



Report to Chief Officer (Highways and Transportation)

Date: 07 April 2020

Subject: Design and Cost Report for the Pedestrian Crossing Review 2020/21

Capital Scheme Number: 33335

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Has consultation been carried out?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Will the decision be open 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

1. Main issues

- This report was drafted before the COVID-19 crisis. To expedite matters, no changes have been made at this stage but future reports will more fully reflect the current and ongoing situation.
- The aim of this report is to obtain the Chief Officer's Approval in Principal for:
 - i. The recommendations of this year's Pedestrian Crossing Review, conducted in accordance with the approved framework; and
 - ii. Implementation for schemes to be progressed in the annual programme.
- The report makes recommendations for 15 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 informal measures and would benefit the locality.
- Site recommendations have been prepared using the approved assessment framework (unless otherwise indicated), 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.

- The report then seeks approval to agree and authorise the preparation and delivery or a programme of works identified by the Annual Pedestrian Crossing Review and (unless otherwise indicated) funded from the Local Transport Plan from the 2020/21 financial year.

2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

The Best Council Plan 2019-2021 outlines how Leeds City Council will achieve the vision to become the best city in the UK. The plan highlights the aim to improve the safety of transport connections. The proposals contained in this report contribute to the Leeds vision, particularly introducing Sustainable Infrastructure, promoting Health and Wellbeing as well as being a Child Friendly and Age Friendly City. By minimising some of the negative effects of traffic we ensure that residents of Leeds can 'Move around a well-planned city easily', promoting sustainable transport and improving access to local facilities and developments.

3. Resource Implications

- The scheme proposals have no implications in terms of resources. All design and works resources will be accommodated within the 2020/2021 Work Programme.

Recommendations

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

- i) Note the contents 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 2020/2021 programme for introducing new formal and informal pedestrian crossings and upgrades to existing infrastructure; and give authority to commence the detailed design, consultation and implementation of the schemes described in Section 3 of the report and Appendix 2;
- iii) Give authority to incur expenditure of £390,000 inclusive of all works costs, fees and legal costs, which will be funded from the Local Transport Plan Transport Policy Capital Programme £360,000, and Section 106 funding £30,000;
- iv) Give authority to display notices on site under the provisions of Section 23 of the Road Traffic Regulation Act 1984 in order to inform the public of the proposed formal pedestrian 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 traffic calming to complement some of the proposed pedestrian crossings;
- vi) Give authority to request the City Solicitor to draft, advertise and implement, subject to no valid objections being received, a Traffic Regulation Order, Movement Order or Speed Limit Order, where required, to support the proposed pedestrian crossings; and

- vii) Agree 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.

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 2020/2021.

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 This review has been conducted in line with the crossing assessment framework and takes into account 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.
- 2.3 The annual crossing review and associated Crossing Assessment Framework is limited to those sites that have been requested by members of the public, elected members and other stakeholders, and takes into account existing demands and conditions. Other crossing proposals such as developer funded crossings are considered as part of the planning process. While the factors to be considered may include many or all of the above, along with other material planning considerations and predicted usage, they fall outside of the scope of the Annual Pedestrian Crossing Review and Crossing Assessment Framework. Such crossings may be subject to separate approval.
- 2.4 Leeds City Council also undertakes an annual review of all injury collisions within the metropolitan district, including a 'Cluster Site Analysis' of locations which see collisions rate below that which would require the location to be included on the 'Sites for Concern' or 'Lengths for Concern' annual documents. These Cluster Sites can then be further broken down to analyse the specific characteristics of each site. An exercise has been undertaken to identify collisions at zebra crossings from 2014 to date and where it has been determined possible, upgrades to existing infrastructure at these facilities will be considered to remedy these collision patterns.

3. Main issues

- 3.1 Leeds City Council undertook 56 Pedestrian Crossing Assessments in the last 12 month period, with 15 sites being taken forward. The results of the assessment and recommendations are summarised in Appendix 2. Appendix 3 summarises those other sites assessed but not in receipt of recommended works within this project.
- 3.2 After carrying out assessments of all requests, Leeds City Council is recommending crossing facilities at the following sites, which will form the basis for the Local Transport Plan funded delivery programme:

	Site Location	Information and Justification
1)	A6110 Ring Road Bramley, Bramley	<p>The location is situated close to the roundabout with the B6154 Pudsey Road, known locally as the 'Wickes Roundabout', specifically on the section leading to and from the Stanningley By-Pass. The location in question is a two lane dual carriageway subject to a 40mph speed limit. At present there are limited informal pedestrian crossing facilities close to the roundabout but pedestrians are noted to cross in the vicinity of the bus stop lay-bys, as this extra distance from the roundabout allows pedestrians to better judge vehicle actions. There are no pedestrian facilities in the immediate vicinity of the bus stop lay-bys. It would be difficult to recommend a formal pedestrian crossing due to safety concerns, specifically inadequate forward visibility for approaching vehicles of any traffic signals, due to the road geometry. Any formal provision would require significant alteration to the highway alignment, at prohibitive cost. In light of the need to better cater for the pedestrian crossing desire line, it is therefore recommended to introduce informal dropped crossing facilities to the north-west of the bus stop lay-bys with a footway link on the south-eastern side of the carriageway to other existing footway provision.</p> <p>Recommended: Informal measures.</p>
2)	Shadwell Lane, Alwoodley	<p>The location is situated on a primary local distributor route with an average daily traffic flow of 9930 vehicles and is subject to a 40mph speed limit. The specific area surveyed is at the junction with Linton Avenue, which is utilised to access the wider housing area to the north of Shadwell Lane. Two bus stops are also in-situ in the immediate vicinity. The location is noted as being on a well-established walking route to local schools and sees high usage in the morning and afternoon periods and in light of this it is recommended to introduce a zebra crossing facility to promote this walking route and support</p>

		<p>existing sustainable transport choices.</p> <p>Recommended: Zebra crossing.</p>
3)	Long Thorpe Lane, Lofthouse	<p>The location is situated on the B6135 and specifically in the immediate vicinity of The Rodillian Academy. The location is subject to a 20mph speed limit with vertical traffic calming features, with informal pedestrian crossing facilities also. In light of a recent injury collision to a child pedestrian, the area was assessed and it was determined that the improvement to pedestrian safety through the introduction of a formal pedestrian crossing facility, along with general benefit to the local area would positively impact Long Thorpe Lane, local residents and students at The Rodillian Academy. The scheme will also complement general walking routes in the area, including to the nearby Rothwell Greenway, further west along Long Thorpe Lane.</p> <p>Recommended: Zebra crossing.</p>
4)	High Street, Yeadon	<p>The location is situated on a main local distributor route into Yeadon, by the junction with Cemetery Road and outside The Albert public house. The area serves a number of commercial properties, residential properties as well as recreational facilities such as Tarnfield Park in the immediate vicinity. The daily traffic flow is in excess of 10000 vehicles. A high level of on-street parking, junction movements and relative absence of informal pedestrian crossing facilities can make crossing High Street in this area difficult and waiting times can be excessive. With a view to supporting pedestrians in this area and the benefit to local commercial properties by providing a further link between the eastern and western areas of High Street, it is proposed to introduce a zebra crossing facility.</p> <p>Recommended: Zebra crossing.</p>
5)	Pepper Road, Hunslet	<p>The location is on a local distributor route, with residential properties and the Parnaby Tavern public house in the immediate vicinity. The road is within a 20mph zone and traffic calming is present, as well as a relatively severe bend in the road. There have been two injury collisions in the last five year period, both caused by excessive speed. Residents have consistently reported concerns regarding crossing the road due to frequency and speed of vehicles. This is seen to act as a severance to a walking route to the nearby Hunslet Carr Primary School. It is considered appropriate therefore to introduce a zebra crossing along with an additional piece of</p>

		<p>traffic calming, to assist in safe crossing practices and to encourage slower driver speeds.</p> <p>Recommended: Zebra crossing and speed hump.</p>
6)	Church Lane, Adel	<p>The location is on a local route that is often used by local residents to avoid the busier A660 Otley Road through Adel and is subject to a 30mph speed limit. The route serves residential properties, as well as providing access to a local historic church, a well-attended sports club, a highly visited planted garden, a golf club and a recreational ground. The route proceeds further north towards other areas such as Eccup and Arthington. The crossing location is by a public right of way leading across the recreational ground that is well-used, but also by parents and children attending Adel St. John The Baptist Primary School who reside west of the A660. The eastern footway of Church Lane is relatively narrow and would require some additional work to provide a sufficient footway width linking the crossing to the recreational ground. It is recommended to provide a zebra crossing to effectively complete this walking route.</p> <p>Recommended: Zebra crossing and footway widening.</p>
7)	Spenn Lane, West Park	<p>The location is on a highly trafficked local distributor route, carrying 17000 vehicles per day on average. The route is subject to a 30mph speed limit. Abbey Grange Church of England Academy and Lawnswood School are in the vicinity and Spenn Lane serves as part of the walking route to these schools. Considering the high traffic volume, crossing the road in a safe manner can prove difficult and the particular location (between Old Oak Drive and Queenswood Drive) is particularly busy. The provision of a formal pedestrian crossing facility would support the local walking route and promote sustainable transport choices, particularly for child pedestrians on their route to the nearby schools, as well as elderly persons accessing the nearby day centre.</p> <p>Recommended: Zebra crossing.</p>
8)	A6120 Broadway, Horsforth	<p>The location is centred on an existing carriageway refuge adjacent to the junction with Stanhope Drive, which acts as an informal crossing feature. The road, being part of the Leeds Outer Ring Road, is a major strategic route and carries 20000 vehicles per</p>

		<p>day and is subject to a 40mph speed limit. The strategic route acts as a severance to walking routes between the two 'halves' of Horsforth. This particular area is popular for parents/carers and children accessing one of three primary schools at either end of Stanhope Drive. The existing facility is substandard in width and does not safely cater for a parent/carer with a pushchair and so can be intimidating for such pedestrians. A 2019/2020 road safety scheme further west on Broadway is being introduced to provide carriageway refuges of a sufficient width, with minor carriageway widening to accommodate abnormal load routes. Considering the nearby presence of wider it is recommended to introduce a wider carriageway refuge with associated carriageway widening to accommodate abnormal loads in this area, which continues to provide a consistent approach to safe crossing points along this strategic route.</p> <p>Recommended: Wider carriageway refuge and carriageway widening.</p>
9)	Queensway, Yeadon	<p>The location is centred on an existing informal crossing point outside a local convenience store. The route is a well-used local distributor route carrying on average 10000 vehicles per day. There is a lay-by immediately present in which drivers park and cross the road to the convenience store. There are other local pedestrian demands to Nunroyd Park, to the south of Queensway, and access to Queensway Primary School to the north. A previous scheme undertaken in 2015 introduced a raised plateau with informal crossing facilities. Concerns centre on the speed of traffic along Queensway from the east dissuading pedestrians from using this walking route. Whilst the assessment conducted does not recommend the introduction of formal pedestrian crossing facilities, informal facilities exist. Considering the concerns raised, it is recommended to introduce additional traffic calming features to the east of the noted informal crossing facility to encourage a more compliant traffic speed.</p> <p>Recommended: Additional vertical traffic calming features.</p>
10)	Wykebeck Valley Road, Gipton	<p>The location is at the mini-roundabout junction with Oakwood Lane. Both routes are local distributors for the area, with Wykebeck Valley Road carrying on average 10000 vehicles per day and Oakwood Lane 5500 vehicles per day on average. St. Nicholas Catholic Primary School is in the immediate vicinity and the route across Wykebeck Valley Road forms part of a popular walking route to and from the</p>

		<p>school for parents/carers and their children. There is currently no provision for pedestrians to cross Wykebeck Valley Road and considering the proximity to the busy mini-roundabout, this can be difficult. Whilst the assessment did not justify the introduction of a formal pedestrian crossing facility, it is considered appropriate to introduce an informal facility to assist crossing manoeuvres at this point.</p> <p>Recommended: Carriageway refuge and associated footway works.</p>
11)	Austhorpe Road, Cross Gates	<p>The location is a local distributor route through the centre of Cross Gates, carrying on average 7000 vehicles per day and is subject to a 30mph speed limit. The specific location is by Manston Park and is on a walking route for parents/carers and their children to the two primary schools to the north of the site. Whilst the assessment process has not identified this site as requiring a formal pedestrian crossing facility, it is noted that there are crossing movements taking place and these could be better facilitated through the introduction of accessible crossing points centred on the junction of Austhorpe Road with Chesnut Avenue.</p> <p>Recommended: Informal crossing facilities.</p>
12)	Westerton Road, Tingley	<p>The location is on a local distributor road, serving the West Ardsley area and carries on average 5500 vehicles per day and has a speed limit of 30mph. The specific location is centred on a local convenience store, by the junction with Smithy Lane. Bus stops are present in the immediate vicinity. There are identified pedestrian crossing manoeuvres in this area considering the local amenities and whilst the assessment process could not recommend the introduction of a formal crossing facility, it is recommended that a carriageway refuge be introduced to facilitate these manoeuvres. The facility will allow for safer crossing movements for all pedestrians over this wide road. A refuge would have the added benefit of addressing local concerns regarding the speed of traffic. Parking exists in this area currently, to ensure that traffic can pass the refuge safely and not be impeded by parked vehicles, a Traffic Regulation Order will be required to introduce lengths of 'No waiting at any time' around the new provision.</p> <p>Recommended: Carriageway refuge, associated footway works and Traffic Regulation Order.</p>
13)	Wood Lane, Rothwell	<p>The location is on a local distributor road into Rothwell which carries on average 6000 vehicles</p>

		<p>per day and is subject to a 30mph speed limit. The specific location is in the vicinity of the junction with Manor Road, which officers have observed to be a well-used junction. The location can be difficult for pedestrians to cross due to the varying vehicular movements and this can make crossing uncomfortable, causing pedestrians to make unsuitable crossing manoeuvres at times. Whilst the assessment process cannot support the introduction of a formal pedestrian crossing process, the assessment recommends the introduction of a carriageway refuge to allow pedestrians to safely cross one side of the road at a time.</p> <p>Recommended: Carriageway refuge and associated footway works.</p>
14)	Princes Avenue, Roundhay	<p>This location is a local distributor route through Moortown, Oakwood and Roundhay, carrying on average 13000 vehicles per day. The specific location is centred on the entrance to the 'Tramstop Car Park' and is subject to a 30mph speed limit, however a 40mph speed limit begins immediately to the south. This location is extremely well used during bank holidays, weekends and times of good weather, by visitors to Roundhay Park and Tropical World. The car park is generally full, causing substantial on-street parking in this area, including on the western side of Princes Avenue and into the Lidgett Park area. Those pedestrians who are heading to Roundhay Park from this area must cross Princes Avenue with no formal or informal facilities. Whilst the assessment does not support the introduction of a formal crossing facility, the location does support the introduction of informal measures. Considering the occasional high use and particularly those parents/carers with children, it is felt that carriageway refuges would provide a safe waiting area to cross the carriageway in two halves as well as providing a change of environment for those drivers heading north from Oakwood to Roundhay.</p> <p>Recommended: Two carriageway refuges and associated footway works.</p>
15)	A639 Church Side, Methley	<p>The location is on an A-classified strategic route in south-east Leeds, carrying on average 11400 vehicles per day. The road is subject to a 30mph speed limit. There is an existing zebra crossing facility in this location, between the bowling club and Boundary House public house. Officers have received regular reports regarding drivers being unsighted of the facility when approaching from either direction, due to the bends in the road.</p>

		<p>Furthermore, the crossing is not constructed to current crossing width or lighting standards and the footway widths are substandard. There is sufficient carriageway width to accommodate widening of the footway safely and this would improve forward visibility of the facility for drivers as well as giving pedestrians a greater visibility splay. Local lighting upgrades would be beneficial also in highlighting the crossing and any pedestrian utilising the facility.</p> <p>Recommended: Footway widening, local lighting upgrades to current standards and other footway works to enhance the facility.</p>
--	--	---

3.3 Following the Cluster Site Analysis, as described in paragraph 2.4, the following zebra crossing sites have been identified as having injury collisions. Leeds City Council recommends that the following upgrades to the existing infrastructure are undertaken:

	Site Location	Information and Justification
1)	A643 Victoria Road, Morley	<p>The location is situated outside Morley Victoria Primary School, immediately adjacent to the mini-roundabout junction with Asquith Avenue. In the period 2014 to date there have been six injury collisions, resulting in twelve casualties.</p> <p>Recommended: Upgrade of the belisha beacons to a full local street lighting system with mid-mount LED belisha beacons.</p>
2)	Belle Isle Road at its junction with East Grange Drive and West Grange Drive, Belle Isle	<p>The location is situated on the crossroads junction of Belle Isle Road with East Grange Drive and West Grange Drive. The junction is staggered through the central reservation of the dual carriageway. The existing facilities are constructed upon raised plateau features, which are noted to have a shallow on-ramp, therefore not providing a significant speed calming feature as desired. In the period 2014 to date there have been five injury collisions, resulting in eight collisions.</p> <p>Recommended: Adjustment to the existing on-ramps to the plateaus, making these more severe than at present therefore encouraging drivers to slow on approach to the crossing facilities.</p>
3)	B6159 Potternewton Lane, Chapel Allerton – West of A61 Scott Hall Road	<p>The location is situated approximately 25 metres west of the roundabout junction with A61 Scott Hall Road, a major arterial route. Potternewton Lane is a local distributor route and the facility serves as a link between local residential properties and the amenities that are located in the vicinity of the roundabout junction. In the period 2014 to date there</p>

		<p>have been four injury collisions, resulting in five casualties.</p> <p>Recommended: Upgrade of the belisha beacons to a full local street lighting system with mid-mount LED belisha beacons.</p>
4)	Easy Road, Cross Green	<p>The location is situated close to the junction of Temple View, with Richmond Hill Academy and other local amenities in close proximity. The facility also provides for a walking link to the residential area situated between Easy Road and Cross Green Lane. In the period 2014 to date there have been three injury collisions resulting in three casualties.</p> <p>Recommended: Upgrade of the belisha beacons to a full local street lighting system with mid-mount LED belisha beacons. Provision of a speed plateau at the crossing to encourage drivers to slow on approach to the crossing facility.</p>
5)	Queensway, Yeadon	<p>The location is situated south-east of the junction with Tennyson Street. The location forms part of a well-used walking route to the nearby Queensway Primary School, as well as Nunroyd Park to the south. In the period 2014 to date, there have been two injury collisions, resulting in two casualties.</p> <p>Recommended: Upgrade of the belisha beacons to a full local street lighting system with mid-mount LED belisha beacons.</p>

3.4 It is intended that crossings in Section 3.2 will form part of the 2020/2021 Integrated Transport Capital Programme, based on the allocation from the Local Transport Plan Transport Policy Capital Programme of £360,000.

The scheme proposals are to be included on the Annual Programme and it is expected that the proposals will be within the 2020/2021 financial year, subject to the Chief Officer (Highways and Transportation) approving the contents of this report.

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 other representative groups. At this stage, the detail and prioritisation has been assembled with input from the relevant officers from the Highways and Transport service disciplines, but as the works programme develops, consultation on individual projects will be carried out.
- 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 the final detailed schemes being progressed. This will include any relevant statutory process, such as 90C notices and where any objections are received, these will be formally reported to the Chief Officer (Highways and Transportation).

- 4.1.3 West Yorkshire Combined Authority and the Emergency Services will also be fully consulted on all proposals prior to individual final detailed schemes being progressed.
- 4.1.4 The Executive Board Member for Climate Change, Transport and Sustainable Development was briefed on the proposals on 16th March as part of the Key Decision process. The Executive Board Member raised no objections within that briefing to the proposals contained within this report.
- 4.1.5 For Wards where Pedestrian Crossing Assessments have been conducted and works not being taken forward, a summary of the Assessment will be provided to Ward Members for their information.

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 4. 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, 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.

4.2.6 The proposals contained in this report are in accordance with the West Yorkshire Transport Plan 2011-2026 and the three objectives of the Plan:

1. "Economy. To improve connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region." This will be achieved through the introduction of measures to promote walking, typically in areas of higher commercial use.
2. "Low Carbon. To make substantial progress towards a low carbon, sustainable transport system for West Yorkshire, while recognising transport's contribution to national carbon reduction plans." By providing the facilities noted within this report, Leeds City Council aims to promote sustainable transport choices, particularly walking, which will contribute positively to the Climate Emergency.
3. "Quality of life. To enhance the quality of life of people living in, working in and visiting West Yorkshire." By improving the road safety and pedestrian accessibility at varying sites in Leeds, we aim to provide a higher standard of living for residents and visitors to the city.

4.2.7 Climate Emergency

The Pedestrian Crossing Review seeks the introduction of formal and informal pedestrian crossing facilities at various locations across the city. The measures all support and maintain sustainable transport choices, encouraging residents of Leeds to walk to a destination rather than take a private vehicle and therefore reducing potential greenhouse gas emissions and contributing positively to the Climate Emergency.

4.3 Resources, procurement and value for money

4.3.1 The proposed pedestrian crossings are estimated to cost £390,000 inclusive of any legal fees, design fees and works costs. £360,000 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.

4.3.2 A further £30,000 will be funded via a Section 106 Agreement to fund off-site highway works in the vicinity of the site contained within the planning approval granted to application 13/04008/OT. This funding will be assigned to the introduction of the Church Lane, Adel zebra crossing site, as detailed within paragraph 3.2, site 6.

Funding Approval :	Capital Section Reference Number :-						
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST				
	£000's	2020 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023 on £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				
	£000's	2020 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	314.5			314.5			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	75.5			75.5			
OTHER COSTS (7)	0.0						
TOTALS	390.0	0.0	0.0	390.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL	TO MARCH	FORECAST				
	£000's	2020 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023 on £000's
Section 106 Receipt	30.0			30.0			
LTP Government Grant	360.0			360.0			
Total Funding	390.0	0.0	0.0	390.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Parent Scheme:

Title: Transport Policy LTP Capital Programme

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

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

4.5 Risk management

4.5.1 There are no direct risk issues over and above those expected when working in the public highway, generated by the proposals contained within this report. All the schemes will be safety audited 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. The introduction of the individual schemes will mitigate existing risks to pedestrians noted at the particular locations in question. Completed schemes will then be monitored and safety audited again to ensure the implemented design is appropriate.

4.5.2 Due to the ongoing national Covid-19 situation, there is a risk that during a prolonged period of lockdown that contractors may cease operation or that specific

highway works will be suspended, which could impact on the delivery of the 2020/21 Pedestrian Crossing Review.

5. Conclusions

5.1 The Pedestrian Crossing Review 2019 assessed 47 new sites where crossing facilities were requested as well as carry over locations from previous Pedestrian Crossing Reviews and has put forward 15 sites to be funded through the West Yorkshire Local Transport Plan where sites meet current criteria, as detailed in Appendix 1, or identified in the planning process. It is hoped that these will help overcome some of the barriers to active travel and promote sustainable transport in light of the Climate Emergency.

6. Recommendations

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

- i) Note the contents 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 2020/2021 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;
- iii) Give authority to incur expenditure of £390,000 inclusive of all works costs, fees and legal costs, which will be funded from the Local Transport Plan Transport Policy Capital Programme £360,000, and Section 106 funding £30,000;
- iv) Give authority to display notices on site under the provisions of Section 23 of the Road Traffic Regulation Act 1984 in order to inform the public of the proposed formal pedestrian 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 traffic calming to complement some of the proposed pedestrian crossings;
- vi) Give authority to request the City Solicitor to draft, advertise and implement, subject to no valid objections being received, a Traffic Regulation Order, Movement Order or Speed Limit Order, where required, to support the proposed pedestrian crossings; and
- vii) Agree 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.

7. Background documents¹

7.1 None.

8. Appendices

8.1 Appendix 1 – Crossing Assessment Framework.

8.2 Appendix 2 – Site Specific Recommendations.

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.

- 8.3 Appendix 3 – List of All Pedestrian Crossing Sites.
- 8.4 Appendix 4 – Pedestrian Crossing Review Equality Impact Assessment.

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 instance 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 are at the lower end of speed and traffic range zebra crossings will be preferred.
7. For the avoidance of doubt developer funded crossings are considered as part of the planning process and fall outside of the scope of the Annual Pedestrian Crossing Review and associated Crossing Assessment Framework.

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

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): (0) Very easy - no difficulty within a few seconds (0) Easy - short wait up to 30 seconds (1) Moderate difficulty - wait of up to one minute (2) Difficult - more than a one minute wait (3) Very difficult - long wait of two minutes or more (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)	

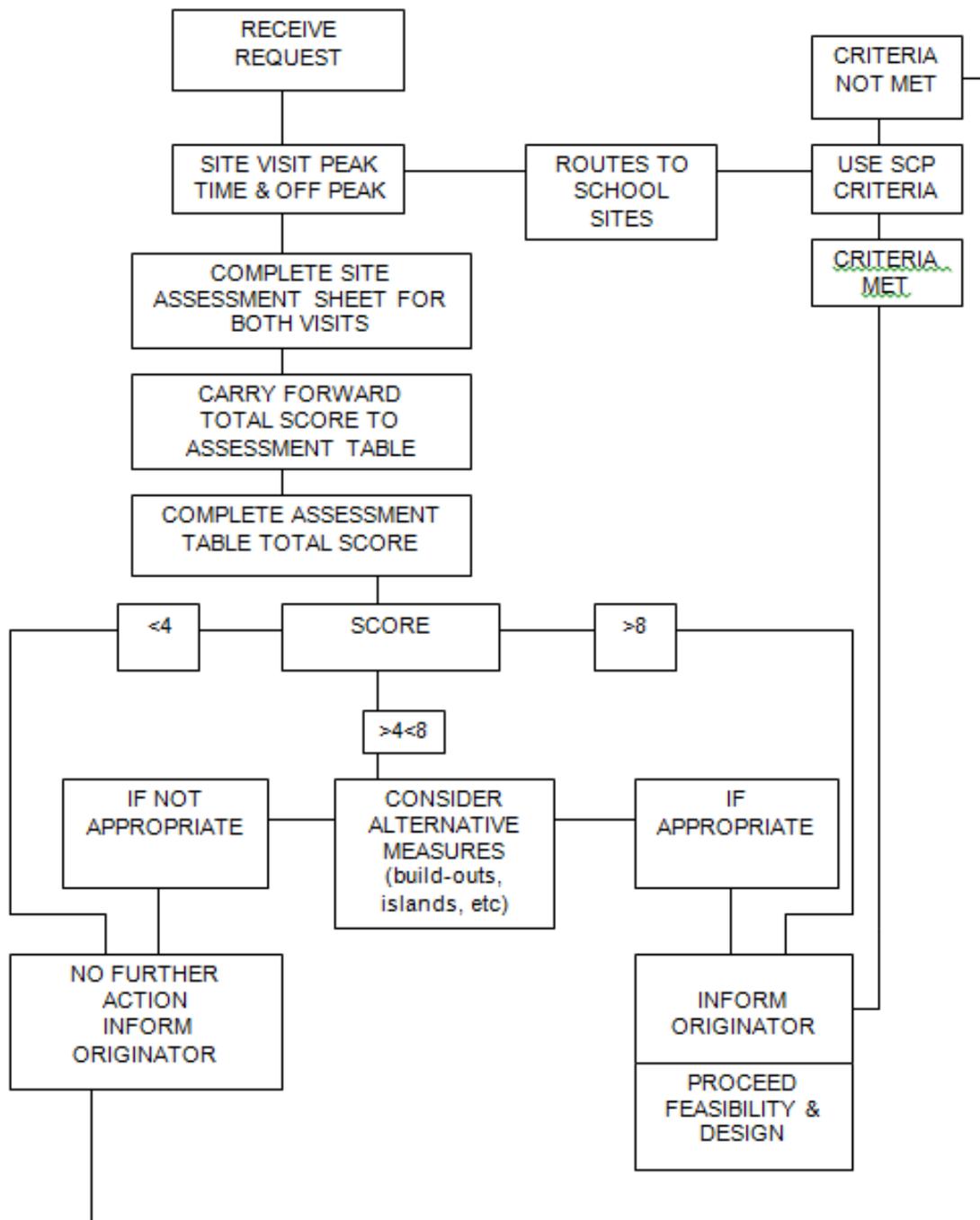
Pedestrian volumes per hour at busiest hours:

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.
- 8) For the avoidance of doubt developer funded crossings are considered as part of the planning process and fall outside of the scope of the Annual Pedestrian Crossing Review and associated Crossing Assessment Framework.

Appendix 2 – Site Specific Recommendations

No.	Location	Ward	Proposed	All Day Activity		Busiest 2hrs		Assist access to facilities	Assists school journeys	Assessment Scoring								Accidents
				Traffic Flow (2 way)	Ped Flow (2 way)	Average Traffic Flow	Average Ped Flow			Traffic Impact	Crossing Impact	Public Interest	Traffic Speed	Highway Assessment	Road Safety	PV2 Rating	Total	
1	A6110 Ring Road Bramley, Bramley	Bramley & Stanningley and Pudsey	Informal measures	25852	119	5410	30	No	Yes	0	0	2	2	3	0	4	11	1 slight
2	Shadwell Lane/Linton Avenue Junction, Alwoodley	Alwoodley	Zebra crossing	7955	264	799	88	Yes	Yes	2	2	2	0	1	0	2	9	1 serious, 3 slight
3	Long Thorpe Lane, Lofthouse	Ardsley & Robin Hood	Zebra Crossing	2861	906	546	283	No	Yes	1	1	2	1	0	1	3	9	1 serious, 1 slight
4	High Street, Yeadon	Otley & Yeadon	Zebra Crossing	10857	287	1060	38.5	Yes	No	2	2	0	0	1	1	2	8	Zero
5	Pepper Road, Hunslet	Hunslet & Riverside	Zebra Crossing & traffic calming	4253	193	531	22	Yes	Yes	2	2	1	1	1	1	1	8	1 serious, 1 slight
6	Church Lane, Adel	Adel & Wharfedale	Zebra Crossing	4502	380	451	63	Yes	Yes	2	0	2	0	0	0	4	8	1 slight
7	Spen Lane, West Park	Kirkstall	Zebra Crossing	16050	81	1636	15	Yes	Yes	1	1	2	0	2	0	1	7	4 slight
8	A6120 Broadway, Horsforth	Horsforth	Informal measures	18043	317	1612	68	Yes	Yes	1	1	2	0	0	0	3	7	4 slight
9	Queensway, Yeadon	Guiseley & Rawdon and Otley & Yeadon	Traffic calming	9641	267	1050	45	Yes	Yes	1	0	1	0	1	0	3	6	Zero
10	Wykebeck Valley Road/ Oakwood Lane Junction, Gipton	Gipton & Harehills	Informal measures	8663	141	1622	61	Yes	Yes	1	1	0	0	1	0	3	6	Zero
11	Austhorpe Road, Cross Gates	Cross Gates & Whinmoor	Informal measures	7427	381	805	61	Yes	Yes	2	0	0	0	1	0	3	6	Zero
12	Westerton Road, Tingley	Ardsley & Robin Hood	Informal measures	3880	396	452	60	Yes	No	2	0	2	0	0	0	2	6	Zero
13	Wood Lane, Rothwell	Rothwell	Informal measures	4395	116	468	17	Yes	Yes	1	1	1	0	0	1	0	4	1 serious, 2 slight
14	Princes Avenue, Roundhay	Roundhay	Informal measures	12851	26	1145	5	Yes	No	3	3	0	0	1	0	0	7	Zero
15	A639 Church Side, Methley	Kippax & Methley	Upgrade to existing infrastructure	Proposals based on crossing facility being substandard													1 slight	

16	A643 Victoria Road, Morley	Morley North and Morley South	Upgrade to existing infrastructure	Proposals based on existing injury collision record	6 collisions, 12 casualties
17	Beeston Road/Malvern Road Junction, Beeston	Beeston & Holbeck	Upgrade to existing infrastructure	Proposals based on existing injury collision record	5 collisions, 8 casualties
18	Belle Isle Road/East Grange Drive/West Grange Drive Junction, Belle Isle	Middleton Park	Upgrade to existing infrastructure	Proposals based on existing injury collision record	5 collisions, 8 casualties
19	Potternewton Lane, Chapel Allerton	Chapel Allerton	Upgrade to existing infrastructure	Proposals based on existing injury collision record	4 collisions, 5 casualties
20	Easy Road, Cross Green	Burmantofts & Richmond Hill	Upgrade to existing infrastructure and traffic calming	Proposals based on existing injury collision record	3 collisions, 3 casualties

Appendix 3 – List of All Pedestrian Crossing Sites

Location	Ward	Assessment Score	Comments
A58 Leeds Road, Collingham	Harewood	4	There are very low numbers of pedestrians crossing per day. The assessment score does not meet the requirements to justify the introduction of a formal facility. The carriageway is not wide enough to introduce a refuge without significant widening, at a prohibitive cost. Crossing demand centred on bus stops, which would need to be moved to accommodate a carriageway refuge.
A58 Wetherby Road (by Hetchell View), Bardsey	Harewood	2	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Very low numbers of pedestrians crossing per day.
A61 Harrogate Road (near to Fairfield Court), Alwoodley	Alwoodley	5	The assessment score does not meet the requirements to justify the introduction of a formal facility. Informal facilities are already present on site.
A65 Abbey Road (by Vesper Gate Drive), Kirkstall	Kirkstall	4	The assessment score does not meet the requirements to justify the introduction of a formal facility. Whilst the existing splitter island is not suitable for pedestrians, there is not the sufficient carriageway or footway widths available to widen this facility to a suitable level.
A639 Leeds Road (sliproad to First Avenue), Rothwell	Rothwell	1	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Very low numbers of pedestrians crossing per day.
A656 Ridge Road (by bridleway to Kippax), Micklefield	Kippax & Methley	5	The assessment score does not meet the requirements to justify the introduction of a formal facility. Very low numbers of pedestrians crossing per day. It was noted that significant work would be required to the bridleway to Kippax for this to become a viable, regular walking route. The footway on the west side would also require widening.
A657 Carr Road (east of Fraser Road), Calverley	Calverley & Farsley	1	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Low pedestrian demand throughout the day.
A657 Carr Road (east of St. Stephen's Road), Calverley	Calverley & Farsley	1	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Low pedestrian demand throughout the day.
A660 Leeds Road (east of Otley By-Pass), Otley	Otley & Yeadon	2	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Very low numbers of pedestrians crossing per day. Some benefit to the introduction of a measure through reduction in traffic speeds.
A660 Otley Road (near to junction with The Crescent), Adel	Adel & Wharfedale	5	The assessment score does not meet the requirements to justify the introduction of a formal facility. The carriageway is not wide enough to introduce a refuge without significant widening, at a prohibitive cost. Previous attempts to introduce such a facility in this area were met with objections.
A6120 Ring Road Seacroft (by Monkswood Gate), Whinmoor	Cross Gates & Whinmoor/ Killingbeck & Seacroft	4	The assessment score does not meet the requirements to justify the introduction of a formal facility. Informal facilities are already present on site and are noted to be used satisfactorily.
Apperley Lane (by The Princess public house), Rawdon	Guiseley & Rawdon	2	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Very low numbers of pedestrians crossing per day.
Austhorpe Lane (by Wansford Close), Austhorpe	Cross Gates & Whinmoor	0	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Very low numbers of pedestrians crossing per day.
Cartmel Drive (north of Neville Road), Halton	Temple Newsam	5	The assessment score does not meet the requirements to justify the introduction of a formal facility. Informal facilities are already present on site which satisfy the current school time crossing requirements. Parking restrictions are to be introduced which will better regulate parking practices, making crossing easier for pedestrians.
Church Lane (by Manston Primary School), Cross Gates	Cross Gates & Whinmoor	7	The assessment score does not meet the requirements to justify the introduction of a formal facility. Traffic volumes are low and crossing movements are centred on school times only, with little demand outside this time. Crossing Church Lane is not seen to be difficult at any time.
Coal Hill Lane, Bramley	Bramley & Stanningley	0	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Low numbers of pedestrians crossing per day.
Farnley Lane (by Riverside Crescent), Otley	Otley & Yeadon	2	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Low numbers of pedestrians crossing per day.

Fartown (near Littlemoor Crescent South), Pudsey	Pudsey	2	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Low numbers of pedestrians crossing outside of the school opening and closing period, which is catered for with a Crossing Patrol.
Harper Lane (by High Street roundabout), Yeadon	Otley & Yeadon	8	Assessment score qualifies for a formal facility. However as the location is immediately upon a roundabout, any crossing would introduce safety concerns for pedestrians where vehicles do not stop. Any waiting vehicles increases the chance of nose-to-tail collisions, as well as causing congestion onto the roundabout. Existing informal facilities exist including a splitter island, allowing pedestrians to cross the carriageway in two separate motions. No further measures are proposed.
High Street (by Club Row), Yeadon	Otley & Yeadon	5	The assessment score does not meet the requirements to justify the introduction of a formal facility. Any facility would require the removal of residential parking. Furthermore, forward visibility of the location is poor for westbound traffic and it is not considered suitable to consider the introduction of measures at this time.
High Street (by Dam Lane), Yeadon	Otley & Yeadon	5	The assessment score does not meet the requirements to justify the introduction of a formal facility. Low numbers of pedestrians crossing per day, although location is adjacent to the entrance to Yeadon Tarn Park. This location will be reassessed in the summer months to determine if there are higher numbers of pedestrians.
High Street (by Moorfield Crescent), Yeadon	Otley & Yeadon	3	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Low numbers of pedestrians crossing per day. Existing informal facilities are present which cater for the current demand.
Holt Park Road (by entrance to Holt Park Shopping Centre), Holt Park	Adel & Wharfedale	3	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Average number of pedestrians cross the road per day however it was noted as being difficult to cross in the area surveyed.
Kirkstall Hill, Kirkstall	Kirkstall	8	Assessment score qualifies for a formal facility. Crossing demand is centred on walking routes to nearby Primary Schools. Difficult to recommend a formal facility at the location surveyed, as a speed camera and two bus stops would require moving to an alternate location. Furthermore, being just beyond the brow of the hill there is reduced forward visibility for oncoming traffic, increasing possible safety concerns for pedestrians on the facility. There is an existing zebra crossing approximately 180 metres away that also serves the walking routes to the same Primary Schools.
Lidget Hill (junction with Cemetery Road), Pudsey	Pudsey	11	Assessment score qualifies for a formal facility. A formal facility would remove short stay on street parking outside a number of commercial premises. The route also sees existing congestion throughout the day and is close proximity to the main signalised junction in Pudsey. It is felt that the introduction of a formal facility would increase congestion and have a detrimental impact on the nearby signals, as well as being detrimental to the safe movement of traffic around the Cemetery Road/ Mount Pleasant Road/ Richardshaw Lane crossroads. Subsequently, it is not recommended to introduce any additional facilities at this location.
Lidgett Lane (by Police Station), Garforth	Garforth & Swillington	6	The assessment score does not meet the requirements to justify the introduction of a formal facility. High number of pedestrians a day, albeit focussed on the nearby Garforth Academy. Existing informal facilities exist in the location which cater for the existing demand and it is not proposed to introduce any further measures.
Long Causeway (junction with St. Helen's Lane), Adel	Adel & Wharfedale	4	The assessment score does not meet the requirements to justify the introduction of a formal facility. Low numbers of pedestrians crossing through the day. Some localised informal measures could be supported, but could not be incorporated into Review this year.
Moor Road (by Middleton Railway), Hunslet	Hunslet & Riverside	3	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures.
North Street (by junction with Melbourne Street), Sheepscar	Little London & Woodhouse	3	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Existing measures exist nearby that cater for the demand from the Building College.
Oakwood Lane (by junction with Montagu Place), Roundhay	Roundhay	5	The assessment score does not meet the requirements to justify the introduction of a formal facility. Whilst the route is relatively well used by pedestrians, the buildability of any informal measures is questionable due to the presence of statutory undertakers equipment and other locations will instead be taken forward.
Old York Road (by Seacroft Village Hall), Seacroft	Killingbeck & Seacroft	4	Assessment score does not justify a formal facility. An existing carriageway refuge is already in situ which is noted to be well used and caters for the current crossing demand. There are no plans for further works at this location.

Oxford Road (by Hornbeam Court), Guiseley	Guiseley & Rawdon	7	The assessment score does not meet the requirements to justify the introduction of a formal facility. Whilst the number of pedestrians crossing is high, it is not noted to be difficult to cross. Furthermore, a significant proportion of the demand centres on the bus stops, which would need to be moved to an alternate location to allow for the construction of a formal or informal facility. It is likely there would also be significant impact on local residential parking. Subsequently it is not proposed to carry forward any measures within this Review.
Princes Avenue (by bus stop 45013675), Roundhay	Roundhay	4	Assessment score does not justify a formal facility. Location is isolated away from areas with higher pedestrian usage. Forward visibility for pedestrians and road users is excellent and it was not noted as being difficult to cross the carriageway in this location. There are no plans for further works at this location.
Rodley Lane (by Brookfield Avenue), Rodley	Calverley & Farsley	2	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Very low numbers of pedestrians crossing per day.
Silver Lane (by Suffolk Court), Yeadon	Otley & Yeadon	5	The assessment score does not meet the requirements to justify the introduction of a formal facility. There is a separate scheme being proposed for the junction of Silver Lane with High Street that will accommodate informal crossing measures.
Smeaton Approach (outside John Smeaton Academy), Manston	Cross Gates & Whinmoor	4	Assessment score does not justify a formal facility. Informal facilities are already present on site which satisfy the current school time crossing requirements.
Stainbeck Lane (by junction with Miles Hill Terrace), Meanwood	Chapel Allerton	4	Assessment score does not justify a formal facility. Whilst there is a high level of pedestrian movement, the vehicular traffic speeds through this section are low and forward visibility is good in both directions for pedestrians and road users. Regular breaks in the traffic flow to make crossing easy. No works to be carried forward at this time.
Tyersal Road (by junction with Tyersal Walk), Tyersal	Pudsey	3	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Very low numbers of pedestrians crossing per day.
Wide Lane (by Bedale Court), Morley	Morley South	5	The assessment score does not meet the requirements to justify the introduction of a formal facility. There are low numbers of pedestrians crossing per day. The current demand is centred on the bus stops and these will require moving to accommodate a facility. There is likely to be a large and negative impact on resident parking in the area as a result of any measures. It is not proposed to undertake any works at this time.
Wood Lane (by Back Haigh Road), Rothwell	Rothwell	9	Assessment score qualifies for a formal pedestrian crossing facility. However, the crossing demand is centred on school opening and closing times and a school crossing patrol operates in the location. Traffic calming measures are present which provide an accessible crossing point. There would be some loss to kerbside residential parking provision through the introduction of a formal facility. It is felt that the location is currently well served at its busiest time of use and subsequently no works will be carried forward at this time.
Wood Lane (by St. George's Crescent), Rothwell	Rothwell	2	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Very low numbers of pedestrians crossing per day.

Appendix 4 – 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> <ul style="list-style-type: none"> • 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 services | <input checked="" type="checkbox"/> Location of premises and |
| <input checked="" type="checkbox"/> Information and communication | <input checked="" type="checkbox"/> Customer care |

Timing

Stereotypes and assumptions

Cost

Consultation and involvement

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	