

Report to Chief Officer (Highways and Transportation)

Date: 04 May 2021

Subject: Design and Cost Report for the Pedestrian Crossing Review 2021/22

Capital Scheme Number: 33456

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

- 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 3 new sites to be provided with formal pedestrian crossing facilities and a review of the road marking arrangements at all zebra crossings within the metropolitan district, with alterations to be made where recommended. The report also includes recommendations for 11 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 or an upgrade of existing infrastructure, which 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 of a programme of works identified by the Annual Pedestrian Crossing Review and (unless otherwise indicated) funded from the Local Transport Plan from the 2021/22 financial year.

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

The Best Council Plan 2020-2025 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 easily around a well-planned, sustainable city that's working towards carbon neutral', 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 2021/2022 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 2021/2022 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 £300,000 inclusive of all works costs, staff fees and legal costs, which will be funded from the Local Transport Plan Transport Policy Capital Programme. Note also that £15,000 additional funding will be provided by the Hunslet & Riverside Ward Members Wellbeing Fund;
- iv) Give authority to transfer and incur expenditure of £100,000 for the provision of a new signalised crossing facility on A660 Headingley Lane, associated with planning application 19/04884/FU and the relevant Section 106 Agreement;
- v) 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;
- vi) 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;
- vii) 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

viii) 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 2021/2022.

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.

- 2.5 As a consequence of the Covid-19 pandemic, it has not been possible to complete either the Crossing Assessment Framework or the required traffic and pedestrian surveys in locations where a pedestrian crossing facility has been requested. The national ‘lockdowns’ that have resulted in significant changes to working patterns, the closure of educational facilities and commercial premises have consequential results on daily traffic patterns and pedestrian crossing movements. This results in Officers not being able to undertake an accurate Assessment of a potential pedestrian crossing location. In such locations, these Assessments and surveys will be carried out when it is suitable to do so and included within the 2022/23 Pedestrian Crossing Review.

3. Main issues

- 3.1 Leeds City Council undertook 16 Pedestrian Crossing Assessments in the last 12 month period, with 5 new sites being taken forward and amendments to 8 further sites. 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)	B6159 Harehills Lane, Chapel Allerton	<p>The location is situated at two individual points, at the north eastern and north western points of Potternewton Park. Harehills Lane at this point is a B-classified local distributor route, with an average daily traffic flow of 12000 vehicles. Whilst the mean speed of traffic sits below the 30mph posted speed limit, approximately 40% of the traffic is noted to travel at or above the speed limit. There have been three slight injury collisions on the section of Harehills Lane fronting Potternewton Park over the last five year period, none involving pedestrians.</p> <p>At the north western point, between the junctions of Roxholme Grove and Roxholme Terrace on the northern side, a request was received from a Ward Member on behalf of local residents, requesting a pedestrian crossing facility to assist in the safe access to and from Potternewton Park, including those who walk to school.</p> <p>Crossing the carriageway at this point from the southern footway to the northern is made difficult by the alignment of the carriageway masking oncoming</p>

		<p>traffic. With a view to supporting pedestrians crossing in this area as noted by the surveys, along with the presence of speeding traffic, it is proposed to introduce a humped zebra crossing. The crossing will include a footway build out on the southern kerb line, to improve inter-visibility between pedestrians and other road users.</p> <p>The second location, at the north eastern point, is centred on the existing zebra crossing located to the west of the junction of Harehills Lane with Avenue Hill.</p> <p>This is a well-established facility serving a similar function to that of the new proposed crossing as previously mentioned. Considering the traffic speed concerns detailed, it is also proposed to amend this existing facility to include a speed hump. The existing belisha beacons will also be upgraded to full LED local lighting and mid-mount LED belisha beacons for improved conspicuity of the crossing point.</p> <p>Recommended: New humped zebra crossing with footway build out. Existing zebra crossing facility upgraded to a humped zebra crossing with improved lighting and belisha beacons.</p>
2)	B6155 Richardshaw Lane, Pudsey	<p>The location is situated on a main local distributor route with an average daily traffic flow in excess of 10000 vehicles, is subject to a 30mph speed limit and is close to the centre of Pudsey, with many local amenities, schools and bus services in close proximity. The specific area surveyed is at the crossroads junction with Cemetery Road and Mount Pleasant Road. Pudsey Grangefield School (secondary) is located a short distance to the north of the location.</p> <p>The crossroads sees a strong crossing desire line, with in excess of 600 pedestrians crossing here per day. Considering the heavy and constant traffic flow into and out of the centre of Pudsey, it is a difficult location for pedestrians to cross. There have been two serious injury collisions at the crossroads in the last five year period, one involving a pedestrian.</p> <p>There are two existing humped zebra crossing facilities further north on Richardshaw Lane, each serving crossing manoeuvres mostly associated with Pudsey Grangefield School.</p> <p>It is considered appropriate to introduce a formal facility at the crossroads to support local active travel choices and to mirror the nearby assets, a humped zebra crossing is proposed with an</p>

		<p>associated footway build out on the western side to assist the inter-visibility of pedestrians and road users.</p> <p>It is further proposed to introduce upgrades to the belisha beacons at the two existing zebra crossing facilities, as these are in areas of darkness due to tree canopies. Subsequently full LED local lighting and mid-mount LED belisha beacons are to be introduced at both crossings. The existing tactile paving at the zebra crossing near to the junction of Somerset Road shall also be amended to meet current design criteria.</p> <p>Recommended: New humped zebra crossing with footway build out. Improved lighting and belisha beacons at existing zebra crossing facilities. Amended tactile paving arrangement at one existing zebra crossing.</p>
3)	B6157 Stonegate Road, Meanwood	<p>The location is situated on a main local distributor route with an average daily traffic flow in excess of 12500 vehicles and is subject to a 30mph speed limit. The site is located at a point by a children's nursery and two bus stops, both of which generate pedestrian flows.</p> <p>Whilst the mean speed of traffic sits below the 30mph, approximately 25% of daily traffic is noted to travel at or above the speed limit. Whilst no injury collisions have occurred in the 50 metres either side of the assessed area, a short distance away a collision occurred in 2017 that resulted in the death of five occupants of a vehicle. The speed of the vehicle was a primary reason for the collision.</p> <p>It is proposed to provide two carriageway refuges to assist pedestrians safely cross the road. The refuges will be sited a suitable distance away from the bus stops to allow traffic to safely pass the refuge and a parked bus. The refuges will also act a measure to narrow the carriageway, which is noted as an effective way of reducing vehicle speeds.</p> <p>Recommended: Two carriageway refuges with associated footway links.</p>
4)	A650 Tingley Common, Tingley	<p>The location is situated on the A-classified (A650) Tingley Common, which forms part of the major strategic network in south Leeds. The specific location is centred on an existing carriageway refuge to the north west of the junction with Topcliffe Lane, which carries an average daily traffic flow of 20700 vehicles. The road is subject to a 30mph speed limit,</p>

		<p>however this changes to 40mph approximately 25 metres to the east of the site.</p> <p>On the south western side of A650 Tingley Common a public footpath exists linking this road through to A6029 Rein Road. This path is noted to be well used by children attending Woodkirk Academy in a morning and afternoon peak. The crossing assessment suggests that some pupils choose not to use the existing carriageway refuge and this may be due to the current layout not being suitable for the number of children which seek to use it at once.</p> <p>It is not feasible to accommodate a second refuge in the area due to the impact on turning lane capacity. Subsequently it is recommended to upgrade by enlarging the existing refuge to accommodate a greater number of pedestrians.</p> <p>Recommended: Upgrade by enlarging, existing carriageway refuge.</p>
5)	Albert Road, Morley	<p>The location is on a local distributor route, which carries an average daily traffic flow of approximately 5800 vehicles. The road is subject to a 20mph speed limit and the site is located directly outside Morley Newlands Primary School.</p> <p>The request centres on the desire to provide a crossing improvement for pedestrians, particularly children, outside the school. The Assessment undertaken at the location did not score sufficiently to justify the introduction of a formal crossing, but recommended the introduction of informal measures.</p> <p>Whilst the mean speed on the road meets the recommended mean speed guidance from the Association of Chief Police Officers for 20mph roads, it is noted that 35% of daily traffic travels above this limit, posing a risk to the safety of vulnerable pedestrians at busier school opening and closing times.</p> <p>Considering the recommendation for informal measures and a desire to introduce further speed reducing measures here, it is recommended to introduce a speed plateau at the existing informal crossing point, to provide a level crossing location along with additional speed reducing measures.</p> <p>Recommended: Speed plateau.</p>
6)	A659 Westgate, Otley	<p>The location is on the A-classified route (A659) Westgate to the west of the centre of Otley, by the northern entrance to the Waitrose supermarket. The</p>

		<p>route forms part of the strategic network for north west Leeds and carries an average daily traffic flow of 13000 vehicles. The road is subject to a 30mph speed limit.</p> <p>An existing zebra crossing exists at this location and concerns have been raised by members of the public and Leeds City Councillors regarding the safety of this facility.</p> <p>Subsequent Officer observations note that the location is not subject to direct lighting and the current road marking arrangement could be improved to make pedestrians more conspicuous and reduce the instances of drivers proceeding through the crossing without stopping for waiting pedestrians.</p> <p>Subsequently it is proposed to upgrade the existing belisha beacons to LED local lighting units, with mid-mount LED belisha beacons. The road markings will also be upgraded to provide more room between the zebra crossing markings and the give way markings.</p> <p>Recommended: Belisha beacon and road marking upgrade.</p>
7)	Burras Lane, Otley	<p>The location is on a local distributor route which carries an average daily traffic flow of approximately 7300 vehicles and is located specifically by the southern entrance to the Waitrose supermarket.</p> <p>Requests have been received to upgrade the belisha beacon equipment at this location to improve conspicuity of waiting pedestrians to oncoming drivers, particularly from the direction of Otley town centre as the brow of the hill by Mount Pisgah can result in some drivers proceeding through the crossing without stopping. To ensure the ongoing safety record of this crossing and to promote its use as a method of safely walking to Waitrose, it is proposed to upgrade the existing belisha beacons to LED local lighting, with mid-mount LED belisha beacons.</p> <p>Recommended: Belisha beacon upgrade.</p>
8)	Moor Road, Hunslet	<p>The location is centred on the junction of Moor Road with Belle Isle Road. Belle Isle Road is a major local distributor route, carrying an average daily traffic flow of 10500 vehicles per day. The road is subject to a 30mph speed limit. Moor Road is a local distributor road taking traffic from Belle Isle Road to the M621 and A653 Dewsbury Road, as well as residential and commercial areas. It carries an average daily traffic flow of 3600 vehicles and is</p>

		<p>subject to a 30mph speed limit. A formal signalled pedestrian crossing exists on Belle Isle Road to the south of the junction. The junction mouth, along the crossing desire line, is approximately 27 metres wide, with pedestrian guardrail provided to guide pedestrians to a narrower section to cross the road.</p> <p>Requests have been received from members of the public to provide a carriageway refuge within the junction mouth to allow pedestrians to cross the road in two halves. The Pedestrian Crossing Assessment undertaken suggests that informal measures at the location could be accommodated however it did not score sufficiently to be funded from the Review.</p> <p>Subsequently, Ward Members have agreed to the provision of £15,000 funding to allow for the introduction of this facility.</p> <p>Recommended: Carriageway refuge and footway amendments.</p>
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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)	Nippet Lane, Burmantofts	<p>The location is situated on a major local distributor route, carrying an average daily traffic flow of 11500 vehicles. The road is subject to a 30mph speed limit</p> <p>The crossing identified as the road safety concern is that located by the junction with Torre Road, with two accidents and three casualties in the last three year period.</p> <p>The crossing is noted to be between lighting columns and uses old belisha beacons, which reduces conspicuity of waiting pedestrians. Concerns exist from the local community towards the speed of traffic along the route.</p> <p>Subsequently it is proposed to upgrade the existing belisha beacons to LED local lighting with mid-mount LED zebra beacons. The crossing point will be raised onto a speed plateau to encourage lower speeds in this section.</p> <p>Furthermore, to support the safety benefits of this crossing and to promote active travel through improved facilities, it is proposed to upgrade the additional zebra crossing on Nippet Lane by the Angler's Club (Accommodation Road). This crossing is similar to that detailed above in that pedestrians</p>

		<p>are not conspicuous to drivers due to the darkness of the crossing and waiting areas. Vehicle speeds through this area are also the source of concern for the local community. It is proposed to upgrade the existing belisha beacons to LED local lighting with mid-mount LED zebrite beacons. The crossing point will be raised onto a speed plateau to encourage lower speeds in this section.</p> <p>Recommended: Upgrade of the belisha beacons and speed plateau provision at both zebra crossings on Nippet Lane.</p>
2)	Zebra crossing road marking layouts, City-wide	<p>As part of the annual review of road collisions, a review of all zebra crossings across the metropolitan district is to be undertaken. This is to ensure that the road marking arrangements are within the prescribed national guidance and that the distances between crossing studs and give way markings is maximised, to enhance inter-visibility between pedestrians and road users, with any required alterations being subsequently introduced.</p> <p>The review will also consider whether any other improvements can be made to each individual site to ensure maximum safety of all road users and these will be considered as future funding allocations allow.</p>

- 3.4 As part of the approved planning application 19/04884/FU, for the Former Elinor Lupton Centre, Richmond Road, LS6, a Section 106 Agreement was entered between the developer and Leeds City Council. This Agreement made provision for the contribution of £100,000 from the developer to Leeds City Council towards the implementation of a new signalised crossing facility on A660 Headingley Lane. The Section 106 Agreement has provisionally sited the new crossing at the point of the existing carriageway refuge to the east of Richmond Avenue, however it is intended to conduct Pedestrian Crossing Assessments at this location and outside the Elinor Lupton Centre to determine the most appropriate location for the new facility and subsequently conduct the design, consultation and construction of the new facility in that location.
- 3.5 To support the longevity of the new and amended schemes, all road markings shall be laid in a high resistance material such as Methyl Methacrylate (MMA) or similar.
- 3.6 The projects within this Pedestrian Crossing Review will be designed in accordance with the principles of Local Transport Note 1/20 'Cycle Infrastructure Design' to ensure safety for cyclists and pedestrians, particularly where the carriageway may be narrowed, to avoid introducing close pass situations.
- 3.7 It is intended that schemes in Section 3.3 to 3.5 will form part of the 2021/2022 Integrated Transport Capital Programme, based on the allocation from the Local Transport Plan Transport Policy Capital Programme of £300,000.

The scheme proposals are to be included on the Annual Programme and it is expected that the proposals will be within the 2021/2022 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 4th 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 EqlA 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 £415,000 inclusive of any legal fees, design fees and works costs. £300,000 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 Note that a further £15,000 will be funded via a contribution from the Hunslet & Riverside Ward Based Initiative funding, as agreed with Ward Members. This funding will be assigned to the introduction of the Moor Road, Hunslet carriageway refuge site, as detailed within paragraph 3.3, site 8.
- 4.3.3 As detailed within paragraph 3.5, a Section 106 Agreement contribution of £100,000 is to be paid by a developer to Leeds City Council for the introduction of a signalised crossing facility on A660 Headingley Lane, associated with the Former Elinor Lupton Centre.

Funding Approval :	Capital Section Reference Number :-		33456				
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)	350.0				350.0		
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	65.0				65.0		
OTHER COSTS (7)	0.0						
TOTALS	415.0	0.0	0.0	0.0	415.0	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
S106 Agreement(19/04884/FU)	100.0				100.0		
Hunslet & Riverside WBI	15.0				15.0		
LTP Government Grant	300				300.0		
Total Funding	415.0	0.0	0.0	0.0	415.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

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 should there be a change in Government stipulations regarding the ability of Officers and Contractors to undertake works, that contractors may cease operation or that specific highway works will be suspended, which could impact on the delivery of the 2021/22 Pedestrian Crossing Review.

5. Conclusions

- 5.1 The Pedestrian Crossing Review 2021 assessed 16 new sites where crossing facilities were requested as well as carry over locations from previous Pedestrian Crossing Reviews and has put forward 5 new sites to be funded through the West Yorkshire Local Transport Plan where sites meet current criteria, as detailed in Appendix 1, and 8 sites where local improvements can be found through the upgrade of existing infrastructure. A further signalised crossing scheme is to be introduced following a Section 106 Agreement. 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 2021/2022 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 £300,000 inclusive of all works costs, staff fees and legal costs, which will be funded from the Local Transport Plan Transport Policy Capital Programme. Note also that £15,000 additional funding will be provided by the Hunslet & Riverside Ward Members Wellbeing Fund;
 - iv) Give authority to transfer and incur expenditure of £100,000 for the provision of a new signalised crossing facility on A660 Headingley Lane, associated with planning application 19/04884/FU and the relevant Section 106 Agreement
 - v) 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;

- vi) 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;
- vii) 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
- viii) 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.
- 8.3 Appendix 3 – List of All Pedestrian Crossing Sites.
- 8.4 Appendix 4 – 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 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)	

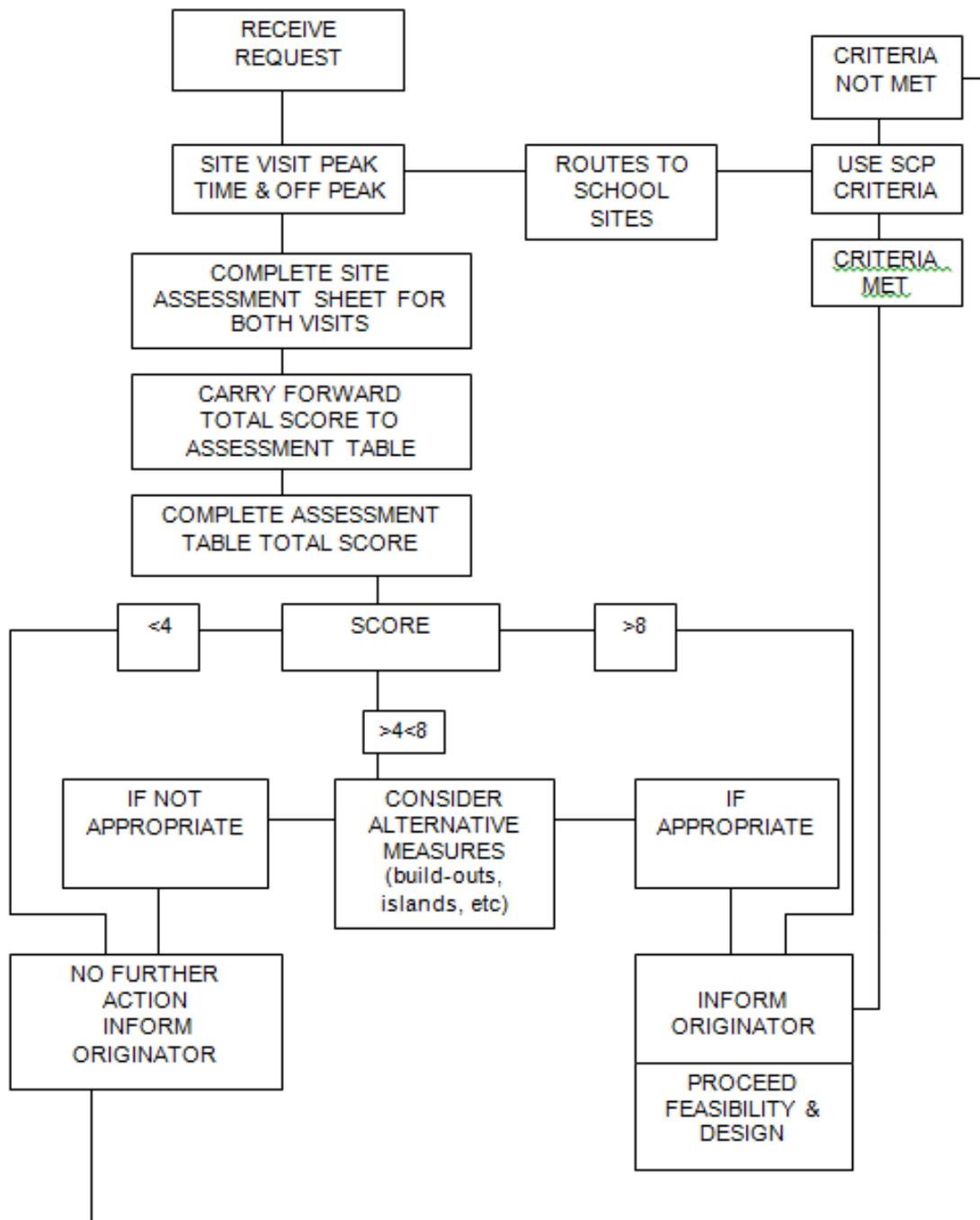
Pedestrian volumes per hour at busiest hours:

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	B6159 Harehills Lane, Chapel Allerton	Chapel Allerton	Zebra crossing & upgrade to existing nearby zebra crossing	9732	282	680	101	Yes	Yes	2	2	1	1	2	0	3	10	3 slight
2	B6155 Richardshaw Lane, Pudsey	Pudsey	Zebra crossing & upgrade to existing nearby zebra crossing	10000	606	884	106	Yes	Yes	2	1	3	0	2	1	4	13	2 serious (1 pedestrian)
3	B6157 Stonegate Road, Meanwood	Moortown	Informal measures	10892	167	1008	17	Yes	Yes	1	2	1	0	1	0	2	7	Zero
4	A650 Tingley Common, Tingley	Morley South	Informal measures	19423	244	21841	73	No	No	1	1	0	0	2	0	2	6	Zero
5	Albert Road, Morley	Morley South	Informal measures	5463	943	582	403	No	Yes	1	2	1	1	0	0	1	6	Zero
6	A659 Westgate, Otley	Otley & Yeadon	Upgrade to existing zebra crossing	Proposals are based on crossing facility being below desired design specification														Zero
7	Burras Lane, Otley	Otley & Yeadon	Upgrade to existing zebra crossing	Proposals are based on crossing facility being below desired design specification														Zero
8	Moor Road, Hunslet	Hunsley & Riverside	Informal measures	6245	804	605	131	Yes	Yes	2	2	0	0	0	0	3	7	Zero
9	Nippet Lane, Burmantofts	Burmantofts & Richmond Hill	Upgrade to existing zebra crossings	Proposals are based on road safety record of existing crossing and both crossing facilities being below desired design specification														2

Appendix 3 – List of All Pedestrian Crossing Sites

Location	Ward	Assessment Score	Comments
Spencer Place, Chapeltown (By Grange Avenue)	Chapel Allerton	7	The assessment score does not meet the requirements to justify the introduction of a formal facility. The location requested poses safety concerns due to masking of any crossing due to established tree canopies. Informal facilities are already present on site.
Gledhow Valley Road, Chapel Allerton (By Gledhow Valley Drive)	Chapel Allerton	6	The assessment score does not meet the requirements to justify the introduction of a formal facility. The location requested poses safety concerns due to masking of any crossing due to established tree canopies. Informal facilities are already present on site and are sufficient for the traffic flow and pedestrian demand.
Bridge Street, Otley (At existing zebra crossing)	Otley & Yeadon	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.
Ilkley Road, Otley	Otley & Yeadon	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.
A658 Apperley Lane, Rawdon	Guiseley & Rawdon	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.
Torre Road, Burmantofts	Burmantofts & Richmond Hill	6	The assessment score does not meet the requirements to justify the introduction of a formal facility. Consideration will be given to works here as part of a development project and any works will be funded outside of the Pedestrian Crossing Review.
Wykebeck Valley Road, Gipton (by Coldcotes Grove)	Gipton & Harehills	3	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures.
Wigton Lane, Alwoodley (by Manor House Lane)	Alwoodley	6	The assessment score does not meet the requirements to justify the introduction of a formal facility. It would not be feasible to construct a formal crossing facility in the area desired due to the gradient of the footway and the nearest available point would be some distance away from the desired crossing point, reducing effective use of any facility.
A61 Harrogate Road, Alwoodley (roundabout to The Grammar School)	Alwoodley	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.
A58 Wetherby Road, Bardsey (by Hetchell View)	Harewood	2	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures.
A58 Leeds Road, Collingham	Harewood	6	The assessment score does not meet the requirements to justify the introduction of a formal facility. Very low numbers of pedestrians crossing per day.
Gledhow Valley Road, Chapel Allerton (By Allerton Grange Way)	Chapel Allerton	7	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 sufficient for the traffic flow and pedestrian demand.
B6123 Wide Lane, Morley (by Bedale Court)	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.
A6029 Rein Road, Tingley (near Woodkirk Academy)	Morley South	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.
'Morley Bottoms', Morley	Morley South	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.
B6126 Asquith Avenue, Morley (by Horsfall Street)	Morley North	5	The assessment score does not meet the requirements to justify the introduction of a formal facility. It is acknowledged that the location is used as part of the local walking route to

			Asquith Primary School however it is not possible to introduce informal measures due to carriageway width.
St. Andrews Avenue, Morley (by Dartmouth Park)	Morley North	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.
Hawksworth Road, Horsforth (at roundabout with Butcher Hill)	Horsforth	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.
Manston Lane, Manston	Crossgates & Whinmoor	2	Assessment score below 4, therefore does not meet the requirements to justify the introduction of measures. It is noted that further housing is proposed in the general area and the location will be reassessed upon this being occupied as additional demand may then exist.
Ninelands Lane, Garforth	Garforth & Swillington	5	The assessment score does not meet the requirements to justify the introduction of a formal facility. Whilst it is acknowledged that the location is a popular crossing location, formal facilities exist a short distance away.
Astley Lane, Swillington	Garforth & Swillington	1	Assessment score below 4, therefore does not meet the requirements to justify the introduction of measures. Low numbers of pedestrians crossing per day.
A63/ A642 roundabout, Garforth	Garforth & Swillington	1	Assessment score below 4, therefore does not meet the requirements justify the introduction of measures. Low numbers of pedestrians crossing per day. To safely incorporate pedestrian crossing facilities, full signalisation of the roundabout would be required, which is beyond the remit and budget of the Pedestrian Crossing Review.
B6135 Bradford Road, Drighlington (By Manor Golf Club)	Morley North	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.
B6135 King Street, Drighlington (By Winterfell Drive)	Morley North	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.
A658 Pool Bank New Road, Pool-in-Wharfedale (by Swallow Drive)	Adel & Wharfedale	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.
A658 Main Street, Pool-in-Wharfedale (at existing zebra crossing by Post office)	Adel & Wharfedale	N/A	It has not been possible to accurately complete the Pedestrian Crossing Assessment and/or Traffic Surveys due to the Covid-19 national lockdown. This site will be carried forward for review as part of the 2022/23 Pedestrian Crossing Review.

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: Highways & Transportation
Lead person: Jonathan Waters	Contact number: 0113 3787492
Date of the equality, diversity, cohesion and integration impact assessment: 7/5/21	

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
Jonathan Waters	Traffic Engineering – Leeds City Council	Senior Traffic Engineer

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 key objectives as identified in the West Yorkshire Local Transport Plan 2011-2026 (WYLTP3):

O2 – 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; and

O3 – Quality of life. To enhance the quality of life of people living in, working in and visiting West Yorkshire.

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:



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"/>
<p>Please provide detail:</p> <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>	

<p>4b. Service, function, event please tick the appropriate box below</p>	
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"/>
<p>Please provide detail:</p> <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. <p>Sites are assessed against a set of objective criteria to determine the most appropriate facility for each site.</p>	

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 Traffic Engineering section and based on data of pedestrian demand, traffic flows, site visits and accident statistics. It does not aim to initially 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, or where Councillors wish to provide funding through their

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 or older people 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 review framework was revised in 2016 to give a more flexible approach, and to specifically include needs of older people, disabled people and children.

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

Age

Carers

Disability

Gender reassignment

Race

Religion or Belief

Sex (male or female)

Sexual orientation

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

Services users

Employees

Trade Unions

Partners

Members

Suppliers

Other please specify

Potential barriers.

Built environment services

Location of premises and

Information and communication

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. Children under the age of 12 are unable to reliably judge the speed of traffic and therefore benefit most from formal crossing facilities.

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 at signal controlled crossings and can cross in greater confidence at a Zebra crossing.

People with learning disabilities may have difficulties with judging the speed of traffic and therefore be unable to independently cross the road without a formal crossing.

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.

Women

Women are still less likely to drive than men, and in single car households are likely to have less access to a car. Women are therefore more likely to undertake journeys, or part of journeys, on foot, including crossing the road. Women are also more likely to have caring responsibilities, be it for older/ disabled relatives of children and therefore stand to benefit more for the provision of safe crossing facilities with level access, especially if they enable older children to travel to school independently.

Action required:

Ensure the type and the design of a crossing facility reflects the needs of older and disabled people, based on demand.

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.

Delays – if journey times are extended due to crossings this may make journeys longer and more tiring for some disabled people. This in turn could mean that a journey is abandoned, or undertaken less often.

Crossings that are not located on a desire line that are lengthy or have complex layouts may be more problematic for older and disabled people to use.

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 will also find it difficult or lack confidence to cross a busy carriageway without a dedicated facility and often undertake lengthy detours if this means they can cross at a signal controlled crossing. These factors are taken into consideration during site assessment, where relevant other more appropriate measures may be considered.

Race

An inappropriate facility, or one placed away from desire lines can have a negative impact through misuse. Research found that compliance with signals was lesser among certain groups, for example young Afro-Caribbean men and older boys were more likely to cross against signals or adjacent to a crossing. A facility that leads to delay can potentially produce less favourable road safety outcomes for this group.

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.

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10. Does this activity bring groups/communities/teams into increased contact with each other (e.g. in schools, neighbourhood, workplace)?
<input checked="" type="checkbox"/> Yes <input type="checkbox"/> 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?
<input checked="" type="checkbox"/> Yes <input type="checkbox"/> 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.	Jonathan Waters
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	Jonathan Waters/ Other Design Engineers
Ensure transparency in the decision making process.	Ongoing	Publication of reports and guidelines.	Jonathan Waters
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.	Traffic Engineers.
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.	Traffic Engineers.

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
Gillian Macleod	Head of Transport Planning	May 2021

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	