

APPENDIX C

WAVERLEY BOROUGH COUNCIL

EXECUTIVE - 7 DECEMBER 2010

Title:

IN-DEPTH REPORT – REVIEW OF THE COUNCIL SUPPORTING THE INTRODUCTION OF THE ‘20’s PLENTY’ 20MPH LIMITS ACROSS WAVERLEY’S RESIDENTIAL ROADS

[Portfolio Holder for Community Safety – Cllr Carole King]
[Wards Affected: All]

Summary and purpose:

ELOS had received a feasibility report at its last meeting and had agreed with the scope and timetable of the review. It asked for more information about the scheme before it considered whether or not to consider setting up a Select Committee.

The body of this report on the review of the Council supporting the introduction of the ‘20’s plenty’ 20mph limits across Waverley’s residential roads was considered by ELOS at its meeting on 9th November. This report covers the 20’s plenty scheme in more detail and, mindful of the costs and that the Council has no powers in relation to highways, asked Members to consider whether or not to take forward this review. The Committee’s recommendation to the Executive is detailed at the end of the report.

How this report relates to the Council’s Corporate Priorities:

The Council supporting the introduction of 20 mph zones in specific areas of the borough is an important factor in making Waverley a good place to live and contributes to the Council’s priorities of Improving Lives and the Environment of the Borough.

Equality and Diversity Implications:

There are no direct equality and diversity implications associated with this report, however there are indirect benefits for children, young people and elderly residents.

Resource/Value for Money implications:

There are no direct resource implications associated with this report other than the officer time involved in the review.

Legal Implications:

There are no direct legal implications for the Council as the 20’s Plenty Scheme is not enforceable. The scheme is about cultural change and a new approach to lowering speed limits in identified areas of the community.

1. Responsibilities

- 1.1 In Surrey, The County Council is responsible for the management and maintenance of public roads excluding motorways and trunk roads. Local Committees have the power to decide the final speed limit that is to be implemented taking into account public views presented to them resulting from the statutory consultation process. The Local Committee in Waverley consists of all 9 County Councillors and, for highways, rights of way and transportation matters, an equal number of co-opted WBC members. The County Council's Cabinet considered on the 26 October 2010 some proposed amendments to its speed limit policy which give under certain circumstances some increased flexibility to Local Committees, subject to final approval by the relevant Cabinet member.
- 1.2 Waverley Borough Council has no powers in relation to highways but welcomes representations from residents and community groups. The Local Committee welcomes representations from residents and groups, via petitions and formal questions; it is advised by four local member task groups (with Borough, Town and Parish Council representation which pick up, and propose for prioritisation, potential highway schemes. These cover Farnham; Godalming, Milford and Witley, Haslemere and Western Villages; and Cranleigh and Eastern Villages.
- 1.3 The local Godalming 20's Plenty campaign groups has already won backing from Godalming Town Council when the Council voted in favour of a 20mph limit on most of the town's residential roads. Members voted against a Godalming-wide 20mph limit.

2. 20's Plenty Campaign Local and National Picture

- 2.1 20's Plenty for Godalming is part of a larger national campaign group that supports communities wishing to implement 20mph as the default speed limit for residential and town centre roads. They are one of around 50 towns around the UK in dialogue with their local authorities on introducing 20's Plenty.
- 2.2 As of June 2010 the following local authorities have implemented either Total 20 or a similar concept:
- Portsmouth has implemented "Total 20" on all its residential roads.
 - Oxford has implemented "Total 20" on all its residential roads.
 - Islington has implemented "Total 20" on all its residential roads.
 - Newcastle is converting all its "advisory" speed limits on residential roads to mandatory 20mph limits.
 - Warrington has implemented a 20mph pilot on 197 roads in the town.
 - Southwark is now "infilling" all of its residential roads at 20mph to create "Total 20" for the borough.
 - Wirral has announced a 3 year program to set 20mph limits for all residential roads.
- 2.3 There are another 18 local authorities who are considering whether to embark on 20's Plenty initiatives.

2.4 The organisation, “20’s Plenty for Us” can offer practical advice on how to work with communities to maximise driver compliance and community ownership of lower speeds.

2.5 The local campaign group has extensive knowledge of other areas in the UK and abroad which shows what can be achieved by campaigns. Annexe 3 shows some of the areas around Europe that have successful 30kph limits

3. Introduction of Speed Limit Policies

3.1 Lowering a speed limit alone might not be effective at reducing actual speeds without other measures so the DfT publishes guidelines on how to assess and change a speed limit which are incorporated into Surrey’s Speed Management Policy. The latest guidance DfT circular 01/2006 Setting Local Speed Limits was published in August 2006. Further guidance from DfT is expected in 2010 and local policy will be updated accordingly.

3.2 There are 4 stages to assessing a speed limit

Process to assess a speed limit		
Stage	Action	Notes
1	Determine length of road to be considered	<ul style="list-style-type: none"> The length of road should be greater than 600m. 20mph limits should be introduced over several roads.
2	Determine preferred speed limit	<ul style="list-style-type: none"> DfT traffic advisory leaflet 09/99 advised 20mph zones appropriate where there is a poor child safety record or where there is high no: of pedestrians / cyclists or where there is excessive speeds and traffic calming is needed to achieve 20mph. 20mph limits by signs alone are appropriate where the speeds are already low ie. 24mph or lower.
3	Compare new speed limit to existing speeds	<ul style="list-style-type: none"> Once a preferred speed limit for a stretch of road has been assessed an assessment of existing speeds is required. This process is described in Surrey’s Speed Management Policy. This will determine if existing speed limits are near enough to the proposed new limit to allow for signs only or if traffic calming is needed. The Police have only limited resources to monitor and enforce speeding.
4	Monitoring	<ul style="list-style-type: none"> Monitoring is required to ensure measures are effective and further speed management measures may be required if speed reduction has not been achieved.

3.3 All 4 stages would need to be addressed by Surrey County Council if 20’s Plenty limits were to be introduced across Waverley or on some selected roads. A similar exercise / process was carried out in Portsmouth, Hull, Oxford and other areas that have embarked on implementing this scheme.

4. Evaluation of the Implementation of 20mph Speed Limits in Portsmouth

- 4.1 Annexe 1 contains the Executive Summary of the evaluation report produced by Atkins for Portsmouth City Council.
- 4.2 The area-wide implementation of the 20mph Speed Limit signing scheme was a result of four years development work. The signs are mounted on lamp columns along approximately 94% of roads on the PCC road network (410km of the 438 km of road length) that had previously 30mph speed limit.
- 4.3 Portsmouth had originally intended to implement the more expensive zones at a cost of £2million over 5 years. However, a triple fatality required a rethink and the more cost effective 20mph limits were introduced. The speeds on residential roads were sufficiently low i.e. less than 24mph for them to be included in the Traffic Order and local consultation showed a strong support for their introduction.

5. Costs

Task	Cost
Consultation	£20,626
Preparation and supervision	£117,089
Traffic Surveys	£14,535
Implementation	£420,738
Total	£572,988

6. Consultation

- 6.1 Public information about the scheme was disseminated via the media and community involvement, as opposed to relying on notices published on street.
- Consultations with Neighbourhood Forums and residents' associations
 - Publishing statutory advertisements in The News
 - Placing articles in the body of The News
 - Recording television and radio interviews both locally and nationally
 - Application of news flashes on the PCC website and PCC intranet site
 - Including the FAQ website link the Traffic Regulation Order
 - Exhibition of plans and posters in all schools and public buildings
 - Sending each school pupil home with a leaflet for the 20mph sector being advertised; and
 - Distributing plans and leaflets at Civic offices
- 6.2 The Police supported the scheme as it would be self-enforcing without the need for direct enforcement using fixed time /distance cameras or mobile spot speed safety cameras

7. Speeds

- 7.1 Average "before" and "after" spot speed data was provided by PCC for all six sectors in the City that had limits introduced.

7.2 The average overall speed for the six sectors before the scheme implementation was 19.8mph. This reduced to an average of 18.5mph after implementation; a reduction of 1.3mph.

7.3 Two monitored sites, one in the Central East sector and the other in the central west sector, had an increased speed from below 20mph to above 24mph. There was a reduction in average speeds at 28 of the 32 monitored sites in the six sectors where before speeds were above 24mph, with one site having similar before and after average speed recordings and three other sites recording an increase. Speeds reduced to below 20mph at 12 of these sites. Within the over 24mph subset, the average speed before implementation exceeded 30mph at 10 of the 32 sites, with an actual average of 33.8mph. After the scheme was implemented, the average speed at 7 of the 10 sites had reduced to 22mph; a reduction of 11.8mph.

8. Casualty numbers

Sector	Casualty Class	Before (average of 3 year data)			After (average of 2 year data)			% change	
		KSI	Slight	Total	KSI	Slight	Total	KSI	Total
All sectors	Pedestrian	6.3	39.0	45.3	8.7	29.4	38.1	38%	-16%
	Passenger	1.0	25.3	26.3	0.0	18.1	18.1	-100%	-31%
	Driver/Rider	11.3	100	111.3	11.1	75.0	86.1	-2%	-23%
	Total	18.7	164.3	183.0	19.9	122.5	142.4	6%	-22%

KSI – Killed and Seriously Injured

8.1 The number of pedestrian casualties reduced by 7 per year, although the number pedestrian KSI casualties increased by 2.5 per year. On average, there was an increase in the number of KSI casualties of about 1 per year.

9. Resident Satisfaction

9.1 To date, only Hull and Portsmouth have carried out satisfaction surveys using feedback questionnaires. The responses to these questionnaires showed high levels of satisfaction with the 20mph schemes.

9.2 In Portsmouth, those that were satisfied with the scheme and provided a reason (51% of the 1,445 respondents) felt that:

- The 20mph Speed Limit had improved safety (27%) – “People are driving safer, it’s a very good idea”.
- The scheme was needed and worked well (9%) – Keep to 20mph. It is a good idea.
- Slower drives result in fewer accidents (8%).

9.3 For those who are dissatisfied with scheme – the reasons given are:

- Drivers are exceeding the speed limit (31%) – Cars are still speeding down the roads and take no notice of signs”.
- Needs controlling / enforcing (9%) – “Think it is a good idea but nobody enforces it so there’s no point”.

10. Air Quality

- 10.1 There appears to be limited agreement over the effects of traffic calming in vehicle emissions. Area- wide studies (in a number of countries) have shown a decrease in N₂O (Nitrous Oxide) emissions as a result of traffic calming. N₂O emissions are part of the National Air Quality Strategy and hence arguably the most important form of exhaust emission. Area-wide studies were less conclusive on the effects of CO (Carbon Monoxide) and HC (Hydro Carbon) emissions. Studies (TRL Report 482) based on single sections of road have shown a wide range of results with a wide variation in changes of N₂O and CO levels. They did, however, show a reasonably consistent increase in fuel consumption and HC emissions due to traffic calming, albeit with only a small number of studies covering the latter.
- 10.2 The reports from Oxford and Portsmouth do not seem to support a significant change in air quality from the difference in speeds and subsequent change in emissions. The neutral outcome is explained as the 20mph limits are introduced in areas where speeds are already low (around 24pmh on average). If drivers are using their cars for very short journeys i.e. less than 3 miles then fuel efficiency will naturally be poor as the engines will not be running efficiently as they are not warm.
- 10.3 The 20's plenty campaign support limits to engender modal shift in transport – people feel safer in slower streets so they are more likely to walk and cycle more. It is this shift where real savings in pollution come from i.e. People leaving their cars at home.
- 10.4 There is also a considerable reduction in noise at 20mph compared to 30mph

11. Lessons Learnt and Transferability

- 11.1 Lessons learnt from the 20mph Speed Limit Scheme implementation have included:
1. Publicity, using community engagement and the media, is pivotal to gaining public acceptance/ support for scheme.
 2. Carrying out a survey and design of each road separately by staff with knowledge of the relevant legislation is key to ensuring suitability of the road environment for implementing 20mph speed limits.
 3. Local authorities should ensure that appropriate governance arrangements should be put in place, for the robust management of the scheme.
 4. The scheme should be based on robust evidence of casualty saving benefits that should be outlined in the early stages of the scheme.
 5. Local Authorities should be aware that post-implementation work may need to be carried out where speed levels are consistently still above 24 mph on average. This will add to the cost considerably and suggests that limits on their own will not achieve the objective of ensuring average speeds drop to 20mph.
 6. Sign clutter at junctions will be a problem on some locations. In Portsmouth some signing has been found to be unlawful (due to lack of repeater signs or poor visibility. This has resulted in costly challenges

to enforcement activity where police have had to respond to speeding concerns.

12. Other ways of tackling speed reduction in Waverley – an overview

- **Drive SMART and Park SMART**

The Drive Smart campaign was launched in September 2009 and is aimed at combating anti-social driving in Surrey in bid to make the county's road safer. It is a partnership approach involving Surrey County Council and Surrey Police. Surrey CC has just agreed a continuation of this funding.

A series of REED (Roadside Education and Enforcement Days) are held aimed at educating drivers who have committed a driving offence. The campaign is also being supported by advertising which will highlight to people the selfishness of their anti-social driving habits which includes speeding, tailgating, driving whilst using a hand-held mobile.

A new initiative ParkSMART is being launched aimed at getting people to park more considerately.

- **Community Speed Watch**

Waverley's Casualty Reduction Officer offers support to groups of residents who wish to combat speeding in their own areas; Binscombe Lane and Charterhouse are two local speed watches to Godalming

- **School Speed Watch, Junior Citizen and Poster competitions in schools**

There are several initiatives aimed at getting young children involved in regulating their parent's driving behaviour and in teaching future drivers about speed.

School Speed Watch is a popular project for year 6 school children whose school is near a busy road. Waverley's Casualty Reduction Officer will work with pupils showing them how to detect high levels of speed before pulling over the driver in question. There are elements of the Junior Citizen programme which educates on speed and general road / rail safety.

Finally, there are at least two examples in the Borough: The Chantry's, Farnham and Ockford Ridge and Aaron's Hill Godalming which have 20's plenty advisory signs.

This is a children's poster competition with the winning design made into 20's plenty signs to be erected onto lampposts in agreed locations. NB The Chantry's signs are not "20's plenty" as such – they simply encourage lower speeds.

The evaluation of the Ockford Ridge signs will be carried out in March 2011.

13. Conclusion

- 13.1 Section 1 of this report highlights the issue that Waverley Borough Council has no powers in relation to highways and therefore 20's Plenty 20mph limits for residential roads in Waverley is a campaign that will need Local Committee and Police support before it can be implemented. Evidence from Portsmouth shows that the scheme is popular, has resulted in a reduction of average speeds across a wide area and has had a positive impact on casualty reduction, although not necessarily on KSI, statistics. The impact on air quality seems to be neutral
- 13.2 The final cost of the scheme for Portsmouth would be more than quoted in this document, given the costs of further speed reduction engineering that Portsmouth is planning to carry out to ensure that the average speed in problem areas is reduced to 20mph.

14. Observations from ELOS

- 14.1 The Committee considered the report at its meeting on 9th November and made the following recommendation:

The Committee have considered the information provided by officers and is sympathetic to the aspirations of the scheme but, as this process is not within the Council's powers to take forward or enforce, RESOLVE that, unless the situation changes, no further officer time or resources from this Council be allocated to continue the review into the 20's Plenty Scheme.

Recommendation

It is recommended that the Executive accept the ELOS recommendation that the Council does not pursue any further work or its own resources into implementing the '20's Plenty' scheme across the Borough.

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