

C20141201 speed limits appendix



PRE-DECISION SCRUTINY - 20MPH SPEED LIMITS

A REPORT BY THE STREETS & ENVIRONMENT SCRUTINY COMMITTEE

1. BRIEF FOR THE COMMITTEE – PRE-DECISION SCRUTINY

To investigate the potential effects of establishing the speed limit in residential and built-up areas of the Borough to 20 mph by considering the evidence from 20mph schemes currently in place (such as Portsmouth, Bristol, Islington and Camden), road safety data, enforcement issues and by listening to the views of a range of stakeholders.

The Committee heard that proposals for 20mph speed limits across the Borough were a pre-2014 local election manifesto commitment, that post-election the Cabinet has agreed them in principle and that officers have been tasked with delivering 20mph speed limits across the Borough subject to consultation and available funding.

This was therefore pre-decision scrutiny.

2. EXECUTIVE SUMMARY

2.1 The Committee heard that the proposals for consultation were for a '20mph speed limit' scheme rather than '20mph speed zones' and endorsed the proposal after the difference was explained.

2.2 Current proposals for the introduction of 20mph speed limits on all residential, non-strategic roads in the Borough are based on a phased programme of implementation in 5 areas of roughly equal size (based on road length) with the boundaries forming the arterial routes through the Borough.

2.3 The proposals were driven not by one factor only but by a combination of factors, namely:

- Road safety
- Potential to increase levels of active travel
- Economic development implications
- Traffic speeds and capacity including journey times
- Air and noise pollution levels
- Quality of life and 'shared space'
- Importance of a sense of 'place' and perceptions of greater safety by residents

- 2.4** The experiences of other Local Authorities shows that traditional consultation routes such as using Traffic Regulation Orders (TROs) only are ineffective. Therefore before the TRO process is commenced, consultation will have to be done in other ways including, but not exclusively, online. The formation of a working party of interested parties and stakeholders to design the process was proposed by officers and accepted by the Committee.
- 2.5** Enforcement, education and managing public expectations were identified as being key challenges following implementation of a 20mph speed limit scheme. There is a presumption among many that 20mph speed limits need more enforcement than other speed limits but the Committee was not convinced that this was the case. It did accept however that the police had limited capacity to enforce speed limit schemes.
- 2.6** The Committee considered the implementation plan which was that one area be undertaken in each financial year at a cost of approximately £300,000 each (x 5 areas). Members suggested that implementing one area per year was not ambitious enough though it recognised that speed of implementation was dependent on accessing funding. The Committee noted however that there was an opportunity to leverage funding from other organisations.
- 2.7** The Committee resolved to make recommendations to support the development of consultation proposals to implement 20mph speed limits across the Borough. These are outlined in section 9 of this report.
- 2.8** The Committee thanked the Cabinet Member for submitting the topic for pre-decision scrutiny. While some Committee Members felt it was a 'done deal' most of the Committee accepted it was a genuine consultation within a broad framework of a manifesto commitment already agreed in principle by the council's Cabinet.

The following pages provide a summary of the information received and considered by the Committee. The full list of papers, representations, presentations and contributors is attached at the end of this report.

3. 20MPH SPEED LIMITS

3.1 Current proposal

The Cabinet Member stated that the proposal under consideration was for the implementation of 20mph speed limits in the Borough, not zones. She added that this meeting provided an opportunity for interested parties, residents and members to raise issues relating to how the plans might be implemented.

3.2 Legislation

The Committee heard that a local traffic authority may introduce a 20 mph speed limit or 20mph zone without obtaining consent from the Secretary of State. A consultation process must be followed before implementing a new speed limit or zone as an essential part of the implementation process and needs to include local residents, local government, the police and emergency services and any other relevant local groups.

It is for local authorities to determine whether a speed limit is appropriate to the area but they must have regard to national guidance. National guidance on all local speed limits, including national guidance on 20mph limits and zones is set out in the DfT¹ Circular 01/2013 'Setting local speed limits' which replaces the DfT 'Call for Comments' consultation in 2012.

3.3 20mph speed limits

The Committee heard that 20mph speed limits cover areas where the speed limit has been reduced to 20mph in a similar way to other local speed limits including 30mph or 40mph. 20mph speed limits do not require physical traffic calming measures, such as road humps. Areas are signed on entry with corresponding 30mph signs on exit and include further 20mph speed limit repeater signs or markings within the area. Entry and exit signs must be illuminated though the repeater signs and markings do not need to be.

It was reported that 20mph speed limits are most appropriate for roads where average speeds are already low and guidance from the DfT suggests that average speeds should be below 24mph. The layout and use of the road must also give the clear impression that a 20mph speed or below is appropriate and this is generally the case for the majority of local access residential roads.

The Committee heard that Portsmouth was the first city in the UK to implement an extensive area-wide 20mph speed limit scheme across its residential roads in 2007-8. The Chair of the Committee and officers had visited the city on 3rd September and heard from officers there that the narrow residential roads and the level of on street parking meant low average speeds. The introduction of 20mph speed limits encouraged more appropriate speeds from drivers who for one reason or another did not drive at lower speeds.

3.4 20mph zones

20mph zones use traffic calming measures throughout the area to encourage compliance with the speed limit. The Committee heard that zones can include a range of traffic calming measures such as road humps, raised tables, speed cushions, traffic chicanes, road narrowing, coloured surfacing and other physical or visual measures to emphasise the

¹ Department for Transport

nature of the road. Signage is at entry and exit points and does not need to be illuminated and repeater signs within the area are not required.

Some calming measures can be unpopular due to the inconvenience and discomfort caused to road users, including cyclists and motorcyclists. The introduction of physical traffic calming measures also leads to a significant increase in costs resulting in a smaller number of areas being treated from any available budget. The *Institute of Advanced Motorists* confirmed that there was significant engineering investment in bringing in zones while speed limits were cheap.

The Committee was informed that in Portsmouth the cost of the entire citywide 20mph speed limit scheme and monitoring was £656,325.72, equal to the cost of putting traffic calming into 4 or 5 roads. It has been estimated by officers in Croydon that the cost of introducing speed limits across the Borough would be £300,000 per area or £1,000,000 per area for engineered zones.

3.5 Implementation across London

The Committee heard from *20's Plenty for Us* that there has been significant progress on 20mph speed limits across London and that at least eight Boroughs have adopted or are planning to adopt Borough-wide 20mph limits on the roads that they manage (including Islington, Camden, City of London and Southwark). A further three have adopted or have pledged to adopt 20mph on all residential roads.

However, the Shadow Cabinet Member for Transport, Environment and the Voluntary Sector noted that while central London boroughs were moving forward with 20mph speed limits, outer London boroughs did not seem to be moving in this direction. He questioned whether area-wide 20mph speed limits were appropriate for Croydon.

3.6 Conclusions

The Committee formed the following conclusions in relation to implementing 20mph speed limits rather than 20mph zones:

- 20mph speed limits are considerably more cost effective to introduce than 20mph zones as they do not require engineered traffic calming measures
- Although Croydon was one of the first outer London boroughs to consider introducing area-wide 20mph limits, a number of central London boroughs had already gone this route and more were planning to follow.

4. 20MPH COVERAGE

4.1 Current proposals

The Committee heard from the Cabinet Member for Transport and Environment that current proposals for 20mph limits in the Borough were based on 5 areas, roughly of equal road length with the boundaries formed

by strategic, arterial roads (see indicative map attached as Appendix A). The Committee noted that the Council's initial proposals had already been revised following the site visit to Portsmouth by the lead officer who had accompanied the Scrutiny team.

Councillor Bee added that 20mph speed limit schemes were more successful where they were implemented on residential roads as speeds were already low, where the nature of the roads were appropriate to lower speeds and where enforcement was likely to be less of an issue. Officers confirmed that implementation of an area-wide scheme, following the example of Portsmouth, would bring economies of scale to the proposal.

4.2 Road typology

The Committee noted that officers from Portsmouth had advised that 20mph speed limits worked best in residential areas where roads could be described as being "beginning and end of journey" roads. The Committee heard that in Portsmouth it was considered that 20mph was an appropriate speed for the type and nature of these roads and that their experience showed that including main arterial roads in 20mph schemes initially at least is best avoided.



Example of a road included in the Portsmouth scheme

The representatives of a number of organisations including *Living Streets*, the *Institute of Advanced Motorists* and the *Metropolitan Police* agreed that there was a need to treat different types of roads differently and that speed limits needed to match the character of the road. The *Alliance of British Drivers* said that the organisation was not opposed to 20mph limits where appropriate, for example in narrow residential roads where there was a lot of on-street parking, but that it did not agree with area-wide implementation.

The representative from *20's Plenty for Us* stated that he understood the proposed caveats regarding main roads in Croydon but that these were the very roads where KSI² incidents occur and that two thirds of casualties are the result of collisions which take place on A and B classified roads. The *Institute of Advanced Motorists* suggested that main roads need engineered solutions to segregate different road users (such as in Holland) and keep vulnerable users safe.

2 KSI – Killed or Seriously Injured

4.3 Area-wide or road-by-road 'patchwork'

The Committee heard that the proposed area-wide approach to 20mph speed limits was supported by the representatives from *20's Plenty for Us*, *Croydon Cycling Campaign* and *Living Streets*. It also heard from officers of the council that the alternative (road-by-road approach) would result in a 'patchwork' effect which would be confusing to road users, expensive to consult on and implement and would be difficult to enforce.

The representative from *Living Streets* supported the proposed area-wide approach but urged inclusion of main roads in line with DfT guidance as these were where most accidents occurred.

The *Alliance of British Drivers* was not opposed to 20mph speed limits in all locations but did state its opposition to blanket-wide area 20mph limits, adding that these were not in its view a cost effective road safety measure, were not likely to be complied with and needlessly slowed traffic.

4.4 Proposed 20mph areas in Croydon

Council officers presented an indicative map of 5 proposed areas that had been based on equal road length resulting in 2 large areas (in the south of the Borough) and 3 smaller areas in the north. The Committee heard that the boundaries of these areas were formed by main strategic and arterial roads through the Borough and confirmed that they did not follow ward boundaries. It was also confirmed that the TLRN roads would not be included in the consultation proposals.

A local resident (PM) stated that the police were clear that speeds needed to be appropriate to the type of road. He added that in his view roads in the south of the Borough are different to those in the north and that the areas needed to be smaller to take more account of different geography and road typology. He added that this was particularly true of area 5 which he believed to be too big for area-wide implementation.

The Executive Director for Development and Environment stated that in the circumstances of a limited budget, officers will need to prioritise and bundle areas for maximum impact and maximum cost effectiveness when delivering 20mph speed limits.

4.5 20mph outside schools

The Committee heard noted that many of the representations received from members of the public were in relation to 20mph speed limits outside schools. Local resident (FB) voiced this concern at the meeting stating that parents were concerned for the safety of their children, that the under 16s were the most vulnerable and that statistics show that every year Croydon is the worst London borough for injuries to young people.

The Committee also heard from the *Institute of Advanced Motorists* that in Scotland every school has a 20mph speed limit outside the school gates

but that this had had no impact on road safety. It was a myth, members were told, that children are killed outside schools. They are far more likely to get knocked down elsewhere on the journey to school negating the road safety benefits of 20mph limits outside schools.

The Committee received information that in Portsmouth the citywide 20mph speed limit scheme had evolved from the production of School Travel Plans together with a Safer Routes to school cycling scheme once it became clear that concerns about road safety would only be assuaged by a wider 20mph speed limit scheme.

4.6 Roads in metropolitan and district centres and local high streets

The Committee heard from *20's Plenty for Us* that many of London's roads, whether they are main roads or more residential side roads, involve a mix of uses such as residential, employment, shopping and routes to local services.

The representative from *Living Streets* suggested that many people wanted slower traffic on main roads which run through town centres, district centres or local high streets so that they can stop and shop easily and feel safe doing so. He said that it was important to make these great places for everyone. The Committee asked whether main roads that retained 30mph speed limits could have sections of 20mph when appropriate, such as in shopping areas.

The Head of Highways and Parking Services said that public realm work in the Borough was very focused on improving the experiences of all road users and that encouraging reductions in speeds (eg: through road narrowing or segregated cycle ways) was central to this. The Executive Director of Development and Environment added that businesses in South End wanted traffic slowed down and that in the town centre the council has already committed funding to public realm projects (eg. to extend footpaths) that help develop a sense of 'place'.

4.7 TfL³ and TLRN⁴ 'red routes'

The Committee heard from *20's Plenty for Us* that over the past two years TfL has become more supportive of 20mph speed limits and signalled greater acceptance of the idea of 20mph on parts of the TLRN. This was as a result of a rise in pedestrian and cycling casualties and the work of the Mayor's Roads Task Force and its creation of typologies of 'place' rather than 'movement'.

Living Streets informed the Committee that TfL is increasingly using policies such as the Pedestrian Safety Action Plan⁵ which encourage boroughs to

3 Transport for London

4 Transport for London Road Network

5 The draft Pedestrian Safety Action Plan, compiled by TfL working with key stakeholders, will look to address the concerns and challenges faced by pedestrians across London, helping to turn the capital's streets into a safer, more pleasant place for all. The draft plan outlines 30 key actions which will directly target the key factors in collisions and help further reduce pedestrian casualties across

adopt 20mph limits on own their own roads and to propose TLRN roads they may wish to become 20mph and that LIP⁶ funding is likely to help progress this in the future.

Conclusions

Members of the Committee formed the following conclusions in relation to 20mph speed limit coverage in the Borough:

- An indicative map showing five proposed areas for 20mph speed limit implementation had been presented to the Committee and Members accepted the principle that an area-wide approach would be most cost effective, have a greater impact and be less confusing for road users than a ‘patchwork’ road-by-road implementation – and that should be consulted on
- The size and shape of the five proposed areas may need to be re-visited following consultation, particularly in relation to areas 4 and 5 in the south of the Borough, as there were concerns that these were too large and may not reflect road typologies
- Some representations to the Committee asked that all roads in each area to be subject to 20mph speed limits but the Committee agreed to consultation proposals that lower speed limits be restricted to residential, non-strategic roads in line with Department of Transport guidance
- 20mph speed limit consultation proposals will exclude private roads and TLRN “red routes” and that it may be desirable to seek engineering solutions to segregate vulnerable users from vehicles in the future as and when funding is available
- The Committee noted that slower speeds in town and district centres are often desirable, that public realm projects are already being designed with this in mind and that shared road use is important to helping to create a sense of ‘place’ and the perception of safety on Borough roads
- TfL seems to be more supportive of 20mph speed limits than previously and it was noted with interest that TfL has indicated that it may consider changing the speed limit to 20mph on “red routes” on a case by case basis and that it has recently finished consulting on its Pedestrian Safety Action Plan.

5. INFLUENCING FACTORS

5.1 Current proposals

The Cabinet Member stated that although the starting point for the introduction of 20mph speed limits was road safety there were many other factors that influenced the thinking behind the strategy. These included the need to encourage more active travel in the Borough, the desire to improve the quality of life of residents, improve perceptions of safety and encourage a sense of ‘place’ and shared ownership of neighbourhood streets.

London. See: <https://consultations.tfl.gov.uk/streets/pedestrian-safety-plan>

5.2 Road safety

The Cabinet Member for Transport and Environment informed the Committee that vehicles travelling slower led to less serious injuries and give motorists more time to stop. She added that road safety was a concern for many people especially with regard to children and journeys to school.

The Committee heard that in Portsmouth, the 20mph speed limit initiative was driven by a desire to address community concerns about safety and a random casualty problem in densely populated and congested residential streets. By civilising the traffic it was felt that the road safety of pedestrians and cyclists, particularly for children and other vulnerable road users, would be improved. More than 80% of child road casualties occur on 30mph limited streets.

Many of the papers, presentations and statements to the Committee related road safety and the numbers of people involved in accidents, road deaths and serious injuries nationally and locally. Most contributors agreed that single year statistics were not necessarily reliable though *20's Plenty for Us* expressed concern that there has been a sharp rise in the number of fatalities on Croydon's roads. Their representative informed the Committee that the most recently released casualty data from TfL covering the year to March 2014 showed that Croydon has the largest number of fatalities of any London Borough with 10 deaths resulting from accidents. Additionally, 75% of serious or fatal road casualties occurred on Borough managed roads.

The *Croydon Cycling Campaign* agreed that the statistics for Croydon in relation to road traffic collisions were not good, adding that in 2013 these collisions had been estimated to cost the Borough economy over £61m. The Committee heard further that a long term study published in the *British Medical Journal* using data on London roads between 1986 and 2006 found that the introduction of 20mph zones was associated with a 40% reduction in casualties and collisions. There was a need to design out road violence and the introduction of 20mph speed limits should be a stepping-stone to Vision Zero⁷ the *Croydon Cycling Campaign* representative said.

The representative from *Living Streets* informed the Committee that 20mph speed limits reduce the likelihood and severity of road casualties especially for vulnerable road users including children and young people. He added that speed was always a factor in accidents even when drivers were not speeding as speed affects the severity of injuries caused.

⁷ The Vision Zero is a Swedish approach to road safety thinking which aims to cut road deaths to zero through a multi-agency approach including traffic speed reduction and road engineering.

The Portsmouth report received by the Committee indicated that the speed at which vehicles travel and the severity of injuries sustained are directly related. It stated that people are seven times more likely to survive if hit by a vehicle travelling at 20mph than at 30mph, that a vehicle travelling at 30mph has 2.25 times as much kinetic energy as one travelling at 20mph and that at 20mph there is a 90% chance a person will survive a collision.

The Committee heard from a local resident (PM) who asserted that any calculations made on fatal accidents are unreliable and unrepresentative. He challenged the assertion that high speeds led to an increase in the severity of injuries stating that there is no reliable data relating to outcomes in terms of injuries or death for pedestrians struck by vehicles at various speeds.

5.3 Road safety statistics

The Committee heard from the *Institute of Advanced Motorists* and officers in Portsmouth that when monitoring road safety statistics before and after implementation of 20mph limits it was best to consider data collected three years before and three years afterwards.

The representative from the *Institute of Advanced Motorists* noted that in Edinburgh road safety was not considered measurable following the implementation of 20mph speed limits and that other benefits were the focus of monitoring.

A local resident (PM) informed the Committee that many emotive claims were made about road safety statistics. He added that Portsmouth claimed a 18.8% reduction in casualties but that the underlying national figure went down by 20% over same period so there was no reason to regard the 20mph scheme in Portsmouth as being particularly successful. He also stated that nationally since 1990 there had been a 20% rise in traffic but a 60% reduction in KSI and a 35% reduction in slight injuries.

The Committee heard from the *Alliance of British Drivers* that before 1930 there was a blanket 20mph speed limit nationally and 7300 road deaths. Following the introduction of the 30mph speed limit scheme road deaths went down indicating, he said, that there is no correlation between speed and deaths.

The Committee report relating to the Portsmouth 20mph scheme showed that:

- Where average speeds of over 24mph had been recorded before 20mph speed limits were introduced there an average 6.3mph reduction in speeds
- For roads where an average above 21mph had been recorded a 4.6mph reduction was recorded following the introduction of the scheme
- The average overall reduction in speeds was 1.3mph.

5.4 Active travel (cycling and walking) and public health

The Committee heard from a number of organisations present at the meeting that 20mph speed limits can encourage active travel - walking and cycling – as part of the routine of everyday living. Creating safer, more attractive walking and cycling routes through reducing the speed limit to 20mph can significantly increase numbers of walkers and cyclists and contribute towards a shift away from cars to active travel. The report submitted to the Committee by *20's Plenty for Us* stated that research which accompanied the introduction of 20mph speed limits in Bristol in 2009 identified a mean of 23% increase in levels of walking and a 21% increase in cycling.

The report from *20's Plenty for Us* stated that delivering an environment where people feel more able to walk and cycle may be an important building block in creating more livable environments where parents are prepared to encourage their children to lead more active lives. The report also stated that although there are complex linkages involving demographic issues and levels of deprivation, a relationship between locations with highest levels of road casualties and areas with the highest levels of childhood obesity was worth noting.

The Cabinet Member for Transport and Environment informed the Committee that more needed to be done to encourage active travel and cycling in Croydon and that 20mph speed limits could contribute to this aspiration.

The Committee heard from the representative of the *Croydon Cycling Campaign* that cycling in Croydon is currently a minority activity and that the 2011 Census found that only 1.2% of Croydon residents cycle to work. Information submitted to the Committee showed that 2.1% of people in outer London cycle to work, while in Portsmouth 4.6% commute by bicycle. The *Croydon Cycling Campaign* representative added that 20mph speed limits encourage cyclists to use the roads and that a fear of speeds on the roads is significant barrier to cycling.

A local resident (PM) informed the Committee that he did not believe that active travel benefits can be achieved from 20ph speed limits unless it is by making life so unpleasant for motorists they abandon their cars. He also stated that he believed that lower speeds would encourage pedestrians to take additional risks when crossing roads for example.

5.5 Capacity and journey times

The Committee heard from the *Croydon Cycling Campaign* that lower speeds help traffic flow and increase road capacity as vehicles flow more

efficiently at lower speeds. He added that this can also have the added benefits of fewer crashes and lower insurance for drivers.

With regard to impact on journey times, the Committee heard from a local resident (PM) that journey times would be dramatically and adversely affected by area-wide 20mph speed limits. He stated that a vehicle travelling 1 mile at 30mph would take 2 mins while 1 mile at 20mph would take 3 minutes giving a 50% increase in the time taken.

Conversely, the Committee heard from *20's Plenty for Us* that in an urban environment a 20mph speed limit has a negligible impact on journey times and does not significantly alter trip lengths or inconvenience drivers. It is the number of and duration of the stops on a journey that tend to dictate the length of the journey and a constant speed of 30mph is in any event rare in built-up areas.

5.6 Economic development

The Committee heard from a number of contributors that slower speeds tend to encourage people to use their local shops and services more frequently. Slower speeds help to reduce the dominance of traffic and therefore contribute to a more pleasant environment for high streets.

The representative from *Living Streets* informed the Committee that there was no evidence to suggest that 20mph schemes have damaged local economies but that improving the environment for pedestrians in particular (including making it safer), does reap economic benefits for local businesses.

5.7 Air and noise quality

Representatives of organisations (*Living Streets*, *20's Plenty for Us* and the Institute of Advance Motorists) supported the contention that reducing the speed limit to 20mph would have environmental benefits in relation to air and noise quality.

The Committee was informed that reducing the opportunity for vehicles to alternate between speeds of 20mph and 30mph ('smoother' driving) by limiting the speed to 20mph will reduce fuel consumption and, thereby, emissions. In addition, any switch to walking, cycling or public transport associated with lower road danger will also reduce emissions. There is also a considerable reduction in noise at 20mph compared to 30mph.

5.8 Shared road use

Members of the Committee heard that the goal of 'shared use' is not only to reduce casualties, but also to change perceptions of how streets are used. It occurs when vehicle speeds are slowed to below 20mph to encourage vehicles and other road users to share road space.

Shared use allows for a fairer balance between people and vehicles through slower speeds. The Committee heard from the representative of *Living Streets* 20mph speed limits help puts people first and rebalances

road usage and the sociability of streets.

The Cabinet Member for Transport and Environment stated that residents needed to feel they 'owned' their streets and that 'home' begins with the street rather than at the front door. She added that residents needed choices and that the proposals for 20mph speed limits were designed all road users in mind, especially on busy roads.

5.9 Conclusions

- The Committee accepted that the reasons for 20mph speed limits go beyond road safety considerations and also include supporting walking and cycling, a better quality of life for all road users, the economic benefits of the cycling and pedestrian pound (£), and encouraging people to see their home as starting with their street not just their front door
- There is considerable debate about the robustness and interpretation of road safety and collision statistics with those for and against the introduction of 20mph speed limits using these statistics to support their view
- It was noted that, following the experience of Portsmouth, it is not meaningful to look at casualty rates during the implementation phase of new 20mph speed limits as the data is not stable. Averaging the data for three years before implementation and comparing this to an average of three years post implementation is more robust
- Removing barriers to walking and cycling may help reduce health inequalities and provide a foundation for the promotion of active travel.
- Although road safety is not the only potential benefit of 20mph speed limits, some findings relating to reductions in casualty figures are compelling including those from the long-term study (1986-2006) published in the British Medical Journal which found that 20mph zones were associated with a 40% reduction in casualties
- Consultation on the proposals should not be based on road safety considerations only.

6. CONSULTATION

6.1 Current proposal

The Cabinet Member for Transport and Environment stated that is was intended to form a working party to help develop a consultation strategy to encourage participation by as many residents as possible. She added that the initial intention is that the consultation would consult on area-wide schemes, not individual roads but that area-wide schemes would not be imposed where they were not wanted. She also opined that residents in the south of the Borough where housing was less dense may feel differently to

residents in the north.

Officers confirmed that proposals for how the consultation is undertaken is in the early stages of development but that everyone affected needed to be given the opportunity of commenting. Methods such as online surveys or a leaflet accompanying council tax bills were mentioned as possible examples.

6.2 Response to 20mph schemes

The Cabinet Member for Transport and Environment informed the Committee that she believed there was considerable support (on average 70% of those consulted) for consulting on 20mph limits. She referred to research conducted by Addiscombe ward councillors earlier last year (see Report 7ii Appendix H2) adding that it was an issue of concern to many residents especially when thinking about vulnerable road users.

The Committee heard from the *Croydon Cycling Campaign* that it is not just cycling and pedestrian organisations that support 20mph speed limits. Organisations as diverse as Age UK, the British Medical Association, RoSPA⁸, the UK Health Forum, Public Health England and other public bodies all welcome 20mph limits. The representative from *Living Streets* supported this view adding that environmental organisations and charities were also supporters of 20mph speed limit proposals.

With regard to a more local response to 20mph, the Committee heard that the ward councillors of Addiscombe ward had consulted their residents about 20mph zones in residential roads. It was reported that almost 300 people took part and that 77% of respondents supported 20mph zones in all residential streets in their neighbourhood. Other Members present at the meeting reported that door-to-door research among residents in other areas (Crystal Palace, South Norwood and Norbury) had also revealed considerable support for 20mph speed limits.

6.3 Area-wide consultation or road-by-road

The Committee heard from the *Metropolitan Police* that whether the proposal was for an individual road, or a whole area, then they would need to be consulted as part of the process.

With regard to whether consultation should take place on an area-wide basis or –road-by-road, contributors to the meeting were divided. The Shadow Cabinet Member for Transport, Environment and the Voluntary Sector referred to the map presented at the meeting and stated that there was a need to consult individual households regarding individual roads, that the consultation needs to allow people to draft petitions and that the consultation needs to be done properly.

A local resident (TK) voiced his agreement with the concept of lower speed limits but informed the Committee that he would not like to see them

imposed across the Borough. He added that good quality consultation needed to be done by the local authority and that local communities needed to be consulted on a road-by-road basis.

The Committee heard from officers that consulting on a road-by-road basis would dramatically increase the cost and could result in a 'patchwork' effect (as some roads opted in and some out of the scheme) which would be confusing to drivers and more difficult to enforce.

The *Croydon Cycling Campaign* representative informed the Committee that Camden had consulted its residents recently about a borough-wide residential roads scheme. He added that the consultation had cost an initial £25,000 for a combination of online and poster consultation with an additional £65,000 spent on the formal consultation.

6.4 The consultation process

With regard to the consultation process itself, the Committee heard that a number of Local Authorities have already consulted on 20mph and that Croydon could learn from these experiences to ensure that all residents affected were able to comment. A local resident (PM) expressed concern about the threshold for consultation.

The Committee received information from officers in Portsmouth and learned that the council had undertaken a comprehensive traffic survey programme and established where speeds were equal to or less than 24mph. In addition, as the use of traditional Traffic Regulation Orders were not practical (as there were too many road names in each area to list on lamp columns) extensive public consultation took place in the city and included statutory advertisements in the local newspaper, development of a FAQ site online as well as consultation with the police. For each area, a plan and explanatory poster was exhibited in local schools, libraries, health and community centres, leaflets were sent home with each school child and presentations were made to affected residents groups and forums. Officers from Portsmouth reported that they had had an "easy ride" with most people who commented asking for increased scope of the scheme.

6.5 Conclusions

- Experience from across the country shows that there is a consistent response to proposals for 20mph speed limits and that approximately 70% of people tend to be in favour
- Experience from other Local Authorities shows that it is not feasible to consult on a road-by-road basis when considering area-wide 20mph speed limits due to the complexity (100s of roads could be included in each area) and the costs of such consultation
- There are no firm proposals relating to the methodology of the consultation but officers are keen to engage with interested groups and are considering the formation of a working group to help develop a consultation strategy
- The council can learn from the experiences of other Local Authorities (including the London Borough of Camden) in relation to consulting on

7. ENFORCEMENT

7.1 Police Enforcement

The Committee heard from the *Metropolitan Police* that they do not have a view about 20mph speed limits as such although there is⁹ guidance on enforcement from APCO (APCO Speed Enforcement Policy Guidelines 2011-15: Joining Forces for Safer Roads, see Report 7ii Appendix E). The local authority and the police work together on enforcement but responsibility lies with local authority. The police have limited resources available to enforce 20mph speed limits and as a result, any speed limit should fit the road environment in order that it can be self-enforcing. The *Metropolitan Police* representative also stated that engineered zones were preferred as 20mph speed limits would bring more business than usual, that enforcement would be challenging and that they had no bespoke speed enforcement capability.

A local resident (PM) informed the Committee that the police can only enforce on main roads and to expect enforcement elsewhere would place enormous burden on the Police.

Members agreed that enforcement would not be a priority for the Police. The Committee heard that on average traffic in London moves at 16mph, that natural enforcement should therefore result and that Members would not expect more enforcement from Police than for other speed limits. 30mph limits are largely self-enforcing, most drivers know the speed limit and stick to it and it was suggested that this would be the same for 20mph speed limits.

The Committee heard from a number of organisations (including *Living Streets* and the *Institute of Advanced Motorists*) that 20mph speed limits should be self-enforcing. The representative from *Living Streets* suggested that a better word was 'compliance' and that it could be encouraged through education, technology and road design.

7.2 Other forms of enforcement

The Committee heard that there is a potential role for Safer Neighbourhood Teams (Roadwatch) in encouraging enforcement although the representative from the *Metropolitan Police* confirmed that a traffic officer needs to be present when such enforcement takes place. He also informed the Committee that there was the potential for MOPAC¹⁰ to deliver resources to help with enforcement but this has not yet been agreed.

The Committee also heard that:

9 Association of Chief Police Officers

10 Mayor's Office for Policing and Crime

- In Southwark Safer Neighbourhood teams have been given training and have taken part in 20mph enforcement
- TfL was beginning to fit speed limiters on buses and that buses moving at slower speeds would help encourage compliance by other road users.
- 20mph driver awareness training (rather than fines or penalty points) can be offered and that this is made available to drivers caught speeding in 20mph areas in Portsmouth for example
- There are potential issues with recruitment, retention and training of Roadwatch volunteers in some areas

The Chair of the Committee stated that enforcement is a community safety issue and that a lesson from Portsmouth was that people have higher expectations from 20mph and may start demanding enforcement. The council therefore needs to be prepared for this.

7.3 Conclusions

- Residential roads likely to be within 20mph speed limit areas are usually subject to low average speeds already and 20mph speed limits areas will be largely self-enforced with the majority of motorists adhering to the prevailing speed limit
- The capacity of the Police to enforce 20mph speed limits will not be any greater than is currently devoted to 30mph enforcement
- There is a potentially significant role for Safer Neighbourhood teams (Roadwatch) with regard to enforcement and education though members recognised that recruitment and retention of volunteers is an issue and that funding for training can be hard to come by
- Although 20mph limits are likely to be self-enforcing, experience from elsewhere shows that residents have higher expectations from 20mph and may start demanding enforcement and that the council therefore needs to be prepared for this and to manage expectations

8. TIMESCALES AND FINANCIAL CONSIDERATIONS

8.1 Timescales

The Committee had heard that the proposal was for one area per year to be considered for 20mph speed limits. Members and some organisations felt that this schedule, which would take five years to implement, was not ambitious enough although it was accepted that the timescale was determined by the funding available.

8.2 Sources of funding

The Cabinet Member for Transport and Environment confirmed that it was intended to allocate £300,000 in 2015/16 from the council's LIP funding and that this will continue until project complete. The annual allocation of £300,000 would allow 20mph speed limits to be introduced in one area and that this would include consultation costs.

The representative from *Living Streets* informed the Committee that there were opportunities to extend the budget by leveraging money in from elsewhere. He offered Manchester as an example, where funding from public health was used to help implement 20mph schemes due to the health benefits of encouraging active travel.

The Chair of the Committee stated that in addition to aiming to attract funding from other sources, there was the potential to allocate funding from the council's own capital budget.

8.3 Value for money

The Shadow Cabinet Member for Transport, Environment and the Voluntary Sector questioned whether 20mph speed limits was the most appropriate use of LIP funding and suggested that filling pot holes or building cycle lanes might offer better value for money.

The Committee heard from some organisations present (including *Living Streets*) that £300,000 per area offered excellent value for money and that if the areas were increased in size, or the process accelerated, economies of scale could be attracted.

The Committee heard from officers that consulting on a road-by-road basis would dramatically increase the cost and could result in a 'patchwork' effect (as some roads opted in and some out of the scheme) which would be confusing to drivers and more difficult to enforce.

As noted earlier the *Croydon Cycling Campaign* representative informed the Committee that Camden had consulted its residents recently about a borough-wide residential roads scheme. He added that the consultation had cost an initial £25,000 for a combination of online and poster consultation with an additional £65,000 spent on the formal consultation.

Also noted earlier some calming measures can be unpopular due to the inconvenience and discomfort caused to road users, including cyclists and motorcyclists. The introduction of physical traffic calming measures also leads to a significant increase in costs resulting in a smaller number of areas being treated from any available budget. The *Institute of Advanced Motorists* confirmed that there was significant engineering investment in bringing in zones while speed limits were cheap.

Committee had noted earlier that in Portsmouth the cost of the entire citywide 20mph speed limit scheme and monitoring was £656,325.72, equal to the cost of putting traffic calming into 4 or 5 roads. It has been estimated by officers in Croydon that the cost of introducing speed limits across the Borough would be £300,000 per area or £1,000,000 per area for engineered zones.

8.4 Maintenance

The Committee heard from officers that in addition to funding for the implementation of 20mph speed limits, there would be on-going costs relating to maintenance which needed to be taken into account.

8.5 Development team

The Committee was informed that implementing the proposals for 20mph speed limits would have an impact on the resources of the Department of Development and Environment. Officers recommended that a development team be established within the department in order to deliver the plans.

8.6 Conclusions

- Area-wide implementation of 20mph speed limits is more cost effective than an individual road-by-road approach which in comparison would be expensive
- 'Bundling' areas for maximum impact and maximum cost effectiveness needs to be balanced with the design of areas which make sense geographically and in relation road typology particularly in the south of the Borough (nb: proposed areas 4 and 5)
- Members suggested that implementing 1 area per year over 5 years was not ambitious enough while recognising that funding was currently limited
- There was an opportunity to leverage funding from other organisations (eg. in Manchester where funding made available from Public Health) or from the council's own capital budget
- It was noted that LIP funding may be deployed in future years to support lower speeds on TfL routes which are currently excluded from the proposed scheme in Croydon

9. RECOMMENDATIONS

The Streets & Environment Scrutiny Committee resolved to support the manifesto commitment to implement 20mph speed limits across the Borough and to recommend that implementing these proposals consideration be given to:

- Introducing 20mph speed limits on residential roads managed by Croydon Council using signage and road markings only and that additional speed humps and/ or speed cushions are not included as part of the scheme
- Introducing 20mph limits across the Borough in an area-by-area (not road-by-road) programme as quickly as funding allows following statutory consultation and in according with Department of Transport guidance
- Re-designing areas 4 and 5 on the map provided at the meeting as

members felt that these were too large for consultation purposes and did not fully recognise local variances and road typographies

- Excluding main classified routes from area-wide 20mph speed limit schemes whilst retaining the option of adding such roads to a scheme in the future
- Tying a Vision Zero approach into a 20mph speed limit strategy if possible
- Establishing a working party comprising stakeholders and interested parties to help develop a consultation strategy to guide the delivery of the consultation and ensure that stakeholders, interested parties and residents can contribute their views about area-wide 20mph speed limits
- Developing a consultation process that does not rely exclusively on online forms of communication
- Accelerating the process so that the introduction of 20mph speed limits across the Borough is faster than one area per year over 5 years if funding can be leveraged from other organisations (such as Public Health) or the council's capital budget
- Education and enforcement through Community Speedwatch operations and the use of Driver Awareness Training with the police takes place where excessive speeding is identified following implementation of 20mph speed limits
- Monitoring the success (or otherwise) of the scheme by averaging the casualty rates three years before implementation and comparing this data to an average of three years post implementation in order to achieve robust data.

10. SOURCES OF INFORMATION

Information submitted to the Streets and Environment Scrutiny Sub-Committee for its meeting on 16th September is available at the following link: www.croydon.gov.uk/democracy/dande/scrutiny

Meeting date	Tuesday 16 th September 2014
Minute number	A16/14 - Pre-Decision Scrutiny: 20mph Speed Limits
Present for the committee	Councillor Sean Fitzsimons (Chair) Councillors Sara Bashford (Vice-Chair), Stephen Mann, Paul Scott, Pat Ryan, Donald Speakman and James Thompson
Also in attendance	<ul style="list-style-type: none">• Councillor Kathy Bee, Cabinet Member for Transport and Environment• Councillor Robert Canning, Deputy Cabinet Member for Transport and Environment• Councillor Vidhi Mohan, Shadow Cabinet Member for Transport, Environment and the Voluntary Sector• Jo Negrini, Executive Director of Development and Environment

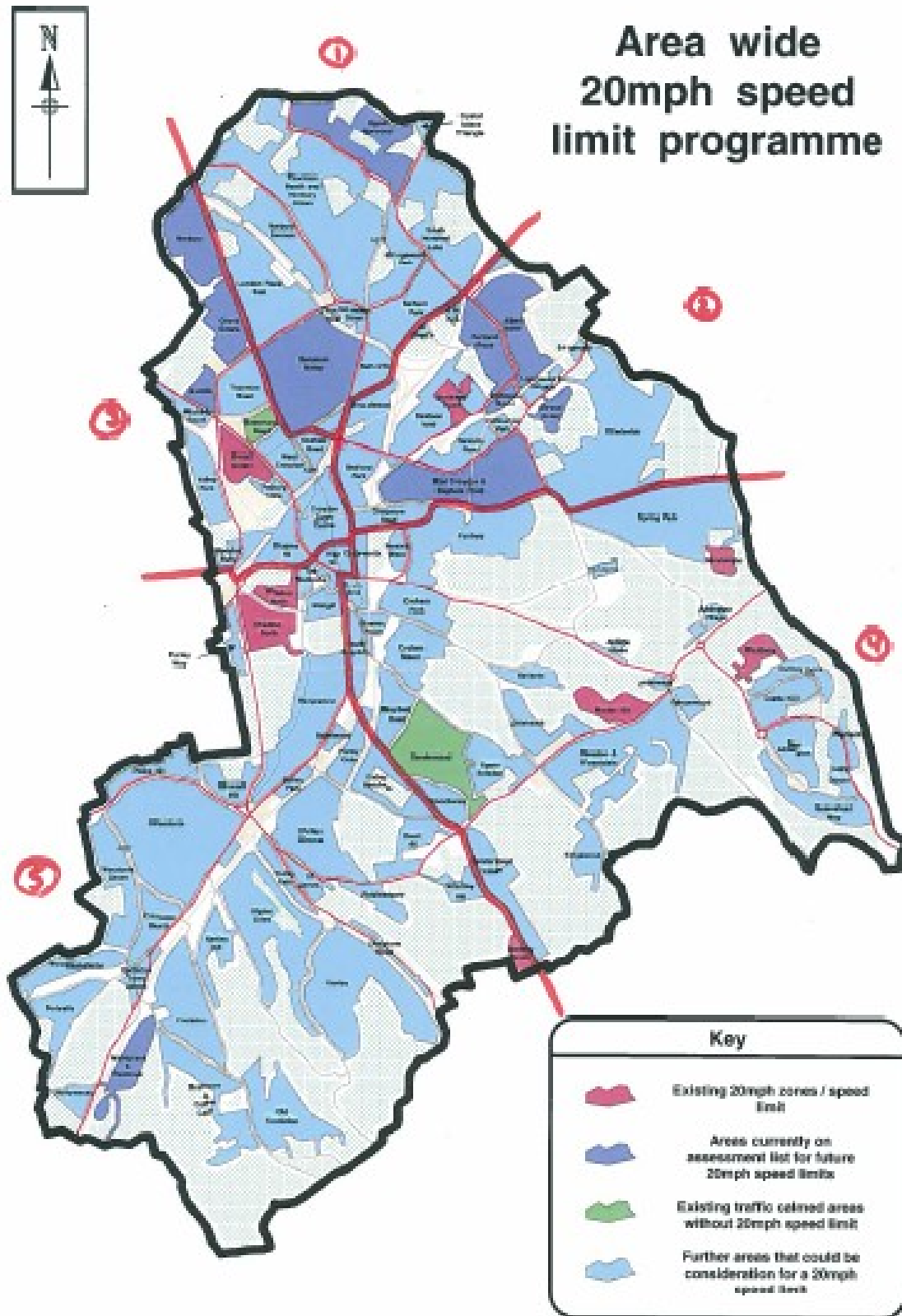
- Steve Iles, Head of Highways and Parking Services
- Mike Barton, Highways Improvement Manager
- Jeremy Leach, 20's Plenty for Us
- Austen Cooper, Croydon Cycling Campaign
- Neil Greig, Institute of Advanced Motorists
- Tom Platt, Living Streets
- Chief Inspector Malcolm Noone, Metropolitan Police
- Roger Lawson, Alliance of British Drivers
- Peter Morgan, resident
- Francis Bernstein, resident
- Toby Kanes, resident

The information submitted at the meeting on 16th September included:

- A report by the Head of Highways and Parking Services (see report 7i) which included the background to the current proposal to introduce area-wide 20mph speed limits and zones in Croydon, the findings from schemes elsewhere and proposals on how to assess and prioritise implementation. An area map of the Borough with 5 possible areas for 20mph implementation was circulated at the meeting.
- A number of reports from organisations and charities representing different road users and written and email representations from members of the public, ward councillors and local MPs on this issue (see report AR07ii and Appendices A-H). Papers not originally published with the agenda had been circulated to members, were available at the meeting and have been added to the council website.
- A report of a site visit to Portsmouth which had already introduced 20 mph (report AR07iii).
- The Committee also considered the verbal representations made at the meeting by Councillor Kathy Bee as Cabinet Member for Transport and Environment, Councillor Vidhi Mohan, Shadow Cabinet Member, officers, the police, a number of interested organisations and charities representing different road users and members of the public.

Appendices

APPENDIX A – Area wide 20mph implementation programme



Pre-consultation scrutiny