

MAYOR & CABINET			
<b>Report Title</b>	The Lewisham borough wide 20mph speed limit – update on progress to-date and proposals to increase compliance with the new speed limit.		
<b>Key Decision</b>	Yes		Item No.
<b>Ward</b>	All		
<b>Contributors</b>	Executive Director for Resources and Regeneration		
<b>Class</b>	Part 1	Date 20 September 2018	

## 1. Summary

- 1.1 In January 2015 Mayor and Cabinet gave approval to the introduction of a 20mph speed limit on all of the borough's roads.
- 1.2 As a result of this a 20mph speed limit on all borough roads was introduced in September 2016. As planned the scheme was implemented based on a signed only approach and no physical "calming" measures were introduced.
- 1.3 Before and after traffic speed and volume surveys were taken on around 150 roads to provide information on the effectiveness of the signed only limit and indicate where further interventions are required to encourage compliance with the new limit.
- 1.4 This report details the progress to date and provides information on the benefits achieved to date. The report goes on to look at a proposed strategy for the prioritisation of non-conforming roads for speed reduction measures and the measures that could be used.
- 1.5 It should be noted that this report does not seek further funding for this programme.

## 2. Purpose of the Report

- 2.1 To update the Mayor and Cabinet on the successful introduction of a 20mph speed limit covering all borough roads and report on the speed reductions achieved using the "signed only" approach as agreed in the minutes of the Mayor and Cabinet meeting on 14<sup>th</sup> January 2015.
- 2.2 This report seeks approval for the proposed strategy for prioritising roads for speed reduction treatment where compliance to the 20mph speed limit is low.
- 2.3 Based on the proposed strategy mentioned in paragraph 2.2 the ensuing prioritised list of roads to be "traffic calmed" is shown on Appendix "A".

- 2.4 The report seeks approval in principle to include the possible use of average speed cameras for enforcing the speed limit where the use of physical measures such as speed humps, speed cushions, chicanes etc. is impractical, prohibitively expensive or would result in unacceptable dis-benefits to other road users such as emergency service vehicles and buses etc. This is only likely to occur on the larger Lewisham roads such as Downham Way, Brockley Road, Southend Lane etc. Note that if this technology is found to be feasible a further report will be presented to Mayor and Cabinet with detailed proposals seeking agreement to their use.
- 2.5 This report also gives further information on the types of speed reduction measures that may be considered for use in achieving greater compliance with the 20mph speed limit.

### **3. Recommendations**

- 3.1 It is recommended that the Mayor :
  - i) agrees the approach set out in this report for prioritising roads for speed reduction measures to reduce speeds where compliance to the new speed limit is low and speeds remain at unacceptable speeds.
  - ii) agrees the proposed list of roads to be treated with speed reduction measures based on the approach agreed in para 3.1 i) and shown in Appendix "A".
  - iii) authorise officers to further investigate the use of average speed cameras to enforce the 20mph speed limit and the management options and costs of such systems.
  - iv) agrees that the impact of the implementation of the borough wide 20mph limit continues to be monitored for changes in speeds and personal injury traffic collisions (when sufficient collision data becomes available).
  - v) notes the possible use of average speed cameras subject to their suitability, affordability and approval (by Mayor and Cabinet).

#### **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 Sustainable Community Strategy and the Corporate Priorities as follows

It supports the achievements of the Sustainable Community Strategy policy objectives:

- a. Safer : where people feel safe and live free from crime, antisocial behaviour and abuse;
- b. Clean green and liveable: where people live in high quality housing and can care for and enjoy their environment;
- c. Dynamic and prosperous: where people are part of vibrant communities and town centres, well connected to London;
- d. Clean, green and liveable: improving environmental management, the cleanliness and care for roads and pavements and promoting a sustainable environment and
- e. Strengthening the local economy: gaining resources to regenerate key localities, strengthen employment skills and promote public transport.

It also supports the following Corporate Priorities:

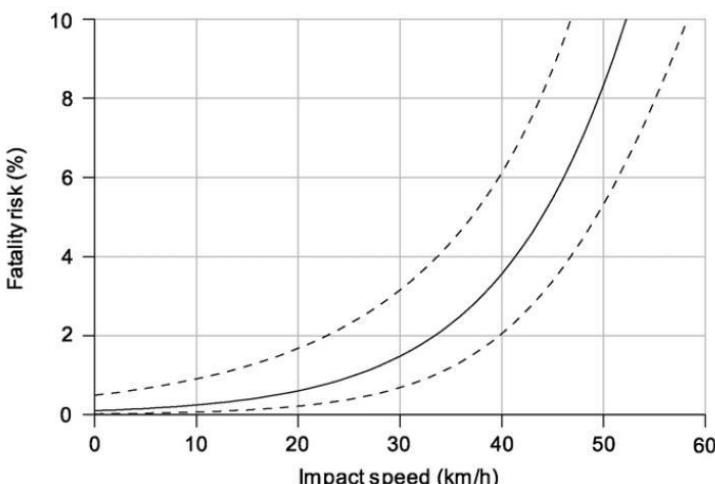
- i. **community leadership and empowerment** – developing opportunities for the active participation and engagement of people in the life of the community;
- ii. **clean, green and liveable** – improving environmental management, the cleanliness and care for roads and pavements and promoting a sustainable environment;
- iii. **safety, security and a visible presence** – partnership working with the police and others and using the Council's powers to combat anti-social behaviour;
- iv. **strengthening the local economy** – gaining resources to regenerate key localities strengthen employment skills and promote public transport;
- v. **active, healthy citizens** – leisure, sporting, learning and creative activities for everyone and

- vi. **inspiring efficiency effectiveness and equity – ensuring efficiency, effectiveness and equity in the delivery of excellent services to meet the needs of the community**

## 5. Background

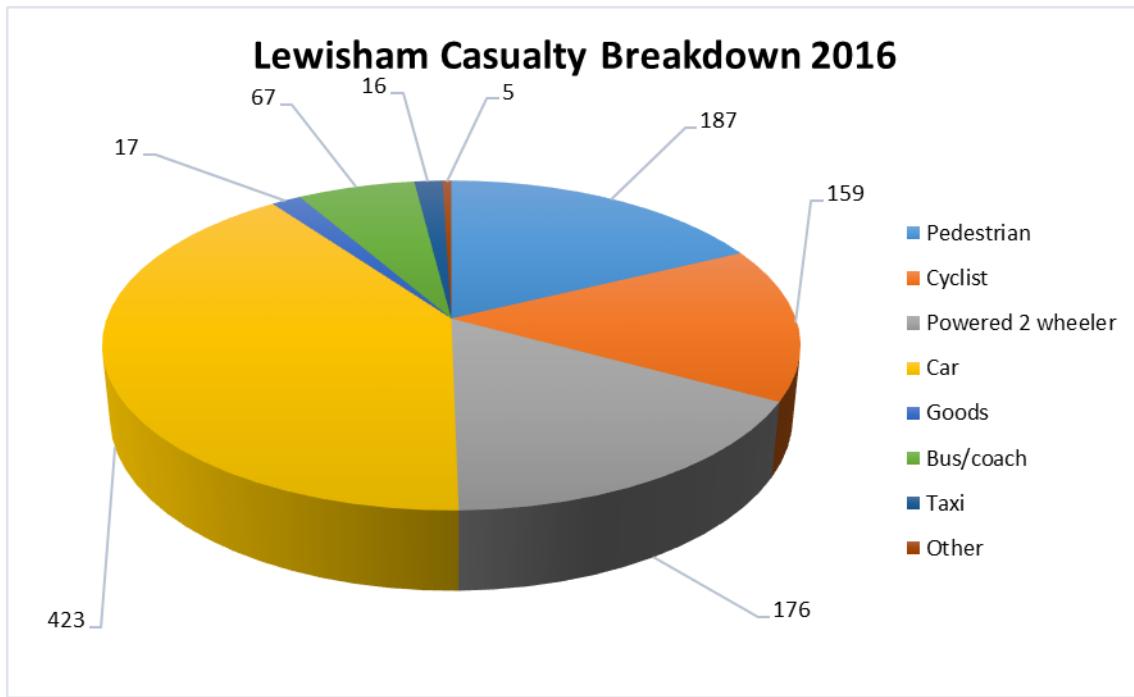
### Evidence

- 5.1 Research shows that on urban roads with low traffic speeds a 1 mph reduction in average speed can reduce the collision frequency by around 6% (TRL Report 421: Taylor,Lynam and Baruya, 2000) There is also clear evidence confirming the greater chance of survival of pedestrians at lower speeds.
- 5.2 A recent document (RoSPA Road Safety Factsheet – November 2017) identified the studies which had produced the most reliable modern estimates. The results from one of these studies is presented in figure 1, which shows a fatality risk of 1.5% at 20 mph versus 8% at 30 mph.



*Fig 1: Showing the relationship between the risk of fatal injury to adult pedestrians and vehicle impact speed (the solid line is the most likely estimate and the dotted lines show the 95% confidence limit).*

- 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 in a fatality or serious injury.
- 5.4 Lewisham data shows the breakdown of vulnerable road users injured in the borough in 2016. Cyclists, pedestrians and motorcyclists all benefit from slower speeds.



### **Progress to date**

- 5.5 Since the 20mph borough speed limit scheme was agreed in January 2015 a number of milestone events have occurred including:
- November 2015 – pre 20mph limit speed and volume surveys carried out over a selected control sample of roads (around 150 roads).
  - April – May 2016 – Statutory consultation undertaken on all borough roads being changed from 30 to 20mph.
  - 6 September 2016 – 20mph borough speed limit went live.
  - June 2017- post 20mph limit speed and volume surveys repeated on the same control sample of roads.
  - February 2018- Post implementation report finalised giving information of the effectiveness of the signed only scheme. *Note: - this report was mainly concerned with speed changes (reductions) and not collisions as only four months post 20mph limit introduction collision data was available which was insufficient for comparison purposes.*

### **Post Implementation Monitoring Results and Discussion**

- 5.6 Overall the introduction of the boroughwide 20 mph limit within Lewisham has been successful at reducing speeds. However in common with the results of other signed only large scale 20mph schemes the reductions have been relatively small. Studies of other similar schemes indicate that the expected speed reduction would be around 1mph. The report findings concluded that:

1. in the control sample the roads with the 20 highest 85<sup>th</sup> percentile speeds in the 2015 survey all saw a reduction in speeds after the 20mph scheme was introduced. The average 85<sup>th</sup> percentile speed reduction over these 20 streets was 2.3mph. *Note that the 85<sup>th</sup> percentile speed is the speed at or below which 85% of all vehicles are observed to travel under free flowing conditions.*
2. in the control sample 19 of the 20 roads with the highest mean speeds in the 2015 survey had a reduction in speeds after the 20mph scheme was introduced. The average mean speed reduction over the 20 roads was 2.0mph.
3. The overall speed reduction achieved over all sites surveyed was 0.5mph but larger reductions were achieved on the “faster roads”.

4. The effect of lower speeds on personal injury collisions cannot be ascertained until at least one year's post implementation collision data is available and this can only be considered as indicative. A reliable estimate of the effect on personal injury collisions will only be available once three years post implementation data is available. Based on the current lag time for publishing confirmed collision data (around 10-12 months) the first analysis should be possible in late 2018 / early 2019.
- 5.7 Although some speed reduction has been achieved the results of the July 2017 surveys show that some drivers continue to choose to travel at unacceptable speeds on a number of the borough's roads. Possible reasons for this include:
  - a) The current signed only arrangements were designed to minimise the amount of street clutter introduced whilst still being sufficiently visible to drivers. It may be necessary to review the sign provision and sizing.
  - b) Many drivers associate 20mph speed limits with smaller residential roads and/or with roads with traffic calming features (humps, chicanes etc). As the general "look" and "feel" of the roads has not changed many drivers continue to drive at the old (and still widespread in many other areas) 30mph limit.
  - c) Many drivers are in a rush to get to their destination and due to the well documented cuts to the Met Police there are very low levels of enforcement meaning that their risk of being "caught" and prosecuted is low.
  - d) Transport for London's (red route) roads through the borough are still mainly 30mph and are thus inconsistent with our borough roads.
- 5.8 As might be expected larger roads tend to have higher traffic speeds. Although these roads contain 20mph signage they may not "feel" like 20mph roads and many drivers will continue to travel at the currently more widespread limit of 30mph. As time goes on, and particularly with the possible adoption of a vision zero policy (to reduce fatal and serious injury traffic accidents to zero) it is likely that 20mph will become the norm on the majority of roads in London. A more widespread adoption of a 20mph speed limit in London should result in better compliance and less need for physical or other enforcement measures. However in the short/medium term interventions to reduce speeds are considered necessary where speeds continue to be unacceptably high.
- 5.9 Based on the results of the latest speed surveys there are a large number of roads that will need to be "treated" to reduce speeds. In the past most traffic calming treatments in Lewisham have been a combination of various measures that rely on "vertical" vehicle deflection such as "humps", "cushions" and "tables". However these measures can have drawbacks namely:

1. Speed humps - very effective at speed reduction however cannot be used bus routes or the agreed “emergency services priority route network (ESPRN)”
  2. Speed cushions – generally used in place of speed humps on bus and the ESPRN routes. Designed so that larger vehicles such as buses and ambulances can “straddle” them thus causing less delay and comfort to passengers. However this also means that a lot of larger cars can also straddle them. Hence they are not as effective as speed humps on speed reduction and can create problems for buses etc. where they are unable to “straddle” them due to parked vehicles etc.
  3. Speed tables – Effectiveness can be similar to road humps when used with the maximum gradient on/off ramps (1:10). They can be used on bus routes and the ESPRN however the maximum allowable on/off ramp gradient is 1:20 and they are therefore less effective at speed reduction. On bus routes the level “plateau” of the table must be a minimum of six metres long. They are more expensive than humps or cushions especially if constructed “kerb to kerb” where new gullies and connections to the public sewer network are normally required.
- 5.10 The use of conventional “vertical” deflection traffic calming measures will be suitable for many of the roads that will need to be “treated”. However where feasible consideration will also be given to the use of alternative measures such as horizontal deflections including pinch-points, chicanes, and narrowings (possibly linked to a pedestrian crossing facility) or priority changes at junctions. However the costs of measures involving the construction of traffic islands, kerb build outs etc. are relatively high which is likely to limit their widespread use.
- 5.11 The use of average speed cameras is becoming more widespread on British roads and they have been shown to be very effective at controlling traffic speed. This type of technology is also becoming less expensive and may be suitable for use on 20mph roads. However there are a number of matters that need to be considered on the use of this technology. These include:
1. Historically the use of speed cameras has been associated with roads with high fatal and serious injury collision levels only.
  2. The data emanating from these systems would need to be “fed-back” to a suitable organisation to process the speeding violations that are recorded above that deemed suitable for a 20mph limit. (This would normally be around 24 mph).
  3. Possible income from “fines” to feed back into road safety. However, “fines” emanating from the use of the cameras may be seen as a money making exercise and so a clear policy would be needed on the use of any surplus monies produced (after all costs have been deducted).

4. The use of cameras (rather than physical measures) could potentially have advantages for some road users such as emergency service vehicles and buses where the use of more conventional measures may cause delays and discomfort.
5. They can be visually less conspicuous than physical traffic calming features if designed well.
6. No disruption to carriageway surface. Physical traffic calming features (humps/cushions etc.) often result in local surface weakness and premature local failures. This means they have lower carriageway maintenance costs, compared to roads with vertical deflection.
7. Possibly easier and safer infrastructure to maintain as it is less likely to require operations in the carriageway.

Based on the above the use of average speed cameras may be considered on one or two suitable routes where a high number of personal injury collisions are currently occurring and high speeds are a contributory factor.

- 5.12 Overall, although speeds have marginally reduced in the roads monitored there are still a large number of roads where the speed of traffic remains unacceptably high. It is proposed to address this through a number of actions including driver education, speed and collision monitoring and targeted physical interventions including engineering measures and possibly average speed cameras.

### **Prioritisation of roads for speed reduction measures**

- 5.13 The reduction of speeds in the “fastest” roads is essential to:

- Improve compliance to the posted 20mph speed limit;
- Increase confidence and reduce scepticism of local people on the new speed limit, many of whom currently witness speeds far excess of 20mph;
- Reduce traffic collisions and associated casualties – both in number and severity; and,
- Reduce the perception of traffic danger and fear of accidents, particularly in non-classified residential roads, thereby encouraging more people to walk and cycle.

## **Discussion on prioritisation methodology**

- 5.14 It is proposed that the prioritisation system is data-led and designed to meet the objectives of the borough 20mph programme to achieve greater compliance with the reduced speed limit. It is further proposed that the prioritised list of roads to be treated is reviewed annually based on latest available collision and speed data and any proposed changes or additions to the programme presented to Mayor and Cabinet for agreement.
- 5.15 During the development of the prioritisation methodology, consideration was given to a number of factors that could be considered relevant for the process and their effects (or likely effects) on the ranking of roads for treatment. The factors discussed here are not exhaustive but are thought to be the most relevant. The factors considered were:
- a) Speed – The primary aim of this project is that traffic on all borough roads should be travelling at a maximum speed of 20mph. Arguably this is the most important factor to be taken into consideration.
  - b) Personal Injury Collisions – the main reason for reducing speeds is clearly to reduce road traffic collisions and personal injuries particularly to those considered more vulnerable, who continue to be over-represented in casualty numbers..
  - c) Traffic volumes – It can be argued that the risk of collision between a vehicle and a vulnerable road user will increase where there are more passing vehicles. This relationship may be linear but could increase markedly when traffic volumes are high and people are not prepared to wait and take more risk. However the risks associated with this could already be reflected in the collision data and so it could be seen as double counting.
  - d) Pedestrian volumes –The risk is likely to increase as the number of pedestrians crossing increases. Although not measured for this analysis the prevalence of schools, shops and other attractors could be used as a basis for introducing this as a criteria. Again the risks associated with this could already be reflected in the collision data and so it could be seen as double counting.

- e) Cost / Benefits – The costs of treatment against the forecast collision reduction benefits could be considered. However the ideal method would be to estimate the likely speed reduction that would occur given the proposed measures to be introduced and then apply it to the collisions that were occurring to forecast the collision reductions and hence get an estimate of financial savings to produce a cost/benefit value. However any meaningful evaluation of this criteria is likely to be difficult and time consuming. It is likely to require a more developed level of design and consideration of different designs. At the same time a more detailed collision analysis should be carried out to ascertain the amount that speed contributed to the collisions. In practical terms this is considered unachievable for the current exercise but could be considered later in the programme subject to resources being available.

Following discussion it was proposed that only criteria a) [speed] and b) [personal injury collisions] should be considered for the current prioritisation process.

- 5.16 Analysis was carried out on the effect of introducing an element of “personal injury collisions” to the “excess 7-day 85th percentile speeds” found from the ATC surveys in Summer 2017.

*(Note - the “excess 7-day 85th percentile speed” is the measured 85<sup>th</sup> percentile speed (averaged over 7 days) minus 24mph which is the 85<sup>th</sup> percentile speed that would normally denote a “successful” 20mph speed limit). So if the 85<sup>th</sup> percentile speed is 30mph, the excess speed is 6mph).*

- 5.17 Appendix “A” shows the priority list of roads that was produced based on the analysis that was considered to be the “best” compromise between traffic speed and personal injury collisions. (The list also includes vehicle flow data and budget estimates for deemed suitable traffic calming works).

Notes:

- a) The traffic calming “designs” for the budget estimates are outline designs only based on desk studies using OS maps and Google “streetview”.
- b) The budget costs of the proposed traffic calming measures are based on standard designs and therefore some variations will occur (E.g. where a road is or wider or narrower than that used for the estimated cost).
- c) The budget costs are for the construction works only and do not include any necessary surveys, detailed design, Traffic Regulation Notices and works administration etc.

- 5.18 A further complication in the priority list relates to the treatment of roads that had more than one survey location. For the analysis the point survey results have been assumed as applying to a certain length of road in as logical a manner as possible. In these situations there are a number of ways that this

could be dealt with and the following possible courses of action were considered:

- 1) Their data could be averaged.
- 2) Where they are reasonably close in the priority they could list combine them at the higher level.
- 3) The sections of road could be treated separately.

Following discussions it was proposed that option 2) be adopted which would prevent "piecemeal" traffic calming on parts of these roads. Appendix "A" incorporates this proposal.

### **Implementation of the proposed programme of traffic calming measures.**

- 5.19 The previous programmes of area wide traffic calming undertaken in residential areas were not specifically targeted at "high speed" or "high collision" roads and tended to involved a high degree of informal public consultation prior to detailed scheme development. The main "driver" of this "blanket" approach was that collisions in such area tend to be haphazard and follow no patterns and hence a general reduction in speed would reduce the number and severity of collisions resulting in personal injuries.
- 5.20 However the current proposals involve a strategy to only target roads that have high speed / traffic collision issues. It is therefore proposed that consultation on the proposed works will follow that required by highway laws and regulations such as those pertaining to the introduction of speed humps and waiting and loading restrictions. One of the main benefits this "statutory" consultation is that it ensures that any objections to the proposals have to be formally considered and responded to in accordance with the relevant legislation.
- 5.21 Local Assemblies and Council Members will however be consulted directly on any works proposed within their Ward.
- 5.22 The proposed designs will seek to minimise any negative environmental impacts on local residents.
- 5.23 Where practicable/desirable traffic calming measures may be designed with features that provide a better environment for pedestrians such as raised tables "doubling-up" as informal crossing points.
- 5.24 The design process will ensure that cycle safety is fully considered during the development of the proposed traffic calming measures.
- 5.25 The order in which the top 30 priority roads are "treated" will not be in strict priority order number and is expected to be varied for a number of reasons including:

- a) Roads in the vicinity of schools or other attractors likely to mean that a high number of crossing movements occur and hence increased risk of traffic/pedestrian conflict.
- b) Scheme complexity – more simple schemes can be implemented easily and allow benefits to be realised earlier – “quick wins”.
- c) Road works management – works may be delayed where highway permits have already been issued for work by another statutory authority such as gas, water, telecommunications etc.
- d) General traffic management – some roads can be extremely sensitive to disruption when works are carried out on them. Works may need to be programmed to fit with times that will cause less disruption to traffic flows and hence reduced congestion.

## **Future speed monitoring and possible changes to the prioritised list of traffic calming schemes.**

- 5.26 The reduction of traffic speeds is an important element in the drive to reduce personal injury traffic collisions. The Mayor of London's 2018 Transport Strategy includes in his proposals:

“The Mayor, through TfL, the boroughs and policing and enforcement partners, will seek to reduce danger posed by vehicles by:

- a) Introducing lower speed limits and improving compliance with speed limits through design, enforcement, technology, information and appropriate training. Twenty miles per hour limits will continue to be implemented on London's streets, with 20mph considered as part of all new schemes on the Transport for London Road Network. TfL will look to implement 20mph limits on its streets in central London as a priority, with implementation being widened across inner and outer London as soon as is practicably possible. TfL will work with the boroughs to implement lower speed limits on their streets, prioritising designs that are self-enforcing and that do not place an additional burden on policing partners.....”

- 5.27 In order to ascertain progress on the reduction of traffic speeds towards acceptable 20mph limit levels it is proposed that speeds surveys are undertaken annually at around 150 “control” sites throughout the borough. These surveys will be undertaken at a similar time of year to minimise the risk of errors due to seasonal traffic variations.

- 5.28 The current prioritised list of roads for traffic calming treatment is based on the first set of post-20mph speed surveys undertaken about 10 months after the new speed limit was introduced. As the new speed limit “beds-in” adherence it may be greater in some roads than others. It is therefore proposed that the priority list be reviewed as each new data-set becomes available to ensure that it is based on the most up to date information and hence maximum benefit is gained from the resources expended.

- 5.29 The results of the annual speed monitoring and any ensuing changes to the priority list of roads for traffic calming treatment will be included in future Mayor and Cabinet reports.

- 5.30 The current official position of the Metropolitan Police Service (MPS) is that they support the introduction of 20mph zones and limits by Local Authorities but insist 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.

## **Future Programme**

- 5.31 A step by step approach is being used throughout the programme delivery :-
1. Agree priority list in this report for treatment to reduce speeds (July 2018).
  2. Annual speed and volume data collection and analysis on “control” sample of roads. (June 2018 – September 2018).
  3. Commence detailed design on priority list of top 30 schemes. (July 2018)
  4. Commence formal consultations with key stakeholders such as the emergency services, TfL, and neighbouring authorities. Police are likely to support the proposed interventions as they favour 20mph limits to be self-enforcing to encourage compliance. We will continue to 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. (September 2018).
  5. Commence construction of top 30 priority list schemes. (November 2018).
  6. Annual speed and volume data collection and analysis on “control” sample of roads. (June 2019 - September 2019).
  7. Report latest speed/volume data and progress on priority list schemes to Mayor and Cabinet and recommendations for any ongoing strategy to achieve acceptable speeds. (July 2019)
  8. Estimated completion of construction of top 30 priority list schemes. (April 2020).
  9. Continue ‘hearts and minds’ publicity and public information campaign as part of LB Lewisham’s new Road Safety Plan.

- 5.13 The latest programme will follow the implementation of the signed only works that created the borough wide 20mph zone. The aim of this programme will be to improve reduce ambient speeds and hence increase compliance.

<b>Work programme timetable</b>	Start	Finish
PID version 2 agreement	May 18	Jun 18
Consult with M&C and agree strategy	Jul 18	Jul 18
<b>Speed reduction works</b>		
Detailed design of speed reduction measures in priority roads	July 18	July 19
Key stakeholder consultation	Sept 18	Sept 19
Implementation of works on site	Nov 18	Feb 20
Measure works and agree final accounts	Jan 19	Apr 20
<b>Monitoring and reporting</b>		
Annual speed and volume surveys on controlled sample of roads	Jun 18	Jul 18
Prepare report on traffic speeds / volumes to gauge current “success” of 20mph programme and review priority list of roads requiring traffic calming measures	Sep 18	Oct 18
Annual speed and volume surveys on controlled sample of roads	Jun 19	Jul 19
Prepare report on traffic speeds / volumes to gauge current “success” of 20mph programme.	Sep 19	Oct 19

## **6. Consultation and Publicity**

- 6.1 Consultation will continue with the local police regarding enforcement of the 20mph speed limit.
- 6.2 Consultation will be undertaken with key stakeholders on the proposed programme of traffic calming works.
- 6.3 Campaign materials will continue to focus on information making drivers aware that they are entering a 20mph borough that is committed to safe speeds and hence reducing casualties and making the roads safe for all road users.

## **7. Financial Implications**

- 7.1 At the outset of this project a “best estimate” was produced for the likely cost of achieving an effective and enforceable borough wide 20mph speed limit. The total programme cost was estimated at £1.23m.
- 7.2 Following implementation of the initial scheme and the first review of post scheme speeds it has been possible to quantify the speed changes that have been achieved and a plan for follow on works has been formulated (see Appendix “A”). The overall estimated costs of the interventions on the 30 priority roads is £1.169M.

- 7.3 The latest review of the project finances shows that £768,988 remained unspent of the original allocation of £1.23M from Council reserves at the start of the 2018/19 financial year.
- 7.4 The 2018/19 LIP allocation from Transport for London also includes a confirmed allocation of £200k for Road Safety Measures that will be utilised on this programme. It is also proposed to include sums of £100k for Road Safety Measures on the borough 20mph programme in the Annual Spending Submissions for LIP funding in each of the years 2019/20 and 2020/21.
- 7.5 Table 1 shows the current funding forecast for the programme and Table 2 shows the current expenditure forecast. The nature of the proposed programme of 30 individual projects means that the expenditure will be carefully controlled by only releasing schemes where sufficient funding is available to avoid the risk of over-expenditure.

**Table 1 - Borough 20mph Scheme - Funding Forecast**

<b>Funding</b>	<b>Current Year/Future Years</b>				<b>Total</b>
	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>Future years</b>	
<hr/>					
Borough Reserves	<b>£317,000</b>	<b>£451,988</b>			£768,988
Transport for London - Local Implementation Plan	<b>£200,000</b>	£100,000	£100,000	Not known	£400,000
<b>TOTAL</b>	£517,000	£551,988	£100,000	£0	£1,168,988

Note: Figures in shaded boxes denote planned but unconfirmed funding.

**Table 2 - Borough 20mph Scheme - Expenditure Forecast**

Scheme Costs	2018/19	2019/20	2020/21	Future years	Total
-					
Data Collection					£0
Detailed design of options to improve compliance.	£50,000	£35,000			£85,000
Statutory consultation on proposals	£10,000	£10,000			£20,000
Site works administration	£20,000	£25,000			£45,000
Implementation on site (contractor's costs)	£437,000	£481,988	£100,000		£1,018,988
<b>TOTAL</b>	<b>£517,000</b>	<b>£551,988</b>	<b>£100,000</b>	<b>£0</b>	<b>£1,168,988</b>

## **8. Legal implications**

- 8.1 The report recommends the introduction of a number of measures on roads within the borough that will improve safety for road users. In bringing forth such measure the Council is meeting its obligations with regards to safety, set out in section 39 of the Road Traffic Act 1988. This 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.

- 8.2 The introduction of a borough wide 20mph speed limit in September 2016 was an important step to reducing traffic collisions on Lewisham's roads and numbers and severity of personal injuries resulting from those collisions. Following speed surveys undertaken in summer 2017 the Council proposes to introduce traffic measures in a number of roads where compliance with the new speed limit is not considered satisfactory.
- 8.3 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.
- 8.4 The Road Traffic Regulation Act 1984 gives the Council, as the traffic authority, the power to make the order introducing a borough wide 20mph speed limit. That Act together with the Highways Acts provides the powers for the Council to carry out the measures proposed in the report including measures that complement physical alterations to the roads themselves. 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 Council in implementing any such traffic calming measures would have to carry out the consultation and give the notices required by the regulations made pursuant to the Highways Act 1980.

- 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 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:  
<https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty-guidance>
- 8.9 The Equality and Human Rights Commission (EHRC) has 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. 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:

## **9. Crime and Disorder Implications**

- 9.1 Although the main purpose of the highway interventions proposed in this report is to the number and severity of personal injury traffic collisions there are some implications for the prevention of crime & disorder. As these interventions are designed to reduce traffic speeds to those considered “acceptable” within a 20mph limit less traffic speeding offences are likely to occur.

## **10. Equalities Implications**

- 10.1 The Council’s Comprehensive Equalities Scheme ‘opportunity and responsibility for all’ 2016-20 provides 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 vulnerable road users including 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 programme of interventions will reduce hazards and make the road environment more attractive for vulnerable road users such as 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:

- **Report to Mayor and Cabinet - Boroughwide 20 mph speed limit** (14<sup>th</sup> January 2015).  
<http://councilmeetings.lewisham.gov.uk/documents/s33031/Cover%20Sheet%2020mph%20speed%20limit.pdf>
- **Mayors Transport Strategy – Greater London Authority 2018**  
<https://www.london.gov.uk/sites/default/files/mayors-transport-strategy-2018.pdf>
- **Lewisham Local Implementation Plan (LIP) – (2011–2031)**  
<https://www.lewisham.gov.uk/mayorandcouncil/aboutthecouncil/strategies/Documents/Local%20Implementation%20Plan%202011-31.pdf>
- **Lewisham Boroughwide 20mph Limit Review report** (Appendix A)

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