

North Tyneside Council

Report to Cabinet Member for Environment

Date: 6 October 2023

Title: Pedestrian Crossing – Promenade, Whitley Bay

Portfolio(s): Environment	Cabinet Member(s):	Cllr H Johnson
Report from Service Area:	Regeneration and Economic Development	
Responsible Officer:	John Sparkes, Director of Regeneration and Economic Development	(Tel: 0191 643 7295)
Wards affected:	Whitley Bay	

PART 1

1.1 Executive Summary:

This report seeks the approval of the Cabinet Member for Environment to establish a new pedestrian crossing (Parallel crossing) on Promenade, Whitley Bay, and set aside one objection received to the proposal.

1.2 Recommendation(s):

It is recommended that the Cabinet Member for Environment:

- (1) considers the objection;
- (2) sets aside the objection in the interests of increasing safety for all road users and contributing to ensuring that highway conditions are conducive to support greater usage of cycling, walking and wheeling; and

- (3) determines that a pedestrian crossing should be established in accordance with the proposal.

1.3 Forward Plan:

Considering objections received in relation to the proposed establishment of a pedestrian crossing, and thereafter determining if a pedestrian crossing should be installed, is a standing item on the Forward Plan.

1.4 Council Plan and Policy Framework

The proposals in this report relate to the following priority in Our North Tyneside, the Council Plan 2021 to 2025:

- A green North Tyneside
 - We will increase opportunities for safe walking and cycling, including providing a segregated cycleway at the coast
 - We will publish an action plan of the steps we will take and the national investment we will seek to make North Tyneside carbon net-zero by 2030

The proposals in this report relate to the following priority in the Carbon Net-Zero 2030 Action Plan:

- Creation of fully connected cycling network

1.5 Information:

1.5.1 Background

The Authority has obtained grant funding from the Government's Active Travel Fund (ATF), and supplementary funding offered by Sustrans, to deliver the Sea Front Sustainable Route project. This will improve local cycling, walking and wheeling links along the North Tyneside coast, in line with an aim of the Our North Tyneside Plan 2021 to 2025.

The full scheme involves proposals to introduce protected cycling provision, establish pedestrian crossings and install road humps in strategic locations, make associated amendments to waiting and loading restrictions, introduce a one-way restriction for general traffic on part of the route, and prohibit certain traffic movements in accordance with the proposals.

Engagement on the full scheme was carried out in Summer 2021, via a news item on the Authority's website linking to the 'Placechangers' consultation website. Feedback from this engagement informed the process of detailed design.

Ward Councillors were updated on the proposals. Households and premises affected by the proposals were contacted by letter.

The proposals associated with this report involve improvements to crossing provision at Promenade, Whitley Bay, adjacent to its junction with South Parade, which include establishing a pedestrian crossing and installing road humps (a raised table).

The proposals were advertised in accordance with the Authority's usual procedure as set out in section 2.2. One formal objection which was received related to the proposed establishment of a pedestrian crossing.

1.5.2 Proposal in relation to pedestrian crossings

It is proposed that a new pedestrian crossing (Parallel crossing) be installed on Promenade, Whitley Bay.

This is intended to make it easier and safer for people cycling, walking and wheeling to cross the road on a strategic link between the sea front and Whitley Bay town centre, making walking, cycling and wheeling more comfortable and safe in the area.

1.5.3 Statutory Consultation

Proposals to establish pedestrian crossings are subject to statutory legal process as described in section 2.2: this includes the Authority giving public notice of the proposal and taking such other steps as it may consider appropriate for ensuring adequate publicity for the proposal. In North Tyneside, this includes notices advertising a proposal being displayed on affected streets and on the Authority's website. This enables members of the public or businesses to object to the proposal. Any objectors are sent a response and invited to reconsider their objection. Any objections not withdrawn are referred to the Cabinet Member for Environment for consideration in accordance with the Mayor's Scheme of Delegation.

1.5.4 Summary of Objections

A local community group, **SL** submitted an objection to the scheme stating that the scheme design did not in their view secure the expeditious, convenient and safe movement of pedestrians and cyclists, and that the proposed 'shared' areas for use by both pedestrians and cyclists were in their view inappropriate given the urban setting and high footfall in these locations. The objection also suggested that several junctions on the route obtained unacceptably low scores when the Junction Assessment Tool in national guidance note LTN 1/20 'Cycle Infrastructure Design' was applied, as a result of the locations selected for crossing points, and stated that these did not in the objector's view meet design standards or guidance. The objection suggested that this amounted to a breach of funding requirements with potential associated financial and reputational implications.

An officer responded to the objector explaining that all crossings on the route had been designed in line with LTN 1/20 and other relevant guidance, and that any areas of shared use, as opposed to segregated cycling and walking/wheeling provision, had been proposed only where no other feasible design solution was possible. This reduced potential conflict between cyclists and pedestrians as much as possible. It was also advised that the LTN 1/20 Cycle Level of Service and Junction Assessment Tools had both been applied to the design proposals and that the scheme was felt to meet the funding criteria in this regard. Active Travel England had also been consulted with regard to the scheme proposals and were aware of the outputs from both assessment tools.

The objector was invited to withdraw their objection and was advised that the objection, if not withdrawn, would be included in a report for consideration by the Cabinet Member for Environment. No further correspondence was received.

Details of the objection and associated correspondence are included at Appendix 1 of this report.

1.6 Decision options:

The following decision options are available for consideration by the Cabinet Member for Environment:

Option 1

Approve the recommendations set out in section 1.2.

Option 2

Not approve the recommendations set out in section 1.2.

Option 1 is the recommended option.

1.7 Reasons for recommended option:

Option 1 is recommended in the interests of increasing safety for all road users and contributing to ensuring that highway conditions are conducive to support greater usage of cycling, walking and wheeling.

1.8 Appendices:

Appendix 1 Details of objection and associated correspondence

Appendix 2 Notice as advertised

Appendix 3 Copy of Proposed Plan



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DR-C-5001_S2_P01.pdf

Appendix 4 Equality Impact Assessment



Appx4-Equality
Impact Assessment_Sf

1.9 Contact officers:

Nick Saunders, Senior Traffic Engineer, Capita, 0191 643 6598

Mark Newlands, Senior Manager – Highways and Infrastructure, 0191 643 6129

Amar Hassan, Principal Accountant Investment (Capital) and Revenue,
0191 643 5747

1.10 Background information:

- (1) [North East Transport Plan](#)
- (2) [North Tyneside Transport Strategy](#)
- (3) [Road Traffic Regulation Act 1984](#)
- (4) [The Traffic Signs Regulations and General Directions 2016](#)

PART 2 – COMPLIANCE WITH PRINCIPLES OF DECISION MAKING

2.1 Finance and other resources

Funding to advertise and implement the proposal is available from the grant funding from the Government's Active Travel Fund.

2.2 Legal

Proposals that involve revocations or amendments to the provision of pedestrian crossings and the installation of any new pedestrian crossings are subject to statutory legal process set out in the Road Traffic Regulation Act 1984 and the Regulations that flow from that Act, namely, The Traffic Signs Regulations and General Directions 2016. The Authority is required to consult the chief officer of police about its proposal and give public notice of the proposal.

In North Tyneside, in addition to being advertised in a local newspaper, notices advertising the proposal are displayed on the Authority's website and on roads affected by the order. Documents relating to the proposal are also available for public inspection at the Authority's offices at Quadrant. Objections to the proposal may be made within a period of 21 days starting from the date the notice was published.

In accordance with the Mayor's Scheme of Delegation, if any objections cannot be resolved, then the Cabinet Member for Environment is asked to consider those representations made and not withdrawn and to determine if a pedestrian crossing should be established.

2.3 Consultation/community engagement

2.3.1 Internal consultation

Internal consultation has involved the Cabinet Member for Environment. Ward members' views on the proposal were sought as described in section 1.5.1.

2.3.2 Community engagement

Views on the proposal were sought as described in section 1.5.1. The proposal was advertised in line with statutory process as described in section 1.5.3.

2.4 Human rights

Any human rights implications must be balanced against the duty that the Authority has to provide a safe highway for people to use. It is not considered that the proposed restrictions will have a negative impact on individuals' human rights.

2.5 Equalities and diversity

An Equality Impact Assessment for the Seafront Sustainable Route cycling and walking improvements has been undertaken and is attached as Appendix 4 to this report. This notes that several identified potential impacts are positive, e.g. for people who currently experience difficulty crossing the road, and that actions are specified to reduce the identified potential negative impact, which relates to temporary arrangements during construction.

2.6 Risk management

There are no risk management implications directly arising from this report. Strategic and operational risks associated with transport matters are assessed via the established corporate process.

2.7 Crime and disorder

There are no crime and disorder implications directly arising from this report.

2.8 Environment and sustainability

There are potential positive environment and sustainability implications in that the proposals support the use of more sustainable modes of transport in preference to car use. The proposals therefore support the target within the Carbon Net-Zero 2030 Action Plan for the creation of a fully connected cycling network.

PART 3 - SIGN OFF

- Chief Executive X
- Director of Service X
- Mayor/Cabinet Member X
- Chief Finance Officer X
- Monitoring Officer X
- Assistant Chief Executive X

Details of Objection – SL (Dated 22 August 2023)

Objection – Traffic Order implementing design under Section 90C of the Highways Act 1980 and Section 23(2) of the Road Traffic Regulation Act 1984 to implement new crossing facilities.

Objection – Although not included in this order the implicit intention of the council to convert footways to new Shared Use Cycleways under Section 65 Highways Act 1980 This objection is submitted by the constituted community group [SL] in North Tyneside on behalf of it's members who are residents of the borough. The design does not secure the expeditious, convenient and safe movement of pedestrians and cyclists.

We stress that we are supportive of the other measures contained in the order and the overall project.

1/ The proposed crossing locations rely on the creation of extensive shared facilities between pedestrians and cyclists which are completely inappropriate in an urban context in particular given the high footfall in these locations.

2/ Several of the junction designs (e.g. Beach Rd / Aydon Cl; Beach Rd / Grand Pde; Grand Pde / Percy Pk) score unacceptably low when the LTNI/20 Junction Assessment Tool is applied. This is a direct consequence of the locations selected for crossing facilities which are not integrated into the junctions. These not only fail to secure expeditious, convenient and safe movement, fail to comply with design guidance but also breach funding requirements with associated financial and reputational implications for the council.

Officer reply (Dated 23 August 2023)

Thank you for your patience on this matter.

With regards to point 1, we are satisfied that the crossings have been designed in line with the LTNI/20 and Chapter 6 of the Traffic Signs Manual. There are several 'shared' areas along the route where there is no other feasible design solution. However, these have been kept to an absolute minimum to avoid conflict between pedestrians and cyclists and these areas constitute a very small percentage of the route as a whole.

With regards to point 2, the scheme is subject to both a Cycling Level of Service (CLOS) and Junction Assessment Tool (JAT) review, both of which have been applied to the design proposals. As the scheme has been designed in line with LTNI/20, we are satisfied that the scheme meets the funding criteria for both the CLOS and JAT. The Authority is also in discussions with Active Travel England (ATE) regarding this

scheme who have been issued with all the CLoS and JAT assessments for their information.

I hope this response addresses your concerns and if you would like to withdraw your objection based on the above information, please notify us in writing by Friday, September 1. If we do not hear from you by then, your objection will be referred to the Cabinet Member for Environment for consideration. You will be informed of the Cabinet Member's decision regarding your objection and the proposed scheme in due course.

**NORTH TYNESIDE COUNCIL
SEAFRONT SUSTAINABLE ROUTE**

North Tyneside Council gives notice that it proposes to make variation orders under Sections 1, 2, 4, 32, 35, 82, 83, 84 and Part IV of Schedule 9 to the Road Traffic Regulation Act 1984 and all other enabling powers. The effect of the orders, if made, will be to vary:

A. the North Tyneside (Prohibition and Restriction of Waiting and Loading) (Consolidation) Order 2022, so that:

1. no waiting at anytime restrictions be revoked on the following lengths of road:
 - a) East Street, east side, between its junction with Sea Banks and its junction with Pier Road;
 - b) Sea Banks, north-east side, between its junction with Percy Gardens and its junction with East Street.
 - c) Percy Gardens, north-east side, between its junction with Spa access road and its junction with Sea Banks.
 - d) Grand Parade
 - (i) north-east side,
 - a. between a point 147 metres south-east of the roundabout at its junction with Beach Road and a point 67 metres north-west of a point opposite the north-western kerb-line of Parkside;
 - b. between a point 170 metres north-west of its junction with the Spa access road and a point 92 metres north-west of its junction with the Spa access road;
 - c. between a point 27 metres north-west of a point opposite the north-western kerb-line of Parkside and a point 203 metres north-west of its junction with the Spa access road;
 - d. between a point 80 metres north-west of the roundabout at its junction with Beach Road and a point 112 metres south-east of the roundabout at its junction with Beach Road;
 - (ii) South-west side, from its junction with Hotspur Street for a distance of 65 metres in a south-easterly direction.
 - e) Percy Park Road, Tynemouth;
 - (i) west side, between its junction with Percy Park and a point 30 metres south of that junction;
 - (ii) east side, between a point 5 metres north of its junction with the road at the rear of Stanwick Street/Warlkworth and a point 5 metres south of that junction;
2. no waiting at anytime restrictions be introduced on the following lengths of road:
 - a) Back Percy Gardens, Tynemouth, both sides, from its junction with Percy Gardens to a point 7m south of its junction with Percy Gardens;
 - b) Grand Parade, Tynemouth,
 - (i) from its junction with Hotspur Street to a point 5 metres north-west of its junction with Percy Park.
 - (ii) south side, from its junction with Hotspur Street, to a point 37m east of its junction with Hotspur Street.
 - c) Percy Park Road, Tynemouth north west side, from its junction with Percy Park, to a point 10 metres south of its junction with Percy Park
3. loading bays, operational on all days and at all times be introduced on

- a) Sea Banks Tynemouth, west side, from a point 5m south of its junction with Percy Gardens (private road, northern access), to a point 12m south of its junction with Percy Gardens; and
 - b) Grand Parade, Tynemouth, north east side, from a point 86m south of its junction with Beach Road, to a point 104m south of its junction with Beach Road.
- B. the North Tyneside (Traffic Movements) (Consolidation) Order 2022, so that:
1. a prohibition of entry for vehicular traffic be introduced from Grand Parade, Tynemouth into Percy Gardens at its junction with Tynemouth Longsands Southern Access Ramp, with exemptions for emergency vehicles and pedal cycles;
 2. a prohibition of left-hand turn for vehicular traffic be introduced from Tynemouth Longsands Southern Access Ramp into Percy Gardens, Tynemouth with an exemption for emergency vehicles;
 3. a prohibition of right-hand turn for vehicular traffic be introduced from Middle Street, Percy Street, Lovaine Row, Percy Gardens and Back Percy Gardens into East Street, Tynemouth with an exemption for pedal cycles; and
 4. a one way restriction, with exemptions for emergency and operational vehicles, be introduced on the following lengths of road:
 - a. East Street, Tynemouth from its junction with Front Street to its junction with Percy Gardens
 - b. Sea Banks, Tynemouth from its junction with Percy Gardens (south) to its junction with Percy Gardens (north); and
 - c. Percy Gardens, Tynemouth from its junction with Sea Banks to its junction with the unnamed Spa car park access road.
- C. the North Tyneside (Speed Limits) (Consolidation) Order 2011, so that a 20mph speed limit be introduced on:
1. Grand Parade Tynemouth, from a point 150 metres northwest of its junction with Hotspur Street to Beverley Terrace
 2. Beach Road, Tynemouth from its junction with Grand Parade to a point 260m west of its junction with Grand Parade
 3. Beverley Terrace, Cullercoats
 4. Victoria Crescent, Cullercoats
 5. Promontory Terrace, Cullercoats
 6. Windsor Crescent, Cullercoats
 7. Rockcliffe Gardens, Whitley Bay and
 8. Promenade, Whitley Bay from Rockcliffe Gardens to a point 34 metres south of its junction with Marine Avenue/A193.
- D. The North Tyneside (On Street Parking Places) (Consolidation) Order 2022 so that:
1. permit holders parking places, operational at all hours on Saturdays, Sundays and Bank Holidays, on the north-west side of Percy Park, Tynemouth from a point 62 metres south-west of its junction with Grand Parade to a point 70 metres south-west of its junction with Grand Parade be revoked;
 2. parking places with a parking charge, operational between 9am and 6pm on Saturdays, Sundays and Bank Holidays, on the following lengths of road be revoked:
 - a) south east side of Percy Park, Tynemouth from a point 158m north east of its junction with Seafield View to a point 162m north east of that junction;
 - b) west side of Percy Park Road, Tynemouth from a point 181m north of its junction with Seafield View to a point 186m north of that junction.
 3. Parking places with a parking charge, operational on all days between 9am and 6pm, be varied so that they are located:
 - a) on the western side of Grand Parade, Tynemouth

- (i) From a point 142m south of its junction with Beach Road to a point 60m north of its junction with Parkside;
 - (ii) From a point 5m south east of its junction with Parkside to a point 90m south east of that junction.
- b) on the western side of Sea Banks, Tynemouth
 - (i) from a point 23m south of its junction with Percy Gardens (private road, northern access), to a point 65m south of its junction with Percy Gardens
 - (ii) from a point 70m south of its junction with Percy Gardens (private road, northern access), to a point 205m south of its junction with Percy Gardens
 - (iii) from a point 77m north of its junction with Percy Gardens (private road, southern access), to a point 21m north of its junction with Percy Gardens
- 4. a RLNI vehicle parking place be introduced on the west side of Sea Banks Tynemouth, from a point 12m south of its junction with Percy Gardens (private road, northern access), to a point 24m south of its junction with Percy Gardens;
- 5. The motorcycle parking places on the following lengths of road be revoked:
 - a) The west side of Grand Parade, Tynemouth
 - (i) from a point 82 metres south of its junction with Beach Road to a point 84 metres south of that junction.
 - (ii) from a point 170 metres south of its junction with Beach Road to a point 172 metres south of that junction.
 - b) the east side of Sea Banks, Tynemouth
 - (i) from a point 57 metres south of its northern junction with Percy Gardens to a point 60 metres south of that junction
 - (ii) from a point 89 metres north of its southern junction with Percy Gardens to a point 86 metres north of that junction
- 6. Motorcycle parking places, operational on all days and at all times, be introduced on the west side of Sea Banks, Tynemouth
 - a) from a point 78m south of its junction with Percy Gardens (private road, northern access), to a point 83m south of its junction with Percy Gardens
 - b) from a point 84m north of its junction with Percy Gardens (private road, southern access), to a point 89m north of its junction with Percy Gardens

North Tyneside Council also gives notice under Section 90C of the Highways Act 1980 and Section 23(2) of the Road Traffic Regulation Act 1984, it proposes to:

A. construct raised tables on

- 1. Sea Banks, Tynemouth on the northbound, one-way lane at a point 3m southeast of its junction with Percy Gardens (private road, northern access).
- 2. Grand Parade, Tynemouth at the following points:
 - a) 42m north of its junction with Tynemouth Aquarium Car Park Access Road, to a point 55m north of its junction with Tynemouth Aquarium Car Park Access Road.
 - b) 62m southeast of its junction with Beach Road, to a point 78m south of its junction with Beach Road.
 - c) 41m northwest of its junction with Parkside, to a point 53m northwest of its junction with Parkside.
 - d) 42m northwest of its junction with Percy Park, to a point 58m northwest of its junction with Percy Park.
 - e) 10m west of its junction with Hotspur Street, to a point 23m west of its junction with Hotspur Street.
- 3. Beach Road, Tynemouth from a point 7m west of its junction with Regent Drive to a point 7m east of its junction with Regent Drive, and on Regent Drive from its junction with Beach Road to a point 10m south of its junction with Beach Road.
- 4. Promenade, Whitley Bay at a point 7m southeast of its junction with South Parade, to a point 24m southeast of its junction with South Parade.

The raised tables will extend across the full width of the carriageway and be 0.075m in height, with a gradient of 1 in 15 on the approach.

B. establish zebra crossings on:

1. East Street, Tynemouth at a point 15m south of its junction with Middle Street; and
2. Percy Park Road, Tynemouth at a point 9m north of its junction with Warkworth Terrace.

C. establish parallel crossings on:

1. Grand Parade, Tynemouth at a point 70m south of its junction with Beach Road;
2. Beach Road, Tynemouth at a point 21m south west of its junction with Grand Parade;
3. A193 Broadway, Tynemouth at a point 22m south of its junction with Beach Road; and
4. Promenade, Whitley Bay at a point 15m southeast of its junction with South Parade.

D. upgrade the existing zebra crossing on Grand Parade, Tynemouth at a point 16m west of its junction with Hotspur Street to a parallel crossing; and

E. upgrade the existing zebra crossing on Grand Parade, Tynemouth at a point 50m north of its junction with Tynemouth Aquarium Car Park Access Road to a toucan crossing.

Further details of the proposals may be examined in the documents available on the Council's website www.northtyneside.gov.uk (Statutory Notices). If you wish to object to the proposals, you should send the grounds for your objection in writing to the undersigned or via email to trafficconsultations@northtyneside.gov.uk by 23 August 2023. Any objections may be published as part of any reports to councillors on the matter.

If you need us to do anything differently (reasonable adjustments) to help you access our services, including providing this information in another language or format, please contact sustainabletravel@northtyneside.gov.uk or telephone 0191 643 6500.

2 August 2023

Law & Governance, Quadrant, The Silverlink North, Cobalt Business Park, NE27 0BY