

Executive Decision Report

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| Decision maker and date of Leadership Team meeting or (in the case of individual Lead Member decisions) the earliest date the decision will be taken | Cllr Will Pascall, Lead Member for Streets, Planning Transport Date of decision: 8 November 2018 Forward Plan reference: 05338/18/T/A |  THE ROYAL BOROUGH OF KENSINGTON AND CHELSEA |
| Report title | Consultation on a trial scheme of 20mph limits in parts of the borough | |
| Reporting officer | Mahmood Siddiqi, Director for Transport, Highways, Leisure and Parks | |
| Key decision | Yes | |
| Access to information classification | Public | |

1. EXECUTIVE SUMMARY

- 1.1. The report proposes a consultation exercise to seek views on the introduction of a trial 20mph speed limit in one area (St Helen's and most of Dalgarno wards) and the streets listed in Table 1 below. It explains how this area and those streets were identified and how officers intend to canvass local views on the proposals.

2. RECOMMENDATIONS

- 2.1. I recommend that you approve the proposal set out in 6.2 below to carry out public consultation on the introduction of a trial 20mph speed limit in the area and streets listed in Table 1 and paragraph 5.12.

3. REASONS FOR DECISION

- 3.1. I believe that the streets listed in Table 1 would be suitable locations for a trial of 20mph speed limits, as they scored highly based on our objective selection criteria. The area covering St Helen's and most of Dalgarno would also make a suitable trial 20mph limit area because there is already some evidence of local support for this, and there are clear natural boundaries defining a discrete and understandable area.

4. BACKGROUND

- 4.1. Exhibition Road is currently the only borough-managed road with a 20mph speed limit in Kensington and Chelsea. Most central London boroughs have made 20mph the default speed limit on their roads. Westminster City Council introduced 20mph limits on several roads in 2017.
- 4.2. Traditionally, lower speed limits were seen primarily as a road safety tool. There is clear evidence that collisions at 30mph are much more likely to result in serious injury than collisions at 20mph. However, in recent years, the main arguments in support of 20mph limits have been around less tangible benefits, around the idea of “liveability”, and of lower traffic speeds creating streets that are more conducive to walking and cycling.
- 4.3. Both national and regional guidance supports the use of 20mph limits in areas with large numbers of pedestrians or cyclists. Current Department for Transport (DfT) guidance mandates the introduction of 20mph speed limits ‘in 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 Mayor of London’s Transport Strategy advocates the implementation of 20 mph limits or zones ‘to create better routes to schools and local attractions’.
- 4.4. Some residents who are concerned about high traffic speeds in their roads see the introduction of lower speed limits as a way of reducing those speeds, even without physical traffic calming measures. In January 2018, the Council supported a motion calling on the Executive “...to run a pilot scheme to introduce a 20mph speed limit on a number of selected roads across the Borough.” In March 2018, the Public Realm Scrutiny Committee (PRSC) considered a report setting out officers’ approach to identifying suitable roads to include in the pilot scheme.
- 4.5. That report suggested that selection criteria should include recorded traffic speeds, and whether or not a street was on a cycle route or near a school. Officers then applied the approach set out in that report and have concluded that the streets identified in Table 1 would be suitable for the pilot scheme. The PRSC report identified the value in monitoring the effectiveness of 20mph speed limits in individual streets, and a 20mph limit across a defined area of many streets. It also proposed that there should be a good geographical spread across the borough.
- 4.6. In our recent “Commonplace” consultation exercise, to which almost 500 residents and visitors contributed comments about transport in the borough, traffic speeds and difficulty crossing roads were both among the five most mentioned issues.

5. PROPOSAL AND ISSUES

- 5.1. The Council receives a large number of requests from residents and residents’ associations to address traffic speeds in particular roads. As part of their investigations, officers in my department commission surveys to measure traffic

speeds. In the majority of cases, the surveys find that 85th percentile speeds (the speed at or below which 85 percent of traffic travels - the standard measure of speed used by councils and the police) are below the posted speed limit of 30mph. This sometimes comes as a surprise to residents, who tell us either that most vehicles are travelling faster than they would like, or that they are concerned about the 10-15% of vehicles that travel above the speed limit.

- 5.2. These surveys provided a starting point for our selection of the 20mph limit streets. Firstly, because the existence of a survey for a given street is evidence that local residents have raised concerns about traffic speeds in that street in the past four years, and secondly because we need traffic survey data in order to assess two key selection criteria. Namely, whether or not the *average* speed is already at or below 24mph, and the extent to which the *85th percentile* speed is above 25mph.
- 5.3. Evidence from 20mph schemes elsewhere has informed DfT guidance that states that on roads where mean speeds are above 24mph it is unlikely that a 20mph limit scheme using only signs and road markings will achieve general compliance with the limit. The majority of streets that we examined showed mean speeds were below 24mph, but a few were rejected because they exceeded 24mph. There have been press reports of rising levels of non-compliance with 20mph limits nationally. One reason for this could be that more authorities are applying the 20mph limit to roads where the mean speed was above the 24mph threshold. It illustrates the need for this trial to focus on roads with a reasonable prospect of achieving general compliance with the limit (in the same way that most borough streets achieve general compliance with the 30mph limit).
- 5.4. We also considered whether and to what extent the 85th percentile speed exceeded 25mph. In our assessment, we generally rejected roads where the 85th percentile speed was below 25mph (except where explained in Table 1) and awarded an extra point for each additional mile per hour above that threshold. Where streets had two speeds recorded, one for each direction, we took the higher of the two. We also considered the number of vehicles per hour that exceeded the existing 30mph speed limit.
- 5.5. Assuming that we proceed to implement the pilot 20mph limit scheme, our monitoring will consider not just the average and 85th percentile speeds, but also the number of vehicles recorded exceeding 30mph. Evidence from 20mph limit schemes elsewhere suggests that they achieve relatively modest reductions in mean and 85th percentile speeds, and the 85th percentile speed is very often above the 20mph limit. To date officers have been able to find very little evidence of the impact on the incidence of higher speeds. We want to test whether the introduction of 20mph speed limits results in fewer vehicles exceeding 30mph.
- 5.6. Streets also scored points if they were:
 - on a designated cycle route or if they were close to a cycle hire docking station, or
 - near a school or another local attractor such as a park or a market

5.7. We also had regard to cost, which in large part is driven by the number of signs that would be required. For this reason, we sought to avoid very long roads with large numbers of junctions.

5.8. This led to us identifying the following streets:

Table 1 Streets proposed for consultation on 20mph limits

| Street | 85th percentile speed (mph) | Overall Score | Comments |
|--|-----------------------------|---------------|---|
| Cale Street/Elystan Place - Sydney Street to Anderson Street | 25.3 | 7 | Cycle route, docking station, school, two-way cycling |
| Harrington Gardens | 28.5 | 7 | Cycle route |
| Harrington Road | 22.7* | 7 | Underground station, cycle route, docking station |
| Holland Park - southern arm only | 28.6 | 7 | Park attraction nearby |
| Ladbroke Grove – Cambridge Gardens to Westbourne Park Road | 21.5** | 7 | Underground station, docking station |
| Oakley Street - including Margareta Terrace and Phene Street | 27.9 | 8 | Cycle route, docking station |
| Portobello Road - Westway to Westbourne Grove | 24.0*** | 7 | Market attraction nearby, docking station, school |
| Sirdar Road | 25.6 | 7 | Park, docking station, school |
| St. Alban's Grove | 25.7 | 5 | Cycle route, schools |
| Stanhope Gardens | 26.8 | 8 | Cycle route, docking station |

**Harrington Road is an extension of Harrington Gardens and Stanhope Gardens Quietway*

***We also wished to test the impact of a 20mph limit on a busy main road in a local shopping centre. We included a short section of Ladbroke Grove for this reason*

****Portobello Road has unique characteristics in terms of the street's use, and scored highly*

5.9. Note that we are already considering separate traffic calming schemes in two additional roads identified through this process.

5.10. There are advantages in applying a 20mph limit over an area of several streets. Firstly, the cost per street reduces as a result of fewer signs being required. Officers wish to monitor whether drivers reduce their speed more when driving in a 20mph area than they do when the 20mph limit is on a single road.

- 5.11. We selected an area where residents have previously expressed support for an area 20 mph limit, where there are several roads with high recorded 85th percentile speeds, and where there are helpful natural boundaries that minimise the signing requirements at entry and exit points.
- 5.12. This is the area bounded by the Great Western Railway Line to the north, Ladbroke Grove to the east, the Westway to the south, and the West London Line to the west. In other words, St Helen's ward and the majority of Dalgarno.

6. OPTIONS AND ANALYSIS

- 6.1. At this stage, officers are seeking approval only to consult the public on where we should carry out our pilot 20mph schemes. It is likely that the consultation exercise will reveal relative levels of support for the proposals in each of the identified locations, and it may suggest others too. The report has set out how officers have come to identify the streets and the St Helen's and Dalgarno area. On this basis, the options are as follows:
- 6.2. i) approve a consultation on a pilot 20mph speed limit on the streets set out in Table 1, and across the area of St Helen's and Dalgarno wards described in 5.10,
- ii) ask officers to devise an alternative method to identify locations for the pilot 20mph limit scheme
- iii) do not carry out consultation on a pilot 20mph limit scheme

7. CONSULTATION AND COMMUNITY ENGAGEMENT

- 7.1. The report is seeking approval to carry out a consultation rather than to implement a project. However, officers have written to all councillors informing them of the proposed pilot streets and areas.
- 7.2. The Council's approach to selecting roads for inclusion in the pilot 20mph scheme was presented to the Public Realm Scrutiny Committee in March.
- 7.3. By 7 September, our Commonplace online consultation tool had received over 30 comments asking for 20mph limits either borough wide or in specific streets.
- 7.4. Officers propose two main elements to the consultation exercise:
- i) A consultation letter and questionnaire to be sent to all households in streets in the St Helen's and Dalgarno area described in 5.12, and to all households in streets listed in Table 1 and,
- ii) An online consultation page, which would be open to all to use
- 7.5. We will publicise the consultation using the Council's media channels, including social media.

- 7.6. We will report the results of the consultation exercise to you and make recommendations regarding which streets, if any, should be made subject to a 20mph speed limit. Any such limits would probably be introduced using an experimental traffic order, for up to 18 months, from Spring 2019.

8. HUMAN RESOURCES AND EQUALITIES IMPLICATIONS

- 8.1. The work proposed in this report can be carried out using existing staff resources.
- 8.2. There are no equalities implications arising directly from this report.

9. LEGAL IMPLICATIONS

- 9.1. The Council in its capacity as “Highway Authority” has the power under section 84 of the Road Traffic Regulation Act 1984 (“The Act”) to make orders imposing a 20mph speed limit. The procedure to be adopted by the Council for the making of such an order is contained in the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996.
- 9.2. It is noted that this report only seeks approval to consult on the pilot proposals. However, detailed legal implications will be required for any future report outlining the statutory process and such other matters the Council should have regard to.

10. FINANCIAL, PROPERTY AND ANY OTHER RESOURCES IMPLICATIONS

- 10.1. We estimate that it would cost in the region of £60K to £70K to implement 20mph limit schemes in all of the roads listed in Table 1 as well as the St Helen’s and Dalgarno area. This is based on a desktop exercise looking at the number of signs, new posts and road markings that would be needed; this is subject to small variations after we carry out site inspections, assuming that the schemes proceed beyond the consultation stage.
- 10.2. Should we go ahead with the whole pilot but then following our monitoring, decide to remove it, the estimated cost of doing so is £30K.
- 10.3. We will fund the proposed consultation from our existing 2018/19 revenue and LIP budgets.
- 10.4. Subject to the outcome of the consultation, we have made provision for implementing any resulting pilot schemes from our approved 2018/19 LIP and Council capital budgets
- 10.5. There are no further revenue implications arising from this project.

Mahmood Siddiqi
Director for Transport, Highways, Leisure and Parks

Local Government Act 1972 (as amended) – Background papers used in the preparation of this report. None

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Formal clearance requirements for all key decision reports (officer's initials)

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| Cleared by Finance | GH |
| Cleared by <u>Corporate</u> Finance | NP |
| Cleared by Director of Legal Services | HC |
| Cleared by Communications & Community Engagement | MC |

Other Implications

1. Business Plan - None
2. Risk Management - None
3. Health and Wellbeing, including Health and Safety Implications - None
4. Crime and Disorder - None
5. Human Rights - None
6. Privacy Impact Assessment - None
7. Impact on the Environment - Most studies agree that the effect of a 20mph speed limit or zone is dependent on vehicle type and the nature of the road, and has a mixed overall effect on emissions (and by extension air quality) resulting in no significant net impact.

Most studies do not account for how speeding restrictions may affect the public's choice of transportation. Insofar as lower speed limits increase the 'liveability' of the designated roads and areas, they should provide a more attractive environment for walking and cycling, with consequent benefits for more active travel and lower vehicle emissions.

8. Sustainability and energy measure issues - None