

**Report to the Chief Officer (Highways and Transportation)**

**Date: 18/7/2017**

**Subject: Roundhay Area - School Expansion Programme/2016-17 20mph scheme  
Objection Report.**

**Capital Scheme Number: 32352**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Roundhay & Moortown	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. The Best Council Plan 2015-20 outlines how Leeds City will achieve its ambition to become the Best City in the UK and Leeds City Council the best local authority. According to the Best Council Plan, the success of the Best Council objective: ensuring high quality public services will be partly measured through reduced numbers of people Killed or Seriously Injured on the city's roads. This report proposes a scheme that will contribute to this objective and improve road safety which is also a priority within the West Yorkshire Local Transport Plan.
2. This report seeks approval to overrule the objection received to (Traffic Regulation)(Speed Limit)(Nº3).Order 2017 and the S90c Traffic Calming notice relating to the provision of a 20mph zone including all streets contained within the border of; Street Lane, Harrogate Road, Gledhow Valley Road, Roundhay Road & Princes Avenue.

**Recommendations**

3. The Chief Officer is requested to:
  - i) note the contents of this report;
  - ii) consider and over-rule the objections to Leeds City Council (Traffic Regulation) (Speed Limit) (No.3) Order 2017.;

- iii) request the City Solicitor to make, seal and implement Leeds City Council (Traffic Regulation) (Speed Limit) (No.3) Order 2017.; and
- iv) request the City Solicitor to write to the objectors informing them of the Chief Officer's (Highways and Transportation) decision.

## **1 Purpose of this report**

- 1.1 This report details the objections received against the proposed 20mph zone in the Roundhay ward contained within the boundary of Street Lane, Harrogate Road, Gledhow Valley Road, Roundhay Road & Princes Avenue as shown on TM-30-2606/report/01, and request the Chief Officer (Highways and Transportation) to consider these objections and the recommendations.
- 1.2 The purpose of the report is to obtain authority to over-rule the objections received and seeks approval to implement and seal the 20mph zone as per the revised, advertised Order.

## **2 Background information**

- 2.3 As part of Leeds City Council's on-going programme of works to introduce 20mph zones in residential areas, an area was identified to have such a zone introduced across the Roundhay ward, covering streets contained within the boundary of Street Lane, Harrogate Road, Gledhow Valley Road, Roundhay Road & Princes Avenue.
- 2.4 The Roundhay and Gledhow 20mph zone was originally conceived as three separate 20mph zones, however in order to improve the delivery of the schemes and to reduce costs they have been combined. The extents of the original schemes are shown on drawing TM-30-2606-REPORT-01.
- 2.5 The area inside this boundary covers an area totalling over 1.5 square miles and accommodates approximately 1850 residential properties and five schools.
- 2.6 The area for the Roundhay Stainburn 20mph zone is primarily covered by a 20mph speed limit order introduced in 2012 for Moor Allerton Primary School. The proposed 20mph zone encompasses this existing area, and extends it in both an easterly and westerly direction along the length of Street Lane as shown on TM-30-2606-REPORT-01.
- 2.7 As part of the City Council's School Expansion programme both Gledhow Primary and Roundhay Secondary schools have been granted planning permission to expand in association with a number of planning conditions relating to specific highway works. These were provisionally drawn up by Mouchel Consultants and given to Highways to deliver.
- 2.8 With the area defined, the necessary surveys were undertaken within this area, which identified all roads where average speeds were over 24mph as requiring

traffic calming measures. This is in line with the most recent Department for Transport guidance on the introduction of 20mph zones, which states that speed reduction achieved with the use of 20 mph signs alone is likely to be small, about 1 mph (Mackie, 1998). Therefore, 20 mph speed limits enforced by signs alone would be most appropriate where mean speeds are already low (24 mph or below). On streets where mean speeds exceed 24mph Traffic calming measures should be proposed. Speed surveys highlighting potential speeding issues were recorded on;

- Old Park Road at three points, with average speeds of 26.1, 27.9 & 25.6mph
- Gledhow Lane at three points, with average speeds of 28, 22.9 (directly outside the school) and 28.1mph
- Gledhow Wood Road at two points, with average speeds of 27 & 25.2mph
- Lidgett Park Road at two points, with average speeds of 26.7 & 25.1mph

2.9 These streets consequently meet the design criteria taken from 'The Setting of Local Speed Limits', that on roads where average speeds are greater than 24mph, traffic calming must be installed. The proposals to include these streets in the scheme came from local ward members and the local community.

2.10 Consultation was undertaken with the Ward Members who were supportive of the scheme. The 20mph zone was also promoted to the general public at the local farmers market at Oakwood clock in March 2016

2.11 The finalised scheme was advertised on site by way of street notices between 5<sup>th</sup> May 2017 – 5<sup>th</sup> June 2017. During the advertisement period 16 people made representation relating to the proposals, 11 objecting to the scheme, and 5 supporting the proposals

2.12 Following further communications with these people including a detailed response addressing their enquiries and also explaining the rationale behind the proposals, telephone calls, a site meeting, and some slight amendments to the scheme, 3 objections were withdrawn leaving 8 objections, the issues of which are included in the reference table.

### **3 Main issues**

3.13 This report refers to a scheme that proposes to introduce a 20mph speed limit on all roads contained within the boundary of Street Lane, Harrogate Road, Gledhow Valley Road, Roundhay Road & Princes Avenue, the area of which is shown on drawing TM-30-2606/report/01. The traffic calming features which are shown on drawing TM/30/2606/07/03/traffic calming.

3.14 Please see the attached objection summary table detailing the objectors concerns and Highways' response.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 Ward Members: Ward Members were consulted by email on 20<sup>th</sup> June 2016, with members supporting the scheme
- 4.1.2 Emergency Services and West Yorkshire Combined Authority (WYCA): The Emergency Services and WYCA were consulted by email on the 24/06/2016 and 01/08/2016. We have received support for the proposals from one of the Ward Members
- 4.1.3 The formal public advertisement of the scheme was undertaken between 5<sup>th</sup> May 2017 – 5<sup>th</sup> June 2017.

### **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 An Equality, Diversity, Cohesion and Integration screening form was completed as part of the initial pedestrian crossing review report approved by the Chief Officer (Highways and Transportation) in July 2016.

### **4.3 Council policies and City Priorities**

- 4.3.1 The Best Council Plan 2015-20 outlines how Leeds City will achieve its ambition to become the Best City in the UK and Leeds City Council the best local authority. According to the Best Council Plan, the success of the Best Council objective: ensuring high quality public services will be partly measured through reduced numbers of people Killed or Seriously Injured on the city's roads.
- 4.3.2 The proposal contributes to the policies in the West Yorkshire Local Transport Plan 2011-26 as follows:

**Transport Assets:** P2. Maintain to a suitable and sufficient standard.  
**Travel Choices:** P10. Promote the benefits of active travel.  
**Connectivity:** P18. Improve safety and security

- 4.3.3 The proposals contained in the report have no implications for the council constitution.

### **4.4 Resources and value for money**

- 4.4.1 The estimated total cost for the expenditure for the LTP Roundhay Stainburn 20mph zone is £26,300 which comprises of £19,100 works costs and £7,200 staff costs to be funded from the LTP Transport Policy Capital Programme
- 4.4.2 The additional funding of £71,500 consisting of £61,500 works costs and £10,000 staff costs will come from the School Expansion programme for works associated to the Gledhow Primary school and Roundhay Secondary school.
- 4.4.3 The schemes completion is anticipated within the 2017/18 financial year.

## **4.5 Legal Implications, Access to Information and Call In**

4.5.1 The scheme is not eligible for Call In.

## **4.6 Risk Management**

4.6.1 There are no risks, other than those normally encountered when working on the adopted highway, associated with the scheme.

## **5 Conclusions**

5.1 Provision of these measures will improve safety of the area and promote a modal shift in movements through the area in line with the aims of the rolling 20mph scheme programme.

5.2 Over-ruling the received objections detailed in Appendix A, in accordance with the recommendations will allow this scheme to progress.

## **6 Recommendations**

6.1 The Chief Officer is requested to:

- i) note the contents of this report;
- ii) consider and over-rule the objection to Leeds City Council (Traffic Regulation)(Speed Limit)N<sup>o</sup> 3).Order 2017;
- iii) request the City Solicitor to make, seal and implement Leeds City Council (Traffic Regulation)(Speed Limit)N<sup>o</sup> 3).Order 2017; and
- iv) request the City Solicitor to write to the objectors informing them of the Chief Officer's (Highways and Transportation) decision.

## **7 Background documents<sup>1</sup>**

7.1 None.

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

## APPENDIX A

### SUMMARY OF OBJECTIONS TO THE PROPOSED TRAFFIC REGULATION ORDER

SUMMARY OF OBJECTIONS	HIGHWAYS RESPONSE	NUMBER OF OBJECTORS
1. Legal Notices do not provide adequate publicity to members of the public	<p>In line with local Authorities Traffic Regulation procedure the Council is required to undertake consultation to make people 'suitably aware', with the minimum expected consultation being a notice in the local newspaper for a minimum of 28 days. On occasion we have written to households affected by a proposed scheme, however on a scheme of this size which is significant, the consultation would require a very labour intensive and costly exercise and therefore we have to consider the scale of the consultation for the limited budget available.</p> <p>The formal public advertisement period was conducted via a notice in the Yorkshire Post 5<sup>th</sup> May 2017, as well as notices installed on street lighting columns throughout the affected area between 5<sup>th</sup> May 2017 – 5<sup>th</sup> June 2017. Furthermore initial public liaison and a presentation were done at Oakwood Clock local farmers market on 19<sup>th</sup> March 2016. Leaflets were left at the local library and local residents championing the scheme undertook a leaflet drop in their neighbourhood.</p>	2
2. Support speed limit reduction to 20mph but do not want traffic calming	<p>It is acknowledged that traffic calming measures are not always popular, but are often necessary to control vehicle speeds. The traffic calming measures have been kept to a minimum and to a level that should achieve the aims of reducing speeds on those roads with higher existing speeds. The scheme should have a wider benefit in the reduction of accidents, whilst hopefully improving the perceived environment for walking and cycling.</p> <p>Any roads included within the proposed 20mph zone must have an average speed at or below 24mph in order to satisfy current design requirements. Previously when introducing 20mph zones there was a requirement to introduce some form of traffic calming feature every 100m. This was excessive and often unnecessary. More recently, these rules have been relaxed so as not to be excessive, giving Highway Authorities the flexibility to focus their resources where features are required. Therefore, traffic calming features have only been proposed where speed surveys have confirmed they are required. In areas where speeds are already low 20mph repeater signs will be installed on lighting columns instead.</p>	2

3. The idea of a 20mph zone is ill founded	<p>The proposals are the result of a desire from the Department for Transport to see residential roads reduced to 20mph. Council initiated a programme of works in 2010 to meet this desire, approved by its Executive Board.</p> <p>This programme has been developed with the initial focus of introducing 20mph zones around schools wherever practical. This approach and programme was endorsed by the Executive Board in February 2014 in response to a deputation from the 20s Plenty for Us campaign group. 'The Provision of 20mph speed limits in Leeds' Scrutiny Board report dated 17th March 2015 highlights Leeds vision that all residential streets within its district will be governed by a 20mph speed limit by 2020 – this is in addition to the zones around schools</p>	5
4. Speed Humps cause damage to vehicle suspension steering and are a discomfort	<p>Department for Transport guidance states that vehicles travelling over road humps at appropriate speeds should not suffer damage, provided the humps conform to the Highways (Road Hump) Regulations. The standard details developed by Leeds City Council for traffic calming features conform to these regulations.</p> <p>The guidance developed by the Department for Transport indicates that traffic calming which meets the regulations and associated guidance should not cause excessive discomfort for drivers or passengers – provided that these traffic calming features are traversed at appropriate speeds.</p>	2
5. Speed humps increase pollution	<p>Whether the scheme will increase pollution is difficult to quantify and is largely dependent on driver behaviour and driving style. The traffic calming features have been spaced in accordance with national guidance and should encourage a maintained and consistent driving style. As part of the development of the overall 20mph programme colleagues who specialise in environmental studies were consulted and responded advising that there may be potential for a slight increase in vehicle emissions due to lower speeds through the reduction of vehicle speed (expected to be approximately 2 - 8mph for the average speeds) but that the potential air quality implications will be negligible and could be mitigated and offset by a more uniform driving behaviour and potential increased modal shift to more sustainable travel choices.</p>	5
6. Request for	<p>The City Council, together with the other West Yorkshire Authorities, West Yorkshire Police, Magistrates' Court Service and the Highways Agency has formed the West Yorkshire</p>	1

Speed Cameras	<p>Casualty Reduction Partnership. The Partnership is responsible for identification, provision, erection and management of all speed cameras throughout West Yorkshire. Leeds City Council does not have powers to install speed cameras. Since April 2009 the criteria for cameras has been based on the number of accidents where someone is Killed or Seriously Injured (KSI) and a points system where each KSI accident scores 5 points and slight injury accidents score 1.</p> <p>For General Fixed Cameras:</p> <p>At least 4 accidents causing death or serious injury in the previous 3 complete years prior to commissioning of the site. A score of at least 36 points per km if the speed limit is 40mph or less and 30 points per km if the speed limit is over 40mph. Also, surveyed traffic speeds showing 1 vehicle in 10 is exceeding the speed limit by 10% plus 2mph outside of peak periods for 40mph limits and below, or by 5mph for limits above 40mph.</p> <p>For further information regarding speed cameras visit:  <a href="http://www.safetycameraswestyorkshire.co.uk">http://www.safetycameraswestyorkshire.co.uk</a></p>							
7. Request Speed Indicator Devices (SIDs)	<p>Speed Indicator Devices (SIDs) are a relatively new technology and their long term effectiveness remains unproven at the current time. There is certainly some evidence that there is an initial reduction in vehicle speeds however the introduction of a 20mph zone requires a design which the Highway Authority is confident will control vehicle speeds over the long term without further measures proving necessary. At the current time vertical traffic calming provides the greatest level of long term confidence and its effectiveness is proven.</p>	1						
8. Choice of Traffic Calming features	<p>Vertical measures have proved to be more effective than horizontal measures at achieving traffic speed reductions and each site is assessed for which method is most appropriate. Below are some of the advantages and disadvantages of the possible traffic calming features we consider. It is our professional view that vertical features are a cost effective way to reduce vehicle speeds and improve road safety in the area. It is envisaged that whilst there may be some inconvenience and discomfort to local residents, the proposals have been kept to a minimum and with the scheme's aim of reducing all vehicular speeds to create a safer, more attractive local environment for all highway users.</p> <table border="1" data-bbox="504 1305 1715 1401"> <thead> <tr> <th data-bbox="504 1305 752 1377">Traffic Calming Feature</th> <th data-bbox="757 1305 1227 1377">Advantages</th> <th data-bbox="1232 1305 1715 1377">Disadvantages</th> </tr> </thead> <tbody> <tr> <td data-bbox="504 1380 752 1401"></td> <td data-bbox="757 1380 1227 1401"></td> <td data-bbox="1232 1380 1715 1401"></td> </tr> </tbody> </table>	Traffic Calming Feature	Advantages	Disadvantages				3
Traffic Calming Feature	Advantages	Disadvantages						



	<p>Flat Top Humps (Vertical measure)</p>	<p>(a) Reasonably inexpensive to install. (b) Minimal disruption to traffic during construction (c) Proven to be effective at reducing vehicle speeds of all vehicles. (d) Supported by emergency services &amp; Metro if used infrequently.</p>	<p>(a) May result in an increase in journey times for some drivers. (b) Claims of increased pollution, damage to vehicles and discomfort to occupants (but only if taken at an inappropriate speed).</p>	
	<p>Chicanes (Horizontal measure)</p>	<p>(a) Utilise horizontal rather than vertical deflection so do not affect emergency services.</p>	<p>(a) Do not significantly reduce vehicle speed unless the chicane is tight i.e. the stagger is short; this is not possible to achieve where lorries and buses still need to use the road. (b) Some drivers see chicanes as a challenge and accelerate to get through. (c) Expensive to construct, especially if drainage works are necessary. (d) Removes on street parking.</p>	
<p>9. Allocation of resources</p>	<p>Funding for this programme is from central Government monies for improving road safety, and cannot be transferred to other projects, for example road maintenance. Furthermore in this case a good deal of the cost of this scheme is covered by funding from the Schools expansion programme.</p>			<p>5</p>
<p>10. Selection and location of traffic calming features</p>	<p>Speed surveys have been undertaken throughout the proposed 20mph zone, which Identified all roads where average speeds were over 24mph as requiring traffic calming measures. This is in line with the most recent department for transport guidance on the introduction of 20mph zones which states that speed reduction achieved with the use of 20</p>			<p>2</p>

	<p>mph signs alone is likely to be small, about 1 mph (Mackie, 1998) – this is consistent with Leeds pilot study undertaken in 2012. Therefore, 20 mph speed limits enforced by signs alone would be most appropriate where mean speeds are already low (24 mph or below). On streets where mean speeds exceed 24mph Traffic calming measures should be proposed.</p> <p>Speed surveys were taken on;</p> <ul style="list-style-type: none"> <li>• Old Park road at three points, with average speeds of 26.1, 27.9 &amp; 25.6mph</li> <li>• Gledhow Lane at three points, with average speeds of 28, 22.9 (directly outside the school) and 28.1mph</li> <li>• Geldhow Wood Road at two points, with average speeds of 27 &amp; 25.2mph</li> <li>• Lidgett Park Road at two points, with average speeds of 26.7 &amp; 25.1mph</li> </ul>	
11. Using zebra crossings or signalised junctions to traffic calm areas	Whist these features will normally have some positive effect, the locations of these are dictated more by a demand for crossing by pedestrians or vehicular traffic flow issues They would not be used solely for traffic calming purposes as this would not be cost effective, and these features in themselves would also cause inconvenience to some residents.	1
12. Do not zone the area but use advisory limits in key locations.	An advisory speed limit would not be legally enforceable, and is actually currently in place outside Gledhow Valley Primary School. A 20 mph zone has been specified as part of the Schools Expansion Programme for both here and Roundhay Secondary School.	2
13. Do not know of any accidents in the vicinity	In the period between 1/1/2011- 4/08/2016 there were a total of 70 Police recorded injury accidents within the area of the proposed zone, 61 which were categorised as slight, 8 serious and 1fatal.	2
14. Traffic calming has a significant detrimental effect for cyclists	<p>Leeds Cycle Forum have been consulted on the design of the 20mph zone and their comments were considered at the design stage.</p> <p>Traffic calming works can benefit cyclists through reducing motorised vehicle speeds and reducing their dominance; the alterations are therefore an opportunity to improve conditions for cyclists.</p>	1

	<p>A mixture of speed humps and speed cushions has been included in the scheme based on the site constraints and the consultation feedback. Both features have benefits and disbenefits in relation to cyclists and other road users:</p> <ul style="list-style-type: none"> <li>• Speed humps can assist pedestrian accessibility and minimises the impact to traffic if parking takes place next to them; they are however not supported by bus operators and can cause discomfort to cyclists.</li> <li>• Speed cushions are supported by the bus operators and allow cyclists to bypass them, but are unable to be straddled if parking takes place near them.</li> </ul> <p>Both features are recognised within national guidance and should not pose a risk to cyclists in the proposed locations.</p>	
15. 1	<p>Following discussions with the Department for Transport the Association of Chief Police Officers (ACPO) issued guidance that for their Police forces to accept and agree to the reduction of a speed limit on a road to 20mph, the post-implementation mean speed should be 24mph or below – this is the limit at which Police enforcement could effectively be carried out. Leeds City Council consequently designs its schemes such that the new mean traffic speeds will be at or below this 24mph limit, so that the scheme is in effect self-enforcing.</p> <p>Traffic calming features are therefore specified where the current mean speeds are significantly above the new 20mph speed limit. On streets with lower existing mean speeds the erection of 20mph signs will see a reduction of 1-2mph and this will support the overall lower speed limit in the area.</p>	1
16. Traffic calming features will generate noise	<p>In general if vehicles behave (and slow down) to pass over speed humps then noise should be at a minimum. What tends to be found is that whilst the pattern of noise changes (lower ambient levels, but with more pronounced peak values), the overall (time-weighted) level of noise (LAeq) tends to remain around a similar level in the before and after situation.</p>	2
17. The following humps are considered unnecessary due to		

<p>proximity to existing junctions/bends on Old Park Road:</p> <ul style="list-style-type: none"> <li>· The cushions close to junction with Street Lane</li> <li>· The hump near to Park Villas.</li> <li>· The hump near to the junction with North Park Road due to existing parking here.</li> </ul>	<p>The humps on Old Park Road are spaced at a set distance of 100m apart, starting 100m beyond the junction with Street Lane, where as previously stated the speeds were recorded higher than 24mph</p> <p>Humps are located outside Park Villas approx. 100m from the previous set, where again speed were recorded around the bend of over 24mph. With the recently introduced waiting restrictions here removing parking which it frees up useable road space which can allow some motorists to travel at inappropriate speeds for the road conditions.</p> <p>Whilst currently parking near to North Park Road can reduce vehicle speeds, it is infrequent and not all day every day, which recorded speeds over this section for multiple days again revealed speeds over 24mph even with said parking.</p> <p>Furthermore we have had several requests from residents of North Park Road to restrict parking at this junction in the same manor we have at the junctions near to the Tennis Courts, as they have frequent issues with access/egress due to the parking, which should be introduced in the near future removing all parking.</p>	<p>1</p> <p>1</p> <p>1</p> <p>1</p>
<p>18. Signing will damage the aesthetics of the area</p>	<p>Signing for the 20mph zone is kept to absolute minimums, with terminal signs at the entry points off of the major roads (Street Lane, Princess Avenue, Roundhay Road etc.) and small 300mm diameter 20mph repeater signs placed sporadically though the zone, where traffic calming is present it is even more sporadic as this counts as a feature of the 20mph zone also.</p>	<p>1</p>
<p>19. There is no specific reason why DFT guidance should apply to the Roundhay/Gledhow area</p>	<p>The adopted roads in and amongst Roundhay/Gledhow area have no special status, and form part of the local Highway network, and so need to adhere to DFT regulation and guidelines.</p>	<p>1</p>

# Equality, Diversity, Cohesion and Integration Impact 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, diversity, cohesion and integration. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

<b>Directorate:</b> City Development	<b>Service area:</b> Highways and Transportation
<b>Lead person:</b> Mary Levitt-Hughes	<b>Contact number:</b> 0113 2477515
<b>Date of the equality, diversity, cohesion and integration impact assessment:</b> 17 April 2012 (Reviewed June 2017)	

<b>1. Title:</b> 20mph Speed Reduction Schemes Around Schools
Is this a:
<input type="checkbox"/> <b>Strategy</b> <input type="checkbox"/> <b>Policy</b> <input type="checkbox"/> <b>Service</b> <input checked="" type="checkbox"/> <b>Function</b> <input type="checkbox"/> <b>Other</b>
Is this:
<input type="checkbox"/> New/ proposed <input checked="" type="checkbox"/> Already exists and is being reviewed <input type="checkbox"/> Is changing
(Please tick one of the above)

## 2. Members of the assessment team:

Name	Organisation	Role on assessment team
Mary Levitt-Hughes	Principal Project Officer, Technical Support	Equality Lead
Lisa Powell	Performance & Improvement Manager	Equality Support
Gurdip Bahi	Transport Policy	Transport Planner
Philippe Nirmalendran	Traffic Management	Traffic Engineer
Gary Pritchard	Traffic Management	Traffic Engineer
Kasia Szczerbinska-Speakman	Strategy and Policy	Access and Mobility Officer
Peter Morris	Highways Design & Construction	Trainee Engineer
Sean Hewitt	Highways Design & Construction	Group Engineer

Christopher Way	Traffic Management	Traffic Engineer
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### 3. Summary of strategy, policy, service or function that was assessed:

The approach to 20mph speed limits has been evolving inline with changes to the guidance regulation from the DfT and regularly reported to Lead Members and was considered further in 2009 by Lead Members and Leader Management Team. Subsequently a review of such measures was instigated. This review has focused on a particular interest in lower speed limits in the vicinity of schools, changes to the DfT guidance and the costs benefits of the programme.

The review of 20mph Zones and Limits has given regard to the following issues:

- Member / stakeholder views and aspirations
- increasing pressure on resources;
- the forthcoming preparation of the third Local Transport Plan;
- the need to effectively target casualty reduction;
- reducing Rates of Return of 20 Zones as presently configured;
- the future role of Home Zones; and
- the need to continue demonstrating value for money.

As a result of this review the following actions were suggested as a way forward:

- i) That the principle of utilising 20 mph speed limits as a core part of the casualty reduction strategy for local communities and neighbourhoods continues to be supported.
- ii) That the principle of incorporating schools into 20 Zones or Limits is endorsed and that where there is a record of road injuries in the vicinity such schemes may be prioritised for Local Transport funding. Elsewhere if transport funding criteria are not achieved such measures will be a matter for local discretion, community priorities and funding.
- iii) To consider a small project comprising 20 Limits in the environs of 10-20 schools, identified on the basis of road injury records, for piloting a school based approach based on sites with an identified road injury record.
- iv) Review present proposals for 20 Zones to see if the alternative 20 Limit approach could deliver equally effective schemes at a lower and more affordable cost, so that the results can be used to inform the treatment of these areas and stretch the coverage of future 20 mph programmes.

The above actions were approved by LCC Corporate Leadership Team and a pilot of 6 schemes have been completed with a further tranche being progressed. Ongoing annual programmes will be progressed inline with the approved strategy and this Equality assessment.

## **Regulation Changes**

Recent changes to the DfT regulations that came into effect in November 2011 allow 20mph 'Schemes' to be implemented. The new guidance encourages local authorities to introduce more 20 mph speed limits and 20mph zones, and clearly highlights a more flexible approach in the use of 20 mph speed limits. In particular where pedestrian and cyclist movements are high, such as around schools, shops, markets, playgrounds and other areas which are not part of any major through route then 20 mph speed limits or 20mph zones are recommended for introduction.

These changes allow us to:

- Create larger 20mph speed limit areas without features where speeds are already low.
- Create 20mph Zones with a minimum number of features. These are now only installed where we have high speeds or an number of injury accidents. The type of feature used is left to the designer to identify based on the site conditions etc.
- Effect use of budget to install more 20mph schemes for our money.

## **20mph Zones**

20 mph Zones comprise of traffic calming features and signs and were previously considered appropriate where excessive speeds occurred and where measures were needed to keep speeds at or below 20mph. The regulations for zones required physical features at frequent intervals, even where the features were not needed for safety at all the locations within the zone, increasing the cost of zones but without necessarily bringing commensurate benefits.

## **20mph Limits**

20mph Limits were introduced by the erection of signs and road markings. These are regarded as most appropriate where speeds were already relatively low and further traffic calming features were not needed. Also, they were intended for very small areas, typically of one or two streets.

**4. Scope of the equality, diversity, cohesion and integration impact assessment**  
(complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

**4a. Strategy, policy or plan**  
(please tick the appropriate box below)

The vision and themes, objectives or outcomes

The vision and themes, objectives or outcomes and the supporting guidance	<input type="checkbox"/>
A specific section within the strategy, policy or plan	<input type="checkbox"/>
<p><b>Please provide detail:</b></p> <p>The ambition for Leeds City Council is that all schools across the city will have a 20 mph speed limits in place and this aim is supported by the Local Transport Plan's (LTP3) 2 key objectives highlighted below:</p> <ol style="list-style-type: none"> <li>1. <b>Economy.</b> To improve connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region.</li> <li>2. <b>Low-Carbon.</b> To make substantial progress towards a low carbon, sustainable transport system for West Yorkshire, while recognising transport's contribution to national carbon reduction plans.</li> <li>3. <b>Quality of Life.</b> To enhance the quality of life of people living in, working in and visiting West Yorkshire.</li> </ol> <p>To help deliver the above objectives the following LTP3 "proposals" are applicable to the 20mph schemes:</p> <ul style="list-style-type: none"> <li>• <b>Proposal 7</b> - <i>Implement a targeted programme of travel behaviour change including marketing, information, education and support activities.</i></li> <li>• <b>Proposal 9</b> - <i>Provide tailored education and training to support habitual behaviour change to more sustainable travel modes.</i></li> <li>• <b>Proposal 17</b> - <i>Develop a new model for transport planning at a community level to enhance local accessibility.</i></li> <li>• <b>Proposal 18</b> - <i>Improve safety and security, seeking to minimise transport casualties</i></li> <li>• <b>Proposal 22</b> - <i>Define, develop and manage networks and facilities to encourage cycling and walking.</i></li> </ul>	

<p><b>4b. Service, function, event</b> please tick the appropriate box below</p>	
The whole service (including service provision and employment)	<input checked="" type="checkbox"/>
A specific part of the service (including service provision or employment or a specific section of the service)	<input type="checkbox"/>
Procuring of a service (by contract or grant) (please see equality assurance in procurement)	<input type="checkbox"/>
<p><b>Please provide detail:</b></p>	



## **5. Fact finding – what do we already know**

Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.

### **Casualty Reduction**

In terms of road casualties around schools, research over several years has shown that over 90% of injuries to children on the school journey occur beyond the vicinity of the school. Analysis of the casualty data indicates, using a five year average, shows that around 25% of all child casualties (approx 93 annually) occur during the times of a school journey.

### **School Assessment Process**

The primary objective of 20mph schemes has always been casualty reduction. Therefore the prioritisation of the programme has been based on the recorded injury accidents. To allow for the varying sizes of the zones the overall area of the zone or the length of road covered by the proposed zone has been used to establish the accidents per km<sup>2</sup> or per km, and ranked accordingly.

The areas are identified using main and primary roads as natural boundaries and can therefore vary in size.

Following the introduction of the school 20mph pilot. All the remaining schools and their surrounding residential areas have been included into the assessment process and have now been ranked on the number of injury accidents per km<sup>2</sup>. This has been done as an interim measure and soon we will have the information based on accidents per km.

Given that the number of casualties are reducing as more and more zones are treated it is proposed to develop this process by establishing a scoring system to factor in other benefits or element which are present in the areas such as.

- Number of schools pupils
- Community centres
- Other vulnerable users centres in the area
- Shops and high streets
- Contributions from external funding.
- Population

### **Design Process**

- Investigate speed surveys and accident data
- Determine possible extent of 20mph limit/zone
- Onsite investigation of existing conditions/environment
- Determine costs of draft proposals
- Initial consultation
- Report to Highways and Transportation Board for approval to advertise the

- necessary Traffic Regulation Order (TRO)
- Introduce scheme if no resolved objections received\*
- Monitor effects e.g. carry out further speed surveys and accident studies

Where possible the Road Safety's School Travel Team go into schools prior to scheme implementation to give a presentation to the children about the 20mph and raise awareness and promote the schemes.

**Are there any gaps in equality and diversity information**

None

**Action required:**

Ongoing monitoring of schemes, by using speed surveys and accident statistics

**6. Wider involvement – have you involved groups of people who are most likely to be affected or interested**

Yes       No

**Please provide detail:**

The following stakeholders are consulted prior to the implementation of the 20mph schemes.

- Emergency Services
- Metro
- Ward Members
- Schools
- Local residents
- Parish Councils (if applicable)

**Action required:**

None

**7. Who may be affected by this activity?**

please tick all relevant and significant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function

**Equality characteristics**

<input checked="" type="checkbox"/> Age	<input checked="" type="checkbox"/> Carers	<input checked="" type="checkbox"/> Disability
<input type="checkbox"/> Gender reassignment	<input type="checkbox"/> Race	<input type="checkbox"/> Religion or Belief
<input checked="" type="checkbox"/> Sex (male or female)	<input type="checkbox"/> Sexual orientation	

Other

**Please specify:** Social class may be more affected as they are more likely to live near busy roads and walk or use public transport.

**Stakeholders**

Services users

Employees

Trade Unions

Partners

Members

Suppliers

Other please specify

**Potential barriers.**

.....  
 Built environment

Location of premises and services

Information and communication

Customer care

Timing

Stereotypes and assumptions

Cost

Consultation and involvement

specific barriers to the strategy, policy, services or function

**Please specify**

**8. Positive and negative impact**

Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers

**8a. Positive impact:**

Making 20mph the normal speed limit would:

- Dramatically increases chances of survival if [hit by a car](#) to 97%
- Make it more pleasant to [walk or cycle](#), encouraging a more healthy lifestyle
- Reduce [pollution and noise](#).
- Improve quality of life for the local community
- Provide safer passage whilst crossing the road to all pedestrians, especially those with mobility issues, disabled people, parents supporting pushchairs and young and old people

- Greater independence and choice for children travelling to school

**Action required:**

None

**8b. Negative impact:**

- There is a slight reduction in air quality when speed limits are reduced, however, this is offset by the potential reduction in fatal accidents as a consequence of reduced speeds and safety features introduced as part of 20 mph zones/limits
- Perceived displaced traffic may increase congestion on other roads, although the level of displacement would differ for every scheme and assessing this would be costly without necessarily bringing commensurate benefits.
- Potential noise increase, due to the reduction in vehicle speeds, although this is compensated by improving road safety for pedestrians and potentially only an issue at the beginning and end of the school day
- Journey times may be increased very slightly within the relatively small area of the scheme, however, every measure is taken to ensure that this is minimal by working closely with Metro to lessen the impact on commuters on buses.
- Speed calming features may have a slight impact on emergency services, though this is mitigated by ensuring that the appropriate features are used as part of the scheme design process
- Increases future maintenance costs, particularly for raised features e.g. speed cushions, road markings

**Action required:**

None

**9. Will this activity promote strong and positive relationships between the groups/communities identified?**

Yes

No

**Please provide detail:**

The introduction of 20mph schemes will have a beneficial affect in the localised area as it will provide a safer environment for the local community.

**Action required:**

None

**10. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?**

Yes

No

**Please provide detail:**

Improves community safety and makes it more of a social event as it encourages parents and children to walk or cycle to school.

**Action required:**

None

**11. Could this activity be perceived as benefiting one group at the expense of another?**

Yes

No

**Please provide detail:**

It may be perceived that the schemes have a more positive impact on pedestrians and cyclists over motorists. However, the reduction in road casualties has a beneficial affect on all three groups.

**Action required:**

None

**12. Equality, diversity, cohesion and integration action plan**

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

<b>Action</b>	<b>Timescale</b>	<b>Measure</b>	<b>Lead person</b>
Monitoring of schemes, by using speed surveys and accident statistics	Ongoing	Accident reduction	Paul Foster

**13. Governance, ownership and approval**

State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment

Name	Job Title	Date
Gwyn Owen	Project Manager, Transport Policy	14/05/12
Nicholas Hunt	Traffic Engineering Manager	22/06/17

**14. Monitoring progress for equality, diversity, cohesion and integration actions**

(please tick)

As part of Service Planning performance monitoring

As part of Project monitoring

Update report will be agreed and provided to the appropriate board  
Please specify which board

Other (please specify)

**15. Publishing**

<b>Date sent to Equality Team</b>	
<b>Date published</b>	

