

HAMPSHIRE COUNTY COUNCIL

Decision Report

Decision Maker:	Executive Lead Member for Universal Services
Date:	15 January 2024
Title:	Traffic Management Policy Update: 20 mph Speed Limits & Zones
Report From:	Director of Universal Services

Contact name: Martin Wiltshire

Email: martin.wiltshire@hants.gov.uk

Purpose of this Report

1. The purpose of this report is to set out how the recommendations and outcomes of the review of the existing position on 20mph speed limits and zones, which included input from the former Economy Transport and Environment Select Committee Task-and-Finish Working Group, have been reached.

Recommendations

2. That the Executive Lead Member for Universal Services approves a revision to the Traffic Management Policy to incorporate an updated policy position on 20mph speed limits and zones that includes a mechanism for Parish and Town Councils to request 20mph speed restrictions, on a full cost recovery basis.
3. That authority to make any minor consequential amendments to the Traffic Management policy to incorporate this revision be delegated to the Director of Universal Services.

Executive Summary

4. This paper sets out and seeks approval for a revised policy position for 20mph speed limits and zones. This includes revised technical assessment criteria that the Council will use to consider whether to introduce such limits, and how potential schemes would be prioritised across Hampshire.
5. The current policy for Traffic Management measures, approved in May 2016, restricts schemes to address casualty reduction, and this encompasses 20 mph speed limits and zones.
6. The proposed revised policy position has been developed following a review of the Council's existing policy for 20mph speed limits, which was agreed in

November 2021. The review process included the former Economy Transport and Environment Select Committee initiating a Task and Finish Working Group consisting of eight Councillors which reported its conclusions and recommendations to the Universal Services - Transport and Environment Select Committee. These were agreed by the Universal Services Select Committee on 23 January 2023. The review included a public consultation exercise to help inform the Working Group and also assist with the overall review of the 20mph speed limit policy position.

7. The revised policy position will provide a mechanism, similar to the successful Community Funded Traffic Management Initiative, for individual Parish and Town Councils to request, and fund, 20mph speed limits and zones on a full cost recovery basis. All proposed speed limit changes will require approval from the County Council, as the Highway Authority, and will need to meet the technical criteria set out within the revised policy position.
8. The demand for potential community funded 20mph schemes across the County is anticipated to be high, at least initially. It is therefore likely that the number of schemes that can be assessed, developed, and delivered each year will need to be sensibly capped, in line with the availability of both internal and external technical resources.
9. The procedure for making an order, as provided under The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, will apply to every application and consultation will be required and due legal process followed. In some cases, the outcome of this process may mean a scheme cannot go ahead if objections are upheld through the traffic order decision-making process.
10. The safety of all road users remains paramount and will continue to be the overriding priority for the County Council. Improving road safety is essentially carried out by education, enforcement and engineering activities. The introduction of new 20mph limits and zones, where deemed appropriate, will primarily continue to be considered as a casualty reduction solution. Locations where there is a history of speed related collisions, based upon the Police injury collision record data, will continue to be progressed and funded by the County Council. Police injury collision data will also be a vital factor in scheme prioritisation.
11. The County Council will also consider introducing 20mph speed limits and zones as part of schemes and projects that support modal shift to more active travel modes or as part of a public realm, placemaking or regeneration improvement. Each case will be considered on its own merits and in light of the movement and place function (see Local Transport Plan 4) that is considered appropriate for the locality in question. As with road safety focused improvements, the funding of such initiatives is not a matter for this report although it is likely that as the scheme objectives move away from pure transport objectives, external funding will be required.

Contextual information

12. In December 1990 the Department of Transport issued Circular Roads 4/90 which set out guidelines for the introduction of 20mph speed limits. The first 20mph zone, with traffic calming measures, introduced in Hampshire was in a residential part of Liphook in 1991 and at the time required approval from the Secretary of State for Transport.
13. In 1999, the Road Traffic Regulation Act 1984 (Amendment) Order 1999 became law and Highways Authorities no longer had to apply for permission to introduce a 20mph zone. The legislation granted more flexibility and made two distinct types of 20mph speed limit possible:
 - 20mph limits, which consist of just a speed limit change to 20 mph indicated by the speed limit (and repeater) signs, and
 - 20mph zones, which are designed to be “self-enforcing” due to the traffic calming measures that are introduced along with the change in the speed limit.
14. Since the early 1990's 20mph speed limits and zones have been implemented across Hampshire with approximately 100 miles of the road network covered in areas such as Alton, Basingstoke, Crondall, Petersfield, Selborne, Grayshott, Headley, Lindford, Liphook, Bursledon, Eastleigh, Hedge End, Whiteley, Portchester, Titchfield, Andover, Fleet, North Warnborough, Yateley, Waterlooville, Havant, Winchester, Chandlers Ford, Weyhill, Aldershot, Marchwood and Ringwood.
15. In 2012 the Department for Transport (DfT) made an amendment to the Traffic Signs Regulations and General Directions 2002, the statutory instrument that governed the use of traffic signs and road markings at the time, which significantly changed how 20mph limits were to be signed. The amendment enabled the County Council to implement 20mph speed limits using only terminal signs and roundel road markings as repeater signs instead of upright repeater signs.
16. The DfT gives traffic authorities the power to set local speed limits in situations where local needs and conditions suggest a speed limit which is lower than the national speed limit. The DfT Circular 01/2013 “Setting Local Speed Limits”, has been used as a basis for considering and reviewing speed limits in Hampshire and also in relation to speed limit policy and strategy. The Circular states that speed limits should:
 - be evidence-led and self-explaining;
 - seek to reinforce people's assessment of what is a safe speed to travel, and
 - schemes need to aim for compliance with the revised limit.
17. The Circular also states that speed limits must be appropriate for the individual road, reflect local needs and be seen by drivers as the maximum rather than a target speed. There are several factors that should be considered, balanced and resolved, before any 20mph speed limit is taken forward. The underlying aim should be to achieve a ‘safe’ distribution of

speeds. The Circular advocates that 20mph limits are appropriate for roads where average speeds are already low (below 24 mph) or along with traffic calming measures.

18. Between September 2013 and April 2017, 14 Pilot 20mph 'signed only' speed limit schemes were introduced in a mixture of residential and village settings across Hampshire. These speed limits took advantage of the amended regulations which allowed 20mph roundel road markings to be used as repeater signs, rather than upright signs on posts.
19. In May 2016 a new policy for Traffic Management measures was approved in response to savings proposals agreed by the County Council on 22 October 2015. This focused the County Council's limited traffic management resources on measures and projects where casualty reduction benefits can be realised and evidenced.
20. In June 2018 the review of Residential 20 Pilot Programme concluded that the pilot schemes would be retained with future 20mph speed limit schemes being prioritised in accordance with the Traffic Management policy approved in 2016. This limited new proposals to locations where speed related injury has been evident, assessed in accordance with current policy and also Department for Transport guidance on setting speed limits.
21. In November 2021, and following increased demand for lower speed limits, the County Council agreed to review its policy on 20mph speed limits. This review process included the former Economy Transport and Environment Select Committee initiating a Task-and-Finish Working Group consisting of eight Councillors. Their conclusions and recommendations were reported to the Universal Services - Transport and Environment Select Committee on 23 January 2023, and agreed.
22. During 2022 the 20mph Task-and-Finish Working Group were presented with updated 'before' and 'after' collision and traffic speed data for the 14 Pilot 20mph speed limit schemes, which showed that overall, the change in the average speed of traffic throughout all the pilot schemes was less than 1 mph following the introduction of the 20mph speed limit. The study of collision data showed that there was no evidence of enhanced road safety benefits from these pilot schemes compared with that noticed for the entire road network maintained by the County Council. Updated 'before' and 'after' speed data for the Winchester City Centre 20mph speed limit was also presented to the Task-and-Finish Working which showed that 'before' speeds were 21.4 mph and the latest 'after' speeds recorded in 2022 were 20.9 mph resulting in a 0.5 mph reduction and there were no further changes from the earlier 'after' speed data.
23. A public consultation exercise to help inform both the Working Group and assist with the overall review of the 20mph speed limit policy position was held during the Summer of 2022. A summary of the consultation is provided in paragraphs 39 and 40 below.
24. 20mph speed limits, as with any speed limit change or restriction introduced on the road network require a Traffic Order. The making of a Traffic Order is a statutory duty and legal process, which includes the requirement to consult

the Police in relation to all permanent traffic orders, and also governance in terms of the decision-making process which considers the proposal in comparison with the Council's policy. The Traffic Order process is explained in Technical Guidance Note 21 (TG21) which is available via the link below.
<https://documents.hants.gov.uk/transport/TG21TechnicalGuidanceNote-TrafficRegulationOrders.pdf>.

25. In 2022 changes to the Highway Code introduced a "hierarchy of road-users" which places those road users most at risk in the event of a collision at the top of the hierarchy and placed greater responsibility on those who pose the greatest risk to others (generally motorised traffic) to use the highway safely. The most vulnerable road users (VRUs) are pedestrians, cyclists and equestrians and these exist in both urban and rural settings.
26. On the 23 January 2023 the 20mph Task-and-Finish Working Group, consisting of cross-party County Councillors, reported to The Universal Services - Transport and Environment Select Committee with several recommendations being endorsed and submitted to the Director of Universal Services for further consideration.
27. The recommendations made by the 20mph Task-and-Finish Working Group in January 2023 have been developed and further refined by officers into a revised position on 20mph speed limits and zones for inclusion in the Hampshire County Council Traffic Management Policy Position, subject to Executive Member approval. The proposed position is attached to this report as Appendix 1.
28. The revised position sets out the criteria for 20mph limits and zones across Hampshire to help ensure the County Council aligns with central government direction and policy whilst helping to ensure that future schemes are appropriate and achieve their intended outcomes. Under the government's [Plan for Drivers](#), guidance is expected from the DfT to ensure that new 20mph limits are provided in the right places and to help prevent inappropriate blanket use. It is considered that the proposed revisions to the Hampshire County Council Traffic Management Policy, and the technical criteria, will align with this emerging Government policy. The revised 20mph speed limit and zone policy position document sets out the technical criteria that the Council will use to consider whether to introduce such limits to ensure consistency in assessment and application throughout Hampshire, and also how potential schemes would be prioritised across the County.
29. The default 20mph speed limit in Wales has been achieved through the Welsh Government using devolved powers to amend primary legislation so that 'Restricted Roads', that were previously 30mph, are now 20mph. The legislative changes in Wales have helped to reduce the numbers of Traffic Orders needed to underpin the lower limits, to make them legally enforceable. However, the costs of the speed limit changes are reported to be in the region of £33m.
30. It should be noted that the UK Government has given no indication of plans to change the default speed limit on Restricted Roads within England. The recent [Plan for Drivers](#) policy paper also referred to plans to issue revised

20mph guidance to prevent local highway authorities implementing blanket 20mph restrictions. Based on implementation costs in Wales, and the specific conditions and requirements of the Hampshire highway network, it is estimated that the total cost to implement a blanket, default 20mph limit, covering all existing 30mph limits across the County, would be approximately £20m.

Finance

31. The proposed 20mph policy position softens the current casualty led criteria and broadens the scope for situations when a 20mph speed limit can be considered for implementation, therefore increasing the potential for a greater number of schemes that will require funding.
32. Requests for potential schemes will be subject to a detailed technical and legal assessment, and also prioritisation and ranking in order to efficiently and effectively direct the County Council's limited resources. It should be noted that there is no additional County Council funding available beyond those schemes that would benefit casualty reduction. Therefore, schemes would only be progressed via the Community Funded Initiative, grant funding opportunities or other external funding such as developer contributions.
33. Parish and Town Councils will be able to request and fund 20mph speed limits and zones in suitable areas that meet the technical criteria. Schemes will need to be delivered on a full cost recovery basis along the lines of the community funded traffic management initiative. The cost of any 20mph scheme will vary due to the location, extent and objectives of the scheme. As every scheme is unique in terms of locality issues it is not possible to give a cost estimate for implementing a 20mph speed limit or zone. There are also capital costs arising from the installation of new signs, posts and associated traffic calming measures. In addition, there are revenue costs for the Traffic Order, design, consultation, engagement, marketing, monitoring and the on-going maintenance of any new infrastructure.
34. Those that wish to make an application for a 20mph speed limit or zone will be required to pay for any required investigations, including traffic surveys, together with the full design and installation cost of any new measures. The County Council will physically install the items using its term highway contractor. As part of the costs, Parish and Town Councils will be required to pay a commuted sum value which would enable the County Council to be responsible for maintaining all the new signs, posts, road markings and any other measures in perpetuity. An application form will be produced and made available shortly which will be subject to a non-refundable application fee of £175 to cover the initial technical and prioritisation assessments.
35. Currently the fee to progress a Traffic Order, which includes the statutory consultation process to make any speed limit changes legal and enforceable, is approximately £10,000. This fee does not include the costs associated with the investigation, design and installation of the scheme. Presently, the commuted sum, which covers the costs of future maintenance responsibility for **each new sign** installed, would be approximately £320 over and above

the installation costs. Commuted sum charges will generally not apply in cases of betterment for example where existing signs are replaced with new signs. However, there is no guaranteed outcome with a proposed speed limit change, even if it is considered to be justified, because as part of the statutory Traffic Order process the proposal will need to be advertised and consulted on before the formal decision-making process can start, at which point any local representations can be considered. Therefore, Parish and Town Councils will be responsible for all scheme costs upfront and a scheme may be refused at the Traffic Order stage, i.e. without a speed limit change ever being delivered. If a scheme is refused, the costs will not be refundable. These risks associated with the delivery of a Traffic Order will be fully explained to Parish and Town Councils at an early stage of the scheme development process. Therefore, it will be important for those requesting a new 20mph speed limit or zone to demonstrate general local support before proceeding with an application.

Performance

36. The County Council's Casualty Reduction Team undertake annual and in-year collision data analysis to identify high-risk sites and routes and detect any underlying cluster locations, causations and trends such as road user type, causation factor, type of manoeuvre etc.
37. This work will continue, and should any subsequent investigations reveal that there are locations with an evidenced history of speed related collisions that would benefit from a reduced limit, including 20 mph speed limits, then such measures would be taken forward for consideration.
38. There are elements of the revised policy position where local expectations would need to be managed:
 - Residents within 20mph speed limits often have higher expectations about driver behaviour and therefore may start demanding enforcement. To achieve compliance there should be no expectation on the Police to provide any additional enforcement beyond their routine activity. Therefore, 20mph speed limits will only be considered where existing "before" mean traffic speeds are below the 24 or 26 mph threshold respective to the hierarchy of roads. However, additional traffic calming measures may be possible in some cases in order to achieve the required mean speeds but this will need to be at the applicants own expense with advice and non-financial support from the County Council.
 - It is anticipated that there will be an initial high level of interest and requests for 20 mph speed limits when the revised policy position is approved. 20 mph limits will be prioritised according to the Priority Assessment Matrix of Schemes. This approach will assist in managing demand and expectations and ensure that sites where a 20mph speed limit will have a positive impact for both residents and road users are prioritised. Realistically, communities may have to wait a very long time and even then it may not come to fruition. Only a limited number of schemes are likely to

be progressed in any programme year and this will be influenced by the availability of internal and external technical resources.

- There will be a need to manage expectations for sites that are not appropriate for 20mph speed limits. Not all sites are likely to be suitable and the defined technical criteria will be applied to assess whether a particular location can be considered. The proposed relaxation of the current requirement to move electronic SLR and SID signs every 2-3 weeks and allow devices to remain and be re-deployed at locations, is anticipated to play an important part in helping manage traffic speeds, particularly on strategic routes that would not be suited to a 20mph limit.
- There may be mixed feedback on introducing 20mph speed limits from the community and other road users in that not everybody will agree with the proposals. Therefore, clear evidence from surveys and consultations to demonstrate community support should be provided by those requesting a 20mph speed limit.

Consultation and Equalities

39. During the Summer of 2022, a public consultation exercise to help inform the Working Group and also assist with the overall review of the 20mph speed limit policy was held. The views of residents, elected representatives, Parish and Town Councils, organisations and business were sought for 20mph limits in the context of other highway priorities, the County Council's statutory duties to maintain the highway in a safe condition, and a limited budget. The consultation also sought feedback on existing 20mph limits within Hampshire. Approximately 9,500 responses were received from the public consultation from people living across Hampshire, from both urban and rural areas.
40. The responses were analysed which showed a huge variation in public opinion with very strong views expressed both for and against 20mph speed limits. Overall, respondents felt that highway maintenance should be the main priority for the County Council's highway budgets. Views on the introduction of 20mph speed limits were polarised, with a fifth of respondents citing this as their highest priority and a third as their lowest priority, making it the activity most frequently chosen as least important. Respondents who ranked 20mph speed limits as their highest priority sought a reduction in speed and improvement in road safety. Respondents who ranked 20mph speed limits as their lowest priority were unconvinced as to their benefit – particularly if unenforced – and objected to a blanket approach. They expressed concern about the effect on driver focus and the environmental impact of low speeds and increased congestion. 6% of all respondents lived in, worked in or represented an area with a 20mph limit. Around half of these felt they had no or limited impact due to low compliance and no enforcement. Only 14% noted a speed reduction. Safety outside of schools received high support, even from those who did not support wider use of 20mph speed limits.

41. The following comments from Hampshire and Isle of Wight Constabulary about the proposed policy have been received.
- “Hampshire and Isle of Wight Constabulary do not support the introduction of 20mph speed limits in general terms because there is no evidence, according to the Department for Transport, that accidents are reduced (or increase) with their implementation and because mean speeds only reduce by 1 – 2 miles per hour. The assumption that the police have the will or the resources to carry out speed enforcement in 20mph speed limits or zones where the speed limit is not complied with is mistaken. This is true of all speed limits. Even if there is evidence that a speed limit is not being complied with but there are no accidents that are attributed to excess speed then the police are unlikely to carry out enforcement. Successful 20mph zones and 20mph speed limits are generally self-enforcing, i.e. the existing conditions of the road together with measures such as traffic calming and signing, as part of the scheme, lead to a mean traffic speed compliant with the speed limit. To achieve compliance there should be no expectation on the police to provide additional enforcement beyond their routine activity. We are expecting that any roads chosen to have reduced speed limits to 20mph will not result in calls for enforcement.”
42. Consideration has been given to the potential for any adverse equalities impact arising from the recommendations of this report and revised policy. It is considered that the recommendations included in this report do not have any adverse impacts on any of the protected characteristics identified in the Equalities Act 2010.

Climate Change Impact Assessments

43. Hampshire County Council utilises two decision-making tools to assess the carbon emissions and resilience of its projects and decisions. These tools provide a clear, robust, and transparent way of assessing how projects, policies and initiatives contribute towards the County Council’s climate change targets of being carbon neutral and resilient to the impacts of a 2°C temperature rise by 2050. This process ensures that climate change considerations are built into everything the County Council does.
44. The climate mitigation decision-making tool considers the emissions and whether any mitigations are required. There is a carbon benefit to encouraging modal shift towards more sustainable forms of travel such as walking and cycling. There is currently limited evidence of the environmental impacts of 20 mph speed limits and zones, where issues can be complex, for example in relation to air quality, greenhouse emissions, gear selection and engine fuel types. Research suggests that lower vehicles speeds can actually increase certain emissions and at best there is unlikely to be any effect.

45. There appears to be no direct relationship between fuel economy and the posted speed limit. The impact of 20mph schemes depends entirely on changing driver's actual behaviour and speed. Free flowing traffic makes the best conditions for lower emissions and maximum fuel efficiency. 20mph zones which require traffic calming measures are reliant on driver behaviour to achieve positive benefits in terms of encouraging slower, smoother and more considerate driving rather than stop / start driving that is likely to reduce fuel efficiency and increase emissions.
46. In the longer-term, kerbside emissions are likely to reduce as carbon polluting travel modes are replaced with electric vehicles thereby displacing emissions from the kerbside to the power station.
47. Potentially a negative impact due to the construction of traffic calming measures and installation of traffic signs and posts is the use of concrete materials. However, this is restricted to implementation only. This could be negated in part by using recycled materials.

Conclusions

48. In conclusion, this report seeks the Executive Lead Member for Universal Services to approve the revisions to the Hampshire County Council Traffic Management Policy concerning 20mph speed limits and zones as set out in Appendix 1, including a mechanism for individual Parish and Town Councils to request and fund appropriate 20 mph speed restrictions on a full cost recovery basis. A summary of the key aspects of the proposed revisions is as follows:
 - Encourages wider use of 20mph restrictions in appropriate locations where drivers are most likely to respect a lower speed limit, provided technical and legal requirements are met and all costs associated with making the changes can be externally funded.
 - The introduction of 20mph limits and zones, where they are deemed appropriate will, above all, continue to be considered as a casualty reduction solution by the County Council.
 - There is no additional funding available to provide new schemes beyond those that would benefit casualty reduction.
 - The need for driver compliance of a 20mph speed limit to be achievable without an excessive reliance on Police enforcement is also important. Existing "before" mean speed survey data must demonstrate that traffic speeds are below the 24 or 26mph threshold respective to the hierarchy of roads where 20mph limits can be considered without the need for additional traffic management measures. Evidence led, self-enforcing 20mph speed limit proposals are unlikely to receive objections from the Police.

- Encourages wider use of 20mph restrictions within new housing developments as well as further use of advisory 20mph limits outside of schools.
- The revised position set out in Appendix 1 details how requests for 20mph limits will be prioritised.
- Evidence from surveys and consultations in assessing and demonstrating community support should be provided by those requesting a 20mph speed limit.
- A relaxation of the current requirement to move SLR and SID signs every 2-3 weeks and allow devices to remain and be re-deployed at locations will give more flexibility to address key locations of community concern. It is anticipated that wider use of these electronic speed signs, will play an important part in helping manage traffic speeds, particularly on strategic routes that would not be suited to a 20mph limit.

REQUIRED CORPORATE AND LEGAL INFORMATION:

Links to the Strategic Plan

Hampshire maintains strong and sustainable economic growth and prosperity:	yes
People in Hampshire live safe, healthy and independent lives:	yes
People in Hampshire enjoy a rich and diverse environment:	yes
People in Hampshire enjoy being part of strong, inclusive communities:	yes

Other Significant Links

Links to previous Member decisions:	
<u>Title</u>	<u>Date</u>
Universal Services – Transport and Environment Select Committee - 20mph Task & Finish Group: Outcomes https://democracy.hants.gov.uk/documents/s104348/Report.pdf	23 January 2023
Review of Residential 20 Pilot Programme https://democracy.hants.gov.uk/documents/s19304/Report.pdf	5 June 2018
Future Traffic Management Policy https://documents.hants.gov.uk/transport/Futuretrafficmanagementpolicy.pdf	19 May 2016
Traffic Management Policy & Guidance https://documents.hants.gov.uk/roadsafety/TrafficManagementPolicyGuidanceJanuary2014.pdf	January 2014
Direct links to specific legislation or Government Directives	
<u>Title</u>	<u>Date</u>
Setting local speed limits DfT Circular 01/2013 https://www.gov.uk/government/publications/setting-localspeed-limits/setting-local-speed-limits	18 January 2013

Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

Document

None

Location

EQUALITIES IMPACT ASSESSMENT:

1. Equality Duty

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation);
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation) and those who do not share it;
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant characteristic connected to that characteristic;
- Take steps to meet the needs of persons sharing a relevant protected characteristic different from the needs of persons who do not share it;
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity which participation by such persons is disproportionately low.

2. Equalities Impact Assessment:

Consideration has been given to the potential for any adverse equalities impact arising from the recommendations of this report and revised policy. It is considered that the recommendations included in this report do not have any adverse impacts on any of the protected characteristics identified in the Equalities Act 2010.

Appendix 1:

REVISED 20MPH SPEED LIMIT AND ZONE POLICY POSITION

The purpose of this revised policy position is to set a clear rationale and assessment process in its application of 20mph speed limits and zones and include the opportunity for greater focus on the sense of movement and place in local communities.

The Department of Transport (DfT) states that 20mph speed limits may be considered on “streets that are primarily residential and in other town or city streets where pedestrian and cyclist movements are high, such as around schools, shops, markets, playgrounds and other areas, where motor vehicle movement is not the primary function”.

The guiding principles of the revised policy position will enable 20mph speed limits and zones to be considered in the following circumstances:

1. Casualty reduction. Schemes where there is a history of speed related collisions, based upon the Police injury collision record data, will be progressed by the County Council and collision data will also be a vital factor in scheme prioritisation.
2. Compliment and support Active Travel and Placemaking Schemes, such as Town/Village realm enhancements and Low Traffic Neighbourhoods (LTN's), being aligned and delivered through the Local Transport Plan 4 (LTP4) Movement and Place framework and guided by 'Healthy Streets' principles. 20mph speed limits can be effective as a part of a package of measures aimed at creating a sense of place and recognising the importance of encouraging active and sustainable transport options, such as walking and cycling.
3. 20mph speed limits associated with new development, will be actively promoted where they are developer funded and deemed to be in accordance with County Council policy and Department for Transport speed limit criteria. Developer funding must also include a commuted sum for future scheme maintenance. The majority of new residential developments will be designed with a default design speed of 20mph. Exceptions will be made where a residential street also has a high movement function as might be the case with a distributor road. Manual for Streets (the guidance document for the design, construction, adoption and maintenance of new residential streets) recommends 20mph or less as the design speed for residential roads in new developments. The developer shall be required to meet the costs of all Traffic Orders and signage for the creation of 20mph speed limits within the development. Where practical, the extent of a 20mph scheme associated with a new development should look to include any adjoining residential areas to ensure consistency in a residential area.

4. New 20mph schemes, associated with significant area regeneration projects, will be permitted where they are externally funded and deemed to be in accordance with County Council and Department for Transport zone and limit criteria. External funding must also include a commuted sum for future scheme maintenance. The evidence that would support the case for such requests or proposals includes:
 - surveys to determine how comfortable vulnerable road users feel using a local environment as well as actual casualty figures
 - the movement and place function of the locality
 - the before and after “healthy streets” score of the existing and future street or road proposals
5. Where minor amendments to existing 20mph terminal signs need to be considered as part of adjustments to speed limit signage to aid signing improvements, such as enhanced Village Gateway Treatments. Changes aimed purely at extending an existing 20mph speed limit will be considered as a new request.
6. Advisory 20mph speed limits outside of schools in conjunction with ‘School’ warning signs and Flashing Amber Warning Lights, as shown below, can be considered where a suitable source of external funding can be identified, or internal funding allows. Schools must have an active School Travel Plan and must participate in the County Council’s Road Safety Education programmes and Children’s Services Bikeability training scheme.



7. Requests for 20mph speed limits, which will generally be from Town and Parish councils, should be accompanied with evidence that there is broad consensus that a 20mph speed limit is supported by the majority of the local community. Evidence from surveys and consultations in assessing and demonstrating community support should be provided by those requesting a 20mph speed limit. Public opinion will be a key consideration alongside the technical merits and scheme prioritisation.

Additionally, there is now a relaxation of the current requirement to move SLR and SID signs every 2-3 weeks. This will allow devices to remain at locations giving more flexibility to address key local locations of community concern.

The revised policy position moves away from considering 20mph speed limits and zones from a purely casualty reduction perspective to one that considers the movement and place function of the road, the importance of encouraging active and sustainable transport options, such as walking and cycling, road environment (level of development) and compliance. An important consideration is the hierarchy/strategic function that a road serves.

Although the revised policy position states that 20mph speed limits will not be permitted on roads with a strategic function, or where the movement of motor vehicles is the primary function, 20mph speed limits will be considered where stringent technical requirements can be met, as per the Summary of Network Hierarchy requirements, and in very exceptional circumstances. This recognises that there are Towns and Villages that are situated on the strategic road network where high levels of pedestrian and cycle movements exist or are proposed to increase because of proposed County Council led changes and the strategic movement of traffic is no longer the priority or is reduced. Conversely, and more positively, there are less requirements needed to be met on minor roads such as residential roads which are well suited to the introduction of 20mph speed limits.

In some situations, on the strategic road network it may be appropriate to retain a 30mph speed limit or deliver a more focused section of 20mph speed limit. This will be a considered decision, based on local circumstances.

Roads with current speed limits higher than 30mph are unlikely to qualify for a 20mph speed limit. It is appreciated that communities with speed limits of 40mph or above, may have safety concerns and face difficulties with traffic speeds and compliance. There may be opportunities to improve the local environment through other means, subject to securing funding, such as the Community Funded Initiative.

Technical Assessment Criteria

Network Hierarchy

Hampshire County Council has determined a well-defined network hierarchy, or series of related hierarchies, that reflect the needs, priorities and use of the highway asset. The hierarchies have been developed in accordance with the Well Managed Highway Infrastructure: A Code of Practice (COP). They help determine the relative importance of each network section related to their function and are used as an essential tool in determining priorities for routine and planned maintenance activities, maintenance standards, performance, and budget allocation.

The hierarchies are subject to periodic reviews to ensure they reflect changes to the network. This well-established hierarchy is considered ideal as a bases for assessing the appropriateness for applying a 20 mph speed limits and specific requirements for a 20mph to be deemed suitable.

The table below is an extract from the Highway Safety Inspection Manual which defines the Hierarchy category and describes its associated function and importance.

APPENDIX B – Carriageway Hierarchy Categories

Hierarchy Category	Name	Description	Criteria
1	Primary Strategic Network	Sections of carriageway that have a high strategic importance to the resilience of the highway network	Generally sections that include critical national infrastructure and Primary Route Network
2	Secondary Strategic Network	Sections of carriageway that have a strategic importance to the resilience of the highway network	Generally sections that are A roads that are also either high speed, traffic Sensitive or are used for a local essential Service
3	Primary Distributor Network	Sections of carriageway that have a high social and economic importance	Generally sections that are all other A roads or are classified roads that are also either traffic sensitive or are used for a local essential service
4	Secondary Distributor Network	Sections of carriageway that have a social and economic importance	Generally sections that are all other classified road or are unclassified roads that are also either major urban and rural connections, traffic sensitive or are used for a local essential service
5	Local Network	Sections of carriageway that are of local importance only	Generally sections that are part of the unclassified network but has access through to another road
6	Minor Network	Sections of carriageway that are minor in their importance to the highway network	Generally sections that serve a small number of properties and no through road less than 300m
7	Tracks	Sections of carriageway unsuitable for vehicular traffic but may be trafficked by other means	Generally tracks

For the purposes of technical criteria for 20mph speed limits, some hierarchy categories will be treated together and some remain separate as follows:

- Hierarchy Category CW1 & 2 – Sections of the Primary and Secondary Strategic Road Network
- Hierarchy Category CW3 – Sections of the Primary Distributor Road Network
- Hierarchy Category CW4 – Sections of the Secondary Distributor Road Network
- Hierarchy Category CW5 & 6 – Sections of the Local and Minor Road Network
- Hierarchy Category CW7 Tracks

Hierarchy Category CW1 & 2 – sections of the Primary and Secondary Strategic Road Network

The Primary Strategic Road Network (CW1) consists of the following sections of A Class routes:

- A272 Sheet to the County boundary near Durleighmarsh
- A287 M3 jcn 5 to the County boundary near Farnham
- A338 New Forest Ringwood (A31) to the County boundary near Downton
- A338 Test Valley, Shipton Bellinger – A303 to the County boundary near Tidworth
- A326 M27 jcn 2 to B3053 Kennels Roundabout
- A31 east of Winchester from M3 jcn 10 to the County boundary near Northbrook
- A325 from A3 to the County boundary at Holt Pound
- A331 dual carriageway Farnborough, Lynchford Road interchange to the Frimley interchange*
- A339 Blackdam roundabout to the County boundary near Headley
- A33 Basingstoke to the County boundary near Heckfield
- A35 dual carriageway from A326 jcn to the County boundary at Redbridge*
- A354 Martin Drove End – from the Wiltshire County boundary to the Dorset County boundary*

*The nature of the whole section of road is not conducive to a 20mph speed limit. These roads are either dual carriageway roads or rural roads subject to the National speed limit with no significant levels of frontage development.

Sections of the Secondary Strategic Road Network (CW2) consists of the majority of the remaining A-Class roads, but not all (A31 Cadnam-Ower and A32 between Wickham and the A272 junction are not included). Some of these roads run through towns and villages.

In general, 20mph speed limits will not be implemented on CW1 & 2 category roads which serve a strategic road function unless there are exceptional circumstances or the following criteria would **all** need to be met:

- Evidence of high numbers of vulnerable road users.
- Existing 30mph limit
- Mean speed threshold – existing speeds lower than 24mph.
- Frontage development – sufficient level/density
- 20mph speed limit is being proposed as part of an Active Travel/LTP4 scheme

A 20mph speed limit could also be imposed upon on a CW1 & 2 category road in exceptional circumstances. The case for exception is where these roads are of a nature and character where they would form clear ‘natural extensions’ to adjacent

residential areas which will become (or already are) subject to a 20mph limit under the policy. A natural extension is defined by having an adjacency, or through its use, such as high pedestrian or cyclist activity. The decision to make an exception will be taken by council officers in consultation with the police based primarily on robust evidence, although it will also consider results of public consultation and the view of the Executive Lead Member via 'officer consultation'.

Please see Appendix A: Hierarchy Category CW1 & 2 – sections of the Primary and Secondary Strategic Road Network map

Hierarchy Category CW3 – Sections of the Primary Distributor Road Network

A few sections of A Class roads with lower traffic volumes (A31 Cadnam-Ower and A32 between Wickham and the A272 junction), the majority of sections of B Class roads and some C Class roads.

Some of the B Class roads are already subject to 20 mph speed limits - Winchester City Centre, B3006 Selborne, B3400 Whitchurch , Liphook Town centre and C Class roads in Hythe Town centre.

The following criteria would **all** need to be met:

- Existing 30 mph limit
- Mean speed threshold – existing speeds lower than 24 mph.
- Frontage development – sufficient level/density

Please see Appendix B: Hierarchy Category CW3 – Sections of the Primary Distributor Road Network map

Hierarchy Category CW4 – Sections of the Secondary Distributor Road Network

Some sections of B Class Roads, C Class roads, some Unclassified roads

The following criteria would **all** need to be met:

- Frontage development – sufficient level/density
- Mean speed threshold – existing speeds lower than 26mph - SLR/SID mean speed data used as evidence.

Please see Appendix C: Hierarchy Category CW4 – Sections of the Secondary Distributor Road Network map

Hierarchy Category CW5 & 6 – Sections of the Local and Minor Road Network

The local road network (CW5) consists of urban residential areas where frontage development requirements would be met. The CW5 category also covers rural roads/lanes therefore suitable sections of road would be urban areas and built-up village streets that are primarily residential.

The minor road network (CW6) consists of the short length of roads and no through road status, which would in general not require any speed checks if located within a wider proposed 20mph speed limit area.

The following criteria would **all** need to be met:

- Frontage development – sufficient level/density
- Mean speed threshold – existing speeds lower than 26mph - SLR/SID mean speed data used as evidence.

Please see Appendix D: Hierarchy Category CW5 & 6 – Sections of the Local and Minor Road Network map

Hierarchy Category CW7 Tracks

Not applicable

Summary of Network Hierarchy requirements

The following criteria would all need to be met for each road hierarchy category:

	Primary and Secondary Strategic Road Network	Primary Distributor Road Network	Secondary Distributor Road Network	Local and Minor Road Network
Mean speed threshold	Existing speeds lower than 24mph	Existing speeds lower than 24mph	Existing speeds lower than 26mph - SLR/SID mean speed data can be considered.	Existing speeds lower than 26mph - SLR/SID mean speed data can be used as evidence.
Frontage development – sufficient level/density	✓	✓	✓	✓
Existing 30mph limit	✓	✓	-	-
20mph speed limit is being proposed as part of an Active Travel/LTP4 scheme	✓	-	-	-
Evidence of high numbers of vulnerable road users.	✓	-	-	-

Frontage development

A rural village should consist of a group of houses and associated buildings with at least one community facility or meeting place focal point such as a church, public house, shop, school, community hall or green. Most villages are likely to be subject to an existing 30mph speed limit.

Urban areas suitable for 20mph speed limits include Residential roads and Town centre shopping streets. Urban areas are likely to be subject to an existing 30mph speed limit, usually by means of the presence of street lighting (where there are 3 or more lighting columns not more than 183m apart).

Mean speed threshold

Compliance of a 20mph speed limit needs to be achievable without an excessive reliance on Police enforcement. All speed limits are set where it can be expected that overall compliance within the limit can be achieved and be largely self-enforcing. Where mean speeds are too high for a speed limit the overall compliance is low and it can be considered ineffective. Such situations place additional pressure on Police enforcement resources. For 20mph speed limits, national guidance considers a mean speed of 24mph is the statistical level where a 20mph speed limit can remain effective.

20mph limits without the need for additional traffic management measures will be considered where mean 'before' speeds are at or below the following thresholds depending on the hierarchy of the road:

- 24mph on CW1 & 2 Primary and Secondary Strategic Road Network and CW3 Primary Distributor Road Network that have a strategic function.
- 26mph on CW4 Secondary Distributor Road Network and CW5 & 6 Local and Minor Road Network which do not have a strategic function. The relaxation of the 24mph mean speed threshold to 26 mph is approximately a tolerance of +8%. Speed Limit Reminder/Speed Indicator Device (SLR/SID) 'before' mean speed data can be used as evidence for consideration of a 20mph speed limit on CW4, 5 and 6 category roads.

The increase in the mean speed threshold from 24mph to 26mph on CW4, 5 and 6 category roads will provide more flexibility on such roads where overall a 20mph speed limit would be more consistent with the environment and composition of road users therefore giving a greater chance that drivers will respond positively. On the major CW1,2 & 3 category roads these self-explaining aspects of the road characteristics and users gives us less confidence therefore mean speeds need to be closer to the 20mph speed limit and be consistent with national guidance which considers a mean speed threshold of 24mph to be appropriate.

If 'before' mean speeds are higher than the relevant threshold, consideration will need to be given to the need for additional engineering measures to bring the speed

of traffic below the threshold depending upon the hierarchy of road to achieve a largely self-enforcing speed limit and to gain Police support. Combinations of engineering measures can be very effective at reducing mean speeds to achieved traffic speeds lower than the relevant threshold.

Engineering measures

Where 'before' mean speeds are greater than then the relevant threshold depending upon the hierarchy of road (24 or 26mph), traffic management measures will be needed to assist drivers in complying with the proposed speed limit. Certain measures could potentially be funded under Hampshire County Councils Community Funded Initiative (CFI).

Examples of effective engineering measures include:

- Enhanced 20mph repeater signs and road markings,
- Gateway features including village name signs with optional road safety messages,
- Hazard warning or advisory signs,
- Pedestrian crossing points,
- Pedestrian refuge islands,
- Horizontal deflections – road narrowing's such as chicanes, pinch-points and kerb buildouts,
- Vertical deflections such as road humps, raised tables and speed cushions (Only to be used in street lit areas),
- Rumble devices,
- Coloured surfacing,
- Deployment of temporary speed activated signs,
- Junction priority changes including mini-roundabouts,
- Removal of existing centre line road markings.

Priority Assessment Matrix of Schemes

Assuming a potential scheme is considered to meet the requirements of the technical criteria there is a need for a method to prioritise these for consideration to be funded from budgets that may be available from the Council. Due to uniqueness of locations throughout Hampshire, each application will be assessed on its own merit.

For each priority assessment, the score allocated will be multiplied by the weighting factor against that criterion to give a weighted score. The total priority assessment score for the proposal will be the total of the weighted scores. The higher the total score, the higher the priority. The Council will evaluate 20mph schemes against this methodology on a location-by-location basis.

It is recognised that the matrix scoring relies on both objective and some subjective judgements. To maintain fairness and consistency in judgement, evaluations will be undertaken by a more than one officer.

The criteria marked with an asterisk (*) will be used for an initial assessment and scoring with those unmarked to be completed when further data, information and discussions have taken place as appropriate.

Criterion	Description	Score 1	Score 3	Score 5	Weighting factor	Weighted Score
*Road Traffic injury collisions (ALL collisions) for area being considered	5-year period	No recorded collisions	1-3	>3	4	
*Road Traffic injury collisions (VRU collisions) for area being considered	5-year period	No recorded collisions	1-3	>3	5	
*Presence of School/College/Nursery/ Nursing Home/Park	Within area/fronting road	No presence	1 establishment	>1	3	
*Presence of Community facilities shops/church/village hall/pub	Within area/fronting road	No presence	1 establishment	>1	3	
*Presence of medical facility – Doctors, Hospital etc	Within area/fronting road	No presence	1 establishment	>1	3	
* Link to LTP4 scheme	Complimenting a proposed LTP4 scheme	no	n/a	Existing/ proposed	2	

*Encourage Active Travel increases in cycling and walking	Estimate of current and potential levels of cycling and pedestrian levels particularly crossing roads	No evidence	Some evidence	High level of evidence	3	
Existing mean speeds	Mean speed data from surveys	>30 mph	>threshold (24/26mph) to 30mph	<threshold (24/26mph)	4	
*Footway provision	Presence of footways	Footway present on both sides of road	Footway present on one side of road only	Sections/ gaps or no footway	2	
*Pedestrians crossing the road	Identified crossing points and facilities	Controlled crossing including zebra	Enhanced crossing point – bollards etc	no additional crossing features	2	
*Pedal cycle lane provision	Presence of cycle lane facilities	Off-road cycle lane facilities	On road cycle lane facilities	No cycle lane facilities	2	
Community support	Survey/consultation results demonstrating local support	<50%	50% to 70%	>70%	2	

*Deprived area	Index of Multiple Deprivation (IMD). National Ranking (2019) by Lower Super Output Area (LSOA). IMD includes a range of economic, social and housing indicators into a single score for one area Indices of Deprivation 2015 and 2019 (communities.gov.uk)	<30%least deprived area	30%-70% deprived area	>70% most deprived area	3	
*Conservation Area	Designated Conservation Area by the Local Planning Authority	No designation	Not designated but with some architectural and historic interest	Designated area	2	
*SLR/SID deployment programme	The deployment of SLR's and SID's by Parish/Town Councils and other organisations.	No local deployment	Commitment to develop programme	Well established programme	2	

*Community SpeedWatch	Community SpeedWatch is an educational scheme whereby volunteers use monitoring equipment to record details of vehicles travelling higher than the posted speed limit and then record these details later on a database. Vehicle checks are then undertaken by the police and letters are then sent to the registered keepers advising them of their speed and reminding them of why it is a community concern.	No community SpeedWatch	Commitment to Community SpeedWatch to be set up	Well established community SpeedWatch in operation	2	
Police Support	The formal view on the Police on any scheme	Object	Do not support but no objection	Support	2	