



NEIGHBOURHOOD SERVICES SCRUTINY FORUM

FINAL REPORT

20's PLENTY – TRAFFIC CALMING MEASURES

March 2011

CABINET

21 March 2011



Report of: Neighbourhood Services Scrutiny Forum

Subject: FINAL REPORT INTO 20's PLENTY – TRAFFIC CALMING MEASURES

1. PURPOSE OF REPORT

- 1.1 To present the findings of the Neighbourhood Services Scrutiny Forum following its investigation into '20's Plenty – Traffic Calming Measures'.

2. BACKGROUND INFORMATION

- 2.1 The Council's strategy for the implementation of traffic calming measures focuses on a desire to improve safety on the roads. Currently the Council utilises a variety of methods to calm traffic including speed humps, build outs, pedestrian islands, vehicle activation signs and speed cameras.
- 2.2 In December 2009, the Department for Transport revised the guidance set by the Government Circular 01/06 - Setting Local Speed Limits. It now recommends 20 mph speed limits for all roads which are primarily residential in nature and in town and city streets where pedestrian and cyclist movements are high. For example, around schools, shops, markets, playgrounds and other areas which are not part of any major through route.
- 2.3 A national campaign run by the organisation 20's Plenty for Us supports those communities wishing to implement 20 mph as the default speed limit for all residential and town centre roads.

3. OVERALL AIM OF THE SCRUTINY INVESTIGATION

- 3.1 To explore the way forward for the provision of traffic calming measures in Hartlepool.

4. TERMS OF REFERENCE FOR THE SCRUTINY INVESTIGATION

4.1 The following Terms of Reference for the investigation were agreed by the Neighbourhood Services Scrutiny Forum on 4 August 2010:-

- (a) To gain an understanding of how traffic calming is implemented in Hartlepool and the legislative and policy requirements;
- (b) To gain an understanding of the types and effectiveness of traffic calming measures used nationally and locally;
- (c) To explore how traffic calming could be undertaken in Hartlepool in the future utilising innovative solutions, including 20's Plenty as a possible alternative to physical measures; and
- (d) To gain an understanding of the impact of current and future budget pressures on the way in which traffic calming is provided in Hartlepool;
- (e) To explore how traffic calming could be provided in the future, giving due regard to:-
 - (i) Improving the effectiveness and efficiency of the way in which the service is currently provided; and
 - (ii) If / how the service could be provided at a reduced financial cost (within the resources available in the current economic climate).

5. MEMBERSHIP OF THE NEIGHBOURHOOD SERVICES SCRUTINY FORUM

5.1 Membership of the Neighbourhood Services Scrutiny Forum for the 2010 / 11 Municipal Year was as outlined below:-

Councillors Barclay, Cook, Fleet, Flintoff, Gibbon, Griffin, McKenna, Richardson and Thomas

Resident Representatives:

John Cambridge, Brenda Loynes and Iris Ryder

6. METHODS OF INVESTIGATION

6.1 The Members of the Neighbourhood Services Scrutiny Forum met formally from the 4 August 2010 to 19 January 2011 to discuss and receive evidence directly relating to their investigation into '20's Plenty – Traffic Calming Measures'. A detailed record of these meetings is available from the

Council's Democratic Services or via the Hartlepool Borough Council website.

6.1 A brief summary of the methods of investigation are outlined below:-

- (a) Presentations from the Council's Regeneration and Neighbourhoods Department enhanced with verbal evidence;
- (b) Verbal evidence from the Portfolio Holder for Transport and Neighbourhoods;
- (c) Presentation from the organisation 20's Plenty for us enhanced with verbal evidence;
- (d) Written evidence from Cleveland Police enhanced with verbal evidence;
- (e) Verbal evidence from Cleveland Fire Brigade;
- (f) Written Evidence from Road Safety Great Britain North East;
- (g) Written evidence from the following local authorities:-
 - (i) Warrington Borough Council;
 - (ii) Portsmouth City Council;
 - (iii) Oxford City Council;
 - (iv) Islington Council; and
 - (v) North Lanarkshire Council
- (h) Written evidence from local schools:-
 - (i) St. John Vianney School and Children's Centre;
 - (ii) West View Primary School;
 - (iii) Holy Trinity Church of England Primary School; and
 - (iv) Kingsley Primary School
- (i) Written / verbal evidence from the North, South and Central Neighbourhood Consultative Forums;
- (j) Evidence from the site visit to Newcastle City Council to see their approach to traffic calming;
- (k) Evidence from the site visit to see traffic calming measures used in Hartlepool; and
- (l) Verbal evidence from local schools and local residents

FINDINGS

7. THE IMPLEMENTATION OF TRAFFIC CALMING IN HARTLEPOOL AND THE LEGISLATIVE AND POLICY REQUIREMENTS

7.1 Members of the Forum were keen to explore how traffic calming is implemented in Hartlepool along with the legislative and policy requirements and therefore invited evidence from the Council's Regeneration and Neighbourhoods Department and the Council's Portfolio Holder for Transport and Neighbourhoods.

Evidence from the Regeneration and Neighbourhoods Department

7.2 The Forum welcomed evidence from the Highways, Traffic and Transportation Manager outlining the Council's traffic calming policies and procedures.

Legislative Requirements

7.3 Members were informed that when implementing traffic calming schemes the following Legislation is required to be followed:-

- (a) Highways Act 1980;
- (b) The Highways (Road Humps) Regulations 1999;
- (c) The Highways (Traffic Calming) Regulations 1999;
- (d) Transport Act 2000; and
- (e) The Traffic Signs Regulations and General Directions 2002

Council Policies

7.4 The Neighbourhood Services Scrutiny Forum in 2005/06 carried out an investigation into '20mph Speed Limit Zones Outside of Schools'. One of the recommendations resulting from this investigation was that the Council compile a 20mph speed limit zones policy. Since the development and implementation of this policy, the Council now introduces 20 mph speed limits and associated traffic calming measures on roads in the vicinity of schools.

7.5 The Forum was provided with a list of schools where traffic safety schemes had been implemented. 22 out of the 35 schools had schemes implemented since 2007. Members questioned how 20mph limits were determined around schools. Officers indicated that the list of school sites proposed suitable for 20mph speed limits was chosen following a consultation with the Police and Emergency Services. The implementation of schemes was also very much dependant on the category of road. Catcote Road, for example has a

number of schools located along it, however, as a primary traffic distributor road it would be inappropriate to place a 20mph speed limit on it. However, a number of physical traffic calming measures had been implemented along Catcote Road to slow traffic down. It was emphasised that each school needed to be assessed individually.

- 7.6 Members suggested that in locations where it was not appropriate to implement a 20mph limit, was it possible to use coloured tarmac. Members were informed that coloured tarmac could be used but it was very expensive.

Council Procedures

- 7.7 The Council procedure for the consideration / implementation of traffic calming schemes was outlined to Members, and is shown below:-

- (a) Identify possible scheme (request from public, Councillor, Neighbourhood Forum or identified on Accident Investigation list);
- (b) Investigate possible measures (carry out speed surveys, analyse accident records);
- (c) Consult with residents / business's / Ward Councillors / Neighbourhood Managers / Parish Councils;
- (d) Report proposals and consultation results to Transport and Neighbourhoods Portfolio for approval;
- (e) Carry out detailed design;
- (f) Advertise Traffic Regulation Orders – resolve official objections that may need to go back to Portfolio Holder for consideration; and
- (g) Implement scheme

Evidence from the Portfolio Holder for Transport and Neighbourhoods

- 7.8 The Portfolio Holder for Transport and Neighbourhoods, Councillor Peter Jackson, attended a meeting of the Forum and outlined his views and opinions on 20mph limits. The Portfolio Holder commented that there was a difference between 20's Plenty and traffic calming. Traffic calming is physical measures that are designed to slow traffic down and 20 mph limits are designed to be self enforcing, and where possible, without the use of physical measures.
- 7.9 The Portfolio Holder emphasised that he had gone through a very difficult process earlier in the year to reduce the current Local Transport Plan budget by 11%. All the works that had been identified to date could cost in excess of 25 million, although, there is less than one million in the overall Local Transport Plan.

- 7.10 The Portfolio Holder believed that the Council had a balanced view on traffic calming, highlighting that traffic still needs to move around the town and implementing traffic calming on some roads would create even greater problems than those that are trying to be resolved.
- 7.11 It was emphasised by the Portfolio Holder that he did not believe that a 20mph speed limit should be implemented as the default speed in the town centre area but it could be supported in residential areas. 20mph speed limits did reduce accident injuries and should be implemented where appropriate. An example referred to by the Portfolio Holder was a proposal for a 20mph limit along the sea front in Seaton Carew. Objections had been received to this proposal but the Portfolio Holder commented that he had tested the route and a 20mph speed limit would mean that it would only take 12 seconds longer to travel the extent of the proposed limit.
- 7.12 In terms of budget restrictions, the Portfolio Holder highlighted that there were severe budget restrictions but if the risk was high enough then it was right to spend money to address the problems. Due to the budget situation it was likely that fewer school safety schemes could be addressed but that did not mean that they were being ignored.

8. THE TYPES AND EFFECTIVENESS OF TRAFFIC CALMING MEASURES USED NATIONALLY AND LOCALLY

- 8.1 Members of the Forum were pleased to receive a presentation from the Regeneration and Neighbourhoods Department on the current physical traffic calming measures used in Hartlepool. The following photographs illustrate the methods of physical traffic calming used in Hartlepool:-

Evidence from the Regeneration and Neighbourhoods Department

ROAD HUMPS



SPEED CUSHIONS



RAISED JUNCTION



RAISED ZEBRA CROSSINGS



PRIORITY BUILD OUT



CENTRAL HATCHING / PEDESTRIAN ISLAND



VEHICLE ACTIVATED SIGNS



SPEED CAMERAS



8.2 During the presentation the costs of each of the various types of traffic calming measures were outlined and are as follows:-

(a) Road Humps	£2,000
(b) Speed Cushions	£2,500 per pair
(c) Raised Junction	£5,000
(d) Raised Zebra	£15,000
(e) Priority Build Out	£5,000
(f) Central Hatching	£25 per square metre
(g) Pedestrian Island	£7,500
(h) Vehicle Activated Sign	£3,000
(i) Speed Camera	£40,000
(j) 20mph Signage	£1,000 per street

8.3 Members were informed that the costs were approximate and may vary due to circumstances. The measure that is implemented depends very much on the location and what is to be achieved. Although, some of the measures would be the exception rather than the rule due to the cost.

8.4 The Forum was of the opinion that in most cases, the Council did get the right measures implemented at the right location, although concerns by Members

were expressed that some of the existing 20mph limits should have been extended to incorporate a wider area.

Site Visit to look at the Variety of Traffic Calming Measures used in Hartlepool

- 8.5 As part of the investigation, Members of the Forum attended a site visit on 11 October 2010 to look at the variety of traffic calming measures used in Hartlepool including road humps; 20mph pilot schemes and raised junctions.
- 8.6 It was highlighted on the visit that the more successful schemes had involved extensive consultation with local communities.

Written Evidence from Schools in Hartlepool

- 8.7 A number of schools in Hartlepool submitted their views on traffic calming and 20mph limits. The key points from each school are highlighted below:-

St John Vianney School and Children's Centre

- (a) majority of vehicles seem to slow down as they go over the bumps then speed up until next bump – this keeps speed down because of the stop – start process.
- (b) Sure Start Centre opens from 7.30am to 6.00pm, parents / carers come and go at different times to the usually school hours and therefore suspect drivers are not as vigilant about their speed as they don't expect children to be around.
- (c) Single speed limit could mean that drivers become used to the speed and travel at a lower speed unconsciously.
- (d) Although, it would mean that the specialness of the 20mph limit would disappear and drivers would no longer increase their vigilance and care outside of schools and other identified places.

West View Primary School

- (a) Difficult to monitor speed but have not received any complaints from anyone about any problems.
- (b) Yellow lines painted outside of the school to compliment the 20mph speed limit and signs, so enforcement action can be taken.
- (c) Insufficient parking enforcement officers to monitor.
- (d) The signs are showing no effect on speeds.

Holy Trinity Church of England Primary

- (a) Speed humps and zig zag lines are not very effective.
- (b) Fully support the implementation of 20mph as the default speed.
- (c) Feel that barriers should be put up around pavements outside all schools to ensure safety of pedestrians and cars would then be unable to park on pavement
- (d) Main problem not speed but inconsiderable parking.

Kingsley Primary School

- (a) Majority of traffic does slow down because of humps.
- (b) Some people do ignore prohibitions.
- (c) Few problems when a traffic warden does visit.
- (d) Most drivers ignore 20mph limit.
- (e) For safety reasons, a general 20mph limit is a 'sound' one, however, would it be realistically enforceable?

8.8 Members noted that one of the main problems outside of schools was parking mainly due to parents dropping off and picking up children, although it was highlighted that congestion did in itself slow traffic down. However, the Forum agreed that education was essential in combating inconsiderate parking.

Written Evidence from Partner Organisations / Members of the Public

8.9 The Forum was very keen to hear views from partner organisations and members of the public on existing traffic calming measures and the implementation of town wide 20mph limits. The Forum wrote to partner organisations inviting them along to the Forum meetings and communicated with members of the public through the local press. The Chair of the Forum also gathered views from the local Neighbourhood Consultative Forums. The views are listed below:-

Housing Hartlepool

- (a) Would agree that physical traffic calming measures are effective, if evidence to highlight this.
- (b) In support of 20mph default speed limit if there is evidence to support this.
- (c) In light of budget restrictions, hot spot accident areas need to be prioritised and dealt with first.

Greatham Parish Council

- (a) Traffic calming measures put in place over the last couple of months, although not what was expected.
- (b) Expected flashing signs throughout village and a 20mph limit in the centre.
- (c) Bollards cannot be seen from a distance.

The Faculty of Public Health

- (a) The Faculty of Public Health has a manifesto for 12 steps to improving public health and a 20mph limit is an evidence based recommendation that the Faculty would make.
- (b) It would reduce pedestrian and cycle accidents; encourage people to walk and cycle more because it would be safer; and discourage people from using polluting cars because of the “frustration” of having to drive slowly.

Road Safety Great Britain North East

- (a) Road Safety Great Britain North East is a pro-active education, training and publicity based partnership involving road safety professionals from various organisations. The group meets to manage road safety initiatives across the north east, promote partnership working and share resources.

(b) Effectiveness of physical traffic calming measures:-

- Traffic calming measures are an effective tool for reducing casualties, reducing speeds, encouraging sustainable travel and improving community safety.
- Changing driver behaviour by whatever means is a fundamental role of road safety. This change can be forced through engineering measures, encouraged through promotional means or achieved through education, training and enforcement.
- Having permanently installed traffic calming features which force drivers to behave in a particular manner are generally supported.
- Traffic calming measures are a 24 hour a day feature which offer a favourable cost benefit and rate of return greater than most other interventions.
- Traffic calming measures should only be used on those roads where speeds, driver behaviour and road casualties are a measured concern through collision statistics or through a community need corroborated by robust evaluation.
- Traffic calming should blend into a community theme and be aesthetically pleasing in order to be accepted.

- Appropriately designed calming measures should meet the basic Traffic Sign Regulations and General Directions manual and at the same time address the need to reduce highway clutter and make drivers aware of the measure installed.
- Measures are supported that promote sustainability, reduce congestion, maintain safe traffic flows and prevent drivers from becoming stressed/fatigued.
- Where neighbourhoods are involved in all stages of a scheme from the design to implementation through consultation it is felt that these become more effective in yielding the greater results.
- Traffic calming should not impact on any surrounding roads by encouraging rat running.
- There is support for those measures that offer protection for all road users with particular reference to children and the elderly.
- Where measures are placed on bus and emergency routes it is important that their effectiveness does not compromise bus journeys and emergency response times.

(c) Default 20 mph Zones in residential areas and town centres:-

- There is strong support for default 20 mph zones/limits in all residential areas which are self enforcing i.e. traffic calmed whereby through physical engineering measures drivers are forced to travel at or below 20 mph.
- 20 mph zones will promote neighbourhood safety, encourage more residents and children to walk and cycle and prevent community severance.
- If town centres are heavily populated with cars, buses, delivery vehicles with a high percentage of pedestrian footfall then a 20 mph zone can be useful. However, not all town centre roads would warrant the implementation of such a limit. There are areas around the central business core which do not have the same issues as that of a busy town centre.
- Not always appropriate to make all roads 20 mph – issues such as congestion, pollution, keeping traffic moving must also be considered. Roads that have little or no pedestrian footfall or are main distributor roads should remain 30 mph. There are requirements under that Traffic Management Act to maintain safe traffic movements which may not justify having 20 mph limits implemented.
- An issue with all 20 mph zones/limits where there are no physical calming measures is that of enforcement.
- It is the responsibility of the Police to enforce speed limits. There is technology available to enforce speeds in all limits with the exception of 20 mph zones. Therefore, areas without physical engineering measures would require Police resources to undertake enforcement of drivers exceeding the speed limit.
- It is easier to educate drivers and residents in a neighbourhood/community subject to a 20 mph zone through public relations and targeted marketing.

(d) How to approach traffic calming in a climate of reducing budgets:-

- In the absence of traffic calming, enforcement, education and encouragement are the available options to improve safety through changing driver attitudes and behaviour.
- A solution to achieve safety improvements could be through community initiatives aimed at educating members of neighbourhoods in safer road user behaviour.
- Already a significant amount of road safety education delivered across Hartlepool targeted at schools and communities. An option would be to engage with neighbourhoods and identify key staff to assist in the delivery of schemes aimed at reducing road danger and improving safety.
- There are a number of driver psychologists who consistently inform road safety professionals that if they wish to change driver behaviour and attitudes then drivers must be regularly informed of a particular message. The message in most cases tends to be adhering to speed limits and being aware of road hazards. Therefore, education and encouragement may be the best solution to improving safety and reducing casualties in the absence of funding to implement traffic calming schemes.

Members of the Public

- (a) Speed humps, which are designed to make roads safer, actually do the opposite.
- (b) Many drivers treat them as a challenge to be approached at the fastest speed possible.
- (c) Noise pollution is a consequence of the speed humps. Many commercial vehicles use the road and go over the humps at a high speed resulting in the truck's cargo crashing onto the vehicles base six consecutive times.
- (d) Damage is caused to vehicles to the suspension and exhausts.
- (e) On school starting / finishing times the sheer number of cars parked roadside actually slows traffic to the required limit (King Oswy Drive).
- (f) Remove humps and make the whole street a 20mph area with illuminated signage and constant road markings. Drivers could then develop a culture of 'taking it easy' or even avoid this short cut road (King Oswy Drive).

Neighbourhood Consultative Forums

North Neighbourhood Consultative Forum – 20 October 2010

- (a) 10 years ago Glasgow implemented 20's Plenty in residential areas, which is adhered to and is very successful. Would suggest that all residential streets be 20mph and outside of schools to improve road safety;
- (b) Is not about enforcement but more a change of mindset; and
- (c) The most successful traffic calming measures are the ones which have the biggest involvement of the local community in putting it together

Central Neighbourhood Consultative Forum – 21 October 2010

- (a) The Council is currently consulting about extending 20mph zones. Would ask that signage is improved to clearly define an area that is 20mph and make start and finish clear. The pilot signage is not right but you make mistakes in pilot exercises;
- (b) As a resident 20mph limits are a good thing. Will cause problems because might slow traffic down, although don't think it will slow it down that much;
- (c) Always advocate for 20mph around schools, need to look at this as some of the previous schemes have been wrong (speed humps etc);
- (d) Would urge Forum to look at the implementation of 20mph from a geographical perspective, for example, York Road or other major roads should not be 20mph. Geography is a big part of it. 20mph signage reduces speed but there will be areas where the only way to do it is with physical traffic calming measures. Need to be brave enough to say that to residents. Have got away from the fact that these are residential streets, residents have lost their streets to motorists. Should come from the perspective of what makes this better for residents. Don't want to remove signs and write on road.
- (e) What if you live in a long street and vehicles move up and down. In the past the Council would meet the emergency services who would say that there should not be physical traffic calming in a particular area because of the amount of traffic. Residents might not want physical traffic calming measures;
- (f) If you put signage up it will make people think and not go over 30mph and is the cheapest option to implement. Ambulances use certain routes all the time and they can't keep going over humps and chicanes;

- (g) Each area will have different remedies, can't put some restrictions on some roads;
- (h) Really good if the Forum could look at practice around the country to physical prevention which doesn't stop emergency vehicles. There must be a type of speed hump that wouldn't impact on emergency vehicles;
- (i) Will the 20mph signage be LED? This will have more impact than a sign that just says 20mph. When it is an LED sign everyone breaks. Is more expensive but could be one method. Physical measures cause damage;
- (j) Main problems are plastering area with signs. Need to alter entrance and narrow down so people realise that it is a different scheme; and
- (k) Different methods need looking at. In the USA they put grit or paving on the road and it really slows traffic down.

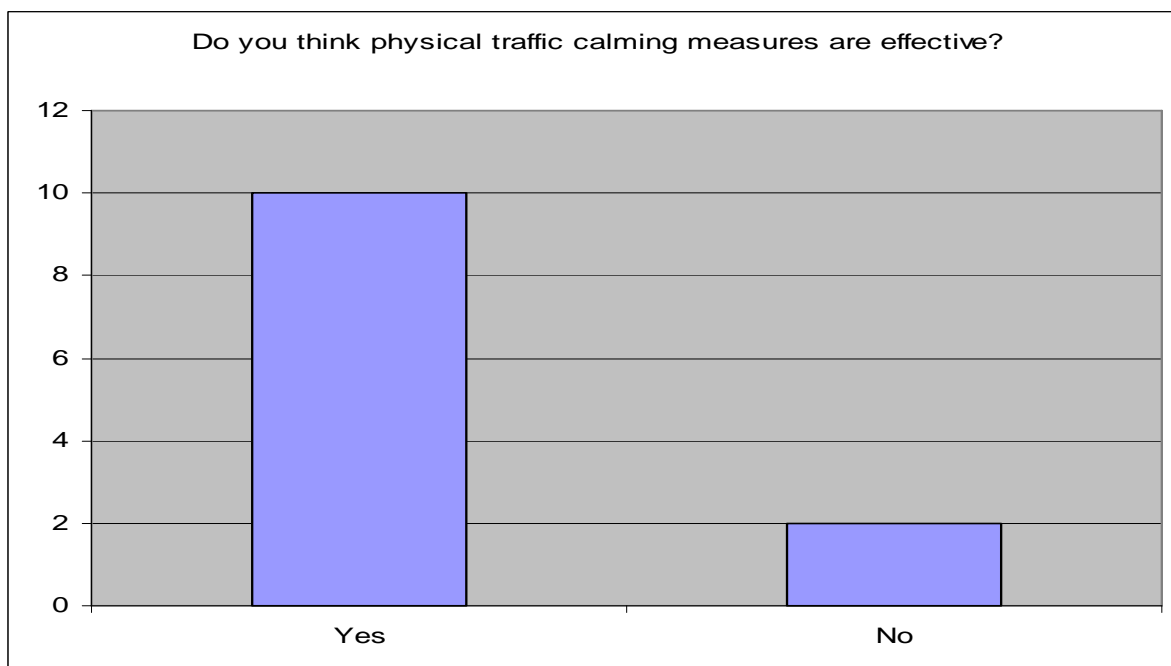
South Neighbourhood Consultative Forum – 22 October 2010

- (a) Concerns raised about how you enforce 20mph limits;
- (b) Some traffic calming restrictions do not make any difference including 30mph limits;
- (c) Look at how Scotland has introduced 20mph zones / limits. In some places in Scotland 20mph zones / limits have been implemented for at least 10 years without physical traffic calming measures being involved; and
- (d) In some places where traffic calming is proposed, it would result in a loss of parking for houses.

Questionnaire

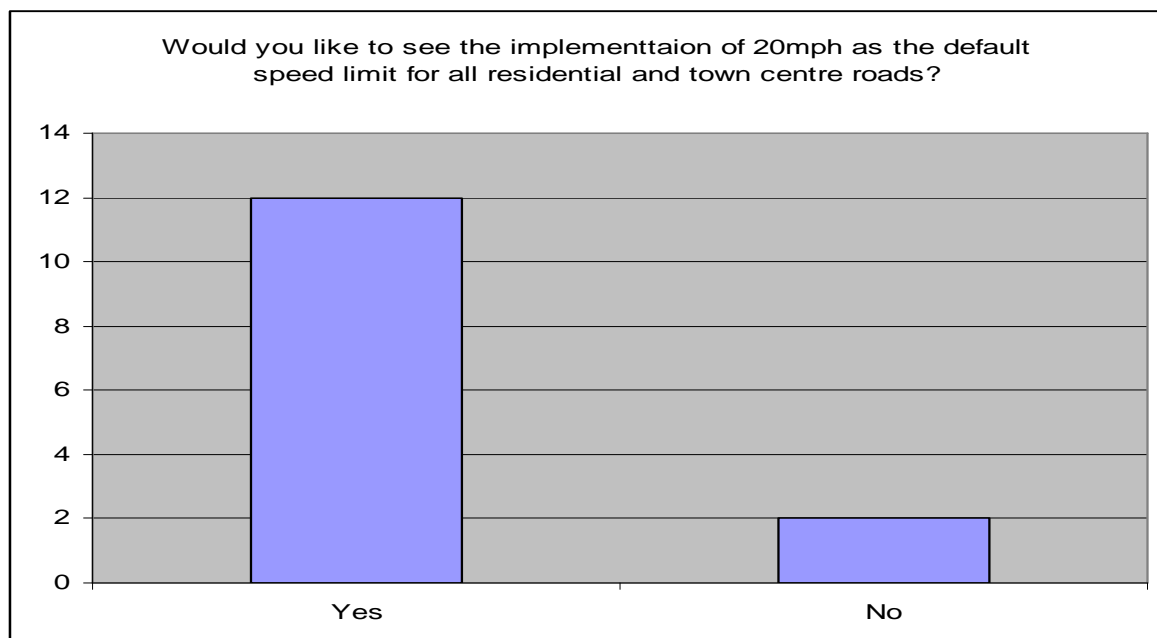
A short questionnaire was distributed at each of the meetings and people were asked to complete the questionnaire. 14 questionnaires were completed and returned. The graphs on page 17 show the responses to each question:-

Question 1



(Two people said some physical traffic calming measures are effective. Out of these two people, one said humps are effective but not unenforced restrictions)

Question 2



(one person who answered yes to the above question said if enforced and only on appropriate residential and town centre roads; and one person who answered no said only in residential streets not all town centre roads)

Question 3

How do you think the Council should be approaching traffic calming issues in light of the budgetary restrictions:-

- (a) 20mph outside schools only;
- (b) Priority streets first including high volume usage streets and taxi 'rat runs';
- (c) Any signage, good value, if enforced – waste of money if not;
- (d) 20's plenty a good idea in certain areas. Will always need some physical calming measures on long, straight roads etc.
- (e) As I am part of Scrutiny I would rather comment on this after the Newcastle visit to see their traffic calming measures;
- (f) More signage rather than physical calming;
- (g) As a safety issue this needs to be a priority. Anything done needs to be things that do not require resourcing and a large amount of policing;
- (h) Make it priority, life is more important than money;
- (i) To install the best they can afford;
- (j) As soon as possible before the funds run out (e.g. 20 mph) (remember speed kills);
- (k) Tarnston Road could do with a censor on the passing vehicles. There are school children walking along this road on their way to and back from High Tunstall School. Residents also have difficulty crossing this road. Also getting cars out of their driveways. The traffic lights at the end of Tarnston Road have turned this road into a rat run, cars travel along this road from as far as Catcote Road onto A179; and
- (l) With a 20 mph limit if possible. Remember speed kills. We would like if possible to have a 20 mph in Tarnston Road due to the increase of traffic and there is also children walking to and from High Tunstall School and residents have a problem coming and going from minor roads into Tarnston Road. 20mph signs would be cheapest.

9. HOW TRAFFIC CALMING COULD BE UNDERTAKEN IN HARTLEPOOL IN THE FUTURE UTILISING INNOVATIVE SOLUTIONS, INCLUDING 20'S PLENTY AS A POSSIBLE ALTERNATIVE TO PHYSICAL MEASURES

- 9.1 As part of the evidence gathering process for the undertaking of this investigation, Members of the Forum attended a site visit on 28 October 2010

to look at and discuss how Newcastle City Council approached traffic calming. Members agreed to visit Newcastle because the Council are into their second year of delivering 20mph zones as part of a three year rolling city wide programme.

Site Visit to Newcastle City Council

- 9.2 Newcastle started with a pilot of 88 roads, which resulted in a decrease in speed and proved popular with residents. Following on from this pilot, Newcastle started to roll out the 20mph scheme to all appropriate neighbourhood streets over a three year period. The scheme is due to be completed in November 2011.
- 9.3 Members were interested to find out about the costs of the scheme and how the scheme was funded. Members were informed that the overall cost of the scheme was 1.4 million, which included 3000 streets rolled out over six phases. The funding had been secured from the Corporate Resource Pool.
- 9.4 In order to keep costs down Newcastle used the minimum amount of signs possible, which were smaller in diameter than the standard 600mm. Existing street furniture was used wherever possible and no signs were illuminated.
- 9.5 Members questioned whether 20mph markings on the road were an option that Newcastle Council had considered. Due to the maintenance costs of road markings Newcastle did not use 20pmh markings on roads.
- 9.6 In order for a 20mph city / town wide limit to be successful, Newcastle was strongly of the opinion that it was about changing people's mindset and the culture of driving, using the phrase 'Education, then engineering, then enforcement'.
- 9.7 Newcastle publicise their 20mph scheme through their Council magazine, in local newspapers, through schools, on Television. Members indicated that one of the good ideas they had taken from the Newcastle visit was the 'accident map' that the authority produced. This was also complimented by ward based accident information which the Forum saw as being a potential source of information that councillors would welcome.
- 9.8 In terms of physical traffic calming measures, Newcastle have not introduced any further physical measures while rolling out their 20mph scheme. Speed surveys / reviews are to be carried out to assess whether there is an additional need for physical measures. If a serious accident occurs and physical measures were required then these would be installed.
- 9.9 Members were interested to hear that Newcastle are also looking to review the speed limits on their rural roads with the aim of reducing the speed to 50mph.

- 9.10 Newcastle was of the opinion that it would be a good idea for local authorities in the region to work together on road safety, for example share ideas and promote road safety on a regional as well as local basis.

Written Evidence from Other Local Authorities

- 9.11 Members of the Forum thought that it would be really beneficial to their investigation if they could gain an idea of how other Local Authorities across the country approached the implementation of 20mph on all of their residential streets. Members were particularly interested in the cost of each scheme and how the police enforce the 20mph limit.
- 9.12 The information received from the other Local Authorities is outlined below:-

(a) Warrington Borough Council

ENFORCEMENT: The Police report that the nature and usage of these routes does not indicate a logical 20 mph limit to road users, which leads to confusion and driver frustration, with associated incidents of aggressive overtaking and tailgating. For these reasons the Police have stated that they could not justify enforcement of a 20mph limit on these roads.

COSTS: If an Authority wide 20mph blanket were to be introduced on all of the current urban 30mph limit roads the total cost for signage provision with legal and advertising costs would be approximately £740,000 for 510.7km of Warrington's urban roads, not including advertising and legal costs to make associated Traffic Regulation Orders.

(b) Islington Council

COSTS: 1.6 million, which is higher than intended. Majority of the cost is through illuminating the signs, as is recommended by guidance. There is also the on going cost of maintenance and electricity.

ENFORCEMENT: Police will enforce

(c) Portsmouth City Council

COSTS: The overall cost of the scheme was £572,988. This was broken down into 4 sections:

- Consultation - £20,626
- Preparation and Supervision - £117,089
- Traffic Surveys - £14,535
- Implementation - £420,738

The scheme covers over 1,200 roads within Portsmouth which is 94% of the total road length. The scheme covers 410km of the 438km road length.

ENFORCEMENT: The Police do not enforce the speed limit on a day to day basis although they would stop anyone who is driving in an inconsiderate manor. However the Police work alongside ourselves and Hampshire Fire & Rescue in Education & Enforcement days where they enforce roads that have a speed issue and give the driver the choice of accepting the fixed penalty notice and 3 points or attend an education event that shows the motorist the potential harm dangerous driving can cause through videos, talks, and demonstrations.

(d) Oxford Council

COSTS: Overall around £330,000. Around £200,000 was for the signing works, with the balance being design etc. and consultation costs.

ENFORCEMENT: With limited police resources the speed limit is expected to be self enforcing although enforcement will be carried out where there are exceptional problems. Main concern of the police is that without the widespread use of physical calming measures, compliance with a 20mph limit will be low, which not only will reduce the safety and wider benefits but also lead to demands for enforcement which could place a severe strain on police resources.

(e) North Lanarkshire Council

Information on cost was not received

ENFORCEMENT: Predominantly self enforcing but some police activity taking place due to Scottish Police forces not being subject to Association of Chief Police Officers guidance.

Evidence from the organisation 20's Plenty For Us

9.13 The Forum was very pleased to receive evidence from the organisation 20's Plenty for Us which is a national voluntary organisation supporting communities who want to lower speeds for residential streets, which was established in 2007.

9.14 To set the scene, the 20's Plenty for Us campaign works with many other Road Danger Reduction organisations including Roadpeace and Living Streets, and is also a member of the Parliamentary Advisory Committee on Road Safety and the European Transport Safety Council. The organisation provided evidence to the UK Transport Select Committee, London Assembly,

National Audit Office, and recently Roads Service on their consultation on setting Local Speed Limits for Northern Ireland.

- 9.15 Members of the Forum were informed that the UK has a good overall safety record and when the number of road deaths per 100,000 population was measured, the UK was the second lowest behind the Netherlands. However, the same statistic for the number of child deaths per 100,000 population in the UK was way behind many countries. The Health Development Agency estimated that the reduction in children's deaths and injuries if 20 mph was the speed limit on residential roads could be as high as 67%.
- 9.16 Based on the EU CARE database figures from 2005, pedestrian fatalities as a percentage of total road fatalities was 20% for the British Isles against an average of 11.7% for Northern Europe and 14.2% for southern Europe. The percentage of pedestrian deaths was also increasing in the UK.
- 9.17 Members were interested to hear about the Sunflower report which compared Road Safety in Sweden, the UK and the Netherlands. This was done by comparing the fatalities per 10 billion kilometres travelled which measured the exposure to risk of fatality for various transport modes. This showed that while car fatalities per 10 billion kilometres was lower in the UK (2.9) than Sweden (4.27) and the Netherlands (3.35), the figures for cyclist fatalities were double in the UK (31.75) when compared to Sweden (15.67) and the Netherlands (13.11).
- 9.18 In summary, the views of the 20's Plenty organisation were that:-
- (a) the UK maintains speed limits on residential and urban roads which are 60% higher than countries in Northern Europe; and
 - (b) the UK has failed to engineer roads for cyclists and pedestrians
- 9.19 Following the presentation from 20's Plenty, Members questioned whether there were statistics showing the benefits of 20mph zones? It was reported that Portsmouth had implemented 20mph zones over a very large area and had recorded a 20% reduction in casualties. On narrower roads there had been little reduction in overall speeds, though average speeds on larger roads had shown a 6.5mph reduction.
- 9.20 Members were interested to hear that other Local Authorities had met the costs of implementation through their existing transport budgets. Members also considered the money that would be saved by the emergency services, NHS etc by reducing the number and severity of road accident casualties in residential areas.
- 9.21 Members expressed concern to the representative from the 20's Plenty organisation about using 20mph in isolation without physical traffic calming measures. Members were informed that in isolation 20mph limits did frequently need accompanying by physical measure but when done over a large residential area they did tend to be self enforcing. Members commented

that perhaps 20mph speed limits should be applied across the country as the smoking ban had worked effectively this way.

Evidence from Cleveland Police Force

9.22 The Forum invited a representative from Cleveland Police Force to share his views on the implementation of 20mph limits. The police representative indicated that he had supported the traffic calming initiatives that had been implemented in Hartlepool to date in the interests of road safety and speed reduction. On the issue of blanket 20mph speed limits, the representative indicated that he probably on balance did not support their implementation due to the difficulties in enforcement. It was acknowledged that the roads in Cleveland were now the safest that they had ever been. The collision and casualty data for Hartlepool was shared with the Forum:-

	Collisions			Casualties		
	Fatal	Serious	Slight	Fatal	Serious	Slight
Whole of 2008	4	20	121	5	24	209
Whole of 2009	4	19	127	5	20	191
Up to 30/9/2010	0	21	82	0	22	116

Contributory Factor 306 “Exceeding the speed limit” involved in the above collisions:

Whole of 2008	= 6
Whole of 2009	= 5
Up to 30/9/2010	= 3

9.23 In terms of the contributory factor 306, Members were informed that when an officer submits a collision report (a report is required for every injury collision ranging from slight to fatal) the officer is asked to give the main causation factor for the collision along with other factors that may be relevant. As you can see from the low number above in comparison to the total number of collisions it is very difficult for an officer to attribute excess speed as the main causation factor.

Speeding offences detected by the Safety Camera Team on Hartlepool only sites:

Whole of 2008	= 2020
Whole of 2009	= 1494
Up to 30/9/2010	= 1277

9.24 All of the above offences have been detected on 30mph speed restricted roads, these figures would be greatly reduced if the 20mph limit was introduced across a high percentage of roads, (excluding main arterial and distributor routes).

- 9.25 Cleveland Police also discussed enforcement issues with the following 4 police forces who have towns/cities within their area where a Local Authority has introduced 20mph speed limits.

(a) Thames Valley Police/Oxford L.A.

The view from Thames Valley Police is that the 20mph speed limits are self enforcing only, this is due to two reasons. Firstly the enforcement of 20mph limits is contrary to the Association of Chief Police Officers (ACPO) advice and secondly that they seem to have a big problem with the speed restriction signs not being installed correctly therefore making them illegal.

(b) Hampshire Police/Portsmouth L.A.

Self enforcing and additional road calming measures put in place in problematic areas, i.e. speed humps, chicanes and other physical measures.

(c) Cheshire Police/Warrington L.A.

Self enforcing in the main but see attached report.

(d) Strathclyde Police/North Lanarkshire L.A.

Predominantly self enforcing but some police activity taking place due to Scottish Police forces not being subject to ACPO guidance.

- 9.26 In conclusion with the exception of the Scottish Force it would appear that police enforcement of the 20mph speed limits does not take place in the other Local Authority areas canvassed. The reliance in these areas is that the 20mph speed limits are self enforcing and are often accompanied by additional road calming/physical measures. The Department of Transport guidance is as follows –

“Successful 20mph speed limits should generally be self enforcing. 20mph speed limits are unlikely to be complied with on roads where vehicle speeds are substantially higher, (than an average of 24mph), and, unless such limits are accompanied by the introduction of traffic calming measures, police forces may find it difficult to routinely enforce the 20mph limit.”

- 9.27 The guidance specifically states that 20mph speed limits should be used for individual roads, or for a small number of roads, and that they are only suitable where:

- (a) Vehicle speeds are already low (average 24mph or below); or
- (b) Where additional traffic calming measures are planned as part of a strategy.

- 9.28 What needs to be considered by the Local Authority is not only the cost of signing all of the roads but also the additional cost of traffic calming measures that will be needed on some of the more problematic roads. The police representative also felt that full public consultation needed to take place.
- 9.29 Despite the problems around enforcement, (technical and ACPO guidance), the police representative is fully supportive of any measures that will reduce the number of road casualties. Statistics show that a 1% drop in average speed limits will bring about a 6% drop in road casualties which can only be positive.

Evidence from Cleveland Fire Authority

- 9.30 Cleveland Fire Authority commented that the brigade would welcome any future consultation on traffic calming measures in the town, as response times were the brigade's main concern. Any measures that reduced the number of serious accidents would be welcomed.

10. CURRENT AND FUTURE BUDGET PRESSURES AND HOW TRAFFIC CALMING COULD BE PROVIDED IN THE FUTURE

- 10.1 The Forum explored the impact of current and future budget pressures on the way in which traffic calming is provided in Hartlepool, along with how traffic calming could be provided in the future, giving due regard to improving the effectiveness and efficiency of the service and how the service could be provided at a reduced financial cost (within the resources available in the current economic climate).

Evidence from the Regeneration and Neighbourhoods Department

- 10.2 Members received a presentation outlining the current budget situation from the Regeneration and Neighbourhoods Department. Accident statistics in Hartlepool had shown a significant improvement over the past twelve years. The majority of accidents were on main roads with the top three sites being A689 (Burn Road to Brenda Road), A179 (A19 to Hart roundabout) and Tees Road (Brenda Road to Elizabeth Way). Only six of the top 20 sites for accidents in the borough would be eligible to be in a 20mph zone. If 20mph limits were to be introduced in the town, then it was suggested that these should be concentrated on the residential estates, busy pedestrian areas and parts of the town centre. 20mph limits would also be used to maintain the effectiveness of the current schemes around schools. A map was circulated in the meeting highlighting the current and proposed 20mph zones including those routes that should maintain at their current speed limits (attached as **Appendix A**).
- 10.3 Members questioned how such a scheme would be funded. Currently the Council received around £100,000 a year for Local Transport Plan Safety Schemes with an average local contribution from the Neighbourhood Consultative Forums and Neighbourhood Action Plans of £60,000 a year, dependant on the type of scheme. However, due to cuts in local government

funding, it was expected that this funding would be reduced. This would mean that a large number of safety schemes already listed, could not be delivered. The Council was expecting the Local Transport Plan to be significantly cut, so unless there was some other funding available, 20mph would have to be phased and probably over longer than three years. The Government has recently announced a Sustainable Transport Fund, which Councils can apply to for funding to implement community schemes.

10.4 In light of this Members asked for a cost to implement 20mph limits on all the residential streets in Hartlepool. Members were informed that it would cost around £150,000. This would obviously need to be phased over a number of years and some areas would be easier to implement than others depending on the geographical area and the number of signs needed. Officers indicated that there was a general approach within the authority to ‘de-clutter’ highways by reducing the amount of signs used. 20mph zones may only need signage at the entrance to areas rather than on every street and at every junction, which would bring costs down significantly. The department would endeavour to meet the costs from existing budgets and apply to all appropriate funding streams.

10.5 20mph limits had been piloted in certain areas of the town and Members were presented with the speed survey results before and after implementation.

	Before	After	Change
Newlands Ave	27mph	29.5mph	+2.5mph
Claremont Drive	28.5mph	29.5mph	+1mph
Eamont Gardens	24.5mph	25.5mph	+1mph
Eldon Grove	33mph	27.5mph	-5.5mph

10.6 Members noted that all but one pilot area had increased in speed after implementation. Members did feel that some of the issues in the Elwick Road 20mph zone were to do with it not including the whole of the residential area and it was considered that to work, the zones needed to apply to the whole community area.

10.7 Members questioned traffic calming measures on new housing developments and whether there was a requirement for the developer to install physical traffic calming measures. Members were informed that there was a requirement and Members suggested that this be reviewed as it is contradictory to the roll out of 20 mph limits. The Forum also discussed roads

which had not yet been adopted by the Council and thought that it was important to work with developers to implement 20mph limits.

11. CONCLUSIONS

11.1 The Neighbourhood Services Scrutiny Forum concluded:-

- (a) That implementing 20mph speed limits on all appropriate residential streets is in the interest of safety for pedestrians and cyclists. 20's Plenty is about the pedestrian / cyclists / residents taking back the ownership of their streets;
- (b) That a 20's Plenty approach on all appropriate residential streets in Hartlepool is the way forward as funding for physical measures is reducing meaning less physical measures can be delivered;
- (c) That the 20's Plenty approach is about changing people's mindset rather than implementing physical traffic calming measures;
- (d) That there is consistent feedback from the public in support of a 20's Plenty approach in residential areas;
- (e) That engaging with the public and educating communities is key to the success of a 20's Plenty approach. The message to the public has to be centred on safety for residents and their families;
- (f) That in order for 20mph speed limits to work across all residential areas, it needs to be looked at from a geographical perspective, for example, major roads and distributor road should not be 20mph;
- (g) That the implementation of the 20mph limits on all appropriate residential streets in Hartlepool may take several years but would find wide public support;
- (h) That streets with parked cars tended to act as a natural traffic calming measure to slow motorists down. However, inconsiderate parking especially outside of schools is a problem;
- (i) That 20mph speed limits in isolated locations do not decrease speed as some people do not adhere to the speed as it is only over a small area;
- (j) That speeds do reduce if a 20mph speed limit is implemented over a large residential area;
- (k) That accidents have continued to reduce over recent years and Councillors / officers should be congratulated on their approach to physical traffic calming measures. However, funding for physical traffic calming schemes is reducing;

- (l) That Cleveland Police and Cleveland Fire Authority are fully supportive of any measures that will reduce the number of road casualties and would welcome consultation on any new traffic calming proposals;
- (m) That 20mph speed limits would not be a priority for the police and are unlikely to be enforced. However, dialogue will continue with the local force, which will be determined by future trends and legislation; and
- (n) That implementation costs can be kept to a minimum by installing smaller signs at the entrance to residential streets which are not illuminated.

12. RECOMMENDATIONS

12.1 The Neighbourhood Services Scrutiny Forum has taken evidence from a wide variety of sources to assist in the formulation of a balanced range of recommendations. The Forum's key recommendations to the Cabinet are as outlined below:-

- (a) That the Council implements 20mph speed limits on all appropriate residential streets in Hartlepool, and in doing so:-
 - (i) undertakes a full public consultation (before the scheme is rolled out) with Councillors, residents, the emergency services; schools; businesses and all other relevant bodies;
 - (ii) discusses and shares information with regional local authorities to develop the best way possible for Hartlepool to roll out 20mph speed limits;
 - (iii) does not install any new physical traffic calming measures in residential areas, unless, following speed surveys or accidents it is thought necessary in order to slow traffic down further;
 - (iv) when it becomes necessary to replace speed humps, the most appropriate cost effective solution be used;
 - (v) continues to deliver school safety schemes;
 - (vi) develops a set of criteria (including accident statistics, schools in the area, local street patterns and existing traffic calming provision) to assess how the scheme will be rolled out;
 - (vii) publicises the roll out of 20mph limits in the Council's magazine, Hartbeat; through the local press, radio and schools; and on the Council's website to encourage a change in driver behaviour and attitude; and

- (viii) reviews the planning requirements relating to the installation of physical traffic calming measures on new housing developments with a view to implementing 20mph speed limits as opposed to physical traffic calming and works with developers to implement 20mph limits on new housing estates where the roads have not yet been adopted by the Council.
- (b) That the costs for the 20mph scheme be funded through the Local Transport Plan and appropriate funding streams and be phased over a number of years with the aim of full implementation by March 2014;
- (c) That the Council explore all possible options to try and secure further funding for the delivery of the 20mph scheme, such as the Sustainable Transport Fund; the Neighbourhood Consultative Forums; the Neighbourhood Action Plans and partnership working with other organisations;
- (d) That the Council work with local schools to stop inconsiderate parking and raise awareness of road safety in conjunction with the Council's Parking Strategy, given the strength of public opinion in this area; and
- (e) That the Council circulate an accident map and ward based accident information to all Councillors as a means of communicating this information to residents.

15. ACKNOWLEDGEMENTS

- 15.1 The Forum is grateful to all those who have presented evidence during the course of the scrutiny review. We would like to place on record our appreciation for all those witnesses who attended the Forum. In particular the Forum would like to thank the following for their co-operation during the scrutiny review:-

Hartlepool Borough Council:

Councillor Peter Jackson – Portfolio Holder for Transport and Neighbourhoods

Alastair Smith - Assistant Director, Transportation and Engineering

Mike Blair - Highways, Traffic and Transportation Manager

Peter Frost – Traffic Team Leader

External Representatives

Rod King - 20's Plenty for Us

Inspector Mick Little – Cleveland Police Force

Gordon Goodison – RTC Reduction Manager, Cleveland Fire Brigade

Road Safety Great Britain North East

Newcastle City Council

Warrington Borough Council

Portsmouth City Council

Oxford City Council

Islington Council

North Lanarkshire Council

St. John Vianney School and Children's Centre

West View Primary School

Holy Trinity Church of England Primary School

Kingsley Primary School

Local residents

**COUNCILLOR STEPHEN THOMAS
CHAIR OF THE NEIGHBOURHOOD SERVICES SCRUTINY FORUM**

MARCH 2011

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BACKGROUND PAPERS

The following background papers were used in preparation of this report:-

- (i) Report of the Scrutiny Support Officer entitled 'Scrutiny Investigation into 20's Plenty – Traffic Calming Measures – Scoping Report' presented to the Neighbourhood Services Scrutiny Forum of 4 August 2010.
- (ii) Report of the Scrutiny Support Officer entitled '20's Plenty – Traffic Calming Measures – Setting The Scene Presentation: Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 15 September 2010.
- (iii) Report of the Scrutiny Support Officer entitled '20's Plenty – Traffic Calming Measures - Evidence from the Member of Parliament for Hartlepool and the Authority's Portfolio Holder for Transport and Neighbourhoods - Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 15 September 2010.
- (iv) Presentation from Officers from the Regeneration and Neighbourhoods Department entitled 'Traffic Calming Policies and Procedures' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 15 September 2010.
- (v) Report of the Scrutiny Support Officer entitled '20's Plenty – Traffic Calming Measures – Types and Effectiveness of Traffic Calming Measures used Locally: Covering Report' presented to the Neighbourhood Services Scrutiny Forum of 27 October 2010.
- (vi) Report of the Scrutiny Support Officer entitled 'Traffic Calming Measures – Types and Effectiveness of Traffic Calming Measures used Nationally and how Traffic Calming could be undertaken in the Future Utilising Innovative Solutions, such as 20's plenty: Covering Report' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 27 October 2010.
- (vii) Presentation from the Regeneration and Neighbourhoods Department entitled '20mph... and other Traffic Calming Measures' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 27 October 2010.
- (viii) Presentation from Rod King, 20's Plenty entitled '20's Plenty – How Everyone Wins' presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 27 October 2010.
- (ix) Feedback from the site visit around Hartlepool presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 27 October 2010.
- (x) Report of the Scrutiny Support Officer entitled '20's Plenty – Traffic Calming

- Measures – Feedback from the Neighbourhood Consultative Forums and Site Visit to Newcastle City Council: Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 10 November 2010.
- (xi) Report of the Scrutiny Support Officer entitled ‘20’s Plenty – Traffic Calming Measures – Current and Future Budgetary Restrictions: Covering Report’ presented to the Neighbourhood Services Scrutiny Forum of 10 November 2010.
 - (xii) Presentation from the Regeneration and Neighbourhoods Department entitled ‘20mph...The Way Forward’ presented to the Neighbourhood Services Scrutiny Forum Services Scrutiny Forum of 10 November 2010.
 - (xiii) Feedback from the site visit to Newcastle City Council presented to the Neighbourhood Services Scrutiny Forum of 10 November 2010.
 - (xiv) Minutes of the Neighbourhood Services Scrutiny Forum held on 4 August 2010, 15 September 2010, 27 October 2010 and 10 November 2010.
 - (xv) Written evidence from schools, other local authorities and partner organisations presented to the Neighbourhood Services Scrutiny Forum of 11 November 2010.
 - (xvi) Department for Transport – A Safer Way – Consultation on Making Britain’s Roads the Safest in the World.
 - (xvii) Department for Transport - Government Circular 01/06 - Setting Local Speed Limits.
 - (xviii) 20’s Plenty for Us – The case for 20 mph as the default speed limit for residential roads – March 2009.
 - (xix) 20’s Plenty for Us – Information for Local Authorities regarding the Implications of 20 mph speed limits / zones – June 2010.