

## **Proposed New Zebra Crossing on A386 Appledore, Northam**

Report of the Director of Climate Change, Environment and Transport

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Please note that the following recommendations are subject to consideration and determination by the Committee before taking effect.

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### **1) Recommendation**

It is recommended that:

- (a) The proposed zebra crossing on A386 Appledore, Northam shown on drawing 21721-03 in Appendix 1 is approved for construction at an estimated cost of up to £129,170; and
- (b) the Director of Climate Change, Environment and Transport be given delegated powers, in consultation with the Chair of HATOC and the Local Member, to make minor amendments to the scheme details.

### **2) Introduction/Background**

Devon County Council seek to develop walking, wheeling and cycling schemes across the county to help people travel more actively, be healthier, help to reduce carbon emissions, and make safer routes for vulnerable road users.

A crossing of the A386 in Appledore near to the school has been requested by Local Councillor and the Primary School for many years, but a lack of funding has never allowed it to progress. A crossing in this location would help all people cross this A class road, and in particular it would be on the desire line between the primary school and Anchor Park.

In 2022 proposals for improved walking and cycling measures were considered in a consultation on the Local Cycling and Walking Infrastructure Plan (LCWIP). Although this proposed crossing is not on the identified LCWIP route between Appledore and Bideford, it will compliment those measures.

The crossing is partly funded from housing development on Wooda Road, and should encourage people from that site, as well as other people, to walk into Appledore instead of driving, as this aims to make crossing the A386 in this location safer and easier for all.

This proposal will help towards the national targets of having 50% of short urban trips in England to be walked, wheeled or cycled by 2030; and 55% of primary school-aged children to walk to school by 2025.

The proposal aligns with Government objectives, including supporting local growth and levelling up, tackling public health issues and the decarbonisation of transport.

The proposed new zebra crossing fulfils these aims by setting out active travel proposals that take account of evidence and data on existing and future travel demand and targeted where it can have the greatest impact.

The Government announced a crossing on the A386 in Appledore as one of the successful schemes of the Active Travel Fund Tranche 4 (ATF4) in May 2023.

### 3) Proposals

A new zebra crossing is proposed as shown on plan 21721-03 in Appendix 1 on the A386 Appledore west of Kingsley Avenue (see map below). Currently there are no crossing facilities in the area therefore this proposal will provide a formal crossing point between Appledore Primary School and Anchor Park as well as a link to other amenities in the area. The proposal also includes a replacement of the existing bus shelter at the bus stop, and minor widening of the existing footpath. However, to ensure good visibility at the crossing, 5 on-street parking spaces will have to be removed.



*Figure 1 – Location of proposal.*

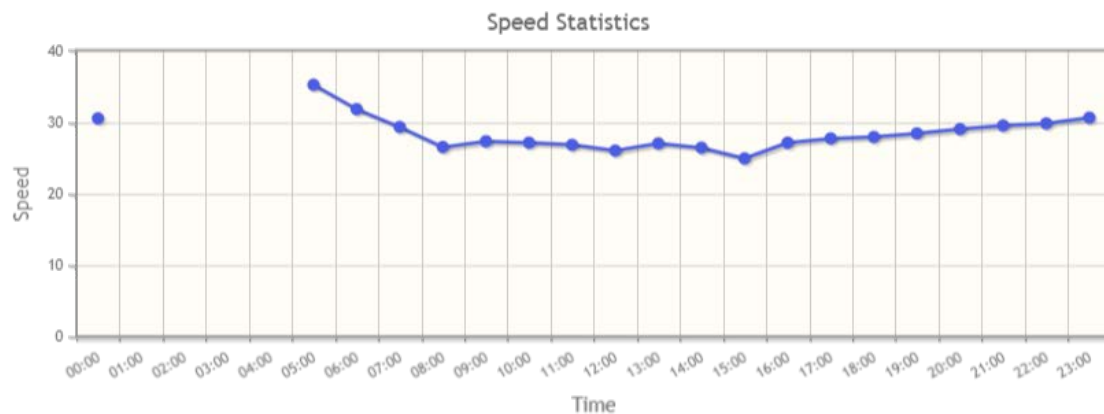
The crossing will encourage all people, not just those traveling to the school, to feel safer making their journeys on foot and benefiting their health and wellbeing as well as potentially minimising short distance journeys being made by car.

A traffic volume and speed survey was carried out for a week long period for the week commencing 18th July 2023 on the A386 Richmond Hill. The results are summarised in the table below.

Eastbound			Westbound			Both Directions		
Ave 7-day daily flow	85 <sup>th</sup> %ile Speed (mph)	Mean Speed (mph)	Ave 7-day daily flow	85 <sup>th</sup> %ile Speed (mph)	Mean Speed (mph)	Ave 7-day daily flow	85 <sup>th</sup> %ile Speed (mph)	Mean Speed (mph)
1,379	27.4	21.9	1,275	27.7	20.9	2,654	27.6	21.4

This shows that the average traffic in the total day was 2,654 vehicles, with average and 85<sup>th</sup> percentile speeds both below the 30mph limit. The data shows the busiest hour of the weekday is between 3pm and 4pm, with the highest vehicle flow in one hour recorded as 265 vehicles between 3pm and 4pm on Tuesday 18<sup>th</sup> July 2023.

The graph below shows how the 85<sup>th</sup> percentile speed changes over the course of the day, being below 30mph for the majority of the day, and slightly over 30mph in the early hours of the morning. In this location lower speeds correlate with higher traffic volumes.



The volume and speed of traffic observed are considered acceptable for the proposed zebra crossing, which has been designed with visibility splays of 50m, appropriate for 30mph vehicle speeds.

#### 4) Alternatives

Various alternative options for crossing points near this location have been considered over previous years as well as in response to the public consultation.

Alternative options result in different impacts, such as the loss of more carriageway for parking, removal of the bus stop and a lack of visibility below the required standard. The proposed location has been chosen due to the minimal amount of on street parking being lost, proximity to the school and park for convenient, direct routes and ensuring sufficient distance from bends and the top of a hill to offer the best possible forward visibility in both directions approaching the crossing. The removal of the car parking spaces is necessary to provide the required visibility from and of people using the crossing.

Through the public consultation, feedback was received to move the crossing in either east or west along the A386. This was discounted as it would result in the removal of more parking spaces to ensure the required visibility for the awareness from and of people using

the crossing. The location proposed therefore offers the minimal number of on street parking spaces (five) being removed.

Consultation comments also suggested to look at different types of crossings, such as a signalised crossing, a more basic crossing with refuges in the centre or an informal crossing instead.

A signalised crossing (pelican or puffin) wouldn't be justified for the number of vehicles on the road and would result in additional noise issues and need of a location for the signal control box. It would be more expensive and require more on-going maintenance.

There is insufficient room for an uncontrolled crossing with centre island as the carriageway is quite narrow. An informal crossing would have minimal difference to the current situation.

It has also been suggested to (re)hire a School Crossing Patrol instead of construction of a permanent crossing. Unfortunately, the site doesn't meet the criteria for a funded School Crossing Patrol. Additionally, in recent years there hasn't been interest for the position which is salaried for 5 hours a week during school term only. It is also recognised that a permanent crossing will benefit all walkers and wheelers at all times every day who travel in the area.

## **5) Consultations**

A public consultation was held from 26 May 2023 to 23 June 2023. The consultation was hosted on the Devon County Council 'Have Your Say' website. It was advertised through a press release, social media, leaflet drop and leaflets were available to view at local libraries. A questionnaire was available on the website to collect the public's opinion, and emails and telephone messages were also offered as a way for people to provide their comments. A total of 252 completed questionnaires were received within the consultation period, as well as 10 emails and a petition (Appendix 2). In addition, a few people sent in emails for clarifications.

### **Public Consultation Results**

Respondents were asked to indicate the level of support of the crossing in Appledore. They had the chance to tick a scale from 1 (for strongly against) and 5 (for strongly support).

The proportions of the results are detailed below:

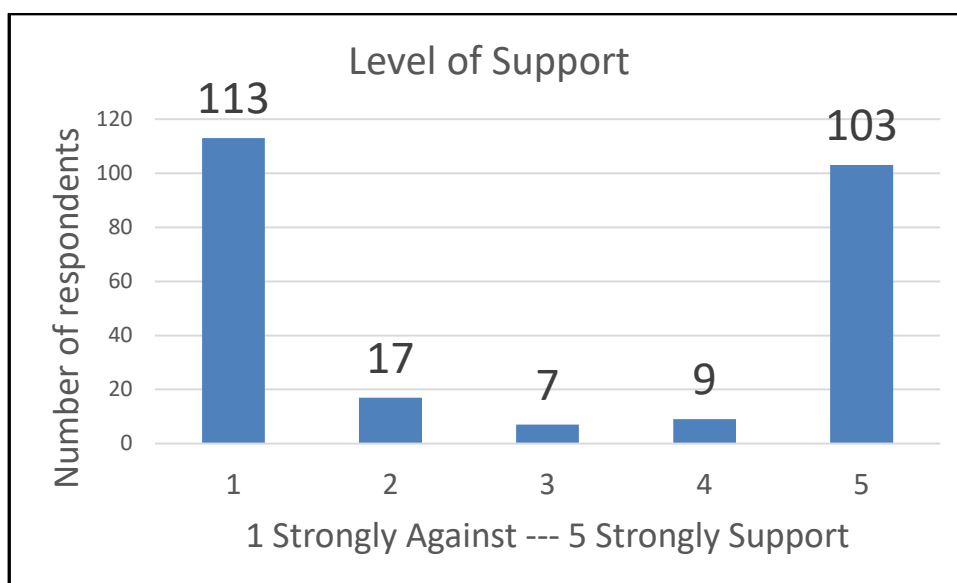


Figure 1 - Level of Support from questionnaire

Appledore School was the only organisation that filled out the questionnaire strongly agreeing with the scheme and commenting: “since funding was removed for the lollipop lady the safety of children crossing has been compromised considerably.”

Summaries of further comments received on the proposals and general comments can be found in a Public Consultation Report online at [www.devon.cc/appledore](http://www.devon.cc/appledore) or Appendix 3, which also contains the responses Devon County Council have provided.

The most common comments received were in relation to:

- Support - scheme improves safety.
- Concern for the 5 Car Parking spaces removed.
- Against - Lack of need and justification of cost
- Concern that most school children live outside of Appledore and won't benefit from scheme.
- Concern that crossing is in the wrong location and/or suggestion to move the crossing to a different location.

Following the consultation, the location of the crossing was assessed, as to whether it could be moved further east or west along the A386. As section 4 describes many of these locations were discounted on safety grounds. While the response to the consultation was fairly evenly balanced in favour and against, there are strong policy arguments for delivering the scheme. In line with the Strategic Plan, it enables children to be safe and able to thrive by having greater independence, i.e. accessing school and the park, as well as having wider benefits to other people able to cross the road more easily and lead more healthier lifestyles. Of all the options, the proposed location is a balance between providing a crossing on a desire line (i.e. accessing the park/school) while also minimising the number of car parking spaces (five) needed to be removed to meet the necessary visibility standards.

## 6) Strategic Plan

The proposed crossing is well aligned with a range of the Strategic Plan priorities by improving the environment to enable more walking and wheeling and encourage more sustainable lifestyles. The table below summarises how each of the proposals would impact the relevant Strategic Plan actions according to a seven-point scale, whereby -3 represents a large negative impact and +3 represents a large positive impact.

Strategic Plan Priority	Strategic Plan Action	Comment	Alignment
<b>Respond to the Climate Emergency</b>	Support a green recovery from COVID-19. Prioritise sustainable travel and transport. Encourage sustainable lifestyles.	Provides a dedicated pedestrian crossing facility that will aid all people walking in the local area.	+3 (Large positive)
<b>Be Ambitious for Children and Young People</b>	Work together to ensure all children are safe, healthy and can thrive with opportunities to fulfil their potential.	The crossing is between Appledore Primary School and Anchor Park and will help children be safe as well as form healthy travel patterns.	+2 (Moderate positive)
<b>Investing in Devon's economic recovery</b>	Secure investment in transport infrastructure. Maintain and, where necessary, improve our highway network and improve sustainable transport options .	The scheme is funded from developer contributions and the fourth round of the Active Travel Fund.	+1 (Slight positive)
<b>Tackle poverty and inequality</b>	Make Devon a fairer place, address poverty, health and other inequalities, and ensure support for those people and families struggling most.	A new crossing provides for a method of travel that is free, and thus benefits people and families struggling with vehicle costs.	+1 (Slight positive)
<b>Improve health and wellbeing</b>	Help people to be healthier and more resilient, ensure everyone gets the care they need, and support people to live their lives well.	The crossing will give people a safer way to cross the A386 if they choose to walk in their local area.	+2 (Moderate positive)
<b>Helping communities to be safe, connected and resilient</b>	Enable a range of transport options, including public transport.	The proposal aids people walking and wheeling by providing a formalised crossing point of the A386.	+3 (Large positive)

## **7. Financial Considerations**

The scheme has been estimated at a cost of £129,170 including £15,002 of contingency.

Funding has been secured from the 4th round of the Active Travel Fund as well as from Section 106 contributions towards a crossing in this location from the Baker Estates development. The funding of £30,000 from the Baker Estates development can only be used on a crossing such as this, and if not used for this it must be repaid, with interest. The £90,725 from Active Travel England was awarded through a national competitive bid process. If entirely unused, it must be returned to the Government.

There is therefore no scope for the funding to be reallocated to a different scheme.

The remainder of the cost, up to £8,445, will come from the Local Transport Plan.

## **8) Legal Considerations**

To introduce a controlled crossing, the Council is required to issue a public notice in accordance with Section 23 of The Road Traffic Regulation Act 1984.

When introducing new traffic schemes it is the County Council's responsibility to ensure that all relevant legislation is complied with. This includes Section 122 of the Road Traffic Regulation Act 1984 that states that it is the duty of a local authority, so far as practicable, secures the expeditious, convenient, and safe movement of traffic and provision of parking facilities.

## **9). Environmental Impact Considerations (Including Climate Change)**

The delivery of active travel interventions are an essential part of driving down transport emissions. Transport contributes approximately 30% of Devon's greenhouse gas emissions (GHG) and is the sector with the largest GHG emissions across the county. Reducing transport GHG will be essential to meet both national and local climate commitments.

In support of the Devon Strategic Plan 2021-25, the Devon Carbon Plan identifies that reducing the need to travel and shifting to sustainable transport options, such as walking, are important ways to tackle transport emissions and reduce greenhouse gas emissions particularly for short distance journeys.

## **10) Equality Considerations**

Where relevant to the decision, the Equality Act 2010 Public Sector Equality Duty requires decision makers to give due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;
- advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
- foster good relations between people by tackling prejudice and promoting understanding.

Taking account of age, disability, race/ethnicity (includes Gypsies and Travellers), gender and gender identity, religion and belief, sexual orientation, pregnant women/new and breastfeeding mothers, marriage/civil partnership status in coming to a decision, a decision maker may also consider other relevant factors such as caring responsibilities, rural isolation or socio-economic disadvantage.

Prior to consideration by Cabinet, an Impact Assessment will be prepared and published at: <https://www.devon.gov.uk/impact/>.

## **11) Risk Management Considerations**

The scheme will be subject to the road safety audit process and carbon assessment. If any negative impacts are associated with the scheme these will be mitigated locally if possible. Stage one and two of the road safety audit process has been carried out. The remainder stages, three and four, will be carried out after the scheme is built. All recommendations made through the auditing process to date have been accepted and designs amended as required.

These assessments are a formal, independent process for assessing risks to different road users during the development and post implementation of schemes.

The proposal will have a small ongoing revenue cost for the Council to maintain the crossing facility.

## **12) Public Health Impact**

The aim of the crossing in Appledore is to support health and improve accessibility, to encourage increased levels of walking which will have a positive impact on public health for people of all ages and abilities.

Enabling active travel, especially walking, can help cut the risk of developing depression, reduce the risk of cardiovascular disease and other health conditions, and it can help prevent premature death. Our aim is to encourage as many people to increase their physical activity as part of their everyday life. It can also benefit people in the most deprived areas who may otherwise find themselves marginalised with limited affordable choices for transport. Providing safer, more attractive active travel choices can increase independence of young people, older people and people with disabilities to improve the overall population health.

## **13) Summary**

A new zebra crossing will provide a formal crossing point between Appledore Primary School and Anchor Park as well as other amenities in the area. The proposal also includes a replacement of the existing bus shelter at the bus stop and widening of the existing footpath. To ensure good visibility at the crossing, five parking spaces on its approach will have to be removed.

The crossing will encourage people, not only those traveling to the school, but also all people walking and wheeling at all times of the day. By creating safer, more attractive



routes for short distance journeys on foot, it can help reduce local journeys by car and benefit peoples' health and wellbeing.

The document has undergone significant public consultation, with fairly balanced feedback of those in favour and against. There is an underlying need for a safe crossing of the A386 and the alternative suggested locations were assessed, either east or west of the proposal. It was concluded that the proposed location resulted in the minimum number of car parking spaces (five) needing to be removed to meet the necessary visibility.

Alternative use of the funding was not possible due to the need to relate the scheme to the development contributing section 106 funding and the criteria set for the Active Travel Fund grant monies.

**Meg Booth**

Director of Climate Change, Environment and Transport

**Electoral Division: Northam**

**Local Government Act 1972: List of background papers**

Background Paper Nil

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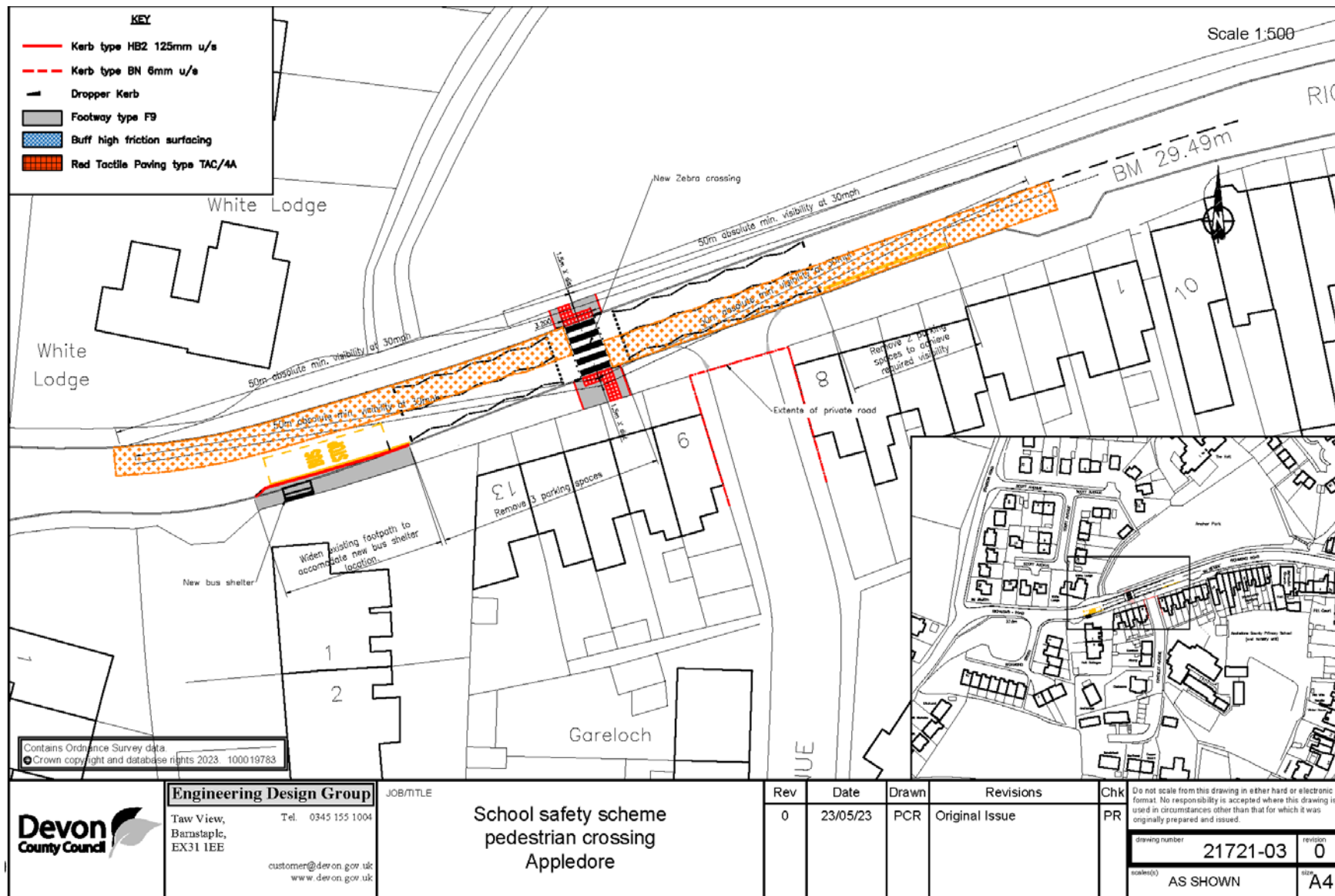
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## Appendix 1 to CET/23/74



# **Proposed New Zebra Crossing on A386 Appledore, Northam**

2023 Public Consultation Report

26<sup>th</sup> July 2023

**Devon County Council**  
County Hall, Topsham Road  
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Date: July 2023

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# 1. Introduction

## 1.1. Background

Following the Government's announcement of the Active Travel Fund Tranche 4<sup>1</sup> in May 2023, Devon County Council seek to develop walking, cycling and wheeling schemes across the county.

A new zebra crossing is proposed on A386 Appledore just up the hill from Kingsley Avenue as currently there are no crossing facilities in the area. This will provide a formal crossing point between Appledore Primary School and Anchor Park as well as other amenities in the area. The proposal also includes a new bus shelter at the bus stop, and widening of the existing footpath. However, to ensure good visibility at the crossing, 5 parking spaces on its approach will have to be removed.

The crossing will encourage people, particularly those traveling to the school, to make their journey on foot, reducing local journeys by car and benefiting their health and wellbeing.

Funding has been secured from the 4th round of the Active Travel Fund as well as from Section 106 contributions towards a crossing in this location from the Baker Estate development. Devon County Council (DCC) aim to complete the final design after the public consultation and build the scheme in Spring 2024 (subject to the public consultation results and approval from the Torridge Highways and Traffic Orders Committee).

To understand the public's views, a four week long public consultation was held from May 26 to June 23. This report summarises the results of the public consultation and presents the suggestions and proposed alterations made as a result of the public consultation.

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<sup>1</sup> [Active Travel Fund Tranche 4 Submission - Roads and transport \(devon.gov.uk\)](https://devon.gov.uk/active-travel-fund-tranche-4-submission-roads-and-transport)

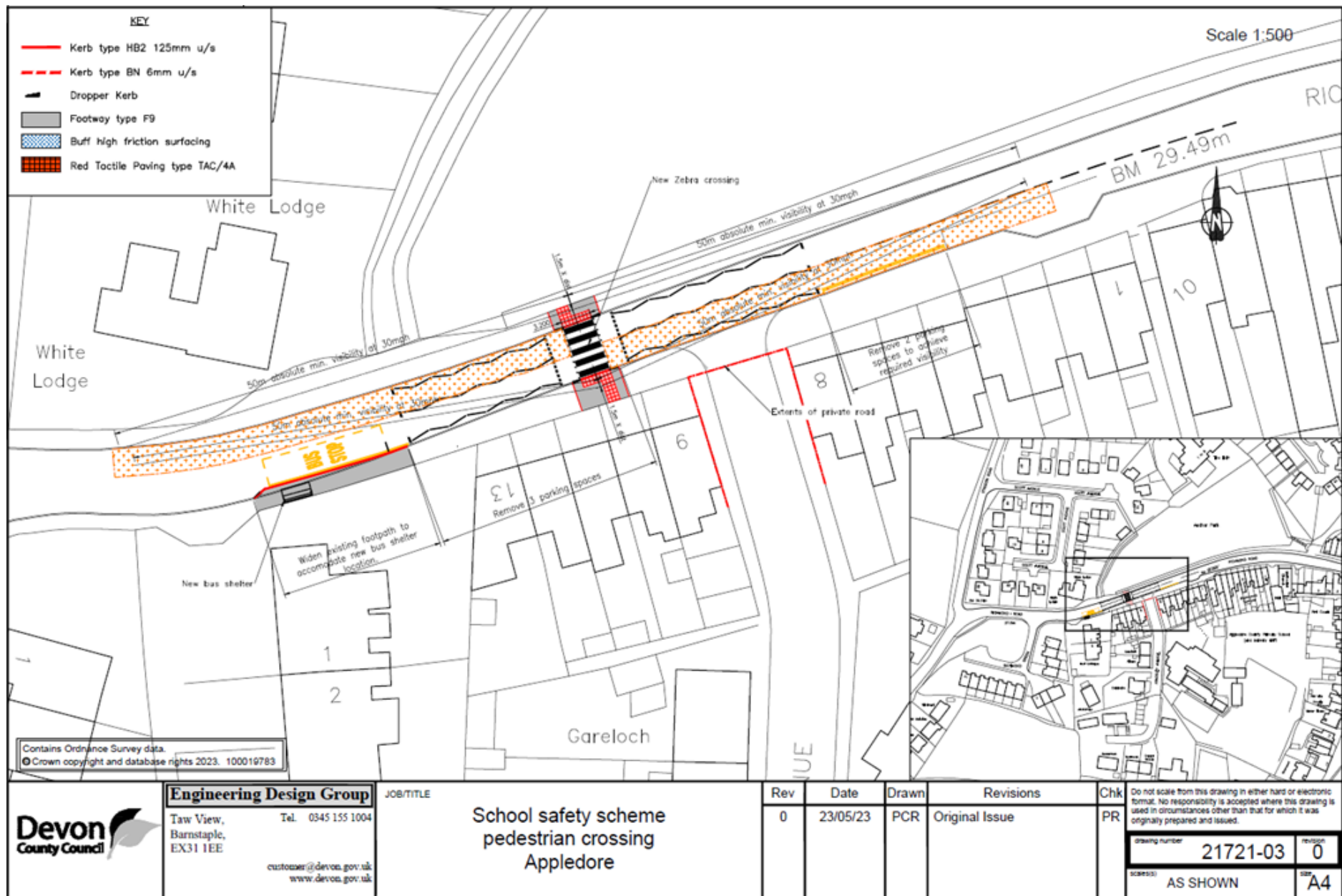


Figure 1 – Design plan for the proposed crossing at Appledore.

## 2. Consultation Arrangements

### 2.1. Introduction

A public consultation was held on the Proposed New Zebra Crossing on A386 Appledore proposals from May 26 to June 23, 2023.

Information relevant to the plan and consultation was hosted on a public consultation website ([www.devon.cc/appledore](http://www.devon.cc/appledore)). This contained:

- The link to the Government's announcement of the Active Travel Fund Tranche 4
- Questionnaire
- Contents of a leaflet
- Initial design plan of the [proposal](#)

### 2.2. Public Consultation Materials

In addition to the consultation website a one-page public consultation leaflet was prepared and delivered to residents in the imminent area, Appledore school and Appledore library on Friday June 2. The leaflet contained summary information on the improvement proposal and contact details to enable the public to reach the public consultation team by email, telephone or via the scheme website.

A questionnaire was written and published online to be completed by anyone wishing to provide their views on the proposals.

### 2.3. Advertising

Details of the public consultation were advertised in the local press release and Devon County Council Facebook account sharing links to the consultation website. Bespoke Facebook posts were also created such as Figure 2. The Facebook posts were then shared by other people.



**Figure 2 - Social media advertisement**



### 3. Consultation Results

#### 3.1. Introduction

Respondents to the questionnaire were asked the following questions:

- 1) Please indicate your level of support of the proposal of the Appledore Crossing, Northam.
- 2) What are your reasons for supporting / not supporting?
- 3) Do you have any other comments regarding the proposal?
- 4) If you are answering on behalf of an organisation or business, please state the name.

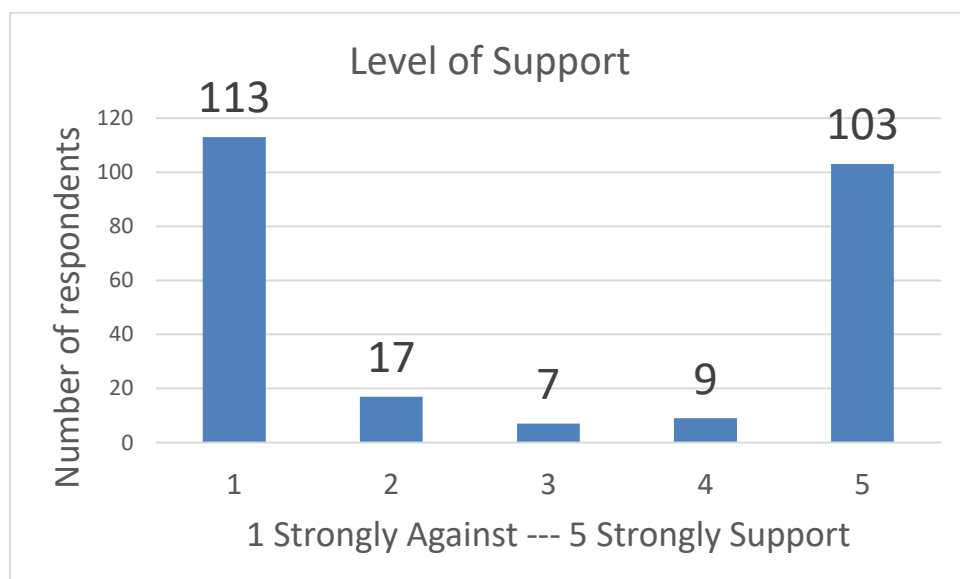
A total of 252 responses were submitted to the online questionnaire, 0 phone calls were taken and 10 emails were received. In addition, a few people sent in emails for clarifications.

A petition was also submitted.

#### 3.2. Level of Support from Questionnaire

Respondents were asked to indicate the level of support of the crossing in Appledore. They had the chance to tick a scale from 1 star (for strongly against) and 5 stars (to strongly support).

The proportions of the results are detailed below:



**Figure 3 - Level of Support from questionnaire**

Appledore School was the only organisation that filled out the questionnaire. They strongly agreed with the scheme and are delighted this is proposed because “without it is an accident waiting to

happen. Since funding was removed for the lollipop lady the safety of children crossing has been compromised considerably”.

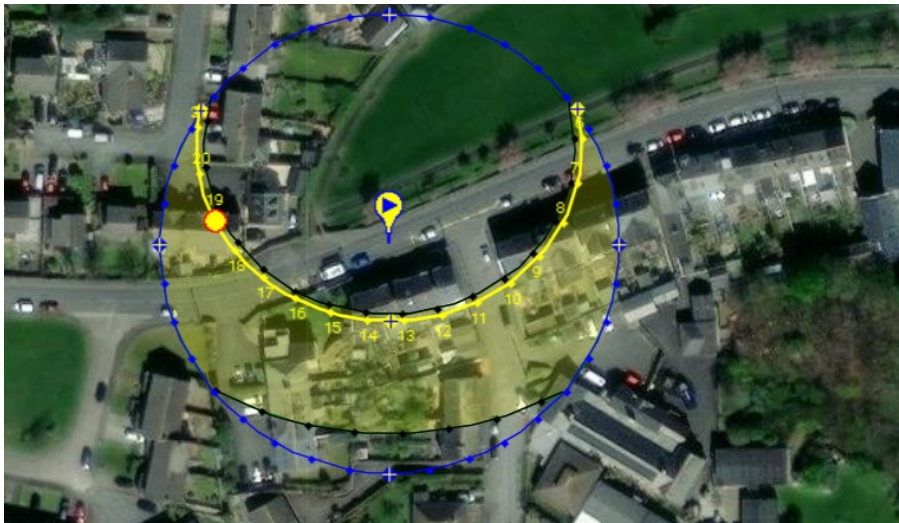
### 3.3. Reasons for supporting / not supporting and any other comments from Questionnaire

Respondents were asked to explain why they support or not support the proposal. They also had the opportunity to add any other comments in regard of the proposals. The tables below summarize the comments provided, how many of the respondents made the comment, and what Devon County Council suggests as a solution.

Comments have been categorised into 3 tables.

The table below summarises general comments made in regards of the scheme proposals.

Ref	Comments on Appledore proposals	Tally	DCC Response
1	Support - scheme improves safety.	94	Support noted.
2	Concern for Car Parking spaces removed.	63	The removal of the car parking spaces is necessary to provide the required visibility from and of people using the crossing. Locating the crossing further down the hill would result in the removal of more parking spaces, the location proposed results in the minimal number (five) of on street parking spaces being removed.
3	Not needed, won't work, won't be used, won't be used by enough people, waste of money, expensive, maintenance costs.	46	<p>Currently there are no crossing facilities in the area. The crossing will encourage people, particularly those traveling to the school, to make their journey walking or wheeling as it will be safer for them to cross, potentially reducing local journeys by car and benefiting their health and wellbeing.</p> <p>Funding has been secured from the 4th round of the Active Travel Fund as well as from Section 106 contributions towards a crossing in this location from the Baker Estate development. This funding can not be used for any alternative schemes, and if unused must be returned to the Government and developer.</p>
4	Support the scheme (makes sense/great idea/build it).	37	Support noted.
5	Concern that most school children live outside of Appledore and won't benefit from scheme as they will be driven.	32	<p>The crossing will benefit all people, not just school children.</p> <p>Out of the 210 pupils on roll at Appledore in September 2022, 81 pupils lived within 800 meters (Appledore proper), 54 lived within 2km of the school (including Northam), 70 lived between 2km and 5km (includes Bideford) and 5 lived over 5km from the</p>

			school (as the crow flies). Therefore, 64% of pupils are within walking and wheeling distance (2km).
6	The proposals will not encourage Active Travel. It will not reduce the number of car journeys.	27	The crossing will encourage more people to walk and wheel as it will be safer than before to do so.
7	The proposals only supports children at the pick up and drop off time period.	24	The crossing will benefit all walkers and wheelers at all times every day who travel in the area.
8	Concern that scheme will disrupt cars and increase congestion.	24	People already cross at this location, but with the crossing it will be safer than before to do so. Therefore, it is not envisioned it would increase congestion.
9	Concern of the angle of the blinding sun.	17	<p>Using the Sun Earth Tools:  <a href="https://www.sunearthtools.com/dp/tools/pos_sun.php">https://www.sunearthtools.com/dp/tools/pos_sun.php</a>  The position of the sun is shown below.</p>  <p>Naturally, there are times when the sun is aligned with the road, like most roads throughout part of the day. There are examples of other crossings locally where the sun is occasionally aligned with the road, such as Abbotsham Road and Clovelly Road in Bideford, where there have been no accidents recorded, therefore this is not considered a reason to redesign the scheme.</p>

10	Concern that the scheme will make visibility worse.	16	Removal of the 5 car park spaces will improve visibility up and down the road for all users.
11	Concern of lack of current visibility.	9	As discussed above, see Ref 10.
12	Children/parents who would use crossing already walk.	8	As discussed above, see Ref 6 and 7.
13	Acceptance of loss of car parking.	6	Support noted.
14	Concern of increase in pollution due to idling vehicles.	5	It is not considered that pollution will increase as a result of this scheme compared to the existing situation with the current level of conflict on the road, with parked cars and buses stopping.
15	Crossing creates a false sense of security.	3	<p>The crossing will be designed using highway design standards applicable across England and drivers will be aware of how zebra crossings work, giving priority to pedestrians.</p> <p>The aim of the crossing is to provide more security to pedestrians crossing the road. It is not thought that this would be a false sense of security, because the crossing will be designed and built to the relevant design standards and subject to the road safety audit process, making it as safe as can be.</p>
16	Lack of privacy concern from moved bus stop / moved shelter into residential homes.	2	The location of the existing shelter and bus stop won't change.
17	Concern of HGVs reversing into Kingsley Avenue and blocking the road.	1	Not within the scope of this project.
18	Concern of noise levels increasing due to idling and crossing beeps.	1	As discussed above, see Ref 8. The proposed zebra crossing will not have any 'crossing beeps'.
19	Safety of children is paramount.	1	Support noted.
20	Will help with visibility.	1	Support noted.
21	Concern for vibration pollution.	1	It is not envisioned that the scheme would result in more traffic along the A386, that would increase vibration and noise pollution.
22	Concern scheme will devalue property.	1	The parking spaces removed are on street parking, not for individual properties. The location of the existing shelter and bus stop won't change. The street will be safer for those walking and wheeling due to the new crossing.

**Table 1**

The table below summarises suggested proposals in the vicinity of the area.

Ref	Comments on Appledore proposals	Tally	DCC Response
23	Concern that crossing is in the wrong / unsafe location.	55	As discussed above, see Ref 2.
24	Move crossing to a different location (above the bus shelter, further down, further up, Churchill way at football club, location of previous lollipop person (Kingsley Avenue, corner of No. 8), Quay, Seagate, Richmond Green, Pitt Avenue, Pitt Hill, Appledore Village, Gunners Corner, Broad Lane, where there are higher levels of traffic.	39	As discussed above, see Ref 2. The funding available is not allowed to be used for alternative schemes. Other crossing proposals or transport schemes independent of this scheme should be submitted to local county Councillors for consideration or could be included in the Northam Neighbourhood Plan currently being worked on by Northam Town Council.
25	Preferred the Lollipop lady.	38	The site doesn't meet the <a href="#">criteria</a> for a funded School Crossing Patrol. Additionally, in recent years there hasn't been interest for the position which is salaried for 5 hours a week during school term.  A permanent crossing will benefit all walkers and wheelers at all times every day who travel in the area.
26	Consider reducing speed limit / traffic calming measures / speed cameras.	35	The lack of visibility due to parked cars on one side of the road, and signage of school crossing ahead should encourage drivers to drive slowly. Additional signage will be considered in the detailed design, based on the current traffic levels and speeds.
27	Issue is parents parking badly, enforce restrictions.	20	Enforcement of existing restrictions is an ongoing matter for both DCC Civil Enforcement Officers and the Police.  It is envisioned that the new crossing will encourage the 64% of pupils who are within walking and wheeling distance to do so. In addition, there are existing provisions for parents/guardians to use Odun Road Car Park as a school drop off area.
28	Provide additional parking (Alternative parking / drop off locations - within school grounds, Richmond Green, lower part of Richmond Road, green space opposite Richmond Green, Odun Road Car Park, Football Club Car Park. Consider moving the parking spaces instead of removing them, consider less parking spaces to be removed, consider re-dedicating some footpath for car spaces.).	15	As discussed above, see Ref 2 and 27.

29	Improve signage (sign of congestion / bus route / school ahead).	6	The scheme will be subject to the Road Safety Audit process. See also Ref 26.
30	Re-consider crossing type (Consider - a signalised crossing, a more basic crossing with refuges in the centre, Pelican crossing, an informal crossing).	5	As discussed above, see Ref 29.  There is insufficient room for an uncontrolled crossing with centre island.  A signalised crossing (pelican/puffin) wouldn't be justified for the amount of vehicles on the road and would result in additional noise issues (bleeps) and need of a location for the signal control box.
31	Consider minibus or walking bus.	2	Not within the scope of this project. Please raise this with the Primary School for consideration.
32	Instal barriers alongside zigzags.	1	The scheme will be subject to the Road Safety Audit process. Barriers can result in people crossing further away from the crossing in locations where drivers are not expecting them to cross.

**Table 2**

The table below summarises other comments made. The majority of them are not relevant to the scheme.

Ref	Comments on Appledore proposals	Tally	DCC Response
33	Concern of current speed of cars.	11	As discussed above, see Ref 26.
34	Extend double yellow lines.	4	Proposals to amend the double yellow lines can be considered through the annual waiting restriction programme. Please contact the local County Councillor to consider this.
35	Improve footway connectivity locally and from Northam.	4	Not within the scope of this project. As discussed above in Ref 24, for different schemes, put in considerations for the Northam Neighbourhood Plan. The Barnstaple with Bideford and Northam Local Walking and Cycling Infrastructure Plan ( <a href="#">BBN LCWIP</a> ) also outlines cycling improvements in Appledore and walking improvements in Westward Ho!.
36	Want improvement but not this crossing.	1	Noted.
37	Concern of impact on service vehicles.	1	Waste and recycling vehicle operators are well versed in dealing with parking restrictions and operate on many roads with zebra crossings.
38	Baker Estate should pay for all of it, money to go towards other schemes in the village.	1	As discussed above, see Ref 3. The funding from Baker Estates is £30,000, no more can be asked for. The funding from Active Travel England is £90,000. Neither amount can be used on different infrastructure.

39	Current issue of parking on Richmond Hill.	1	As discussed above, see Ref 2.
40	Ensure widening of footpath doesn't remove more carriageway for vehicles as narrow enough.	1	The width of footpath and carriageway will not be significantly changed.
41	Get teachers/local residents to supervise the crossing.	1	Not within the scope of this project. The crossing would benefit all people, not just school children.
42	Consider safe cycle route connecting Appledore to Bideford, Westward Ho! and Northam.	1	As discussed above, see Ref 35.
43	Consider a school crossing monitor.	1	As discussed above, see Ref 29 and 41.
44	Sort safety issues in village first.	1	Not within the scope of this project. As discussed above, see Ref 24.
45	Spend money to benefit whole village.	1	Not within the scope of this project. As discussed above, see Ref 24.
46	Consider staggering the school start time to reduce influx of parents all at once.	1	Not within the scope of this project.
47	This is only happening as you took money from Baker Estates without properly consulting about what you should do with it.	1	As discussed above, see Ref 3.
48	Very little consultation with local community.	1	DCC held a four week long consultation about the scheme, advertising it on multiple platforms.

**Table 3**

### 3.4. Comments via email

The comments received via the 9 emails and the DCC response to these comments are given below. Personal data from the comments were removed.

Ref	General Comments	DCC Response
49	Local Resident: I have reservations about the new zebra crossing and the impact it will have on the already difficult parking situation. While I appreciate the need for a safe crossing for the children attending the school, it is nearly impossible to park anywhere near my house, particularly in the summer. The	Support for safe crossing noted. As discussed above, see Ref 2 for removal of parking spaces.



	removal of 5 parking places will only exacerbate the situation. Maybe the introduction of a residents only parking permit would help the long suffering residents of Richmond terrace and Richmond road. Or maybe bring back the much loved lollipop lady!	As discussed above, see Ref 25 for School Crossing Patrol. A residents only parking permit scheme could be considered by the local County Councillor.
50	Local Resident:  This is extremely important for the safety of children. My children personally have had a couple of near misses when crossing with me in the mornings to go to school it is vital that this crossing happens for their future safety before a accident happens.	Support for safe crossing noted.
51	Local Resident:  I feel it's an absolute paramount safety an amazing thing but the other schools within the parish desperately needs this, year 6s don't get that independence because of how busy the road becomes parents remain walking them to school this.  I have expressed concerns about this to the previous Head and I am aware the school fundraising committee have brought it to the attention of Mr Lewis the new Head.  I hope you could consider also involving the children of Northam to access school safely.	Support for safe crossing noted.  As discussed above, see Ref 24 for additional schemes in Appledore/Northam.
52	Local Resident:  All schools should have zebra crossings there are 3 dangerous crossings that need to be crossed when getting children to st Margaret's and St George's schools in Northam too so important that these schools should get these zebra crossings too	Support for crossing noted.  As discussed above, see Ref 24 for additional schemes in Appledore/Northam.
53	Local Resident:  Firstly, in the past the lollipop person was all that was required to ensure the safe crossing of children on this stretch of road.  So why has it now been deemed necessary that a zebra crossing is required?	As discussed above, see Ref 25 for School Crossing Patrol.  As discussed above, see Ref 15 for false sense of security.  As discussed above, see Ref 2 for removal of parking spaces.

	<p>Unless accompanied, a child may think it safe to step onto a crossing and proceed unaware of the danger.</p> <p>Extending the bus stop again and widening the pavement would only make more of a hazard to an already busy highway.</p> <p>Losing parking spaces will only aggravate the residents even more who already struggle due to the influx of visitors at holiday season.</p> <p>Visitors do not understand the situation so park disregarding school access/resident parking.</p> <p>Signage is in place already making motorist aware they are approaching a school. Surely the onus is on the motorists and not procurement of a zebra crossing.</p> <p>Possibly, Richmond Green, where the highway has wider pavements, signage and better visibility would possibly be a more effective place, if a crossing is required.</p>	<p>As discussed above, see Ref 29 for signage.</p>
54	<p>Local Resident:</p> <p>I have the following concerns regard the proposed crossing for Richmond Road, Appledore – Health issues / Traffic generated pollution</p> <p>I have health issues (respiratory) which will be impacted by increased traffic and idling traffic. Traffic pollution is known to affect children and research shows it also affects adults.</p> <p>Motorists will be either slowing down or speeding up at said crossing so there will be an increase of traffic noise and increase of emissions.</p> <p>Child safety</p> <p>A zebra crossing will not guarantee the children will be able to cross safely in fact it could be a potential hazard</p> <ul style="list-style-type: none"> <li>• § Not all motorists understand how to use a zebra crossing nor the rules that apply</li> <li>• § A child may think it safe and could dash out of the park or the school onto the crossing</li> <li>• § There is a high number of accidents because some motorists do not adhere to the rules</li> </ul> <p>Mobility / reduced parking</p>	<p>As discussed above, see Ref 8 for congestion and noise.</p> <p>As discussed above, see Ref 15 for false sense of security.</p> <p>In the last 5 years, 1 slight collision was recorded on Richmond Road, between Odun Road and Pitt Hill.</p> <p>As discussed above, see Ref 2 for removing car parking spaces.</p> <p>As discussed above, see Ref 25 for School Crossing Patrol.</p> <p>As discussed above, see Ref 26 for traffic calming.</p>

	<p>My husband has mobility problems and not being able to park near the house will cause difficulty. If we cannot park close to our home carrying in heavy shopping will be a problem for us.</p> <p>Residential Parking / loss of 5 parking spaces</p> <p>The impact on residents parking will worsen. It is already difficult due to the increase in holiday homes and Airbnb's. Losing 5 spaces will have a significantly negative impact on residents parking.</p> <p>Consideration of other proposals</p> <p>Please take the time to consider the suggestions and comments from those that live on Richmond Road -</p> <ul style="list-style-type: none"> <li>• The traditional and respected Lollipop person</li> <li>• Traffic calming</li> <li>• Speed Cameras</li> </ul> <p>If a Zebra Crossing has to proceed have alternative sites been considered, see below-</p> <p>ALTERNATIVE SITE - RICHMOND GREEN</p> <p>Richmond Green where the road is straighter, better visibility, signage already in situ for motorists with speed limit and warning of the school / children.</p> <p>It is NOT directly in front of a home and there is considerably more space between the houses and the main road.</p>	
55	<p>Local Resident:</p> <p>I drive or walk up Richmond hill most days. There is a sign indicating a 20mph limit that I did not know existed until I went up to look at the crossing site before writing these comments. I recommend that a larger round sign is installed.</p> <p>I looked at the crossing outside Newport Primary in Barnstaple. This crossing is controlled by traffic lights which have low level buttons to allow children to operate them, and I would recommend similar ones for Appledore. You probably need not remove as many much-needed parking spaces if these lights were used.</p>	<p>As discussed above, see Ref 29 for Signage</p> <p>As discussed above, see Ref 24 for Alternative crossing</p>

	I do appreciate that this will be a more expensive option, but it will reduce the possibility of accidents.	
56	<p>Local Resident:</p> <p>This proposal will have at best an extremely limited impact on the number of pedestrian journeys taking place in the village.</p> <p>It does nothing to encourage walking from further afield and so will not reduce the number of car journeys taking place.</p> <p>It will exacerbate existing issues with reckless parking around the area of Richmond Green and Staddon Road.</p> <p>It does nothing to create a safe environment for cyclists and pedestrians in the village as a whole.</p>	<p>The crossing will benefit all people, not just school children. The crossing will encourage more people to walk and wheel as it will be safer than before to do so. Larger numbers of walkers and wheelers from further afield will require significant further funding and infrastructure.</p> <p>As discussed above, see Ref 27 for restrictions</p> <p>As discussed above, see Ref 24 and 35 for other schemes.</p>
57	<p>Local Resident:</p> <p>Below are my comments on the Appledore zebra crossing proposals.</p> <p>My understanding is that the proposal originated as part of the Planning Application relating to Planning Approval 1/1343/2018/OUTM for residential development on land at Wooda Road/Pitt Lane, Appledore, when a section 106 agreement was secured toward the funding for the zebra crossing.</p> <p>That development is now under construction and in addition there is a proposal for an additional 27 dwellings at Pitt Hill (application 1/0652/2022/FULM).</p> <p>In the committee report to the latter application Devon County Council (Highways) state:</p> <p>“Vehicle access as proposed with visibility splays of at least 43m in both directions to the nearside carriageway edge from 2.4m back from the access is considered safe and suitable. The splay to the south would be over a newly created footway, joining the Baker Estates footway network and through that site will be connected to the wider footway network on the A386. This provides a safe walking route for all people to bus stops on the A386 and services and facilities in Appledore and Northam within walking distance, without walking along Pitt Hill/Lane. Walking along Pitt Hill/Lane is also a possibility for those wishing to use it despite its gradient, lack of footway and lighting.</p>	<p>Support noted.</p> <p>The BBN LCWIP sets out significant levels of infrastructure around Northam, which followed in depth consideration and assessment of walking and cycling in the area.</p>

<p>These inadequacies are not a reason to the refuse the application as an alternative route for pedestrians is available. This is backed up by appeal APP/X1118/W/15/3021708 in Landkey, North Devon, which considered a similar situation.”</p> <p>As set out below this statement is disputed and there is no such safe walking route to services and facilities in Appledore.</p> <p>It is estimated that around 30 children will be in need of primary school placements from the two developments referred to above (using figures from the Torridge District Council Plans Committee reports) and Appledore Primary School is the nearest school at which they would be expected to be accommodated. Despite the claims from the County Council Highways Department , there is no safe walking route to and from the school or village shops, services and community facilities for these children and their accompanying adults and for other people already using this route. The reasons why the existing routes via Churchill Way/Richmond Road, Pitt Hill, and Wooda Road/Hubbastone Road are unsafe is set out below:</p> <ol style="list-style-type: none"> <li>1. The Churchill Way/Richmond Road route would require crossing Churchill Way at the football ground as the footway on the eastern side comes to an end, then crossing the busy junction with Broad Lane and then re-crossing Churchill Way in the vicinity of the footpath known as Stoney Lane where the footway on the western side of Churchill Way comes to an end. This is on a blind bend where visibility is extremely limited and crossing is particularly hazardous on this busy stretch of the A386;</li> <li>2. The northern part of Pitt Hill and on down to its junction with Richmond Road has no coherent footway of adequate width and it presents extremely dangerous conditions for any pedestrians because of lack of footways, narrow carriageway and steep gradients; and</li> <li>3. The Wooda Road/Hubbastone Road route has no footways for most of Wooda Road and Hubbastone Road which is a particular safety issue with traffic heading to and from Appledore shipbuilders and the village centre.</li> </ol> <p>Whilst it is unclear what proportion of children will be walking to school from the new housing developments it is something which should be encouraged in order to help with fitness and health and to reduce travel by car. In addition, there would be the accompanying parents with potentially younger siblings, prams, buggies and dogs and this could result in concentrations of pedestrian movements to and from the school at peak times four times a day which includes going to the school and back in the morning at the end of the school day.</p>	
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	<p>I am not aware that the Council has carried out any meaningful studies on pedestrian flows and routes to the school or village facilities from the new development sites nor for existing development in the village. These would be needed in order to assess where there are needs for improvements to the various pedestrian access routes to the school, village shops and other services, and what the priorities should be.</p> <p>Whilst a zebra crossing near the school is a step in the right direction there are many other pedestrian accessibility problems which it does not address particularly for those residents living in the south western part of the village (Churchill Way and Wooda Road) and those walking from further afield.</p> <p>Overall, the location of recent and future developments in the village is not conducive to encouraging alternatives to using the car in relation to trips to the local primary school and to other facilities and services in the village. Pedestrian access can only be achieved along substandard and hazardous routes and the provision of a zebra crossing by itself will not overcome the problems outlined above.</p> <p>I would therefore urge the County Council to fully review the current situation to identify other necessary improvements to the pedestrian network in Appledore with a view to taking a more comprehensive approach.</p> <p>I would further add that zebra crossings can give a false sense of security to both children and adults and rely on drivers approaching with caution and then stopping where pedestrians are waiting to cross. Unfortunately they do not all seem capable of doing this. I would suggest that for access to the primary school some form of adult supervision at the crossing will still be necessary and would have previously been known as a lollipop person.</p>	
58	<p>Local Resident:</p> <p>I have put my comments in the form.</p> <p>But wish to confirm my rejection to this proposal.</p> <p>Why is it people that live outside of Appledore have the right to agree to this proposal.</p> <p>This will affect me in so many way.</p> <p>I already have to suffer the load noise and my property moving due to the heavy amount of traffic passing down this road. I can no longer have my windows open due to the fumes from the traffic</p>	<p>Comments already noted and replied to through questionnaire.</p>

	<p>cars buses lorry's trailers with boats etc on. This road was not built for the amount of traffic now coming in and out of Appledore.</p> <p>Moving the bus stop with mean everyone can see right into my windows i will be unable to even sit in my garden and will have to have my curtains drawn all the time. Is the council going to pay for triple glazed windows to be installed for me.</p> <p>Parents do not care about safety when the leave cars on the corner of roads blocking views for other traffic and getting their children out o to the roads. I have to try and leave gif work before school traffics starts or after it has left due to many run ins with parents when they have blocked my road.</p> <p>Do the people that asked for this bad proposal live in Richmond road NO.</p> <p>let them have a zebra crossing outside there property</p>	
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### **3.5. Comments via the petition**

A petition was sent in to Devon County Council. The letter attached to the petition is shown below.

“The Appledore Anchor Park Community held a meeting and organised a petition that was signed by local residents who are not in favour of the proposed crossing and its location. Copies of the paper and online petition were sent to Devon County Council by email.

Many of the residents expressed concern that the consultation does not seem to have been directed to the residents of Appledore who will be affected by the proposed crossing. The consultation being mainly focussed to people with access to online platforms. You may not be aware of the strength of feeling regarding this crossing from older residents, and those without access to the internet and this petition has given them an opportunity to express their views. Many people felt that crossings were more needed along Churchill Way which would fit the brief of the Active Travel Fund and encourage people to walk to the village from further afield and also benefit the residents and children of Bakers Estate itself.

Please consider these petitions and the impact it will have on Appledore. We are all interested in the safety of children and the general feedback from the residents is that this crossing does not address these issues appropriately.”

#### **Appledore Anchor Park Community – Use funds for our safety**

“We, the undersigned, demand that Devon County Council cease their proposals, for a Zebra Crossing on Richmond Road, Appledore and undertake meaningful engagement with the community as to how the £120,000 budget can be best invested to encourage walking and cycling to the benefit of everybody.

We support the need to improve road safety for children and the vulnerable throughout the village, which this proposal falls short of doing:

- 1) It will do nothing to improve road safety or encourage more walking and cycling in the rest of the village.
- 2) It will do little to encourage more people to travel to school on foot when only some of the school's pupils are from Appledore.



- 3) It will not resolve the issue of harmful pollutants caused by idling traffic and may in fact make it worse with more vehicles caught waiting at the crossing.
- 4) It will exacerbate existing problems with irresponsible parking around Richmond Road, Richmond Green, Staddon Road, Scott Avenue and beyond during school pick up/drop off.

Given the potential positive impact of this plan is restricted to a very limited number of people, and the large £120,000 budget which has been set aside, we feel this plan represents very poor value for money.

We believe a more considered and comprehensive plan should be developed that will benefit the whole community of Appledore rather than a small segment.

We demand that the local community be given the opportunity to direct how this money is spent to the benefit of the entire village.“

A total of 74 signatures were submitted on the paper petition, with people living in the following areas: Richmond Road/Drive/Green, Yeo Drive, Staddon Road, Riversmeet, Scott Avenue, Myrtle Street, the Mount, Odun Road, Pitt Avenue, The Quay, Kingsley Avenue, Greysand Crescent and JH Taylor (Northam).

A total of 101 signatures were submitted on the online petition, with 12 people living in Appledore, 1 in Westward Ho!, 20 in Bideford. The remainder of the signatures were from people living all over England, some even from outside of England.

### **DCC's response**

The comments in the petition are noted, and the following responses are offered to the points raised.

The funding of £30,000 from the Baker Estates development can only be used on a crossing such as this, and if not used for this must be repaid to Baker Estates, with additional interest from taxpayer funds. The £90,000 from Active Travel England was awarded through a bid process which considered specific schemes, this crossing being one of those schemes; alternative schemes would not meet the funding criteria and if unused, it must be returned to the Government.

This crossing is not the only active travel scheme aimed for in Appledore and the wider area. The Barnstaple with Bideford and Northam Local Cycling and Walking Infrastructure Plan (BBN LCWIP) sets out a route for active travel between Appledore and Bideford, for which significant funding is required. This, and/or other additional transport schemes will require significant funding to design

and deliver, for which DCC has very limited budget. Any other improvements that are wanted by local people should be considered through other channels such as the Northam Neighbourhood Plan or discuss with local county Councillors.

The crossing will ensure that the 64% of pupils who are within walking and wheeling distance (2km) will be able to cross the road safely. It will also benefit all walkers and wheelers at all times every day who travel in the area.

There are no identified Air Quality Management Areas in Appledore, or any in Torridge, and the only identified one in North Devon is in the centre of Braunton. There is no evidence of pollution issues on the A386 in Appledore, and it is not likely that this proposed crossing would result in a worsening of existing air quality, especially to a level of pollution that would require intervention.

Parking and dropping off/ picking up near schools result in local congestion and issues at almost every school in the country. The proposal is not likely to make this issue any worse, and is a chance to help people walk around the village, not just school children at school times, but all people at all times.

## 4. Summary and Conclusion

This report sets out the work done for, and results received from, the public consultation on the Proposed New Zebra Crossing on A386, Appledore scheme.

Data has been presented for the 252 questionnaire responses, 10 emails and the 1 petition received.

From the questionnaire, 103 respondents strongly support the crossing proposal. 113 respondents are strongly against the crossing proposal, however, 26 of them suggest moving the crossing elsewhere along the A386, or within Appledore.

Appledore School strongly agree with the scheme and are delighted this is proposed as since funding was removed for the School Crossing Patrol the safety of children crossing has been compromised considerably.

63 respondents were concerned about the proposal of the 5 car parking spaces to be removed. The removal of the car parking spaces is necessary to provide the required visibility from and of people using the crossing. Locating the crossing further down the hill or higher up would result in the removal of more parking spaces. The location proposed results in the minimal number (five) of on street parking spaces being removed.

55 respondents were concerned that the crossing is in the wrong location and 39 respondents proposed alternative locations throughout Appledore. As discussed above, the proposed location removes the least amount of car parking spaces. The funding available is not allowed to be used for alternative schemes. Other crossing proposals or transport schemes independent of this scheme should be submitted to local county Councillors for consideration or could be included in the Northam Neighbourhood Plan currently being worked on by Northam Town Council.

46 respondents think the crossing is not needed, won't be used or is a waste of money. Currently there are no crossing facilities in the area. The crossing will encourage people, particularly those traveling to the school, to make their journey walking or wheeling as it will be safer for them to cross, potentially reducing local journeys by car and benefiting their health and wellbeing. Funding has been secured from the 4th round of the Active Travel Fund as well as from Section 106 contributions towards a crossing in this location from the Baker Estate development. This funding can not be used for any alternative schemes, and if unused must be returned to the Government and developer.

38 respondents suggested to bring the lollipop lady back. The site doesn't meet the [criteria](#) for a funded School Crossing Patrol, as well as in recent years there hasn't been interest for the position

which is salaried for 5 hours a week during school term. Additionally, a permanent crossing will benefit all walkers and wheelers at all times every day who travel in the area.

Many alternative options were suggested, but the majority of them were not in relation to the proposed crossing, therefore these were noted but not taken into consideration for this scheme. Other crossing proposals or transport schemes independent of this scheme should be submitted to local county Councillors for consideration or could be included in the Northam Neighbourhood Plan currently being worked on by Northam Town Council.

Following this consultation, the location of the crossing was assessed, whether it can be moved higher or lower along the A386. It was concluded that the proposed location results in the minimum number of car parking spaces (five) needed to be removed to meet the necessary visibility.

Other works are still to be carried out at the detailed design stage of the proposal. The scheme will be subject to the road safety audit process and carbon assessment. If any negative impacts are associated with the scheme these will be mitigated locally if possible.

## **Appendix 2 to CET/23/74**

Petition received via email on 24 June 2023.

The Appledore Anchor Park Community held a meeting and organised a petition that was signed by local residents who are not in favour of the proposed crossing and its location. Copies of the paper and online petition were sent to Devon County Council by email.

“Many of the residents expressed concern that the consultation does not seem to have been directed to the residents of Appledore who will be affected by the proposed crossing. The consultation being mainly focussed to people with access to online platforms. You may not be aware of the strength of feeling regarding this crossing from older residents, and those without access to the internet and this petition has given them an opportunity to express their views. Many people felt that crossings were more needed along Churchill Way which would fit the brief of the Active Travel Fund and encourage people to walk to the village from further afield and also benefit the residents and children of Bakers Estate itself.

Please consider these petitions and the impact it will have on Appledore. We are all interested in the safety of children and the general feedback from the residents is that this crossing does not address these issues appropriately.”

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It will do little to encourage more people to travel to school on foot when only some of the school's pupils are from Appledore.

It will not resolve the issue of harmful pollutants caused by idling traffic and may in fact make it worse with more vehicles caught waiting at the crossing.

It will exacerbate existing problems with irresponsible parking around Richmond Road, Richmond Green, Staddon Road, Scott Avenue and beyond during school pick up/drop off.

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