

Title of meeting: Cabinet Member for Traffic and Transportation

Date of meeting: 15th November 2018

Subject: Safer Routes To School - Allaway Avenue Zebra Crossing

Report by: Tristan Samuels, Director of Regeneration

Wards affected: Paulsgrove

Key decision: No

Full Council decision: No

1. Purpose of report

- 1.1** To consider the responses to the public consultation regarding the proposals to implement a zebra crossing and associated traffic calming facilities outside Castle View Academy on Allaway Avenue, Paulsgrove.

2. Recommendations

It is recommended that:

- 2.1 The zebra crossing and associated traffic calming adjacent to Castle View Academy, Allaway Avenue, is implemented as proposed.**

3. Background

- 3.1** Allaway Avenue is a main arterial route through the Paulsgrove ward of the city. The previous school site has benefitted from a zebra crossing facility located outside the school. This worked successfully by providing a safe egress/exit for pupils;
- 3.2** The former King Richard School in Allaway Avenue was rebuilt east of the previous site and renamed Castle View Academy. The new school site opened in Sept 2017 without specific safety measures being implemented on the adjacent highway;
- 3.3** Reports have been made by Paulsgrove Ward Councillors and the Castle View Academy community regarding the safety of child pedestrians accessing the redeveloped site;
- 3.4** Investigation of the new school site by the Road Safety & Active Travel team showed that the main school entrance is located near to an existing uncontrolled crossing

point. The remainder of the site is flanked by unrestricted parking on both side of Allaway Avenue;

- 3.5** The investigation showed that during the school afternoon peak the existing crossing facilities in this location are not suitable and there is a high risk to pedestrians. Pupils were observed to exit the school and sprawl across the road from between parked vehicles at various locations outside the front of the new school. The uncontrolled crossing point is underused. However, it is not capable of serving the capacity of students exiting the school.

4. Consultation

- 4.1** Consultation with representatives of Castle View Academy had been undertaken previous to the public consultation exercise. The Senior Road Safety Officer met with both the Head of the School and the Site Manager to discuss the issues observed and the proposed scheme layout to address the safety concerns;
- 4.2** A letter was addressed to residents of Allaway Avenue within the agreed consultation area (provided at Appendix 1). This was carried out on 19 June 2018.
- 4.3** Following the letters addressed to residents, a public notice detailing the proposed scheme was displayed on-street in Allaway Avenue, uploaded to the City Council website and sent to statutory consultees and ward councillors, inviting comments. The 21-day consultation period took place between 10 July 2018 and 30 July 2018. Only three responses were received: three objections, one of which was withdrawn, as follows:-

| <i>Resident</i> | <i>Support or Object and Comments</i> | <i>Engineers Comments</i> |
|-------------------------------|---|---|
| Portsmouth Cycle Forum | Objection withdrawn - We have raised concerns that the proposed build-outs will force cyclists in the road into the path of faster moving vehicles. If the TRO goes ahead would expect to see rigorous enforcement of the zigzags associated with the crossing. A feasible addition to this scheme would be to create a chicane at this point, forcing westbound vehicles to wait for eastbound traffic. A 'cut-through' for cycles could be made to allow cyclists to continue unimpeded, with a mirrored chicane at the other side of the school, with the reverse priorities. This would be an elongated version of the chicane on Farlington Avenue. | Parents currently park all around the site the double yellow lines where the proposed build-out would be. Children are crossing in large numbers between the parked vehicles with no safe view. The build out will ensure the site (which is the main cyclist school entrance) remains safe and provides improved visibility. The proposed zebra will be a raised zebra providing a traffic calming facility which is consistent with the existing measures along Allaway Ave. A chicane will not provide a crossing facility and it would increase the loss of parking - which residents would not support. There is a shared cycleway throughout the location which is suitable for cyclists who would not feel confident / competent in negotiating the build-out. |

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|-----------------------------------|--|--|
| Resident of Allaway Avenue | Objects to the proposals - main concern is that residents already struggle with parking outside of their properties and the proposed crossing will reduce the parking spaces available even further. Due to the reduction in parking spaces, the resident is against the placement of the crossing in this particular location. Are there any plans in place to create additional parking for residents in the nearby vicinity? | The current School site results in children having to cross between parked vehicles on mass. This is the most common way in which young pedestrians are involved in collisions within Portsmouth. Portsmouth is a high casualty City with 80% of collisions occurring on the 30mph arterial road network (including this section of Allaway Ave). The locations of the zebra and the upgraded uncontrolled crossing have been selected to serve the two school entrances and to minimise the impact on existing parking. The scheme would remove 2 parking spaces whilst providing school pupils and the local community two safe places to cross the road. This proposal aims to recognise the needs of both residents and the school community - this is demonstrated in the design which limits the loss of parking to a minimum. |
| Resident of Allaway Avenue | Objects to the proposals - Is a Registered Manager of a Care Home. To be forbidden the right to park outside their privately owned home when they respond to emergency calls from the home overnight is viewed as unacceptable. The resident is planning to have a dropped kerb access to their property for vehicle access. This right would be taken away, yet the resident believes precedence has been set that this is permissible. The resident believes that the only logical reason the council has to place the zebra crossing in the proposed location is due to the already situated extended kerb and traffic calming features. They suggest that the proposed crossing is located where residents are not dependent on car access, who are not home owners planning a dropped kerb, who could be jeopardised if they cannot access their vehicle and have the right to private access to the property from the main highway. | The PFI Network Coordination Team who reviews drop kerb applications have advised that an application in for a drop kerb would likely be unsuccessful due to the proximity of the tree (there will be a root protection area) and the existing safety feature. Utilising the existing build-out will reduce the impact on existing parking capacity as deciding to locate the crossing where parking exists throughout would result in more parking removed. The placement of the proposed crossing has been established in coordination with the school as the best solution to serve the desire line of the school entrance. If the crossing is too far from this location, it will be less likely to be utilised and the proximity of the existing bus stop would mean additional restrictions being implemented. |

5. Reasons for recommendations

- 5.1 Children are crossing Allaway Avenue within the vicinity of Castle View Academy in large numbers between the parked vehicles without good visibility of oncoming traffic. The build out and associated raised zebra crossing will ensure the site remains safe and provides improved visibility for all road users;
- 5.2 The improvements consisting of the buildout and raised zebra crossing will assist with reducing vehicle speeds on Allaway Avenue, approaching Castle View Academy. This will reduce the risk of road traffic collisions;
- 5.3 The proposed facilities will improve accessibility for all vulnerable pedestrians within the area;
- 5.4 The proposed facilities will increase confidence in using the infrastructure and, potentially, encourage more pupils to walk to school.
- 5.5 The works to build the new facilities will be funded from the existing "Safer Routes to Schools" project, which is part of the Local Transport Plan programme.

6. Equality impact assessment

- 6.1 A full equality impact assessment is not required as the recommendation does not have a negative impact on any of the protected characteristics as described in the Equality Act 2010. The proposals seek to improve accessibility for pedestrians travelling within the area. The improvements will provide a controlled and safe crossing facility along the natural desire line within the area to the new school. It would look to improve the existing layout by highlighting road space to be used by other users to all drivers within the area by the use of raised zebra crossing. The addition of advanced warning signs will warn drivers of the proposed changes within the area. As a road safety scheme, this project aims to meet the requirements of the Local Transport Plan by seeking to reduce casualties, which help PCC towards achieving the National targets. The scheme also seeks to improve the habitability of the area for residents and encourage sustainable transport methods that can be utilised. This scheme contributes to protecting and supporting our most vulnerable residents. It also promotes personal wellbeing.

7. Legal implications

- 7.1 It is the duty of a local authority to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives:
 - (a) securing the expeditious movement of traffic on the authority's road network; and
 - (b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority."

- 7.2 Local authorities have a duty to take account of the needs of all road users, take action to minimise, prevent or deal with congestion problems, and consider the implications of decisions for both their network and those of others.
- 7.3 Traffic regulation orders (TROs) can be made for a number of reasons, including avoiding danger to persons or other traffic using the road or for preventing the likelihood of such danger arising, for preventing damage to the road or any building on or near the road, for facilitating the passage on the road of traffic (including pedestrians) or preserving or improving the amenities of the area through which the road runs.
- 7.4 A TRO may make provisions for identifying any part of the road to which any provision of the TRO is to apply by means of a traffic sign.
- 7.5 A proposed TRO must be advertised and the public given a 3 week consultation period where members of the public can register their support or objections. If objections are received to the proposed order the matter must go before the appropriate executive member for a decision whether or not to make the order, taking into account the comments received from the public during the consultation period.
- 7.6 There is a specific power under section 23 of the Road Traffic Regulation Act 1984 to establish crossings for pedestrians on roads for which the authority is the local traffic authority (LTA). This includes zebra crossings. The LTA may also alter or remove such crossings.
- 7.7 Before establishing, altering or removing a crossing the LTA shall:
- a) consult the local chief of police;
 - b) give public notice of this proposal
- This implies a duty to consider representations received in response to such consultation.
- 7.8 The power to make traffic calming works is contained in the Highways (Traffic Calming) Regulations 1999. Where a local authority proposes to construct traffic calming works they shall consult the chief officer of police and such persons or organisations representing persons who use the highway or who are otherwise likely to be affected by the proposed works. The proposed works can include build-outs, chicanes, gateways, islands, overrun area, pinch-points, or rumble devices.. Regulations apply to specific traffic calming works and the display of appropriate signs.

8. Director of Finance's comments

- 8.1 The cost of this scheme is £50,000, this will be funded from the LTP Capital Budget as approved at Full Council on the 13th February 2018.

- 8.2 Ongoing costs of maintenance will be met by the Highways Maintenance contract and a commuted sum has been included within the scheme cost to maintain this site.

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Signed by:
Tristan Samuels
Director of Regeneration

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

| Title of document | Location |
|--------------------------|---------------------------|
| Preliminary EIA | W/drive TES TP LTP folder |
| Survey returns | As above |
| 3 email objections | Transport Planning team |

The recommendation(s) set out above were approved/ approved as amended/ deferred/
rejected by on

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Signed by:
Councillor Lynne Stagg, Cabinet Member for Traffic and Transportation

APPENDIX 1 - Consultation letter area:



APPENDIX 2: Public consultation notice (displayed on-street and on PCC website)

THE PORTSMOUTH CITY COUNCIL (ALLAWAY AVENUE) (ZEBRA CROSSING, TRAFFIC CALMING AND AMENDMENTS TO WAITING RESTRICTIONS) (NO.63) ORDER 2018

9 July 2018: Notice is hereby given that Portsmouth City Council proposes to make the above Order under sections 1-4 and 23 of the Road Traffic Regulation Act 1984 ('the 1984 Act'), as amended, and after consultation with the Chief Officer of Police in accordance with part III of schedule 9 to the 1984 Act, and to install traffic calming measures in accordance with The Highways (Traffic Calming) Regulations 1999 and The Highways (Road Humps) Regulations 1999. The effect would be as follows:

A) FOOTWAY EXTENSION / BUILD-OUT

(Reduces road width where pedestrians cross)

1. Allaway Avenue

South side, opposite the existing build-out outside Nos. 264 / 266

B) RAISED ZEBRA CROSSING WITH FOOTWAY EXTENSIONS

(To slow traffic speeds and improve safety)

1. Allaway Avenue

Across the road carriageway, between Nos. 280 / 282 on north side and King Richard School on south side

C) CHANGE OF BUS STOP TO: NO WAITING AT ANY TIME (double yellow lines)

(To accommodate white zig zag markings for the zebra crossing)

1. Allaway Avenue

South side, a 3m reduction outside King Richard School (opposite the side of No.282)

D) NO WAITING AT ANY TIME (double yellow lines)

(Either side of the new crossing)

1. Allaway Avenue

- (a) North side, a 3m length side of No. 282
- (b) North side, a 4m length outside No. 280

To view this public notice on Portsmouth City Council's website www.portsmouth.gov.uk search 'traffic regulation orders 2018'. A copy of the draft order including a statement of reasons, and a plan, are available for inspection at the main reception, Civic Offices, during normal opening hours.

Persons wishing to support or object to these proposals may do so by sending their representations via email to engineers@portsmouthcc.gov.uk or by post to Nikki Musson, Transport Planning, Portsmouth City Council, Civic Offices, Portsmouth PO1 2NE, quoting ref **TRO 63/2018** by **30 July 2018** including name, address and stating the grounds of support or objection.

Under the provisions of the Local Government (Access to Information) Act 1985, any written representations which are received may be open to inspection by members of the public. If the proposals require approval at a public decision meeting, representations are included in the associated published report but are anonymised.

Pam Turton, Assistant Director of Transport, Environment and Business Support
Portsmouth City Council, Civic Offices, Guildhall Square, Portsmouth PO1 2NE

(End of Report)