

15 May 2019

**Schools 20 mph Part-Time Speed Limits
Project - Update Report**



Report of Corporate Management Team

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Councillor Brian Stephens, Cabinet Portfolio Holder for Neighbourhoods and Local Partnerships

Councillor Lucy Hovvels, Cabinet Portfolio Holder for Adults and Health

Electoral division(s) affected:

Countywide.

Purpose of the Report

- 1 The purpose of this report is to provide Cabinet with a final update on the Schools 20 mph Part-Time Speed Limits Project.



Executive summary

- 2 On 17 December 2014 Cabinet approved the Schools 20 mph Part-Time Speed Limits Project. This involved introducing 20 mph part-time speed limits or zones on main and distributor roads around 33 schools with the highest accident rates.

- 3 The project was funded by a one-off Public Health Grant of £952,850 and was complemented by a revenue budget to help deliver road safety education and social marketing.
- 4 As the project was progressing under budget on 11 May 2016 Cabinet approved using the underspend to expand its scope to include a further 33 schools. In addition, a further 12 schools in close proximity to those prioritised for funding have been included where it was practical to do so. This brings the total number of schools funded by Public Health Grant to 78.
- 5 These schemes have now been successfully introduced both on time and under budget. There is an underspend of £106,000 and Cabinet are asked to recommend that it be used to expand the scope of the project further to include the next six schools on the prioritisation list.
- 6 The council has always made clear that further schemes can be added to the project where fully funded by local Councillors, Area Action Partnerships, Schools and Town/Parish Councils. 31 schemes have been completed to date through these funding sources and a further 15 are in development.
- 7 The project has been a great success with strong support from local Councillors and the public.

Recommendation

- 8 It is recommended that Cabinet:
 - (a) notes the contents of the update report; and
 - (b) approves that the underspend of £106,000 be used to fund schemes at the next six schools on the prioritisation list in 2019/20 which are identified at Paragraph 20 of this report.

Background

- 9 On 17 December 2014 Cabinet approved the project. This involved introducing 20 mph part-time speed limits or zones on main and distributor roads around 33 schools with the highest accident rates.
- 10 The objectives of the project were to improve road safety in the vicinity of schools during school drop off and pick up times. As well as creating a healthier environment that encourage the uptake of physical activity and help tackle childhood obesity, by overcoming barriers to active transport.
- 11 The project also included a social marketing programme which encouraged motorists to reduce their speed and supported children to walk and cycle to school.
- 12 The project was funded by a one-off Public Health Grant of £952,850 and was complemented by a revenue budget to help deliver road safety education and social marketing.
- 13 An update report was considered by Cabinet on 11 May 2016 which highlighted that the project was progressing under budget and ahead of schedule.
- 14 Cabinet approved using the underspend to expand the scope of the project to include a further 33 schools using revised prioritisation criteria developed in consultation with the Scrutiny 20mph Working Group.

The Original 33 Schools

- 15 20 mph part-time speed limits or zones were introduced at the original 33 schools between 2015 and 2017. Please see Appendix 2 Project Plan - Original 33 Schools for further details.



The Additional 33 Schools

- 16 The 20 mph part-time speed limits or zones at the additional 33 schools have now been completed bringing the total number of schools benefiting from 20 mph part-time speed limits or zones to 66. Please see Appendix 3 Project Plan – Additional 33 Schools for further details.

The Additional 12 Bonus Schools

- 17 A further 12 schools have been in sufficiently close proximity to the 66 schools identified to also benefit from the introduction of 20 mph part-time speed limits or zones. Please see Appendix 4 Project Plan – Bonus Schools for further details.
- 18 Consequently, a total of 78 schools have benefited from Public Health Grant funding to date and all these schemes have now been successfully introduced both on time and under budget.

Further 6 Schools

- 19 Budget savings of £106,000 have resulted from 20 mph part-time speed limits and zones identified for implementation at schools in Barnard Castle being introduced as part of wider road safety measures funded by both the Department for Transport Safer Roads Fund and the Local Transport Plan. Further savings were made due to estimated construction costs at some schools being less than anticipated.
- 20 It is proposed that the budget saving of £106,000 is to be used to expand the scope of the project to the next six schools on the prioritisation list which are:
- (a) Shotton Primary School, Shotton Colliery;
 - (b) St. Helen Auckland Community Primary School, St Helen, Auckland;
 - (c) St. Margaret's C of E Primary School, Durham;
 - (d) Benfieldside Primary School, Consett;
 - (e) St. Patrick's RCVA Primary School, Langley Moor; and
 - (f) Brandon Community Primary School, Brandon.
- 21 The prioritisation list was produced in 2016 and was used to select the additional 33 schools using criteria developed in consultation with the Scrutiny 20mph Working Group.

Third Party Funded Schools

- 22 The Council's 20 mph Speed Limits and Zones Policy 2016 enables further 20 mph part-time speed limits or zones to be introduced when fully funded by third parties.
- 23 To date an additional 31 schemes have been completed with a further 15 in development. The majority have been funded from Members' Neighbourhood Budgets with a smaller number being funded by either Parish Councils, Schools or other external funding.
- 24 Please see Appendix 5 Project Plan - Third Party Funded Schools for further details.

Road Safety Education and Social Marketing

- 25 An integral element of the project is the delivery of a timely and co-ordinated social marketing programme to raise safety awareness, support children to walk and cycle to school and persuade motorists to reduce their speed at the same time as the 20mph scheme is implemented.
- 26 To achieve this Public Health and the Road Safety Team created a targeted approach which used a variety of methods, mediums and resources including:



- the development of a 'slow to 20 for safer streets' brand to create a consistent and recognisable approach to the agenda;
- bikeability national cycle training and practical child pedestrian training;
- general road safety awareness through safety carousels;
- use of local artists to assist pupils designing signs;

- use of local authors to design and write articles about the benefits of slower speeds;
- use of peer-to-peer learning through theatre in education;
- the production of videos and leaflets/banners/newspapers;
- the introduction of school Junior Road Safety Officers to help maintain and promote road safety messages to pupils;
- school gate parking banners and posters;
- the production of lesson plans and ideas for teachers to use when implementing projects;
- working with sustainable walking charity, Living Streets, to introduce incentivised walking schemes; and
- the distribution of letters, plans and maps to the school and the wider population through the Area Action Partnerships providing details of the scheme and the benefits of slower speeds with further information published on our website.

27 The videos and lesson plans used to deliver the project remain available on the Schools Extranet and can be used by schools to sustain the life of the project long after its completion.

Benefits Realisation

Durham University Study

- 28 In 2016 Public Health commissioned Durham University to carry out a study evaluating the effects of 20 mph speed limits. The study considered the health and wellbeing outcomes of 20 mph speed limits such as increased active travel and improved feelings of safety.
- 29 The evaluation demonstrated a number of positive public health outcomes. These included widespread acceptance of 20 mph speed limits by various stakeholders. In addition, perception of safety increased leading to an elevated desire to walk and cycle to school.
- 30 Please see Appendix 6 Durham University - Evaluation for further details.

Department for Transport Study

- 31 In 2018, engineering consultancy, Atkins, produced a study evaluating the effects of 20 mph speed limits on behalf of the Department for Transport.
- 32 The study confirmed that most residents and drivers support 20 mph speed limits.
- 33 Overall, the study established that the introduction of 20 mph limits led to a small reduction in median speed (less than 1 mph) but vehicles traveling at higher speeds before the change of speed limit reduced their speed more than those already travelling at lower speeds.
- 34 The study supported advice found in the Department for Transport's guidance 'Setting Local Speed Limits' and found that benefits of 20 mph schemes include quality of life and community benefits and encouragement of healthier and more sustainable modes such as walking and cycling.
- 35 Please see Appendix 7 Department for Transport - Evaluation Summary Letter for further details.

Further Schemes

- 36 The Council has always made clear that further schemes can be undertaken where fully funded by Area Action Partnerships, Member Neighbourhood Budgets, Town Councils, Parish Councils and Schools.
- 37 The average cost of a scheme is £15,000 although this varies by site. Any party wishing to enquire about progressing a scheme should contact:
 - Danny Harland, Traffic Assets and Streetworks Manager
 - Email: danny.harland@durham.gov.uk
 - Telephone: 03000 263982

Conclusion

- 38 20 mph part-time speed limits have been successfully introduced at 78 schools using a one-off Public Health Grant of £952,850.
- 39 It is proposed that the underspend of £106,000 be used to expand the scope of the project to a further six schools.
- 40 The project has been very well supported by local Members, AAPs, Town/Parish Councils and Schools. This has led to a further 31 schemes either being completed with a further 15 in development.

Appendices

- Appendix 1: Implications
- Appendix 2: Project Plan - Original 33 Schools
- Appendix 3: Project Plan - Additional 33 Schools
- Appendix 4: Project Plan – Bonus Schools
- Appendix 5: Project Plan - Third Party Funded Schools
- Appendix 6: Durham University – Evaluation
- Appendix 7: Department for Transport - Evaluation (Summary Letter)

Background papers

- Introduction of New 20 mph Speed Limits and Zones Policy 2016
- Review of Current Policy on 20 mph Zones and Limits, Cabinet Report - 17th December 2014
- Schools 20 mph Part-Time Speed Limits Project – Update and Scrutiny Review, Cabinet Report - 11 May 2016

Other useful documents

- Safer and Stronger Communities Overview and Scrutiny Committee Schools 20 mph Part-Time Speed Limits Project Update Report - 22 March 2019
- Overview and Scrutiny Working Group Schools 20 mph Part-Time Speed Limits Update Report - 15 January 2018
- Department for Transport 20 mph Research Study – Process and Impact Evaluation: Headline Report – November 2018

Contact: John Reed

Tel: 03000 267454

Appendix 1: Implications

Legal Implications

The Council as the local Highway Authority has the power to introduce 20 mph speed limits and zones by creating a Traffic Regulation Order on adopted public highway roads in accordance with the Road Traffic Regulation Act 1984 (as amended) and The Local Authorities' Traffic Orders (Procedures) 1996.

Traffic calming for 20 mph zones is provided under provisions within the Highways Act 1980 and where vertical traffic calming features are provided, The Highways (Road Hump) Regulations 1999.

Finance

See the main implications detailed in the report.

Consultation

All changes to speed limits need to be consulted upon and any objections to the introduction of mandatory speed limits that cannot be resolved informally will be considered by the Highways Committee.

Equality and Diversity / Public Sector Equality Duty

None.

Human Rights

None.

Crime and Disorder

None.

Staffing

Schemes are delivered by existing staff supported by our supply chain of competitively procured contractors.

Accommodation

None.

Risk

There may be objections to schemes which will be considered through the consultation process.

Procurement

Schemes are delivered by existing staff supported by our supply chain of competitively procured contractors.

Appendix 2: Project Plan - Original 33 Schools

| School 20 mph Project - Original 33 Schemes | | |
|--|---|-------------------|
| YEAR 1 - 2015/2016 | | |
| No. | School | Town |
| 1 | Newker Primary | Chester-le-Street |
| 2 | Bullion Lane Primary | Chester-le-Street |
| 3 | The Hermitage School | Chester-le-Street |
| 4 | Evergreen School | Bishop Auckland |
| 5 | Bishop Barrington | Bishop Auckland |
| 6 | St Anne's C of E (Cont.) Primary | Bishop Auckland |
| 7 | Woodhouse Community Primary | Bishop Auckland |
| 8 | Etherley Lane Nursery | Bishop Auckland |
| 9 | Etherley Lane Primary | Bishop Auckland |
| 10 | King James I Academy | Bishop Auckland |
| 11 | St Cuthbert's RCVA | Chester-le-Street |
| 12 | Park View Community School | Chester-le-Street |
| 13 | Cestria Primary | Chester-le-Street |
| YEAR 2 - 2016/2017 | | |
| No. | School | Town |
| 14 | Westlea Primary | Seaham |
| 15 | New Seaham Primary Academy | Seaham |
| 16 | Seaham School of Technology | Seaham |
| 17 | Seaham Trinity Primary | Seaham |
| 18 | Seaview Primary | Seaham |
| 19 | North Durham Academy | Stanley |
| 20 | Greenland Community Primary | Stanley |
| 21 | Shotley Bridge Infant | Consett |
| 22 | Shotley Bridge Junior | Consett |
| 23 | Consett Infant & Nursery | Consett |
| 24 | St Patricks RCVA Primary | Consett |
| 25 | St Joseph's RCVA Primary | Gilesgate/Durham |
| 26 | Dene House Primary | Peterlee |
| 27 | Dene House Community School of Technology | Peterlee |
| 28 | Acre Rigg Infant & Junior Academy | Peterlee |
| 29 | Cotsford Junior | Horden/Peterlee |
| 30 | St Marys RCVA Primary | Newton Aycliffe |
| 31 | Sugar Hill Primary | Newton Aycliffe |
| 32 | King Street | Spennymoor |
| 33 | Rosa Street Primary | Spennymoor |

Appendix 3: Project Plan - Additional 33 Schools

| School 20 mph Project - Additional 33 Schemes | | |
|--|---|--------------------|
| YEAR 3 - 2017/2018 | | |
| No. | School | Town |
| 1 | Byron College | Peterlee |
| 2 | Our Lady of the Rosary RCVA Primary | Peterlee |
| 3 | St. Bede's RC Comp. + 6th | Peterlee |
| 4 | Easington Colliery Primary | Easington Colliery |
| 5 | Ropery Walk Primary | Seaham |
| 6 | Seaham Harbour Nursery | Seaham |
| 7 | Our Lady Star of the Sea RCVA Primary | Horden |
| 8 | Shotton Hall Academy | Peterlee |
| 9 | Shotton Hall Primary | Peterlee |
| 10 | Easington Academy | Easington Village |
| 11 | Whitworth Park School + 6th College | Spennymoor |
| 12 | Nevilles Cross Primary | Nevilles Cross |
| 13 | New College | Durham |
| 14 | Framwellgate School | Framwellgate Moor |
| 15 | Framwellgate Moor Primary | Framwellgate Moor |
| 16 | St. Leonard's Catholic School + 6th | Durham |
| YEAR 4 - 2018/2019 | | |
| No. | School | Town |
| 17 | Pelton Community Primary | Pelton |
| 18 | Sacriston Primary Academy | Sacriston |
| 19 | Chester-le-Street C of E Primary | Chester-le-Street |
| 20 | Roseberry Primary | Pelton |
| 21 | St. Joseph's RCVA Primary (Stanley) | Stanley |
| 22 | Consett Academy (new site) | Consett |
| 23 | Annfield Plain Junior | Annfield Plain |
| 24 | Annfield Plain Infant School | Annfield Plain |
| 25 | St. Bede's Catholic School & 6th Form College | Lanchester |
| 26 | Shield Row Primary | Shield Row |
| 27 | Delves Lane Primary | Consett |
| 28 | Tanfield School (Science & Engineering) | Tanfield Lea |
| 29 | Teesdale School | Barnard Castle |
| 30 | Green Lane C of E Primary | Barnard Castle |
| 31 | Cockton Hill Schools | Bishop Auckland |
| 32 | Our Lady & St. Thomas RCVA Primary | Willington |
| 33 | Willington Primary | Willington |

Appendix 4: Project Plan – Bonus Schools

| School 20 mph Project - Bonus Schools | | | |
|--|-------------------------------|-------------------|------------------------------------|
| No. | School | Town | Link to Original 66 Schemes |
| 1 | Bishop Auckland College | Bishop Auckland | Bishop Barrington |
| 2 | St John's Catholic & 6th Form | Bishop Auckland | Bishop Barrington |
| 3 | St Cuthbert's RCVA Primary | Seaham | Westlea Primary |
| 4 | East Stanley Primary | | North Durham Academy |
| 5 | St Hild's College C of E | Gilesgate/ Durham | St Joseph's RCVA Primary |
| 6 | Yohden Primary | Horden/Peterlee | Cotsford Junior |
| 7 | Cotsford Infants | Horden/Peterlee | Cotsford Junior |
| 8 | Vane Road Primary | Newton Aycliffe | St. Mary's RCVA Primary |
| 9 | Consett County Junior | Consett | Consett County Junior |
| 10 | St Stephen's C of E Primary | Willington | Willington Primary |
| 11 | Parkside Academy | Willington | Willington Primary |
| 12 | St Godric's RC Primary | Framwellgate Moor | Framwellgate Moor Secondary |

Appendix 5: Project Plan - Third Party Funded Schools

| Third Party Funded - Schemes Completed | | | |
|---|--|-------------------|------------------------|
| No. | School | Town | Funding |
| 1 | Oxclose Primary | Spennymoor | AAP |
| 2 | St Charles RC Primary | Spennymoor | AAP |
| 3 | Bowburn Junior | Bowburn | AAP |
| 4 | Park View Community School (North Lodge) | Chester-le-Street | AAP |
| 5 | Coxhoe Primary School | Coxhoe | AAP |
| 6 | West Rainton Primary | West Rainton | AAP |
| 7 | Langley Moor Primary | Langley Moor | AAP |
| 8 | Middlestone Moor Primary | Middlestone Moor | AAP |
| 9 | The Oaks Secondary School | Middlestone Moor | AAP |
| 10 | Tudhoe Colliery Primary | Tudhoe Colliery | AAP |
| 11 | North Park Primary | Spennymoor | AAP |
| 12 | Silver Tree Primary | Ushaw Moor | AAP |
| 13 | St Joseph's RCVA Primary | Ushaw Moor | AAP |
| 14 | Ramshaw Primary | Ramshaw | AAP |
| 15 | Ferryhill Business & Enterprise College | Ferryhill | AAP |
| 16 | Easington CofE Primary | Easington Village | AAP |
| 17 | Durham High School for Girls | Durham | AAP |
| 18 | Great Lumley Junior School | Great Lumley | AAP |
| 19 | Finchale Primary | Newton Hall | AAP |
| 20 | Newton Hall Primary School | Newton Hall | AAP |
| 21 | Blue Coat Primary School | Newton Hall | AAP |
| 22 | Belmont Community School | Belmont | Parish Council funded |
| 23 | Belmont CE Primary | Belmont | Parish Council funded |
| 24 | St Thomas More RCVA Primary | Belmont | Parish Council funded |
| 25 | Belmont Cheverley Park Primary | Belmont | Parish Council funded |
| 26 | Durham Gilesgate School | Belmont | Parish Council funded |
| 27 | UTC South Durham | Newton Aycliffe | School funded |
| 28 | Montalbo Road Nursery and Primary | Barnard Castle | Safer Roads Fund / LTP |
| 29 | St Mary's RCVA Primary School | Barnard Castle | Safer Roads Fund / LTP |

| | | | |
|----|-------------------------------|---------------|---------------------|
| 30 | St Bede's RCVA Primary School | Sacrison | Developer |
| 31 | Stanley Crook Primary | Stanley Crook | AAP & School funded |

Appendix 6: Durham University - Evaluation



1. Transport is an important social determinant of health. Over a quarter of pedestrian injuries in children occur in the most deprived wards (NICE, 2010). The main factor behind this is exposure to danger rather than individual behaviour. For instance, high-speed traffic is disproportionately located in more deprived neighbourhoods.
2. The National Institute of Health and Clinical Excellence (NICE) recommends that traffic calming measures be implemented to reduce speed (including changes to the speed limit such as implementing area-wide 20 mph limits) with the aim of reducing casualties. In addition, the Department for Transport (2012) also advocated 20 mph zones or limits in primarily residential areas and in towns or cities where pedestrians and cyclists are highly concentrated, such as around schools.
3. Health inequalities may be reduced through traffic calming measures that encourage the uptake of physical activity (e.g. more walking and cycling due to better road/pavement design, increased perceptions of safety), thereby overcoming some current barriers to active transport (walking/cycling).
4. These interventions should be underpinned by “soft” or social marketing to support the implementation of signs-only 20 mph limits combined with time limited interventions such as Speed Indicator Devices (SIDs) to ‘nudge’ driver’s behaviour.
5. The part-time speed limit is in operation between the hours of 8-9am and 3-4pm (the most busy school drop off/collection times). The evaluation was conducted over a six-month period between April 2016 and September 2016 by researchers at Durham University. Ethical approval from both Durham University and Durham County Council was obtained prior to the commencement of this research.
6. The aim of this evaluation is to look at the effects of 20 mph limits on the wider health and wellbeing outcomes such as whether there has been increased active travel and improved feelings of safety.

7. The evaluation framework that was developed in collaboration with Durham County Council in late 2015. The evaluation was divided into two components: process and outcome. The purpose of the process evaluation was to identify aspects of the scheme that have worked well and areas for improvement to be able to feed forward into the next phase of implementation whereas the outcome evaluation was to assess the impacts of 20 mph limits to data on perceptions of safety and active travel.
8. A mixed-method evaluation was used to assess the impact of a road safety programme to underpin the 20 mph limit programme in County Durham from:
 - A survey of 10 schools comprising 493 pupils;
 - Case study (interviews and focus group);
 - Feedback from a Junior Road Safety Officer (JRSO) event held at the Council (24 attendees completed the survey); and
 - A school census on active travel.
9. The evaluation demonstrated a number of positive findings including the widespread acceptance of the schemes as demonstrated by the case study school (from both pupils and teachers) as well as other stakeholders including a health champion, community members and a local resident.
10. Perceptions of safety have significantly increased as shown by the school survey results and mentioned in some of the interviews/responses in the survey also revealed a desire to walk or cycle to school instead of being driven following the 20 mph limit. The evaluation also validates the high quality of the road safety programmes that are developed and implemented by the Council's road safety team.
11. However, some concerns were identified and suggestions were raised to improve the scheme relating to raising awareness of the scheme in the community and particularly aimed at parents and motorists to reinforce the 20 mph limits (through 'nudge' approaches. The national evidence clearly indicates that changing driver behaviour is a long-term goal and all 20 mph schemes should be supported by 'soft measures' to underpin these programmes.
12. The evaluation recommendations are therefore as follows:
 - i. Targeted media campaign of the benefits of 20 mph limits at motorists (especially parents) from areas where the 20 mph limits are located;
 - ii. Implement the use of other measures to 'nudge' behaviour for example the use of Speed Identification Devices (SIDs) for at least two weeks and no longer than three weeks at sites as recommended by the Transport Research Laboratory (2008) and/or community speed watch programmes; and

- iii. Continue with the road safety activities alongside implementing the 20 mph limit particularly the JRSO which was the most preferred by the majority of the pupils.

Appendix 7: Department for Transport - Evaluation (Summary Letter)



From the Minister of State
Jesse Norman MP

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22 November 2018

PUBLICATION OF 20MPH LIMIT EVALUATION

I am writing to let you know that the evaluation into 20mph limits, carried out on behalf of the Department by the engineering consultancy Atkins, has been published today and is available at

<https://www.gov.uk/government/publications/20-mph-speed-limits-on-roads>.

It has long been thought that most residents and drivers support 20mph limits, and the study confirms this.

The study looked at the enablers and barriers to implementing a successful scheme and found that early engagement and buy-in from other stakeholders, including cross-party support from local councillors; clear articulation of the scheme's rationale, objectives and outcomes; and tailoring of schemes to local circumstances were crucial to a scheme being accepted by the public and delivered to the anticipated quality, programme and cost.

Overall the introduction of 20mph limits led to a small reduction in median speed (less than 1mph), but vehicles travelling at higher speeds before the change of speed limit reduced their speed more than those already travelling at lower speeds.

The study found insufficient evidence to conclude that in residential areas the introduction of 20mph limits had led to a significant change in collisions and casualties. However, one city centre case study did show a significant reduction in collisions and casualties. Overall, there was a small but statistically significant improvement in reported levels of cycling and walking.

In all, twelve case study schemes were studied, comprising a variety of area types, road types and scale. A further three case studies covered local authorities that had chosen not to implement a 20mph scheme.

The findings of the study support the advice already set out in the Department's guidance *Setting Local Speed Limits*. Important benefits of 20

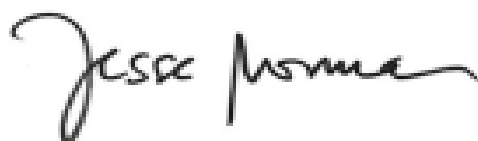
mph schemes include quality of life and community benefits, and encouragement of healthier and more sustainable transport modes such as walking and cycling. The guidance emphasises that traffic authorities have the power to introduce 20mph speed limits or zones on:

- Major streets where there are – or could be - significant numbers of journeys on foot, and/or where pedal cycle movements are an important consideration, and this outweighs the disadvantage of longer journey times for motorised traffic.

This is in addition to

- Residential streets in cities, towns and villages, particularly where the streets are being used by people on foot and on bicycles, there is community support and the characteristics of the street are suitable.

The Department has funded RoSPA to write a guide for local authorities, 'Introducing 20mph Limits', as well as to update the RoSPA guides 'Road Safety: a Guide for Local Councillors in England' and 'Road Safety and Public Health' in the light of this new research.

A handwritten signature in black ink, appearing to read 'Jesse Norman', written in a cursive style.

JESSE NORMAN