
Report to the Chief Officer (Highways and Transportation)

Date: 25 April 2017

Subject: Design and Cost Report for the Pedestrian Crossing Review 2017

Capital Scheme Number : 32748

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Alwoodley, Bramley & Stanningley, Weetwood, Pudsey, Morley North, City & Hunslet, Killingbeck & Seacroft, Horsforth, Harewood, Wetherby, Moortown, Hyde Park & Woodhouse	
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?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number: Appendix number:	

Summary of main issues

1. The aim of this report is to obtain the Chief Officer's Approval in Principle for;
 - The recommendations of this year's Pedestrian Crossing Review, conducted in accordance with the new framework; and
 - Implementation for schemes to be progressed in the annual programme.
2. The proposals contained in this report contribute to the Leeds ambition to be the Best City and the Best Council, in particular Objective 1: Supporting Communities and Tackling Poverty. By minimising some of the negative effects of traffic we ensure that Leeds 'helps all its residents benefit from the effects of the city's economic growth' by improving access to local facilities and new developments.
3. The report makes recommendations for eight sites to be provided with formal pedestrian crossing facilities. The report also includes recommendations for sites which either do not meet the criteria for the provision of a formal crossing or locations where a formal provision is not appropriate at this time, but where crossing opportunities for pedestrians can be improved by the introduction of some informal measures and would benefit the locality.

- 4 Site recommendations have been prepared using a revised assessment framework, which introduces a score based approach in order to quantify potential benefits and impacts of a crossing facility on local businesses and residents as part of the overall assessment process.
- 5 This report then seeks approval to agree and authorise the preparation and delivery of a programme of works identified by the Annual Pedestrian Crossing Review and (unless otherwise indicated) funded from the Local Transport Plan from the 2017-18 financial year.

Recommendations

The Chief Officer (Highways and Transportation) is requested to:

- i) note the contents and recommendations of this report and the procedures carried out in respect of conducting the annual pedestrian crossing review;
- ii) review and approve the recommendations of the Annual Pedestrian Crossing Review as the basis for the 2017/18 programme for introducing new formal and informal pedestrian crossings; and give authority to commence the detailed design, consultation and implementation of the schemes described in Section 3 of the report and Appendix 2, up to the value of £255,000;
- iii) give authority to incur expenditure of up to £255,000 inclusive of all works costs, fees and legal costs, which will be funded from the Local Transport Plan Transport Policy Capital Programme £250,000 and Leeds Trinity University £5,000;
- iv) give authority to display a notice on site under the provisions of Section 23 of the Roads Traffic Regulation Act 1984 in order to inform the public of the proposed pedestrians crossings and the Leeds Trinity University contribution;
- v) give authority to request the City Solicitor to draft and advertise a Notice under the provisions of Section 90C of the Highways Act 1980 for the implementation of speed tables to complement some of the proposed pedestrian crossings;
- vi) give authority to request the City Solicitor to draft, advertise and implement, subject to objections, a Traffic Regulation Order, Movement Order or Speed Limit, where required, to support the proposed pedestrian crossings;
- vii) to receive such other further reports as may be needed to address any objections received to advertised Notices or other matters arising from the detailed scheme proposals; and
- viii) agree the recommendations in respect of the provision of externally funded crossing facilities.

1. Purpose of this report

- 1.1 This report seeks approval to agree and authorise the preparation and delivery of these recommended works from the Local Transport Package during the year 2017-2018.

2. Background information

- 2.1 During the course of each year requests for the provision of new pedestrian crossings are received from members of the public and elected members. In order

to prepare recommendations for a programme for the installation of new crossings, all such requests are investigated and the results collated and analysed.

- 2.2 A crossing assessment framework was developed and approved in 2016 for the assessment of requests for pedestrian crossings. This review has been conducted in line with the crossing assessment framework and takes into account of the range of sites and circumstances where crossings are requested, i.e.
- The ease with which a pedestrian (including children, older people and disabled people) can currently cross the road;
 - Whether a crossing site is on a pedestrian desire line and would be used regularly;
 - Potential benefits to the local community and businesses in overcoming severance;
 - Potential impacts on residents and businesses, both positive and negative;
 - Potential impacts on road safety and traffic speeds; and
 - Other relevant factors such as presence of bus stops, frontages, parking, junctions and other highway features, including proximity of existing formal and informal crossing points.

3. Main issues

- 3.1 The results of the assessment and recommendations are summarised in Appendix 2.
- 3.2 Following the review process, crossing facilities are recommended at the following sites, which will form the basis for the Local Transport Plan funded delivery programme, up to the maximum allocation of £255,000.

Site Location	Information and Justification
1) Nursery Lane, Alwoodley	<p>This location is close to the rear entrance of Allerton High School and therefore experiences very high numbers of child pedestrians at the start and end of the school day. Nursery Lane is a local distributor that already has traffic calming features along it. Nursery Lane currently has a 30mph speed limit in place but a 20mph is being promoted with a view to implementing it in the 2017-18 financial year. At present pedestrians use an existing informal crossing facility; however, the provision of a formal crossing on a speed table would improve walking journeys to and from school whilst continuing to manage vehicle speeds.</p> <p>Recommended: Humped Zebra Crossing</p>
2) Coal Hill Lane, Bramley	<p>This location is positioned within close proximity to primary schools (Valley View and Summerfield) and one secondary school (Leeds West Academy). Historically, there used to be a school crossing patrol on Coal Hill Lane located to the west of the junction with Coal Hill Drive; however, the position has been vacant for some time and is proving difficult to fill. The area has two bus services operating, one of which is high frequency. Vehicle mean speeds are within the speed limit. Surveys confirm there is large numbers of children crossing at this location. The crossing difficulty is increased due to</p>

the closeness of the side roads and the vertical alignment of carriageway.

Recommended: Zebra Crossing

- 3) Robin Lane, Pudsey This location is located close to Pudsey Market within Pudsey district centre on a pedestrian route that links key public car parks to Pudsey Town Hall and local amenities. Robin Lane is a local distributor with a 30mph speed limit. To date there have been a total of three slight pedestrian related accidents in past five years at this location. The provision of a formal crossing would provide improved connectivity within Pudsey District Centre for a location that experience exceptionally high crossing numbers including specific documented demand from older people and children; however, it does require alterations to the junction with Manor House Street in order for it to fit on site.

Recommended: Zebra Crossing and minor junction alteration

- 4) Cranmer Road, Alwoodley This location is very close to several assisted living accommodations, Alwoodley Primary School, Allerton High School and Saint Paul's Catholic Church and Primary School. Cranmer Road also forms part of the Alwoodley to Leeds City Centre Core Cycle Network and has off street segregated cycle infrastructure running perpendicular to it. The location experiences a very high number of child pedestrians with moderate vehicle flows; both are intensified at school opening and closing times. A tiger crossing at this location would assist the local community and improve walking journeys to and from school, as well as complementing the existing cycle infrastructure.

Recommended: Tiger Crossing

- 5) Tempest Road, Beeston Tempest Road is an unclassified local estate road that experiences high traffic volumes due to it providing a convenient link between A653 Dewsbury Road and Beeston Road. A 20mph speed limit and traffic calming is currently in place along the full length of Tempest Road. The proposed crossing site is at the junction with Hardy Street-this location is predominantly residential, with parking on both sides of the road, and a key pedestrian link to Cross Flatts Park, Beeston Central Mosque and the local primary school. The provision of a formal crossing on a speed table would improve walking journeys whilst continuing to manage vehicle speeds.

Recommended: Humped Zebra Crossing

- 6) South Parkway, Seacroft This location is very close to Leeds East Academy and lies on a very definitive desire line linking a well-used ginnel into the nearby estate to the school. The location currently has informal measures in the form of a build-out, sheltered parking and tactile paving; there is also a zebra crossing to the east of the school. South Parkway currently has a 30mph speed limit. The overwhelming majority of pedestrians crossing at this location are children with a clearly defined peak during school pick up and drop off time. A zebra crossing is being proposed to complement existing features along this length.

Recommended: Zebra Crossing

- 7) Brownberrie Lane near Leeds Trinity University, Horsforth
- This location is close to Leeds Trinity University; consequently there are a number of pedestrians walking from Horsforth railway station and bus stops to the University. In 2015, following road safety concerns, Brownberrie Lane was subject to a speed limit change (40mph to 30mph) and the introduction of traffic calming features. The provision of a zebra crossing on a speed table would help facilitate walking journeys to the University and provide improved links to public transport facilities whilst continuing to manage vehicle speeds. Leeds Trinity University have agreed to contribute £5k to the provision of a formal crossing here.

Recommended: Humped Zebra Crossing

- 8) York Road, Wetherby
- The location is very close to retirement apartments currently being constructed and on a route to Wetherby High School. The majority of crossing movements that take place are done by children. York Road is a local distributor with a 30mph speed limit. Parking does take place along York Road, particularly outside the residential properties, and this can increase the crossing difficulty.

Recommended: Zebra Crossing

3.3 The following sites have been investigated and, whilst they do not meet the criteria for a formal crossing have other forms of improvement recommended (in order of priority):

Site Location	Information and Justification
9) A660 Otley Road, Headingley	<p>This location is within the vicinity of its junction with Burton Crescent and St Chad's Drive. Otley Road is an 'A' class road with a 30mph speed limit and at this point it is three lanes wide. Bus stops are located either side of the junction. There is a clearly defined pedestrian route through the St Chad's estate to Leeds Beckett University Headingley Campus and the majority of crossing movements seem to be linked to public transport use. The site is extremely difficult to cross due to high traffic flows and road layout. Site observations show that pedestrians either cross north of the Burton Crescent junction or south of the St Chad's Drive junction. Crossing is currently done in two phases utilising the existing hatch area. The location was earmarked for a signalised pedestrian crossing facility as part of the NGT scheme. A review of this location following the introduction of the revised crossing framework and onsite observations has identified two distinct pedestrian crossing demands either side St Chad's Drive. In light of this, it is recommended that two pedestrian islands would better serve the pedestrian demand and desire lines. This option also negates the need to relocate bus stops and speed cameras.</p> <p>Recommended: 2 x Pedestrian islands and junction realignment</p>
10) A650 Drighlington By-Pass, Drighlington	<p>This location experiences considerable traffic flow and high vehicle speed making crossing extremely difficult. It is an 'A' class road that is national speed limit. Pedestrian numbers are low, but there is clear and defined local routes that provide access to nearby retail facilities. The length as a whole does experience accidents which</p>

will be addressed through a number of measures; improvements to pedestrian facilities should also assist. Therefore it is recommended that a series of informal measures in the form of pedestrian/traffic islands are introduced in conjunction with other road safety measures. As part of the A650 Bradford Road (Drighlington Bypass) crossing proposal it is necessary to reduce the speed from the national speed limit (60mph for cars) to 50mph between Whitehall Road and Wakefield Road, to support and accommodate the crossing facilities.

Recommended: Pedestrian/traffic islands

- 11) Featherbank Lane, Horsforth
- This location is within an existing traffic calmed 20mph zone and close to Featherbank Primary School. Very high numbers of child pedestrians were observed at the start and the end of the school day and relatively low number of vehicles. It has been observed that pedestrians try to cross at or near an existing speed table despite the presence of parking and the effect of masking. Improvements can be made to the traffic calming feature so that it spans from kerb to kerb and incorporates a dropped kerb and tactile paving. The provision of parking restrictions may also be required.

Recommended: Informal measures and improvements to existing speed table

- 12) B6157 Leeds and Bradford Road, Bramley
- This location is on a 'B' class local distributor road that experiences moderate traffic flows and has a 40mph speed limit. The site is on a route to school so the majority of pedestrians are children and there is a clearly defined desire line that connects the adjacent residential estates.

Recommended: Pedestrian island

- 13) Harrogate Road, Moortown
- This site is on a local distributor road that experiences large traffic flows. Although crossing demand is not huge crossing is difficult due to the wide carriageway width. The location provides access to public transport links and St Gemma's Hospice is close by. The introduction of a pedestrian island and associated lining alterations are being proposed.

Recommended: Pedestrian island

- 14) Belle Vue Road, Hyde Park
- This location is close to Leeds University and therefore it experiences huge pedestrian flows. The existing arrangement is a wide junction with generous radii resulting in pedestrians having to cross a large distance between footways. The proposal will realign the junction and provide a pedestrian island to reduce crossing distance.

Recommended: Junction realignment and/or pedestrian island

3.4 It is intended that crossings in Section 3.3 and 3.4 will form part of the 2017/18 Integrated Transport Capital programme, based on the allocation from the Local Transport Plan and subject to a fixed budget of £250,000 and £5,000 from Leeds Trinity University.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 No external consultations have been undertaken in respect of this report at this stage. The majority of the schemes in the proposed programme have originated from local communities; either from Ward Members, local residents or businesses. At this stage the detail and prioritisation has been assembled with input from the relevant officers from the Highway and Transportation service disciplines, but as the works programme develops, consultation on individual projects will be carried out as appropriate.
- 4.1.2 Subject to approval of the programme, each individual scheme will be subject to full consultation with Ward Members, local residents and businesses (as appropriate) prior to final detailed scheme being progressed. This will include any relevant statutory process, such as 90C notice and where any objections are received; these will be formally reported to the Chief Officer (Highways and Transportation).

4.2 Equality and diversity / cohesion and integration

- 4.2.1 The Pedestrian Crossing Review process has been subject to an Equality Impact Assessment (EqIA), which is attached as an appendix 3. The Assessment identified positive impacts of the provision of pedestrian crossing facilities on local people and communities generally but, in particular; on older and younger people, pregnant women, and people with children and disabled people. It also highlighted the need to continue to consider the needs of these equality groups and to ensure the transparency of the decision-making process.
- 4.2.2 If a site does not meet the criteria for formal crossing facilities, the lack of such facility may impact most on children and elderly/ disabled people. Elderly and disabled people may be the most affected as they will find it more difficult to walk and cross at an alternative location, and will require additional time to cross. Blind people may also find it difficult or lack confidence to cross a busy carriageway without a dedicated facility. Children are less likely to be able to judge the speed of traffic and child pedestrians form a significant proportion of those killed or seriously injured in traffic collisions (36% nationally). The presence of the above type of users is recorded and weighs on the consideration as to whether a formal facility should be provided.
- 4.2.3 The lack of appropriate facilities to cross a busy road may also have a greater impact on disadvantaged communities (and on women and children in particular), as they are less likely to have access to a car and are more likely to walk, thus being more exposed to the negative effects of traffic.
- 4.2.4 The recommendations of the EqIA include
- Having regard for road safety records and analysis;
 - Consultations on individual sites, which do meet the criteria for provision, at the detailed design stage in order to determine and overcome any potential negative impacts;
 - Further study to be undertaken at more marginal locations where there is a significant proportion of vulnerable pedestrians and where difficulty of crossing/ road safety history justifies this;

- Continuing to note and give consideration to the needs of disabled people when recommending sites for the provision of a crossing; and
- Ensuring transparency in the decision-making process.

4.2.5 The needs of elderly people, children and disabled people were weighed in the assessment process in favour of providing a formal facility at several sites noted throughout the report.

4.3 Council policies and best council plan

4.3.1 The Best Council Plan 2015-20 outlines how Leeds City will achieve its ambition to become the Best City in the UK and Leeds City Council the best local authority. Reducing the number of people killed or seriously injured on the roads is a key performance indicator for achieving the Objective 1: Supporting Communities and Tackling Poverty. By providing safe pedestrian crossing facilities where justified, linking communities and facilities, the Pedestrian Crossing Review will contribute to this objective being achieved. As children are ranked amongst the most vulnerable road users, the provision of safe crossing facilities where there is demand from children will help facilitate active modes of travel on journeys to school, and contribute to the following policy objectives:

- Leeds Education Challenge, which is part of the Child Friendly City objective;
- the Better Lives programme; and
- “Public Health which is embedded and effectively delivering health protection and health improvement”.

4.3.2 By providing safe pedestrian crossing facilities where justified, the Pedestrian Crossing Review will help achieve Leeds’ ambition to become the Best City by reducing the number of pedestrians killed or seriously injured on city’s roads, by fostering links between the communities and local facilities, especially where the highway forms a considerable barrier, and by enabling more sustainable travel choices for local journeys, including for new developments within the city. In doing this, the proposals and the new expanded framework will support the Travel Choices Strategy which forms part of the WY Local Transport Plan 2011-26. The strategy focuses on partnership working to ensure that people can access important services and goods in their local area by sustainable travel modes. This includes health services, childcare, social and cultural activities, food shopping and also transport services, information, education and support.

4.4 Resources and value for money

4.4.1 The proposed pedestrian crossings are estimated to cost £255,000 inclusive of any legal fees, staff fees and works costs. A maximum of £250,000 will be funded from the Local Transport Plan Transport Policy Capital Programme, in accordance with priorities and budget provision set out in the Local Transport Plan 3 and £5,000 is a contribution from Leeds Trinity University.

4.4.2 Budget and funding profile

Funding Approval :	Capital Section Reference Number :-						
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST				
			2017	2017/18	2018/19	2019/20	2020/21
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL	TO MARCH	FORECAST				
			2017	2017/18	2018/19	2019/20	2020/21
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0						
CONSTRUCTION (3)	195.0		195.0				
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	50.0		50.0				
OTHER COSTS (7)	10.0		10.0				
TOTALS	255.0	0.0	255.0	0.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL	TO MARCH	FORECAST				
			2017	2017/18	2018/19	2019/20	2020/21
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Private funding	5.0		5.0				
LTP government grant	250.0		250.0				
Total Funding	255.0	0.0	255.0	0.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Parent Scheme: 99609

Title: Transport Policy LTP Capital Programme

4.5 Legal implications, access to information, and call-in

4.5.1 There are no legal implications for the contents of this report. The report is eligible for call-in as it affects multiple wards.

4.6 Risk management

4.6.1 All the schemes will be safety audited in order to ensure that any consequential accident risks arising from the siting of a new pedestrian crossing are addressed through careful design and appropriate siting of the facilities. Completed schemes will then be monitored.

5. Conclusions

5.1 The Pedestrian Crossing Review 2017 assessed 55 sites where crossing facilities were requested, and put forward fourteen sites to be funded through the West

Yorkshire Local Transport Plan where sites meet the current criteria as detailed in Appendix 1. It is hoped that these will help overcome some of the barriers to active travel.

6. Recommendations

6.1 The Chief Officer (Highways and Transportation) is requested to:

- i) note the contents and recommendations of this report and the procedures carried out in respect of conducting the annual pedestrian crossing review;
- ii) review and approve the recommendations of the Annual Pedestrian Crossing Review as the basis for the 2017/18 programme for introducing new pedestrian crossings; and give authority to commence the detailed design, consultation and implementation of the schemes described in Section 3 of the report and Appendix 2, up to the value of £255,000;
- iii) give authority to incur expenditure of up to £255,000 inclusive of all works costs, fees and legal costs, which will be funded from the Local Transport Plan Transport Policy Capital Programme £250,000 and from Leeds Trinity University £5,000 ;
- iv) give authority to display a notice on site under the provisions of Section 23 of the Roads Traffic Regulation Act 1984 in order to inform the public of the proposed pedestrians crossings;
- v) give authority to request the City Solicitor to draft and advertise a Notice under the provisions of Section 90C of the Highways Act 1980 for the implementation of speed tables to complement some of the proposed pedestrian crossings;
- vi) give authority to request the City Solicitor to draft, advertise and implement, subject to objections, a Traffic Regulation Order, Movement Order or Speed Limit, where required, to support the proposed pedestrian crossings;
- vii) to receive such other further reports as may be needed to address any objections received to advertised Notices or other matters arising from the detailed scheme proposals; and
- viii) Agree the recommendations in respect of the provision of externally funded crossing facilities.

7 Background documents¹

7.1 Appendix 1 – Crossing Assessment Framework.

7.2 Appendix 2 - Site Specific Recommendations.

7.3 Appendix 3 - Pedestrian Crossing Review Equality Impact Assessment.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1 - Crossing Assessment Framework

1. The framework continues to note the difficulty of crossing and pedestrian demand based on the PV2 surveys, while looking to quantify the expected benefits and impacts of the provision of a formal facility on the local neighbourhood, residents and businesses and on road safety, thus introducing an element of a feasibility assessment early on in the process. The PV2 criteria have been replaced with a points scoring system, reflecting the above considerations; the thresholds have been carefully benchmarked against previous assessments. The recommendations concerning the technical assessment as to what type of facility may be most appropriate for a particular setting remain unchanged, and are based on the agreed guidelines.
2. The framework establishes the thresholds for the consideration of both informal and formal crossing facilities. Scores between 4 and 8 indicate some degree of crossing difficulty which can be eased by informal measures (for example refuges, junction narrowing or build-outs). Scores above 8 indicate that a formal facility (a Zebra, Pelican or Toucan) should be considered. Higher scores, arising from higher traffic speeds and volume, greater crossing difficulty and road safety record, may indicate the need for a higher-end facility (signal controlled crossing). However, the choice of the facility will be predominantly dictated by the road and traffic characteristics as well as pedestrian demand and waiting times and subject to a feasibility, engineering and road safety assessment.
3. Whilst signal controlled crossings are generally more appropriate on busier and faster roads, zebra crossings can provide safe facilities where speeds are lower and can achieve reduced pedestrian delay. Overall, where used appropriately, they have achieved safety records just as good as equivalent light controlled crossings.
4. Typical site characteristics and road conditions for a signal controlled crossings would be:
5. Puffin crossing will generally be preferred for the busiest sites. These will be typically very busy roads where mean traffic speeds exceed 35 mph. Typically, traffic flows will exceed 1000 vehicles per hour and over 70 pedestrian movements in busiest hours, or there would be an indication of suppressed pedestrian demand. At some sites there will be a record of pedestrian injuries. Pedestrian waiting time will generally exceed 1 minute.
6. Zebra crossing will generally be preferred at quieter sites. In some instances other informal measures may be recommended. These will be generally appropriate for medium trafficked roads with flows typically over 700 vehicles per hour in the busiest hour(s) and where mean traffic speeds are below 35 mph. Pedestrian flows will typically exceed 40 in the busiest hours and should exceed those on adjacent sections of road by at least 3:1 thereby demonstrating a clear desire line. Most sites are unlikely to have a pattern of pedestrian casualties. Waiting times up to 30 seconds and occasionally exceeding 1 minute. Some sites at the higher end of the range may be best suited to Puffin crossing control. For sites at the lower end of speed and traffic range zebra crossings will be preferred.

The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

PEDESTRIAN CROSSING ASSESSMENT CRITERIA MATRIX

ASSESSOR.....

SITE.....

DAY/DAY/TIME.....

.....

WEATHER & ROAD CONDITIONS.....

Section 1: Site Assessment

SCORE	-3	-2	-1	0	1	2	3	Total
Traffic Impact on Locality		A worsening of condition in both i. Access to frontage property ii. Restrictions on waiting	A worsening of conditions in either: i. Access to frontage property ii. Restrictions on waiting	10 properties or less benefiting	Whole Street of up to 50 properties benefiting	Local neighbourhood of up to 200 properties benefiting	A whole town, village or district benefiting	
Crossing impact on the Locality	A worsening of conditions in ALL of: i) Access to premises made more difficult ii) Passing trade removed iii) Restrictions on waiting iv) Noise/Visual Pollution	A worsening of conditions in any TWO of: i) Access to premises made more difficult ii) Passing trade removed iii) Restrictions on waiting iv) Noise/Visual Pollution	A worsening of conditions in ONE of: i) Access to premises made more difficult ii) Passing trade removed iii) Restrictions on waiting iv) Noise/Visual Pollution	No real impact but maybe a couple of properties benefiting at most (commercial/ industrial)	A parade of 15 shops or business properties benefiting	A small town or village benefiting	A major town centre benefiting	
Public Interest				First request in 3 years	Two independent requests in last 12 months	Regular complaint OR Petition	Regular complaint AND petition	
Traffic Speed Assessment				Mean speeds within prescribed limit	Reduction of mean speeds up to 10% of prescribed limit	Reduction of mean speeds up to 20% of prescribed limit	Reduction of mean speeds up to 30% of prescribed limit	

Highway Assessment	Use Section 2 – Highway Assessment score	
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Road Safety History	Use Section 3 – Road Safety History score	
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Traffic/ Pedestrian Surveys	Use Section 4 – Traffic/Pedestrian score	
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<u>TOTAL SCORE</u>	
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Section 2: Highway Assessment

Road character: Two way single carriageway, Dual Carriageway, etc	Type of Road	Road Classification	Direction of flow (2 way)
Carriageway width: *Between islands or central reserve for dual carriageways	Overall Width	Lane 1*.	Lane 2*.
Other road features (presence of alternative crossings, refuges islands, traffic calming, TROs etc):-			
Other road factors (adjacent junctions, accesses etc):-			
Frontage (✓ any)	Shops	Residential	School
Other (hospital, day centre etc.):-			
Bus services/stops proximity:-			
Visual check of crossing opportunities (circle one): <input type="radio"/> (0) Very easy - no difficulty within a few seconds <input type="radio"/> (0) Easy - short wait up to 30 seconds <input type="radio"/> (1) Moderate difficulty - wait of up to one minute <input type="radio"/> (2) Difficult - more than a one minute wait <input type="radio"/> (3) Very difficult - long wait of two minutes or more <input type="radio"/> (3) Impossible - after waiting several minutes for an opportunity			
Judgement should be based on normal walking pace WITHOUT having to walk fast or run to cross in safety.			

Section 3: Road safety history

Accidents:	5 year period from		
Severity	slight	serious	fatal
Adult pedestrian			
Child pedestrian			
Others			
Other factors:-			
-1	0	1	2
Risk potential increased	No effect on safety	Risk potential reduced	Some accident savings possible

Note: Recorded for 50 metres either side of study site.

Section 4: Traffic/Pedestrian Surveys

Traffic/Ped surveys:	12 hours	Busiest hour	Second busiest hour
Flow:-	_____ to _____	_____ to _____	_____ to _____
All vehicles			
Adult pedestrians (all)			
Child pedestrians			
Elderly people			
Other relevant groups 1. 2.			
Other details:-			
Speed Limit	85 percentile	Average (mean)	

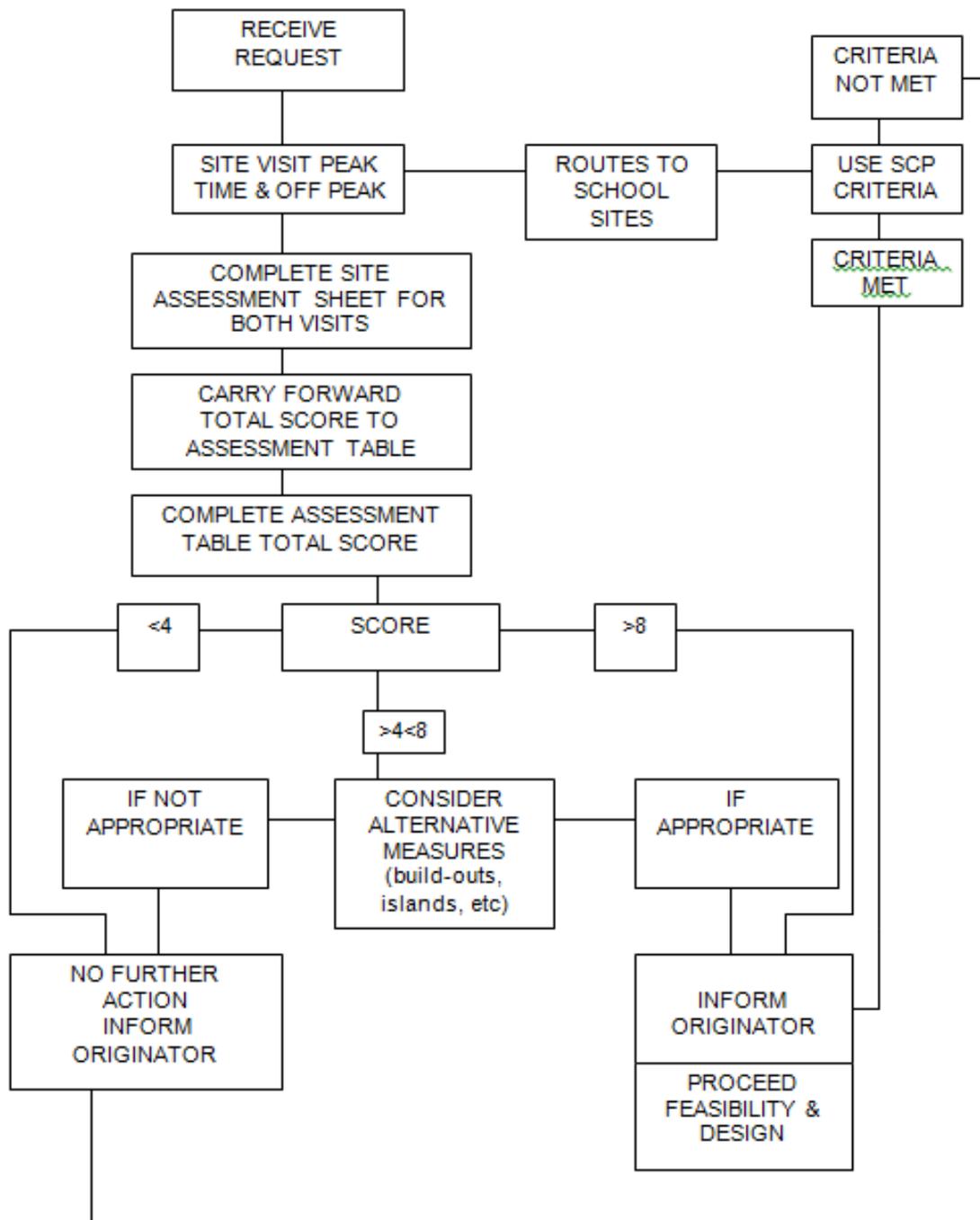
Pedestrian volumes per hour at busiest hours:

25 – 50 = 1 point, 50 – 75 = 2 points, >75 = 3 points.

High volume of child/ elderly pedestrians + 1 point

Conclusions/ recommendations:

PEDESTRIAN CROSSING CRITERIA FLOW CHART



Guidance notes

- 1) The purpose of this assessment framework is to ensure that the Council fulfils the requirements of LTN 1/95 “The assessment of pedestrian crossings” when considering requests for pedestrian crossings. The framework considers the difficulty of crossing and existing pedestrian demand as well as overall benefits and disbenefits of the potential provision for pedestrians and local residents and businesses, as well as impact on road safety.
- 2) This approach is a development of the previous process approved by the Director of Highways and Transportation in 2002 (revised 2006) and has been benchmarked against previously approved crossings.
- 3) The first approach to all requests is an initial site inspection followed by a desk top study of the available accident and traffic data. As a rule this will be followed up by a 12 hour pedestrian and traffic survey. The survey will help determine the busiest times for both pedestrians and traffic and this in turn will inform the best periods for site observation.
- 4) The site visit should note the following;
 - a) Any community facilities that are present (shops, library, school, community centre, pubs, bus stops, surgeries, PO, etc)
 - b) Current parking arrangements (driveways, on-street parking)
 - c) Presence of any passing trade (foot and motorised)
 - d) Any pedestrian desire lines/ attractors
 - e) Any observed crossing difficulties and contributing factors (age, disability, highway characteristics, parking)
 - f) Any nearby features that facilitate crossing
- 5) The appropriate information needs to be entered into the assessment sheet, including data from the desktop study (speeds, accidents, pedestrian and vehicles volumes and pedestrian profile).
- 6) For sites which receive the score of >8 a formal crossing is recommended – the exact type of the facility to be determined by the nature of the road, traffic and pedestrian flows and vehicular speeds, as per Pedestrian Crossing Site Assessment Guidelines.
- 7) In making recommendations, the assessor should be seeking to examine the most effective and economic means of ensuring that the observed volume of pedestrian traffic can cross the road in safety. In essence the objective is to provide measures which allow pedestrians the time they need to cross, either by a formal crossing, or where numbers or traffic flow does not justify it, the appropriate informal measures such as refuge islands, promontories etc.

Appendix 2 – Site Specific Recommendations

Location	Ward	Proposed	All Day Activity		Busiest 2hrs		Assessment Scoring									Total	Accidents
			Traffic Flow (2 way)	Ped Flow (2 way)	Average Traffic Flow	Average Ped Flow	Assist access to facilities	Assists school journeys	Traffic Impact	Crossing Impact	Public Interest	Traffic Speed	Highway Assessment	Road Safety	PV2 Rating		
Otley Road, Headingley (junc with Burton Crescent)	Weetwood	Informal measures – Pedestrian Islands	18695	147	1929	18	Yes		2	2	2	1	3	1	0	11	8 slight, 1 serious
Robin Lane, Pudsey (junction with Manor House Street)	Pudsey	Zebra crossing	5734	1448	568	148	Yes		2	2	1	0	1	2	3	11	3 slight (3Ps)
Nursery Lane (nr Allerton High School)	Alwoodley	Humped Zebra crossing	3326	531	335	194		Yes	2	1	1	1	1	0	4	10	None
Coal Hill Lane, Bramley (east of junction with Coal Hill Drive)	Bramley & Stanningley	Zebra crossing	5540	507	634	136		Yes	2	0	1	0	2	0	4	9	1 slight (P)
York Road, Wetherby (near junction with School Road)	Wetherby	Zebra crossing	5500	275	529	81		Yes	2	2	1	0	0	0	4	9	1 slight
A650 Drighlington Bypass	Morley North	Informal measures – Pedestrian islands	16183	47	1691	8	Yes		1	1	2	0	3	1	0	8	12 slight, 2 serious (1P), 1 fatal
Cranmer Road	Alwoodley	Tiger crossing	3680	387	447	127		Yes	2	2	0	0	0	0	4	8	None
Tempest Road, Beeston (junc with Hardy Street)	City & Hunslet	Humped Zebra	4642	614	496	114			2	-1	2	0	1	0	4	8	2 slight
South Parkway, Seacroft	Killingbeck & Seacroft	Zebra crossing	4652	183	448	57		Yes	2	-1	2	1	0	0	4	8	None
Brownberrie Lane, Horsforth (near Trinity University)	Horsforth	Humped Zebra	9957	43	1116	9	Yes		1	1	2	1	0	0	3	8	None
Featherbank Lane, Horsforth	Horsforth	Informal measures	3455	631	352	169	Yes	Yes	1	-1	2	0	0	1	4	7	None
Leeds & Bradford Road (nr Summerfield Walk)	Bramley & Stanningley	Informal measures – Pedestrian island	3409	336	348	90	Yes	Yes	2	0	0	0	0	0	4	6	None
Harrogate Road (junc with Nunroyd Avenue)	Moortown	Informal measures	12473	144	1308	22	Yes		2	1	2	0	0	0	1	6	None
Belle Vue Road, Hyde Park (junc with Moorland Road)	Hyde Park & Woodhouse	Informal Measures – junction realignment	2050	7129	282	889	Yes		3	0	0	0	0	0	3	6	2 slight

Appendix 3 – Pedestrian Crossing Review Equality Impact Assessment

Equality, Diversity, Cohesion and Integration Impact Assessment



As a public authority we need to ensure that all our strategies, policies, services, functions, and structures both current and proposed have given proper consideration to equality, diversity, cohesion and integration. In all appropriate instances we will need to carry out an equality, diversity, and cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

Directorate: City Development	Service area: Transport Policy
Lead person: Kasia Speakman	Contact number: 0113 2476312
Date of the equality, diversity, cohesion and integration impact assessment: 4/3/11	

1. Title: The Pedestrian Crossing Review process. Equality Impact of the current process for determining the priority list for the installation of pedestrian crossings					
Does this relate to:					
Strategy	Policy	Service	Function	Structure	Other
<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Is this:					
<input type="checkbox"/> New/ proposed	<input checked="" type="checkbox"/> Already exists and is being reviewed	<input type="checkbox"/> Is changing			
(Please tick one of the above)					

2. Members of the assessment team:

Name	Organisation	Role on assessment team e.g. service user, manager of service, specialist
Kasia Speakman	Sustainable Transport - Leeds City Council	Assistant Transport Planner (Access & Mobility Officer)
Timothy Parry	Sustainable Transport – Leeds City Council	Senior Transport Planner
Lisa Powell	Performance & Improvement Manager	Equality Lead

3. Summary of strategy, policy, service, function or structure that was assessed:

This EIA concerns a long established process of assessing requests for provision of pedestrian crossing facilities through an annual review. The Pedestrian Crossing Review formed part of the implementation of the priorities and actions as identified in the West Yorkshire Local Transport Plan 2006-2011 (WYLTP2):

S1 - Provide an appropriate road environment with facilities for each user group,

S4- Encourage the correct behaviour of all road users

It also contributed to a number of initiatives identified in the LTP2, including creation of safe routes to school, reducing road casualties and targeting specific vulnerable groups such as child pedestrians and cyclists, especially those living in disadvantaged areas and exposed to large volumes of traffic. It will continue to meet the objectives of the new LTP3 *My Journey* which contains proposals “to define, develop and manage networks and facilities to encourage walking and cycling” and “to develop a model for transport planning at a community level to enhance local accessibility”, to improve safety and security seeking to minimise transport casualties and to address barriers to travel.

The review considers requests for provision of formal crossing facilities across Leeds and recommends locations which merit such provision and what type of crossing should be provided. The aim of the review is to get approval to fund pedestrian facilities where these:

- facilitate pedestrian journeys by overcoming a barrier or severance
- link communities to facilities, such as schools, shops, transport infrastructure, community centres, surgeries etc
- enable safe journeys to school on foot
- help reduce the number of pedestrians killed or seriously injured and improve road safety

The review is conducted in accordance with the guidelines developed in 2002-08, which reflect the three key principles underpinning the evaluation and recommendations made for every site studied:

- The ease with which pedestrians can currently cross the road;
- Whether a crossing will be used regularly; and
- Is a crossing the most appropriate road safety measure or would other measures be more suitable.

4. Scope of the equality, diversity, cohesion and integration impact assessment

(complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function, structure or event)

4a. Strategy, policy or plan (please tick the appropriate box below)	
The vision and themes, objectives or outcomes:	<input checked="" type="checkbox"/>
The vision and themes, objectives or outcomes and the supporting guidance	<input type="checkbox"/>
A specific section within the strategy, policy or plan	<input type="checkbox"/>
Please provide detail:	
<p>The Vision for Leeds specifies the following objectives:</p> <ul style="list-style-type: none"> • Increase investment in other forms of transport, such as walking and cycling routes, to meet everyone's needs • Local services, including shops and healthcare, are easy to access and meet people's needs <p>The review recommends sites, assessed according to the above guidelines, which meet the criteria for an LTP investment in a new pedestrian crossing facility. The site assessment guidelines include access to local services.</p>	

4b. Service, function, event please tick the appropriate box below	
The whole service (including service provision and employment)	<input type="checkbox"/>
A specific part of the service (including service provision or employment or a specific section of the service)	<input checked="" type="checkbox"/>
Procuring of a service (by contract or grant)	<input type="checkbox"/>
Please provide detail:	
<p>The Pedestrian Crossing Review aims to provide an impartial assessment of all requests received and to recommend provision of crossings at locations which meet the criteria for a particular facility in terms of:</p> <ul style="list-style-type: none"> • pedestrian demand, • traffic flows and • difficulty of crossing. <p>The review uses a framework approved by the Highways Board to assess each location against the three key principles outlined above. The framework has three categories of crossing facilities:</p>	

- signal controlled crossing
- zebra crossing
- informal crossing facilities, such as a pedestrian refuge,

Sites are assessed against a set of objective criteria to determine the most appropriate facility for each site.

Sites with high vehicular flows (over 1000 vehicles per hour) travelling at speed of over 35mph and high pedestrian demand (typically over 70 pedestrian movements in the busiest hour) would generally merit a signal controlled crossing. For less busy sites (flows typically over 700 vehicles, traffic speed <35 mph 85th percentile, over 40 pedestrians in the busiest hour) a Zebra crossing may be more appropriate. Sites which do not meet the above criteria may benefit from some informal measures to assist pedestrians in crossing the road.

Other factors weighed in favour of the potential provision include demand from particularly vulnerable pedestrians (children, elderly and disabled people) and presence of local facilities as 'attractors'.

The process is undertaken by Transport Policy section and based on data of pedestrian demand, traffic flows, site visits and accident statistics supplied by Traffic Management and other sections. It does not aim to produce detailed designs.

5. Fact finding – what do we already know

Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring, service level equality targets and customer/ staff feedback.

(priority should be given to equality, diversity, cohesion and integration related information)

Service - Background Information

The service is provided throughout the city. Customers of the service include all members of the community who need to travel on foot and cross roads, as well as:

- Residents
- Businesses
- Doctors' Surgeries
- Community Groups
- Councillors
- Local organisations e.g. – schools
- Parish Councils
- Other Council Services

The approved schemes are mainly funded through the LTP. Some schemes are linked to new developments and can be funded through Section 106 agreements as part of planning consents.

Compliments & Complaints

When a site does not justify the provision of a formal crossing facility, this sometimes prompts requests for reconsideration or justification from ward members. The delivery of development funded schemes is contingent on the development commencing which, on occasion, is sometime after the planning consent; where the measures may be of wider benefit to the community this can result in dissatisfaction with the delivery of the service.

Assessment Process

Leeds City Council has an agreed framework for the assessment of potential pedestrian crossing locations which considers the road safety history, a site assessment, current pedestrian usage of the location and the volume of traffic.

Locations which fulfil the criteria in the framework are put forward for funding and inclusion in the annual programme within the Local Transport Plan (LTP). Factors used to make the assessment include:

- Accident statistics – road safety history
- Site assessment – current features including crossing opportunities
- Traffic flows
- Usage of roads by pedestrians at different points and times during the day
- Crossing difficulties
- ‘Special considerations’ – such as the presence of a school, sheltered accommodation, high proportion of children crossing

These items are recorded and evaluated, and a recommendation on the course of action is made.

Are there any gaps in equality and diversity information

Please provide detail:

None. The service is provided throughout the City based on need. Surveys do distinguish on age i.e. adults, children, and older people.

Action required:

Have regard for road safety records and analysis.

6. Wider involvement – have you involved groups of people who are most likely to be affected or interested

Yes

No

Please provide detail:

Public consultations involved the policies which the pedestrian crossing review helps to deliver rather than the review process itself. Lack of infrastructure, safety and lack of education were identified through consultations for the LTP3 as the main the barriers to walking and cycling. The Vision for Leeds and its objectives mentioned above were developed in consultations with local residents. The guidelines upon which the review is conducted were revised in 2002 and 2008 to give a more flexible approach.

Action required:
 No action required at present. Reduced budget may mean that fewer schemes will be delivered. However, this will depend on the agreed priorities year on year, which will have regard to the overall pedestrian crossing review process.

7. Who may be affected by this activity?
 please tick all relevant and significant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function

Equality characteristics

- | | | |
|--|---|--|
| <input checked="" type="checkbox"/> Age | <input checked="" type="checkbox"/> Carers | <input checked="" type="checkbox"/> Disability |
| <input type="checkbox"/> Gender reassignment | <input type="checkbox"/> Race | <input type="checkbox"/> Religion or Belief |
| <input checked="" type="checkbox"/> Sex (male or female) | <input type="checkbox"/> Sexual orientation | |
| <input type="checkbox"/> Other | | |

(for example – marriage and civil partnership, pregnancy and maternity, social class, income, unemployment, residential location or family background, education or skills level)

Please specify:

The work undertaken by the service has a positive effect on local people and communities generally, but in particular; older and younger people, pregnant women, people with children and disabled people.

Stakeholders

- | | | |
|--|---|---|
| <input checked="" type="checkbox"/> Services users | <input checked="" type="checkbox"/> Employees | <input type="checkbox"/> Trade Unions |
| <input checked="" type="checkbox"/> Partners | <input checked="" type="checkbox"/> Members | <input checked="" type="checkbox"/> Suppliers |
| <input type="checkbox"/> Other please specify | | |

Potential barriers.

- | | |
|---|---|
| <input checked="" type="checkbox"/> Built environment | <input checked="" type="checkbox"/> Location of premises and services |
| <input checked="" type="checkbox"/> Information | <input checked="" type="checkbox"/> Customer care |

<input type="checkbox"/>	and communication	<input checked="" type="checkbox"/>	Stereotypes and assumptions
<input type="checkbox"/>	Timing		
<input checked="" type="checkbox"/>	Cost	<input checked="" type="checkbox"/>	Consultation and involvement
<input type="checkbox"/>	specific barriers to the strategy, policy, services, function or structure		

Please specify

8. Positive and negative impact
 Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers

8a. Positive impact:

The assessment framework considers the demand from children and elderly people and factors such as the proportion of children, enabling journeys to school and the proportion of elderly people are weighed positively in the decision making process to recommend the provision of a crossing. No specific data is gathered in terms of disability, sexual orientation or race, however, site observations/ request details do provide some indication of demand from pedestrians with a mobility impairment. Whenever possible, these are factored into the decision making process.

The review assesses the level of demand for a crossing at a particular point, ensuring that the provision of a crossing meets the existing need for a specific facility to enable pedestrians to safely cross the road. This has a positive impact on people's ability to make journeys on foot, including elderly and disabled people and children.

There is a misconception that pedestrian facilities are only provided in the aftermath of a serious accident. The review provides a clear framework for assessment of sites and helps dispel such myths.

Age:

- **Older people** often require a longer time to cross and are unable / find it difficult to cross unless there are large gaps in traffic. The review collect information about the number of elderly people crossing at the location assessed.
- **Young people** are enabled to cross the road in relative safety and formal facilities help promote independence, for example on a journey to school. Installation of new facilities on a route to school may include specific road safety training for school

children on how to use the crossing.

Disabled people:

Formal crossing facilities include features which benefit disabled pedestrians such as dropped kerbs for wheelchair users and tactile paving to assist blind and partially sighted pedestrians. Signal controlled crossings also have tactile and audible signals corresponding to the 'green man' phase. At-grade crossings are more inclusive than bridges and underpasses and are accessible to all. Blind pedestrians do not have to judge the direction and speed of traffic and can cross in greater confidence at a formal crossing point.

The annual review provides an opportunity for members of the public (including disabled people) and for other bodies (such as schools) to request pedestrian facilities at specific locations. The requests receive proper consideration and the outcomes are based on an impartial assessment of need, including any special considerations (e.g. high proportion of children or elderly people crossing). This ultimately leads to installation of facilities which otherwise would not have been provided.

Action required:

No action required.

8b. Negative impact:

General

The review framework does not have negative impacts on equality characteristics. In terms of specific outcomes, potential negative impacts may be:

Traffic flows and congestion – increase in pedestrian facilities may produce delays on some congested routes. The type of facility is carefully considered for each specific location.

Age and Disability

Parking – if a crossing facility is provided this does remove kerbside parking, which may have a negative impact, particularly on elderly and disabled people. This does, however, depend on the frontage uses and restrictions will usually be quite limited in their extent.

If a site does not meet criteria for formal crossing facilities, the lack of such facility may impact most on children and elderly/ disabled people. Elderly and disabled people may be the most affected as they will find it more difficult to walk and cross at an alternative location, and will require additional time to cross. Blind people may also find it difficult or lack confidence to cross a busy carriageway without a dedicated facility. These factors are taken into consideration during site assessment, where relevant other more appropriate measures may be considered.

Action required:

General: Consultations on individual sites which do meet the criteria for provision at the detailed design stage to determine and overcome any potential negative impacts.

Age: 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.

Disabled people: Continue to note and give consideration to the needs of disabled people when recommending sites for the provision of a crossing.

9. Will this activity promote strong and positive relationships between the groups/communities/teams identified?

Yes

No

Please provide detail:

The provision of crossings helps overcome physical barriers and therefore links communities where severance by a busy road occurs. However, there is potential for one community to feel that they are being put at a disadvantage compared to neighbouring communities, if they receive their schemes and others do not. The assessment process aims to ensure that rational and fair decisions are made.

Action required:

- Continue to perform feasibility assessments on proposed schemes taking into account the needs of disabled people. Seek additional support /funding as required.
- Ensure that stakeholders are made aware of the funding pressures faced by the service in an attempt to manage expectations.
- Ensure transparency in the decision making process.

10. Does this activity bring groups/communities/teams into increased contact with each other (e.g. in schools, neighbourhood, workplace)?

Yes

No

Please provide detail:

Facilitating pedestrian journeys provides greater opportunities for residents and communities to meet and interact, e.g. on a journey to school.

Action required: None

11. Could this activity be perceived as benefiting one group/community/team at the expense of another?

Yes

No

Please provide detail:

The overall reduction in available funding may mean ultimately a reduction in the number of schemes implemented. This could lead to a perception in communities that they are less important. However, the approval of the need for the facility is secured through the objective assessment and does not reflect funding constraints. In the event of restricted funding prioritised schemes would be carried forward for future funding.

Action required:

Ensure transparency in the decision making process and in how reports are published.

12. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person
Continue to perform feasibility assessments on proposed schemes taking into account the needs of disabled people. Seek additional support /funding as required.	Ongoing	Annual report submitted to the Highways Board for approval.	Kasia Speakman
Ensure that stakeholders are made aware of the funding pressures faced by the service in an attempt to manage expectations.	Ongoing	Awareness through the media etc of the Councils current financial constraints	Gwyn Owen / Tim Parry
Ensure transparency in the decision making process.	Ongoing	Publication of reports and guidelines.	Kasia Speakman
Consult on individual sites at the detailed design stage to identify and help overcome any potential negative impacts	Ongoing	Increased public awareness & reduction in complaints	Design Teams.
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	Ongoing	Use and reference to the agreed frameworks as part of the decision process.	Kasia Speakman
Continue to note and give consideration to the needs of disabled people when recommending sites for the provision of a crossing	Ongoing	Use and reference to the agreed frameworks as part of the decision process.	Kasia Speakman

13. Governance, ownership and approval

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

Name	Job Title	Date
Andrew Hall	Head of Transport Policy (Acting)	September 2011

14. Monitoring progress for equality, diversity, cohesion and integration actions
(please tick)

- As part of Service Planning performance monitoring
- As part of Project monitoring
- Update report will be agreed and provided to the appropriate board
Please specify which board
- Other (please specify)

15. Publishing

Date sent to Equality Team	
Date published	