



Haringey Council

Report for:	Cabinet 18 June 2013	Item Number:	To be added by the Committee Section
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Title:	Consultation for a Borough-wide 20mph Speed Limit
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Report Authorised by:	Lyn Garner Director – Place and Sustainability
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Lead Officer:	Tony Kennedy, Group Manager, Sustainable Transport Ann Cunningham, Head of Traffic Management
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Ward(s) affected:	Report for Key/Non Key Decisions:
All	Key

1 Describe the issue under consideration

1.1 This report outlines the growing demand for and benefits of roads to be made 20mph. The report recommends approval for officers to conduct boroughwide consultation to gauge support amongst residents and businesses for Haringey to become a 20mph borough.

2 Cabinet Member Introduction

2.1 I have received many requests from residents and safety campaigners for a reduction in speed limits to make our roads safer for pedestrians and cyclists. At present we have about 50% of our residential roads benefitting from inclusion in 20mph zones supported by traffic calming measures. The DfT has recently relaxed legislation regarding speed limits and signage which now means that we could introduce a borough-wide 20mph limit at a cost much reduced from only a few months ago. I believe therefore that it is the right time for Haringey to go out to consultation on making all our roads 20mph, including principal roads where most accidents occur.

2.2 The success of our Smarter Travel and Community Street programmes, along with our continued investment in cycling and walking, provides us with the opportunity to engage with all road users about the way we use our roads and to lead a cultural



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change to the present dominance of motor vehicles, thereby securing health, wellbeing and safety benefits for all.

3 Recommendations

3.1 That Cabinet approves that officers :

- i) conduct borough-wide consultation with residents and businesses on the possible introduction of a default borough-wide 20mph limit; and
- ii) report the outcome to a future Cabinet meeting.

4 Other Options considered

4.1 This report is seeking approval to consult with residents and businesses for the possible introduction of a default borough-wide 20mph limit. The feedback received will determine what options will be recommended to the Cabinet.

5 Background Information

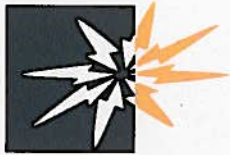
5.1 In Haringey, we have had debate on 20mph limits in recent years through full Council, two different Scrutiny Panels and a Sustainable Transport Commission set up in 2010/11, the recommendations from which included that consideration be given to providing 20mph limits on residential roads as a way of reducing accidents.

5.2 Although the Council supports a reduction in speed from 30mph to 20mph in residential areas, our current policy is to implement "20mph zones" as opposed to "20mph limits". Zones require associated traffic calming measures to help self-enforce the speed limit, whereas 20mph limits require signing only and rely on self-compliance. Approximately 50% of our unclassified roads (residential) will benefit from being in a 20mph zone by the end of 2013/14. (See attached plan).

5.3 Support is however growing nationally for a reduction in speed limits in built up areas from 30mph to 20mph with a number of organisations such as "20s plenty" and "Living Streets" actively campaigning for local authorities to introduce default 20mph limits on residential roads. Some cities such as Portsmouth and Bristol have already introduced a city wide 20mph whilst others, such as Newcastle and Brighton, are in the process of introducing a 20mph limit.

5.4 In London, the Mayor is encouraging boroughs to adopt a default 20mph policy and the Department for Transport (DfT) has relaxed legislation for signing requirements to make it easier and cheaper to consider this approach.

5.5 Our award winning Smarter Travel and Community Streets programmes focus on community engagement to provide education and training as well as to identify innovative and cost effective solutions to address traffic and transportation issues.



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This way of working has proved very successful in engaging the community and agreeing actions to reduce vehicle speeds and the overall dominance of motor vehicles on the public highway. This in turn encourages more sustainable transport modes such as walking and cycling, as well as getting the community focused on working together. This provides us with the opportunity to reconsider our currently policy and to consult on the provision of a borough-wide 20mph limit. Through the above programmes we can also continue to identify neighbourhoods that require additional traffic calming measures to address speed and safety issues.

Neighbouring boroughs

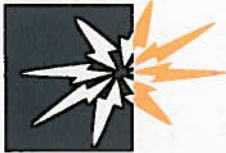
- 5.6 Our neighbouring boroughs of Islington and Hackney have already introduced 20mph limits on their (unclassified) residential roads, with Islington recently extending this to their classified roads (excluding TfL roads). Prior to adopting this policy, both of these boroughs already benefitted from the majority of their unclassified roads being in 20mph zones with associated traffic calming measures. Therefore only a small proportion of their networks will be a 20mph limit without physical measures to provide self-enforcement, with the majority of these roads already having low average speeds.
- 5.7 LB Camden has recently completed consultation for a borough-wide 20mph limit on all their roads (classified and unclassified). They are currently considering the feedback. From discussion with officers, their approach will be to introduce a default 20mph limit and then identify neighbourhoods that require additional traffic calming measures to address speed and safety issues. They do not at this time have an intention to provide 20mph on classified roads.

6. Accident reduction

- 6.1 Using research undertaken by Transport Research Laboratory (TRL) it is estimated that the introduction of a borough-wide 20mph limit on all classified and unclassified roads (excluding TfL roads) could reduce personal injury accidents by approx 118 over a 3 year period on streets that are currently 30mph (using an average speed reduction of 1.5mph in line with Portsmouth's city-wide 20mph limit post-monitoring results). This would equate to a 9% reduction in personal injury accidents and provide a saving to society of around £4.9million.

7. Consultation approach

- 7.1 The detailed consultation plan is currently being developed in discussion with the Cabinet Member. It is expected that the consultation process will run over a period of several months, commencing in early July 2013 and including a cycle of Area Forums. This will allow the outcome to be presented to Cabinet at its meeting in November 2013.
- 7.2 Measures will include consulting the full range of stakeholders, in particular residents and businesses across the borough, the Metropolitan Police and bus



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operators. Notices will be placed in local newspapers and statutory publications and street notices erected across the borough. It may also be appropriate to conduct some market research to engage with a wider audience.

Cost Implications

7.3 The estimated set up costs for a borough-wide 20mph limit along with several 20mph Zones in areas where existing traffic calming exists is around £500,000. This estimate excludes the electrical works which previously were the most expensive aspect of 20mph limit areas. Sign technology has improved in the past 10 years with visibility greatly improved during the hours of darkness with the use of retro-reflective signs. Street lights also offer a certain amount of illumination; therefore we propose not to illuminate the signage. This would also reduce ongoing costs.

6.5 The estimated costs relating specifically to consultation are in the region of £36,000.

7 Comments of the Chief Finance Officer and financial implications

7.1 The cost of the consultation is estimated to be £36,000. If agreed this will need to be funded from the wider Single Front Line budget.

8 Head of Legal Services and legal implications

8.1 The legal power to change speed limits is contained in Part VI Road Traffic Regulation Act 1984 and more specifically at section 84(1) and (4) of the Act which enables traffic authorities to make orders prohibiting the driving of motor vehicles on a road at a speed exceeding that specified in an order. There is a requirement to give public notice of any intention to make an order. In coming to a decision whether to make an order and therefore in exercising a function under the Act there is duty under section 122 on a local authority "to secure the expeditious, convenient and safe movement of vehicular and other traffic(including pedestrians) and the provision of suitable and adequate parking facilities" with particular regard to the following-

- the desirability of securing and maintaining reasonable access to premises;
- the effect on the amenities of the locality;
- national air quality strategy;
- the importance of facilitating the passage of public service vehicles and securing the safety and convenience of persons using or desiring to use such vehicles;
- any other matters that appear relevant.

8.2 The procedure for orders is contained in The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 which contains consultation and publicity requirements before an order can be made.



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8.3 The Department for Transport has published guidance on the making of such orders in Circular 01/2013 which at Section 6.1 deals specifically with 20 MPH speed limits and zones giving advice on traffic calming measures and underlining the efficacy of such limits/zones in reducing road traffic accidents.

8.4 The Department for Transport have also issued advice in this respect in the Traffic Advisory Leaflet 9/99 which espouses the benefits of speed limits and zones.

9 Equalities and Community Cohesion Comments

9.1 The detailed consultation plan is currently being developed in discussion with the Cabinet Member. The process will give all residents and businesses within the London Borough of Haringey the opportunity to make representation regarding a proposed 20mph limit.

10 Policy Implications

10.1 The introduction of a default 20mph limit will require extensive consultation with stakeholders to ensure it is compliant and supported in principle by the Police and bus operators. It will also need extensive marketing and publicity to encourage compliance by the public. Meetings will be required with the Police to ensure they can provide some level of enforcement, particularly at locations where speeds and accidents may remain high and that funding is made available to deliver more robust speed enforcement measures at these locations to ensure safety is not compromised. .

10.2 **Metropolitan Police Service (MPS)** - We have written to the MPS asking for their view on future enforcement of a borough wide 20mph limit. Whilst they support in general the objectives of a borough wide 20 mph limit, to make the environment around the roads of Haringey safer for all road users, they do have concerns in regard to unrealistic expectations of driver compliance and the enforcement that they will be able to provide. They have no objections to this proposal where it is in compliance with the DfT publication 01/2013 'Setting Local Speed Limits' and make particular reference to the requirement for existing traffic mean speeds - in free flowing conditions - to be no greater than 24mph.

10.3 The MPS also state that speed enforcement is expensive; it is both time and resource intensive and competes with other important policing issues of equal public concern at a time of significantly reduced police budgets. There should be no expectation on the part of Haringey Council that the MPS will provide any additional general enforcement following implementation of a borough wide 20 mph limit. Enforcement must be seen as mainly reactive and should not be seen as a preventative measure to achieve the traffic speeds desired. This will only be achieved by public support and compliance by the majority. This compliance will only be achieved where there are sufficient interventions, in terms of signage and/or traffic calming, to make the 20mph limit obvious to visiting motorists. To



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this end the Police support the use of minimal 20mph signage where existing speeds are below 24mph, but urge that Haringey consider much more extensive signage and/or traffic calming on roads where the recent speed surveys have indicated that speeds are currently higher than this. As with all speed limits, if the site doesn't look like or feel like the limit imposed then there will be larger scale offending and routine prosecution seen as inappropriate and quite simply over the top. It is for Haringey to appropriately sign and if necessary engineer a limit, leaving the police to target the persistent and deliberate offender, together achieving the very highest level of compliance and safety for other road users.

- 10.4 Consultation with London Buses is also considered key to the inclusion of classified A & B roads. It may be felt that a 20mph could increase bus journey times but there are also benefits in terms of passenger comfort, reduced running costs, residents being less afraid of fast moving buses when crossing the road and improving road safety for cyclists.
- 10.5 Consideration of adopting a default 20mph for all unclassified roads will require speed and volume surveys in potential 20mph limit roads to determine if they are suitable under the DfT guidance. This will also enable us to closely monitor the success of any scheme.

11 Reasons for Decision

- 11.1 Implementing a borough-wide 20mph limit would help improve road safety and reduce accidents in the borough. Further potential benefits of 20 mph speed limits include quality of life and community benefits and encouragement of healthier and more sustainable transport modes such as walking and cycling. There may also be environmental benefits, as generally, driving more slowly at a steady pace may save fuel and carbon dioxide emissions.
- 11.2 A borough wide 20mph limit would cost on average the same amount as one neighbourhood 20mph Zone and could reduce personal injury accidents by as much as 118 over the course of 3 years. In the current financial climate a continued 20mph Zone programme will take approximately 15 – 20 years to be completed in the borough, and a combined approach may be more appropriate for Haringey.
- 11.3 The inclusion of all borough roads should be considered as it is likely to reduce a significantly higher number of traffic accidents (approx 118 over 3 years excluding TLRN & existing 20mph zones) and without costing significantly more than the estimate in this report. This is as a result of a reduction in the necessary terminal signage; however more marketing and consultation would be required. This option would also reduce street clutter and is also likely to reduce confusion when travelling in and out of different speed limits.
- 11.4 While there would be benefits from a borough-wide residential 20mph limit, they would be lower in terms of accident reduction than a full borough-wide 20mph limit on all roads. It is therefore recommended that the Council consult on a borough-



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wide 20mph limit including classified A & B roads as this would significantly decrease accidents. It is also recommended that the Council continues its traffic calming (20mph Zones) in residential neighbourhoods and outside schools through its Community Streets programme and Local Safety Schemes, prioritising locations where average speeds remain high. This will ensure neighbourhoods are self-enforcing and ensure the Council continues to reduce accidents while promoting walking and cycling in the borough.

12 Local Government (Access to Information) Act 1985

