

HIGHWAYS ADVISORY COMMITTEE

23 October 2018

Subject Heading:

**Ardleigh Green Junior and Infant
Schools**

**School Crossing Patrol Site,
Squirrels Heath Lane**

Outcome of Public Consultation

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Policy context:

**Havering Local Development
Framework (2008).**

**Havering Local Implementation
Plan**

2018/19 Delivery Plan

Financial summary:

The estimated cost of £0.05m for implementation will be met by Transport for London through the 2018/19 Local Implementation Plan allocation for Pedestrian Crossing at Junction of Kingsley Gardens and Ashlyn Grove (Ardleigh Green Schools) 2018/19 (A2922)

The subject matter of this report deals with the following Council Objectives

Communities making Havering

[X]

Places making Havering

[X]

Opportunities making Havering

[]

Connections making Havering

[X]

SUMMARY

This report sets out the responses to a consultation for the provision of a zebra crossing on Squirrels Heath Lane and seeks a recommendation on whether or not the scheme be implemented.

The scheme is within Squirrels Heath Ward.

RECOMMENDATIONS

1. That the Committee having considered the report and the representations made recommends to the Cabinet Member for Environment, following consultation with the Leader, that either:
 - (a). the proposals to construct a zebra crossing in Squirrels Heath Lane as shown on Drawing QR017/01.C be implemented as advertised;
 - or
 - (b). the advertised proposals are rejected.
2. That it be noted that the estimated cost of £0.05m will be met by Transport for London through the 2018/19 Local Implementation Plan allocation for Pedestrian Crossing at Junction of Kingsley Gardens and Ashlyn Grove (Ardleigh Green Schools) 2018/19 (A2922).

REPORT DETAIL

1.0 Background

- 1.1 The head teachers of Ardleigh Green Infants and Junior Schools petitioned the Ward Councillors for a zebra crossing facility on Squirrels Heath Lane. Pupils are currently guided across Squirrels Heath Lane by a school crossing patrol ("SCP") who operates on the pedestrian 'desire line'* immediately west of Kingsley Gardens and immediately east of Ashlyn Grove ("the Side Roads"). This proposal was publicly consulted on 11th January 2018 and is shown on Drawing QQ024/AG/01.A in Appendix A.
- 1.2 *The desire line is regarded as the most direct route for the pedestrian.
- 1.3 This junction is very busy during school travel times with the SCP having to cope with vehicle movements ahead on Squirrels Heath Lane as well as left and right turns in and out and across the Side Roads. The SCP not only makes crossing the road safer but it allows pupils to walk to school actively and independently, vital as they progress into secondary school. Crossing Squirrels Heath Lane without the SCP is difficult at peak times. The Council has difficulty recruiting people into vacant SCP posts and if the current officer were to resign, there is every possibility that he would not be replaced.
- 1.4 To ensure the zebra crossing could be located on the desire line, it was considered essential to make the junction less complicated by banning entry into both Kingsley Gardens and Ashlyn Grove. The location was agreed with Ward Councillor and the schools. It would also have the benefit of making the

residential streets quieter by removing through traffic avoiding queues on Ardleigh Green Road and perhaps encourage local people to walk short journeys rather than drive.

- 1.5 Public notices were published and eight hundred and twenty three properties were consulted; 70 responses were received objecting to the proposals compared and 10 were in favour. The majority of objectors cited the inconvenience to residents having a longer drive to reach their property. There was a distinct lack of support from the school community and so following further discussion with Ward Councillors an alternative proposal was developed as they accepted the need for a zebra crossing remained.
- 1.6 Therefore, following discussion with staff and Ward Councillors, it was decided to consult on a revised location for the zebra crossing 38 metres west of the desire line, outside Nos. 124/126 and 145/147 Squirrels Heath Lane. The drawing for this consultation was QR017/01.B. It has since had a minor revision; see paragraph 2.5. The zebra crossing markings fit between the private driveways (No. 126 applied for a vehicle crossover whilst the design was in progress and it has been accommodated within the revised design).
- 1.7 Consultation commenced on 6th July 2018, with sixty nine properties consulted and the placement of public notices.
- 1.8 At the close of consultation eleven responses were received: 8 objections, 3 in favour. Two of the objectors agreed to the zebra but disagreed with the hump. The responses are summarised in the table below. Two of the four properties directly affected objected to the proposals with concerns raised over their continued ability to reverse onto their driveways which would require the reversing vehicle to stop on the zebra zigzags. One respondent runs a child minding business catering for 12 individual families who all currently drop off and collect their children from outside the property. Concerns were also raised on the level of use of the crossing as it would not be on the pedestrian desire line. Questions were also raised over the loss of on-street parking.
- 1.9 The Fire Brigade have no objection to the zebra crossing but object to the flat top hump in Kingsley Gardens as humps impact attendance times.
- 1.10 Staff and Ward Councillor met with residents of two properties directly affected by the revised proposal to help allay their concerns. Discussion took place around the possibility of the zebra proposal being relocated back to Side Roads junction. It was acknowledged that that location better suits the pedestrians and can have the positive effect of reducing rat running but further consultation would be required, engaging the local school and residential communities. The final decision was made after the meeting, by the three ward councillors, to recommend continuing with the current proposal as set out in the recommendation.

Ardleigh Green School. Consultation for Zebra Crossing at Revised Location

Response detail		Views			Comments
	Date	Object	Agree	?	
1	02/07/18 & 30/07/18	x			Is a child minder - concerned where clients will park with zebra and loss of bays. Close to private drives. Wants the January proposal revisited. Wants legal clarification of rules for stopping on zigzags to access driveway. Concerned about speeding on SHL.
2	09/07/18	x			SCP is adequate. Loss of on-street parking. Why is this location appropriate - further from junction and school?
3	09/07/18			?	Squirrels Heath Lane should have 20mph limit. Drivers use footway to avoid traffic queuing for David Lloyd centre
4	01/07/18	x			Pedestrians will not walk out of their way to use zebra, then have to cross Ashlyn Grove. Excessive speed on Squirrels Heath Lane and bend in road obscures visibility. Waste of public money.
5	18/07/18	x	x		Agrees to new zebra location. Objects to flat top hump at Kingsley Gardens. Better to spend money for peds at Ardleigh Green Road/Squirrels Heath Lane/Cecil Ave junctions.
6	19/07/18		x		Desperately need the crossing
7	24/07/18	x			Dangerous to access driveway. Pedestrians will not walk out of their way to use zebra. Crossing patrol reports no problem and drivers cooperate. Low ped flow outside school hours, is cost justified?
8	19/07/18			?	Support need for crossing somewhere in Squirrels Heath Lane. However would not support any particular location, local opinion should take precedence. Safety of children is paramount - hope for agreeable conclusion wherever a safe location is determined.
9	28/07/18	x			Concerned about speed on SHL. Wants legal clarification on stopping on zig-zags. Would like to revisit the proposal at the SCP site. Would like a 20mph zone on Squirrels Heath Lane from David Lloyd to Ardleigh Green Road.
10	10/09/18	x	x		No objection to zebra. Questions the need for the flat top hump in Kingsley Gardens as humps can impact Fire Brigade attendance times.
11	26/09/18	x			Interprets TSRGD that it prevents vehicles reversing on/off property. Vehicles may overtake the vehicle waiting to access driveway; this is an offence. Vehicles leaving their property will obscure pedestrians at the crossing. Police ask for 85% speeds on Squirrels Heath Ln.

2.0 Staff Response to Consultation

- 2.1 Officers are satisfied that the zebra crossing can work safely at the proposed location which is sited between four existing vehicle crossovers. However there are concerns that it is some distance from the pedestrian desire line and it is probable that some pedestrians will continue to cross between the two junctions of Kingsley Gardens and Ashlyn Grove.
- 2.2 Regarding access to driveways, The Traffic Signs Regulations and General Directions 2016, Schedule 14 states that the prohibition of vehicles stopping on zig-zag lines does not apply to a vehicle stopped for the purpose of making a left or right turn (it does not state in which direction). It also states that no vehicle shall pass ahead of the foremost part of another vehicle proceeding in the same direction.
- 2.3 Residents will have to alter how they access/egress their driveways, perhaps waiting on the zigzags while pedestrians cross before making their manoeuvre. However, the 50metres of highway covered by the zig-zag markings will provide good visibility to residents accessing/egressing driveways, possibly better than the current situation where high-sided vehicles can park in footway bays, obscuring visibility.
- 2.4 There will be a loss of 3 footway parking bays plus residents along the 50metres length of the zebra zigzags. Residents will no longer be able to park on the highway outside their properties.
- 2.5 To mitigate the loss of parking for short term visitors including parents dropping pupils at the schools, the 38 metres long resident permit bay on Squirrels Heath Lane east of the David Lloyd centre will be amended to allow 40 minutes of free parking in addition to the permit parking, maximum stay 40 minutes, no return within 40 minutes. This is shown on drawing QR017/01.C and was not part of the consultation. This will provide a Park and Stride facility for the school which is an initiative promoted by Havering's Smarter Travel team where parents who need to drive to school can park safely away from the school gates and walk the last approximately 10 minutes to the gate. The change to this bay will require a separate consultation with the twenty two properties in the permit scheme.
- 2.6 The schools' head teachers acknowledged the need for a zebra crossing but as neither lives in the area they did not comment on either location stating that local opinion should take precedence.
- 2.7 The flat top hump in Kingsley Gardens is not proposed as a traffic calming measure as the existing kerb radii at the junction is so tight that vehicles making the turns cannot do so at speed, even emergency vehicles. It is more to provide comfort to pedestrians, especially those with impaired mobility, by bringing the carriageway to the same level as the footway. The top of the flat

top hump is at least 5m long, different from a round top hump, providing a more comfortable ride for motor vehicles and cyclists alike.

- 2.8 The 85th percentile speed of vehicles on Squirrels Heath Lane was recorded as 31.1 eastbound and 32.1 westbound. This is the speed that 85% of vehicles are travelling at or below. Staffs are satisfied that visibility to the crossing meets the requirements of Manual for Streets 2.

3.0 **Conclusions**

- 3.1 The need for a zebra crossing to serve the pupils of the school is clear. The original location at the side roads junction required banned entry which would inconvenience through traffic and residents accessing their properties. Although it was on the pedestrian desire line.
- 3.2 The current proposal is 38 metres from the desire line and so some pedestrians may chose not to use it. Residents either side of the crossing will have to alter the way they access their driveways, being mindful of other vehicles and pedestrians at and around the crossing.
- 3.3 The committee will need to make a recommendation considering the need to provide a safe pedestrian crossing of Squirrels Heath Lane and that of motor vehicle drivers. In an urban environment, there are many constraints on the highway meaning facilities are sometimes a best fit around the existing conditions.

IMPLICATIONS AND RISKS

Financial implications and risks:

This report seeks a recommendation on whether or not the scheme be implemented.

The estimated cost of £0.05m for implementation will be met by Transport for London through the 2018/19 Local Implementation Plan allocation for Pedestrian Crossing at Junction of Kingsley Gardens and Ashlyn Grove (Ardleigh Green Schools) 2018/19 (A2922). The funding will need to be spent by 31st March 2019, to ensure full access to the grant.

The costs shown are an estimate of the full costs of the scheme, should all proposals be implemented. It should be noted that subject to the recommendations of the committee a final decision then would be made by the Lead Member – as regards actual implementation and scheme detail. Therefore, final costs are subject to change.

This is a standard project for Environment and there is no expectation that the works cannot be contained within the cost estimate. There is an element of contingency

built into the financial estimate. In the unlikely event of an overspend, the balance would need to be contained within the overall Environment Capital budget.

Legal implications and risks:

The Council's power to create a pedestrian crossing on roads is set out in Part III of the Road Traffic Regulation Act 1984 ("RTRA 1984"). Before making an order under this provision the Council should ensure that the statutory procedures set out in Part III of the RTRA 1984 and the Zebra, Pelican and Puffin Pedestrian Crossing Regulations and General Directions 1997 (as amended) are complied with. The Traffic Signs Regulations and General Directions 2016 govern road traffic signs and road markings.

Section 122 RTRA 1984 imposes a general duty on local authorities when exercising functions under the RTRA. It provides, insofar as is material, to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. This statutory duty must be balanced with any concerns received over the implementation of the proposals.

In considering any responses received during statutory consultation, the Council must ensure that full consideration of all representations is given including those which do not accord with the officer's recommendation. The Council must be satisfied that any objections to the proposals are taken into account prior to a decision being made.

In considering any consultation responses, the Council must balance the concerns of any objectors with the statutory duty under section 122 RTRA 1984.

Human Resources implications and risks:

None arising from the proposals.

Equalities implications and risks:

The Council has a general duty under the Equality Act 2010 to ensure that its highway network is accessible to all users. Where infrastructure is provided or substantially upgraded, reasonable adjustments should be made to improve access. In considering the impacts and making improvements for people with protected characteristics (mainly, but not limited to disabled people, the young and older people), this will assist the Council in meeting its duty under the Act.

The provision of crossing facilities makes it easier for all sectors of the community to cross busy streets or have more confidence in crossing streets. This is especially helpful to disabled people, children (lone and accompanied), young families and older people.

BACKGROUND PAPERS

None.

APPENDIX A

SCHEME DRAWINGS

Proposal from January 2018 Consultation: QQ024/AG/01.A

July Consultation: QR017/01.B

Proposal including amendment to Permit Parking bay: QR017/01.C