

Report to the Cabinet

Meeting to be held on Thursday, 7 October 2021

Report of the Head of Service - Highways

Part I

Electoral Division affected:
Poulton le Fylde;

Proposed Zebra Crossing, (A588) Hardhorn Road, Poulton-Le-Fylde (Appendix 'A' refers)

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Executive Summary

This report sets out a proposal to provide a zebra crossing and associated works on A588, Hardhorn Road, Poulton-Le-Fylde, to which objections have been received following a formal advertisement period.

Recommendation

Cabinet is asked to approve the installation of a zebra crossing and associated works on A588, Hardhorn Road, Poulton-Le-Fylde as shown in Appendix 'A'.

Background and Advice

On 13 February 2017 Wyre Borough Council approved a planning application (reference 15/00298/LMAJ) for a residential development of 516 dwellings on land at Garstang Road East, Poulton-Le-Fylde. The approval is subject to a number of planning conditions, one of which (number 15), relates to off-site highway works comprising of several associated elements. One of the elements conditioned as off-site highway works was a requirement of the developer to provide a pedestrian crossing facility on A588 Hardhorn Road.

The purpose of the crossing is to assist pedestrian movements across Hardhorn Road in the vicinity of the bus stops and the local primary school where currently no specific pedestrian facility is located. The crossing will serve pedestrian access for residents within the greater community, promoting accessibility and improve safety for pedestrian traffic.

As part of the planning process, a zebra crossing was proposed by the developer. This was supported by the county council. A design was undertaken with a proposal to provide a zebra crossing at the location next to the frontage of number 43

Hardhorn Road. This location was determined as being the most suitable to cater for pedestrian desire lines accessing both the local primary school and public transport bus stops.

Consultations

The proposed zebra crossing was formally advertised on 27 November 2019 with site notices being erected on site for a four-week period up to 25 December 2019.

Subsequent to the advertisement period the county council received 5 individual objections to the proposal and one response of support. Reporting on the received objections has been delayed due to a resourcing and recruitment issues within the Development Control section of the Highways Service. This was exacerbated by impacts associated with the COVID-19 Pandemic. The need for a crossing as detailed in this report remains valid.

Objections have been broken down into individual elements and are outlined below. The Highway Service response is detailed for each individual concern: -

Objections

- 1. Flashing lighting from the crossing will be directly outside of residential bedrooms. The constant flashing lights will have a huge impact on daily lives, they will be flashing into lounge and bedroom areas, causing disruption and anxiety, including problems for sleeping. There will be additional noise pollution from the crossing.*

Response

Light reducing hoods will be utilised to limit the level of light pollution directed towards adjacent residential properties whilst maintaining beacon visibility for drivers travelling along Hardhorn Road. These have been utilised successfully in other locations and will mitigate residential light pollution concerns.

Hardhorn Road is already a well trafficked busy and vibrant street. Officers are of the opinion that there will be no significant increase in noise pollution as a result of installing the crossing.

- 2. There are other options for a location of a new crossing that would not be directly outside and within a few feet of a residential properties. A specific suggestion of outside ELK Weatherspoon's was submitted.*

The county councillor representing the Poulton-Le-Fylde division has also highlighted concerns regarding the location of the crossing, although is supportive of the proposal in principle.

In addition, the county councillor representing the Cleveleys South & Carleton division, has provided e-mail correspondence supporting a resident's objection to the position of the crossing and asked for a reassessment of location.

Response

As part of the design process, several options have been considered for siting the crossing. However, all other locations were discounted due to the layout of Hardhorn Road, with problems arising due to driveway positions and bus stop locations. The location of the proposed zebra crossing as presented is considered the most appropriate solution. It is in an area with a significant pedestrian desire line as the position is in close proximity to bus stops, will provide an immediate crossing point for St Chads Primary School and is also close to Public Right of Way 2-2FP9 which links through to Elm Court and beyond.

Officers met the divisional county councillor on site on 23 January 2020 to highlight why the selected position is the most suitable location and how and why other positions had been examined and discounted.

3. *There is a pedestrian crossing at the junction of Hardhorn Road and Garstang Road less than 80 metres away and so I do not feel that a further crossing so close is justified.*

Response

It is true that pedestrian crossing facilities are available at the signalised junction of A586 Garstang Road East/West and the A588/C380 Hardhorn Road. However, this is circa 130m away from the main desire line for the school and bus stop provision. In addition, a pedestrian phase is only actually available across the A586 Garstang Road East/West. There is no pedestrian phase to assist pedestrians crossing Hardhorn Road on either side of its junction with Garstang Road East/West. Notwithstanding this fact the distance from the main desire lines would mean it is unlikely this junction would be used by pedestrians from the main Hardhorn Road catchment area. As such a dedicated crossing facility on Hardhorn Road, such as the proposed zebra crossing, is recommended.

4. *I consider that the crossing would be in breach of my Human Rights as per the Guide to the Human Rights Act for Public Authorities, Protocol 1, Article 1, the right to peaceful enjoyment of possessions and property.*

Response

Protocol 1, Article 1, of the Human Rights Act is in relation to property and details that every natural or legal person is entitled to the peaceful enjoyment of their possessions. No one shall be deprived of their possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law.

The proposal involves no compulsory purchase order requirements or need to utilise land or property in the ownership of any third parties. All works will take place within the existing highway boundary. As such this proposal has no impact on residential human rights with regards property.

However, the public do have a common-law right to pass and re-pass on the highway network and consequently pedestrians can already cross the road at the point the zebra crossing is proposed. The proposal formalises an existing informal crossing position (and desire line) and provides a safer controlled crossing facility. Local residential rights of access to the highway will not be impinged upon should the crossing be introduced.

5. *I do not feel that the disruption and intrusion this crossing will cause to my family's daily life is justified or necessary and should the crossing not be placed in the location proposed, this will not affect the safety of the public. This is evidenced by the lack of accidents on this stretch of road. It is already a 20 MPH limit and further traffic calming measures can be implemented.*

Response

It is correct that Hardhorn Road benefits from an excellent safety record with no reported collisions resulting in personal injury having taken place over the last 5 years study period. However, the provision of the crossing is not just about promoting safety but also promoting sustainable travel, such as walking, as a realistic alternative to the use of the private car. The provision of a formal crossing will encourage walking as a travel options and will improve access for pedestrians by providing a safe formalised facility.

Some unavoidable disruption will inevitably occur during construction; however, this will be relatively short lived. Officers feel that any impact on residential amenity post construction would be negligible.

6. *The value of my house will drop drastically and will become unsellable. The objector has a supporting e-mail from Hindley and Lamb Blackpool estate agents who state: -*

"With regards to the proposed pedestrian crossing outside 43 Hardhorn Road Poulton Le Fylde, in my professional opinion this would have a significant effect on the value and saleability of the property.

The property has a driveway to the side and a pedestrian crossing installed outside the dwelling would be unsafe as I feel it would be too close to the driveway for a vehicle to reverse out of onto the main carriageway.

A pedestrian crossing installed outside the dwelling would also hinder any future application should the occupants enquire to having a dropped kerb to allow access to the driveway."

Response

No evidence has been presented along with the e-mail to support the statement that the location of the crossing will impact on property values. Conversely Officers have no evidence to suggest the statement is incorrect.

Number 43 has no dropped kerb facility and therefore no right of vehicle access over the footway. Officers are of the view that the area next to the gable of number 43 would be insufficient to facilitate a parked vehicle and users be able to enter and exit the vehicle.

A width of 3m for a minimum length of 4.8m is considered likely to be required to enable a driver to enter and exit a parked vehicle which is in effect walled in and this does not appear achievable on the information available to the County Council for this location.

As Hardhorn Road is a classified highway (A588) any application for a dropped kerbed vehicular crossing point would require planning permission. It is suggested that any planning application for a vehicular crossing would be likely to trigger an objection if it did not lead to a suitably dimensioned off-road parking space. The concerns about hindering a future dropped kerb crossing application would appear to be unfounded. It should be noted that the Highway Service has no historic record of ever being consulted regarding a proposed vehicle crossing at number 43.

The proposed location is the most suitable as noted above.

7. *I will no longer be able to unload as allowed under traffic regulations, this will cause huge disruption as I have no driveway and there are now double yellow lines outside my house.*

Response

This statement is correct, the zebra crossing will be subject to zig-zag control areas either side of the crossing position that prevent stopping in the immediate vicinity of the crossing. Loading and unloading will continue to be permitted beyond the zig-zag areas on existing no waiting at any time parking restrictions. Although these areas will be a short distance from the residential property such will inevitably result in a degree of inconvenience. This must be judged against the benefit of installing the zebra crossing to the travelling public.

8. *There is a bus stop in close proximity/adjacent to the proposed site of the crossing. The buses stop outside number 36 and 38 Hardhorn Road thereby blocking the view of the crossing for pedestrians and motorists. This is particularly dangerous at school times. Likewise, on the odd numbers side of the road.*

Response

The design has been subject to an independent stage 1/2 (completion of detailed design) Road Safety Audit by JHB consulting. The audit noted no highway safety concerns regarding the design. Further road safety audit will be undertaken on completion of construction / post opening.

Children crossing at peak school times are assisted by a School Crossing Patrol. It is expected that the School Crossing Patrol will utilise the zebra crossing facility if implemented.

9. *There is currently a school crossing patrol opposite the school, at the start and finish of the school day and this would be a far better place for a pedestrian crossing.*

Response

The zebra crossing could not go directly outside the school due to the presence of existing residential driveway accesses on the west side of the road and the bus stop on the east side of the road. It is expected that the School Crossing Patrol will utilise the zebra crossing facility if implemented.

10. *The residents of Nos. 36 to Brimelow's Garage and no 41 and the flats on the opposite side of the road have difficulty entering and leaving their driveways. This would make it even more difficult and dangerous, especially at school times.*

Response

A588 Hardhorn Road is subject to a 20mph speed limit. A traffic survey undertaken in December 2015 outside number 36 presented mean (average) vehicle speeds of 15mph northbound and 24mph southbound. Although this data is over 5 years old, Officers are of the opinion that traffic patterns along the road are unlikely to have changed to any significant degree. Consequently, the data is useful in indicating that inappropriate vehicle speed is not a particular concern.

An investigation of accident statistics over the last 5-year period indicates no recorded personal injury accidents along the road.

As detailed above the proposed zebra crossing has been subject to an independent Stage 1 / 2 Safety Audit. No items of concern were highlighted within the report.

It is the view of Officers that implementation of the zebra crossing would have a negligible impact on driveway access.

11. *Local driveways are in the vicinity of or between the bus stop and proposed zebra crossing which will cause a dangerous obstruction to views when entering and leaving private driveways. The additional roadway furniture will create a further hazard to an already busy stretch of road.*

Response

The only additional items of street furniture will be the two poles located either side of the crossing which will carry the beacon. The poles will present minimal profile and subsequently have a negligible impact on intervisibility at private driveways. Hardhorn Road has an excellent safety record and relatively low vehicle speeds. As detailed above the design has been subject

to a Stage 1 / 2 Safety Audit. No items of concern were highlighted within the report.

12. *It is already difficult enough reversing onto a busy highway.*

Response

As detailed above the design has been subject to a Stage 1/2 Safety Audit. No items of concern were highlighted within the report. It is Officers views that the location of the zebra crossing will have little or no impact on ability of residents to access private driveways.

With regards the A588 Hardhorn Road Officers would highlight advice contained with paragraph 221 of the Highway Code: -

"Do not reverse from a side road into a main road. When using a driveway, reverse in and drive out if you can".

13. *It will cause an obstruction to all surrounding houses attempting to exit their driveways safely due to the backup of traffic caused by the lights of the zebra crossing.*

Response

Zebra crossing operate on a demand basis and rely on the courtesy of drivers. They are not signal controlled. As such delays to vehicular traffic will be minimal, being limited to pedestrian crossing times only. As detailed above the design has been subject to a Stage 1/2 Safety Audit. No items of concern were highlighted within the report. It is the view of Officers that the location of the zebra crossing will have little or no impact on ability of residents to access private driveways.

Support

One indication of support has been received from the Police which confirms: -

There are no Police objections and I support this proposed zebra pedestrian crossing.

It is considered that the proposal's benefits are significant. The Objections are not sufficient to undermine the proposal and it is recommended that approval for the zebra crossing be given.

Implications:

This item has the following implications, as indicated:

Risk management

This proposal would create a formalised crossing facility at an existing uncontrolled crossing desire point and would reduce the risk to pedestrians wishing to cross

A588, Hardhorn Road, Poulton-Le-Fylde thereby improving sustainable access for the area. The crossing and associated work will have the secondary benefit of assisting with regulating vehicle speed in the area.

Financial

Implementation of the zebra crossing will be executed under a Section 278 (Highways Act 1980) agreement. All costs for the works will be borne by the developer. There are no cost implications for the county council although future maintenance would fall to the authority.

Legal

The proposals have been drafted and advertised in accordance with the provisions of section 23 of the Road Traffic Regulation Act 1984 to establish a zebra crossing on A588, Hardhorn Road, Poulton-Le-Fylde. There are no other immediate legal implications arising from this decision. If approved the proposal will be taken forward under the correct legal procedure design and construction.

List of Background Papers

Paper	Date	Contact/Tel
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None		
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Reason for inclusion in Part II, if appropriate		
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