

SPEED MANAGEMENT ISSUES

To: Cabinet

Date: 24th May 2011

From: Acting Executive Director: Environment Services

Electoral division(s): Section 2 of the report: Bourn, Duxford, Gamlingay, Hardwick, Sawston,
Section 3: All Divisions

Forward Plan ref: 2011/022

Key Decision: Yes

Purpose: To consider:

- a) Decisions taken by the South Cambridgeshire Area Joint Committee (SCAJC) on speed limit changes on various routes as part of the A and B road speed limit review; and
- b) Future funding allocation for the A and B road speed limit review.

Recommendation

Cabinet is recommended to:

/decision required:

- a) Support the SCAJC decision to extend the 50mph limit on B1042 on Link 4 to include the Larkin Road junction, on accident grounds and re-advertise the proposal;
- b) Rescind other decisions taken by the SCAJC in relation to the changes set out in Appendix A and approve the original advertised proposals for implementation;
- c) Invite Barton, Longstowe, Stapleford/Sawston and Tadlow Parish Councils to consider funding a reduction in the speed limit in or on the approaches to their settlements, in light of recent policy changes relating to speed limits in villages and settlements;
- d) Support the implementation of further reviews as set out in para. 3.7 in the report, up to the limit of the available funding in 2011/12;
- e) Suspend further implementation of the speed limit review project thereafter, for the reasons set out in paragraph 3.8.

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1. BACKGROUND

- 1.1 In 2008, in response to a request from the Department for Transport, Cabinet agreed to a review of all speed limits above 30mph on all the A and B roads in the county, excluding trunk roads. The review was timetabled to take four years, ending in 2011/12. The A and B road network was divided into 87 separate reviews, with the expectation that around 22 reviews would be completed in each of the four review years.
- 1.2 Last year, various reviews were undertaken on A and B roads in south Cambridgeshire using the methodology set out in the latest Department for Transport speed assessment framework, which was endorsed by Cabinet when it supported the countywide A and B road review project. This approach to assessment takes into account various aspects, the chief factors being the mean speed of traffic, the casualty rate and the road characteristics.
- 1.3 The primary aim of the review process is to determine a speed limit that is appropriate for the road environment, which will achieve a reasonable level of compliance and, by association, will achieve lower vehicle speeds rather than the arbitrary lowering of a speed limit.
- 1.4 Communities often express a desire for reduced speed limits and the County Council is keen to work with communities to help them manage their street environments and contribute to a sense of place. However, speed limit reductions in themselves and without other measures, usually result in only a marginal reduction in speed and speed limits have to be appropriate for all road users, including through traffic. Therefore County Council policy is to prioritise funding towards speed reduction measures that are expected to reduce accidents.
- 1.5 As part of the annual review, Cabinet considered a report on highway policies at its meeting on 5th April and approved a new policy that included a more flexibility in the setting of speed limits in settlements but which reaffirmed the existing policy in relation to setting speed limits on rural roads, outside settlements. The new speed limit policy is available on this link: <http://tinyurl.com/5vucggy>
- 1.6 The basis for the revised Speed Management policy is that Council budget should be targeted at schemes that will reduce speed based on the guidance and research that exists. However, it recognises the desire of some communities to reduce speed limits in certain locations outside of the guidance and puts in place a mechanism for communities to promote and fund reduced speed limits within settlements.
- 1.7 The revised policy is also clear that speed limits between settlements should be set by the Highway Authority in accordance with the framework included in the policy. This recognises a number of issues:-
 - That it removes the risk of inconsistent speed limits across the boundaries of neighbouring communities.
 - That there are fewer frontages and accesses that are affected by speed.

- That the Council policy already takes due consideration of accident records and so if a link has a speed related accident record that justifies a speed limit reduction this can be delivered through the Council's policies, subject to funds being available.

2. REVIEW OUTCOMES FOR A603, B1042, A1198, A1301 & A1307

- 2.1 The Terms of Reference and Operating Conventions for Area Joint Committees are included as **Appendix A**. These identify that an Area Joint Committee has delegated power to determine objections to advertised Traffic Regulation Orders but that a decision taken by the Committee under delegated powers may be subject to reconsideration by a constituent authority where it conflicts with the agreed policies/budget of that authority.
- 2.2 The speed limit changes advocated by the reviews were formally advertised. Objections were received which were subsequently determined by the SCAJC at its meeting on 17th January this year. The AJC report and minutes are available as source documents. The decisions taken by the SCAJC were in conflict with the policy approved in April this year, and following consultation with the portfolio holder, it was agreed that these should be referred to Cabinet.
- 2.3 For each length of road under consideration, **Appendix B** sets out the speed limit review recommendations, the decisions taken by the SCAJC and officer comment on the individual decisions.
- 2.4 In considering the SCAJC view regarding the B1042, officers advise that there is some merit in the SCAJC decision to extend the 50mph limit on Link 4 to include the Larkin Road junction on accident grounds. This would require the County Council to re-advertise the traffic regulation order for this section of road.
- 2.5 When considering the other decisions taken by the SCAJC, on speed limits outside of villages and settlements, these are inconsistent with the policy on rural speed limits that Cabinet has recently reaffirmed and it is recommended that these decisions should be rescinded and the speed limit review changes that were formally advertised should be implemented instead. If the SCAJC decisions stand, it will prove very difficult to maintain any semblance of policy on rural roads outside settlements.
- 2.6 When setting the recent policy changes referred to in 1.5, Cabinet were keen to enable parish councils and communities to reduce speed limits where it is a local priority, but falls outside the Council's implementation criteria. Therefore, it is suggested that the villages (Barton, Longstowe, Stapleford/Sawston and Tadlow) should be invited to consider funding speed limit changes in light of the recently approved policy for setting speed limits in and on the approaches to settlements.
- 2.7 To support local communities wishing to make changes to speed limits where it is a local priority, but falls outside the Council's implementation criteria, an information leaflet explaining the new policy and setting out the process to be followed is being prepared. This will be sent to all town and parish councils and provided on-line.

3. A & B ROAD REVIEW UPDATE

- 3.1 The review of speed limits on A&B roads was prioritised using the personal injury accident records for each length of road.

Progress

- 3.2 The table below sets out the progress made to date.

No. of review reports published and implemented	15
No. of review reports published and awaiting implementation	11
No. of review reports completed but awaiting verification	39
No. of reviews where data capture is in hand and reports being prepared	22

- 3.3 Based on the reviews that have been either implemented or are in the process of being implemented, the table below summarises the changes made or anticipated to lengths of speed limits (in kilometres).

70 mph limit			60 mph limit			50 mph limit		40 mph limit	
Retained	Reduced to 60	Reduced to 50	Retained	Reduced to 50	Reduce to 40	Retained	Reduce to 40	Retained	Reduced to 30
7.7	0.8	1.25	89.5	69.9	2.4	5.9	0	26.9	3.7

- 3.4 In undertaking the review work Officers have had to concentrate on the A&B roads on the network, and have not had the resource to enable them to consider other requests during the period. This approach was relaxed by Cabinet early in 2010.

Implementation

- 3.5 Implementation of the review outcomes has also been slower than expected with the Road Safety service undertaking the reviews and the Area Traffic Teams taking forward the formal processes to change speed limits, as and when staff resources have permitted. Wherever possible, speed limit changes have been advertised in batches to reduce costs but this has delayed the process.

Funding

- 3.6 Given that the costs involved in implementing the outcomes of individual reviews are not known until the reviews have been completed, it is difficult to assess the funding required to complete the whole review. As with many other projects funded from the Local Transport Plan (LTP) Integrated Block, the budget available this year for further implementation work for the speed limit review is much reduced at around £56,000, once staff overheads are taken into account. The review was intended as a four year project with funding that ends this financial year.
- 3.7 It is proposed, as the first call on the available budget, that funding is allocated to those reviews that have been through the formal statutory stage and await implementation or a decision by Cabinet to approve implementation (reviews no. 13, 16, 17, 18, 21, 27 and 29); this would cost around £25,000. The remaining funding could then be used to implement further reviews in ranked order up to the limit of the available budget. It is estimated that this would allow reviews no. 12,

14, 22, 24 and 28 to be completed. **Appendix C** lists the completed reviews and those that would be completed with the funding available.

- 3.8 As indicated, it is difficult to assess the costs involved in completing the whole of the review programme. Given that the lower the ranking of a review, the lower the potential for casualty reduction and reduced funding, it is recommended that work on the review programme be suspended at the end of this financial year.
- 3.9 Those links that have not been considered as part of the review can be included in the considerations for the Casualty Reduction Programme, where speed limit reduction might be used as a tool to reduce speed related personal injury accidents at specific locations or on specific routes.
- 3.10 Speed and casualty data for the outstanding reviews could also be made available to parish councils, if requested, and it would be possible for any review recommendations on sections of road outside settlements to be funded by third parties in accordance with policy, if wanted. The recent change in speed limit policy would allow local communities on all roads to fund changes to speed limits in their settlements, again if considered a local priority.

4. ALIGNMENT WITH PRIORITIES AND WAYS OF WORKING

Supporting and protecting vulnerable people when they need it most

- 4.1 There are no significant implications for this priority.

Helping people live healthy and independent lives in their communities

- 4.2 The speed limit review changes have the potential to reduce road casualties and improve road safety in communities.

Developing the local economy for the benefit of all

- 4.3 There are no significant implications for this priority.

Ways of Working

- 4.4 Prioritising the funding available for speed limit reviews based on the casualty ranking has the greatest potential for improving road safety on the A and B road network.
- 4.5 The invitation to local communities to invest in speed limit reviews on within and on the approaches to their settlements under the newly adopted speed limit policy facilitates localism, enabling local communities to set local priorities and to take greater ownership of the decision making process.

5. SIGNIFICANT IMPLICATIONS

Resources & performance

Finance

- 5.1 Further county council works would be limited to the available budget. Any changes to speed limits in and on the approach to settlements would fall to third parties under the new policy.

Performance

- 5.2 No significant implications identified.

Statutory Legal and Risk Implications

Key Risks

- 5.3 Taking decisions on setting speed limits outside of policy has the following risks:
- a) Difficulty in demonstrating any policy rationale and equity;
 - b) Failure to meet expectations if unrealistic speed limits are set; and
 - c) Potential to impact on joint working with the Police as the enforcement agency for speed limits.
- 5.4 In order to manage these risks it is important to ensure that the decision making process is consistent with policy and that any exemptions from policy can be justified.

Statutory

- 5.5 No significant implications identified.

Equality and Diversity and Implications

- 5.6 No significant implications identified.

Engagement and consultation

- 5.7 There is an expectation that where local communities are promoting changes to speed limits under the new policy, that they take ownership of the consultation process and undertake appropriate consultation with interested parties.

Source Documents

Area Joint Committee Agenda and Minutes 17/01/11

Location

<http://tinyurl.com/3x2z2lh>

**SOUTH CAMBRIDGESHIRE TRAFFIC MANAGEMENT
AREA JOINT COMMITTEE**

TERMS OF REFERENCE

1. To exercise, within the context of the policies of the two authorities and the budget delegated to it by the two authorities, the powers of each authority, on the following issues within the area of the District:
 - Traffic management, including:
 - Consideration of the results of consultation about particularly sensitive or wide ranging traffic regulation proposals.
 - Determining objections to advertised traffic regulation proposals.
 - Determining the priorities for local minor improvements.
 - Setting on-street parking charges.
 - Determining the detail for crossing facilities.
 - Consideration of initiatives to assist people with mobility impairment.
 - Consideration of local road safety issues.
 - Revoking or varying any highway development line.
2. Approving detailed design and consultation arrangements for improvement schemes costing between £35k and £500k (or greater value if specifically delegated by the County Council's Cabinet).
3. Monitoring the performance of the Highways and Access Directorate.
4. Determining the priorities for the local jointly funded cycleways programme.
5. To advise on local air quality strategies and action plans.
6. To report to the County Council's Cabinet and to the appropriate District's executive as necessary.
7. To address other matters specifically delegated by the two authorities from time to time.
8. A decision taken by the Committee under delegated powers may be subject to reconsideration by a constituent authority where it conflicts with the agreed policies/budget of that authority.

**SOUTH CAMBRIDGESHIRE TRAFFIC MANAGEMENT
AREA JOINT COMMITTEE**

OPERATING CONVENTIONS

(a) Chairmanship

The Chairman will be elected annually by the Area Joint Committee. The Chairmanship can alternate between County and District, but need not if that is the wish of the Area Joint Committee.

The Chairman should be a technical and not an executive chairman to avoid a situation in which the Chairman has a casting vote on a contentious issue which may divide the constituent authorities.

(b) Voting

County and District Members only will have voting rights.

A simple majority vote on each issue should be required. In the event of a tied vote the motion will fall. A further motion can then be introduced, otherwise the Committee will move on to the next business.

(c) Agenda Management

The agenda should be prepared for each meeting following joint discussions between the relevant officers of each authority. These discussions should recognise the constituent authorities' respective schemes of delegation.

To support the agenda management process, a one year agenda plan should be prepared. The plan should be rolled forward after each meeting.

Any member of one of the constituent councils or a Parish or Town Council through the Cambridgeshire and Peterborough Association of Local Councils (CPALC) will be allowed to submit an item of business for inclusion on the agenda of the Area Joint Committee provided that:

- it has the support of at least three members of the Joint Committee providing both of the constituent authorities are represented within this figure
- 20 clear working days notice of the item is given to the Democratic Services Officer, in writing

The Area Joint Committee will determine the investigations necessary to fully consider an item put forward in this way.

The member submitting an item which is then placed on the agenda should be invited to the meeting to speak upon it.

Once the Area Joint Committee has made a decision on an item it will not be reconsidered for at least 12 months.

(d) **Petitions**

As these meetings are local decision-making fora and attendance by the public is to be encouraged, the Area Joint Committee should consider petitions on matters within their remit. (The County Council's petitions procedure will apply).

(e) **Venues**

To encourage local participation the meeting venues may be varied within the district for example to reflect local interest in a particular issue on the agenda.

(f) **Local Representations**

The local County Councillor and District Councillor should be invited to attend and, with the permission of the Area Joint Committee, speak on agenda items affecting their division.

A representative of the local parish council(s) may also address the Area Joint Committee on an agenda item relating to their parish.

Relevant County and District Portfolio Holders and Spokesmen may attend and speak. The Group Leaders from each Council will also have this right.

(g) **Membership**

As the Area Joint Committees are decision making bodies, it will be desirable that a full complement of County and District members attend each meeting. To achieve this, a system of named substitutes will operate to enable the political groups to make changes to their membership within their overall allocation of seats on an Area Joint Committee.

(h) **Quorum**

The Quorum for a meeting should be 4 voting members, providing that there is at least one member of the County Council and one member of the District Council present.

(i) **Inspection of Documents**

Background information to an item will be made available to members of both Councils.

(j) **Secretary to the Area Joint Committees**

The County's Democratic Services Team will service the meetings.

(k) **Cambridgeshire and Peterborough Association of Local Councils (CPALC)**

Up to 5 representatives to represent the local councils tier of local government. Parish Council members will be non-voting members. (Current legislation does not permit Parish Council members to vote unless their individual local council is a constituent member of the Area Joint Committee and the member is representing their Council only and not all local councils within the district).

SUMMARY OF SPEED LIMIT RECOMMENDATIONS AND SCAJC DECISIONS

Length of road	Review recommendations	SCAJC decision	Comment
A603			
Link 15: From the sewage pumping station access to the Orchard Farm entrance	No change to 60 mph speed limit	Reduce to 50 mph limit	Links 15 and 16 are both rural in nature, have casualty rates below the national norm for this type of road and the mean speeds are above 56 mph and 53 mph respectively. Therefore, a 50 mph limit will result in low compliance and is unlikely to achieve any significant casualty reduction.
Link 16: From the Orchard Farm entrance to the 40 mph gateway west of Barton	No change to 60 mph speed limit	Reduce to 50 mph limit	
Link 17: From the 40 mph gateway west of Barton to the national speed limit gateway north of Barton	No change to 40 mph speed limit	Reduce the speed limit to 30 mph through Barton	Link 17 through Barton village has low density developmental along its frontage some of which is hidden by trees and hedges. Parts of the link have wide lay-bys which give combined with the vegetation give a more rural feel to the road environment. A safety camera is located on the link which has a well observed 40 mph limit (mean speed 38 mph). The camera has been installed on the basis of a 40 mph limit. Any reduction to a 30 mph will either result in high levels of non-compliance or excessive numbers of cameras enforcement prosecutions as many drivers will find the road environment unsuitable for a 30 mph limit
Link 18: From the national speed limit gateway north of Barton to 100m north of the New Road junction	Reduce speed limit from 60 mph to 50 mph	Reduce the speed limit to 40 mph	
Link 19: From 100m north of the New Road junction to the M11 roundabout	Reduce speed limit from 60 mph to 50 mph	Reduce the speed limit to 40 mph	Links 18 and 19 are both rural in nature, have casualty rates below the national norm for this type of road and the mean speeds are around 49 mph and 40 mph respectively. The lower mean speed on link 19 is influenced by congestion during extensive periods of heavy traffic flow. During periods of lower traffic flow very high levels of non-compliance would be expected.

<p>B1042</p> <p>Link 3: From the national speed limit gateway east of Tadlow to the Mill Lane junction Link4: From the Mill Lane junction to the Valley Court access</p>	<p>No change to 60 mph speed limit</p> <p>Reduce speed limit from 60 mph to 50 mph</p>	<p>To extend the proposed reduction of the speed limit from 60 to 50 mph on link 4 to cover the Larkin Road junction (part of link 3), the exact distance to be agreed with Highways officers</p>	<p>The mean speed on link 4 is around 51 mph which has prompted the reduction in limit from 60 to 50 mph. The mean speed on link 3 is higher at 56 mph. Both links have casualty rates lower than the national norm. However, given the higher concentrate of accidents on the section between Mill Lane and Larkin Road, there is some merit in extending the proposed 50 mph limit, as proposed by the SCAJC.</p>
<p>A1198</p> <p>Link 9: From the southern Caxton bypass roundabout to the 40 mph gateway near the B1046 crossroads junction Link 10: From the 40 mph gateway near the B1046 crossroads junction to the national speed limit gateway near the old railway over bridge</p>	<p>No change to 60 mph speed limit</p> <p>No change to 40 mph speed limit</p>	<p>To implement a 50 mph speed limit reduction north of the existing 40mph speed limit to incorporate Longstowe Hall and Home Farm junctions on part of link 9, the exact distance to be agreed with Highways officers.</p>	<p>Extending the existing 40 mph limit in the built up area along a rural road with virtually no frontage development will be ignored by the vast majority of drivers. It will also reduce the impact of the well signed 40 mph gateway into the village. The mean speed on Link 9 is nearly 15 mph over the proposed 40 mph limit</p>
<p>A1301</p> <p>Link 2: From the 30 mph gateway near the Granham's Road junction to the national speed limit gateway near the Bury Road junction Link 3: From national speed limit gateway near Bury Road junction to the access to Dernford House Link 4: From the access to Dernford House to the dual carriageway section near the Mill Lane junction Link 5: Dual carriageway section covering the Mill Lane junction</p>	<p>Existing 30 mph limit unchanged</p> <p>Reduce speed limit from 60 mph to 50 mph</p> <p>Reduce speed limit from 60 mph to 50 mph</p> <p>No change in national speed limit</p>	<p>To implement a 40mph speed limit (rather than the recommended 50 limit) to the south of Stapleford from the existing 30 mph limit to include the junction with Cambridge Road, Sawston</p> <p>Proposed 50mph limit should extend to the Sawston roundabout and then to Stump Cross.</p>	<p>The mean speed on the section south of Stapleford is close to 45 mph and as such high levels of non-compliance will result. The accident rate is low and the road environment is open. The mean speed increases to around over 46 mph on the link extending beyond the Cambridge Road junction.</p> <p>The Cambridge Road junction does have a significant accident problem but a 40 mph limit is not expected to achieve any significant change and could raise unfulfilled expectations over improved safety. However, despite officer concerns Cabinet may wish to consider the imposition of a 40 mph limit as an exemption to policy.</p> <p>The majority of the road length south of Stapleford</p>

Link 6: From the dual carriageway near Mill Lane junction to the A505 roundabout.	No change in national speed limit		through to Stump's Cross is proposed to have a 50 mph limit other than the Mill Road dual carriageway section and the length south of the Mill Road junction to the Sawston roundabout. On the section south of the Mill Road junction the mean speed is more consistent with a 60 mph limit and the accident rate is low. A decision on reducing the limit on the dual carriageway section is more marginal.
A1307 Link 2: From the Gog Magog roundabout to Haverhill Road junction Link 3: From Haverhill Road junction to the end of the dual carriageway, 170m northwest of the Magog Farm Barn entrance Link 5: From 170m west of the High Street junction at Babraham to the A11 roundabout	Reduce speed limit from 60 mph to 50 mph No change in national speed limit No change in national speed limit	On Link 2 to extend the 50 mph speed limit proposal to beyond the entrance to Wandlebury Country Park the exact distance to be agreed with Highways officers To reduce the speed limit on link 5 (north of Babraham Road crossroads to the A11 junction) to 50 mph.	The mean speed on the section where an extension to the 50 mph limit is proposed by the SCAJC is just below 60mph and has a low accident rate. Therefore, retaining the existing limit is appropriate. This section of road is rural in nature with an accident rate slightly below the national average for this type of road. The mean speed is over 54mph but is influenced by peak period congestion.

A & B ROAD SPEED LIMIT REVIEW RANKING ORDER

Priority	Road No.	Location	Area	Status	Casualty rate
1	A1307	A11 to county boundary	South	Completed	31.00
2	A605	County boundary to A1	West	Completed	27.17
3	A505	M11 to A1301	South	Completed	15.00
4	A1307	A14 to Cambridge ring road	South/City	Completed	45.03
5	A1303	A428 to Cambridge	South/City	Completed	32.93
6	A1421	A142 to A1123	East	Completed	27.25
7	A505	A1301 to A11	South	Completed	24.19
8	B198	A47 to county boundary	North	Completed	23.20
9	B1091	A15 to Peterboro' boundary	West	Completed	23.06
10	A1134	Long Road, Cambridge	City	Changes linked to development	22.60
11	A1123	A141 to B1040	West	Completed	22.07
12	A142	Ely to A14	East	Awaiting advertisement	21.47
13	A1303	Cambridge ring road to A1304	South/East	Awaiting implementation	21.00
14	A10	A142 to A14	South/East	Ready for publication	20.50
15	A1101	Wisbech to county boundary	North	Completed	20.09
16	A10	County boundary to M11	South	Awaiting implementation	20.03
17	A505	County boundary to M11	South	Awaiting implementation	17.92
18	A1307	Cambridge ring road to A11	South	Awaiting Cabinet decision	17.84
19	B1049	A1123 to A14	South/East	Completed	15.30
20	A605	A1 to Peterboro' boundary	West	Completed	14.93
21	A1301	A1307 to county boundary	South	Awaiting Cabinet decision	14.73
22	B1095	Peterboro' boundary to B1040	West	Ready for publication	13.87
23	B1102	B1103 to A142	East	Completed	13.64
24	A141/B1514	Huntingdon ring road to A142	North/West	Report being prepared	13.37
25	A141	A47 to B1101	North	Completed	12.77
26	A141	A14 to A1123	West	Completed	12.61

Priority	Road No.	Location	Area	Status	Casualty rate
27	A1198	A14 to county boundary	South	Awaiting Cabinet decision	12.34
28	A142	A141 to B1381	North/East	Report being finalised	11.96
29	A603/B1042	County boundary to C'bridge ring road	South	Awaiting Cabinet decision	11.59
35	A605	Peterboro' boundary to A141	North	Completed	10.11