

Cabinet Member Delegated Decision

Introduction of Borough Wide 20mph Speed Limit

Date of Decision 20 July 2015

Wards: All

Report Authorised by: Sue Foster, Strategic Director, Delivery

Portfolio: Jennifer Brathwaite, Cabinet Member for Environment & Sustainability

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Report summary

Lambeth Council is committed to working with residents to make their local neighbourhoods cleaner and greener. This report proposes the introduction of a borough-wide 20mph speed limit.

Finance summary

The proposals outlined in this report are projected to cost approximately £700,000 and will be funded from the 20mph Limit project budget, which itself is funded from the annual Borough Local Implementation allocation from TfL. This is on the Capital Investment Programme (CIP) as project number 915274 and has a total budget of £700,000 for 2015/16.

Recommendation

To implement the introduction of a borough-wide 20mph limit under section 84 of the Road Traffic Regulation Act 1984:

1 Context

- 1.1 In 2011, Lambeth became the first Local Authority in the UK to publish a Road Danger Reduction Strategy, through which the Council sought to address the sources of road danger, namely the speed and number of motorised vehicles, and promote less dangerous forms of transport such as walking and cycling. A key commitment in the Road Danger Reduction Strategy is the introduction of a borough-wide 20mph speed limit for all roads within the jurisdiction of Lambeth's highway authority and to seek support from Transport for London (TfL) for a 20mph limit on parts of the TfL Road Network (TLRN) as well. Reducing the overall speed of traffic on the roads will reduce

the number and severity of injuries to all road users, and will also help to create a calmer street environment where people feel safer to walk and cycle.

- 1.2 A three-month consultation was undertaken on the draft version of Lambeth's 2011 Transport Plan. There were a total of 1005 responses to the consultation with additional feedback from 6 town centre exhibitions. 89% of respondents supported the Plan's approach to road danger reduction with many suggesting a borough-wide 20mph limit.
- 1.3 At present, approximately 50% of Lambeth roads are within a 20mph zone, where physical measures, such as speed humps and speed cushions, are used to lower vehicular speed. Funding from Transport for London (TfL) has been allocated to the Council through the Local Implementation Plan (LIP) to "investigate and undertake the introduction of a 20mph speed limit to the entire public highway within the borough".
- 1.4 A 20mph speed limit does not necessitate traffic calming in the traditional sense. The Department for Transport (DfT) Circular 01/2013 provides guidance to highway authorities who are considering 20mph zones and limits and prescribes that 20mph limits can be implemented using just signage and line markings. This piece of guidance has more or less set the scene for highway authorities across the UK to deliver a 20mph limit within reasonable timescales and costs, with many highway authorities adopting a mix of physical traffic calming and signing / marking.
- 1.5 By reviewing what other highway authorities have done and following DfT guidance it is envisaged that Lambeth could become fully 20mph by April 2016 through the provision of on street signage and road markings. Where speed continues to present a road safety problem physical traffic calming measures will be considered for implementation in 2017/18, subject to funding.

2 Proposals and reasons

- 2.1 From the commitment contained in Lambeth Transport Plan and Lambeth Cycling Strategy 2013 it is proposed to introduce a 20mph speed limit across the whole of borough. The lead cabinet member has initiate proposals for a borough wide 20mph speed limit.
- 2.2 The proposed 20mph speed limit would apply to all the roads within the Lambeth boundary that are currently subject to the national 30mph speed limit for built-up areas. Where 20mph speed limits already apply to roads within the area, these will be retained.
- 2.3 The 20mph speed limit will be indicated by regulatory traffic signs and roadmarkings, which will conform to the Traffic Signs Regulations and General Directions 2002. In addition to upright regulatory signs, measures such as "20" roundel carriageway markings and vehicle activated warning signs would be used to encourage compliance with the 20mph speed limit.
- 2.4 Initially physical measures will not be employed to control the traffic speeds. However, after the implementation of the 20mph limit, the speeds will be monitored and at locations where speeds are not coming down appropriate physical measures will be

taken as part of a strategic programme. It is felt that the use of this evidence-base is the best way to make most effective use of limited resources.

2.5 The key objectives of the proposal are:

- To improve health by encouraging more people to take up walking and cycling, increasing mobility for children and older people;
- To improve road safety by reducing the number and severity of casualties;
- To improve the local community by creating 'healthy' streets where all feel safe to walk, cycle and play.

2.6 Public Health studies have shown that increased levels of physical activity have benefits for general health and quality of life, particularly amongst the younger and older members of the population. The evidence demonstrates that the most effective way to increase levels of physical activity is by supporting measures which increase walking, cycling and children's outdoor play. The danger (or the perception of danger) associated with higher vehicle speeds is one of the main factors which discourages people (particularly more vulnerable road users) from walking and cycling and dissuades parents from allowing their children to play outdoors.

2.7 It is generally acknowledged that there is a strong correlation between speed, the likelihood of collision and the severity of injury. Research has shown that on urban roads with low average traffic speeds a 1mph reduction in average speed can reduce the collision frequency by around 6%. There is also evidence that the severity of the injuries experienced by casualties diminishes with lower speeds and, in particular, that survival rates for pedestrian casualties are higher when vehicle speeds are low.

2.8 Lower traffic speeds can produce environmental and other benefits. Generally, driving more slowly at a steady pace consumes less fuel and produces less pollution. There is also evidence to suggest that lower traffic speeds can actually improve traffic flow through junctions and reduce congestion. If more people are encouraged to walk and cycle, as a consequence of lower traffic speeds, they become less dependent on private motor transport. Decreasing car use translates into reduced traffic congestion and lower levels of atmospheric and noise pollution. There are other community benefits to be realised. For example, the presence of higher numbers of pedestrians and cyclists provides increased passive surveillance, which can help to reduce crime and anti-social behaviour.

3 Finance

The proposals outlined in this report are projected to cost approximately £700,000 and will be funded from the 20mph Limit project budget, which itself is funded from the annual Borough Local Implementation allocation from TfL. This is on the Capital Investment Programme (CIP) as project number 915274 and has a total budget of £700,000 for 2015/16. There are no material revenue funding implications.

4 Legal and Democracy

- 4.1 The Council's powers to implement the measures proposed in this report are principally set out in the Road Traffic Regulation Act 1984 (RTRA) and will require the making of a Traffic Management Orders (TMO).
- 4.2 In making such Orders, the council must follow the statutory consultation procedures set out in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996. The said Regulations, prescribe inter alia, specific publication, consultation and notification requirements that must be strictly observed. It is incumbent on the Council to take account of any representations made during the consultation stage and any material objections received to the making of the Order, will be reported back to the decision maker before the Order is made.
- 4.3 The following principles of consultation were set out in a recent High Court case. First, a consultation had to be at a time when proposals were still at a formative stage. Second, the proposer had to give sufficient reasons for any proposal to permit of intelligent consideration and response. Third, adequate time had to be given for consideration and response, and finally, the product of consultation had to be conscientiously taken into account in finalising any statutory proposals. The process of consultation had to be effective and looked at as a whole and it had to be fair. Fairness might require consultation not only upon the preferred option, but also upon discarded options. The Council is obliged to take account of any representations made at that stage and any material objections received will need to be reported back to the decision maker before an Order is made. All objections received must be properly considered by the decision maker in the light of administrative law principles, Human Rights law and the relevant statutory powers.

Section 149 of the Equality Act 2010 sets out the new public sector equality duty replacing the previous duties in relation to race, sex and disability and extending the duty to all the protected characteristics i.e. race, sex, disability, age, sexual orientation, religion or belief, pregnancy or maternity, marriage or civil partnership and gender reassignment. The public sector equality duty requires public authorities to have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity and
- Foster good relations between those who share a protected characteristic and those who do not.

Part of the duty to have "due regard" where there is disproportionate impact will be to take steps to mitigate the impact and the Council must demonstrate that this has been done, and/or justify the decision, on the basis that it is a proportionate means of achieving a legitimate aim. Accordingly, there is an expectation that a decision maker will explore other means which have less of a disproportionate impact.

The Equality Duty must be complied with before and at the time that a particular policy is under consideration or decision is taken – that is, in the development of policy options, and in making a final decision. A public body cannot satisfy the Equality Duty by justifying a decision after it has been taken.

In addition to the above, Section 175A of the Highways Act 1980 extends a specific duty upon local authorities to have regard to the needs of the disabled and the blind in the execution of certain street works (namely the placing of lamp-posts, bollards, traffic signs, apparatus or other permanent obstructions) which may impede such persons.

The Council's constitution delegates to Directors and Assistant Directors (Delivery) the authority to consider objections received from statutory consultation as part of the Traffic Order making process, subject to a formal report setting out the objections, with clear recommendations, being submitted for approval and the power to make, amend or revoke traffic orders, following the consideration of such objections.

5 Consultation

5.1 As per section 1.2 a consultation of the Borough's draft 2011 Transport Plan indicated that 89% of respondents supported the Plan's approach to road danger reduction with many suggesting a borough-wide 20mph limit.

5.2 An overarching communications strategy has been formulated to:

- Create and build awareness about the project and its benefits;
- Obtain buy in from key figures in the community and community organisations;
- Reach out and communicate with residents, businesses and visitors of the Borough across various media channels;
- Keep people up to date with the progress of the project.

The communications strategy is included as Appendix 1.

5.3 Further to the communications strategy, the procedure to be followed by the Council in making traffic orders under Section 6 is set out in Schedule 9, Part III of the 1984 Act and the Local Authorities, Traffic Orders (Procedure) (England and Wales) Regulations 1996. This sets out, inter alia, a requirement to advertise the proposed order in a local newspaper and if the Council considers it is desirable, to also display notices describing the proposed order in the streets concerned. It is incumbent on the Council to take account of any representations made as a consequence of such advertisement and display, and if any material objections are received to the making of the Order, the matter will be reported back to the Director before the Order is made.

It is anticipated that the borough wide Traffic Orders will be advertised from between the months of September to October 2015.

6 Risk management

6.1 The key risk would be continuing concerns about pedestrian and cyclist safety if the 20mph limit was not implemented. See Appendix 2 for risk management / assessment.

7 Equalities impact assessment

- 7.1 An Equalities Impact Assessment was carried out in preparing the Lambeth Transport Plan 2011 to assess equalities impacts of the Council's sustainable transport policies and projects. The introduction of the 20mph speed limit proposals will have no adverse effect on any of the equalities groups.

8 Community safety implications

- 8.1 Evidence from several towns and cities across England shows that the implementation of 20mph limits reduces the number and severity of road traffic collisions. The Government has recommended that local authorities consider 20mph speed limits in cities based on this evidence. The severity of injuries sustained in the event of a collision is directly linked to the speed at which vehicles travel. A pedestrian, if struck by a vehicle driving at 20mph, is likely to suffer slight injuries. At 30mph they are likely to be severely hurt and at 40mph or above are likely to be killed. Reducing the speed limit to 20mph will improve safety for pedestrians and cyclists

9 Organisational implications

- 9.1 None

10 Environmental implications

- 10.1 The proposals in the report will have positive impact on reducing carbon emissions, increasing the city's resilience to climate change and help to achieve a sustainable Lambeth.

11 Staffing and accommodation implications

- 11.1 None

12 Procurement

- 12.1 The scheme will be implemented using existing framework and term contracts already in place.

13 Health

- 13.1 The essential key condition for sustainable travel is creating the conditions in which walking and cycling are more attractive than car use. Methods that pull people toward active travel include increasing the percentage of the local road network where speeds are limited e.g. to 20mph. This can be done affordably with signage, engagement and without road humps. This project should encourage more walking and cycling.

14 Timetable for implementation

LAMBETH COUNCIL BOROUGH WIDE ZOMBIE PROPOSALS

	Q1-2015			Q2-2015			Q3-2015			Q4-2015			Q1-2016			Q2-2016		
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun
Feasibility	Complete																	
Communication Campaign	Ongoing																	
Design - Ph1	Consistent																	
Statutory Consultation - Ph1	Instructed																	
Implementation - Ph1	Informed via Design Team																	

Feasibility Accident Statistics, Research and Benchmarking, Speed Surveys, Analyse and Map Survey Data, Provisional Programme.
Communication Campaign Develop Core Strategy and Brief, Tender and Award Campaign, Campaign Planning and Approval, Campaign Roll-out, Result Analysis.
Design - Ph1 Site asset information gathering, Design, Contractors Package.
Statutory Consultation - Ph1 Draft Traffic Orders, Advise Traffic Orders, Objection Management, Officers Delegated Report and Approval.
Implementation - Ph1 Contractor Mobilisation, Site Clearance, Implementation of new signs and road markings.

DESIGN - Ward Roll-Out

April
 Bishops
 Princes
 Oval
 Vassal
 Herne Hill
 Thurlow Park
 Mid-May

Streatham Wells
 Streatham Hill
 Tulse Hill
 Brixton Hill
 Ferndale
 Coldharbour
 Mid-May
 June

Stockwell
 Larkhall
 Clapham Town
 Clapham Common
 Thornton
 St Leonards
 Streatham South
 Knights Hill
 Slippy Hill
 July
 August

Audit trail				
Consultation				
Name/Position	Department or Organisation	Date Sent	Date Received	Comments in para:
Sue Foster	Strategic Director, Delivery	29/5/15	1.7.15	
Carolyn Dwyer	Delivery Director, CHE	29/5/15	19/6/15	1.5, 5.1, 5.2, 5.3
Cllr Jenny Brathwaite	Cabinet Member for Environment and Sustainability	29/5/15	10/6/16	
Raj Mistry	Programme Director Environment	29/5/15	None	N/A
Ian Baker	Delivery Lead, Highways & Enforcement	29/5/15	5/6/15	8.1
Victoria Diah	Delivery Lead, Neighbourhood Capital Programmes	29/5/15	None	N/A
Mark Trevethan	Transport Policy Manager	29/5/15	None	N/A
Jean-Marc Moocarme	Governance and Democracy	29/5/15	4/6/15	4
Ian Speed	Finance	29/5/15	9/6/15	Cleared
Democratic Services		29/5/15		
Report history				
Original discussion with Cabinet Member		October 2014		
Report deadline		n/a		
Date final report sent		n/a		
Report no.		n/a		
Part II Exempt from Disclosure/confidential accompanying report?		No		
Key decision report		Yes		
Date first appeared on forward plan				
Key decision reasons		Meets community impact test		
Background information		Lambeth Transport Plan and Lambeth Cycling		

	Strategy 2013
Appendices	Appendix 1: 20mph rollout Comms Plan Appendix 2: 20mph Limit Risk Register

APPROVAL BY CABINET MEMBER OR OFFICER IN ACCORDANCE WITH SCHEME OF DELEGATION

I confirm I have consulted Finance, Legal, Democratic Services and the Procurement Board and taken account of their advice and comments in completing the report for approval:

Signature _____ **Date** _____

Steven Wong

Project Manager, Capital Programmes, Environment Delivery 07917408186

I confirm I have consulted the relevant Cabinet Members, including the Leader of the Council (if required), and approve the above recommendations:

Signature _____ **Date** _____

Councillor Jennifer Brathwaite

Cabinet Member for Environment and Sustainability

Any declarations of interest (or exemptions granted):

Issue Nil

Interest declared Nil

Appendix 1 – 20mph rollout – Communication Plan

Appendix 2 – Risk Management / Assessment

