

Joint Report of Directors of City Development and Communities & Environment

Report to Executive Board

Date: 7th January 2020

Subject: EXPERIMENTAL TRAFFIC REGULATION ORDER TO FACILITATE THE UNOBSTRUCTED PASSAGE OF WASTE COLLECTION VEHICLES.

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): All wards within Leeds	
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Will the decision be open for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number: Appendix number:	

1. Main Issues

- Waste Management crews are scheduled to collect/empty around 70,000 wheelie bins from the kerbside every day in Leeds (Monday to Saturday inclusive). One of the main challenges faced by crews whilst making collections is getting the refuse/recycling truck safely into and down streets. Not being able to access a street (or part of) is the main reason for the Council being unable to empty bins on their scheduled collection day.
- Car ownership in Leeds is increasing in line with national trends, with many homes having more than one car. Leeds has many areas/estates where on street parking is the main option for residents, as well as an abundance of old narrow streets and cul-de-sacs. The result is hundreds of locations around the city where inconsiderate parking on street corners and along streets is meaning wagons cannot swing into the streets or pass safely through them.
- The impact of these access issues is crews having to return either on the same day or following days to attempt a recovery collection. Where this isn't possible bins may be left until access is available. As well as being a frustration for customers, this in turn results in avoidable contact to the Council and Ward Members. It also means bins are out on pavements for longer, with issues that brings in relation to safe pedestrian access.

- As part of a wider review of the refuse service in Leeds, looking at improved efficiency and effectiveness of operations, these access issues have been highlighted as a key cause of repeated “fails” in service and where a solution would lead to significant improvements in service and allow for better use of operational, supervisory, back office and customer contact resources. The issue of problems accessing streets by refuse vehicles has also been raised by Scrutiny Board (Environment, Housing and Communities) as a key concern, with recommendations for action to put in place measures to stop obstructions that cause the majority of the access issues.
- Waste Management Services and Highways colleagues have worked together to analyse/map where bin misses are repeatedly reported due to parked vehicles. Consultation was carried out with staff/crews and Ward Members to produce a list of locations, where it is considered that the introduction of formal waiting restrictions would help minimise waste collection access issues and whilst it is appreciated that this process will displace the indiscriminate and obstructive parking, this would be to more appropriate and safer locations
- It is therefore felt that the introduction of an experimental traffic regulation order would provide the most appropriate and suitable solution to provide unobstructed access/passage for waste collection vehicles, in line with Section 1 of the Road Traffic Regulation Act 1984.
- An experimental order will allow for a period of 18 months, during which time individual locations may be added/removed/amended alongside other statutory procedures for the making of this type of Order.

2. Best Council Plan Implications

Leeds seeks to build Safe Strong Communities, specifically by being responsive to local needs and by building thriving, resilient communities. By ensuring fundamental services like waste and recycling collections happen consistently, we help to create cleaner neighbours. Cleaner neighbourhoods in turn promote ownership and community cohesion.

3. Resource Implications

Based on the current list of wards, the costs of treating each individual electoral ward with a separate traffic regulation order would be approx. £8,000 per ward, totalling £104,000. However, the cost of delivering the Experimental Traffic Regulation Order programme is £25,000, a cost per ward of approx. £1,900; which will cover all legal and staff fees and the cost of works at each location. The cost will be funded from within the existing Waste Management Service budget. This compares favourably with previous Ward based Traffic Regulation Orders, where the average cost per individual Traffic Regulation Order was £10,000.

Recommendations

The Executive Board is requested to:-

1. Note the contents of the report.

2. Approve the principle to introduce an Experimental Traffic Regulation Order to address obstructive and indiscriminate parking at numerous locations across the Leeds district, with a view to introducing various waiting restrictions to aid and facilitate the Council's safe and timely collection of household kerbside waste.
3. And to note:
 - a) Design and Implementation of the scheme is programmed to commence in January 2020, with completion by May 2020; and
 - b) That the Chief Officer of Highways & Transportation will be responsible for implementation.

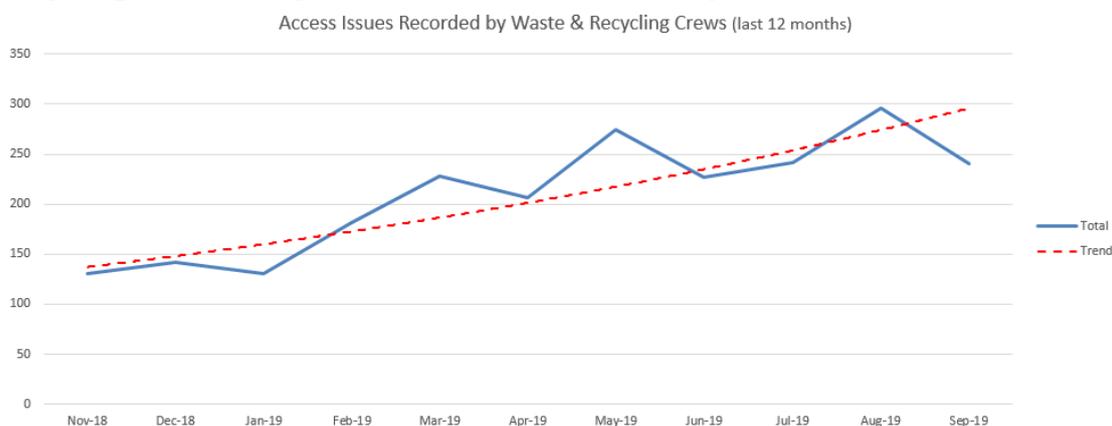
1 Purpose of this report

- 1.1 This report sets out key considerations for the principle of introduction of a an experimental city-wide Traffic Regulation Order (TRO) to facilitate the passage of vehicles including refuse wagons at locations where safe passage is currently a regular problem due to indiscriminate or obstructive parking; leading to the inability to access streets/part streets to collect kerbside household waste.
- 1.2 An experimental order will allow for a period of 18 months, during which time individual locations may be added/removed/amended alongside other statutory procedures for the making of this type of Order.

2. Background information

2.1 Leeds has many areas/estates where on street parking is the main option for residents, as well as an abundance of old narrow streets and cul-de-sacs. The growth in the number of households with more than one car continues, with many young people living with their parents for longer. The overall population of Leeds also continues to grow. The result is hundreds of locations around the city where inconsiderate parking on street corners and along streets is meaning refuse wagons cannot swing into the streets or pass safely through them to make collections.

2.2 The below graph highlights instances of access issues recorded by waste and recycling crews every month in Leeds for the last year.



- 2.3 Earlier in 2019 an exercise was done to map the locations/hotspots where repeat misses were being recorded due to refuse wagons being unable to gain safe passage through streets because of indiscriminative and obstructive parked vehicles.
- 2.4 These were presented by ward and a series of ward based meetings were organised with respective local Councillors to add their intelligence to the exercise. These meetings (and email exchanges with Members unable to meet) helped understand whether a TRO implementing waiting restrictions (i.e. yellow lines) applied at each location would help or not, or potentially cause another issue (e.g. road safety, unacceptable displacement of the problem).
- 2.5 These Member engagement/consultation sessions, together with existing work on some of the locations (for example in Harehills) and staff/crew input, resulted in a city wide list of around two hundred locations where evidence shows parked vehicles are repeatedly preventing the safe passage of larger vehicles such as refuse wagons. Resulting in a reduced service for the residents in those streets and significant resource implications for the Council.
- 2.6 Over the summer Council Highways officers attended each location to assess if formal waiting restrictions were appropriate control measures.

3. Main issues

- 3.1 There is a significant problem across the city whereby vehicle passage into and along streets is being restricted due to inconsiderate parking, whether that be along the street itself or on corners of the entrances to that street meaning larger vehicles cannot turn into the street.
- 3.2 This is having a significant impact on the delivery of refuse services, evidenced by an increasing level of contact to the Council and Ward Members, as residents report missed, scheduled collections.
- 3.3 Access issues are also impacting service resources, both in terms of the need for front line crews to return to locations to recover bins, and supervisory/back office resources to deal with enquiries/complaints. There is of course the unnecessary use of a wagon for the return trip(s) and the resultant fuel use/carbon emission.
- 3.4 The proposal is to establish the principle of introducing an Experimental TRO that would allow multiple locations in the Ardsley & Robin Hood, Armley, Beeston and Holbeck, Burmantofts and Richmond Hill, Chapel Allerton, Farnley & Wortley, Gipton & Harehills, Horsforth, Hunslet & Riverside, Middleton Park, Morley North, Morley South and Weetwood wards of the city, to have waiting restrictions introduced, that would enable the unobstructed passage of waste collection vehicles and that the Council can then enforce as necessary
- 3.5 Through the processes outlined in sections 2.4 to 2.6 around 200 locations across the city, spanning 13 electoral wards, have been identified for inclusion in the experimental TRO. The intention would be to add further locations during 2020,

subject of course to the same evidence gathering, consultation and site assessments.

- 3.6 Parking Services are committed to ensuring adequate resources are in place and deployed to enforce the parking restrictions that result from this TRO.
- 3.7 An experimental order is used where the need for traffic management measures has been identified but there is a need to test the proposals to determine whether in fact the scheme provides the desired solution. In this instance the experimental order will allow the Council to address the identified problems at the multiple locations across the city as opposed to the police, whose finite resources wouldn't be capable of dealing with the city wide problems. An experimental order is only valid if there is a genuine and identified experiment which was designed to gather information by monitoring the working of a traffic scheme.
- 3.8 In terms of the procedure for making an experimental order, The Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 ('the 1996 Regulations') require that before the experimental order is made that pre-consultation is undertaken with the applicable organisations, which are the same statutory bodies that are consulted when a permanent order is proposed.
- 3.9 In terms of objections to experimental traffic regulation orders, instead of the normal objection period of at least 21 days, the public will have up to six months from when the experimental order has come into force to object to it becoming a permanent order provided the notice of making contains the required statements. This then allows the public a clear opportunity to respond to the implemented proposals and allow the Council to closely scrutinise the operation of the restrictions and provide the ability to be able to amend and/or remove single or multiple locations should it be deemed necessary
- 3.10 No provision of the experimental order can come into force before the expiration of the period of 7 days beginning with the day on which a notice of making is published.
- 3.11 During the experiment, the effects of the order need to be assessed to determine whether the experimental order should be made a permanent order.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 The Executive Member for Climate Change, Transport and Sustainable Development and Executive Member for Environment and Active Lifestyles have been consulted and support these proposals.
- 4.1.2 Consultation with Ward Members citywide has initially taken place through drop in sessions undertaken at Civic Hall throughout February and March which provided the opportunity for Ward Members to meet with officers and highlight the areas of concern in their respective wards. Those Members unable to attend sessions were able to contribute by email or in specifically arranged meetings.

- 4.1.3 Further consultation with ward members regarding the final list of proposed locations will be carried out following approval of this report and during the course of the individual schemes as the programme is rolled forward. For this reason this report does not include a list of proposed locations as that work will follow the agreement of this report.
- 4.1.4 It is important to note that the experimental order will allow for a period of 18 months, during which time individual locations may be added/removed/amended alongside other statutory procedures for the making of this type of Order. So we anticipate there being a first “phase” of locations agreed for implementation in early 2020, with future phase(s) as further locations are identified/evidenced and following appropriate consultation.
- 4.1.5 West Yorkshire Police and other emergency services are consultees for all scheme proposals. Detailed engagement with the Police and other emergency services will take place following consideration of this report, according to normal protocols as the proposed scheme is developed.
- 4.1.6 Consultation with local residents in those areas of concern will take place using the usual processes including letter drops and street notices during the statutory consultation and advertisement processes.
- 4.1.7 As part of a wider review of the refuse service in Leeds, looking at improved efficiency and effectiveness of operations, these access issues have been highlighted as a key cause of repeated “fails” in the service and where a solution would lead to significant improvements in service and allow for better use of operational, supervisory, back office and customer contact resources. The issue of problems accessing streets by refuse vehicles has also been raised by the Scrutiny Board for Environment, Housing and Communities as a key concern, with recommendations for action being made to put into place measures to stop obstructions that cause the majority of the access issues.

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 the overall package of works and this is appended to this report (Appendix A).

4.2.2 **Positive Impact:** The introduction of the formal waiting restrictions would:

- Provide a safer and more accessible passage for waste collection vehicles, allowing waste collection on a regular basis and removing the likelihood of waste being left on the streets;
- By removing the likelihood of missed waste collections and waste being left on the streets, this would make the areas more pleasant to walk or cycle, encouraging a healthier lifestyle;
- Improve quality of life for the local community by removing the likelihood of decomposing waste being left on the streets; and
- Remove obstructive and indiscriminate parking in numerous locations across Leeds that hinders the flow of traffic and in some locations that causes problems for visibility at side road junctions.

4.2.3 **Negative Impact:**

- The displacement of existing on street parking, potentially to areas where it may create additional problems.

4.3 **Council policies and Best Council Plan**

4.3.1 Leeds seeks to build Safe Strong Communities, specifically by being responsive to local needs and by building thriving, resilient communities. By ensuring fundamental services like waste and recycling collections happen consistently, we help to create cleaner neighbours. Cleaner neighbourhoods in turn promote ownership and community cohesion.

4.3.2 By being responsive to local needs, we also help to deliver the Best Council Outcome of homes in clean and well cared for places

4.4 **Climate Emergency**

4.4.1 The proposals will contribute to improved efficiency from the waste collection fleet with potential benefits of reduced vehicle miles and standing time with the result of lower vehicle emissions.

4.5 **Resources and value for money**

4.5.1 Based on the current list of 13 wards, the costs of treating each individual electoral ward with a separate traffic regulation order would be approx. £8,000 per ward, totalling £104,000. However, the cost of delivering the Experimental Traffic Regulation Order programme is £25,000, a cost per ward of approx. £1,900; which will cover all legal and staff fees and the cost of works at each location. The cost will be funded from within the existing Waste Management Service budget. This compares favourably with previous Ward based Traffic Regulation Orders, where the average cost per individual Traffic Regulation Order was £10,000.

4.6 **Legal implications, access to information, and call-in**

4.6.1 The legal process for advertisement of the Traffic Regulation Orders contains an objection provision. Any objections would have to be considered on their merits by the Chief Officer (Highways & Transportation) under his delegated powers.

4.6.2 This report is eligible for Call-In.

4.7 **Risk management**

4.7.1 Currently areas of Leeds are experiencing missed waste collections due to the waste collection vehicles being unable to access specific streets due to obstructive parking. If the package of waiting restrictions is not approved then there is a risk that the number and frequency of missed waste collections will continue and potentially increase. This will result in further reputational damage to the council, a reduced service for affected customers, duplication of resources, continued waste of resources on arranging revisits and dealing with customer complaints.

5. Conclusions

- 5.1 One of the main issues faced by waste collection crews whilst making collections is getting the refuse/recycling vehicle into streets, due to an increase in residential parking, which causes access issues every day and results in the crews having to return either on the same day or following days to attempt a recovery collection.
- 5.2 The introduction of formal waiting restrictions in the identified locations, will help remove the obstructive and indiscriminative parking and ensure that waste collections can be carried out without the need for return visits and extra workload for the operatives; as well as reducing customer inconvenience/complaints, resources used organising revisits, dealing with the complaints and the carbon impact of unnecessary return journey's.

6. Recommendations

The Executive Board is requested to:-

1. Note the content of the report.
2. Approve the principle to introduce an Experimental Traffic Regulation Order to address obstructive and indiscriminative parking at numerous locations across the Leeds district, with a view to introducing various waiting restrictions to aid and facilitate the Council's safe and timely collection of household kerbside waste.
3. And to note:
 - a) Design and Implementation of the scheme is programmed to commence in January 2020, with completion by May 2020; and
 - b) That the Chief Officer of Highways & Transportation will be responsible for implementation.

7. Background documents¹

- 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.

Appendix A

Equality, Diversity, Cohesion and Integration Screening



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.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- The relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- Whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Traffic Management
Lead person: Nick Borrás	Contact number: 0113 37 87497

1. Title: Experimental TRO to facilitate the unobstructed passage of waste collection vehicles.

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify: Traffic Regulation Order

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

The screening focuses on a report to the Executive Board requesting the approval in principle to the introduction of an experimental traffic regulation order to address obstructive and indiscriminate parking at numerous locations across the Leeds district, with a view to introducing various waiting restrictions to aid and facilitate Waste Management crews and waste collections.

3. Relevance to equality, diversity, cohesion and integration

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

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

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment,

residential location or family background and education or skills levels).		
Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	✓	
Have there been or likely to be any public concerns about the policy or proposal?	✓	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		✓
Could the proposal affect our workforce or employment practices?	✓	
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 		✓

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration
If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.
Please provide specific details for all three areas below (use the prompts for guidance).
<ul style="list-style-type: none"> • How have you considered equality, diversity, cohesion and integration? (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected) <p>Consultation on the proposals has taken place with Local Councillors, who all support the principle of introducing formal waiting restrictions to aid waste collection.</p> <p>As part of the detailed design of the scheme, further consultation will take place with the following stakeholders</p> <ul style="list-style-type: none"> • Emergency Services (Police, West Yorkshire Fire and Ambulances Services) • Metro • Local Residents
<ul style="list-style-type: none"> • Key findings <p>Positive Impacts of the Scheme Features:</p> <ul style="list-style-type: none"> • Provide a safer and more accessible passage for waste collection vehicles, allowing waste collection on a regular basis and removing the likelihood of household waste being left on the streets;

- By removing the likelihood of missed waste collections and waste being left on the streets, this would make the areas in question more pleasant to walk or cycle, encouraging a healthier lifestyle;
- Improve quality of life for the local community by removing the likelihood of decomposing household waste being left on the streets attracting vermin; and
- Remove obstructive and indiscriminate parking in numerous locations across Leeds that hinders the flow of traffic and in some locations that causes problems for visibility at side road junctions.

Negative Impacts of the Scheme Features:

- The displacement of existing on street parking, potentially to areas where it may create additional problems.

- **Actions**

(think about how you will promote positive impact and remove/ reduce negative impact)

Any such issues that arise following the negative impact can be considered as part of the experimental order at a six and twelve month period, before the order is permanently sealed.

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.

Date to scope and plan your impact assessment:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

6. Governance, ownership and approval

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

Name	Job title	Date
Nick Borrás	Principal Engineer	10/12/2019

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed	10 th December 2019
Date sent to Equality Team	
Date published (To be completed by the Equality Team)	