

Report to Chief Officer (Highways & Transportation)

Report of Principal Traffic Engineer

Date: 12 January 2021

Subject: REVIEW OF 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
Has consultation been carried out?	<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 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

1. Main Issues

- In 2018 Leeds City Council's Executive Board approved an accelerated programme of delivery of 20mph speed limits across the city, to achieve the authority's ambition that all appropriate residential streets should be subject to a lower speed limit. Lower speed limits have been demonstrated to bring benefits for road safety, active travel choices and wellbeing.
- In order to achieve an accelerated delivery the Executive Board approved the delivery of the 20mph zones on an 'installation and review' basis. This meant that the speed limits could progress without installing significant quantities of traffic calming, and that the results of the speed limits could be definitively assessed following introduction. Since the approval of the programme over 90 individual areas have had 20mph speed limits provided.
- Since this time a limited number of locations have been identified which require additional traffic calming to support the lower speed limit.
- The current Covid-19 pandemic, plus other complications with competing projects, have resulted in delayed delivery of some schemes and some consequent underspend in the 2020/21 Local Transport Plan. It is proposed to take advantage of this opportunity to complete the identified sites in line with the commitment set out in the Executive Board report and to fully realise the road safety and other benefits in these areas. Other 20mph areas will be subject to further reviews as part

of forthcoming programmes of work and will be subject to further reports in due course.

2. Best Council Plan Implications

- The proposals contribute towards the Best City Priorities:
 - **Sustainable Infrastructure** – Improving transport connections, safety, reliability and affordability
 - **Health & Wellbeing** – Supporting healthy, physically active lifestyles.

3. Resource Implications

- The proposals in this report are fully funded from the 2020/21 Local Transport Plan
- No additional staff resources are required to deliver these proposals.

Recommendations

The Chief Officer (Highways & Transportation) is requested to:-

1. Note the successful delivery of 20mph speed limits and zones in suitable residential areas in Leeds to meet the ambition set out by Executive Board in March 2018; and
2. Note that Executive Board approved an “installation and review” approach to 20mph schemes to enable an accelerated delivery of remaining residential speed limits, and to ensure that resources were targeted at those areas with a demonstrated need; and
3. Note that the review detailed in this report has identified 12 areas which require further interventions to achieve the required speed reduction; and
4. Give approval to incur expenditure of £252,000 to provide traffic calming in these 12 areas to deliver these works, to be fully funded from savings in the West Yorkshire Local Transport Plan programme for 2020/21
5. Instruct the City Solicitor to advertise notices under the provision of Section 90c of the Highways Act 1980 to provide vertical traffic calming on the scheduled roads, and to note that any objections will be reported to the Chief Officer (Highways & Transportation) for consideration.

1 Purpose of this report

- 1.1 This report details the success in delivering residential 20mph speed limits across Leeds as part of a programme endorsed by Executive Board in 2018. It notes that these were introduced on an ‘installation and review’ approach, in order to accelerate delivery and to ensure that resources were used only where appropriate.
- 1.2 The report seeks to deliver additional traffic calming on 12 streets to deliver part of the outcome of the ‘installation and review’ approach, and to incur costs of £252,000 from existing programme underspend.

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 Leeds has had a long standing programme of delivering 20mph zones and limits across the city. These were originally targeted at areas with significant casualty histories, and successfully contributed to a reduction in the numbers and severity of casualties. The schemes generally involved engineering interventions, the cost of which limited the number of areas which could be included in any given year.
- 2.3 In 2018 Leeds City Council's Executive Board endorsed a new approach which allowed all remaining appropriate residential streets to be included within a 20mph speed limit. This approach, summarised as 'installation and review', allowed draft 20mph speed limit proposals to be developed which met the pre-existing traffic conditions as far as possible on the basis that the lower speed limits would likely have an effect through the provision of the new speed limit order and the associated signage. This approach negated the need for extensive traffic calming at the point of lowering the speed limit – physical traffic calming represents the greatest expense and also the greatest point of opposition from road users.
- 2.4 The "installation and review" approach required a commitment that any location which was not believed to be achieving reduced speeds through signage alone could be reviewed and subject to targeted traffic calming at a future date.

Current LTP programme

- 2.5 Leeds City Council has an annual programme of casualty reduction schemes funded through the Local Transport Plan. This programme seeks to provide engineering interventions to address proven casualty patterns, as part of the duty placed upon the council as Highway Authority for Leeds.
- 2.6 The current LTP programme was approved by the Chief Officer (Highways & transportation) in April 2020, and includes 9 schemes for construction and 4 feasibility studies valued at £761,000. This programme forms part of a rolling 2 year programme of feasibility, design and construction across the network.
- 2.7 There have been issues around a number of the individual projects which have prevented delivery during the 2020/21 financial year. Other major projects have taken priority on the highway network, and uncertainties have developed around some projects due to other planned works. This, coupled with the current constraints placed on the council by the Covid-19 pandemic (including reallocation of staff resources) have created difficulties for the delivery of this package and have resulted in some underspend of the committed funding.
- 2.8 This underspend offers an opportunity to deliver on the commitments of the 'manage and monitor' approach endorsed by Executive Board ahead of schedule.

3. Main issues

- 3.1 Since the report to Executive Board 20mph speed limits have been delivered in around 90 individual areas. The majority of these are having successful reductions in mean speeds, and consequent benefits in the number and severity of collisions would be expected.

- 3.2** In certain locations the mean speed reduction through signage alone is insufficient, and this requires additional traffic calming to further reduce traffic speeds. These locations are detailed in Appendix A.
- 3.3** This list has been developed based on feedback in recent months and following a review of recorded mean speeds at the locations indicated. It is not an exhaustive list of locations in the city and it is expected that further sites will be considered in due course once the new speed limits have “settled in” and properly reviewed. The appended list represents those locations where appropriate investigation has been undertaken at the time of writing.
- 3.4** It is still expected that the signing works detailed above will generally prove successful in achieving the lower speed limits, and that any future work will be limited to individual streets within the overall 20mph residential areas where mean speeds are in excess of the speed limit. Any future works will be reported to the Chief Officer in a similar manner with details of recorded mean speeds from individual streets. It is not expected that this work will expand beyond the remit detailed in the report to Executive Board.
- 3.5** The cost for the additional work is estimated at £252,000, and this can be met from the underspend in the current LTP programme outlined above. This will allow the final benefits of the 20mph programme to be fully realised in these areas.
- 3.6** It is also noted that whilst traffic volumes have reduced during restrictions associated with the current Covid-19 pandemic there is also an associated increase in both measured and perceived traffic speeds on some routes which is affecting confidence in the programme of lower residential speed limits. It is prudent to take advantage of the opportunities offered by the available funding to address this issue.
- 3.7** Road humps will be installed at appropriate intervals in the listed areas to achieve the reduction in mean speeds, and will be in line with existing standard details. Consultation will take place with affected frontages to ensure that there is local support for the works, and any objections to final proposals will be reported to the Chief Officer for consideration.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1** The Executive Member for Climate Change, Transport and Sustainable Development will be consulted following the approval of this report.
- 4.1.2** Detailed consultation with ward members regarding the specifics of each individual scheme will take place following approval of this report and during the course of the individual scheme development as the programme is rolled forward.
- 4.1.3** Further discussions with the Police and other emergency services will take place following approval of this report. Previous consultations with the Police have confirmed their support for effective and self-enforcing zones and limits that operate within the national guidelines agreed by ACPO and these proposals are expected to contribute to that approach.
- 4.1.4** Local consultation will take place as part of scheme delivery and in parallel with the advertisement of notices under Section 90C of the Highways Act 1980.

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 2020-21 and the Leeds Transport Strategy.
- 4.3.2 The proposals also contribute the cross cutting priorities of the Best Council Plan 2017/18 including:
- **Sustainable Infrastructure** – Improving transport connections, safety, reliability and affordability
 - **Health & Wellbeing** – Supporting healthy, physically active lifestyles.

Climate Emergency

- 4.3.3 The proposals will reduce traffic speeds through residential areas and encourage smoother driving at lower speeds which contributes to a reduction in vehicle emissions. This supports an overall reduction in carbon emissions which contributes to Leeds' climate emergency targets.

4.4 Resources and value for money

- 4.4.1 As noted in the report to Executive Board the 'installation and review' approach to delivering 20mph zones saw a significant reduction in cost per scheme. Installing the additional measures detailed in this report still reflects a reduction in overall and per-scheme costs
- 4.4.2 Funding from the additional measures detailed in this report is met from unrealised spend within the current LTP Casualty Reduction programme as detailed in 2.7 -2.8 above.
- 4.4.3 Total costs for delivering this package of work is £252,000 comprising £202,000 works and £50,000 staff fees.

4.4.4 Capital Funding and Cash Flow.

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2020 £000's	FORECAST				
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024/25 £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 2020 £000's	FORECAST				
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024/25 £000's
LAND (1)	0.0						
CONSTRUCTION (3)	202.0		202.0				
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	50.0		50.0				
OTHER COSTS (7)	0.0						
TOTALS	252.0	0.0	252.0	0.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2020 £000's	FORECAST				
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024/25 £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	252.0		252.0				
SCE (C)	0.0						
SCE (R)	0.0						
Departmental USB	0.0						
Corporate USB	0.0						
Any Other Income (Specify)	0.0						
Total Funding	252.0	0.0	252.0	0.0	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 Notices will be advertised under Section 90C of the Highways Act 1980 which requires local authorities to publish a notice of intent to construct road humps. Any objections would be reported to the Chief Officer (Highways & Transportation) for consideration.

4.5.2 This report is eligible for Call-In as it affects multiple wards.

4.6 Risk management

4.6.1 There are no specific risks, above those usually encountered when working on the public highway, associated with these proposals.

5. Conclusions

5.1 The 'installation and review' approach to 20mph speed limits endorsed by Executive Board in 2018 allowed for accelerated delivery of 20mph speed limits in residential areas across Leeds, achieving the benefits of reduced speed limits for many more people in the city. Since the completion of the speed limits reviews have taken place which have identified some areas which require additional traffic calming to support the projects and fully realise the improvements in actual and perceived road safety.

5.2 Current difficulties in delivering the 2020/21 LTP Casualty Reduction Programme have resulted in some underspend this financial year. Accelerating the installation of traffic calming in the identified streets to the 2020/21 financial year will take advantage of the opportunity provided by the underspend and allow for early realisation of benefits through these short turnaround projects.

6. Recommendations

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

- i) Note the successful delivery of 20mph speed limits and zones in suitable residential areas in Leeds to meet the ambition set out by Executive Board in 2018; and
- ii) Note that Executive Board approved an "installation and review" approach to 20mph schemes to enable an accelerated delivery of remaining residential speed limits, and to ensure that resources were targeted at those areas with a demonstrated need; and
- iii) Note that the review detailed in this report has identified 12 areas which require further interventions to achieve the required speed reduction; and
- iv) Give approval to incur expenditure of £252,000 to provide traffic calming in these 12 areas to deliver these works, to be fully funded from savings in the West Yorkshire Local Transport Plan programme for 2020/21
- v) Instruct the City Solicitor to advertise notices under the provision of Section 90c of the Highways Act 1980 to provide vertical traffic calming on the scheduled roads, and to note that any objections will be reported to the Chief Officer (Highways & Transportation) for consideration.

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.

8. Appendices

8.1 Appendix A: Review of 20mph speed limits and identified sites for further works

8.2 Appendix B: EDCI

Appendix A: Review of 20mph speed limits and identified sites for further works

No	Road & zone	Measured mean speed	Review notes	Proposals	Estimated cost
1	Montagu Place, Roundhay	25.2mph	Long standing local concerns regarding traffic speeds and volumes	8 humps	£32,000
2	Hough Top, Pudsey	27.8mph	No collisions, high mean speeds	8 humps	£32,000
3	Fearnville Road, Gipton & Harehills	24.8mph	Ongoing local concerns	6 humps	£24,000
4	Talbot Avenue	25.2mph	Adjacent high school	4 humps	£16,000
5	Victoria Park Avenue	23.8mph	Collisions at priority crossroads	4 humps	£16,000
6	Springhead Road	26.7mph	Residential distributor used by through traffic	3 humps	£12,000
7	Oatland Lane	27.6mph	20 zone encompasses a school and local amenities. 6 collisions over 5 years. High traffic volumes ~ 6500 veh/day	3 humps	£12,000
8	Scatcherd Lane	24.2mph	Long standing local concerns	6 humps	£24,000
9	Hawksworth Village	23.2mph	Adjacent primary school and high volumes of through traffic including HGV	3 humps	£12,000
10	Westwood Side, Morley	24.5mph	1 slight collision; local primary school and ongoing local concerns	5 humps	£20,000
11	Fairfield Crescent, Bramley	23.5mph	1 serious & 1 slight collision; high levels of local concerns and significant proportion of anti-social driving.	9 humps	£36,000
12	Leeds Road, Allerton Bywater	24.7mph	Local amenities including primary school.	4 humps	£16,000

Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions.

Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Highways & Transportation
Lead person: Chris Way	Contact number: 0113 3787493

1. Title: Review of Leeds 20mph Local Areas Speed Limit Programme

Is this a:

- Strategy / Policy**
 Service / Function
 Other

If other, please specify

2. Please provide a brief description of what you are screening

In 2018 Leeds City Council’s Executive Board approved an accelerated programme of delivery of 20mph speed limits across the city, to achieve the authority’s ambition that all appropriate residential streets should be subject to a lower speed limit. In order to achieve an accelerated delivery the Executive Board approved the delivery of the 20mph zones on an ‘installation and review’ basis. This meant that the speed limits could progress without installing significant quantities of traffic calming, and that the results of the speed limits could be definitively assessed following introduction.

Since this time a limited number of locations have been identified which require additional traffic calming to support the lower speed limit. The current Covid-19 pandemic has resulted in some underspend in the 2020/21 Casualty Reduction Programme funded from the Local Transport Plan and it is proposed to take advantage of this opportunity to introduce some traffic calming on identified streets to

fully realise the road safety and other benefits in these areas.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		X
Have there been or likely to be any public concerns about the policy or proposal?	X	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 	X	

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

Consultation will take place with affected householders via letter following the approval of the project. This will be supplemented by individual consultation as necessary.

Internal consultation will include the access officer to ensure that mobility issues are drawn out.

- **Key findings** (think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

Introducing further traffic calming to support the programme of 20mph speed limits allows all of the benefits of lower speed limits to be fully realised. This includes a reduction in the number and severity of recorded injury collisions, plus the creation of a road environment more suited to walking and cycling and/or mobility support vehicles.

This is expected to reduce the negative impact of traffic on these streets and increase equality across all residents.

- **Actions** (think about how you will promote positive impact and remove/ reduce negative impact)

The design of the works is in accordance with adopted standard details which have been developed over time to reduce differential impact.

Consultation will ensure that directly affected residents are reached and that the proposals are tailored to meet individual needs.

5. If you are **not already considering the impact on equality, diversity, cohesion and integration you **will need to carry out an impact assessment.****

Date to scope and plan your impact assessment:

Date to complete your impact assessment

Lead person for your impact assessment
(Include name and job title)

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Nick Hunt	Traffic Engineering Manager	16 th November 2020
Date screening completed		14 th November 2020

7. Publishing

Though **all** key decisions are required to give due regard to equality the council **only** publishes those related to **Executive Board, Full Council, Key Delegated Decisions** or a **Significant Operational Decision**.

A copy of this equality screening should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record.

Complete the appropriate section below with the date the report and attached screening was sent:

For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent:

