale View junction
8. Design 7 Hangleton Lane

9. Design 8 Benfield Valley

**Documents in Members' Rooms**

1. School Survey Report (West Blatchington Primary School)
2. School Survey Report (King's School).

**Background Documents**

1. West Blatchington Primary School Development – Section 106 Agreement

