

Transport and Environment Committee

10.00am, Tuesday, 3 June 2014

Delivering the Local Transport Strategy 2014-2019: 20mph Speed Limit Roll Out – Consultation Proposal

Item number	7.9
Report number	
Executive/routine	
Wards	All

Executive summary

Coalition Pledge 46 is “Consult with a view to extending current 20mph zones”. The Council’s new Local Transport Strategy 2014–2019 includes policy **Safe4**, which sets out an approach to speed limits in the urban area. This report addresses the implementation of policy **Safe4**, through a proposed 20mph speed network option for the city. It seeks authority to proceed with consultation on a proposed 20mph street network.

Links

Coalition pledges	P46 ,
Council outcomes	CO19
Single Outcome Agreement	All

Delivering the Local Transport Strategy 2014-2019: 20mph Speed Limit Roll Out – Consultation Proposal

Recommendations

- 1.1 It is recommended that Committee:
 - 1.1.1 approves a draft network of 20, 30 and 40mph roads as a basis for consultation; and
 - 1.1.2 authorises a public and stakeholder consultation, as set out in the report.

Background

- 2.1 The Council's new Local Transport Strategy 2014–2019, approved by Committee on 14 January 2014, includes policy **Safe4**, setting out an approach to speed limits in the urban area. This policy was influenced by the successful outcome of the south Edinburgh 20mph pilot area.
- 2.2 Lowering speeds helps to encourage increased levels of walking and cycling, while reducing the severity of road traffic incidents. For some years, the Council's Local Transport Strategy (LTS) has supported 20mph as the speed limit for residential streets and streets with high levels of pedestrian activity. The development of 20mph limits is also a key element of both the Council's Active Travel Action Plan (ATAP), and the Road Safety Plan for Edinburgh to 2020 (RSP).
- 2.3 Since the late 1990s, the Council has implemented many 20mph zones, using physical traffic calming features. These now cover approximately 50 per cent of the city's residential streets. These zones have reduced casualties and are self-enforcing. They are, however, costly to implement and maintain.
- 2.4 Changes to UK traffic calming legislation, in 2011, made it possible to create 20mph zones without relying on the use of physical traffic calming features. Repeater signs and surface markings can be used. Physical traffic calming measures do, however, remain an option where this is necessary.
- 2.5 Area-wide 20mph limits were introduced in residential streets, city-wide, in Portsmouth. Several other English local authorities have since followed this approach by implementing 20mph as the default speed limit for residential streets, for example, Brighton and Hove and Oxford.

- 2.6 As reported to the Transport and Environment Committee on 27 August 2014, the south Edinburgh 20mph pilot area has been successful. There has been increased support for this speed limit amongst residents and increases in the perception of safety of walking and cycling. Post consultation implementation costs have yet to be determined.
- 2.7 The initial phase of consultation on the draft Local Transport Strategy 2014-2019 was a public and stakeholder consultation on the Issues for Review. Three options for the extension of 20mph speed limits were included in this process. Of these, Option 1, “*All residential streets, shopping areas including the city centre, and to main roads with large numbers of pedestrians (using signs, with limited traffic calming such as road humps where necessary)*” proved to have the highest level of support. The responses to proposals for further 20mph limits in the Edinburgh People’s Survey and Local Transport Strategy Issues for Review consultation are shown in Appendix 1.

Main report

- 3.1 On 14 January 2014, the Transport and Environment Committee approved the Council’s new Local Transport Strategy 2014–2019. The responses to the consultation process were used as an input to drafting the new strategy. In section 6 “*Road Safety*” policy **Safe4** is:
- “The Council’s approach to the setting of speed limits within the urban area will be:
- a. That on roads with a strategic movement function:
 - *those that are main shopping streets, are in the city centre, or otherwise have relatively high levels of pedestrian and/or cyclist activity, will generally have a speed limit of 20mph;*
 - *those that do not fall into one of the above categories will generally have a speed limit of 30mph (see policy **Safe5**);*
 - b. That on other roads a 20mph limit will generally be applied.
- The definitions of street types involved in this process will be developed in consultation with key stakeholders, including bus companies and the police.”
- 3.2 In implementing policy **Safe4** the Local Transport Strategy 2014–2019 included a priority action of consulting with the public and stakeholders on detailed proposals for the 20mph network for the city centre, main shopping streets and residential areas.

- 3.3 A set of criteria has been developed to select streets that could be included in a 20mph network. This work took into account the outcome of a fact finding trip, by Services for Communities staff and Police Scotland, to Bristol. Bristol City Council approved the implementation of 20mph areas in July 2012, and undertook in-depth network definition surveys, as well as an extensive public and stakeholder consultation, before implementing the first phase of the scheme in January 2014. The criteria used for defining the 20mph street network proposed in this report are set out in Appendix 2.
- 3.4 Based on these criteria, three initial options for networks of 20mph streets were mapped out for Edinburgh. A sub-group of the Transport Forum met twice, to consider these options and identified one as the basis of a public and stakeholder consultation. The sub-group included representatives from Police Scotland, the taxi trade, walking and cycling bodies, Kirkliston Community Council, Edinburgh Napier University Transport Research Institute and Lothian Buses, the Convener of the Committee and officers from Services for Communities. The institute of Advanced Motorists was invited to send a representative, but could not attend.
- 3.5 The network of 20mph streets to form the basis of the consultation is attached as Appendix 3. The key features of the option selected for consultation are:
- A large area of central Edinburgh with a 20mph speed limit on all roads.
 - Retention of a coherent and connected network of 30mph and 40mph roads in the middle and outer suburbs.
- 3.6 It is proposed to undertake a public and stakeholder consultation on the selected 20mph network. Given the impact of the proposals and a likely high level of public interest, a city-wide consultation will involve a rolling programme of meetings and public road shows in each of the Neighbourhood areas. Organisations representing the business community will be involved in the consultation, such as the Edinburgh Chamber of Commerce, Federation of Small Businesses and the Edinburgh Business Forum. To obtain the views of residents, Community Councils and groups representing residents will also be invited into this dialogue. The Council's website and media will be used to enhance awareness of the consultation with as wide a range of the public as possible. Bodies representing public transport, taxi and road freight operators will be invited to take part. This phase of the consultation will conclude in late 2014.
- 3.7 As part of the consultation process it is intended to seek comments on a proposed review of all roads, with 40mph speed limits, within the built up area, to help consider their suitability for application of a 30mph speed limit. This information will be used to inform a later phase of work, on roads within Edinburgh with higher speed limits.

- 3.8 It is intended to report to Committee on the outcome of this consultation in early 2015. If the network of 20mph roads that emerges from the consultation is approved, a further, statutory, consultation process will be required, as part of the Traffic Regulation Order process. A proposed programme for the introduction of a 20mph network is attached, as Appendix 4.

Measures of success

- 4.1 The measure of success of the 20mph network consultation will be to successfully engage with a wide and diverse cross-section of stakeholders, residents, traders and equalities representatives to obtain views on the proposed network option.

Financial impact

- 5.1 A total of £200,000 has been set aside for consultation, legal and design costs in this financial year. This will be contained within the annual Transport budget.

Risk, policy, compliance and governance impact

- 6.1 If the recommendations are not accepted, the impact would be to delay the implementation of Road Safety policy **Safe4**, until revised proposals are brought to Committee for approval.

Equalities impact

- 7.1 20mph Speed Limit Roll Out – Consultation Proposal. Report to Transport and Environment Committee on 3 June 2014 refers.
- 7.2 The main impacts on rights are:
- Life: Reducing the speed of traffic increases the chance of a victim of a road traffic collision surviving the event. Therefore progressing a 20mph network will enhance the right to Life.
 - Health: Reducing the speed of traffic reduces noise levels and can encourage active travel, by walking and cycling. The right to Health is therefore enhanced.
 - Physical Security: Reducing the speed of traffic permits people to go out and to use public spaces safely and securely without fear of traffic conditions.

- 7.3 Participation, Influence and Voice: The proposed consultation process will permit people to participate in decision-making and make decisions affecting your own life independently.
- 7.4 The main impacts on equality are:
- Age: Younger and older people are more likely to be involved in road traffic collisions. Therefore a measure that reduces the severity of crashes will have a disproportionately positive impact on people in these age groups.
 - Socio – Economic Disadvantage: Children from areas of socio – economic disadvantage have been shown to be more likely to be involved in road traffic collisions. The measures being consulted on in this report will therefore have a positive impact on this group of people.

Sustainability impact

- 8.1 The impacts of this report in relation to the three elements of the Climate Change (Scotland) Act 2009 Public Bodies Duties have been considered, and the outcomes are summarised below.
- 8.2 The proposals in this report will reduce carbon emissions because developing a network of 20mph roads in Edinburgh will encourage more trips by walking and cycling.
- 8.3 The proposals in this report will increase the city's resilience to climate change impacts because developing a network of 20mph roads in Edinburgh will encourage more trips by walking and cycling.
- 8.4 The proposals in this report will help achieve a sustainable Edinburgh because reducing the speed of road traffic enhanced safety for all road users.
- 8.5 The proposals in this report will help achieve a sustainable Edinburgh because encouraging active travel will reduce congestion affecting the supply chain.
- 8.6 The proposals in this report will help achieve a sustainable Edinburgh because developing a network of 20mph roads in Edinburgh will encourage more trips by walking and cycling as substitutes for car travel over short distances.
- 8.7 Relevant Council sustainable development policies have been taken into account and are noted at Background Reading later in this report.

Consultation and engagement

- 9.1 Stakeholders and the public were consulted on the general approach to extending the network of 20mph roads as part of the consultation on Issues for Review in the draft Local Transport Strategy 2014–2019.

- 9.2 The proposed network of 20mph roads contained in this report has been discussed in depth with a Transport Forum sub-group formed, especially for the purpose.
- 9.3 Enlarged versions of the map in appendix 3 were made available for consideration in the members' Group Rooms and have been placed on the Council's website.
- 9.4 This report is to seek authorisation to commence a further consultation and engagement on a more detailed network of 20mph roads. Details of the proposed consultation and engagement for the proposed network options are contained in the main body of the report.

Background reading/external references

The policy of implementing a revised speed limit network across the city delivers on the following sustainable development policies:

[Transport 2030 Vision](#)

[Local Transport Strategy](#)

[Climate Change Framework](#)

[South Central Edinburgh 20mph Limit Pilot Evaluation – Transport and Environment Committee, 27 August 2013 \(Item 7.3\).](#)

DfT Circular 01/2006 Setting Local Speed Limits

<http://www.dft.gov.uk/pgr/roadsafety/speedmanagement/dftcircular106/dftcircular106.pdf>

Map of the proposed network of 20mph roads.

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Links

Coalition pledges	P46 – Consult with a view to extending current 20mph zones.
Council outcomes	CO19 – Attractive Places and Well Maintained – Edinburgh remains an attractive city through the development of high quality buildings and places and delivery of high standards and maintenance of infrastructure and public realm.
Single Outcome Agreement	All
Appendices	<ol style="list-style-type: none">1 Results of Previous Consultations.2 Simplified Network Definition Rationale.3 Proposed Network of 20mph Roads for Consultation.4 20mph Areas Programme.

Appendix 1: Results of Previous Consultations.

Edinburgh People's Survey.

TRAVEL AND TRANSPORT - ALL INTERVIEWS - 20MPH ZONES

Q28 To what extent would you support or oppose 20MPH speed limits being applied on the following types of road?

	<i>Strongly support</i>	<i>Support</i>	<i>Neither support nor oppose</i>	<i>Oppose</i>	<i>Strongly oppose</i>	<i>Don't know</i>
Residential streets - with a network of main roads left at 30mph	30.2%	44.2%	13.1%	1.7%	0.2%	10.6%
Busy shopping streets - such as Gorgie Road, Morningside Road and The Bridges	28.7%	40.2%	15.2%	3.6%	0.3%	12.0%
All City Centre Streets	29.1%	38.2%	15.5%	4.5%	0.2%	12.5%

Local Transport Strategy 2014 – 2019: Issues for Review consultation.

Issue 3: Speed limits – 20mph

Question: Do you think the Council should extend 20mph speed limits to:

	Number of responses to this Issue (1741)	% response by question
Option 1: All residential streets, shopping areas including the city centre, and to main roads with large numbers of pedestrians (using signs, with limited traffic calming such as road humps where necessary)?	582	33%
Option 2: All residential streets only (using signs, with limited traffic calming such as road humps where necessary)?	331	19%
Option 3: Priority residential areas only, with speeds controlled wholly by traffic calming (such as road humps)?	366	21%
None of these	409	23%
Don't know	53	3%

Appendix 2: Simplified Network Definition Rationale

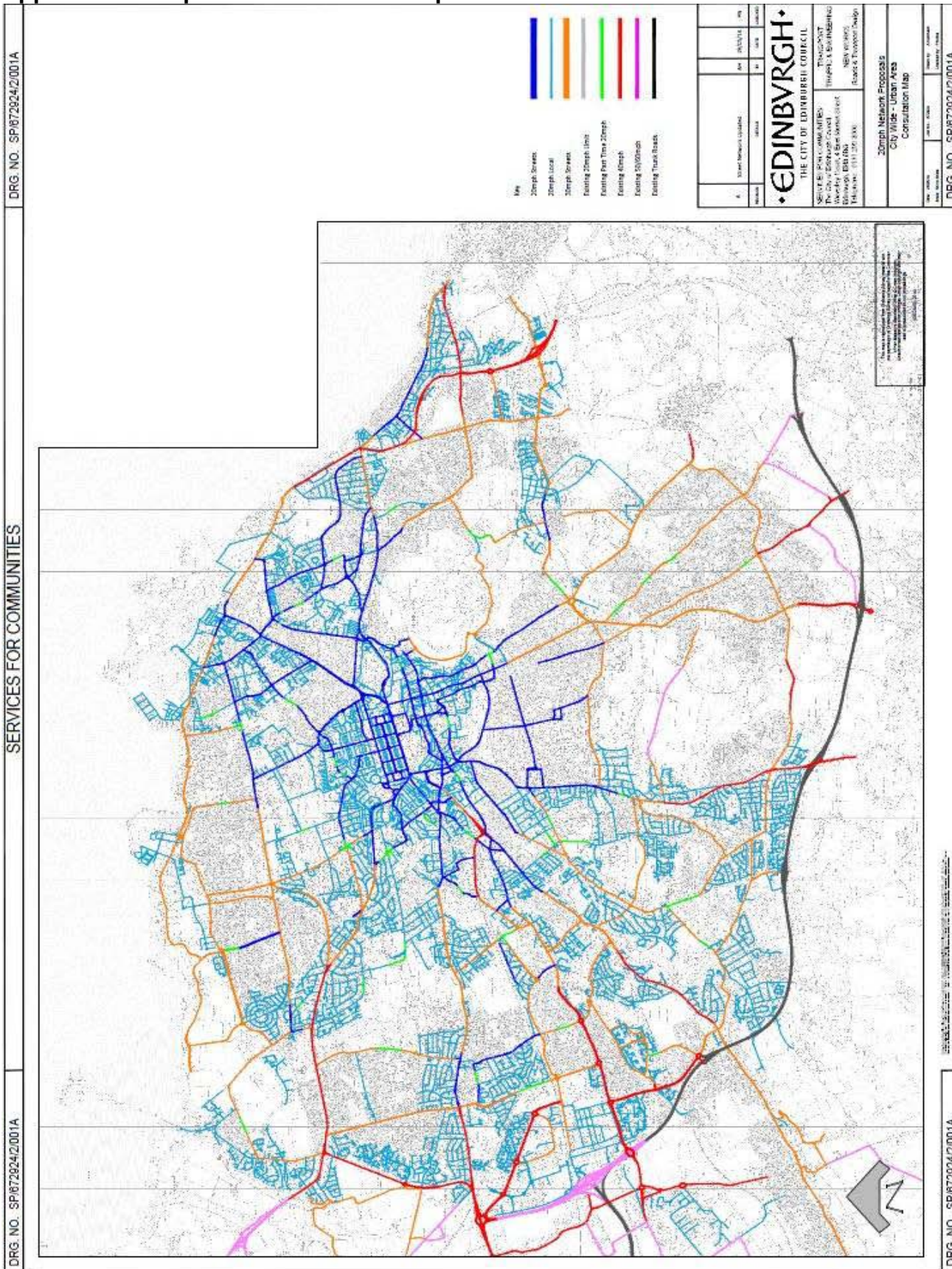
- 1 Define City Centre Area
 - World Heritage Site
 - Obvious Physical/Topographic Features
 - Tenement/ Shopping Streets

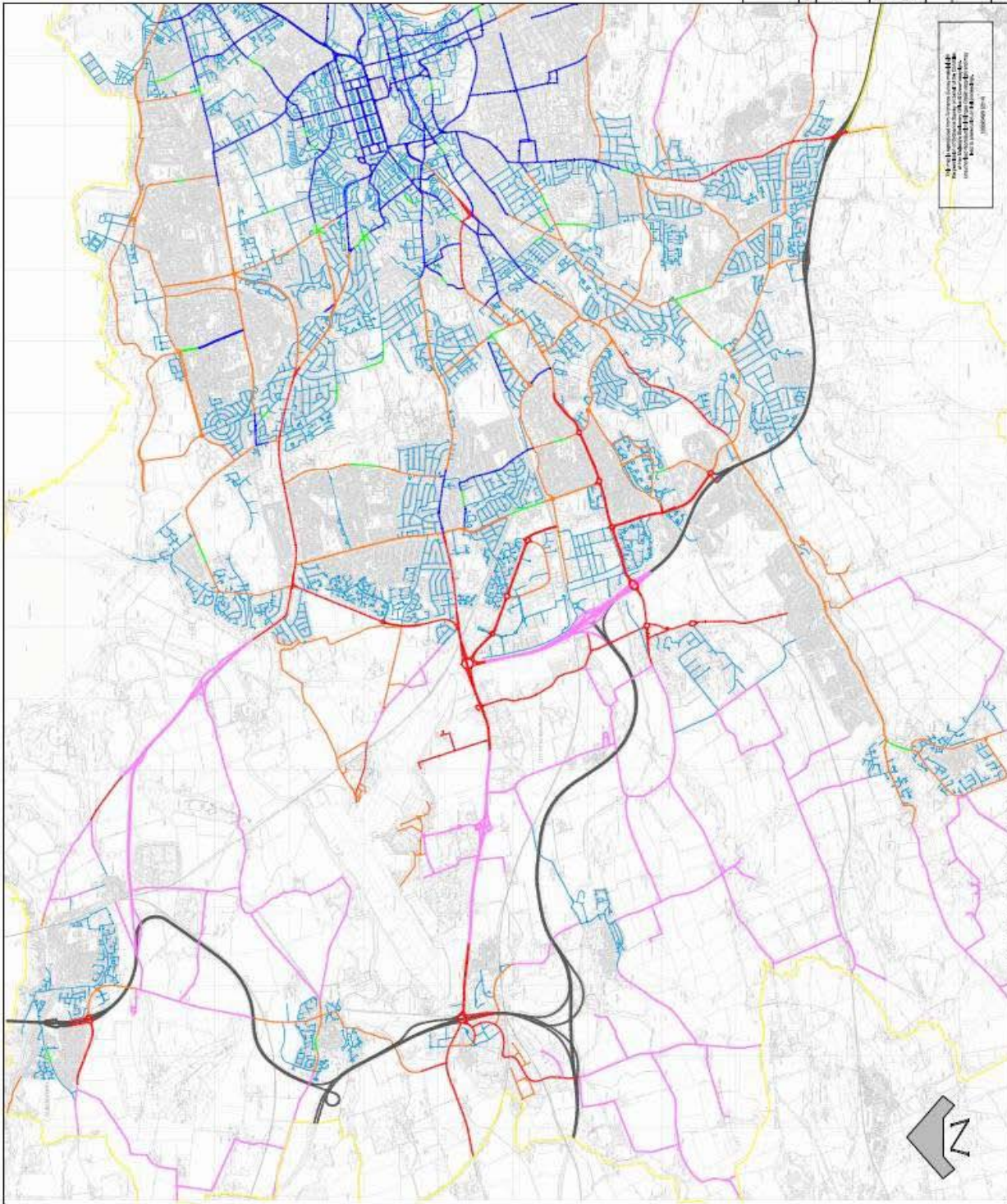
- 2 Strategic Continuous 30mph Network (including through city centre)
 - Sections of network to be 20mph
 1. Shopping Centres
 2. Schools

- 3 20mph Network
 - All local residential streets
 - All streets in suburbs including Bus Routes
 - Bus Routes not on Strategic Network

- 4 Exclusions
 - City Bypass Diversion Network
 - Excluding Colinton Village
 - No Frontages

Appendix 3: Proposed Network of 20mph Roads for Consultation





- Key**
- 20mph Streets
 - 20mph Local
 - 20mph Streets
 - Existing 20mph Limit
 - Existing Part Time 20mph
 - Existing 40mph
 - Existing 60/80mph
 - Existing Trunk Roads

1	Street Network Proposed	Proposed	15/03/14	1:1
2	Street Network Existing	Existing	15/03/14	1:1

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20mph Network Proposed
 City of Edinburgh - West
 Consolidation Map

20mph Network Proposed
 City of Edinburgh - West
 Consolidation Map

Appendix 4: 20mph Areas Programme.

Activity	Start	Finish
Consultation web pages, including opportunity for public comments and suggestions.	Jun 2014	Oct 2014
Presentation of proposals at Neighbourhood Partnership meetings.	Jun 2014 (tbc)	Aug 2014 (tbc)
Social media and paper flyers to raise awareness.	Aug 2014	Oct 2014
Proposals displayed in libraries and Council offices.	Aug 2014	Oct 2014
Web based questionnaire.	Aug 2014	Oct 2014
Programme of Neighbourhood based public/Community Council workshops and local drop-in sessions.	Aug 2014	Oct 2014
Programme of stakeholder meetings.	Aug 2014	Oct 2014
Report to the Transport and Environment Committee.		13/01/15
Formal advertisement of a Speed Limit Order and mitigation of objections.	Jan 2015	Mar 2015
Report to Transport and Environment Committee on Speed Limit Order.		Aug 2015.
Implementation, subject to approval, of Speed Limit Order.	Sep 2015	Mar 2016