

## **Item: 6**

**Development and Infrastructure Committee: 2 April 2019.**

**New Scapa Road, Kirkwall – Proposed Provision of Zebra Crossing.**

**Report by Executive Director of Development and Infrastructure.**

### **1. Purpose of Report**

To consider a request from NHS Orkney to construct a zebra crossing on New Scapa Road, Kirkwall, at the pedestrian entrance to the new Hospital and Health Care Facilities.

### **2. Recommendations**

The Committee is invited to note:

#### **2.1.**

That, as part of the development of the new Hospital and Health Care Facilities, NHS Orkney were required to facilitate pedestrian access.

#### **2.2.**

That an assessment of vehicle and pedestrian movements has been carried out by NHS Orkney, with counts in respect of vehicle movements carried out on New Scapa Road, outside the new hospital site.

#### **2.3.**

The request from NHS Orkney to install a zebra crossing on New Scapa Road, Kirkwall, at the entrance to the New Hospital and Health Care Facility, as shown in the drawing attached as Appendix 1 to this report.

#### **2.4.**

That construction costs associated with the proposed zebra crossing, including all road works, lighting, lining and electrical connections, will be borne by NHS Orkney.

#### **2.5.**

The requirement for the Council to consult with Police Scotland, publish a public notice and inform Scottish Ministers in respect of the provision of a zebra crossing on New Scapa Road, Kirkwall.

#### **2.6.**

That, subject to no objections being received during the consultation, the final construction details associated with the new crossing and removal of the existing

layby will be approved under powers delegated to the Executive Director of Development and Infrastructure prior to works commencing.

## **2.7.**

That, on completion of the works, the new crossing and road realignment will be maintained as part of the public road.

**It is recommended:**

## **2.8.**

That a zebra crossing be installed on New Scapa Road, Kirkwall, at the location shown in the drawing attached as Appendix 1 to this report.

# **3. Background**

## **3.1.**

As part of the development of the new Hospital and Health Care Facilities, NHS Orkney were required to facilitate pedestrian access. NHS Orkney carried out an assessment of the proposed location and various options have been considered. Following discussions with Roads Services, NHS Orkney have requested permission to install a zebra crossing on New Scapa Road, Kirkwall, at the pedestrian entrance to the new Hospital and Health Care Facilities, as shown in the drawing attached as Appendix 1 to this report.

# **4. Assessment**

## **4.1.**

The 2-way average weekday flow for New Scapa Road, established from data gathered in February 2017, was approximately 4,700 vehicles. A general rule of thumb is that peak hour flows are approximately 10% of the daily flow, ie 470 vehicles, which equates to one vehicle every eight seconds on average. Assuming a walking speed of 1.2 metres per second, and a crossing width of 7.3 metres, it would take approximately 6 seconds to cross New Scapa Road, close to the available average "gap" in the traffic. This walking speed is based on a relatively nimble pedestrian and therefore, as there will be a range of pedestrian types including vulnerable road users, the provision of a crossing facility is justified on this basis.

## **4.2.**

It is also noted that there are narrow footways on the west side of New Scapa Road to the north of where the proposed crossing would sit. Pedestrians walking from the north, including the town centre, would have the opportunity to cross at the existing Union Street zebra crossing to the east side of New Scapa Road and then back across the proposed new crossing to the west side. These width constraints could obviously be overcome by those leaving the healthcare facility site and heading north by making use of the proposed new crossing.

### **4.3.**

In addition to the emerging hospital and healthcare project, it is noted that land to the south of the site is currently allocated in the Kirkwall South Development Brief for future development. This is very likely to increase footfall along the New Scapa Road corridor including crossing movements.

### **4.4.**

The crossing facility will assist a range of pedestrian types including hospital and healthcare staff and users as well as the public. These users will include adults and children (accompanied and unaccompanied) with a range of age and mobility characteristics. Some users may be comfortable crossing the road without assistance whereas others are likely to welcome the presence of a controlled crossing facility.

### **4.5.**

A recent review of existing guidance and its application associated with the provision of pedestrian crossings has recommended that it is revised to be more structured and evidence based than previous guidance. As an alternative to current, and in some respects, outdated guidance, NHS Orkney's assessment considered the provision of the proposed crossing on New Scapa Road under several headings:

- National and Local Sustainable Travel and Health and Wellbeing policies - Crossing helps deliver a range of policy objectives.
- Existing Zebra Crossing Precedents in Kirkwall - Already provided at several locations.
- New Scapa Road Traffic Volumes - Crossing assists less ambulant users.
- Desire Lines - Supports various desire lines along New Scapa Road as well as to and from extensive adjacent residential areas.
- User Groups and Varying Abilities - Supports less ambulant pedestrians and family groups.
- Future Pedestrian Crossing Demands – Will likely increase in the future as a result of local development plan land use allocations.

### **4.6.**

As a result, there is a strong, mainly pragmatic as opposed to quantitative, case for the provision of a new crossing on New Scapa Road, Kirkwall.

### **4.7.**

The lay-by outside Garden House will be removed as part of the proposed works. The public road, including the footway and carriageway, will be realigned to incorporate the new crossing.

## **5. Equalities Impact**

An Equality Impact Assessment has been undertaken and is attached as Appendix 2 to this report.

## **6. Corporate Governance**

The report relates to governance and procedural issues and therefore does not directly support and contribute to improved outcomes for communities as outlined in the Council Plan and the Local Outcomes Improvement Plan.

## **7. Financial Implications**

### **7.1.**

The costs associated with the construction of the Zebra crossing, including lighting, lining and electrical connections are estimated to be in the region of £18,000. The cost of works to realign the footway and carriageway is estimated to be in the region of £22,000. All costs will be borne by NHS Orkney.

### **7.2.**

The cost of carrying out the statutory process to establish crossings for pedestrians on roads is estimated at £1000, will be borne under the relevant section of the Roads Revenue Budget.

### **7.3.**

Future maintenance of the crossing and associated infrastructure will be borne by the relevant section of the Roads Revenue Budget.

## **8. Legal Aspects**

### **8.1.**

Section 23 of the Road Traffic Regulation Act 1984, as amended, empowers a local traffic authority to establish crossings for pedestrians on roads for which it is traffic authority. This section also requires consultation with the police, public notice of the proposal, and notification to the Scottish Ministers.

### **8.2.**

Pedestrian crossings must be indicated in the manner prescribed by regulations referred to in section 25 of the 1984 Act. These regulations specify the traffic signs and road markings which must be used to indicate the crossing, the necessary controls on the movement of traffic at crossings, etc.

## **9. Contact Officers**

Gavin Barr, Executive Director of Development and Infrastructure, extension 2301,  
Email [gavin.barr@orkney.gov.uk](mailto:gavin.barr@orkney.gov.uk)

Darren Richardson, Head of Infrastructure and Strategic Projects, extension 2310,  
Email [darren.richardson@orkney.gov.uk](mailto:darren.richardson@orkney.gov.uk)

John Wrigley, Roads and Environmental Services Manager, extension 2725  
Email [john.wrigley@orkney.gov.uk](mailto:john.wrigley@orkney.gov.uk)

Kenneth Roy, Roads Support Manager, extension 2326,  
Email [kenny.roy@orkney.gov.uk](mailto:kenny.roy@orkney.gov.uk)

## **10. Appendices**

Appendix 1: Drawing No NHSO-ACM-S11-XX-DR-C-3014-0155 revision B – New Scapa Road, Kirkwall.

Appendix 2: Equality Impact Assessment.

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Scale	AS SHOWN
Zone	Milngavie
AECOM Internal Project No.	
Design	DRAW
Checked	CMM
Approved	CMM
Date	DEC 18

### PROPOSED CROSSING DETAILS



### FOR INFORMATION

Revision Details	By	Check	Date	Subj
FOR DESIGN & SUPPLY AND ADD TO THE APPROACH	AC	DM	20/11/19	A
MAKE AMENDMENTS TO CROSSING AS PER OUR COMMENTS	HW	DM	20/11/19	B

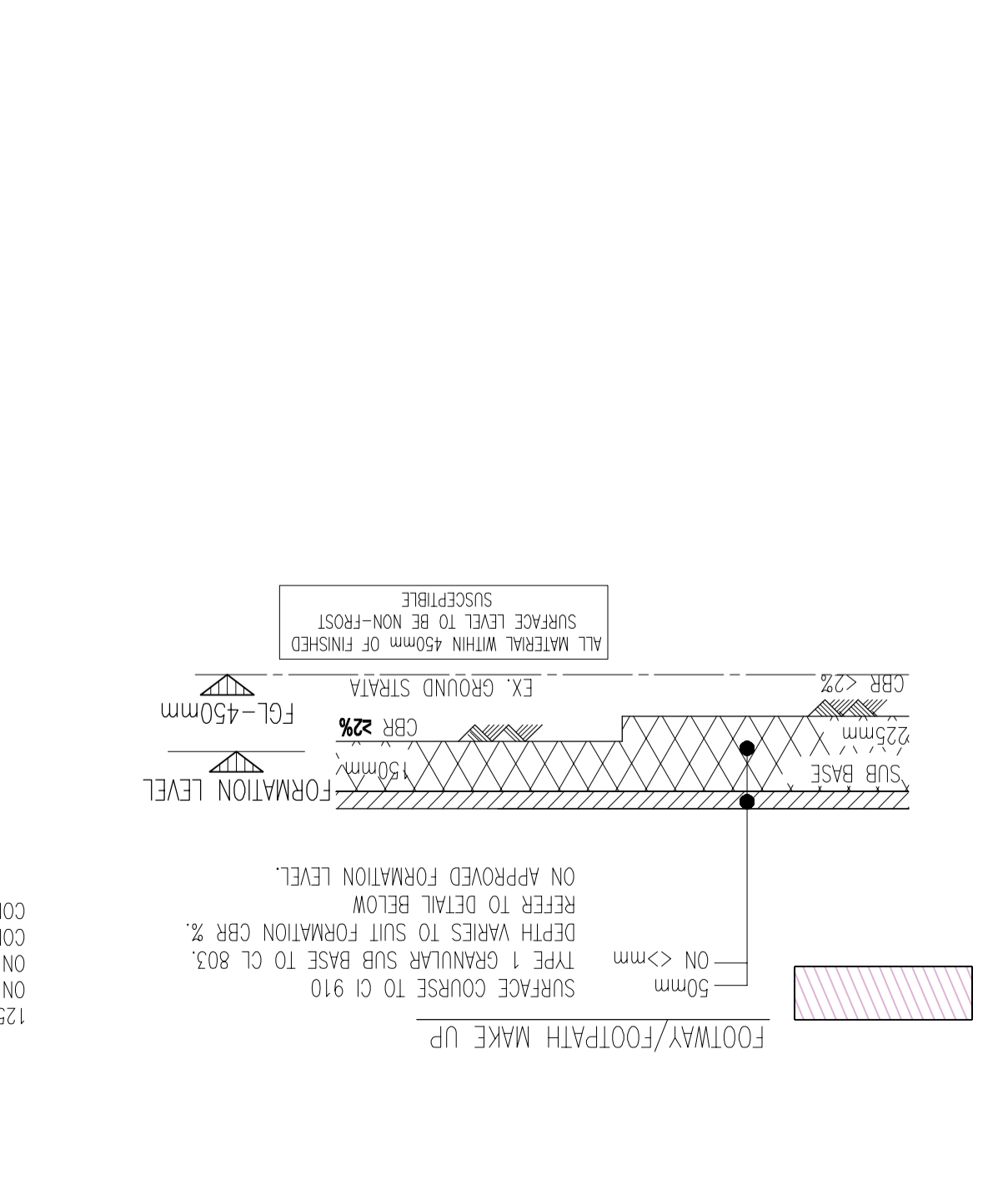
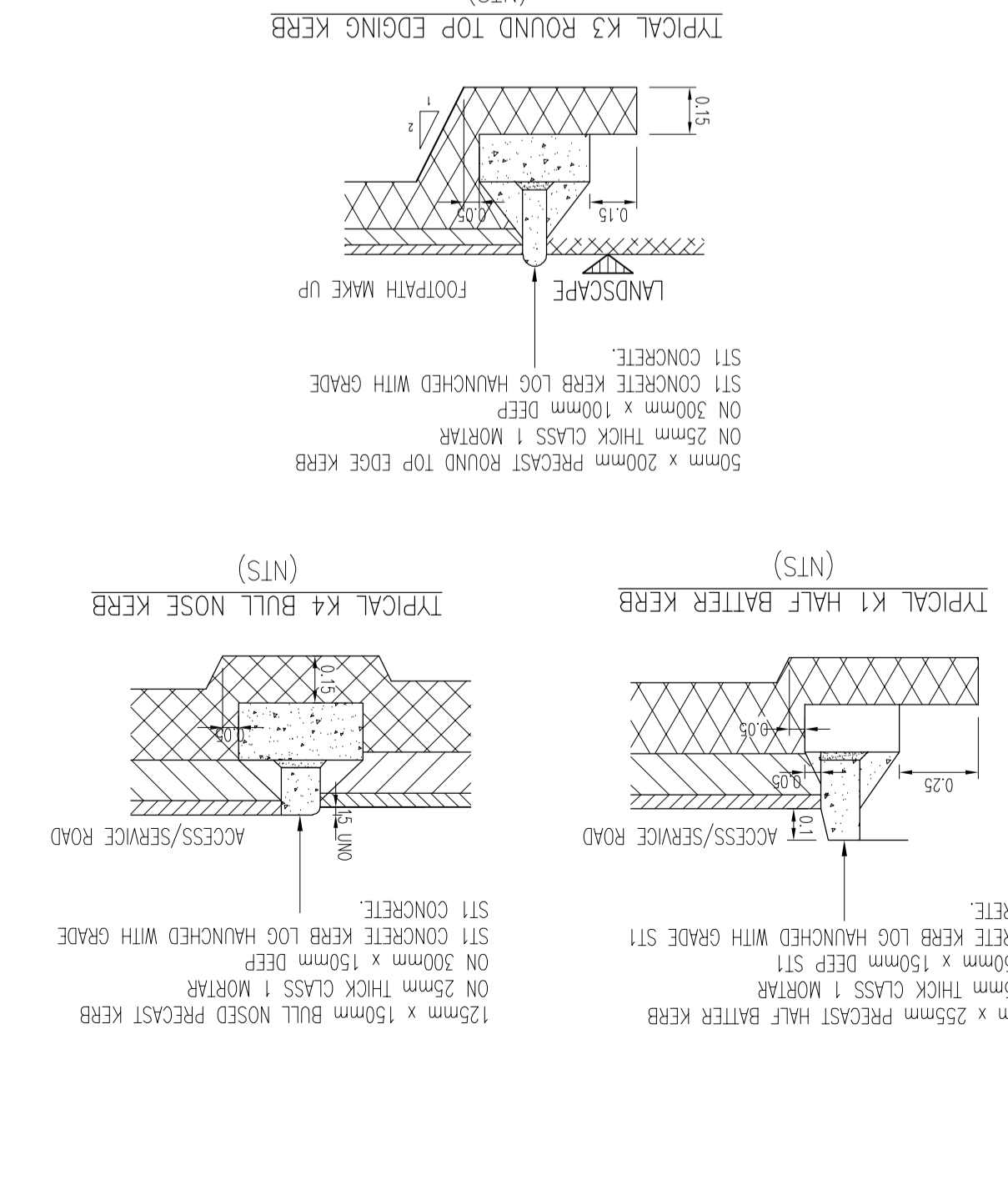
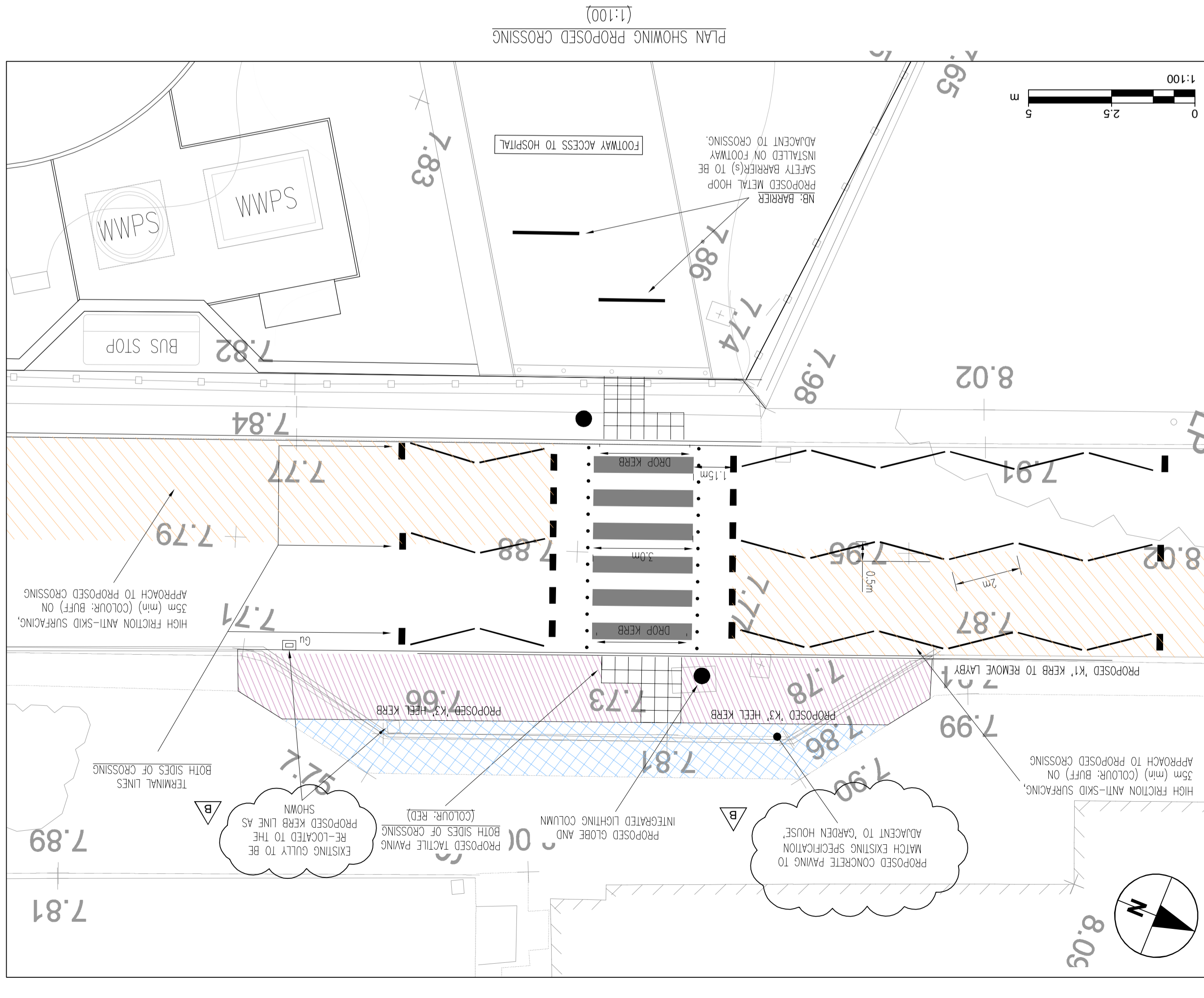
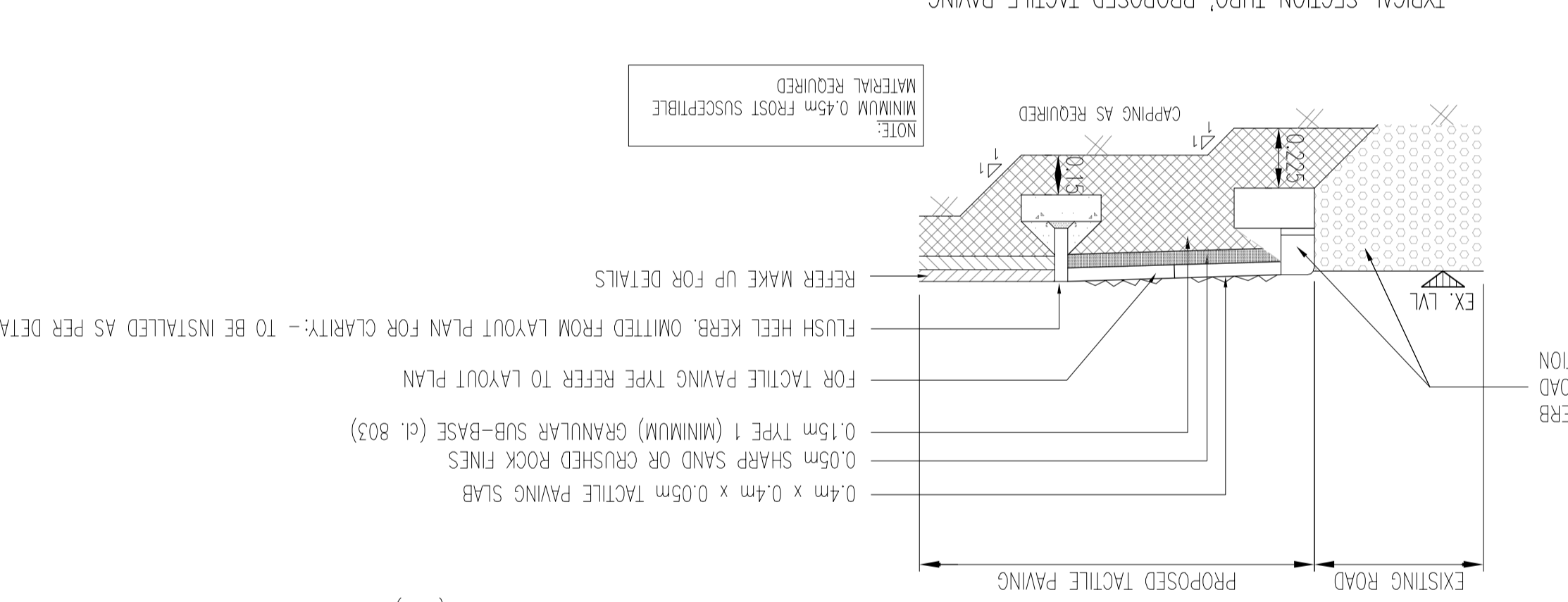
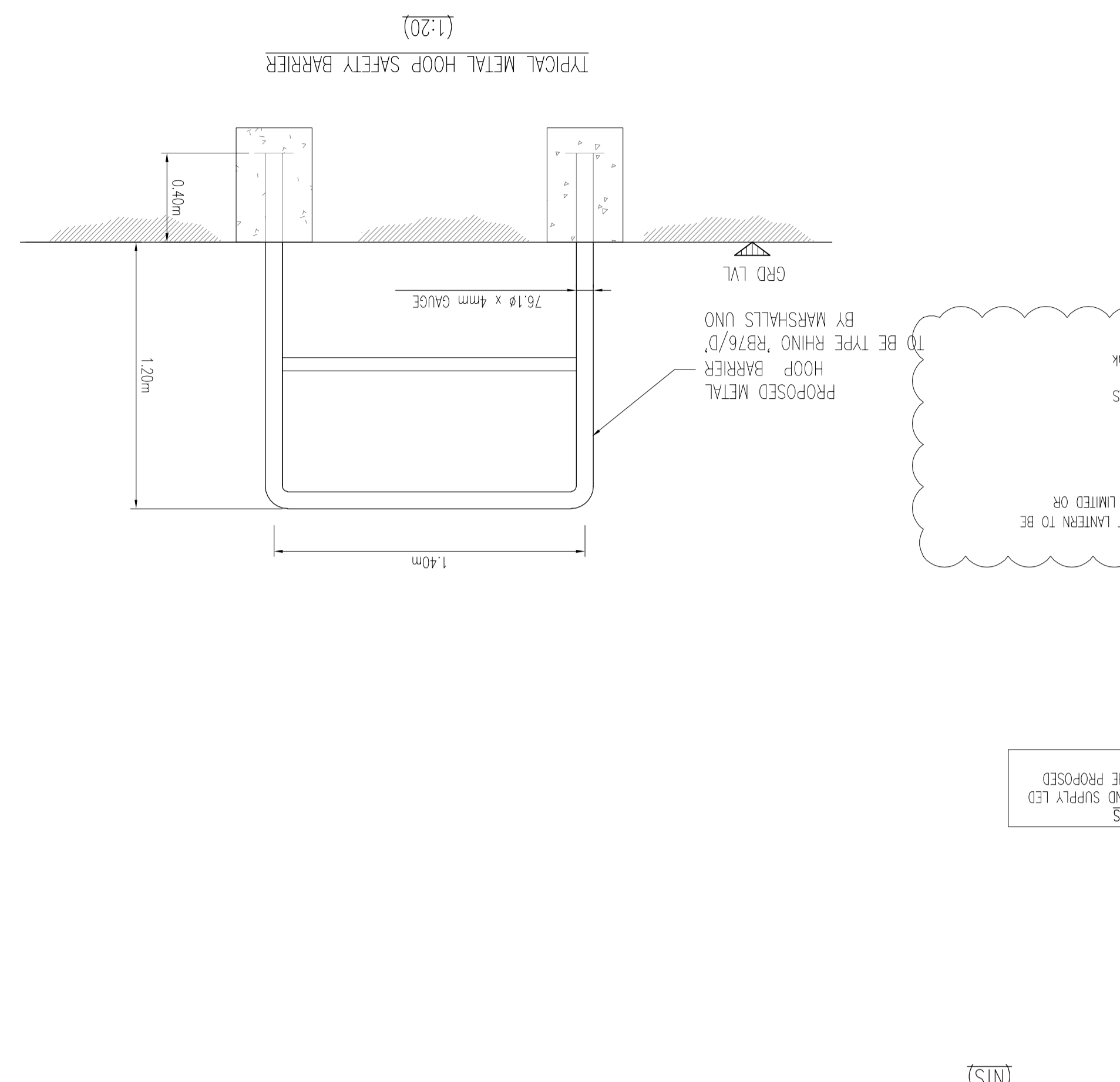
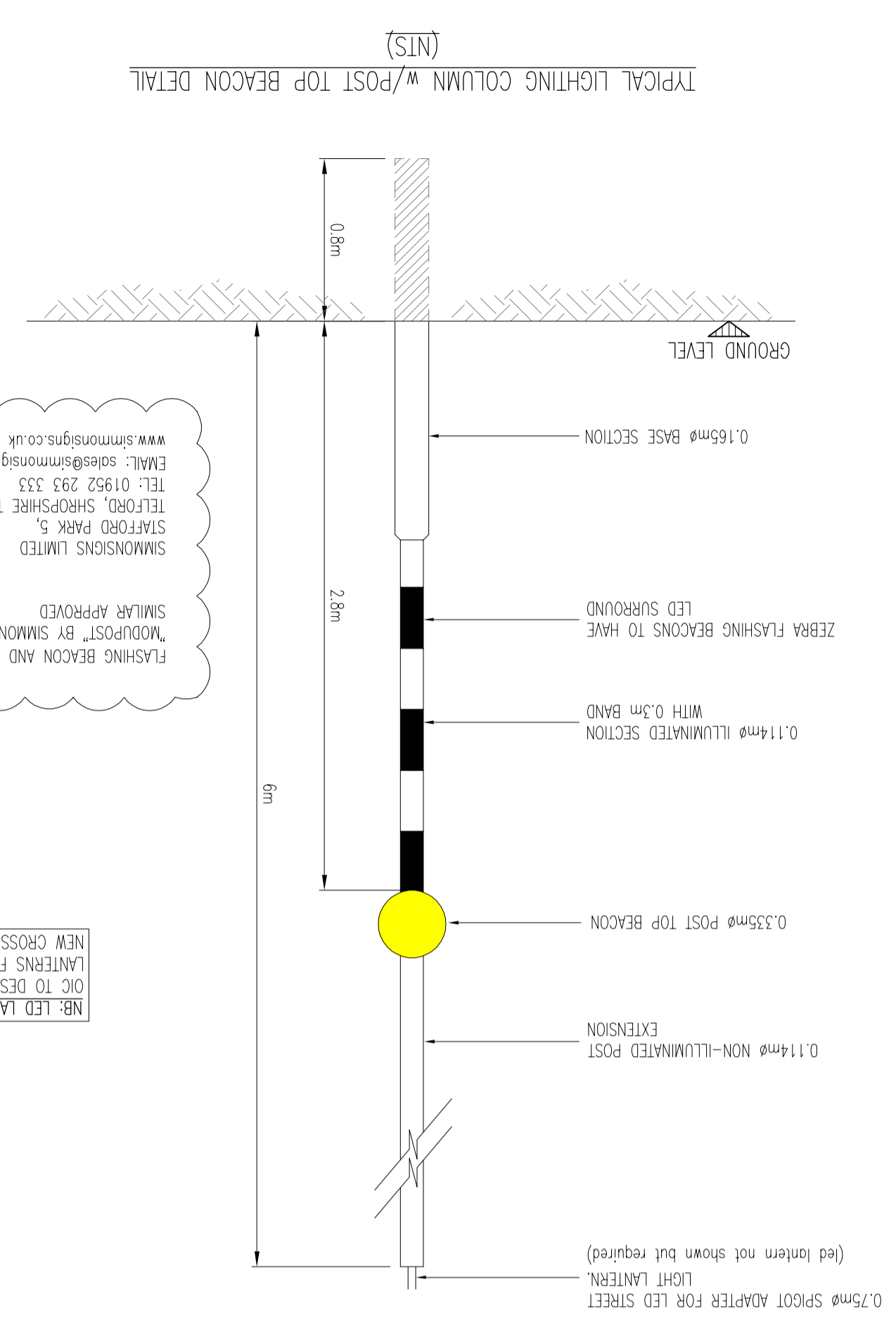
This drawing is for preliminary purposes only and is subject to amendment during the design development. UNDER NO CIRCUMSTANCES MUST THIS DRAWING BE USED FOR CONSTRUCTION PURPOSES

1. ROAD MARKINGS (TO ASPHALT SURFACES) TO BE WHITE THERMOPLASTIC UNLESS NOTED OTHERWISE.
2. SIGNS AND MARKINGS TO BE IN ACCORDANCE WITH THE TRAFFIC SIGNS REGULATIONS AND GENERAL DIRECTIONS 2015.
3. MOUNTING HEIGHT TO LOWER EDGE OF SIGNS ON FOOTPATHS TO BE MINIMUM 2.3m ABOVE GROUND LEVEL.
4. THE MINIMUM HORIZONTAL DISTANCE FROM THE EDGE OF ANY TRAFFIC SIGN OR BOLLARD TO THE VERTICAL PROJECTION OF THE ROAD IS NOT TO BE LESS THAN 500mm.
5. SIGN PLATE HEIGHT/DIAMETER TO BE 600mm UNLESS NOTED OTHERWISE.
6. ALL SIGNS TO BE MANUFACTURED WITH A RETRO-REFLECTIVE FINISH UNLESS NOTED OTHERWISE.
7. LIGHTING TO ALL SIGNS AND TRAFFIC BOLLARDS TO AGREE WITH ORKNEY COUNCIL.
8. ALL SIGN POSTS TO BE PASSELY SAFE. BASE OF SIGN TO BE DESIGNED & SPECIFIED BY SUPPLIER. TYPE TO BE AGREED WITH ORKNEY COUNCIL.
9. THIS DRAWING SHOULD BE READ IN CONJUNCTION WITH ALL OTHER RELEVANT DRAWINGS AND SPECIFICATIONS.

### NOTES

CONSTRUCTION RISKS	MAINTENANCE / CLEANING	RISK

In addition to the hazards normally associated with the type of work detailed on this drawing take note of above. It is assumed that all work on this drawing will be carried out by a competent contractor working, where appropriate, to an appropriate method statement. SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION BOX





## Equality Impact Assessment

The purpose of an Equality Impact Assessment (EqIA) is to improve the work of Orkney Islands Council by making sure it promotes equality and does not discriminate. This assessment records the likely impact of any changes to a function, policy or plan by anticipating the consequences, and making sure that any negative impacts are eliminated or minimised and positive impacts are maximised.

1. IDENTIFICATION OF FUNCTION, POLICY OR PLAN	
Name of function/policy/plan to be assessed	Introduction of a new controlled pedestrian crossing on New Scapa Road, Kirkwall.
Service/service area responsible	Development and Infrastructure
Name of person carrying out the assessment and contact details	Kenneth Roy, Roads Support Manager Ext 2326 Email: <a href="mailto:kenny.roy@orkney.gov.uk">kenny.roy@orkney.gov.uk</a>
Date of assessment	24 December 2018
Is the function/policy/plan new or existing? (Please indicate also if the service is to be deleted, reduced or changed significantly)	The provision of a new zebra crossing on New Scapa Road at the entrance to the new Hospital and Health Care Facilities.
2. INITIAL SCREENING	
What are the intended outcomes of the function/policy/plan?	The provision of a new zebra crossing on New Scapa Road, Kirkwall.
State <b>who</b> is, or may be affected by this function/policy/plan, and <b>how</b>	All pedestrians and vulnerable road users as the zebra crossing will provide a safe crossing and access to the New Hospital and Health Care Facilities
How have stakeholders been involved in the development of this function/policy/plan?	Through the Planning process the developer, NHS Orkney, were required to ensure adequate and safe access for pedestrians and vulnerable road users.  A report is to be presented to the Development and Infrastructure Committee on 5 February 2019. If there is a decision taken to install a crossing this will be followed up by the formal statutory procedure set down in section 23 Road traffic Regulation Act 1984. This requires consultation with the police, public notice of the proposal, and notification to the Scottish Ministers.

<p>Is there any existing data and/or research relating to equalities issues in this policy area? Please summarise.</p> <p>e.g. consultations, national surveys, performance data, complaints, service user feedback, academic/consultants' reports, benchmarking (see equalities resources on OIC information portal)</p>	
<p>Could the function/policy have a differential impact on any of the following equality strands?</p>	<p>(Please provide any evidence – positive impacts/benefits, negative impacts and reasons)</p>
<p>1. Race: this includes ethnic or national groups, colour and nationality</p>	<p>No, the proposal affects all road users</p>
<p>2. Sex: a man or a woman</p>	<p>No. As 1 above.</p>
<p>3. Sexual Orientation: whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes</p>	<p>No. As 1 above.</p>
<p>4. Gender Reassignment: the process of transitioning from one gender to another</p>	<p>No. As 1 above.</p>
<p>5. Pregnancy and maternity</p>	<p>No. As 1 above.</p>
<p>6. Age: people of different ages</p>	<p>Yes, beneficial for older people and children</p>
<p>7. Religion or beliefs or none (atheists)</p>	<p>No. As 1 above.</p>
<p>8. Caring responsibilities</p>	<p>Yes. Beneficial for carers of people with disabilities and carers of children.</p>
<p>9. Marriage and Civil Partnership</p>	<p>No. As 1 above.</p>
<p>10. Disability: people with disabilities (whether registered or not)</p>	<p>Yes. Beneficial for people with disabilities, particularly those who have mobility or visual impairments</p>

### **3. IMPACT ASSESSMENT**

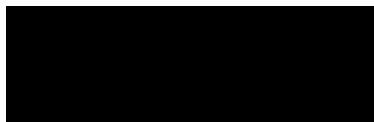
<p>Does the analysis above identify any differential impacts which need to be addressed?</p>	<p>No. Zebra crossings enable everyone, especially people with disabilities, older people and children to cross the road safely</p>
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How could you minimise or remove any potential negative impacts?	N/A
Do you have enough information to make a judgement? If no, what information do you require?	Yes

<b>4. CONCLUSIONS AND PLANNED ACTION</b>	
Is further work required?	Yes
What action is to be taken?	If approved by Council, the Zebra crossing will be installed
Who will undertake it?	Executive Director of Development and Infrastructure
When will it be done?	Spring 2019.
How will it be monitored? (e.g. through service plans)	Through the process as set down in section 23 Road Traffic Regulation Act 1984

Signature



Date 24 December 2018

Name KENNETH ROY  
(BLOCK CAPITALS)

**Please sign and date this form, keep one copy and send a copy to Corporate and Community Strategy. It should also be emailed to Corporate and Community Strategy.**