



SCRUTINY BOARD (CITY DEVELOPMENT)

Meeting to be held in Civic Hall, Leeds, LS1 1UR on
Wednesday, 9th September, 2015 at 10.30 am

(A pre-meeting will take place for ALL Members of the Board at 10.00 a.m.)

MEMBERSHIP

Councillors

A Castle	-	Harewood;
D Cohen	-	Alwoodley;
P Davey	-	City and Hunslet;
R Harington	-	Gipton and Harehills;
J Heselwood	-	Bramley and Stanningley;
M Ingham	-	Burmantofts and Richmond Hill;
S McKenna	-	Garforth and Swillington;
C Townsley	-	Horsforth;
P Truswell (Chair)	-	Middleton Park;
P Wadsworth	-	Guiseley and Rawdon;
J Walker	-	Headingley;

Please note: Certain or all items on this agenda may be recorded

Agenda compiled by:
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A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25* of the Access to Information Procedure Rules (in the event of an Appeal the press and public will be excluded).</p> <p>(* In accordance with Procedure Rule 25, notice of an appeal must be received in writing by the Head of Governance Services at least 24 hours before the meeting).</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:</p> <p>No exempt items have been identified.</p>	

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3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration.</p> <p>(The special circumstances shall be specified in the minutes.)</p>	
4			<p>DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.</p>	
5			<p>APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES</p> <p>To receive any apologies for absence and notification of substitutes.</p>	
6			<p>MINUTES - 22 JULY 2015</p> <p>To confirm as a correct record, the minutes of the meeting held on 22 July 2015.</p>	1 - 4
7			<p>ROAD CASUALTY REDUCTION AND 20MPH SPEED LIMITS IN LEEDS</p> <p>To receive reports from the Head of Scrutiny and Member Development and Director of City Development regarding Road Casualty Reduction and 20mph Speed Limits in Leeds</p>	5 - 84
8			<p>DRAFT TERMS OF REFERENCE - INQUIRY INTO BUS SERVICE PROVISION</p> <p>To receive and consider the report of the Head of Scrutiny and Member Development which sets out the draft terms of reference for the scrutiny inquiry into the Bus Service Provision for Leeds.</p>	85 - 90

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9			<p>DRAFT TERMS OF REFERENCE - INQUIRY INTO DIGITAL INCLUSION</p> <p>To receive and consider the report of the Head of Scrutiny and Member Development which sets out the draft terms of reference for the scrutiny inquiry into Digital Inclusion.</p>	91 - 96
10			<p>WORK SCHEDULE</p> <p>To receive a report of the Head of Scrutiny and Member Development which details the draft work programme for the municipal year.</p>	97 - 116
11			<p>DATE AND TIME OF NEXT MEETING</p> <p>Wednesday, 14 October 2015 at 10.30am (pre-meeting for all Board Members at 10.00am)</p> <p>THIRD PARTY RECORDING</p> <p>Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts on the front of this agenda.</p> <p>Use of Recordings by Third Parties – code of practice</p> <ol style="list-style-type: none"> a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title. b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete. 	

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SCRUTINY BOARD (CITY DEVELOPMENT)

WEDNESDAY, 22ND JULY, 2015

PRESENT: Councillor P Truswell in the Chair

Councillors J Bentley, A Castle, D Cohen,
P Davey, R Harington, J Heselwood,
M Ingham, S McKenna, P Wadsworth and
J Walker

9 Late Items

There were no late items.

10 Declaration of Disclosable Pecuniary Interests

There were no disclosable pecuniary interests declared to the meeting.

11 Apologies for Absence and Notification of Substitutes

An apology for absence was submitted by Councillor C Townsley. Notification was received that Councillor J Bentley was substituting for Councillor C Townsley.

12 Minutes - 17 June 2015

RESOLVED – That the minutes of the meeting held on 17 June 2015, be approved as a correct record.

13 Brownfield Sites

The Director of City Development submitted a report which provided an update on activity to bring forward new housing development on previously developed land within Council ownership. The Board was advised that this work was being managed through the Housing Investment Land Strategy (HILS) which co-ordinated activities through the Brownfield Land Programme, Affordable Homes Programme, Council House Growth Programme and Capital Receipts Programme, and supports work to deliver older peoples housing and self-build sites across the city.

The following information was appended to the report:

- Housing Investment Land Strategy Schedule (June 2015)

The following representatives were in attendance and responded to Members' queries and comments:

- Councillor Richard Lewis, Executive Board Member (Regeneration, Transport and Planning)
- Tim Hill, Chief Planning Officer
- David Feeney, Head of Forward Planning
- Adam Brannen, Head of Regeneration.

The key areas of discussion were:

- The frequency of future reports to the Board.
- The supply of council housing in areas where there was a clear need and demand. The identification and acquisition of suitable sites with specific reference to the potential of the West Park site.
- Clarification on the choice of sites for older peoples housing. The Board was advised that this was aligned to the strategy for adult social care, specific consideration regarding access to bus routes, shops and facilities and pre-existing commitments made to communities for the provision of older peoples housing.
- The factors that determined the sale and development of brownfield sites, including capital receipts, delivering regeneration and housing growth.
- Clarification regarding the development of sites within a reasonable timescale so that sites were not left undeveloped after disposal. The Board was advised that sales were conditional on planning approval and best consideration. It was in the interest of the developer to recoup their outlay from the planning proposal as soon as possible.
- The use of receipts to enhance the attractiveness of other sites with reference to site investigations, remedial work and overall sites preparation.
- The impact of the budget announcement regarding the extension of the right to buy scheme to registered housing providers.

RESOLVED –

- a) That the report be noted.
- b) That information regarding income from the disposal of brownfield sites be contained in future reports.
- c) That the Chair of the Scrutiny Board (City Development), in conjunction with officers determines the most appropriate timing for further reports during this municipal year.

14 East Leeds Extension Programme

The Director of City Development submitted a report which provided an overview of the East Leeds Extension (ELE) development. The report also provided an update on progress of the extension and the progress in construction of the new East Leeds Orbital Road (ELOR) that will connect the existing Outer Ring Road at Red Hall to the J46 of the M1 at Thorpe Park.

The following information was appended to the report:

- East Leeds Extension Map (13 Jan 2014 Plan no.11041/BA)

The following representatives were in attendance and responded to Members' queries and comments:

- Councillor Richard Lewis, Executive Board Member (Regeneration, Transport and Planning)
- Tim Hill, Chief Planning Officer
- David Feeney, Head of Forward Planning
- Adam Brannen, Head of Regeneration
- Oliver Priestley, Highways Projects Manager
- Sandra Pentelow, Principal Scrutiny Adviser.

The key areas of discussion were:

- The frequency of future reports to the Board.
- The provision of sufficient school places to meet demand due to housing growth.
- The plans to provide facilities for non-motorised movement, particularly cycling tracks within ELOR.
- The provision of adequate public transport links.
- Access to current rights of way during development.
- Sustainable development and place making, ensuring that all the elements that supported communities were being considered and planned for.
- Consultation and dialogue regarding health and dental provision with NHS England, CCG's and Public Health to meet demand due to housing growth.
- The balance of 15% affordable housing and development viability.

RESOLVED –

- a) That the report be noted.
- b) That information regarding ongoing consultation with METRO regarding the development and provision of public transport links be contained in future reports.
- c) That additional information regarding place making progress, particularly regarding the provision of schools and health facilities, be contained in future reports.
- d) That the Chair of the Scrutiny Board (City Development), in conjunction with officers determines the most appropriate timing for further reports during this municipal year.

15 Terms of Reference - Housing Mix Inquiry

The Head of Scrutiny and Member Development submitted a report with proposed terms of reference for the Boards approval. The Scrutiny Board (City Development) and Scrutiny Board (Environment and Housing) agreed in June 2015 to undertake a joint piece of work in relation to this inquiry.

The following information was appended to the report:

- Terms of reference for Housing Mix Inquiry

The following representatives were in attendance and responded to Members' queries and comments:

- Councillor Richard Lewis, Executive Board Member (Regeneration, Transport and Planning)
- Tim Hill, Chief Planning Officer
- David Feeney, Head of Forward Planning.

Reference was made to identified witnesses within the terms of reference. The Chair advised that officers were also required to contribute to the inquiry.

RESOLVED –

- a) The terms of reference were agreed.
- b) That Members of Scrutiny Board (City Development) and Scrutiny Board (Environment and Housing) be consulted regarding the suitability of a future meeting date for the joint working group.

16 Work Schedule

A report was submitted by the Head of Scrutiny and Member Development which detailed the Scrutiny Board's draft work programme for the current municipal year.

The draft work schedule for 2015/2016 and the Executive Board minutes for 24 June 2015 were appended to the report.

RESOLVED – That the Board notes the content of the report and approves the revised work schedule.

17 Date and Time of Next Meeting

Wednesday, 9 September 2015 at 10.30am (pre meeting for all Board Members at 10.00am)

(The meeting concluded at 11.40am)

Report of the Head of Scrutiny and Member Development

Report to Scrutiny Board (City Development)

Date: 9th September 2015

Subject: Road Casualty Reduction and 20mph Speed Limits in Leeds

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" 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. This report explains the information to be presented to the Scrutiny Board (City Development). On the 17th of June 2015 the Scrutiny Board (City Development) considered performance information presented on the reduction in the number of people killed or seriously injured on the city's roads. The board resolved that this should be discussed in further detail to understand why target reductions are not being met. The Board also acknowledged that further work is also required to conclude the inquiry into 20mph area wide speed limits in Leeds. A significant amount of evidence was gathered by the predecessor Scrutiny Board (Sustainable Economy and Culture) in 2014/15.

Recommendations

2. The Scrutiny Board (City Development) is requested to:
 - Note the Road Safety priority of the West Yorkshire Police and Crime Commissioner and any further supplementary information provided
 - Consider the content of this report and the report of the Director of City Development and make recommendations as deemed appropriate regarding road casualty reduction.
 - Consider the background information provided with regard to previous inquiry sessions on 20pmh zones in Leeds, in addition to information and advice presented at this meeting and formulate a view on the most appropriate approach for Leeds.

1 Background information

- 1.1 On the 17th of June 2015 the Scrutiny Board (City Development) considered performance information presented regarding the reduction in the number of people killed or seriously injured on the city's roads. The board resolved that this should be discussed in further detail to understand why target reductions are not being met.
- 1.2 The Board also acknowledged that further work is also required to conclude the inquiry into 20mph speed limits in Leeds. A significant amount of evidence was gathered by the predecessor board Scrutiny Board (Sustainable Economy and Culture) in 2014/15. Reports submitted to the Scrutiny Board (Sustainable Economy and Culture) on the 18th of November 2014 and 17th March 2015 and minutes of both meetings are provided to inform the Scrutiny Board (City Development) of the consideration undertaken to date. The deputation to Council regarding the 20's Plenty Campaign is also provided. For clarity this background information is printed on green paper in this agenda pack.

2 Main issues

2.1 Road Casualty Reduction

- 2.1.1 Information relating to Road Casualty Reduction and Initiatives is detailed in the report of the Director of City Development.
- 2.1.2 The West Yorkshire Police and Crime Plan 2013- 2018 identifies Improved Road Safety as a priority of the West Yorkshire Police and Crime Commissioner. An update position is detailed in the extract from the West Yorkshire Police and Crime Commissioner draft Annual Report 2014/15. (Appendix A).
- 2.1.3 In October 2014 the West Yorkshire Police and Crime Commissioner held a round table discussion on Road Safety at Leeds Civic Hall. This aimed to bring together relevant partners to discuss how they could work better together to improve road safety across the district, and to talk about the issues that were raised by the public as part of the Police and Crime Commissioners 'listening to you' consultation events. The desired outcome of the meeting was to identify what can be done by working together to tackle high priority road safety issues. The outcome of this meeting has been requested for the information of the Scrutiny Board (City Development) once received it will be circulated as late supplementary information.

2.2 20mph Speed Limits in Leeds

- 2.2.1 In March 2014, the Scrutiny Board (Sustainable Economy and Culture) considered a request for Scrutiny from the Executive Board relating to a deputation originally presented to Council in November 2013 by the 20's Plenty for Us campaign group.
- 2.2.2 The deputation was considered by the Executive Board in February 2014. The Executive Board endorsed the continuation of the council's existing approach to the roll out of 20mph zones, encouraged ongoing partnership working to promote the benefits of 20mph speed limits and referred the matter to the Scrutiny Board for further consideration.

2.2.3 The Scrutiny Board agree to accept the request, undertaking work in November 2014 and March 2015. The reports submitted to these meetings and the minutes are attached as background information and to aid the Scrutiny Board (City Development) in formulating a view on the most appropriate approach for Leeds. At the March meeting the Scrutiny Board requested further information relating to the effectiveness of schemes in other cities, the potential for piloting a blanket approach in a specific area of the city and potential sources of partnership funding, locality investment and public health investment. The Board considered that this information was required in order to formulate a view on whether a 20mph area wide policy for Leeds is appropriate and can be resourced. The report of the Director of City Development, 9th of September 2015 and information presented at the meeting will respond to this request.

3. Corporate Considerations - Consultation and Engagement, Equality and Diversity/Cohesion and Integration, Resources and Value for Money

3.1 Details of any consultation, impact on equality areas and significant resource and financial implications will be referenced in the report of the Director of City Development and background reports.

4 Recommendations

4.1 The Scrutiny Board (City Development) is requested to:

- Note the Road Safety priority of the West Yorkshire Police and Crime Commissioner and any further supplementary information provided
- Consider the content of this report and the report of the Director of City Development and make recommendations as deemed appropriate regarding road casualty reduction.
- Consider the background information provided with regard to previous inquiry sessions on 20pmh zones in Leeds, in addition to information and advice presented at this meeting and formulate a view on the most appropriate approach for Leeds.

5 Background documents¹

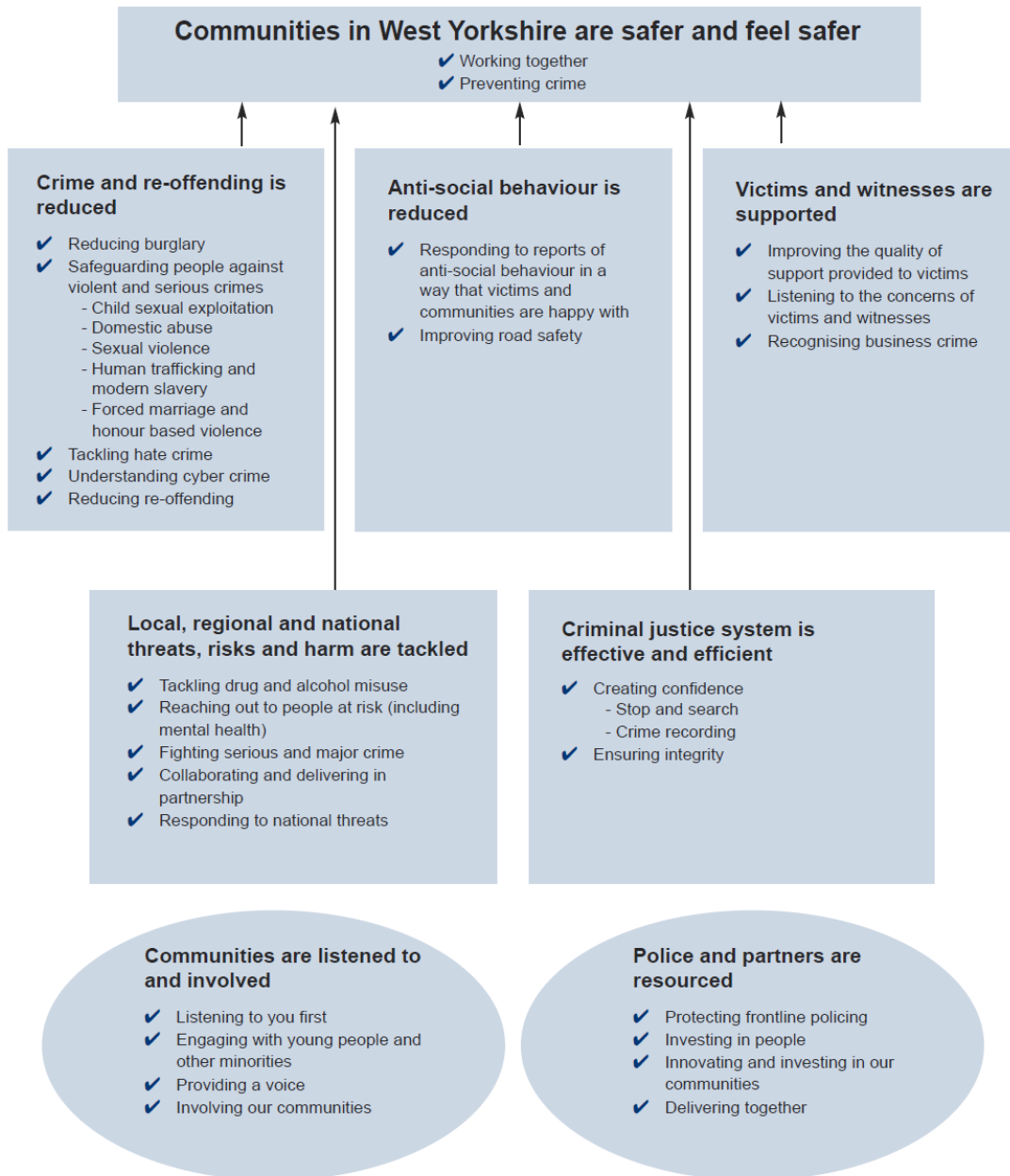
- 8 November 2014 – The provision of 20mph Speed Limits in Leeds reports and minutes of Scrutiny (Sustainable Economy and Culture)
- 17 March 2015 - The provision of 20mph Speed Limits in Leeds reports and minutes of Scrutiny (Sustainable Economy and Culture)

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information.

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Our outcomes and priorities

These are the outcomes and priorities set out in more detail later in the plan



Communities are safer and feel safer

Improving road safety

When I ask people about the issues that matter to them, road safety and traffic issues are the issues that come up the most⁶. The police and community safety partners have also told me it is an issue. Road safety covers a variety of issues such as inconsiderate parking, speeding, use of mobile phones, general inconsiderate driving, and driving that causes a danger to others and vulnerable road users such as cyclists and pedestrians. While



Mark Burns-Williamson conducting speed checks with local school children in Calderdale

6 Police and Crime Commissioner Public Perception Survey September 2013

some view such issues as being minor and of little importance, an overwhelming majority feel it has an impact on their day-to-day lives and can impact how safe they feel. For some, the consequences can mean loss of health and life.

Of course, road safety issues are not necessarily endemic across West Yorkshire or even across local areas - they can be related

to a specific street corner, road or crossing. Local areas are looking to improve road safety through a programme that combines education, engagement, prevention and enforcement. Road safety will only be improved by working in partnership. While the police can prosecute some offences, others are within the jurisdiction of local councils and some road safety issues could be

better resolved through planning, the use of street furniture or the involvement of the highways authority.

It is important that I work with local partners to find local solutions. I will bring partners together and see where I can add value to work that is informed by local people.

- ✓ I will ask the broad range of local agencies that are involved in this area to work together with local people to ensure that local plans are in place to tackle high priority road safety issues where it is needed, and in the most appropriate way. As part of this I will ask local authorities, through the appropriate remit, to ensure that this is raised across relevant departments, as it is not simply a community safety issue and cannot be tackled without that wider buy-in from local people as well as local partners.
- ✓ I will encourage the police and other partners, where appropriate and a need exists, to educate communities on road safety.
- ✓ I will work with relevant partners to invest in and utilise technology such as automatic number plate recognition technology and CCTV to keep our roads safe.

Extract from the Draft Annual Report 2014/15 of the POLICE AND CRIME COMMISSIONER FOR WEST YORKSHIRE

IMPROVING ROAD SAFETY

- ✓ *I will ask the broad range of local agencies that are involved in this area to work together with local people to ensure that local plans are in place to tackle high priority road safety issues where it is needed, and in the most appropriate way. As part of this I will ask local authorities, through the appropriate remit, to ensure this is raised across relevant departments, as it is not simply a community safety issue and cannot be tackled without that wider buy-in from local people as well as local partners.*
- ✓ *I will encourage the police and other partners, where appropriate and a need exists, to educate communities on road safety.*
- ✓ *I will work with relevant partners to invest in and utilise technology such as automatic number plate recognition technology and CCTV to keep our roads safe.*

Road safety was added to the refreshed Police and Crime Plan in May 2014 as consistently people have raised road safety as a priority in their community. CSPs agree that there are problems around road safety, but that these need to be dealt with on a local basis – different local areas may suffer from different problems. Roundtable events were held with partners in Bradford, Kirklees, Leeds and Wakefield during 2014 while Calderdale provided feedback after their own consultation and the issues raised were: to focus around education not enforcement, specific issues varied greatly from district to district, there were particular concerns in Leeds and Wakefield around safety outside of schools and the immediate school area, and in all areas there were issues with communications and relationships with the police and partners including the level of strategic support.

In November 2014 the PCC launched his community conversation, where he spoke to residents and conducted a survey across West Yorkshire about the issues that mattered to them. One of the questions was around road safety and asked what the three issues relating to road safety were that caused people the most concern. The results can be seen on the PCC website [\[insert link\]](#) and is being used to inform his conversations with partners around what needs to be done across our communities going forward.

The OPCC is represented on the West Yorkshire Safer Roads Partnership, which comprises West Yorkshire Police, the five local authorities, West Yorkshire Fire and Rescue Service, the Ambulance Service, and Highways. The Strategic West Yorkshire Roads Safety Partnership aims to reduce the number of people killed or seriously injured on roads across West Yorkshire. The OPCC also has formal links with each of the Districts Road Safety Partnership, these are integral to the delivery of appropriate road safety publicity, education and training to communities across the region.

Road safety campaigns

I have supported the production of 'It'll All End in Tears', an educational film inspired by the crash between the minibus and lorry on the M62, where local teenager Bethany Jones was tragically killed. The film focuses on personal safety and risk whilst travelling in vehicles and featured students from Hemsworth Arts and Community Academy and Minsthorpe Community College. The OPCC worked closely with officers from the South East Neighbourhood Policing Team to organise the premiere in November 2014 and help with the design of media products. I have supported the roll out of the film and accompanying teachers pack in schools across the county. You can find more on this at [\[insert link to website\]](#). I have also supported the "Strap It not Wrap it" Baby Safety Campaign in Kirklees.

£2,000 has been provided to the national road safety charity Brake, to enable them to provide an information pack and helpline for anyone who has been bereaved or seriously injured in a road crash.

Automatic Number Plate Recognition (ANPR)

ANPR technology is used within West Yorkshire Police to help detect, deter and disrupt criminality at a local, county, regional and national level, including tackling traveling criminals, organised crime groups and terrorists. I have provided support and authorised investment in West Yorkshire and regional ANPR capabilities, which involves the growth in the ANPR infrastructure, the ANPR vehicle fleet, the ANPR software provision plus the creation of an ANPR Operations Unit staffed 24/7 alongside a dedicated West Yorkshire-wide ANPR Airwave channel.

Wakefield CSP has also utilised ANPR cameras using the funding allocated to them via the Community Safety Fund, placing them at strategic points around the Wakefield district to assist in addressing road safety.

Community Safety Fund money used towards road safety, Kirklees

Road safety was identified by the CSP and the PCC as a new area of focus. The money allocated in this area will be used by the road safety group to develop work relating both to the anti-social and road safety aspects of road users. The CSP has also run a targeted initiative in specific areas to address road safety specifically seat belts and parking outside schools.

Reducing speed limits in Calderdale

20mph speed limits are being introduced from June 2015 to help reduce the number and seriousness of collisions, however changing driver behaviour will not happen overnight. Changing attitudes and driver behaviour will take a range of interventions so that over time, driving at 20mph becomes the norm. The police will continue to work with local people to tackle those areas where speed continues to be an issue. For example police will work with local schools and children to use 'speed guns' on selected streets and stop drivers who drive above the limit.

The approach uses education rather than enforcement, with a clear campaign message - by driving at 20mph those behind you will have to. The campaign also advises drivers about the tools available to keep them safe for example in car CCTV.

Report of Director of City Development

Report to Scrutiny Board (City Development)

Date: 9 September 2015

Subject: ROAD CASUALTY REDUCTION AND INITIATIVES

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

Summary of main issues

1. The Best City ambition for Leeds is to improve life for the people of Leeds and make our city a better place to live. Improving road safety and the reduction of road collisions and injuries has an important role to play in supporting safe, sustainable and healthy travel and movement and in contributing to the Best City for Community, Best City to Grow Old In and Child Friendly City objectives.
2. This report provides an update on road safety trends for the first half of 2015 and the programmes being followed to improve conditions, and follows up on issues arising from the previous inquiry into 20mph speed limits by the Board's predecessor. The first half of this year has indicated that improvements have been made in the number of all casualties for vulnerable road users, particularly for pedestrians and children, with a small improvement in Killed and Seriously Injured (KSI) casualties for this group; however, there has been an increase in casualties among car occupants.
3. Continuing improvements in road safety and casualty reductions require a joined-up approach between the Council and key partner agencies, involving physical changes to the road layout, appropriate speed reduction and across a range of education and promotion and enforcement activities.

Recommendations

4. Scrutiny Board members are requested to note and comment on this report.

1 Purpose of this report

1.1 This report concerns the progress made on the Leeds Killed or Seriously Injured (KSI) road casualties reduction programmes. The report provides an update on road safety initiatives, including road safety schemes, education and promotion campaigns and the provision of 20mph speed limits.

2 Background information

2.2 Following a deputation from the 20s Plenty campaigns group, there have been two scrutiny sessions on the subject of 20 mph speed limits. Reports submitted detailed information on Leeds City Council's approach to providing the 20 mph speed limits and the cost of road traffic collisions with a particular focus on the casualty saving potential of lower speed limits.

2.3 The Directorate receives regular updates on Leeds Killed or Seriously Injured (KSI) road casualties, which are in turn reported to the Scrutiny Board.

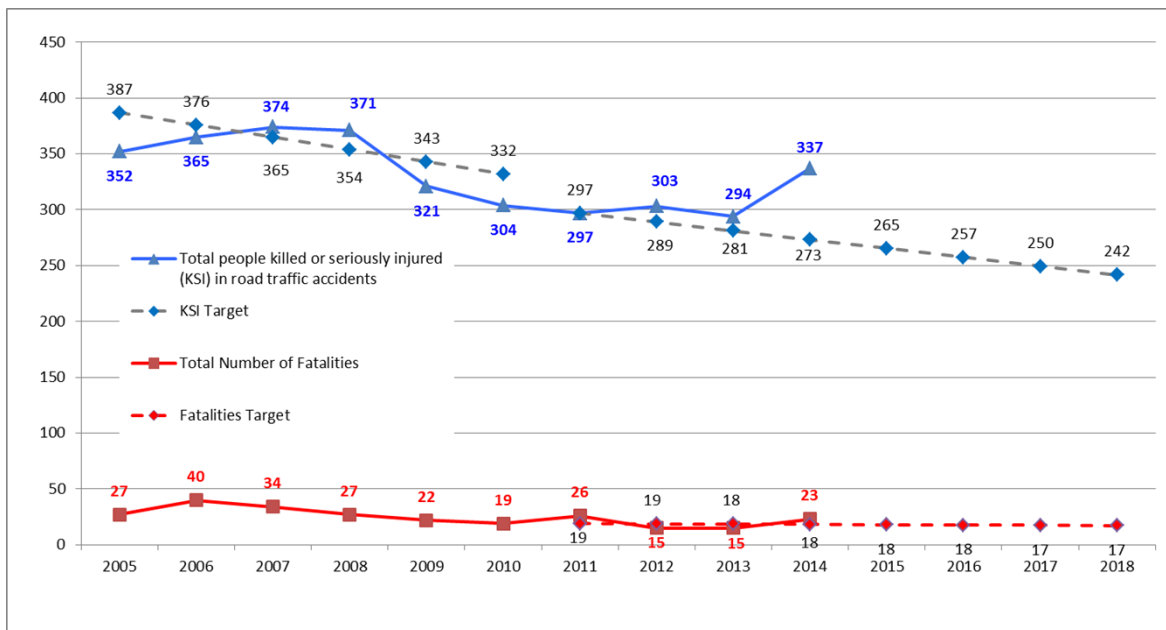


Figure 1 – Killed and Seriously Injured (KSI) Casualties and targets in Leeds District

2.1 In 2014, the number of those killed or seriously injured (KSI) on Leeds roads rose for the first time in seven years, from the record low 294 in 2013 to 337. The greatest rise was among vulnerable road users (pedestrian, cyclist and powered two wheelers) who jointly form 67% of KSI's in Leeds. There was also an increase in children KSIs.

2.2 In the first half of 2015 there have been record - low 5 fatalities; if the trend is sustained, this will be a substantial improvement on the previous year (21), or even the record-low 2013 (15). There has also been a slight drop in the number of recorded collisions. However, there was a small increase in the number of collisions resulting in injury; consequently the figures for the first six months of 2015 indicate an increase in both the number of KSI casualties and slight casualties. Although the three year annual average shows little substantial change since 2011, an increase recorded in 2014 continuing into 2015 is disappointing. Whilst there has been a slight decrease in the number of KSIs among vulnerable road users (pedestrians, cyclists and children) recorded in the first 6 months of

2015, there has been an increase in casualties of all severities among car occupants. Further details are given in Appendix 1

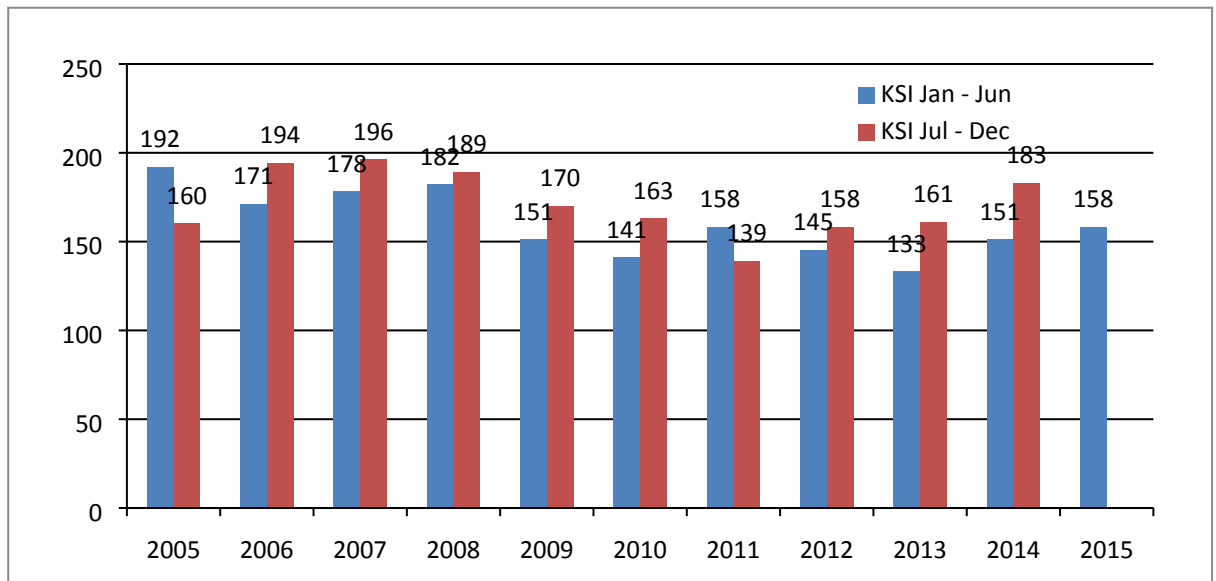


Figure 2 – Killed and Seriously Injured casualties in Leeds District 2005-2015 – mid-year comparison figures.

- 2.3 The rising KSI trend mirrors the national trend and that of other districts of West Yorkshire. When compared against the other Core Cities, most have seen the rate of reduction slow in recent years, with Manchester and Newcastle being the only areas to have maintained a clear downward trajectory. Further information is contained in Appendix 2.
- 2.4 There is no single identifiable reason for an increase in the number of KSI casualties, although thankfully the number of fatalities continues low. There has been a sharp increase (42% between 2011-14) in the number of walking and cycling journeys into the city centre and an increase in the number of children walking to school. The demographic trends show both an increase in the number of children in Leeds and an increase in the number of residents over 60 years of age – both groups are more vulnerable to being seriously injured in the event of involvement in a road traffic collision.
- 2.5 Following some years of zero growth, traffic levels going into the city centre have begun to increase again and have reached their highest level since 2007; at the same time there has been an increase in the level of pedestrian and cycling activity on routes into and around the city centre. The growing economy of the city centre means that pedestrian numbers remain high at all hours throughout the day and into the night – which may be reflected in an increase in pedestrian casualties, including those associated with the night-time economy.

3 Main issues

Strategy overview

- 3.1 The strategic basis for improving road safety is set out in the West Yorkshire Local Transport Plan 2011-2026 (LTP3) for which the West Yorkshire Combined Authority (WYCA), working with the five West Yorkshire Councils, takes the lead. WYCA are currently engaged in a review of LTP3 and its development into a Single Transport Plan (STP) - a new 20-year plan which it is proposed to adopt early in 2016. Consultation on the STP is expected to move to an advanced stage later this year and will include a series of policy principles, the most relevant to road safety being the proposed draft Core Principle 2: –
- Place Shaping – where the “ambition is to make our cities, towns and neighbourhoods more attractive places to live and work, with an emphasis on improving road safety, air quality, the health of residents and the image of places”. The key means to deliver this will be through “creating safer roads and places for everyone, especially vulnerable road users such as the young, elderly, those with mobility problems and for people walking and cycling”;*
- 3.2 Leeds road casualty targets are captured within the wider targets for West Yorkshire that are set out in LTP3; these are reported within the Best Council Plan (Indicator CD12). The target for Leeds is a 50% reduction of the number of people Killed or Seriously Injured (KSI) in the district roads by 2026; for comparison in the preceding 15 years (1994-2010) there was a 45% reduction. The last two years have seen a flattening of improvement performance against those targets for the first time since formal targets and performance monitoring were introduced during the 1980’s.
- 3.3 In order to assist in the delivery of road safety improvement in Leeds a new three year Road Safety Action Plan was adopted in December 2013 and sets out the programme of casualty reduction initiatives. These are designed to focus on priority areas and address the key causation factors and are reviewed on a regular basis. It is intended that during 2016 that the Action Plan will be updated to reflect, and more closely link with, the principles as set out in the new STP and the wider work across West Yorkshire.
- 3.4 Road casualty data is analysed to identify the most vulnerable road user groups (for example child and elderly pedestrians, cyclists, motorcyclists) and / or key areas of the district (areas of deprivation) where road traffic collisions are higher or specific locations and types of collisions. A range of measures is then considered to reduce those, ranging from physical changes to the road layout to education, training and publicity.
- 3.5 The detailed analysis of patterns of all casualties and collisions and their causes is provided annually in the Leeds Casualty Report and the Sites and Lengths for Concern reports, and periodically in area-based updates. These reports have been used to target LTP resources, through engineering measures, at specific locations. The previous reductions in casualties can be attributed to the success this approach - only a third the number of sites originally identified still feature in these reports, although others continue to be monitored – see Appendix 3. The number of the Sites and Lengths for Concern reduced dramatically, so that now it is becoming more difficult to pinpoint common locations and patterns of accidents that would be prevented with a single measurable remedial action. Increasingly, it will be more widely drawn packages of measures and initiatives aimed at improving road safety, preventing casualties especially among the most

vulnerable road users (child and elderly pedestrians, cyclists and motorcyclists) and enabling safe and sustainable travel that will bring casualty reduction benefits. These include physical changes to the existing highway infrastructure, 20mph speed limits around schools, enforcement initiatives, and education, training and publicity.

Road safety initiatives – safety schemes

- 3.6 The Local Transport Plan (LTP3) sets out the programme of investment and priorities, including road safety. Although the level of funding available to the West Yorkshire districts from the local Transport Plan has reduced by some 55% since 2010 (circa £8 million to £3.5million), the Road Safety budget has been effectively maintained at its historic level, with over £1.5million being spent annually through the Capital Programme. The Programme mainly funds schemes involving physical infrastructure, such as junction improvements, provision of safe pedestrian crossing infrastructure, 20 mph speed limits, lining and signage. The emphasis is progressively shifting towards provision of an integrated package of measures to achieve casualty reductions, coupled with an improved infrastructure provision for walking and cycling. Typically, these may involve a local high street which may be part of a local distributor road but which at the same time performs a broader function and is a local destination in its own right.
- 3.7 Spatial analysis of pedestrian KSI casualties in Leeds has identified that 25% occur in Town and District Centres. Recent intervention to address these include the provision of a 20mph area into a district centre, combined with zebra crossings, and the rationalisation of parking, coupled with reducing conflicts at junctions (points closure, traffic calming, central reservation). Successful schemes included Garforth Town Centre and Harehills Lane (one of the top remaining Lengths for Concern). This financial year further locations are being considered at Harehills Road (another Length for Concern), Pudsey and Dewsbury Road District Centre.
- 3.8 With the recent initiatives promoting cycling (Tour de France, Tour de Yorkshire), and significant improvements in cycling infrastructure (the development of the Core Cycle Network, the cycle and bus lane provision on the A65), the levels of cycling have doubled within the last five years. Unfortunately more cyclists are also injured in road traffic collisions, although the increase in casualties is proportionally smaller than the noted growth of cycling levels. The most common causes of collisions stem from the reasons that make cycling in cities attractive – the ability to pass the queuing traffic. This means that cyclists on the inside of waiting vehicles are masked to vehicles approaching from the opposite direction and turning right through a gap in traffic. Drivers of left turning vehicles may also not appreciate that a cyclist has arrived at the junction on their inside. Failure to give priority at junction is another common cause. Causes of all collisions are given in Appendix 4.
- 3.9 A number of schemes are in progress, aimed specifically at improving the safety of cyclists. These involve a range of measures, from the provision of specific new infrastructure (Toucan crossings, cycle lanes and cycle tracks, cycle-friendly traffic calming such as chicane bypasses, general traffic calming to bring down vehicular speeds and create better cycling environment) to clearer signage of cycle lanes (red surface treatment and advanced stop lines at junctions). ‘Think Bike’ warning

signs and reducing vehicular movements across junctions (one way streets, right turn prohibitions) are being used on busiest cycling corridors, notably the A660 and the A65 where there is a pattern of casualties. The impacts of these initiatives are specifically monitored. The Core Cycle Network and the City Connect cycle superhighway are examples of new infrastructure designed to overcome some of the severance and risks posed by busy road corridors and provide comprehensive safe routes.

Education, Training and Publicity Initiatives

- 3.10 The Department for Transport's "Strategic Framework for Road Safety" points to the value of to the value of Child Pedestrian Training, Bikeability Cycle Training and Pre-Driver Education alongside physical measures and enforcement, and this is reflected in the Road Safety Action Plan. The Influencing Travel Behaviour team within the Highways and Transportation service prepares and delivers a programme of road safety education, training and publicity initiatives to communities and road users. Their work is informed by the analysis and interpretation of the casualty data to identify and target key road user groups, recent examples being adult commuter cyclists and pedestrians.

Recent West Yorkshire Publicity campaigns & initiatives include:

- *'Look Out' aimed at tackling collisions occurring as a result of 'failure to look properly' – the most common cause of collisions. The campaign initially used bus backs and Street Talk and now includes a series of 'share the roads' adverts (aimed at drivers and cyclists) currently being aired across the region on Heart radio.*
- *Ride the Route – Smartphone app which provides users with advice and techniques required on rural rides. Developed in response to the increase in recreational cyclists resulting from the TdF Grand depart in 2014.*

- 3.11 A programme of smaller scale localised initiatives and the promotion of more general road safety messages also continues. This work includes key road safety messages uploaded onto Insite throughout the year (Drink Drive etc), local events and initiatives to support national campaigns (Brake Road Safety Week, Tyre Safety Month etc), working with Neighbourhood Policing Teams to help local residents and communities address inappropriate speed on residential streets (Community Speed Awareness Scheme).

- 3.12 Cycle events have been targeted with specific road safety education. At Tour de Yorkshire, Sky Ride (City Centre & Woodhouse), and Kirkstall Festival a range of road safety equipment and promotional messages have been distributed to the general public including, bike bells, high visibility rucksack covers, cycle lights and cycle route maps. 'Give cyclists room' car stickers have also been developed to distribute at events to help raise awareness of safe passing distances. The three main cycle accident areas in Leeds are being targeted with mobile Vehicle Activated Signs and 'pop up' road shows to raise awareness amongst vehicle drivers and cyclists.

The current programme of education and training delivery includes:

- The Priority Area Initiative. A project working with schools in areas of the district where child casualties are high (currently Leeds 8,9,11 &12) to deliver age appropriate road safety messages and training.
- The Transition Programme – As pupils progress through primary school and make the ‘transition to secondary school’ data indicates that they become at higher risk of being involved in a collision as a pedestrian (this is both a local and national trend). The Transition programme provides the knowledge, skills and experience to travel safely, independently and sustainably. Further workshop sessions address peer pressure and distraction issues.
- Pedestrian Skills training – practical roadside training helping pupils to become safer road users and give them a greater understanding of how to use crossings and other pedestrian facilities.
- Scooter training - practical training aimed at helping young people travel more actively and providing them with the skills and experience to use the highway more safely
- Bikeability cycle training. This helps young people develop cycling and road safety skills and encourages more active travel to school.
- Bespoke educational sessions delivered in schools with specific road safety issues or where need has been identified through the school travel plan

Further details of promotional initiatives, in particular road safety education, are given in Appendix 6.

20 mph Speed Limit

- 3.13 20mph speed limits have been the subject of two previous Scrutiny Board meetings, on the 18th of November 2014 and 17th of March 2015. The last meeting asked for additional information on the experiences of other Core Cities in implementing the 20mph speed limits and for a trial of a ‘blanket approach’ to implementation.
- 3.14 The Core Cities, including Leeds, have been implementing 20mph speed limits using the ‘signs only’ approach enabled by the DfT in 2011. This made the schemes much cheaper to implement than the previously installed ‘zones’, enabling faster delivery and greater coverage. Unlike Leeds, where limited traffic calming is still installed on streets where pre-implementation speed surveys shows average speeds at over 25mph, other Core Cities implement 20mph speed limits with signs only. However, they channel significant resources (around 20% of installation costs on average) into publicity and promotion, and into partnership working with local communities and the Police to make the new speed limits effective. 30 mph speed limit is retained for those streets where average speeds recorded pre-implementation were in excess of 24mph, and which would otherwise require traffic calming features. All Core Cities have pursued a phased approach to implementation.

- 3.15 Figures obtained from completed schemes in the Core Cities indicate a reduction in speeds and accidents. However, in most cases, the reductions in average recorded speeds have been modest, at between 0.5mph and 2mph. In some cases (Liverpool) they have also gone up. This was also reflected in the seven pilot signs-only areas trialled in Leeds in 2011-12; the pilot helped inform the current approach, with traffic calming integral to the 20 mph schemes in those streets where a greater drop in average speeds is required. Significant increases in levels of walking and cycling were recorded (Nottingham, Bristol), as well as an increased perception of safety and some reductions in accidents (Nottingham), but this was felt to be the result of extensive publicity and promotion campaigns rather than signs alone.
- 3.16 A blanket approach to the provision of 20mph speed limit with signs only has been recently trialled in Edinburgh. The city already has 50% of its streets as 20mph 'zones' (with traffic calming) and an area of signed 20mph was recently introduced to south central Edinburgh. Around 40% of streets within the pilot area remain at 30mph. The scheme audit recommended that permanent engineering features are provided on those streets within the 20 mph limit where the average speeds are at or above 24mph.
- 3.17 The key lessons from the experience of the Core Cities and others are that:
- The 'signs only' approach is unlikely to achieve significant reductions in speeds, and is only appropriate for streets with average speeds of 24 mph and below;
 - Streets where speeds of 25 mph and above are recorded require traffic calming or need to be excluded from the lower speed limit;
 - Resources need to be committed to promotion and publicity to ensure compliance;
 - A phased approach to the roll-out of the 20mph speed limits is required.
- Detailed Case Studies can be found in Appendix 5.
- 3.18 With an incremental year-on-year increase in 20mph schemes, a comprehensive 20mph speed limit coverage is, or will be (by the end of the next financial year), achieved in many areas of Leeds: Garforth, Roundhay, Middleton, Belle Isle, Harehills, Burmantofts, Richmond Hill, Meanwood, Alwoodley, Holt Park and Ireland Wood, Headingley and Woodhouse, Little London, East End Park, Halton Moor and Whitkirk. These areas will have a 20mph speed limit on all residential streets, excluding major roads and local distributors, with traffic calming features where pre-installation speed surveys indicated average speeds as significantly above 20mph.
- 3.19 If the current approach and funding streams remain unchanged, by the end of 2018 all of Leeds schools will have a 20mph speed limit and work will have begun on consolidating the new limit across the remaining residential areas. Community engagement and support are likely to be key in prioritising future schemes.

Partnership working

- 3.20 Although Leeds City Council has a responsibility to assist in making Leeds as safe as possible for its citizens; it is the responsibility of everyone to play their part and to work together. The Road Safety Action Plan was designed to enhance a local partnership approach allowing resources to be brought together to lead the way towards meeting the defined long term road casualty reduction targets.
- 3.21 The Leeds Safer Roads Steering Group meets on a quarterly basis with representatives from the various teams/departments (internal and external) associated with road casualty reduction e.g. Traffic, UTMC, Accident Studies, Road Safety, Parking Services, West Yorkshire Police, West Yorks Fire & Rescue, Highways Agency and Yorkshire Ambulance Service, to discuss and decide which road casualty reduction priorities, based upon statistical analysis of the data, should be targeted for maximum impact and how best to deliver, monitor and achieve them. However, the partnership work with West Yorkshire Police and West Yorkshire Fire & Rescue Service in particular has come under pressure in recent years due to their organisational restructures and the removal of numerous key positions that previously played a significant role in helping to reduce road casualties.
- 3.22 Public Health have provided a £30,000 grant this financial year to facilitate a programme of developing community support for the new 20 mph speed limits and unlocking their potential to facilitate safe and sustainable travel. This will involve an information and promotion campaign, using the schools around which the speed limits are designed as a springboard into the local communities.
- 3.23 The introduction of the new speed limits will be accompanied by launch events, helping raise community awareness. Following the approach adopted in other Core Cities, the 20mph 'brand', signage and promotional materials will be developed with local involvement; the visible physical presence of banners etc will complement the planned website and social media publicity. Key partners, internal and external, are Child Friendly Leeds, Public Health, Influencing Travel Behaviour team and local Citizens and Communities teams as well as Play Streets, Living Streets and community organisations. The available funding would also help develop local partnerships building up to the 'community speed watch' type of initiative, which hopefully will help unlock additional funding opportunities, which are not available to local authorities, such as the Police and Crime Commissioners Safer Communities Fund.
- 3.24 This would build on existing partnership working involving Neighbourhood Policing Teams (NPTs) and local communities, parish and town councils on addressing community concerns on speeding (use of SID and radar). Further details of partnership initiatives can be found in Appendix 6

Key issues and proposals for 2016 onwards

- 3.25 Reducing KSIs in particular among vulnerable road users and providing a better road environment for everyone is expected to be a Core Principle of the West Yorkshire STP and will continue to be the focus of road safety work for the foreseeable future. The Road Safety Action Plan will be periodically updated to reflect the emerging STP priorities and in response to new casualty data/ trends as well as changes to partnership working. Specific programmes and initiatives already identified include:

- further cycle safety measures to reduce conflict and promote safe user behaviour where cycling casualties are identified, including:
- the delivery of the City Connect cycle superhighway with the supporting infrastructure of 20mph speed limits along the corridor, which will help overcome some of the barriers and risks to cycling posed by busy traffic corridors;
- the development of the City Connect 2 route;
- public engagement and awareness around City Connect and the new 20mph speed limits (promotion of safe active modes and the benefits of lower speeds), which will create a platform for promotion of road safety-conscious behaviour for all users;
- the delivery of over 60 new 20mph schemes, jointly covering an area of 23.6 km² and benefiting 60 schools by the end of the next financial year, accompanied by publicity and promotion campaign;
- expansion of continued road safety education, promotion and campaigns, with an added element of speed awareness/ benefits of lower speed limits;
- development of resources for older pedestrians to highlight the specific dangers that large vehicle pose for them as pedestrians.
- potential introduction of 'clocs' (construction logistics and cyclist safety) standard for construction logistics for any tendered service vehicle over 3.5 tonnes. The standard will apply to all commercial vans delivering to, collecting from or servicing a property.
- prioritisation of further district centre schemes to create a safer high street environment for all road users;
- passive road safety measures to reduce severity of collisions with road side objects;
- continuing to deliver minor site specific measures, such as changes to signing and lining, traffic calming, surface treatment etc to improve safety of sites identified as part of the Mass Action Programme which are not monitored but have a high proportion of accidents occurring under similar circumstances
- investigation of options and opportunities for improvements in road safety features associated with new developments in the City Centre (currently the location of 16% of all KSIs), including weekend night-time traffic restrictions;
- continued partnership working, including NPT and local communities to support local residents to address concerns over speeding traffic in their community.

Further details on current road safety work and future initiatives can be found in Appendix 6.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4. 1.1 Road traffic collisions and road safety are a major concern for local communities as the greatest impact of a collision is its human costs, which are borne directly by the members of the community. There is a positive drive from local communities to get involved in reducing road safety risk – this is evidenced by correspondence with ward members, officers, reports to the Police and a number of recent deputations concerning local road safety issues.
- 4. 1.2 Leeds City Council welcomes and facilitates positive community engagement on road safety issues, for example through road safety education delivered in schools, provision of safe pedestrian crossing facilities and by providing physical measures to reduce the likelihood of collisions in response to community concerns and accident data. 20mph speed limits are part of this process and through engagement and feedback during the development and implementation of these schemes they generate, in the main, a lot of community support. Working with partners on the City Connect project is providing opportunities for even greater community engagement including engaging directly with local community groups and organisations.
- 4. 1.3 Opportunities and initiatives outlined in this report will further strengthen links between different partner organisations and will also help communities to take the full advantage of lower speed limits in their area.

4.2 Equality and Diversity / Cohesion and Integration

- 4. 2.1 Road safety affects everyone. However, certain groups are more likely to suffer the adverse effects of traffic, be it in terms of the likelihood of collision or poorer outcomes if they are involved in a road traffic collision.
- 4. 2.2 Fear of traffic and difficulties in crossing the road were issues identified by Neighbourhood Networks and Older People’s Forum, and feature frequently in School Travel Plans. Children and older people are more at risk of collision because of inability to judge the speed accurately/ inability to react to a vehicle approaching at speed/ reacting inappropriately. Their chances of survival, when hit by a car travelling at 30mph, decrease from that of an adult (80%) to just 50%.
- 4. 2.3 Children from disadvantaged backgrounds tend to be more exposed to road safety risks. They often live closer to busy roads and are more likely to walk or cycle as well as play on local streets.
- 4. 2.4 The above groups are specifically targeted through road safety initiatives involving risk awareness and education. The number of children and older people is a significant factor in deciding on provision of new pedestrian crossings. Child and pedestrian casualties are also targeted through the provision of 20mph speed limits around schools, and combined road safety training and initiatives will allow for their potential benefits to be fully realised.
- 4. 2.5 The Equality, Diversity Cohesion and Integration Impact Assessment was prepared for 20 mph speed reduction schemes around schools and residential areas and is attached as an appendix. The assessment identified the following key positive impacts:

- Make it more pleasant and safer to walk and cycle, encouraging a healthier lifestyle
 - Improve the quality of life for the local community
 - Provide safer passage while crossing the road for all pedestrians, but particularly beneficial for those with a mobility impairment, disabled people, parents supporting pushchairs, and younger and older people
- 4.2.6 No negative impacts were identified for any of the protected equality characteristics. Slight negative impacts were slightly increased journey times and potential impact of traffic calming features if installed incorrectly.
- 4.2.7 The Impact Assessment stresses that the benefits of the schemes far outweigh any potential disadvantages and has not recommended any adjustments to the current process.

4.3 Council policies and the Best Council Plan

- 4.3.1 The Best City ambition is to improve life for the people of Leeds and make our city a better place. All road safety initiatives, including 20mph schemes, contribute to this ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian and cycling journeys in local communities and reducing traffic collisions to make a specific contribution to the Best City for Communities and Child Friendly City ambitions.
- 4.3.2 Enabling safe and independent journeys was the top one of the 12 wishes expressed by children on how to make Leeds a Child Friendly city. Slower speeds and improvements in road safety will also help make Leeds the Best City to grow old in.

4.4 Resources and value for money

- 4.4.1 The delivery road safety initiatives, including casualty reduction schemes (physical measures), 20mph speed limit schemes, education and training forms part of the programmes for improving road safety contained in the West Yorkshire Local Transport Plan (WYLTP) and through partnership working. Such schemes generally show high value for money both for the direct benefits to road safety and their indirect benefits for active travel and health.
- 4.4.2 DfT values the prevention of a single fatality at over £1.5million - an equivalent of the total of the Road Safety allocation from the Capital Programme. The prevention value of a serious casualty is estimated at circa £189,519 – an average value per casualty is circa £50,000. Road safety engineering schemes and education represent real value for money, with benefits of the investment continuing to be delivered into the future.
- 4.4.3 This report has potential implications for resources in the next phases of the implementation of West Yorkshire Local Transport Plan, depending on the nature of recommendations and the decision of the Scrutiny Board.

4.5 Legal Implications, Access to Information and Call In

4. 5.1 There are no legal implications. The report is not eligible for Call-In.

4.6 Risk Management

4. 6.1 Overall, January to June 2015 is marked by an increased number of RTC casualties in Leeds and elsewhere in the district. A reduction in the number of KSI is needed in the next six months to bring the district below or in line with the ideal 2026 target trajectory.

4. 6.2 The approach and the type of schemes outlined in this report are intended to deliver long term road safety and casualty reduction benefits. The effectiveness of the schemes in terms of casualty reduction will be monitored, as will the approach to scheme prioritisation and development, in response to emerging accident figures and trends.

4. 6.3 Availability of resources, both own and that of partner organisations, will be a significant factor in continuing to deliver casualty reductions.

5 Conclusions

5.1 Increasingly, delivering improvements in Road Safety and casualty reduction is the matter of an integrated approach by Leeds City Council and its partners. The first half of 2015 shows a slight increase in the number of Killed and Seriously Injured on Leeds roads against the previous years, but with slight reductions are noted in the injuries to vulnerable road users (pedestrians, children and cyclists) – a casualty group that grew disproportionately last year. Addressing causes of collisions becomes increasingly complex due to their dispersal over a larger area and type, often with no common cause.

5.2 It will be important to monitor these figures for longer- term trends and develop a variety of road safety initiatives in response to these.

5.3 The work in progress on district centre schemes and 20mph speed limits that effectively reduce vehicular speeds is likely to improve road safety for all road users; however these types of comprehensive schemes require significant resources to deliver. With ‘failure to look properly’ as the most common cause of collisions the current and future road safety education, publicity and promotion programmes are likely to play an increasingly important role if the ambitious targets for casualty reductions are to be achieved.

6 Recommendations

6.1 Scrutiny Board members are requested to note and comment on this report.

7 Background documents¹

7.1 There are no specific background document relating to this report.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1 Leeds casualty figures in focus

Table 1. Killed and Seriously Injured casualties in Leeds 2005-14

Table of killed or seriously injured casualties: Leeds				Vulnerable Road Users						
Year	Total killed or seriously injured	Of which vulnerable road users	%age of vulnerable road users	Pedestrians	Cyclists	Motorcyclists	Car Occupants	Good Vehicles	Bus Occupants	Other
2005	352	197	56%	100	27	70	132	13	8	2
2006	365	212	58%	114	41	57	133	8	9	3
2007	374	232	62%	107	40	85	126	4	9	3
2008	371	212	57%	114	31	67	139	5	9	6
2009	321	202	63%	95	33	74	103	7	6	3
2010	304	181	60%	96	31	54	111	3	6	3
2011	297	193	65%	83	46	64	95	1	6	2
2012	303	212	70%	114	45	53	77	5	5	4
2013	294	193	66%	81	48	64	86	6	7	2
2014	334	225	67%	104	56	65	94	5	7	3

In 2014, there were 40 more casualties recorded in Leeds as compared to the previous year. The increase of 40 additional casualties recorded in 2014 was made up of 28 vulnerable road users, 23 of whom were pedestrians. Whilst the greatest single group among KSIs are still car occupants, the greatest percentage increases have been among vulnerable road users and road safety initiatives continued to be targeted at this group.

Table2. All Casualties in Leeds 2010-2015 by type and trend.

Leeds	All casualties (January-June)								2012~2014 avg		Jan-June 2014 vs full year		Forecast 2015			S1_2015 vs worst Fcst.**	Road to target		
	Severities	2010	2011	2012	2013	2014	2015	vs 2014	Avg	vs 2015	2014	%	Best	Sen's est*.	Worst	TP/2	TP-2015	Jan-Jun %	
All	KSI	141	158	145	133	151	158	4.6% ↑	143.0	10.5% ↑	334	45.2%	220	258	301	52.5%	133	265	60%
	All severities	1316	1334	1301	1168	1193	1226	2.8% ↑	1220.7	0.4% ↑	2532	47.1%	1825	2061	2230	55.0%	above target		
Child	KSI	15	23	16	12	19	15	-21.1% ↓	15.7	-4.3% ↓	31	61.3%	19	27	31	48.4%	17	33	45%
	All severities	129	145	123	106	131	112	-14.5% ↓	120.0	-6.7% ↓	253	51.8%	130	178	212	52.8%	on track		
Pedestrian	KSI	45	46	54	38	54	48	-11.1% ↓	48.7	-1.4% ↓	104	51.9%	57	74	100	48.0%	38	75	64%
	All severities	198	182	180	161	200	184	-8.0% ↓	180.3	2.0% ↑	406	49.3%	255	288	324	56.8%	above target		
Cyclist	KSI	14	21	19	16	23	22	-4.3% ↓	19.3	13.8% ↑	56	41.1%	40	51	56	39.3%	19	38	58%
	All severities	104	127	117	140	172	148	-14.0% ↓	143.0	3.5% ↑	340	50.6%	261	290	328	45.1%	above target		
PTW	KSI	26	26	25	36	30	25	-16.7% ↓	30.3	-17.6% ↓	65	46.2%	45	60	68	36.8%	28	56	45%
	All severities	71	72	81	87	88	77	-12.5% ↓	85.3	-9.8% ↓	192	45.8%	147	166	189	40.7%	on track		
Car Occupant	KSI	49	58	38	38	36	51	41.7% ↑	37.3	36.6% ↑	94	38.3%	43	68	78	65.4%	44	87	59%
	All severities	846	849	803	695	631	697	10.5% ↑	709.7	-1.8% ↓	1390	45.4%	928	1090	1264	55.1%	above target		

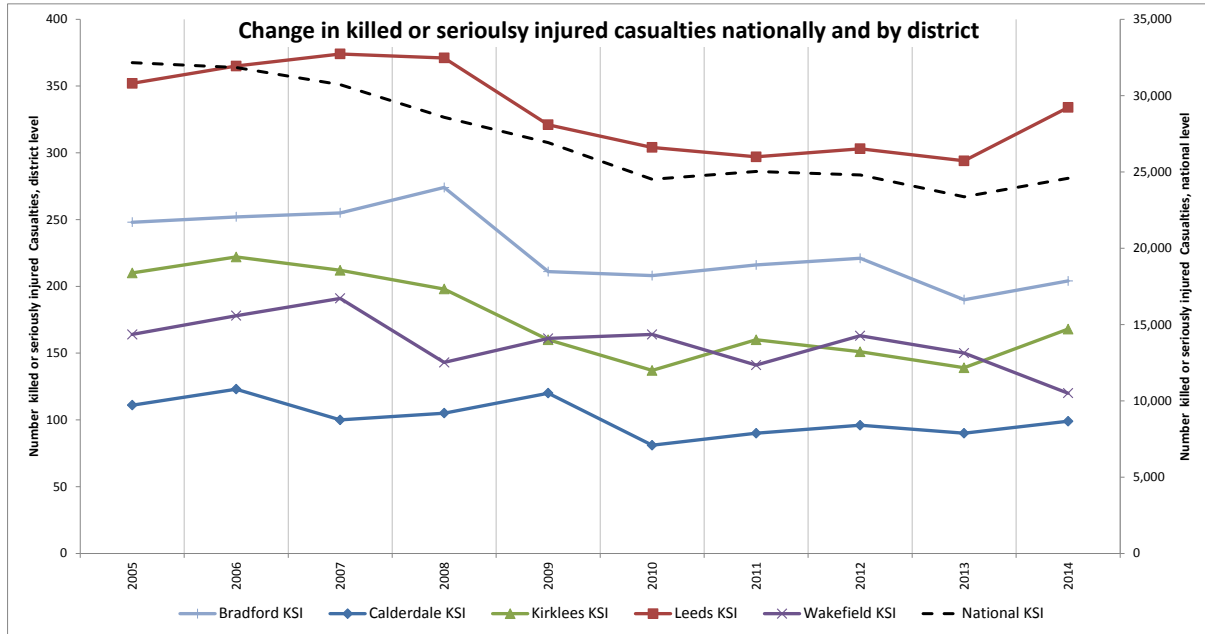
*Sen's Slope of linear trend estimates (RTC 2000-2014). Best/Worst: lower/upper limit of the 95% confidence interval (trend at $\alpha = 0.05$ level of significance).

**Jan-Jun results against worst forecast. - Road to target : Jan-Jun 2015 vs Target point: S1 KSI in 2015 below portion of TP: On track

Appendix 2

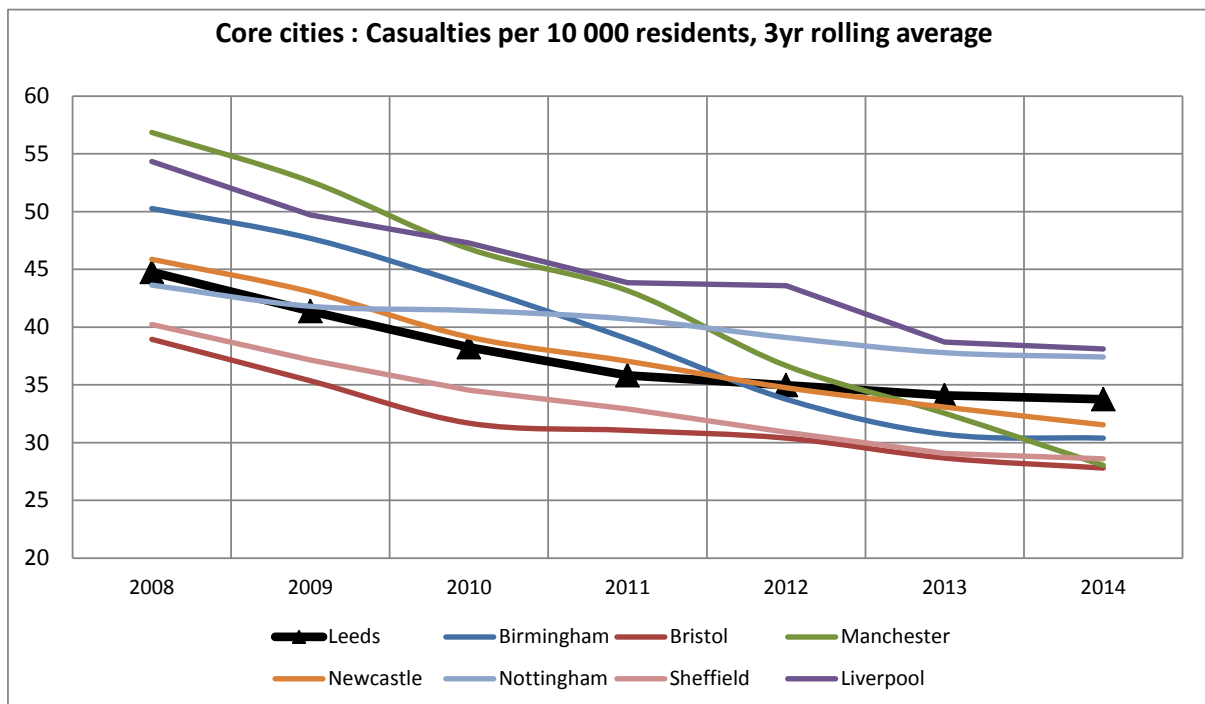
Casualty figures for West Yorkshire authorities and Core City Authorities.

Table 1. KSI trends for West Yorkshire 2005-2014



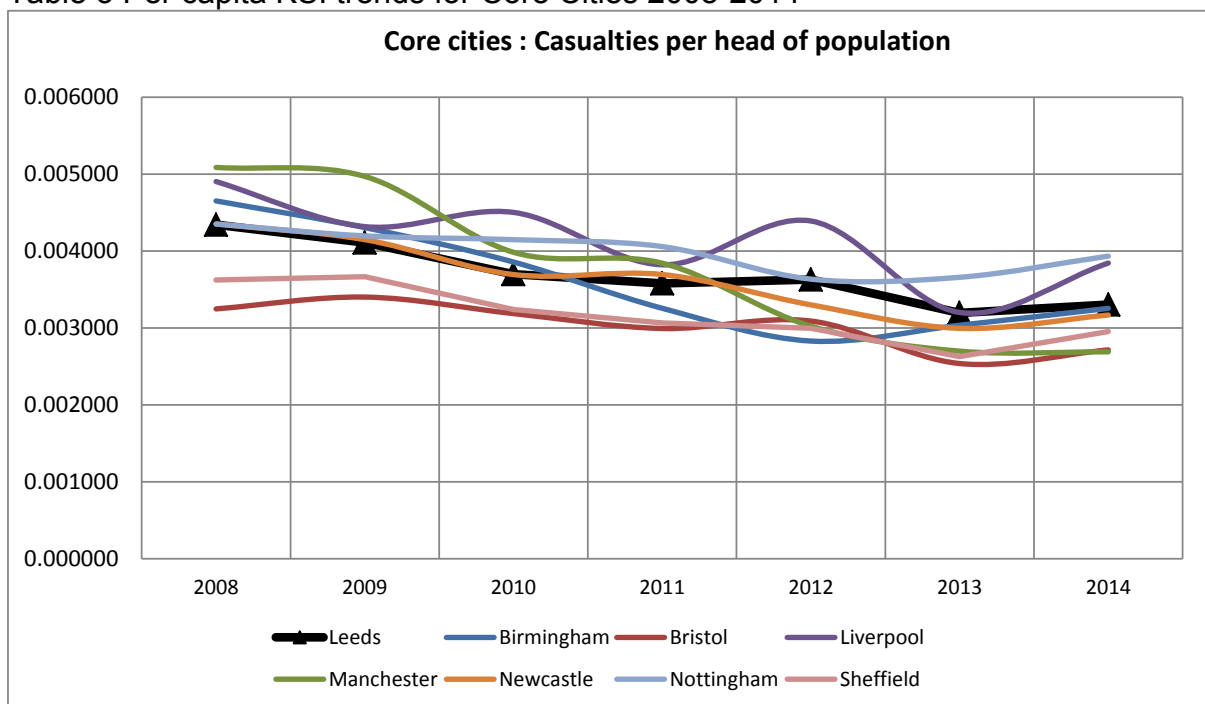
The downward trend in the number of reported KSI casualties in Leeds over the last 10 years, with an increase recorded last year, is mirrored by both national average and the trends recorded in other local authorities in West Yorkshire, with the exception of Wakefield.

Table2. KSI trends for Core Cities 2008-2014



Looking at the 3 year average per 10,000 residents in the core cities, in most cities the casualty reduction benefits have flatlined in the last three years, with only Newcastle and Manchester continuing on the downward trajectory.

Table 3 Per capita KSI trends for Core Cities 2008-2014



Of all the Core Cities Leeds has experienced the slowest population growth (3%) in years 2008-14, the largest was seen in Manchester (9%).

Appendix 3

Road safety monitoring reports

Sites for Concern

The Sites for Concern listing includes any location (usually junctions) which has had more than four collisions in a given year and/or where 15 collisions or more are recorded in a five year period.

The number of sites featured in the reports has declined over the years. Originally, 169 sites were identified in 1999, reducing to 118 in 2005. The current Sites for Concern report features 50 locations, with 18 out of these having 'monitoring only' as the current recommendation. The key actions arising from the report are reducing waiting times for pedestrians at crossings where currently significant delays are experienced.

Listings 2014

- 1 Roundhay Road j/w Harehills Lane / Easterly Road Gipton & Harehills
- 2 Clay Pit Lane j/w Meanwood Road / North Street Hyde Park & Woodhouse
- 3 Dewsbury Road j/w Bradford Road (Tingley Roundabout) Morley South
- 4 5 Gelderd Road j/w Canal Street (Armley Gyatory) Armley
- 5 Gelderd Road j/w Wakefield Road / Bradford Road Morley North
- 6 Vicar Lane / New Market Street j/w Kirkgate City & Hunslet
- 7 M621 j/w Wakefield Road (Stourton Roundabout) Middleton Park
- 8 York Road j/w Harehills Lane / Osmondthorpe Lane Burmantofts & Richmond Hill
- 9 Headingley La / Woodhouse La j/w Hyde Park Rd / Woodhouse St Hyde Park & Woodhouse
- 10 Ring Road (Broadway) j/w New Road Side Horsforth
- 11 M621 j/w Elland Road Beeston & Holbeck
- 12 Ring Road (Farsley) j/w Bradford Road Calverley & Farsley
- 13 York Street j/w Duke Street City & Hunslet
- 14 Ring Road (Weetwood) j/w Otley Road Weetwood
- 15 Bradford Road j/w Woodhall Lane / Galloway Lane Calverley and Farsley
- 16 M62 j/w Wakefield Road (Newmarket Roundabout) Rothwell
- 17 Bradford Road / Royston Hill j/w M1 junction 41 (Carr Gate) Ardsley & Robin Hood
- 18 Ring Road (Beeston) j/w M621 Beeston & Holbeck
- 19 Roundhay Road j/w Roseville Rd / Gledhow Rd / Bayswater Grove Gipton & Harehills
- 20 Leeds Road j/w Pool Bank New Road Adel & Wharfedale
- 21 M1 j/w M62 Roundabout Ardsley & Robin Hood
- 22 Ring Road (Cross Gates) j/w Barwick Road Killingbeck & Seacroft
- 23 York Road j/w Burmantofts Street / Marsh Lane Burmantofts & Richmond Hill
- 24 Roundhay Road j/w Bayswater Road / Spencer Place Chapel Allerton
- 25 South Accommodation Road j/w East Street City & Hunslet
- 26 Vicar Lane j/w The Headrow / Eastgate City & Hunslet
- 27 Headingley Lane j/w Bainbrigge Road Headingley
- 28 The Headrow j/w East Parade / Calverley Street City & Hunslet

- 29 Ring Road (Beeston) j/w Millshaw Road Beeston & Holbeck
- 30 York Road j/w Selby Road / Rookwood Avenue Gipton & Harehills
- 31 Woodhouse Lane j/w Cookridge Street / Clay Pit Lane City & Hunslet
- 32 Headingley Lane j/w Victoria Road Hyde Park & Woodhouse
- 33 Otley Road j/w North Lane / Wood Lane Headingley
- 34 Roundhay Road j/w Harehills Road / Karnac Road Gipton & Harehills
- 35 Chapeltown Road / Clay Pit Lane j/w Sheepscar Street North Chapel Allerton
- 36 Ring Road j/w Cross Gates Lane / Cross Gates Road Killingbeck & Seacroft
- 37 The Headrow j/w Albion Street City & Hunslet
- 38 Pudsey Road j/w Henconner Lane / Butt Lane Farnley & Wortley
- 39 Dewsbury Road j/w Garnet Road / Parkside Lane City & Hunslet
- 40 Oak Tree Drive j/w North Farm Road Gipton & Harehills
- 41 Roundhay Road j/w Shepherd's Lane / Lambton Street Gipton and Harehills
- 42 Briggate j/w Call Lane City & Hunslet
- 43 Cemetery Road j/w Top Moor Side Beeston & Holbeck
- 44 Brownberrie Lane j/w Bayton Lane Horsforth
- 45 Neville Street j/w Sovereign Street / Little Neville Street City & Hunslet
- 46 Selby Road j/w Wakefield Road Garforth & Swillington
- 47 Meanwood Road j/w Cambridge Road Hyde Park & Woodhouse
- 48 Woodhouse Lane j/w Clarendon Road Hyde Park & Woodhouse
- 49 Roundhay Road j/w Copgrove Road Roundhay
- 50 Town Street j/w Carr Crofts Armley

Lengths for Concern

A Length for Concern is used to define any length of road where the road injury rate exceeds the national rate expected for the class of road and location (i.e. urban or rural).

The current Lengths for Concern report, which looked at casualty data for 2009-13, features 66 Lengths for Concern - for 37 of these 'monitoring only' is the only currently recommended action, as programs have already been progressed to address the casualty issues.

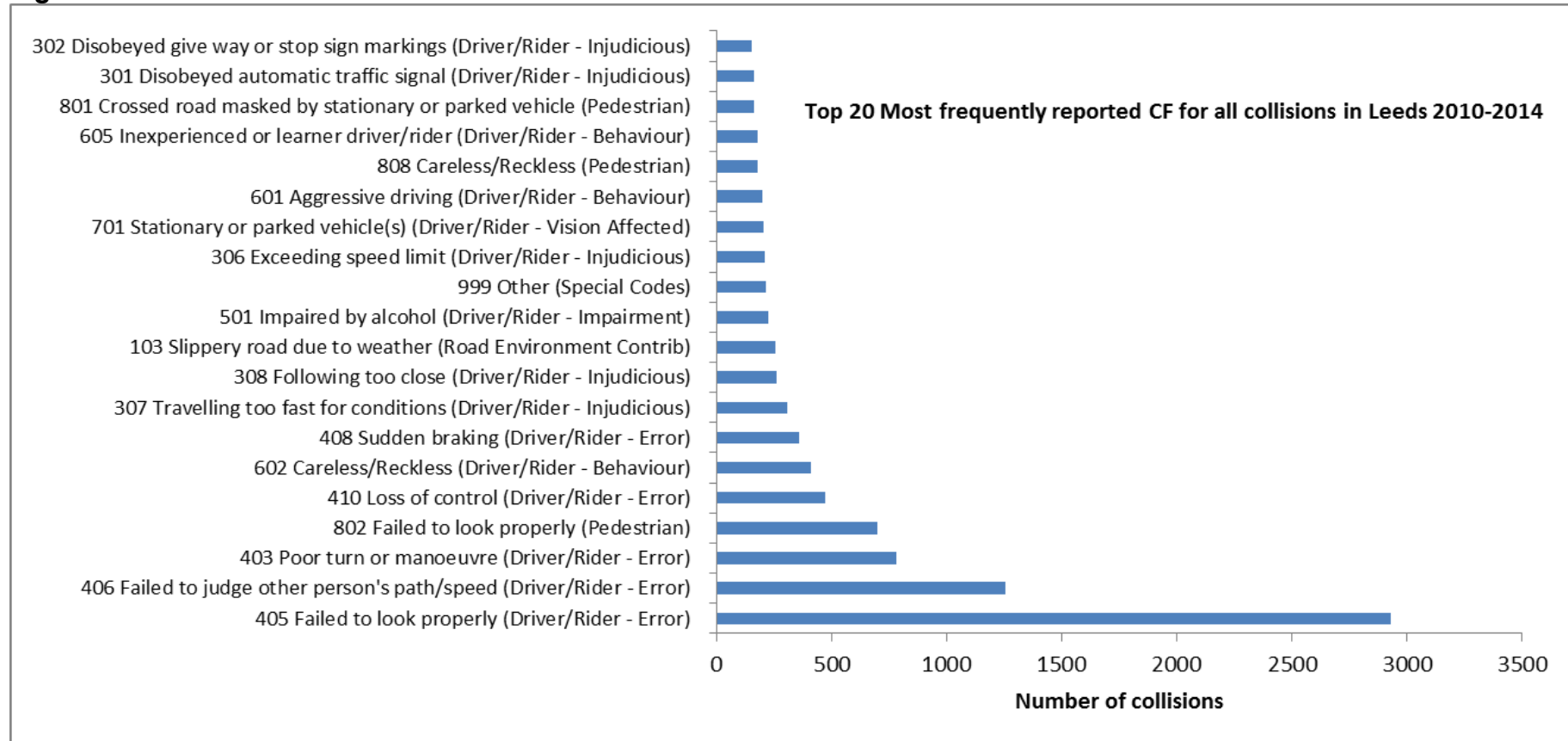
Listing 2014

- 1 Harehills Road, Harehills
- 2 Monkswood Avenue / Kentmere Avenue, Seacroft
- 3 Harehills Lane, Harehills
- 4 Wakefield Road, Swillington
- 5 Richardshaw Lane, Pudsey
- 6 Burley Road, Burley
- 7 Roundhay Road, Harehills
- 8 Woodhouse Lane, Woodhouse
- 9 Spencer Place, Harehills
- 10 Austhorpe Road, Cross Gates
- 11 Chapeltown Road, Harehills
- 12 Broad Lane, Sandford
- 13 Swinnow Road, Swinnow
- 14 Robin Lane / Littlemoor Road, Pudsey
- 15 Cardigan Road, Headingley

16 Middleton Park Avenue, Middleton
17 Foundry Lane, Gipton
18 Osmondthorpe Lane, Osmondthorpe
19 South Parkway, Seacroft
20 Harehills Lane, Burmantofts
21 Armley Ridge Road / Cockshott Lane, Upper Armley
22 Lower Town Street, Bramley
23 Nippet La / Compton Rd / Stoney Rock La, Burmantofts
24 Gelderd Road, Gildersome
25 Kirkstall Road, Kirkstall
26 Lowtown, Pudsey
27 Headingley Lane, Headingley
28 Stanningley Bypass, Stanningley
29 Stanningley Road, Bramley
30 Old Lane, Beeston
31 Pontefract Road, Stourton
32 Barwick Road, Stanks
33 East Chevin Road / Otley Old Road, East Chevin
34 Morris Lane / Spen Lane, Kirkstall
35 Harrogate Road, Rawdon
36 Bayton Lane, Horsforth
37 Stanningley Road, Pudsey
38 Middleton Park Road, Middleton
39 Bradford Road, Stanningley
40 Street Lane, Moortown
41 Ridge Road, Micklefield
42 Ring Road, Farsley
43 Fink Hill / Church Road/Avenue, Horsforth
44 Thorpe Lane / Middleton Lane, Thorpe
45 Ring Road, Shadwell
46 King Lane, Alwoodley
47 Aberford Road, Oulton
48 York Road, Seacroft
49 Cross Gates Road, Cross Gates
50 Stonegate Road, Meanwood
51 Leeds Road, Kippax
52 Belle Isle Road, Belle Isle
53 Shadwell Lane, Shadwell
54 Tong Road, Wortley
55 Britannia Road, Morley
56 Cookridge Lane / Otley Old Road, Tinshill
57 Easterly Road, Gipton Wood
58 Harrogate Road, Harewood
59 Middleton Road / Wide Lane, Morley
60 Victoria Road / Elland Road, Morley
61 Ring Road, Seacroft
62 Harrogate Road, Moor Allerton
63 Bradford Road, Thornbury
64 Leeds Road / Church Side / Barnsdale Road, Methley
65 Galloway Lane / Waterloo Road / Uppermoor, Pudsey
66 New Road, Guiseley

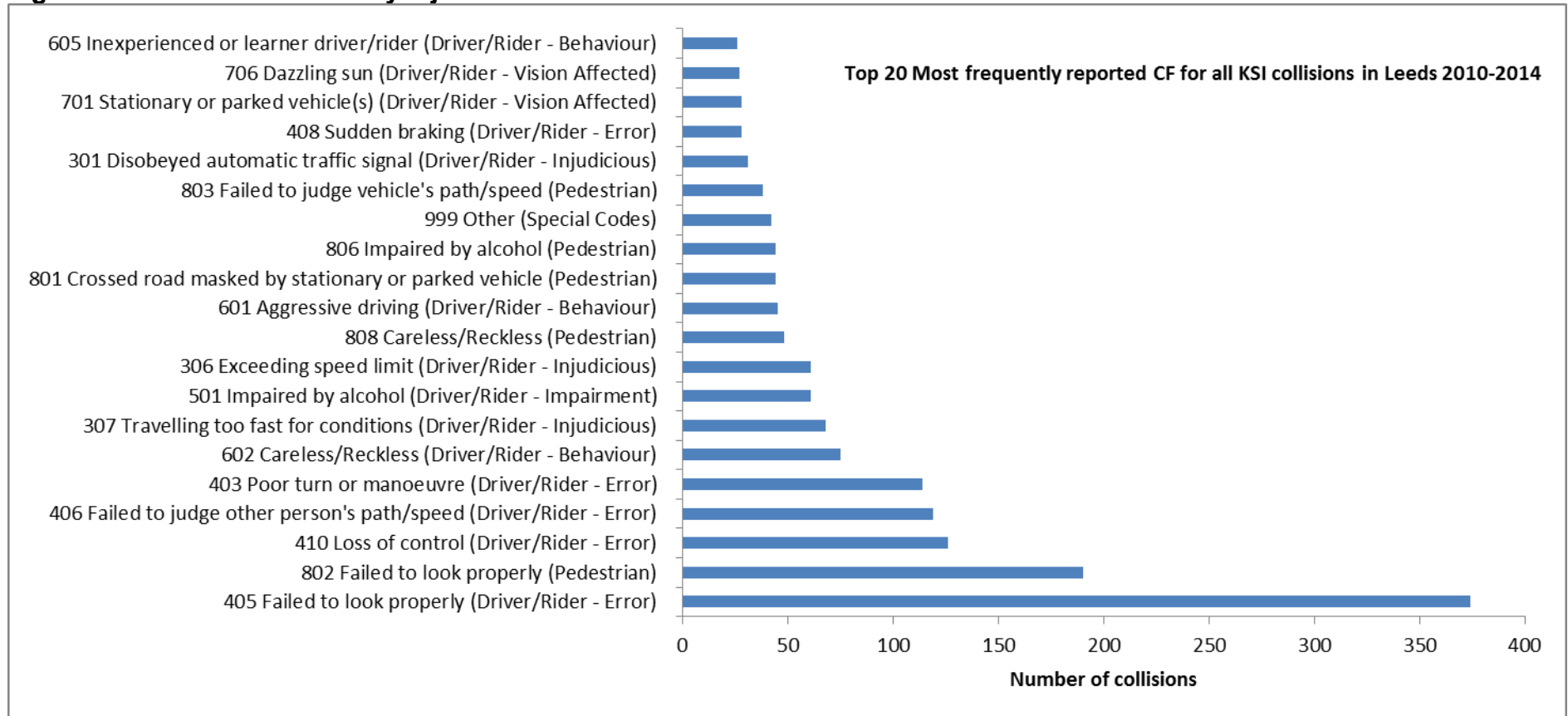
Appendix 4

Figure 1 TOP 20 MOST FREQUENTLY REPORTED COLLISION FACTORS FOR ALL COLLISION IN LEEDS 2010-2014



For all collisions in the district, the most common contributory factor was “Failed to look properly”. This is commonly referred to as the “looked but failed to see” problem in road safety literature. This factor was reported to around a third of collisions in the district for the last five years. Factors related to pedestrian are also within the top five of most frequently reported factors.

Figure 2. All Killed or Seriously Injured Casualties



As far as KSI is concerned, “Failed to Look properly” for both vehicle driver and pedestrians are at the top of the most frequently assigned factors.

Appendix 5

20mph Case Studies

Case Study 1 – Edinburgh

An area-wide pilot using signs-only approach was trialled across south-central Edinburgh. The area size seems comparable to some larger schemes introduced or proposed in Leeds, e.g. Garforth or Roundhay.

Speed reductions and coverage:

The area contains a mix of 20 mph and 30 mph speed limits. Around 40% of streets within the pilot area remain at 30mph. The remaining 60% of streets, where average speeds were below 24mph before the 20mph speed limit was introduced, saw average speed reductions of around 2mph (from 22.8mph to 20.9mph); it was noted that speeds have increased on some streets and on others there was no change.

75% of the surveyed 20mph streets continue to have average vehicle speeds in excess of 20mph, in most streets speeds remain lower than 24mph, the DfT threshold recommended for the effective operation of 20mph Limits. Speeds after implementation also reduced on the 20 locations that remained with a 30mph limit, though the average fall was only 0.8mph (to 25.4mph), less than the fall witnessed across 20mph limit streets.

Four locations included in the 20 mph speed limit continued to have average speeds at or above 24mph, despite a drop of 0.7mph to 3.6mph. It is now proposed to treat these locations with a mixture of traffic calming, signage and speed indicating devices.

For locations where speeding traffic remained a pressing concern, additional signs or surface markings were installed. A mobile VAS sign was also used for for a period of two-to-three weeks.

Edinburgh Council seeks to create a process to enable the development of a timetable and criteria for the city-wide implementation of 20mph speed limits, including a consideration of which streets are to be considered for a suite of permanent engineering measures (ie streets with high numbers of road traffic incidents or high traffic volumes or average speeds); as well as seeking approval from the Scottish Government for a citywide 20mph Traffic Regulation Order

Case Study 2 – Bristol

The 20mph pilots in Inner South and Inner East Bristol have been funded and delivered through the Cycling City Project and the Active Bristol programme. They cover some 500 roads and 30,000 households. The aim was to encourage more walking, more cycling, and more independent mobility for children and elderly in the City, to reduce risk and severity of road casualties and to help create pleasant people-centred streets and public space.

The Bristol pilots were designed as 'signs only 20mph' without expensive physical measures for traffic calming. The pilots were underpinned by a joint communications campaign delivered by Bristol City Council and NHS Bristol working in partnership with local community groups, local schools, and with support from Avon and Somerset Constabulary. The main publicity has been through leaflets, posters, articles in local newsletters and some mass media coverage (which Leeds is now also going to do). The experience of delivering the pilots suggests that clear communications, which explain the case for 20mph and that feature local people, dispel the many myths about 20mph and are critical to building the culture change that the vast majority of local people say they want to see.

Speed and casualty reductions

The overall results of the pilots show that 'signs only' 20mph has been accompanied by a small but important reduction in daytime vehicle speeds (average) and an increase in walking and cycling counts, especially at weekends. The average reduction in speeds, achieved on 65% of roads, was between 0.9 and 1.4mph. The mean average speed across all roads has dropped to 23mph and under between 7am through to 7pm, but on only 18 roads the average speeds recorded were consistently below 24 mph.

The number of overall casualties in the first 12 months fell by 5 in the Inner East Area but increased by 8 in the Inner South area.

A key issue identified in the pilots is the need to distinguish between streets with shops, schools, and homes, where pedestrian activity is currently suppressed, versus arterial routes where speed has a less significant effect on communities. Bristol has committed just under £200,000 of capital funding against just over £2,000,000 of revenue funding to the provision of 20mph speed limits.

Case Study 3 – Nottingham

The area wide Sherwood 20mph limit was the first to be introduced in the city following the signs-only approach. The pilot reported a reduction in average speeds of just over 1 mph from 22.2mpg to 21.1 mph. The roads which had mean speeds recorded at 25mph remained within a 30mph speed limit.

At the same time, there was a slight reduction in the number of accidents. The average annual casualty figure before implementation of the 20 mph speed limit on these roads was 9.4 casualties, including 1.7 serious. In the 12 months after implementation 8 casualties were recorded, all of them slight.

Appendix 6

Road Safety Education, Training and Publicity

Education

Road Safety education is delivered by a team of trainers and is targeted at school pupils in areas of highest risk as identified from the road traffic statistics.

The 'Priority Areas' initiative is offered to all primary schools in the Leeds 8, 9, 11 and 12 postcodes and has been running for a number of years. This initiative delivers age appropriate road safety lessons to every child in the school and covers topics like 'The Green Cross Code', 'Seatbelts' and 'Distractions' i.e. Mobile phones and peer pressure.

As pupils progress through Primary School and make the 'transition' to secondary school the casualty data indicates that they become at higher risk of being involved in a road traffic collision as a pedestrian (this is both a national and local trend). However, encouraging pupils to travel actively to school (walking and cycling) is important from a public health point of view and also has wider benefits in terms of cutting congestion etc. The 'Transition Lesson' (a mixture of theory and practical) encourages safe road user behaviour amongst this increasingly independent age group, and also provides pupils with the knowledge, skills and experience to make the journey to their designated high school by sustainable means. The 'Transition programme' is currently offered to all year 6 pupils in the primary schools that feed into the following High Schools:-

Brigshaw, Garforth, Horsforth, and Benton Park (as part of the LSTF initiative) and now extended to Corpus Christi.

Following the Y6 Transition session, Road Safety trainers revisit pupils at Year 7 to deliver an 'Assessing Risk' session in an attempt to further mitigate the increase in child pedestrian casualties. This session primarily addresses the issues of 'distractions' and 'peer pressure' - key contributory factors which result in death and injury on the roads amongst this age group.

In addition, the team also provides bespoke road safety Assemblies, talks and a Christmas Pantomime for Primary Schools and Theatre in Education for High Schools. Additional road safety educational resources are also available for teachers, parents and pupils to download from the website.

The following figures relate to the yearly total number of pupils we have delivered educational lessons to:

1 st Jan to 31 st Dec 2013	=	29,799
1 st Jan to 31 st Dec 2014	=	26,893
1 st Jan to 31 st July 2015	=	16,146

Training

Most of the road safety related training relates to 'Pedestrian Skills' (Green Cross Code), 'Cycling Skills' (Bikeability Levels 1, 2 and 3) and 'Scooter Skills'.

Pedestrian training is delivered to pupils in years 1, 2 and 4 and has been an on-going initiative for a number of years. It is targeted at areas of high deprivation as casualty data indicates that young people living in these areas are most risk of death or injury on the roads, both locally and nationally. In addition, training is also provided to pupils at schools where new pedestrian crossing facilities have been installed to ensure they have the knowledge and skills to use the new crossings appropriately. A total of 7,064 primary school pupils across the city received pedestrian skills training during 2015.

A programme of road safety training / education sessions is being developed for schools where new 20mph schemes are being implemented.

Cycle training (Bikeability) is provided by a local training provider and a new contract has just been procured to enable delivery to continue in this way across the district. Funding to deliver this training comes via government grant.

Bikeability has been described as 'Cycling Proficiency for the 21st century' and is comprised of 3 levels which is wholly funded by the Department for Transport.

Level 1 - the basic ability and skills training. This is delivered in a safe, traffic free environment i.e. school playground.

Level 2 – more advanced with training taking place on minor roads with light traffic flow.

Level 3 – advanced training on busier roads with major junctions and/or roundabouts to negotiate.

Level 1 Bikability cycle training was delivered to 2864 pupils in the last school year. Level 2 Bikability cycle training was provided to 7000 pupils

Bikability Plus (available to Cycle Cities England) - Leeds City Council piloted 4 of the 11 modules.

Cycle training was also delivered to 450 adults in Leeds by Go Cycling in financial year 2014/15.

In order to encourage children to travel actively to school and in the light of the recent rise in popularity for small lightweight micro scooters, the training team deliver a scooter training programme to pupils in targeted schools, where schools are keen and willing to encourage this mode of travel.

The following figures relate to the yearly total number of pupils we have delivered road safety related training to;

1 st Jan to 31 st Dec 2013	=	14,996
1 st Jan to 31 st Dec 2014	=	13,878
1 st Jan to 31 st July 2015	=	11,100

Publicity

Most of the road safety publicity campaigns are now developed and delivered across the whole of West Yorkshire in order to maximise their effectiveness and to provide best value. Some campaigns are extended to the Yorkshire and the Humber region in partnership with other road safety teams in the region.

Most recent campaigns include :-

A series of adverts are currently being aired on Heart Radio, aimed at both drivers and cyclists, urging them to share responsibility on the roads. The messages for cyclists asks them to be more cautious on the road, highlighting their vulnerability, while the messages targeting the drivers builds on the Look Out campaigns and the Someone's Son campaigns that have been developed previously.

The Look Out campaign was developed following accident data analysis highlighting that the majority of accidents occurred due to pedestrians, cyclists, drivers failing to look properly, and aimed to encourage them to "Look Out" for one another using their eyes to save lives. Initially the campaign used bus backs and street talk to get the message out, with supporting data on the Someone's Son website. The campaign also developed additional resources including wing mirror stickers and rear window stickers, reminding drivers to Look Out for motorcyclists and cyclists, while also giving them room when overtaking.

With the increase in recreational cyclists following on from the Grand Depart and the Tour de Yorkshire, the Yorkshire and Humber cycle project developed the Cycle Yorkshire: Ride the Routes smartphone app. The app provided users with advice and techniques to safely negotiate not only the routes showcased by the professional peloton but also the majority of rural rides. The app has been downloaded more than 5000 times and has received 5 star reviews.

Campaigns continue to make use of social media, primarily through Twitter @SaferRoadsWY but also Facebook. The Yorkshire and Humber cycle project developed a cycle training DVD aimed at the many adults that have returned to cycling, the Urban Cycling guide was initially developed for distribution via DVD, but has now been made available through a dedicated YouTube channel, which has proved an effective medium.

Events

The summer of 2015 features a number of high profile cycling events, including Tour de Yorkshire, Sky Ride and the Kirkstall Festival. These created an opportunity to disseminate a range of road safety equipment and promotional messages including, bike bells, high visibility rucksack covers, cycle lights and cycle route maps. 2000 bike bells are also distributed to children across the city. The Skyride also featured a Heavy Goods Vehicle where the public were invited to sit in the cab to raise

awareness amongst cyclists regarding blind spots around HGV's. The HGV was also used during a promotional event to celebrate the introduction of the 100th 20mph speed limit in Woodlesford.

During the Bike Week (13th - 21st June 2015), 80 pupils from the east, south and west of the city cycled along the core cycle network to the Royal Armouries to encourage the use of safe routes into the city centre and raise road safety awareness whilst cycling on the core network.

An article in the summer addition of 'Smalltalk' magazine, focused on children playing out in the summer holidays, featured a variety of road safety messages (including safe cycling) and advice for parents.

West Yorkshire-wide promotional initiatives

- The West Yorkshire Road Safety group have developed car stickers (give cyclists room) to be distributed at events
- The 'Look Out' campaign, which was launched across West Yorkshire in June 2014 is being continued into 2015.
- Heart Radio ads around safer and more considerate cycling have been developed to back up further bus back campaigns which will run in July – Sept 2015.

In addition to publicity campaigns, a programme of smaller scale initiatives and promotion of general road safety messages continues to be delivered. Examples include:

- winter driving safety information posted on Insite,
- Don't Drink & Drive messages promoted over the Festive season and during key sporting events (World Cups, Olympics, TdF etc)
- Walk to School Week / Month promoted in schools
- Information to motorists to encourage them to slow down on residential streets during the summer holidays when children may be outside playing.

Partnership working

Joint working with the Neighbourhood Policing Teams (NPT) continues to offer support to local residents to help address concerns over speeding traffic in their community. The Community Speed Awareness Scheme allows the NPT and residents groups to take loan of a Radar Activated Speed Indication Device (SID) and other accompanying resources to encourage motorists to drive safely through their community. Full training is provided including the completion of health and safety risk assessments.

Leeds Neighbourhood Policing Teams (NPT) have supported local communities to address speed related complaints by use of the 'Smiley SIDs', radar activated speed indication devices. SID's have been on loan to several NPT including Wetherby,

Rothwell and Morley. They have been in use at Leeds University, Little London PS and Woodlesford PS.

The team worked closely with local communities, parish and town councils empowering them and providing the training, resources and skills needed to address local road safety issues. Examples include supporting Otley, Thorner and Horsforth, who have their own 'Smiley SIDs' and the provision of similar equipment 'on loan' to other community groups to address speed related concerns. Otley Road safety Quiz delivered to 7 schools in June 2015.

Options for involving WY Fire and Rescue service, following their withdrawal from the 'Safety Rangers' multi-agency initiative, are being explored. In May 2015 LCC worked with WYF&R on the 'One Way Ticket' event at Ralph Thoresby and plan to have an event at Roundhay HS in Sept 2015. In Brake Road Safety Week (November 2014) LCC supported WYF&R, WY Police and Public Health at Headingley Carnegie Stadium to raise awareness around young drivers. 80 rugby league students also attended.

We are currently working with partners including Public Health, Child Friendly Leeds, Play Streets, Communities Teams and local communities to support the development of the 20mph programme. This will build on the involvement with local schools as a focus of a 20mph speed limit, using the school as a springboard to the local community and acting as a venue for launch events, for generating and displaying artwork promoting the benefits of lower speeds and for distributing promotional material.

The awareness of the new speed limits and of community support will be improved through the provision of temporary information placards, banners and wheelie bin stickers for display in the locality to help raise awareness and to encourage a reduction in speed by motorists. Promotional stickers and armbands and car air fresheners will also be distributed to schools and community groups.

Work is underway with 'City Connect' delivery programme team to enhance engagement and involvement of other key road safety stakeholders within the council. i.e. Children's Services and Public Health who are now actively engaged in partnership initiatives to promote safe and sustainable travel. A 20mph design sign competition has taken place involving schools along the route with over 2000 designs submitted by pupils.

Leeds University have once again worked with LCC to produce theatre and education workshops to secondary pupils in May 2015 where 3 Leeds schools (Brigshaw High School, David Young Community Academy and Horsforth School) work with undergraduates taking theatre performance related degrees to highlight safe and sustainable transport messages.

Future proposals

A partnership scheme is being developed to improve road safety around HGVs . Leeds are currently developing resources for older pedestrians to highlight the specific hazards that large vehicle may pose for them as pedestrians. Shopping

bags with a reflective strip are to be distributed to the elderly (600 bags), a leaflet is to be placed in the bag to be distributed in October near the time when clocks go back.

It is also proposed to target the three main cycle accident areas in Leeds with mobile Vehicle Activated Signs and 'pop up' road shows to raise awareness amongst vehicle drivers and cyclists. This will complement the TIPs that will be identifying the number of cycle accidents.

Routes with a history of PTW casualties will be targeted with the use of Temporary Information Placards installed to alert road users to the issues. Assessment of a trial of similar Temporary Information Placards, aimed at tackling pedal cycle accidents along the A660, for its potential as a city wide initiative is taking place.

The review of the Road Safety Plan is to take place in 2016.

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Report of Head of Scrutiny and Member Development

Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 18 November 2014

Subject: 20mph Speed Limits in Leeds

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" 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. In March 2014, the Scrutiny Board considered a request for Scrutiny from the Executive Board relating to a deputation originally presented to Council in November 2013 by the 20's Plenty for Us campaign group. A copy of the deputation is attached at Appendix 1.
2. The deputation was considered by the Executive Board in February 2014. Executive Board endorsed the continuation of the council's existing approach to the roll out of 20mph zones, encouraged ongoing partnership working to promote the benefits of 20mph speed limits, and referred the matter to the Scrutiny Board for further consideration.
3. The Scrutiny Board agreed to accept the request as a piece of work to be carried out in the new municipal year. A report has been prepared by City Development and is attached as Appendix 2. Representatives from the 20's Plenty for Us campaign group have been invited to attend the Board, along with officers from City Development and a representative from Safer Leeds.

Recommendation

4. The Scrutiny Board is asked to consider and comment on the evidence received.

Background papers¹

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include

5. None used

published works.

DEPUTATION ONE – 20's PLENTY CAMPAIGN

THE LORD MAYOR: Good afternoon and welcome to today's Council meeting. Please now make your speech to Council, which should not be longer than five minutes, and please begin by introducing the person in your Deputation.

MR SINGH: Mindi Singh.

MS A SEMLYEN My name is Anna Semlyen and I am National Campaign Manager for 20's Plenty for us, and I am representing 20s Plenty for Leeds. I am also a City of York Councillor, where the Total 20mph is policy for residential roads. Thank you very much for this opportunity to speak to you today.

I want a contiguous Total 20mph to be Leeds policy as well for residential roads. 20mph is enforceable, mandatory, signed, default 20mph limits for the majority of roads with exceptions set by the Traffic Authority. Signs, not humps, unless absolutely necessary. This makes it both cheaper and more popular than humped zones.

In York 95% of streets will go to 20mph. Major arterials are being exempted. Limiting speeds will cost effectively improve safety and the quality of life for Leeds residents. Doing 20mph consistently with signs and on a wide area basis is better than the school catchment approach currently implemented. Creating as wide a 20mph extent as possible has the biggest impact for compliance, is an easier message to sell to drivers and is most cost effective. Cost effectiveness is a balance between maximising driver compliance whilst minimising cost.

In some areas, school catchment 20mph limits will only create a patchwork where limits change many times along a journey. This will not make sense to drivers. What helps drivers comply is to understand the limits because they are consistent across a whole community. Compliance is best when many agencies collaborate at promotion and they are enforced by the police.

As to popularity, 73% of drivers support residential 20mph speed limits, according to the British Social Attitudes Survey, so Total 20 is a transport policy that hits many buttons – safety, health, environment, community, prevention, reduces obesity, reduces pollution, improves cycling, walking, reduces asthma and improves lung health, improves people with heart problems, mental health problems and reduces noise, whilst also saving society money. Marketing is key to it.

Wide 20mph limits are proven to be effective – fewer casualties is a clear gain, yet the wider health benefits of increased active travel are worth much more.

Total 20 is affordable, at about £3 per head, with exceptional rates of return from improved quality of life. 20mph limits reduce danger, fear, pollution and noise. Many experts acknowledge that limits are the single biggest impact affordable intervention to radically improve Britain today.

Over 12 million people now live in places like Manchester, Birmingham, Bristol, Cambridge, Oxford, Newcastle, Middlesbrough and 25% of the London Boroughs have all agreed this policy of residential 20mph limits everywhere.

Maximising a 20mph limit's cost effectiveness is best achieved by investing in education to raise the long-term compliance. Other Authorities have found that raising compliance through public health education is worth the cost to achieve lasting behaviour change towards slower speeds and raising active travel.

We you know, Leeds will host the Grand Depart of the Tour de France next year. All cycling groups are asking for wider 20mph limits to protect cyclists and promote increased cycling. It is one of the Get Britain Cycling Campaign aims.

As part of the Tour legacy Leeds could announce wide 20mph limits and see cycling rates increase over 20% as they did in Bristol, with a rate of return of over £7 per £1 spent.

The New Leeds/Bradford Cycling Super Highway includes 20mph limits along neighbouring streets. If you accept that they are needed there to protect cyclists to and from the Super Highway, then you can surely see that cyclists would benefit from 20mph across Leeds lit residential roads.

The benefits include Environment: when 30k per hour or 15mph zones were introduced in Germany, car drivers changed gear 12% less, they braked 14% less and required 12% less fuel – that is 18p per litre as a tax cut. It saves time – 20mph makes traffic smoother, gaps between the cars decrease, it is easier to merge, meaning more efficient flow of traffic in urban areas. Congestion reduces.

20mph limits cost 50 times less than zones with humps. It is no longer mandatory to impose humps. Portsmouth's 20mph limit cost just £330 per street. Local Authority costs are about £3 per head of population – not much for these huge benefits.

It is self-enforcing. Strong support from communities and an increasing police focus on community policing supports 20mph speed limits which can be enforced with a "light touch" occasional policing. The economic impact is improved traffic flow, shopping on foot is more pleasant, house values rise 2% and shop rentals increase where 20mph is included.

The health improvements are massive, that you have falling emissions, improved air quality, and a shift of some drivers towards more active travel modes like walking or cycling.

Do you want Leeds to have a better quality of life and reduced inequalities? Slower speeds reduce noise. Those currently suffering the greatest inequalities tend to live nearer busy roads and therefore benefit most. 20mph reduces health inequalities by extending the life expectancy of disadvantaged people, particularly poor boys.

Please agree a 20mph wide area policy for Leeds and resource this. Thank you.
(Applause)

THE LORD MAYOR: Thank you, Anna. Councillor Nash.

COUNCILLOR NASH: My Lord Mayor, I move that this matter be referred to the Executive Board for consideration.

COUNCILLOR G LATTY: I second that, Lord Mayor.

THE LORD MAYOR: All those in favour? *(A vote was taken)* That is CARRIED.

Thank you for attending and for what you have said. You will be kept informed of the consideration which your comments will receive. Thank you and good afternoon.

Report of Director of City Development

Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 18th November 2014

Subject: THE PROVISION OF 20MPH SPEED LIMITS IN LEEDS

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" 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 Best City ambition is to improve life for the people of Leeds and make our city a better place. The provision of twenty miles-per-hour (20pmh) speed limits contribute to this ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian and cycling journeys in local communities and reducing traffic collisions to make a specific contribution to the Best City for Communities and Child Friendly City ambitions. This report presents the current approach to the provision of 20 mph schemes in residential areas as followed by the Council.
2. The Council is working towards an ultimate aim that the majority of residential streets will have the amenity of a 20 mph speed limits. The current approach is to secure best use of resources by concentrating on areas around schools, prioritising areas with higher road injury rates, where the introduction of a 20 mph speed limit is most likely to bring benefits in the form of a reduction in speed-related collision and, at the same time, mitigate the effects of busy and fast flowing traffic has on pedestrians and cyclists, with an emphasis on the journey to school. This approach uses traffic calming only where traffic speeds are at a level where a 20mph limit needs additional physical measures to achieve a meaningful speed reduction and aid compliance, and achieve road casualty reduction objectives.
3. A Deputation from the 20s Plenty for Us Campaign group called for a change in policy and adoption of a default 20 mph speed limit on all residential streets – called “Total 20”. They argued that 20 mph speed limits should be implemented through a ‘signs only’ area wide approach without the use of traffic calming features.

4. The Executive Board meeting on February 14th considered the matter and referred it to the Scrutiny Board (Sustainable Economy and Culture).
5. Leeds is working closely with partner cities and is learning from the approaches to the implementation of 20 mph schemes elsewhere. The experience shows that even where "Total 20" becomes a city policy, in larger cities a phased approach to implementation is nevertheless necessary. It also indicates that 20 mph speed limits installed with signs only sometimes have to be reviewed and enhanced to achieve their objectives whereas in Leeds very little retrospective action has been required.

Recommendations

6. Members of the Scrutiny Board (Sustainable Economy and Culture) are requested to:
 - i) note and comment on the content of this report; and
 - ii) endorse the strategy approach to approach being followed to expand the use of 20mph speed limits in Leeds.

1 Purpose of this report

- 1.1 On 13 November 2013 20's Plenty for Us, an organisation campaigning for a national default 20 mph speed limit in residential areas (Total 20), presented a Deputation to Council calling for a "Total 20" approach to become a policy in Leeds, or for the matter to be referred for further scrutiny board.
- 1.2 A report responding to the Deputation was presented the 14th February 2014 Executive Board meeting.. The Board approved the report, and in particular the current approach to the gradual implementation of 20 mph schemes, with particular focus on areas around schools. The Board has also agreed that the matter should be considered by the Scrutiny Board, Transport and Economy.

2 Background information

- 2.1 Leeds City Council's ambition is to have a 20 mph speed limit on all residential streets other than A class principal roads and the majority of distributor road network (B and C class roads) where such reductions would not be practical and other measures would be more appropriate. In this, the Council shares the vision advocated by 20s Plenty for Us and other campaign groups. Like other cities, Leeds recognises the need for a phased implementation of 20 mph speed limits which is dependent on the availability of funding.
- 2.2 The current programme for implementation of 20 mph schemes is based on a cross-city targeted approach to facilitate journeys to school and reduce casualties, in particular amongst pedestrians and children. A recent (2012) Public Health England report points out that the majority of child casualties occur on the journeys to and from school, and advocates introduction of 20 mph speed limits in priority areas. In 2012, following the relaxation of DfT rules on implementing 20 mph speed limits with 'signs only', the Council has embarked on a programme of providing a 20 mph scheme around every school in Leeds.
- 2.3 Overall, 213 schemes were identified around schools, of which half have already been delivered. The table below illustrates the progress made to date.

Years	Number of schemes	Total km
2000- 2012	50 small schemes	330 km of residential streets
2012-14	43 large schemes	180 km of residential streets
2014-2020	Identified 120 large schemes	661 km of residential streets
2014-16	City Connect	70 km of residential streets
	Total	1250 km of streets within the Leeds area boundary (including rural communities)

The total length of roads classed as local streets in Leeds Metropolitan area where 20 mph speed limit would be appropriate is 2000km – approximately two-thirds of the total highway network.

- 2.4 The change in DfT rules has significantly reduced the cost of schemes and allowed the Council to accelerate the rate of delivery. In the years 2000-2012 the area covered by 20 mph speed limit was 20 km². In 2013 another 13 km² were included, with additional 9 km² to be delivered in 2014. In just two years the area covered by 20 mph speed restriction will have increased twofold, whilst the costs of a typical scheme decreased by approximately 65%.
- 2.5 Additional schemes are being provided as part of the externally funded scheme associated with the City Connect Cycle Superhighway (with 20 mph schemes partially funded by Public Health), or as part of the developer contribution, for example through the school expansion programme. Local area funding is also sought – in Otley, it helped achieve comprehensive coverage of the town. Together, they will ensure that 20mph is the legal speed limit on around 70% of all local streets in Leeds. A consolidation phase will also be required to provide 20 mph speed limits on the remainder of residential streets, with the exception of the majority of classified roads/ local distributors.
- 2.6 Our approach to target areas around schools based on accident data is reflected in the marked reduction in casualties (on average a drop of about 50%, as supposed to estimated 10% drop in areas with 'signs only' 20 mph speed limits) in the period of five years post implementation . The reduction in pedestrian, cyclist and child casualties in particular reflects the success of road safety measures, including 20 mph schemes, in Leeds as these casualties are increasing nationally.
- 2.7 The schemes implemented since 2012 comprise a mixture of 'signs only' 20 mph speed limits on those streets where lower speeds are recorded (the majority of streets in any given scheme), and traffic calming features where currently vehicles travel at speeds above 24-27mph. Speed monitoring nationally shows that the 'signs alone' approach achieves a relatively small reduction in vehicular speeds (1-2 mph), unless it is supported by additional measures, and on its own it is unlikely to make most vehicles comply with the new speed restrictions. A pilot introduction of eight 20 mph speed limits with the signs only approach in 2012 in Leeds did not achieve a significant reduction of speeds – in fact, on 11 out of 17 lengths surveyed post implementation the mean traffic speeds have increased.
- 2.8 Other Core Cities have achieved greater reductions where their speed limits are supported by publicity, information and enforcement, for example community Speed Watch, and the reductions achieved were not consistent for all lengths.

3 Main issues

Policy

- 3.1 The distinction in the approaches advocated by 20s Plenty and other campaigns organisation and the current way 20 mph schemes are provided in Leeds lies in the approach to enforcement and accident reduction. Leeds is pursuing the 'zones and limits' approach (with traffic calming features where necessary) which is

designed to achieve a reduction in speeds and be largely self-enforcing. The phased communities approach also provides the chance for each area to participate in the decisions and help determine the shape of the 20 mph speed limit and the use of traffic calming.

Our current approach also offers a degree of flexibility of including sections of busier distributor roads within a 20 mph scheme which would not be possible without traffic calming. An approach based on 'signs only' would achieve faster implementation of 20 mph speed limits, but is likely to delay the provision of any traffic calming features, potentially compromising the effectiveness and credibility of the scheme

Funding and Programme

- 3.2 Availability of funding, either up front or long-term, is the main determining factor for the progress of 20 mph schemes, and consequently for the size of the areas being annually implemented, if the current approach of providing traffic calming features where required is to be maintained. The current estimated cost of rolling out 20 mph schemes (with the present minimal use of engineering features) to all residential areas is estimated to be of the order of £5 - £6 million in a climate where the allocated Local Transport Plan (LTP) funding for local minor schemes is less than £1million per year. Where local authorities are pursuing a similar implementation strategy to Leeds, the estimated costs are similar. A single scheme which uses a mixture of signs and lines and traffic calming where appropriate is likely to cost around £18,000.
- 3.3 This year's LTP allocation allowed the delivery of 15 schemes, but these will be supplemented by additional 28 20 mph schemes associated with the City Connect Cycle Superhighway over the next two years, with the substantial support from Public Health. A 20 mph cordon is being progressed along the route from Seacroft to Leeds City Centre and Bradford, knitting together many of the 20 mph speed limit areas across the city in the next two years.
- 3.4 20 mph schemes are implemented as part of new developments, where the neighbourhood layouts are specifically designed for lower speeds, and in particular in association with the schools expansion programme. In the past, local ward members have also contributed local area funding to implement 20 mph schemes, resulting in additional schemes being progressed alongside the LTP funded programme.

Future proposals

- 3.5 The current implementation programme has the ability to reflect local circumstances and the practical need for speed reduction in areas around schools. Areas are prioritised for implementation annually, based on accident data, with appropriate traffic calming measures tailored to each area based on speed surveys. The main advantage of this approach (over a purely geographical one) is the ability to react to changes in local circumstances, especially any increase in casualties, and also include areas outside the main urban area of the city. The main disadvantage is that it makes it difficult to give certainty over implementation timescales for a particular area beyond the current programme.

- 3.6 However, once the most urgent casualty reduction priorities are addressed, it will be important for schemes to continue to reflect local circumstances and neighbourhood coherence, and to aid healthy living/ active travel, walking and cycling initiatives as well as journeys to school. Factors taken into consideration when developing future implementation programmes would include:
- Addressing the needs of pedestrians and cyclists where traffic speeds are a deterrent in accessing local amenities, such as high street, district centre, shopping parade, parks and green space
 - Aiding community cohesion by creating a consistent speed limit across entire neighbourhoods
 - Engagement with local communities, including schools – where there is evidence of a strong local support for a lowered speed limit, including initiatives to support active travel modes
 - Engagement with partner organisations, including Public Health, and availability of resources outside of the Local Transport plan to implement and promote new speed limits
 - Speed of traffic, particularly the speed of the fastest 15% of motorists; reduction in the speed of that group of motorists is likely to have the greatest impact on the scheme's popularity with residents and efficacy in reducing casualties and intimidation.
 - Indices of health – where the introduction of a lower speed limit would help encourage more active travel modes and facilitate access to amenities by foot or by cycle for those residents most at risk from health conditions linked to sedentary lifestyle, especially where accompanied by targeted local initiatives.
 - Index of multiple deprivation (IMD) - this gives an indication of lack of gardens, density of living and likelihood of children playing in the streets and walking to school. Research has found that children from the lowest socioeconomic group in England and Wales are five times more likely to be injured than those from the highest.

Alternative approaches

- 3.7 A radically alternative approach would be to adopt the strategy advocated by 20s Plenty for Us and implement 20 mph speed limits in large areas of the city with signs and road markings only. This would further minimise the use of resources to achieve even greater coverage. However, due to the sheer size of the city area whilst the Council continues to implement 20 mph speed limits with the essential traffic calming features, it is difficult to achieve a step change in the rate of delivery given the current availability of resources, although alternative schemes prioritisation methods are available
- 3.8 Leeds is working closely with other authorities including the Core Cities group on sharing experience and best working practice on the implementation and operation of 20 mph schemes. A number of these authorities have embraced a

'Total 20' policy of introducing area wide 20 mph speed limits without the use of traffic calming, with area selection based on geographical considerations, evidence of public support, or accident record. The experience of other core cities shows that:

- This approach is initially cheaper (by 50%-75%), but requires continued investment (circa 20% of the initial cost annually) in promotion and publicity to aid compliance;
- Reductions in speed are not consistent, with traffic in many areas continuing to travel at mean speeds above 27mph, potentially undermining credibility of the schemes, and creating the need for enforcement;
- There are currently no speed awareness programmes aimed at drivers breaking a 20 mph speed limit, giving the Police limited enforcement options (penalty points)
- Traffic calming features may need to be added later, generating uncertainty over funding (as experienced by Nottingham, Portsmouth and Brighton and Hove)

3.9 A geographical area-wide approach seems to work where there is ring-fenced funding that allows for a timely implementation of the consecutive phases, and to support initiatives to promote compliance in the following years; otherwise there is a risk that large areas of the city may remain untreated while funding is being sourced. Other Core Cities who implemented 20 mph speed limit in large geographical areas have been largely successful in securing substantial amounts of external funding, often with spending deadlines.

3.10 In Leeds, 20 mph schemes continue to be largely funded through the Local Transport Plan, delivered through three year Implementation Programme, although in recent years other sources of funding have become available. Annual budgets are therefore dependent on the Integrated Programme allocation from the Combined Authority, and have varied from £705,000 for 20 mph schemes in 2009-10 to the current allocation of less than £1m for all road safety schemes.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.3 Residents and Ward Member consultations are carried out for every scheme proposal; these reveal substantial public support, with few, if any individual objections received, which mostly centre around the provision of speed cushions. Individual schemes can be easily adjusted to reflect the views of local communities and stakeholders, without having an impact on the timescale for delivery in other areas.

4.1.4 In order to successfully implement speed restriction schemes and for them to become accepted and adopted by all members of the communities, it is essential to engender strong support and hence compliance with the local speed limit. As the 20's Plenty for Us Campaign have highlighted, to be effective any marketing campaign needs to be underpinned by a firm understanding of the motivations and barriers and promote compliance as the norm within the communities. The

West Yorkshire Road Safety Partnership has extensive experience in such work and increasingly the expertise of Public Health services is being sought to improve the delivery and effectiveness of road user behaviour change programmes.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An Equality, Diversity Cohesion and Integration Impact Assessment has been prepared for 20 mph speed reduction schemes around schools and residential areas and is attached as an appendix. The assessment identified the following key positive impacts:

- Make it more pleasant and safer to walk and cycle, encouraging a healthier lifestyle
- Improve the quality of life for the local community
- Provide safer passage while crossing the road for all pedestrians, but particularly beneficial for those with a mobility impairment, disabled people, parents supporting pushchairs, and younger and older people

4.2.2 No negative impacts were identified for any of the protected equality characteristics. Slight negative impacts were slightly increased journey times and potential impact of traffic calming features if installed incorrectly.

4.2.3 The Impact Assessment stresses that the benefits of the schemes far outweigh any potential disadvantages and has not recommended any adjustments to the current process.

4.3 Council policies and City Priorities

4.3.1 The Best City ambition is to improve life for the people of Leeds and make our city a better place. Twenty miles-per-hour schemes contribute to this ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian and cycling journeys in local communities and reducing traffic collisions to make a specific contribution to the Best City for Communities and Child Friendly City ambitions.

4.3.2 The ambition for Leeds is that all schools and their local communities across the city will ultimately have the opportunity of a 20 mph speed limit in their local area. This accords with the West Yorkshire Local Transport Plan objective “To enhance the quality of life of people living in, working in and visiting West Yorkshire.” More extensive 20 mph limits will support greater opportunities for walking and cycling for all and help children especially travel independently through providing safer streets in their neighbourhood and to school .

4.4 Resources and value for money

4.4.1 The delivery of 20 mph speed limit schemes forms part of the programmes for improving road safety contained in the West Yorkshire Local Transport Plan (WYLTP) and through the planning process as part of considerations for new

developments. Such schemes generally show high value for money both for the direct benefits to road safety and their indirect benefits for active travel and health. The potential value for money of such schemes has been enhanced by the changes to Government guidelines, which have allowed around a two-thirds reduction in schemes costs, however the full benefits can only be captured if speeds are reduced and the Council's programmes aim to reflect this. The minimal approach to traffic calming features, together with Police support, maximises driver compliance while minimising cost without the need for the schemes to be re-visited or continued to be supported.

- 4.4.2 This report has potential implications for resources in the next phases of the implementation of West Yorkshire Local Transport Plan, depending on the nature of recommendations and the decision of the Scrutiny Board.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no legal implications. The report is not eligible for Call-In.

4.6 Risk Management

- 4.6.1 It is anticipated that the current and planned programmes will deliver 20 mph speed limits across the city in a way which is inclusive and effective in improving road safety. By ensuring effective engagement, careful design which relates to local communities and their needs the risks of objections are minimised and similarly the most effective use of finance is also achieved. A more blanket wide area based approach, such as "Total 20" which has not been used in Leeds, runs the risk that measures are not always effective and could lead to safety issues being overlooked at locations which actually need features or early improvements for pedestrians and cyclists.

5 Conclusions

- 5.1 The debate which the 20s plenty for Us campaign has provoked has been a positive one and as such the Council shares the vision for the widespread and early introduction of 20mph speed limits to our residential areas.
- 5.2 While the Local Transport Plan continues to be the main source of funding for 20 mph schemes, the phased approach is likely to remain as the main mechanism for delivering the 20 mph schemes across Leeds. Greater coverage and faster delivery could only be achieved if schemes were no longer provided with essential traffic calming features. Whenever possible, opportunities are being taken to use other resources such as developer contribution to enhance the programme.
- 5.3 With the current approach, a more comprehensive and speedy treatment of large areas of Leeds would only be possible if a significant new funding stream became available. In the absence of this, it is unlikely that a changed prioritisation method would make much practical difference to the number of streets receiving the 20 mph coverage annually, and could lead to fewer benefits in the short term.

6 Recommendations

6.1 Members of the Scrutiny Board (Sustainable Economy and Culture) are requested to:

i) note and comment on the content of this report; and

ii) endorse the strategy approach being followed to expand the use of 20mph speed limits in Leeds.

7 Background documents¹

7.1 Executive Board Report

7.2 Equality Impact Assessment

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

SCRUTINY BOARD (SUSTAINABLE ECONOMY AND CULTURE)

TUESDAY, 18TH NOVEMBER, 2014

PRESENT: Councillor K Groves in the Chair

Councillors A Castle, J Chapman,
D Cohen, P Davey, R Harington,
A Hussain, M Ingham, S McKenna, B Selby
and P Wadsworth

38 Late Items

There were no formal late items of business to consider.

39 Declaration of Disclosable Pecuniary Interests

There were no disclosable pecuniary interests declared at the meeting.

40 Apologies for Absence and Notification of Substitutes

There were no apologies for absence.

41 Minutes - 21 October 2014

RESOLVED – That the minutes of the meeting held on 21 October 2014 be confirmed as a correct record.

42 20mph Speed Limits in Leeds

Members considered a report on the implementation of 20mph speed limits in Leeds.

In attendance to address the Board and answer Members' queries were:

- Councillor Richard Lewis, Executive Member for Transport and Economy
- Andrew Hall, Head of Transportation
- Kasia Speakman, Transport Planner
- Chief Inspector Phil Wiggins, Safer Leeds
- Mark Lansdown, 20s Plenty for Us

The following issues were raised in discussion:

- The Board heard about the Council's current approach to the phased implementation of 20mph zones, with a prioritised programme based on injury statistics and school travel areas. The present programme would eventually cover most residential streets.

- The key difference from the approach put forward by the 20s Plenty for Us campaign group was described in terms of process. The council had adopted an approach which involved consultation in each local area and the use of traffic calming measures where appropriate, whereas the campaign group advocated a blanket introduction of 20mph speed limits using signs and road markings rather than physical measures.
- Although cheaper to implement initially, the blanket approach could require more significant ongoing revenue support for education and enforcement, or the retro-fitting of physical measures in some cases. There was less evidence about the speed reductions achieved in areas with signs and lines only.
- It was noted that local councillors had contributed funding to implement schemes in some areas.
- Some concern was expressed about areas where the speed limit reduced from 40mph to 20mph in a short length of road.
- The potential health benefits from increased walking and cycling associated with lower traffic speeds was highlighted.
- The Board noted that road safety was a priority in the Police and Crime Commissioner's Plan.
- The Board was made aware of Safer Leeds' commitment to working in partnership at all stages from scheme design through to targeted enforcement in support of 20mph zones.
- It was suggested that there was potential to explore additional partnership funding opportunities in order to speed up implementation of 20mph zones, particularly with the full range of Health partners and the Police, but also giving consideration to other potential beneficiaries from a reduction in accidents, for example the DWP in terms of benefit payments or business interests. Examples were provided of partnership funding elsewhere.
- The 20s Plenty for Us campaign emphasised the desire for zones to be large enough to reflect communities' travel patterns, particularly the journey to school. It was also argued that increasing the area covered helped to create a 20mph culture.
- It was acknowledged that a blanket 20mph limit could be introduced on all residential streets, but this might be unpopular with communities, and was not considered to be enough on its own to reduce speeds significantly.
- It was also suggested that the amount of rural roads in the Leeds district meant that a blanket 20mph approach was not necessarily appropriate.
- Members recommended that as an immediate step, a default 20mph speed limit be adopted for all new residential developments.
- It was suggested that there was further scope for the 20s Plenty for Us campaign group to work with the council at a local level around initiatives including school cycling and community speed watch.
- It was noted that the Road Safety Partnership centrally controlled road cameras used for enforcement, with road policing also being determined at a West Yorkshire level. Neighbourhood Policing Teams

could provide a more localised and flexible response but their deployment had to be prioritised against a range of competing demands.

- The impact of national TV advertising campaigns in the past was highlighted.
- It was confirmed that the schools programme would take about 4 years to complete at the current funding levels, with a further consolidation phase taking until 2020, at a cost of around £3m.
- Problems with parking outside of schools was also highlighted as an issue of concern.

At the end of the discussion, the Board requested a report back in March 2015, providing further information on casualty figures for Leeds and the associated costs. Members also asked that potential additional funding opportunities be explored with all partners, particularly the Police and health partners, and that progress on this aspect also be reported back in March 2015.

RESOLVED –

- a) That the Director of City Development be recommended to take the necessary steps to implement a 20mph default speed limit for all new residential developments in Leeds.
- b) That the Board receive a progress report in March 2015, providing the information on casualties requested above and reporting progress on partnership funding opportunities.

(Councillor Hussain joined the meeting at 1.40pm and Councillor Castle left the meeting at 2.25pm during the discussion of this item.)

43 European Capital of Culture

The Board considered a report on the current consultation being carried out to inform a decision next year by the Executive Board on whether Leeds should bid to become the 2023 European Capital of Culture.

In attendance to address the Board and answer Members' queries were:

- Councillor Lucinda Yeadon, Executive Member for Digital and Creative Technologies, Culture and Skills
- Cluny Macpherson, Chief Officer, Culture and Sport
- Dinah Clark, Principal Officer, Culture and Sport
- Leanne Buchan, Marketing Officer, City Development

The Board received a presentation setting out the background to the Capital of Culture scheme and summarising key messages arising from the consultation to date.

The following issues were raised in discussion:

- The extent and reach of consultation activity to date.
- The range of responses received and the level of commitment, including funding, from potential partners.
- The need to be realistic about funding for a bid in the current economic climate.
- Exploring the benefits to the city of bidding, especially if a bid was not successful.
- Members sought further clarification of the potential costs to the city council of bidding, including the short term costs of preparing an initial bid.
- The need to clearly define a legacy at an early stage.
- Research already undertaken around other cities who have been successful and advice received from experts in this field.
- The need for a credible cultural strategy for the city, even if a bid does not go ahead.
- The strong desire of Board Members for any bid to involve local communities in its development, and to deliver a year that local communities would benefit from.
- A request that all 99 councillors be asked whether they are in favour of the city bidding.
- Discussion of what might be included in a Leeds bid.
- The link to jobs and skills, and the importance of the cultural sector as a source of employment.
- The potential for a bid to have a regional dimension, acknowledging that the rules require bids to be based on a specific city.
- Opportunities to engage communities in the consultation, for example through Community Committees.
- The ability of hospitality and transport infrastructure to cope with a year-long event.
- Queries as to who the competition might be and why Manchester had already announced it would not bid.
- Potential links to the proposed Business Improvement District (BID) in the city centre.

At the end of the discussion Members requested a further report on the outcomes of the consultation process and providing more detail on costs, prior to a decision being taken by the Executive Board.

RESOLVED – That a further report be brought back to the Scrutiny Board in the spring, in advance of the Executive Board decision on whether to make a bid.

(Councillors Ingham, Cohen and Chapman left the meeting at 3.35pm, 3.55pm and 4.10pm respectively during the discussion of this item.)

44 Recommendation Tracking

Members considered a report presenting progress against one outstanding recommendation from the Board's previous inquiry on the engagement of young people in cultural, sporting and recreational activities.

RESOLVED – That the status of this recommendation be confirmed as category 4 (Not achieved – progress made acceptable. Continue monitoring.) with a further progress report to be scheduled in April 2015.

45 Work Schedule

The Board received a report of the Head of Scrutiny and Member Development which set out the latest version of the Board's work schedule.

Members agreed to add an additional session to the Employment and Skills inquiry to encompass: information on corporate budgets for employment and skills related activity; input from Community Committee champions; and the role of the City Region Enterprise Partnership. The Board also agreed to invite the Chair of the Resources and Council Services Scrutiny Board to take part in the remainder of the inquiry.

RESOLVED – That the work schedule be agreed.

46 Date and Time of Next Meeting

Tuesday 16 December 2014 at 1.30pm (a pre-meeting will start at 1.00pm for Board members.)

The meeting finished at 4.20pm

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Report of Director of City Development

Report to Scrutiny Board (Sustainable Economy and Culture)

Date: 17 March 2015

Subject: THE PROVISION OF 20MPH SPEED LIMITS IN LEEDS

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" 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 Scrutiny Board (Sustainable Economy and Culture) at the meeting on 18th of November 2014, asked for further information on casualty figures for Leeds and the associated costs. Members also asked that potential additional funding opportunities in relation to 20mph zones be explored with all partners, particularly the Police and health partners. This report presents the relevant findings.
2. The Best City ambition is to improve life for the people of Leeds and make our city a better place. The provision of twenty miles-per-hour (20 mph) speed limits contribute to this ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian and cycling journeys in local communities. They also help reduce traffic collisions to make a specific contribution to the Best City for Communities and a Child Friendly City.
3. The previous report set out the approach and an ultimate aim - that the majority of residential streets will have 20 mph speed limits. The additional information in this report assists Members in understanding how road injuries are valued and the benefits of such schemes being established. More detailed information concerning the benefits of the Council's 20 mph scheme programmes implemented to-date is provided, together with funding opportunities.

Recommendations

4. Members of the Scrutiny Board (Sustainable Economy and Culture) are requested to:
 - i) note and comment on the content of this report; and
 - ii) that, having regard to the additional information contained in this report, endorse the approach to expanding 20 mph speed limits in Leeds as set out in the report presented to the Board on 18th November 2014.

1 Purpose of this report

- 1.1 The purpose of this report is to provide members of the Scrutiny Board (Sustainable Economy and Culture) with the information concerning the casualty figures and the valuation of accident prevention associated with 20 mph speed limits. The report also summarises opportunities for partnership working to deliver the benefits of lower speed limits more efficiently.
- 1.2 This follow-up report was requested at the Scrutiny Board meeting on 18th of November 2014, which considered the current provision of 20 mph speed limits in Leeds in light of the Deputation received from 20s Plenty for Us campaigns group.

2 Background information

- 2.1 The previous report set out details of the programmes the Council is following across the city to provide 20 mph speed limits in the environs of all schools in the city. It is presently anticipated that this programme will be completed by 2020 if funding continues at present levels. At the November meeting Board members requested further information about the cost of road injuries and accidents and the savings achieved by 20 mph scheme. The issue of opportunities for securing external funding to support the programme was also raised and this is explored further in this report.

Cost of accidents

- 2.2 The Department for Transport, as part of its wider work to support economic valuation and assessment of the benefits of transport investment, has undertaken research that places a valuation on the costs of road accidents and injuries which is regularly updated.
- 2.3 The DfT estimates the value of prevention of all reported road accidents in the UK in 2011 at £15.6 billion. Estimates suggest that, if all unreported accidents are included in the figures, this value may rise to £34.8 billion.
- 2.4 The valuation of accidents considers all economic and medical costs, as well as human costs. Although there is no absolute value that can be put on human pain, loss and suffering, the estimate the DfT provided uses the combination of the actual costs in terms of;
- The loss of output (loss of earnings and non-wage payments);
 - Cost of emergency attendance and subsequent treatment; as well as
 - the human cost (these are based on willingness to pay to avoid pain, grief and suffering to the casualty, relatives and friends, as well as intrinsic loss of enjoyment of life in the case of fatalities).
- 2.5 The human cost, including the loss of earnings, is much greater than the cost of attendance by emergency services and direct medical costs, as illustrated in Figure 1:

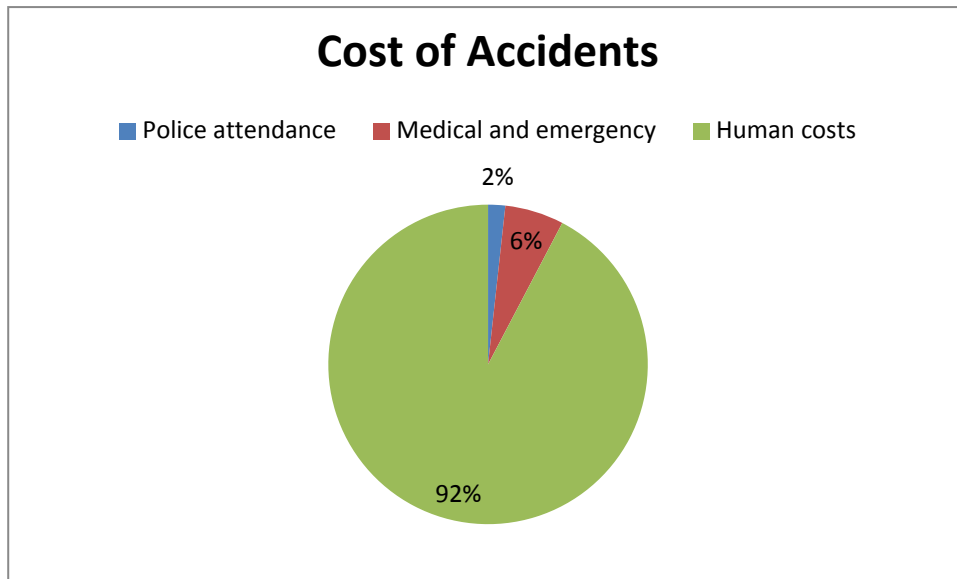


Figure 1 [Estimated value of accident prevention]

Cost of accidents

Accident/casualty type	Cost per casualty	Cost per accident
Fatal	1,686,532	1,877,583
Serious	189,519	216,203
Slight	14,611	23,136
Average for all severities	50,024	71,885
Damage only	-	2,027

2.6 The average cost of an accident is greater than the cost of a casualty as they often involve multiple casualties and include costs to the Police, insurance and damage to property.

Road injuries in Leeds

2.7 The accident data for Leeds show a consistent downward trend in the number of casualties. The total number of those killed or seriously injured has also shown an overall reduction, but here the savings have not been as great or consistent.

2.8 In 2014, the provisional figure for road casualties is 2543 as the result of road traffic collisions (as compared to 4912 in 2000); 253 casualties were children and 404 were pedestrians; with over half pedestrian casualties being children. 337 people were killed or seriously injured (KSI). Using the DfT's average estimates, the prevention value of all casualties in Leeds in 2014 was in the area of £127 million. In comparison the total number of accidents on Leeds roads in 2014 was 1937; the value of prevention of these accidents, using the DfT's average estimate, would have been in the area of £139m.

2.9 The last five year period (2010-2014) saw an overall 24% reduction in all casualties as compared to the previous 5 years (2005-2010), and a 14% overall reduction in KSI. However, 2014 saw an increase in the number of pedestrian casualties, child casualties and the overall number of those killed or seriously injured, in comparison to the previous year.

3 Main issues

The role of lower speeds in reducing casualties

3.1 ROSPA estimate that inappropriate speed contributes to around

- 14% of all road injury collisions,
- 15% of collisions resulting in a serious injury; and

3.2 24% of collisions which result in a death and are recorded by the Police. The risk of injury increases along with speeds of traffic; an average increase in speed of 1 mph increases the risk of injury by 3%. Research presented by ROSPA shows that 90% of people hit by vehicles at 40mph die, compared to 20% at 30 mph, and 2.5% at 20 mph – when hit at this speed, the pedestrian has a 97% chance of survival, as compared to a 10 % chance at 40 mph and 80% at 30 mph. 30 mph is regarded as a critical threshold above which the risk of death increases rapidly, both because of greater impact of collision and longer stopping distance.

3.3 However, about half of pedestrian fatalities occur at impact speeds of 30 mph or below, and ROSPA estimate that an average reduction of speed by 1 mph could reduce accident rates on urban main roads and residential roads with low average speeds, such as those where a 20 mph limit may be considered appropriate, by a further 6%.

3.4 Effective 20 mph speed limits have been shown to deliver tangible road safety benefits in Leeds. Schemes implemented in the years 2000 – 2009 show that the total number of accidents in the areas covered by 20 mph speed limit fell by 250 in the first five years after implementation (on average 50 fewer per year) – as illustrated in Figure. 2.

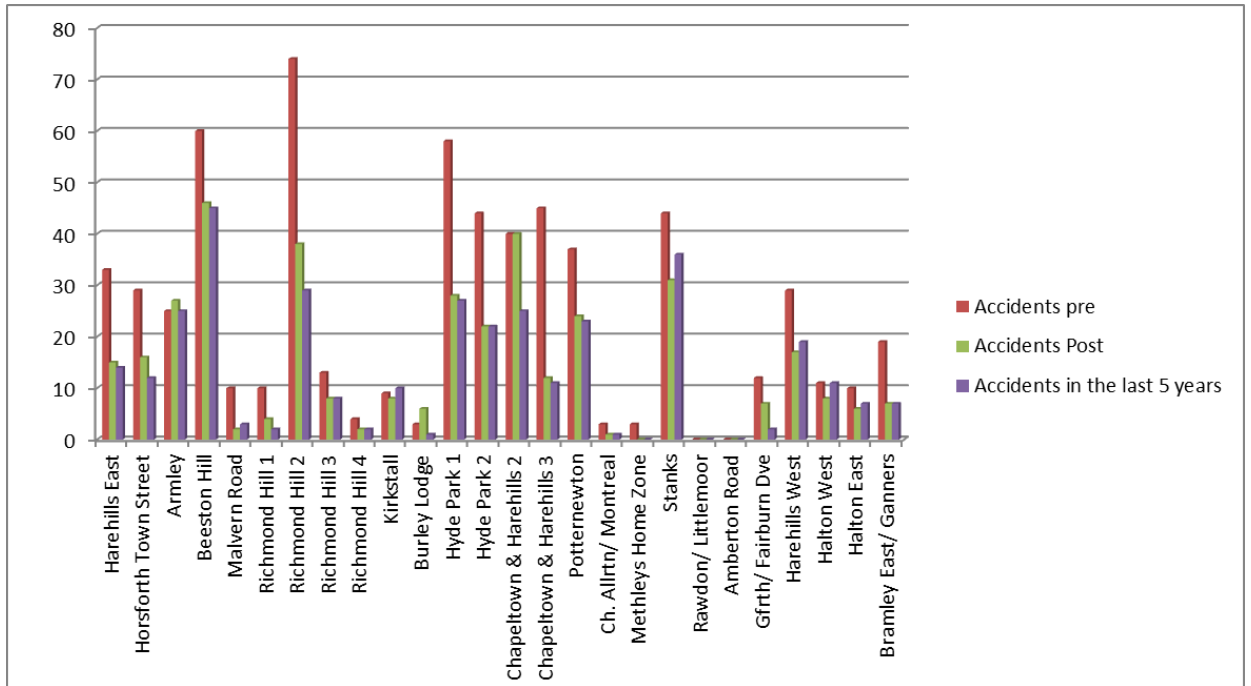


Figure 2: [Five years accident reduction figures for 20 mph schemes – pre and post implementation]

3.5 For the 26 monitored 20 mph schemes shown above, the following savings were achieved in the first five years post implementation:

- a reduction of 43% in the total number of accidents; from 625 to 375;
- an estimated accident prevention saving to the value of £3.6 million per year,
- 335 fewer casualties; including
- 87 fewer pedestrian casualties; and
- 36 fewer KSIs

The five year casualty saving figures for the monitored schemes delivered before 2010 are illustrated in Figure 3 below.

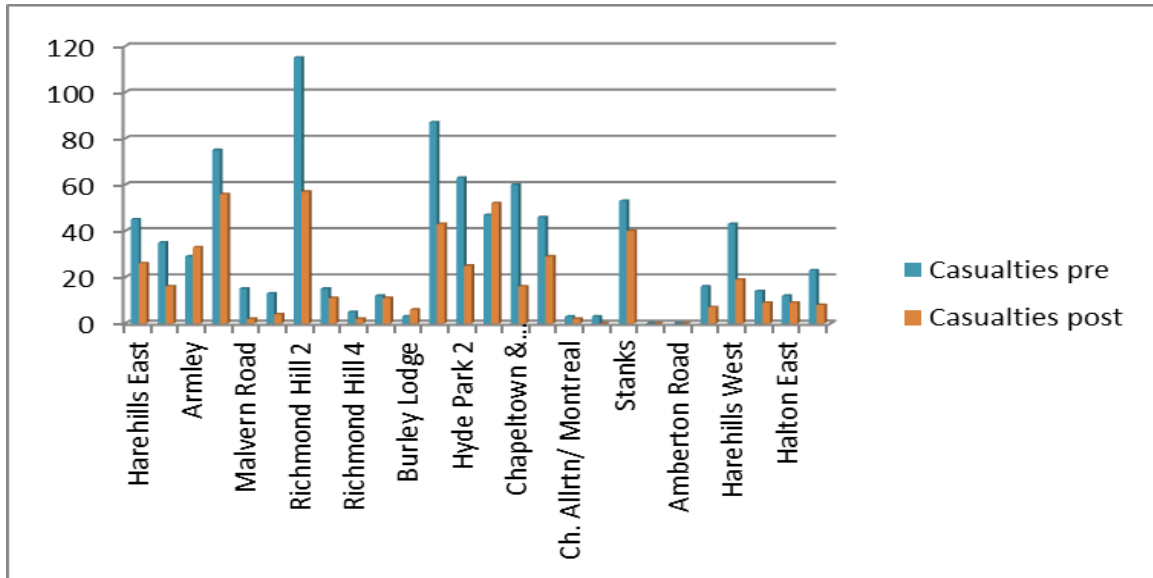


Figure 3: [Five year casualty saving for 20 mph schemes]

- 3.6 More importantly, perhaps, the accident figures for the last five years (2009-2014) for the same areas show that this reduction is sustained. Altogether, there were 342 accidents in areas covered by the above schemes - 33 fewer than in the initial five years of monitoring after implementation, so the above savings continue to be delivered.
- 3.7 Research consistently shows that 25% of all child casualties occur during the times of a school journey, and that over 90% of injuries to children on the school journey are sustained beyond the vicinity of the school. It is further estimated that 7% of all road collisions happen within 200 metres of a school, with typically 1 to 2% of injuries (about 5 annually) occurring in the immediate proximity of a school involving a child on a school journey.
- 3.8 To continue to deliver the road safety benefits of 20 mph speed limits, and to reduce the risks on the journey to school in particular, in 2011-12 a programme for the provision of a 20 mph speed limit was identified to encompass communities around every school in Leeds. The roll-out was prioritised according to the number of accidents per area, accidents involving children and accidents involving pedestrians. It is estimated that by the end of this financial year half of the areas initially identified around schools in Leeds will have a 20 mph speed limit.
- 3.9 As there are no five year comparative post-implementation data for the schemes delivered around schools after 2011 (with fewer engineering features), it is too early to conclusively demonstrate the success of these measures, but the early accident data (Figure 4 below) suggests a promising downward trend.

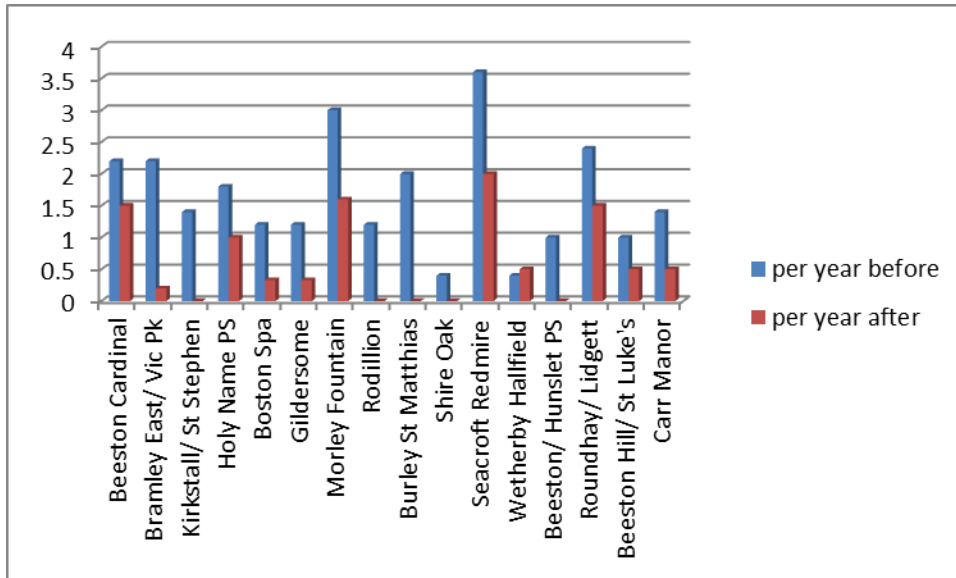


Figure 4: [Average reduction per year in number of accidents for recently introduced schemes]

- 3.10 As the areas with the most urgent casualty reduction needs are being addressed, the future schemes are unlikely to continue to achieve such dramatic accident and casualty savings, and are more likely to bring primarily other benefits in terms of encouraging and enabling active journeys to school. Their benefits will therefore lie more in the long term health improvements than in immediate better health outcomes due to casualty reduction.

Funding opportunities

- 3.11 The capital funding for the delivery of 20 mph speed limit is provided from the Local Transport Plan programme as part of the Combined Authority allocation for road safety schemes, aimed at road casualty reduction. The current implementation programme also includes schemes along the City Connect cycle superhighway, funded by the Cycle City Ambition Grant and Local Transport Plan. Elsewhere Ward Members have also contributed capital funding to the provision of 20 mph speed limits in their areas and worked with their neighbourhood policing teams to address issues anti-social driving and other issues that affect road safety.
- 3.12 20 mph speed limits are also identified through the planning process for new developments, which also included the school expansion programme. Whilst new developments are being designed with lower speeds in mind, opportunities for developers to extend the 20 mph speed limit beyond the boundary of the planned housing development to include wider community areas are also being explored within the planning process.
- 3.13 However, as casualty rates in local neighbourhoods fall, the benefits of future 20 mph schemes are likely to be seen more in terms of facilitating walking and cycling than casualty reduction. It is therefore anticipated that the emphasis on capital funding is likely to shift from road safety towards sustainable transport, walking and cycling. The experience of other Core Cities shows that information

and promotion will have a role to play in encouraging active modes in order to fully realise the benefits of lower speed limits.

Health partners

- 3.14 The Council's Public Health Directorate is already involved in schemes to encourage active travel modes as part of healthier lifestyles. Public Health have contributed £100,000 capital funding to the City Connect scheme, which includes an 'envelope' of 20 mph speed limit along the corridor of the cycle superhighway to be delivered in the next two years, and a further £82,000 incentivise the take-up of active travel modes and thus help realise the full benefit of 20 mph speed limits.
- 3.15 Public Health are further supporting the development of the 20 mph programme for 2015/16 with additional £30,000 which is to be allocated to promoting the benefits of the newly introduced speed limits and the opportunities for active travel.
- 3.16 Further opportunities for jointly funding new initiatives are being explored with the NHS Clinical Commissioning Groups, for example to deliver a campaign centred on active travel. Such opportunities will also be examined in the round with the development of the cycle network and measures to improve conditions for walking.

Police

- 3.17 It is recognised that attendance at road traffic accidents is part of the costs borne by the Police forces, even if these costs are a fraction of the overall cost of the accident. The reduction in the number and severity of accidents would reduce these costs to the Police by requiring less Police attendance. On the other hand, the Police are key partners in ensuring compliance with the lower speed limits which will have implications for resources, although the current approach to the provision of 20 mph speed limits aims to make these largely self-enforcing.
- 3.18 Leeds City Council is working closely with the Police as part of the Safer Leeds initiative and the Road Safety partnership. The Police and Crime Commissioner in West Yorkshire is responsible for all police budgets and effectively for how that money is spent in line with the key priorities of the police and crime plan 2014/15 across the five Districts, including Leeds. Any funding for traffic calming measures in Leeds would need to be approved by the Police and Crime Commissioner. However, it should be noted that, like other public services, the Police have experienced sharp reductions in their funding (by approximately a third), resulting in £154million of savings needed by 2016/17.
- 3.19 Certain funding streams are available to local communities who can bid to the Police and Crime Commissioners "Communities Fund" for local initiatives to help in any training or education programmes to help reduce casualties (for example near schools) and these could be perhaps explored as a matter of local priorities and in conjunction with the information and promotion work being currently developed together with Public Health.

3.20 As requested by ward members at the meeting of the Scrutiny Board, an approach has been made to the Department of Work and Pensions (DWP) to enquire about the possibility of a contribution of funding for the delivery of 20 mph schemes in terms of their wider benefits. Unfortunately the only funding available locally within DWP is the Flexible Support Fund (FSF) - a budget managed by District Managers to supplement mainstream services and tailor support to the needs of individuals. This is only payable strictly towards an activity that will move someone into work, for example if there is a gap in provision or a learning need which will move them towards employment. Due to the nature of the budget and the restraints that the department is under when making payments, they would not be able to support the roll out activity for the provision of 20 mph speed limits.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.4 Road traffic accidents and road safety are a major concern for local communities as the greatest impact of an accident are its human costs, borne directly by the members of the community. There is a positive drive from local communities to get involved in reducing road safety risk – this is evidenced by correspondence with ward members, officers, reports to the Police and a number of recent deputations concerning local road safety issues.

4.1.5 Leeds City Council welcomes and facilitates positive community engagement on road safety issues, for example through road safety education delivered in schools, provision of safe pedestrian crossing facilities and by providing physical measures to reduce the likelihood of collisions in response to community concerns and accident data. Twenty miles per hour speed limits are part of this process and through engagement and feedback during the development and implementation of these schemes they generate, in the main, a lot of community support.

4.1.6 Opportunities and initiatives outlined in this report will further strengthen links between different partner organisations and will also help communities to take the full advantage of lower speed limits in their area.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An Equality, Diversity Cohesion and Integration Impact Assessment has been prepared for 20 mph speed reduction schemes around schools and residential areas and is attached as an appendix. The assessment identified the following key positive impacts:

- Make it more pleasant and safer to walk and cycle, encouraging a healthier lifestyle
- Improve the quality of life for the local community
- Provide safer passage while crossing the road for all pedestrians, but particularly beneficial for those with a mobility impairment, disabled people, parents supporting pushchairs, and younger and older people

- 4.2.2 No negative impacts were identified for any of the protected equality characteristics. Slight negative impacts were slightly increased journey times and potential impact of traffic calming features if installed incorrectly.
- 4.2.3 An EDCI screening has been conducted for this report. The screening identified equality characteristics where the negative impact of traffic, especially fast moving traffic, would be differential – these included children, older people and people with disabilities. People with these characteristics are more likely to be involved in a traffic accident, especially as a pedestrian, and the impact of the collision is likely to be far greater. Studies also suggest that children living in more deprived communities, and consequently ethnic minorities, are likely to be more exposed to road safety risks as they tend to live, walk and play close to busy roads.

4.3 Council policies and City Priorities

- 4.3.1 The Best City ambition is to improve life for the people of Leeds and make our city a better place. Twenty miles-per-hour schemes contribute to this ambition by improving the safety and quality of life of Leeds residents by enabling safe pedestrian and cycling journeys in local communities and reducing traffic collisions to make a specific contribution to the Best City for Communities and Child Friendly City ambitions.
- 4.3.2 Leeds road casualty targets are set within the West Yorkshire Local Transport Plan (LTP3) and reported within the best council plan (Indicator CD12). The target is a 50% reduction of the number of people Killed or Seriously Injured (KSI) in the district roads by 2026.

4.4 Resources and value for money

- 4.4.1 The delivery of 20 mph speed limit schemes forms part of the programmes for improving road safety contained in the West Yorkshire Local Transport Plan (WYLTP) and through the planning process as part of considerations for new developments. Such schemes generally show high value for money both for the direct benefits to road safety and their indirect benefits for active travel and health.
- 4.4.2 This report has potential implications for resources in the next phases of the implementation of West Yorkshire Local Transport Plan, depending on the nature of recommendations and the decision of the Scrutiny Board.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no legal implications. The report is not eligible for Call-In.

4.6 Risk Management

- 4.6.1 It is anticipated that the current and planned programmes will deliver 20 mph speed limits across the city in a way which is inclusive and effective in improving road safety. By ensuring effective engagement, careful design which relates to local communities and their needs the risks of objections are minimised and similarly the most effective use of finance is also achieved. A more blanket wide area based approach, such as “Total 20” which has not been used in Leeds, runs

the risk that measures are not always effective and could lead to safety issues being overlooked at locations which actually need features or early improvements for pedestrians and cyclists.

5 Conclusions

- 5.1 The substantial reductions in accidents in areas where 20 mph speed limits and zones have been introduced demonstrate that lower speed limits have an important role to play in improving road safety overall, and in particular in reducing the severity of accidents and the number of accidents among vulnerable road users – pedestrians, cyclists and children. There are also significant cost savings implications of casualty reductions, with the majority of the savings being those in the ‘human costs’ of accidents.
- 5.2 Areas identified future schemes include fewer accidents and therefore their benefits are likely to be more focused on improved opportunities for walking and cycling and improved community cohesion. This will hopefully create opportunities for a multi-agency approach to realise the benefits of future schemes for both road safety, healthy and active lifestyles.

6 Recommendations

- 6.1 Members of the Scrutiny Board (Sustainable Economy and Culture) are requested to:
- i) note and comment on the content of this report; and
 - ii) that having regard to the additional information contained in this report, endorse the strategy approach to expanding 20 mph speed limits in Leeds as set out in the report presented to the Scrutiny Board on 18th November 2014.

7 Background documents¹

- 7.1 Executive Board Report
Equality Impact Assessment

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 2 - Accident and Casualty impact of 20 mph schemes 2000-2009

Name	Year completed	Accidents pre	Accidents Post	Accidents in the last 5 years	Casualties pre	Casualties post	Reduction in no accidents	Casualty reduction	Ped cas before	Ped cas after	
Harehills East	2007	33	15	14	45	26	-18	-19	6	2	-4
Horsforth Town Street	2007	29	16	12	35	16	-13	-19	17	10	-7
Armley	2007	25	27	25	29	33	2	4	6	7	1
Beeston Hill	2001	60	46	45	75	56	-14	-19	27	20	-7
Malvern Road	2001	10	2	3	15	2	-8	-13	7	0	-7
Richmond Hill 1	2001	10	4	2	13	4	-6	-9	1	3	2
Richmond Hill 2	2001	74	38	29	115	57	-36	-78	20	11	-9
Richmond Hill 3	2001	13	8	8	15	11	-5	-4	5	2	-3
Richmond Hill 4	2002	4	2	2	5	2	-2	-3	1	2	1
Kirkstall	2005	9	8	10	12	11	-1	-1	5	0	-5
Burley Lodge	2004	3	6	1	3	6	3	3	0	3	3
Hyde Park 1	2003	58	28	27	87	43	-30	-44	13	5	-8
Hyde Park 2	2005	44	22	22	63	25	-22	-38	6	5	-1
Chapelton & Harehills 2	2000	40	40	25	47	52	0	5	19	9	-10
Chapelton & Harehills 3	2004	45	12	11	60	16	-33	-44	14	3	-11
Potternewton	2004	37	24	23	46	29	-13	-16	12	10	-2
Ch. Allrtn/ Montreal	2007	3	1	1	3	2	-2	-1	0	0	0
Methleys Home Zone	2001	3	0	0	3	0	-3	-3	0	0	0
Stanks	2002	44	31	36	53	40	-13	-13	13	7	-6
Rawdon/ Littlemoor	2005	0	0	0	0	0	0	0	0	0	0
Amberton Road	2003	0	0	0	0	0	0	0	0	0	0
Gfrth/ Fairburn Dve	2001	12	7	2	16	7	-5	-9	6	1	-5
Harehills West	2007	29	17	19	43	19	-12	-24	8	8	0
Halton West	2007	11	8	11	14	9	-3	-5	2	4	2

Halton East	2007	10	6	7	12	9	-4	-4	3	3	0
Bramley East/ Ganners	2006	19	7	7	23	8	-12	-15	13	4	-11
TOTALS		625	375	342			250	-369			-87

SCRUTINY BOARD (SUSTAINABLE ECONOMY AND CULTURE)

TUESDAY, 17TH MARCH, 2015

PRESENT: Councillor K Groves in the Chair

Councillors A Castle, J Chapman,
D Cohen, R Harington, A Hussain,
M Ingham, S McKenna, B Selby and
P Wadsworth

76 Late Items

There were no formal late items of business to consider.

77 Declaration of Disclosable Pecuniary Interests

There were no disclosable pecuniary interests declared at the meeting.

78 Apologies for Absence and Notification of Substitutes

Apologies for absence were received from Councillor Davey.

79 Minutes - 17 February 2015

RESOLVED – That the minutes of the meeting held on 17 February 2015 be confirmed as a correct record.

80 2014/15 Quarter 3 Performance Report

The Board considered performance information for the period up to the end of December 2014 for services falling within its portfolio.

The following were in attendance for this item:

- Councillor Richard Lewis, Executive Member, Transport & Economy
- Martin Farrington, Director of City Development.

The key areas of discussion were:

- Members queried why popular activities such as dancing, cycling and walking were not included in the figures on physical activity. The Director agreed to feed back Members' concern to Sport England, which set the definition.
- Members asked for confirmation of the numbers of second homes in Leeds, and also for information on the impact of the development of purpose built student accommodation in relation to future use of former student housing in Headingley.

- Members asked for further information about the role of speed in relation to the number of people killed and seriously injured in road accidents. It was noted that criminal and potential criminal activity was often related to such accidents, but that highway design was rarely a causal factor.
- The increase in the number of cyclists and the need for safe infrastructure, but also for all road users to adapt to more cyclists on the road.
- The new Cycling Partnership is planning to hold a courtesy campaign aimed at cyclists and motorists.
- The historical position in relation to much of the city being designed to facilitate cars travelling at 30mph, and the desire to move to a more integrated approach with more shared areas.
- Concern about the state of the edges of roads on country routes and a request for further information on how this could be improved.
- Explanation of the reason that private hire vehicles are not permitted to use bus lanes.
- A request for feedback on the issue raised by the Board in December regarding lobbying for a national campaign about pedestrians stepping out into the road without looking.
- A request for the Board to view a recent presentation to the West Yorkshire Combined Authority in relation to highway design and shared space.

RESOLVED – That the quarter 3 performance information be noted and that further information be provided to Members as requested.

81 2014/15 Month 10 Finance Update

The Board considered a report which presented information on the budget position up to the end of January 2015 for services falling within its portfolio.

The following were in attendance for this item:

- Councillor Richard Lewis, Executive Member, Transport & Economy
- Graham Fisher, Principal Finance Manager
- Mo Afzal, Principal Finance Manager.

The main areas of discussion were:

- That the directorate was on target to spend within budget at the end of the year.
- The reasons why the drop in market income had been greater than predicted, which included the need to hold stalls for existing tenants to move into to free up space for the refurbishment, and also that a larger than expected number of tenants had opted to surrender their leases.
- Confirmation that the position was expected to pick up following refurbishment and the introduction of new areas of the market,

including the George Street development and potential evening opening.

- Concern about the availability of evening and night time bus services to support changes in retail and employment patterns in the city centre.
- Concern that the underspend within Employment and Skills may have led to a reduced service in such a priority area for the council's support to citizens. It was confirmed that the service had achieved all of its service plan targets despite staffing vacancies. It was further clarified that about £90,000 of the underspend was due to the construction and skills training programme not meeting performance targets. Members asked for further details on this.

RESOLVED – That the financial dashboard be noted and that the further information requested in relation to the construction and skills training programme be provided to Members.

82 The Provision of 20mph Speed Limits in Leeds

The Board considered a report providing further information following the previous consideration of 20mph speed limits in November 2014. In particular the report contained information about casualty figures and the associated costs, and also about potential additional funding opportunities.

In attendance to address the Board and answer Members' queries were:

- Councillor Richard Lewis, Executive Member, Transport & Economy
- Andrew Hall, Head of Transportation
- Kasia Speakman, Transport Planner
- Heather Thomson, Health Improvement Manager
- Mark Lansdown, 20s Plenty for Us.

The following issues were raised in discussion:

- The potential for some funding to be available through the Police and Crime Commissioner.
- The views of the National Institute for Health and Care Excellence (NICE) in support of the benefits of 20mph zones
- Information on further authorities that are implementing a blanket 20mph limit
- The developing partnership with public health
- The differences between the zoned approach being followed by Leeds and a blanket approach as advocated by 20s Plenty for Us
- The need for further time to elapse in order to be able to adequately assess the impact of the newer schemes with fewer physical measures
- That the main areas of casualties have largely been dealt with through the introduction of 20mph schemes and therefore future schemes are likely to have a lesser impact on casualties, although they will still provide other associated benefits

- That some authorities who have implemented a blanket 20mph limit are now retro-fitting physical measures
- That the approach in Leeds to date has had the advantage of having local buy-in through local involvement in the development of individual schemes
- The need to continue to make the economic case to government about the overall savings to be achieved from reducing casualties
- The different requirements for urban and rural roads within the council's area
- The cost benefit analysis of associated benefits such as the impact on obesity
- Concern about the limited area covered by some schemes in relation to children's journeys to school
- Concerns about the lack of enforcement activity, and how this fits within policing priorities
- The potential role of Community Committees and local action in relation to enforcement and education around 20mph zones
- Members' ongoing concern that they would like to see faster progress. It was agreed to establish a working group to give further consideration to evidence on the effectiveness of schemes in other cities; the potential for piloting a blanket approach in a specific area of the city; and potential sources of partnership funding.

RESOLVED – That the contents of the report be noted and that a working group of the Board be established to carry out further work on this topic.

83 Asset Management Plan Progress Report

The Board considered a report setting out progress in relation to asset management since the inquiry undertaken in July and September 2014.

In attendance for this item were:

- Councillor Richard Lewis, Executive Member for Transport & Economy
- Ben Middleton, Head of Asset Management.

The Board welcomed the report and congratulated officers on the good progress made.

RESOLVED – That the report be welcomed.

(Councillor Hussain left the meeting at 3.10pm at the conclusion of this item.)

84 Local Flood Risk Management Strategy - Annual Review

In line with its scrutiny role as set out in the Flood and Water Management Act 2010, the Board carried out an annual review of performance against the Local Flood Risk Management Strategy.

In attendance for this item were:

- Councillor Richard Lewis, Executive Member, Transport & Economy
- Peter Davis, Flood Risk Manager, City Development
- Wynne Floyd, Technical Services Manager, City Development.

The main areas of discussion were:

- The importance of routinely including flood risk assessment in the consideration of planning applications;
- The inclusion of flooding issues within the Core Strategy and other Local Development Framework documents;
- The aim to achieve a minimum 30% reduction in discharge of water for areas of increased development, and no increase as a minimum compared to field run off in areas of new build;
- The latest guidance in relation to Sustainable Drainage issues being managed through the Planning Authority, and the impending role of Flood Risk Management as a statutory consultee;
- Progress of the Flood Alleviation Scheme for the city centre;
- Planned review of the council's policy on sandbags;
- Local responses to flooding, such as the incident in Garforth in August 2104;
- Public information on the website on who to contact in an emergency;
- Information for Members on who to contact in a flooding incident.

RESOLVED – That the progress made with regard to the Local Flood Risk Management Strategy be noted, and that a further review be carried out in a year's time.

(Councillor Cohen left the meeting at 3.35pm during consideration of this item and Councillor Chapman left at 3.45pm, at the conclusion of the item.)

85 Delivering employment and training opportunities through the Council's procurement and planning functions

The Board considered a report which provided an analysis of the employment and skills opportunities delivered through the council's planning and procurement powers from January 2014 to January 2015. This followed on from a Scrutiny inquiry conducted in 2012/13, and the previous annual report to the Board in March 2014. The report also drew attention to the 'More Jobs, Better Jobs' research programme which is due to report in May 2015.

In attendance for this item were:

- Matthew Wilton, Head of Employment Leeds
- Yvonne Appleyard, Employment Brokerage Manager.

The main areas of discussion were:

- The Board was keen to consider the research report from the Joseph Rowntree Foundation when it is published
- The intensive nature of work required from officers, Members and partners in order to achieve employment and skills outcomes at a local level
- The opportunities to work in Burmantofts and Richmond Hill now in preparation for the retail opportunities associated with the Victoria Gate development

The Board agreed to set up a working group to look at the service's action plans in relation to developments such as Victoria Gate and the Casino.

RESOLVED –

- a) That the continuing work to secure and deliver employment and skills obligations be noted, and that a working group be set up to consider the service's action plans for ongoing developments; and
- b) That the ongoing work of the More Jobs, Better Jobs Partnership be noted, and that the Board consider the research report when it is available.

86 Work Schedule

The Board received a report of the Head of Scrutiny and Member Development which set out the latest version of the Board's work schedule.

RESOLVED – That the work schedule be agreed.

87 Date and Time of Next Meeting

Tuesday 14 April 2015 at 1.30pm (a pre-meeting will start at 1.00pm for Board members.)

(The meeting finished at 4.00pm)

Report of the Head of Scrutiny and Member Development

Report to Scrutiny Board (City Development)

Date: 9th September 2015

Subject: Draft Terms of Reference – Inquiry into Bus Service Provision

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" 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

1. Summary of Main Issues

Leeds City Council has an ambition to be the best council in the UK: fair, open and welcoming with an economy that is both prosperous and sustainable so all our communities are successful. The Vision for Leeds 2011 – 2030 supports this ambition stating that for 2030 Leeds will have a high quality, accessible, reliable and affordable public transport. The Best Council Plan 2015 – 2020 identifies that working with partners the Council wants people and businesses in Leeds to benefit from transport that meets their needs by improving transport connectivity to connect people to jobs and services.

At its meeting on the 17th of June 2015, the Scrutiny Board considered potential sources of work for the 2015/16 municipal year. Following consultation with Executive Board Members and representatives from City Development, the Board expressed a desire to undertake an inquiry which would consider bus service and how the arrangements for their provision meet the needs of people and businesses in Leeds.

2. Recommendation

The Scrutiny Board (City Development) is recommended to:

Note the information contained within this report, make further recommendation to update the terms of reference where necessary and agree the terms of reference for the inquiry.

Note that the terms of reference may incorporate additional information during the inquiry should the City Development Scrutiny Board identify any further scope for inquiry or request further witness or evidence.

DRAFT

1 Purpose of this report

- 1.1 This report sets out the draft terms of reference for the Scrutiny Boards inquiry into Bus Services in Leeds.

2. Scope of the Inquiry

- 2.1 The Scrutiny Board at its meeting on the 17th of June 2015 resolved to undertake an inquiry to consider bus services since the work of the Scrutiny Board (Sustainable Economy and Culture) in 2012/13 which focused on increasing bus patronage in Leeds. The Board expressed a desire to have a clear understanding of current service delivery and how this supports our objectives as a Council to connect residents and visitors to employment, training, culture and leisure and support the economic prosperity of the city. Whilst undertaking the inquiry the Board also wish to understand the current and future options for bus service provision in the city and consider what would be most beneficial for Leeds.

The Board also recognises that the West Yorkshire Combined Authority (WYCA) is developing a Single Transport Plan for West Yorkshire which is expected to incorporate the Authority's strategy Bus Strategy. It is hoped that the work of this Scrutiny Board will add value to this development and the work of the Combined Authority.

- 2.2 The purpose of the inquiry is to make an assessment of and, where appropriate, make recommendations on the following areas:

- The provision and connectivity of Bus Services in Leeds, including services into the Leeds area and sufficiency to meet the needs of people and business.
- Current impact of bus services on social inclusion, poverty and the economy
- Options for improving local bus services
- Investment and the delivery of strategic and operational improvement in bus services
- Consultation on the Bus Bill
- Input into the WYCA Bus Strategy, forming part of a single transport plan

- 2.3 Additional guidance has been sought from the Head of Transport Planning (City Development) and the Acting Director, Transport at WYCA in order to recommend areas of focus for the inquiry.

3. Desired Outcomes and Measures of Success

- 3.1 In conducting the Inquiry the Board wishes to reflect on the provision of current bus services in Leeds and consider how planned improvements and models for operation will deliver the objectives for people and businesses set out in the Vision for Leeds and the Best Council Plan.
- 3.2 It is important to consider how the Scrutiny Board will deem if their inquiry has been successful in making a difference to local people. Some measures of success may be obvious at the initial stages of an inquiry and can be included in these terms of reference. Other measures of success may become apparent as the inquiry progresses and discussions take place.

3.3 Following the inquiry the Scrutiny Board will publish its report which will identify clear desired outcomes. These will be reflected in the recommendations made. The director or organisation to whom the recommendations have been made will be responsible for monitoring the impact of each recommendation and for advising the Scrutiny Board accordingly as the board reviews progress.

4. Comments of the relevant Director and Executive Member

4.1 In line with Scrutiny Board Procedure Rule 12.1 where a Scrutiny Board undertakes an Inquiry the Scrutiny Board shall consult with any relevant Director and Executive Member on the terms of reference.

5. Timetable for the inquiry

5.1 It is anticipated that the inquiry will take place early in 2016 and conclude before May 2016. The length of the inquiry and range of evidence to be collected is however subject to change by agreement of the Board.

6. Submission of evidence

- Background and context to deregulation of bus services
- Influence and impact of bus services in Leeds on the economy, poverty and social inclusion.
- The role of the West Yorkshire Combined Authority in relation to bus services and the aspirations of the WYCA.
- The role of the Highway Authority
- The aspirations of Leeds City Council with regard to the city's bus services
- Development for bus services under the proposed Single Transport Plan 2016-2036, the West Yorkshire Bus Strategy and what this would mean for Leeds.
- The current bus offer, passenger satisfaction and key issues such as ticketing, fares, journey times, reliability, routes/connectivity
- Current and future options for improving local bus services
- Relevant experience of other Transport Authorities in the development of their own bus strategies.
- Devolution and the Bus Bill

7. Witnesses

7.1 The following witnesses have been identified as possible contributors to the Inquiry:

- Leeds City Council Officers
- Elected Members
- Passenger Focus Groups
- Bus Operators
- ABOWY
- West Yorkshire Combined Authority, including WYCA Scrutiny and Transport Committees.
- North East Combined Authority (Nexus)
- PTEG
- Cornwall Council

8 Corporate Considerations

8.1 Consultation and Engagement

Where the board deems it appropriate to undertake in consultation in order to conduct the inquiry or gather necessary evidence consultation could be undertaken.

8.2 Equality and Diversity / Cohesion and Integration.

8.2.1 Equality Improvement Priorities have been developed to ensure our legal duties are met under the Equality Act 2010. The priorities will help the council to achieve its ambition to be the best City in the UK and ensure that as a city work takes place to reduce disadvantage, discrimination and inequalities of opportunity.

8.2.2 Equality and diversity will be a consideration throughout the Scrutiny Inquiry and due regard will be given to equality through the use of evidence, written and verbal, outcomes from consultation and engagement activities.

8.2.3 The Scrutiny Board may engage and involve interested groups and individuals (both internal and external to the council) to inform recommendations.

8.2.4 Where an impact has been identified this will be reflected in the final inquiry report, post inquiry. Where a Scrutiny Board recommendation is agreed the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity, conducting impact assessments where it is deemed appropriate.

8.3 Council Policies and City Priorities

This inquiry will support objectives as defined in The Vision for Leeds 2011 – 2030 and the Best Council Plan 2015-20

8.4 Resources and Value for Money

There is no resource or value for money implications relating to this report. At the conclusion of the inquiry any identified impact will be reported in the final inquiry report.

8.5 Legal Implications, Access to Information and Call In

None

8.6 Risk Management

There are no risk implications relating to this report. At the conclusion of the inquiry any identified risk will be reported in the final inquiry report.

8.7 Recommendations

The Scrutiny Board (City Development) is recommended to:

8.7.1 Note the information contained within this report, make further recommendation to update the terms of reference where necessary and agree the terms of reference for the inquiry.

8.7.2 Note that the terms of reference may incorporate additional information during the inquiry should the Scrutiny Board identify any further scope for inquiry or request further witness or evidence.

8.8 Background documents¹

None

DRAFT

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Report of the Head of Scrutiny and Member Development

Report to Scrutiny Board (City Development)

Date: 9th September 2015

Subject: Draft Terms of Reference – Inquiry into Digital Inclusion

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" 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

1. Summary of Main Issues

Leeds City Council has an ambition to be the best council in the UK: fair, open and welcoming with an economy that is both prosperous and sustainable so all our communities are successful. The vision for Leeds 2011 – 2030 states that our vision for 2030 is that Leeds will be fair, open and welcoming with an economy that is prosperous and sustainable. Where communities will be successful and people can access support where and when it is needed and have the opportunity to get out of poverty.

At its meeting on the 17th of June 2015, the Scrutiny Board considered potential sources of work for the 2015/16 municipal year. Following consultation with Executive Board Members and representatives from City Development the Board expressed a desire to support the vision by undertaking an inquiry which would consider digital inclusion and high speed internet connectivity across Leeds.

2. Recommendation

The Scrutiny Board (City Development) is recommended to:

Note the information contained within this report, make further recommendation to update the terms of reference where necessary and agree the terms of reference for the inquiry.

Note that the terms of reference may incorporate additional information during the inquiry should the City Development Scrutiny Board identify any further scope for inquiry or request further witness or evidence.

1 Purpose of this report

- 1.1 This report sets out the draft terms of reference for the Scrutiny Boards inquiry into Digital Inclusion.

2. Scope of the Inquiry

- 2.1 The Scrutiny Board at its meeting on the 17th of June 2015 resolved to undertake an inquiry looking at Digital Inclusion. Research has identified that poverty is a barrier to internet connectivity and concern was expressed that many areas, including welfare services and access to employment are evolving to digital by default. To ensure that Leeds is an attractive proposition with regard to inward investment and to enable existing enterprise to flourish the Board also recognised the importance of a robust digital infrastructure.
- 2.2 The purpose of the inquiry is to make an assessment of and, where appropriate, make recommendations on the following areas:
- The city approach to reducing the digital divide and enhancing the economic prosperity of individuals and small enterprises.
 - Infrastructure, internet access and connectivity across Leeds
 - Improving digital literacy. The provision of education, learning and equipment to provide the necessary skills, confidence and support to embrace technologies.
 - Partnership working including the co-ordination of activity, identifying what adds value and the management of practice and spend to minimise fragmentation and duplication.
 - To inform the development of a Digital Inclusion Strategy that supports the city's aspirations for the citizens and communities in Leeds.
- 2.3 Additional guidance has been sought from Dylan Roberts, (Chief Information Officer) Lee Hemsworth (Chief Officer, Customer Access) Katie Dunlevey (Senior Economic Development Officer), Simon Brereton (Economic Development Programme Leader) and Richard Hart (Deputy Head of Service, Library and Information Services) in order to recommend areas of focus for the inquiry.

3. Desired Outcomes and Measures of Success

- 3.1 In conducting the Inquiry the Board wishes to reflect on the value and impact of Leeds City Council, partnerships and organisations to identify effectiveness in reducing the digital divide and promoting economic prosperity for people who live and work in Leeds. The Scrutiny Board will endeavour to establish if robust strategies, governance/partnership arrangements and high impact operational practices are in place to maximise access to technology, training and support across Leeds. The Board will also seek use intelligence gathered and the collective knowledge of all those who contribute to the inquiry to inform and support the development of a Digital Inclusion Strategy for Leeds.
- 3.2 It is important to consider how the Scrutiny Board will deem if their inquiry has been successful in making a difference to local people. Some measures of success may

be obvious at the initial stages of an inquiry and can be included in these terms of reference. Other measures of success may become apparent as the inquiry progresses and discussions take place.

- 3.3 Following the inquiry the Scrutiny Board will publish its report which will identify clear desired outcomes. These will be reflected in the recommendations made. The director or organisation to whom the recommendations have been made will be responsible for monitoring the impact of each recommendation and for advising the Scrutiny Board accordingly as the board reviews progress.

4. Comments of the relevant Director and Executive Member

- 4.1 In line with Scrutiny Board Procedure Rule 12.1 where a Scrutiny Board undertakes an Inquiry the Scrutiny Board shall consult with any relevant Director and Executive Member on the terms of reference.

5. Timetable for the inquiry

- 5.1 It is anticipated that the inquiry will take place between October and December 2015. The length of the inquiry and range of evidence to be collected is however subject to change by agreement of the Board.

6. Submission of evidence

Session 1 - General Introduction and the Leeds Landscape

- The Digital Divide, the variables that causes of this and the impact.
- How to close the gap. What should we aspire to achieve as a City?
- The Governments Digital Inclusion Strategy and support from DCMS
- Connectivity and infrastructure across Leeds currently and future plan. Which areas are excluded or disadvantaged.
- Leeds City Council Corporate responsibility and the need to develop a Digital Inclusion Strategy.

Session 2 and 3 – The Current Landscape - Supporting individuals and communities

- The Leeds landscape. Digital engagement of people and small enterprise by income, education, age and geographic location. What do we know?
- Understanding what support is being provided in Leeds by all sectors including the Council and an overview of known programmes and initiatives.
- Initiatives to support small enterprise including Super Connected Cities and Smart Cities.
- Identifying gaps and targeting services and resource
- Co-ordination of activity to reduce fragmentation in spending and practice
- Provision of affordable access and equipment.
- Internet access provision in public spaces and Council buildings
- Providing digital literacy skills, outreach and support
 - Signposting and promotion of what is available
 - Promoting access at an early age – what is done in schools and with parents.

- For education, employment and welfare
- For access to e-commerce, on-line discounts and e-government
- Targeting hard to reach groups, individuals who struggle to embrace technology and those with physical or cognitive impairments
- Ongoing support to promote confidence and trust in digital technology.

Session 4 – The Strategy for improvement – Supporting individuals and communities.

- Reflecting on where we are and the strategic approach to improve
- Opportunities to develop new networks and potential to use Council assets to enhance infrastructure
- Partnership, funding and governance arrangements the for delivery of schemes/support/programmes
- Monitoring outcomes and building on what works

7. Witnesses

7.1 The following witnesses have been identified as possible contributors to the Inquiry:

- Officers from City Development, Children’s Services, Citizens and Communities, Strategy and Resources, Environment and Housing.
- Elected Members
- Third Sector, Voluntary Organisations and Support Networks including the Tinder Foundation
- Small Enterprises
- Partner organisations
- Broadband and wifi providers
- Chamber of Commerce, LEP and WYCA
- Digital Technology Users

8 Corporate Considerations

8.1 Consultation and Engagement

Where the board deems it appropriate to undertake in consultation in order to conduct the inquiry or gather necessary evidence consultation could be undertaken.

8.2 Equality and Diversity / Cohesion and Integration.

- 8.2.1 Equality Improvement Priorities have been developed to ensure our legal duties are met under the Equality Act 2010. The priorities will help the council to achieve its ambition to be the best City in the UK and ensure that as a city work takes place to reduce disadvantage, discrimination and inequalities of opportunity.
- 8.2.2 Equality and diversity will be a consideration throughout the Scrutiny Inquiry and due regard will be given to equality through the use of evidence, written and verbal, outcomes from consultation and engagement activities.
- 8.2.3 The Scrutiny Board may engage and involve interested groups and individuals (both internal and external to the council) to inform recommendations.

8.2.4 Where an impact has been identified this will be reflected in the final inquiry report, post inquiry. Where a Scrutiny Board recommendation is agreed the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity, conducting impact assessments where it is deemed appropriate.

8.3 Council Policies and City Priorities

This inquiry will assist in shaping the Digital Inclusion Strategy in 2015 and aim to reduce poverty in Leeds.

Resources and Value for Money

There is no resource or value for money implications relating to this report. At the conclusion of the inquiry any identified impact will be reported in the final inquiry report.

8.4 Legal Implications, Access to Information and Call In

None

8.5 Risk Management

There are no risk implications relating to this report. At the conclusion of the inquiry any identified risk will be reported in the final inquiry report.

8.7 Recommendations

The Scrutiny Board (City Development) is recommended to:

8.7.1 Note the information contained within this report, make further recommendation to update the terms of reference where necessary and agree the terms of reference for the inquiry.

8.7.2 Note that the terms of reference may incorporate additional information during the inquiry should the Scrutiny Board identify any further scope for inquiry or request further witness or evidence.

8.8 Background documents¹

None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

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Report of the Head of Scrutiny and Member Development

Report to Scrutiny Board (City Development

Date: 9 September 2015

Subject: Work Schedule

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" 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

1 Purpose of this report

1.1 The purpose of this report is to consider the Scrutiny Board's work schedule for the forthcoming municipal year.

2 Main Issues

2.1 A draft work schedule is attached as appendix 1. The work programme has been provisionally completed pending on going discussions with the Board. The work schedule will be subject to change throughout the municipal year.

2.2 When considering the draft work programme effort should be undertaken to:

- Avoid duplication by having a full appreciation of any existing forums already having oversight of, or monitoring a particular issue
- Ensure any Scrutiny undertaken has clarity and focus of purpose and will add value and can be delivered within an agreed time frame.
- Avoid pure "information items" except where that information is being received as part of a policy/scrutiny review
- Seek advice about available resources and relevant timings taking into consideration the workload across the Scrutiny Boards and the type of Scrutiny taking place
- Build in sufficient flexibility to enable the consideration of urgent matters that may arise during the year

2.3 Also attached as appendix 2 is the minutes of Executive Board for 15th of July 2015

3. Recommendations

3.1 Members are asked to:

- a) Consider the draft work schedule and make amendments as appropriate.
- b) Note the Executive Board minutes

4. **Background papers**¹ - None used

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year

Schedule of meetings/visits during 2015/16			
Area of review	17 June	22 July	August
Inquiries		Housing Mix – Terms of Reference	
Annual work programme setting - Board initiated pieces of Scrutiny work (if applicable)	Consider potential areas of review	Work Programming	
Budget	Budget Update 2015/16 update		
Pre Decision Scrutiny			
Policy Review			
Recommendation Tracking			
Performance Monitoring	Performance Report	Housing on Brownfield Land – 5 year land supply East Leeds Extension and Orbital Road Progress	
Working Groups			

*Prepared by S Pentelow

Key: SB – Scrutiny Board (City Development) Meeting

WG – Working Group Meeting

Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year

Schedule of meetings/visits during 2015/16			
Area of review	9 September – single item agenda	14 October – single item agenda	18 November
Inquiries	<p>Agree scope of review for **</p> <p>1) Digital Divide and High Speed Broadband Provision.</p> <p>2) Operation of Deregulated Bus Services</p>	<p>Evidence Gathering</p> <p>Inquiry – Digital Inclusion</p>	<p>Evidence Gathering</p> <p>Inquiry – Digital Inclusion</p>
Pre Decision Scrutiny		<p>Sustainability of council leisure facilities and how accessible they are to residents to promote inclusivity</p> <p>To Include:</p> <ul style="list-style-type: none"> • Vision for Leisure Centres – Scheduled for Ex B 21 October • Leeds Let's Get Active evaluation – Scheduled for Ex B 21 October 	<p>Sustainability of council cultural facilities and how accessible they are to residents to promote inclusivity</p> <p>European Capital of Culture – The Culture Strategy – Developing approach and outline draft.</p>
Policy Review	Road Safety, death and serious injury reduction and 20mph zones. (to conclude 20mph work from 2013/14)		
Recommendation Tracking			
Performance Monitoring			Tour de France Legacy Review (SEC Board 2014/15)
Working Groups	Inquiry - Housing Mix (with Scrutiny Environment and Housing)		Inquiry?

* Prepared by S Pentelow

Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year

Schedule of meetings/visits during 2015/16			
Area of review	16 December	27 January	17 February - single item agenda
Inquiries	<u>Evidence Gathering</u> Inquiry - Digital Inclusion	<u>Evidence Gathering</u> Inquiry	
Budget and Policy Framework		Initial Budget Proposals 2016/17 and Budget Update	
Pre Decision Scrutiny			
Policy Review			More Jobs Better Jobs for Leeds residents – Reducing in work poverty, using powers and influence through City growth and investment to promote and create local employment and skills opportunities (Following on from annual report/inquiry with wider focus)
Recommendation Tracking		Arts@Leeds (budget timing to be confirmed by M Sims (SEC Board 2014/15))	
Performance Monitoring		Performance Report - Quarter 2 (with quarter 3 to be submitted as late supplementary information for despatch on the 22 nd Jan)	
Working Groups	Inquiry?	Inquiry?	

Draft Scrutiny Board (City Development) Work Schedule for 2015/2016 Municipal Year

Schedule of meetings/visits during 2015/16			
Area of review	30 March	27 April	May
Inquiries		Agree Inquiry Reports	
Budget and Policy Framework	Local Flood Risk Management Strategy Annual scrutiny review		
Pre Decision Scrutiny	European Capital of Culture – The Culture Strategy – Consultation with the Scrutiny Board.		
Recommendation Tracking			
Performance Monitoring			
Working Groups			

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Unscheduled - required:

- ECOC and the new city cultural strategy – Scheduled for Executive Board approx August 2016. Pre-decision Scrutiny required in 2016 new municipal year before submission
- Housing on Brownfield Land – 5 year land supply (ExB date to be confirmed - Jan or Feb 2016) – Discussed with A Brannen
- East Leeds Extension and Orbital Road Progress ((ExB date to be confirmed - Jan or Feb 2016) – Discussed with A Brannen

Updated – September 2015

*Prepared by S Pentelow

Key: SB – Scrutiny Board (City Development) Meeting

WG – Working Group Meeting

EXECUTIVE BOARD

WEDNESDAY, 15TH JULY, 2015

PRESENT: Councillor J Blake in the Chair

Councillors A Carter, D Coupar, M Dobson,
S Golton, J Lewis, R Lewis, L Mulherin,
M Rafique and L Yeadon

13 Exempt Information - Possible Exclusion of the Press and Public
RESOLVED – That, in accordance with Regulation 4 of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during consideration of the following parts of the agenda designated as exempt on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present there would be disclosure to them of exempt information so designated as follows:-

- (a) Appendix 1 to the report entitled, 'South Bank Regeneration', referred to in Minute No. 19 is designated as exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained within the submitted appendix relates to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of this appendix as exempt from publication outweighs the public interest in disclosing the information, due to the impact that the disclosure of the information would have on the financial affairs of the Council and third parties.
- (b) Appendix 1 to the report entitled, 'Design and Cost Report for the Proposed Improvement and Refurbishment of Kirkgate Market', referred to in Minute No. 20 is designated as exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained within the submitted appendix relates to the financial or business affairs of a particular company and of the Council. This information is not publicly available from the statutory registers of information kept in relation to certain companies and it relates to a tendered fee proposal submitted to the Council as part of a competitive tender process. In line with the Access to Information Procedure Rules, it is considered that the public interest in maintaining the content of this appendix as exempt from publication outweighs the public interest in disclosing the information, as disclosure would prejudice the financial / business affairs of an individual company.

- (c) Appendices 1 and 2 to the report entitled, 'West Yorkshire Playhouse', referred to in Minute No. 28 is designated as exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained within the submitted appendices relates to the financial or business affairs of a particular organisation and of the Council. It is considered that the public interest in maintaining the content of the appendices as being exempt from publication outweighs the public interest in disclosure, due to the impact that disclosing the information would have on the Council and third parties.
- (d) Appendix B to the report entitled, 'Repayment of the Council's Loan by the Yorkshire County Cricket Club', referred to in Minute No. 34 is designated as exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information contained within the submitted appendix relates to the financial or business affairs of third parties and of the Council, and the release of such information would be likely to prejudice the interests of all parties concerned. Whilst there may be a public interest in disclosure, in all the circumstances of the matter, maintaining the exemption is considered to outweigh the public interest in disclosing this information at this time.

14 Declaration of Disclosable Pecuniary Interests

There were no declarations of Disclosable Pecuniary Interests made at the meeting.

15 Minutes

RESOLVED – That the minutes of the meeting held on 24th June 2015 be approved as a correct record.

REGENERATION, TRANSPORT AND PLANNING

16 Leeds Bradford International Airport

Further to Minute No. 84, 15th October 2014, the Director of City Development submitted a report providing an update on the continuing work relating to the Leeds and Bradford International Airport (LBIA) and its surroundings, with particular reference to the actions which had been taken following the resolutions of the Board in October 2014.

The Board highlighted the key significance of LBIA when considering the future development of the city region economy. Responding to a Member's enquiry, the Board was reassured that any associated consultation processes which were undertaken would be robust and incorporate all relevant parties. In addition, emphasis was placed upon the need to ensure that any further development of the airport was accompanied by appropriate infrastructure improvements.

RESOLVED –

- (a) That the recommendations in the Site Allocations Plan for land use in the area surrounding Leeds Bradford International Airport, be noted;
- (b) That continued support be given for the growth of the airport and the wider economy in order to meet aspirations of achieving 7.1m passengers by 2030;
- (c) That officers in Planning Policy, Economic Development and Highways & Transport continue to work with Leeds Bradford International Airport to progress the Airport Masterplan through to the consultation stage;
- (d) That officers in Planning Policy, Economic Development and Highways & Transport continue to work on the proposals for surface access, working closely with Leeds Bradford International Airport and the West Yorkshire Combined Authority specifically to take forward the airport link road.

17 Elland Road Park and Ride Upgrade

Further to Minute No. 122, 6th November 2013, the Director of City Development submitted a report outlining proposals to upgrade the existing overspill car park at the Elland Road Park and Ride site to the same quality as the rest of the car park and also to improve the passenger waiting facilities.

Members welcomed the report and highlighted the success of the Elland Road park and ride facility following its first year of operation.

In noting the report elsewhere on the agenda regarding proposals for a park and ride facility at Temple Green, the Board discussed the potential for park and ride provision in other areas of the city, and the range of factors which needed to be taken into consideration when determining optimum sites for such facilities.

RESOLVED –

- (a) That the content of the submitted report and the performance results of the first year's operation of the Elland Park and Ride scheme be noted;
- (b) That approval be given to implement phase 2 of the scheme, subject to planning approval, upgrading the overspill car park and passenger facilities at a cost of £1.8m (comprising £250k fees and £1.55m works);
- (c) That approval be given to the injection of £1.8m into the Capital Programme, being funded from a West Yorkshire Combined Authority (WYCA) Transport Policy Local Transport Plan (LTP) grant of £1,557.7k and a Section 106 receipt of £242.3k;
- (d) That authority be given to incur expenditure of £1.8m, funded from a WYCA LTP grant of £1,557.7k and a Section 106 receipt of £242.3k (subject to final confirmation of funding by the West Yorkshire Combined Authority's Transport Committee on 31st July 2015);

- (e) That the following be noted:-
- The scheme proposal, as described in section 3 of the submitted report;
 - That construction of the scheme is programmed to start in November 2015 with a 6 month construction programme;
 - That the Chief Officer Highways & Transportation will be responsible for the implementation of such matters.

18 Temple Green Park and Ride

The Director of City Development submitted a report which sought approval to implement the 1,000 space Temple Green Park & Ride site adjacent to the A63 Pontefract Lane in the City Region's Enterprise Zone.

Members welcomed the proposals detailed within the submitted report, and how they fitted into the city's existing transport network and parking facilities. The Board also welcomed how the proposals would provide sustainable transport links to the City Region's Enterprise Zone and the positive impact that this would have upon job creation and economic growth in the area.

In conclusion, it was requested that the Board continued to receive further updates on the progress of the Enterprise Zone, as and when appropriate.

RESOLVED –

- (a) That the implementation of the Temple Green Park and Ride scheme at a total cost of £9.741m be approved, subject to Gateway 3 funding approval from West Yorkshire Combined Authority (comprising £2.620m for the land purchase approved at Executive Board in June 2014, and £7.121m for the design fees and construction costs);
- (b) That the additional injection of £6.611m into the Capital Programme be approved (£510k being already in the capital programme) for the design fees and construction costs of this scheme, which are to be fully funded from the West Yorkshire Plus Transport Fund;
- (c) That authority be given to incur expenditure of £7.121m (being £769k staff design fees, and £6.352m construction costs), subject to full funding approval from the West Yorkshire Plus Transport Fund;
- (d) That the following be noted:-
- The scheme proposal, as described in section 3 of the submitted report;
 - That construction of the scheme is programmed to start in March 2016 and be open in Autumn 2016;
 - That the Chief Officer Highways and Transportation will be responsible for implementation of such matters.

19 South Bank Regeneration

Further to Minute No. 118, 19th November 2014, the Director of City Development submitted a report providing an update on the progress being

Draft minutes to be approved at the meeting
to be held on Wednesday, 23rd September, 2015

made to regenerate the South Bank area of the city centre and to obtain approval to short term actions which would facilitate further growth and regeneration.

Members welcomed the contents of the submitted report and highlighted the significant potential and opportunities for the city and the wider area which lay in the regeneration of the South Bank.

Following consideration of Appendix 1 to the submitted report, designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That the progress being made in regeneration initiatives across the South Bank be noted, and that the priorities, as set out in section 3 of the submitted report be agreed;
- (b) That the Board re-affirms that securing funding to support the restoration of Temple Works is a priority for the city given its at-risk status, and that it be requested that officers continue to work with third parties to facilitate its restoration.
- (c) That a report be submitted to Executive Board with proposals to invest in the public realm and spaces across the South Bank;
- (d) That a report be submitted to Executive Board by Autumn 2015 with proposals to facilitate regeneration along the Hunslet Riverside;
- (e) That the Chief Officer Economy and Regeneration be requested to explore the feasibility of the Council's City Centre Management function providing urban management support across the South Bank area;
- (f) That approval be given to the recommendations as set out in paragraphs 6.0, 6.1 and 6.2 of the submitted exempt appendix 1 concerning potential future land assembly proposals;
- (g) That it be noted that the Chief Officer Economy and Regeneration will be responsible for the implementation of such matters.

(The Council's Executive and Decision Making Procedure Rules state that a decision may be declared as being exempt from Call In if it is considered that any delay would seriously prejudice the Council's or the public's interests. As such, it was determined that the resolutions relating to this report were exempt from the Call In process as they were time-bound and would not be properly exercised if were called in)

20 Design and Cost Report for the Proposed Improvement and Refurbishment of Kirkgate Market

Further to Minute No. 77, 17th September 2014, the Director of City Development submitted a report which sought approval to inject additional funding into existing Capital Scheme No. 16811 and which also sought Authority to Spend on the proposed improvement and refurbishment works at Kirkgate Market.

In discussing the contents of the submitted report, the Board noted the complex nature of the works being undertaken and a Member highlighted the need to ensure that the project continued to be closely monitored, both from a financial and also a timescales perspective.

Following consideration of Appendix 1 to the submitted report, designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That an injection of £1.35m into existing Capital Scheme No.16811 be authorised in order to meet additional construction costs associated with the proposed improvement and refurbishment works at Kirkgate Market;
- (b) That an injection of additional funding, as detailed in exempt Appendix 1 to the submitted report, into existing Capital Scheme No. 16811 be authorised in order to provide contingency provision to address residual risks associated with the proposed improvement and refurbishment works at Kirkgate Market which remain the Council's responsibility to address;
- (c) That approval be given to the 'Authority to Spend' the additional funding, as detailed within the submitted report on the proposed improvement and refurbishment works at Kirkgate Market;
- (d) That the actions required to implement the decisions, and the proposed timescales to progress the project, as detailed in paragraph 3.2.1 of the submitted report, be noted.
- (e) That it be noted that the Chief Economic Development Officer and the Head of Markets will be responsible for the implementation of such matters.

21 Site Allocations Plan (SAP) and Aire Valley Leeds Area Action Plan (AVLAAP) - Publication Draft Plans

Further to Minute No. 144, 11th February 2015, the Director of City Development submitted a report which sought approval of the Site Allocations Plan (SAP) and Aire Valley Leeds Area Action Plan (AVLAAP) Publication Draft Plans, for the purposes of public consultation to take place during Autumn 2015. In addition, the report noted that the matter was scheduled to

be referred to the relevant Scrutiny Board for consideration following the public consultation exercise.

In considering the submitted report, the following key points were discussed:-

- Responding to a specific enquiry regarding the clarity of a description for the location of a gypsy and traveller site in the Outer West area of the city, officers undertook to meet with the relevant Ward Member in order to discuss this particular issue;
- In response to a Member's enquiry, the Board was provided with details of the methods which would be used to undertake the associated consultation exercise and it was confirmed that such consultation would be 8 weeks in duration;
- Furthermore, the Board was also reassured that the consultation exercise would be robust, made as accessible as possible and would provide a genuine opportunity for all parties, including Ward Members, to contribute towards the process;
- A Member noted that new brownfield sites had emerged, and raised the question of whether such sites could be included in the plan at this stage as alternatives to proposed greenfield allocations. It was pointed out that the plan already allowed for new sites through a windfall allowance, but that should Members ultimately decide to make changes to the plan, it would be important to ensure that the plan remained consistent with the requirements of the Core Strategy;
- Officers also emphasised that Members were being requested to approve the publication plans for Site Allocations and Aire Valley, and that national guidance advised that the publication stage plan was a document that the Local Authority considered ready for examination;
- The Board discussed the Government's recent announcement regarding proposed changes to the process by which the development of brownfield sites was permitted and the potential impact that such changes may have upon Leeds;
- Alongside the Site Allocations Plan, it was suggested that consideration be given to the ways in which the Council could further encourage smaller developments which were located within local communities.

In noting that there were currently planning consents for 17,000 housing units across the city which remained undeveloped, Members highlighted the need for private developers to be required to not only declare those sites where they have obtained planning permission to build, but to also declare those sites where they do not have planning permission, but have an 'option agreement' in place. Further to this, it was proposed that such matters and concerns, together with details of the actions being taken by the Council to increase development completion levels, be raised on a cross party basis, with both the Secretary of State for Communities and Local Government and also the Treasury.

RESOLVED –

- (a) That approval be given to the publication of the draft Site Allocations Plan and Aire Valley Leeds Area Action Plan, together with the

Draft minutes to be approved at the meeting
to be held on Wednesday, 23rd September, 2015

sustainability appraisal reports and other relevant supporting documents for the purposes of public participation and to formally invite representations;

- (b) That the necessary authority be delegated to the Chief Planning Officer, in consultation with the Executive Member, to make any factual and other minor changes to the Publication Plans and supporting material, prior to public consultation;
- (c) That it be noted that the Publication Draft Plans will be referred to Scrutiny Board (City Development) in line with the Budget and Policy Framework following public consultation;
- (d) That the matters and concerns detailed above be raised on a cross party basis, on behalf of the Board, with the Secretary of State for Communities and Local Government and also the Treasury.

(Under the provisions of Council Procedure Rule 16.5, Councillors A Carter and Golton required it to be recorded that they both abstained from voting on resolutions (a)-(c) above)

(In accordance with the Council's Executive and Decision Making Procedure Rules, the matters referred to within this minute were not eligible for Call In as the power to Call In decisions does not extend to those decisions made in accordance with the Budget and Policy Framework Procedure Rules, which includes the resolutions above)

22 Council Housing Growth Programme - Private Sector Acquisitions

The Director of Environment and Housing submitted a report providing an update on the delivery of the Council Housing Growth Programme which included 'through acquisitions' from private owners or developers. In addition, the report also sought approval for a revision to the 'Right of First Refusal' Policy.

RESOLVED –

- (a) That the progress which has been made in the delivery of the Council Housing Growth Programme be noted;
- (b) That the approach to acquisitions in support of the programme to be implemented by the Director of Environment and Housing, be approved;
- (c) That approval be given to the revision of the Right of First Refusal policy, as outlined within the submitted report, which is to be implemented by the Director of Environment and Housing.

COMMUNITIES

23 Illegal Money Lending Team - progress report

Further to Minute No. 49, 16th July 2014, the Assistant Chief Executive (Citizens and Communities) submitted a report providing an update on the activities of the Illegal Money Lending Team (IMLT) within Leeds, together with a refreshed action plan.

Responding to a question raised, the Board was advised that enquiries would be made with the Illegal Money Lending Team with the aim of obtaining more localised data for inclusion within future progress reports.

RESOLVED –

- (a) That the contents of the submitted report, together with the Illegal Money Lending Team Action Plan, as set out in appendix 1, be noted;
- (b) That the Assistant Chief Executive (Citizens and Communities) be requested to monitor IMLT's progress against the plan and prepare a further annual report in 12 months' time on the activities of the Illegal Money Lending Team within the Leeds city area.

24 Universal Credit (UC) Delivery Partnership

The Assistant Chief Executive (Citizens and Communities) submitted a report which sought approval to enter into negotiations with the Department for Work and Pensions (DWP) and agree the details of a Delivery Partnership in order to support the roll out of Universal Credit to Leeds.

RESOLVED –

- (a) That the contents of the submitted report be noted;
- (b) That the Assistant Chief Executive (Citizens and Communities) be authorised to enter into discussions with the DWP in order to agree a Delivery Partnership for the provision of online support and personal budgeting support to customers moving onto Universal Credit as part of DWP's limited roll out of the scheme;
- (c) That the Scrutiny Board (Citizens and Communities) be asked to examine Universal Credit in more detail along with the Council's preparations for the scheme;
- (d) That the impact on the Council arising from the Universal Credit implementation be monitored, with a report being submitted to Executive Board on this subject in due course.

25 Citizens@Leeds: Delivering Community Hubs across the city - Progress Update

Further to Minute No. 93, 15th October 2014, the Assistant Chief Executive (Citizens and Communities) submitted a report which provided an update on the progress being made in the development and delivery of the city-wide

network of Community Hubs. Particular reference was made within the report to the resolutions made by the Board in October 2014.

Responding to a Member's enquiry, the Board received an update on the actions which were being developed to help deliver the Community Hub approach across the whole city.

RESOLVED –

- (a) That the contents of the submitted report, together with the progress made to date in delivering the Community Hub approach across the city and the next steps to be taken by the Assistant Chief Executive (Citizens and Communities) as outlined in Section 5, be noted;
- (b) That the necessary authority be provided to the Assistant Chief Executive (Citizens and Communities) to develop a Business Case for Building / Infrastructure changes for Phase 2 Community Hubs, with the outcomes of such work being submitted to Executive Board in December 2015 for agreement;
- (c) That a further update report be submitted in December 2015, which will update Executive Board on the progress made in delivering the Community Hub model across the city.

26 Community Asset Transfer of Drighlington Meeting Hall to Drighlington Rugby Club

The Director of City Development and the Assistant Chief Executive (Citizens and Communities) submitted a joint report which sought approval of a Community Asset Transfer of Drighlington Meeting Hall to Drighlington Rugby Club by way of a 50 year lease at nil premium and a peppercorn rental.

RESOLVED –

- (a) That approval be given to the Community Asset Transfer of Drighlington Meeting Hall to Drighlington Rugby Club on the basis of a 50 year full repairing and insuring lease, contracted within the terms of the Landlord & Tenant Act 1954 at nil premium and a peppercorn rental;
- (b) That approval be given to the provision of grants to support running cost deficits up to a maximum of: £25,435 in year 1; £14,355 in year 2; £2,980 in year 3, and; £1,490 in year 4, with the grants to be funded from the current Community Centre budget held in the Citizens and Communities directorate;
- (c) That it be noted that the Head of Asset Management will be responsible for the implementation of such matters. It also be noted that it is anticipated that negotiations will take around six months and any final delegated decisions will be taken by the Director of City Development.

ENVIRONMENTAL PROTECTION AND COMMUNITY SAFETY

27 Compressed Natural Gas Filling Station

The Director of Environment and Housing submitted a report providing an update on the progress made to date in developing a business model which facilitated the build of a Compressed Natural Gas (CNG) filling station in Leeds. In addition, the report sought approval to the request for a commitment from the Council to support the project, including a commitment for the additional funding required for the fleet conversion. Furthermore, the report sought the Board's support for the Council's involvement in OFGEM's Network Innovation Competition (NIC), which would look to fund elements of a CNG filling station project.

Members welcomed the submitted report, highlighting how the proposals would help in an environmentally sustainable way to further establish the Leeds Enterprise Zone and also develop the local economy.

RESOLVED –

- (a) That support be given for the Council's involvement in the NIC bid;
- (b) That approval be given to the injection of £1.58 million into the Capital Programme to be fully funded by unsupported borrowing (contingent on the success of the NIC bid), for use as set out in the submitted report;
- (c) That authority be given to provide the Director of Environment and Housing with the necessary delegated powers to enter into the contractual arrangements with Northern Gas Networks (NGN) for the delivery of a gas main connection;
- (d) That in principle support be given to the decision to enter into arrangements with a private sector partner to deliver a CNG station, which is anticipated to be a joint venture.

ECONOMY AND CULTURE

28 West Yorkshire Playhouse

The Director of City Development submitted a report regarding potential investment from the Council for the development and future sustainability of West Yorkshire Playhouse alongside an application to Arts Council England. In addition, the report also looked to establish the approach to any future developments in terms of a partnership with the Playhouse itself.

Members highlighted the significance and timing of the proposals detailed within the submitted report, specifically when considering the new Victoria Gate development which was adjacent to the playhouse site. The Board highlighted the need to ensure that there was effective connectivity between the playhouse and its surrounding area, such as the Victoria Gate development.

Following consideration of Appendices 1 and 2 to the submitted report, designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That in principle agreement be given to a contribution up to a value of £4.9m in order to bridge the funding gap in the scheme (of which £586K is already in the Capital Programme), pending a successful application to Arts Council England;
- (b) That approval be given to the Council to work in partnership with the Playhouse and to act as lead for the management and procurement of the construction works;
- (c) That subject to a successful Stage 1 application, the Director of City Development be requested to submit a report to Executive Board on the detailed funding proposals for the scheme for injection into the Capital Programme;
- (d) That it be noted that the West Yorkshire Playhouse is committed to re-launching the building and organisation, with a brand that will more clearly associate it with the city, upon conclusion of the development;
- (e) That it be noted that the Chief Officer (Culture and Sport) will be responsible for the implementation of such matters.

RESOURCES AND STRATEGY

29 Gambling Act 2005 - Statement of Licensing Policy

The Assistant Chief Executive (Citizens and Communities) submitted a report advising that the triennial review of the Gambling Act 2005 Statement of Licensing Policy is underway with the required public consultation exercise having taken place. In addition, the report also requested that the matter be referred to Scrutiny Board (Citizens and Communities) in accordance with the Council's Budget and Policy Framework Procedure Rules.

RESOLVED –

- (a) That the contents of the submitted report be noted, which includes the outcomes from the statutory consultation exercise;
- (b) That the matter be referred to Scrutiny Board (Citizens and Communities) in line with the Council's Budgetary and Policy Framework Procedure Rules.

(In accordance with the Council's Executive and Decision Making Procedure Rules, the matters referred to within this minute were not eligible for Call In as the power to Call In decisions does not extend to those decisions made in accordance with the Budget and Policy Framework Procedure Rules, which includes those resolutions above)

30 Best Council Plan Annual Performance Report 2014/15 and Annual Corporate Risk Management Report (June 2015)

Further to Minute No. 164, 18th March 2015, the Deputy Chief Executive submitted a report presenting the annual performance report which provided an update on the progress made in 2014-15 against the six objectives set out in the Best Council Plan. The report also presented the annual risk management report which detailed the Council's approach to risk management and how the authority managed its' most significant risks; which supported the ambitions of Leeds being the best Council and best city

Responding to a Member's enquiry, the Board noted that not all objectives from the Best Council Plan were featured within the submitted update report, however, assurances were provided that all objectives continued to be monitored and that a progress update on a specific objective could be provided to a Member.

RESOLVED –

- (a) That the contents of the submitted Best Council Plan annual performance report be noted, together with the progress which has been made against the Council's objectives in 2014-15;
- (b) That the annual summary corporate risk management report together with the assurances given on the management of the Council's most significant strategic risks, be noted;
- (c) That it be noted that a further report will be presented to Executive Board in September 2015, reviewing the Best Council Plan objectives in order to reflect the new national and local context, to incorporate content from related strategies and also to help inform the 2016/17 Council budget.

31 Financial Health Monitoring 2015/16 – Quarter 1

The Deputy Chief Executive submitted a report setting out the Council's projected financial health position for 2015/16 as at the end of the first quarter.

Members received an update on the current position regarding the potential reduction in Public Health grant funding and discussed the implications arising from this.

RESOLVED – That the contents of the submitted report and the currently projected financial position of the Authority for 2015/16, be noted.

32 Treasury Management Outturn Report 2014/15

The Deputy Chief Executive submitted a report which provided Executive Board with a final update on the Treasury Management Strategy and operations for the period 2014/2015.

Responding to an enquiry, the Board was provided with information on the Council's market loans which fell within the 'Lenders Option Borrowers Option' (LOBO) category. Members noted how they fitted within the Council's overall

borrowing portfolio and were assured that the level of risk associated with these products fell within acceptable levels.

RESOLVED – That the Treasury Management outturn position for 2014/2015 be noted, together with the fact that treasury activity has remained within the treasury management strategy and policy framework.

33 Capital Programme Quarter 1 Update 2015-2019

The Deputy Chief Executive submitted a report which provided an update on the Council's Capital Programme position as at the end of June 2015. The report also included an update on capital resources, progress on spend, together with a summary of the economic impact of the Capital Programme.

RESOLVED – That the latest position on the General Fund and Housing Revenue Account (HRA) Capital Programmes be noted.

34 Repayment of the Council's Loan by Yorkshire County Cricket Club

Further to Minute No. 184, 14th January 2009, the Deputy Chief Executive submitted a report regarding an offer from Yorkshire County Cricket Club to repay the outstanding loan that the Council provided in 2005 in order to enable them to purchase the Headingley cricket ground. The report explained the offer to the Council as being part of the Cricket Club's proposed wider financial restructuring, and set out the matters which the Council needed to consider in determining whether to accept the offer from the Club.

Following consideration of Appendix B to the submitted report, designated as exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting, it was

RESOLVED – That approval be given to accept a payment of £6,500,000 from Yorkshire County Cricket Club in full settlement of the Council's loan to the Club.

DATE OF PUBLICATION: FRIDAY, 17TH JULY 2015

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** 5.00 P.M., FRIDAY, 24TH JULY 2015

(Scrutiny Support will notify Directors of any items called in by 12.00noon on Monday, 27th July 2015)