



**SUMMARY OF RESPONSES FROM CONSULTATION ON
LEGISLATIVE PROPOSAL TO INTRODUCE 20 MPH SPEED LIMITS IN DESIGNATED
RESTRICTED STREETS**

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Executive Summary

The consultation attracted 41 responses, of which almost all agreed there was a case for reform of current speed limits, and that this would lead to a reduction in accidents and fatalities on our roads. Many respondents believed that a slower speed limit on some roads would increase the number of other road users, such as cycling and pedestrians, thus suggesting potential benefits to public health.

A majority of respondents stated that they believed that the proposal should apply only to residential roads; however there appears to have been some confusion as to the classification of different roads, which may have impacted on results. However this also highlights an issue in relation to defining where the 20mph speed limit would be applicable, as had been anticipated prior to consultation. This may have implications for the direction of the Bill going forward.

There was also some disagreement over how a 20mph might be implemented, with 45% stating that increased signage would be the preferred means, whilst 35% disagreed with this approach. Many argued that there is a need for a “complete street” approach, incorporating package measures to slow streets down, thus considering a more holistic approach.

The key issues arising from the consultation approach are in relation to where the speed limit should be implemented, and how it should be implemented.

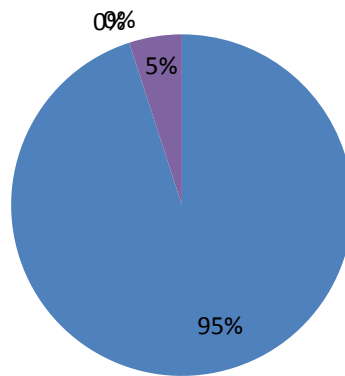
It was generally agreed that the proposed legislation would impact positively on human rights and equality of opportunity.

This paper will detail the findings from the consultation, and will make recommendations for going forward to the next stage of the Bill.

Reponses to Consultation Questions

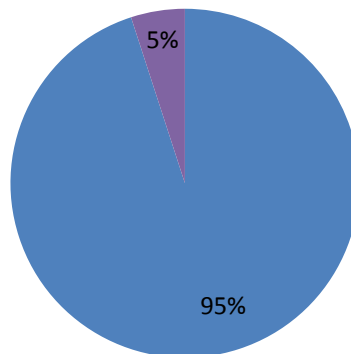
Q1: Do you agree that there is a case for reform of the current speed limit in urban residential streets?

■ Yes ■ Unsure ■ No ■ Unanswered

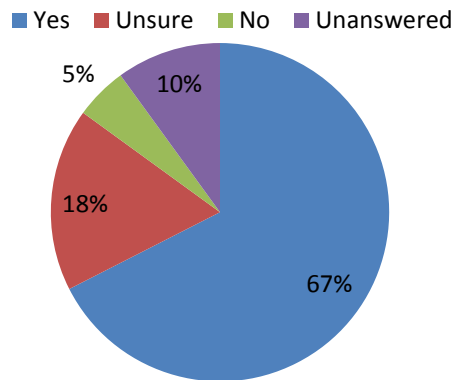


Q2: Do you believe that a reduced speed limit in designated areas will result in a reduced number of accidents and fatalities?

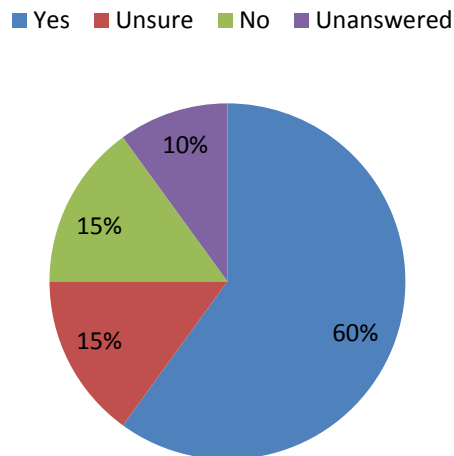
■ Yes ■ Unsure ■ No ■ Unanswered



Q3: Do you believe that reducing the speed limit on designated urban residential streets will increase the number of cyclists, pedestrians and other road users using the roads?

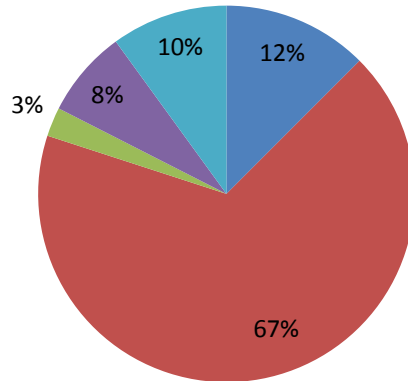


Q4: Do you believe that reducing the speed limit on designated urban residential roads would bring consistency to road speeds and reduce the speed of our driving culture?



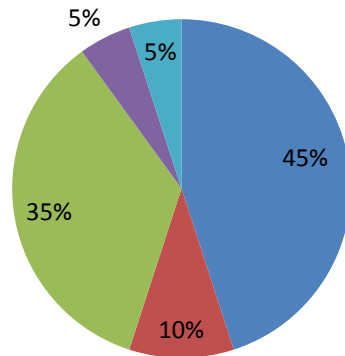
Q5: What types of roads do you think a 20mph speed limit should apply to?

■ Unclassified Roads ■ Residential Roads ■ Unsure ■ Unanswered ■ UR & RR



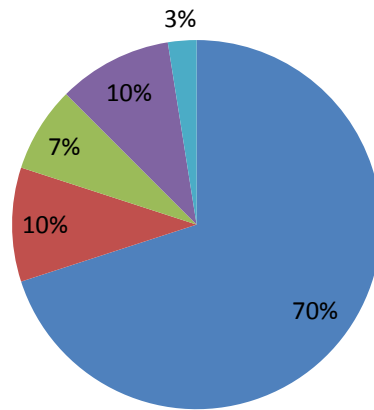
Q6: Do you believe that using signage to indicate entry and exit onto 20mph streets would be an effective means of enforcing the 20mph speed limit?

■ Yes ■ Unsure ■ No ■ Yes & No ■ Unanswered



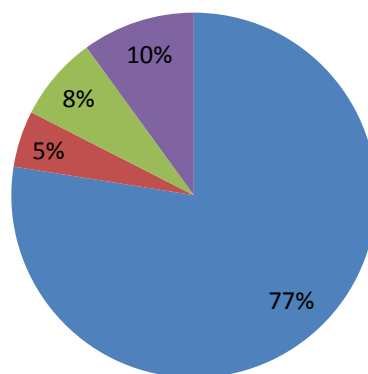
Q7: It is anticipated that anyone found to be driving over the speed limit would be issued with 3 penalty points for the transgression; do you believe this is an appropriate penalty?

■ Yes ■ Unsure ■ No ■ Yes & No ■ Unanswered



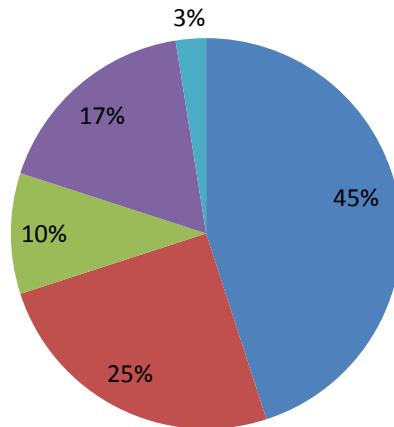
Q8: Do you agree that legislation is the best way to address the issue?

■ Yes ■ Unsure ■ No ■ Unanswered



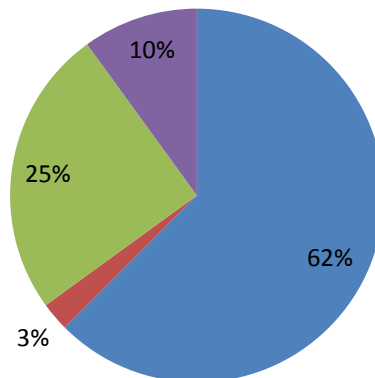
Q9: It has been proposed that one way of legislating for 20mph roads could be to amend the Road Traffic Regulation (Northern Ireland) Order 1997 by restricting the speed limit to 20mph on unclassified roads. Do you believe this to be appropriate way of le

■ Yes ■ Unsure ■ No ■ Unanswered ■ Yes & No



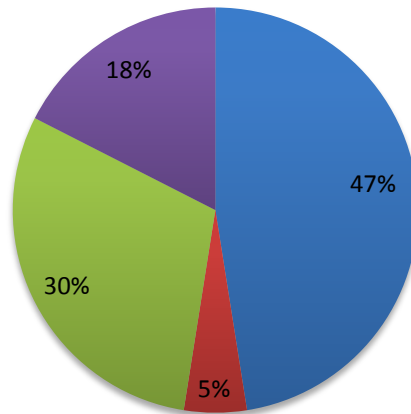
Q10: How do you think the proposed legislation will impact on human rights?

■ Positive ■ Unsure



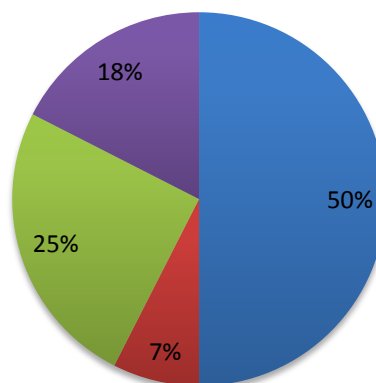
Q11: How do you think the proposed legislation will impact on equality of opportunity?

■ Positive ■ Unsure ■ Not at all ■ Unanswered



Q12: Do you have any comments on the likely cost/financial implications of the proposed legislation?

■ Positive ■ Unsure ■ Not at all ■ Unanswered



Comments from Consultation Response

Q1: Do you agree that there is a case for reform of the current speed limit in urban residential streets?

All those who responded to the consultation believed there is a case for reform of the current speed limit in urban residential streets not only because it would reduce deaths and injury but also because it would bring other positive effects to the intended environment. Some general conclusions can be drawn from responses, these include;

- The fact that traffic calming measures such as speed bumps are not 100% effective as many motorists accelerate between bumps and brake sharply as they approach them.
- Speed significantly increases the chance of being injured in a collision. For every 1mph drop in average speed there is a 6% drop in injury accidents and as a result a drop to 20mph would have significant effect on reducing the number of road deaths on these roads. However, a study into urban/rural split to identify where road accidents happen would be beneficial to identify the extent to which the 20mph speed limit may be effective.
- There is a desire to have a “complete street” environment where everyone feels as though the street belongs to them. This would result in more cyclist and pedestrians using the roads as well as a greater sense of community among residents due to a higher level of social interaction.
- The 20mph limit is endorsed by EU and UK governments who strongly recommended 30km/h or 20mph limits as being appropriate.
- It should also be noted that there is debate over whether or not a blanket restriction should be applied or not. However, priority should be given to areas where children live and are at play, such as around school gates.
- There is strong public support for 20mph:
 - In a recent public opinion survey carried out on behalf of Sustrans, 70% of respondents in Northern Ireland and Great Britain said they wanted 20mph speed limit on residential roads.
 - A recent poll commissioned by the Department for Transport as part of the annual British Social Attitudes survey found that 73% of respondents were in favour of 20mph speed limits.
- Important to note there is a difference between 20mph speed limits and 20mph zones. According to ROSPA 2012, where 20mph speed limits are highlighted only by using signage whereas 20mph zones use traffic calming such as speed humps, chicanes and road narrowing to physically and visually reinforce the nature of the road.
- A 20mph speed limit has a negligible effect on journey time for motorists, increasing it by just 40 seconds. (20s Plenty estimate)

- Living Streets advocate 20mph as starting point for all streets.

'As an ex-employee of Roads Service, I believe they have argued that there is not the support in the PSNI to enforce 20mph zones without speed humps.'

Q2: Do you believe that a reduced speed limit in designated areas will result in a reduced number of accidents and fatalities?

In this case, all those who answered believe that it will reduce the number of accidents and fatalities, with emphasis being placed on the fact that a pedestrian hit at 20mph has a 95% chance of survival with only 3% of pedestrians being killed. An example of this success can be seen in Portsmouth where a 20mph speed limit on residential streets has cut road traffic casualties by 22%. Other important thoughts include;

- A reduction in speed as well as reducing the number of fatalities and injuries would reduce the fear or perception of danger which limits the independence of people with disabilities and the elderly.
- Enforcement needs to be by camera/police but also by design. The physical range emphasis is important – good pavement design empowers and gives confidence to pedestrians and cyclists, as does reduced speed; all road users then see themselves as equals and in a balance that engenders some mutual respect.
- Portsmouth 20mph speed limit cut road traffic casualties by 22%. (see Sustrans)

Q3: Do you believe that reducing the speed limit on designated urban residential streets will increase the number of cyclists, pedestrians and other road users using the roads?

75% of respondents felt that reducing the speed limit on designated urban residential streets will increase the number of cyclists, pedestrians and other road users using the road. Many believe this will occur due to increased confidence and a removal of fear from the roads. It is also important to consider:

- In order to see massive numbers take up cycling there would need to be greater promotion.
- There are a number of other determinants that could potentially affect this, like perceived social norms and access to bicycles.

Bristol City has had great success in their scheme to roll out a 20 mph to all residential streets in the city by 2015 following a very successful pilot scheme. The pilot scheme produced the following results:

- Increase in the number of people walking within the 20mph areas, ranging from 10% to 36%.
- Increase in the number of people cycling within the 20mph areas, ranging from 4% to 37%.
- Also Bristol have shown the positive social impacts showed that residents on busy streets have less than one quarter the number of local friends compared to those living on similar streets with little traffic.
- A similar story occurred in Hilden, Germany, where cycling journeys increased by 23% after introducing town-wide 20mph speed limits.
- ‘A study from the Commission for Integrated Transport in 2001 found that where cities have 20mph speed limits covering between 65% and 85% of the street network, they are transformed “from being noisy, polluted places into vibrant, people-centred environments. Results showed that 50% of respondents claimed their neighbourhoods were more pleasant places to live and 60% believed that more children played in the streets.’ (Kevin Golding-Williams).
- ‘A recent survey (undertaken by Brake) of 1,550 commuters revealed many would be persuaded to cycle if roads were safer. 35% said they would switch to cycling their commute if the route was less dangerous. 46% would be persuaded to make other local journeys by bike given safer roads. Safer roads and routes to schools may also encourage parents to allow their children to walk/cycle to and from school.’ (Catherine Bloomfield).

Q4: Do you believe that reducing the speed limit on designated urban residential roads would bring consistency to road speeds and reduce the speed of our driving culture?

The majority of those consulted believe that reducing the speed limit on designated urban residential roads would bring consistency to road speeds and reduce the speed of our driving culture. Although many also feel that simply lowering the speed limit is not enough as it needs to be backed up with suitable levels of enforcement and education. Other thoughts included:

- A clear distinction between road types needs to be made, with changes to the speed limit on other roads need to be considered.
- The 20mph it creates an acceptance of the need to share the road space with other road users and residents.
- A need to enforce this is described as imperative.
- It is also necessary to achieve an innovative environment for drivers where shared space is emphasised resulting in less regulation ensure greater concentration and awareness.

- Some believe that this does not go far enough as it is the attitude of the driver which must be changed therefore it should run parallel with a public campaign message about the dangers and consequences of speeding.
- Evidence of the success of this can be seen in the Bristol and Portsmouth examples.

Q5: What types of roads do you think a 20mph speed limit should apply to?

73% of respondents believe that the speed limit should be applied to Residential Roads whereas 11% believe it should be applied to both Residential Roads and Unclassified Roads. 13% believe it should be applied to Unclassified Roads. Many felt as though a more comprehensive definition of “Unclassified” would have helped and as a result may have skewed results. There is also a common trend that all roads and circumstances are considered when evaluating the speed limit, with a distance of 800m being seen as the maximum before people feel impatient and begin to drive erratically. Places with special consideration should include:

- Schools and school gates.
- Residential Roads.
- Places where children are at play.
- Unclassified Roads.
- City Centres.

Sustrans and Living Streets believe the legislation is not far reaching enough – should extend to B and C class roads, except roads where the speed limit is higher than 30mph.

Q6: Do you believe that using signage to indicate entry and exit onto 20mph streets would be an effective means of enforcing the 20mph speed limit?

47% of respondents believe that signage would be an effective means of enforcing 20mph. However, 37% believe that it either does not go far enough or that indeed extra signs would increase the amount of road. Sustrans suggest that a package of measures, which must also include stakeholder engagement, effective promotions and driver awareness campaigns, and PSNI involvement, is best way to proceed. DfT “Signing the Way” made the creation of 20mph limits both simpler and cheaper, painting limits on the roads rather than cluttering the streets with signs. Other ideas include:

- The need for education and promotion of the new 20mph speed limit.
- Raised tables and speed bumps.

- The idea that a street must feel that it should be driven through more slowly. This can be achieved by redesigning areas placing followers around the road, narrowing the road etc.
- Painting speed limits onto the road.
- One study in New Zealand found some empirical evidence that a road safety advertising campaign was effective in reducing the number of fatal crashes and, more importantly, it had an effect that was independent of the level of enforcement. (Tay, 2003)
- Speed cameras and PSNI enforcement.

Q7: It is anticipated that anyone found to be driving over the speed limit would be issued with 3 penalty points for the transgression; do you believe this is an appropriate penalty?

78% of those consulted believe that being issued with 3 penalty points is an appropriate penalty. The variations included:

- Possibility of a grace period to let drivers adjust to the changes.
- Many felt that first offenders should be given a lesser penalty.
- A sliding scale of severity should also be applied it is preferred to go 21mph than 29mph etc.
- Repeat offenders should receive harsher penalties.
- A review of the effectiveness of the penalty should occur if it is seen as ineffective.
- 3 strikes with 4th offence being a driving course or 2 points.
- Harsh penalties e.g. pay a fine and take 3 penalty points.
- Have an alternative to pay a fine and take a driving course.

Q8: Do you agree that legislation is the best way to address the issue?

The majority believe that legislation is the best way to address the issue. However, many also agree that it should be teamed with other initiatives:

- A possibility to achieve the same result through regulation and “designations” of zones which may be quicker to implement and arouse less antipathy – **Alliance Party appear to be supportive of this.**
- Publicity campaign which runs parallel to the legislation.
- Greater encouragement should be given to encourage people to get walking.
- Need to change the driving culture.

Q9: It has been proposed that one way of legislating for 20mph roads could be to amend the Road Traffic Regulation (Northern Ireland) Order 1997 by restricting the speed limit to 20mph on unclassified roads. Do you believe this to be appropriate way of legislating?

Most respondents were confused by the definition of unclassified roads and so a large proportion was 'unsure'. Other general comments include:

- Many unclassified roads are rural roads that constitute no danger to pedestrians, which would be hard to enforce and also unlikely to be abided by; i.e. rural proofing.
- "One cap fits all" legislation is meaningless and not respected by the public.
- Some major thoroughfares carry significant numbers of vulnerable road users. In other jurisdictions, 20mph has been introduced on major distributor roads. In Belfast, peak motor vehicle speeds are well below 20mph. Department for Transport Manual for Roads and Bridges shows that 20mph is the optimum speed for maximum vehicle movement on the road network. CTC believe area wide 20mph limits should be the default with only major routes being excluded.

Q10: How do you think the proposed legislation will impact on human rights?

69% of respondents believe that the proposed legislation would have a positive affect human rights. Those who will be positively affected include:

- The elderly
- Young children
- Cyclists
- Pedestrians
- Disabled people

Where there isn't necessarily a negative effect on the motorists' human rights it also needs to be taken into consideration. It is suggested that it should be determined by the pedestrian activity alongside the road, and not the alignment or width or volume of traffic.

Q11: How do you think the proposed legislation will impact on equality of opportunity?

58% of those consulted believe that there will be a positive impact on equality of opportunity because:

- The reduction of a vehicular speed limit should make streets safer for pedestrians, in particular for disabled and older people, children and parents with prams, thereby increasing independence and equality of opportunity.
- It broadens choices for all and is particularly beneficial in promoting active travel and independent mobility
- 50% of households in Belfast do not have access to a motor vehicle. Area wide 20mph speed limits make it safer to travel as a pedestrian or cyclist and promote social inclusion (CTC).
- According to the AA (2003) a child from a low-income family is five times more likely than a child from a high-income family to be killed on the road.

The majority of those positively affected would be cyclists and pedestrians and more specifically children and the elderly.

Q12: Do you have any comments on the likely cost/financial implications of the proposed legislation?

Accurate estimates should be able to be ascertained from collated data from English Councils. NI Executive should bear the cost as it has larger transport allocation.

Portsmouth example saw entire cost of £572,988 to implement 20mph throughout the city, Also, social factors outway costings.

Fines generated through speeding to fund programme?

Q13: Any other comments?

Key Findings from Consultation

- There is overwhelming support for legislation.
- Need for “complete street” approach, incorporating package measures to slow traffic down.
- Public awareness campaign essential.
- Blanket approach perhaps not most appropriate way of legislating, however priority areas are identified.
- Big debate between 20mph zones and a speed limit – may be more appropriate to have zones as opposed to blanket legislating – some confusion in relation to types of roads; i.e. rural roads may not be appropriate for scheme – though others argue that 20mph should be starting point, and that higher speeds should be argued otherwise for.
- Support for public health benefits and reduction in accidents/fatalities.
- Enforcement may be problematic if public campaign and co-operation with police. Also, many strongly in favour of street design/furniture to force reduction in speed.

Key Issues to Consider in Next Phase

- Do we implement a zonal approach or do we look to classify roads? There are issues in terms of road classification so this may be problematic.
- Do we focus efforts in designating all residential zones as 20mph? The consultation response suggests that 67% of respondents are in favour of this approach.
- If we opt for the zonal approach, the question of indicating a change in speed limit may be easier, as this has been done before in Belfast, and we have costings from DRD. We would seek to reduce need for signage which many see as clutter, and would advocate displaying information on the roads themselves.
- Only 45% support for implementing 20mph in unclassified roads – this suggests that this approach may be a move too far.
- If we opt for residential streets only, we will need to seek to define “residential.”
- Who implements the 20mph? Local Councils or Roads Service.

Recommendations

- Based on the outcome of the consultation, it would appear that there is most support for introducing a 20mph speed limit in residential streets, and thus this would seem to be the most likely option to succeed.
- We therefore need to seek to define “residential streets” within the Bill.
- If we can secure a definition of “residential” then we can allow this to be implemented by Roads Service rather than opting for individual zones as decided by Councils (or which we anticipate will be the case after the implementation of RPA).