# Agenda Item 5a



**Author/Lead Officer of Report:** Gay Horsfield, Transport Planner

**Tel:** 2735828

Report of:	Executive Director Place	ector Place				
Report to:	Individual Cabinet Member Decision					
Date of Decision:	11 May 2017					
Subject:	Coisley Hill / Sheffield Road zebra					
Is this a Key Decision? If Yes, rea	son Key Decision:- Yes	No .				
- Expenditure and/or savings over £500,000						
- Affects 2 or more Wards						
Which Cabinet Member Portfolio does this relate to? Place Which Scrutiny and Policy Development Committee does this relate to? Thriving Neighbourhood and Communities						
Has an Equality Impact Assessme	ent (EIA) been undertaken? Yes	No .				
If YES, what EIA reference number has it been given? 919						
Does the report contain confidential or exempt information? Yes No						
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-						
"The ( <b>report/appendix</b> ) is not for publication because it contains exempt information under Paragraph ( <b>insert relevant paragraph number</b> ) of Schedule 12A of the Local Government Act 1972 (as amended)."						
Purpose of Report:						
The report outlines the objection received to proposals for a zebra crossing on Coisley Hill / Sheffield Road, Woodhouse. The report seeks a decision on how the scheme should be progressed in light of this objection.						

### **Recommendations:**

- The zebra is built at the location planned having considered the issues that were raised in the objection.
- The waiting restrictions around the corners of Ashwell Road are implemented.
- The objector is informed of the decision taken.

# **Background Papers:**

(Insert details of any background papers used in the compilation of the report.)

Appendix A - Coisley Hill / Sheffield Road Survey Results

**Appendix B –** Scheme drawing

**Appendix C** – Letter of objection and officers' responses

Appendix D - Road Safety Audit 1

Lea	Lead Officer to complete:-							
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council	Finance: Julie Currey 15/02/2017						
	Policy Checklist, and comments have been incorporated / additional forms	Legal: Nadine Wynter 22/02/2017						
	completed / EIA completed, where required.	Equalities: Annemarie Johnston 23/02/2017						
	Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.							
2	EMT member who approved submission:	Simon Green						
3	Cabinet Member consulted:	Cllr Mazher Iqbal						
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.							
	Lead Officer Name: Gay Horsfield	Job Title: Senior Transport Planner						
	Date: 11 May 2017							

#### 1. PROPOSAL

- 1.1 Sheffield Road near Woodhouse West School has a long standing request for a pedestrian crossing.
- 1.2 The site was previously identified as an Accident Saving scheme by the Council's Transport Planning team. There were 9 accidents along this route in the period 2008-2012. Two were serious. There were 4 child pedestrian casualties; these have all occurred in the evenings and not on the school journey. Out of the nine accidents, 5 occurred in the dark.
- 1.3 There have been no recorded injury accidents in the last 5 years, from 1 January 2011 to 31 December 2015. Hence the traffic calming measures originally proposed have been removed. Speeds indicate that no physical traffic calming measures are required.
- 1.4 The previous scheme was a joint project. The traffic calming was funded from the Accident Savings Scheme allocation and the zebra was funded from the Streets Ahead Enhancement budget.
- 1.5 The previous scheme received seven responses. These were:
  - Two supporting the proposals;
  - Four objecting to the proposed waiting restrictions, including one with attached petition with 171 signatures; and,
  - Three objecting to the location of the proposed pedestrian crossing.
     No responses were received objecting to the proposed road humps.
     (Note that some responses objected to more than one aspect of the scheme, hence the sum of responses listed above adding to more than seven)
- In view of the previous objections a survey was done in July 2016, see **Appendix A** for survey results summary. The main crossing point is where the School Crossing Patrol warden operates in Zone B. However several pedestrians were counted crossing nearer to Coisley Road, Zone A. Moving the crossing further away from Coisley Road and nearer to Ashwell Road could result in more pedestrians not walking up and using the zebra crossing. There are low numbers of pedestrians crossing in Zone C and Zone E. Zone D, between Ashwell Road and Wolverley Road, had the highest number of pedestrians on the Saturday. However there is not enough physical space to build the crossing here. Also pedestrians from the Coisley Road direction will probably not walk up to the zebra on school days.
- 1.7 The new scheme has removed all elements of the traffic calming but has kept the zebra crossing at the same location. The survey confirmed that this was the most appropriate location to serve the most significant pedestrian desire line. **Appendix B** Scheme Drawing
- 1.8 There are two small sections of new waiting restrictions around both corners of Ashwell Road to ensure that pedestrians, especially people with limited mobility or with pushchairs, can use the dropped kerbs.

#### 2. HOW DOES THIS DECISION CONTRIBUTE?

2.1 The pedestrian crossing will improve accessibility and safety for a high

- number of pedestrians, many of whom are children that walk to and from school. It contributes to the creation of a safer residential environment and making the City a *Great Place to Live*.
- 2.2 Protecting the dropped crossings will also help a variety of pedestrians.

### 3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 Notices detailing the new proposals were erected on-street and posted through local frontages on 2 December 2016. The notices invited people wishing to object to or otherwise comment on the proposals to submit their comments by 23 December 2016.
- One letter of objection was received, see **Appendix C**. The main concern was the safety of access in and out of their drive at school time. They also felt that the crossing should be located between the shop and the Westend Club as it would serve the community better. Whilst pedestrian numbers were highest at this location on a Saturday, overall they were still much lower than numbers near the school on a weekday.
- 3.3 The Road Safety Audit 1 did not identify the drive access as a problem. See **Appendix D**. The auditor was consulted again after a meeting with the objector. They felt that the resident should be able to enter/leave their drive safely provided that they drive sensibly and in accordance with the Highway Code.
- 3.4 Therefore the crossing in its proposed location ensures the greatest pedestrians benefit and protects this desire line relative to other, lesser desire lines

#### 4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

### 4.1 Equality of Opportunity Implications

4.1.1 Overall there are no significant differential, positive or negative, equality impacts from implementing these individual scheme works as part of the wider Streets Ahead Enhancement project. The work should be positive for everyone by improving access to both around local neighbourhoods and also to the bus and tram infrastructure. It should be particularly positive for the elderly, young and mobility impaired.

# 4.2 Financial and Commercial Implications

- 4.2.1 £60,000 has been allowed to implement the zebra crossing from the 2017/18 LTP programme. This element of LTP funding is part of the Streets Ahead Enhancement programme (BU93053), which has £400,000 in total approved by the Integrated Transport Authority (ITA). The Sheffield City Council Thriving Neighbourhoods and Communities Board and Capital Programme Group have approved a £400,000 total budget for 17/18 but a Final Business Case with details of the works and costs to be carried out will be subject to the Capital Gateway Approval process.
- 4.2.2 The commuted sum to cover future maintenance is estimated at £5K. It is claimed from the LTP and then held in the revenue contribution account BU22183. It is paid to Amey at the end of the financial year to

cover related maintenance expenditure over the next 25 years. However should any other implications arise, appropriate consultation and advice will be sought on the issues as required. The commuted sum for this scheme will be ~£12k which is less than the £50k commuted sums approved for Streets Ahead Enhancement programme for 17/18.

# 4.3 Legal Implications

- 4.3.1 The Council in exercising its functions under the Road Traffic Regulation Act (including provision of pedestrian crossings and waiting restriction) is required under the Section 122 of the Act to (a) secure the expeditious, convenient and safe movement of traffic (including pedestrians) and (b) the provision of suitable and adequate parking facilities on and off the highway, and so far as practicable having regard to the matters listed below.
- 4.3.2 The matters to be considered before reaching any decision are:
  - the desirability of securing and maintaining reasonable access to premises;
  - ii) the effect on the amenities of a locality and (including) the use of roads by heavy commercial vehicles;
  - iii) the national air quality strategy prepared under Section 80 of the Environment Act 1995;
  - iv) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of passengers/potential passengers; and
  - v) any other matters appearing to the Council to be relevant.
- **4.3.3** The Council received one objection to the proposal in response to the consultation. The Council therefore needs to consider whether this objection outweighs the benefits of implementing the proposal. If the Council is satisfied that the benefits of implementing the proposal outweigh the objections, it will be acting lawfully and within its powers should it decide to implement the proposal.

### 4.4 Other Implications

#### 4.4.1 N/A

### 5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Doing nothing has been considered, that is not implementing the proposed zebra crossing. This would mean that conditions for pedestrians crossing Sheffield Road would remain unimproved. Also recruitment and retention of School Crossing Wardens is difficult. If the current warden left and the position was not filled then the main pedestrian desire line would be left unprotected.
- 5.2 Relocating the crossing has been considered. This would address the concerns raised that the proposed crossing does not serve pedestrian movements to the shop, working men's club and bus stops. However, no

other suitable safe location has been identified. Moving the crossing slightly nearer the shop move mean removing all the parking outside the shop. There is not enough physical room to put it between Wolverley Road and Ashwell Road and would mean that at least one bus stop would need to be moved. Moving the crossing near to the Social Club would mean substantial loss of residential parking and again moving at least one bus stop. It would leave the stronger desire line by the school, albeit one only used for relatively short periods of the day, unprotected, perhaps increasing risk to people crossing at this point including the school crossing patrol.

#### 6. REASONS FOR RECOMMENDATIONS

6.1 The new survey confirms that the zebra in the proposed location best serves the main pedestrian desire line for the majority of the time.

# **Coisley Hill & Sheffield Road Survey Zones**



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# **Coisley Hill & Sheffield Road Survey Results**

12 hour survey from 7am to 7pm

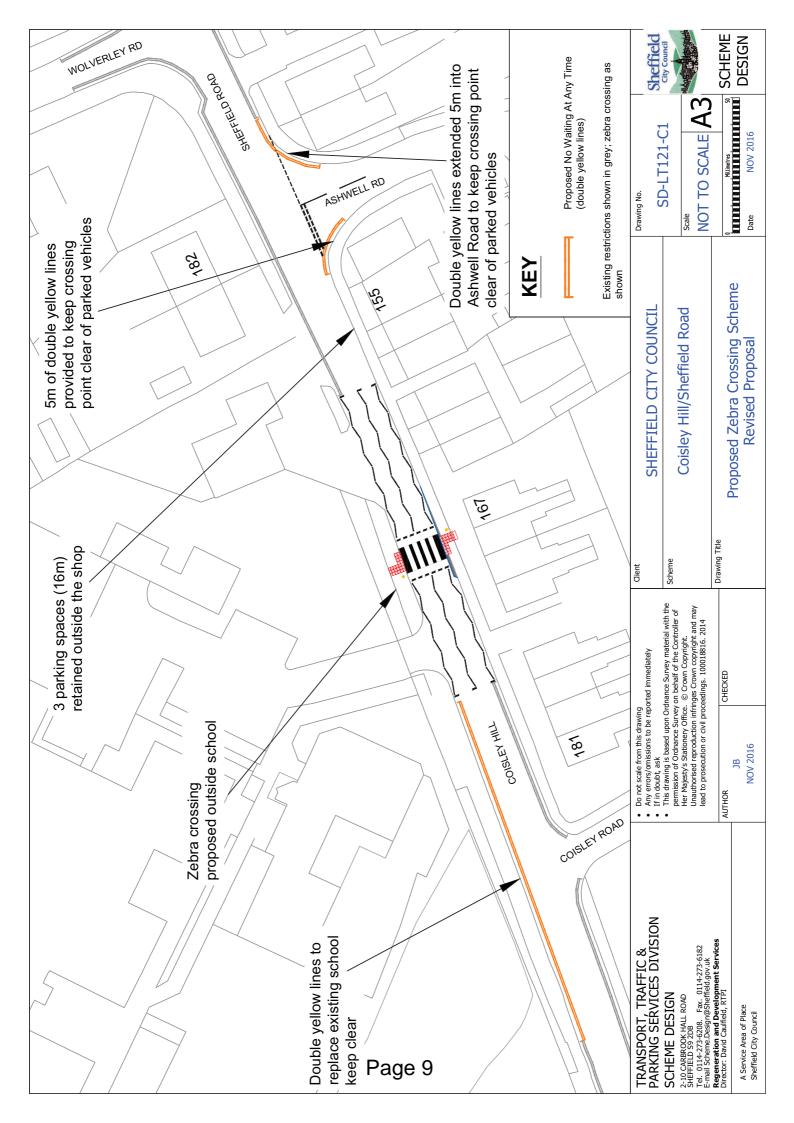
Thursday
7.00-13.00
13.00-19.00
Total
Saturday
7.00-13.00
13.00-19.00
Total

	Zone A		Zone B		Zone C		Zone D		Zone E	
	North B	South B								
	48	32	214	117	16	9	40	42	16	20
0	24	46	109	179	14	8	38	50	16	10
	72	78	323	296	30	17	78	92	32	30
	1	1	12	2	9	8	16	18	18	20
0	5	3	10	3	23	16	43	55	19	20
	6	4	22	5	32	24	59	73	37	40

# Notes

The Year 6 pupils (2 x 30) were not in school that week so the numbers, especially in Zone B, would be slightly higher.

Weather was warm and dry



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#### Appendix C Correspondence received and officer's comments

#### Comments from: A resident of Sheffield Road (word for word)

Re your letter dated 2<sup>nd</sup> December 2016 regards Coisley Hill/Sheffield Road – Proposed zebra crossing.

Following the Highways Cabinet Member Decision on 8<sup>th</sup> January 2015. The review found that the recent road safety history no longer justifies action at this site. In light of this the council has decided not to progress with scheme. It intended to re-visit the possibility of introducing a pedestrian (crossing) in time for the Streets Ahead Maintenance work in this area in 2017.

There has been no accidents as far as I know since this meeting and the letter I received dated 15<sup>th</sup> June 2015.

I would like to ask you to come out to the site of the crossing and meet with me to explain exactly where the crossing is going to be and how it is going to impact on my drive which I had planning permission for and complied with everything asked for safety features ie having a 6ft wall reducing down to 3ft and the drive being made extra wide for the vision of the road. If this crossing was to go ahead I hope my drive is going to remain as it is now.

As regards the position of the proposed crossing I objected last time and still object for safety reasons.

Why has the crossing point been changed from one side of the drive to the other. This makes it more dangerous as you have to cross the drive to get to the proposed crossing, parents allow children to run in front of them, from the shop to start of drive there are walls approx. 3ft high. As we have to use the drive at school time we could already be coming (out) of the drive as a child runs across and this could end in a nasty accident through no fault of the driver. It is noted in OFFICER COMMENTS in APPENDIX B that it is acknowledged the proximity of crossing to driveways to present a risk of conflict between users of the crossing and drivers manoeuvring into or out of accesses.

May I draw your attention to the following from <a href="www.askthepolice.uk">www.askthepolice.uk</a>
It is not illegal to reverse into a main road but it is not advisable, this is for safety reasons. The main road is likely to be very busy and there will be an increased chance of an accident due to the presence of more cars on the road. If an accident occurs due to you reversing onto a main road from a minor road then there may be a possibility of you being prosecuted for driving without due car and attention.

#### **Officers Comments**

No injury accidents have been recorded at this site since 2012. There were two accidents in 2012, both slight and between two vehicles.

Two officers went to a meeting with the resident to discuss their concerns. We agreed to get an independent view from a Road Safety Auditor. In brief, the auditor concluded that this was not a particular issue, especially compared to the overall benefits that a zebra would provide.

The residents drive will remain as it is now.

The position of the crossing allows for some parking to be retained outside the shop. Most of the objections before were about loss of parking. If the crossing is move to the other side of the resident's driveway, no parking could be retained outside the shop.

The auditor also noted:

'When entering the drive I would expect the resident to

- a) Only enter the crossing area when it is safe to do so and
- b) Reverse onto the drive whilst taking the normal care to do so (in practice pedestrians are likely to wait anyway once they see the vehicle reversing making this manoeuvre easier).

I see no reason why the resident should not be able to enter/leave her drive safely provided that they drive sensibly and in accordance with the Highway Code.

The steep slope means there would likely be decent visibility if reversing out of the drive so I would have no objections to the resident driving in forwards, especially if doing so at times of high pedestrian activity would be safer.'

At the meeting on 8th Jan Nat Porter said that crossing warden was stood where he had put the crossing this is not where she stands it's at the other side of the drive.

Prior to the new plans there was going to be no parking outside the shop and would be yellow lines, now you are allowing parking for three cars. APPENDIX B OFFICERS COMMENTS: restrictions are proposed in the vicinity of commenter premises to protect sight lines between pedestrians at zebra crossing and approaching drivers. This has now been abandoned but the crossing is still being proposed in the same position. What has changed to the site lines?

Is there going to be any time restrictions for parking outside the shop. Since your last proposals the shop has now been granted Planning Permission for an extension for a takeaway. I would imagine this is going to bring even more parking problems and also more people crossing the road in the vicinity of the shop and take-away.

I wish to state again that the crossing would serve the community better between the shop and the Westend Club, the last four accidents I know of were: Three children between the shop and Westend Club. Two of these being in the morning at school time one not at school time. Fourth child coming out of school and crossing the road on their own.

Putting double yellow lines to replace school keep clear markings I feel this will only encourage parking on them, as yellow lines will only encourage parking on them, as yellow lines in the area are parked on at school times now.

I am not opposed to safety measures but feel where you intend putting the crossing is going to be more dangerous.

The new crossing is sited on the other side of the residents drive.

The site lines have been re-checked and the visibility allows for some parking outside the shop. The zig-zag lines on the crossing are slightly longer on the shop side to maintain the necessary sight lines.

There are no time restrictions on the parking.

Any increase in parking for the takeaway is unlikely be occur at school start and end times. There may be more people crossing the road and if they wish they can use the crossing.

It is not physically possible to put the crossing between the shop and the Westend Club.

The proposed waiting and stopping restrictions can be enforced by the Council traffic wardens.

As previously stated the auditor felt that the overall benefits that a zebra would provide outweigh any concerns that the resident may have.

# COISLEY HILL, WOODHOUSE PROPOSED ZEBRA CROSSING

# ROAD SAFETY AUDIT STAGE 1 [PRELIMINARY DESIGN]

# **REPORT**

DEVELOPMENT SERVICES
TRANSPORT, TRAFFIC & PARKING SERVICES – ROAD SAFETY
Safety Audit Ref: TE/16-528/LT121/ST1

Date: 26<sup>th</sup> October 2016

Nalin Seneviratne
Acting Director of Development Services
Howden House
1 Union Street
Sheffield
S1 2SH



The officer dealing with this Safety Audit is Ashley Carnall, telephone 2736161 or e-mail: <a href="mailto:ashley.carnall@sheffield.gov.uk">ashley.carnall@sheffield.gov.uk</a>

# COISLEY HILL, WOODHOUSE PROPOSED ZEBRA CROSSING

# STAGE 1 ROAD SAFETY AUDIT REPORT [PRELIMINARY DESIGN]

#### 1.0 Introduction

- 1.1 This report results from a Stage 1 Road Safety Audit (RSA) carried out on the preliminary design of a proposed zebra crossing on Coisley Hill, Woodhouse, Sheffield. The RSA was carried out at the request of James Burdett of TTAPS Design & Delivery, and was received via email dated 29 September 2016. This is the first formal RSA of the proposals.
- 1.2 The Audit Team Membership for this RSA was:

Ashley Carnall (Team Leader for this RSA)

Road Safety Audit Coordinator,

TTAPS – Road Safety, Development Services, Sheffield City Council

Dean Barker (Team Member for this RSA)

Consultant Road Safety Auditor,

TTAPS – Road Safety, Development Services, Sheffield City Council

- 1.3 The involvement of a specialist advisor was not considered necessary at this stage.
- 1.4 The RSA was undertaken in accordance with the Sheffield City Council Road Safety Audit Standard 2005 and comprised an examination of the drawings detailed at Appendix A, and visits to the site. The site visit took place on the morning of Friday 21 October 2016. At the time of the visit the road surface was dry and the weather was fine. Traffic flows were moderate and NMU movements were light.
- 1.5 The Auditors have examined and reported on the road safety implications for the scheme as presented and have not examined or verified the compliance of the designs to any other criteria.
- 1.6 All comments and recommendations are referenced to Problem Location plan numbered TE/16-528/LT121/ST1/01 included at Appendix B.
- 1.7 This Stage 1 RSA was completed on 26<sup>th</sup> October 2016.

# 2.0 Scheme Description

- 2.1 The improvement proposes to provide a new zebra crossing on Coisley Hill in the vicinity of Woodhouse West Primary School.
- 2.2 Full details of the proposals are given in Appendix A.

## 3.0 Notes for the Design Team - Unresolved Issues

- 3.1 In accordance with the Arbitration Procedure [outlined in the Sheffield City Council Road Safety Audit Standard 2005], after the Design Team has given due consideration to the problems raised by the Audit Team [and meetings have taken place between the Design Team and the Audit Team] any changes made to the design shall be submitted to the Audit Team for that part of the scheme to be re-audited.
- 3.2 Items in the Audit report that are not acted upon, either because they are felt to be outside the terms of reference of the project or deemed not appropriate by the Design Team should be included in an Exception Report. The Exception Report should be prepared by the Design Team, on behalf of the Project Sponsor, giving the reasons for rejection together with any alternative solutions and sent to the Arbiter with a copy to the Audit Team.
- 3.3 The Arbiter is to be the Head of Transport, Traffic and Parking Services or his nominees.

# 4.0 Supporting Information – Historical Collision Data

4.1 No personal injury collisions have been recorded within the limits of the proposals in the most recent five year period available (i.e. up to 30/06/2016)

# 5.0 Problems Raised in this Stage 1 Road Safety Audit

Problems relate to preliminary design GA drawing SD-LT121-P1

#### 5.1 PROBLEM

Location: Reference 5.1 on Plan TE/16/LT121/ST1/01 at Appendix B – Coisley Hill, northern footway on approach to proposed crossing

Summary: Lamp column in centre of footway likely to impinge drivers' forward views to beacon and/or child pedestrians waiting to cross, with resulting increased risk of pedestrian collisions

There is a lamp column in the centre of the footway in the above location, approximately 5m in advance of the proposed crossing location. The lamp column is relatively wide (an old concrete column), and could under certain conditions impinge upon drivers' forward views to the beacon and pole. This could reduce driver anticipation of the crossing and so increase reaction times, with a resulting increased risk of collisions with pedestrians.

The column could also adversely affect views to child pedestrians under some conditions.

It is furthermore noted that the column is positioned in the centre of the footway in a location where pedestrian volumes will be high at times (school changeover times), and therefore presents an unnecessary obstruction.

#### RECOMMENDATION

Relocate the column to the rear of the footway.

**DESIGN TEAM RESPONSE** 

Agreed.

ROAD SAFETY AUDIT TEAM RESPONSE

Accepted.

End of Problems Raised and Recommendations Offered in this Stage 1 Road Safety Audit

#### 6.0 Audit Team Statement

I certify that this RSA has been carried out in accordance with the Sheffield City Council Road Safety Audit Standard 2005.

### AUDIT TEAM LEADER

Ashley Carnall
Road Safety Audit Coordinator
TTAPS – Road Safety
Development Services
5<sup>th</sup> Floor Howden House
1 Union Street
Sheffield City Council
S1 2SH

**AUDIT TEAM MEMBER** 

Dean Barker
Consultant Road Safety Auditor
TTAPS – Road Safety
Development Services
5<sup>th</sup> Floor Howden House
1 Union Street
Sheffield City Council
S1 2SH

Signed: A Carrall

Dated: 26<sup>th</sup> October 2016

#### **APPENDIX A**

Road Safety Audit Brief (list of drawings and documents considered)

Document Reference: Stage 1 RSA brief received by email dated 29 September 2016 from James Burdett, included on following pages.

# List of Information considered in this Stage 1 RSA;

Drawings: -

• SD-LT121-P1 General Arrangement

Other Documents: -

- Results of Site Speed Survey
- Personal Injury Collision data (5 calendar years to 30 June 2016); No collisions recorded

# SCHEME TITLE - 1590 Coisley Hill Zebra Crossing (TP/LT121)

## **ROAD SAFETY AUDIT STAGE 1 – AUDIT BRIEF**

# 1. Drawings

See attached

# 2. History

A scheme comprising traffic calming measures on Coisley Hill, principally intended to reduce the incidence of pedestrian collisions, and to facilitate the withdrawal of the existing school crossing patrol service, was developed in 2014. This scheme was not approved by Councillors following receipt of a petition which was fundamentally objecting to the restriction on parking in the area.

# 3. Description of the Project

There is no longer justification for the road safety elements of the scheme (no accidents in the last 5 years) but the client still wishes to progress with a zebra crossing outside the school. Design Team has therefore re-designed the original proposal.

## 4. Proposals

The scheme includes the following:

- A zebra crossing with minor footway widening on the southern side
- Extended zigzags (10 marks) on the westbound approach
- Retention of three parking spaces outside the shop
- New waiting restrictions

# 5. Departures from Standard

None.

#### 6. Accident data

No collisions recorded

# 7. Previous RSA Reports

None.

#### 8. Additional Information

Speed data was provided to the Design Team, taken at a position to the west of the proposed crossing. This showed that both eastbound and westbound speed at the 85<sup>th</sup> percentile are 29mph. However Design Team felt a further check was warranted on the westbound approach to the crossing.

Surveys were carried out on Monday 25 October 2016, 16.00-16.30, at the junction with Wolverley Road. Weather was wet and no vehicles were parked outside the shop, meaning traffic was free flowing. The speeds of 50 vehicles were taken. 85<sup>th</sup> percentile speed was 29mph. Further information can be provided if necessary.

Following the survey, Design Team parked a vehicle in the position where parking would be permitted outside the shop, at the extent of the proposed zig zags. The photo below demonstrates the visibility, which is 50m.

It was noticeable that parking in this area slowed westbound vehicles, in a similar manner to that of a formal priority give way, although speeds have not been taken at that precise point under such a scenario.



James Burdett Senior Engineer 29 September 2016

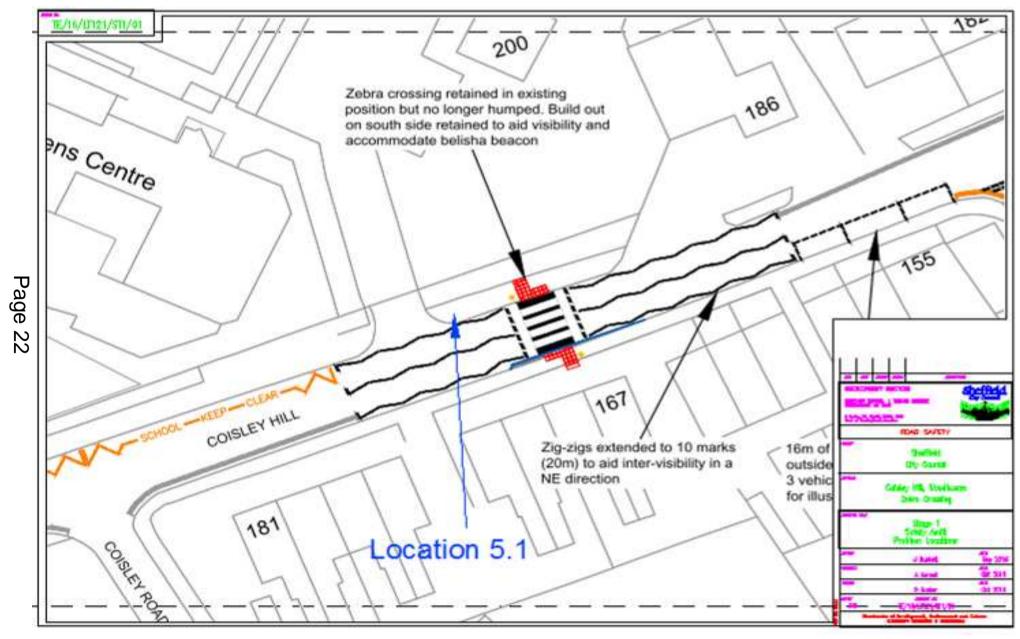
# **APPENDIX B**

# **Problem Location Drawings**

List of Drawings:

TE/16-528/LT121/ST1/01

Stage 1 Road Safety Audit
For TTAPS – Design & Delivery



RSA Ref: TE/16-528/LT121/ST1

Issue Status: REPORT Date: 28<sup>th</sup> October 2016 Development Services TTAPS - Road Safety © Sheffield City Council