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**Decision Session**  
**Executive Member for City Strategy**

**1 December 2009**

Report of the Director of City Strategy

**20mph speed limits on residential roads in York**

**Summary**

1. To advise the Executive Member of the development of a set of criteria for responding to petitions and requests for 20mph speed limits and the work undertaken by council and North Yorkshire Police officers to look at criteria for identifying, prioritising and monitoring an additional 20mph trial site within York, including the associated costs.

**Recommendations**

2. The Executive Member for City Strategy is recommended to:
  - a) Adopt the criteria and process for responding to petitions and requests
  - b) Request that officers prioritise the list of streets arising from petitions and requests and report it through the Officer In Consultation process to progress any further schemes.
  - c) Implement the 20mph speed limit in the South Bank area subject to speed data complying with the DfT guidance.

Reason: To enable a consistent response to petitions to be progressed.

**Background**

3. In April 2008 a petition was received requesting a 20mph speed limit on seven streets in Fishergate. A report was presented to Members at the Executive Member Advisory Panel meeting (EMAP) on 14<sup>th</sup> July 2008 and a recommendation was passed to introduce a 20mph trial site. The trial was delayed due to ongoing discussion around the consultation with residents and implementing a scheme within a conservation area but is currently in the process of being implemented. The Traffic Regulation Order will come into effect on the 30<sup>th</sup> November 2009 and the signs are programmed to be erected at this time.
4. Subsequently a number of petitions were received requesting 20mph speed limits in areas across York as well as petitions requesting a citywide 20mph

speed limit and these were reported back to Members at the EMAP meeting in June 2009. Further action was deferred at that time as the Executive Member had instructed officers to undertake a trial in York (Fishergate). Officers were requested to progress a set of criteria for addressing petitions and requests for 20mph speed limits and bring that back to Members.

5. Following on from the requests that were received Council officers and officers from the North Yorkshire Police have developed criteria for identifying, prioritising and monitoring proposals for additional sites.
6. Five petitions were presented at Council on 9<sup>th</sup> July 2009 requesting 20mph on streets across York. The first petition relates to Newlands Drive and is signed by 77 residents; the second relates to Nunmill Street and is signed by 40 residents; the third relates to Scarcroft Hill and is signed by 44 residents; the fourth relates to Lidgett Grove and is signed by 13 residents and the fifth petition is a request for a city-wide 20mph and is signed by 65 residents.
7. A further five petitions were presented at Council on 15<sup>th</sup> October 2009 and relate to Ouseburn Avenue signed by 22 residents; Millgates, signed by 27 residents, Holly Bank area signed by 107 residents, Viking Road signed by 13 residents and Low Poppleton Road, signed by 8 residents (note that this is not the same as households).

### **York 20mph speed limits**

8. A limited amount of capital funding (£30,000) has been made available to deliver additional 20mph sites within York. In order to identify where that funding should be allocated CYC officers have been working in partnership with North Yorkshire Police to use casualty data to identify criteria to assist in distinguishing areas that would benefit from a 20mph speed limit. As a result of this work a number of requests for 20mph speed limits were submitted to the Council during the summer, these have been plotted and are shown in annex A.
9. It is acknowledged that a 20mph speed limit may have wider benefits than purely casualty reduction e.g. quieter for residents, encourage more pedestrian and cyclist activity, sends a message to motorists that other road users are using the space. The primary focus in identifying criteria for further 20mph sites has remained casualty reduction because casualty reduction is one of the key Local Area Agreement Targets (NI 47, reduction in Killed and Seriously Injured KSI) that this council has chosen to be measured against. Casualty reduction is also a principal objective of the Council's Local Transport Plan (LTP) and its Road Safety Strategy. The proposed government road safety strategy which has recently been consulted on 'Making Britain's Roads the Safest in the World: A safer Way' sets casualty reduction as the main focus for action and spending and sets more challenging targets for casualty reduction over the next 10 years. Future Council road safety policy will need to take account of this and set speed issues within the overall context of casualty reduction rather than an issue to be dealt with separately.

10. A reduction in speed brings a number of benefits; reduced accidents and reduced level of injury when accidents occur, these benefits are proven. Wider benefits may include improved quality of life, encouragement of walking and cycling, reduced noise pollution, improved environment for residents. These benefits are difficult to quantify and have not yet been evaluated by pilot studies elsewhere in the country or by DfT.
11. One disbenefit to consider is that there will be an increase in signage and possibly poles as a result of any scheme as the current guidance states that terminal signs are required, together with repeater signs at (approximately) every 300 metres (with subsequent on-going maintenance costs – not included in this report). This will particularly impact on conservation areas and a report considering street clutter was considered by the Executive Member for City Strategy at the Decision Session meeting on 20 October 2009.

### **Criteria for Prioritisation of petitions and requests**

12. Officers were requested to put in place a set of criteria for responding to petitions and requests for 20mph speed limits and the criteria for monitoring the success or otherwise of the reduced speed limit. The streets will then be prioritised against this criteria:
  - At least 50% of households within the street have signed the petition
  - The occurrence of an injury accident during the previous three years, of any severity or road user
  - Average speed on the road must be 24mph or below
  - The road must be a 'residential' or 'mixed priority' road within the context of the speed management plan (see paragraph 14 below)
  - Where wider benefits associated with increasing walking and cycling could be expected e.g. cycle facilities are available or planned.
13. Criteria for monitoring a site are:
  - Number of injury accidents
  - Traffic speeds
  - Traffic flows
  - Cycle data (where appropriate)

Accident data, traffic speed and flow and other appropriate data will be monitored 12 months after the implementation of any scheme to establish how successful the scheme has been.
14. The Council has a Speed Management Plan, which was developed in consultation with key road user groups, such as the emergency services. This sets out a framework for future traffic calming schemes and is based on defining three categories of road, as set out below.

- **Traffic Routes** - these are the main road into and around the city that are important strategic routes for the emergency services and bus operations. Generally we do not put vertical measures (bumps/humps) on these roads.
  - **Mixed Priority**- these are roads that are still important for getting around the city but tend to be more residential in nature. Here we aim to target traffic calming measures in key areas, for example near schools or local shops.
  - **Residential** - these are residential areas where the safety of residents is considered to take priority. Therefore traffic calming can be introduced in such streets whenever the necessary finance is available and the proposal carries the support of the majority of local residents.
15. A number of petitions and requests for 20mph speed limit have been received into the Council. These cover a total of 69 roads across York. Officers will apply the criteria set out in paragraph 11 and bring a report through the Officer In Consultation process setting out the prioritised list of streets and associated costs of delivering the highest priority schemes. Where all other factors are equal, those requests supported by the highest proportion of households in a street/area will be assessed first. Petitions will be reported back to Members through the Decision Session meetings. Delivery of schemes will be dependant on funding being identified. Consultation with residents will also need to be undertaken before a Traffic Regulation Order could be advertised and implemented.
16. The Police are supportive of 20mph regardless of the 'before' speed so long as it is a scheme concerned with casualty reduction, which is where they need to aim their resources. The current proposal is that only roads with 'before' speeds of 24mph or below would be included, however, if a request or petition is implemented that includes a street that does not comply with the guidance but it would be surrounded by roads with a 20mph speed limit, then on those occasions it would be included within the scheme.
17. Where a 20mph speed limit is implemented and complaints are received that traffic is travelling above the speed limit, in the first instance these roads would be referred through the speed review process to determine what other measures may be appropriate. This would be brought back to Members as part of the 6 monthly speed review report. This is particularly relevant where the average 'before' speed is above 24mph, as it cannot be assumed that the Police would provide enforcement. Physical measures other than signing have not been costed as part of this report.
18. In some instances a scheme may provide better value for money through the provision of traffic calming. DfT have carried out a small comparison study of 20mph speed limits with 20mph zones (traffic calmed) looking at effectiveness of reducing traffic speed and casualties. It is evident that 20mph zones are more effective in reducing casualties and traffic speeds. This is likely to be attributable to the greater reductions in average speed (typically 9mph) achieved by traffic calmed 20mph zones. A table comparing results between 20mph limits and 20mph zones is contained in annex B. Where it is considered

that traffic calming should be introduced this will be brought back to Members for a decision.

### **Partnership working to identify a suitable trial site**

19. Casualty data for the previous 10 years has been plotted and is shown in annex C to give an indication of the general spread of locations. Analysis of the 2008 casualty data suggests that approximately 11% of casualties occur on residential roads (i.e. not category A and B). It is also acknowledged that pedestrians and cyclists are the most vulnerable road users and accidents involving these user groups exhibit a more random pattern rather than cluster at a particular location. In 2008 of the 13 serious casualties on residential roads 9 involved a pedestrian or cyclist and of the 38 slight casualties on residential roads, 25 involved a pedestrian or cyclist, there were no fatal casualties on residential roads. Of the casualties that do occur on residential roads, pedestrians and cyclists make up a high percentage.
20. The Police undertook an exercise looking at the whole of the York area in relation to accident data and looked at accidents over a 10 year and three year period. The 10-year data (01/09/1999 – 31/08/2009) helped identify broader areas and the three-year data (01/09/2007 – 31/08/09) helped identify whether an accident issue still existed. In looking across the city, two areas in particular stood out. The first is Balmoral Terrace/Brunswick Street area, which has had 15 slight accidents over the 10-year period and five slight accidents within the last three years (see annex D for proposed extent of area to be covered). This area was the subject of a petition reported to EMAP in June 2009 and includes Scarcroft Road and Nunmill Road, which are the subject of petitions referred to in paragraph 8. The extent of the area identified by the Police is greater than that covered by the petitions but has been taken forward on the basis of a coherent area of similar streets, which will provide consistency of information to motorists as to an appropriate speed at which to drive.
21. The second area is Crichton Avenue/Burdyke Avenue, which had 11 serious accidents and 90 slights during the last 10 years and 3 serious and 21 slights during the last three years (see annex E for the proposed extent of the area to be covered). This area would also support the cycle scheme being implemented as part of the Cycling City project. Whilst this area has been identified through the injury accident data it is not the subject of a petition or request.
22. Speed data for the South Bank is currently being collected and if available will be reported at the Decision Session meeting. Consultation with residents would need to be undertaken before a Traffic Regulation Order could be advertised and implemented. An approximate cost associated with undertaking these areas of work is set out below and accounts for speed surveys, signing, advertising the TRO and consultation being undertaken in-house. Additional sites for speed surveys may be required once detailed work has been undertaken on the extent of the proposed areas.

### Balmoral Terrace/Brunswick Street

Speed surveys	£100 (8 sites)
Detailed Household consultation	£2300
Advertising TRO	£1500
Signing (approximately 95 locations)	£25000
<b>Total</b>	<b>£28,900</b>

### Crichton Avenue/Burdyke Road

Speed surveys	£150 (10 sites)
Detailed Household consultation	£3120
Advertising TRO	£1500
Signing (approximately 130 locations)	£32500
<b>Total</b>	<b>£37,270</b>

23. There is potential to reduce the cost of the schemes by reducing the area covered and in part this may be dependant on the speed data. It is likely that the cost of the Crichton Avenue scheme will continue to be over budget and the focus should be South Bank area. As the estimated costs are close to the budget limit the extent of the scheme will be confirmed once all speed data is collected.

## **Petitions**

24. The petition for Nunmill Lane states that residents support the provision of a 20mph zone, the petition for Scarcroft Hill and the Citywide implementation request it on the grounds of safety and the petitions for Newlands Drive, Lidgett Grove and Ouseburn Avenue request a reduced speed limit to reduce the amount of rat-running and speed of traffic resulting from the alterations to the junction at Beckfield Lane/Boroughbridge Road. The petitions for Millgates, and Viking Road are on the basis of increased traffic flow and speed, the petition for Low Poppleton lane is on the grounds of traffic speed causing vibration. The front sheets of the petitions are included as Annex F.
25. Speed and accident data for the areas covered by these petitions is currently being collected. The Ward Members raised the issue of increased traffic flows and speeding traffic on Newlands Drive as a result of alterations to Beckfield Lane/Boroughbridge Road junction. 'Before and After' surveys showed that in the morning peak through traffic had reduced although it had increased slightly through the remainder of the day the numbers remained low. Survey results are set out below:

Numbers	Through traffic		Local traffic	
	BEFORE	AFTER	BEFORE	AFTER
7am - 8am	4	9	9	2
8am - 9am	56	14	19	14
9am - 10am	3	8	4	9
3pm - 4pm	9	10	6	11
4pm - 5pm	9	13	3	10
5pm - 6pm	5	10	6	8
<b>Total</b>	<b>86</b>	<b>64</b>	<b>47</b>	<b>54</b>

Percentage of traffic type by hour				
	Through traffic		Local traffic	
	BEFORE	AFTER	BEFORE	AFTER
7am - 8am	31%	82%	69%	18%
8am - 9am	75%	50%	25%	50%
9am - 10am	43%	47%	57%	53%
3pm - 4pm	60%	48%	40%	52%
4pm - 5pm	75%	57%	25%	43%
5pm - 6pm	45%	56%	55%	44%

26. Speed data collected for Newlands Drive is provided below. Further survey work is being undertaken to look at traffic speed on Lidgett Grove and Ouseburn Avenue to consider these roads as an area rather than individual petitions before reaching a decision about appropriate measures and will be included in a report back to the Members containing the prioritised list.

Average speed on Newlands Drive	
From Beckfield Lane	19mph
To Beckfield Lane	21mph

27. It is proposed that requests and petitions for 20mph speed limits will be collated and assessed against the criteria in paragraph 11 above into a prioritised list. As and when appropriate funding becomes available individual areas will be delivered.

## Consultation

28. The Police have advised that they consider 20mph schemes should be taken forward on the basis of casualty reduction and are supportive of the criteria identified for trial sites and the sites proposed as part of this report. They are supportive of any imposition of any 20mph casualty reduction scheme's, regardless of the 'before' speeds. However, their stance, which is made on safety grounds, is that the 20 limits must comply with DfT guidance. Such schemes, by their nature alter perceptions. They are intended to increase safety for the more vulnerable road users. With the imposition of only a 20 mph speed limit, psychologically it alters the viewpoint of the vulnerable road user towards it being a safer environment, but does not necessarily do the same to a driver. It is known that around about 50 percent of drivers do not respond to the signs, unless influenced to do so, hence the requirement (possibly) for physical features. This can result in the vulnerable road user assuming it is safer, and bringing them into conflict with the vehicles, which may not have slowed down. Consequently, it is of paramount importance that the speed of vehicles is reduced to DfT guidelines; otherwise it can actually make the road more dangerous, simply by the vulnerable user assuming it is safer. If the DfT guidance is adhered to, the speeds are reduced and there is no requirement for enforcement. It is the expectation that any 20mph trial sites would be self

enforcing and the Police should not be expected to provide any enforcement where this is not the case.

29. Non-ruling party Members have responded:

Councillor Potter - Welcomes moves to get the 20mph limit in response to the petitions but is concerned that we are not taking forward the 20mph speed limit in all residential areas and that people will be confused by this ad hoc method of rolling out 20mph zones.

Councillor D'Agorne – Was not available to comment

Councillor Gillies – Had no comments

### **Options**

30. Option one – Agree the prioritisation criteria and process for responding to petitions and requests and implement the trial site in the South Bank area.
31. Option two – Agree the prioritisation but do not proceed with the 20mph scheme in the South Bank area
32. Option two – Do not accept the criteria and continue to respond to petitions and requests on an ad hoc basis.

### **Analysis**

33. Option one – The introduction of criteria and process for responding to petitions and requests would provide a consistent approach, which is data led.
34. 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 address. The council is currently 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.
35. The introduction of additional 20mph speed limit trial scheme(s) 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. It would be a lower cost means of addressing speed and casualty reduction when compared to 20 mph zones where traffic calming would be required as part of the scheme.
36. Option two – This would still provide a data led consistent approach to responding to petitions but without the identification of an area scheme may result in the benefits of a 20mph speed limit not being fully recognised and understood.



37. Option three – this option would not provide a clear way forward and could lead to inconsistency of response.

## **Corporate Objectives**

38. 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 and contributes to A Safer City.

## **Implications**

### **Financial**

39. Option One - The cost of a scheme in Crichton Avenue and South Bank has been estimated at £28,900 and £37,270 respectively. Costs will include speed surveys, consultation, Traffic Regulation Orders and signing as well as monitoring costs. The South Bank scheme could be funded from the revenue growth award of £30,000 available for implementing 20mph speed limits (included as part of the safety camera growth award). These costs do not include staff time. The Crichton Avenue scheme is not affordable from within the identified budget. No further funding has been identified for taking forward additional sites.
40. Option two – No financial implications. Responses to petitions can be funded up to a value of £30,000 from the revenue growth award
41. Option three – No financial implication.

### **Legal**

42. A Traffic Regulation Order (TRO) will need to be in place in order to enable the trial and/or the citywide scheme to proceed.

### **HR**

43. If an additional trial site were to be implemented, considerable staff time would be required to undertake the consultation and implement the scheme. This work is not currently accounted for and other areas of work may be delayed as a result.

### **Other**

44. None

### **Crime and Disorder**

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

### **Risk Management**

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

## Contact Details

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**Report Approved****Date**

9.11.09

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

*Financial*

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**Wards Affected:****All**

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

**Background Papers:**

Annex A – Requests for 20mph speed limits

Annex B – Comparison of 20mph zones and 20mph speed limits

Annex C – 10-year casualty data plot

Annex D – Balmoral Terrace/Brunswick Street proposed trial area

Annex E – Crichton Avenue/Burdyke Avenue proposed trial area

Annex F – Petition front sheets