

Report of: Director of City Development

Report to: Executive Board

Date: 4 January 2012

Subject: Response to Deputation from Scott Hall Road for a Formal Crossing Facility on Scott Hall Road.

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Chapel Allerton	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The report is submitted in response to a Deputation from the Scott Hall and Sholebroke Tenants and Residents Association, requesting the provision of a signal controlled pedestrian crossing on Scott Hall Road, near Scott Hall Grove.
2. The report describes the analysis conducted for the Pedestrian Crossing Review for 2011, which investigated the request for a crossing at this location.
3. The report then outlines the recent further investigations to ascertain whether there had been any significant changes at the location since the Pedestrian Crossing Review.
4. The report concludes that, having reviewed the position following the deputation, on balance officers conclude that a signalised crossing facility could not be justified at this time. However, it is proposed that a further survey is undertaken at a different time of year to capture any potential additional seasonal pedestrian demand.

Recommendations

1.1 The Executive Board is requested to:-

1.1.1 Note the contents of this report,

1.1.2 To acknowledge the concern of residents

1.1.3 Consent to a further survey at a different time of year to capture any potential additional seasonal pedestrian demand.

1 Purpose of this report

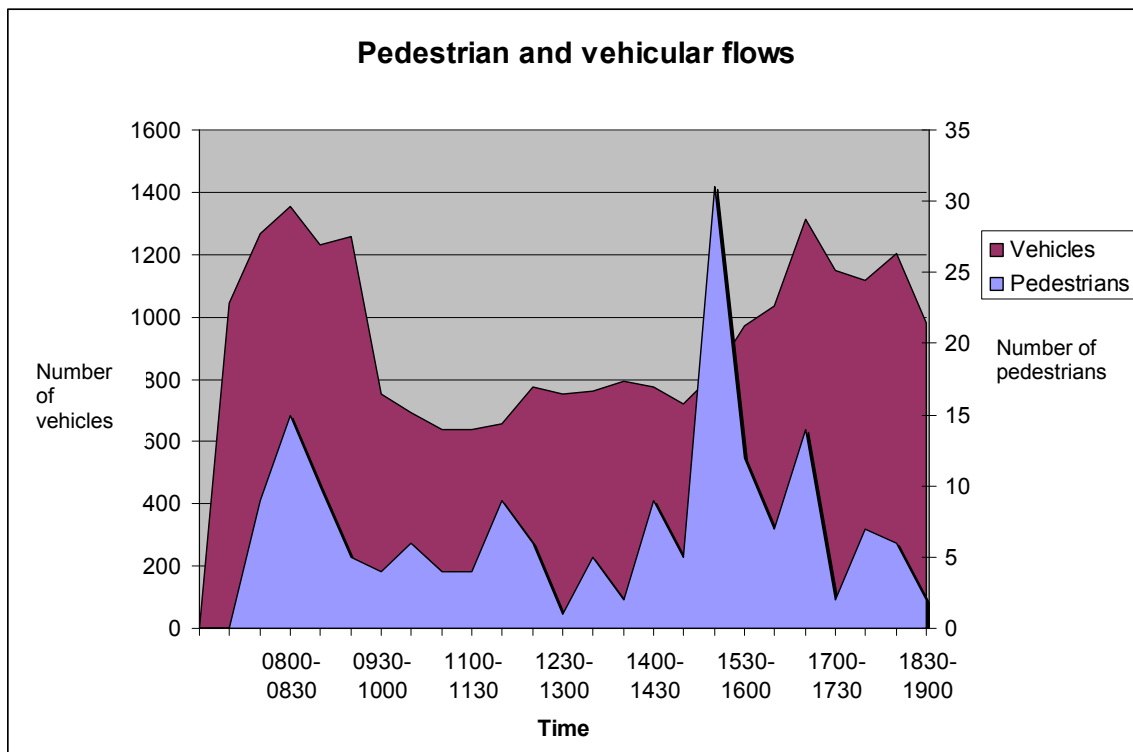
- 1.1** The purpose of this report is to provide a response to a recent residents' Deputation to the Council Meeting on 16th November 2011, concerning the lack of a signalised pedestrian crossing on the A61 Scott Hall Road, near Scott Hall Grove.

2 Background information

- 2.1** The Deputation presented a request from Scott Hall and Sholebroke Tenants and Residents Association for the provision of a signal controlled crossing, which would replace the existing informal facility. The Deputation stated that there is no way of safely accessing the pedestrian refuge, that the crossing is dangerous and is used by a large number of children from the east side of the Scott Hall estate to access Mill Field Primary School on the west side of the road. They further stated that parents with buggies find it very difficult to negotiate the heavy traffic.
- 2.2** A formal pedestrian crossing was requested in this location in 2010 by residents and a local ward member. The request was included in the Annual Pedestrian Crossing Review for 2011. The review considered the site in its wider context, including existing infrastructure, access to local amenities (bus stops, church hall, community centre, sports fields, school and nursery/ playgroup). The review looked at the existing crossing facilities and how these met the current demand from pedestrians, including those groups who might find crossing particularly difficult (elderly people, children and disabled people).
- 2.3** Where the Pelican crossing is requested, there is currently an informal crossing facility (a staged crossing point on the dual carriageway, with dropped kerbs and tactile paving and some guard rail), located between formal crossing facilities just South of the Potternewton Lane roundabout and at the junction with Sholebroke Mount.
- 2.4** This informal crossing point facilitates access to a church hall, a small playgroup, sports/ recreational fields, bus stops and the residential area to the east of Scott Hall Road (See Drawing 1).

3 Main Issues

- 3.1** The site was surveyed, with vehicle count and pedestrian demand survey taken in winter 2010. The analysis showed that there was a high volume of traffic travelling at significant speeds, but that corresponding overall demand from pedestrians was low throughout the day, other than in the one peak hour close to school closing time. However, there was a high proportion of children crossing at this location (approximately one third of the 170 pedestrians at this location were children). The time of the greatest demand from pedestrians does not overlap with the time when the traffic is at its heaviest, and therefore the time when the difficulty of crossing would be the greatest. The highest proportion (just below one third) of all pedestrians cross between 15:00 and 16:00 whereas the traffic increases significantly between 07:30 and 09:30 in the morning peak, and 16:30 and 18:30 in the evening peak. However, as the survey was conducted in winter, there is a possibility that additional seasonal demand from pedestrians may exist, which the count did not reflect.



- 3.2** There were no pedestrian injury accidents within the five year period prior to the Annual Pedestrian Crossing Review in the vicinity of the site. However, since the review, one pedestrian casualty was recorded close to the crossing point, where a young passenger got off the bus and ran in front of the vehicle to cross the second lane of the dual carriageway. The pedestrian, masked by the bus, was struck by a vehicle travelling in that lane and sustained light injuries. However, given the circumstances and the location in which the collision occurred (away from the informal crossing point), it is extremely unlikely that a signal controlled crossing point would have helped to prevent the accident. This incident displays a marked similarity to a pedestrian injury accident which occurred at an existing Pelican crossing at the Sholebroke Mount junction, which also involved a pedestrian running into the road.
- 3.3** The road has a 40 mph speed limit; although the average (mean) speed is just above that at 41.7 mph, the 85th percentile of vehicles travel at 48 mph. During the site visits, regular gaps appeared between traffic allowing pedestrians to cross with relative ease. During the time of peak pedestrian demand, the majority of users did not have to wait longer than 10-20 seconds for a suitable opportunity to cross the road.
- 3.4** The analysis undertaken as part of the Pedestrian Crossing Review demonstrate the range of issues affecting the site, which make finding an appropriate solution relatively complex. Given the volumes and speed of traffic, there is little doubt that the dual carriageway can be, at peak times, a barrier to at least some pedestrians.
- 3.5** The speed and volumes of traffic make this site unsuitable for a Zebra crossing, which would have been the most effective type of facility given the level of demand

from pedestrians. However, the introduction of a signal controlled pedestrian facility is likewise far from straightforward, and likely to produce some disbenefits to other road users and some pedestrians alike. Such a facility benefits pedestrians most where current waiting times for pedestrian trying to cross a dual carriageway are excessive (around one minute), and where pedestrian flows are high. If a Pelican crossing is installed at a location where there is little demand and little difficulty in crossing (short waiting times), there is a significant risk that the crossing will actually introduce a delay to those pedestrians who obey the signals. A formal facility may therefore falsely increase the perception of safety while pedestrians cross on a red man exploiting the gaps in traffic, thus generating conflict with traffic signals. This may actually lead to an increase in pedestrian casualties.

- 3.6** It appears that very few school children who live in the area would benefit directly from an additional signal controlled crossing on Scott Hall Road on their journey to school. In line with where most pupils live, the school's travel plan identifies the crossing of Potternewton Lane as their main concern, and does not mention a crossing at Scott Hall Road. Nine children were observed crossing in the morning, with a further 24 children crossing at the end of the school day. This would suggest that, when the difficulty of crossing increases, the children use the existing Pelican near the school. There are also concerns about the appropriate use of such facility, should one be provided. Research shows that older children and young people are the group the least likely to wait for the green man and check for levels of traffic before crossing the road, and are also most likely to cross at a run.
- 3.7** The findings of the Pedestrian Crossing Review, the school travel plan and subsequent site surveys do not bare out the Deputation's view that the crossing is difficult, dangerous and used by large numbers of school children. It can be argued that the formal crossing facility would do little to improve crossing at this location for much of the day, given the current waiting times. There would, however, be a likely benefit to the small number of pedestrians who wish to cross at the busiest traffic times, particularly between 08:00 and 08:30, and to the few elderly pedestrians recorded on site.
- 3.8** Given the low demand from pedestrians, the road safety record, the presence of signal controlled crossings close to key community facilities and minimal delay to the majority of pedestrians crossing the road throughout the day, coupled with the disadvantages a formal crossing may have in terms of extended waiting times and potential resulting casualties, the recommendation to maintain the current crossing arrangement reached through the Pedestrian Crossing Review would appear to be justified. However, a further survey in the busier summer season is recommended to assist with in the re-evaluation of this site.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The Pedestrian Crossing Review provides a framework whereby requests for crossing facilities from residents, service providers and ward members, can be given full, impartial assessment and consideration. The outcome of the Pedestrian Crossing Review 2011, including the recommendations to retain the existing

facilities at this site, was consulted on, internally within Highways and Transportation and approved by delegated authority.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The outcome of this report (i.e. the recommendation not to provide a formal crossing facility) was subject to Equality Screening. The Screening identified small impacts, both positive and negative, associated with the potential replacement of informal crossing facilities on Scott Hall Road with a formal, signal controlled crossing. The Screening document noted that a formal facility could potentially be of greater benefit to some groups within the protected equality characteristics, e.g. some disabled and older people, children and women (particularly women with children). Those groups could be more reliant on walking, lack confidence to cross, have difficulties in judging the speed of traffic and require more time to complete the crossing. However, the introduction of a formal facility could, at the same time, increase the risk of collision for older boys and young men in particular, who are likely to continue to cross away from the facility or not on the green man.
- 4.2.2 The main impacts of non-provision would affect elderly and disabled pedestrians who would require more time to cross and may therefore have to wait longer for a larger gap in traffic before crossing with confidence. However, this would be likely to affect four out of 170 pedestrians counted at this location. Children may also be affected as they find it more difficult to judge the speed of traffic, thus lacking skills to identify a suitable gap.
- 4.2.3 The Pedestrian Crossing Review Framework was subject to an Equality Impact Assessment in 2011. The outcome of the original request for a crossing at Scott Hall Road is consistent with the recommendations of the Assessment:
- give due regard to road safety history,
 - undertake further study at more marginal locations where there is a significant proportion of vulnerable pedestrians and where difficulty of crossing/ road safety history justifies this, and
 - continue to note and give consideration to the needs of disabled people when recommending sites for the provision of a crossing

4.3 Council Policies and City Priorities

- 4.3.1 By applying an impartial and transparent assessment process as defined by the Assessment Framework to all requests, the decision also reflects Corporate Priorities expressed in the city's Business Plan:
- Providing clear, accountable civic leadership (...) to produce better outcomes for people in Leeds
 - Commissioning and delivering quality and value for money public services; as well as:
 - The Core Values of treating people fairly and spending money wisely

4.3.2 The outcome of this request, as a result of the outcomes of the Pedestrian Crossing Review, is consistent with the Proportionality principle in Article 13 of the Council's Constitution (i.e. that the action must be proportionate to the desired outcome). On the basis of the current information available, the measure requested would not be proportionate to the level of pedestrian demand and the difficulties in crossing experienced by pedestrians.

4.4 Resources and value for money

4.4.1 The cost of a further survey can be met from existing Highways and Transportation revenue budget.

4.5 Legal Implications, Access to Information and Call In

4.5.1 There are no legal implications. The report is eligible for Call-In.

4.6 Risk Management

4.6.1 There is a risk that there may be future road injuries at this location; however, the review presented here does not suggest that altering the present crossing arrangement would help prevent those. Indeed, evidence from other sites suggests that the risk of pedestrian casualties could increase where an inappropriate facility is provided; i.e. where the site does not meet the guidelines for provision.

4.6.2 If a further survey indicates a markedly different situation then that information will be included for consideration in the future programme.

5 Recommendations

5.1 The Executive Board is requested to:

5.1.1 Note the contents of this report,

5.1.2 To acknowledge the concern of residents

5.1.3 Consent to a further survey at a different time of year to capture any potential additional seasonal pedestrian demand.

6 Background documents

6.1 Pedestrian survey results

6.2 Pedestrian Crossing Site Assessment Guidelines – Summary Paper

6.3 Equality, Diversity, Cohesion and Integration Assessment Form

7 Appendices

7.1 Appendix 1 – Snapshot Survey of Crossing Difficulty

7.2 Appendix 2 – Location Map

Appendix 1

Snapshot survey of crossing difficulty

Time slot	Number of pedestrians crossing (in both directions)	Delay on stage 1 (in seconds)	Delay on stage 2 (in seconds)
14:45 - 15:00	2	35	15
	5 (2 children)	10	0
	2	10	5
	1	0	0
	1	0	0
	1 (child, away from crossing point)	0	0
15:00 - 15:15	1	19	5
	1	8	0
	1	30	10
	1	0	0
	1 (away from crossing)	20	0
	2 (1 child) - away from crossing and on a diagonal	15	0
	1 (child) - crossing on a diagonal	0	5
15:15 - 15:30	1	27	0
	1	12	0
	4	30	25
15:30 - 15:45	3 (1 child)	6	0
	1	5	0
	3 (2 children)	0	4
	2 children crossing on a diagonal	0	0
	2 (adult plus child)	0	0
	5 (2 adults with 3 children)	14	6
	1	6	10
	1	6	2
	1 child (running on a diagonal away from crossing)	0	0
15:50			

Appendix 2 – Scott Hall Location Plan