

<b>Environment Scrutiny Committee</b>	
<b>Report Title:</b>	<p><b>MOTION 876 – CALL TO ADOPT 20MPH MAXIMUM SPEEDS IN AREAS WHERE VULNERABLE ROAD USERS AND VEHICLES MIX</b></p> <p>To receive a report on the Motion presented to Council in June 2021</p>
<b>Meeting Date:</b>	9 <sup>th</sup> September 2021
<b>Chair:</b>	Cllr Dom Morris
<b>Presenting Officer:</b>	<i>Liz Kirkham</i>
<b>Purpose of Report:</b>	To consider the issues surrounding the widespread introduction of 20mph maximum speeds as raised in the Motion 876 to Council In June 2021
<b>Planned Dates</b>	
<b>Background documents:</b>	<ul style="list-style-type: none"> <li>• <a href="#">The Gloucestershire Local Transport Plan 2020 - 2041</a></li> <li>• <a href="#">Local Cycling and Walking Infrastructure Plans</a></li> <li>• <a href="#">Setting Local Speed Limits</a></li> <li>• <a href="https://www.gloucestershire.gov.uk/media/2160/school_safety_zone_guidance_version2-65676.pdf">https://www.gloucestershire.gov.uk/media/2160/school_safety_zone_guidance_version2-65676.pdf</a></li> <li>• <a href="#">Gear Change - cycling and walking plan for England</a></li> <li>• <a href="#">Community Approaches to Road Safety</a></li> </ul>
<b>Appendices</b>	<i>None</i>
<b>Recommendations</b>	To support the suggested actions

## 1. Background

1.1. At County Council in June 2021, the following motion was recorded.

**Motion 876 - Call to adopt 20mph maximum speeds in areas where vulnerable road users and vehicles mix**

*Proposed by Cllr Roger Whyborn  
Seconded by Cllr Gill Moseley*

This Council believes that 20 is plenty where people are.

This Council agrees with and supports the UK Government's recent endorsement of The Stockholm Declaration, which stipulates in Resolution 11 that a council should "mandate a maximum road travel speed of [20mph] in areas where vulnerable road users and vehicles mix...except where strong evidence exists that higher speeds are safe."

Council resolves to formally adopt Resolution 11. In practice this means that the default speed limit on Gloucestershire's urban and rural residential streets will be 20mph, except on main roads where speed limits, if higher, must be both safe and appropriate.

As the Local Highways Authority, this Council calls on Cabinet to consult the county's District Councils, Parish Councils and communities to identify all the roads which should adopt a 20mph speed limit no later than 30 April 2025 and to make significant progress towards realising these changes in tandem - establishing 20mph limits in identified places quickly if communities agree.

Council commits to providing the necessary funding, to achieve the goal of making our residents safe across Gloucestershire.

1.2. It was decided at Council to send the matter to the Environment Scrutiny Committee, for consideration

## **2. Background and Policy Framework**

### **2.1. Background**

The frequency of requests from Parishes and communities for the introduction of 20mph limits/zones has increased over recent years, and this has coincided with covid-19 lockdown and the evidence of increased numbers in active travel in our communities. Often, requests for 20mph limits/zones are driven by a desire in communities to provide for vulnerable highway users who want to feel safe to travel by foot and by bike. Since start of the pandemic public awareness of the health benefits of active travel has grown and the government has encouraged the delivery of local walking and cycling schemes through the DfT's Emergency Active Travel Fund.

School Safety Zones have been one way of introducing advisory 20mph limits, but a lack of support from Gloucestershire Constabulary has meant that very few mandatory 20mph limits have been established – by requiring sites to be self-enforcing either existing speeds must be low or costly traffic calming must be installed to reduce speeds so that enforcement is not necessary.

This has led to a level of frustration amongst communities and their elected members.

The following paragraphs set out information about 20mph limits and zones, and also the national and local policies and guidance supporting their introduction. The missing element is a clear policy on where 20mph limits can be introduced, with guidance for communities as to what measures, of which speed limits are only one, can be introduced to change the nature of their streets into places where pedestrians and cyclists can feel safe and empowered to be more active.

### **2.2. 20mph Speed Limits**

Speed limits in built up and residential areas are currently set at 30mph as a default. The presence of street lights is sufficient to establish this as the speed limit. Other speed limits, higher or lower, in street-lit areas, require Traffic Regulation Orders, as well as repeater signs, as do speed limits other than 60mph in areas without street lighting.

Since the early 1990s there have been requests to lower speed limits below this 30mph default. Changes in legislation and guidance have made it easier to introduce 20mph limits or 20mph zones – the latter requiring traffic calming.

Currently the introduction of a 20mph speed limit (which does not need traffic calming) requires mean speeds to already be below 24mph to ensure that they are self-enforcing and reduce the reliance on the Police force. This is national guidance as explained below.

Advisory limits can be introduced without Traffic Regulation Orders, and these have been used in many locations in Gloucestershire as part of School Safety Zones. These limits are encouraged by flashing wigwag lights and other signage “20 is plenty” or similar. They are not legally enforceable.

### **2.3. National Guidance – “Setting Local Speed Limits”**

“Setting Local Speed Limits” is a document first produced by the Department for Transport in 2006, and revised in 2013. It actively promotes the setting of lower speed limits: *“Traffic authorities are asked to keep their speed limits under review with changing circumstances, and to consider the introduction of more 20 mph limits and zones, over time, in urban areas and built-up village streets that are primarily residential, to ensure greater safety for pedestrians and cyclists”*,

The County Council uses this guidance document when considering applications for changes in speed limits.

In recent years some authorities have chosen to interpret this more loosely, enabling them to make greater use of 20mph speed limits but also raising questions about the levels of enforcement.

### **2.4. Local policies – Corporate Strategy**

In the Corporate Strategy we have stated that we want *“Healthy, resilient and engaged communities that work together to improve the places they live and work”* and that we will continue to invest in improving the county’s roads by *delivering major active travel schemes to facilitate the use of cycling when accessing key services and employment opportunities*.

Therefore, this report seeks to support this by creating a clear vision of how we might achieve this goal.

### **2.5. Local Policies – Local Transport Plan**

Policy LTP PD 0.5 Community Health and Wellbeing *GCC will work with partners to improve community health, wellbeing and safety by encouraging greater numbers of people from all social and economic groups and including those with disabilities, to use safe and affordable multi-modal travel options (e.g. by walking, cycling or by public transport) for short distance trips; helping children and adults, including families and those economically and physically disadvantaged to enjoy more independent, physically active lifestyles; improving air quality; and connecting people to services, employment, housing, education, health services, social and leisure amenities to allow equality of opportunity to health, social and economic wellbeing and remove barriers that can create social isolation.*

This includes the following policy proposals:

- *Investigate community based vehicle restriction zones that will benefit communities and protect vulnerable highway users from a safety and health perspective, during peak congestion periods.*
- *Introduce speed limits in accordance with the current national guidelines and prioritise them based on available evidence, including 20mph zones.*
- *And support communities to deliver local speed campaigns through the Safer Community Teams.*

### **2.6. Local Policies – Local Cycling and Walking Infrastructure Plans**

*Gloucestershire wants to get more people walking and cycling. Giving all people more choices in how they travel will reduce transport emissions, improve health and ensure more sustainable growth.* These plans aim to

increase the number of trips made on foot or by cycle through infrastructure improvements that improve conditions for cycling and walking for all. The measures proposed take into account the need to create inclusive corridors that serve the wider population and can help to encourage those returning to cycling as well as new and younger cyclists.

### **2.7. Community Approaches to Road Safety (CARS)**

This guide was first produced in 2012 by the former Road Safety Partnership, and was revised in 2016. It provides a range of ways in which communities can become involved in influencing traffic speeds. The guide does not refer specifically to 20mph zones or limits. It is recommended that this document is reviewed by officers in conjunction with the police.

## **3. Scope**

### **3.1. Speed limit policy**

Speed limits are one tool in the toolbox of road safety policy, but success in this area will require a change in emphasis to active travel and the relationship to speed. We rely heavily on input from the police when considering potential reductions in speed. If the police don't support a limit, it won't be introduced. This becomes a limiting factor when considering the wider spread introduction of lower speeds.

### **3.2. Urban/Rural split**

The guidance from the Department for Transport refers to "*urban areas and built-up village streets that are primarily residential*". The list of current and proposed locations shown below includes examples of both of these. The impact of change will be bigger in urban areas with higher density of population. In villages it may be more important to consider the aesthetic of any new scheme, as a proliferation of signs and traffic calming measures might lead to more objections.

Other physical geography (steep hills etc) will also impact on the potential for increasing modal shift and this will reduce the worth or benefits of introducing reduced limits.

In older residential areas the road layout tends to be dictated by historic building lines rather than modern highways design codes. Terraced streets built to a grid pattern tend to have limited visibility at junctions and narrow or non-existent footways forcing people to drive more slowly. However growth in car ownership and parking on-street may leave people with no option but to walk on a carriageway with a 30mph limit. Ever since the 1960's governments have encouraged councils to reduce the volume and speed of traffic in such locations, often as part of road safety and urban regeneration schemes.

### **3.3. Technology in cars**

There have traditionally been objections to lower speed limits because of the difficulties of driving at 20mph, and also the potential impact on the environment as cars drive less efficiently at lower speeds, however this is less problematic with more modern vehicles. It is becoming the norm for Intelligent Speed Assistance to be built in to new cars.

### 3.4. Current Examples

Over the past few years we have introduced a number of 20mph zones and 20mph limits

#### Existing 20mph zones

Lydney  
Stow on the Wold  
Rodborough/Minchinhampton

Painswick  
Whiteshill/Ruscombe  
Barnwood/Elmbridge

#### **Case Study 1 20mph zone – Stow on the Wold**

Stow on the Wold 20 mph zone was implemented in 2018, following consultation. The scheme was funded by the Police and Crime Commissioner (PCC) as part of the “Safe & Social Driving in Gloucestershire” initiative. Stow Town Council bid for funding and were successful. A feasibility study was completed which included speed data analysis, a review of the environment within the town and taking in to account existing traffic calming features.

The 20mph zone is on generally urban and/ or residential in nature roads with considerable pedestrian footfall as there are schools, a number of recreational amenities in the area and a large number of shops. A 20mph speed limit helps to improve safety by creating a safer environment for cyclists and pedestrians.

#### Casualties and Collisions

Stow on the Wold within 20mph limit

	2015	2016	2017	20 mph implemented	2019	2020	2021 (6months)
KSI	0	1	0	0	0	0	0
Slight	1	1	0	0	1	0	0
<b>Total</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>

Stow on the Wold 20mph zone and 30mph speed limit



**20mph limits** have been introduced at the following locations;

Cinderford

Coleford

Redmarley D'Abitot

Tidenham

Innsworth/

Churchdown

Tewkesbury

Blockley

Cirencester

Little Rissington/

Bourton on the Water

Longborough

Moreton in Marsh

Southrop

Tetbury

Gloucester City Centre

Linden/Podsmead

St Lawrence Road, Gloucester

Tredworth/Barton

Southgate Street, Gloucester

Bisley

Chalford

Eastington

Kingswood

Minchinhampton

Nailsworth

Pitchcombe

The Butts, Rodborough

Sheepscombe

Stone

Stonehouse

Stroud Town Centre

Summer Street, Stroud

Matthews Way, Stroud

Wraggs Castle Lane, Stroud

Mason Road, Stroud

Castle Street, Stroud

Thrupp

Upton St Leonards

Wotton Under Edge

Malvern Road,

Priors Estate, Cheltenham

St Luke's

### **Case Study 2: 20mph limit - Longborough**

As part of a one off two year £100k TRO budget, a 20 speed limit was introduced in the Cotswold village of Longborough in 2017. In this community there was a desire to encourage pedestrian movement, particularly around the school and other local facilities. Like many rural villages there are not extensive footpaths, so pedestrians are walking in the carriageway..





Casualties and Collisions  
Longborough within 20mph

	2014	2015	2016	2017	2018	2019	2020	2021 (6months)
KSI	0	0	0	0	0	0	0	0
Slight	0	0	0	0	0	0	0	0
<b>Total</b>	<b>0</b>							

### Current requests for 20mph limits / zones

The following is the current list of requests, some of which are already in this year's programme for delivery (marked with \*)

St.Briavels

Nailsworth\*

Minchinhampton

Malleson Road, Gotherington\*

Slimbridge

Upper Rissington

Matson

Fairford

Charlton Kings

Mickleton

Hatherley\*

Chalford

- Hatherley - Engagement has taken place with Hatherley stakeholders, speed surveys completed and analysed, a scheme feasibility design produced, a Road Safety Audit has been completed and feedback considered by officers. The scheme, to increase walking to schools and cycling is being funded by a combination of income streams, including S106 and 20mph funding
- Nailsworth – data gathering and analysis is complete, site visits have been completed and a proposal setting out the extents of a 20 speed limit has been shared with the Town Council and local member for their feedback before consultation. This is being funded via Community Match.
- Malleson Road, Gotherington – This is a developer led scheme and is being funded by the developer as part of the planning and legal agreements for the site.

## 4. Vision and Impacts

### 4.1. Vision

The aspiration for the motion is to develop a vision for local, residential roads which aligns more closely with, and facilitates the implementation of, policies for road safety, active travel and economic recovery. This would be a change from the current arrangements and would need a transformational approach.

This could be based on the following vision statements:

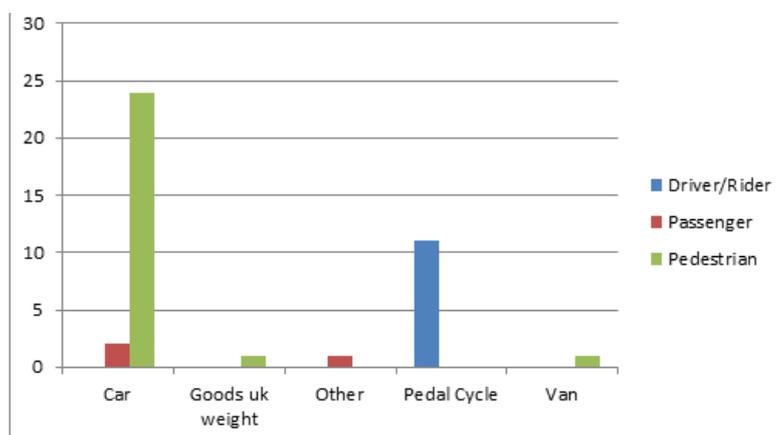
- **no child killed or seriously injured on a residential street**
- **meeting the needs of those with the fewest choices**
- **making cycling and walking the first choice for local journeys**
- **developing 20 minute neighbourhoods**
- **supporting local businesses in a greener economic recovery**

Work in this area is already being carried out in other parts of the country. Several London boroughs have developed practices along these lines, using 20mph limits to: deliver comprehensive cycle networks with high quality routes designed to the latest standard (LTN 1-20); increase walking by reducing through traffic in residential areas; regenerate high streets and support local businesses through the Covid recovery by creating outdoor space for cafes, restaurants and events. Lower design speeds may enable a less engineered (and costly) solution, use less land for visibility splays, allow for tighter bends and improve the convenience and safety of people walking and cycling.

The Welsh Government has decided to address this at a national level – changing the default speed limit to 20mph on all roads in residential areas. The DfT has indicated that in England they will not be imposing a blanket change, but leaving it up to local highway authorities to set their own policies.

### 4.2. Safety

One of the potential vision statements suggested above is “no child killed or seriously injured on a residential road”. Unfortunately, over the period 2016-2020 there have been 44 children killed or seriously injured on urban and residential roads. 37 of these instances involved child pedestrians or cyclists, but only 2 of them occurred on roads with 20mph limits.



Detail of Child collision/casualties on urban/residential roads 2016/2020

The overwhelming majority of the collisions indicated above occurred on 30mph residential roads. It is already understood that the higher the speed, the longer it takes to stop the vehicle and the greater the harm on impact. At the point a 20mph car would have stopped, a 30mph car would still be doing 24mph. The risk of being killed is almost 5 times higher in collisions between a car and a pedestrian at 31mph compared to the same type of collisions at 18.6mph. In 2018 the OECD reported that research consistently shows that lower speeds reduce deaths and injuries, not least because there is more time to react.

Research by the Transport Research Laboratory has shown that for urban roads with low average speeds there is an average 6% reduction in collisions with each 1mph reduction in average speed. This latter point is often overlooked, especially in the absence of three years or more of post-implementation casualty data. It is therefore wrong to think that average speed reductions of even 1 to 2mph are trivial and have little or no value.

It is also important to note that road traffic injury is also strongly associated with poverty. Child pedestrian deaths in deprived neighbourhoods are over four times those in affluent neighbourhoods. Reducing speeds through the application of area-wide 20mph speed limits would therefore help reduce health inequalities.

Similarly, whilst only 1 child pedestrian casualty was recorded in the 5 year period on roads with a speed limit of 40mph, it should be viewed that speed limits above 30mph are less conducive to active travel as people often feel at risk. Therefore, they are more likely to revert to the private car in order to complete short journeys.

### **4.3. Community**

The Government guidance in Setting Local Speed Limits recognises the impacts that a reduction in speeds can have on a community.

*Different road users perceive risks and appropriate speeds differently, and drivers and riders of motor vehicles often do not have the same perception of the hazards of speed as do people on foot, on bicycles or on horseback. Fear of traffic can affect peoples' quality of life and the needs of vulnerable road users must be fully taken into account in order to further encourage these modes of travel and improve their safety. Speed management strategies should seek to protect local community life.* [Setting Local Speed Limits]

We have a number of policies - for cycling, walking, air quality, carbon reduction – which would all be easier to deliver within the environment of lower speed limits.

The Covid-19 pandemic has brought about unprecedented changes that affect all aspects of our lives and, transport, across all modes, has been particularly affected. With the restrictions imposed, we have seen large reductions in motorised traffic on all parts of the road network, much reduced patronage of buses and trains, high levels of home working and, so far anecdotally, higher rates of walking and cycling, both for essential journeys and for daily exercise.

In order to continue to improve road safety we need to try and lock in the previous/current modal shift on travel and promote and encourage more sustainable modes of transport.

#### **4.4. Climate Change**

Gloucestershire, like many other Councils declared a climate emergency in May 2019 and set a target to reduce carbon emissions to net zero by 2045. This includes developing a roadmap to reduce emissions from transport, which is the largest source of greenhouse gas emissions.. Studies globally have shown that the reduction of vehicular traffic since the beginning of the pandemic has had a positive effect on air and noise pollution.

However, we are also acutely aware of the link between air quality and health and the effect of noise (meaning unwanted or harmful sound) on our quality of life. Research already indicates the impact of poor air quality for those with pre-existing respiratory and heart conditions and the effect noise can, in the short-term affect mental health.

With many more people experiencing and sharing their stories of depression, stress and anxiety during this difficult time, we as a Council need to do all that we can to encourage people to walk and cycle more within and outside of their communities. The reduction in vehicle speeds will help achieve this objective and allow for more inclusive places to live.

#### **4.5. Environment**

As referred to in section 3.2, the visual impact of schemes needs to be considered. Gateway features would be a preferred way of indicating entry into a 20mph zone, with minimal vertical features (road humps, build outs etc) within the zone.

Another environmental consideration would be the impact on air quality. A previous concern about driving at 20mph is that cars are less efficient at this speed, using more fuel and creating more emissions; however as stated in section 3.3 this is less of a consideration for more modern vehicles and is less of an issue at all for electric vehicles.

The major benefit for the environment of 20mph speed limits would be the increased number of journeys on cycles and on foot, the reduction in use of the car for shorter journeys and an opportunity for our struggling eco systems to continue to improve and build upon the significant changes that have happened as a direct result of the Covid-19 pandemic.

#### **4.6. Engineering**

Lower speeds can have an impact on engineering design standards, enabling the creation of more of a community feel. It allows for street scene to be less “engineered” and more accommodating to people. Higher speeds require greater segregation between cyclists and traffic, need more land and reduce opportunities for people to cross main roads and side roads easily and safely.

### **5. Stakeholders and Communication**

There are different groups of stakeholders who will have different requirements and concerns regarding a proposed policy. There is an opportunity to explore the issues around the development of a policy for widespread 20mph limits. There are many groups who could be engaged with to explore the key issues and to gather evidence from other authorities who have already moved further along the road.

### **5.1. County Councillors**

Many local councillors support the ambitions of their communities to have 20mph limits but would feel more comfortable with clear policies so they can say whether or not those ambitions fit within policy parameters. Councillors also want schemes, once agreed, to be delivered quickly (not over many years).

### **5.2. Communities**

Feedback from experiences during lockdown, supported by previous research, indicates that there was a stronger sense of community when there was less traffic on the road. There were higher numbers of cyclists and pedestrians using the roads for exercise and essential journeys. It is important that the voices of communities are heard during consultations.

### **5.3. Parish Councils**

Parish Councils have good links with Local Highway Managers and with their County Councillors. They are often the drivers for change in their area, and individuals who have concerns about particular traffic issues will generally be directed to the Parish Council in the first instance, so that priorities can be agreed. Many Parish Councils have sufficient finance to pay for TROs to be produced, however there is not always clear understanding that new TROs need to meet policy criteria before funding is even considered. There can also be a desire to have a particular traffic measure which has been introduced elsewhere but without the understanding of the appropriateness or otherwise for their particular location and circumstances.

### **5.4. Drivers**

Whilst there is an aspiration to make cycling and walking the first choice for shorter journeys, there is also recognition that journeys by car must still be accommodated. A clear hierarchy of roads, identifying those routes which would not be restricted because they are generally used for through journeys, would be beneficial. Communication with this group is important to share the vision so that drivers are aware of the reasons behind changes and any alternative travel options..

### **5.5. Police**

Gloucestershire Police are committed to improving safety on roads, but follow the traditional line (set out in the DfT's Setting Local Speed Limits) that they will only support speed limits which are in line with existing mean speeds and are generally self-enforcing. This makes it difficult to achieve significant change without significantly greater resources for traffic calming. However, Police forces from Wales have started to engage with ours and other local roads policing units to discuss how they plan to overcome many of the traditional issues encountered by undertaking enforcement within a 20mph speed limit or zone. This will require enforcement thresholds to be changed to not only address concerns of speed but engage and educate motorists on the benefits of driving slower within built-up environments.

### **5.6. Emergency Services**

Because of the overall safety benefits low speeds often have the support of health authorities however for emergency services the priority is for access to

be maintained, and the ability to get to places quickly. Emergency Services are generally not supportive of physical traffic calming features as this can often create delays and in the case of Ambulances, discomfort for patients and/or passengers. This can be mitigated by early engagement to identify priority routes and preferred types of traffic calming (e.g. chicanes and cushions rather than humps).

### 5.7. Public Transport

Similar to the emergency service, access must be maintained and the ability to run to timetable is an important consideration. Early engagement is important as bus operators are not keen on vertical traffic calming features because of driver and passenger discomfort - yet without these many 20mph schemes will not have police support. As good public transport links will help to encourage modal shift and reduce the volume of traffic they complement 20mph schemes.

### 5.8. Freight

Organisations such as the Road Haulage Association and the Freight Transport Association want to ensure access for deliveries, within zones/areas, and for measures not to impact on through journeys

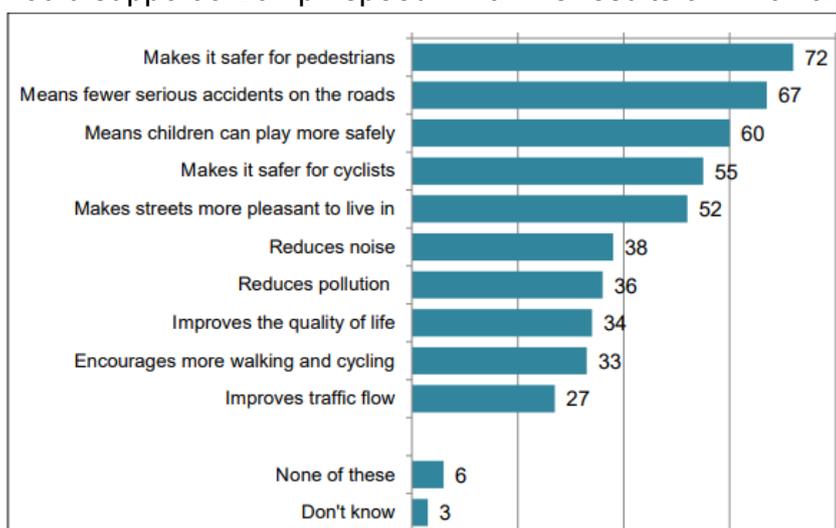
### 5.9. Neighbouring authorities

We are already being asked to work with our neighbouring authorities along the Welsh border, to establish clear practices in transitional areas. In settlements which straddle the border, such as Chepstow and Monmouth, all road users need to be clearly informed as to what to expect, and what limits apply on which roads.

### 5.10. Engagement

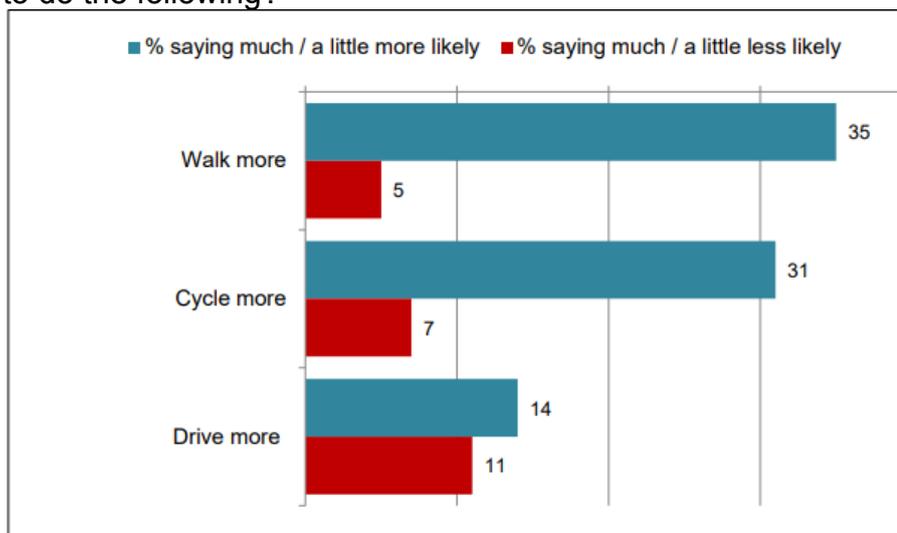
Welsh Government are currently in the process of conducting a consultation exercise with residents and visitors to Wales on their thoughts of implementing a 20mph default speed limit across Wales (<https://gov.wales/proposal-reduce-speed-limit-20mph-residential-streets>). This process will end on 1<sup>st</sup> October and it is our intention to discuss the outcome of this with them to establish how we might consider engaging with the residents of Gloucestershire in the future -

A previous survey conducted with 1000 people in Wales asked why they would support a 20mph speed limit. The results of which are shown below.



Base: all participants (1,002)

Another question asked was 'Can you tell me what difference 20mph speed limits might make to you personally – would they make you more or less likely to do the following?'



Those most likely to walk and cycle more with 20 mph speed limits were:

- young people (at 46% of 16-24s) (walk)
- those with children under 16 in their household (at 41%) (walk)
- young people (at 16 – 34s) and those with children in their household at 31% (cycle)

Carrying out a similar consultation in Gloucestershire would enable us to benchmark against these results and to establish a level of support for widespread changes.

## 6. Delivery

### 6.1. Legal

Although the motion requests that 20mph becomes the default speed limit for residential roads, it will not be possible to have 20mph limits without Traffic Regulation Orders unless the Department for Transport makes a change to the existing legislation, and their current policy is not to do this. The County Council can set an aspirational 20mph default limit, but each limit will require a Traffic Regulation Order and the support of Gloucestershire constabulary.

There are several different types of Traffic Regulation Order (TRO) that Highway Authorities, such as GCC can implement when considering the provision of a new speed limit. These are:

- Emergency
- Temporary
- Permanent

The choice of TRO will depend on the reason(s) for implementing the order, for example roadworks on a busy main road may require the existing speed limit to be reduced to protect roadworkers, cyclists and pedestrians. This will generally be done using an Emergency or Temporary Order, the duration of which can vary depending on the nature of the works. Grant funded and capital schemes may require the Authority to implement Permanent orders.

It should be noted that Experimental Traffic Regulation Orders cannot be used for changes in speed limits.

There is a prescribed process for TROs, which includes informal and formal consultation with statutory consultees as well as the general public. 20mph limits and zones both require TROs and it is important that the Order receives the support from Gloucestershire Police, as an Order is only as good as the enforcement that it receives.

## **6.2. Physical**

There are two types of speed limits that Highway Authorities can use when reducing the speed limit down to 20mph. 20mph limits require terminal signs and repeater signs, whereas 20mph zones require gateway signing and other traffic calming measures. Traditionally, these traffic calming measures would be speed humps, tables or buildouts, which as mentioned in section 5 are not widely supported by emergency services or public transport. We can investigate alternative, less intrusive measures as part of the ongoing delivery of the 20mph programme. This would reduce the cost of delivering 20mph zones.

## **6.3. Communication**

We need a strong communication plan, concentrating on delivering the vision, to get buy in from all, including drivers who may feel marginalised by such policies if they see them only as restrictions.

## **6.4. Resources**

The average cost for delivering the legal paperwork for a limit or a zonal restriction is approximately £10k, including consultation and statutory advertising. However there are costs associated with signing, which are greater for zonal restrictions. The availability of lamp columns or similar to attach signs to, will influence the cost. If roundels (marked on the carriageway) are used, these need to be maintained.

Depending on the level of physical measures required to be installed, the total scheme cost (including TRO costs) can range from £12k - £50k for a small scheme. It will be significantly more for larger areas and longer roads.

All Traffic Regulation Orders have to be funded, as there is generally no allowance for them within the Council's base budget. The staff resources for implementing speed limit TRO's within highway schemes are funded by schemes once they are in the Highways Capital Programme. This reduces the ongoing revenue cost to the authority but also limits scope for feasibility work.

This year Council added £100,000 to the budget and proposals for this are included in section 6.8. Otherwise TROs are funded by developer income (Section 106) or from Highways Local or Community Offer, sometimes with matched funding from parish or town councils. [For further information on TRO funding streams please visit](https://www.gloucestershire.gov.uk/highways/traffic-regulation-orders-tro-and-traffic-schemes/what-is-a-traffic-regulation-order-tro/)

<https://www.gloucestershire.gov.uk/highways/traffic-regulation-orders-tro-and-traffic-schemes/what-is-a-traffic-regulation-order-tro/>

The consultative nature of statutory legal procedures means that not all TRO's are implemented and significant time and cost is spent considering objections

to schemes. Following staffing issues and delays to some schemes officers are reviewing productivity and have taken steps to secure additional temporary resources in the current financial year.

### **6.5. Prioritisation**

Due to the constraints of resources, it will be necessary to prioritise requests for 20mph zones. A prioritisation scheme will be developed which will rank requests against specific criteria. Safety and accident statistics will be key drivers, as will the measurable benefits to non motorised vehicle users. Routes to school, and other community facilities, (shops, church, pub, etc) will also be prioritised.

### **6.6. Monitoring**

Although we hold lots of data about speeds prior to the introduction of new speed restrictions, we do not always collect data about speeds once new limits have been established. It would be beneficial to collect data on all of the schemes listed in section 3.4, and routinely collect before and after data on any new schemes.

### **6.7. Timescales**

The identification and delivery of any TRO always takes longer than people expect. It can often take many months, or even years to decide that a TRO is required – particularly for speed management - – and consultation processes can identify new information and expose divergent views within a community.. Several other avenues will have been explored before it is agreed to go down the TRO route. The statutory framework around TRO delivery means that it again can take many months or years before a signed order can be made effective.

### **6.8. Proposal for additional budget allocation**

Council allocated an additional £100k to the budget for delivery of more 20mph schemes, some of which is earmarked for existing schemes.

The proposal for use of the balance of that money is as follows:

- collect speed data for previously introduced schemes and monitor effectiveness of those and future schemes against objectives
- Development of a toolkit for determining solutions for different locations, using the following schemes as “test schemes”
  - St Briavels
  - Matson
  - Charlton Kings
  - Chalford
  - Minchinhampton
  - Slimbridge
- Development of a prioritisation process

The test schemes will include a range of new delivery methods, including batching schemes into a single order. We will also identify the optimal (minimum) amount of traffic calming features which would be acceptable to support a 20mph zone approach.

## **7. Recommendations**

The following recommendations are made:

- Officers to continue to deliver existing schemes as above
- Officers to develop a methodology for the prioritising of requests for 20mph zones and limits
- Officers to work with Gloucestershire Police to review the Community Approaches to Road Safety document, and develop a 20mph policy supported by internal guidance.
- Officers to collect data to confirm the effectiveness of recently introduced 20mph schemes.