

## TRAFFORD COUNCIL

**Report to:** Executive  
**Date:** 21 June 2021  
**Report for:** Decision  
**Report of:** Executive Member for Environment and Regulatory Services

### Report Title

20 M.P.H Speed limits and zones

### Summary

This report provides background information on the implementation of 20mph zones and streets nationally and provides a solution for proposed implementation in Trafford.

### Recommendation

The Executive is recommended to:

- a) Note the background information relative to the evaluation of 20mph streets and zones in recent years.
- b) Approve the prioritisation of 20mph schemes with the matrix that has been developed as included in Appendix A
- c) That authority be delegated to the Corporate Director for Place for future approval of 20mph streets in conjunction with the Executive Member for Environment and Regulatory Services where the request or needs meet the prioritisation criteria which includes improving safety in and around school streets.
- d) Note the funding allocated this current financial year by TfGM for safety around school streets to contribute towards this priority.
- e) Note that there is currently no capital allocation in 2021/22 for 20mph streets or zones but that a bid will be put forward for consideration in 2022/23 following a review of applications and streets that meet the criteria for consideration that has been developed.

Contact person for access to background papers and further information:

Sharon Walls  
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Background Papers: None

## Implications:

Relationship to Policy Framework/Corporate Priorities	Improving Public Health Improving Air Quality Improving Road Safety Green and Connected
Relationship to GM Policy or Strategy Framework	Air Quality Management Clean Air Plan Environment Plan
Financial	The report identifies £50,000 that has been allocated to districts by GM for safety around schools that can contribute to this demand. That a further bid for capital funds in the 2022/23 programme be developed and to further seek external funding to compliment the bid.
Legal Implications:	No legal implications from this report.
Equality/Diversity Implications	Not Applicable
Sustainability Implications	Improving safety and reducing speeds will lead to a more sustainable environment
Carbon reduction	At this moment there isn't a lot of empirical evidence of the impact 20mph zones have on carbon or air quality. Changes in direct carbon emissions are difficult to model but are likely to be relatively small; the largest impact would be through driver behaviour and changes in driving styles.
Resource Implications e.g. Staffing / ICT / Assets	Not Applicable
Risk Management Implications	Not Applicable
Health & Wellbeing Implications	There are wide ranging health benefits resulting from reduced speeds on the roads.
Health and Safety Implications	Road casualty severity could reduce through the implementation of the measures described in this report therefore improving health and safety.

## 1. Background

- 1.1 In recent years the demand for the implementation of 20mph schemes has been increasing in response to both local and national campaigns. A number of requests have been submitted in recent years to Trafford Council for consideration. A national campaign "20's Plenty Where People Live" actively promotes 20mph limits in residential and urban areas.
- 1.2 The Department for Transport published advice on the implementation of 20mph schemes in its circular 01/2013, which contains guidance on the setting of local speed limits.
- 1.3 There are two distinctly different types of 20mph speed restrictions:

- Speed limits, which rely solely on signing.
  - Zones which require traffic calming to reduce speeds.
- 1.4 Highway Authorities have powers to introduce 20 mph speed limits that apply only at certain times of day. These variable limits may be particularly relevant where a school is located on a major through road that is not suitable for a full-time 20 mph zone or limits.
- 1.5 The implementation of 20mph streets and zones was heavily funded by the Department for Transport through annual grant funding that has ceased in recent years as casualty figures have reduced.

## **2 DFT Study Report findings – Background to Support a Proportionate Approach**

- 2.1 In July 2014, Atkins, AECOM and Professor Mike Maher of University College London, were commissioned by the Department for Transport to evaluate the effectiveness of 20mph (signed only) speed limits, based on twelve case study schemes in England and various comparator areas with a 30mph limit in place. An evaluation into 20mph limits was carried out on behalf of the Department of Transport by the engineering Consultancy Atkins and was published in 2018. The full report can be found at <sup>1</sup> <https://www.gov.uk/government/publications/20-mph-speed-limits-on-roads>.
- 2.2 The report assesses the outcomes of introducing 20 mph speed limit schemes (i.e. reducing speed limits from 30mph to 20mph) in residential areas and town centres. These are generally on a wider scale, but “signs only”, i.e. without the traffic calming measures of earlier 20mph zones. They were introduced for a variety of transport, community and health reasons.

The study found:

- a. Public support for 20mph (signed only) limits but concern about non-compliance
- b. Minor changes in driven speeds: median speed fell 0.7mph in residential areas and 0.9mph in city centre areas
- c. Faster drivers reduced speed more: 1.1mph and 1.6mph respectively
- d. Road characteristics have a much larger impact on driven speeds than whether the road has a 30mph or 20mph limit
- e. No significant change in short term collisions and casualties in the majority of case studies
- f. The majority of people have not noticed a reduction in the speed of vehicles, and do not perceive there to be fewer vehicles driving at excessive speeds

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<sup>1</sup> Evaluation Headline Report Nov 2018 (Atkins / AECOM and Professor Mike Maher UCL )

- g. Small increase in use of active travel modes; mode shift cannot be determined from data.
- 2.3 The study found insufficient evidence to conclude that in residential areas the introduction of 20mph limits had led to a significant reduction in collisions and casualties.
- 2.4 Overall, there was a small but statistically significant improvement in reported levels of cycling and walking.
- 2.5 As a result of the above, the approach being recommended for adoption would be to ensure the environment aligns with the ability to implement 20mph in a proportionate way in areas that do not need major infrastructure changes or widespread introduction of signage.

### **3 Stockholm declaration <sup>2</sup>**

- 3.1 In 1972 in Stockholm, Sweden, the United Nations hosted its first Conference on the Human Environment, the official declaration of which is commonly called the Stockholm Declaration of 1972.
- 3.2 One of the main objectives of the Declaration was to ‘stabilise and then reduce’ road traffic deaths. While road death rates have stabilised and lives have undoubtedly been saved when set against projected death rate increases, the number of actual deaths on the world’s roads have remained around 1.35 million, according to World Health Organization data. The more ambitious SDG target, reaffirmed by the UN General Assembly, sets a goal of halving road traffic deaths and injuries by 2030.
- 3.3 The Ministerial Conference culminated in the forward-looking “Stockholm Declaration”, which calls for a new global target to reduce road traffic deaths and injuries by 50% by 2030. In addition, it invites strengthened efforts on activities in all five pillars of the Global Plan for the Decade of Action: better road safety management; safer roads, vehicles and people; and enhanced post-crash care. It also calls for speeding up the shift to safe, affordable, accessible and sustainable modes of transport like walking, cycling and public transport. WHO is asked to continue to produce the series of global status reports, as a means of monitoring progress towards achievement of the 12 Global Road Safety Performance Targets.
- 3.4 Today, around 1.35 million people lose their lives on the world’s roads every year, and as many as 50 million are injured. More than one quarter of those killed and injured are pedestrians and cyclists. Road traffic injuries are now the leading cause of death for children and young adults aged 5-29 years. Given the enormous human suffering and major economic losses for families

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<sup>2</sup> Stockholm Declaration. Third Global Ministerial Conference on Road Safety: Achieving Global Goals 2030  
Stockholm, 19–20 February 2020

and societies, road traffic deaths remain an unacceptable price to pay for mobility.

- 3.5 Introducing a range of measures that link to the GM Environment strategy and Transport Strategy 2040 which includes 20mph streets in appropriate locations would support the Declaration.

#### **4 Safer Roads Greater Manchester**

- 4.1 Safer Roads GM largely welcomes initiatives that reduce vehicle speeds throughout Greater Manchester. The Partnership supports the introduction of 20mph zones and limits on the residential road network where the introduction of 20mph speed limits would be self-enforcing, in that the existing conditions of the road, together with any measures such as traffic calming or signing, should lead to the average traffic speeds being compliant with the speed limit.
- 4.2 The 20mph speed limits rely heavily on a change in driver behaviour and compliance of the regulatory signs to be effective. In common with 20mph speed limits in other Authorities, there should be no expectation on the police to provide additional enforcement beyond their routine activity to achieve compliance to the set speed limit.
- 4.4 Schemes on roads where they are used by through traffic will need to be given special consideration for speed management as will roads with a high number of pedestrians and cyclists as the introduction of a lower speed limit could displace traffic and increase traffic flows along alternative residential roads.
- 4.5 Safer Roads GM considers the introduction of 20mph zones in residential areas should be implemented along with education, training and publicity interventions to ensure that public expectations are met and managed.

#### **5 GMP Position Statement**

- 5.1 There is an expectation from all GM highway authorities that background research, which includes evidenced traffic flow data, is incorporated into the project proposal to ascertain/verify that a speed reduction from a restricted road status will achieve a satisfactory compliance rate.. This aligns itself to the DfT protocols under the 'Setting of Speed Limits' documentation.
- 5.2 Should LA's introduce a reduced limit and it is found not to be working, the LA should in the first instance undertake a speed limit review and then introduce physical engineered interventions to achieve that step down of speed if deemed necessary to achieve compliance. No undue pressure of elevated levels should be placed upon a police authority, other than routine patrol duties, to enforce or achieve speed limit compliance on the public highway.

## **6.0 Trafford Council Approach to 20mph Requests**

- 6.1 Trafford currently has 26 existing 20mph zones. These schemes were implemented in the 1990's following the Council being in receipt of Government funding in relation to local road safety schemes, and as part a large number of traffic calming schemes introduced across the Borough.
- 6.2 Currently there are several requests for 20mph zones/limits. Following the Council Motion in March 2021 relating to 20mph streets and zones the Council will be updating its website to allow better promotion of 20mph streets and so requests can be made that can be assessed for future consideration as a 20mph street.
- 6.3 The One Trafford Partnership have developed a priority matrix to manage the requests that are received via members of the public. The matrix consists of a number of questions that are weighted, and following completion will provide a score, which will be used to prioritise the request. The matrix will ensure that all requests are treated in a fair and equitable manner. The matrix will also be used to generate a cost estimate of the scheme, as cost will vary depending on the size of the area etc.
- 6.4 20mph speed limits and zones was discussed at full Council on 30th September 2020, the minutes from the meeting and the Council's current position is contained on this link  
<sup>3</sup><http://democratic.trafford.gov.uk/ieListDocuments.aspx?CIId=122&MID=3174>

## **7.0 School Streets**

- 7.1 A school street is a road outside a school with a temporary restriction on motorised traffic at school drop-off and pick-up times. The restriction applies to all motor traffic, regardless of whether it is associated with the school itself, to create a street environment which encourages cycling, scooting, or walking part or all of the school run.
- 7.2 TFGM announced on the 21<sup>st</sup> May 2021 through the Active Travel Fund, TfGM can offer districts up to £50,000 each to deliver a number of school streets. We would expect this to cover at least five school streets
- 7.3 There is an eligibility criterion that has to be met to be enable school streets to be funded that is being reviewed.
- 7.4 Schools included in the street program will be prioritised based on the TFGM Criteria alongside the scoring from within the 20mph matrix

## **8.0 Legal Process**

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<sup>3</sup> Minutes of Trafford Council meeting 30 September 2020

- 8.1 All speed limits, other than those on restricted roads should be made by order under Section 84 of the Road Traffic Regulation Act 1984. If it is proposed to make a Road Traffic Order introducing 20mph limits the statutory process prescribed by regulations must be followed.
- 8.2 Traffic authorities have a duty to erect and maintain prescribed speed limit signs on their roads in accordance with the Traffic Signs Regulations and General Directions 2016.
- 8.3 If traffic authorities wish to deviate from what is prescribed in signing regulations, they must first gain the Secretary of State's authorisation. Traffic authorities are not permitted to erect different speed limit signs relating to different classes of vehicle.
- 8.4 Statutory consultees, relevant stakeholders and the public are consulted, and the Traffic Regulation Order (TRO) must be published in local newspapers and throughout the community. In the case of permanent orders, at least 21 days must be given for consideration of proposals and formal objections. Objections are considered, and a decision to proceed or not is taken. Where an authority implements an order regardless of objections, an application to review the decision can be made to the High Court.
- 8.5 The TRO is enforceable from the date it is signed. New signs and road markings must be implemented by this date. A TRO can be delivered within 6-8 weeks, but objections can lead to lengthy delays. Early community engagement generally helps to minimise objections. If subsequent changes are made to the scheme a new TRO is required, but removing roads will not trigger this process.

## **9 Financial Implications**

- 9.1 As highlighted in the report previous funding for 20mph streets and associated measures was via the Dft grant fund allocation that has ceased.
- 9.2 Other funding is available via TfGM for safe school streets of £50,000 per Council area that Trafford can bid for and this is anticipated to support 5 streets.
- 9.3 The approved capital programme for 2021/22 is fully allocated and hence a bid for future capital funds will be submitted for consideration in the 2022/23 programme based on demand and requests that meet the criteria.

## **10 Conclusion**

- 10.1 There is no national view as to the policy a local Authority should adopt in relation to 20mph schemes as the issues are complex.

- 10.2 Council's across the country are primarily guided by information coming from the Dft. The Dft's current position on 20mph speed limits states:

*“The evidence available to date shows no significant change in the short term in collisions and casualties, in the majority of the case studies (including the aggregated set of residential case studies) and further data is required to determine the longer-term impact of 20mph limits. Collision and casualty rates are known to fluctuate from year to year, and the post implementation data currently available may not be indicative of the longer-term trend”*

- 10.3 The State of Evidence on 20mph Speed Limits report with regards to road safety, active travel and air pollution report states <sup>4</sup>

*“The volume of literature, both peer reviewed and grey, is still relatively small regarding 20mph speed limits compared with other health outcomes including 20mph zones. The fact for each average 1mph speed reduction in an urban area there is a 6% reduction in collisions fits well with the findings from UK studies reported ”.*

- 10.4 There is therefore clear evidence that a reduction in vehicular speeds by 1mph can have a significant effect on the severity of a collision, additionally having a 20mph speed limits can reduce the potential for collisions. What is less clear from the research undertaken, is whether the introduction of 20mph speed limits is the panacea for effectively reducing collisions and would represent the best value for money on casualty reduction.

## **11.0 Reasons for Recommendations**

- 11.1 Whilst there is no clear evidence to predict the overall success of 20mph, they do assist in reducing speeds and subsequently reducing casualty severity.
- 11.2 Community support is key to the success, as schemes with community support achieve better compliance.
- 11.3 As well as road safety benefits, it is important to highlight the contribution that 20mph zones may have in increasing physical activity, such as walking and cycling.
- 11.4 Prioritisation of potential schemes using the matrix that identifies school streets, speed and casualties as factors is recommended in that it considers locations where the greatest benefits can be determined.
- 11.5 A bid for allocation of funds into the next years' capital program will be put forward and if successful a list of approved schemes will be published on the Council's website.

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<sup>4</sup> The State of Evidence on 20mph Speed Limits with regards to road safety, active travel and air pollution Dr Adrian Davis FFPH , Adrian Davis Associates, Consultant on Transport and Health Bristol. August 2018

11.6 Full consultation with the residents will be undertaken and schemes will only be implemented where there is clear support from the residents and the local councillors.

11.7 A bid will be submitted via TFGM to fund 5 school Streets.

## **12.0 Other Options**

12.1 Implementing wholesale 20mph zones across Trafford without an application and prioritisation process would be unaffordable and unsustainable to implement, enforce and maintain.

12.2 The other alternative is to stay with the current speed limits however, this option is seen as not supporting other initiatives as outlined in the report.

## **13.0 Consultation**

13.1 Consultation with affected residents will be undertaken as part of the prioritisation and development of any proposed 20mph streets.

**Key Decision** No

**If Key Decision, has 28-day notice been given?** No

Finance Officer Clearance      PC  
Legal Officer Clearance        TR

**CORPORATE DIRECTOR'S SIGNATURE**



To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.