

2023/24 Pedestrian Crossing Review Design & Cost Report

Date: 31 March 2023

Report of: Jonathan Waters – Senior Traffic Engineer

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

Brief summary

This report seeks the approval of the Chief Officer Highways & Transportation, to implement a programme of projects across the city, introducing formal and informal pedestrian crossing facilities at nine sites detailed within the report.

The programme is an annual occurrence, delivering projects that have been highlighted to Officers by Ward Members, MPs, members of the public and colleagues and that have been prioritised through a Pedestrian Crossing Assessment. The individual projects seek to deliver tangible benefits to local residents by making these roads easier and safer to cross, supporting local active travel requirements.

The estimated programme cost is £450,000 and would be delivered within the 2023/24 financial year.

Recommendations

The Chief Officer (Highways & 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 2023/2024 programme for introducing new formal and informal pedestrian crossings and upgrading existing infrastructure at other existing crossing points as detailed in the report.
- c) Give authority to commence the detailed design, consultation and implementation of the schemes described in the table within paragraph 6 of the report and in Appendix 2.
- d) Give authority to incur expenditure of £450,000 inclusive of all works costs, staff fees and legal costs, which will be funded from the City Region Sustainable Transport Settlement (CRSTS) Safe Roads 2023/24 budget.
- e) Give authority to display notices on site under the provision 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.

- f) Give authority to request the City Solicitor to draft and advertise a Notice under the provision of Section 90C of the Highways Act 1980 for the implementation of traffic calming to complement some of the proposed pedestrian crossings.
- g) 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.
- h) Receive such other further reports (if required) to address any objections received to advertised Notices or other matters arising from the detailed scheme proposals.

What is this report about?

- 1 The purpose of this report is to seek the approval of the Chief Officer Highways & Transportation for the implementation of a programme of projects across the city, introducing new formal and informal pedestrian crossing facilities at eight sites and upgrading the infrastructure at two existing zebra crossing sites, as detailed within the report.
- 2 Each year, requests for the provision of new pedestrian crossings are received from members of the public, stakeholders, MPs, Ward Members and colleagues. In order to select from the requests and to allow the preparation of a suitable programme of works for installing new crossings, all such requests are investigated, and the results collated and analysed.
- 3 An annual review of road traffic collision data at existing formal and informal crossing sites is also conducted, to understand whether these pieces of infrastructure require changes or enhancements to prevent future collisions taking place.
- 4 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, such as:
 - The ease with which a pedestrian 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;
 - 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.
- 5 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, or have been identified by Leeds City Council Officers and are to be funded from the CRSTS Safe Roads funding. Crossing proposals for which the need arises as a result of development and are developer-funded, are considered as part of the planning process. Crossings identified as part of specific project funding streams are also excluded from this report, for example Active Travel Fund, Transforming Cities Fund or the Levelling Up Fund. . 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.
- 6 The CRSTS Safe Roads funding stream was introduced in 2022/23 to replace the former Local Transport Plan (LTP) Integrated Transport Block funding. The CRSTS Safe Roads funds are administered by the Combined Authority through a Statement of Case (SOC). The annual allocation for Leeds is £1.73m (average) of which these proposals form one part of the programme. The wider programme will be covered in further reports.

- 7 Leeds City Council adopted in 2021 the Leeds Transport Strategy, including the Vision Zero ambition, whereby “By 2040 no one will be killed or suffer serious injury on roads in Leeds”. One of the five pillars of the Vision Zero ambition is “Safe Roads” where streets are designed to put the needs of communities first. This programme of work seeks to do so by acknowledging key points on the Highway network where pedestrians seek to cross and we will make safe those points by providing the formal or informal pedestrian crossing measures that are detailed within this report.

What impact will this proposal have?

- 8 The proposed programme of work seeks to introduce the works that are detailed in the table below.

	Site Location and Proposal	Site Information and Justification
	Town Street, Rawdon Humped zebra crossing (1246-LCC-17-XX-DR-TM-01-01)	<p>This location is situated outside Rawdon St. Peter’s Primary School. Town Street forms part of a local route, serving Rawdon village and further into Horsforth, carrying 4200 vehicles per day. The road is subject to a 20mph speed limit with a mean speed of 20.3mph. There have been zero reported injury collisions in the vicinity of the proposed crossing area.</p> <p>The Pedestrian Crossing Assessment scored a 9, with particular focus on the number of child pedestrians crossing the road and the overall benefit to the local community.</p> <p>It is proposed to introduce a humped zebra crossing, in line with the recommendations within the Crossing Assessment Framework to introduce formal crossing facilities with scores above 8. The provision of the facility on a speed plateau will contribute towards the effectiveness of the 20mph speed limit and provide a level crossing point for pedestrians.</p>
	Station Road, Scholes Humped zebra crossing (1244-LCC-15-XX-DR-TM-01-01)	<p>This location is situated outside Scholes Elmet Primary School. Town Street forms part of a local route, serving Scholes village and further the A64, carrying 2800 vehicles per day. The road is subject to a 20mph speed limit but with a mean speed of 26.4mph. There have been zero reported injury collisions in the vicinity of the proposed crossing area.</p> <p>The Pedestrian Crossing Assessment scored an 8, with particular focus on the number of child pedestrians crossing the road and the overall benefit to the local community.</p> <p>It is proposed to introduce a humped zebra crossing, in line with the recommendations within the Crossing Assessment Framework to introduce formal crossing facilities with scores above 8. The provision of the facility on a speed plateau will improve the effectiveness of the 20mph speed limit and provide a level crossing point for pedestrians.</p>
	Old Park Road, Roundhay Humped zebra crossing	<p>This location is situated outside Roundhay School. Old Park Road is a local distributor road, serving the residential areas of Roundhay and carries 3300 vehicles per day. The road is subject to a 20mph speed limit but with a mean</p>

	(1250-LCC-30-XX-DR-TM-01-01)	<p>speed of 25.8mph. There have been zero reported injury collisions in the vicinity of the proposed crossing area.</p> <p>The Pedestrian Crossing Assessment scored an 8, with particular focus on the number of child pedestrians crossing the road and the overall benefit to the local community.</p> <p>It is proposed to introduce a humped zebra crossing, in line with the recommendations within the Crossing Assessment Framework to introduce formal crossing facilities with scores above 8. The provision of the facility on a speed plateau will improve the effectiveness of the 20mph speed limit and provide a level crossing point for pedestrians.</p>
	<p>Church Lane, Manston</p> <p>Humped zebra crossing</p> <p>(1248-LCC-10-XX-DR-TM-01-01)</p>	<p>This location is situated outside Manston Primary School. Church Lane is a local distributor road, serving the residential areas of Cross Gates and Manston and carries 3300 vehicles per day. The road is subject to a 20mph speed limit with a mean speed of 25.1mph. There have been zero reported injury collisions in the vicinity of the proposed crossing area.</p> <p>The Pedestrian Crossing Assessment scored an 8, with particular focus on the number of child pedestrians crossing the road and the overall benefit to the local community.</p> <p>It is proposed to introduce a humped zebra crossing, in line with the recommendations within the Crossing Assessment Framework to introduce formal crossing facilities with scores above 8. The provision of the facility on a speed plateau will improve the effectiveness of the 20mph speed limit and provide a level crossing point for pedestrians.</p>
	<p>Gledhow Valley Road, Chapel Allerton</p> <p>Humped zebra crossing</p> <p>(1249-LCC-24-XX-DR-TM-01-01)</p>	<p>This location is situated at the northern end of Chapel Allerton Park, at the junction with Allerton Grange Way. Gledhow Valley Road is a local distributor road, serving the residential areas of Chapel Allerton with Moortown, Roundhay and beyond and carries 7100 vehicles per day. The road is subject to a 30mph speed limit with a mean speed of 31.7mph. There has been one non-pedestrian injury collision, classed as serious, in May 2022 in the vicinity of the proposed crossing area.</p> <p>The Pedestrian Crossing Assessment scored an 8, with particular focus on the number of overall pedestrians crossing the road and the benefit to the local community.</p> <p>It is proposed to introduce a zebra crossing atop an existing speed hump, in line with the recommendations within the Crossing Assessment Framework to introduce formal crossing facilities with scores above 8.</p>
	<p>Brownberrie Lane, Horsforth</p> <p>Humped zebra crossing</p> <p>(1252-LCC-17-XX-DR-TM-01-01)</p>	<p>This location is situated at the junction with Westbrook Lane, Horsforth. Brownberrie Lane is a local distributor road, serving the residential areas of Horsforth its local centres and rail station, as well as Trinity University and then further to Rawdon and Yeadon. The road carries 10700 vehicles per day. The road is subject to a 30mph speed limit with a mean speed of 24mph. There have been</p>

		<p>zero reported injury collisions in the vicinity of the proposed crossing area.</p> <p>The Pedestrian Crossing Assessment scored an 8, with particular focus on the number of child pedestrians crossing the road, accessing Westbrook Primary School to the south, the difficulty in crossing the road due to traffic volumes and the benefit to the local community.</p> <p>It is proposed to introduce a humped zebra crossing, in line with the recommendations within the Crossing Assessment Framework to introduce formal crossing facilities with scores above 8. The provision of the 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>A658 Green Lane, Yeadon</p> <p>Carriageway refuge (1245-LCC-27-XX-DR-TM-01-01)</p>	<p>This location is situated at the junction with Harrogate Road, Yeadon. Green Lane is an A-classified strategic route, linking Bradford to Leeds, the Airport and then beyond to Harrogate. The road carries 10750 vehicles per day. The road is subject to a 30mph speed limit with a mean speed of 24mph. There have been zero reported injury collisions in the vicinity of the proposed crossing area.</p> <p>The Pedestrian Crossing Assessment scored an 8, with particular focus on the number of pedestrians crossing the location, along with the difficulty of crossing due to presence of the junction.</p> <p>It is proposed to introduce a carriageway refuge in the junction, to allow pedestrians to cross in two halves and not face being stranded. Whilst the Crossing Assessment Framework justifies the introduction of a formal crossing facility due to the score, it is not feasible to locate such a facility close to the pedestrian desire line.</p>
	<p>Spen Lane/ Vesper Road, Kirkstall</p> <p>Carriageway refuges (1253-LCC-21-XX-DR-TM-01-01)</p>	<p>This location is situated at the mini-roundabout junction of Spen Lane with Vesper Road, Kirkstall. Spen Lane is a distributor route, linking Kirkstall to the Outer Ring Road and carries 9000 vehicles per day. The road is subject to a 30mph speed limit with a mean speed of 25.8mph.</p> <p>Vesper Lane is a local distributor route with residential dwellings, serving as access to the wider Vesper and Hawksworth residential areas. It carries 4200 vehicles per day. The road is subject to a 20mph speed limit with a mean speed of 21.9mph.</p> <p>There have been zero reported injury collisions in the vicinity of the proposed crossing area.</p> <p>The Pedestrian Crossing Assessment scored a7, with particular focus on the number of pedestrians crossing the location, along with the difficulty of crossing due to presence of the junction.</p> <p>It is proposed to introduce two carriageway refuges, one on Spen Lane south of the roundabout and one on Vesper Road, to allow pedestrians to cross in two halves and not face being stranded. This is in line with the Crossing</p>

		Assessment Framework to introduce informal measures where a score between 4 and 7 is obtained.
	<p>B6157 Kirkstall Lane, Headingley (Existing zebra crossing between Langdale Avenue and Langdale Gardens)</p> <p>Upgrade to existing infrastructure</p> <p>(1264-LCC-16-XX-DR-TM-01-01)</p>	<p>This location is situated on an existing zebra crossing facility on Kirkstall Lane, Headingley, between Langdale Avenue and Langdale Gardens. Kirkstall Lane is a B-classified distributor road, forming part of a route linking west Leeds to north Leeds. The road carries 10000 vehicles per day. It is subject to a 30mph speed limit with a mean speed of 24.7mph.</p> <p>A review of the annual collision data has highlighted two serious collisions have occurred in the last five-year period, with one being classed as a potential fatal collision at the time of writing this report.</p> <p>In 2019 a serious collision occurred when a vehicle heading eastbound collided with a pedestrian using the crossing.</p> <p>In 2023, a potential fatal collision occurred when a vehicle heading westbound collided with a pedestrian using the crossing.</p> <p>Consequently, it is determined that this zebra crossing requires enhancing to prevent future collisions taking place. It is proposed therefore to place the crossing atop a road hump, to enforce drivers to slow. Additionally, the belisha beacons will be changed to direct lighting and LED beacons, to make the footways and crossing area lighter during hours of darkness. The foliage around the crossing will be cut back to ensure the beacons remain visible.</p>
	<p>B6154 Uppermoor, Pudsey (Existing zebra crossing adjacent to Victoria Road)</p> <p>Upgrade to existing infrastructure</p> <p>(1271-LCC-28-XX-DR-TM-01-02)</p>	<p>This location is situated on an existing zebra crossing facility on Uppermoor, Pudsey, adjacent to Victoria Road. Uppermoor is a B-classified distributor road, forming part of a route linking the City Centre to west Leeds. The road carries 8500 vehicles per day. It is subject to a 30mph speed limit with a mean speed of 26.0mph.</p> <p>A review of the annual collision data has highlighted three slight collisions have occurred in the last five-year period at this facility, all involving pedestrians using the crossing.</p> <p>These incidents occurred in June 2021, October 2021 and March 2022.</p> <p>Consequently, it is determined that this zebra crossing requires enhancing to prevent future collisions taking place. It is proposed therefore to place the crossing atop a road hump, to enforce drivers to slow. Additionally, the belisha beacons will be changed to direct lighting and LED beacons, to make the footways and crossing area lighter during hours of darkness.</p>

- 9 The new formal and informal pedestrian crossing sites will provide safe, defined crossing points for pedestrians in these areas. By improving highway safety and removing potential severance concerns, the programme supports active travel choices in local areas for those pedestrians wishing to walk to their destination.
- 10 The Best City Ambition, elucidated by way of the Best Council Plan 2020-2025, outlines how Leeds City Council will achieve the vision to become the best city in the UK. The proposals contained in this report contribute to the Leeds vision, particularly introducing Sustainable

Infrastructure, promoting Health and Wellbeing as well as the aims of Leeds being a Child Friendly and Age Friendly City. By reducing some of the negative effects of traffic through encouragement of sustainable travel, 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.

- 11 The Pedestrian Crossing Review process has been subject to an Equality Impact Assessment (EqIA), which is attached at 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.

How does this proposal impact the three pillars of the Best City Ambition?

☒ Health and Wellbeing

☒ Inclusive Growth

☒ Zero Carbon

- 12 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.
- 13 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%.
- 14 Furthermore, the proposal will make it easier and safer for all pedestrians, and specifically those with mobility issues, to cross in these locations – thereby providing them better opportunities and more options when travelling.

What consultation and engagement has taken place?

Wards affected: Chapel Allerton, Crossgates & Whinmoor, Guiseley & Rawdon, Harewood, Headingley & Hyde Park, Horsforth, Kirkstall, Moortown, Otley & Yeadon, Roundhay

Have ward members been consulted?

☐ Yes

☒ No

- 15 No external consultations have been undertaken in respect of this report at this stage. Most 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
- 16 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).
- 17 West Yorkshire Combined Authority and the Emergency Services will also be fully consulted on all proposals prior to individual final detailed schemes being progressed.
- 18 The Executive Board Member for Climate Change, Transport and Sustainable Development was briefed on the proposals on 27 February 2023 as part of the Key Decision process. The

Executive Board Member raised no objections to the proposals contained within that initial briefing.

- 19 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?

- 20 The proposed cost of this programme of work is £450,000 inclusive of any legal fees, design fees and works costs. The full £450,000 will be funded from the City Region Sustainable Transport Settlement 2023/24 budget, in accordance with priorities and budget provision set out in the Local Transport Plan.
- 21 There are no particular resource implications arising from this report. The programme of projects shall be accommodated within Traffic Engineering 2023/24 programme of works and delivery is anticipated within the 2023 calendar year, subject to the approval of this report, successful consultations and no overriding matters on site for each project.

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

- 22 There are no direct risk issues generated by the proposals contained within this report, over and above those expected when working in the public highway. 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 locations listed in this report. Completed schemes will then be monitored and safety audited again to ensure the implemented design is appropriate.

What are the legal implications?

- 23 The report is subject to Call-in as it affects multiple electoral Wards.
- 24 There are no specific legal implications because 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 considering all other relevant legislation – including duties under the Equalities Act.
- 25 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.

Options, timescales and measuring success

What other options were considered?

- 26 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.

How will success be measured?

27 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.

What is the timetable and who will be responsible for implementation?

28 It is intended, subject to approval of this report that the project will be delivered in in the 2023 calendar year, but within the 2023/24 financial year.

Appendices

- 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

Background papers

- None.