

OVERVIEW AND SCRUTINY MANAGEMENT BOARD

Date and Time :- Thursday 18 March 2021 at 2.00 p.m.

Venue:- Microsoft Teams Meeting.

Membership:- Councillors Cusworth, R. Elliott, Jarvis, Jepson, Keenan, Mallinder, Napper, Steele (Chair), Taylor, Tweed, Walsh and Wyatt.

This meeting will be webcast live and will be available to view [via the Council's website](#). The items which will be discussed are described on the agenda below and there are reports attached which give more details.

Rotherham Council advocates openness and transparency as part of its democratic processes. Anyone wishing to record (film or audio) the public parts of the meeting should inform the Chair or Governance Advisor of their intentions prior to the meeting.

AGENDA

7. Pedestrian Crossing Assessment Overview (Pages 2 - 17)

Public Report
Overview and Scrutiny Management Board

Committee Name and Date of Committee Meeting

Overview and Scrutiny Management Board – 18 March 2021

Report Title

Transportation – Crossing the Highway - Provisions for Vulnerable Road Users

Is this a Key Decision and has it been included on the Forward Plan?

No

Strategic Director Approving Submission of the Report

Paul Woodcock, Strategic Director of Regeneration and Environment

Report Author(s)

Andrew Lee

Senior Engineer, Road Safety andrew.lee@rotherham.gov.uk

Ward(s) Affected

Borough-Wide

Report Summary

At a previous meeting of this committee a request was made for consideration to be given to actions that can be taken to ensure that pedestrian crossings and other road infrastructure across the Borough fully takes into account the needs of vulnerable road users and for a report to be brought back March meeting of this board.

Recommendations

That the current approach for pedestrian crossing design and configuration is noted and comments or observations are made as to whether this current approach meets the needs of residents and recommend any changes that are considered necessary.

List of Appendices Included

Appendix 1 – Equalities Screening

Appendix 2 - List of infrastructure measures to support vulnerable road users when crossing.

Background Papers

Department for Transport guidance: LTN 2/95 the Design of Pedestrian Crossings.

Consideration by any other Council Committee, Scrutiny or Advisory Panel

Overview and Scrutiny Management Board – 23 March 2011

Economic Development, Planning and Transportation – 15 March 2010

Council Approval Required

No

Exempt from the Press and Public

No

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1. Background

1.1 During the Overview and Scrutiny Management Board meeting held on 16 December 2020 Members expressed concern regarding:-

- The ability of “vulnerable road users such as the elderly and people with reduced mobility to cross roads safely due to road safety infrastructure often not meeting their needs....”
- Those concerns “not confined to particular roads or crossings and advised that they were concerned about the safety of vulnerable road users crossing roads safely right across the Borough”.
- A formal recommendation was brought to Cabinet.

1.2 Clarification was sought on how the needs of vulnerable road users are taken into consideration.

1.3 The report also outlines the approach used for determination of crossing “wait times” which had been noted as a concern within the current delivery process.

2. Key Issues

2.1 A key part of the design considerations for signalised crossings is the configuration of both pedestrian and road traffic “wait times”. This issue is considered in great detail to ensure the optimum highway usage is attained that enables effective and safe use of the crossing by pedestrians and other non-motorised road users whilst maintaining effective traffic flow. Rotherham’s pedestrian crossing installations are configured using “wait time” parameters detailed in government guidance note LTN 2/95 the Design of Pedestrian Crossings.

2.2 The key risk at this stage of design is the extent to which traffic flow is restricted resulting in congestion, potential contributions to air quality concerns and also potential for driver error or route changing that could result in increased accident risks. These are all considerations in the configuration of “wait times” for all vehicle and pedestrian users in addition to technical considerations of phasing (for complex signalised crossings or junctions) and site based technical challenges of space, visibility of signals to drivers and so on. Details are provided below of the specific method used to determine these timings.

2.3 Issues relating to vulnerable road users are taken into account throughout the whole design process associated with new highway projects and these are evaluated during the road safety audit process. Particular attention is taken at sites where there are known vulnerable road users, such as outside schools, areas of heavy pedestrian footfall, or cycling.

Vulnerable Road Users: Pedestrian Crossing design and timings (“Wait times”)

- 2.4 All new signal-controlled pedestrian crossing facilities installed in Rotherham are of the Puffin Crossing Style incorporating near-side pedestrian signal displays as opposed to the traditional far-side aspects traditionally found on Pelican Crossings. This type of crossing has two forms of detection for pedestrians, these being, kerb-side detectors which can cancel the request to cross the road where pedestrians move on before the green pedestrian symbol appears, therefore, reducing un-necessary delay to traffic flows, and on-crossing detectors which enable the crossing period to be extended where pedestrians require more time to reach the opposing footway (refer to DfT LTN 2/95 Table 6 *Period 6* below). The cycle is initiated by a pedestrian demand formed by both the push button being pressed and the pedestrian occupancy of the kerb-side detector zone i.e. remaining on the crossing for longer than the pre-set crossing end period, the concluding Red phase which allows pedestrians to complete the crossing process (*Period 5* in the table below).
- 2.5 The initial green pedestrian symbol indicated on the near-side pedestrian signal display indicates the point at which pedestrians can start to cross the road if safe do so. Following this the detection units monitor the crossing area and will maintain a red signal for traffic until such time that pedestrians have cleared the carriageway, or the maximum permitted time is reached. During this period a red pedestrian symbol will appear on the near-side pedestrian signal heads indicating to those pedestrians wishing to cross the road that it is no longer safe to do so without calling the crossing again.
- 2.6 At signalised crossings the pedestrian demand units incorporate either audible, and/or rotating tactile cones for visually impaired pedestrians.
- 2.7 Whilst crossings with nearside operation have become the main form of crossing in many places, it is recognised that there are places where they are unsuitable. Accordingly, although it is no longer possible to install Pelican crossings in England, Scotland and Wales, a crossing using far side signals is prescribed in the Regulations and is defined as a “Pedex crossing”. These are a junction pedestrian facility installed as a stand-alone crossing and use far side signals. The sequence is the same as at a signal-controlled junction, with a steady amber period for traffic, and a green pedestrian symbol followed by a blackout period.
- 2.8 Reducing pedestrian wait times at crossings can be investigated on a site specific basis and will take into account both pedestrian usage and vehicle flows, as a crossing which is activated more will increase traffic delays, particularly during peak periods.
- 2.9 Configuration of “wait times” in Rotherham is completed in compliance with the above-mentioned government guidance which allows some discretion. The relevant table within the guidance is restated below (LTN 2/95 Table 6).

Table 6 PUFFIN CROSSINGS - OPERATIONAL CYCLE & TIMINGS

PERIOD	SIGNALS SHOWN		TIMINGS (Seconds)
	TO PEDESTRIANS	TO VEHICLES	
1	Red Standing Figure (Wait)	Green (proceed if way is clear)	20-60 (fixed) 6-60 (VA)
2	Red Standing Figure	Amber (stop unless not safe to do so)	3
3	Red Standing Figure	Red (stop, wait behind Stop line on carriageway)	1 to 3
4	Green Walking Figure with audible signal if provided (cross with care)	Red	4 to 9
5	Red Standing Figure (do not start to cross)	Red	1-5
6	Red Standing Figure	Red	0-22 (pedestrian extendable period)
7	Red Standing Figure	Red	0-3 (only appears on a maximum change if pedestrians are still being detected)
8	Red Standing Figure	Red	0-3 (only appears at a pedestrian gap change)
9	Red Standing Figure	Red with Amber (stop)	2

- 2.10 In terms of accommodating the needs of all road users the following process is employed. For each of the periods 1-9 in column 1 of the above table engineers set the wait phases defined in columns 2 & 3 within the time limits given in column 4. An example scheme within Rotherham is given below to illustrate how this is used locally, with timings from a new installation at Canklow:

Period	Time (seconds)	Pedestrian Signal	Vehicle Signal
1	30	Red	Green
2	3	Red	Amber (fixed)
3	2	Red	Red
4	4	Green	Red
5	3	Red	Red
6	7	Red	Red
7	0		
8	0		
9	2	Red	Red/Amber (fixed)

Note: Periods 7/8 are no longer used and the time is incorporated into Periods 5 & 6.

Vulnerable Road Users: additional measures other than crossings

- 2.11 Appendix 2 sets out a range of measures undertaken by staff within the Transportation unit to improve the highway network for vulnerable road users, with reference to the associated Design.
- 2.12 The objective of the road safety audit process is to provide an effective, independent review of the road safety implications of engineering interventions for all road users, with the road safety auditors making recommendations to the design team, where applicable, to improve the road network for vulnerable road users

3. Options considered and recommended proposal

- 3.1 The Council's current method of assessing pedestrian crossing requests was approved in February 2006 (minute No. 182 refers), with modifications to the method being approved by the former Cabinet Member for Economic Development, Planning and Transportation in March 2010 (minute No. G140 refers).
- 3.2 Depending on the extent of changes taking place consultation takes place with local road users, frontages and where relevant to the scale of changes with key

representative groups. Such consultation enables a range of design solutions to be considered.

4. Consultation on proposal

- 4.1 In terms of the existing approach used to consider vulnerable road users, as the existing methodology of assessing controlled crossing and other related requests within the borough is current policy, no consultations are proposed if it continues to receive the support of Members.
- 4.2 Consultation takes place at scheme level for road safety and traffic management schemes according to the needs identified by each scheme.

5. Timetable and Accountability for Implementing this Decision

- 5.1 As the existing methodology of assessing controlled crossing requests within the borough is current policy, there are no additional timescales or accountability required for this decision. Schemes can take a few months or more than one year to complete depending on the project requirements for funding, design approvals and traffic order making.

6. Financial and Procurement Advice and Implications (to be written by the relevant Head of Finance and the Head of Procurement on behalf of s151 Officer)

- 6.1 The costs associated with the existing policy for implementing Controlled Crossings within the borough are covered within the Local Transport Plan.
- 6.2 Where a third-party contractor is engaged, they must be procured in compliance with the Public Contracts Regulations 2015 (as amended) and the Council's own Financial and Procurement Procedure Rules.

7. Legal Advice and Implications (to be written by Legal Officer on behalf of Assistant Director Legal Services)

- 7.1 None.

8. Human Resources Advice and Implications

- 8.1 None.

9. Implications for Children and Young People and Vulnerable Adults

- 9.1 The existing Pedestrian Crossing assessment method used in the borough includes adjustment factors that take into account the proportion of elderly, blind/partially sighted and mobility impaired pedestrians, the proportion of unaccompanied children, the proportion of pedestrians with prams and pushchairs, the carriageway width, the time pedestrians spend waiting to cross and crossing the road, vehicle speed and any improvement in accessibility as a result of providing the crossing.

10. Equalities and Human Rights Advice and Implications

- 10.1 The existing Pedestrian crossing assessment takes in to account all road users at the location being investigated. Reports for decision to approve schemes include an equality screening.

11. Implications for Partners

- 11.1 No additional implications for Partners will occur as a result of using the existing assessment and implementation method.

12. Risks and Mitigation

- 12.1 The existing assessment method used by Rotherham Borough Council is based on national guidance previously produced by the Department for Transport. This guidance has been updated within the Traffic Signs manual 6 which no longer makes specific reference to the formula approach used in this guidance and therefore enables more flexibility in local assessment methods. In continuing with the current method of assessing Pedestrian Controlled Crossing requests this mitigates risks of introducing an unproven assessment method which may not meet the needs of road users. However, a review of an alternative assessment method can be looked into and reported on if deemed an appropriate way forward.

13. Accountable Officer(s)

Andrew Moss, Interim Head of Transport Infrastructure

Approvals obtained on behalf of: -

	Named Officer	Date
Chief Executive		Click here to enter a date.
Strategic Director of Finance & Customer Services (S.151 Officer)	Named officer	Click here to enter a date.
Assistant Director of Legal Services (Monitoring Officer)	Named officer	Click here to enter a date.
Assistant Director of Human Resources (if appropriate)		Click here to enter a date.
Head of Human Resources (if appropriate)		Click here to enter a date.

Report Author: Andrew Lee, Senior Engineer **Error! Reference source not found.**

This report is published on the Council's website.

APPENDIX 1**PART A - Initial Equality Screening Assessment**

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 and diversity.

A **screening** process can help judge relevance and provide 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 and diversity
- whether or not equality and diversity is being/has already been considered, and
- whether or not it is necessary to carry out an Equality Analysis (Part B).

Further information is available in the Equality Screening and Analysis Guidance – see page 9.

1. Title

Title: Crossing the Highway - Provisions for Vulnerable Road Users

Directorate:
Regeneration and Environment

Service area: Transportation
Infrastructure

Lead person: Andrew Moss

Contact number: 01709 822968

Is this a:

☐

Strategy / Policy

☒

Service / Function

☐

Other

If other, please specify

2. Please provide a brief description of what you are screening

As the Local Highway Authority (LHA) the Council is required to oversee the design, commissioning and installation of transport infrastructure relating to pedestrian crossing measures. These measures range from basic advance warning signs such

as “school crossing ahead” to fully automated signalised pedestrian crossings such as Puffin and Toucan crossings. At a previous meeting of Overview & Scrutiny Management Board a request was made for consideration to be given to actions that can be taken to ensure that pedestrian crossings and other road infrastructure across the Borough fully takes into account the needs of vulnerable road users. This screening assessment provides an insight into some of the equalities issues considered when designing such traffic management measures.

3. Relevance to equality and diversity

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

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

When considering these questions think about age, disability, sex, gender reassignment, race, religion or belief, sexual orientation, civil partnerships and marriage, pregnancy and maternity and other socio-economic groups e.g. parents, single parents and guardians, carers, looked after children, unemployed and people on low incomes, ex-offenders, victims of domestic violence, homeless people etc.

Questions	Yes	No
Could the proposal have implications regarding the accessibility of services to the whole or wider community? <i>(Be mindful that this is not just about numbers. A potential to affect a small number of people in a significant way is as important)</i>	x	
Could the proposal affect service users? <i>(Be mindful that this is not just about numbers. A potential to affect a small number of people in a significant way is as important)</i>	x	
Has there been or is there likely to be an impact on an individual or group with protected characteristics? <i>(Consider potential discrimination, harassment or victimisation of individuals with protected characteristics)</i>	x	
Have there been or likely to be any public concerns regarding the proposal? <i>(It is important that the Council is transparent and consultation is carried out with members of the public to help mitigate future challenge)</i>	x	
Could the proposal affect how the Council’s services, commissioning or procurement activities are organised, provided, located and by whom? <i>(If the answer is yes you may wish to seek advice from commissioning or procurement)</i>		x
Could the proposal affect the Council’s workforce or employment practices? <i>(If the answer is yes you may wish to seek advice from your</i>		x

HR business partner)

If you have answered no to all the questions above, please explain the reason

If you have answered **no** to **all** the questions above please complete **sections 5 and 6**.

If you have answered **yes** to any of the above please complete **section 4**.

4. Considering the impact on equality and diversity

If you have not already done so, the impact on equality and diversity should be considered within your proposals before decisions are made.

Considering equality and diversity will help to eliminate unlawful discrimination, harassment and victimisation and take active steps to create a discrimination free society by meeting a group or individual's needs and encouraging participation.

Please provide specific details for all three areas below using the prompts for guidance and complete an Equality Analysis (Part B).

- **How have you considered equality and diversity?**

The report details the Council's approach to provision of pedestrian crossings and how the needs of vulnerable and infirm road users are considered. It is proposed that all schemes will receive an Equality Screening and where deemed necessary will progress to a full Equality Assessment. Specifically, this refers to the Council's "Equality Analysis; A Guide and Methodology" document, with particular need to accord with Step 3; Engagement. This will ensure that through consultation, schemes will be designed to meet the individual requirements of different people and different communities, considering barriers in relation to protected characteristics.

All pedestrian crossing schemes of any type delivered by the Council undergo an Equality Screening Assessment and where deemed necessary will progress to a full Equality Assessment. This ensures all schemes are designed and constructed to take account of the needs of all road users.

Specifically, this refers to the Council's "Equality Analysis; A Guide and Methodology" document, with particular need to accord with Step 3; Engagement. This will ensure that through consultation, schemes will be designed to meet the individual requirements of different people and different communities, considering barriers in relation to protected characteristics. This ensures the type of obstacles older and more vulnerable pedestrians needs on the highway are identified and addressed where feasible to do so.

In addition, the key characteristics identified within the Equality Act have been broadly assessed below in key findings.

• **Key findings**
Age (older people)

Population forecasts indicate that the number of older people in the Borough is set to increase in the future.

Older people can encounter physical barriers, such as trip hazards from uneven surfaces, crossing busy roads, and difficulties boarding and alighting buses and using steps at railway stations.

Age (younger people)

Access to school and appropriate crossing points on busy roads may have a higher impact on younger people.

Disability

The term 'disabilities' covers a multitude of issues, such as physical mobility and sensory problems, as well as learning difficulties. Therefore the transport needs of people with disabilities are wide-ranging and require numerous solutions when planning and developing accessible road safety schemes.

Both national and local data acknowledges that transport issues have a significant impact on the lives of people with disabilities. Disabled people tend to travel and drive cars less often than the rest of the population. In fact the most common mode of travel for people with disabilities is as a car passenger. People with disabilities can also experience problems in using public transport, with issues such as inaccessible bus stops, stations, and vehicles.

Race/Ethnicity

The Race Relations (Amendment) Act 2000 places a general duty on public authorities to actively promote race equality. The Council's own practices recognise that there is a need for equality of access to information and services.

Gender

Evidence from national surveys indicates that women in general have less access to cars than men, and are more likely to use public transport. Women also undertake more supervising journeys than men, whether this is with young children or as a carer.

The Equality Act places a legal duty on local authorities to eliminate unlawful harassment or discrimination, and to promote equality between men and women. In terms of road safety, this includes considering the needs of escort journeys with young children.

Sexual Orientation

There is no evidence available to suggest that there are specific transport access needs with regards to sexual orientation.

- **Actions**

Undertake Equality Impact Assessments on all schemes that include pedestrian crossing measures within their design as they are developed.

Date to scope and plan your Equality Analysis:	8 th March 2021
Date to complete your Equality Analysis:	8th March 2021
Lead person for your Equality Analysis (Include name and job title):	Andrew Moss, Interim Head of Transport Infrastructure.

5. Governance, ownership and approval

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

Name	Job title	Date
Andrew Moss	Interim Head of Transport Infrastructure	08/03/2021

6. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given.

If this screening relates to a **Cabinet, key delegated officer decision, Council, other committee or a significant operational decision** a copy of the completed document should be attached as an appendix and published alongside the relevant report.

A copy of **all** screenings should also be sent to equality@rotherham.gov.uk For record keeping purposes it will be kept on file and also published on the Council's Equality and Diversity Internet page.

Date screening completed	8th March 2021
Report title and date	Transportation – Review of Controlled Crossings assessments For consideration at OSMB 16 th March 2021
If relates to a Cabinet, key delegated officer decision, Council, other committee or a significant operational decision – report date and date sent for publication	N/A
Date screening sent to Performance, Intelligence and Improvement equality@rotherham.gov.uk	8th March 2021

Appendix 2:

List of infrastructure measures to support vulnerable road users when crossing.

1. Tactile Crossing points (Buff coloured at uncontrolled crossing points and red at signalised crossings in line with current standards).
(Reference: Guidance on the use of Tactile Paving Surfaces by Department for Transport)
2. Pedestrian refuges, with associated dropped kerbs with tactile paving.
(Reference: Manual for Streets & Chapter 6, & CD143)
3. Controlled Crossings (Zebra's, Puffins, Toucans, Equestrian crossings, and those incorporated into junction signalisation schemes). At signalised crossings the pedestrian demand units incorporate either audible, and/or rotating tactile cones for visually impaired pedestrians.
(Reference: Chapter 6 Traffic Signs manual)
4. Lower speed limits (20mph speed limits and zones within residential areas).
(Reference: Department for Transport Circular 01/2013 – Setting local speed limits)
5. School 20mph limits.
(Reference: Chapter 4 Traffic Signs manual)
6. On-road and off-road cycle schemes, including advance stop lines at traffic signals.
(Reference: Local Transport note 01/20 – Cycle Infrastructure Design)
7. Measures to prevent inappropriate parking, such as yellow lines and bollards.
(Reference: Highways Act 1980)
8. Pedestrian guard railing, especially outside school entrances.
(Reference: Local Transport Note 2/09 - Using railings to make roads safer for pedestrians)
9. Footway and footpath links to reduce walking distances or to improve crossing facilities.
(Reference: Manual for Streets & CD143)
10. Traffic calming schemes, including road humps and speed cushions.
(Reference: Local Transport Note 01/07 – Traffic calming & The Highways [Road Hump] Regulations 1999)
11. Reduced ramp gradients to improve access for wheel-chair users, and the installation of handrails.
(Reference: Design Manual for Roads and Bridges & Disability Discrimination Act 1995)
12. Education, Training and Publicity work in Schools and Colleges.
(Reference: Road Traffic Act 1988)

13. Footway decluttering to remove obstacles for visually and mobility impaired pedestrians, such as reducing the number of signposts, or footpath barriers which restrict wheel-chair / pushchair access.
(Reference: Manual for streets & Traffic Advisory Leaflet 01/13)
14. Improved street lighting schemes.
(Reference: TD 501 Road lighting design)
15. Road Safety Audits take into consideration the needs of vulnerable road users and make recommendations to scheme designer to improve the highway infrastructure.
(Reference: GG119 Road Safety Audits)
16. Disabled parking bays and Permit only parking bays, to reduce the distance mobility impaired pedestrians have to walk.
(Reference: Highways Act 1980)
17. Installation of benches to provide a resting point along walking routes for older of mobility impaired pedestrians with in the community.
(Reference: Manual for streets)