

CAMBRIDGE CITY 20MPH PROJECT - PHASE 1 (CAMBRIDGE NORTH)

To: Cabinet

Date: 28 January 2014

From: Executive Director: Economy, Transport and Environment

Electoral division(s): Arbury, King's Hedges, East Chesterton and West Chesterton

Forward Plan ref: 2014/10 **Key decision:** Yes

Purpose: To determine representations received in response to the advertisement of traffic orders during the statutory process for the Cambridge City 20mph Project, Phase 1 (North Area).

Recommendation: It is recommended that Cabinet:

- a) Note the objections and representations
- b) Approve the proposed scheme as advertised.

<i>Officer contact:</i>		<i>Member contact:</i>	
Name:	Richard Lumley	Name:	Councillor Mac McGuire
Post:	Traffic Manager	Portfolio:	Deputy Leader of the Council (with responsibility for Highways and Community Infrastructure)
Email:	Richard.Lumley@cambridgeshire.gov.uk	Email:	Mac.McGuire@cambridgeshire.gov.uk
Tel:	01223 703839	Tel:	01223 699173

1. BACKGROUND

- 1.1 Cambridge City Council wishes to implement 20mph speed limits on all appropriate roads across the City. The project aims to provide conditions that are safer for all road users, and conducive to an increase in the take up of active and sustainable transport modes such as walking and cycling. The reduction in speed limit also seeks to provide an environment that benefits health and well-being, whilst reducing levels of congestion and pollution.
- 1.2 Due to the project's size, it has been split across four phases which reflect existing Cambridge City Council area committee boundaries. The order in which the phases have been progressed was identified following a cost/benefit analysis based on the number of schools within each phase area, existing levels of walking and cycling, along with existing levels of health and deprivation. Phase 1 covers the north area of the City, as shown in appendix B.
- 1.3 Public consultation for Phase 1 took place between 13th May and 7th July 2013. A total of 4,245 responses were received (a 22% response rate), with 63% of respondents in favour of 20mph on unclassified roads. Questions were also asked about 20mph on each of the C class roads within the phase. The response to these questions has been reflected in the advertised traffic orders, as shown in appendix C.
- 1.4 Phase 1 went to the City Council's Environment Scrutiny Committee on 8th October 2013, which authorised the project to proceed to statutory process. Subsequently a report was put before the County Council Cabinet on 29th October 2013, which supported the recommendation to proceed with the statutory consultation and the advertisement of the necessary traffic regulation orders.
- 1.5 Cambridge City Council will fund the scheme in its entirety and a budget of £460,000 for Phase 1 was agreed by the Council in February 2012. In addition agreement has been reached regarding ongoing maintenance, which will be paid to the County Council in instalments following the implementation of each phase. The City Council will pay a commuted sum of £82,800 to cover ongoing maintenance for Phase 1.

2. STATUTORY CONSULTATION OUTCOME

- 2.1 The traffic regulation orders for Phase 1 were advertised in line with statutory legislation from 8th to 29th November 2013. As part of this process, a total of 211 street notices were installed across the north area. The orders were also advertised in the local press, information was made available at Mandela House (the City Council customer service centre), and information was placed on the project web page.
- 2.2 A total of 4 objections have been received in response to the advert, three objections from members of the public and the fourth objection from a Passenger Focus Group. A summary of the objections along with the Officer response is shown in figure 1, whilst the detailed objection and response for each is shown in appendix A.
- 2.3 The themes of the objections consist of: benefit of reduced travelling speed in relation to cost of accident savings; pressure on Police resources; reducing the speed limit without any physical traffic calming and the impact on bus timetabling.

Objection Theme	Officer Response
Cost/benefit relationship of reduced travelling speed in relation to the cost of accident savings.	Reducing the speed limit seeks to provide an environment that is more attractive to people to walk and cycle. A prescribed speed limit is not reason enough to be used as the cause of slow travel time. Numerous factors must be taken into account, such as road works, time of day and traffic conditions.
Lack of physical traffic calming measures.	The very nature of the criteria for implementing a 20mph speed limit means that average vehicle speeds are already sufficiently low for the reduced speed limit to be regulated through the use of signs. Any speed limit will always see a minority exceed it, whether physical traffic calming measures are present or not.
Pressure on Police resources.	Cambridge Constabulary sits on the project board and has been involved throughout the schemes development. The reduced speed limit will not provide additional pressure on Police resources. The very nature of the criteria for implementing a 20mph speed limit means that average vehicle speeds are already sufficiently low for the reduced speed limit to be regulated through the use of signs.
Impact on bus timetabling.	Stagecoach altered their timetable back in the Autumn, prior to the approval of a 20mph speed limit. There were a number of factors attributed to the change in timetable, but predominantly it was seek to increase efficiency of service. The majority of buses operate on A and B class roads, whilst the majority of the 20mph speed limit is proposed for unclassified roads and on three C class roads (Arbury Road, Green End Road & Chesterton High Street), therefore would have only limited localised impact on bus speed.

Fig 1: Objections and Response

3. ALIGNMENT WITH PRIORITIES AND WAYS OF WORKING

3.1 Developing the local economy for the benefit of all

The reduction in vehicle speeds would contribute to the creation of an environment conducive to benefiting the local economy and improving accessibility for non-motorised travel. There is evidence that an increased up take of active travel can contribute to a more healthy population and therefore potentially reduce the pressure on medical services.

3.2 Helping people live healthy and independent lives

By providing conditions that encourage more people to take up active transport modes such as walking and cycling, it is anticipated that a larger proportion of the population would benefit from the improvements to health that these activities can provide. Increased levels of exercise can be beneficial to both physical health and mental wellbeing. Overall, the North Area covered by Phase 1 is currently the most deprived in the City and as such, this phase was identified to be progressed first.

3.3 Supporting and protecting vulnerable people

Any reduction in vehicle speeds on residential roads would benefit elderly and disabled pedestrians.

3.4 Ways of working

The invitation to local communities and our district partners to invest in speed limit reviews and alterations within their settlements under the speed limit policy facilitates localism, enabling local communities to set local priorities and to take greater ownership of the decision making process.

4. SIGNIFICANT IMPLICATIONS

4.1 Resource and Performance Implications

Finance

The full cost of project management and implementation are covered by Cambridge City Council.

Performance

In its role as the Highway Authority, Cambridgeshire County Council is legally required to carry out the statutory consultation process, including the advertising and making of the traffic regulation order. County Council Officer time has been and will continue to be required for the development of further phases and management of the statutory traffic order process. City Council Officers have been providing as much support as possible throughout the statutory process to minimise the level of County Officer resource required.

4.2 Statutory, Risk and Legal Implications

The advertised traffic regulation order does not present any statutory risk to the County Council's speed limit policy, given that the proposal does not include the making of any A or B class roads 20mph, whilst the criteria used for the setting of 20mph speed limits are as per the national guidance provided by the Department for Transport.

4.3 Equality and Diversity Implications

No significant implications identified.

4.4 Engagement and Consultation Implications

There is an expectation that where local communities or district authorities are promoting changes to speed limits under the speed limit policy, they take ownership of the consultation process and undertake appropriate consultation with relevant and interested parties. The County Council continues to offer assistance throughout, in accordance with its role as the Local Highway Authority.

4.5 Public Health Implications

Please see paragraph 3.2.

Source Documents	Location
Responses to Cambridge 20mph Project, North Phase Public Consultation	Appendix A
Cambridge City Council, Environment Scrutiny Committee Report – Cambridge 20mph Project	http://democracy.cambridge.gov.uk/documents/g714/Public%20reports%20pack%2015th-Jan-2013%2017.00%20Environment%20Scrutiny%20Committee.pdf?T=10
Department for Transport Local Transport Note 1/07 – Traffic Calming	https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/3811/ltn-1-07.pdf
Department for Transport Draft Speed Limit Circular July 2012 – Setting Local Speed Limits	http://assets.dft.gov.uk/consultations/dft-2012-32/setting-local-speed-limits.pdf
Cambridge City Council Budget Setting Report	http://mgsqimh01/documents/s8599/BSR%20Version%20Ver%201.1%2021%20Dec%202011_1.pdf
Cambridge 20mph Project - Phase 1 Consultation Report To NAC	http://democracy.cambridge.gov.uk/documents/g2451/Public%20reports%20pack%2001st-Aug-2013%2019.00%20North%20Area%20Committee.pdf?T=10
Speed Limit Policy	http://www.cambridgeshire.gov.uk/transport/trafficmanagement/speed/

Fig 2: Source Documents

Appendix A

Summary of Objections

Objection No.	Reason for Objection	Officer Comments
1	<p>The 20mph Project will result in a negative economic cost/benefit due to the overall cost of time wasted travelling more slowly outweighing the financial benefit provided by preventing traffic accidents.</p> <p>This is based on an estimate of the overall benefit provided by the project in terms of accident reduction (estimated by the objector as £9 million per year) being less than the estimated cost of lost earnings resulting from travelling more slowly (estimated by the objector as 1.1 million driver hours a year x average hourly earnings of £12.50 per hour = total of £13.75 million a year).</p> <p>Accordingly the objector states that the economic costs exceed the economic benefits - even before taking into account the one-off costs of introducing the signage etc, which we can ill afford.</p>	<p>This objection appears to make the assumption that the project, if implemented, would consistently waste the time of the travelling public. However, the project does not include 20mph on the A or B roads along which much of what could be termed economically significant journeys (commuting and deliveries) are likely to be routed. In addition, heavy traffic flow, traffic signals, and junctions on the urban road network rarely allow for average speeds to reach 30mph, particularly during peak times. Thus the potential economic benefit of travelling at 30mph is rarely realised at peak times when the majority of economic activity is taking place. In addition in Cambridge a significant proportion of journeys are made by bike, and as such the project would not impose a potential financial cost on these.</p> <p>The project would provide conditions that are conducive to an increase in the number of road users opting to use active transport modes such as walking or cycling. As such if the project were implemented, with more roads users choosing to cycle or walk rather than drive it is likely some of delays currently experienced on the urban road network would be reduced, or at least not exacerbated by local population growth.</p> <p>It is also important to take into account potential economic benefits that the 20mph project could provide other than those directly linked to the value associated with personal injury accidents. By providing conditions conducive to an increase in the take up of active travel, it is likely local medical services would gain from improvements to health and wellbeing that would result from increased levels of walking and cycling. A 20mph limit could also help to boost tourism and trade by providing more pleasant and safer conditions for those visiting the city. Introduction of the project will allow for numerous existing signs to be removed, 20 of which are illuminated. None of the new signs which would be installed as part of the project require illumination. As such overtime the project would provide an economic benefit in terms of energy consumption.</p> <p>Taking into account the factors outlined above it is identified that the project will provide a positive cost/benefit.</p>

2	<p>Imposing a 20mph limit without any physical means of preventing driving faster is likely to result in the vast majority of drivers driving faster than the speed limit except when prevented from doing so by congestion. Putting in speed limits that are excessively low just turns many ordinary citizens into traffic offenders.</p>	<p>The project would be implemented such that the 20mph limit is the legally enforceable speed limit. As such drivers who exceed it would be breaking the law. Compliance with the proposed limit would be maximised by providing a clearly signed blanket 20mph speed limit on the non A or B class roads across north Cambridge. As such it will be possible to create a mind-set amongst drivers that when travelling on the non-main roads, the default speed limit is 20mph rather than 30mph. The current mixture of 20mph and 30mph makes it harder for drivers to be clear of the limit they are travelling in and this project will help to clarify the situation. Additional measures would be taken to improve compliance, including public engagement activities centred on local schools and the provision of flashing vehicle activated signs.</p> <p>20mph is not an excessively low speed limit in light of the potential benefits it can provide which are outlined in section 3 of this report, and the fact that similar 20mph projects have been successfully implemented in other cities such as Bristol. However, there will always be a proportion of drivers who consistently fail to observe the posted speed limit, even when physical traffic calming measures are present. For these drivers, the proposed 20mph limit is likely to at least reduce their current speeds even if this does not result in a reduction to 20mph.</p>
3	<p>It would be completely inappropriate to waste police time enforcing 20mph limits, as there are far more important things that the police need to be doing at a time of budgetary restraint.</p>	<p>It is not intended that this project should place any enforcement burden on Cambridgeshire constabulary beyond that which is currently undertaken. Cambridgeshire Constabulary are represented on the project board, and as such their comments and concerns are taken into account as part of the project.</p> <p>It is worth noting that ACPO, the Association of Chief Police Officers, has recently changed its guidance with regard the enforcement of 20mph speed limits. It is now possible to provide the option of a speed awareness course, rather than only issuing points and a fine for drivers caught breaking a 20mph limit. This may impact the on how the enforcement of 20mph limits is approached in the future.</p>

4	<p>Passenger Focus (the bus and rail passenger watchdog) has informed Cambridge City Council that the reason for the cuts and changes to bus services in Cambridge is the 20mph limit proposal. Stagecoach has to cut out certain sections of route to allow more time on other sections due to the reduced speed limit. Routes used by buses should be excluded from the 20mph zone.</p>	<p>Although Passenger Focus has advised and the Cambridge News has suggested that cuts to bus services are a result of 20mph, this is not in fact the case.</p> <p>For the reasons outlined below, the 20mph project should not impact on bus journey times, and as such should not be cited as a reason for the current cuts to bus services.</p> <p>Firstly buses do not travel very fast. Traffic speed surveys undertaken across the north project phase area have indicated that buses rarely travel at speeds in excess of 20mph. This would seem to make sense given that buses have to regularly slow down and stop to pick up and drop off passengers, and that bus stops in the City are relatively close together. In addition as larger vehicles, the speed at which a bus can travel is significantly affected by congestion, traffic calming features, and bends in the road. As such within Cambridge City buses rarely travel faster than 20mph, and when they do this is only for short periods of time. For this reason any time gained by travelling in excess of 20mph is minimal and would not have a significant impact on overall bus journey times.</p> <p>Secondly the majority of roads on which buses travel are not affected by the project. The project does not include any of the A or B Class roads. The project also omits some of the C class roads. In addition all of the roads in central Cambridge are subject to 20mph limits already. For these reasons if the project goes ahead, the majority of roads on which buses travel would not be subject to a change in speed limit. As such even if the project did impact on bus speed, it would only be on short sections of any given bus route, which would be unlikely to have any significant impact on overall bus journey times.</p> <p>To illustrate the factors outlined above, according to information available on the County Council website, the Citi 1 runs for a total distance of roughly 10 miles across Cambridge City (from Fulbourn to Kings Hedges). The journey is timetabled to take 1 hour 12 minutes at midday on a week day. A maximum of 4.5 miles of the Citi 1 route could be reduced to 20mph from 30mph under the proposed project (however this is subject to further consultation on</p>
---	---	---

		<p>subsequent phases and as such the overall distance affected is likely to be reduced). At a constant 30mph it would take 9 minutes to travel the 4.5 miles. At a constant 20mph it would take 13.5 minutes to travel the same distance. As such the 20mph project would add an absolute maximum of 4.5 minutes to the overall Citi 1 journey time. For a journey timetabled to take 1 hour 12 minutes, 4.5 minutes represents a 6.25% increase. Given that the Citi 1 rarely travels much faster than 20mph, the 1 hour 12 minutes probably already takes into account the 4.5 minutes. However, even if it doesn't, the 4.5 minutes variation could easily be caused by traffic congestion, or fluctuations in the number of passengers using the service from one day to the next and so should already be accommodated in timetabling.</p> <p>Thirdly the 20mph project should improve bus service reliability. The project aims to provide conditions that are conducive to an increase in the number of people who feel comfortable cycling or walking rather than opting for motorised transport. Although cycling or walking are certainly not practical for all road users, if the proportion of those choosing these modes could be increased, this would reduce the level of traffic congestion experienced on the City's road network. As a result the project may in fact improve bus service reliability in the long run rather than be detrimental to it.</p>
--	--	---

Appendix B

