

REPORT TO CABINET MEMBER FOR TRANSPORT AND HIGHWAYS

3 MARCH 2011

REPORT OF DIRECTOR FOR PLACES

1. POLICY – PEDESTRIAN CROSSING REQUESTS

1.1 Purpose of Report

- 1.1.1 To seek Cabinet Member approval to introduce a policy for managing and prioritising requests for pedestrian crossings in the Borough of Solihull.

1.2 Background

- 1.2.1 In 1995, the then Department of Transport introduced Local Transport Note 1/95 “The Assessment of Pedestrian Crossings”. This document moved away from the previous numerical conflict value, which simply compared the number of vehicles travelling along the road to the number of pedestrians crossing it, and introduced an assessment method using a framework approach to encourage an informed decision-making process.

- 1.2.2 This assessment method, which is still in use today, helps to determine the extent of the problem, in terms of usage, delay and collision history. It also takes into consideration a wide range of factors, including likely generators of pedestrian movements, such as bus stops, schools and local shopping centres. The procedure then considers the relative benefits as part of an options framework, which helps to deliver the preferred solution, for example the introduction of a formal crossing, a central refuge, and some pedestrian guard railing or warning signs.

- 1.2.3 As a result of the assessments carried out by the Council, four types of formal pedestrian crossing have been introduced across the Borough, which are:

- **The Zebra crossing**, which is easily recognised with 2 amber beacons, together with black and white posts, and stripes across the road.

- **The Pelican** (Pedestrian Light Controlled) crossing facility, which introduced the flashing amber sequence on the traffic lights,
- **The Puffin** (Pedestrian User Friendly Interface) which uses standard traffic signal sequences, together with improved detection equipment to monitor pedestrian activity and reduce delay to traffic, and
- **The Toucan** (Two types of users can cross) crossing, which also allows a cyclist to ride across the road at the same time as a pedestrian. This type of crossing facility can be either in the Pelican or Puffin format.

1.2.4 At the present time there are 54 Zebra crossings, 59 Pelican crossings, 5 Puffin crossings and 13 Toucan crossings on our road. In addition, the Council has also introduced many more minor measures, in terms of central refuges, footway crossing points, and warning signs, all which help pedestrian movements along the highway network.

1.2.5 Statutory Instrument 1997 No. 2400 “ The Zebra, Pelican, and Puffin Regulations and General Directions 1997”, sets out the layout and design criteria, including visibility standards to be achieved when considering the provision of a formal pedestrian crossing facility.

1.2.6 With diminishing resources and continued requests for new pedestrian crossings, it is considered an appropriate time to introduce a policy to support the decision making process, when dealing with the 10 to 15 requests received each year.

1.3 **Matters for Consideration**

The Pedestrian Crossing Policy

1.3.1 The recent reduction in funding, available through the Local Transport Plan, for Highway Improvement projects, including the provision of new pedestrian crossings, focuses the need to consider new ways of managing such requests.

- 1.3.2 To ensure that the limited resources available for this type of project are used efficiently and effectively, it is recommended that all requests for new pedestrian crossing facilities should be taken through an assessment process. This will ensure that future projects are aligned with both Council and the Local Transport Plan priorities.
- 1.3.3 A suggested format for a register of requests for new pedestrian crossings has been developed and is set out in Appendix A. To ensure that open and consistent decisions are made and available to the public it is recommended that the register should be reported to Cabinet Member annually, at the December Transport and Highways decision-making session.
- 1.3.4 The need for new pedestrian crossings can be identified in a number of different ways. Generally, requests come from individual residents, local representative groups and Local Ward Members. However, the need for a new pedestrian crossing can also be identified as part of private development project approved through the planning process and other changes to the highway network such as those promoted through the Council's Safer Routes to Schools initiative.
- 1.3.5 Due to a lack of clear guidance and / or a policy covering this subject, not all pedestrian crossings have gone through a formal assessment process in the past. It is therefore recommended, as a matter of policy, that in the future all potential pedestrian crossing facilities must be taken through the assessment process outlined below.

The Pedestrian Crossing Assessment Process

- 1.3.6 The assessment process has been developed taking account of the need to provide a fair assessment and at the same time, deliver a value for money service. It is there suggested that the following process should be adopted:

- All requests should be recorded and progress monitored on a Pedestrian Crossing request database. Applicant to be formerly advised of the process and timescales.
- **Phase 1:** Initial assessment carried out to ascertain whether there are physical constraints that prevent a pedestrian crossing being provided. At this stage, a preliminary appraisal of potential usage and value for money will also be carried out.

The outcome of the Phase 1 assessment process is to be recorded on the Pedestrian Crossing database. Only those requests where there is a positive outcome from Phase 1 will progress through to the Phase 2 assessment.

However, at the Phase 1 stage, the assessment may highlight the need for other minor measures to improve pedestrian safety and these items will be delivered through the resources available from the Highway Efficiency Measures allocation within the Local Transport Plan. Typical examples may include new warning signs, additional pedestrian guard railing or markings.

- **Phase 2:** Carry out a full pedestrian crossing assessment in accordance with the advice contained in the Department for Transport's Local Transport Note 1/95 "The Assessment of Pedestrian Crossings" to determine whether the provision of a crossing facility is justified and if so, the potential solution(s).
- **Monitoring:** Update the Pedestrian Crossing request database upon completion of Phase 2 assessments and report progress annually to the Transport and Highways Cabinet decision making session in December.

1.3.7 Appendix A contains the suggested format for the proposed Pedestrian Crossing request monitor. This document also indicates those locations where the introduction of a crossing facility is currently approved, but awaiting funding, together with those locations currently under review.

1.3.8 Any potential pedestrian crossing schemes that are identified by the Phase 2 assessment process will then move forward to be prioritised and compete for funding in accordance with the Local Transport Plan Prioritisation Framework, which was agreed at the 20th January 2011 Cabinet Decision Session.

1.4 Financial Implications

1.4.1 The cost to undertake Phase 1 of the pedestrian crossing assessment process is estimated to cost in the region of £500 per request in Officer's time, and if required, a further £700 in traffic survey costs. Officer's time will be funded from the Network Management Team's revenue allocation and the cost of the traffic surveys will be funded from the appropriate Forward Planning element of the Local Transport Plan's Allocation.

1.4.2 Based on previous experience, there have been between 6 and 10 Phase 2 full pedestrian crossing assessments carried out per year. The cost to collect and analyse the pedestrian and traffic data, review collision records and undertake site investigation will cost in the region of £2,500 per location. Subject to resources being available, these costs will also be funded through the appropriate Forward Planning element of the Local Transport Plans allocation.

1.4.3 The relatively minor cost of delivering any recommendations from the Phase 1 assessment process will be funded from the Highway Efficiency element of the Local Transport Plan.

1.4.4 Any Phase 2 assessments, which identify the need for significant schemes, will be the subject of individual reports to Cabinet Member depending at the appropriate stage in the project's detailed design process.

1.5 Environmental Implications

1.5.1 There are no significant environmental implications associated with the introduction of this policy.

1.5.2 However, there will be environmental implications associated with the provision of new pedestrian crossing facilities, which will include introducing new signs; street furniture; coloured high friction surfacing and carriageway markings. The impact of which will be considered as part of the reports that consider the scheme's detailed design.

1.6 Community Safety Implications

1.6.1 There are no significant safety implications associated with the introduction of this policy.

1.6.2 However, this type of project will be designed to either reduce road safety risk at a particular location, or to reduce the number of collisions that have occurred at a particular location. The safety implications for the local community will also be considered as part of the reports that consider the scheme's detailed design.

1.7 Risk Implications

1.7.1 The Corporate Risk Management Approach has been complied with to identify and assess the significant risks associated with this decision / project. This includes (but is not limited to) political, legislation and reputation risks.

1.7.2 The Approach is not intended to eliminate all risks and not all the risks identified can be managed all of the time. Also, risks will still exist that have not been identified.

1.7.3 However, based on the information provided, it is the officers' opinion that the significant risks have been identified, assessed and arrangements are in place to manage them effectively.

1.7.4 This assessment identified that there are no net "red" risks that need to be reported.

1.8 Ward Members Views

- 1.8.1 Ward Members have not been consulted as part of the preparation of this report. However, Ward Members will be consulted during the development of any detailed proposals arising out of the Phase 2 assessment work.

1.9 Consultation Undertaken

- 1.9.1 No formal consultation has taken place in the development of this policy.

1.10 Positive About People

- 1.10.1 The introduction of this policy will help ensure a consistent and transparent approach is applied to requests for new formal pedestrian crossing facilities.

1.11 Background Papers

- 1.11.1 Statutory Instrument 1997 No. 2400 “The Zebra, Pelican, and Puffin Regulations and General Directions 1997, and
- 1.11.2 Department of Transport, Local Transport Note 1/95 “The Assessment of Pedestrian Crossings”

FOR DECISION

Cabinet Member is asked to:

- (i) Agree to introduce a policy that requires all requested and proposed pedestrian crossing facilities should be considered using the recommended assessment process;
- (ii) Approve the two phase assessment process as set out in paragraph 1.3.6;
- (iii) Note the current status with regard to on going pedestrian crossing requests as detailed in Appendix A; and

- (iv) Agree to receive an annual report to the December decision making session to monitor and review progress.

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Wards Affected: All

**Solihull Metropolitan Borough Council – Places Directorate
Network Management Group
Pedestrian Crossing Request Monitor**

| DATE | REF No. | LOCATION | RECOMMENDATION | STATUS |
|----------|---------|--|---|--|
| 28/03/01 | 5/01 | B4105 Station Road, Balsall Common, | Assessment recommends footway is extended outside HSBC Bank on both sides, this would provide a safe area for pedestrians to cross. | Outstanding - Awaiting works to be constructed as part of development proposals. |
| 18/04/01 | 6/01 | Ulleries Road, Lyndon | A low cost localised road narrowing scheme in the vicinity of Hobs Moat Medical Centre to be considered (build-outs to narrow carriageway to 6m with associated centre hatching). | On-going - Measures being introduced as part of the Lyndon Safer Routes to School Scheme. Project to be completed by end of March 2011. |
| 28/02/02 | 8/02 | Monkspath Hall Road (near junction with Widney Lane), St. Alphege. | Critical factor in pedestrian safety is visibility for pedestrians on east side of crossing, to vehicles on the roundabout. Crossing difficulty occurs on roundabout approach, which has been flared to three lanes – (10.5m road width). Recommended that a series of measures aimed at improving existing crossing. | Outstanding – awaiting development of proposals and potential links with other Safer Routes to Schools initiatives |
| 12/09/08 | 9/05 | Ulleries Road, Lyndon | Proposed pedestrian refuges. Scheme to be included in the Lyndon Safer Routes to Schools project | On-going - Work to install pedestrian facilities currently under construction to be complete End of March 2011. |

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| DATE | REF No. | LOCATION | RECOMMENDATION | STATUS |
|----------|---------|--|---|---|
| 12/05/09 | 1/09 | Bills Lane, Shirley West | Traffic Calming measures proposed. | Outstanding - Traffic calming scheme delete from the 2010/11 works programme due to objections from the community. Further meeting with Ward members could not identify an alternative solution. |
| 12/04/10 | 2/09 | Chester Road, near Windward Way, Smithswood. | Provision of Guard Rail to existing site of Zebra Crossing. | Outstanding - Project to be reviewed and considered as part of the adjacent North Solihull Regeneration project and waiting Safer Routes to Schools applications. Scheme on hold. |
| 12/04/10 | 3/09 | Cooks Lane, near Forth Drive, Fordbridge and Kingshurst. | Proposed raised Zebra crossing & subway infill. | LTP Programme - Zebra crossing scheme proposed for 2011/12 LTP programme subject to funding being made available. |

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| DATE | REF No. | LOCATION | RECOMMENDATION | STATUS |
|----------|---------|------------------------------------|---|---|
| 3/09/09 | 4/09 | Cranmore Boulevard, Shirley South | Pedestrian refuge & traffic calming measures. | On-going – Consultation with local community for possible Local Initiative Funded project taking place. Report to T & H Cabinet due June 2011. |
| 12/04/10 | 5/09 | Fen End Road West, Knowle. | Proposed raised zebra crossing. | LTP Programme - Zebra crossing scheme proposed for 2011/12 LTP programme, subject to funding being made available. |
| 12/05/09 | 6/09 | Haslucks Green Road, Shirley West. | Proposed raised zebra crossing. | LTP Programme - Zebra crossing scheme proposed for 2011/12 LTP programme, subject to funding being made available. |
| 12/05/09 | 7/09 | Hurst Lane North, Castle Bromwich. | Proposed raised zebra crossing. | LTP Programme - Zebra crossing scheme proposed for 2011/12 LTP programme, subject to funding being made available. |

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| DATE | REF No. | LOCATION | RECOMMENDATION | STATUS |
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| 12/05/09 | 8/09 | Meriden Road, (Berkswell) Meriden. | Two options recommended: (1). Signalised Pedestrian Crossing or (2). Raised table & VAS | Outstanding - Berkswell Parish Council being consulted on options. Berkswell Speed Action Group proposals gateway features. |
| 2/06/10 | 9/09 | Moorend Avenue, Chelmsley Wood | Signalised (Toucan) crossing | On-going - Toucan Crossing to be installed in 2010/11. |
| 2/06/10 | 10/09 | Old Lode Lane | Pedestrian crossing & traffic calming measures | LTP Programme - Traffic calming scheme proposed for 2011/12. |
| 12/05/09 | 12/09 | Windward Way, Smithwood. | Detailed Assessment been commissioned. Final report expected April 2011. | On-going – Awaiting out-come of assessment and further consultation being undertaken with Smithswood College regarding possible traffic calming scheme. |
| 06/03/09 | 14/09 | Moorend Avenue near Cambridge Drive, Chelmsley Wood. | Detailed Assessment been commissioned. | On-going – Awaiting out-come of assessment. |

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| DATE | REF No. | LOCATION | RECOMMENDATION | STATUS |
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| 07/09/10 | 1/10 | Chelmsley Wood Bus Interchange, Chelmsley Wood | Proposed introduction of Two Vehicle Actuated Signs, additional 20mph repeater signs and markings. Investigate widening of refuges, coloured surfacing and the introduction of new Loading & Unloading parking restrictions. | On-going – measures being installed or investigated as part of the LTP 2010/11 works programme. |
| 1/07/10 | 2/10 | Water Orton Road (Park Hall School) Castle Bromwich. | Phase 2 Detailed Assessment been commissioned. | On-going – Awaiting out-come of Phase 2 assessment. |
| 1/07/10 | 3/10 | Chester Road near New Road | Phase 2 Detailed Assessment been commissioned. | On-going – Awaiting out-come of Phase 2 assessment. |
| 07/09/10 | 4/10 | Homer Road between Princes Way roundabout & Touchwood Entrance | Un-controlled staggered crossing point on exit from roundabout. | Project Brief prepared. Design of staggered un-controlled crossing point in 2011/12 provisional programme. |
| 07/09/10 | 5/10 | Kenilworth Road, Knowle, at junction with A41 High Street | Phase 2 Detailed Assessment been commissioned. | On-going – Awaiting out-come of Phase 2 assessment. |
| 07/09/10 | 6/10 | Aqueduct Road outside Mill Lodge Primary School | Phase 2 Detailed Assessment been commissioned. | On-going – Awaiting out-come of Phase 2 assessment. |

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The Pedestrian Crossing Assessment Process

