

Cabinet

11th May 2016



Schools 20 mph Part-Time Speed Limits Project - Update and Scrutiny Review

Report of Corporate Management Team

Joint Report of Oliver Sherratt, Corporate Director of Neighbourhood Services and Lorraine O'Donnell, Assistant Chief Executive

Councillor Brian Stephens, Portfolio Holder for Neighbourhoods and Local Partnerships

Purpose of the Report

1. To provide Cabinet with an update on the Schools 20 mph Part-time Speed Limits Project and the work of the 20 mph Overview and Scrutiny Working Group.

Background

2. At its meeting on 17 December 2014, Cabinet agreed the following recommendations within the report 'Review of Current Policy on 20 mph Zones and Limits':
 - a. *The adoption of Option 3 to introduce part-time 20 mph limits on main and distributor roads around 33 schools with the highest accident rates, subject to local consultation and scheme design with associated education and awareness raising work, plus a revised policy statement on 20 mph zones and limits, to encompass future evidence-led consideration of limits as well as zones on a demand-led basis;*
 - b. *That consultation and engagement plans are developed in relation to 20 mph speed limit proposals considering local circumstances, views and solutions whilst also including dialogue with Local Members, AAPs, schools and their governing bodies and community residents associations representing the areas covered;*
 - c. *That the final revised policy statement be delegated for agreement by the Corporate Director of Neighbourhood Services, Director of Public Health and Corporate Director of Regeneration and Economic Development, in consultation with relevant Cabinet Members; and*
 - d. *That the work will be taken forward on a prioritised basis and for an annual review to be held.*

3. A Project Team led by Technical Services was established to implement these recommendations including Public Health and Transport & Contract Services.
4. Capital funding for the Schools 20 mph Part-Time Speed Limits Project to the value of £952,850 was secured from Public Health Grant and is complemented by a revenue budget to help deliver road safety education and social marketing.
5. A politically balanced scrutiny working group comprising 10 Members chaired by Councillor David Boyes was established following an invitation to participate made to all Scrutiny Members. The remit of the working group was to provide oversight of the above Cabinet recommendations and comment on the development of a revised policy statement on 20 mph zones and limits.

Implementation of Schools 20 mph Part-Time Speed Limits Project

6. The Cabinet report approved the implementation of part-time 20 mph speed limits on main/distributor roads in the vicinity of 33 schools in 3 phases over a period of 3 years (2015/16 to 2017/18). The 33 schools were prioritised based on those with the highest child accident rates.
7. The objective of the project is to reduce traffic speeds around the vicinity of schools, during school drop off and pick up times which will improve road safety for vulnerable road users as well as making walking, and cycling to school more attractive.
8. Phase 1 of the project involving 13 schools in the Chester le Street and Bishop Auckland area has been delivered ahead of schedule and under budget. Please see **Appendix 2** - Project Plan for further details of progress by each school.
9. As part of the development of each scheme, schools, Local Members, AAPs, local residents and community associations are consulted. The support for these schemes is very high and the consultation responses help ensure that the signs are installed at the optimum locations to maximise their effectiveness.
10. The implementation of the signs are supported by a programme of:
 - a. Ongoing road safety education for children including child pedestrian training, cycling training, assembly presentations, community newsletters, Junior Road Safety Officer schemes and the provision of information to parents;
 - b. Healthy promotion initiatives to encourage cycling and walking amongst school children and the wider population; and
 - c. Speed awareness amongst drivers and the wider population.
11. This recognises that the installation of signs alone is unlikely to change the behaviours of road users.

12. The following branding has been developed to support the marketing of the project:



13. The schemes to date have been accompanied by media releases which have generated a lot of positive publicity which has helped reinforce the key marketing messages of the Project.
14. Leaflets have been issued included maps showing the 20 mph part-time speed limit areas to help raise awareness; please see Appendices 5 and 6.

Overview and Scrutiny Working Group Report

15. Throughout its implementation, the Project Team has actively engaged with the 20 mph Overview and Scrutiny Working Group to provide progress reports on delivery of Phase 1 schemes, consultation, engagement and education programmes and invited comment on the updated 20 mph policy and revised prioritisation methodology.
16. **Appendix 3** contains a report by Councillor Boyes on the Working Group's activity to date in relation to providing oversight of these recommendations and commenting on the development of the updated 20 mph policy. The working group's report is focussed on its involvement with regard to value for money, project management, consultation, engagement and education and policy development.
17. The Working Group considered and helped inform the updated policy regarding 20mph Zones, as well as prioritisation criteria, (subject to resources) for schemes eligible under policy. These are set out in the remainder of this report.

Updated 20 mph Policy

18. This applies to any area, and is not restricted to being in the proximity of schools. The Cabinet of 14th December 2014 approved the following principles:

Paragraph 31

“Update the current policy in line with the new Department for Transport guidelines. This would require that 20 mph zones and limits continue to be carefully considered based upon evidence of inappropriate speed.”

Paragraph 52a

“A revised policy statement on 20 mph zones and limits to encompass future evidence-led consideration of limits as well as zones on a demand-led basis.”

19. The updated criteria for supporting the introduction of new 20 mph speed limits and zones subject to available funding, informed and endorsed through the 20 mph Overview & Scrutiny Working Group are:
 - a. Where meet Department for Transport legislation and guidance;
 - b. 20 mph self-enforcing zones should be considered on residential/side roads where measured average speed is greater than 24 mph;
 - c. 20 mph speed limits should be considered on residential/side roads where the measured average speed is lower than 24 mph; and
 - d. The use of 20 mph part-time speed limits on main/distributor roads outside of schools should be considered where measured average speed at school start and end times is greater than 24 mph.
20. The full policy is available on the Council’s website at the following link:
<http://www.durham.gov.uk/slowto20>
21. The use of 20 mph limits should be introduced alongside a co-ordinated programme of wider social marketing and road safety education to slow traffic speeds, change driver behaviour and promote walking, cycling and active lifestyles.
22. The Schools 20 mph Part-Time Speed Limit Project is providing Council funding on a priority basis on main/distributor roads outside existing schools countywide. Any further schemes (beyond the budgets specified in this report) to introduce 20 mph speed limits/zones on existing roads must be funded from other sources such as Area Action Partnerships, Member Neighbourhood Budgets, Town Councils, Parish Councils and Schools.
23. The local consultation and funding arrangements will ensure that schemes are both evidence and demand-led and have strong support from Local Members, Area Action Partnerships, Durham Constabulary, Schools, Town Councils, Parish Councils, Road User Groups and the public.

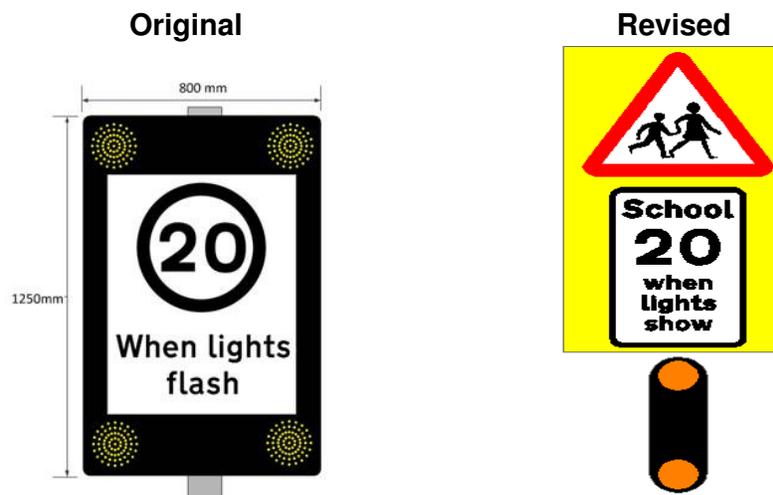
Revised Prioritisation Criteria

24. Clearly with limited resources, there is a need to prioritise schemes. Following consultation with the Overview and Scrutiny Working Group it is proposed to apply the following criteria which is based on three risk factors:
 - a. Collision history;
 - b. Measured PV^2 (being a measure of pedestrian risk); and
 - c. Measured speeds.

25. Full details of the prioritisation criteria are attached in **Appendix 4**. The Project Team are currently collecting the data for the revised prioritisation criteria which involves site surveys and the results are expected to be available by the end of this calendar year. All remaining schools and colleges in County Durham will be evaluated using the revised prioritisation criteria.

Scheme Expansion and Monitoring

26. The original capital funding was based on high level budget estimates for large electronic signs used widely by some other Councils. However, the Department for Transport (DfT) would not give special authorisation for these signs. Therefore, alternative smaller signs are being used at a lower cost. Please see pictures below of the original and revised signs:



27. It is proposed that the budget saving be used to expand the scope of the project to an estimated additional 33 schools Countywide, a doubling of the existing programme. The implementation of the initial 33 schools has been accelerated to be completed over 2 years (2015/16 and 2016/17). The estimated additional 33 schools would be implemented in 2017/18 and 2018/19.
28. Subject to approval of the prioritisation criteria set out in this report, it is proposed to apply this to identify the schools for potential expansion of this scheme.
29. It is proposed that further updates are provided to Cabinet and the Safer and Stronger Overview and Scrutiny Committee until the Schools 20 mph Part-Time Speed Limits Project is successfully concluded. This will include the outcome of an evaluation by Durham University of the impact of those schemes implemented in phase 1.

Recommendations and Reasons

30. It is recommended that:
- a. Note the progress in implementing the scheme and the updated 20mph policy.
 - b. Agree that the budget saving be used to expand the scope of the project to an estimated further 33 schools with sites determined in accordance with prioritisation criteria set out in the report.
 - c. Note the contribution and outcomes of the 20 mph Limits Overview and Scrutiny Working Group which will continue its work by receiving progress reports on:
 - (i) Outcomes of the evaluation of phase 1 schemes by Durham University;
 - (ii) Implementation of the 20 schemes within Phase 2;
 - (iii) Engagement of local Members within development of Phase 3 and 4 Schemes within their wards; and
 - (iv) Findings from surveys for identification of additional schools within available funding.

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Jenny Haworth, Head of Planning & Performance Tel: 03000 268071

Appendix 1: Implications

Finance

The Schools 20 mph Part-Time Speed Limit Project is providing Council funding on a priority basis on main/distributor roads outside existing schools Countywide.

Further schemes to introduce 20 mph speed limits/zones on existing roads will need to be funded from other sources such as Area Action Partnerships, Member Neighbourhood Budgets, Town Councils, Parish Councils and Schools.

Staffing

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

Risk

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

Equality and Diversity / Public Sector Equality Duty

None.

Accommodation

None.

Crime and Disorder

None.

Human Rights

None.

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 Highways Committee.

Procurement

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

Disability Issues

None.

Legal Implications

The Council has the power as the local Highway Authority to introduce 20 mph speed limits and zones under the Road Traffic Regulation Act 1984 (as amended) by making Traffic Regulation Orders and where appropriate the Highways Act 1980 (as amended).

Appendix 2: Project Plan

Phase	Financial Year	Schools	Area	Status
1	2015/16	Bishop Barrington School	Bishop Auckland	Completed-15/1/16
		Etherley Lane Nursery	Bishop Auckland	Completed-5/10/15
		Etherley Lane Primary	Bishop Auckland	Completed-5/10/15
		Evergreen	Bishop Auckland	Completed-15/1/16
		King James 1 Academy	Bishop Auckland	Completed-30/11/15
		St Anne's CE (Cont) Primary	Bishop Auckland	Completed-15/1/16
		Woodhouse Community Primary	Bishop Auckland	Completed-15/1/16
		Bullion Lane Primary	Chester-le-Street	Works in progress; expected completion date-29/4/16
		Cestria Primary	Chester-le-Street	Completed-7/12/15
		Newker Primary	Chester-le-Street	Works in progress; expected completion date-29/4/16
		Park View Community School (Church Chare)	Chester-le-Street	Completed-7/12/15
		St Cuthbert's RC VA Primary	Chester-le-Street	Completed-28/9/15
		The Hermitage School	Chester-le-Street	Works in progress; expected completion date-29/4/16
2	2016/17	Consett Infant School & Nursery Unit	Consett	Estimated start date-6/6/16
		Shotley Bridge Infant	Consett	Estimated start date-11/7/16
		Shotley Bridge Junior	Consett	Estimated start date-11/7/16
		St Patrick's RCVA Primary	Consett	Estimated start date-6/6/16
		New Seaham Primary	Seaham	Estimated start date-11/4/16

		Seaview Primary	Seaham	Expected completion date-15/4/16
		Seaham School of Technology	Seaham	Estimated start date-11/4/16
		Seaham Trinity Primary	Seaham	Estimated start date-23/5/16
		Westlea Primary	Seaham	Estimated start date-11/4/16
		Greenland Community Primary	Stanley	Estimated start date-16/5/16
		North Durham Academy	Stanley	Estimated start date-25/4/16
		St Joseph's RC VA Primary	Durham	Estimated start date-7/11/16
		Cotsford Junior	Horden	Estimated start date-8/8/16
		St Mary's RC VA Primary	Newton Aycliffe	Estimated start date-3/10/16
		Sugar Hill Primary	Newton Aycliffe	Estimated start date-24/10/16
		Acre Rigg Infant	Peterlee	Estimated start date-17/10/16
		Dene Community School of Technology	Peterlee	Estimated start date-26/9/16
		Dene House Primary	Peterlee	Estimated start date-26/9/16
		King Street Primary	Spennymoor	Estimated start date-14/11/16
		Rosa Street Primary	Spennymoor	Estimated start date-28/11/16
3	2017/18	Estimated 17 schools	Countywide	Data collection in progress
4	2018/19	Estimated 16 schools	Countywide	Data collection in progress



Overview and Scrutiny Working Group Report

20 MPH Limits

April 2016



slow to 20
for **safer** streets

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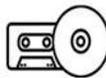
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Chair's Foreword

Road Safety is an area of great interest to Overview and Scrutiny Members and following a recommendation within a report by the Council's Safer and Stronger Communities Overview and Scrutiny Committee, I was delighted when Cabinet agreed to undertake a project to implement part time 20 mph schemes at 33 schools within County Durham and to develop a revised 20 mph policy statement.



Furthermore an invitation by Cabinet for Overview and Scrutiny to provide oversight of their recommendations was greatly welcomed by Overview and Scrutiny Members.

Within this context a Working Group was established and has proactively engaged with Officers through consideration of presentations, policy and methodology statements, road safety education, consultation and engagement and undertaking field study activity.

From the outset, Members were focused on making a difference through ensuring value for money and contributing to enhancing the Council's policy on 20 mph limits and zones. The report's conclusions highlight the significant contribution of the working group with regard to positive action that includes more schools within the schools part time limit project and influence within the new 20 mph policy.

I would like to take this opportunity to thank Cabinet Members for their initial invitation, Members of the Committee, Members within areas of Year 1 schemes and Officers from the Council's Highways & Technical Services, Public Health, Sustainable Travel and Road Safety Teams for their extensive work in supporting an implementing the Phase 1 20mph schemes and for their valuable time in giving evidence and supporting the work of the review.

Councillor Dr David Boyes
Chairman
20 MPH Limits Working Group

Background

- **SSC OSC review recommended consideration of 20 mph limits/zones.**
- **Multi-agency Advisory Group led by Director of Public Health to examine national, local and policy dimension.**
- **Cabinet proposal to implement a £1m investment in part-time limits at 33 schools with the highest accident rates within the county**
- **Project board established, led by the Director of Neighbourhood Services with a number sub groups to implement these recommendations**
- **Request from Cabinet for scrutiny to establish a working group to oversee implementation of the recommendations**

1. In 2012/13, the Council's Safer and Stronger Communities Overview and Scrutiny Committee undertook review activity on Road Safety for Children & Young People. Following its conclusion, the Chairman of the Committee presented the report to Cabinet in February 2013 that included the following recommendation...." *The Road Casualty Reduction Forum to take account of findings from the Government's consultation on revised guidelines on the setting of speed limits together with findings from the evaluation on 20 mph limits (zones), with a view to putting forward a proposal to Cabinet on the benefits or otherwise for such an investment*". The Committee's report was also presented to the County Durham Children's Trust Executive and Community Safety Partnership Boards.
2. Following presentation of the report, a multi-agency Advisory Group led by the Director of Public Health undertook extensive research that led to the development of the report titled 'Review of Current Policy on 20 mph Zones and Limits' was presented to the Council's Cabinet in December 2014. The report contained the following four recommendations:
 - a) That part-time 20mph limits on main and distributor roads around 33 schools with the highest accident rates, subject to local consultation and scheme design with associated education and awareness raising work, plus a revised policy statement on 20mph zones and limits, to encompass future evidence-led consideration of limits as well as zones on a demand-led basis.
 - b. That consultation and engagement plans are developed in relation to 20mph speed limit proposals considering local circumstances, views and solutions whilst also including dialogue with local members, AAP's, schools and their governing bodies and community residents associations representing the areas covered.

- c. That the final revised policy statement be delegated for agreement by the Corporate Director of Regeneration and Economic Development, Corporate Director of Neighbourhood Services and Director of Public Health, in consultation with relevant Cabinet members.
 - d. That the work will be taken forward on a prioritised basis and for an annual review to be held.
3. The Cabinet report resulted in the establishment of a project board, led by the Director of Neighbourhood Services to implement these recommendations. Funding in the region of £1m was provided by Public Health and it was anticipated that implementation of all 33 schemes would take 3 years, with 11 schemes to be delivered during the first year. In addition, further involvement by Scrutiny was invited by Cabinet to provide oversight on implementation of the Cabinet recommendations.

Governance

4. A 20 mph limits overview and scrutiny working group was established to undertake this work. The purpose of the group was to provide non-executive elected member challenge and oversight to ensure effective delivery of the Cabinet recommendations and development of a revised policy statement. This approach provided an opportunity of oversight of the effective delivery of the Cabinet scheme by non-executive Members.
5. The working group's membership was politically balanced and consisted of seven Labour, one Liberal Democrat, one Durham Independent Group and one Co-opted Member, with the following Members:
6. Councillors J Armstrong, D Boyes, K Henig, J Hillary, J Turnbull, J Clark, M Hodgson, M Wilkes, A Shield and Co-opted Member, Chief Fire Officer S Errington.
7. In scoping the review, the Chair wanted to ensure the views of local Members were considered and consulted upon in developing these schemes. To meet this objective, local ward Members were invited to a meeting where scheme designs of Phase 1 projects within their division were discussed.
8. The working group's scope and project plan focused on two key objectives, to scrutinise the approach to implementation of the Cabinet recommendations and provide comment on a revised policy statement for 20 mph zones and limits. Within these aims and in development of the scoping document, Members highlighted the importance of providing value for money in delivering this project and a desire to increase the number of schools within the programme within the funding available.

9. The Working Group agreed its scoping document and based on the original project plan to implement phase 1 schemes held focused meetings and undertook field study activity between April 2015 and April 2016. The Working group acknowledge the support from County Durham & Darlington Fire Service for providing use of their facilities for working group meetings.
10. To date, the Working Group has undertaken the following activity:

Date	Activity/Venue
13/04/2015	Working Group Meeting - Overview Session, –County Hall
22/04/2015	Working Group Meeting - Phase 1 –20mph School Road Safety Schemes - Durham Fire Station
30/04/2015	Working Group Meeting - 20mph Consultation & Engagement Plan - Durham Fire Station
01/07/2015	Working Group Meeting - Draft Revised Prioritisation Methodology & Progress of Implementation of Phase 1, 20mph Part Time Schemes - Durham Fire Station
05/10/2015	Chair of Working Group attended Launch of 20 mph part-time scheme at St Cuthbert’s School, Chester – le – Street
19/10/2015	Working Group Meeting - Draft Policy on the Introduction of New 20 mph Speed Limits and Zones and Progress of Implementation 20 mph Part Time Schemes Consultation, Engagement and Education programmes - Durham Fire Station
24/11/2015	Field Study Visit to Etherley Lane Primary School, Bishop Auckland
25/01/2016	Working Group Meeting - Draft Policy on the introduction of new 20mph Speed Limits and Zones and Service Response to Working Group. Progress of Implementation of 20 mph Part Time Schemes Consultation, Engagement and Education programmes - Durham Fire Station
26/01/2016	20 mph project Drama Development Day, County Hall, Durham
19/04/2016	Working Group Meeting – Consideration of Working Group Report to Cabinet – Durham Fire Station

11. The 20 mph overview and scrutiny working group has worked with officers of the Council's Highways & Technical Services, Public Health, Sustainable Travel and Road Safety Teams to deliver the following headings:

Value for Money
Project Management
Consultation, Engagement & Education
Policy Development

Value for Money

Key Outcomes Delivered

- **Revised scheme in terms of signage used**
- **Identification of headroom in capital budget**
- **Revised methodology for prioritisation for extension of the project beyond initial the 33 schools**

12. The criteria for identification of schools within this project were based on main roads around the 33 schools in the county with more than double the average accident rate within a 600m radius of the school for pupils aged up to 16. The original cost of implementing part time limits at the 33 schools was based on a high level estimate.

13. At its initial meeting, Members were advised that the Council had been directed by the Department for Transport to use specific signs which consequently had a lower associated cost. Following direction from the Department for Transport and considering the desire from members for value for money, the Council opted for a compliant traffic sign with a flashing amber unit that enabled a significant reduction in cost in comparison to the original proposal. This change enabled the potential for greater coverage of more schools from across the County.



Members with adopted traffic sign

14. With potential funding available for additional schools within the project, the Working Group requested from the 20 mph Project Board a revised prioritisation methodology to include more factors. This included, broadening the age range to 0-19, including Further Education Colleges and taking into account all accidents (both adults and children) within a radius from the school entrance rather than the school postcode centroid. Whilst this was requested, this methodology does not change the original 33 named schools approved by Cabinet in December 2014.
15. A revised methodology from the Project Board was considered by the Working Group and focused on accidents, traffic flows and their measured speeds plus risk associated with pedestrian crossing activity that provided support for evidence-based decisions to introduce local speeds that reflect the needs of all road users.
16. The working group within its response acknowledged that suggestions by Members had been included and provided support for the revised prioritisation methodology. A significant amount of work that is to be undertaken to identify schools that could be considered in addition to the 33 schools and available funding identified within the Cabinet report. It is anticipated that this will be completed by the end of 2016.
17. The original scheme to deliver 33 schools was at an estimated cost of just under £1 million and with taking a different approach through a change in signage approved by the Department for Transport, it is estimated that this will cost approximately £500,000.

Project Management

Key Outcomes Delivered

- **Engagement of non-executive members within implementation of phase 1 of the 20 mph project has contributed to an original 3 year project of 33 schools to be now delivered within 2 years.**
- **Evaluation of Phase 1 Schemes to be undertaken by Durham University in 2016.**

18. The Project Board approved a scheme which identified the approach that the 33 schools within the Cabinet report were organised into 11 areas to be implemented in 3 phases over a three year period. Phase 1 of the

scheme included the following 13 schools within the Chester-le Street and Bishop Auckland areas to be undertaken in 2015/16.

Bishop Auckland

Bishop Barrington School
Etherley Lane Primary & Nursery School
Evergreen Primary School
St Anne's CE Primary School
King James I Academy
Woodhouse Community Primary School

Chester le Street

Bullion Lane Primary School
Cestria Primary School
Newker Primary School
Park View Community School
St Cuthberts RC Primary School
The Hermitage Academy

19. Throughout the first phase of the project, Members have received periodic update reports on implementation of each scheme in terms of engineering, consultation and engagement. Further details of activity in relation to engagement and consultation are illustrated in the following sections of this report. With regard to engineering, a progress report on implementing each area was presented at the July , October 2015 and January 2016 meetings by The Head of Technical Services and Traffic Asset Manager.
20. The Phase 1 Project has been delivered ahead of schedule and included two additional sites of Bishop Auckland College and St John's RC Comprehensive School in Bishop Auckland, as these are located in close proximity on the same stretch of road Bishop Barrington School.
21. Delivery of these Phase 1 projects was a new initiative for the Council with unknown challenges that could be faced during implementation of year 1 schemes.
22. These are new schemes that have been delivered differently at each location through input from local Members and one project in Chester-le Street has included a permanent 20 mph zone with funding from local Members.
23. Through positive delivery of phase 1 schemes and with funding available for additional sites, the original plan was changed to deliver both years 2 and 3 projects within 2016/17 at the following Schools;

Consett Infant School and Nursery Unit	St Joseph's RCVA Primary, Durham
Shotley Bridge Infant and Junior Schools	Cotsford Junior School, Horden
St Patrick's RCVA Primary, Consett	St Mary's RCVA Primary, Newton Aycliffe
New Seaham Academy	Sugar Hill Primary, Newton Aycliffe
Seaview Primary	Acre Rigg Infants, Peterlee
Seaham School of Technology	Dene Community School of Technology, Peterlee
Seaham Trinity Primary	Dene House Primary, Peterlee
Westlea Primary, Seaham	King Street Primary, Spennymoor
Greenland Community Primary, Stanley	Rosa Street Primary, Spennymoor
North Durham Academy, Stanley	

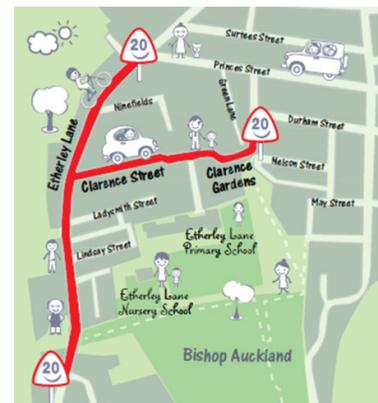
24. In addition to these schools, survey work is to be undertaken of all schools within the county in line with available funding and the revised prioritisation methodology in 2016/17 and commence projects for those additional schools identified in 2017/18.
25. The working group want to ensure that all projects are making a difference and an evaluation of year 1 schemes is to be commenced in 2016 by Durham University and focuses on the following areas:
- Pre/post speed data
 - Pre/post traffic flow data
 - Feeling safer travelling to and from school
 - Active travel changes to and from school (walking & cycling)
 - Accident data – after 2-3 years given small numbers

Consultation, Engagement & Education

Key Outcomes Delivered

- **Consistent approach to consultation and engagement programme has contributed to developing links with wider agencies and raising awareness through attracting positive media coverage.**
- **Members have attended launch of schemes, road safety partnership events, a school assembly and field study visit during road safety week and pupils undertaking a drama development day**
- **Actively engaging local elected members within phase 1 schemes was extremely positive and provided a valuable contribution to the development of schemes**

26. Recommendations 1 and 2 within the Cabinet report from December 2014, requested that consultation, engagement and education is undertaken and is a key element of working group's terms of reference. To meet this element, the working group received presentations on these areas at its meetings on 30 April and 19 October 2015 and 25 January 2016. In addition, the views of local Members within phase 1 schemes were considered at the 22 April 2015 meeting. This also included initial awareness and subsequent feedback from informal and statutory consultation exercises. Informal consultation is with local Members, AAPs and Communities and also included the approach to statutory consultation when considering implementation or obtaining traffic regulation orders.
27. In respect of 20mph limits, nationally there had been over 100 research papers produced and that for 20 mph to have a positive effect they needed to be backed up with a campaign of social marketing and education in order to change driver behaviour.
28. The challenge is to encourage slower driving speeds around schools and residential areas and link the project to existing programmes and health improvement through walking, cycling, healthier communities and road safety education in schools. To illustrate the difference of speed, the working group viewed footage from a pedestrian's point of view with a car travelling at 30 mph and 20 mph along the same stretch of road.
29. Working towards this objective there has been a co-ordinated approach to give a consistent overarching message of "slow to 20 for safer streets". This approach has resulted in branding and communications plan being developed that provides guidance to schools and officers when promoting their 20mph



scheme. In addition, the scheme has been promoted through social media.

30. In communicating information to parents and the local community, consistent information leaflets were produced that raised awareness of the scheme, its benefits and a map of the area that is to be covered. This literature was developed with an informal approach that would be appealing to both children and the wider community. Members have played an active role within this process and provided comment and support to branding and communication materials.
31. Within the first phase of the project there has been a comprehensive education programme led by the Council's Road Safety Team that has included initiatives at each phase 1 school covering child pedestrian training cycle training, community newspaper, Junior Road Safety Officer scheme, school assembly presentations and information to parents. Active engagement has also been undertaken with public transport operators, driving instructors, local businesses and development of an e-business newsletter to promote the scheme.
32. The Chair of the working group attended the high profile launch of the first scheme at St Cuthbert's RC Primary School, Chester-Le-Street and Members have attended partnership safety carousels and wisedrive events to observe road safety training to young people. The working group were keen to raise awareness of the schemes during road safety week and undertook a field study to Etherley Lane Primary in Bishop Auckland.

33. During the visit, Members received an extremely warm welcome by the pupils and staff at the school and observed Year 5 pupils deliver an assembly to launch their road safety newsletter and demonstrate their work within the school to promote the 20 mph scheme. Member also took a tour of the surrounding area covering the part time 20 mph location. The visit provided Members with an opportunity to see first-hand the positive impact the 20mph scheme has upon the school and most importantly its children.



School Assembly – Etherley Lane Primary School

34. Furthermore, Members were invited to attend a Drama Development day with pupils from King James School in Bishop Auckland who are producing a recorded performance that can be shown at other schools as part of the part of implementation of the 20 mph project.



King James Pupils with Cllr Armstrong and Officers at the Drama Development Day

35. The approach by the Working Group to engage local members within consultation of phase 1 schools was extremely beneficial prior to their implementation. Through consideration of each proposed scheme, sharing local knowledge to the area and professional opinion from officers successfully led to minor revisions to schemes and resulted in increased coverage and additional schools within that neighbourhood being included within the project. This discussion also contributed to providing reassurance on reducing the risk of creating “rat runs” following implementation of a scheme.

Policy Development **Key Outcomes Delivered**

- **Significant input from scrutiny in policy development has led to a new policy for 20mph limits/zones.**

36. A key objective within the review was to provide comment on a draft policy for new 20 mph speed limits and zones. The recommendation from the original scrutiny review included “...to take account of findings from the Government’s consultation on revised guidelines on the setting of speed limits...” The draft policy presented to the working group included guidance by the Department for Transport and explained the rationale for setting speed limits including funding mechanisms and reference to the relevant legislation when Traffic Regulation Orders are required, the differences between 20 mph limits, zones and part-time limits and highlighting the circumstances of where each type was most appropriate
37. The Working group gave support in principle to a draft policy and within its response requested consideration is given to the following areas:

- Inclusion of a suggestion by Members from a previous meeting to consider 20mph zones in the vicinity of new schools
 - Programme or timeframe for monitoring speeds of new schemes be also included within the policy
 - the policy to include consultation with Local Members, Area Action Partnerships, Town and Parish Councils, and findings from local Community Speed watch exercises and Police and Communities Together (PACT) meetings
 - That the policy be broadened out to include any other funding mechanisms that may be available.
 - Consideration of 20 mph limits/zones in the planning of new developments.
38. The engagement from the working group was acknowledged by the Project Board and a service response to the above suggestions by Members was presented to the working group. The response to working group illustrated that the principles within the above areas are included within the new policy, with one exception that the policy was to be enhanced to include “20 mph limits will be required by default on residential/side roads in new developments”.

Conclusions

39. The remit of the working group was to provide oversight on implementation of the cabinet recommendations and to provide comment on development of a new 20 mph policy. Throughout its activity, the commitment of Members and Officers working in a constructive and professional manner has led to outcomes that have far exceeded the working group’s initial objectives. The engagement of non-executive members within the implementation of phase 1 of the 20 mph project has been extremely positive and enabled constructive challenge to Officers that has seen a £1m project of 33 schools to be now delivered within 2 years and created an opportunity for further schools to be included within the funding available.
40. In addition, effective consultation and engaging local Members within the development of phase 1 schemes has also been valuable. Most importantly, these schemes are about keeping children safe and through undertaking field study activity it is clear that they have been welcomed by schools and pupils. The enthusiasm of pupils to actively promote road safety messages has been phenomenal and together with a consistent branding campaign has led to positive engagement with communities, businesses and media articles.
41. Moving forward, the Working Group set out to undertake its activity during phase 1 schemes of the project. The project has evolved from the initial report and during 2016/17 the remaining 22 schemes part time

schemes are scheduled to be implemented, an evaluation of year 1 scheme is to commence and the findings of extensive survey work for identification of further schools within funding will have concluded. Within this context it is suggested that there is ongoing support via scrutiny for the engagement of local Members in the development of local schemes.

Recommendations

- That Cabinet note the contribution and outcomes of the 20 mph Limits Overview and Scrutiny Working Group.

- That the Council's Safer and Stronger Communities Overview and Scrutiny Committee receive progress reports on:
 - (i) implementation of the 22 schemes within Phases 2 and 3,
 - (ii) engagement of local Members within development of Phase 2 and 3 Schemes within their wards;
 - (iii) outcomes of the evaluation of year 1 schemes by Durham University;
and
 - (iv) findings from surveys for identification of additional schools within available funding.

Appendix 4: Revised Prioritisation Criteria

Schools 20 mph Part Time Speed Limits - Revised Prioritisation Methodology for Additional Sites



June 2015

Introduction

- 1 On 17 December 2014 Cabinet approved that 20 mph part-time speed limits be introduced at 33 named schools with above average accident rates. The 33 named schools were determined using a methodology developed by a Multi-Agency Group led by Public Health based on accidents rates within a 600 metre radius of a school.
- 2 This document sets out a revised prioritisation methodology for selecting additional sites from the additional budget that has become available. It does not change the original 33 named schools approved by Cabinet in any way and these will proceed as planned.
- 3 The revised prioritisation methodology for additional sites builds upon and refines the good work undertaken by the Multi-Agency Group and where appropriate seeks to address issues raised by stakeholders with this original methodology.

Original Methodology

- 4 The scope includes age 0 to 16 educational establishments located on or near to main and/or distributor roads but typically referred to as 'schools'. These include:
 - Nursery / Infants;
 - Juniors / Primary;
 - Secondary / Sixth Form;
 - Private Schools; and
 - Special Needs.
- 5 The prioritisation methodology is based wholly on collision history (2008 to 2012) involving recorded child accidents aged 0 years to 19 years within a 600 metres radius of the school postcode.
- 6 The 33 schools with the highest number of collisions were selected.

Revised Methodology

- 7 The scope includes age 0 to 18 educational establishments (excluding the 33 named schools approved by Cabinet) located on or near to main

and/or distributor roads but typically referred to as 'schools'. These include:

- Nursery / Infants;
 - Juniors / Primary;
 - Secondary / Sixth Form;
 - Colleges;
 - Private Schools; and
 - Special Needs.
- 8 The only change to scope from the Original Methodology is to include Further Education Colleges.
- 9 The original methodology was based wholly on collision history. It is important that collision history remains part of the revised methodology as it provides objective evidence of an accident trend.
- 10 Fortunately actual collision rates around schools are low and some collisions can be random in nature. As additional sites are considered with lower collision rates it is important that additional risk factors are considered to provide an objective measure of child pedestrian risk. The three risk factors in the revised methodology are as follows:
- Collision history;
 - Measured PV^2 ; and
 - Measured speeds.
- 11 These risk factors are explained further below.

Collision History

- 12 The collision history is based on the last 5 years involving all recorded collisions (child and adult) within a 200 metre radius of school entrances.
- 13 A 200 metre distance from a school entrance is used in accordance with the Department for Transport (DfT) guidance on the siting of traffic signs which typically advises that warning signs associated with schools should be sited within 100 metres of the actual hazard to be credible to the motorist and to influence motorist's behaviour.
- 14 The use of a 200 metre radius reduces the scope for collisions being included within more than one school's collision numbers. Calculating the radius from the school entrance helps ensure more accurate results.
- 15 The scores have been weighted to take into consideration vulnerable road users, casualty age and severity of injury as set out in the table below.

Casualty Class	Score
Child Pedestrian / Cycling, Fatal / Serious Accidents	6
Adult Pedestrian / Cycling, Fatal / Serious Accidents	5
Child Pedestrian / Cycling, Slight Accidents	4
Child vehicle occupant Fatal / Serious Accident	4

Adult Pedestrian / Cycling Slight Accidents	3
Adult vehicle occupant Fatal / Serious Accident	3
Child vehicle occupant Slight Accident	2
Adult vehicle occupant Slight Accident	1

- 16 Child accidents are defined as aged 0 years to 19 years. Adult accidents are defined as ages 20 and over.
- 17 The scores take into consideration that the most vulnerable road user is a child and that one of the main objectives of the project is to reduce child accidents. Adult accidents are included as they provide objective evidence of an accident trend that poses a risk to children. In each scoring band a child accident will score +1 to the corresponding accident involving an adult.

Measured PV²

- 18 Measured PV² provides an objective indicator of risk associated with both traffic and pedestrian flow on roads in the vicinity of a school.
- 19 Measured PV² is a risk factor used nationally for assessing the provision of School Crossing Patrols. This policy is based upon a nationally recognised standard produced by Road Safety GB entitled 'School Crossing Patrol Guidelines: June 2012'. It is endorsed and supported by the Royal Society for the Prevention of Accidents (RoSPA).
- 20 Measured PV² is a formula for assessing the conflict between pedestrians and vehicles and, from this, whether or not a School Crossing Patrol site is justified where:
- P = Number of pedestrians; and
 - V = Number of vehicles.
- 21 By counting the number of pedestrians and vehicles at peak times at the start and end of the school day, the PV² formula can be applied to determine whether or not a School Crossing Patrol meets the criteria.
- 22 The PV² calculation also takes into account a number of additional factors which affect risk, such as unaccompanied children, accompanied children, different types of vehicles, etc.

Measured Speeds

- 23 If speeds are low then the introduction of 20 mph part time speed limits is not likely to help reduce the risk of accidents or the severity of accidents. If speeds are high then the introduction of 20 mph part time speed limits is likely to help reduce the risk of accidents or the severity of accidents. Therefore, measured speed is an objective indicator of risk based on traffic speeds.
- 24 Traffic data collection units are used to help analyse traffic speeds outside of each school. The data set used in the analysis will comprise the peak times at the start and end of the school day, when traffic speeds

are being influenced by the school run, being typically 8am to 9am and 3pm to 4pm.

- 25 The following scoring is then applied:

'Mean' Speed	Score
0-24 mph	1
25-33 mph	3
33+ mph	5

Applying the Methodology

- 26 The scores are added together allowing a weighted 'Multiplier Factor' (derived from the School Crossing Patrol Guidelines June 2012') to be determined using Appendix A.
- 27 Therefore, using ***Collision History + Speed to get the Multiplier Factor.***
- 28 The overall risk is then determined as:

$$\text{Measured PV}^2 \times \text{Multiplier Factor} = \text{Total Score}$$

- 29 Therefore the Total Score ranks the schools based upon the exposure to risk and the potential severity of injury taking into consideration mean average speeds at the start and end of the school day.

School Rankings

- 30 With the methodology described above, it is possible to rank each school according to the Total Scores. For example 'School A' generated a total score of 914, being the highest priority, whereas the 'School H' generated a total score of 19, being the lowest priority as shown below.

School Name	Town	Former District	Type of School	PV2	Number of Accidents within 600m	Child Ped / Cycling, Fatal / Serious Accidents within 200m (6pts)	Child Ped / Cycling, Slight Accidents within 200m (4pts)	Adult Ped / Cycling, Fatal / Serious Accidents within 200m (5pts)	Adult Ped / Cycling Slight Accidents within 200m (3pts)	Child vehicle occupant fatal / serious accident within 200m (4pts)	Child vehicle occupant slight accident within 200m (2pts)	Adult vehicle occupant fatal / serious accident within 200m (3pts)	Adult vehicle occupant slight accident within 200m (1pts)	Mean speed (0-24=1pts, 25-33=3pts, 33+=5pts) (average between 8-9am & 3-4pm)	Multiplier Factor	Total Score
School A	Town A	District A	Type A	88.9	31	1	1		2		1		4	27	25	914
School B	Town B	District B	Type B	32.5	9				1	1	3		13	47.1	31	576
School C	Town C	District C	Type C	88.9	23				1		4		4	27	18	484
School D	Town D	District D	Type D	62.7	16				4			2		26.3	21	448
School E	Town E	District E	Type E	48.3	19							1	6	28	12	151
School F	Town F	District F	Type F	39.4	21								1	23.8	2	48
School G	Town G	District G	Type G	39.4	21								1	23.8	2	48
School H	Town H	District H	Type H	14.1	9								2	22.1	3	19

**Appendix A:
Multiplier Factor**

<i>Combined value of applicable criteria</i>	<i>Weighing Factor</i>
1	1.000
2	1.210
3	1.331
4	1.464
5	1.610
6	1.772
7	1.949
8	2.144
9	2.358
10	2.594
11	2.853
12	3.139
13	3.453
14	3.782
15	4.142
16	4.536
17	4.968
18	5.441
19	5.959
20	6.526
21	7.147
22	7.828
23	8.573
24	9.389

25	10.283
26	11.262
27	12.334
28	13.508
29	14.794
30	16.203
31	17.745
32	19.434
33	21.285
34	23.311
35	25.530
36	27.961
37	30.622
38	33.538
39	36.730
40	40.227
41	44.057
42	48.251
43	52.844
44	57.875
45	63.385
46	69.419
47	76.028
48	83.266

49	91.193
50	99.874
51	109.382
52	119.796
53	131.200
54	143.690
55	157.370
56	172.351
57	188.759
58	206.729
59	226.409
60	247.964
61	271.570
62	297.423
63	325.738

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