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## **Meeting of Executive Members for City Strategy and Advisory Panel**

**14<sup>th</sup> July 2008**

Report of the Director of City Strategy

### **Petition for 20mph speed limits on residential roads in Fishergate Ward**

#### **Summary**

1. To advise Members of the receipt of a petition for a 20mph speed limit to be introduced on seven roads in Fishergate Ward on a similar basis to the scheme implemented in Portsmouth. This report looks at the background to the Portsmouth scheme, casualties in York and the options for delivering a similar scheme in York. The report concludes that it would be possible to implement a 20mph speed limit scheme in Fishergate but such a scheme would be contrary to the current data led speed management policy which targets resources at reducing casualties. The report recommends that a trial site should be identified for a 20mph speed limit area to identify whether such a scheme is appropriate and beneficial within York and that the current speed management plan continues to be implemented to target casualty reduction until such time as the outcome of the trial and the Portsmouth scheme are known.

#### **Background**

2. A petition was received in April 2008 requesting a 20mph speed limit on Grange Street, Grange Garth, Rosedale Street, Levisham Street, Hartoft Street, Farndale Street and Lavington Terrace in Fishergate (see Annex one for the front sheet of the petition and Annex two for a location map of the streets).
3. A resident put forward the idea as a ward scheme and a small amount of funding for 2008-09 was agreed in the ward wide ballot, for consultation with the residents in that area.
4. This report notes the criteria that were used in Portsmouth to implement a city wide scheme, whether such a scheme could be introduced in York and how it fits with current policy on addressing speed issues in the city.

#### **Portsmouth City Council Scheme**

5. Portsmouth City Council has implemented city wide 20 mph speed limits on almost all its residential streets. The scheme was prepared as a result of a road safety initiative to reduce accidents (paragraph 15), consideration of the

traffic management and safety schemes already identified in the work programme as well as concerns/requests for lower speeds made by residents. The scheme has been designed to reduce speeds and create a culture where driving too fast in residential areas is seen as anti-social. The scheme has taken two years to develop and was completed in two phases. The scheme covers 410 km of residential roads, approximately 1200 roads. (See Annex three). In addition a further 300 roads are traffic calmed. By comparison, in York almost 130 traffic calming schemes have been implemented, including four 20mph zones, approximately 280 roads (comparable to Portsmouth) and 570km of road are currently signed as 30mph or below.

### **Inclusion of Roads**

6. Where the speed limit is lowered to 20mph, as opposed to creating a 20mph zone, the Local Authority is allowed to control speeds by signs alone. To do this it is necessary that the 85th percentile or average existing speeds are close to 20mph. The roads included in the Portsmouth scheme had average speeds of 18 - 24mph. Where roads did not comply with these criteria they are not included as part of the scheme. The council has advised that separate consultation will be carried out at a later date to find out if residents want traffic calming.
7. It was decided that the 20mph speed limit was only suitable for roads where there is dense housing, usually with cars parking on both sides of the roads, and which do not form part of the trunk road network. In some cases roads which are either very short or cul-de-sacs have not been included. This is because existing speeds are already slow and to include them in the 20mph limit would mean putting up unnecessary signs, which would add to unnecessary street clutter. Speeds in these roads will be monitored to ensure they stay low, and if necessary they could be included at a later date.

### **Scheme Set Up**

8. Data collection commenced in 2006 with speed surveys being carried out on all residential roads and took a year to complete. The city was divided into six areas and delivery of the scheme was divided into two phases. Three areas were signed as phase one during 2006/2007 (north east, central west and south east), phase two was delivered in 2007/2008 (north west, central east and south west).

### **Signing and Enforcement**

9. Signing is necessary to alert drivers that they are entering a 20mph area. This has been done using signs at the junctions where the speed limit changes. It is also necessary to remind drivers of the speed limit and this has been done by erecting small (300mm) diameter repeater signs at regular intervals.
10. Portsmouth City Council advised that research had shown that by reducing the speed limit alone with repeater signs as a reminder the average speeds are reduced by 3-4mph. For this reason it does not expect that extensive

enforcement will be needed and that the scheme will be self-enforcing. No other traffic calming measures are proposed as part of the scheme and the Police are not proposing to carry out routine enforcement of the scheme. However, the Council has advised residents that where it is found that there are specific and persistent non-compliance issues in some of the roads then the Police will make spot checks and issue speeding fines to offenders and that consideration could be given to whether traffic calming would be appropriate.

11. An officer has been seconded to the scheme through the consultant framework agreement on a part-time basis to respond to complaints, liaise with the Police, arrange replacement signs and carry out further monitoring.

### **Portsmouth scheme Consultation**

12. A six-month period of consultation with residents was also conducted prior to the scheme being implemented and a favorable response was received to the proposed scheme. Additional consultation carried out with residents after the implementation of phase one revealed that public reaction and observance to the scheme around schools was positive; within their own streets reaction was also good but reaction to 20mph on other residential streets was not so well received or observed. No specific consultation has been carried out with businesses as the scheme has only included residential roads.

### **Scheme Outcome**

13. The full scheme implementation was completed in March 2008. Portsmouth City Council made a decision not to carry out monitoring of the outcomes of the scheme until phase two had been completed. Monitoring of speed will commence in summer 2008, monitoring of the impact on accidents will commence once the completed scheme has been in place for one year. It is, therefore, not possible to give an indication of how successful the scheme has been either in reducing casualties or speed nor is it possible to provide any information as to how many roads will subsequently be the subject of requests for traffic calming.

### **Scheme Funding**

14. The city council budget for implementing the scheme in six zones over two years is £475,000. It has been funded through the Local Transport Plan (LTP). There is some allowance in this budget for any traffic calming works that may be appropriate at a later date but the extent of any works is not yet known.

### **Casualties**

15. The baseline and target number of Killed and Seriously injured (KSIs) in Portsmouth is broadly similar to that found in York, although the child KSI and slight casualties are higher. The table below provides an overall comparison between Portsmouth and York.

	1994/98 baseline average	2006	2007	2010 target
Portsmouth total KSI	142	93	79	85
York total KSI	137	160	93	75
Portsmouth Child KSI	25	15	18	12
York Child KSI	14	12	4	7
Portsmouth slight	1012	784	709	889
York slight	697	591	580	627

### **Fishergate data**

16. A resident put forward the idea as a ward scheme and a small amount of funding for 2008-09 was agreed in the ward wide ballot, for consultation with the residents in that area. A letter has been delivered (by the Ward committee) to every household in the streets affected explaining the proposal, with a tear off reply slip, resulting in 18 in favour and 3 against and one abstention.
17. The streets are narrow terraces, with high levels of on-street parking. It appears that this was a factor in not taking forward a previous ward proposal to designate a 'home zone' for the area. However, it is a factor that influences the recorded average speeds on the roads as it acts as traffic calming.
18. There have not been any casualties on the Fishergate roads mentioned in paragraph 2 during the three-year period 2005-2007.
19. Two, four hour speed surveys were carried out in 2003 on Grange Street and Rosedale Street respectively. The surveys were conducted during the middle of the day and results showed that both roads had an average speed of 22mph. Both roads currently have a 30mph speed limit. These streets could therefore be designated a 20mph limit without the need for traffic calming. If the roads were to be considered for a 20mph speed limit the speed surveys would have to be repeated.
20. As a trial site, the identified roads in Fishergate are not ideal. A 20mph limit is aimed at reducing speed, albeit low speeds and reducing accidents. Aside from the issue of parked cars acting as traffic calming and there having been no accidents during the last three years the roads do not form a through route and so are not attracting traffic aside from the immediate residents.

## **Speed and 20mph zones**

20. Speed of traffic affects people's quality of life, but these effects are difficult to quantify. Of the disadvantages, injuries and noise are perhaps the easiest to measure. It is harder to identify the effects that fear of fast moving vehicles has in discouraging people from walking, cycling or in limiting their enjoyment of or ability to reach facilities.
21. Research for the Department for Transport has shown that higher speeds are more likely to result in serious injury or death. 1 in 40 pedestrians struck by a car at 20mph dies compared with 1 in 5 at 30 mph. At 40mph the survival rate falls to 10%.
22. The Portsmouth 20mph speed limit scheme is a pilot study, supported by the Government. Whilst other Local Authorities are considering implementing similar schemes the majority of schemes currently in place e.g. Hull, have been implemented through 20mph zones. In Hull Approximately 30% of the City's roads (approximately 120 zones) are subject to a 20mph zone. Injury accidents in the city have been reduced by approximately 25% based on the 1994-98 data. Children killed or seriously injured have been reduced by around 50%, again based on the 1994-98 data.
23. York has five 20mph zones in place as well as school safety zones (20mph) outside all primary schools. These have been introduced where there was a recognised casualty problem and have been very successful in reducing casualties by an average of 57%. York also has a number of traffic calmed areas that are not signed as 20mph zones but could potentially be signed as such.

## **Consultation**

24. Comments from North Yorkshire Police related to several points:
  - i) It would be advisable to wait for the outcome of the Portsmouth scheme
  - ii) Funding might be more appropriately spent where it will show greater reductions in casualties, or at least on a scheme with greater community benefits e.g. a Home Zone, which would alter the road user hierarchy rather than the imposition of a blanket 20mph speed limit.
  - iii) It appears to be a quality of life issue rather than a safety issue as there are no records of any accidents on the named roads during the previous seven years.
25. Comments from Councillor D'Agorne are as attached as Annex four

## **Options**

26. Option one – The Council introduce a 20mph scheme addressing the roads that are the subject of the petition.
27. Option two – The Council introduce a 20mph limit on residential roads across the city on a similar basis to the Portsmouth city council model. This could be

based on a review of the speed management plan map that was developed in 1997 to help develop a framework for implementing traffic measures on different road categories. The current categories are: traffic routes, where no vertical traffic calming measures are implemented; mixed routes, where targeted traffic measures could be introduced at specific locations and residential routes, where if it was appropriate vertical traffic calming measures could be introduced. A city wide scheme would ensure consistency of dealing with speed issues in residential areas and requests for speed reduction measures.

28. Option three – The Council continues to consider speed issues as part of its existing speed management plan process where priority is given as set out in the table below and reviews the policy when the outcomes of the Portsmouth scheme are made available. Under the current policy measures required for category 1 and 2 take priority for funding within the capital programme.

Category	Speed	Casualties	Priority	Treatment
1	High	High	Very High	Speed Management measures
2	Low	High	High	Casualty Reduction Measures
3	High	Low	Medium	Speed Management Measures
4	Low	Low	Low	None

29. Option Four – That officers identify a suitable location to conduct a 20mph speed limit trial to run in parallel with the Portsmouth scheme. This would enable to Council to identify how transferable any acknowledged benefits of the Portsmouth scheme would be to York.

## Analysis

30. Option one – Fishergate Scheme. The introduction of a 20mph speed limit scheme would support policy areas aside from safety, such as walking and cycling, by promoting low vehicular speed routes on the roads addressing actual and perceived safety as well as make roads more useable for those that live on them. This is an important policy issue that has wider impact than purely casualty reduction. A 3-4 mph speed reduction is a significant percentage decrease on low speed roads that would benefit pedestrians and cyclists. It would be a relatively low cost means of addressing speed when compared to 20 mph zones where traffic calming would be required as part of the scheme.
31. However, it does not sit within the current speed management policy for addressing speed or casualty issues and could lead to two processes for responding to requests and complaints regarding speed, as data suggests that

there is neither a speed or casualty issue on the named roads in Fishergate. To direct funding resources at what is a 'low priority' within the speed management strategy without consideration of how the strategy might need to be amended or without complete evidence on why it should be amended, could lead to criticism. In addition the potential to assess change in speed, accidents, environment or quality of life would be difficult to measure and the benefits of the scheme would be difficult to compare with other areas. The police are currently not supportive of the scheme and would not carry out any monitoring or enforcement.

32. It also needs to be recognised that whilst consideration is given to the wider benefits of speed reduction in Government and Council strategies, the Council is measured and assessed against casualty reduction targets, something that this option would not address.
33. Option two – City Wide Scheme. As option one except that the introduction of a city wide scheme would provide a consistent means of responding to requests and complaints about speed on residential roads. It would require criteria to be established that would identify 'residential' roads and would not apply to radial routes into the city centre or distributor roads.
34. It would however be relatively high cost (possibly around the same cost as Portsmouth, although cost estimates have not been carried out) to address what are currently medium and low priority issues. It would not address speed issues on non-residential roads, where a significant proportion of casualties in York occur, in particular at junctions where clusters of accidents often occur. In addition it would not conform to the current policy in terms of capital expenditure targeted at specific high casualty sites.
35. The table below sets out the average casualties per year on roads in York. Unclassified roads have been used as a proxy as it has not been possible to interrogate the database to exclude roads with speed limits of 40 mph and above. The unclassified road figures will therefore include casualties occurring at junctions with classified roads as well as unclassified roads with speed limits over 30 mph.

	2005 – 2007	
	KSIs	Slight
Casualties on all roads in York (average p.a)	118	608
Casualties on all unclassified roads in York (average p.a)	53	328

The result of the Portsmouth scheme against casualty reduction has yet to be monitored and it is not yet clear whether the city wide 20 mph speed limits have been effective at reducing casualties. Total casualty figures on residential roads prior to scheme implementation (2004-2006) are; total KSIs 58 and slights 550, both of which are lower than in York. These figures only include 20mph and 30 mph roads, unlike the York figures.

36. Speed data is not available for all residential roads in York as speed surveys are carried out as a result of requests or complaints and the surveys are generally prioritised to locations where there is a recognised accident problem. However, of the 24 speed surveys that were undertaken as part of the six monthly speed management review (EMAP January 2008) five sites had average speeds of 24 mph or less and would fit within a 'Portsmouth' type scheme. Of the 24 sites, one has a 60 mph speed limit, one has a of 40 mph speed limit, 17 have a 30 mph speed limit and five currently have a 20 mph speed limit. This sample suggests that there might be fewer residential roads that would meet the criteria than is the case in Portsmouth, i.e. removing the 60mph and 40mph roads from the above sample, only 22% of the remaining surveyed roads would meet the criteria.
37. It would be possible to implement a scheme in York similar to that introduced in Portsmouth. It would have a wider impact than purely casualty reduction and support other policy areas such as cycling. However, such a scheme is not designed to reduce speeds on roads where the average speed is above 24 mph and as result would not tackle a significant percentage of the roads that are currently the subject of complaint and request. Given that the figures in paragraph 35 for KSIs also include casualties occurring at junctions with classified roads the introduction of a city-wide 20mph speed limit is likely to result in a less significant reduction than is at first apparent. From the recent sample of roads where speed surveys have been carried out any scheme that was introduced in York would be on a smaller scale, as the number of roads meeting the average speed criteria appears to be lower. Traffic calming would be required on other roads where the average speed limit is currently over 24 mph, which would increase the cost of implementation.
38. Option three – Review of the Portsmouth Model. This would continue to address the highest casualty/speed related sites (predominantly the outer ring road and local distributor roads which could not be included in a 20 mph limit scheme) in a systematic way. The council is currently not on track to meet its 2010 Killed and Seriously Injured (KSI) target of a 45% reduction over the 1994/8 baseline. Capital funding would continue to be prioritised against casualties. It does not discount a Portsmouth type scheme being introduced within York and allows a decision to be made in the future based on evidence. The continuation of Option three ensures that speed issues continue to be dealt with in a structured way.
39. It is recognised that to continue with the same course of action may not enable the Council to meet its casualty reduction targets. Therefore, other speed management measures are being considered as part of the speed management strategy, such as a proactive speed management strategy, community speed matrix and a study looking at the possibility of introducing mobile speed cameras. These options are considered more fully in the Six-monthly review of speed issues report (EMAP 14 July 2008).
40. Option four – Trial Scheme. The use of a trial scheme would enable the Council to assess any benefits of a 20mph speed limit in York. It would also enable the council to identify whether beneficial outcomes in Portsmouth would



be transferable to York. It is suggested that an 18 month trial period would be sufficient to determine the benefits.

41. An experimental Traffic Regulation Order could be implemented. The first six months are an objection period within which anyone can object to the scheme. In the second six-month period the Council could decide to amend the scheme or keep it in the original form and in the final six months it has to determine whether to keep the scheme or remove it. Once removed it cannot be re-instated at a later date.
42. Care is required in identifying a suitable trial site as it would need to be representative of residential roads in York to enable results to be replicated, preferably with some record of accidents and/or acting as a through route.
43. If a trial showed beneficial outcomes a decision would still need to be made as to how 20mph speed limits could be funded and how the speed management strategy might need to be amended to avoid two parallel systems for dealing with speed management issues being in place.

## **Corporate Objectives**

44. A data led approach of assessing road safety issues and prioritising scheme meets the Council's corporate priorities to create a Safer City. It also supports the aims and objectives of the Road Safety Strategy as part of the Second Local Transport Plan.

## **Implications**

### **Financial**

45. Option One - The cost of a scheme in Fishergate has been estimated at £7000. Costs will include speed surveys, Traffic Regulation Orders and signing as well as monitoring costs. The capital programme is currently over programmed and no allocation has been made for the scheme. It is possible that any scheme could be managed from the revenue budget on a one-off basis.
46. Option two – The cost of the scheme has not been calculated but is considered to be of a similar magnitude to the Portsmouth scheme, i.e. £475,000. No funding has been identified for a city wide scheme and would need to be considered through the council budget process, reserves or contingency funding.
47. Option three – The costs of continuing the current speed management programme implementation are included in the capital programme.
48. Option Four – A trial scheme is likely to cost in the region of Option one above. Revenue funding from the road safety grant is sufficient to cover a trial or a permanent scheme in Fishergate.

### **Legal**

49. An experimental Traffic Regulation Order (TRO) will need to be in place in order to enable the trial to proceed and a permanent TRO would be required to implement a permanent scheme in Fishergate.

### **Other**

50. Strategically the Council would have to consider how it would deflect criticism of implementing a 20mph scheme in Fishergate on a 'first come, first served' basis, particularly as no funding had been identified at the start of the financial year.
51. There are no Human Resources, Equalities, IT or Property implications envisaged.

### **Crime and Disorder**

52. Speeding is a criminal offence and the Council has a responsibility to deliver an effective Speed Management Strategy.

### **Risk Management**

53. In compliance with the Council's risk management strategy, no significant risks have been identified arising from the recommendations.

### **Recommendations**

54. That the Advisory Panel advise the Executive Member to:
  - 1) Decline to implement a 20mph zone in Fishergate
  - 2) Request officers to work up a trial scheme that addresses the Portsmouth issues.
  - 3) Continue to address speed management issues under the current policy

Reason: To ensure that speed issues are addressed through a data led process that targets LTP resources at casualty reduction but considers whether 20mph limits are appropriate and beneficial within York.

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Report Approved

Date 30 June 2008

**Specialist Implications Officer(s)** *List information for all*

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**Wards Affected: Fishergate**

All  Y

**For further information please contact the author of the report**

**Background Papers:**

Shadow cabinet report – 20mph city wide speed limits 11<sup>th</sup> June 2008.

Annex one – Front page of petition (1 of 7 pages)

Annex two – Location map of nominated streets in Fishergate.

Annex three - Map of Portsmouth 20mph speed limits

Annex four – Comments from Ward Councillors