

Report to the Chief Officer (Highways and Transportation)

Date: 5 December 2017

Subject: Park Spring Primary School, Swinnow - Highway Improvement Scheme

Capital Scheme Number: 32450 / PAR / 000

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Pudsey	<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
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 scheme meets these objectives by providing a safer and more user friendly road environment, which will actively encourage children into more active modes of travel on journeys to school, contributing to the Leeds Education Challenge, which forms part of the objective to build a child friendly city.
2. The City Council is responsible for designing and implementing highway works associated with the school expansion programme in accordance with a number of planning conditions. This particular report looks at the associated highway works to the school extension of Park Spring Primary School, Swinnow.
3. The planning approval granted for the expansion included a series of associated highway works, including a new 'Tiger' crossing (pedestrian and cycle provision) with associated shared space footways linking to the new entrance on Swinnow Lane, a Traffic Regulation Order to introduce waiting restrictions and a 20mph zone in the nearby area.

Recommendations

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

- Authorise the detailed design, consultation including advertisement of a Section 23 Notice and implementation of a scheme to regulate parking, encourage sustainable forms of transport to school through the improved pedestrian and cycle crossing facilities, reduce vehicular speeds and generally create a safe road environment around the new school entrance, as detailed in paragraphs 3.4.1 to 3.4.4;
- Request the City Solicitor to:
- Advertise a draft Traffic Regulation Order to introduce 'waiting restrictions' on Harewood Way, Hough Top, Swinnow Lane and Wellstone Avenue, as shown on drawing numbers TM/28/2859/HB1.2 and if no objections are received, to make and seal the order as advertised;
- Advertise a draft Speed Limit Order to introduce a 20mph speed limit zone shown on drawing TM/15/2859/HB1.3 and if no valid objections are received, to make and seal the order as advertised; and
- Advertise a notice under Section 90c of the Highways Act 1980 to provide a new speed plateau for a humped Tiger Crossing as shown on drawing TM/15/2859/HB1.1.

1 Purpose of this report

1.1 To seek approval to undertake the detailing design and implementation of a new Tiger Crossing facility on Swinnow Lane with associated shared space footway provision linking to the new pedestrian entrance to Park Spring Primary School, along with a series of waiting restrictions on Harewood Way, Hough Top, Swinnow Lane and Wellstone Avenue, accompanied by a 20mph zone in an area to the west of the school.

2 Background information

2.1 The school expansion project is required to assist in meeting the required pupil places in the Pudsey area. The school is increasing in size as a result of the expansion, from a 1 form entry to a 2 form entry school. The associated planning application for the school expansion was approved in April 2017.

2.2 The site lies within a predominantly residential area, with a small number of commercial properties a short distance away.

2.3 The school is situated between Swinnow Lane and Wellstone Avenue, with the current entrance being an access road from Wellstone Avenue. The proposal will introduce a new pedestrian and service access from Swinnow Lane. Wellstone Avenue is a residential road, with an average daily vehicular flow of 820 vehicles

and a mean speed of 18.4mph. It is subject to a 20mph speed limit. Swinnow Lane is a local distributor road, still serving some properties but at a less dense rate than Wellstone Avenue. It carries a daily average of 3450 vehicles, at a mean speed of 26.6mph. Hough Top is a predominantly residential road, with properties initially being located solely on the south side. Harewood Way is a residential cul-de-sac.

- 2.4 There has been one injury accident within the proposed 20mph zone area in the last five year period, this being categorised as 'serious' and occurring in January 2017.
- 2.5 As part of the initial works to construct the new entrance onto Swinnow Lane, undertaken separately to these works, two sets of speed cushions were provided to lower vehicular speeds in the vicinity of the works. These are to remain.

3 Main issues

- 3.1 As a result of the expansion works at Park Spring Primary School a new pedestrian and cycle access and also a vehicular service access is to be created onto Swinnow Lane. As part of the creation of this pedestrian and cycle access, it was determined that improvements to the pedestrian and cycle infrastructure on the public highway would be required to best enable use of this new facility. These proposals are contained within paragraph 3.4.1.
- 3.2 At present the Hough Top and Swinnow Lane area in the vicinity of the scheme does not suffer from parking associated with the morning and afternoon drop-off and pick-up periods, however it is acknowledged that parking will begin to take place in this area as a result of the new access point. Therefore, to ensure that parking does not take place in areas where it would block junctions, private accesses, bends in the carriageway and traffic calming features, a Traffic Regulation Order is proposed as described in paragraph 3.4.2.
- 3.3 Following the 2014 endorsement by the Leeds City Council Executive Board for the continued implementation of the 20mph programme in areas around schools, it is acknowledged that this one remaining area of Swinnow is not yet a 20mph speed limit or zone. This remaining area is included and is detailed in paragraph 3.4.3.

3.4 Design Proposals and Full Scheme Description

- 3.4.1. To better encourage sustainable methods of travelling to school, it is acknowledged that improvements to the pedestrian and cycling infrastructure are required. Subsequently, it is proposed to implement a new 'Tiger Crossing' on Swinnow Lane, between the new entrance and number 163 Swinnow Lane. A Tiger Crossing is a formal, non-signalised crossing covered by belisha beacons in the same manner as a zebra crossing, but also makes provision for cyclists and was recently approved for use by the Department for Transport. As part of the provision of such crossings, cycle routes or shared space footways are required either side and as such, it is proposed to introduce a shared space footway allowing cyclists formal access from the carriageway to the Tiger Crossing. The necessary hazard warning paving, bollards and dropped kerbs to enable cycle

access to and from the carriageway are all proposed. Furthermore, the new facility shall be located atop a speed plateau that will extend to include the new vehicular entrance point as can be seen on the associated drawing TM-28-2859-HB1.1

- 3.4.2. To ensure that parking associated with this new entrance does not occur in areas where it will cause accessibility and visibility issues, it is proposed to introduce lengths of 'No waiting at any time' (double yellow lines) on sections of Harewood Way, Hough Top, Swinnow Lane and Wellstone Avenue. Furthermore, it is proposed to introduce a length of 'No waiting Monday to Friday 0800-0915 and 1430-1545 between number 7 and number 15 Hough Top. This is to prevent parking outside the residential properties that may result in accessibility issues to private driveways, but will be free to park upon outside these hours by those residents. The proposals can be seen on the associated drawing TM-28-2859-HB1.2.
- 3.4.3. As part of the ongoing 20mph programme, it is proposed to introduce a 20mph speed limit zone within the area roughly contained by Hough Side Road/ Pudsey Road, Swinnow Lane and Swinnow Road. A short section of Swinnow Lane in the vicinity of the new school entrance shall be included and this will therefore link into the existing 20mph zone in the 'Wellstones' area. This can be seen on the associated drawing TM-28-2859-HB1.3.

3.5 Programme

- 3.5.1 It is anticipated that the scheme will be completed within the 2017/18 financial year.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.4.1. Ward Members were consulted on the highway proposals by email date 31 August 2017. A further email was sent date 19 September 2017. One Ward Member responded in support of the proposals. One Ward Member responded to offer no comment and no response has been received from the third Ward Member.
- 4.4.2. The Emergency Services and the West Yorkshire Combined Authority (WYCA) were consulted on the proposals via email date 31 August 2017. A response was received from WYCA offering their support for the scheme. No adverse comments have been received from the Emergency Services.
- 4.4.3. Residents directly affected by the new Tiger Crossing and/ or the limited waiting proposals have been consulted via letter, date 6 November 2017. No adverse comments have been received to the proposals.
- 4.4.4. A period of formal legal advertisement will take place with regards to the waiting restrictions, speed limit proposals and the required Section 90C Notice for the

speed plateau. A Section 23 Notice will also be installed on site to notify of the intention to construct a new formal crossing facility.

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

4.4.1. A full Equality, Diversity/ Cohesion and Integration Screening (Appendix 1) has been carried out on the proposals and has determined that an impact assessment is not required for the approvals requested. The screening process identified the following impacts:

Positive impacts:

- 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;
- Providing safer passage for cyclists to wishing to cross Swinnow Lane and access or egress the school site;
- By providing a series of speed plateaus, drivers will be encouraged to adhere to the lowered speed limit. Furthermore, driver behaviour at the formal crossing should be improved through the implementation of the plateau;
- By providing a crossing atop a speed plateau, the crossing itself is therefore at the height of the footway. This better enables those parents/ carers with pushchairs to cross, as well as those pedestrians using wheelchairs and those with limited mobility; and
- By removing undesirable parking in the vicinity of bends and crossing points, visibility for pedestrians wishing to cross and drivers approaching the waiting pedestrians is enhanced, thus improving crossing safety.

Negative impacts:

- The removal of unrestricted parking in the vicinity of the school may move parent parking to other locations, potentially causing other areas of concern through parking practices. Officers believe that the parking availability in the area is good, however the parking practices shall be monitored over time.

4.3 **Council policies and City Priorities**

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

4.4.2. Local Transport Plan 3: **Strategic Approaches – Connectivity:** P18 – Improve safety and security. P22 – Develop networks and facilities to encourage cycling and walking.

4.4 **Resources and value for money**

- 4.4.1. The estimated cost to implement the scheme as described is £82,400, specifically £67,150 works costs, £1,500 legal costs and £13,750 staff fees, all to be funded from the Children's Services Capital Programme.

4.5 Legal Implications, Access to Information and Call In

- 4.4.1. The scheme is within the Annual Programme and subject to resolving any objections that are received, it is anticipated to be completed within the 2017/2018 financial year. There are no further legal implications as a result of the proposals contained within this report, over and above working within the highway.

4.6 Risk Management

- 4.4.1. Objections to the permanent Traffic Regulation Order and/or Speed Limit Order may be raised during the formal consultation and could result in a delay in implementing the orders.

5 Conclusions

- 5.1 It is considered appropriate to implement a scheme in the vicinity of Park Spring Primary School, as described within this report, to introduce a number of highway improvement measures including improvements to the pedestrian and cycling infrastructure on Swinnow Lane and Hough Top; new vertical traffic calming measures on Swinnow Lane; a 20mph zone; and a series of waiting restrictions in the area. The improvements aim to ensure pedestrian safety in the area as well as reducing vehicle speeds and better regulating parking. The scheme satisfies the associated planning application for the school expansion.

6 Recommendations

- 6.2 The Chief Officer (Highways and Transportation) is requested to:

- 6.4.1. Authorise the detailed design, consultation and implementation of a scheme to regulate parking, encourage sustainable forms of transport to school through the improved pedestrian and cycle crossing facilities, reduce vehicular speeds and generally create a safe road environment around the new school entrance, as detailed in paragraphs 3.4.1 to 3.4.4;
- 6.4.2. Request the City Solicitor to:
- 6.4.3. Advertise a draft Traffic Regulation Order to introduce 'waiting restrictions' on Harewood Way, Hough Top, Swinnow Lane and Wellstone Avenue, as shown on drawing numbers TM/28/2859/HB1.2 and if no objections are received, seal the order as advertised;
- 6.4.4. Advertise a draft Speed Limit Order to introduce a 20mph speed limit zone shown on drawing TM/15/2859/HB1.3 and if no valid objections are received, to make and seal the order as advertised; and

- 6.4.5. Advertise a notice under Section 90C of the Highways Act 1980 to provide a new speed plateau for a humped Tiger Crossing on Swinnow Lane as can be seen on drawing TM/28/2859/HB1.1.

7 Background documents¹

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.

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: Highways Services	Service area: Traffic Management
Lead person: Jonathan Waters	Contact number: 0113 3787492

1. Title: Park Spring Primary School, Swinnow Expansion Scheme – Associated Highway Works
Is this a: <input type="checkbox"/> Strategy / Policy <input type="checkbox"/> Service / Function <input checked="" type="checkbox"/> Other
Traffic Regulation Order, Speed Limit Order, Tiger Crossing and associated infrastructure improvements

2. Please provide a brief description of what you are screening
The screening focuses on a report to the Highways and Transportation Board, requesting the authority to implement a series of highway improvement measures associated with the Park Spring Primary School expansion scheme. These include improvements to pedestrian and cycling infrastructure including a new Tiger Crossing, shared space footways as well as new waiting restrictions and a 20mph zone.

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. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	X	
Have there been or likely to be any public concerns about the policy or proposal?	X	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
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		X

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).

• **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)

Consultation has taken place with Ward Members, the Emergency Services and West Yorkshire Combined Authority. Support was received from a Ward Member and WYCA with no adverse comments being received from others. Residents affected by the proposals have been consulted, with

• **Key findings** (think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

Positive impacts:

- 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;
- Providing safer passage for cyclists to wishing to cross Swinnow Lane and access or egress the school site;
- By providing a series of speed plateaus, drivers will be encouraged to adhere to the lowered speed limit. Furthermore, driver behaviour at the formal crossing should be improved through the implementation of the plateau;
- By providing a crossing atop a speed plateau, the crossing itself is therefore at the height of the footway. This better enables those parents/ carers with pushchairs to cross, as well as those pedestrians using wheelchairs and those with limited mobility; and
- By removing undesirable parking in the vicinity of bends and crossing points, visibility for pedestrians wishing to cross and drivers approaching the waiting pedestrians is enhanced, thus improving crossing safety.

Negative impacts:

- The removal of unrestricted parking in the vicinity of the school may move parent parking to other locations, potentially causing other areas of concern

through parking practices. It is believed that the availability in the area is good, however the parking practices shall be monitored over time.

20mph zone

A full Equality, Diversion/ Cohesion and Integration impact assessment has previously been carried out for 20mph schools schemes.

Positive impacts: 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 survival if hit by a car to 97%, particularly important for children and older people where the chances of survival if hit at 30mph are only 50%.
- 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

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.

• Actions

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

Comments received from members of the public towards the proposals will be duly considered in the design process. Should there be a comment raised that we feel requires accommodation within the scheme and is safe and reasonable to do so, then it shall be done.

Post-scheme implementation monitoring of the site will be carried out. Should there be a need for further works to alleviate post-implementation issues then this will be duly considered at the time.

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	N/A

(Include name and job title)	
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6. Governance, ownership and approval		
Please state here who has approved the actions and outcomes of the screening		
Name	Job title	Date
Nick Hunt	Principal Engineer	
Date screening completed		24/11/2017

7. Publishing	
<p>Though all key decisions are required to give due regard to equality the council only publishes those related to Executive Board, Full Council, Key Delegated Decisions or a Significant Operational Decision.</p> <p>A copy of this equality screening should be attached as an appendix to the decision making report:</p> <ul style="list-style-type: none"> • Governance Services will publish those relating to Executive Board and Full Council. • The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions. • A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record. <p>Complete the appropriate section below with the date the report and attached screening was sent:</p>	
For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent: