

## **Delegated Decision**

# **Proposed Experimental Traffic Orders and Traffic Calming Proposals – Breeze Hill Road and Adjacent Vicinity, Leesbrook, Oldham**

Report of: Deputy Chief Executive – People and Place

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**3 September 2020**

### **Purpose of Report**

The purpose of this report is to consider the implementation of experimental traffic orders, School Safety Zone and traffic calming measures in connection with the construction and operation of the new Oasis Academy School, Roxbury Avenue, Salem, Oldham.

### **Recommendation**

It is recommended that the experimental traffic orders, School Safety Zone and traffic calming measures associated with the scheme are approved, in accordance with the schedule at the end of this report. The experimental orders will be operative for a period of 18 months in accordance with legislative guidelines. If no objections are received it is recommended that the orders be made permanent.

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**Proposed Experimental Traffic Orders, School Safety Zone and Traffic Calming Measures – Breeze Hill Road, Roxbury Avenue, Gibraltar Street, Lydgate Drive, Kestrel Avenue and Dove Street**

**1 Background**

**General Conditions**

- 1.1 The purpose of this report is to seek approval to introduce experimental traffic orders and traffic calming measures to enable the safe operation of the new Oasis Academy School, entrance (and exit) located at the junction of Breeze Hill Road and Roxbury Avenue. A general location plan is attached in Appendix 1.
- 1.2 To facilitate changes in traffic and pedestrian movements associated with the new School, a signalised junction at Lees Road / Breeze Hill Road and Wellyhole Street is in the process of final design. This junction will provide full pedestrian and cycle crossing points and an equestrian crossing point on Lees Road (east of Breeze Hill Road). The signalised junction will be installed in Spring / Summer 2021.
- 1.3 Breeze Hill Road will be the main access to the new Academy, road widths vary between 6.5m (at the northern extent - Lees Road end), widens to 7.4m south of its junction with Vigo Street but narrows severely down to 4.9m on the approach to the Academy entrance. Residential property is located on the whole of the west side, the eastern side consists mainly of open space and recreational pathways leading from it. Residential property on the eastern side runs from a point adjacent to the Academy entrance for a distance of 90m in a northerly direction (10 properties).
- 1.4 Roxbury Avenue – 11 properties are located on the north side, the Academy frontage occupies the southern side of the Avenue. The road width along the Avenue is also 4.9m. Of the 11 properties located off Roxbury Avenue, 4 properties do not have off street parking.
- 1.5 The scheme has been devised to moderate the speed of traffic in the vicinity of the school, allow traffic to move freely into and out of the School site at the busiest times and provide a safe environment for school children walking and cycling to the School.
- 1.6 It is very apparent on-street residential parking needs to be carefully assessed and it will be inevitable that compromises will be required to achieve a balance between on-street parking and to avoid congestion in the vicinity of the School.

**2 Traffic Surveys**

- 2.1 No recent surveys have been undertaken, however, arrangements have been made to undertake “before and after” surveys as a matter of course.

### **3 Road Safety**

- 3.1 Within the last 3 years, one personal injury accident has been recorded in the study area, although this was located on Gibraltar Street close to its junction with Lees Road.

### **4 Justification**

- 4.1 The majority of the proposed measures are required to satisfy planning conditions prior to the School opening; the proposed traffic calming measures will require advertising.
- 4.2 The introduction of a series of physical traffic calming measures along roads of this standard and alignment will:
- (i) Significantly reduce the speed of traffic to an acceptable level within the posted speed limit
  - (ii) Help maintain adequate levels of road safety for all road users.
- 4.3 In order to facilitate the safe passage of vehicles along the routes to and from the school and to avoid congestion at the School entrance, a number of experimental waiting restrictions are proposed; these will be re-evaluated following a period of observations and comments received from residents in the vicinity.

### **5 Options/Alternatives**

- 5.1 Option 1: To approve the recommendation
- 5.2 Option 2: Not to approve the recommendation

### **6 Preferred Option**

- 6.1 The preferred option is to approve Option 1 ie the introduction of experimental traffic orders, School Safety Zone and traffic calming proposals as shown in the following schedules and drawing numbers N0220004/1200-1211/1212/1213.

### **7 Consultations**

- 7.1 G.M.P. View - The Chief Constable has been consulted and has no comment on this proposal.
- 7.2 T.f.G.M. View - The Director General has been consulted and has no comment on this proposal.
- 7.3 G.M. Fire Service View - The County Fire Officer has been consulted and has no comment on this proposal.

- 7.4 N.W. Ambulance Service View - The County Ambulance Officer has been consulted and has no comment on this proposal.

## **8 Comments of St Mary's Ward Councillors**

- 8.1 The Ward Councillors have been consulted and Councillor N Ibrahim has commented:

- 1) we should propose the traffic order for the academic year 2020-2021 and not 18 months if we need to make changes we could do before the start of the next academic year.
- 2) we have a no parking restriction between 8-5pm in the school zone. How will we manage this? Will we issue residents with parking permits stickers of some sort so we can establish which cars belong to residents. This is something we need to look into especially if enforcement will be in place.
- 3) a question from a resident - How will the air pollution be managed? In the school planning application, there was a mention that the air pollution will be managed.

## **9 Response to Councillors Comments**

- 1) An Experimental Traffic Regulation Order (ETRO) is like a Permanent Traffic Regulation Order - it is a legal document which imposes traffic and parking restrictions. We use ETROs to see if a scheme will work in practice. The ETRO can stay in force for up to a maximum of 18 months while the effects are monitored and assessed. We welcome feedback throughout the process, however, formal objections to the order must be made in the first six months of it coming into force. If changes to an ETRO are made, six months are allowed for objection from the date those changes came into operation. A decision on whether the changes introduced as part of the ETRO will be removed or made permanent must be made within 18 months of an order coming into force.
- 2) The no parking 8am – 5pm Mon – Fri will apply to everyone, it will be managed by civil enforcement officers in common with all other traffic regulation orders. Unfortunately, some residents will be displaced, hence the proposal of experimental orders first.
- 3) Air pollution – It is the understanding that baseline levels of air quality will be undertaken prior to the school being operational and a follow up survey at a later date after occupation.

## **10 Financial Implications**

- 10.1 The cost of introducing the Experimental Orders, School Safety Zone and Traffic Calming is as follows:

	£
Advertisement of Orders	1,200
Highway works	65,000
Contract management and supervision	5,000
Design and consultation fees	8,000
Contingencies	7,920
<b>TOTAL</b>	<b>87,120</b>

10.2 The above costs form part of a scheme of construction at the Oasis Academy Breeze Hill which is a Department for Education funded project. These costs will be met initially by Unity Partnership and then fully recovered from an external contractor (Galliford Try). As the Council is not contributing towards this scheme there will be no impact on its finances.

10.3 The annual maintenance costs estimated at £500 per annum will be met from the Highways Operations budget. If there are pressures in this area as the financial year progresses, the Directorate will have to manage its resources to ensure that there is no adverse overall variance at the financial year end.

(Chris Kelsall/Nigel Howard)

## 11 Legal Services Comments

11.1 The Council must be satisfied that it is expedient to make the Traffic Regulation Orders in order to avoid danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising, or for preventing damage to the road or to any building on or near the road, or for facilitating the passage on the road or any other road of any class of traffic, including pedestrians, or for preventing the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property or for preserving or improving the amenities of the area through which the road runs.

11.2 The Council may, for the purposes of carrying out an experimental scheme of traffic control, make an order under section 9 of the Road Traffic Regulation Act 1984 making any such provision as may be made by a traffic regulation order. Experimental orders should not be seen as a way of quickly making an order without going through the normal consultation procedures for permanent orders. To avoid the possibility of a successful challenge in the High Court, the Council must be able to demonstrate where the element of experiment or uncertainty lies, as an experimental order can only be made for the purpose of carrying out an experimental scheme of traffic control. An experimental traffic order shall not continue in force for longer than 18 months.

- 11.3 In relation to the proposed 20 mph speed limits, the speed limit regime enables traffic authorities to set 'local speed limits' in situations where local needs and considerations deem it desirable for drivers to adopt a speed which is different from the respective national speed limit. Before changing a local speed limit the Council should satisfy itself that the benefits exceed the disbenefits. The Council should assess a number of factors including accident and casualty savings and conditions and facilities for vulnerable road users. The estimated collision and injury savings should be an important factor when considering changes to a local speed limit.
- 11.4 In addition to the above, under section 122 of the Road Traffic Regulation Act 1984, it shall be the duty of the Council so to exercise the functions conferred on them by the Act as to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. Regard must also be had to the desirability of securing and maintaining reasonable access to premises, the effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles so as to preserve or improve the amenities of the areas through which the roads run, the strategy produced under section 80 Environmental Protection Act 1990 (the national air quality strategy), the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles and any other matters appearing to the Council to be relevant.
- 11.5 In relation to the proposed road humps and speed cushions, the Council should satisfy itself that the proposals will be effective in reducing or preventing road accidents and will justify the expenditure incurred. It will be necessary to publish details of the proposals in one or more local newspapers and consider any objections received before deciding whether to proceed with the proposals. (A Evans)

## **12 Co-operative Agenda**

- 12.1 In respect of this proposal there are no Co-operative issues or opportunities arising and the proposals are in line with the Council's Ethical Framework

## **13 Human Resources Comments**

- 13.1 None.

## **14 Risk Assessments**

- 14.1 None.

## **15 IT Implications**

- 15.1 None.

**16 Property Implications**

16.1 None.

**17 Procurement Implications**

17.1 None.

**18 Environmental and Health & Safety Implications**

18.1 Energy – Nil.

18.2 Transport – Nil.

18.3 Pollution – Nil.

18.4 Consumption and Use of Resources – In accordance with current specifications

18.5 Built Environment – Alteration to visual appearance of area

18.6 Natural Environment – Nil.

18.7 Health and Safety – The scheme will create a safer environment for pedestrians

**19 Equality, community cohesion and crime implications**

19.1 Nil.

**20 Equality Impact Assessment Completed?**

20.1 No.

**21 Key Decision**

21.1 No.

**22 Key Decision Reference**

22.1 Not applicable.

**23 Background Papers**

23.1 The following is a list of background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as defined by the Act:

None.

## 24 **Appendices**

Appendix 1 – General Location Plan

Appendix 2 – Proposed traffic calming and waiting restrictions schedules

## 25 **Proposals**

### 25.1 **School Safety Zone –**

The existing “New Earth” 20mph Zone signing will be extended to include Breeze Hill Road and Gibraltar Street (as you enter from Lees Road) - see drawing numbers N0220004-1200-1211/1212/1213). All side roads leading from Breeze Hill Road and Gibraltar Street are included within the proposed 20mph zone.

### 25.2 **Experimental School Keep Clear No Stopping Mon – Fri 8am – 5pm**

To safeguard the welfare of school children in the vicinity of the school entrance a “School Keep Clear, No Stopping Order” is proposed – please refer to drawing number N0220004-1200-1212 and the schedule for the length of restriction proposed.

### 25.3 **Experimental One-Way Traffic Order**

To enable traffic to circulate efficiently and prevent congestion, an experimental one way order is proposed on Roxbury Avenue, in a westbound direction ie in the direction from Breeze Hill Road to Gibraltar Street. The southernmost section of Gibraltar Street (from Lydgate Drive to Roxbury Avenue) will also be one way in a northerly direction to complete and aid traffic flow, see drawing number N0220004-1200-1212.

### 25.4 **Experimental No Waiting at any Time**

In common with the aims of ensuring traffic is kept flowing and free from congestion it is proposed to implement the following “no waiting at any time” restrictions –

- (i) Breeze Hill Road (east side) from its junction with Lees Road in a southerly direction to a point 15m south of Vigo Street and also from its junction with Roxbury Avenue for a distance of 48m in a northerly direction)
- (ii) Breeze Hill Road – west side, from its junction with Lees Road for a distance of 80m in a southerly direction; from its junction with Vigo Street Roxbury Avenue for a distance of 15m in a northerly and southerly direction and from Roxbury Avenue for a distance of 40m in a northerly direction
- (iii) Roxbury Avenue (south side), from its junction with Breeze Hill Road to its junction with Gibraltar Street
- (iv) Roxbury Avenue (north side), from its junction with Breeze Hill Road for a distance of 8m in a westerly direction



- (v) Gibraltar Street – both sides, from a point 15m north of its junction with Lydgate Drive to its junction with Roxbury Avenue, up to and including the turning head.
- (vi) Lydgate Drive – both sides, from its junction with Gibraltar Street for a distance of 15m in a westerly direction



## 25.5 Experimental No Waiting Mon – Fri 8am – 5pm

It is proposed to implement a weekday, daytime restriction to cover the main School opening times, it is intended to restrict the length of the restriction on the east side of Breeze Hill Road from a point 15m south of Vigo Street to a point 48m north of Roxbury Avenue, this will cover the length of the 7 properties (59-71) on the east side of Breeze Hill Road. Whilst this may be inconvenient for those residents, parking is not restricted on the majority of the opposite side; evening and weekend parking will not be affected on the east side outside of the daytime restriction.

## 25.6 Proposed Traffic Calming

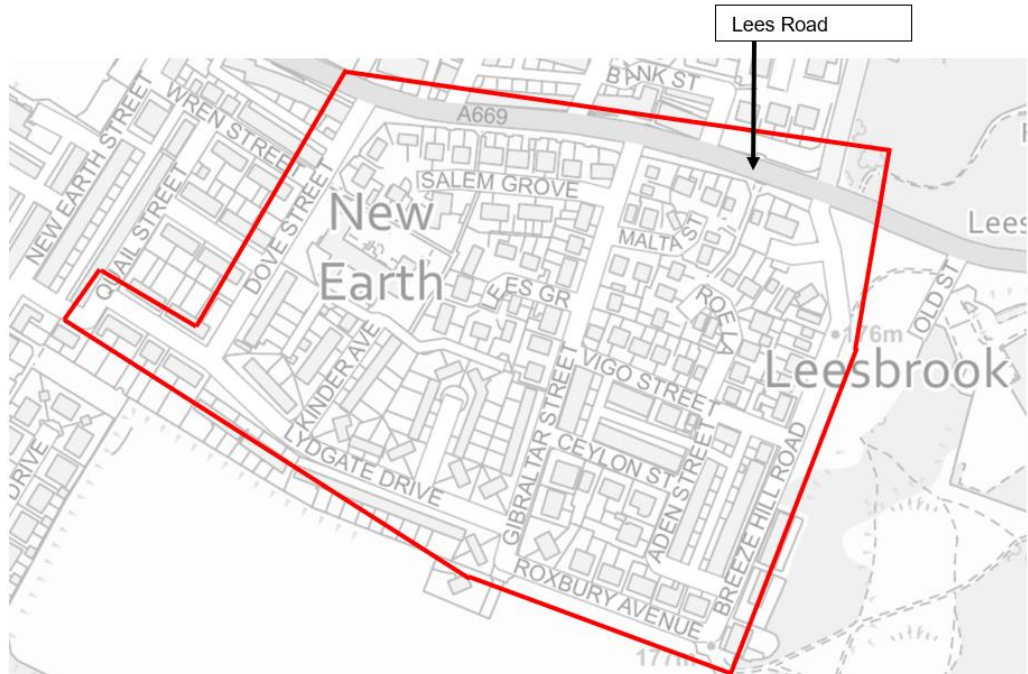
A School Safety Zone demands that measures be implemented to create a safe environment for school children, residents and all visitors within the catchment area. In addition to the School Safety Zone signing at the entry points, traffic calming measures are proposed as detailed in the following schedule. To assist in keeping traffic speeds low, a junction plateau and small build out (adjacent to 19 / 21 Roxbury Avenue) are proposed in the immediate vicinity of the School entrance.

### APPROVAL

<p><b>Decision maker</b></p>  <p>Signed _____ Cabinet Member, Neighbourhoods &amp; Culture</p>	<p>Dated 7<sup>th</sup> September 2020</p>
<p><b>In consultation with</b></p>  <p>Signed _____ Director of Environmental Services PP Emma Barton – Director of Economy</p>	<p>Dated: 7 Sept 2020</p>



## APPENDIX 1 – LOCATION PLAN



## **APPENDIX 2**

### **Schedule 1**

#### **Speed Cushions (pairs)**

Length 2.00 metres, Width 1.65 metres, Height 75mm, Gradient 1:15

Road	Location
Breeze Hill Road	Located 50m from its junction with Lees Road
Breeze Hill Road	Located 37m north of its junction with Vigo Street
Lydgate Drive	Located 15m from its junction with Pendle Close
Lydgate Drive	Located 25m west of its junction with Kinder Avenue
Kestrel Avenue	Located 10m west of its junction with Dove Street

### **Schedule 2**

#### **Speed Cushions (Triple)**

Length 2.00 metres, Width 1.65 metres, Height 75mm, Gradient 1:15

Road	Location
Breeze Hill Road	Located 55m from its junction with Roxbury Avenue
Breeze Hill Road	Located 10m south of its junction with Vigo Street

### **Schedule 3**

#### **Road humps (6m long)**

Road	Location
Gibraltar Street	Located 65m from its junction with Lees Road
Gibraltar Street	Located 25m south of its junction with Vigo Street
Gibraltar Street	Located 10m north of its junction with Lydgate Drive
Roxbury Avenue	Located 40m from its junction with Gibraltar Street

### **Schedule 4**

#### **Road humps (4m long)**

Road	Location
Dove Street	Located 37m from its junction with Kestrel Avenue

### **Schedule 5**

#### **Full carriageway width Junction Plateau**

Road	Location
Breeze Hill Road	Located from its junction with Roxbury Avenue extending for a distance of 8m in a northerly direction
Roxbury Avenue	Located from its junction with Breeze Hill Road extending for a distance of 17m in a westerly direction

### **Schedule 6**

#### **20 Mph Zone**

Introduce a 20mph zone along the following streets

Road	Description
Breeze Hill Road	Its full length
Cyprus Close	Its full length
Vigo Street	Its full length
Roe Lane	Its full length
Aden Street	Its full length
Roxbury Avenue	Its full length
Gibraltar Street	Its full length
Lydgate Drive	Its full length
Ceylon Street	Its full length
Salem Grove	Its full length
Malta Street	Its full length
Kestral Avenue	Its full length
Pendle Close	Its full length
Kinder Avenue	Its full length

### **Schedule 7**

#### **Proposed Experimental Orders**

No Waiting at any Time

Breeze Hill Road (east side)	From its junction with Lees Road in a southerly direction to a point 15m south of Vigo Street and also from its junction with Roxbury Avenue for a distance of 48m in a northerly direction	At any time
Breeze Hill Road (west side)	From its junction with Lees Road for a distance of 80m in a southerly direction; from its junction with Vigo Street for a distance of 15m in a northerly and southerly direction and from Roxbury Avenue for a distance of 40m in a northerly direction	At any time
Roxbury Avenue (south side),	From its junction with Breeze Hill Road to its junction with Gibraltar Street	At any time
Roxbury Avenue (north side),	From its junction with Breeze Hill Road for a distance of 8m in a westerly direction	At any time
Gibraltar Street – both sides	From a point 15m north of its junction with Lydgate Drive to its junction with Roxbury Avenue, up to and including the turning head	At any time
Lydgate Drive – both sides	From its junction with Gibraltar Street for a distance of 15m in a westerly direction	At any time

### **Schedule 8**

Experimental No Waiting Mon – Fri 8am – 5pm

Breeze Hill Road (east side)	From a point 15m south of Vigo Street to a point 48m north of its junction with Roxbury Avenue	No Waiting Mon – Fri 8am – 5pm
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### **Schedule 9**

Experimental No Stopping (School Keep Clear) Mon – Fri 8am – 5pm

Breeze Hill Road (east side)	From its junction with Roxbury Avenue for a distance of 25m in a northerly direction	No Stopping Mon – Fri 8am – 5pm
Roxbury Avenue	From its junction with Breeze Hill Road for a distance of 25m in a westerly direction	No Stopping Mon – Fri 8am – 5pm

### **Schedule 10**

Experimental One Way Order

Roxbury Avenue	From its junction with Breeze Hill Road to its junction with Gibraltar Street in a westerly direction	One Way
Gibraltar Street	From its junction with Roxbury Avenue to its junction with Lydgate Drive in a northerly direction	One Way







