



Report to the Chief Officer (Highways and Transportation)

Date: 20 May 2021

Subject: Proposed Toucan Crossing – Old York Road, Seacroft

Capital Scheme No: 33202

Are specific electoral wards affected? If yes, name(s) of ward(s): Killingbeck & Seacroft	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Will the decision be open for call-in?	<input type="checkbox"/> Yes <input checked="" 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 requests approval of the Chief Officer (Highways and Transportation) to carry out the detailed design and implementation of a scheme to introduce a 'toucan' pedestrian crossing on the Old York Road, Seacroft.
- As per condition 18 of planning application 16/07380/FU, the proposal has been prepared to improve existing crossing facilities and associated movements on Old York Road between the Stocks Approach junction to the east and the South Parkway junction to the west.
- The outline of the scheme is to implement a 'toucan' pedestrian crossing on Old York Road between the Stocks Approach and South Parkway junctions. As part of the proposals it is also proposed to widen the footways and narrow the junction mouths to increase the footway width at the proposed crossing and provide a shared footway/cycleway provision.

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

- The Best City ambition is to improve life for the people of Leeds and make our city a better place. The provision of a new safer crossing contributes to this ambition by improving the safety and quality of life of Leeds residents by enabling safe

pedestrian movement in local communities. It is also envisaged that the proposals will help reduce traffic collisions and as such make a specific contribution to achieving the aims expressed within the Best City for Communities and a Child Friendly City initiatives.

3. Resource Implications

- The cost of implementing this scheme on Old York Road, Seacroft is estimated at £65,000 (£55,000 works costs and £10,000 staff fees and legal fees) which will be funded by a Developer contribution.

Recommendations

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

- a) note the contents of this report;
- b) give authority to complete the detailed design and implement the proposed 'toucan' pedestrian crossing and associated civils work as set out in section 3.3 and indicated on drawing TM-19-253-CON-01c at an estimated cost of £65,000;
- c) give authority to incur the expenditure of £55,000 works costs and £10,000 staff fees and legal fees, fully funded from a Developer contribution attached to planning consent 16/07380/FU;
- d) give authority for the footways and cycle tracks to be constructed under the powers contained in the provisions of Section 65(1) of the Highways Act 1980 by the side of the carriageway as shown on drawing TM-19-253-CON-01c for the joint use by pedal cyclists and pedestrians;
- e) give authority to and request the City Solicitor to draft and advertise a Section 23 Notice (Road Traffic Regulation Act 1984) in order to inform the public of the proposed introduction of a 'toucan' pedestrian crossing, as shown on the drawing TM-19-253-CON-01c and respond to any communications received in this regard as appropriate; and
- f) receive such other further reports (if 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 The purpose of this report is to obtain approval from the Chief Officer (Highways and Transportation) to undertake the detailed design and implementation of a 'toucan' pedestrian crossing and shared use footway for pedal cyclists and pedestrians as set out in sections 3.3 and indicated on the drawing TM-19-253-CON-01c.

2. Background information

- 2.1 Outline planning permission (ref. 16/07380/FU) was granted at appeal for 33 dwellings and means of access off Old York Road, Seacroft on June 2017.

- 2.2 Condition 18 of the outline planning approval requires the off-site highway works shown on the drawing number TM-19-253-CON-01c
- 2.3 To meet the requirements of the planning permission, the Developer has requested that Leeds City Council, as Highway Authority, to carry out the highway works, with the Developer meeting all costs.
- 2.4 The scheme will facilitate safe and efficient access to the site for all users of the Old York Road. The highway works contribute to the Best City Ambition of the Council by enabling safe pedestrian and vehicular access in local communities.

3. Main issues

- 3.1 The proposals within this report are concerned only with the delivery of the highway works, the principle of these works having been considered and accepted as part of the planning process in order to ensure that the traffic generated by the new development does not have a detrimental effect on the Old York Road/Stocks Approach and Old York Road/South Parkway junctions in terms of both road users and pedestrians.
- 3.2 The Traffic Engineering Section will be responsible for the detailed design and delivery of works, with the developer already having paid £65,000 fee in full payment for the works and staff fees. The works are being delivered under the provisions of S278 of the Highways Act 1980.
- 3.3 The scheme proposal within this report and shown on drawing TM-19-253-CON-01c consist of the following;
- the implementation of a 'toucan' pedestrian crossing on the Old York Road;
 - the re-alignment of the Old York Road/Stocks Approach /South Parkway junctions, to aid the provision of widened footways.
 - the introduction of shared use pedestrian/cycle facilities enabling the crossing to be easily and legitimately accessed by both pedestrians and cyclists alike; and
 - the realignment of the Old York Road/Stocks Approach /South Parkway junctions to improve pedestrian movement across the junctions, improve junction visibility and reduce the speed of vehicles negotiating the junctions.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 Killingbeck & Seacroft Ward Members were consulted by email on 28th November 2019 and responses were received from two of the Ward Members, supporting the scheme. The scheme was subsequently amended in response to local resident consultation and Ward Members were further consulted by email on 11th May 2020. Regular meetings have been held with Ward Members in order to keep them updated on the progress of the scheme and the feedback from the public consultations. Ward Members were finally again consulted by email on 27th May 2021 and responses were received from two of the Ward Members, supporting the scheme.
- 4.1.2 The Emergency Services and WYCA were consulted by email on 28th November 2019 and support was received from WYCA.

- 4.1.3 Internal consultation has taken place with colleagues in Highways and Transportation Services. Any substantive comments will be taken into account as part of the detailed design process.
- 4.1.4 The affected residential frontagers were consulted on the initial proposals on the 21st January 2021. Feedback was received from local residents with the proposals being revised. Local residents were consulted on the revised proposals on 18th March 2021 with no adverse comments being received. The general public will be further consulted via the Section 23 Notice procedure.
- 4.1.5 Road Safety Audit; A combined Stage 1-2 Road Safety Audit on the proposed highway works will be requested and carried out as part of the detailed design process and any recommendations will be addressed, included where appropriate and a formal designers response provided to the audit team.

4.2 Equality and diversity / cohesion and integration

4.2.1 A screening document has been prepared (Appendix 1). An independent impact assessment is not required for the approvals requested. The scheme is also in line with the findings of the Pedestrian Crossing Review EDCI Assessment & Cycling Infrastructure EDCI Assessment.

4.2.2 Positive Impacts;

- The scheme includes dropped kerbs and tactile paving at crossing points. These assist those with mobility issues by providing a level surface without steps, and assist those with sight issues by identifying a safe place to cross. These measures also benefit carers supporting wheelchairs and pushchairs, people who are visually impaired, and disabled people.
- The scheme reduces the crossing width at a pedestrian desire line across a road/junction. This improves safety by reducing the amount of time taken to cross the road/junction and reducing the amount of time a pedestrian is exposed to traffic. This benefits people with mobility issues, young and older people, carers supporting wheelchairs and pushchairs.
- The scheme provides a new formal crossing facility which gives precedence to pedestrians over vehicular traffic. This benefits all pedestrians but particularly those with mobility issues, the visually impaired, carers supporting wheelchairs and pushchairs who can now cross with confidence for their safety.

4.2.3 Negative Impacts;

- The introduction of shared use cycle and pedestrian facilities can cause conflict for visual impaired or blind pedestrians. For this scheme, on highway shared use facilities have been kept to a minimum and as recommended by the consulted disability group, appropriate signing and hazard information will be provided.

4.3 Council policies and the Best Council Plan

4.3.1 Local Transport Plan 3: The proposals are allied to the strategic theme of Connectivity: 'To deliver an integrated, reliable transport system that enables people and goods to move around efficiently and safely'.

4.3.2 The proposal contributes to the policies in the West Yorkshire Local Transport Plan 3 2011-26 as follows:

- P18. Improve safety and security, seeking to minimise transport casualties.

- P22. Define, develop and manage networks and facilities to encourage cycling and walking.

4.3.3 Disabled/Mobility: The provision of level crossing points and dropped crossings will provide a positive aid to all pedestrians especially disabled and ease pedestrian movement across the busy York Road, Stocks Approach and South Parkway.

4.3.4 The provision of a new safer crossing contributes to the Best City ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian movement in local communities. They also help reduce traffic collisions to make a specific contribution to achieving the desired outcomes of the Best City for Communities and a Child Friendly City initiatives.

Climate Emergency

4.3.5 Improving the pedestrian and cycling movement and connectivity in the local area, will provide a more convenient and attractive option for local residents to use a more sustainable mode of travel to access the local amenities, rather than travelling further away, which will reduce lengths and number of vehicular journeys and reduce the overall carbon emissions.

4.4 Resources, procurement and value for money

4.4.1 The cost of implementing this scheme on York Road, Seacroft is estimated at £65,000 (£55,000 works costs and £10,000 staff fees and legal fees) which will be funded from a Developer contribution

4.4.2 Capital Funding and Cash Flow

Funding Approval :		Capital Section Reference Number :-		33202				
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST					
	£000's	2021 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024/25 £000's	2025 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	2021 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024/25 £000's	2025 on £000's
LAND (1)	0.0							
CONSTRUCTION (3)	55.0			55.0				
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	10.0			10.0				
OTHER COSTS (7)	0.0							
TOTALS	65.0	0.0	65.0	0.0	0.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)		TOTAL	TO MARCH	FORECAST				
		£000's	2021 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024/25 £000's	2025 on £000's
Developer Contribution	65.0			65.0				
Total Funding	65.0	0.0	65.0	0.0	0.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

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

- 4.5.1 There are no specific legal implications included within this report, nor is any information contained within the report to be deemed confidential.
- 4.5.2 The approval of this report will be the evidence of the highway authority exercising its powers with regard to the conversion of a footway for the purposes of shared use for both pedestrians and pedal cyclists. In doing so, the highway authority will be acting within the remit of section 23 of the Road Traffic Regulation Act 1984.
- 4.5.3 The scheme is not eligible for call in.

4.6 Risk management

- 4.6.1 The works are being funded from a fixed sum and there is therefore a risk of Council liability for any unforeseen overspend. However, the prioritisation assessment has identified that the scheme can be delivered with the £65,000 allocated budget.
- 4.6.2 The Council is accepting responsibility for delivery of the scheme and therefore any potential liability for third party claims arising from the works. However, there are no direct risk issues over and above those expected when working in the public highway, generated by the proposal contained within this report. The scheme 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 scheme will mitigate existing risks to pedestrians noted at the location. Completed scheme will then be monitored and safety audited again to ensure the implemented design is appropriate.

5. Conclusions

- 5.1 The implementation of a 'toucan' pedestrian crossing and the associated re-alignment of the Old York Road/Stocks Approach /South Parkway junctions will greatly assist pedestrian and cycle movements in the area, providing a safer crossing facility on the busy Old York Road.

6. Recommendations

The Chief Officer (Highways and Transportation) is requested to

- a) note the contents of this report;
- b) give authority to complete detailed design and implement the proposed toucan crossing and associated civils work as set out in section 3.3 and indicated on drawing TM-19-253-CON-01c at an estimated cost of £65,000;
- c) give authority to incur the expenditure of £55,000 works costs and £10,000 staff fees and legal fees, fully funded by a Developer contribution attached to planning consent 16/07380/FU;
- d) give authority for the footways, cycle tracks are constructed under the powers contained in the provisions of Section 65(1) of the Highways Act 1980 by the side of the carriageway as shown on drawing TM-19-253-CON-01c for the joint use by pedal cyclists and pedestrians;
- e) give authority to and request the City Solicitor to draft and advertise a Section 23 Notice (Road Traffic Regulation Act 1984) in order to inform the public of the proposed introduction of a 'toucan' pedestrian crossing, as shown on the drawing TM-19-253-CON-01c and respond to any communications received in this regard as appropriate; and
- f) receive such other further reports (if needed) to address any objections received to advertised Notices or other matters arising from the detailed scheme proposals.

7. Background documents

- 7.1 None

8. Appendices

- 8.1 Appendix 1 – EDCI Screening
- 8.2 Appendix 2 - General Arrangement Drawing - Old York Road

Equality, Diversity, Cohesion and Integration Screening



9.

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: Development Highways & Transportation	Service area: Traffic Engineering
Lead person: Mandeep Flora	Contact number: 0113 3787507

1. Title: Old York Road Toucan Crossing
Is this a:
<input type="checkbox"/> Strategy / Policy <input checked="" type="checkbox"/> Service / Function <input type="checkbox"/> Other
If other, please specify

2. Please provide a brief description of what you are screening
<p>The screening focuses on a report to the Highways and Transportation Board requesting authority to complete detailed design and implementation of a toucan crossing, associated cycle infrastructure as indicated on the drawing TM-19-253-CON-01c.</p> <p>As per condition of planning application 16/07380/FU, the proposal has been prepared to improve existing crossing facilities and associated movements on Old York Road between the Stocks Approach and South Parkway junctions.</p> <p>The outline of the scheme is to introduce a 'toucan' pedestrian crossing between the Stocks Approach and South Parkway junctions and realign the junctions to widen footways for the provision of shared pedestrian/cycle facilities.</p>

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	x	
Have there been or likely to be any public concerns about the policy or proposal?	x	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		x
Could the proposal affect our workforce or employment practices?		x
Does the proposal involve or will it have an impact on <ul style="list-style-type: none">• Eliminating unlawful discrimination, victimisation and harassment• Advancing equality of opportunity• Fostering good relations		x

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

• **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

Consultation on the proposals has taken place with the following stakeholders:

- Local Councillors
- Emergency Services (Police, West Yorkshire Fire and Ambulances Services)
- West Yorkshire Combined Authority

Killingbeck & Seacroft Ward Members were consulted by email on 28th November 2019 and responses were received from two of the Ward Members, supporting the scheme. The scheme was subsequently amended in response to local resident consultation and Ward Members were further consulted by email on 11th May 2020. Regular meetings have been held with Ward Members in order to keep them updated on the progress of the scheme and the feedback from the public consultations.

The Emergency Services and Metro were consulted on the proposal both on the 28 November 2019. Metro have responded confirming their support for the scheme and the Police have confirmed they have no objection to the proposal.

- **Key findings**

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

The scheme is in line with the findings of the Pedestrian Crossing Review EDCI Assessment & Cycling Infrastructure EDCI Assessment.

Positive impacts;

- The scheme includes dropped kerbs and tactile paving at crossing points; these assist those with mobility issues by providing a level surface without steps, and assist those with sight issues by identifying a safe place to cross. These measures also benefit carers supporting wheelchairs and pushchairs; people who are visually impaired, and disabled people.
- The scheme reduces the crossing width at a pedestrian desire line across a road/junction. This improves safety by reducing the amount of time taken to cross the road/junction and reducing the amount of time a pedestrian is exposed to traffic. This benefits people with mobility issues, young and older people, carers supporting wheelchairs and pushchairs.
- The scheme provides a new formal crossing facility which gives precedent to pedestrians over vehicular traffic. This benefits all pedestrians but particularly those with mobility issues, the visually impaired, carers supporting wheelchairs and pushchairs who can now cross with confidence for their safety.

Negative Impacts;

- The introduction of shared use cycle and pedestrian facilities can cause conflict for visual impaired or blind pedestrians. For this scheme, on highway shared use facilities have been kept to a minimum and appropriate signing and hazard information will be provided.

- **Actions**

(think about how you will promote positive impact and remove/ reduce negative impact)

5. If you are **not** already considering the impact on equality, diversity, cohesion and integration you **will need to carry out an impact assessment.**

Date to scope and plan your impact assessment:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Nick Hunt	Traffic Engineering Manager	

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed	
Date sent to Equality Team	
Date published (To be completed by the Equality Team)	