

# Report to the Chief Officer (Highways and Transportation)

# Date: 5 December 2017

# Subject: 20mph Zone Programme – Adel 20mph Zone - Objections

# Capital Scheme Number: 299527 (Parent Scheme 32717)

Are specific electoral Wards affected?	🛛 Yes	🗌 No
If relevant, name(s) of Ward(s): Adel & Wharfedale, Alwoodley		
Are there implications for equality and diversity and cohesion and integration?	Yes	🛛 No
Is the decision eligible for Call-In?	🗌 Yes	🖂 No
Does the report contain confidential or exempt information?	🗌 Yes	🛛 No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

## 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 deals with objections 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 and Section 90C Notice were advertised in the Adel Area and attracted a total of 13 objections and 10 e-mails of support.
- 3 This report seeks approval of the Chief Officer (Highways and Transportation) to consider and over-rule the reported objections associated to the proposed 20mph zone detailed in Leeds City Council (Speed Limit) (No.18) Order 2017 Adel 20 mph Zone and the associated Section 90C for traffic calming measures.
- 4 This report also seeks to gain approval to re-advertise Stairfoot Lane due to objections to the proposed 40mph. Following further consideration, it is now proposed to reduce this to 30mph.

#### Recommendations

- 5 The Chief Officer (Highways and Transportation) is requested to:
  - i) Note the content of this report;
  - ii) Consider and over-rule the objections to the 20mph zone and associated traffic calming features within Adel; and
  - iii) Request the City Solicitor to write to the objector informing them of the Chief Officers (Highways and Transportation) decision.
  - iv) Request the City Solicitor advertise a 30mph speed limit on Stairfoot Lane, and if no objections are received, seal and implement the order.

# 1 Purpose of this report

- 1.1 To request that the objections to Adel 20mph zone and the associated traffic calming features within the Adel Ward are over-ruled and that the objectors be informed.
- 1.2 To request that the speed limit order Leeds City Council Speed Limit (No.18) Order 2017, relating to Stairfoot Lane, be re-advertised as 30mph as a result of the objections to the legally advertised speed limit order.

# 2 Background information

- 2.1 Chief Officer (Highways and Transportation) approved a programme of 20mph zones detail in a report presented 19th May 2017 and gave authority to advertise a Speed Limit Order and associated Section 90C Notices to subsequently introduce traffic calming measures to support these zones.
- 2.2 Subsequent to the initial report being approved, a length of 40mph speed limit was included on Stairfoot Lane following representations by the Ward Members.
- 2.3 Leeds City Council Speed Limit (No.18) Order 2017, and a Section 90C Notice for the Adel 20mph Zone and Stairfoot Lane were subsequently advertised between 23 October 2017 and 24 November 2017. As a result of the advertisement period, a total of thirteen objections and ten emails of support were received.
- 2.4 Five of the objections related to the proposed speed limit on Stairfoot Lane which requested a lower limit of 20mph or 30mph.

## 3 Main issues

## 3.1 **Design Proposals and Full Scheme Description.**

- 3.1.1 This report refers to a Speed Limit Order and associated Section 90C that seeks to implement a 20mph zone and associated traffic calming measures on various streets across the Adel ward, the full details of which are provided on drawings TM-01-2862-SLO-01.
- 3.1.2 The advertised order looked to reduce the speed limit on Stairfoot Lane to 40mph, however as a result of the objections and further investigation it is now proposed to re-advertise this length as 30mph.

3.1.3 The report details the formal objections received to the proposals from members of the public. Please see the attached objection summary table detailing the objectors concerns and Highways' response.

## 3.2 Programme

It is anticipated that the scheme will be implemented within the 2017/2018 financial year.

## 4 Corporate Considerations

## 4.1 Consultation and Engagement

- 4.1.1 Ward Members: Ward Members from Adel were consulted via email on 30 June 2017, and a meeting was held with the Ward Members where they all expressed their approval. A further consultation was undertaken on 5 September 2017 regarding the alteration to the proposed traffic arising from an objection from WYCA..
- 4.1.2 Emergency Services and West Yorkshire Combined Authority (WYCA) were consulted by letter and email on the 31 May 2017. WYCA responded asking for the road humps to be altered to cushions or speed tables due to the bus route due to safety concerns with road humps. It was agreed that the features on Long Causeway and Sir George Martin Drive would be altered to speed cushions and speed tables to facilitate bus movements. No other adverse comments were received.
- 4.1.3 Leeds City Council Speed Limit (No.18) Order 2017 and 90c Notice were placed throughout the ward and published in the local newspaper in October/November 2017. A detailed public consultation was also undertaken with a webpage created with the rationale and plans of the scheme this was advertised through site notices and Leeds Highways Twitter Account. A re-advertisement of Stairfoot Lane will be undertaken to reduce the speed limit to 30mph.
- 4.1.4 The content of the objections are summarised 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 school schemes and is detailed in the aforementioned report dated 19<sup>th</sup> May 2017.

## 4.3 Council Policies and City Priorities

- 4.3.1 The proposals contained in the report have no implications for the council constitution.
- 4.3.2 By providing a safer road environment where needed and justified, the scheme 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 speeds will not have any significant impact on carbon emissions; air pollutants should remain similar to prior to the schemes installation.
- 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 The design instruction for this scheme was received in April 2017 and the proposed scheme is approved in principle by Transport Policy.

## 4.4 Resources and Value for Money

- 4.4.1 The estimated total cost to implement this scheme is £30,000 which comprises of £24,000 works costs, £5000 staff fees and £1,000 legal fees all to be funded from the LTP Transport Policy Capital Programme.
- 4.4.2 The scheme is funded by the LTP Capital budget with commencement and completion anticipated within the 2017/18 financial year.

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

4.5.1 The scheme is in the Annual Programme and subject to resolving the detailed objection received it is anticipated to be completed within the 2017/2018 financial year.

## 4.6 **Risk Management**

4.6.1 Failure to approve the recommendations detailed within this report will prevent the overall scheme from progressing and would therefore not have the desired reduction in the number of recorded injury accidents in this area.

## 4.7 Conclusions

- 4.7.1 Approval of the recommendations within this report will allow the scheme to proceed.
- 4.7.2 The provision of this 20mph zone and traffic calming will contribute to achieve Leeds' ambition to become the Best City by reducing the number of pedestrians killed or seriously injured on the city's roads.

# 5 Recommendations

- 5.1 The Chief Officer (Highways and Transportation) is requested to:
  - i) Note the content of this report;
  - ii) Consider and over-rule the objections to the 20mph zone and associated traffic calming features within Adel; and
  - iii) Request the City Solicitor to write to the objector informing them of the Chief Officers (Highways and Transportation) decision.
  - iv) Request the City Solicitor advertise a 30mph speed limit on Stairfoot Lane, and if no objections are received, seal and implement the order.

## 6 Background documents <sup>1</sup>

6.1 None.

<sup>&</sup>lt;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. Lawnswood 20mph Scheme - Obejction

# Appendix A LIST OF OBJECTIONS TO ADEL 20MPH SCHEME & ASSOCIATED TRAFFIC CALMING

Number	Details of the Objection	No. of objections	Highways Response.
1	Stairfoot Lane is not suitable for a 40mph limit and should be 30mph or 20mph.	5 comments	The guidance which local authorities use when setting speed limits states that we must consider the character of a road, so a driver can appreciate that a speed limit is appropriate for that route. It is the characteristics of Stairfoot Lane that does not lend itself to a 20mph speed limit due to the lack of residential frontages, and its rural nature. Given the mean speeds of vehicles, it is now proposed to re-advertise this length as a 30mph speed limit.
2	20mph zones or traffic calming creates pollution or worsens air quality	2	Leeds City Council is aware of the concerns that some residents have towards a possible increase in pollution as a result of the introduction of 20mph zones. Studies on this issue to date by various bodies have not proved conclusive, with a general view being that there may be a slight increase in vehicle emissions but that this has been offset by the improvement to road safety and the reduction in the number and especially the severity of injury accidents.
3	The scheme is a waste of money or resources	1	The proposal is in line with the Council's strategy for introducing 20 mph speed limits in local communities and the environs of schools as approved by the Executive Board in 2010. Such proposals align with Department for Transport guidance on the use of lower speed limits. This programme has been developed with the initial focus of introducing 20mph zones around schools wherever practical. This approach and programme was approved by the Executive Board in February 2014 and reviewed by the Scrutiny Board (Sustainable Economy and Culture) in March 2015. Funding for this programme is specifically allocated road safety in the West Yorkshire Transport Strategy programme by Combined Authority.
4	Traffic calming causes	1	Department for Transport guidance states that vehicles travelling over road

	damage to vehicles.		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.
5	The existing road layout already prevents motorists from exceeding 20mph.	2	The vast majority of roads within the proposed zone do have characteristics and conditions that calm vehicle speeds. The proposed change in speed limit will provide further reductions and promote a culture of low speed that will benefit walking and cycling in residential areas.
			However, there are some roads within the zone that do require some form of traffic calming. Traffic calming features have only been proposed where speed surveys have confirmed the existing speeds are excessive and the zone would require ongoing Police enforcement to achieve the new limit.
6	Adel Lane and Church Lane are not included.	2	These lengths are local distributor roads which have little to no frontages and is therefore its characteristics are appropriate to the 30mph speed limit. There are proposals to introduce traffic calming features on these lengths as part of an adjacent development to control speeds within the existing 30mph limit.
7	Zone should extend to the whole of Long Causeway and Sir George Martin Drive.	4	The lengths of these roads where 20mph is proposed contains junctions to roads that lead to Primary Schools and where there is significant school related activity. The remaining lengths have little to no frontages and 30mph is appropriate to the characteristics of the road given their functions as residential distributors.
8	Long Causeway will become a rat-run to avoid Sir George Martin Drive	1	Both roads will be 20mph and there will be little benefit to using the narrow section of Long Causeway as an alternative.

Full details of the correspondence will be made available to board members upon request.



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 (Reviewed June 2017)	

1. Title: 20mph Speed Reduction	Schemes Around Schools	
Is this a:		
Strategy	Service X Function	Other
Is this:		
New/ proposed	X Already exists and is being reviewed	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 trenche 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)

<b>4a. Strategy, policy or plan</b> (please tick the appropriate box below)	
The vision and themes, objectives or outcomes	X
The vision and themes, objectives or outcomes and the supporting guidance	
A specific section within the strategy, policy or plan	
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.

<b>4b. Service, function, event</b> please tick the appropriate box below	
The whole service	
(including service provision and employment)	X
A specific part of the service	
(including service provision or employment or a specific section of the service)	
Procuring of a service	
(by contract or grant)	
(please see equality assurance in procurement)	
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.

# 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.

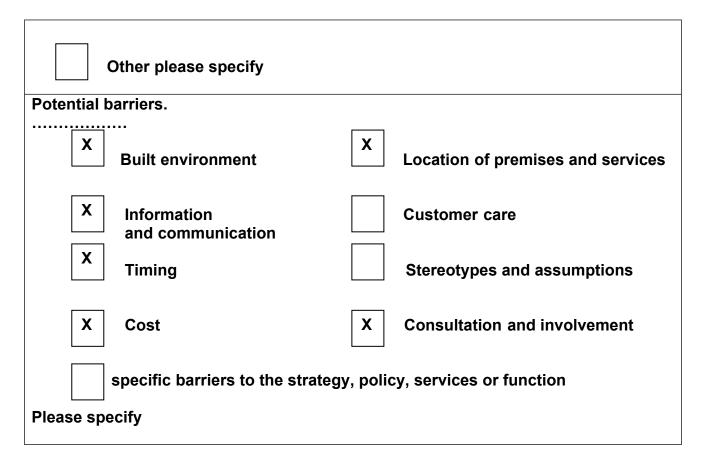
# Are there any gaps in equality and diversity information

None

Action required:

Ongoing monitoring of schemes, by using	g spe	ed surveys and accio	dent s	tatistics
<ol> <li>Wider involvement – have you invo be affected or interested</li> </ol>	lved	groups of people w	vho ar	re most likely to
X Yes No	D			
Please provide detail:				
<ul> <li>The following stakeholders are consulted schemes.</li> <li>Emergency Services</li> <li>Metro</li> <li>Ward Members</li> <li>Schools</li> <li>Local residents</li> <li>Parish Councils (if applicable)</li> </ul>	l prio	to the implementation	on of t	the 20mph
Action required: None				
7. Who may be affected by this activit please tick all relevant and significant equater that apply to your strategy, policy, service	uality		ehold	ers and barriers
Equality characteristics				
X Age	X	Carers	X	Disability
Gender reassignment		Race		Religion or Belief
<b>x</b> Sex (male or female)		Sexual orientation	า	
x Other				
Please specify: Social class may be mo busy roads and walk or use public transp		ected as they are mo	ore lik	ely to live near
Stakeholders				
X Services users		Employees		Trade Unions
X Partners	X	Members		Suppliers

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# 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

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?	

Χ	

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)?

X
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No

# Please provide detail:

Yes

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?

x	Yes		Νο
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# 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
Nicholas Hunt	Traffic Engineering Manager	22/06/17

14. Monitoring progress for equality, diversity, cohesion and integration actions (please tick)

X	

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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		