

**Report to Chief Officer (Highways & Transportation)**

**Date: 02 July 2019**

**Subject: Leeds 20mph Local Areas Speed Limit Programme – Phase 4**

**Kippax & Methley Objection Report**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Kippax & Methley	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. The Council has a long standing ambition to provide 20mph zones and speed limits in residential areas, as approved by Executive Board and reviewed by Scrutiny Board in recent years and in line with ambitions of the Best Council Plan to make Leeds a Child Friendly City, to improve Transport and Infrastructure and to improve Health & Wellbeing. These schemes are also an integral part of the Council's Safer Roads Action Plan and have been making a major contribution to reducing road casualties.
2. In March 2018 Leeds City Council's Executive Board approved a programme to provide 20mph speed limits on all remaining appropriate residential streets across Leeds, effectively completing its ongoing 20mph programme.
3. The programme was split into 5 phases of which three phases have been advertised to date. Phase 4 of the programme was advertised on 8<sup>th</sup> March 2019.
4. Subsequent to this advertisement 1 objection has been received to the speed limit order in Kippax & Methley ward which forms part of Phase 4. This report seeks approval to over-rule these objections.

## **Recommendations**

5. The Chief Officer is requested to:

- i) note the contents of this report; and
- ii) consider and over-rule the objection to Leeds City Council (Speed Limit) (No.45) Order 2018 – Kippax & Methley 20mph speed limit; and
- iii) request the City Solicitor to make, seal and implement Leeds City Council (Speed Limit) (No.45) Order 2018 – Kippax & Methley 20mph speed limit; and
- iv) request the City Solicitor to write to the objector informing them of the Chief Officer's (Highways and Transportation) decision.

### **1 Purpose of this report**

- 1.1 This report details objections received to a speed limit order advertised as part of the Leeds 20mph Local Areas Speed Limit Programme.
- 1.2 The report requests that this objection and the accompanying recommendation are considered and over-ruled accordingly.

### **2 Background information**

- 2.1 In March 2018 Leeds City Council's Executive Board approved a programme of 20mph speed limits across the city. These speed limits were designed to complete the ongoing introduction of 20mph zones and limits in the city, so that all appropriate residential streets were covered by these lower speed limits.
- 2.2 The project has been split into 5 phases. This report details objections received to the Kippax & Methley speed limit order which forms part of Phase 4.

### **3 Main issues**

- 3.3 Advertisement of the speed limit order took place between 11th January 2019 and 8th February 2019. This advertisement attracted 1 objection.
- 3.4 The objections and accompanying officer comments and recommendation are detailed in Appendix A to this report.

### **4 Corporate Considerations**

#### **4.1 Consultation and Engagement**

- 4.1.1 All ward members in the above listed wards were consulted in April 2018. General support was expressed for the proposals. New members have been appraised of the proposals at officer briefings.

4.1.2 The Emergency Services and the West Yorkshire Combined Authority were consulted prior to the Executive Board report, and again on 8<sup>th</sup> March 2019 in parallel with the legal advertisements.

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

4.2.1 The contents of this report have no further implications for EDCI beyond those in the Executive Board report of March 2018 which has been attached in Appendix B.

## **4.3 Council policies and City Priorities**

4.3.1 As detailed in the Executive Board report these proposals contribute to the activities and objectives of the Safer Roads Action Plan, the Leeds Transport Strategy and the Best Council Plan.

4.3.2 Climate Emergency: The provision of the proposals in this report will encourage sustainable travel, particularly to and from the primary school. This is expected to include walking, cycling and scooting. This will contribute to a reduction in motorised traffic and hence a reduction in vehicular emissions.

## **4.4 Resources and value for money**

4.4.1 There are no additional resource implications contained in this report.

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

4.5.1 This report is not eligible for Call In.

## **4.6 Risk Management**

4.6.1 If the objection is not over-ruled the 20mph limits as advertised cannot be completed. The benefits outlined in the Executive Board report would not be achieved.

## **5 Conclusions**

5.1 Over-ruling this objection will allow the 20mph speed limits in Kippax & Methley forming part of Phase 4 of the Local Areas 20mph Speed Limits programme to be completed on site. This will assist with achieving the ambitions set out in the report to Executive Board in March 2018 and result in a safer road environment on residential streets in this ward.

## **6 Recommendations**

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

- i) note the contents of this report; and
- ii) consider and over-rule the objection to Leeds City Council (Speed Limit) (No.45) Order 2018 – Kippax & Methley 20mph speed limits; and

- iii) request the City Solicitor to make, seal and implement and Leeds City Council (Speed Limit) (No.45) Order 2018 – Kippax & Methley 20mph speed limits; and
- iv) request the City Solicitor to write to the objector informing them of the Chief Officer's (Highways and Transportation) decision.

## **7 Background documents**

7.1 None

Appendix A: Summary of objections received

Order	Number of objections	Objector comments	Highways & Transportation comments
LCC (SL) (No.45) 2018  Kippax & Methley	1	The Objector believes that Fleet Lane and Woodrow Crescent should not be 20mph because these streets are too short to make 20mph and it is not a good use of resources.	The Executive Board has approved that a 20mph speed limits programme should be introduced on appropriate residential streets. It is understood that some streets will preclude speed above a certain level, but the overall approach is designed to reinforce the message that 20mph is now considered the suitable speed limit on residential streets and that motorists should behave accordingly.

## Appendix B: Equality, Diversity, Cohesion and Integration Impact Assessment



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

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

<b>1. Title:</b> 20mph Speed Reduction Schemes Around Schools
Is this a:
<input type="checkbox"/> <b>Strategy</b> <input type="checkbox"/> <b>Policy</b> <input type="checkbox"/> <b>Service</b> <input checked="" type="checkbox"/> <b>Function</b> <input type="checkbox"/> <b>Other</b>
Is this:
<input type="checkbox"/> <b>New/ proposed</b> <input checked="" type="checkbox"/> <b>Already exists and is being reviewed</b> <input type="checkbox"/> <b>Is changing</b>
(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 trench being progressed. Ongoing annual programmes will be progressed inline with the approved strategy and this Equality assessment.

## **Regulation Changes**

Recent changes to the DfT regulations that came into effect in November 2011 allow 20mph '*Schemes*' to be implemented. The new guidance encourages local authorities to introduce more 20 mph speed limits and 20mph zones, and clearly highlights a more flexible approach in the use of 20 mph speed limits. In particular where pedestrian and cyclist movements are high, such as around schools, shops, markets, playgrounds and other areas which are not part of any major through route then 20 mph speed limits or 20mph zones are recommended for introduction.

These changes allow us to:

- Create larger 20mph speed limit areas without features where speeds are already low.
- Create 20mph Zones with a minimum number of features. These are now only installed where we have high speeds or an number of injury accidents. The type of feature used is left to the designer to identify based on the site conditions etc.
- Effect use of budget to install more 20mph schemes for our money.

## **20mph Zones**

20 mph *Zones* comprise of traffic calming features and signs and were previously considered appropriate where excessive speeds occurred and where measures were needed to keep speeds at or below 20mph. The regulations for *zones* required physical features at frequent intervals, even where the features were not needed for safety at all the locations within the zone, increasing the cost of zones but without necessarily bringing commensurate benefits.

## **20mph Limits**

20mph Limits were introduced by the erection of signs and road markings. These are regarded as most appropriate where speeds were already relatively low and further traffic calming features were not needed. Also, they were intended for very small areas, typically of one or two streets.



**4. Scope of the equality, diversity, cohesion and integration impact assessment**  
 (complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

<b>4a. Strategy, policy or plan</b> (please tick the appropriate box below)	
The vision and themes, objectives or outcomes	<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.

<b>4b. Service, function, event</b> 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"/>
<b>Please provide detail:</b>	

<p><b>5. Fact finding – what do we already know</b> 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.</p>
<p><b><u>Casualty Reduction</u></b></p> <p>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.</p> <p><b><u>School Assessment Process</u></b></p> <p>The primary objective of 20mph schemes has always been casualty reduction. Therefore the prioritisation of the programme has been based on the recorded injury accidents. To allow for the varying sizes of the zones the overall area of the zone or the length of road covered by the proposed zone has been used to establish the accidents per km<sup>2</sup> or per km, and ranked accordingly.</p> <p>The areas are identified using main and primary roads as natural boundaries and can therefore vary in size.</p> <p>Following the introduction of the school 20mph pilot. All the remaining schools and their surrounding residential areas have been included into the assessment process and have now been ranked on the number of injury accidents per km<sup>2</sup>. This has been done as an interim measure and soon we will have the information based on accidents per km.</p> <p>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.</p>

- 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

Other please specify

**Potential barriers.**

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**Built environment**

**Location of premises and services**

**Information and communication**

**Customer care**

**Timing**

**Stereotypes and assumptions**

**Cost**

**Consultation and involvement**

**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

<b>8b. Negative impact:</b>
<ul style="list-style-type: none"> <li>• 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</li> <li>• 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.</li> <li>• 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</li> <li>• 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.</li> <li>• 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</li> <li>• Increases future maintenance costs, particularly for raised features e.g. speed cushions, road markings</li> </ul>
<b>Action required:</b> None

<b>9. Will this activity promote strong and positive relationships between the groups/communities identified?</b>
<input checked="" type="checkbox"/> <b>Yes</b> <input type="checkbox"/> <b>No</b>
<b>Please provide detail:</b>  The introduction of 20mph schemes will have a beneficial affect in the localised area as it will provide a safer environment for the local community.
<b>Action required:</b> None

<b>10. Does this activity bring groups/communities into increased contact with each other (e.g. in schools, neighbourhood, workplace)?</b>	
<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
<b>Please provide detail:</b>	
Improves community safety and makes it more of a social event as it encourages parents and children to walk or cycle to school.	
<b>Action required:</b>	
None	

<b>11. Could this activity be perceived as benefiting one group at the expense of another?</b>	
<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
<b>Please provide detail:</b>	
It may be perceived that the schemes have a more positive impact on pedestrians and cyclists over motorists. However, the reduction in road casualties has a beneficial affect on all three groups.	
<b>Action required:</b>	
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)

<b>Action</b>	<b>Timescale</b>	<b>Measure</b>	<b>Lead person</b>
Monitoring of schemes, by using speed surveys and accident statistics	Ongoing	Accident reduction	Paul Foster



<b>13. Governance, ownership and approval</b>		
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

<b>14. Monitoring progress for equality, diversity, cohesion and integration actions</b> (please tick)	
<input type="checkbox"/>	As part of Service Planning performance monitoring
<input checked="" type="checkbox"/>	As part of Project monitoring
<input type="checkbox"/>	Update report will be agreed and provided to the appropriate board Please specify which board
<input type="checkbox"/>	Other (please specify)

<b>15. Publishing</b>	
<b>Date sent to Equality Team</b>	
<b>Date published</b>	

