

**BIRMINGHAM CITY COUNCIL**

**PUBLIC REPORT**

<b>Report to:</b>	<b>CABINET</b>
<b>Report of:</b>	<b>DEPUTY CHIEF EXECUTIVE</b>
<b>Date of Decision:</b>	<b>17<sup>th</sup> March 2014</b>
<b>SUBJECT:</b>	<b>20MPH SPEED LIMIT POLICY</b>
<b>Key Decision: Yes</b>	<b>Relevant Forward Plan Ref: 502406 / 2014</b>
<b>If not in the Forward Plan: (please "X" box)</b>	<b>Chief Executive approved</b> <input type="checkbox"/> <b>O&amp;S Chairman approved</b> <input type="checkbox"/>
<b>Relevant Cabinet Members:</b>	<b>Councillor James McKay – Green, Safe and Smart City Councillor Tahir Ali – Development Jobs and Skills</b>
<b>Relevant O&amp;S Chairman:</b>	<b>Councillor Victoria Quinn – Transport, Connectivity and Sustainability</b>
<b>Wards affected:</b>	<b>City-Wide</b>

<b>1. Purpose of report:</b>
<p>1.1 To provide an overview of the development of a 20mph speed limit policy to date including an outline of consultation undertaken and outcomes thereof to inform the proposed way forward.</p> <p>1.2 To set out the policy position with regard to 20mph speed limits in residential areas and other appropriate locations.</p> <p>1.3 To endorse a phased approach to implementation commencing with a pilot scheme to allow a fuller understanding of benefits and issues to inform potential city-wide roll-out.</p>

<b>2. Decision(s) recommended:</b>
<p>That the Cabinet:</p> <p>2.1 Notes the consultation findings and key issues identified;</p> <p>2.2 Endorses a policy in support of 20mph speed limits in residential areas and other appropriate locations as set out in Section 5;</p> <p>2.3 Endorses a phased approach to implementation and authorises the development of a pilot scheme;</p> <p>2.4 Subject to approval of this report, authorises the Head of Transportation Services to progress to Full Business Case stage for the pilot scheme, in accordance with the corporate Gateway process for projects and programmes; and</p> <p>2.5 Notes that fee expenditure to support the development of the 20mph speed limit policy and any associated Full Business Case/s was approved through the “Cycle City Ambition Fund Project Definition Document” Cabinet Report in April 2013.</p>

<b>Lead Contact Officer(s):</b>	Richard Leonard – Transportation Policy Manager
<b>Telephone No:</b>	0121 464 5997
<b>E-mail address:</b>	richard.leonard@birmingham.gov.uk

### **3. Consultation**

#### **3.1 Internal**

- 3.1.1 In advance of the public consultation, internal consultation was carried out with senior officers and Councillors via attendance at key meetings and briefing notes outlining key issues, proposals and consultation approach. All Birmingham Councillors were consulted – the majority who responded were supportive, and were particularly in favour of 20mph limits near to schools.
- 3.1.2 The development of policy has been undertaken by relevant officers from Transportation Services, Highways, Sports & Physical Activity and Public Health. Further detailed consultations will be undertaken as part of Full Business Case (FBC) development.
- 3.1.3 This report has been shared and discussed with relevant officers in Legal Services and Finance, and the corporate Quality Assurance and Governance Team.

#### **3.2 External**

- 3.2.1 City-wide public and stakeholder consultation was undertaken from Monday 21<sup>st</sup> October 2013 to Friday 29<sup>th</sup> November 2013 utilising a range of methods appropriate to different audiences. Birmingham MPs were consulted as part of this process. The overall results of the consultation were mixed, but with significant support in certain geographic areas. Stakeholders were generally supportive. Further details on the consultation findings are included in Section 5 with a more detailed summary in Appendix A.

### **4. Compliance Issues:**

#### **4.1 Are the recommended decisions consistent with the Council's policies, plans and strategies?**

- 4.1.1 The policy will support the City Council's policy objectives outlined in the Council Business Plan and Budget 2014+, the Leader's Policy Statement 2013, and Birmingham 2026 – Our Vision for the Future, in particular for 'a prosperous city built on an inclusive economy' and 'tackling inequality and deprivation' and key outcomes to Succeed Economically, Stay Safe in a Clean Green City, Be Healthy, and Enjoy a High Quality of Life.
- 4.1.2 The policy is in line with the aspirations of the emerging Birmingham Development Plan (BDP) and Birmingham Mobility Action Plan (BMAP). The project supports the targets set out in the West Midlands Local Transport Plan in terms of encouraging sustainable travel options, enhancing the quality of the environment and improved road safety.
- 4.1.3 The policy supports the recommendations of the Transport, Connectivity & Sustainability Overview and Scrutiny Committee (TCS O&S) report, 'Changing Gear, Transforming Urban Movement Through Walking & Cycling in Birmingham' and is in accordance with a city council Motion on the 6<sup>th</sup> November 2012 (See Section 5 for further details).

#### **4.2 Financial Implications**

- 4.2.1 Funding of up to £1.025 million was allocated as part of the Birmingham Cycle Revolution, as reported in the Cycle City Ambition Fund Project Definition Document Cabinet Report, April 2013. This is funded through £0.8m from the Department for Transport (DfT) Cycle City Ambition Grant (CCAG) budget and £0.225m from the city council's Integrated Transport Block (ITB) capital allocation (Walking, Cycling and Accessibility Programme & Road Safety Programme) as a local contribution. The CCAG funding from DfT relates to financial years 2013/14 and 2014/15 only. The local contribution is available between financial years 2013/14 – 2015/16. The extent of the pilot scheme and measures proposed will be contained within the budget allocation of £1.025 million.
- 4.2.2 Revenue implications relating to additional highway assets and consequential maintenance costs are yet to be fully determined, these will be a function of the geographic scope of measures taken forward which, through detailed design/dialogue and decluttering will be reduced and offset as far as possible. These costs will be contained within the Highways Revenue Budget pending confirmation of the 2014/15 revenue budget, should sufficient funds not be allocated within that approval process then the Economy Directorate (as Scheme Promoter) will be required to find revenue resources to meet this additional cost. A detailed estimate of these will form part of the FBC. A key outcome of the pilot project will be to inform revenue implications relating to potential city-wide roll-out in the future, should the pilot not be a success any assets (and additional revenue costs) will be removed. Future roll-out and programmes of work arising from the pilot will be funded through the Integrated Transport Block Capital Allocation - Walking, Cycling and Accessibility & Road Safety Programmes.
- 4.2.3 Further detailed information regarding the financial implications of the pilot scheme will be undertaken as part of FBC development.

#### 4.3 Legal Implications

4.3.1 Relevant powers to implement the highways works include: Town and Country Planning Act 1990; Highways Act 1980; Road Traffic Regulation Act 1984; Traffic Management Act 2004; Transport Act 2000; and other related regulations, instructions, directives and general guidance.

#### 4.4 Public Sector Equality Duty

4.4.1 An Equalities Analysis has been carried out and is included in Appendix B (Ref. EA000090). The analysis has concluded that 20mph speed limits on residential roads in Birmingham will help to make the roads safer for all road users, leading to reduced numbers of road traffic collisions involving traffic and pedestrians. This will have a positive impact on all local people, regardless of age, sex, race, faith, disability, sexual orientation, etc. However, the most vulnerable members of society (i.e. the young and elderly) will particularly benefit from this initiative. No negative equality impacts have been identified.

### **5. Relevant background/chronology of key events:**

5.1 At its meeting of 6<sup>th</sup> November 2012, the city council passed a Motion calling for the development of a policy on the implementation of 20mph zones and speed limits considering: their scope; the delivery approach; revenue/capital/enforcement implications; and to undertake consultation.

5.2 Following the City Council meeting DfT published its circular 'Setting Local Speed Limits' in January 2013, which included 20mph speed limit areas (as distinct from 20mph zones which require traffic calming in addition to signage). The circular states that the standard speed limit in urban areas is 30mph, which represents a balance between mobility and safety factors. However, for residential streets and other town and city streets with high pedestrian and cyclist movement, local authorities should consider the use of 20mph schemes.

5.3 The DfT states that there is clear evidence that reducing traffic speeds reduces collisions and casualties. Collisions are less frequent at lower speeds; and where collisions do occur the risk of fatal injury is also reduced. Other important benefits of 20mph schemes include quality of life and community benefits, and encouragement of healthier and more sustainable transport modes such as walking and cycling. Based on this positive effect on road safety, and a generally favourable reception from local residents, traffic authorities are able, and encouraged by the DfT, to use their power to introduce 20mph speed limits or zones. Based on this evidence, the introduction of 20mph schemes has accelerated recently across the UK. Most core cities have adopted positive policies with some such as Manchester and Bristol adopting city-wide approaches.

5.4 The recommendation of the 'Changing Gear, Transforming Urban Movement Through Walking & Cycling in Birmingham' Transport, Connectivity and Sustainability Overview & Scrutiny Report approved by city council on the 9<sup>th</sup> April 2013 outlined the need for further roll-out of 20mph speed limit areas aligned to wider infrastructure interventions to support walking and cycling.

5.5 On the basis of the above, the proposed 20mph speed limit policy recommended that on the majority of adopted roads in Birmingham the default speed limit should be 20mph introduced through a 'limit' rather than 'zones'. The following type of roads should be included as 20mph limits: all residential roads; those with a designated high street function – defined as 'primary shopping frontages'; roads designated as 'secondary shopping frontages'; 'B' and 'A' roads with school entrances or schools; and roads with other local trip attractors such as parks or leisure facilities, health centres and hospitals, and public transport hubs and interchanges. It should be noted that roads which form part of the city's main distributor highway network, mainly A and B roads, would remain at their current speed limit, unless local circumstances justify changing the speed limit to 20mph.

5.6 In order to further inform policy development, a consultation exercise was undertaken in October/November 2013. The focus of the consultation was on the principles of proposed policy rather than detailed proposals or implementation plans. The consultation was comprehensive and wide-ranging across a range of stakeholders and the wider public. An overview of the consultation approach and outcomes is provided in Appendix A.

### Consultation Results

- 5.7 Whilst the overall results of the consultation with the public show that a majority of respondents were opposed to the proposals (58% did not support), there are a number of issues to consider in determining policy position as follows:
- There is widespread support from key stakeholders;
  - Despite it being explicitly stated in the consultation information, many of the negative responses appear to be based on the premise that as well as residential roads, a significant proportion of main roads in the city would also have 20mph limits;
  - There is stronger support for 20mph limits from certain road user groups – those who walk, cycle and use public transport more frequently; and
  - There is a strong geographical bias within the consultation results – in some parts of the city there is a clear majority in favour of 20mph limits.
- 5.8 The consultation has raised a number of issues, and it is considered that many of the reasons for opposing 20mph limits could be resolved through the implementation of a pilot project, before considering whether to expand the scheme across the whole city. This would be an opportunity to demonstrate the road safety and wider benefits in a Birmingham context. It would also allow some of the reservations expressed in the consultation with regard to enforcement and behaviour change to be resolved. A Monitoring & Evaluation Report will be developed which reports on the pilot scheme impacts.
- 5.9 The area proposed for the pilot scheme has been identified based on a combination of factors taking into account: the consultation results; a more objective assessment based on road safety data (to include the levels of collisions and the number of pedestrian, cycling and child accidents); complementary schemes; and the availability of funding through the CCAG scheme which already includes an allocation for 20mph speed limits.

### Implementation Strategy

- 5.10 The proposed pilot scheme would cover up to one third of the city by area, comprising the entire city centre within the A4540, plus areas to the east and south of the city centre. This includes all or part of the wards of Aston, Nechells, Ladywood, Edgbaston, Harborne, Selly Oak, Bournville, Moseley and Kings Heath, Springfield, Sparkbrook, South Yardley, Bordesley Green, Washwood Heath and Hodge Hill. Councillors for these wards have been made aware of the proposed way forward and will be consulted further as part of the more detailed consultation to be undertaken as part of FBC development. Significant parts of the proposed area for the pilot scheme already have 20mph speed limits / zones and as such it is logical to seek to join up these existing areas to create more consistent speed limits across a wider area. 20mph speed limits and zones will still be considered in other areas of the city through ongoing programmes of work, including local safety schemes and safer routes, subject to local consultations. The final extent of the area for the pilot scheme is likely to be logically defined by the road pattern rather than exactly following ward boundaries. The proposed area for the pilot scheme together with an indication of the level of collisions by ward is shown on the map in Appendix C.
- 5.11 Further detailed work would be required as part of the FBC development for the pilot scheme. Infrastructure measures for 20mph speed limits would comprise traffic signs and road markings only. At certain locations further measures such as gateway treatments, additional physical traffic calming measures and variable speed limits may be required. These measures would be supported by behavioural change initiatives which would seek to reinforce speed reduction/road safety across the city.

### Next Steps and Timelines

- 5.12 Subject to approvals, FBC's will be developed for approval later in 2014. Implementation would follow with the majority of the work being completed by March 2015 in line with available funding from CCAG. Implementation of the pilot would be fully completed in 2015-16. A report on the impact of the pilot scheme, together with outline proposals for further roll-out as relevant, would be developed in 2016-17.

## **6. Evaluation of alternative option(s):**

- 6.1 Under the 'do-nothing' option, road traffic collisions may continue to reduce, but at a slower rate than if 20mph speed limits were implemented. This would also lead to the loss of the DfT funding which has been secured.
- 6.2 Implementation of 20mph zones, which would include traffic calming, may be more effective in reducing road traffic collisions in smaller concentrated areas; but would cost significantly more and it is considered that area-wide 20 mph limits are more cost effective.

- 6.3 Proceeding immediately to a city-wide roll out would not permit the benefit of incorporation of findings from a pilot. Neither would it allow us to respond to the concerns raised in the consultation at this stage.
- 6.4 Proceeding with a pilot on a different geographical area to that proposed would be contrary to the consultation results and objective road safety assessment and would not permit the use of the significant funding from CCAG which is for a defined geographical area.

**7. Reasons for Decision(s):**

7.1 The approval of the report will allow the 20mph speed limit policy to be confirmed and authorises the development of a pilot scheme.

Signatures	Date
..... Councillor James McKay Cabinet Member for Green, Safe and Smart City	
..... Councillor Tahir Ali Cabinet Member for Development, Jobs and Skills	
..... Paul Dransfield Deputy Chief Executive	

- List of Background Documents used to compile this Report:**
- Leader’s Policy Statement, June 2013;
  - Council Business Plan and Budget 2013+, February 2013
  - 2011-2026 West Midlands Local Transport Plan;
  - Programme Definition Document: Transportation & Highways Capital Programme 2013/14 – 2015/16, April 2013;
  - ‘Changing Gear, Transforming Urban Movement Through Walking & Cycling in Birmingham’, Transport, Connectivity & Sustainability O&S Committee Report to City Council, April 2013;
  - ‘Cycle City Ambition Grant’ – Bid Submission (Project Definition Document), Report to Cabinet, 22<sup>nd</sup> April 2013;
  - Birmingham 20mph Speed Limit Proposal: Consultation Findings Report (Atkins report);
  - 20mph Policy Consultation leaflet / questionnaire
  - Department for Transport Circular ‘Setting Local Speed Limits’, January 2013

- List of Appendices accompanying this Report:**
- Appendix A - Consultation Summary
- Appendix B - Equality Analysis
- Appendix C - Map showing approximate proposed area for implementation of pilot with accident collision levels by Ward.

<b>Report Version</b>	2	<b>Dated</b>	21/2/14
-----------------------	---	--------------	---------

## PROTOCOL

### PUBLIC SECTOR EQUALITY DUTY

- 1 The public sector equality duty drives the need for equality assessments (Initial and Full). An initial assessment should, be prepared from the outset based upon available knowledge and information.
- 2 If there is no adverse impact then that fact should be stated within the Report at section 4.4 and the initial assessment document appended to the Report duly signed and dated. A summary of the statutory duty is annexed to this Protocol and should be referred to in the standard section (4.4) of executive reports for decision and then attached in an appendix; the term 'adverse impact' refers to any decision-making by the Council which can be judged as likely to be contrary in whole or in part to the equality duty.
- 3 A full assessment should be prepared where necessary and consultation should then take place.
- 4 Consultation should address any possible adverse impact upon service users, providers and those within the scope of the report; questions need to assist to identify adverse impact which might be contrary to the equality duty and engage all such persons in a dialogue which might identify ways in which any adverse impact might be avoided or, if avoidance is not possible, reduced.
- 5 Responses to the consultation should be analysed in order to identify:
  - (a) whether there is adverse impact upon persons within the protected categories
  - (b) what is the nature of this adverse impact
  - (c) whether the adverse impact can be avoided and at what cost – and if not –
  - (d) what mitigating actions can be taken and at what cost
- 6 The impact assessment carried out at the outset will need to be amended to have due regard to the matters in (4) above.
- 7 Where there is adverse impact the final Report should contain:
  - a summary of the adverse impact and any possible mitigating actions (in section 4.4 or an appendix if necessary)
  - the full equality impact assessment (as an appendix)
  - the equality duty – see page 9 (as an appendix).

## Equality Act 2010

The Executive must have due regard to the public sector equality duty when considering Council reports for decision. The public sector equality duty is as follows:

1	The Council must, in the exercise of its functions, have due regard to the need to: (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by the Equality Act; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
2	Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to: (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
3	The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
4	Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to: (a) tackle prejudice, and (b) promote understanding.
5	The relevant protected characteristics are: (a) age (b) disability (c) gender reassignment (d) pregnancy and maternity (e) race (f) religion or belief (g) sex (h) sexual orientation

## APPENDIX A: SUMMARY OF CONSULTATION APPROACH AND RESPONSES

### Summary of approach to consultation

Consultation on 20mph limits was carried in the autumn of 2013. The consultation was city-wide and ran from Monday 21st October 2013 to Friday 29th November 2013. Various methods of communication were used, including:

- An 'advertorial' in the Forward newspaper (which is distributed to all households in the city) in the issue that was published at the end of October 2013;
- A press release and media event which received a high level of interest and was picked up by various local newspapers and technical publications, and a number of local radio stations; Information on the City Council website, with links to an online questionnaire on BeHeard;
- Posters and consultation leaflets with questionnaires in key council buildings;
- Promotion via social media and the Birmingham Bulletin;
- Public consultation drop-in sessions (one per District) in libraries, community centres and shopping centres;
- Contacting stakeholders by letter or email (including Birmingham Councillors and MPs) – to seek their views, and also asking for support to publicise the consultation to contacts, clients, customers etc;
- A drop-in event aimed specifically at businesses and organisations; and
- A separate 'drop-in' briefing session for ward Councillors.

The following sections provide an overview of the results from the various elements of the consultation.

### Questionnaire Results

3,565 people responded to the consultation using the questionnaire. In terms of the overall 20mph policy; 1,382 (39%) were in favour of the proposal, and 2,063 (58%) were against. However the table below shows where respondents thought 20mph speed limits should be applied. This provides more disaggregated information and gives a slightly different and more favourable picture towards 20mph limits:

<b>Location for 20mph limits:</b>	<b>Number</b>	<b>%</b>
In residential areas	1,390	44
In high streets and other shopping areas	1,564	49
Near schools	2,875	91
Near hospitals	1,362	43
Near public transport hubs such as railway stations and bus interchanges	1,228	39

Support for 20mph limits in residential areas actually shows a greater level of support than for the policy overall (44% as opposed to 39%) and there is more support for 20mph in some specific locations such as high streets (49%). There is a very clear majority view in favour of 20mph limits outside schools with 91% in favour.

1,411 (40%) agreed that the proposal would make the roads safer, whilst 1,884 (53%) disagreed. Not surprisingly there was a strong correlation between those who supported the proposals and those who thought it would make roads safer.

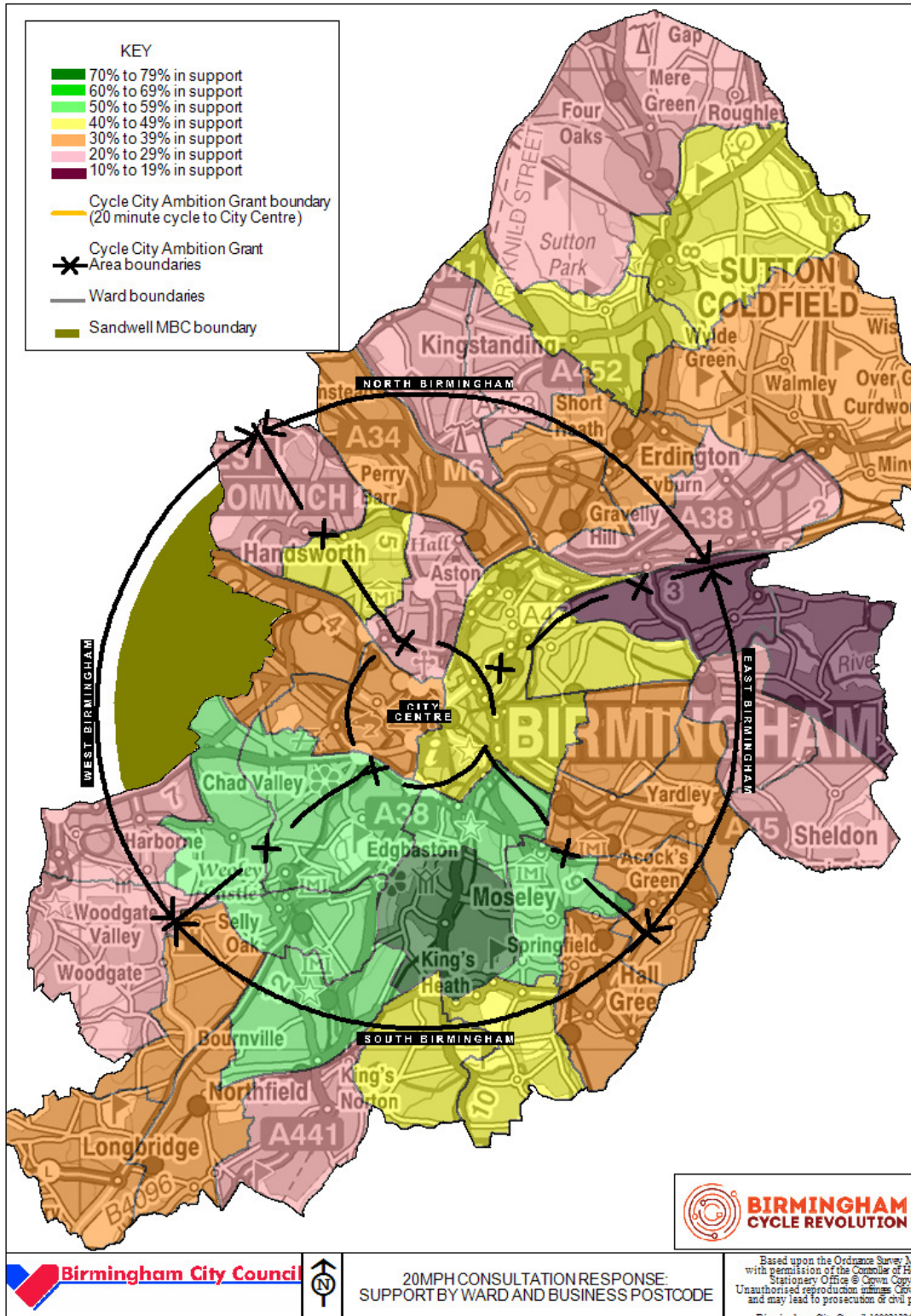
The questionnaire sought to capture a range of other information with regard to travel habits, the likelihood of behaviour change and demographics. In general these characteristics only had a minor impact on whether respondents supported proposals overall or not – the most significant variation was those who travel by public transport, walking and cycling were more likely to support



the proposals (approximately 60% in favour as opposed to 40% for car drivers/passengers), but these groups represented less than one third of all respondents.

Analysis by ward showed a net positive in favour of the proposals in some wards as shown in Figure 1 below. Particularly strong support was expressed in Moseley and Kings Heath; Sparkbrook; and Bournville. There was equally strong opposition in a number of wards, particularly on the city boundary.

Figure 1 - Support by Ward – Residential and Business Postcodes



## Public Consultation – Drop-In Meetings

Ten public consultation drop-in meetings were held, one in each District, over a three-week period during the consultation. These were held in libraries, community centres and one shopping centre and were advertised on the City Council website. The sessions were intended to be an opportunity to discuss issues relating to 20mph limits, in order to assist the public in formulating their responses. In addition to the standard consultation information, a large-scale map of the city showing indicative proposals for which roads could be given a 20mph limit was on display.

The meetings were publicised through the City Council website. The Sutton Coldfield Observer publicised the meetings to be held in Sutton Coldfield and Erdington, and these were particularly well attended.

In total 129 attended across all sessions. Views expressed at these sessions were mixed with key points raised very much reflecting the views expressed throughout the consultation as detailed later in this note.

## Stakeholder responses

Stakeholders were contacted by email a number of times throughout the consultation and invited to respond. A drop-in session was held on 29th October 2013 at the Council House to give businesses and stakeholders an opportunity to discuss the proposals. Again the general flavour of the discussion at this session was positive, with a particular focus on the detailed proposals and which roads would and would not receive a 20mph speed limit. Formal responses from Councillors and other stakeholders are discussed in more detail below.

There were a total of 33 stakeholders (not including Birmingham MPs or Councillors) who responded to the consultation. This section summarises those responses, which include:

- Businesses and Business Improvement Districts (BIDs);
- Members of Greater Birmingham Chambers of Commerce;
- Educational establishments (including schools and a university);
- Sustainability interest groups (including environmental, walking, cycling and neighbourhood groups);
- Transport interest groups (including public transport operators, driving and haulage associations);
- Delivery Partners; and
- The Police.

Overall there were 18 responses in support of the proposal, seven unsupportive (four of which although unsupportive were in favour of speed limits in selected areas) and eight responses which were neither supportive nor unsupportive (four of who were in favour of speed limits in selected areas).

Support for the proposal varied between the differing stakeholder groups. Educational establishments were much more supportive, with five out of seven responses from this group in support of the proposals, and the remaining two neither supported nor opposed the 20mph speed limit.

Responses from public transport providers (including Centro and National Express) and sustainability groups, which includes Friends of the Earth, Walkit (a pedestrian charity), CPRE (Campaign to Protect Rural England) and the Eco-Sutton Group were broadly supportive and made similar points.

Responses opposed to the proposals were received by some transport groups, such as the Road Haulage Association and the Association of British Drivers, whereas the level of support from businesses was divided.

A number of impartial responses were also received from those who neither stated they were supportive or unsupportive of the proposal. These included responses from the Police, Northfield BID (Business Improvement District) and the Colmore Business District.

### Elected Member Responses

A briefing session was held for ward Councillors, immediately before the full meeting of the Council on 5<sup>th</sup> November 2013. Several of the Councillors discussed the issues with officers. Generally Councillors were positive about the proposals, with some very strong expressions of support.

20 Councillors support the proposals. Three were against, and a further three were against in general but supported 20mph limits outside schools. Two Councillors expressed neutral views. In a number of cases, ward Councillors supported the proposals whereas the questionnaire results for that ward did not.

Three Birmingham MPs responded: One was generally against but in support outside schools; and two were in favour.

### Friends of the Earth Petition

Birmingham Friends of the Earth undertook a petition to gain signatures from people that support the proposals. They collected a total of 385 responses. Postcode mapping of signatories (not all provided postcodes) shows dense concentrations of support in the areas of Edgbaston and Moseley and King's Heath. This is broadly in line with the questionnaire results, although it is not known how many of the petition signatories also completed questionnaires, therefore an amount of double counting is possible.

### Conclusions from the Consultation

- The overall result of the public consultation appears to be against the proposals but with strong support in specific areas and for a more targeted approach, in particular around schools;
- There were significant levels of support from key stakeholders and Elected Members, but with some caveats;
- It would appear from the questionnaire results that the most significant factors influencing level of support for the proposals is travel mode (car users being significantly more opposed) geographical area (with significant pockets of support in the area immediately south of the city centre); and
- Many of the reasons for not supporting the proposals could be said to be based on misconceptions (in terms of locations and impacts).

## Key Comments

Similar issues were raised at the drop-in sessions, comments on questionnaire responses and by stakeholders and individuals in more detailed consultation responses. These are summarised as follows, with our response:

<b>Concern</b>	<b>BCC response</b>
20mph limits would apply on main roads as well as residential roads	We are proposing that 20 mph be the speed limit on residential roads in the city; the main A and B roads would keep their current speed limit. Many people initially opposed to the proposals appeared to change their view once it was explained that this was not the case.
People were more interested in whether specific roads were to be converted to 20mph – some did not see the point in consulting on the principles separate to the detail	We are initially consulting on the general principals of 20 mph limits on residential roads. Once the areas for the pilot scheme have been confirmed, further detailed local consultation would take place.
Scepticism about the level of behaviour change likely as a result of the proposals	The implementation of the scheme would be accompanied by a ‘hearts and minds’ campaign to persuade people of the benefits of driving at 20 mph on residential roads. The campaign would be city-wide, whilst concentrating on the area involved in the first phase.
Scepticism on the impact on road safety and accident reduction	Evidence from several towns and cities across England shows that the implementation of 20 mph limits reduces the number and severity of road traffic collisions.
20mph limits would increase journey times	20 mph will mainly apply on residential streets, and in selected locations on main roads. Most main roads will keep existing 30 mph or 40 mph speed limits, so once drivers leave residential areas and join the main road network there should be no impact on journey times. The vast majority of the city’s traffic travels on the 10% of the road network that will stay at 30 or 40 mph. The parts of any journey affected would only be the relatively short sections of that journey that would be on 20 mph roads in order to reach the main road network.
20mph limits would increase congestion	On a clear stretch of road, travelling at 20 mph will obviously take longer than travelling at a higher speed. However, research indicates that at slower speeds, vehicles flow more smoothly through junctions. As such, within an urban environment, 20 mph may help to improve traffic flow. In addition, as a result of reduced acceleration and braking, 20 mph may help to reduce fuel consumption and associated emissions.

20mph limits would increase noise	Driving at 20mph has been found to reduce traffic noise; the benefit of a signs-only scheme is that drivers can adopt a smoother driving style than if they were driving through a calmed zone with humps. A study in Graz, Austria found that the introduction of 30kph (18mph) signs-only limits led to a noise reduction up to - 2.5 dB. Compared to 30mph, 20mph means 3 decibels less traffic noise. This level of noise reduction means that people can more easily listen to each other and also sleep better. In urban areas with speeds up to 35mph a 6mph reduction cuts noise by up to 40%. (Campaign for Better Transport for the UK Noise Association, 2009)
20mph limits would increase air pollution	Studies have so far not conclusively proven either a positive or negative effect on the environment. The greatest environmental benefit from the change will come from unlocking the potential for walking or cycling short distances instead of driving. Adopting a smoother driving style can also achieve lower emissions. Generally driving more slowly at a steady pace saves fuel and carbon dioxide emissions, unless an unnecessarily low gear is used (DfT). Along shorter roads with junctions and roundabouts, limiting acceleration up to 20mph reduces fuel consumption (The AA, 2008).
Negative impact on journey times for buses	Most bus services travel along roads that will stay at their current speed limit. It is only at the ends of some routes, where the buses go onto residential roads, where the speed limit might be 20 mph. Most buses spend very little time travelling at more than 20 mph, particularly in residential areas due to the frequency of stops and the need to carefully negotiate obstacles such as parked cars. Even on main bus routes a recent study found that less than 25% of the time was spent above 30km/h (18.5 mph) (Passenger Transport Executive Group – Bus Idling and Emissions - <a href="http://tinyurl.com/pteg-idle">http://tinyurl.com/pteg-idle</a> ). At peak times this proportion is even less.
Negative impact on businesses/deliveries	German evidence shows 12% less fuel use by vehicles where slower limits were implemented as driving became smoother (An illustrated guide to traffic calming by Dr Carmen Hass-Klau (1990)). All firms have a supply chain. Rising transport fuel costs affect all energy prices and profit margins. A 12% saving is significant and would help UK firms to compete, survive and thrive, boosting jobs. Also see comments above regarding impact of 20mph limits on journey times.

<p>The need for better education of pedestrians and cyclists</p>	<p>A city-wide programme of education and publicity around the benefits of lower vehicle speeds in residential areas will accompany the introduction of sign-only 20 mph speed limits to redefine motorists' relationship with residential roads, alongside ongoing programmes of road safety education, cycle training and campaigns aimed at pedestrians and cyclists as well as car drivers.</p>
<p>Questions about how the limits would be enforced, and whether they would be enforced</p>	<p>It is proposed that the limit would be enforced in the same way as the existing 30 mph limits in the city. Signs and lines would be installed to make drivers aware of the 20 mph limit. 20 mph would be the legal limit on the roads affected and as such should persistent speeding at these locations become an issue, further measures would be considered in order to address this.</p>
<p>Strong support for 20mph limits around schools. Strong support from specific areas where there is rat running, and/or high vehicle speeds</p>	<p>In addition to the area proposed for the first phase, 20mph speed limits and zones will be considered in other areas of the city through other programmes of work, including local safety schemes and safer routes, subject to local consultations, in accordance with the overall 20mph strategy. Given the potential timescales for completing network coverage, it is proposed that where funding is available this is provided to allow broader policy roll-out at key locations outside of the core zone of implementation such as local centres, schools, hospitals across the wider network. This could be prioritised on road traffic collision rates, similar to safer routes programmes.</p>

Appendix C – Map showing approximate proposed area for implementation of pilot with accident collision levels by Ward.

