

2022/23 Pedestrian Crossing Review Design and Cost Report

Date: 04 May 2022

Report of: Senior Engineer, Traffic Engineering, Highways & Transportation

Report to: Chief Officer, Highways & Transportation

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

What is this report about?

Including how it contributes to the city's and council's ambitions

- The aim of this report is to obtain the Chief Officer's approval in principle for the recommendations of this year's Pedestrian Crossing Review, which has been conducted in accordance with the approved framework, and the subsequent implementation of the schemes listed in this report within the annual works programme.
- This report makes recommendations for three sites to be provided with formal pedestrian crossing facilities. The report also includes recommendations relating to a further six sites which do not meet the criteria for the provision of a formal crossing, 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.
- 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', promote sustainable transport and improve access to local facilities and developments.

Recommendations

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

- a. Note the contents of this report and the procedures carried out in respect of conducting the annual Pedestrian Crossing Review;
- b. Review and approve the recommendations of the annual Pedestrian Crossing Review as the basis for the 2022/2023 programme for introducing new formal and informal pedestrian crossings and upgrades to existing infrastructure
- c. Give authority to commence the detailed design, consultation and implementation of the schemes described in Section 3 of the report and Appendix 2;

- d. Give authority to postpone the proposed humped zebra crossing scheme on Richardshaw Lane, Pudsey as contained within the 2021/2022 Pedestrian Crossing Review programme and replace this with the proposed humped zebra crossing scheme on Bridge Street, Otley as detailed within paragraph 5 of this report;
- e. Give authority to incur expenditure of £275,000 inclusive of all works costs, staff fees and legal costs, which will be funded from the City Region Sustainable Transport Settlement 2022/23 budget;
- f. 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 and respond to any communications received in this regard as appropriate;
- g. 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;
- h. 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;
- i. Receive such other further reports (if required) to address any objections received to advertised Notices or other matters arising from the detailed scheme proposals.

Why is the proposal being put forward?

1. Each year, requests for the provision of new pedestrian crossings are received from members of the public, stakeholders and elected Members. In order to select from the recommendations to prepare a programme for the installation of new crossings, all such requests are investigated and the results collated and analysed.
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.
3. The annual Crossing Review and associated Crossing Assessment Framework (Appendix 1) is limited to those sites that have been requested by members of the public, elected Members and other stakeholders. Other crossing proposals, such as crossings the need for which arises as a result of development and are developer-funded, are considered as part of the planning process. While the factors to be considered may include many or all 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.
- 4.

Wards Affected: Various

Have ward members been consulted? Yes No

NB: Ward Members will be consulted individually on schemes in their respective Wards, following approval of this report and some projects will have been as a result of requests from Ward Members in the first instance.

What impact will this proposal have?

- 4 The proposal seeks to introduce the works that are detailed in the table below. The new formal and informal pedestrian crossing sites will provide safe, defined crossing points for pedestrians in these areas. Where the proposal seeks to upgrade existing crossing infrastructure, this is with the intention of improving the perceived safety at this location, as well as upgrading infrastructure to modern design standards.

	Site Location and Proposal	Site Information and Justification
1	Intake Lane, Bramley (Outside Summerfield Primary School) – Humped zebra crossing	<p>This location is situated outside Summerfield Primary School and close to Leeds West Academy, a secondary education site. Intake Lane is a local distributor road, carrying 6000 vehicles per weekday. The road is subject to a 20mph speed limit. There have been zero reported injury collisions in the vicinity of the proposed crossing area.</p> <p>With over 1000 pedestrians crossing the road each day, a large proportion of which are younger pedestrians, the provision of a formal pedestrian crossing facility will assist and ensure that pedestrian safety in this key location is prioritised. The provision of this facility on a speed plateau will contribute towards the effectiveness of the 20mph speed limit and provide a level crossing point for pedestrians.</p> <p>It is noted that a school crossing patrol operates very close to this location and a further Assessment will be conducted at this location to determine the most suitable point for this scheme to be constructed.</p>
2	Kent Road, Pudsey (Outside Crawshaw Academy) – Humped zebra crossing	<p>This location is situated outside the eastern pedestrian access to Crawshaw Academy. Kent Road acts as a local distributor road, carrying 4500 vehicles per weekday. The road is subject to a 30mph speed limit. There have been zero reported injury collisions in the vicinity of the proposed crossing area, however it should be noted that an incident occurred week commencing 7/2/22 whereby a child student was involved in a collision with a vehicle. At the time of writing this report, the incident report from West Yorkshire</p>

		<p>Police has not been provided and subsequently, the quoted zero figure above may change.</p> <p>The location sees large numbers of unaccompanied child pedestrians crossing per day and this along with significant public interest in this site justifies the introduction of a formal pedestrian crossing facility.</p> <p>Whilst mean speeds on Kent Road are in line with the speed limit, local concerns exist regarding the overall speed of traffic and the proportion travelling higher than the posted speed limit. Whilst it is not possible to consider the lowering of the speed limit, by placing the proposed zebra crossing on a speed hump it is intended to ensure that traffic travels at an appropriate speed through this crossing location.</p>
3	<p>Iveson Drive, Cookridge (Outside Iveson Primary School) – Humped zebra crossing</p>	<p>This location is situated outside the southern pedestrian entrance to Iveson Primary School. Iveson Drive acts as a local distributor route, carrying 3500 vehicles per weekday. There have been zero recorded injury collisions in the area in the last five years. Iveson Drive is subject to a 20mph speed limit and it is noted that 40% of daily traffic travels at or above 25mph.</p> <p>Due to its location outside a Primary School and with over 250 pedestrians crossing per day including many young children, the provision of a zebra crossing will assist in making journeys to and from school safer, as well as those journeys for others at other times. The provision of a speed hump will assist in reducing through vehicle speeds on this 20mph road.</p>
4	<p>Junction of Butcher Hill, Hawksworth Road and Low Lane, Horsforth – Two carriageway refuges with associated informal pedestrian crossing facilities</p>	<p>This location is the mini-roundabout junction outside The Bridge Inn public house, in north-east Horsforth. All three roads are local distributor routes, each carrying approximately 5000 vehicles per day. All three roads are subject to 30mph speed limits and one slight injury collision has occurred at the junction in the last five year period, which did not involve a pedestrian.</p> <p>With approximately 320 pedestrians crossing the road in the vicinity of the junction per day, it is a well-used area. It is acknowledged that the primary school catchment in this area is served by Hawksworth Primary School, accessed via Butcher Hill and as such this junction would form part of the walking route. The junction can be used to access Oil Mill Beck and Hawksworth Wood for off-road walking opportunities.</p> <p>Whilst the Assessment undertaken did not justify a formal facility, it is acknowledged that the lack of facilities here is a barrier to walking. It is</p>

		<p>recommended to introduce a carriageway refuge on the Hawksworth Road and Low Lane arms of the junction where widths permit such a feature.</p> <p>These will be accompanied with informal pedestrian crossing features. The carriageway width on Butcher Hill does not permit any additional features here over the existing dropped kerb crossing arrangement.</p>
5	<p>Main Street, Aberford (by School Lane and Manor Court) – Footway build outs</p>	<p>This location is situated on the main thoroughfare through Aberford village and close to Aberford CoE Primary School and Aberford Village Hall.</p> <p>Main Street acts as the local distributor for the village, carrying 3800 vehicles per day. Due to the proximity to the school, 350 pedestrians a day are noted to cross Main Street in this general area.</p> <p>The nature of Main Street and the adjacent residential properties requiring on-street parking subsequently results in reduced sightlines for those pedestrians to cross the road, including the School Crossing Patrol. Whilst no injury collisions have occurred in the last five year period, in 2015 a child pedestrian was injured by a passing vehicle whilst attempting to cross Main Street in this location.</p> <p>To assist in the ease of crossing Main Street in this location, whilst maintaining the required on-street parking provision, it is proposed to install footway build out features at the two locations noted and shown in the associated drawing. This will allow for better intervisibility between pedestrians wishing to cross and drivers of any passing vehicles.</p>
6	<p>A658 Pool Bank New Road, Pool-in-Wharfedale (near junction with Old Pool Bank) – Upgrade of substandard carriageway refuge</p>	<p>This location is focussed on an existing carriageway refuge with informal pedestrian crossing facilities, just south of the junction of A658 Pool Bank New Road with Old Pool Bank and Swallow Drive. The A658 forms part of the major strategic network in the north of the city and links to Harrogate to the north and the Airport to the south, carrying 15500 vehicles per day. There have been zero recorded injury collisions at this location in the last five year period.</p> <p>The bus stop to the south of the carriageway refuge is used by those residents in the east of Pool-in-Wharfedale to access Harrogate and Otley, including school services. The carriageway refuge provides a defined point for these pedestrians to cross, however at 1.4m wide it is of a substandard width to safely permit pedestrians with wheelchairs or pushchairs to cross. The narrow nature coupled with the significant traffic</p>

		<p>levels contributes to a poor experience whilst crossing.</p> <p>It is proposed to widen the carriageway refuge to 2.5 metres in width and extend its length, to create a more accommodating piece of infrastructure and support the active and sustainable travel choices of residents of Pool-in-Wharfedale.</p>
7	<p>Woodhouse Street, Woodhouse (Between Cliff Road and Rampart Road) – Upgrade of two existing zebra crossings to humped zebra crossings</p>	<p>This location is focussed on the two existing zebra crossing locations on Woodhouse Street, between Cliff Road and Rampart Road. Woodhouse Street is a local distributor road, with Leeds City Academy accessed to the north. The road carries 7500 vehicles per day in this area and is subject to a 30mph speed limit.</p> <p>Concerns exist over poor driver behaviour through this area, with incidents of not stopping for waiting pedestrians and general concerns over the speed of traffic. 13% of the recorded traffic travels above the posted speed limit and there have been two serious injury collisions and two slight injury collisions in the vicinity of the crossings.</p> <p>It is proposed therefore, considering the nearby Leeds City Academy and the high number of unaccompanied child pedestrians using these facilities, to enhance the safety of these crossings. Firstly, the crossings shall become humped crossings, with speed plateaus provided at both locations to assist in regulating driver speeds through this area. Secondly, the existing belisha beacons shall be upgraded to full LED beacons with local lighting to maximise the conspicuity of the crossings, something which is reduced by the tree-lined nature of the road at this point.</p>
8	<p>High Street, Kippax (By Post Office) – Upgrade of existing zebra crossing to humped zebra crossing and upgrade of existing infrastructure</p>	<p>This location is focussed on the existing zebra crossing on High Street, Kippax, outside the Post Office and at its junction with Chapel Lane. High Street is the main commercial centre of Kippax with many shops in the immediate vicinity, as well as serving as a local B-classified distributor route into the village. The road carries 7200 vehicles per day and is subject to a 20mph speed limit and it is noted from recent traffic counts that over 1000 vehicles per day travel above 25mph.</p> <p>Local Ward Members and residents have reported that there are ongoing issues with non-compliance of the zebra crossing from passing drivers, who will not stop for pedestrians. In 2017, a serious injury collision occurred when a vehicle failed to stop for a pedestrian upon the zebra crossing.</p> <p>It is proposed therefore to raise this crossing facility onto a speed hump, to allow for better</p>

		<p>driver compliance. As they slow for the traffic calming feature, they are more likely to notice waiting pedestrians.</p> <p>It is noted from on site observations, that the belisha beacons are historic halogen-based units, that are faded and as such it is proposed to upgrade these to full LED local lighting and LED belisha beacon units, again to improve the conspicuity of the crossing area, making it easier for drivers to see waiting pedestrians in the hours of darkness.</p> <p>The existing tactile paving arrangement is not in accordance with modern standards and this shall be adjusted. All road markings will be refurbished to highlight the crossing area appropriately.</p>
9	<p>South Parkway, Seacroft (Outside Leeds East Academy) – Upgrade of two existing zebra crossings to humped zebra crossings</p>	<p>This location is focussed on the two existing zebra crossing locations on South Parkway, between Foundry Mill Street and Redmire Drive. South Parkway is a local distributor road with adjacent residential properties, with Leeds East Academy accessed to the south. The road carries 6000 vehicles per day in this area and is subject to a 30mph speed limit.</p> <p>Concerns exist over poor driver behaviour through this area, with incidents of not stopping for waiting pedestrians and general concerns over the speed of traffic. 46% of the recorded traffic travels at or above the posted speed limit. There have been zero injury collisions involving pedestrians in the vicinity of the crossings in the last five years.</p> <p>It is proposed therefore, considering the nearby Leeds East Academy and the high number of unaccompanied child pedestrians using these facilities, to enhance the safety of these crossings. The crossings shall become humped crossings, with speed plateaus provided at both locations to assist in regulating driver speeds through this area.</p>

- 5 The 2021/2022 Pedestrian Crossing Review report detailed a proposal to introduce a humped zebra crossing on Richardshaw Lane, Pudsey. Upon consultation with Ward Members, the specific location was objected to on the basis that they did not feel it represented the point where the crossing was most required and that they wished for the junction to be signalised. Ward Members requested the proposed zebra crossing facility be relocated to a more southerly location on Lidget Hill (a continuation of Richardshaw Lane). This was investigated by Officers, however during an independent Road Safety Audit a number of problems were raised within that may result in traffic collisions. It was agreed between Officers and Ward Members that the proposed alternate location could not be taken forward, however Ward Members still objected to the original location. Consequently, it is proposed to postpone this proposed scheme and undertake a scheme on Bridge Street, Otley at its junction with Mill Lane as detailed in the table below. This scheme will be funded by the 2021/2022 Pedestrian Crossing Review budget. Officers will undertake a

review of the potential to signalise the junction of Richardshaw Lane, Lidget Hill, Cemetery Road and Mount Pleasant Road separately and will keep Ward Members apprised of the progress and subsequent conclusion of this review and any possible projects that may arise.

	Site Location and Proposal	Site Information and Justification
1	Bridge Street, Otley (junction with Mill Lane) – Humped zebra crossing	<p>This location is situated immediately south of the bridge over the River Wharfe and forms the only route between the two sections of Otley north and south of the river, with the road carrying 12200 vehicles per day.</p> <p>The location in question is a well-used crossing point, with 543 crossing manoeuvres noted in a 12 hour period. Pedestrians use this area to access Manor Garth Park, Tittybottle Park and further to Garnett’s Field. A retirement complex sits upon the junction and Otley Police Station and Otley RC Primary School can be accessed via Manor Garth Park. Furthermore, the bridge only has a footway on its eastern side and any pedestrians wishing to cross the bridge must therefore be on that side of Bridge Street.</p> <p>The level of through traffic makes this a difficult place to cross and considering the high level of pedestrian use in this area, it is justified to introduce a zebra crossing. Similar to the Kirkgate proposal noted in the table in paragraph 4, placing this facility upon a speed plateau will assist drivers in adjusting their speed when entering Otley Town Centre.</p>

What consultation and engagement has taken place?

- 6 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.
- 7 Subject to the 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).
- 8 West Yorkshire Combined Authority and the Emergency Services will also be fully consulted on all proposals prior to individual final detailed schemes being progressed.
- 9 The Executive Board Member for Climate Change, Transport and Sustainable Development was briefed on the proposals on 15 March 2022 as part of the Key Decision process. The Executive Board Member raised no objections to the proposals contained within that initial briefing.

- 10 For Wards where Pedestrian Crossing Assessments have been conducted and works not taken forward, a summary of the Assessment will be provided to Ward Members for their information.

What are the resource implications?

- 11 The proposed cost of this programme of work is £275,000 inclusive of any legal fees, design fees and works costs. The full £275,000 will be funded from the City Region Sustainable Transport Settlement 2022/23 budget, in accordance with priorities and budget provision set out in the Local Transport Plan.
- 12 The proposed scheme on Bridge Street, Otley as detailed in paragraph 6 is to be funded from the 2021/2022 Pedestrian Crossing Review budget as previously approved, replacing a now withdrawn scheme, at an estimated cost of £70,000 inclusive of any legal fees, design fees and works costs.

Funding Approval :	Capital Section Reference Number :-		33456				
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST				
	£000's	2021 £000's	2020/21 £000's	2021/21 £000's	2022/23 £000's	2023/24 £000's	2024 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	2020/21 £000's	2021/21 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	235.0				235.0		
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	40.0				40.0		
OTHER COSTS (7)	0.0						
TOTALS	275.0	0.0	0.0	0.0	275.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL	TO MARCH	FORECAST				
	£000's	2021 £000's	2020/21 £000's	2021/21 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's
"CRSTS" 2022/23 budget	275				275.0		
Total Funding	275.0	0.0	0.0	0.0	275.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

What are the legal implications?

- 13 The report is subject to Call-in as it affects multiple electoral Wards.
- 14 There are no specific legal implications as a result of these proposals. All works shall be contained within the publicly adopted highway and are being delivered under Section 62 Highways Act 1980, for the improvement of the Highway. Further, the works will reflect national and local standards for design where applicable, as well as taking into account all

other relevant legislation – including duties under the Equalities Act.

- 15 The crossings will be introduced using powers within the Road Traffic Regulations Act 1984 and the Highways Act 1980. Further, the procedural steps undertaken – in terms of notification and consideration of objections etc. - will fully comply with the related necessary legislative requirements.

What are the key risks and how are they being managed?

- 16 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 independently safety audited to ensure that any consequential accident risks arising from any proposed measure are addressed through careful and appropriate design. The introduction of the individual schemes will mitigate existing risks to pedestrians noted at the particular locations listed in this report. Completed schemes will then be monitored and safety audited again to ensure the implemented design is appropriate.

Does this proposal support the council's 3 Key Pillars?

Inclusive Growth

Health and Wellbeing

Climate Emergency

- 17 The proposal is in line with The Best Council Plan 2020-2025 of promoting Health and Wellbeing, by mitigating safety concerns at certain points of the Highway that may be a barrier to members of the public choosing active travel methods for their journey. This further links to the Council's Climate Emergency ambitions by lowering private vehicle journeys and encouraging active travel methods instead.
- 18 The encouragement of sustainable transport use and living an active, healthy lifestyle has been shown to improve the mental health of the individual – with daily physical activity reducing the risk of depression and dementia by an estimated 20-30%.
- 19 Furthermore, the proposal will make it easier for all pedestrians, and specifically those with mobility issues, to cross in this location – thereby providing them better opportunities and more options when travelling.

Options, timescales and measuring success

a) What other options were considered?

- 20 At each location, a full Pedestrian Crossing Assessment was undertaken. This process allows for differing options of measure to be considered dependent on the score obtained. Where formal pedestrian crossings are to be introduced, a decision was taken to proceed with zebra crossings over signal-controlled crossings. This was based on cost savings but also the benefit to pedestrians outside schools, not having to wait and congesting the footway, which introduces risk to pedestrians having to enter the carriageway.

b) How will success be measured?

- 21 Where measures are to be introduced, post-implementation data such as speed surveys and road traffic collision data will be monitored to understand the impact the scheme has had. Feedback on any scheme by any individual will be duly considered and any suggestions improvements will be carefully considered.

c) What is the timetable for implementation?

- 22 It is intended that the implementation of this programme of work be undertaken and completed within the 2022/23 financial year.

Appendices

- 23 Appendix 1 – Pedestrian Crossing Assessment Framework
- Appendix 2 – Site Specific Recommendations
- Appendix 3 – List of all Pedestrian Crossing Sites
- Appendix 4 – Pedestrian Crossing Review Equality Impact Assessment

Appendix 5 – Drawings

Background papers

- 24 None.