

Report of the Director for City & Environmental Services

20mph speed limit policy approach

Summary

1. In May 2011 the new Council Administration was elected with a commitment to implement 20mph speed limits on residential roads across the city. In order to deliver this commitment a new policy approach is required and is attached as an annex to this report.
2. After the above commitment was made it was agreed that two pilot sites would be developed to trial 20mph speed limits a) on a road where the average speed is greater than 24mph - an area covering South Bank and Clementhorpe and including Bishopthorpe Road and b) in Murton village where speed issues are slightly different. The report sets out the progress made to date at those pilot sites.
3. The Council has also received a number of petitions requesting 20mph speed limits on residential roads, namely, Grayshon Drive, Melwood Grove, Sherwood Grove, Alma Terrace and surrounding streets and an extension to the speed restrictions on Fishergate. This report contains a provisional city-wide roll out programme which addresses the petition requests.

Recommendations

4. The Cabinet Member is asked to consider:
 - 1) Agreeing the policy approach to delivering 20mph speed limits across the city

Reason: To provide a consistent and transparent approach to implementation

- 2) Agree the provisional programme for roll out and therefore the response to the petitions in relation to implementation

Reason: so that residents can be made aware of the order of delivery and enable the petitions to be considered as part of a wider area rather than new or extensions to an existing scheme.

- 3) Agree to larger villages being included in the roll out but delay implementation in the smaller villages until later in the process.

Reason: to enable evidence to determine whether a signed only limit or another traffic management approach is most appropriate in the small villages.

- 4) Note the progress made on the South Bank scheme and agree to the trial in Murton village being put on hold until additional funding can be identified

Reason: to enable the programme to trial affordable additional speed reduction measures that would be replicable across the city and that also work to reduce average speeds close to 20mph.

Background

Policy Approach

5. 20mph speed limit schemes are not the same as 20mph zones. A 20mph speed limit scheme is based on signing and relies on low existing speeds plus repeater signs to reduce speeds further, although it is possible to include minor traffic calming works as part of the scheme. A 20mph zone is signed only at the entry to the zone (so does not contain repeater signage) but includes traffic calming measures to physically slow traffic.
6. Evidence from schemes implemented elsewhere in the country suggests that 20mph zones are more effective in reducing speeds but are significantly more expensive. 20mph speed limits can reduce average speeds by 1-2 miles per hour where the average speed before introduction is 24mph or below. Where average speeds are higher than 24mph the reductions can be greater (6-7mph) but may still not reduce average speeds to 20-24mph.
7. Many 20mph schemes have been introduced primarily to reduce accidents, as speed is a major contributor to accidents occurring

and a key factor in survivability. There are however, many other advantages to 20mph speed limits, although more difficult to quantify they can include:

- Increased numbers of pedestrians and cyclists
 - Improved air quality
 - Improved health
 - Greater interaction within the community
 - Quieter neighbourhoods
8. Prior to May 2011 the Council had adopted a prioritisation approach to respond to requests and petitions for 20mph speed limits. This enabled the limited funding available to be used where it would have greatest impact in helping to reduce accidents and reduce speeds but also meant that delivery across the city was piecemeal.
 9. In May 2011 the Council gave a commitment to rolling out a programme of 20mph speed limits on residential roads across the City. A new policy approach for implementation is required and is attached as annex A to this report.
 10. The policy sets out a number of key issues and how they will be addressed. It focuses on:
 - Roads that are automatically presumed to be included and those that are not
 - Exemptions to the policy and how they will be considered and dealt with
 - Additional measures required (subject to the results of the trial sites)
 - Existing 20mph zones
 - Signing of schemes
 - Existing signs
 - Consultation
 - Marketing strategy

- Monitoring and evaluation

11. Main points relating to policy are set out in the following paragraphs. Using the hierarchy of roads descriptions contained in the Ordnance Survey 'Integrated Transport Network' layer, local streets which form the majority of the residential road network will be included in the roll out. All other classifications, A, B and minor roads, which form the more strategic or through routes will generally be excluded.
12. A, B and minor roads can be included by exception. The case for exception being where these roads, or sections of them, are of a character or nature where they would form clear natural extensions to adjacent residential areas which will become (or are already) 20mph. An exception report will be required and the decision will be made by Council officers in consultation with the Cabinet Member and North Yorkshire Police.
13. It is necessary that any road considered for inclusion has average speeds that are already low if a signed only scheme is to be successful. If average speeds are significantly higher than 24mph then additional low cost speed reduction measures will be required. The outcomes from the Bishopthorpe Road trial will inform what additional measures may be required.
14. All areas will be signed in accordance with the 'Traffic Signs Regulations and General Directions'. There is some flexibility to meet the requirement of 'regular' and a pragmatic approach will be taken to ensure that the scheme is signed legibly and sensibly but is not over signed.
15. Existing traffic calmed streets will keep their physical traffic calming measures.

Pilot schemes

16. Two pilot schemes were identified to test what additional measures may be required when the average speed on the road is above 24mph. Additional measures are required for two main reasons, firstly, if average speeds are significantly above the posted speed limit it brings the speed limit into disrepute and secondly the 20mph speed limit gives vulnerable road users the impression that the environment is safer than the reality if average speeds remain significantly higher than 20mph.

17. The first pilot is part of a scheme already agreed for implementation. The South Bank area to the west of Bishopthorpe Road was agreed as a 20mph speed limit area under the prioritisation process referred in para 8, in December 2009. Subsequent to the speed surveys and consultation being conducted there was a request to consider an extension to the scheme to include Clementhorpe, Scarcroft Road and Bishopthorpe road. See plan at Annex B.
18. The speed surveys revealed that average speeds on Bishopthorpe Road are 28mph and 29mph southbound near Norfolk Street and Rectory Gardens respectively. 26mph is the average northbound speed at both locations. There was concern from officers and North Yorkshire Police that implementing a 20mph limit on the road at these points would a) bring the speed limit into disrepute, b) give the impression that the environment is safer than it actually is and c) would generate further complaints about speed as it is unlikely that vehicles will travel at or near 20mph if average speeds are already above the posted speed limit.
19. It has been proposed that additional low cost measures, signing and lining and pedestrian crossing points would be included on Bishopthorpe Road to reduce speeds closer to 20mph. This element forms the 'trial' part of the scheme. If the measures are successful it may be possible to replicate comparable measures on other similar roads in the city that would otherwise be excluded.
20. The consultation with local residents regarding the extension to the South Bank scheme will have been sent out in mid April and will last for 3 weeks. Assuming there is support a Traffic Regulation Order will be drafted and advertised in mid May. If there are no objections the scheme will move forward for implementation as quickly as possible during June. If objections are received they will be considered through an Officer in Consultation (OIC) report.
21. A petition was received in October 2010 from Murton village, signed by 94 out of 100 households, requesting a 20mph speed limit in the village. As it is the intention to include the villages in the roll-out of 20mph speed limits it was decided that a village trial would be appropriate. As a result of the strong support shown in the petition, Murton was chosen as the second pilot site.
22. Speeds in the village have been the subject of complaint and Murton Way, Murton Lane and Moor Lane have all been through

the council's Speed Review process. Average speeds on each of the roads are set out in the table below. The outcome of the speed review process is that Police enforcement is provided on Murton Way (east of the A64) to deter speeding traffic and along with Murton Way has been forwarded to the Transport Projects team to consider whether there are appropriate engineering measures available to reduce traffic speed.

Location	direction	Mean speed	85th percentile
Murton Way (east of A64)	To village	34	42
	From village	36	42
Moor Lane	To village	27	30
	From village	27	32
Murton Lane	To village	31	36
	From village	32	38

23. As average speeds are significantly above 24mph additional measures will be required to reduce speeds closer to 20mph. There are various low cost, potentially replicable options available and these include:

- Provision of gateways at entry points into the village
- Use of lining to narrow the road at entry points to the village
- Additional roundels marked on the road

24. It is officer opinion and that of the North Yorkshire Police, that speeds in Murton village will not be appreciably affected without significant traffic calming measures over and above those referred to in paragraph 23. It might be expected that the measures contained in paragraph 23 may reduce average speeds by 1-2mph. It cannot be expected that large reductions in speed would occur as the surrounding environment has not altered and remains relatively open and rural in nature. If a signed only or ineffective low cost scheme were to be implemented (without Police support) then it is

likely that the village would lose the current Police enforcement available to them.

25. A meeting with the Ward Councillor and Parish Council members took place on Friday 2nd December to discuss options that could be implemented. Both the Ward Member and the Parish Councillors are keen to see speeds reduced in the village and considered that it did not make sense to implement a scheme based on limited measures (so as to be replicable in other villages) that would not reduce speeds nearer to 20mph, when more significant traffic calming measures were more likely to have the desired effect.
26. Further internal discussion concerning funding has taken place and no additional funding has been found that would support more extensive and expensive speed reduction measures. Further discussions will commence with the Parish Council as to whether they are able to access other funding sources that would enable a more extensive scheme to be introduced. To implement a more extensive scheme as part of a pilot and stay within budget would mean more funding being allocated to Murton and fewer residential streets elsewhere would be provided with a 20mph speed limit.
27. It is proposed that larger villages e.g. Poppleton, Copmanthorpe etc are included as part of the phased citywide roll-out as they more closely resemble the urban area in road layout i.e. they have separate residential areas and through routes. It is further proposed that the smaller villages, such as Murton and Wheldrake etc, where the roads in the village are primarily through routes, should be left until the third stage of the roll-out. This will enable evidence already collected to assist in determining whether a signed only limit (with minimal traffic calming measures) would be appropriate or whether a different traffic management approach should be considered. If a different approach is required it is likely to be more expensive and additional funding will be required.

Marketing and Communication

28. A fundamental part of delivering the 20mph speed limits across the city is to focus on winning 'hearts and minds', encouraging compliance, and promoting understanding of how the policy contributes towards improving the quality of the places where we live. A communications strategy is being finalised that will help achieve these outcomes.

29. In communication terms it is important to focus on clear positive messages with supporting practical information provided to back up main messages. The aim will be to convey a sense of community, that the roads are 'not just for cars'. The communications will need to communicate the benefits of the scheme - providing better places to live and vibrant communities.
30. To promote awareness of why 20mph limits are a positive step information to promote understanding will be provided around the following:
 - The introduction of 20mph limits in our residential areas will help promote more considerate driving and increase our confidence about the safety where we live.
 - This increased confidence will encourage more of us to make greater use of our streets for walking, cycling, playing or just 'hanging out' on.
 - With fewer cars, places where we live will become safer, quieter and cleaner.
 - With more people 'out and about' our streets will become even friendlier places to be.
31. A brand visual identity will be developed to communicate these messages to the public. Three different approaches will be developed and pre-tested with the target audience. Approaches will be testing including a direct '20mph' brand identity as well as a more empowering 'Our Streets' brand identity approach.
32. To encourage compliance, underpinning the campaign will be the need to encourage drivers to adopt the slower driving speed; whilst the campaign is not primarily focused on accident reduction, this message does provide a strong emotional basis for compliance with the speed limit.
33. Supporting messages that focus on the practical aspects of the campaign will also be used along the lines of 'Want to know more about 20mph in your area?', whereby people are directed to the programme website, where they can get information such as where to go to find out more about the benefits of 20mph speed limits, how to find out more about your area and 20mph limits and how to find out about the City Council's plans for implementing 20mph limits in residential areas across York.

34. A number of media channels will be used alongside the press, leaflets and posters. These will include a website developed to be the main focus of the campaign, with a call to action in all promotional activity to visit the website to find out more about the programme. The website will contain an overview of the programme, explaining to the public why this is a positive step forwards for York; this will be communicated positively but will be very factual and unbiased. It will be an information source with details of the programme, areas affected, schedule, timescales, consultation documents, and a FAQ page.
35. A Facebook page will also be set up to act as the focal online 'community' for the project. This will contain basic information on the project and will link through to the programme website where more details can be obtained. General updates will be posted when consultations open in each area and when the programme launches in new areas to maintain useful content for subscribers. This will be a cost effective way of empowering the residents in York to share it with friends to enable it to be virally distributed.
36. In addition existing channels of communication will also be used and the key messages will be reinforced through neighbourhood working with colleagues and partners.

Petitions

37. A number of petitions have been received requesting 20mph speed limits. Grayshon Drive, Melwood Grove and Sherwood Grove as well as Murton Village, Bishopthorpe Road, Alma Terrace and surrounding streets and Fishergate (an extension of the existing 20mph zone to the Lighthorseman pub. Murton village and Bishopthorpe Road have both been addressed in this report as trial sites. Grayshon Drive, Melwood Grove and Sherwood Grove will all be included in phase 1 of the roll-out of the 20mph programme. Alma Terrace and surrounding streets already have average speeds of between 15mph and 18mph. There is no evidence to suggest priority should be given to these streets ahead of others in the citywide roll out. The indicative programme set out in paragraph 40 contains more detail.
38. The existing 20mph scheme on Fishergate has had mixed results since its introduction. It should be noted that the 20mph speed limit on the A19 at Fishergate was only a part of other speed reduction measures in the area. Speeds reduced within the 20mph area by 2-

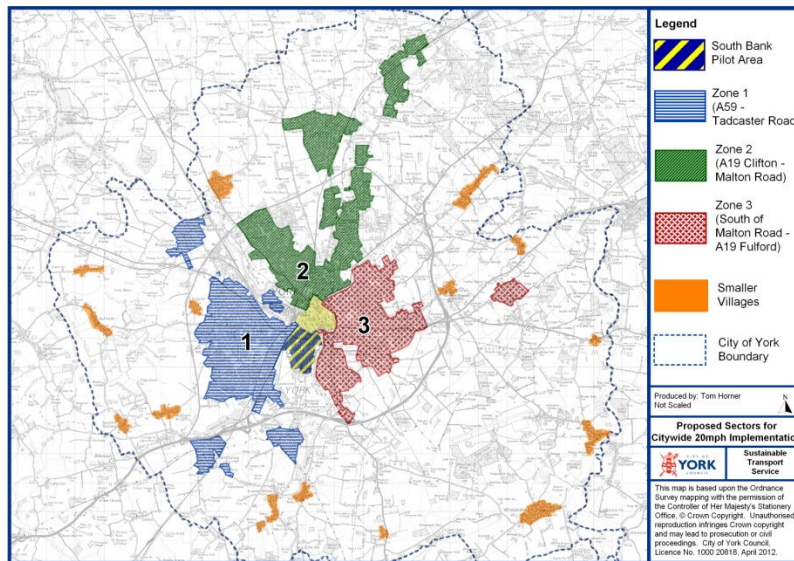
4mph; however none of the locations currently has an average speed of 20mph. Compliance with the speed limit has shifted dramatically. Prior to the introduction of the 20mph speed limit 7.9% of vehicles exceeded the speed limit southbound outside Fishergate Primary School. This figure now stands at 66.7%.

39. The North Yorkshire Police view on the existing Fishergate scheme is that they expressed their concerns before implementation of the 20mph limit. Failure of drivers to observe the limit could be to do with the fact that the site does not comply with Department for Transport (DfT) guidelines, the speeds were high prior to installation, it has been installed on a main arterial road and therefore has a lack of traffic engineering. The Police have suggested that consideration should be given to either engineering the limit in or removal all together and that serious consideration should be given to not extending the limit along Fishergate as this could in effect increase non-compliance still further.
40. Speeds on the stretch of Fishergate subject to the petition for the extension reduced by 1mph in both directions at the Grange Street junction and by 5mph southbound and 3mph northbound at the Grange Garth junction. Given average speeds on this section of road are generally higher than desirable for introducing 20mph speed limits officers have concerns over even lower levels of compliance than there currently is outside Fishergate Primary School. This section of route will be considered through the policy process when the citywide rollout reaches the Fishergate area.

Programme roll-out

41. The proposed programme contained in Annex A is indicative based upon funding availability. A commitment has been given to roll the programme out to all residential roads (within the policy). Initially

the city will be divided into three sectors (see the plan below)



42. A phased implementation will take place over the next three. Full details of the programme of works e.g. dates for consultation, results, Traffic Regulation Orders, proposed implementation dates etc will be available in advance of each phase of delivery. Subject to consultation results it is proposed that sector 1 will be delivered in 2012/13, sector 2 in 2013/14 and sector 3 in 2014.
43. The more residential streets in the city centre area require further consideration as there is potential for a number of signs to be required adjacent to the city bars and walls. It is the intention that the city centre area would be rolled out as part of phases 2 and 3.
44. Existing 20mph areas will be revisited at the earliest opportunity to ensure they fit with the new policy and that there are no inconsistencies.

Consultation

45. Councillor Warters and Murton Parish Council were consulted on 2nd December and their response is included in paragraph 25. Further consultation will take place with the Parish Council regarding additional funding.
46. The leaders from the other political parties responded as follows:

Cllr Gillies replied that he does 'not support 20mph areas where there is no evidence of law breaking or accidents, in addition until the Police are in a position to enforce the restrictions they are of limited use'.

Officer response: The Police have indicated that in the locations where additional speed measures are required they would be willing to work with the council on the 'hearts and minds' and enforcement approach.

Cllr D'Agorne responded that 'if the intention is to achieve a consistent approach that especially benefits cycling and walking there should a different approach to the one you propose. Experience on the A19 with the Fishergate limit shows that there is a general 'acceleration away from' the end of a 20mph limit, even where the 20mph limit has been exceeded. This means that the point at which the limit ends must be carefully considered and only positioned beyond natural crossing points and side turnings into local roads. Furthermore, where a 'main' road is not wide enough to cater for on road cycle lanes 1.5m wide (CYC design guide minimum width) on both sides of the road, the limit should be 20mph within the urban area. This should be trialled initially as part of the sustainable travel work in the Northern Quadrant where walking and cycling are going to be promoted'.

Officer response: Where roads are to be included by exception then the extent and end point of the limit will be carefully considered as part of the process. 20mph should be implemented in locations where we can be reasonably confident that it will be self enforcing or only require limited speed reduction measures to achieve average speeds closer to 20mph which will then benefit walkers and cyclists.

The response from the Liberal Democrat party is attached as Annex C.

Officer response: Norman Baker MP advised at a recent 20mph conference that area wide 20mph speed limits provide a cost effective way of reducing speed. The programme being implemented in York is primarily aimed at improving the local environment for residents; promote more considerate driving and increasing confidence about safety on York's streets rather than accident reduction.

47. In relation to the petitions the ward members responded as follows:

Cllr Simpson-Laing replied that she 'welcomed the process is at last moving forward after years of inaction. 20mph has been shown to

make streets safer and better places to live and this is to be welcomed’.

Cllr D’Agorne responded in support of the Fishergate petition that, ‘this is the only section of Fulford Rd now without cycle lanes or 20mph limit, and the crossing patrol man at St Georges School has complained to his superior that some traffic is still approaching from the south at too fast a speed to safely stop when he is working on the crossing. Extending the limit would help to ensure a slower speed more appropriate to the road and the pedestrian movements across it near the Light Horseman pub’.

48. North Yorkshire Police responded to specific items as highlighted in paragraphs 24 and 38. In relation to the policy and roll out of 20mph speed limits the current position of the North Yorkshire Police is that 'It is the expectation of the North Yorkshire Police for the City of York Council as the highway authority to discharge its legal responsibilities for the management of the highway. Therefore, we would expect the City of York Council as that authority to impose any 20mph speed limits with due regard to the Department for Transport Guidance and ensure that any imposition of such a limit results in vehicles travelling at an appropriate speed along that road. That said, the North Yorkshire Police broadly welcome this challenging initiative and look forward to supporting and working with the Council to implement a successful scheme.'

Options

49. A number of issues require decisions and these relate to the Policy, the petitions and the pilots in the South Bank area and Murton village.
50. Option 1 - Agree the policy as set out in Annex A which clearly sets out the roads that are presumed to be included in the first instance and those that are not, and how any exceptions to the policy are derived and implemented.
51. Option 1a – Agree in principal the proposed programme roll-out (subject to further budget discussions) and therefore the timetable for addressing the petitions relating to Grayshon Drive, Melwood Grove, Sherwood Grove, Alma Terrace and Fishergate
52. Option 1b - Agree that the larger villages should be included as part of the citywide rollout of 20mph speed limits but that the smaller

villages where there are predominantly only through roads, usually with higher average speeds, should be delayed until later in the process.

53. Option 2 – Do not agree the policy.
54. Option 3 – Note the progress on the South Bank scheme extension and agree to the Murton village pilot being put on hold until additional funding for more extensive measures can be agreed.

Analysis

55. Option 1 – Provides a clear and transparent process for identifying the roads across York that are automatically included as part of the process and those that are excluded or would need to be treated as an exception. It provides a mechanism whereby exceptions are regularly monitored.
56. Option 1a - The proposed order of the roll-out across the city delivers the area containing three of the petitions as the next phase for delivery. The Acomb area already has a large proportion of 20mph zones and would enable a large area of the city to be covered by 20mph speed limits relatively quickly. The programme divides the city into manageable sectors to consult and deliver and would enable delivery over the next three years. Alma Terrace already has average speeds below 20mph. As Fishergate is one of the main arterial roads into the city with higher average speeds than a 'local street' this petition request needs to be considered in line with the 'exception' element of policy set out in this report. The area would be considered as part of the citywide roll out of 20mph speed limits when the surrounding areas are considered rather than as a single extension to an existing scheme
57. Option 1b - The evidence from the smaller villages is that average speeds are significantly above 20mph. A signed only limit is unlikely to reduce speeds as the surrounding environment does not suggest to drivers that they need to slow down. Limited, low cost traffic calming measures are similarly unlikely to significantly slow traffic and a more extensive and expensive traffic management approach will be required to reduce speeds closer to 20mph. If the smaller villages are moved to the final stage of the process it will enable evidence from the other areas to be used to establish the best way forward and provide time for additional funding for more extensive measures, that may be necessary, to be sought.

58. Option 2 – The Council would still have an ad hoc approach to delivering 20mph speed limits on roads with higher average speeds. This would be open to interpretation and inconsistency in delivery.
59. Option 3 – The South Bank scheme is progressing and subject to consultation should be in the implementation phase in June. In Murton additional low cost measures are unlikely to be supported by the Parish Council or the Police as they will not significantly reduce speeds. If additional funding sources are not available the village can be revisited at a later point in the process once data from other areas of the city is available.

Council Plan

60. Establishing 20mph speed limits in residential areas is specifically set out as a priority action in the Council Plan as part of Get York Moving in order to improve quality of life, make areas safer and encourage more walking and cycling.

Implications

61. **Financial** – Capital resources have been allocated for the delivery of this project. A revised cost estimate of £500,000 (revised down from £750,000 due to reduced signing requirements and economies of scale) is anticipated to be sufficient for delivering the scheme. This will need to be reviewed as the scheme is delivered. A capital allocation of up to £100,000 has been made for 2012/13 to cover the cost of additional speed reduction measures.

Human Resources (HR) – A 20mph project officer will need to be recruited and can be resourced from the project allocation.

Equalities - None

Legal – A Traffic Regulation Order will need to be made for each of the sectors of the city. Any objections will need to be addressed through the established formal process.

Crime and Disorder – A marketing and awareness programme is being established to encourage compliance with the new speed

limits. The Police are not expected to provide additional enforcement as part of this process. Where compliance cannot be established any speed complaints will have to be processed through the existing speed review procedure.

Information Technology (IT) - None

Property - None

Other - None

Risk Management

61. The risks are considered to be low. The main risks are to reputation in the form of overall delays to the roll out of the programme, and cost overrun if a significant amount of additional speed reduction measures are required.

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Report **Date** 11.05.12
Approved

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

*Patrick Looker
Finance Manager
Tel No. 01904 551633*

Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers:

DfT Call for comment on Speed Limit Circular December 2009

<http://webarchive.nationalarchives.gov.uk/+http://www.dft.gov.uk/pgr/roadsafety/speed-limits/pdf/guidance.pdf>

DfT “Setting Local Speed Limits” August 2008

<http://www.dft.gov.uk/topics/road-safety/speed-management>

DfT “Traffic Signs Manual Chapter 3 – Regulatory Signs

Annexes

Annex A – 20mph speed limit policy

Annex B – Plan of the South Bank 20mph area.

Annex C – Response from Liberal Democrat party