

SURREY COUNTY COUNCIL**LOCAL COMMITTEE (REIGATE & BANSTEAD)****TABLED PAPER**

DATE: 2ND MARCH 2015
LEAD OFFICER: JOHN LAWLOR, AREA TEAM MANAGER

SUBJECT: PENDLETON ROAD, REDHILL
 PROPOSED PEDESTRIAN CROSSING

DIVISION: REDHILL WEST AND MEADVALE

SUMMARY OF ISSUE:

In response to a petition requesting the introduction of a signal controlled pedestrian crossing facility in Pendleton Road in the vicinity of Abinger Drive, six options have been developed. The options considered range from uncontrolled dropped kerb/tactile paving crossing points to a Puffin signal controlled crossing. Consideration has been given to the safety of the proposed measures and the impact of the various options on the adjacent common land. The preferred option is a zebra crossing on a raised table located approximately 40m north of Abinger Drive.

RECOMMENDATIONS:**The Local Committee (Reigate & Banstead) is asked to:**

- (i) Approve the design and implementation of a zebra crossing on a raised table in Pendleton Road, north of Abinger Drive (Option 2, para. 3.3 of this report);
- (ii) Authorise the advertisement of a Notice under the Highways Act 1980, the effect of which will be to introduce a raised table in Pendleton Road approximately 40m north of Abinger Drive; and
- (iii) Authorise delegation of authority to the Area Team Manager, in consultation - with the Reigate and Banstead Local Committee Chairman and Vice-Chairman, and the local divisional Member, to resolve any representations received in connection with the proposals.

REASONS FOR RECOMMENDATIONS:

To provide a formal crossing point for pedestrians walking to the schools located in Pendleton Road and accessing the nearby bus stops.

1. INTRODUCTION AND BACKGROUND:

- 1.1 A report was presented to the Reigate and Banstead Joint Transport Committee (the predecessor to the Local Committee) in July 2001 concerning a range of proposals for Pendleton Road. This report included a proposed crossing facility near Abinger Drive. The schemes included in the report were prioritised and a phased approach was adopted for implementation as funding became available.
- 1.2 A petition was presented to Reigate and Banstead Local Committee in March 2009 requesting funding of a crossing in Pendleton Road near the junction with Abinger Drive. As a result, in July 2009 Local Committee approved the inclusion on the Integrated Transport Schemes (ITS) forward programme of a pedestrian refuge near Abinger Drive, with 'in principle' funding allocated for design and construction in 2012/13.
- 1.3 Initial design was carried out for a pedestrian refuge in Pendleton Road north-east of Abinger Drive. Issues were identified with visibility due to the geometry of the road, the need to relocate a bus stop and the impact on common land. Due to reduced budgets for Integrated Transport Schemes, funding was not forthcoming to progress further the proposed pedestrian refuge. However, the request has remained on the ITS list for consideration for future funding.
- 1.4 A further petition was presented to Local Committee in September 2014 requesting the provision of a signal controlled pedestrian crossing in Pendleton Road. It was agreed that a feasibility study be carried out, which would consider options for a pedestrian crossing facility, to be funded from the Local Sustainable Transport Fund budget.

2. ANALYSIS:

- 2.1 Pendleton Road connects the A23 and the A217, providing a link between Redhill and Reigate. A location plan is provided at **Annex 1**. It is bounded by common land along much of its length. Two schools are located in Pendleton Road: St John's Primary School at the A23 end and Reigate School at the A217 end. St John's Primary has increased in size in the past few years through the addition of bulge classes, and the school encourages children to walk to school where possible. The Borough has implemented a "cinder" path along the common on the north side of Pendleton Road that children use to walk to the school. Pupils walking to Reigate School have to walk on the north side of Pendleton Road as there is no footway on the southern side between Abinger Drive and the school. There are controlled crossing facilities outside both schools.
- 2.2 Pendleton Road forms part of a bus route and there are a pair of bus stops located by Abinger Drive, located within informal lay-bys. A pedestrian crossing in the vicinity of Abinger Drive would assist users of these bus stops.
- 2.3 Pendleton Road is subject to a 30mph speed limit between the A23 Horley Road and a point approximately 55 metres south of Abinger Drive, where the speed limit changes to 40mph. A 20mph speed limit operates outside St John's School at the start and end of the school day during term time. The results of a speed survey carried out within the 30mph section of Pendleton

Road, north of Abinger Drive, at the end of November 2014 are given in **Table 1**.

Direction	Mean speed	85th percentile speed
Southbound (towards A217)	30.63mph	34.67mph
Northbound (towards A23)	28.78mph	32.81mph

Table 1: Speed Survey Results

2.4 In the past three years there have been no recorded personal injury collisions in the section of Pendleton Road between the Pendleton public house and Abinger Drive.

3. OPTIONS:

3.1 Six pedestrian crossing options have been developed, as set out below and shown in Annexes 2 to 7.

Option 1: Zebra Crossing

3.2 A zebra crossing could be provided approximately 40m north of the junction with Abinger Drive, as shown on the plan at **Annex 2**. The measured 85th percentile speeds on Pendleton Road comply with guidance for the provision of a zebra crossing, although southbound traffic speeds are at the permissible upper limit of 35mph. The required visibility could be achieved to the south but would require some vegetation clearance within common land to the north. This option would not require common land for construction although permission may need to be sought to locate the belisha beacon poles on the common.

Option 2: Zebra Crossing on a Raised Table

3.3 This option is similar to option 1 except the crossing would be placed on a raised table, as shown on the plan at **Annex 3**. This would assist in slowing vehicle speeds approaching the crossing point, but would require additional drainage works.

Option 3: Puffin Signal Controlled Crossing

3.4 A Puffin signal controlled crossing could be provided approximately 40m north of the junction with Abinger Drive, as shown on the plan at **Annex 4**. The visibility issue to the north would require vegetation clearance, as with options 1 and 2. Common land would be required for minor localised widening works at the crossing to provide sufficient footway width past the traffic signal poles. The traffic signals controller box would also need to be installed away from the existing footway within the common land extents.

3.5 It should be noted that a signal controlled crossing at this location could be considered to be out of keeping with the local environment, would be within approximately 250m of the existing signalised crossing outside St John's School and would be significantly more costly to install and maintain.

Option 4: Central Pedestrian Refuge Island

3.6 A 2.0m wide central pedestrian refuge island could be provided, with the island located approximately 40m north of Abinger Drive in order to maintain vehicle turning movements into and out of Abinger Drive and Mountview Drive, as shown on the plan at **Annex 5**. This option would require localised carriageway widening and the construction of a new footway, mainly with existing common land. As with the previous options, some vegetation clearance within common land to the north would be required to provide the necessary visibility. Under this option, buses stopping at the southbound bus stop would be wholly within the carriageway and the give-way markings at the Abinger Drive junction would need to be realigned. This option would have the greatest impact on common land and it is possible that utility equipment located in the existing footway may require diversion.

Option 5: Dropped Kerb/Tactile Paving Crossings

3.7 A 'do minimum' option, two informal crossing points consisting of dropped kerbs and tactile paving could be provided, one either side of Abinger Drive, as shown on the plan at **Annex 6**. Common land would be required to construct a footway link to the facility south of Abinger Drive. The southern crossing point would be immediately adjacent to the change of speed limit, so vehicles speeds are likely to be higher at this location.

Option 6: Kerb Build-Out with Priority Give-Way

3.8 This option involves the construction of a kerb build-out on the southbound side of the carriageway approximately 40m north of the junction with Abinger Drive, as shown on the plan at **Annex 7**. A priority give-way system would be introduced, requiring southbound traffic to give-way to northbound traffic which would have priority. An informal crossing point consisting of dropped kerbs and tactile paving would be installed at the build-out. No common land would be required to construct this option, although vegetation clearance on common land would be necessary.

3.9 Visibility for southbound drivers of the kerb build-out and on-coming northbound drivers would be limited due to the alignment of the road. Similarly, visibility of traffic queuing at the give-way would be restricted, which would result in heavy braking being required and the potential for rear end shunt collisions. At peak periods, congestion could arise, with queues forming towards the existing traffic signals outside St John's School. This could result in southbound drivers proceeding when it is not safe to do so, resulting in the potential for collisions. The build-out could increase the risk of cyclist collisions if drivers attempt to pass cyclists as they are travelling past the build-out. Pedestrians would not have any priority in crossing the road, still be required to look in both directions and could feel more vulnerable waiting on the build-out with traffic approaching from the north.

Safety Audit Comments

3.10 With the exception of option 6, all the options have been the subject of a Stage 1 (Feasibility) Road Safety Audit. The comments centre on the location of the proposed crossing and the preference for a controlled crossing.

3.11 The safety audit noted that pedestrians are currently using a muddy path across the common to cross Pendleton Road at the existing informal dropped kerb crossing point approximately 40m further north from the crossing point

proposed in the above options. The report comments that this informal crossing is located at the apex of the bend and on the crest of the hill, so improves visibility. The report suggests that the proposed new pedestrian facility could be located at the existing informal crossing point, but recognises that the provision of a new facility elsewhere could encourage pedestrians to cross at the new location.

- 3.12 The safety audit also commented that a controlled crossing (options 1 to 3) would be preferable to an uncontrolled facility (options 4 and 5). It is assumed that this comment would also apply to option 6, which was not part of the audit report.
- 3.13 The other issue raised was the risk for shunt conflicts to occur on the southbound approach to a formal crossing (options 1,2 and 3) due to restricted visibility and the potential for queuing traffic during busy periods.

Conclusion

- 3.14 The primary purpose of the proposed pedestrian facility is to provide a safe crossing facility to and from Abinger Drive. There is a need to provide for pedestrian movement both to the north and south of Abinger Drive as there are schools located in both directions. In addition the new facility would seek to provide a crossing point for people accessing the bus stops at Abinger Drive. For these reasons, the options propose introducing the new crossing facility approximately 40m north of Abinger Drive.
- 3.15 It is not proposed to amend the suggested location of the new pedestrian crossing as it is the officer's view that once a new crossing is implemented, the desire line will move from the existing informal crossing point to the new formal crossing. To encourage use of the new facility, it is proposed that the existing dropped kerbs be replaced with full height kerbs and agreement be sought with the Borough to re-seed the existing muddy path across the common which provides an informal link to the crossing point.
- 3.16 It is proposed that option 2 (Zebra Crossing on Raised Table) be approved for detailed design and implementation. A zebra crossing would provide a formal crossing where vehicles would be required to give-way to pedestrians. Placing the crossing on a raised table would assist in slowing vehicles speeds on both approaches, which is particularly important as existing speeds are at the threshold for implementation of a zebra crossing. It is proposed that the vegetation restricting visibility to the north of the proposed crossing be removed. Agreement will need to be reached with the Borough as the vegetation is on common land. It is proposed to provide new planting at an alternative location, to be agreed with the Borough.
- 3.17 The risk of shunt accidents would be addressed through the removal of the vegetation that currently restricts visibility. It is also proposed to provide anti-skid surfacing on both approaches to the crossing.
- 3.18 Option 2 will not require an application to be made to the Secretary of State to acquire common land for construction. However, County officers will need to work with the Borough to seek agreement regarding vegetation issues and the possible placing of the belisha beacon poles within common land. It should also be noted that the footway on the west side of Pendleton Road ends at the existing informal crossing point, where an informal/muddy path leads across the common to link with Mountview Drive. It is proposed that

this path be upgraded to a cinder path similar to others recently introduced on the common, in consultation with the Borough.

4. CONSULTATIONS:

- 4.1 The initial views of the Police have been sought on the options presented in this report. The Police have expressed their support for Options 1 and 2, commenting that Option 1 would be their preferred option. However, they have noted that placing the zebra crossing on a raised table would be acceptable, particularly as the 85th percentile speeds are near the maximum permitted for a zebra to be installed.
- 4.2 The formal comments of the Police will be sought as part of the detailed design. A letter will also be sent to the residents of the Abinger Drive estate, Mountview Close, Mountview Drive and Ridgemount Way to inform them of the proposed crossing .
- 4.3 The introduction of a raised table will require the advertisement of a Notice under the Highways Act 1980. Representations will be sought as part of this statutory process.

5. FINANCIAL AND VALUE FOR MONEY IMPLICATIONS:

- 5.1 Costs have been estimated for the options as set out in **Table 2**, based on similar measures implemented elsewhere in the county.

Option	Estimated Cost
Option 1: Zebra crossing	£60,000 - £70,000
Option 2: Zebra crossing on raised table	£80,000 - £90,000
Option 3: Puffin traffic signal controlled crossing	£100,000 - £120,000
Option 4: Central pedestrian refuge island	£50,000 - £60,000*
Option 5: Dropped kerb/tactile paving crossings	£10,000 - £15,000
Option 6: Kerb build-out with priority give-way	£30,000 - £40,000

* excluding any additional cost of diverting utility equipment that may be required

Table 2: Estimated Costs

- 5.2 Funding has been identified from a number of sources, as set out below.

Reigate and Banstead s106 contribution	£20,000
Local Sustainable Transport Fund	£40,000
Reigate and Banstead Local Committee	<u>£18,000</u>
	£78,000

- 5.3 There is a potential shortfall in the funding required to implement the preferred option (option 2) of between £2,000 and £12,000. There is sufficient funding in place to progress Option 2 to detailed design, at which point a more accurate cost can be estimated. Any shortfall identified at this stage would require additional funding to be identified to enable the scheme to progress to implementation.

6. EQUALITIES AND DIVERSITY IMPLICATIONS:

6.1 It is an objective of Surrey Highways to treat all users of the public highway equally and with understanding. The design for a formal crossing would incorporate tactile paving to assist the visually impaired.

7. LOCALISM:

7.1 The Highways Service is mindful of the localism agenda and engages with the local community as appropriate before proceeding with the construction of any highway scheme

8. OTHER IMPLICATIONS:

Area assessed:	Direct Implications:
Crime and Disorder	Set out below.
Sustainability (including Climate Change and Carbon Emissions)	Set out below.
Corporate Parenting/Looked After Children	No significant implications arising from this report.
Safeguarding responsibilities for vulnerable children and adults	No significant implications arising from this report.
Public Health	No significant implications arising from this report.

8.1 Crime and Disorder implications

A well-managed highway network can contribute to reduction in crime and disorder.

8.2 Sustainability implications

The use of sustainable materials and the recycling of materials is carried out wherever possible and appropriate.

9. CONCLUSION AND RECOMMENDATIONS:

9.1 The introduction of a new pedestrian crossing facility on Pendleton Road in the vicinity of Abinger Drive was the subject of a petition to Reigate and Banstead Local Committee in September 2014. Six options have been considered and it is concluded that the preferred option would be a zebra crossing on a raised table (Option 2, Para. 3.3).

9.2 It is recommended that option 2 is progressed to detailed design and implementation, and the necessary legal process is followed to enable a raised table to be introduced.

10. WHAT HAPPENS NEXT:

10.1 Detailed design will be carried out and a detailed cost estimate produced. Consultation will be carried out and subject to sufficient funding being in place, the zebra crossing on a raised table will be implemented.

Contact Officer:

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Consulted:

Annexes:

Annex 1: Location Plan

Annex 2 : Option 1 – Zebra crossing

Annex 3 : Option 2 – Zebra crossing on a raised table

Annex 4 : Option 3 – Puffin traffic signal controlled crossing

Annex 5 : Option 4 – Central pedestrian refuge island

Annex 6 : Option 5 – Dropped kerb/tactile paving crossings

Annex 7 : Option 6 – Kerb build-out with priority give-way

Sources/background papers:

- Petition to Reigate and Banstead Local Committee 2 March 2009
 - Petition to Reigate and Banstead Local Committee 22 September 2014
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