

Report of Director of City Development

Report to Executive Board

Date: 21 March 2018

Subject: LEEDS 20MPH LOCAL AREAS SPEED LIMIT PROGRAMME

Are specific electoral wards affected? If yes, name(s) of ward(s): All wards within Leeds	<input checked="" type="checkbox"/> Yes <input 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 checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary of main issues

1. The Council has a long standing ambition to provide 20mph zones and speed limits in residential areas, as endorsed by Executive and Scrutiny Boards in recent years and in line with ambitions of the Best Council Plan to make Leeds a Child Friendly City, to improve Transport and Infrastructure and to improve Health & Wellbeing. These schemes are also an integral part of the Council's Safer Roads Action Plan and have been making a major contribution to reducing road casualties which are at a record low level.
2. Lower speed limits in residential areas and around schools have significant benefits for road safety, where typically injury rates are reduced by 50% or more and the wellbeing of local communities where they are known to complement strategies for active travel modes such as walking and cycling. This report presents proposals and seeks approval to continue to the completion of programme for 20mph speed limits in all of the remaining suitable residential areas to complete the strategy in 2019.
3. The schemes in the proposed programme will be developed using the recent experience of similar schemes and the evidence from local monitoring and elsewhere to provide value for money schemes which are efficient and effective. This will be based on the establishment of signed 20 mph speed limits on an 'installation and review' basis where physical traffic calming measures will only be provided where monitoring shows them to be necessary to supplement the speed reducing effect of the regulations.

Recommendations

The Executive Board is requested to:-

1. Note the progress made with the establishment of 20mph speed limits and zones in suitable residential areas in Leeds.
2. Approve the proposals for the completion of schemes at all remaining identified sites for residential 20mph zones and speed limits programme in Leeds.
3. Give approval to incur expenditure of £500,000 to complete approximately 90 remaining 20mph speed limits in residential areas across Leeds, to be fully funded from the West Yorkshire Local Transport Plan grant.
4. Instruct the City Solicitor to advertise draft speed limit orders as necessary for the completion of this programme, and if no objections are received to make and seal the orders as advertised.
5. And to note:
 - a. Construction of the scheme is programmed to commence in the spring of 2018 for completion by summer 2019; and
 - b. That the Chief Officer Highways & Transportation will be responsible for implementation.

1 Purpose of this report

- 1.1 This report makes proposals for the final stage of completing a long standing programme to establish 20mph zones and speed limits in residential areas across Leeds.

2. Background information

- 2.1 The use of lower speed limits is a proven element of the Council's programme for road casualty reduction within which the use of 20 mph speed limits and zones has led to significant improvements in road safety in many of the city's residential areas with demonstrable reductions of up to 50% or more in road injuries.
- 2.2 The number of people Killed or Seriously Injured (KSI) in Leeds fell from 495 in 2000, to 294 in 2013 (40%). Since 2013 the figures have plateaued slightly although the trend is positive again with 310 KSI's in 2017. However, in order to make substantive further reductions it is proposed that there needs to be measures in place that can continue to improve the safety of the highway network in Leeds.
- 2.3 Against that background, the most recently fully monitored 20 mph programme implemented in 2013-14 has shown an average road injury reduction of 10 per year.
- 2.4 Twenty mile-per-hour speed limits and zones were first approved for national use in 1990 since when the Council has followed an increasingly intensive programme of introducing 20mph zones and speed limits in line with the prevailing standards engineering design principles. Subsequently, in 2013, the Department for Transport updated the guidance for such schemes and the setting of local speed limits with the aim of encouraging local authorities to make more use 20mph speed limits and 20mph zones for local speed management. This approach has provided for more flexible approach in to the use of these zones and limits in traffic engineering terms with particular emphasis on local residential and community areas such where pedestrian and cyclist movements are high, such as around schools, shops, markets, playgrounds and other areas which are not part of any major through route.
- 2.5 By adopting these flexibilities, since 2013 it has been possible to significantly increase the pace of scheme delivery residential areas across Leeds where schemes it has been possible to successfully introduce schemes which are largely provided for by signed only 20mph speed limits with physical engineering measures confined to locations known to have high existing speeds or proximity to busy and active frontages. This programme which had the goal of ensuring all schools within Leeds where within a 20 mph speed limit was approved by the Executive Board in February 2014 and the approach was further endorse by the former Scrutiny Board (Sustainable Economy and Culture) in March 2015, with a vision that all suitable residential streets within the district will be covered by a 20mph speed limit by 2020.
- 2.6 The objective of these 20mph zones and limits is to enhance the local environment by reducing vehicle speeds to create a safer road environment for all, but with a particular emphasis on children. The introduction of 20 mph zones in the vicinity of schools and their surrounding residential areas was specifically designed to enable children to engage in walking, cycling and scooting to school. It has become awell

established element of Leeds City Council's programme of road casualty reduction in residential areas which successfully reduced traffic speeds and the number of recorded injury accidents in these areas with typical reductions of 50% in the rate of road injuries including child pedestrians.

- 2.7 Twenty miles-per-hour speed limit areas have generally proved to be popular with local residents because of these benefits, although it is recognised that where physical measures are required to make a scheme work it is recognised that these have to be designed sensitively with appropriate consultation. Although in recent years the majority of the highest ranked casualty hot spot locations are areas have targeted been by this programme, there remain further areas and not only those containing schools where it is considered the continuing introduction of schemes will bring benefits to further local communities.
- 2.8 This success in reducing recorded injury accidents means that there is now an increased focus on using these zones as a way of creating a safer environment in line with the DfT guidance.
- 2.9 This approach means that there is still significant value in delivering the remaining 20mph schemes across residential areas of Leeds, despite the limited number of recorded injury accidents in these areas. Changing the de facto default speed limit in residential areas from 30mph to 20mph will improve road safety on an individual area basis – given that lower speeds will result in fewer and less severe injury accidents – but will also support a culture shift for motorists driving within residential areas and will deliver the wider benefits detailed above.
- 2.10 Although a very large number of residential streets have been covered, areas without schools do not form part of the current programme, and at this time there is no defined timescale for introducing 20mph zones or limits to those areas which do not include schools. There are estimated to be around 60 remaining areas across the city, in addition to the 30 remaining areas which include schools. The current rate of progress (around 15 20mph schemes per financial year) is such that to complete 20mph zones or limits for the estimated 90 remaining residential areas of Leeds – areas with and without a local school – would take in excess of 4 years, depending on the size of the area. As such a review has been undertaken to examine how the delivery of these remaining sites can be expedited.
- 2.11 In July 2017 the Environment Secretary asked local authorities to consider scrapping road humps in a bid to “optimise traffic flow” as part of the clean air agenda. Other cities have also progressed 20mph areas using speed limits without engineering measures, most notably Portsmouth, Bristol and Manchester. Building on the success of the programme since 2013 a review of the approach has been taken to see if greater flexibility is possible for the remaining locations, which for the most part do not include major clusters of road injuries nor road's with higher speeds.
- 2.12 The approach of only introducing the 20mph speed limit, without extensive engineering works, has been adopted by other cities in the UK, including Manchester, Portsmouth and Bristol. The Bristol approach has recently been reviewed by the University of the West of England, which concluded that the approach has seen a reduction in average traffic speeds of 2.7mph across the city. This has also led to a estimated 175 fewer recorded injury accidents each year, or 14% of the total annual rate.
- 2.13 Whilst it is considered that the casualty reductions and local benefits achieved in Leeds have more than justified the approach followed to date, the majority of the

remaining areas identified have lower extant levels of road casualties and generally characteristics that suggest a different approach is feasible. By taking a more flexible approach it is considered that a significant reduction in scheme costs of around two thirds can be achieved by adopting a manage and monitor approach to schemes which allows the level of physical measures to be significantly reduced whilst allowing those areas where speeds are found to exceed the 20 mph guidelines to be addressed. This approach would also be more in line with the lighter engineering approach to schemes which is becoming more widely used elsewhere.

- 2.14 Given the potential early value of the above approach a proposed package for the early delivery of the outstanding areas of the Leeds 20 mph programme has been developed.

3. Main issues

- 3.1 This report therefore proposes that the remaining residential and school areas in Leeds are progress solely as speed limits as part of a single package of work within the next financial year on the basis of a “manage and monitor” approach which reflects the benefits early delivery of the remaining programme will have in capturing long-term benefits of a culture shift in driver behaviour in residential areas is, however, more tangible, given that lower traffic speeds result in fewer and less severe injury accidents, and enable more walking and cycling journeys.
- 3.2 These areas are detailed on the appended plan and schedule in Appendices A & B, and cover areas in most wards across the city. A large scale copy of the plan will also available for members to view at the Executive Board meeting
- 3.3 This work would be completed by an approach that would enable all 20mph speed limits to be initially created without traffic calming works to control vehicle speeds, except in the vicinity of schools where considered appropriate by the engineer on the basis that the speed reductions that can be achieved by this approach will be within the appropriate tolerances. Upon completion all new schemes will be managed and monitored to ensure their effectiveness in speed reduction and casualty reduction and where this was demonstrably not being achieved this process would allow further interventions to be provided. It is emphasised that this process is not one size fits all and when, from the outset, the site assessment shows that a physical speed management measures will be essential these will be designed as part of the initial scheme.
- 3.4 As discussed above, residents often support the introduction of 20mph limits but have concerns over large quantities of engineering measures such as traffic calming. The approach proposed in this report is therefore likely to gain greater acceptance from local residents and to reduce the difficulties inherent in completing current schemes of this nature. Any follow up works will be justifiable through the review process, and thus far more likely to be accepted locally. As well as offering improved value for money without compromising effectiveness the proposed approach by allowing the 20mph programme in residential areas to be accelerate to completion in 2018/19, it will also release expected funding from Local Transport for

road safety over the subsequent period to target casualty reduction at known road sites locations across the city.

- 3.5 The wider introduction of 20mph speed limits throughout large areas of the city is likely to have a cumulative impact much greater than that realised in individual residential areas. The anticipated effect of 'normalising' a 20mph speed within these areas is to the long term benefit of actual and perceived road safety with significant additional improvements to use of these streets by the people of the city.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 The Executive Member for Regeneration, Transport and Planning has been consulted and supports these proposals.
- 4.1.2 Detailed consultation with ward members regarding the specifics of each individual scheme will be consulted following approval of this report and during the course of the individual scheme development as the programme is rolled forward.
- 4.1.3 The police are consultees for all scheme proposals, and initial discussions with West Yorkshire Police have confirmed their support for effective and self-enforcing zones and limits that operate within the national guidelines agreed by ACPO. Further detailed engagement with the Police will take place following consideration of this report. The remaining Emergency Services will be consulted according to normal protocols as the proposed schemes are developed.
- 4.1.4 Local consultation will take place using the processes previously established for this programme including a specific webpage and street notices during the statutory consultation process. Social media channels are also used to publicise proposals and direct comments to the webpage.
- 4.1.5 Following the completion of the programme, site will be monitored and respondents and issues will be addressed at the local scheme level.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An Equality & Diversity / Cohesion & Integration assessment has been completed for 20mph zones and limits, and this is appended to this report (Appendix C). The main benefits of a lower speed limit is reducing the risk of death or serious injury to children and older people, enabling children to travel safely and be more active. There will be benefits to disabled people in terms of greater ability to cross the road (through limiting the speed of traffic) and potential greater use of mobility scooters on the carriageway. There are no specific negative impacts on any of the equality characteristics.

4.3 Council policies and best council plan

- 4.3.1 The proposals presented in this report contribute to the activities and objectives set out in the current Leeds Safer Roads Action Plan 2017-18 and the Leeds Transport Strategy. The delivery of the remaining 20mph speed limit sites can be expected to contribute further to the road casualty reduction targets for Leeds.

4.3.2 The proposals also contribute the cross cutting priorities of the Best Council Plan 2017/18 including:

- **Child-Friendly City** – Keeping children safe, supporting families, raising aspirations and educational attainment
- **Transport and Infrastructure** – Connecting people and places, improving air quality, meeting housing needs
- **Health & Wellbeing** – Supporting healthy lifestyles, improving mental health and wellbeing, integrating health and social care

4.3.3 The proposals also complement the policies of the West Yorkshire Transport Strategy, most specifically:-

Policy “32. We will improve our residential areas with transport and streetscape improvements, using best practice in street design. We will work with local communities to make residential areas safer, healthier and greener, with attractive environments for play, walking and cycling.”

4.4 **Resources and value for money**

4.4.1 The cost of delivering the completion of this 20mph programme is £500,000 for approximately 90 schemes, delivering a cost per scheme of around £6,000. This covers all legal and staff fees and for the cost of signing each area. The total costs of the programme will be fully funded from the Local Transport Plan grant

4.4.2 This compares favourably with the previous programmes, where the average cost per 20mph zone scheme was £18,000.

4.4.3 Capital Funding and Cash Flow.

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's
LAND (1)	0.0						
CONSTRUCTION (3)	295.0	0.0	225.0	70.0			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	105.0	75.0	25.0	5.0			
OTHER COSTS (7)	100.0		100.0				
TOTALS	500.0	75.0	350.0	75.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's
LCC Supported Borrowing	0.0						
Revenue Contribution	0.0						
Capital Receipt	0.0						
Insurance Receipt	0.0						
Lottery	0.0						
Gifts / Bequests / Trusts	0.0						
European Grant	0.0						
Health Authority	0.0						
School Fundraising	0.0						
Private Sector	0.0						
Section 106 / 278	0.0						
Government Grant	500.0	75.0	350.0	75.0			
SCE (C)	0.0						
SCE (R)	0.0						
Departmental USB	0.0						
Corporate USB	0.0						
Any Other Income (Specify)	0.0						
Total Funding	500.0	75.0	350.0	75.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Parent Scheme Number : 99609

Title : Transport Policy Local Transport Plan

4.5 Legal implications, access to information, and call-in

4.5.1 The legal process for advertisement of the new 20mph zones and speed limits contains an objection provision. Any objections would have to be considered on

their merits by the Chief Officer (Highways & Transportation) under his delegated powers.

4.5.2 This report is eligible for Call-In.

4.6 Risk management

4.6.1 Currently the 20mph programme has typically delivered schemes in 15 residential areas per year which at present funding levels could take up to 4 years to complete the estimated 90 area schemes remaining.

4.6.2 The approach outlined in this report is designed through careful design and application of past experience to accelerate delivery to allow completion within the 2018/19 financial year. This approach will allow earlier benefits for road casualty reduction than would otherwise take place and allow residents in all remaining residential areas to realise the benefits of these 20mph zones and limits within this period, creating safer localities across the city with reduced numbers and severity of injury accidents. By adopting a managed and monitored approach to the proposed schemes it will be possible to ensure that the schemes are equally effective in delivery the anticipated road safety and community benefits.

5. Conclusions

5.1 These proposals will allow the early completion of a Leeds 20 mph speed limit programme covering all schools in residential areas and providing such speed limits in the majority of residential streets in the city.

5.2 This will realise benefits of improved road safety and an improved environment for sustainable travel for all users of the highway in these areas, but particularly local residents, and will do so significantly ahead of the current programme and with a certainty over future financial liabilities.

6. Recommendations

The Executive Board is requested to:-

1. Note the progress made with the establishment of 20mph speed limits and zones in suitable residential areas in Leeds.
2. Approve the proposals for the completion of schemes at all remaining identified sites for residential 20mph zones and speed limits programme in Leeds.
3. Give approval to incur expenditure of £500,000 to complete approximately 90 remaining 20mph speed limits in residential areas across Leeds, to be fully funded from the West Yorkshire Local Transport Plan grant.
4. Instruct the City Solicitor to advertise draft speed limit orders as necessary for the completion of this programme, and if no objections are received to make and seal the orders as advertised.
5. And to note:
 - a. Construction of the scheme is programmed to commence in the spring of 2018 for completion by summer 2019; and

- b. That the Chief Officer Highways & Transportation will be responsible for implementation.

7. Background documents¹

- 7.1 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.