

Report to the Chief Officer (Highways and Transportation)

Date: 14 August 2018

Subject: Halton 20mph Zone - Objection Report

Capital Scheme Number : 32717

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Temple Newsam		
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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

1. The Best Council Plan 2018-19 outlines how Leeds City will achieve its ambition to become the Best City in the UK and Leeds City Council the best local authority. According to the Best Council Plan, the success of the Best Council objective: ensuring high quality public services will be partly measured through reduced numbers of people Killed or Seriously Injured on the city's roads. This report proposes a scheme that will contribute to this objective and improve road safety which is also a priority within the West Yorkshire Local Transport Plan.
2. 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 Halton and attracted a total of 49 objections and 5 representations 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.16) Order 2017 Halton and the associated Section 90C for traffic calming measures.

Recommendations

4. The Chief Officer (Highways and Transportation) is requested to:
 - i) note the contents of this report;
 - ii) consider and over-rule the objections to Leeds City Council (Speed Limit) (No.16) Order 2017 20mph Zone Halton – Temple Newsam Ward and associated Section 90C notice for traffic calming measures;
 - iii) request the City Solicitor to make, seal and implement Leeds City Council (Speed Limit) (No.16) Order 2017 20mph Zone Halton – Temple Newsam Ward; and
 - iv) request the City Solicitor to write to the objectors informing them of the Chief Officer's (Highways and Transportation) decision.

1 Purpose of this report

- 1.1 This report details the objections received against the proposed Speed Limit Order and Section 90C Notice that forms a package of work to implement a 20mph zone and associated Traffic Calming in the Halton – Temple Newsam Ward and requests the Chief Officer (Highways and Transportation) to consider these objections and the recommendations.
- 1.2 The purpose of the report is to obtain authority to over-rule the objections received and seeks approval to implement and seal the Speed Limit Order as per the advertised Order and implementation of the associated traffic calming features.

2 Background information

- 2.1 The Chief Officer (Highways and Transportation) approved a report on 19th May 2017 to give authority to introduce a package of 15no 20mph zones as part of the ongoing 20mph zone programme for Leeds.
- 2.2 The introduction of a 20mph zone in Halton formed part of this package and the report gave authority to advertise a Speed Limit Order and associated Section 90C Notice for this scheme.

3 Main issues

- 3.1 The Speed Limit Order and Section 90C Notice were subsequently advertised between 8 September and 6 October 2017. As a result of the advertisement period, a total of 54 representations were received. 49 of these were objections and 5 were in support of the proposed scheme.
- 3.2 The objections are detailed in Appendix A at the end of this report together with a designer's response.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Ward Members: Ward Members were consulted by email on 18 May 2017. An indication of support was received from 2 Ward Members on 18 May 2017. No comment was received from the third Ward Member.
- 4.1.2 Emergency Services and West Yorkshire Combined Authority (WYCA): The Emergency Services and WYCA were consulted by email on 18 May 2017. The Police forwarded the email to local officers on 19 May 2017 but offered no comments. A response was received from WYCA on 18 May 2016 asking only to confirm that the traffic calming would be “bus friendly”. A response was received from the Yorkshire Ambulance Service on 19 May 2017, stating they supported the proposals.
- 4.1.3 The formal public advertisement of the scheme was undertaken between 8 September 2017 and 6 October 2017.
- 4.1.4 A letter dated 9 September 2017 was delivered to properties that would be in the closest proximity to the proposed traffic calming features.
- 4.1.5 As detailed above 54 representations were received from the formal advertisement and letters with 49 of these being objections and 5 in support.
- 4.1.6 The objections were raised at the Traffic Engineering quarterly meeting with Temple Newsam Ward Members on the 26th January 2018. Their position was that the scheme should be progressed as advertised.
- 4.1.7 Allowing a further review, the original objectors were reconsulted to inform them that a significant number (12 features) had been removed from the scheme, and ask if their objection still stands. 11 responses were received confirming that their objection still stands.

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 and is detailed in the initial report of 19th May 2017

4.3 Council Policies and City Priorities

4.4 Resources and value for money

- 4.4.1 The estimated total cost to implement this scheme is £39,100 which comprises of £27,100 works costs, £10,000 staff fees and £2,000 legal fees all to be funded from the LTP Transport Policy Capital Programme.
- 4.4.2 Subject to these objections being resolved the scheme will be completed in the 2018/19 financial year.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 The scheme is not eligible for Call In.

4.6 Risk Management

- 4.6.1 If no action was taken then road conditions in the Halton area (and particularly around the primary school) for pedestrians and cyclists will not improve and the potential of injury to pedestrians and cyclists will not be reduced per the original programme.

5 Conclusions

- 5.1 Over-ruling the received objections detailed in Appendix A, in accordance with the designer's response 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 school and residential areas thus encouraging more sustainable travel behaviours for all users.

6 Recommendations

- 6.1 The Chief Officer (Highways and Transportation) is requested to:
- i) note the contents of this report;
 - ii) consider and over-rule the objections to Leeds City Council (Speed Limit (No.16) Order 2017 Halton 20mph zone, Temple Newsam Ward and associated Section 90C notice for traffic calming measures;
 - iii) request the City Solicitor to make, seal and implement Leeds City Council (Speed Limit (No.16) Order 2017 Halton 20mph zone, Temple Newsam Ward; and
 - iv) request the City Solicitor to write to the objectors informing them of the Chief Officer's (Highways and Transportation) decision.

7 Background documents¹

- 7.1 APPENDIX A – Responses to Objections

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 - Halton 20mph Zone Objection Report – Responses to Objections

Ref	Objection	Designers Response	No.														
1	20mph zones or traffic calming creates pollution or worsens air quality	<p>The traffic calming features have been spaced in accordance with national guidance and should encourage a maintained and consistent driving style. As part of the development of the overall 20mph programme colleagues who specialise in environmental studies were consulted and responded advising that there may be potential for a slight increase in vehicle emissions due to lower speeds through the reduction of vehicle speed (expected to be approximately 2 - 8mph for the average speeds) but that the potential air quality implications will be negligible and could be mitigated and offset by a more uniform driving behaviour and potential increased modal shift to more sustainable travel choices.</p>	24														
2	Support a 20mph zone but do not want traffic calming	<p>It is acknowledged that traffic calming measures are not always popular, but are often necessary to control vehicle speeds. The scheme has been designed in accordance with national guidance in this regard. The traffic calming measures have been kept to a minimum and to a level that should achieve the aims of reducing speeds on those roads with higher existing speeds. The scheme should have a wider benefit in the reduction of accidents, whilst hopefully improving the perceived environment for walking and cycling.</p> <p>Any roads included within the proposed 20mph zone must have an average speed at or below 24mph in order to satisfy current design requirements. Previously when introducing 20mph zones there was a requirement to introduce some form of traffic calming feature every 100m. This was excessive and often unnecessary. More recently, these rules have been relaxed so as not to be excessive, giving Highway Authorities the flexibility to focus their resources where features are required. Therefore, traffic calming features have only been proposed where speed surveys have confirmed they are required. In areas where speeds are already low 20mph repeater signs will be installed on lighting columns instead.</p> <p>Result from speed surveys;</p> <table border="1" data-bbox="573 1074 1731 1251"> <thead> <tr> <th rowspan="2">Road Name</th> <th colspan="2">Mean Speed (mph)</th> </tr> <tr> <th>Northbound/Eastbound</th> <th>Southbound/Westbound</th> </tr> </thead> <tbody> <tr> <td>Chapel Street</td> <td>21.3</td> <td>23.5</td> </tr> <tr> <td>Cross Green Lane</td> <td>23.2</td> <td>24.7</td> </tr> <tr> <td>Green Lane</td> <td>27.5</td> <td>28.5</td> </tr> </tbody> </table> <p>As a result of the above it is proposed to reduce the number of features to the absolute minimum required to control speeds on Green Lane (6 no) All other proposed traffic calming is removed.</p>	Road Name	Mean Speed (mph)		Northbound/Eastbound	Southbound/Westbound	Chapel Street	21.3	23.5	Cross Green Lane	23.2	24.7	Green Lane	27.5	28.5	2
Road Name	Mean Speed (mph)																
	Northbound/Eastbound	Southbound/Westbound															
Chapel Street	21.3	23.5															
Cross Green Lane	23.2	24.7															
Green Lane	27.5	28.5															

3	Traffic calming causes damage to vehicles	Department for Transport guidance states that vehicles travelling over road humps at appropriate speeds should not suffer damage, provided the humps conform to the Highways (Road Hump) Regulations. The standard details developed by Leeds City Council for traffic calming features conform to these regulations.	23
4	Traffic calming causes discomfort or worsens injuries to drivers or passengers	The guidance developed by the Department for Transport indicates that traffic calming which meets the regulations and associated guidance should not cause excessive discomfort for drivers or passengers – provided that these traffic calming features are traversed at appropriate speeds.	15
5	<p>Traffic calming has a significant detrimental effect for;</p> <p>Cyclists, Mobility Scooters. Motorcyclists Emergency vehicles, Classic Cars,</p>	<p>Traffic calming works can benefit cyclists through reducing motorised vehicle speeds and reducing vehicle dominance; the alterations are therefore an opportunity to improve conditions for cyclists.</p> <p>Speed cushions has been included in the scheme based on the site constraints and these features have benefits and disbenefits in relation to cyclists and other road users:</p> <ul style="list-style-type: none"> • Speed cushions are supported by the bus operators and allow cyclists to bypass them, but are unable to be straddled if parking takes place near them. <p>The features are recognised within national guidance and should not pose a risk to cyclists in the proposed locations. There will be a suitable channel between the cushions and the kerb which will allow a motorcycle or mobility scooter to pass, similar to cyclists.</p> <p>Emergency services have been consulted and have no objections to the proposals. Speed cushions are designed to allow ambulances and fire engines to pass without impact.</p> <p>Unfortunately there will be an increased impact on certain vehicles (both modern and classic) which have low or weak suspension. However as this area is made up of a network of intersection routes, the majority of properties can be reached without crossing a traffic calming feature. Of the areas that cannot be reached, routes are available where you only need to cross one feature. It should also be noted that, whilst classic cars may not be able to straddle a hump in the conventional manner, passing with one wheel on each hump at low speeds will permit a far greater ground clearance.</p>	15
6	Traffic calming causes excessive noise or vibration	<p>Extensive research has been undertaken by the department for transport regarding the construction of traffic calming features to produce the Highways (Road Hump) Regulations. These specify tolerances in the designs so that they do not cause excessive noise and vibrations.</p> <p>The standard details developed by Leeds City Council for traffic calming features conform to these regulations.</p>	22

7	<p>Will affect residents parking</p> <p>Parked vehicles may be damaged</p> <p>Parking will prevent vehicles straddling the features properly.</p>	<p>There is no restriction on parking adjacent to traffic calming.</p> <p>This issue has not previously caused sufficient concern to warrant a study into any positive correlation between traffic calming and damage to parked vehicles. Drivers tend to move towards the centre of the road to straddle both humps which keeps them clear of any parked vehicles.</p> <p>It is a common occurrence in residential areas that are traffic calmed when we see parking conflicting with the traffic calming features. As above, drivers will simply straddle both cushions which will act to reduce speeds further.</p>	19
8	<p>Traffic calming will affect property value.</p>	<p>A safer road environment is likely to be a more positive factor when it comes to maintaining property values.</p>	4
9	<p>Adverse weather; Traffic calming is dangerous in Snow or ice.</p> <p>Would not be visible underwater.</p> <p>Would affect gritting.</p>	<p>Green Lane / Cross Green Lane / Chapel street are on a priority gritting route so should be kept clear of all but the worst snowfall. In such events drivers should be travelling slow enough to navigate the humps safely. Vehicle tracks will quickly show up where the traffic calming is located.</p> <p>Whilst there have been reports of ponding on Green Lane, Cross Green Lane and Chapel Street, these are unlikely to be sufficient to mask the position of the traffic calming features.</p> <p>Speed cushions are designed to allow buses, ambulances and fire engines to pass without impact. This will also apply to the grit wagons so they should not affect the gritting of roads.</p>	4
10	<p>Inconvenience whilst installing.</p>	<p>There will be some traffic disruption during the construction of the traffic calming. This however, is managed so that the disruption is kept to a minimum.</p>	3

11	<p>The scheme is a waste of money or resources.</p> <p>No Justification.</p> <p>Have never seen speeding or accidents.</p> <p>20mph zones and traffic calming are ineffective, unnecessary or cause more accidents.</p>	<p>The proposals are the result of a desire from the Department for Transport to see residential roads reduced to 20mph. The Council initiated a programme of works in 2010 to meet this desire, approved by its Executive Board.</p> <p>This programme has been developed with the initial focus of introducing 20mph zones around schools wherever practical. This approach and programme was endorsed by the Executive Board in February 2014 in response to a deputation from the 20s Plenty for Us campaign group. 'The Provision of 20mph speed limits in Leeds' Scrutiny Board report dated 17th March 2015 highlights Leeds vision that all residential streets within its district will be governed by a 20mph speed limit by 2020 – this is in addition to the zones around schools.</p> <p>Funding for this programme is from central Government monies for improving road safety, and cannot be transferred to other projects, for example road maintenance. There may not have been an issue of speeding on the roads prior to the introduction of this scheme. Although the current 30mph speed limit is largely adhered to, there is a clear benefit in road safety and increased use of sustainable travel options from a reduction to 20mph.</p> <p>In the last 5 year period there have been 15 personal injury accidents within the extents of the proposed 20mph zone, 8 of which involved a pedestrian or cyclist. Whilst it is acknowledged that not all of these could be prevented by reducing the speed limit, the number and severity of accidents should be reduced.</p> <p>LCC own evaluation shows that traffic calming is required on the roads with higher end average speeds (over 24 mph) to effectively reduce the speeds to within 10% of the limit (details of the overall approach, results of the signs-only trial in the Executive Board report Feb 2014). The existing Zones and Limits deliver on average around 43% reduction in the number of casualties (50% for pedestrians and children) - details in the 2nd Scrutiny Board report - and the more recent schemes between them save 10 casualties per year, making them our top performing road safety scheme.</p>	53
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12	The objector disagrees with the choice of traffic calming measures or would like an alternative measure	<p>Vertical measures have proved to be more effective than horizontal measures at achieving traffic speed reductions and each site is assessed for which method is most appropriate. Below are some of the advantages and disadvantages of the various traffic calming features considered by the design engineers. Vertical features are considered to be a cost effective way to reduce vehicle speeds and improve road safety in the area. Generally speaking the number of individual features has been kept to the minimum necessary to achieve the schemes aim of reducing all vehicular speeds to create a safer, more attractive local environment for all highway users.</p>	5			
		<table border="1"> <thead> <tr> <th data-bbox="566 347 891 395">Traffic Calming Feature</th> <th data-bbox="891 347 1373 395">Advantages</th> <th data-bbox="1373 347 1921 395">Disadvantages</th> </tr> </thead> </table>	Traffic Calming Feature	Advantages	Disadvantages	
Traffic Calming Feature	Advantages	Disadvantages				
		<p>Flat Top Humps (Vertical measure)</p>	<p>(a) Reasonably inexpensive to install. (b) Minimal disruption to traffic during construction (c) Proven to be effective at reducing vehicle speeds of all vehicles. (d) Supported by emergency services & Metro if used infrequently.</p>	<p>(a) May result in an increase in journey times for some drivers. Claims of increased pollution, damage to vehicles and discomfort to occupants (but only if taken at an inappropriate speed).</p>		
		<p>Chicanes (Horizontal measure)</p>	<p>(a) Utilise horizontal rather than vertical deflection so do not affect emergency services.</p>	<p>(a) Do not significantly reduce vehicle speed unless the chicane is tight i.e. the stagger is short; this is not possible to achieve where lorries and buses still need to use the road. (b) Some drivers see chicanes as a challenge and accelerate to get through. (c) Expensive to construct, especially if drainage works are necessary. (d) Removes on street parking.</p>		
		<p>Traffic islands</p>	<p>Can provide assistance with pedestrians crossing.</p>	<p>(a) Require greater road width to accommodate feature. (b) Do not significantly reduce vehicle speed unless the remaining carriageway is narrow; this is not possible to achieve where lorries and buses still need to use the road. (c) Expensive to construct, (d) Removes on street parking.</p>		

13	Speed Indicator Devices (SIDs) should be used instead of vertical traffic calming	Speed Indicator Devices (SIDs) are a relatively new technology and their long term effectiveness remains unproven at the current time. There is certainly some evidence that there is an initial reduction in vehicle speeds however the introduction of a 20mph zone requires a design which the Highway Authority is confident will control vehicle speeds over the long term without further measures proving necessary. At the current time vertical traffic calming provides the greatest level of long term confidence and its effectiveness is proven.	3
14	The existing road layout prevents motorists from exceeding 20mph	<p>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.</p> <p>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.</p>	9
15	Speed cameras should be used instead of traffic calming	<p>The City Council, together with the other West Yorkshire Authorities, West Yorkshire Police, Magistrates' Court Service and the Highways Agency has formed the West Yorkshire Casualty Reduction Partnership. The Partnership is responsible for identification, provision, erection and management of all speed cameras throughout West Yorkshire. Since April 2009 the criteria for cameras has been based on the number of accidents where someone is Killed or Seriously Injured (KSI) and a points system where each KSI accident scores 5 points and slight injury accidents score 1.</p> <p>For General Fixed Cameras:</p> <ul style="list-style-type: none"> At least 4 accidents causing death or serious injury in the previous 3 complete years prior to commissioning of the site. A score of at least 36 points per km if the speed limit is 40mph or less and 30 points per km if the speed limit is over 40mph. Also, surveyed traffic speeds showing 1 vehicle in 10 is exceeding the speed limit by 10% plus 2mph outside of peak periods for 40mph limits and below, or by 5mph for limits above 40mph. <p>Given these criteria this zone would not qualify for speed cameras and thus alternative speed reduction measures such as traffic calming must be used.</p>	16
16	Won't affect worst drivers or drivers with large vehicles.	<p>Unfortunately there will always be those who choose to drive with little consideration to the safety of others. These tend to only respond to Police enforcement and there are few practicable engineering measures which could be introduced to manage them.</p> <p>Speed cushions have been proposed to facilitate the bus operators and reduce the schemes impact on emergency vehicles. Unfortunately this also reduces their effectiveness on large cars or vans. During key times however, the speeds of these drivers will be moderated by the drivers who choose to travel at an appropriate speed.</p>	14

17	<p>Removal of Traffic Calming</p> <p>The Environments Secretary says to take them out.</p> <p>Other Authorities taking them out.</p>	<p>The comments from the Environments Secretary are in relation to air quality which is answered in row point 1 of this report.</p> <p>The DfT Circular 01/2006 supports Local Authorities to implement 20mph limits and zones in situations where there is a particular risk to vulnerable road users. The guidance sets out that the purpose of 20mph areas is to create conditions in which drivers naturally drive at around 20mph as a result of traffic calming measures or the general nature of the location.</p> <p>See comments in item 11 and above.</p>	16
18	Traffic calming is unnecessary on Woodland Hill.	A review of the recorded vehicle speeds and accident data for Woodland Hill supports that the proposed 20mph speed limit on this length should be successful without traffic calming. It has therefore been removed from the scheme.	13
19	A part time advisory 20mph speed limit should be introduced instead	An advisory speed limit is not legally enforceable and would not be effective at providing a consistent reduction in mean speeds throughout the area around the school. The aim of the programme, as endorsed by Leeds City Council's Executive Board and Scrutiny Board, is to change driving behaviours around schools and in residential areas, and only a permanent speed limit can bring about this change in behaviour and approach.	2
20	Should enforce 30mph instead.	Speed surveys taken along Green Lane, Cross Green Lane and Chapel Street indicate that mean speeds are between 28mph and 22mph. Whilst there will be a number of drivers affected by speed enforcement, this will be the minority whilst the vast majority of traffic will be unaffected.	1
21	Fuel Economy	There would be an increase in fuel consumption if a vehicle was continuously accelerating and decelerating along a conventionally traffic calmed route. The traffic calming in a 20 zone however, is designed to encourage a consistent low speed throughout which will reduce fuel consumption.	1
22	<p>Relocation of issues.</p> <p>Traffic will relocate to other routes and the use of traffic calming will expand.</p>	<p>A portion of vehicles that have previously made use of Green Lane. Cross Green Lane and Chapel Street, will be deterred from using this route due to the traffic calming. The nature of the surrounding residential streets however, do not offer a suitable through route for drivers to use so the majority of relocated traffic is likely to divert onto the main routes where it is more appropriate.</p> <p>Again, due to the nature of the surrounding streets, it is extremely unlikely that any changes to traffic flow as a result of this scheme would be sufficient to justify the introduction of traffic calming.</p>	1

23	Will result in loss of bus service.	<p>West Yorkshire Combined Authority (formerly Metro) have been consulted and have no objections to the proposed scheme. Bus services regularly operate on routes with traffic calming whether that is bus friendly (as is proposed here) or not.</p> <p>The demand for service in this area is too great for the service to be dropped as a result of the scheme.</p>	1
24	<p>Makes driving more stressful.</p> <p>Other drivers harassing those who travel at 20mph.</p>	<p>Based on previous experience, an overall reduction of average speeds is anticipated to be in the region of 4-5mph. This will have little noticeable increase in travel time. Only those that have previously been travelling at an injudicious speed should suffer the effect.</p> <p>Aggressive driving at any speed is unacceptable and can be experienced in a 20mph speed limit as much as it is at 30mph. There will always be those who drive with little consideration to the safety of others. These drivers tend to only respond to police enforcement.</p>	3
25	Headlights appear to flash	<p>This can occur with vertical traffic calming but there is no record of this being a factor in an injury accident. Any risk created by this confusion is mitigated by the lower vehicle speeds. Regular road users will recognise that this can occur and should be able to make safe judgements based on this knowledge.</p>	2
26	The scheme will cause congestion.	<p>A consistent flow of vehicles at lower speeds should mitigate any congestion caused by the provision of traffic calming.</p>	1
27	Traffic calming will spread to other lengths without consultation.	<p>If future traffic patterns indicate that additional traffic calming is required on an adjacent length, it would not be implemented without the necessary consultation, approvals and advertisement as undertaken in the current scheme.</p>	1

28	Mini roundabouts should be provided.	Mini roundabouts are a measure provided to alleviate traffic flow issues on a side road with an equal volume of traffic as the main route. This is not the case on Green Lane / Cross Green Lane / Chapel Street so such features could not be proposed on this length.	1
29	Speed limit should be more targeted to cover the immediate vicinity of the school.	<p>In order to encourage a greater use of sustainable travel options, the school 20mph program aims to reduce speeds and improve road safety for the journeys to school as well as the immediate vicinity. Therefore the 20mph zone has been proposed across the larger residential area.</p> <p>'The Provision of 20mph speed limits in Leeds' Scrutiny Board report dated 17th March 2015 highlights Leeds vision that all residential streets within its district will be governed by a 20mph speed limit by 2020 – this is in addition to the zones around schools.</p>	1

Appendix C

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 in line 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 effect 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 effect 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	

