

MAYOR & CABINET		
Report Title	Introducing a borough wide 20mph speed limit	
Key Decision	Yes	Item No.
Ward	All	
Contributors	Executive Director for Resources and Regeneration	
Class	Part 1	Date: 14 January 2015

1. Summary

- 1.1 20 mph zones have been introduced in residential areas throughout Lewisham over the last 12 years as part of the borough's traffic safety schemes. As a result 65% of the borough's roads are now 20 mph roads.
- 1.2 The primary function of a 20mph zone is to reduce speed throughout and hence the number and severity of road traffic casualties. In 2008 a report commissioned by Transport for London regarding 20mph zones in London included amongst its conclusions that: "On average, between 1991 and 2006, there has been a 1.7% decline in all casualties each year on London's roads" and "Historically, 20 mph zones in London have reduced overall casualties within (20mph) zones by 42% above this background decline."
- 1.3 To create a consistent and fair road network for all borough road users the Labour manifesto for the 2014 mayoral and local elections - 'Lewisham Together, towards a better future' plans to build on the success of the 20mph zones by introducing a borough 20 mph speed limit.

2. Purpose of the Report

- 2.1 This report seeks approval for the proposed approach for the implementation of a 20mph speed limit on all borough roads, and proposes a programme of work covering the planning and delivery period between 2014 and 2017.

3. Recommendations

- 3.1 It is recommended that the Mayor :
 - i) agrees the proposed approach for the implementation of a 20mph limit on all borough roads, including the proposed programme for planning and delivery of the new limit and mitigation

ii) authorise officers to initiate the statutory procedures to extend the coverage of 20mph limits to all roads for which Lewisham is the Traffic and Highway Authority

iii) agrees to the preparation of a communication and publicity campaign to be carried out in parallel with the statutory procedures and scheme implementation.

iv) agrees that the impact of the implementation of a borough wide 20 mph limit be monitored and reported to Mayor & Cabinet.

v) agrees to the use of £1.13m from reserves to fund (i) to (iv) above.

4. Policy Context

4.1 'The Greater London Authority Act requires each London Borough to prepare a Local Implementation Plan (a LIP) to implement the London Mayor's Transport Strategy (MTS) within their area. The strategy was published on the 10th May 2010, alongside statutory guidance to London boroughs on LIPs.

4.2 Lewisham's LIP was approved by the Lewisham Mayor and the London Mayor. The LIP was developed within the framework provided by the MTS and consists of an evidence base, objectives, targets and initial three year programme. The goals, objectives, and outcomes for the LIP reflect local policies and priorities and are aligned with the Council's Corporate Priorities and the Sustainable Community Strategy.

4.3 The introduction of local area 20mph speed limit zones has been included in all previous LIP submissions. To create a consistent and fair road network for all borough road users the Labour manifesto for the 2014 mayoral and local elections - 'Lewisham Together, towards a better future' plans to build on the success of the 20mph zones by introducing a borough 20 mph speed limit.

5. Background

Evidence

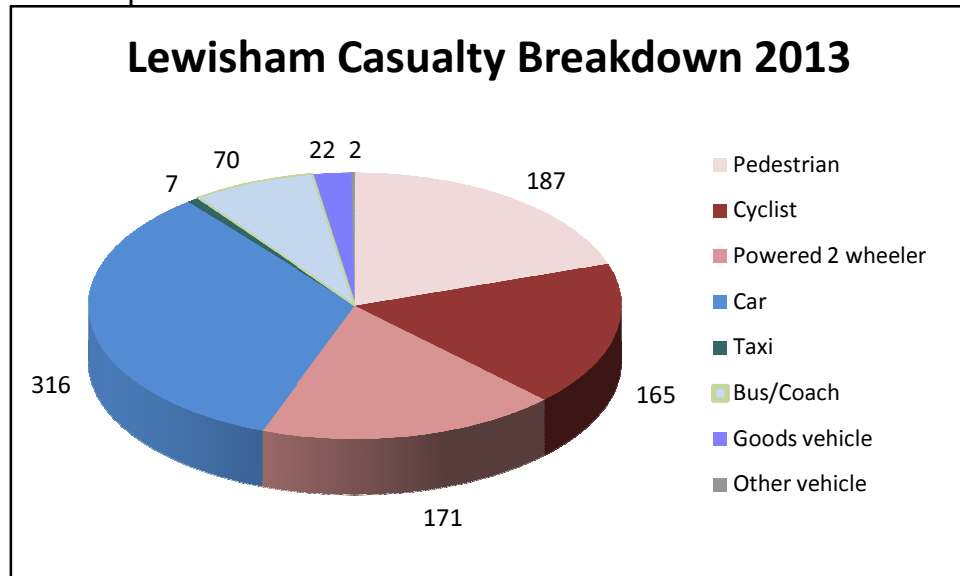
5.1 Research shows that on urban roads with low traffic speeds any 1 mph reduction in average speed can reduce the collision frequency by around 6% (Taylor, Lynam and Baruya, 2000) There is also clear evidence confirming the greater chance of survival of pedestrians at lower speeds.

5.2 The Royal Society for the Prevention of Accidents (RoSPA) identified a 2.5% chance of a pedestrian being fatally injured when struck at 20mph, compared to a 20% chance at 30mph (Reducing Road Traffic Casualties)

5.3 A national study carried out by TRL in 1996 showed that 20mph speed limits were beneficial in reducing accidents and slowing down traffic. Speeds in the 200 zones that were monitored slowed by an average of 9% with a 27%

decrease in personal injury accidents, and a 70% reduction in accidents resulting a fatality or serious injury.

- 5.4 Lewisham data shows the breakdown of vulnerable road users injured in the borough in 2013. Cyclists, pedestrians and motorcyclists all benefit from slower speeds.



Approach to date

- 5.5 Over recent years, the Council has taken a step-by-step approach to the introduction of 20mph limits. This has generally been a data-led approach which prioritised and targeted areas with high speeds and/or collision rates, before the design and implementation of schemes in consultation with local residents.

- 5.6 This has been a successful approach which has resulted in a significant reduction in the number and severity of personal injury accidents. Currently two thirds of borough roads in Lewisham are now 20mph, this equates to approximately 262.7 kilometres of the road network.

Time for a new approach

- 5.7 The extensive introduction of 20mph limits across much of the borough has helped to address many of the most obvious casualty hot spots, and over recent years, although the implementation of new 20mph limits has to some degree tailed off, this is mainly due to the collision hot spots being treated with engineering measures. However this still leaves an obvious inequality for our vulnerable road users in the areas that have remained in the 35% of borough roads that remain at 30mph.

- 5.8 Slower speeds benefit the whole community. Those currently suffering the greatest inequalities tend to live nearer to busy roads and therefore

benefit more from 20mph limits. 20 mph reduces health inequalities by extending the life expectancy of disadvantaged people.

- 5.7 At the same time, relaxation of the DfT guidance relating to 20mph zones (DfT Circular 01/2013) now allows the use of signage and road markings in place of vertical and horizontal deflections even where 'before' speeds are relatively high. This potentially allows main roads to be included in 20mph zones. The advantage of such an approach is that coverage of all borough roads could be achieved at a relatively low cost. Such a borough wide approach may also help to change behaviour and attitudes among road users.
- 5.8 However the DfT guidance goes on to state that research into signed only 20mph speed limits shows that they generally lead to only small reductions in traffic speeds. Signed only 20mph speed limits are therefore most appropriate for areas where vehicle speeds are already low. If the mean speed is already at or below 24mph on a road, introducing a 20mph speed limit through signing alone is likely to lead to general compliance with the new speed limit. If limits are set unrealistically low for the particular road function and condition, it may be ineffective and drivers may not comply with the speed limit.
- 5.9 A number of borough roads, particularly main roads, are likely to have average speeds above the 24 mph average, however the issues of poor compliance on roads particularly where the mean speed of traffic is high can be addressed via driver education, speed and collision monitoring and targeted physical interventions including engineering measures and static/average speed cameras.

The proposed approach and programme of work

- 5.10 Data collection will take place to benchmark and establish current speeds. As the speed limits signs are implemented on going monitoring of speeds and compliance will take place. Where we identify locations that require action to slow down traffic speeds the publicity will be enhanced in the location. If this does not improve situations then physical measures may be considered through the LIP programme.
- 5.11 A step by step approach will be used throughout the programme delivery ;-
1. Agree overall approach, governance and funding (M&C in Dec 2014)
 2. Data collection of speeds/ analysis of data (six months from Jan 15 - June 15).
 3. Consultation with key stakeholders such as the emergency services, TfL, and neighbouring authorities - Police are likely to object to the borough wide implementation initially as some roads may not be suitable without traffic calming to ensure self-enforcing compliance. We will work closely with the Met Police to work out issues and resolve them so we can deliver a joined up approach and a successful implementation process throughout the scheme. (Jan 15 - Sept 15).

4. Review policy relating to the design of 20mph areas and the programme of work for the introduction of the limit. (Sep 15 – Mar 16)
5. Complete the required programme of work for Traffic orders and implementation (April 16 - July 16). This assumes minimal work on the ground at this stage.
6. Design options (interventions) to encourage/enforce compliance (May 17 - Oct 17)
7. Arrange formal consultation on compliance measures with emergency services and buses (Sept 17 - Dec 2017).
8. Carry out a widespread 'hearts and minds' publicity and public information campaign as part of LB Lewisham's new Road Safety Plan Jan 2015 to March 2018

5.13 The programme will follow a schedule of work, building on the 20mph zones already in existence.

Work programme timetable	Start	Finish
Pid Agreement	Oct 14	Oct 14
Consult with M&C and agree strategy	Nov 14	Dec 14
Planning/Inception Stage (Start Up & Initiation)		
Data collection & analysis -	Jan 15	June 15
Key stakeholder consultation	June 15	Sept 15
Review Design Guidelines, Sign audits & Design	Sept 15	Mar 16
Consultation and campaign messages	Jan 15	Mar 18
Delivery Stage		
Traffic orders application	Mar 16	
Implementation	Mar 16	July 16
Monitoring	Sep 16	Mar 18
Design options for roads with low compliance	Oct 16	Oct 17
Implementation of remedial measures	Jan 17	Mar 18

5.14 The DfT also states that it is important that traffic authorities and police forces work together in determining, or considering any changes to speed limits. Also to achieve compliance there should be no expectation on the police to provide additional enforcement beyond their routine activity, unless this has been explicitly agreed. Work with the Metropolitan Police Service will be on going throughout the introduction of the speed limit.

5.15 The current official position of the MPS is that they support the introduction of 20mph zones and limits by Local Authorities but insists that they should be self-enforcing through physical traffic calming measures. Where traffic is found to be exceeding 20mph then further physical engineering should be considered as a first option. If this does not work then it may be the case that where vulnerable road users are within the zone, the MPS may consider that enforcement can take place.

6. Consultation and Publicity

- 6.1 A programme of publicity and advertising materials will be available to support the implementation of the speed limit. Information will be available on social media, Lewisham website and to schools and businesses to ensure that there is a great awareness of the speed limit for residents, local businesses. Information on the introduction of the speed limit and on media such as bus backs and petrol stations on the main routes will also be available for those travelling through the borough.
- 6.2 A full communication plan will be available after consultation with the Communications Team.
- 6.3 The initial consultation will be carried out with the local police. A survey of current speeds will be collected and a programme of delivery will be formulated.
- 6.4 A timetable of implementation will be publicised and great effort will be made to ensure drivers are aware of the programme of delivery.
- 6.5 The fact that the speed limit in 65% of the borough is already 20mph the main focus of the campaign materials will be to build on fairness for all road users in all areas of the borough will be the main point.
- 6.6 Campaign materials will focus on information making drivers aware that they are entering a borough that is committed to reducing casualties and making the roads safe for all road users.
- 6.7 Regular feedback to the Modern Road Scrutiny Review will be provided through the delivery of the programme.

7. Financial Implications

- 7.1 A best estimate of the budget required has been prepared for the necessary work to achieve an effective and enforceable borough wide 20mph speed limit and this is set out below. The total cost is £1.23m and this will be funded from the Council's reserves. The project will be contained within this sum however as the scheme progresses more accurate costings will become known and should there be any significant deviation requiring an increase in this sum then a further report will be presented to Mayor & Cabinet to update the position

10. Project Finances**10a. Project Expenditure**

Estimated Project Costs					
Costs	Current Year/Future Years				Total
	2014/15	2015/16	2016/17	Future years	
Data Collection	£40,000				£40,000
Preliminary consultation and publicity		£5,000			£5,000
Review policy, design approach and programme		£15,000			£15,000
Detailed design for implementation		£50,000			£50,000
Implementation inc. traffic orders, sign and line removal and replacement			£100,000		£100,000
Data collection and review			£40,000		£40,000
Design options for interventions to improve compliance			£60,000	£60,000	£120,000
Consultation			£5,000	£5,000	£10,000
Implement options for interventions to improve compliance			£400,000	£400,000	£800,000
Data Collection			£20,000	£20,000	£40,000
Ongoing publicity			£5,000	£5,000	£10,000
TOTAL	£40,000	£70,000	£630,000	£490,000	£1,230,000

8. Legal implications

8.1 In relation to safety, section 39 of the Road Traffic Act 1988 requires the Council to:

- a) prepare and carry out a programme of measures designed to promote road safety and
- b) carry out studies into accidents arising out of the use of vehicles on roads or parts of roads within their area, and;
 - i. in the light of those studies take such measures as appear to them to be appropriate to prevent such accidents, those measure to include the dissemination of information and advice relating to the use of roads, the giving of practical training to road users or any class or description of road users, the construction, improvement, maintenance or repair of roads for the maintenance of which they are responsible and other measures taken in the exercise of their powers for controlling, protecting or assisting the movement of traffic on roads, and;
 - ii. in constructing new roads, must take such measures as appear to them to be appropriate to reduce the possibilities of such accidents when the roads come into use.

The introduction of a borough wide 20mph speed limit will support the work detailed in the LIP.

8.2 In addition the Council has a broad duty to maintain those highways for which it is responsible. The Council can also take pro-active steps in improving highways, by virtue of various powers given to it under the Highways Act 1980.

8.3 The Road Traffic Regulation Act 1984 gives the Council the ability to provide pedestrian crossings, and introduce other measures that complement physical alterations to the roads themselves, such as speed limits or one-way restrictions. Both Acts give the Council implicit powers to incur expenditure to achieving those ends. The 1984 Act imposes a duty on the Council, in exercising its powers under the Act, to do so in a way which, so far as practicable, secures the expeditious, convenient and safe movement of traffic, including pedestrians and the provision of suitable and adequate parking facilities on and off the highway. In complying with that requirement, the Council must have to have regard to:

- a) the desirability of maintaining reasonable access to premises;
- b) the effect on the amenities of the locality, and in particular the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads involved run;

- c) the national air quality strategy;
- d) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles and
- e) any other matter which appears to be relevant.

The Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996 was made pursuant to the 1984 Act and together with the Act prescribes the procedures to be undertaken when making an order of the nature proposed by this report. Such procedures include the obligation to consult prior to the making of such an order, and the requirement to consider any objections received as a result of such consultation. The decision whether or not to continue with the order making process after having taken into account any representations received will be made in accordance with the Mayoral scheme of Delegation as set out in the Council's Constitution.

- 8.4 In coming to a decision whether or not to implement the 20 miles per hour limit on Borough roads the Mayor will have to weigh up the benefits of the scheme against the cost of funding it, taking into consideration only relevant considerations and ignoring those which are not relevant
- 8.5 The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 8.6 In summary, the Council must, in the exercise of its functions, have due regard to the need to:
 - eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - advance equality of opportunity between people who share a protected characteristic and those who do not.
 - foster good relations between people who share a protected characteristic and those who do not.
- 8.7 The duty continues to be a "have regard duty", and the weight to be attached to it is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 8.8 The Equality and Human Rights Commission has recently issued technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice". The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the should do to meet the duty. This includes steps that are

legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at: <http://www.equalityhumanrights.com/legal-and-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>

8.9 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:

1. The essential guide to the public sector equality duty
2. Meeting the equality duty in policy and decision-making
3. Engagement and the equality duty
4. Equality objectives and the equality duty
5. Equality information and the equality duty

8.10 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equality-duty/guidance-on-the-equality-duty/>

9. Crime and Disorder Implications

9.1 There are no significant implications for the prevention of crime & disorder. However, the road safety and traffic management programmes in this report contribute to a safer environment which encourages motorists to drive with respect and in compliance of the highway code.

10. Equalities Implications

10.1 The Council's Comprehensive Equality Scheme for 2012-16 will provide an overarching framework and focus for the Council's work on equalities and help ensure compliance with the Equality Act 2010.

10.2 An Equalities Analysis Assessment has been developed alongside the LIP to ensure that any potential adverse impacts were fully considered and, where necessary, appropriate changes made. The overall findings of the assessment were that the proposals within the LIP do not discriminate or have significant adverse impacts on any of the protected characteristics.

10.3 Instead, the focus on improving access to services and better, safer streets will have broadly positive impacts on the local community. More specifically,

the proposed schemes will reduce hazards for blind and partially sighted people, older people and those with impaired mobility.

11. Environmental Implications

- 11.1 The preparation of the Local Implementation Plan (LIP) has been accompanied by a parallel process of Strategic Environmental Appraisal (SEA). A part of that process involved the development of objectives against which the proposals in the LIP might be assessed.
- 11.2 With regards to cumulative effects the assessment suggest that with all the policies, schemes and measures implemented through the period of the LIP, there are likely to be significant positive effects on SEA objectives relating to health, air quality, promoting more sustainable modes of transport, promoting safer communities, improving road safety, and improving accessibility in the Borough.
- 11.3 The proposed schemes will reduce hazards and make the road environment more attractive for pedestrians and cyclists. It is considered that the imposition of restrictions on vehicle movement referred to in the report, will not adversely impact on either the national or the Council's own air quality strategies.

12. Background documents and originator

Background documents:

- Lewisham Together – Towards a better future – Labours manifesto - 22 May

For further details about the content of this report contact Liz Brooker, Road Safety and Sustainable Transport Manager, 020 8314 2254, liz.brooker@lewisham.gov.uk