

ABERDEEN CITY COUNCIL

COMMITTEE	Enterprise Planning and Infrastructure
DATE	27 August 2013
DIRECTOR	Gordon McIntosh
TITLE OF REPORT	Review of 20mph advisory zones
REPORT NUMBER:	EPI/13/115

1.0 PURPOSE OF REPORT

At its meeting of the 15th November 2011 the committee requested that officer's report back on the possibility of changing the whole structure of traffic controls within the city of Aberdeen. Such a study should start from the principle of having all housing sub divisions designated 20 mph traffic Zones within arterial or main roads being designated as 30 or 40 mph maximum speed zones.

2.0 RECOMMENDATIONS

It is recommended that the Committee:

1. Note the content of this report and the assessment criteria of the Mandatory and Advisory 20 mph speed limit zones.

3.0 FINANCIAL IMPLICATIONS

- 3.01 The provisional cost of changing all advisory 20mph speed limit zones to mandatory 20mph zones with signing and lining only, is estimated at £506,000 and an additional estimated £300,000 to survey and promote 20 mph speed limit to non strategic routes where the existing urban speed limit of 30 mph is in place. Further traffic calming may be required to ensure compliance and self enforcement of the scheme in accordance with policy and guidelines at an associated additional cost.

4.0 OTHER IMPLICATIONS

Should the self-enforcement may not be strong enough and may require additional police enforcement; there should be no expectation on police to provide additional enforcement beyond their routine activity, unless this has been explicitly agreed

5.0 BACKGROUND / MAIN ISSUES

- 5.0.1 In April 2002 the City Council adopted a policy with regard to the assessment criteria and implementation strategy for 20 mph speed limits within the city. The policy includes criteria for the assessment and justification of both mandatory and advisory speed limits. A summary copy is appended to this report for information. The policy was founded on national guidance and reflected the good practice criteria that had generally been employed by local authorities.
- 5.0.2 As members will be aware speed limits on the local road network in Scotland are determined by the local Road Authority having regard to guidance issued by the Scottish Government. (Setting Local Speed Limits ETLCD Circular 01/2006)³, (SEDD Circular No 6/2001¹ - 20 mph Speed). The national policy reflects some of the important developments in speed management policies and research, including the extended knowledge of the relationship between speed and the risk of accident and severity of injury. The most recent guidance published continues to support the adopted policy of this council.
- 5.0.3 Mandatory and advisory 20 mph speed limits have over time been introduced throughout the city to address identified road safety needs and concerns that have in general been justified in terms of the adopted policy. A map indicating the areas where both mandatory and advisory (Twenty's Plenty) 20 mph limits are shown in annex C

5.1 Discussion

- 5.1.1 The introduction of both mandatory and advisory speed limits within the existing road network should be evidence led and justified through assessment and compliance with the adopted policy and guidance. In the few locations where speed limits have been introduced and have not met the assessment and qualifying criteria monitoring has indicated that they are less effective with before and after speeds remaining similar. In such cases the speed limits quickly fall into disrepute with a real potential for drivers to generally become complacent with regard to adherence to speed limits
- 5.1.2 The adopted local 20mph speed limit policy and current Scottish Government Publications provide the following clear guidance on the application and use of 20 mph speed limits within Aberdeen.
- Should be consistent with the authority's road safety objectives as set out in its Road Safety Plan
 - Should be judged likely that, after the engineering measures have been installed, the average speed will be 20 mph or less at

representative sites within the zone, i.e. at individual features and at points between measures where speeds are expected to be highest.

- Emergency services must have been consulted and their responses taken into account
- Entrances to 20 mph zones should be at a junction so that drivers whose destination is not within the zone have an alternative route outside the zone

5.1.3 Area wide traffic 20 mph mandatory and advisory speed limits have been utilised within Aberdeen for a number of years and the attached plan in annex C highlights the high proportion of residential areas that are covered. A significant number of the mandatory speed limits are supported by traffic calming measures.

5.1.4 The policy guidance recommends that a mandatory 20 mph should only be introduced where the 85%ile speed is 24 mph or below and that advisory speed limit should only be considered where the 85%ile speed lies between 25-30 mph. In cases where this criteria is exceeded, traffic calming measures should be introduced to ensure that the speed limit is adhered too and as far as reasonably possible self enforcing. For a speed limit to be effective it should be, where possible, self enforcing and readily recognised by drivers and this to a significant extent is reinforced or emphasised by the built local environment.

5.1.5 Successful 20 mph zones and speed limits are generally self-enforcing, i.e. the existing conditions of the road together with measures such as traffic calming or signing, publicity and information as part of the scheme, lead to a traffic speed compliant with the speed limit. Guidance clearly indicates that such limits should not be introduced where there is no realistic expectation that they will achieve the required decrease in traffic speeds.

5.1.6 The need to rationalise and standardise 20 mph speed limits to only be mandatory has been expressed with respect to perceptions of driver recognition of speed limit type and compliance. Where an advisory speed limit is to be changed to a mandatory limit it can be assumed that it would be necessary for traffic calming measures to be introduced. The cost of traffic calming is substantial and justification for the introduction, in some cases area wide traffic calming, would have to be considered and prioritised.

6.0 ASSESSMENT

6.01 The suggested rationalisation of the existing 20mph speed limits to mandatory speed limits has required a comprehensive review of the existing advisory 20mph areas. For the review and assessment of the

existing advisory limits it was necessary to carry out speed surveys and an analysis of the road accident statistics for each area. A summary of the speed surveys and accident analysis is given in annex D.

- 6.02 Whilst it has not been necessary to survey and assess all roads within the individual areas, the specific locations selected are considered to provide typical data for that area and are generally the critical links.
- 6.03 The speed and collision data collected within the 20mph advisory zones is considered representative of the various areas. Analysis of the speed survey data clearly indicates that with the exception of Gray Street, Princess Drive and Woodend Road none of the links surveyed would comply with the criteria adopted for the implementation of mandatory 20 mph's.
- 6.04 The surveys have also highlighted that for three of the roads, Jesmond Drive, Bankhead Road and Greenburn Drive, traffic is travelling in excess of that suitable for an advisory limit and so further investigation of these links is warranted with respect to issues related to speed management. However it will be noted that the speeds recorded have typical characteristic of a 30 mph local distributor road within the urban environment and that it may be prudent to consider the removal of the advisory speed limits.
- 6.05 The road accident data covering a three year period has been considered for each of the locations and has shown that there are no recorded road accidents. There is therefore statistical basis to necessitate the consideration of further traffic management measures.
- 6.06 From the information gathered with respect to traffic speeds and road accidents it would be extremely difficult to justify further action at this time given the limited resources available and road safety priorities city wide.
- 6.07 The assessment has considered only those locations or areas that historically have been noted as raising local road safety issues and requiring attention due to the vehicular speeds. Should the approach to a city wide mandatory 20 mph be considered for all residential areas the work necessary to assess each specific location would be extensive and require the full time attention of officers who are currently wholly committed to road safety and traffic management works.

6.1 Resource Implications and Enforcement

- 6.1.1 Should the committee wish to proceed with the implementation of city wide mandatory 20 mph speed limits to replace the existing advisory limits there would be significant implications in terms of financial, staff and Police resources.

- 6.1.2 It has been estimated that the cost of altering the existing advisory 20 mph speed limits would be in the order of £500,000 for which no budget has been identified. Should this be expanded to include all residential areas the cost of this work would exceed £800,000. When considering traffic management and road safety initiatives it is necessary to justify proposals in terms of the existing road accident records and cost in order to prioritise the schemes with the greatest need.
- 6.1.3 The analysis of the road accident data and that of the reported speeds clearly indicate that the conversion from advisory to mandatory speed limits could not be justified at this time. Further the implications and impact on officer resources for the assessment, design, promotion of traffic regulation orders and implementation would be significant over the 2 year period that would be needed to deliver a city wide proposal. The diversion of a staff resource to progress a scheme would have a major impact on the work of the traffic management team who are fully committed to the day to day traffic management issues that arise.
- 6.1.4 One of the guiding principles when considering speed management is that speed limits should be self enforcing as far as practical and in general relates to the local environment of the road. Where speed limits that do not meet the policy guidelines are introduced additional enforcement by the police would be required. The Police have indicated that while they will provide a level of enforcement they have a very limited resource and would not be in support of 20 mph schemes that do not meet the qualifying criteria.
- 6.1.5 The implementation of mandatory speed limits would require that traffic calming be introduced for the majority of the existing advisory limits and would add greatly to the cost of any proposal. As noted in 6.2.2 above it is necessary to justify and prioritise any new works and in this context the additional costs associated with traffic calming would place any scheme at a very low priority.

7.0 CONCLUSION

- 7.01 The aim of speed management actions is to deliver a balance between safety and mobility objectives for all road users and to ensure efficient travel in line with the current road safety plan, policy and guidance.
- 7.02 Changes to a speed limit should be evidence led, and verification of data collected shows the majority of 20 mph zones assessed 85thile speed although less than 30 mph, are greater than the 24 mph tolerance to implement a mandatory 20 mph speed limit zone. There were also no recorded personal injury accidents between 2009 and 2012. These two main factors when taken into consideration would not support the progression of mandatory 20 mph speed limits to replace the existing advisory 20 mph speed limits.

- 7.03 The work associated with progressing a move towards mandatory speed limits would have a major impact on the available staff resource and would impact greatly on the work of the traffic management team.
- 7.04 At this time no budget has been identified should the committee wish to proceed with a revision to the advisory speed limits

8.0 IMPACT

The provision of Road Safety through the implementation of local speed limits meets the aspirations of the Community Plan and the Councils Vibrant, Dynamic and Forward Looking statement.

9.0 BACKGROUND PAPERS

- 1 20mph Speed Limits - [SEDD Circular No 6/2001](#)
- 2 20 mph Speed Limits and Zones [Traffic Advisory Leaflet 09/1999](#)
- 3 Setting Local Speed Limits [Guidance for Local Authorities: ETLTD Circular 1/2006](#).
- 4 SCOTS Additional Guidance: [ETLTD Circular No. 1/2006](#) Setting Local Speed Limits – Speed Limit Review.
- 5 DfT Traffic Advisory Leaflet 2/06 ([TAL 2/06](#)) Speed Assessment Framework
- 6 ACC Adopted Policy for 20 mph Speed Limits – Committee report 16 April 2002.
- 7 [DFT Interim Evaluation of Implementation of 20 mph Speed Limit](#)
- 8 Parliament UK : [Roads: Speed limits](#)
- 9 (20's plenty for us Sept 2011) [20's Plenty UK](#)
- 10 "Total 20" whereby all residential roads are or will be set to a 20 mph limit

10.0 Consultees comments

Enterprise, Planning and Infrastructure Committee

Convener: Councillor Barney Crockett emailed 19-july-2013
Vice Convener: Councillor Ramsay Milne emailed 19-July-2013

Enterprise, Planning and Infrastructure Committee

Councillor Barney Crockett	<i>emailed 19-July-2013</i>
Councillor Ramsay Milne	<i>emailed 19-July-2013</i>
Councillor Yvonne Allan	<i>emailed 19-July-2013</i>
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Councillor John Corall	<i>emailed 19-July-2013</i>
Councillor Bill Cormie	<i>emailed 19-July-2013</i>
Councillor Steve Delaney	<i>emailed 19-July-2013</i>
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Councillor Muriel Jaffrey	<i>emailed 19-July-2013</i>
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Councillor Callum McCaig	<i>emailed 19-July-2013</i>
Councillor Jean Morrison MBE	<i>emailed 19-July-2013</i>
Councillor Ross Thomson	<i>emailed 19-July-2013</i>
Councillor Ian Yuill	<i>emailed 19-July-2013</i>

Local Members

Councillor Aileen Malone	<i>emailed 19-July-2013</i>
Councillor Alan Donnelly	<i>emailed 19-July-2013</i>
Councillor Andrew May	<i>emailed 19-July-2013</i>
Councillor Angela Taylor	<i>emailed 19-July-2013</i>
Councillor David Cameron	<i>emailed 19-July-2013</i>
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Councillor Gill Samarai	<i>emailed 19-July-2013</i>
Councillor Gordon Graham	<i>emailed 19-July-2013</i>
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Councillor Graeme Lawrence	<i>emailed 19-July-2013</i>
Councillor Graham Dickson	<i>emailed 19-July-2013</i>
Councillor Jackie Dunbar	<i>emailed 19-July-2013</i>
Councillor James Kiddie	<i>emailed 19-July-2013</i>
Councillor Jennifer Stewart	<i>emailed 19-July-2013</i>
Councillor Jenny Laing	<i>emailed 19-July-2013</i>
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Councillor Len Ironside CBE	<i>emailed 19-July-2013</i>
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Councillor M. Tauqeer Malik	<i>emailed 19-July-2013</i>
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Council Officers

Barry Jenkins, Head of Finance	<i>emailed 19-July-2013</i>
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Hugh Murdoch, Head of Service, Shelter and Environment
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Margaret Bochel, Head of Planning & Infrastructure, Strategic Leadership
emailed 19-July-2013 are in agreement with the content of the report.

Mike Cheyne, Roads Manager
emailed 19-July-2013

Colin Walker, Community Safety Manager
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Dave Young, Account Manager, Service, Design and Development
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Laura Watson, Service Co-ordinator E P & I
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11.0 REPORT AUTHOR DETAILS

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