

Forward Plan reference number: N/A

Report title: Zebra Crossing, Lawn Lane, Chelmsford	
Report to: Councillor Kevin Bentley, Deputy Leader and Cabinet Member for Infrastructure	
Report author: Andrew Cook, Director for Highways and Transportation	
Date: 05/11/2020	For: Decision
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County Divisions affected: Springfield	

1. Purpose of report

- 1.1 Essex County Council (the Council) formally advertised its intention to install a Zebra Crossing on Lawn Lane, Chelmsford (the Proposal). As objections to the Proposal have been received, the Cabinet Member for Infrastructure is now asked to decide whether the Proposal should be implemented.

2. Recommendations

- 2.1 Approve the implementation of the Zebra Crossing on Lawn Lane, Chelmsford, as advertised and as set out in Appendix 2.

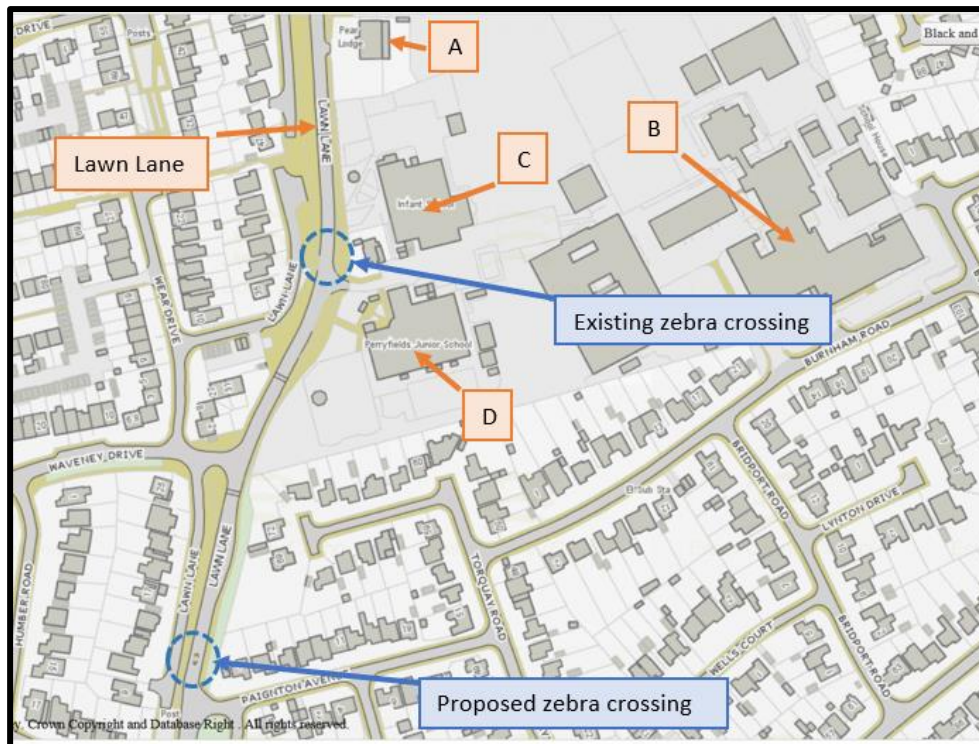
3. Summary of Issue

- 3.1 The Proposal has been agreed by the Chelmsford Local Highway Panel, the panel responsible for making recommendations and setting priorities for highway improvement schemes in the area.
- 3.2 Lawn Lane is classified as a Priority 2 road within the Essex Functional Route Hierarchy, which carries a high flow of vehicles within the existing 30mph speed limit. It has a high footfall of pedestrians crossing a busy road to access. In the three years prior to July 2020 there have been no personal injury vehicle accidents in the vicinity of the proposed crossing.
- 3.3 Lawn Lane has traffic calming along the road in the form of bolt down preformed speed cushions.

View looking at existing crossing point north along Lawn Lane with Paignton Avenue on right hand side



- 3.4 The existing crossing points are used by both school children/parents and local residents. These pedestrian movements would be encouraged as an alternative to driving. Providing a zebra crossing facility could encourage others to start walking.
- 3.5 In the vicinity of the existing crossing point there are four schools, as follows -
- A - Lawn Lane Day Nursery School – Capacity 44
 - B - The Boswells Secondary School – Capacity 1431
 - C - Perryfields Infant School – Capacity 180
 - D - Perryfields Junior School – Capacity 270



- 3.6 The crossing point and refuge are well used accommodating some 432 pedestrian movements during the 13-hour survey period and a maximum of 62 pedestrians in a 15 min window. The existing refuge is 1.5m wide making it difficult for someone with a pushchair or push bike to fit wholly on the island without overhanging it. The crossing is some 1.8m long also reducing the effectiveness to accommodate the number of pedestrians, particularly in peak hours. There is adequate justification to upgrade the existing refuge to a Zebra crossing.
- 3.7 A Zebra crossing will provide a suitable crossing point for pedestrians, particularly vulnerable road users e.g. children wishing to access the infant school and elderly residents accessing the nearby amenities during and outside of school times.

Consultation

- 3.8 From 30 April 2020 to 22 May 2020, the Council formally advertised the Proposal (TRAF/7257), whereby members of the public were invited to comment on the Proposal. During this period two objections were received from two members of the public.
- 3.9 One objection stated that Lawn Lane is quite a long road with an existing crossing at Perryfields School and that with the proximity to Perryfields School it seems a waste of money to have two crossings so close. ECC informed the

consultee that although traffic can form a concertina at crossings, the Proposal should provide an improved crossing point for pedestrians where they have a right of way over traffic, as the existing crossing point is well used accommodating some 432 pedestrians over a 13-hour window, and as a by-product, the Proposal create opportunities for traffic turning out of Paignton Avenue where traffic would be held at the Zebra crossing, particularly during in peak hours.

- 3.10 The other objection was also concerned about the location of the new Zebra Crossing, given its proximity to the already existing Zebra Crossing along the same road. They also stated the crossing would look unsightly, the beacons would cause light pollution to properties. In addition, they felt it was easy to cross the road at most times of the day. ECC provided a response to the consultee in accordance with the response it provided to the first objection as set out in paragraph 3.9 and clarified that the impact of the light emitting from the beacons would be reduced due to utilising appropriate sheliding, which helps to direct light away from the adjacent properties.
- 3.11 The refuge island near the junction of Paignton Avenue was highlighted by both County and City Councillors as a possible site that could be upgraded to a Zebra crossing.
- 3.12 It is required that Highways Officers should apply a transparent/rigorous test against safety criteria/policy, including calculation on requests for pedestrian crossing facilities as outlined in the Highways Practice Notice (HPN) 033. The calculation is a numerical measure designed to assess the degree of conflict between vehicles and pedestrian or in order to determine the type of pedestrian crossing facility for a specific location. The Traffic Signs Regulations and General Directions 2016, were adopted by Essex County Council in order to have an open and transparent selection criteria for the introduction of pedestrian crossings. In conjunction with the general principles of the national guidance, a formula is used in Essex in order to ensure that each site is treated according to its own individual characteristics and site location, taking full account of vehicle flow, pedestrian flow, vulnerable road users, site characteristics and collisions.
- 3.13 This calculation was applied to the Proposal and it determined that the installation of a zebra crossing is warranted at this site.
- 3.14 An objection report can be found in Appendix 1.
- 3.15 During the consultation, other key stakeholders were consulted and as a result of this the following comments were received.
 - 3.15.1 Essex Police did not want to comment, but raised no objection to the Proposal.

3.15.2 County Councillor Mike Mackrory responded as follows:

- I fully support the proposal as do the two City councillors, Cllr Natacha Dudley & Cllr Richard Lee and the traffic survey data from the degree of pedestrian/vehicle conflict survey justifies the need.
- The zebra crossing further down almost entirely serves the Perryfields School complex during the school day whereas the proposed crossing largely serves pedestrians using the Torquay Road shops from the residential area to the south. In addition that route links into further pedestrian routes into the city centre which serves the wider area beyond Torquay Road.

4. Options

Option A – Continue with the Proposal as advertised

- 4.1 This option would support the views of all the local Councillors and the Chelmsford Local Highway Panel. The Proposal met the criteria for a Zebra Crossing and gives pedestrians the right of way over traffic. It would also create opportunities for traffic turning out of Paignton Avenue when traffic was held at the Zebra crossing, particularly during peak hours.

Option B – Abandon the scheme

- 4.2 This would not achieve any additional highway benefits. This option would allow pedestrians to cross when they feel is safe to do so. It would not encourage pedestrians, such as those less able and unaccompanied school children to cross here.

5 Issues for consideration

5.1 Financial Implications

- 5.1.1 If option A is chosen then the £80,000 cost of the implementation of the zebra crossing would come from the Chelmsford Local Highway Panel 2020/21 Capital Budget.
- 5.1.2 If option B was chosen, then there could be abortive scheme cost from the works already undertaken, including design and advertising.

5.2 Legal Implications

- 5.2.1 The request for the zebra crossing is covered by the results from the degree of pedestrian/vehicle conflict survey, which showed that a zebra crossing was warranted.
- 5.2.2 The Road Traffic Regulation Act 1984 gives the Council a statutory duty to exercise its traffic functions to secure the expeditious, convenient and safe

movement of traffic of all kinds, including pedestrians and to provide suitable and adequate parking facilities. So far as practical the council is also required to have regard to

- (a) the desirability of securing and maintaining reasonable access to premises;
- (b) the effect on the amenities of any locality affected so as to preserve or improve the amenities of the areas through which the roads run;
- (c) the importance of facilitating the passage of buses and their passengers.

5.2.3 Specifically S23 of the Road Traffic Act 1984 gives the local traffic authority (ECC) the power to establish crossings for pedestrians on roads for which they are the traffic authority. Pedestrian crossings assist with the expeditious, convenient and safe movement of traffic and pedestrians.

6 Equality and Diversity implications

6.1 The public sector equality duty applies to the council when it makes decisions, and this is covered by the equality impact assessment dated.

The duty requires us to have regard to the need to:

- (a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
- (b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
- (c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

6.2 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).

6.3 The equality impact assessment indicates that the proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic.

7. List of appendices –

- 7.1 Appendix 1 – Objection Report
- 7.2 Appendix 2 – Consultation Drawing
- 7.3 Appendix 3 – Equality Impact Assessment

8. **List of Background papers –** LHP Scheme Request Forms, LHP Proposal Scheme Lists, Highway Practice Note 033 Criteria on Selection of Pedestrian Facilities

I approve Option A as set out in Section 4 of the report for the reasons set out in the report.	Date
Councillor Kevin Bentley, Cabinet Member for Infrastructure	20/01/21

In consultation with:

Role	Date
ECC Director for Highways and Transportation	13/01/2021
Andrew Cook	
ECC Executive Director for Corporate and Customer Services (S151 Officer)	CONSENT NOT REQUIRED
Nicole Wood	
ECC Director, Legal and Assurance (Monitoring Officer)	
Susan Moussa on behalf of	12/01/2021
Paul Turner	
Essex Highways Head of Network and Safety/Traffic Manager	20/11/2020
Liz Burr	
Essex Highways Head of Design	10/11/2020
Vicky Presland	