

TITLE: FIELD END ROAD, EASTCOTE – PETITION REQUESTING A ZEBRA CROSSING	
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Cabinet Member	Councillor Keith Burrows
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Cabinet Portfolio	Planning and Transportation
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Officer Contact	Catherine Freeman
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Papers with report	Appendices A-G
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HEADLINE INFORMATION

Purpose of report	To inform the Cabinet Member that a petition of 73 signatures has been received from local residents requesting the installation of a zebra crossing on Field End Road, near the junction with Ferncroft Avenue and Woodlands Avenue, Eastcote. This report also informs the Cabinet Member of the receipt of objections to proposals for a zebra crossing, and a consultation exercise carried out with residents in the local area. The Council has developed three options for the location of the proposed zebra crossing on Field End Road for the Cabinet Member to consider.
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Contribution to our plans and strategies	The request for a zebra crossing on Field End Road has been considered in relation to the Council's strategy for road safety
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Financial Cost	The estimated cost of Option 1 is £23,785; Option 2 is estimated to cost £37,720 and Option 3 is estimated to cost £50,878
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Relevant Policy Overview Committee	Residents' & Environmental Services
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Ward(s) affected	Cavendish Ward
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RECOMMENDATION

That the Cabinet Member:

1. Notes the petition request
2. Acknowledges the objections to proposals for a zebra crossing
3. Meets with and listens to the petitioners' request for a zebra crossing
4. Considers the responses to the informal consultation for the installation of a zebra crossing at Option 1 which is a location approximately 10 metres north-west of

Ferncroft Avenue (Appendix C) and Option 2 which is a location approximately 40 metres north-west of the south-eastern arm of Woodland Avenue (Appendix D)

- 5. Asks officers to develop Option 3 which proposes to install a zebra crossing on Field End Road at the southern arm of Ferncroft Avenue, as shown on Appendix G, and report back to the Cabinet Member**

Reasons for recommendation

To investigate in further detail the request of the petitioners and the objections put forward by local residents

Alternative options considered

Options will be discussed with the petitioners.

Comments of Policy Overview Committee(s)

None at this stage

Supporting Information

1. In October 2008 the Council received a petition with 73 signatures requesting the installation of a zebra crossing on Field End Road, near the junction with Ferncroft Avenue and Woodlands Avenue. The petitioners include parents and relatives of children attending Newnham Primary School.
2. Field End Road is a local distributor road, predominantly residential, and is the main north - south route for motorists in the Northeast of the Borough. Newnham Primary School is on Newnham Avenue which is a residential road located north-east of Field End Road, as shown in Appendix A.
3. The Council's monitoring programme of road accidents highlighted a relatively high number of personal injury accidents that had taken place on Field End Road, between Southbourne Gardens and Whitby Road during the three-year period ending in December 2005. A feasibility study was conducted to identify potential accident remedial measures. From this a Local Safety Scheme was developed and included in the Council's Local Implementation Plan (LIP) submission to Transport for London (TfL) for 2007/2008.
4. The bulk of the Local Safety Scheme on the section of Field End Road between the junctions of Southbourne Gardens and Whitby Road was completed in September 2008 and included the implementation of kerb buildouts, traffic islands and centre hatching, which aim to moderate vehicle speeds and alter motorists' perception of the road. This scheme initially included the provision of a 'one entry only' into Ferncroft Avenue from Field End Road, as well as the provision of a zebra crossing on Field End Road between the junctions of Woodlands Avenue and Ferncroft Avenue. The zebra crossing was proposed to provide a safe crossing facility in the desire line of pedestrians that travel to and from Newnham Primary School.

5. A proposal for a zebra crossing located between numbers 381/383 and 396 Field End Road was initially developed as part of the Local Safety Scheme which received approval from the Cabinet Member for Planning and Transportation on 22nd February 2008. The location of the proposed crossing was in response to an earlier petition submitted to the Council by representatives from Newnham Primary School requesting a safe place to cross on Field End Road. Formal notice was given of the Council's intentions to install a zebra crossing and the provision of the No-Entry working. Public notice under Section 23 of the Road Traffic Regulation Act was advertised on 2nd July 2008 for 21 days. Six objections to the location of proposed zebra crossing, as well as comments from the Metropolitan Police were received during this period. In addition, one objection to the proposed No-Entry working was received.
6. The objectors are generally in support of the need for a new crossing but are opposed to the proposed location due to its close proximity to four driveways. The objectors consider this location to be unsafe due to a number of potential conflicts that could occur between pedestrians using the crossing and drivers entering and exiting their driveways. Another reason for objection is due to the close proximity of the proposed crossing to the junction with Ferncroft Avenue. One objector stated that vehicles turning left out of Ferncroft Avenue often do not slow down at the junction with Field End Road and proceed to turn without looking left as they are not expecting an obstruction in this direction. Three of the objectors are concerned that mature trees present on either side of the proposed zebra crossing will make visibility hazardous for both drivers and pedestrians. One of the objectors is concerned that there will be a restricted view of the crossing for southbound vehicles due to vehicles waiting to turn right into Woodlands Avenue, as well as a restricted view of the crossing for northbound vehicles due to vehicles waiting to turn right into the service road fronting numbers 385 to 407 Field End Road. This objector is also concerned that there will be a build-up of pedestrians adjacent to the carriageway outside number 381 Field End Road, meaning a risk of collisions between vehicles and pedestrians who accidentally step on to the carriageway. Also three of the objectors are concerned that the implementation of the proposed crossing will affect house prices in the immediate area.
7. The majority of objectors stated that they were not adequately consulted on the proposal and recommended that the Council re-considers the location for the proposed crossing. All six objectors suggested that the new zebra crossing is installed at the location of the existing pedestrian refuge at the junction with Ferncroft Avenue. One of the objectors stated that residents have been using this uncontrolled crossing for many years and drivers using Field End Road on a regular basis also know that vehicles stop to let pedestrians cross at this point. In addition, the position of this crossing is on the desire line and has large areas at both ends for pedestrians to dissipate away from the edge of the road. Another objector suggested an alternative location, north-west of Woodlands Avenue which would support school children accessing Woodlands Avenue from Field End Road. The objector stated that this location is very close to the bus stops and is adjacent to a public footpath from Ruislip Manor / Bessingby Park area.
8. The North West Traffic Management Unit of the Metropolitan Police was consulted on the proposed zebra crossing scheme. Whilst agreeing in principle with the installation of zebra crossings as a road safety measure, the Police have noted problems with the location of the proposed crossing on Field End Road. The Police are concerned that the crossing is too close to the junctions with Woodlands Avenue, Ferncroft Avenue and the service road fronting property numbers 385 to 407 Field End Road. There are concerns that the

proposed crossing is too close to existing vehicle crossovers and many of the possible turning movements for vehicles entering and existing these driveways may come into conflict with pedestrians using or waiting to use the crossing. In addition, there is concern that the existing trees surrounding the crossing will restrict visibility for both drivers and pedestrians. Due to these concerns, the Police do not support the installation of a formalised crossing at this location. The Police stated that the existing uncontrolled pedestrian crossing at the junction with Ferncroft Avenue appears to be a better location for a formalised crossing.

9. During July 2008 two options for a zebra crossing on Field End Road were reviewed in a Stage 1/2 Road Safety Audit carried out independently by TfL. Option A was for a zebra crossing to be installed at the location initially proposed, between numbers 381/383 and 396 Field End Road. Option B was for the installation of a zebra crossing at the location of the existing pedestrian refuge at the junction with Ferncroft Avenue, as shown on Appendix B. Option B was considered in response to comments from the objectors and Police.
10. The Safety Audit report raised concern with the location of Option B. As shown on Appendix B, the pedestrian refuge is currently located between two opposing right turn pockets and therefore traffic wishing to turn right will be manoeuvring to do so within the zebra crossing control area as defined by the zig-zag lines. The Safety Audit report states that this is undesirable because drivers may be distracted from the crossing by their right turn manoeuvres. In addition, the Safety Audit report states that there is a risk of head-on collisions occurring between opposing right turning vehicles. The Traffic Signs and General Directions 2002 do not permit right turn arrows to be laid within zig-zag lines. The Safety Audit report recommends that the zebra crossing should be re-located to a point where its operation will not be unduly affected by potential conflicts arising from other highway features. In response to the Safety Audit comments it was decided not to proceed with this option.
11. In relation to Option A, TfL's audit team have recommended the use of a pedestrian refuge island and the removal of an adjacent tree to help make the crossing more visible. The Tree Officer from the Council's Green Spaces team is in support of TfL's recommendation as a new tree can be re-planted on this section of Field End Road. The objectors and Police are concerned that Option A is too close to the junctions of Ferncroft Avenue, Woodlands Avenue and the service road fronting property numbers 385 to 407 Field End Road. However, the Cabinet Member may be aware that guidance from the Department for Transport within Local Transport Note 2/95 "The Design of Pedestrian Crossings" suggests that a zebra crossing should be located at a minimum distance of 5m from a junction. The location of Option A meets this guidance.
12. In response to the six objections, the Council assessed alternative locations for the proposed crossing. An option for a zebra crossing located approximately 40 metres north-west of Woodlands Avenue was investigated. This option would require the re-location of an adjacent bus stop as well as the removal of a parking bay on the western side of Field End Road, adjacent to the car park next to The Cavendish. A Stage 2 Road Safety Audit carried out independently by TfL in October 2008 also recommended the removal of an adjacent tree to help improve visibility of the crossing.
13. Subsequently in October 2008 the Council received a petition with 73 signatures from local residents requesting the installation of a zebra crossing on Field End Road at the location

initially proposed (between no's 381/383 and 396 Field End Road). The petition letter states: *'In the past week over 50 people living in the area have signed a petition urging that the self interest of the few is set against the context of the wider community desire to see this crossing installed quickly and in the original location identified for the safety of all those who have need to cross this busy road'*.

14. In response to the objections and petition request, it was decided to carry out an informal consultation with local residents on the two feasible locations for the proposed zebra crossing on Field End Road. **Option 1** proposes a new crossing approximately 10 metres north-west of Ferncroft Avenue (between no's 381/383 and 396 Field End Road), as shown on Appendix C. **Option 2** proposes a new crossing approximately 40 metres north-west of the south-eastern arm of Woodland Avenue, as shown on Appendix D. A letter and questionnaire was delivered to approximately 375 households within an area determined by the help of the local Ward Councillors, as shown on Appendix E. The consultation letters were delivered on 6th March 2009 and the residents had until 3rd April 2009 to make comments. The reason for the wider consultation was to establish with reasonable certainty the level of demand within the local area for a zebra crossing, and at the same time offering an alternative location.
15. The Council received 191 responses to the informal consultation (51%) but 9 of these responses were outside of the consultation area and one household sent in two forms. Therefore, the Council received 181 valid responses to this consultation (48%). These consultation results are shown in Table 1 and indicate that there is a higher support for Option 1 (48%) compared to Option 2 (33%). A colour coded plan was produced showing the responses from each household, which was used to help analyse the consultation results. Support for the two options varies across the consultation area. However, the plan showed that six frontagers to the location of Option 1 are opposed to both options but six households on Field End Road in the service road opposite the junction with Ferncroft Avenue are in support of Option 1. In addition, Option 1 is the preferred Option for Newnham Primary School as this crossing is in the desire line for children and parents walking to and from School.

	No. of responses	Valid no. of responses	% of responses
Support options / agree need for a new crossing	167	157	86.7
Only agree need for crossing	6	4	2.2
Support / prefer Option 1	95	87	48.1
Support / prefer Option 2	60	60	33.2
Support both Options	6	6	3.3
Against both Options	24	24	13.2

Table 1: Informal consultation results

16. In May 2009 a site meeting was held with Council officers, three of the objectors and a local Ward Councillor to discuss the informal consultation results and to listen to their comments on the proposed options. The residents are in support of the need for a crossing but are opposed to the proposed locations, in particular Option 1. The residents highlighted their concerns with the close proximity of the proposed crossing to four driveways and the

junction with Ferncroft Avenue. One of the residents had designed a drawing showing a proposed zebra crossing at the location of the existing pedestrian refuge at the junction with Ferncroft Avenue. However, it was explained that TfL's Road Safety Auditors did not recommend this location for the reasons detailed in Paragraph 10. One of the residents suggested the employment of a lollypop man to help parents and children cross safely at the existing pedestrian refuge. At the meeting it was agreed that the Council would investigate the feasibility of a further option which would include the closure of the southern arm to Ferncroft Avenue and the installation of a zebra crossing near the existing pedestrian refuge at this junction.

17. Further investigations have included traffic counts and a pedestrian survey at the junction of Field End Road and Ferncroft Avenue. Traffic counts were undertaken on Thursday 11th June 2009 for the morning peak, school picking up time and evening peak. The results of the traffic surveys are shown on Appendix F, which indicate that a relatively low number of vehicles use the southern arm of Ferncroft Avenue but a relatively high number of vehicles turn left out of the northern arm of Ferncroft Avenue onto Field End Road. Site observations have shown that a relatively high number of parents with children and pushchairs cross Field End Road at the junction of Ferncroft Avenue using the pedestrian refuge at this location.
18. Following the site meeting with the objectors and local Ward Councillor, the Council developed a design for Option 3 which proposes a zebra crossing south of the existing pedestrian refuge at the junction with Ferncroft Avenue, as shown on Appendix G. This Option requires the closure of the southern arm of Ferncroft Avenue in order to address the concerns raised by TfL's Road Safety Auditors in response to an earlier proposal, as detailed in Paragraph 10. Option 3 proposes to locate the zebra crossing south of the existing pedestrian refuge so that a right turn bay can be provided for vehicles waiting to turn into Ferncroft Avenue. As discussed in Paragraph 10, the Traffic Signs and General Directions 2002 do not permit right turn arrows to be laid within zig-zag lines. Option 3 also recommends a 'No Entry' working for vehicles turning from Field End Road into the north-western end of the service road fronting property numbers 385 to 407 Field End Road. This will prevent potential conflicts between vehicles turning right into the northern arm of Ferncroft Avenue and vehicles turning right into the north-western end of the service road. This location for the crossing is in the desire line for pedestrians walking to and from Newnham Primary School and also addresses the concerns put forward by the residents opposed to the proposed crossing located 10 metres north-west of Ferncroft Avenue (between no's 381/383 and 396 Field End Road).
19. It is recommended that the Cabinet Member asks officers to develop Option 3, as shown on Appendix G. The feasibility of this option primarily depends on the Stage 1/2 Road Safety Audit which the Council has requested TfL to carry out. If available in time, this information will be presented at the Petition Hearing Meeting. Further investigations would also include informally consulting with the directly affected residents; in particular those directly affected by the proposed 'No Entry' working at the north-western end of the service road. Subsequently the proposal would require Public notice under Section 23 of the Road Traffic Regulation Act to be advertised for 21 days, and any objections would need to be considered by the Council.
20. It is also recommended that the Cabinet Member considers the responses to the informal consultation for the installation of a zebra crossing at Option 1 which is a location

approximately 10 metres north-west of Ferncroft Avenue (between no's 381/383 and 396 Field End Road) and Option 2 which is a location approximately 40 metres north-west of the south-eastern arm of Woodland Avenue. The results of the informal consultation showed that there was higher support from local residents for Option 1 compared to Option 2. In addition, the petitioners requested the installation of a zebra crossing at the location of Option 1. Further investigations have indicated that a pedestrian refuge may not be feasible for Option 1 due to the location of the adjacent vehicle crossover. The installation of a pedestrian refuge was recommended by TfL's Road Safety Auditors to improve visibility of the crossing, however the installation of Zebrite Belisha beacons could be considered instead. Option 2 would provide a safe crossing facility for school children accessing the Cavendish Sports Pavilion but this Option would require the re-location of an adjacent bus stop as well as the removal of a parking bay on the western side of Field End Road.

Financial Implications

The estimated cost of Option 1 is £23,785; Option 2 is estimated to cost £37,720 and Option 3 is estimated to cost £50,878.

Transport for London (TfL) have provided an allocation of £30,000 which can be used to fund the installation of this scheme in the 2009 / 2010 LIP. The additional funding required for Options 2 & 3 could be requested from TfL or met from the Council's 2009/10 Road Safety Programme subject to the release of that programme from moratorium and approval from the Cabinet Member.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

It will allow further consideration of the petitioners' request for a zebra crossing on Field End Road and the objections put forward by local residents

Consultation Carried Out or Required

- Informal consultation carried out with local residents (6th March 2009 - 3rd April 2009)
- Section 23 Notice for Option 1 was advertised on 2nd July 2008 for 21 days
- Section 23 Notice would be required for Option 2 or Option 3
- The local Ward Councillors have been consulted. One of the Councillors stated that Option 3 appears to meet everyone's concerns and another Councillor has a preference for this Option.

CORPORATE IMPLICATIONS

Corporate Finance

None at this stage.

Legal

Consultation background and next steps

Option 1 has already been subject to statutory consultation, however it appears that there are new proposals that have only been subject to non-statutory consultation. The comparable positive and negative aspects of all three options are finely balanced.

Taking into account the development of the options has been dynamic in response to comments from residents, the Metropolitan Police and Transport for London, legal services are of the view that whichever option is preferred, it would be legally sound to consult on a statutory basis for all three options once again under the statutory procedures, and it would be legitimate for the Council to express a predisposition.

Consultation must be undertaken when proposals are still at a formative stage, must give sufficient reasons to permit the consultee to make a meaningful response, must allow adequate time for consideration and response, and the results of the consultation must be conscientiously taken into account in finalising any proposals. Fairness and natural justice requires that there must be no predetermination of a decision other than a legitimate predisposition to a certain conclusion: see R (Wainwright) v Richmond upon Thames London Borough Council [2001] EWCA Civ 2062, [2001] All ER (D) 422, and Bovis Homes Ltd v New Forest District Council [2002] EWHC 483 (Admin).

Legal Powers

In relation to a zebra crossing the Council has powers contained in the following:

- The zebra crossing will be introduced using its powers contained in The Road Traffic Regulation Act 1984 (“the Act”);
- The crossing shall be indicated in the manner prescribed in The Zebra, Pelican and Puffin Pedestrian Crossing Regulations and General Directions 1997 (“the Regulations”).

Section 23(2) of the Road Traffic Regulation Act 1984 provides that before establishing a crossing the local traffic authority shall: -

- I. Consult with the chief officer of police about their proposal to do so;
- II. Shall give public notice of that proposal to do so; and
- III. Shall inform the Secretary of State in writing.

When exercising their function conferred by or under the Act, the Council are under a duty imposed by section 122 of the Act to secure the expeditious, convenient and safe movement of vehicular and other traffic and the provision of suitable and adequate parking facilities on and off the highway. The Council must, so far as practicable, have regard to a number of matters set out in Section 122 (2), which are as follows: -

- I. The desirability of securing and maintaining reasonable access to premises.
- II. The effect on the amenities of any locality affected, including the importance of regulating and restricting the use of roads by heavy commercial vehicles so as to preserve or to improve the amenities of the areas through which the roads run.
- III. The National Air Quality strategy prepared under Section 80 of the Environmental Act 1995.
- IV. The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or wishing to use such vehicles.
- V. Any other matter appearing to the Local Authority to be relevant.

As stated above before establishing a crossing the Council must, inter alia, give public notice of the proposal. That duty encompasses a duty to consider representations received in response to such a notice.

The Council's powers to carry out these and other works are comprised in the Highways Act 1980 and the Road Traffic Regulation Act 1984. The crux is that exercising these powers with the object of improving highway safety is lawful, other relevant considerations such as the expeditious movement of traffic, amenity. If specific advice is required in relation to the exercise of individual powers, Legal Services should be instructed. For example, depending on the precise option decided upon and (if appropriate) implemented, then consideration ought to be given to whether the procedures under 90GA of the Highways Act 1980 should be followed. The procedures relate to certain traffic calming works in London such as overrun areas and pinch points.

The Road Traffic Regulation Act 1984 and the Traffic Signs Regulations and General Directions 2002 govern road traffic orders, traffic signs and road markings and there are no special circumstances drawn to our attention that would prevent the scheme proceeding provided that the appropriate statutory procedures are followed.

Corporate Property

None at this stage

Relevant Service Groups

None at this stage.

BACKGROUND PAPERS

- Petition received, dated 20th October 2008
- Cabinet Member report, 24th October 2007: Field End Road, Ruislip – Proposed Local Safety Scheme
- Cabinet Member decisions sheet published by the Cabinet Office on 22nd February 2008
- Road Safety Audit Stage 1/2: Field End Road, Southbourne Gardens to Boleyn Drive - Phase 3, Options 1 & 2
- Road Safety Audit Stage 2: Field End Road – Proposed zebra crossing northwest of Woodlands Avenue