

Report To: EXECUTIVE CABINET

Date: 21 March 2018

Reporting Officer: Councillor Allison Gwynne, Executive Member - Clean and Green
Emma Varnam, Assistant Director, Operations & Neighbourhoods.

Subject: CROWDED PLACES

Report Summary: This report explores the options available and proposals to improve safety in and around crowded places, where large groups of pedestrians congregate, particularly around schools and places of worship. The report also utilises methodology and principles identified as part of a wider review, with partners from Greater Manchester Police, to explore improving safety at locations, which may be at risk by deliberate actions by drivers as a terrorist activity.

Recommendations: That Executive Cabinet APPROVE in principle that:

1. estimated 250 areas that cover all the schools and places of worship within the borough are surveyed according to the assessment criteria framework identified in **Appendix A**.
2. a further report is brought back to members setting out the results of the surveys and options for safety improvements setting out the results of the risk assessment and prioritisation process, and to assess whether this level of resource is appropriate and to enable work to progress.

Links to Community Strategy: Transport Infrastructure Schemes are linked to promoting a prosperous society and safe environment. In addition; car parking and the proposals in this report support the Greater Manchester Combined Authority (GMCA) - Greater Manchester plan, **Our People, Our Place**, with particular reference to healthier lives, Air Quality Action Plan and the Congestion Plan.

Policy Implications: The proposals in this report are in accordance with current road safety measures.

Financial Implications: The three year capital programme approved by Executive Cabinet on 18 October 2017, included an earmarked sum of £250,000 for improvements to pedestrian safety in crowded places. This earmarked sum was an initial estimate and was not based on any detailed assessment of the scope and nature of works required. This report sets out proposals to undertake surveys of all the identified sites with a view to assessing risk, identifying works required and prioritising sites. A further report should be brought back to members once these surveys have been completed, setting out the results of the risk assessment and prioritisation process, and to assess whether this level of resource is appropriate.

(Authorised by the Section 151 Officer)

Legal Implications:
(Authorised by the Borough Solicitor)

The establishment of a clear assessment criteria framework will enable the Council to best allocate limited resources for the greater good.

A further report will be provided to members once the surveys have been complete and works prioritised.

The Council has the necessary powers to undertake the works identified.

Risk Management:

There is a risk that objections will be received to the proposals.

Access to Information:

Appendix A – Assessment Criteria Framework

Appendix B – Priority List of Sites

Appendix C – Pedestrian Accidents October 2012 to September 2017

The background papers relating to this report can be inspected by contacting the report writer,

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1. INTRODUCTION

- 1.1 Officers and members of the Council have shared the growing concerns of members of the public concerning the safety of the public, traffic congestion and parking where large crowds congregate. This is particularly the case around schools and places of worship and has been heightened by recent terrorist attacks where vehicles have directly targeted crowded places.
- 1.2 The main problems around these premises are that for short durations, namely when the premises are being accessed and egressed there is a requirement for parking/dropping off spaces, and this generates congestion at regular, specific times and the congregating of pedestrians outside buildings.
- 1.3 Poor driver behaviour has also contributed to a rapid increase in driving offences throughout the borough and nationally. A reduction in traffic offence enforcement by the police has had a marked effect on the highway network.
- 1.4 Over the years many methods of control have been introduced and have had varying degrees of success, however, with an ever growing amount of traffic, both pedestrian and vehicular, this initiative for better control around schools and places of worship has been developed.
- 1.5 Primarily this focus on safety has been centred on schools, especially primary schools. These safety measures have included pedestrian guardrails, to prevent access onto the carriageway, Traffic Regulation Orders (TROs) for waiting restrictions and a variety of physical measures to reduce speed.
- 1.6 All of these previous measures now need to be reviewed to see if they require updating or refreshing. In addition, new sites and changes to the highway infrastructure also need to be taken into consideration.
- 1.7 In addition, the Council has also recently been involved in a review of "Crowded Places" with partner agencies, including Greater Manchester Police (GMP). This review highlighted the principles that should be applied to assessing the safety of locations where large numbers of people congregated and identifying possible practical measures that could be introduced to reduce the risk of vehicles causing injury to pedestrians, either deliberately or by accident.

2. BACKGROUND

- 2.1 A successful bid for the sum of £250,000 was made to Strategic Planning and Capital Monitoring Panel on 9 October 2017, identifying finances to allow the introduction of a range of measures available to the Council.
- 2.2 This report aims to identify the interventions that are available to achieve better safety and traffic control around crowded places and proposes criteria for assessment of each location.
- 2.3 Below is a breakdown of the numbers of buildings that are required to be surveyed for potential features:

Nursery School	49
Primary School	75
High School	16
6 th Form	7
Special School	5
Places of Worship	Up to 100
Total	Approx. 250

3. ASSESSMENT CRITERIA

- 3.1 In order to provide a framework of planned interventions and to prioritise sites, a clear assessment criteria has been devised and details of this are included in Appendix A.

4. PROPOSALS

- 4.1 This report explores the options available and proposals to improve safety in and around crowded places, where large groups of pedestrians congregate. The report also utilises methodology and principles identified as part of a wider review, with partners from Greater Manchester Police, to explore improving safety at locations, which may be at risk by deliberate actions by drivers as a terrorist activity.
- 4.2 There are an estimated 100 places of worship giving a total of around 250 different locations requiring an initial desktop survey. This desktop survey will be followed up by a more in depth scheme being drafted, where identified.
- 4.3 It is understood that some sites will require more funding than others and it is proposed that the second round of priority schemes identified, following the initial priority list, be further prioritised following consultation with local members.
- 4.4 Many of the lists of potential features and initiatives cost in excess of £1,000 and this will necessitate the difficult task of prioritising schemes. There will not be a minimum spend at each location but an overall view will be taken on merit and rate of return in terms of safety.
- 4.5 It may be that not all the schemes that are identified will be able to be funded from current budget allocation. A further report will be brought back to members once these surveys have been completed, to assess whether this level of resource is appropriate.
- 4.6 The identified assessment criteria considers existing measures already in place and the overall proposal for each site may include the maintenance of these existing features to support new measures to improve safety.
- 4.7 A list of initial sites has been identified as priority sites based on known accidents and where the Council has received reports of issues. These are included in Appendix B.
- 4.8 The Council has access to GMP's STATS19, recorded accidents database, and includes recorded pedestrian, both children and adults, incidents mapped against schools and places of worship to indicate priority locations. There is a certain amount of data cleansing required to provide a full picture, but an early example of the matching exercise is included as Appendix C.
- 4.9 In addition, the Mosque at Katherine Street, Ashton has already been identified and subjected to the identified assessment criteria, with the majority of actions implemented. Some venues will be escalated within the risk assessment because they are particularly vulnerable to a deliberate physical act and may require extended protection.
- 4.10 Vehicles parking on the footway and forcing pedestrians to walk in the carriageway is an ever increasing problem. In addition to the difficulties of enforcement, further TROs need to be introduced at school sites to support "School Keep Clear" zig-zag markings to prevent vehicles parking directly on the footway at these markings.
- 4.11 Finally, sites on major routes will also be assessed for the introduction of Variable Message Signs (VMS) boards, with speed indicator signs, where they are not already present. A solar powered VMS costs approximately £6,500 including installation.

5. CONSULTATION

- 5.1 Any proposals will be subject to consultation with the school / place of worship and local members before introduction, to ensure that the best possible outcomes are achieved.
- 5.2 This will be in addition to any statutory consultation that may be required, depending on the nature of works proposed..

6. RECOMMENDATIONS

- 6.1 As set out at the front of the report.

APPENDIX A

ASSESSMENT CRITERIA FRAMEWORK

- 1.1 An assessment criteria framework has been devised, which incorporates, 'traditional' engineering interventions, such as;
 - Signage
 - Lining
 - Traffic Regulation Orders: Yellow lines, Prohibition of Driving Orders, footway parking bans, school zig-zags etc.
 - Barriers / pedestrian guardrails
 - Bollards
 - Zebra crossings
 - General street furniture
 - Horizontal and vertical carriageway features e.g. cushions / tables / chicanes / build-outs, where applicable
 - Variable Message Signs (VMS) - either fixed or portable
- 1.2 In addition to the details above, learning from the Crowded Places exercise with GMP will be included;
 - Additional measures to prevent pedestrian movement into moving traffic.
 - Identification of areas where deliberate vehicle movement could be prevented.
 - Use of street furniture / trees to deter such vehicle movement.
- 1.3 With all of the above, an appreciation of the aesthetics of any physical features introduced needs to be included as proposals are developed. This has a two-fold purpose, firstly to be sympathetic with the local environment and also to avoid a sterile appearance of barriers etc.
- 1.4 It is essential that the Council includes a priority basis for its programme of works on this initiative.
- 1.5 Priority will be given in the first instance to known pedestrian accidents in and around the locations identified.
- 1.6 The Council has access to GMP's STATS19, recorded accidents database, and will include recorded pedestrian, both children and adults, incidents mapped against schools and places of worship to indicate priority locations. There is a certain amount of data cleansing required to provide a full picture.
- 1.7 Further priority locations initially include specific schools, where problems have been reported and where previous Enforcement Days of Action to educate and enforce have taken place.
- 1.8 The details above have been brought together to form the basis of the assessment criteria framework to be used at each location to be surveyed.
- 1.9 An example of a completed assessment and its outcomes is included below.

Crowded Places - Assessment Criteria Framework

Site	Ashton Mosque
Reference	CP1
Street	Katherine Street
Town	Ashton-under-Lyne

	ASSESSMENT	PROPOSAL
Pedestrian Accidents	Yes- fatality speeding traffic	PRIORITY
Reported Problems	Yes	
Pedestrian Guardrails	Guardrails around junctions	Additional guardrails at exit where desire point for crossing exists
TROs (Yellow Lines)	Yes	Additional TROs required to improve visibility
School - No Parking Markings (Zig Zags)	N/A, although there are slow/children signs in the near vicinity for a nearby school	Additional sign to reinforce
No Footway Parking	N/A	
Lines/ Road Markings		Additional lines for new TROs. Additional Road Markings for 20, SLOW and CYCLE markings
Signs	The area is covered by a 20mph Zone	Additional signs to reinforce 20mph
VMS	No	Could benefit from VMS
Traffic Calming Features	No	No

	ASSESSMENT	PROPOSAL
Street Furniture	N/A	
Overall Assessment	The site is at a busy location on Katherine Street, with large vehicles passing to the sawmill. Moss Street West provides a long straight run.	
Proposed Action		

Site Plan

Map of Site
here

Proposed Site Plan

Map(s) of
Proposals here

Costs

Item

£

Total

APPENDIX B

PRIORITY LIST OF SITES

Site	Street	Town	School Crossing Patrol Position
St Stephens Primary	Chappell Road	Droylsden	Medlock Street & Chappell Road
Poplar Street School	Ravenswood Drive	Audenshaw	N/A
St Christopher's Primary	St Christopher's Road	Ashton	N/A
Buckton Vale Primary	Huddersfield Road	Stalybridge	N/A
St Thomas More	Town Lane	Denton	Town Lane
Yew Tree Primary	Yew Tree Lane	Dukinfield	Yew Tree Lane
St Mary's	Cheetham Hill Road	Dukinfield	Cheetham Hill Road
Moorside Primary	Market Street	Droylsden	Market Street & Medlock Street
Broadbottom Primary	Broadbottom Road	Broadbottom	N/A
Godley Community Primary	St John's Drive	Hyde	Halton Street/High Street Junction
Holden Clough Primary	St Alban's Avenue	Ashton	N/A
Milton St John's Primary	Mill Lane	Mossley	Manchester Road
Stalyhill Junior	Mottram Old Road	Stalybridge	Mottram Old Road/Hereford Way Junction
Great Charter Academy	Broadoak Road	Ashton	Broadoak Road
Canon Borrows	Oldham Road	Ashton	Taunton Road
Denton West End School	Balmoral Drive	Denton	Windsor Road
Bradley Green	Bradley Green Road	Hyde	Talbot Road

Appendix C Pedestrian Accidents October 2012 to September 2017

