

Report of the Director of City and Environmental Services

**20mph in the West of York: Speed Limit Order Consultation and  
Petition Response**

**Summary**

1. Delivery of the 20mph speed limit across the city is a Council priority. A 20mph Speed Limit Order was recently advertised for residential roads across the West of York urban area. This report will consider the representations received from respondents to the consultation.
2. An e-petition has been submitted entitled “Stop the 20mph Proposals” and this will also be given due consideration. 240 people signed up to the e-petition. The petition will be examined at the end of the report as many of the issues pertaining to the petition are raised in the representations to the formal consultation. The Cabinet Member is asked to make a decision on how to proceed with the 20mph scheme in lieu of the comments made by respondents and the submission of the petition.

**Background**

3. The first signed only 20mph speed limits in York were implemented in the Grange Garth area of the city in December 2009. These formed part of an initial trial to assess the effectiveness of such a scheme in residential areas. The South Bank area (excluding major roads) was approved to become 20mph as an additional, more substantial trial site on 1<sup>st</sup> December 2009. Upon the change in political administration at the last local elections the policy changed from being focussed on specific locations or streets to looking at citywide 20mph speed limits in residential areas. The South Bank scheme was delayed because a trial of applying 20mph

speed limits to more major routes was requested in the area. This pilot is now in the evaluation stage and will be reported separately in due course. The policy guiding implementation and strategy for developing 20mph speed limits across York was agreed with North Yorkshire Police and was taken to Cabinet Member Decision Session on 21<sup>st</sup> May 2012, was approved and formed the basis on how the West of York 20mph scheme has been designed.

4. Upon completion of the initial design, plans were taken to Westfield, Acomb, Dringhouses & Woodthorpe and Holgate ward committees to get opinions from residents on the first design of the scheme. Further refinement and assessment of some streets took place in the early months of 2013 before a second round of ward committees was attended with a final, more developed design. No new speed humps are envisaged, it will be a signs only scheme. Existing speed humps will remain in place unless they are proven to be completely redundant.
5. Subsequent to these ward committee meetings the Speed Limit Order was advertised and circulated to approximately 13,000 affected households as per the standard York approach with such a legal order. Officers recognise that perhaps this approach is more designed to tease out specific issues as regards detailed scheme design, however, it was considered to be appropriate to letter drop everyone directly affected and offer residents the chance to pass detailed comment should they wish.
6. Dft (Department for Transport) guidance from January 2013 entitled "Setting Local Speed Limits" contains specific information on 20mph areas. With regard to 20mph speed limits, it states;  
  
"...traffic authorities are able to use their power to introduce 20mph speed limits or zones on:  
Major streets where there are – or could be - significant numbers of journeys on foot, and/or where pedal cycle movements are an important consideration, and this outweighs the disadvantage of longer journey times for motorised traffic."
7. This is in addition to  
  
"Residential streets in cities, towns and villages, particularly where the streets are being used by people on foot and on bicycles, there is community support and the characteristics of the street are suitable."

8. The other crucial aspect of the guidance is:

Successful 20 mph zones and 20 mph speed limits are generally self-enforcing, i.e. the existing conditions of the road together with measures such as traffic calming or signing, publicity and information as part of the scheme, lead to a mean traffic speed compliant with the speed limit. To achieve compliance there should be no expectation on the police to provide additional enforcement beyond their routine activity, unless this has been explicitly agreed.

9. City of York Council 20mph policy allows for some flexibility as to roads included. Firstly roads for automatic inclusion are established then the relevant roads are excluded. Existing evidence, such as speed and casualty data is then used to look at exceptions to roads that may be included or excluded before a draft design is established. Any exceptions must be fully justified. Further information on the detailed policy can be found online or by request to the author<sup>1</sup>. A plan of the design is available in Annex Three.
10. The budget for the citywide scheme is £500,000, with £100,000 allocated to pilot more major routes and make residential roads 20mph in South Bank.
11. The 20mph scheme is designed to encourage drivers to drive more considerately in residential areas, to make driving more slowly where people live a social norm, to make walking and cycling more attractive and to contribute to a long term aspiration to make streets more friendly and to be of the highest quality. Making speed limits consistent across the city in residential areas other than distributor roads provides clarity to motorists and leaves little excuse for not knowing what the speed limit is.

## **Consultation**

12. The consultation that this report considers took place from late May 2013 to 21st June 2013. This is a slight extension on the usual time period given to respond to similar consultations. All households with a frontage onto a street potentially affected by a proposed change in speed limit were sent a letter, plan and details of the formal speed limit order. The areas have been split into fifteen distinct sectors to allow for implementation to take place

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<sup>1</sup> City of York Council 20mph Speed Limit Policy - <http://democracy.york.gov.uk/documents/s71818/Annex%20A%2020mph%20policy.pdf>

without the need to temporarily cover over signs so, should the change in speed limit be approved, it can occur quickly and seamlessly. There cannot be a period of doubt as to what the speed limit is because significant confusion would arise amongst all road users.

13. Large plans have also been displayed in York Explore library, Energise leisure centre and Acomb Explore. These plans have also advertised the online pages containing further information and the Twitter address for regular scheme updates. The proposals have been online, both at [www.york.gov.uk/20mph](http://www.york.gov.uk/20mph) and [www.york20mph.org](http://www.york20mph.org) for some time now and these sites will continue to be used for publication of plans and detail regarding the scheme.
14. 97 formal representations have been received during the consultation period. This does represent a very low response rate and shows there is no significant opinion against the idea of 20mph. This figure is inclusive of 33 tear off forms which will be considered in the same way. The tear off forms all refer to the same three issues, these being;
  - Average speeds on many of the roads proposed for the new limit are all ready below 20mph and additional signage would make no practical difference, while increasing street 'clutter' and maintenance costs.
  - The £600,000 estimated cost of introducing the citywide limit represents poor value for money. Resources should be prioritised to enforcing existing speed limits particularly at accident "black spots".
  - Accident rates, on the streets proposed to have a 20mph limit, are very low. Available funds should be spent on safety improvements on roads with high numbers of "Killed and Seriously Injured" casualties.
15. These issues have been considered under the general headings later in the report.
16. The remainder of this section will examine the issues arising from the comments sent in by residents. These comments are contained anonymously (where possible) in Annex One. For simplicity, where comments have significant overlap they have been grouped together under one of the main issues.

## **Cost**

17. The most common comment with regard to the proposals relates to the cost involved. 71% of representations made clear that they did not agree with the expenditure on 20mph speed limits in the current economic climate or suggested that the funding should be spent on other projects. This is in agreement with feedback from the informal consultation that cost is the major issue for people against the idea. Several people specifically wanted to see the £500,000 budget invested in road maintenance instead, citing that as being more dangerous than the roads being proposed for the 20mph speed limits. £500,000 worth of road maintenance would only form less than 8% of one year's budget.
18. The main roads on which higher speeds and more accidents occur do not fall within the remit of the policy or the project and would require engineering measures to reduce speeds to 20mph. If a traffic calming scheme was to be implemented rather than a signing scheme then more collisions could be prevented and speeds would be lowered more significantly as traffic calming is more effective. However, the cost of undertaking such an initiative is unaffordable at the present time and would have to be completed on a long term rolling programme if it were to be implemented. The implementation of a signed only scheme enables all the residential roads to be covered with a £500,000 budget over the next 18 months.
19. The delivery of the 20mph initiative is a council priority as well as a manifesto commitment. The funds have been allocated through the budget process and the policy was agreed at a public decision session and has therefore been through an appropriate decision making process.

## **The scheme could make the roads more dangerous**

20. Objectors have mentioned that other areas introducing citywide 20mph speed limits have seen an increase in casualty levels and suggest that the scheme could be dangerous to implement.
21. Analysis of other areas suggests that the 20mph scheme needs to be implemented with great care as casualty levels have increased in Portsmouth after an initial reduction. The initial reduction in Portsmouth casualties was statistically significant and therefore can be attributable to the 20mph scheme. Other areas are also seeing

reductions in the casualties in the short term post implementation. Lancashire, for instance, has found a 48% decrease in casualties in their 20mph pilot areas.

22. Objectors have mentioned the rise in killed and seriously injured casualties in Portsmouth and this has been the case year after year since the introduction of the 20mph speed limits in that area. The numbers involved are small and cannot be considered statistically significant though clearly after investing £573,000 in such a scheme it is extremely concerning to see a rise in the most serious types of injury.
23. The longer term situation is where some concern arises, in Portsmouth, casualty levels have since crept back up to a point higher than before the scheme was implemented (Annex Two), however it would only be speculation as to what has caused this. A similar pattern is beginning to become evident in Oxford though further data is needed. It would be unwise to ignore the risk that this could have occurred as a result of adopting a citywide 20mph scheme so York has adopted a conservative approach where speeds can be reduced by a few miles per hour without the limit being unrealistically low. This limits the opportunity to tackle the more major roads where more collisions and casualties occur but does give far greater chance that an unsafe road environment will not be created as a result of the scheme.
24. It should also be noted that on urban roads with already low mean speeds any 1mph reduction in speeds can result in a reduction in collisions by around 6%<sup>2</sup>. Therefore, a sensibly and relatively conservatively designed scheme such as the one proposed should dramatically reduce the possibility of making the roads more dangerous, but could also provide the small casualty reduction benefits suggested by Department for Transport guidance.
25. Given that much evidence from elsewhere suggests that in the period shortly afterwards (~2 years) suggests that there will be casualty reductions, the key is to maintain that. There is not likely to be revenue available to keep pushing the message to travel at 20mph in future years, so ensuring the scheme is self enforcing is essential and this is reflected in the design of the proposals.

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<sup>2</sup>Taylor, M. C., Lynam, D. A. and Baruya, A. (2000), TRL Report 421 – *The Effects of Drivers' Speed on the Frequency of Road Accidents*. Crowthorne: TRL

26. To put the potential costs and savings into perspective; the citywide 20mph scheme has a budget of £500,000. One serious injury has a value of prevention equal to £189,519 and one slight injury has a value of prevention equal to £14,611<sup>3</sup>. Therefore if the scheme can help prevent, over time, three serious casualties, thirty four slight casualties or a permutation of the two equal to £500,000 then cost becomes far more justifiable.
27. One specific issue raised with regard to making the roads more dangerous was that cyclists travelling faster than cars will become a problem. Cyclists are not regulated by the speed limit, the 1984 Road Traffic Regulation Act Part VI refers specifically to motor vehicles. There are offences that cyclists can be legally reprimanded for but specifically exceeding the speed limit is not one. It would be expected that cyclists would keep to the 20mph speed limits if introduced and ride courteously, particularly in residential areas. After consulting with the Transport Planner who has primary responsibility for walking and cycling, it is not foreseen that this will be an issue. It has not, to officer's knowledge, been a cause of danger in other areas implementing similar schemes.
28. One objector raised the issue that casualties in 20mph areas have been rising nationally. This is the case but no direct relationship to the mileage covered by 20mph schemes is available so it cannot be established whether they are more dangerous from this data. Given many local authorities are pursuing a similar course of action regarding area wide 20mph speed limits the mileage covered by 20mph speed limits or zones can be assumed to have increased quite substantially. Evidence is therefore inconclusive on a national level.
29. In summary to these points; though a short term reduction can be anticipated there does appear to be a risk longer term that casualties could increase. The scheme has been designed in a way as to exclude streets that have potential for mean speeds to significantly exceed 20mph and also so that there are no substantially long lengths of 20mph road which will lead to excessive driver frustration. Therefore the scheme is not envisaged to make the residential streets of York more dangerous. It is expected that the anticipated short term casualty reductions can be sustained over time by keeping the scheme to roads that are likely to be self-enforcing at 20mph.

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<sup>3</sup>DftA valuation of road accidents and casualties in Great Britain in 2011.

## Vehicle Speeds Are Already Low on the Streets Chosen For the Proposed Scheme.

30. Objectors have mentioned that there is less of a problem with speeding on many of the roads selected for the scheme and questioned the need for 20mph speed limits on the streets selected for inclusion within the scheme.
31. In line with government guidance on signed only 20mph schemes streets with lower mean speeds have been chosen for the proposals. The specific wording from the guidance states;
- “If the mean speed is already at or below 24 mph on a road, introducing a 20 mph speed limit through signing alone is likely to lead to general compliance with the new speed limit.”
32. The reasons why these roads have been chosen are largely explained in the previous section. The objectors are correct to state that there is less of a speeding problem on many of these streets than on more major roads.
33. Including only these smaller streets does provide less opportunity to potentially reduce road traffic casualties; however, it also means that there is far less chance of any worsening in casualty levels. It is the local authority’s responsibility to ensure that speed limits are set appropriately and that they are not immediately brought into disrepute.
34. Data from Bristol in table one shows the significant risk associated with applying low speed limits in terms of resident perception<sup>4</sup>.

		Yes	No	Don't Know
Is speeding an issue?	Before	78%	11%	11%
Is speeding an issue?	After 3 months	56%	33%	11%
Is speeding an issue?	After 12 months	79%	12%	8%
Would a 20mph speed limit make it safer?	Before	75%	17%	8%
Has the 20mph speed limit made it safer?	After 3 months	48%	45%	7%
Has the 20mph speed limit	After 12	27%	60%	10%

<sup>4</sup> Source: Toy, S. 2012. *Delivering soft measures to support signs-only 20mph limits. Report on research findings.* University of West of England. Bristol.



made it safer	months			
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35. If expectations are raised too high and inappropriate roads are included then this could be the result - a long lasting perceptual and potentially actual problem with speeding. As with accident data, there is a pattern of immediate improvement in residents seeing speeding as an issue before, over time; speeding has become a problem again, for a slightly higher percentage of respondents. This is especially likely to occur should signed only 20mph speed limits be applied to busier, faster roads. Applying the limits only to the smaller residential streets ensures 20mph has as greater chance of working as possible and therefore reduces the likelihood of creating a long running issue with speeding traffic and the perception of it.

### **Targeting the wrong streets in terms of accident reduction**

36. Some objections are concerned with the selection of roads and the suggestion that the wrong streets are being targeted. The scheme has never been primarily focussed on casualty reduction. It would be envisaged, however, that there should be some reduction in the numbers of casualties as a result of successful lower speed limits. The reasons behind the selection of roads are covered in the previous sections.
37. Current casualty patterns don't tend to indicate casualty clusters as much as they once did given many of the cluster sites have been engineered to vastly reduce, or remove, the problem. The current patterns of accidents, particularly on major roads show casualties spread across their length rather than specific clusters at a few select points. This scheme, whilst tackling the roads where there is a lesser problem with road traffic casualties and speeds does enable coverage of a wide area and the possibility of reducing the more randomly distributed casualties across residential areas.
38. Some specific roads have been mentioned by residents as requiring inclusion in the scheme, or action on them instead of investing in the 20mph speed limit scheme. Others have had a request for 20mph to be included on them. These roads are considered individually below.

## **Dalton Terrace**

39. Correspondence and a specific objection have been raised with regard to the exclusion of Dalton Terrace from the proposals. The objector suggested that it should be included to follow NICE guidelines. NICE guidelines are produced by the National Institute for Health and Care Excellence and in guidance note PH31 – preventing unintentional road injuries among under 15s<sup>5</sup> 20mph speed limits are recommended as measures to reduce speeds where current average speeds are low enough. Speeds are low enough on Dalton Terrace but the guidance does go on to say, with respect to city wide residential 20mph speed limits that factors such as traffic speed, volume and function should be considered to inform which roads are included.
40. In this case the function of Dalton Terrace is primarily as a distributor route, verified by its status as an A Road therefore was recommended for exclusion. Road safety officers have specifically investigated the road and pedestrian flows associated with the school were discovered to be low in the AM peak. The school has an alternate access that is heavily traffic calmed.
41. Should the pilot on more major roads in South Bank prove successful this road could be revisited at the end of the process and included. In the meantime, officers would recommend retaining the current speed limit on Dalton Terrace, at least until the impacts are fully understood of signed only 20mph limits on more major roads. Given the bend in the road at a particularly awkward point, also coinciding with the desire line for the school entrance, it would be too hasty to include this and effectively brand it as being 'safe' if in fact traffic speeds are not likely to reduce.

## **Moor Lane**

42. Strong feelings have been put forward, at both ward committees and on paper as regards Moor Lane, Woodthorpe. Most views relate to the council not tackling the main problem in the Woodthorpe area, this being speeding on Moor Lane. Moor Lane is part of the speed review process and has been recommended for engineering measures. It will therefore be dealt with through the

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<sup>5</sup>NICE Guideline PH31: Preventing unintentional road injuries among under-15s, available from; <http://publications.nice.org.uk/preventing-unintentional-road-injuries-among-under-15s-ph31/recommendations>

appropriate channels in due course. Officers and North Yorkshire Police do not consider it suitable for a 20mph speed limit as the 30mph speed limit is not proving to be effective in its current state.

### **Nunnery Lane**

43. The section of Nunnery Lane not currently subject to a 20mph speed limit is not widely residential and is a straight road. It is considered to be a major road and should not be included in the scheme until a full evaluation has taken place on the major roads trial in South Bank, which already includes the residential section of Nunnery Lane.

### **St. Helens Road / Thanet Road**

44. St. Helen's Road and Thanet Road have been excluded as they are prominent local distributor routes. Speeds also appeared high from the link speed data and therefore raises issues surrounding effectiveness of the speed limit longer term using only signs. One aspect of this road is the existing 20mph zone outside Dringhouses primary school. Correspondence has been received suggesting that the school 20mph zone could be extended eastwards over the bridge. This should perhaps be examined in detail outside of the citywide 20mph programme as it would be best addressed as a specific local safety issue. The relevant officers will be informed. As a result, it is recommended that St. Helen's Road and Thanet Road be excluded from the scheme.

### **Trenchard Road & Portal Road**

45. Written representation has been made by Rufforth with Knapton Parish Council suggesting that it is a waste of money to apply 20mph speed limits to Trenchard Road and Portal Road and that resident's are against the idea. If this is the case, given the roads are on the edge of the urban area, are only marginally over the minimum length (approximately 19m) set out in the policy, and could be considered independently as they do not connect with any other residential roads officers could support the request to exclude. The only issue which may occur is that it could set a precedent for smaller roads to be excluded which could affect the consistency of approach throughout further stages of the 20mph programme.

## **Acomb Wood Drive**

46. Acomb Wood Drive has been left out of the scheme as it fulfils a role of a local distributor, is not residential on the central section and has mean speeds of 27mph northbound and 26 mph southbound. These are on the high side to use a signed only 20mph speed limit to bring speeds down close to 20mph so it has been excluded. Alness Drive was included at the lower end to attempt to lower speeds in the main residential area but the implementation team had little confidence that Acomb Wood Drive would be successful as a 20mph speed limit without traffic calming.

## **Hamilton Drive**

47. The proposals do provide a couple of changes between 20mph and 30mph on Hamilton Drive. The 30mph section between the two 20mph zones has been retained partly because the road fulfils a distributor function and can be quite open but also, mainly, to ensure that the 20mph zone outside Our Lady Queen of Martyrs Primary School is protected. If the 20mph speed limit is extended over too long a length of road then there is a risk drivers can become frustrated and begin to raise their speed. As Hamilton Drive does carry through traffic over a reasonable length of road, there is a risk that speeding could occur if it was 'filled in as 20mph'. Therefore officer recommendation would be to keep to the advertised proposals.

## **The proposals will worsen congestion**

48. As only the smaller residential streets are included, in line with government guidance, officers do not feel that congestion will worsen on the streets proposed for 20mph. There is little evidence of congestion on the types of road included and therefore the impact is likely to be minimal.

## **Increased clutter from signage**

49. The signage requirements come from Traffic Signs Regulations General Directions (2002) and subsequent amendments. The scheme must be signed to the regulations stated in these legal documents to make the scheme enforceable. Guidance is also provided in Traffic Signs Manual Chapter Three. To sign the scheme to minimum legal requirements the relevant signage must

be provided at entry points to the 20mph areas with repeater signs at regular intervals.

50. Excluding the main roads does result in increased levels of signage, but, in the view of the implementation team the risks of including more major roads, as outlined above, means that the extra signage is important and needs to be considered as an undesirable necessity. Every effort will be made to locate the signage sensitively. It should be possible to locate the vast majority of new repeater signs on existing lamp columns. This stage of the design is still underway. As part of the South Bank pilot scheme, redundant signage was removed to reduce clutter.

### **The minority who exceed the speed limit will continue to do so**

51. This has been a common theme throughout the various stages of consultation and it is a fair comment. Where engineering measures do, generally speaking, gain increased success is that they can form a physical deterrent twenty four hours a day, seven days a week. With signage alone, drivers are effectively given more of a choice as to whether to obey the speed limit or not. Given speeding can be considered a social norm, shown by high levels (80% plus across all age groups) of respondents to a survey who admitted speeding<sup>6</sup> it will require significant culture change to make the lower speed limits work for everyone. One of the crucial aims of this scheme is to change this and turn travelling at 20mph and more considerate driving into a social norm particularly on residential roads in York. A programme of work to develop the community responsibility side of the scheme will be developed if the scheme is approved.
52. There are always likely to be people who exceed the speed limit and in some cases, exceed the speed limit by a dangerous margin. The community engagement side of the 20mph scheme is important to attempt to demonstrate to motorists that they should drive at 20mph in residential areas as part of a considerate driving style but this may not resonate with all drivers and the money is not likely to be available longer term to keep reiterating the message. That said, maximum speeds did reduce significantly in the Grange Garth Area and it could be that having the signage in place on the ends of roads sufficiently reminds a strong majority of drivers of the

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<sup>6</sup> Humphrey, A. 2011 Attitudes to Road Safety. Presentation available online from: <http://www.roadsafetygb.org.uk/conference/speakers-presentations-2011.php>

speed limit, rather than now, where it is essentially indicated by street lamps.

### **It will slow buses down**

53. The proposals have been developed in conjunction with Performance sub group of the Quality Bus Partnership. No complaints were received to the proposals as the speeds on the roads concerned are already relatively low. The Grassholme / Ryecroft Avenue / Acorn Way / Moorcroft Road loop was the only area marked as being potentially problematic. Should approval be given to the 20mph scheme in its current guise, this loop will be monitored by CYC as part of the scheme to ensure the 20mph speed limit works.
54. A similar principal applies as to cars, the roads have reasonably low speeds already and the scheme is designed to reduce speeds by a few miles per hour, therefore buses are not being asked to go too much slower than they are currently moving at and the major routes where they do pick up speed are excluded from the scheme. Residential roads often have far more obstructions anyway, such as parked cars, which require drivers of larger vehicles to manoeuvre more carefully around so the scheme is not considered to place an unjust burden upon bus movements.

### **The proposals will increase emissions**

55. Limited evidence is available as to the impacts of 20mph speed limits on emissions levels. As one objector pointed out, the AA have undertaken some research which concluded that changing a 30mph speed limit to 20mph can result in 10% additional fuel being used by vehicles. The actual text accompanying the statistic reads “that along shorter roads with junctions and roundabouts, limiting acceleration up to 20mph reduces fuel consumption. But on local distributor roads a 30mph limit may be more environmentally friendly”<sup>7</sup>. This adds greater weight to the decision to only include smaller routes and retain existing limits at 30mph.
56. The City of London has recently commissioned a detailed study into the potential air quality impacts of 20mph speed limits. This work concluded that it would be incorrect to assume that a 20mph speed

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<sup>7</sup>The AA. *20mph Roads and CO2 Emissions*. Available from:  
[http://www.theaa.com/public\\_affairs/news/20mph-roads-emissions.html](http://www.theaa.com/public_affairs/news/20mph-roads-emissions.html)

restriction would be detrimental to ambient local air quality”<sup>8</sup>. Though this work is based upon London drive cycles, it is thought that there will be little adverse effect on local air quality in York as a result of the 20mph scheme given the roads chosen are the smaller residential routes. No congestion impacts are foreseen so there should be no implications upon air quality from additional standing traffic.

57. It is hoped that lower speeds on residential roads will make walking and cycling more attractive and therefore any potential shift towards these modes could positively impact upon emissions.

### **The scheme is unenforceable**

58. Rumours appear to have spread that 20mph speed limits are unenforceable. This is untrue. ACPO, the Association of Chief Police Officers issues guidance for enforcement of speed limits and thresholds for 20mph areas are included in this guidance. ACPO have also recently stated that it is incorrect to say that police officers are not enforcing 20mph speed limits.<sup>9</sup> To counter one issue raised in the objections, there is absolutely no intention to use the scheme as a way of increasing revenue from speeding tickets.
59. Officers have worked closely with North Yorkshire Police to ensure that a scheme has been designed that gives 20mph speed limits every chance of working effectively in York i.e. on the overwhelming number of roads the 20mph limit should be self enforcing. No objection has been received from the police to the scheme and it is envisaged that the new 20mph speed limits will be enforced as the existing 30mph speed limits are currently.

### **Road users pay less attention in 20mph areas**

60. This is as yet unproven, but an issue that must be taken seriously. It is plausible that by making a road subject to a 20mph speed limit that it is almost being declared as safe. It is something that has been considered by the implementation team and by not having traffic calming to physically slow traffic there is always a danger that vehicles can more easily exceed a 20mph speed limit. This is yet another reason why only smaller streets have been included. The

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<sup>8</sup>Williams, D. North, R. 2013 *An evaluation of the estimated impacts on vehicle emissions of a 20mph speed restriction in central London*. Imperial College London. London.

<sup>9</sup> ACPO 2013 -

<http://www.acpo.presscentre.com/imagelibrary/downloadMedia.ashx?MediaDetailsID=372>

speeds on these roads are already low and therefore road users can have greater confidence that traffic will be travelling at or very close to 20mph and behave accordingly.

### **Negative Impacts on Business**

61. No negative impacts upon business are envisaged as only smaller residential roads are included. No major radial route into the city has been included as part of the scheme. Some local mobile traders may find that journeys take a little longer but the reality is that a motorist will never be far from a 30mph route under the proposals advertised.

### **Petition Response**

62. The e-petition was entitled "Stop the 20mph Proposals". It achieved 240 signatories and ran from 29<sup>th</sup> April 2013 to 10<sup>th</sup> June 2013. The reasons given for wishing to see the abolition of the 20mph programme were

- 20mph has minimal effect on accident rates
- It would be cheaper to enforce the current 30mph limit

It is also stated that; "At a cost of £600,000 for something that even the police do not want and admit is unenforceable is a total waste of council tax payers money".

63. The cost, road traffic casualty and policing issues have been discussed earlier in this report and therefore should have been fully answered. The issue regarding it being cheaper to enforce the current 30mph limit is separate and one that has not been raised before. The funding for the 20mph scheme currently comes from the government transport capital settlement. Giving the funding to the police for enforcement would require revenue based resource. Revenue funding is stretched at the moment and to significantly increase enforcement of 30mph speed limits would result in ongoing costs and could only address certain locations at certain times.
64. The 20mph scheme may be focussed on lower speed residential roads but it provides a permanent method of applying a reduced speed limit across a wide area of the city. There will be some ongoing maintenance costs due to the levels of signage but overall,



once it is implemented it provides a constant reminder to drivers not just on certain occasions during the year.

65. Officers do acknowledge the need to tackle some of the 30mph roads and some of these that are excluded from the 20mph scheme exhibit strong feeling amongst local residents. There is a process for tackling the issues on these roads and whilst officers have sympathy towards the desire of residents to see some of their local distributor roads made safer, the 20mph policy has been approved and the funding has been made available.

### **Options**

66. **Option One:** Overrule the objections and proceed with the scheme as advertised
67. **Option Two:** Uphold the objections and do not introduce the scheme at all
68. **Option Three:** Overrule the objections wishing to see no 20mph scheme implemented but uphold representations suggesting Trenchard Road and Portal Road are removed from the scheme.
69. **Option Four:** Choose to modify the scheme in another way whilst ensuring compliance with the guidance.

### **Analysis**

70. **Option One:** This option allows for the scheme to go ahead as recommended by the implementation team and as shaped through the informal resident consultation at ward committees and through correspondence. It is relatively conservative compared to other areas (for reasons outlined above) but provides a way of sensibly and safely introducing 20mph speed limits onto residential roads across the west of the city. This option has been designed in conjunction with North Yorkshire Police.
71. The scheme design for this option does involve more signage than would be ideal, but complies very specifically with government guidance and proven research on signed only 20mph speed limits. This option does however go against the numerous objectors to the scheme and does not amend the scheme in lieu of some of the comments made during the formal consultation period.

72. **Option Two:** Option two would uphold the objections and withdraw the scheme. This option would go against the approved policy and the political commitment. It would take into account the representations from respondents to the consultation and accept the petitioners' position. It would however decide against members of the community who want to see the scheme implemented.
73. **Option Three:** Option three would continue with the implementation, against the majority of (very limited in number) respondents to this recent consultation, but amends the proposals where there has been a fair case made to the council to make acceptable amendments to what has been proposed. It could potentially set a precedent for exclusion of streets, though as the streets concerned are not absolutely integral to the urban area there is potential for their sensible exclusion.
74. **Option Four:** Option four allows the Cabinet Member to make suggested amendments that remain within the remit of the policy. If this option is chosen any suggested amendments should be referred to the Implementation group for assessment against the policy and deliverability criteria. This option is not recommended as any changes risk going against policy, may potentially lose police support for the scheme and could create a dangerous road environment, depending on the amendments.

### **Council Plan**

75. The citywide 20mph programme is specifically mentioned under the 'Get York Moving' council priority and forms an integral part of local transport policy.

### **Implications**

76. **Financial:** The 20mph project has been budgeted for and has allocated funding in the City and Environment Services capital programme.
77. **Human Resources (HR):** There are no human resources implications.
78. **Equalities:** There are no equalities implications.
79. **Legal:** The City of York Council, as Highways Authority of the area, has powers under the Highways Act 1980 and associated

Road Traffic Regulations Act 1984 to implement the measures proposed.

80. **Crime and Disorder:** There may be an increase in motorists exceeding the speed limit.
81. **Information Technology (IT):** There are no information technology implications.
82. **Property:** There are no property implications.
83. **Other:** There are no other known implications.

### **Risk Management**

84. The main risk associated with the scheme is the slim chance that casualties may go up longer term as has been the case in Portsmouth. The evidence to suggest this could happen is very much in its infancy and there have been several successful pilot schemes that have achieved substantial casualty reductions in the shorter term. The 20mph implementation team has followed Department for Transport guidance in preparing the scheme and has attempted to design out any such risk.
85. Other risks include, a small reduction in speeds resulting in an unperceivable impact from the scheme in some roads. If implemented on roads with higher speeds there would be a good chance that there would be an increase in resident perception of numbers of vehicles speeding. The current scheme design should mitigate against this scenario.

### **Recommendations**

86. It is recommended that option three be progressed:

**Option Three:** Overrule the objections wishing to see no 20mph scheme implemented but uphold the representation suggesting Trenchard Road and Portal Road are removed from the scheme.

**Reason:** To progress the citywide 20mph scheme in line with the council plan, but removing two roads where there is little negative consequence arising from their exclusion.

## Contact Details

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**Report  
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**Date** Insert Date

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**Specialist Implications Officer(s)**

N/a.

**Wards Affected:** Acomb, Dringhouses & Woodthorpe,  
Holgate, Rural West York and Westfield.

**All**

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

**Background Papers:**

Any papers used in the preparation of this report are publicly available.  
Links to online versions of such papers have been included in footnotes  
where appropriate.

**Annexes**

**Annex One: Consultation Responses**

**Annex Two: Casualty Patterns in 20mph Cities**

**Annex Three: Plan of 20mph Proposals for the West of York**