

Report to the Chief Officer (Highways and Transportation)

Date: 25 September 2017

Subject: Westfield Yeadon TRO Objection Report

Capital Scheme Number: 32717

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Guiseley & Rawdon	<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 relates to 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. Following approval of a report to the Chief Officer (Highways and Transportation) in May 2017 and as part of the ongoing 20mph schemes programme, a Speed Limit Order was advertised in the Yeadon Westfield area and attracted a total of one objection.
3. This report seeks approval of the Chief Officer (Highways and Transportation) to consider and over-rule the reported objection associated to the proposed 20mph zone detailed in Leeds City Council (Speed Limit) (No.07) Order 2017 Yeadon Westfield.

Recommendations

4. The Chief Officer (Highways and Transport) is requested to:

- i) note the contents of this report;
- ii) consider and over-rule the objection to Leeds City Council (Speed Limit) (No.07) Order 2017 20mph Zone Yeadon Westfield, Guiseley & Rawdon Ward;
- iii) request the City Solicitor to make, seal and implement Leeds City Council (Speed Limit) (No.07) Order 2017 20mph Zone Yeadon Westfield, Guiseley & Rawdon Ward; and
- iv) request the City Solicitor to write to the objector informing them of the Chief Officer's (Highways and Transportation) decision.

1 Purpose of this report

- 1.1 This report details the outstanding objection received against the proposed Speed Limit Order that forms a package of work to implement a 20mph zone in the Yeadon Westfield area, Guiseley and Rawdon ward and requests the Chief Officer (Highways and Transportation) to consider the objection (see appendix A) and the recommendations.
- 1.2 The purpose of the report is to obtain authority to overrule the objection received and seeks approval to implement and seal the Speed Limit Order as per the advertised order.

2 Background information

- 2.1 As part of the Government's approach to speed management, the Department for Transport (Dft) provides guidance on 20mph schemes and setting local speed limits. The guidance encourages local authorities to consider the appropriate use of 20mph speed limits and 20mph zones and highlights how a flexible approach to the use of 20mph speed limits can be taken, particularly 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.
- 2.2 The objective of the 20mph schemes programme is to enhance the local environment by reducing vehicular speeds to create a safer road environment for all, but with a particular emphasis on children. By introducing 20mph zones in the vicinity of schools and their surrounding residential areas, this may also encourage children to engage in walking and cycling to school.
- 2.3 The 20mph schemes programme is now a well-established element of Leeds City Council's programme of road casualty reduction and sustainable travel schemes.
- 2.4 The accident history within the Yeadon Westfield area in the period 2012-2017 as used to formulate the priority, shows three injury accidents with two of these being

recorded as 'slight' and one as 'serious'. The serious accident, in 2012 involved a child cyclist. One of the slight accidents, in 2014, involved a child pedestrian.

- 2.5 The Chief Officer (Highways and Transportation) approved a package of measures detailed in a report presented 9 May 2017 and gave authority to advertise a Speed Limit Order to introduce those measures.
- 2.6 The Speed Limit Order was subsequently advertised between 30 June 2017 and 31 July 2017. One objection was received to the proposals and is detailed in Appendix A.

3 Main issues

- 3.1 This report refers to a Speed Limit Order scheme that seeks to implement a 20mph zone scheme in the Yeadon Westfield area, Guiseley and Rawdon ward, the full details of which are provided on drawing TM-00-2813-02-CON.
- 3.2 The report also refers to the formal objection received to the proposals. 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 19th May 2017. During the consultation period, no objections were received from ward members. A written indication of objection was received from one Ward Member on 11 July 2017 requesting an extension to the proposals to include an adjacent area. This, objection however arose within the period in which the legal notice was already advertised. At this stage it was too late to amend the scheme and meet the programme and expenditure within the present financial year. However, provision for the identified area is to be included within the draft programme for 2018-19. No objections were received from any other Ward Members.
- 4.1.2 Emergency Services and West Yorkshire Combined Authority (WYCA): The Emergency Services and WYCA were consulted by email on 19th May 2017. No adverse comments were received to the proposals.
- 4.1.3 Formal public advertisement of the scheme was undertaken between 30 June 2017 and 31 July 2017, attracting one objection, detailed in Appendix A.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 A full Equality, Diversity / Cohesion and Integration impact assessment has been carried out for 20mph schools schemes.
- 4.2.2 Positive Impact: Making 20mph the normal speed limit would:

- 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
- 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

4.2.3 Negative Impact: Making 20mph the normal speed limit would:

- Slight reduction in air quality due to lower speeds, however this is offset by the potential reduction in accidents.

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 By providing a safer road environment where needed and justified, the ongoing 20mph zone programme is helping to achieve Leeds' ambition to become the Best City by reducing the number of pedestrians killed or seriously injured on the city's roads, by fostering links between the communities and local facilities, especially where the highway forms a considerable barrier, and by enabling more sustainable travel choices for local journeys, including for new developments within the city.

4.3.3 Environmental Policy: The reduction in speed limit to 20mph will not have any significant impact on carbon emissions; air pollutants should remain similar to that of 30mph.

4.3.4 Local Transport Plan 3: **Strategic Approaches:**
Travel Choices: P10. Promote the benefits of active travel.
Connectivity: P18. Improve safety and security
 P22. Develop networks and facilities to encourage cycling and walking.

4.3.5 Transport Policy Approval: The design instruction for this scheme was received in April 2015 and the proposed scheme is approved in principle by Transport Policy.

4.4 Legal Implications, Access to Information and Call In

4.4.1 The scheme is not eligible for Call In.

4.5 Risk Management

4.5.1 If no action was taken then the road environment around school for pedestrians and cyclists will not improve and the potential of injury to pedestrians and cyclists will not be addressed.

5 Conclusions

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

5.2 Provision of this 20mph scheme will contribute to the Council's Ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian and cycling journeys in local communities. It will also provide a safer environment around the schools and residential areas thus encouraging more sustainable travel behaviours for all users.

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 (Speed Limit) (No.07) Order 2017 20mph Zone Yeadon Westfield, Guiseley & Rawdon Ward;
- iii) request the City Solicitor to make, seal and implement Leeds City Council (Speed Limit) (No.07) Order 2017 20mph Zone Yeadon Westfield, Guiseley & Rawdon Ward; and
- iv) request the City Solicitor to write to the objector informing them of the Chief Officer's (Highways and Transportation) decision.

7 Background documents ¹

7.1 None

¹ 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.
Yeadon Westfield 20mph Zone – objection report

APPENDIX A

SUMMARY OF OBJECTION TO YEADON WESTFIELD 20MPH ZONE, GUISELEY AND RAWDON WARD

Leeds City Council (Speed Limit) (No.7) Order 2017

SUMMARY OF OBJECTION	HIGHWAYS RESPONSE
<p>Objection Reason No.1</p> <p>The extents of the 20mph zone does not does not cover a wider area.</p>	<p>The 20mph zone programme is currently prioritised for those areas around schools. The extents of each zone are determined as those residential streets where a 20mph limit is appropriate, generally bordered by roads further up the hierarchy (distributor type roads) where a higher speed limit is to be retained.</p> <p>Increasing the area of a particular zone will impact on the cost assumptions and provisions for the remaining schemes already included within the committed 2017/18 programme.</p> <p>The objector has asked for the council to cover a large area late in the process; during the stage of advertising the order. It is too late at this stage to amend the scheme and adjust programme commitments to progress a revised scheme to completion in the current year. Provision is being made toward a 20mph scheme for the St John's area in the programme for the coming year 2018/19.</p>

Appendix B

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

Directorate: City Development	Service area: Highways and Transportation
Lead person: Mary Levitt-Hughes	Contact number: 0113 2477515
Date of the equality, diversity, cohesion and integration impact assessment: 17 April 2012	

1. Title: 20mph Speed Reduction Schemes Around Schools
Is this a:
<input type="checkbox"/> Strategy <input type="checkbox"/> Policy <input type="checkbox"/> Service <input checked="" type="checkbox"/> Function <input type="checkbox"/> Other
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

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	<input checked="" type="checkbox"/>
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"/>

Please provide detail:

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:

1. **Economy.** To improve connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region.
2. **Low-Carbon.** To make substantial progress towards a low carbon, sustainable transport system for West Yorkshire, while recognising transport's contribution to national carbon reduction plans.
3. **Quality of Life.** To enhance the quality of life of people living in, working in and visiting West Yorkshire.

To help deliver the above objectives the following LTP3 "proposals" are applicable to the 20mph schemes:

- **Proposal 7** - *Implement a targeted programme of travel behaviour change including marketing, information, education and support activities.*
- **Proposal 9** - *Provide tailored education and training to support habitual behaviour change to more sustainable travel modes.*
- **Proposal 17** - *Develop a new model for transport planning at a community level to enhance local accessibility.*
- **Proposal 18** - *Improve safety and security, seeking to minimise transport casualties*
- **Proposal 22** - *Define, develop and manage networks and facilities to encourage cycling and walking.*

4b. Service, function, event	
please tick the appropriate box below	
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"/>
Please provide detail:	
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.	
<u>Casualty Reduction</u>	
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 km² 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 km². 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

The current process will be used to formulate the programme for this financial year (2012/13) and the revised process will identify the programme for future financial years.

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

Age

Carers

Disability

Gender reassignment

Race

Religion or Belief

Sex (male or female)

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
<input type="checkbox"/>	Other please specify	
Potential barriers.		
..... <input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Built environment		Location of premises and services
<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Information and communication		Customer care
<input checked="" type="checkbox"/>	<input type="checkbox"/>	
Timing		Stereotypes and assumptions
<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	
Cost		Consultation and involvement
<input type="checkbox"/>	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)

Action	Timescale	Measure	Lead person
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
Howard Claxton	Traffic Engineering Manager	14/05/12

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

Date sent to Equality Team	
Date published	