


Cabinet Decision Wednesday 4 th February 2015	 TOWER HAMLETS
Report of: Stephen Halsey Head of Paid Service and Corporate Director - CLC	Classification: Unrestricted
Boroughwide 20mph Limit	

Lead Member	Councillor Shahed Ali, Cabinet Member for Clean and Green
Originating Officer(s)	Margaret Cooper, Tom Rawlings
Wards affected	All Wards
Community Plan Theme	A Safe and Cohesive Community
Key Decision?	Yes

Executive Summary

All Local authorities have an obligation to manage and improve road safety. Urban and city authorities are increasingly bringing forward the application of 20mph zones to help moderate the speed of motor vehicles and reduce accident rates. Tower Hamlets, like most other London boroughs, seeks to address safety whilst dealing with increasing traffic volumes, increased use of cycling as a mode of transport, increased population and pedestrian levels and increasing amounts of commercial haulage during a period of unprecedented public sector spending reductions. In order to maintain the focus on safety the 2014/15 Strategic Plan (Priority 1.3) therefore includes a commitment to *Plan and develop proposals for a borough wide 20mph limit, including consultation with TfL*. This report sets out how these commitments can be delivered and reports on progress on work to date.

Recommendations:

The Mayor in Cabinet is recommended to:

1. Consider the responses received from public consultation on the proposed borough wide 20mph speed limit
2. Agree to proceed with the implementation of a 20mph limit on Borough roads pursuant to an experimental traffic order which shall take effect for a period not exceeding 18 months and authorise the Corporate Director Communities, Localities and Culture to approve all necessary experimental traffic orders under the Road Traffic Regulation Act 1984 to facilitate delivery and to take all steps incidental thereto including but not limited to publication and signage and carriageway markings.

1. REASONS FOR THE DECISIONS

- 1.1 Consistent with the objectives of the Mayor of Tower Hamlets, the 2014/15 Strategic Plan (Priority 1.3) includes a commitment to *Plan and develop proposals for a borough wide 20mph limit, including consultation with TfL*. This report confirms delegation of authority to officers to implement this commitment.
- 1.2 By implementing the limit the Council will introduce a consistent approach to managing vehicle speed across the Borough and will integrate with neighbouring boroughs who have or are planning to, implement their own default limit

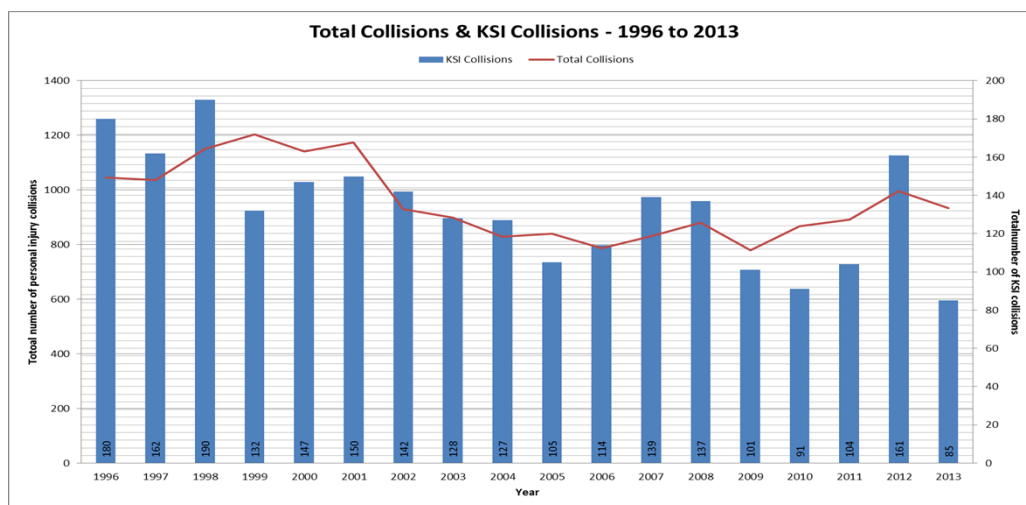
2. ALTERNATIVE OPTIONS

- 2.1 Do nothing. This is unlikely to be consistent with the Council's functions, as the Council has a duty to be proactively seeking to reduce road casualties and improve road safety.
- 2.2 To review current underperforming 20mph zones for further physical interventions. This approach would not have the same borough-wide impact on driving behaviour and such interventions could meet with local objections.
- 2.3 Introduce new 20mph zones in residential areas not already covered. This would also have less impact as these areas are of lower priority in terms of accident statistics, and local distributor roads would not be tackled which is where many accidents are occurring.

3. DETAILS OF REPORT

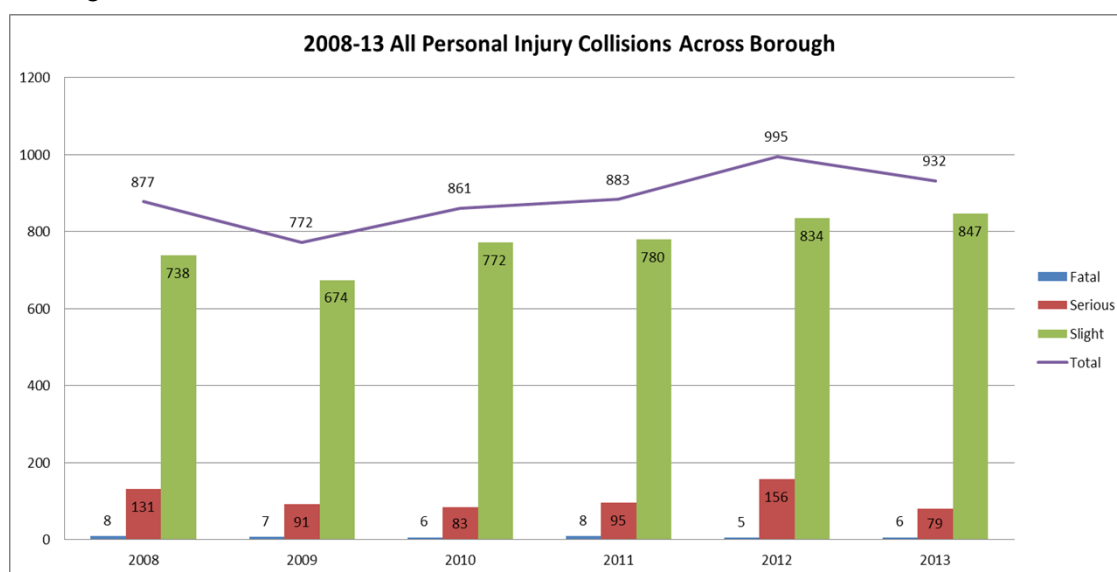
- 3.1 The Council pursues programmes of proactive measures to reduce accidents on borough roads and the Borough has been very successful in achieving a steady decrease in killed and seriously injured collisions (KSI's) since the late 1990's, albeit the results in 2012 have skewed the generally positive profile. This is clearly shown below in Figure 1.
- 3.2 2012 was dramatically different to the previous 3 years and analysis has shown this increase occurred in the summer months when the Olympic Road Network affected traffic movement throughout the borough. Since then, there has been a significant decline in collisions and 2013 saw an all-time low achieved for KSI's, but slight collisions remain stubbornly high.

Figure 1



3.3 Whilst we have done well in bringing down serious collisions, the total number of personal injury collisions within the Borough has been steadily increasing over time, and is closely correlated to the increasing population density and traffic volumes passing through the Borough. The increase in “slight” casualties is the predominant cause of this trend as shown in Figure 2 below.

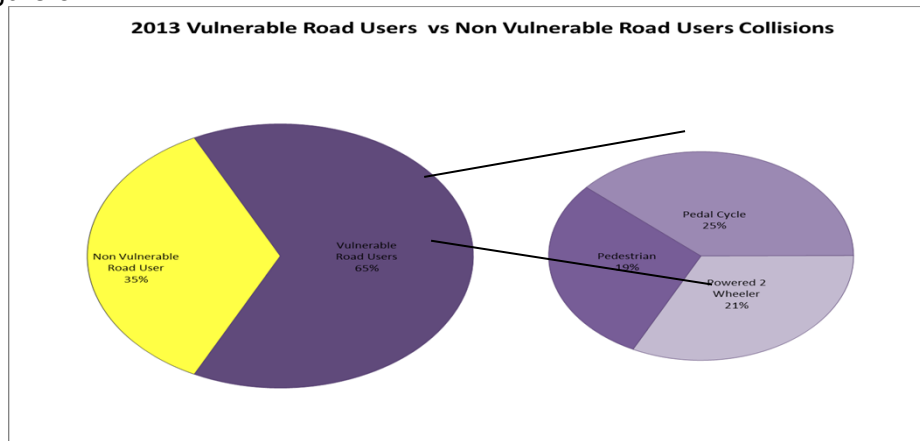
Figure 2



3.4 As well as statistical and factual data the Council also needs to be sensitive to public perception and areas of local concern regarding road safety risk. Analysis of Member’s Enquiries received by Transport & Highways over a 12 month period considered in the 2012 Road Safety Review noted that 25% specifically mentioned vehicle speed as a concern, whilst 69% of were actually related to vehicle speed in general. Vehicle speed is also important to schools and is often referenced in School Travel Plan reports.

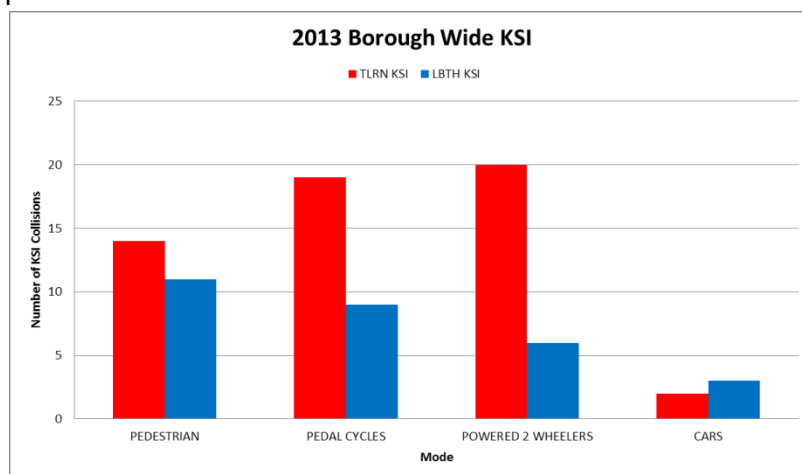
- 3.5 Further analysis of the 932 personal injury collisions in 2013 demonstrated that 65% of resulting casualties involved vulnerable road users: cyclists (254), pedestrians (192) and motor powered two wheelers (214) (see Figure 3 below). These groups would be the major beneficiaries of a reduction in average traffic speeds achievable through a 20mph limit.

Figure 3:



- 3.4 It is important to note that these statistics reflect accidents on all roads in the borough of which 29 km of the busiest are managed by Transport for London, as part of the Transport for London Road Network (TLRN). This compares to 280km of Borough roads. Of course, the TLRN carries the bulk of traffic through the borough and in 2013 two thirds of killed or serious collisions (KSI) took place on the TLRN. This is illustrated on Figure 4 below which also shows that vulnerable road users are more likely to be involved in a KSI collision on the TLRN compared to borough roads, thus justifying the inclusion of the TLRN within the Borough wide 20mph limit.

Figure 4



- 3.5 The Council has formally requested TfL's co-operation with this initiative and agreement to include the TLRN within the borough-wide 20mph limit, on all roads other than the A12 and Aspen Way. Officers are aware that currently TfL are monitoring the impact of a 20mph limit on two sections of the TLRN included experimentally within the City of London 20mph limit. TfL are also reviewing the case for other pilots following requests from several boroughs.

Initial discussions have indicated that TfL may be agreeable to including Commercial Street in this pilot in order to better understand the effectiveness of such speed limits on the TLRN. Discussions are also taking place about a 20mph limit on the A11 as part of the CSH2 design review. It is unlikely that other TLRN routes would be included in the 20mph limit initially.

- 3.6 The Police have previously been cautious in their support of such limits given the limited resources they have available for speed enforcement. However they have carried out speed surveys on a number of sections of the TLRN in the borough and indicated their support for the inclusion of certain TLRN roads near the central area in a 20 mph limit, which is extremely positive.

4. 20mph Limit in Tower Hamlets

- 4.1 The Department for Transport (DfT) publication 'Setting Local Speed Limits' states that the standard speed limit in urban areas is 30 mph, 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 are encouraged to consider the use of 20 mph limits. There is clear evidence of the benefits of lowering traffic speeds on the reduction of collisions and casualties, as the collision rate is reduced at lower speeds; and if they do occur, there is a lower risk of fatal injury. Other significant benefits of 20 mph limits include quality of life and community advantages that encourage healthier and more sustainable transport usage 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 20 mph speed limits or zones.
- 4.2 Successful 20 mph zones and 20 mph speed limits should be self-enforcing, i.e. the existing conditions of the road together with measures such as traffic calming or signing, publicity and information as part of the scheme, lead to a mean traffic speed compliant with the speed limit. To achieve compliance there should be no expectation on the police to provide additional enforcement beyond their routine activity, unless this has been explicitly agreed.
- 4.3 Speed is only one of many causes that contribute to traffic collisions. However, a reduction in vehicle speeds in the majority of residential areas would, over time, reduce the number and severity of collisions. Early studies of existing sign-only 20 mph speed limit schemes find that they generally produce an average reduction in speed of between 1 and 1.5mph. The associated reduction in collision rates is dependant to a degree on the average 'before' speeds.
- 4.4 Approximately 85% of the Borough is currently within local 20mph zones: the majority of these zones have experienced a reduction in the total number of casualties of up to 70% since implementation although 4 have experienced an increase in those killed or seriously injured (Weavers, Campbell, Narrow and

Antill zones). Traffic calming measures in these zones are to be reviewed to design out further risk.

- 4.5 As the benefits of 20 mph limits are clearly demonstrated, and the need for reducing casualties in Tower Hamlets is shown to be justified, it is now proposed that all roads for which Tower Hamlets is traffic authority, will have a default speed of 20mph, and that limit will be extended to those areas of the TLRN which TfL approve (provisionally Commercial Street and a section of the A11).
- 4.6 The more consistent application of a 20mph speed limit through the borough should reinforce existing zones and produce additional benefits on the busier roads which would be included for the first time. This proposal would therefore drive progress towards reducing casualties still further. Average journey speeds in Inner London are on average less than 15mph due to the delays incurred at junctions being the primary factor in journey time. A slower speed limit would therefore not impact unduly on journey time.

5 Implementation

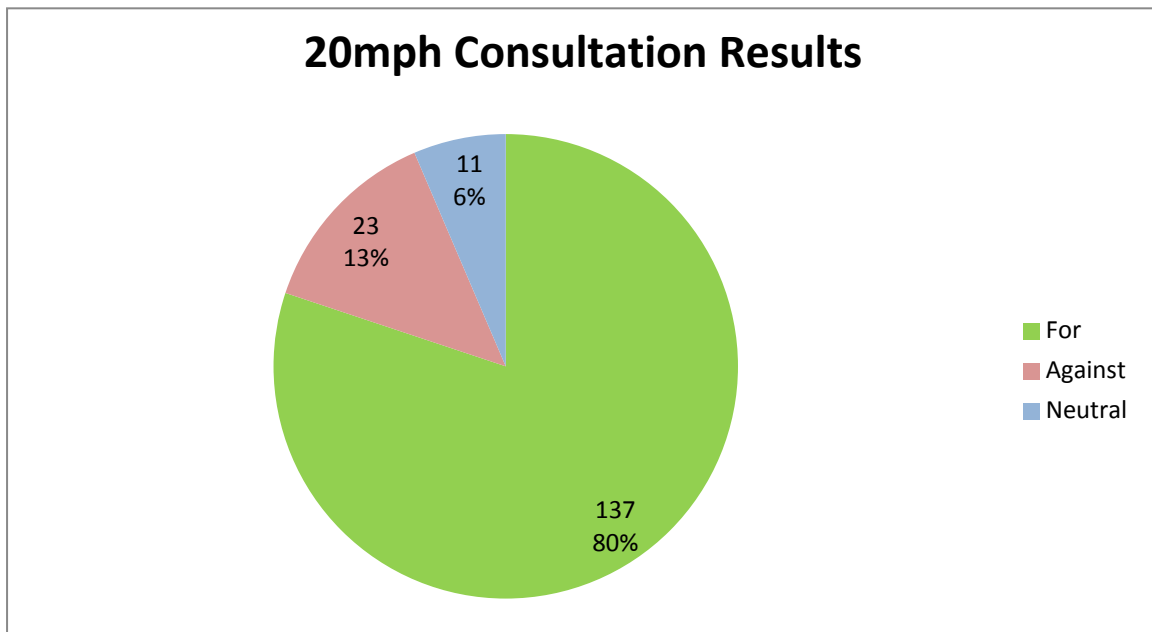
- 5.1 The introduction of a borough wide speed limit is a significant move which complements similar initiatives in Islington, City of London and other boroughs and has strong support from the Twenty's Plenty campaign and cyclists' groups. The timetable for approval, consultation and works implementation is set out below.

Stage	Sept	Oct	Nov	Dec	Jan	Feb	Mar
Reports	DMT 4/9; CMT 16/9					CAB 4/2	
Consultation		Public: East End Life, Website and Twitter Direct mail to Stakeholder groups 6/10 for 6 weeks		Awareness: Schools art Competition for signage	Statutory experimental notices		Awareness raising to continue into 2015/16
Works							28/2 for 2 months
Go Live							1 st April

6 Consultation :

- 6.1 In order to raise awareness amongst residents and drivers of the proposed Borough-wide 20mph speed limit, informal public consultation was carried out to set out the justification for the initiative and gauge opinion on the principle of such a scheme. This initially included an article in East End Life, on the website and a press release and will continue with further awareness initiatives over the coming months. The text of this article is included in the Consultation Report in Appendix One. A number of organisations were also directly consulted (as detailed in Appendix One) including but not limited to the Emergency Services, Neighbouring Boroughs, Local Business Groups and Transport for London.

6.2 A more detailed report on the responses received during the consultation is attached as Appendix One. In total the council received 171 responses to the consultation, as follows:



This figure includes 103 (60%) resulting from an on-line campaign organised by Tower Hamlets Wheelers (the local branch of London Cycling Campaign).

6.3 Key responses were received from Transport for London and the Metropolitan Police. :

- TfL are planning a trial of 20mph limits on Red Routes to assess their effectiveness and have indicated that they would include Commercial Street in this pilot to complement the borough-wide initiative. The results of that pilot would inform any future extension of 20 mph limits on the TfL road network.
- The Metropolitan Police, who retain responsibility for speed enforcement, stressed that “speed enforcement is expensive; it is both time and resource intensive and competes with other important policing issues of equal public concern at a time of significantly reduced police budgets.” They made it clear that “there should be no expectation on the part of Tower Hamlets Council that the MPS will provide any additional general enforcement following implementation of a borough wide 20 mph limit. Enforcement must be seen as mainly reactive and should not be seen as a preventative measure to achieve the traffic speeds desired. This will only be achieved by public support and compliance by the majority. This compliance will only be achieved where there are sufficient interventions, in terms of signage and/or traffic calming, to make the 20mph limit obvious to visiting motorists.” However, the MPS have indicated their support for the objective in principle and have engaged constructively in the development of the detail of the scheme.

6.4 As the commitment to implement the project is established, a borough-wide schools competition has been launched through the Junior Road Safety

Officers, to design 20 mph signs. This will increase the penetration of awareness raising into the wider family.

- 6.5 There will then need to be a further round of awareness raising publicity to alert residents and drivers to the Go-Live date and encourage compliance. This could include Variable Message Signs on major routes and the Council's advertising portals.

Works:

- 6.6 There is a standard package of works which are required to establish a 20mph zone which predominantly consists of signs and lines:
- A pair of unlit '20' speed limit (with 30 on the reverse) signs at each entry point along with 20 / 30 carriageway markings
 - Small 20 roundel road markings spaced at regular intervals within the area so that a marking / sign is visible from any point on the road.
 - Associated Traffic Regulation Orders
 - Additional traffic calming would be required in locations where current speeds are high, within existing 20mph zones where personal injury collisions have risen and within areas where existing calming is poor or missing
- 6.7 It is proposed to introduce the 20 mph limit by way of an Experimental Traffic Order under Section 9 of the Road Traffic Regulation Act 1984. An Experimental Traffic Order is a legal order that is required to try out a new highways scheme within the Borough. This can last up to 18 months and while it is in force impacts can be monitored and assessed (and further changes made if necessary) before the Council makes a final decision on whether or not to continue the Order on a permanent basis. 18 months will provide time for a full year of analysis of collision statistics and vehicle speeds to be reviewed to determine the effective of the speed limit. A formal consultation is required with the emergency services and other statutory bodies before the Order is made (for example the AA, the RAC, Spokes, CTC, the Pedestrian Association, the Freight Transport Association, the Road Haulage Association) and a notice of proposal is published in the local paper prior to the commencement of the experimental order. Comments and issues arising during the experimental period can be considered further during the experimental period prior to a final decision on whether to make the order permanent being made approximately 3 months before the end of the experimental period. A report will be brought back to Cabinet at this time with a recommendation as to whether the order should be made permanent.

Costs and Funding

- 6.8 The estimated cost of signing and lining for a single junction is approximately £1,000. The total number of junctions requiring signing is dependent on which TLRN routes are included in the proposal, but the maximum budget necessary for this element of work would be £220,000.

- 6.9 20mph limit repeater roundel signs will be required to be painted in the carriageway which is estimated to cost a further £180,000.
- 6.10 Together with consultation, design and traffic order making (approx. £50000) the maximum total cost of implementing a borough wide 20mph speed limit is therefore estimated to be £450,000 and can be wholly funded through the TfL LIP allocation (over a two year period). TfL have actively encouraged the use of LIP funding for such initiatives. £376,000 is currently approved in the CLC 2014/15 Capital Programme for road safety which includes other committed schemes as well as the first phase of delivery of the 20 mph limit.

7. COMMENTS OF THE CHIEF FINANCE OFFICER

- 7.1 The report provides justification for the implementation of a borough wide 20mph speed limit on Borough roads by April 2015. Implementing the proposals is estimated to cost between £280,000 and £500,000. The maximum cost of the signage will be dependent on the TLRN routes included in the proposal by TfL and are estimated to cost up to £220,000.
- 7.2 There is provision within the 2014/15 Capital Programme road safety TfL LIP allocation to fund up to £376,000. The recommended phased approach to implementation will ensure that further works will be commissioned from the funding provision available for the 2015/16 TfL LIP allocation.

8. LEGAL COMMENTS

- 8.1 The Council is a traffic authority for the purpose of the Road Traffic Regulation Act 1984 (“**RTRA**”) and has a duty to exercise its functions under that Act to secure expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians). So far as practicable, the Council must have regard to the following matters when carrying out its functions under the Act –
- the desirability of securing and maintaining reasonable access to premises;
 - the effect on the amenities of any locality affected and the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
 - the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
 - the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
 - any other matters appearing to the Council to be relevant.
- 8.2 The Council should also take into account its own overarching policies, set out in the Local Transport Plan.

- 8.3 Section 84(1) and (2) of the RTRA empowers Councils acting as local traffic authorities to make speed limit orders on roads within its area. Orders which the Council is empowered to make under section 84(1) can be made initially by way of an experimental traffic order under section 9 of the RTRA as is proposed here. An experimental traffic order can take effect for any period less than 18 months.
- 8.4 Having carried out consultation it is for a local traffic authority acting reasonably and taking all relevant considerations into account to determine whether a speed limit is appropriate for an area, having regard to national guidance issued by the Department for Transport. The consent of the Secretary of State is not required for a 20mph speed limit order.
- 8.5 The consultation should comply with the following criteria: (1) it should be at a time when proposals are still at a formative stage; (2) the Council must give sufficient reasons for any proposal to permit intelligent consideration and response; (3) adequate time must be given for consideration and response; and (4) the product of consultation must be conscientiously taken into account. The duty to act fairly applies and this may require a greater deal of specificity when consulting people who are economically disadvantaged. It may require inviting and considering views about possible alternatives. It is noted that whilst no statutory consultation is required prior to making an experimental traffic order there is a general duty on the Council to do so. It is considered that the consultation carried out complies with the necessary criteria set out above. There will be a further opportunity for comments on the proposals to be made once the notice of making of the order has been published. Any representations received at this stage will need to be taken into account when the Council decides whether or not to make a permanent order.
- 8.6 Such orders must comply with the procedural requirements set out in the Road Traffic Regulation Act 1984 (Amendment) Order 1999 and the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 ("the Regulations"). In respect of an experimental traffic order the Council must give notice of the making of the order within 14 days of the date on which the order is made by publishing a notice containing the information specified in the Regulations in the local newspaper and in the London Gazette. An experimental traffic order cannot come into force before the expiration of the period of seven days beginning with the day on which the notice of making in relation to the order is first published.
- 8.7 As well as publishing the notice of making, the Council are also required to take such other steps as it considers appropriate for ensuring that adequate publicity is given to the making of the order. Further the Council are required to comply with the requirements of the Regulations in respect of the deposit of documents relating to the experimental order and these are to be made available for public inspection from the time that the advertisement is first published until the order ceases to have effect.

8.8 Under Section 85 of the RTRA, it is the duty of the traffic authority to erect and maintain prescribed speed limit signs on their roads in accordance with the Secretary of State's directions. The Traffic Signs Regulations and General Directions 2002 prescribe the designs and conditions of use for traffic signs, including speed limit signing.

8.9 When deciding whether or not to proceed with the proposals, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who don't (the public sector equality duty). To inform the Council in discharging this duty an Equality Analysis has been completed and a copy is attached to this report.

9. ONE TOWER HAMLETS CONSIDERATIONS

9.1 This proposal seeks to provide road safety benefits to all residents of the borough, with particularly positive impacts demonstrated for vulnerable road users including the elderly, young children, cyclists, pedestrians and mobility impaired people. An Integrated Equality Assessment was undertaken on the schemes proposed in the Local Implementation Plan which included the strategy for reducing road accidents. A further Equality Analysis specific to this project was also carried and is attached hereto. This confirmed the general level of benefit.

10. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT

10.1 Reducing traffic speed and making streets safer for vulnerable users will encourage increased walking and cycling, supporting the promotion of sustainable modes of transport.

11. RISK MANAGEMENT IMPLICATIONS

11.1 In order to minimise financial risk, no expenditure will be incurred without confirmation of allocations being approved by TfL. All works will be programmed and managed as per existing LIP funded programs and contracting procedures (see 11. below).

11.2 The proposal specifically aims to reduce road safety risk.

12. CRIME AND DISORDER REDUCTION IMPLICATIONS

12.1 LIP guidance requires schemes to take into consideration the Council's duties under Sn17 of the Crime & Disorder Act. Many complaints received about speeding traffic are found to relate to other anti-social behaviour. Thus a positive benefit on such behaviour can be anticipated from reducing traffic speeds.

13. EFFICIENCY STATEMENT

- 13.1 All works will be delivered through Contract CLC 4371 which commenced on October 1st 2014 after an extensive competitive tendering process. This contract includes 4 Lots for highway maintenance, capital improvements, street lighting maintenance and street lighting improvements.
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Linked Reports, Appendices and Background Documents

Linked Report

- NONE

Appendices

- 20mph Public Consultation Response
- Equality Analysis Quality Assurance checklist
- Equality Analysis

Background Documents – Local Authorities (Executive Arrangements)(Access to Information)(England) Regulations 2012

- NONE

Officer contact details for documents : Tom Rawlings x 6704