

Item No.	Classification: Open	Date: 2 October 2013	Decision Taker: Cabinet Member for Transport, Environment and Recycling
Report title:		Making Southwark a 20mph Borough	
Ward(s) or groups affected:		All	
From:		Strategic Director of Environment and Leisure	

RECOMMENDATIONS

That the Cabinet Member for Environment, Transport and Recycling agrees

1. To approve the proposal to extend the coverage of 20mph on all roads for which Southwark is the Traffic and Highway Authority using a signage only approach as per paragraph 26.
2. To implement 20mph limits programme as set out in table 1 subject to the necessary statutory procedures being completed, as and when funds permit
3. To prepare a communication and publicity campaign to be carried out in parallel with the statutory procedures and scheme implementation.
4. That the impact of the implementation of a borough wide 20 mph limit be monitored and reported to the Cabinet member for Transport, Environment and Recycling.

BACKGROUND INFORMATION

5. The following motion was passed at Council Assembly in November 2012 and accepted by Cabinet in January 2013.

That council assembly believes that the biggest cause in road deaths is speeding and therefore calls on the cabinet:

For Southwark to become a 20mph borough

To call on the Association of Chief Police Officers (ACPO) to ensure police enforce 20mph speed limits

To call on TfL to give greater flexibility and support for the use of average speed cameras.

And also for:

More to be done to make TfL operated roads safer and calls for greater transparency for TfL's review of dangerous junctions in Southwark.

6. The policies contained within Southwark's Transport Plan 2011 are consistent with the introduction of a borough wide 20mph limit including all roads for which Southwark is Highway Authority. The relevant excerpt is as follows:

“Policy 5.5 - We will make Southwark a 20mph borough

The council's core approach to reducing road danger is to reduce vehicle speeds. This has been pursued through the introduction of 20mph zones and limits across the borough. The intention is that Southwark be a 20mph borough, so the default maximum traffic speed in the borough would be 20mph, with any streets with a higher maximum speed limit being the exception to this rule. In practice, this could mean introducing a physical measure such as a raised pedestrian crossing, junction or side road entry treatment where there are known safety and/or other issues, although we recognise that vertical traffic calming measures may not always be practical and can cause discomfort to some road users. We will also look at other options to achieve speed reduction, such as carriageway narrowing and the use of average speed cameras (once these become more widely available).”

KEY ISSUES FOR CONSIDERATION

Benefits of speed reduction

7. Currently over two thirds of borough roads in Southwark are now 20mph, comprising 265.4 kilometres (please see Appendix A)
8. Setting speed limits at the appropriate level for the road, and ensuring compliance with these limits, play a key part in ensuring greater safety for all road users. The relationship between speed and likelihood of collision as well as severity of injury is complex, but there is a strong correlation
9. The Royal Society for the Prevention of Accidents (RoSPA) identified a 2.5% chance of a pedestrian being fatally injured when struck at 20mph, compared to a 20% chance at 30mph (Reducing Road Traffic Casualties)
10. Research shows that on urban roads with low traffic speeds any 1 mph reduction in average speed can reduce the collision frequency by around 6% (Taylor, Lynam and Baruya, 2000) There is also clear evidence confirming the greater chance of survival of pedestrians at lower speeds.
11. 20mph limits covering most streets in Portsmouth have demonstrated that it is possible to introduce large scale 20mph limits in built up environments. Early evidence suggests speed and casualty reductions have taken place and are consistent with previous research that has indicated that 20mph limits without traffic calming reduce mean speeds by 1 mph on average. A minority of streets in Portsmouth that had average speeds of 25mph or higher before the 20mph speed limits were introduced had higher average speed reductions.
12. In addition recent research by the Cross River Partnership (April 2013) in to the impact of 20mph on estimated tailpipe emissions of NOx, PM10 and CO2 found that 20mph restrictions are:
 - Beneficial in reducing PM10 for both diesel and petrol engines.

- Beneficial in reducing NOx and CO2 for diesel engines.

While there can be a small increase in NOx and CO2 emission factors for petrol engines, overall there is a positive effect from 20mph speed restrictions on ambient local air quality. This supports the aims and objectives of the Council's Air Quality Improvement Action Plan (2012-2017).

20 mph limits

13. Relaxation of the DfT guidance relating to 20mph zones (DfT Circular 01/2013) now allows the use of signage and road markings in place of vertical and horizontal deflections even where 'before' speeds are relatively high. This potentially allows main roads to be included in 20mph zones. The advantage of such an approach is that coverage of all borough roads could be achieved at a relatively low cost. Such a borough wide approach may also help to change behaviour and attitudes among road users.
14. However the DfT guidance goes on to state that Research into signed only 20mph speed limits shows that they generally lead to only small reductions in traffic speeds. Signed only 20mph speed limits are therefore most appropriate for areas where vehicle speeds are already low. If the mean speed is already at or below 24mph on a road, introducing a 20mph speed limit through signing alone is likely to lead to general compliance with the new speed limit. If limits are set unrealistically low for the particular road function and condition, it may be ineffective and drivers may not comply with the speed limit.
15. A number of borough roads, particularly main roads, are likely to have average speeds above the 24 mph average, however the issues of poor compliance on roads particularly where the mean speed of traffic is high can be addressed via driver education, speed and collision monitoring and targeted physical interventions such as static/average speed cameras.

Speed cameras

16. Transport for London is undertaking a programme to replace all spot speed and red light wet film cameras which are nearing the end of their operational life with new digital cameras. The timescale for replacement is approximately two years.
17. Presently Southwark has 24 speed and red light cameras that require replacement. The new digital cameras will have Home Office Type Approval to operate within 20mph speed limits. Of the 24 TfL have identified 2 cameras for decommissioning but given Southwark's intention to become a 20mph borough and the proven collision reduction potential of the cameras the Council is currently investigating the possibility funding their replacement.
18. Research has confirmed the effectiveness of average speed cameras in casualty reduction and of increasing speed limit compliance of drivers. An 18 month before and after study of average speed cameras installed on A13 in East London found that killed or serious injuries fell by 58%. However, TfL have been reluctant to take this technology forward particularly on 20mph roads. Officers continue to lobby TfL to review their current policy in this respect.

Enforcement of 20 mph limits

19. The DfT also states that It is important that traffic authorities and police forces work together in determining, or considering any changes to speed limits. Also 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.
20. The current official position of the MPS is that they support the introduction of 20mph zones and limits by Local Authorities but insists that they should be self-enforcing through physical traffic calming measures. Where traffic is found to be exceeding 20mph then further physical engineering should be considered as a first option. If this does not work then it may be the case, that where vulnerable road users are within the zone, the MPS may consider that enforcement can take place, however the Association of Chief Police Officers (ACPO) has once again circulated its opinion that routine enforcement of 20mph zones should not take place. The MPS is unable to enforce new zones without additional resources or a re-direction of existing committed expenditure.
21. As per the Council motion of November 2012 a letter has been sent to the Association of Chief Police Officers (ACPO) to ensure police enforce 20mph speed limits. (Appendix-C). The matter will also be raised at the Safer Southwark Partnership and London Councils.

Consultation

22. The DfT also suggest that comprehensive and early consultation of all those who may be affected by the introduction of 20mph scheme is an essential part of the implementation process. This needs to include local residents, all tiers of local government, the police and emergency services, public transport providers and any other relevant local groups.
23. The Council's Transport Plan 2011 clearly states the Council's intention to become a 20mph borough (Policy 5.5). The plan was widely consulted on including focus groups, consultation with the police and emergency services, public transport providers and relevant local groups such as Southwark Cyclists and Living Streets. If agreed the actions of this report will be subject to statutory consultation as part of the Traffic Regulation Order process backed with a communications and publicity campaign to raise awareness, encourage better driver behaviour and improve support for and compliance with the proposed limits.

Implementation

24. An alternative approach to a 'signage only' implementation would be to implement the 20mph borough proposals along with a comprehensive range of physical measures, only implementing the change in speed limit in each street when physical measures can be introduced. However, this approach would not only take longer to implement, but would be significantly more costly.
25. Whilst putting in a signed only 20 mph limit Borough wide scheme may result in less significant reductions in speed initially, it is still considered that it will reduce speeds, as many drivers will either obey the signs or even if they do speed, they will do so at lower levels. On balance, given the potential for road casualty

reduction, the speedier implementation time and reduced cost compared to benefits, and the positive impacts on walking, cycling and air quality a signage only approach is recommended.

26. It is therefore proposed to extend the coverage of 20mph on all roads for which Southwark is the Traffic and Highway Authority using a signage only approach - whilst ensuring that comprehensive monitoring is undertaken and a targeted programme of physical interventions introduced in future years in locations of genuine need because of poor compliance or other reasons..
27. Borough roads will be monitored for collision and speed and reviewed within 12 months of implementation. The outcome of the monitoring will be reported to the Cabinet Member for Transport, Environment and Recycling with a targeted programme of physical interventions to be instigated to deal with 'hotspots'.

Implementation programme

28. Funding has been secured from Transport for London LIP funding (in 2013/14) to implement new 20mph zones in parts of the north-west of the borough around London Bridge and also parts of East Dulwich ward. Funding has not yet been secured for the implementation of the programme to the remaining roads in the borough; however development and design work is being funded from within existing budgets.
29. The programme to extend the coverage of 20mph in Southwark using a signage only approach is shown in table 1. This will include the two LIP funded areas in a first phase, followed by all remaining roads for which Southwark is Highway Authority – including all main roads together with the strategic road network (SRN) but exclude the Transport for London Road Network (TLRN) – please see Appendix B. This second phase is subject to decisions on the capital programme for 2014/15 . Subject to funding and statutory approvals the borough wide scheme can be completed by June 2014:

Table 1 20 mph Borough wide programme

Programme	Date
Reviewing collision records, carrying out traffic/speed counts and preparing scheme designs and communication strategy.	June/Nov 2013
Statutory consultation on TMO (strategic scheme)	Jan 2014
IDM to consider any objections to stat consultation	Feb 2014
Communication/publicity campaign	Jan 2014 onwards
Council's capital refresh to consider bid for £1.1m cost of full implementation in 2013/14	Feb 2014
Implementation (LIP funded areas)	March 2014
Implementation (rest of borough)	April – June 2014
Monitoring and review .	July 2015

Transport for London

30. Transport for London (TfL) are the traffic and highway authority for around 6% of roads in Southwark which account for approximately 30% of the traffic volume and more importantly account for 47% of casualties (2011). Officers are currently in negotiation with TfL to get their commitment to the Council Assembly requirements for:
- The use of 20mph Average Speed Cameras
 - Greater transparency on TfL's review of dangerous junctions in Southwark
 - Making Transport for London's Road Network within in Southwark 20mph.
31. It is also important that neighbouring traffic authorities work closely together, especially where roads are 'boundary roads' where more than one highway authority is responsible, to ensure speed limits remain consistent. Officers are currently liaising with Lambeth, Lewisham, and Bromley, all of whom have shared 'boundary roads' with Southwark. Lambeth have expressed in principle support for the proposal. Officers are hopeful that the other authorities will also support the Council's position.
32. In London Islington Council was the first Authority to become a 20mph borough and currently Camden, the City of London, Hackney, Haringey and Lambeth are considering implementing their own borough-wide 20mph limit.
33. In a response to the Roads Task Force report entitled 'The vision and direction for London's streets and roads' TfL have recently stated that they will:
- Consider locations on the TRLN and borough road network where average speed cameras may be appropriate depending on their casualty history
 - Trial 20mph speed limits at specific locations on The TLRN.
 - Be open to a range of speed limits on main roads in London, including 20mph. Limits relevant to key arterial routes are different to those on routes where people live, work and shop, and we will consider variable speed limits and 20mph limits where appropriate and in line with DfT guidance.
 - Work with London boroughs seeking to introduce borough-wide 20mph limits on borough roads and on parts of the TLRN, to understand the most effective means of implementation and compliance and the wider application in central London. :(Delivering the vision for London's streets and roads July 2013)

Policy implications

34. The recommendations contained within this report are consistent with the policies of the Transport Plan 2011, particularly
- Policy 2.3 - Promote and encourage sustainable travel choices in the borough.

- Policy 4.2 – create places that people can enjoy.
- Policy 4.5 - Enhance quality of life through the built and natural environment.
- Policy 5.1- Improve safety on our roads and to help make all modes of transport safer.
- Policy 5.4 - Seek to reduce vehicle speeds and educate and enforce against those who break speed limits.
- Policy 5.5 - We will make Southwark a 20mph borough
- Policy 5.6 - We will seek to create conditions where our roads are safe.

Community impact statement

35. The policies within the Transport Plan are upheld within this report have been subject to an Equality Impact Assessment.
36. The recommendations are borough wide and will therefore affect all those people that live, work and travel in Southwark.
37. The important benefits of 20mph Schemes include quality of life, community benefits and encouragement of healthier and more sustainable transport modes such as walking and cycling. Walking and cycling can make a very positive contribution to improving health and tackling obesity, improving accessibility and tackling congestion, reducing carbon emissions and improving the local environment.

Resource implications

38. The total cost of implementing the full proposal will be approximately £1.59m. £492k has already been secured from LIP and Barclays Cycle Super Highway complementary measures funding. The remaining £1.1 million to extend coverage of 20mph to all remaining roads including main roads and SRN will be the submitted as a bid to the Council's Capital Programme which is due to be considered in February 2014. These works will not be committed until the funds have been secured from the council's capital programme.
39. The make up of the secured £492k funding is shown below. These works are expected to be completed before 31st March 2014.

Area	Funding Source	Amount
Implementation of 20mph in Southwark Bridge Road 20mph limit	TfL Barclays Cycle SuperHighway Complementary Measures (KS601) (L-5110-0035) S106	£103K £29.7K
Implementation of 20mph limits in SE1	LIP 2013/14 (R-2013-0040.19)	£256K
Implementation of 20mph limits in East Dulwich	LIP 2013/14 (R-2013-0040.20)	£103K

Consultation

40. The Council's Transport Plan was widely consulted on involving focus groups, all community councils, web based consultation etc.
41. Statutory consultation will be carried out as part of the Traffic Regulation Order process.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Legal Services (RM/0913)

42. The Cabinet member for Transport Environment and Recycling is being asked to approve a proposal to extend the coverage of a 20mph zone in Southwark, to implement the 20mph limit on roads for which Southwark is the highway authority and to prepare a publicity and communications campaign to help give effect to the proposals.
43. The Council's constitution gives the portfolio holder for Transport Environment and Recycling responsibility for, amongst other things, traffic management and road safety. Part 3D of the Constitution states under Service Planning & Delivery those matters which are specifically reserved to individual cabinet members, and includes under paragraph 6 responsibility to agree statutory and other strategies in relation to their area and responsibility. Approval of a proposal which relates to traffic management and road safety, would therefore clearly fall within paragraph 6 of the Constitution as the Cabinet member is agreeing a strategy in relation to his area and responsibility. Furthermore, paragraph 7 of Part 3D of the Constitution also gives the Cabinet member responsibility for agreeing significant policy issues, which would also be a relevant exercise of power.
44. The recommendation therefore falls within the powers granted to the Cabinet member by the Council's constitution and in addition are consistent with the Council's Transport Plan 2011 which introduced a borough wide 20mph limit for roads which Southwark is the highway authority for.

Strategic Director of Finance and Corporate Services

45. This report is requesting the Cabinet Member for Transport, Environment and Recycling to approve the proposal to extend the coverage of 20mph on all roads for which Southwark is the Highway Authority using a signage only approach, following the motion passed by Council Assembly and accepted by cabinet in November 2012 and January 2013 respectively.
46. The report is also requesting the Cabinet Member for Transport, Environment and Recycling to agree the Borough wide 20mph programmes as reflected in paragraphs 1-4.
47. It is noted that the total cost of implementing the full proposal is approximately £1.59m of which £492k has already been secured from the Local Implementation Programme (LIP) and Barclays Cycle Super Highway schemes via TfL. It is expected that the remaining cost of £1.1m is to be submitted as a capital bid to the Council's Capital Programme which will be subject to formal review and approval by Cabinet.

48. It is also noted that works on this proposal will be restricted up to the current approved funds of £492k and further works will be commissioned, only after further funds are secured.
49. Staffing and any other cost such as consultation to be contained within existing departmental budgets.

APPENDICES

No.	Title
Appendix A	20mph Limits and Zones
Appendix B	Proposed Areas for Completion of 20mph Borough
Appendix C	Letter to ACPO

BACKGROUND PAPERS

Background Papers	Held At	Contact
Transport Plan TSRGD 2002 Transport Circular 01/2013	Southwark Council Environment & leisure Public Realm Projects 160 Tooley Street London SE1 2QH	Eamon Doran - 020 7525 0513

AUDIT TRAIL

Lead Officer	Deborah Collins, Strategic Director Environment & Leisure		
Report Author	Des Waters, Head of Public Realm, E&L		
Version	Final		
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Key Decision?	Yes	If yes, date appeared on forward plan	May 2013
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINETMEMBER			
Officer Title	Comments Sought	Comments Included	
Director of Legal Services	Yes	Yes	
Strategic Director of Finance & Corporate Services	Yes	Yes	
Cabinet Member	Yes	Yes	
Date final report sent to Constitutional Team			26 September 2013