

AGENDA MANAGEMENT SHEET

Name of Committee Rugby Area Committee

Date of Committee 22nd March 2007

Report Title Speed Management Strategy

Summary At its meeting on 18th January, Environment Overview and Scrutiny Committee considered the draft report of a Speed Management Strategy for the County. After consideration, the Committee requested that the views of Area Committees should be invited on the draft report and Speed Management Strategy and related matters. This report invites such views.

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Would the recommended decision be contrary to the Budget and Policy Framework? Yes/No

Background Papers None.

CONSULTATION ALREADY UNDERTAKEN:- *Details to be specified*

- Other Committees Environment Overview and Scrutiny
18th January 2007.
All Area Committees March 2007.
- Local Member(s)
(With brief comments, if appropriate)
- Other Elected Members
- Cabinet Member
(Reports to The Cabinet, to be cleared with appropriate Cabinet Member)
- Chief Executive
- Legal I Marriott – comments noted and incorporated.

- Finance
- Other Chief Officers
- District Councils
- Health Authority
- Police
- Other Bodies/Individuals

FINAL DECISION **YES/NO** *(If 'No' complete Suggested Next Steps)*

SUGGESTED NEXT STEPS :

Details to be specified

- Further consideration by this Committee
- To Council
- To Cabinet
- To an O & S Committee Environment Overview and Scrutiny Committee
28th June 2007.
- To an Area Committee
- Further Consultation

Rugby Area Committee – 22nd March 2007

Speed Management Strategy

Report of the Strategic Director for Environment and Economy

Recommendation

That the comments made by the Rugby Area Committee on the draft Speed Management Strategy be submitted to the Environment Overview and Scrutiny Committee.

1. Introduction and Progress to Date

- 1.1 For some time now, work has been under way to produce a draft Speed Management Strategy for the Council to consider.
- 1.2 Members will recall that a workshop/seminar was held at the Pump Rooms in Leamington Spa in September 2006, at which many of the issues which involve the problems of speed on the road were discussed.
- 1.3 This workshop followed the publication in August 2006 of the Department for Transport (DfT) guidance entitled 'Circular 1/2006 Setting Local Speed Limits'.
- 1.4 Following consideration of the report and draft Speed Management Strategy by the Environment Overview and Scrutiny Committee on 18th January, the Committee resolved that the report and draft Strategy should be circulated unchanged to all five Area Committees for their consideration and comment. This document is attached as **Appendix A**. The draft Strategy would then be returned to the Overview and Scrutiny Committee, for amendment as necessary, before submitting the Strategy to Cabinet for approval.

2. Action by Area Committees

- 2.1 At this stage, it is the intention to seek the views of Members through the Area Committees, on the various draft policies in the Strategy, a number of which involve new funding issues. It is proposed that the detailed consideration of individual schemes, including alterations to speed limits, will be carried out at a later date, and will be reported to Area Committees following investigation.
- 2.2 Overview and Scrutiny Committee asked that Members should be circulated with the proposed criteria for determining the relative priorities to be given to

implementing speed limits on different routes (or sections of routes). Although the detailed criteria will be developed as the initial investigations proceed, it is suggested that the criteria for determining the relative priorities would be based on safety issues and community concerns. Officers will report on the relative safety priorities in terms of number of injury accidents per unit length. Members (through Area Committees) will be asked to judge the relative priorities in terms of community concerns. Area Committee's views are invited on this approach.

- 2.3 Associated matters relevant to the speed management strategy on which the views of Members are sought can be found at paragraphs 2.4, 4.5 and 5.2 of the report to Overview and Scrutiny Committee.
- 2.4 The views of Area Committee on each of the draft Policies in the Speed Management Strategy, SMS 1 to SMS 14, are also requested.

JOHN DEEGAN
Strategic Director for Environment and Economy
Shire Hall
Warwick

1st March 2007

Rugby Area Committee – 22nd March 2007

Speed Management Strategy

Agenda No. 5

**Environment Overview and Scrutiny Committee -
18th January 2007**

Speed Management Strategy

**Report of the Strategic Director for
Environment and Economy**

Recommendation

That:-

1. The draft Speed Management Strategy be submitted to the five Area Committees and to Warwickshire Police for comment.
2. Officers submit a revised draft which takes into account the views expressed at this meeting, by Area Committees and by Warwickshire Police for consideration by this Committee prior to its ultimate submission to Cabinet.
3. The Committee supports the officers view that in April 2007 they should commence the technical parts of the review of the speed limits on A and B roads requested in Circular 1/2006.

1. Introduction

- 1.1 At its November meeting the Committee asked that a draft Speed Management Strategy be prepared for consideration by this Committee, Area Committees and ultimately Cabinet.
- 1.2 The Warwickshire Final Local Transport Plan 2006 states in Policy RS 19. 'The County Council will combat excessive speed with an integrated programme of education, engineering and enforcement.'

- 1.3 A Speed Management Strategy is a coordinated approach to the management of speed, including specific objectives and policies, to achieve safer roads for all and to take into account the needs of local communities.
- 1.4 The County Council already has in place policies and programmes of work aimed at influencing the speed of drivers. All of them can continue to produce benefits to the County, and many affect the speeds at which people drive.
- 1.5 However, there is a need to re-examine and re-assess the way in which these policies are being implemented, as many of the current actions have developed over a period of years. Although it seems likely that most will continue, it is an opportune time to review the situation, particularly as the Government has issued new guidance on setting local speed limits.

2. The New Guidance on Setting Local Speed Limits

- 2.1 The Government's long-awaited document was finally published in August 2006 as Department for Transport (DfT) Circular 1/2006 'Setting Local Speed Limits'. This replaced the earlier Circular 1/93, which was some 13 years old. Although the guidance in 1/93 was still largely relevant, the new document is more comprehensive and covers issues that have become increasingly important with time, such as the impact of the speed of traffic on communities.
- 2.2 Although speed limits are important, it should be emphasised that the setting of local speed limits is only one element of a Speed Management Strategy.
- 2.3 Circular 1/2006 continues the present approach that speed limits should only be introduced if most people are likely to obey them. This depends on the layout of the road and particularly how it appears to the driver. This often means the speed limit that a community would like cannot be imposed without disproportionately expensive engineering works. So in practice the Council cannot afford to introduce the desired speed limit.
- 2.4 Circular 1/2006 is guidance and the Council, if it wished, could choose to ignore it and relax this approach to a greater or lesser extent. This would usually result in a small reduction in average speeds but generally most drivers would exceed the new limit. This would result in limits falling into disrepute and lead more people to ignore them. It might also give pedestrians and cyclists a false sense of security. The Council's approach to this issue is crucial to the strategy. Members views are invited.

3. The Draft Speed Management Strategy

- 3.1 The main objectives of the strategy are to establish:-
 - (i) A framework for speed management in the County that can be considered in the development of future County Council plans and programmes in respect of road safety and highway design and maintenance.
 - (ii) A basis for joint working with Warwickshire Police.

- (iii) A document that can be referred to in discussions with other authorities, agencies and businesses with an interest in road safety matters.
- 3.2 The draft Speed Management Strategy document is attached as **Appendix A**. It takes into account:-
- (i) DfT Circular 1/2006.
 - (ii) Warwickshire Final Local Transport Plan 2006.
 - (iii) The views expressed at the Speed Management Seminar.
 - (iv) The views expressed at this Committee on 9th November 2006

4. Delivery and Funding

- 4.1 A note on the funding source for each policy is given in italics in the draft. (It is not intended that the text in italics will form part of the final strategy). In most cases, subject to the Council's decisions on the budget, there is a funding source to continue the current level of activity in delivering the policy concerned. However, there is no funding source at present for policies SMS 5 (Occupational Road Risk courses for employees), SMS 9 (Speed Limit Review), SMS 11 (20mph speed limits), and no funding has been identified beyond 31st March 2007 for SMS 3 (support for local communities through Speed Aware etc).
- 4.2 The strategy specifically states that the timescale for its implementation will depend on the funding available. Therefore, approving the strategy does not of itself commit the Council to funding and delivering it within any particular timescale. However, it would only be appropriate to include policies which the Council considers have a reasonable chance of being funded and delivered at least in the medium term. Members views are invited.
- 4.3 In Circular 1/2006 the Government asks local authorities to review the speed limits on all of their A and B roads, and implement any necessary changes by 2011. This is new work but the Government has not provided any new funding for this purpose.
- 4.4 Implementing new speed limits which arise from the review will require a capital budget allocation for 2008/09 onwards. The rate at which any schemes to introduce new speed limits can be implemented will depend on the budget the Council allocates in 2008/09 and subsequent years.
- 4.5 The exercise Members carried out at the Members Seminar in September 2006 showed that the cost of implementing all the new speed limits Members believed communities would like is almost certain to be far more than the available budget. This means that Members will have to decide how proposals for new limits should be prioritised. The inevitable result of this is that many communities will be disappointed. Members views on this difficult issue are invited and a further report will be submitted in due course.

- 4.7 Circular 1/2006 also asks authorities (consistent with their duty in respect of road safety) to focus on the use of speed management measures on those routes (not just A and B roads) with the most pressing problems of collisions and injuries or where there is widespread disregard for current speed limits. Again the Government has provided no new funding for this purpose.
- 4.8 There is no current budget for implementing speed limits. Funding for speed management work to deal with the most pressing casualty problems may qualify for funding from the casualty reduction budget. However, demands on the casualty reduction budget far exceed the annual budget (£700,000) currently available. Schemes are prioritised according to their cost effectiveness in saving casualties. It would not be sensible to give a Speed Management Scheme a higher relative priority for this budget than, say, improving a dangerous junction if the latter had a greater casualty saving potential.
- 4.9 The Council can also expect to receive requests for new speed limits on roads which are not prioritised in Circular 1/2006; that is non A and B roads where there is no pressing collision and injury problem or widespread disregard of current speed limits. The problem with these requests is that :-
- (i) Investigating them would require staff to be diverted from the review of the prioritised roads
 - (ii) As explained above funding the speed limit changes needed on even the prioritised roads will take some time; so it is hard to see how funding could be allocated to changes on non prioritised roads.
 - (iii) Nevertheless the speed of traffic on these roads is of considerable concern to the communities affected.

Members views are invited on this issue.

5. Speed Limit Review of A and B Roads

- 5.1 The speed limit review of A and B roads will have two phases:-

Phase 1. Technical work; for example collecting speed and casualty data and seeing how it fits with the criteria in Circular 1/2006.

Phase 2. Report of the technical position to Members, followed by consultation, prioritisation etc.

- 5.2 The way the second phase is carried out will depend on the procedures used for consultation and prioritisation. At the last meeting of this Committee, Members expressed the view that the method of prioritisation should take into account community issues. The way in which this is done will require approval by Members. Members views are invited and a further report on this aspect will be submitted in due course.

- 5.3 The technical assessment work will take some time. There seems no reason why work on phase 1 should be delayed pending decisions on the procedures for phase 2. Subject to any comments from this Committee, officers propose to commence phase 1 (technical assessment work only) in April 2007.

JOHN DEEGAN
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29 December 2006

Appendix A of Agenda No

Environment Overview and Scrutiny Committee - 18th January 2007

Speed Management Strategy

A Speed Management Strategy for Warwickshire (Draft)

1. Introduction

The Warwickshire Final Local Transport Plan 2006 states in Policy RS 19 : 'The County Council will combat excessive speed with an integrated programme of education, engineering and enforcement.' This document sets out a Speed Management Strategy in accordance with this policy.

The strategy is a coordinated approach to the issue of speed which states objectives and develops proposals to address the management of speed in ways that result in roads that are safer for all, and takes into account the needs of local communities.

2. Speed Management

- 2.1 Successful management of speed will be achieved only by the County Council, Warwickshire Police, Borough and District Councils, Parish Councils and other community organisations working together.

The benefits of managing speed to better suit the local environment are:-

- (i) A reduction in the number of casualties on the road.
- (ii) A reduction in demands on the emergency services.
- (iii) Improvements to the quality of life in local communities.

- (iv) Encouragement of more environmentally friendly methods of travel.
- (v) Improvements in the environment for walking, cycling and horse riding.

To do this, we need to utilise a combination of the three 'E' s.

Education – to influence for the better the ways in which people drive, walk and cycle

Engineering – to design and improve roads in a way that encourages safer and more responsible driving.

Enforcement – to work with the Police to carry out targeted enforcement where there are significant road casualties or where unacceptable speeding is a problem

- 2.2 The overall objective is to attempt to alter the culture of the many drivers who consider that they alone can judge what speed is appropriate, into one in which a more responsible attitude prevails.

3. Why is Speed a Problem?

- 3.1 Speeding and accidents are closely related. When a hazardous situation arises the greater the speed, the greater the risk that an accident will occur. And the greater the speed of those involved in an accident the more serious the consequences will be.
- 3.2 Government research has shown that speed is a major contributory factor in around one third of all traffic accidents. The number of people killed or injured annually on Warwickshire's roads in recent years has been about 3,000, so that excess speed could be said to have played a part in the injuries to about 1000 people each year.
- 3.3 Drivers travelling too fast do not just put themselves at greater risk They also endanger more vulnerable road users and adversely affect the environment of the communities through which they pass.
- 3.4 The great challenge is to change the culture of drivers. Many drivers view their speed as a matter for their personal decision based on their own values. We need to change this so that they give due consideration to the impact it has on the communities through which they pass.

4. The Role of the Driver

- 4.1 Influencing the attitude of drivers is therefore a key element of any strategy. Research at the University of Manchester categorised those drivers who are most likely to be involved in speed related accidents into three groups:-
 - (i) Error makers: those who do not look.

- (ii) Lapsers: those who do not think.
- (iii) Violators: those who do not care.

4.2 It is these three groups of drivers who most need to alter their approaches to driving by taking a more responsible attitude to other road users. This requires a culture change, so that the community finds driving too fast as socially unacceptable as drink driving.

4.3 However, it is not just these drivers who are the problem. We all drive too fast at times. There is a collective feeling that it is acceptable because everyone else does it and the chances of being detected and prosecuted, except at camera sites, is very small. Once again, it is necessary to change the culture, as this attitude can be passed on to our children when they start driving.

4.4 The majority of drivers do not speed significantly through their own communities, since they have an affinity with the people who live and work there. Many however, do so through other communities.

5. The Strategy Objectives and Their Implementation

5.1 The Strategy is formed of a set of objectives, each aimed at a particular problem associated with speed that is encountered in Warwickshire. This is followed with a statement setting down the Council's policy with respect to the objective.

5.2 The Strategy acknowledges and builds on many of the existing initiatives with regard to vehicle speeds and safety in the county. It then aims to add to and improve on these existing initiatives.

5.3 The Strategy is set out in a way that new developments, guidance and technologies can be accommodated and taken account of in the future.

5.4 In order that each policy can be followed, the Strategy identifies a number of actions that would need to be approved and funded for implementation in future years.

5.5 The timescale for delivering the strategy will depend on the funding available.

6. The Objectives and Policies

The objectives and Policies that are set out below are based on the Policies in the Warwickshire Final Local Transport Plan 2006. The relevant policy in the Local Transport Plan is quoted wherever it is relevant.

NOTE:-The sections in italics are included in this draft document in order to provide additional information for members. It is not intended that these sections will become part of the final approved Strategy.

Objective SMS 1 - Education

To increase the awareness of drivers to the problems caused by inappropriate speed, and foster a more responsible attitude to driving at an appropriate speed for the road conditions.

Policy SMS 1

The County Council will continue to support national speed campaigns by local initiatives, with local campaigns and events aimed at raising the profile of the use of appropriate speed.

Funding source – Existing funding through the Road Safety Education budget

Objective SMS 2 - Education

To work with young drivers to improve their understanding of speed issues. (LTP Policy RS13 'The County Council aim to foster correct attitudes to becoming a driver and the responsibilities of drivers, and other road users.)

Policy SMS 2

The County Council will continue work with its partners to promote programmes to make young drivers, and those approaching driving age, more aware of the problems caused by inappropriate speed, and to foster a more responsible driving attitude.

*Funding source – existing funding through the Safety Camera Partnership.
From 1 April 2007, from within the LTP settlement.*

Objective SMS 3 - Education

To assist communities with perceived speeding problems to take ownership of local issues.

Policy SMS 3

The County Council will work with other local councils and others to give support to local communities that wish to promote safer driving and reduced speeds in their areas by, for example, using portable vehicle actuated signs through the SpeedAware initiative.

*Funding source – existing funding through LPSA 2.
From 1 April 2007, new funding will be required.*

Objective SMS 4 - Education

To encourage drivers detected speeding to undergo training as an alternative to prosecution.

Policy SMS 4

The County Council will continue to provide Speed Awareness workshops for drivers detected speeding as an alternative to prosecution.

Funding source – *Speed Awareness courses are self-funding*

Objective SMS 5 - Education

To encourage local businesses and employers to implement an Occupational Road Risk Policy, which will include speed issues.

Policy SMS 5

The County Council will offer training:-

- To help local employers to fulfil their health and safety obligations by managing occupational road risk.
- To help occupational drivers to adopt safer driving practices.

Funding source – *Courses run for private companies and their employees are self- Funding.*

No funding currently available for courses for the County Council's own occupational drivers.

Objective SMS 6 Engineering

To ensure that new and improved roads within the County are constructed so that their layout encourages responsible driving and more appropriate speeds.

Policy SMS 6

The County Council will continue to require that new and improved roads are designed and built to appropriate standards. (LTP Policy RS 17) In addition, they will require that the layout of these roads will encourage safer driving generally, and will generally discourage inappropriate speeds in environmentally sensitive areas.

Funding source – *County Council and developer schemes individually and separately funded, with design processes and development control in place to ensure appropriate standards.*

Objective SMS 7 - Engineering

To gather data on road accidents to assist in the reduction in the number of speed related road casualties. (LTP Policy RS 2)

Policy SMS 7

The County Council will continue to work with Warwickshire Police to provide and analyse all available road accident data for those working towards reducing road casualties within the county, and where appropriate, to identify problems associated with inappropriate speed.

***Funding source** – existing funding through the Road Safety Unit budget.*

Objective SMS 8 - Engineering

To reduce casualties at those sites where significant numbers of accidents have occurred where speed was a factor.

Policy SMS 8

As part of its commitment to reaching the Government's stretching targets for Casualty Reduction (LTP Policy RS 1), the County Council will continue to fund a Casualty Reduction programme aimed at reducing casualties at those sites with the worst records. (LTP Policy RS 16) At the sites where significant numbers of the accidents were speed related, particular attention will be paid to using methods to reduce speeds to more appropriate levels.

***Funding source** – Existing funding provided for the Casualty Reduction Scheme programme carried out by the Road Safety Unit, approximately £700,000 per year.*

Objective SMS 9 - Engineering

To have in place appropriate speed limits on all county roads.

Policy SMS 9

The County Council will, over a period of time, carry out a review of speed limits within the County. In the first instance, the County Council will adopt the recommendations set out in DfT document Circular 01/2006, 'Setting Local Speed Limits' which states 'Traffic authorities are asked to review the speed limits on all of their A and B roads, and implement any necessary changes, by 2011 in accordance with this guidance', and 'Consistent with their duty in respect of road safety, traffic authorities will wish to focus on the use of speed management measures, including more appropriate speed limits, or a combination of these measures, on those roads (not just on A and B roads) with the most pressing problems of collisions and injuries, or where there is a widespread disregard for current speed limits'.

***Funding source** – New Policy; no specific funding currently available.*

***Note : 1** An addition will be required to Policy SMS 9 depending whether the Council decides to adopt the approach in Circular 1/2006 for setting limits as it stands or to relax that approach to a greater or lesser extent. The options are explained in paragraphs 2.3 and 2.4 of the main report.*

Note: 2 *The above policy does not cover situations outside those described in the sections of Circular 1/2006 quoted above where for other reasons it may be appropriate to amend certain existing speed limits. Members are asked to consider whether a separate policy should be included in the Strategy.*

Objective SMS 10 - Engineering

To reduce the impact of speeding traffic in villages through the Village Speed Review.

Policy SMS 10

The County Council will continue with its programme through the Village Speed Review of schemes aimed to ensuring that all villages within the County have an appropriate speed limit.

Funding source – *existing funding provided for the Village Speed Review programme, approximately £250,000 per year.*

Objective SMS 11 - Engineering

To take advantage of opportunities which arise to further reduce speeds in certain environmentally sensitive areas, or where speed has an adverse impact on local communities (LTP Policy RS 10) by considering the introduction of 20mph speed limits or 20 mph zones where appropriate.

Policy SMS 11

Where the Country Council is to carry out a speed reduction scheme it will consider the use of 20 mph speed limits or 20 mph zones where appropriate.

Funding source –

No funding source for 20mph limits or zones as such, though funding might be available in particular circumstances. (For example funding for such work in the area of a school might be available through the Safer Routes to School programme).

Objective SMS 12 – Engineering

To ensure that drivers are at all times aware of the speed limit of the road on which they are travelling

Policy SMS 12

The County Council will regularly review and, where necessary update, the type, number and locations of all speed limit signs.

Funding source – *Through the existing Road Maintenance budget.*

Objective SMS 13 - Enforcement

To provide improved levels of speed enforcement.

Policy SMS 13

The County Council will continue to press Warwickshire Police to carry out an increased level of speed enforcement, particularly where there are justifiable community concerns over speeding. (LTP Policy RS 23).

Funding source – Depending on Warwickshire Police policies.

Objective SMS 14 – Enforcement

To reduce speeds at sites where high levels of casualties have occurred, but where the installation of more conventional methods of casualty reduction treatment are not possible, or has been tried and significant levels of casualties continue to occur.

Policy SMS 14

The County Council will continue to use safety cameras as part of our integrated strategy to reduce casualties. We will use them as a last resort where the evidence shows they are the most cost effective way of reducing casualties at a particular site or route. (LTP Policy RS 20).

Funding source – new additional LTP funding which will replace funding from fine revenue to Warwickshire Casualty Reduction Partnership.