

Policy Review and Development Panel

Grand Jury Room, Town Hall
9 November 2009 at 6.00pm

The Policy Review Panel deals with reviewing policies and issues at the request of the Cabinet or Portfolio Holder, or pro-actively identifying issues that may require review; dealing with those issues either directly or by establishing Task and Finish Groups, monitoring progress of these Groups and assessing their final reports.

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Terms of Reference

Policy Review and Development Panel

- To review strategies and policies at the request of the Cabinet either directly or by establishing Task and Finish Groups, and to make recommendations back to Cabinet for decision.
- To review issues at the request of a Portfolio Holder either directly or by establishing Task and Finish Groups and to make recommendations back to the Portfolio Holder for decision.
- To monitor progress of Task and Finish Groups and assess their final reports prior to their submission to either the Cabinet or the Portfolio Holder.
- To proactively identify issues that may require review and improvement and to seek Cabinet's agreement as to whether and how they should be examined.

**COLCHESTER BOROUGH COUNCIL
POLICY REVIEW AND DEVELOPMENT PANEL
9 November 2009 at 6:00pm**

Members

Chairman : Councillor Julie Young.
Deputy Chairman : Councillor Nick Barlow.
Councillors Nigel Chapman, Mike Hardy, Justin Knight and Jill Tod.

Substitute Members : All members of the Council who are not Cabinet members or members of this Panel.

Agenda - Part A

(open to the public including the media)

Members of the public may wish to note that Agenda items 1 to 6 are normally brief and the last Agenda Item is a standard one for which there may be no business to consider.

Pages

1. Welcome and Announcements

(a) The Chairman to welcome members of the public and Councillors and to remind all speakers of the requirement for microphones to be used at all times.

(b) At the Chairman's discretion, to announce information on:

- action in the event of an emergency;
- mobile phones switched off or to silent;
- location of toilets;
- introduction of members of the meeting.

2. Substitutions

Members may arrange for a substitute councillor to attend a meeting on their behalf, subject to prior notice being given. The attendance of substitute councillors must be recorded.

3. Urgent Items

To announce any items not on the agenda which the Chairman has agreed to consider because they are urgent and to give reasons for the urgency.

4. Declarations of Interest

The Chairman to invite Councillors to declare individually any personal interests they may have in the items on the agenda.

If the personal interest arises because of a Councillor's membership of or position of control or management on:

- any body to which the Councillor has been appointed or nominated by the Council; or
- another public body

then the interest need only be declared if the Councillor intends to speak on that item.

If a Councillor declares a personal interest they must also consider whether they have a prejudicial interest. If they have a prejudicial interest they must leave the room for that item.

If a Councillor wishes to make representations on an item on which they have a prejudicial interest they may do so if members of the public are allowed to make representations. In such circumstances a Councillor must leave the room immediately once they have finished speaking.

An interest is considered to be prejudicial if a member of the public with knowledge of the relevant facts would reasonably regard it as so significant that it is likely to prejudice the Councillor's judgement of the public interest.

Councillors should consult paragraph 7 of the Meetings General Procedure Rules for further guidance.

5. Have Your Say!

(a) The Chairman to invite members of the public to indicate if they wish to speak or present a petition at this meeting – either on an item on the agenda or on a general matter not on this agenda. You should indicate your wish to speak at this point if your name has not been noted by Council staff.

(b) The Chairman to invite contributions from members of the public who wish to Have Your Say! on a general matter not on this agenda.

6. Minutes

1 - 5

To confirm as a correct record the minutes of the meeting held on 23 September 2009.

7. 20 mph Task and Finish Group

6 - 15

See report by the Head of Strategic Policy and Regeneration.

i.	20 mph Task and Finish Group // Minutes	16 - 20
	To note the minutes of the meetings held on 22 September and 13 October 2009.	
8.	20 mph Technical Report	21 - 56
	See Task and Finish Group Technical Report and various Accident Plans.	
9.	Mayoralty Task and Finish Group	57 - 61
	See report by the Head of Corporate Management.	
10.	Waste Prevention and Recycling Options Appraisal Task and Finish Group	62 - 67
	To note the minutes of the meetings held on 24 September and 5 October 2009.	
11.	Work Programme 2009/10	68 - 71
	See report by the Head of Corporate Management.	
12.	Exclusion of the public	
	In accordance with Section 100A(4) of the Local Government Act 1972 and in accordance with The Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2000 (as amended) to exclude the public, including the press, from the meeting so that any items containing exempt information (for example confidential personal, financial or legal advice), in Part B of this agenda (printed on yellow paper) can be decided. (Exempt information is defined in Section 100I and Schedule 12A of the Local Government Act 1972).	

POLICY REVIEW AND DEVELOPMENT PANEL
23 SEPTEMBER 2009

Present :- Councillor Julie Young (Chairman)
Councillors Nick Barlow, Nigel Chapman,
Mike Hardy, Justin Knight and Jill Tod

10. Minutes

The minutes of the meeting held on 10 August 2009 were confirmed as a correct record.

Councillor Julie Young (in respect of his-her membership of Essex County Council) declared a personal interest in the following item pursuant to the provisions of Meetings General Procedure Rule 7(3)

11. Historic Town Centre Improvements

Nick Chilvers addressed the Panel, pursuant to the provisions of Meetings General Procedure Rule 5(1). He had accepted the idea of losing the Bus Station but voiced his concerns as to whether provision would be made for a bus stop in Queen Street. He explained that there was insufficient space for more than one bus to stop in the vicinity of Sainsburys but provision needed to be made for a bus stop large enough to accommodate a number of buses at one time.

Reg Patterson, Regeneration Project Lead, responded to Mr Chilvers by explaining that there was potential for a bus stop in the area of Queen Street, work was continuing but the precise location had yet to be determined.

The Panel considered a report by the Head of Strategic Policy and Regeneration inviting the Panel to note the progress with the Historic Town Centre Improvements work and comment on two presentations:

- Public Realm Strategy, provided by Howard Davies, Town Centre Project Manager
- Lighting Strategy, provided by Reg Patterson, Regeneration Project Lead

The Panel was asked to note that this work was at a draft stage and any comments would be a valuable indicator as the work moved forward.

Both studies considered the unique heritage of the town centre core and

promoted the creation of a “Colchester identity” within the public spaces of the town. It was important that the key linkages between projects were understood and exploited not only to bring about greater benefits but also to demonstrate that all areas within the Council were working together with the common aim of making the town centre an even better place to live, work and visit. These various projects were being brought together following the collation of the key projects already underway or planned within the town centre and an officer Steering Group had been established consisting of both Borough Council and Essex County Council officers to monitor progress and ensure clear links.

In respect of the wider town centre project, the Steering Group would be meeting shortly to discuss key milestones in terms of promotion and public engagement as it was crucial to all of the work packages that they were promoted as part of a common approach to improving the town.

In respect of the Public Realm and Lighting Strategies, both were in early draft format and would be subject to extensive stakeholder consultation before final drafts could be completed. Both would play a key role within the transport package and would be used to inform the consultants of the Council’s aspirations for future public realm, especially when considering higher levels of pedestrian and cycle priority.

The Panel discussed the Strategies at length and gave particular consideration to the following issues:-

- Innovative use of paving in shared use areas to encourage driving at slow speeds;
- The extent of the Council’s influence over developers in their use of good quality materials and design;
- The need to bear in mind the inherent ‘Colchester’ identity which already existed;
- A view that one organisation was required to bring together the various elements in the town centre;
- The benefits to be gained from undertaking good quality work to areas such as the underpass in Crouch Street;
- The audit of street furniture which was being produced by Essex County Council in response to discussions regarding duplication of street signs;
- Concerns regarding energy consumption and light pollution;

- The need to balance cost and energy concerns against other social and economic benefits of lighting buildings in the right way for the right amount of time;
- The need to work with Essex County Council in relation to their responsibility for lighting in residential areas as well as local businesses and owners of town centre buildings.

RESOLVED that the progress on the Public Realm and Lighting Strategies within the context of the Historic Town Centre Improvements work be noted.

Councillor Julie Young (in respect of his-her membership of Essex County Council) declared a personal interest in the following item pursuant to the provisions of Meetings General Procedure Rule 7(3)

12. Night Time Economy

The Panel received a report from the Head of Environmental and Protective Services on progress and initial findings of the Night Time Economy Task and Finish Group.

The Task and Finish Group had been asked to investigate the perception that in the evening Colchester could feel an unwelcoming place, concerns about dominance of certain types of bars and clubs, inappropriate behaviour by some and a grubby environment despite street cleansing and other initiatives such as night toilets that had been undertaken.

The Group was comprised of Councillors Barlow (Chair), Davies, Naish and B. Oxford, Chief Inspector Adrian Coombs, Dominic Kavakeb, President of the Student Union, Essex University and Beverley Jones, the Head of Environmental and Protective Services.

Two key themes for the work of the Group had been developed:

- To investigate the commercial appetite for increasing the diversity of what was on offer in the town centre together with the need to understand the patterns of use and what barriers prevented people accessing the town and what would entice them in and
- To investigate the responsibilities held across the Council and other partner organisations in relation to enforcement and influence that could be exerted across the town centre, particularly in relation to controlling behaviour of individuals and businesses and to any strategic plans or policies that could help shape or influence what the town looked and felt

like in the future.

In order to consult as widely as possible with stakeholders a workshop had been delivered with invitations sent to businesses, residents associations, various Council services, external enforcement agencies and other organisations such as Destination Colchester, CORBA, Lion Walk and Culver Square Shopping Centres.

The Group had also developed an innovative approach, in the form of Peer Research, to seek insight from a range of residents who may, or may not, use the town centre. Whilst another integral part of the project was to research and understand the developments that other authorities/towns had made in respect of managing their night-time economy and to obtain examples of best practice that clearly related to a holistic approach to dealing with the associated problems.

The work of the Task and Finish Group was drawing to a conclusion with the Peer Research and the best practice commissioned report being the only outstanding elements left to complete. The final report was likely to identify those key actions either short, medium or long term that would have the most impact on delivering a town centre which was safe and welcoming to all in the evening.

RESOLVED that the progress made by the Night Time Economy Task and Finish Group be noted.

13. 20mph Task and Finish Group

The Panel received an update of the work of the 20 mph Task and Finish Group in the form of the notes of the meetings held on 18 February, 26 May and 18 August 2009.

Peter Lynn addressed the Panel, pursuant to the provisions of Meetings General Procedure Rule 5(1). He referred to the notes of the meeting of the Task and Finish Group held on 18 February 2009 which indicated that the Group had agreed that its main objective was 'to reduce road injuries and deaths in the Borough by extending existing 20mph restrictions while also considering other safety solutions' whereas the remit originally identified by the Policy Review and Development Panel in January had identified five objectives relating to encouraging alternative modes of transport, reducing the dominance of vehicles, environmental issues as well as reducing speed. He urged the Panel members to ensure that the Task and Finish Group's work continued in accordance with the remit originally agreed.

In response, Councillor Hardy agreed to refer Mr Lynn's comments to the Task and Finish Group but he also confirmed that the Group had not ignored the original remit but, in the course of its work in relation to the prevention of road casualties, had felt it was appropriate to concentrate on speed reduction issues

RESOLVED that the notes of the meetings of the 20mph Task and Finish Group be noted.

Councillor Julie Young (in respect of his-her membership of Essex County Council) declared a personal interest in the following item pursuant to the provisions of Meetings General Procedure Rule 7(3)

14. Waste Prevention and Recycling Options Appraisals Task and Finish Group

The Panel received an update of the work of the Waste Prevention and Recycling Options Appraisal Task and Finish Group in the form of the notes of the most recent meetings held on 17 August and 7 September 2009 which also included draft consultation components.

RESOLVED that the notes of the meetings of the Waste Prevention and Recycling Options Appraisal Task and Finish Group be noted.

15. Work Programme

The Panel considered a report from the Head of Corporate Management setting out the current situation regarding the Panel's work programme for 2009/10.

RESOLVED that the work programme for 2009/10 be noted.



Policy Review and Development Panel

Item
7(a)

9 November 2009

Report of	Head of Strategic Policy and Regeneration	Author	Paul Wilkinson
Title	Introduction of 20mph areas in Colchester		☎ 2787
Wards affected	All wards		

This report concerns the 20mph Task and Finish Group review on the introduction of 20mph areas in Colchester

1. Decision(s) Required

The Task and Finish Group recommend the following:

- The Policy Review and Development Panel propose to Cabinet to seek adoption of a 20mph policy for inclusion in Essex County Council's Local Transport Plan 3.
- In seeking adoption and to deliver the following recommendations Colchester Borough Council must work with Essex County Council, including the Highways department, and Essex Police to ensure their agreement in respect to policies, delivery, funding and enforcement resource levels.
- Comprehensive consultation and engagement with representative community groups and residents be carried out to confirm where 20 mph zoning is desired.
- In line with the findings of further community consultation and engagement that the implementation of a 20mph speed limit should be delivered on an "area wide" basis as set out in the proposals.
- Funding and resources be allocated as indicated in the financial implications section to undertake consultation and engagement.
- Continue the Task and Finish Group setting out a detailed proposal to undertake further consultation, engagement and research work, reporting back to a future meeting of the Policy Review and Development Panel.
- Adopt the approach to delivery as set out in section 6 of this report which includes:
 - Reinforcement and extension of the existing town centre 20mph zone
 - Implementation in discrete residential areas such as Highwoods and Greenstead
 - Implementation in rural areas based on Parish Plans and Village Design Statements

2. Reasons for Decision(s)

- 2.1 The Colchester Borough Council Cabinet Meeting held on the 10 September 2008 discussed road deaths and road safety. The 2008 Health Profile for Colchester showed that based on National Health Service Trust statistics, Colchester's road safety (Killed and Seriously Injured) accidents was below national average and the Cabinet agreed to the formation of a 20 mph Task and Finish Group. The formation of this Task And Finish Group was discussed at the 19 January Policy Review and Development Panel.
- 2.2 There is a range of existing policies and desired outcomes including community safety and healthy living that are potentially supported by the introduction of a 20mph speed zones in the borough. When being considered it is important to take into account any local prioritisation of these zones to promote maximum community "buy in" to reducing speed. This in turn will set priorities for funding, scheme delivery and consistent monitoring. Community engagement and input into the process at all stages is critical to raise awareness and support for any scheme implemented.

3. Alternative Options

- 3.1 Do not implement – speeds in residential areas will remain at their current levels and the risk and severity of accidents will not be addressed. This will continue a 75 year policy of 30mph limits which was set at a time when there was less than 10% of the current number of motor vehicles. There is increasing community interest in reducing and managing speeds in communities.
- 3.2 Implementation using physical measures as well as signage – research from other locations has showed that it was not affordable or timely to deliver 20mph using physical measures across the whole urban area.
- 3.3 Blanket implementation of 20mph limits – through research and the initial views sought this was not deemed practical or desirable.
- 3.4 Implementation on a street by street or around specific locations - from reviewing accident information and research this is not a favoured approach as it appears to have little impact on reducing accidents and will result in a fragmented delivery and enforcement of 20mph limits and zones.

4. Supporting Information

The Task and Finish Group – Formation and Membership

- 4.1 Formed in February 2009 the Task And Finish Group is made up of the five elected Members and two officers:
- Four cross party borough councillors – Michael Hardy, Stephen Ford, Gerard Oxford, Nigel Offen
 - One parish councillor – John Gili-Ross
 - Two officers – Paul Wilkinson, John Davies
- 4.2 Some substitution of borough councillors and officers has occurred during the report period, specifically Laura Sykes replacing Nigel Offen and Sarah Ward replacing John Davies. On average group meetings were held every 2 months.

- 4.3 The Task And Finish Group does not possess technical expertise on 20mph speed implementation. This technical expertise has been sought as required from Essex County Council Highways and other local authorities/organisations in the United Kingdom and should be expanded in future. The members however collectively have over 50 years experience representing their residents.
- 4.4 The objectives set out in the 19 January 2009 Policy Review and Development Panel report included:
- To reduce speed to improve quality of life and reduce perceptions of danger
 - To encourage alternative modes especially walking and cycling
 - To reduce the dominance of the motor vehicle in residential areas
 - To improve road safety through the reduction of speed
 - Environmental issues such as noise and air quality
- 4.5 The Group has concentrated its research and conclusions on the following non-technical aspects:
- Accident types and locations – what and where accident hotspots exist on our borough roads. The data study period used for the report is 1 February 2006 to 31 January 2009.
 - Does evidence suggest that zoning reduces the number of accidents particularly Killed and Seriously Injured?
 - Community feedback – would 20 mph zones be welcomed by Colchester residents and if so should this be borough-wide or location specific?
 - Where has 20 mph zoning proved successful and how has this been determined?
- 4.6 It is recognised that other benefits exist besides reduced accident rates resulting from the introduction of 20mph limits. These include increased levels of walking and cycling with positive health benefits, reductions in vehicle emissions and noise through change in driver behaviour and the potential for greater community interaction. It should be recognised that strategic evidence is available for the other benefits, however substantial detailed data is only available relating to accidents. Whether detailed data is available or not, the “absence of speed” will help reduce the number and severity of accidents.
- 4.7 The Task and Finish Group Technical Report to the Policy Review and Development Panel on the introduction of 20mph areas in Colchester is a background document to this report.

Technical Summary of Findings

- 4.8 The implementation of 20 mph speed zones is not a new concept either to Colchester or nationally. The Department for Transport estimates that over 2,150 zones have been implemented in England to date. This has been city-wide in Portsmouth and over strategic areas of towns and cities including in Kingston-Upon-Thames, Sheffield, Hull and Oxford, and a pilot scheme in Norwich. It is expected that some London Boroughs will declare area wide 20 mph zones within the next 12 months. In recent years the move has been away from physical measures to restrain speed to using signed-only schemes backed by extensive community engagement programmes.
- 4.9 In a number of Northern European countries notably Holland and Denmark 18.5mph (30kmh) speed limits are widespread across residential areas. The total number of pedestrian accidents in these countries is generally lower although they have more

pedestrian and cyclist movements than the United Kingdom. France and Italy, which have similar size populations to the United Kingdom, have comparable total pedestrian accidents.

- 4.10 The data gathered and collated on accidents statistics in Colchester borough was one of the focal points of this project. Data statistics for the last three years have been analysed in terms of the number and location of accidents, severity and accident categorisation in terms of whether pedestrians, cyclists or motorists were involved. Accidents plotted on maps of the Borough helped pinpoint accident zones or “hot spots” and further investigation required.
- 4.11 From visual examination of the accident diagrams, in most cases the accidents are not clustered together but are dispersed across the built up area of the borough, mainly along A and B roads. In the three year sample period, only one potential accident hot spot was identified, along Colchester High Street. The High Street already has a 20 mph speed limit, introduced in the early 1990’s. This report concludes that to remove this accident hot spot will require additional measures including giving serious consideration to reducing traffic in the High Street.
- 4.12 Residential 20 mph zones have been implemented in New Town (Winnock Road and Canterbury Road areas, Castle (Dutch Quarter) and St Anne’s (north of Harwich Road), and Berechurch (Lethe Grove).
- 4.13 It is Essex County Council Highways policy to ensure that all new residential developments are designed to 20 mph speeds criteria using engineering measures, this helps govern the speed that vehicles can travel at. Currently these exist in Balkerne Heights, the Garrison and parts of Highwoods and Mile End.
- 4.14 Table 1 below shows the high level breakdown of accidents recorded in the Borough during the sample period (2006-2008).

Table 1 - Annual Average Period 2006 – 2008 (all roads including the A12)

Accident Categories	Number of Accidents	Casualties - Persons Involved
Fatal accidents	8	8
Serious accidents	105	118
Slight accidents	477	602

ECC Data

- 4.15 The three year trend is declining but in 2008 Colchester had the 2nd highest number of Killed and Seriously Injured casualties per population (55.04) when compared with other Essex districts and was above the road safety target. Up to the end of the 3rd quarter in 2009 the number of accidents has fallen compared with the equivalent point in 2008. The Borough is now ranked 7th in Essex, but still above the road safety target level.

Essex County Council Policy and Road Safety Policy

- 4.16 Essex County Council’s road safety programme is in line with the national policy to reduce Killed and Seriously Injured accidents by 40% by 2010 based on the 1994-98 average. The programme is focused towards accidents caused by young drivers, drink driving, motorbikes and excessive speeding. The Road Safety budget, applying the 3Es of Engineering, Enforcement and Education is focused on these target areas.
- 4.17 Current County Council policy does allow for 20mph limits, but applies tight constraints on the type of roads and mechanisms for delivery. The “how it can be delivered” is set

out in the Essex County Council Speed Management Strategy and “where it can be delivered” is controlled by the Functional Route Hierarchy. If the 20mph areas are to be delivered in Colchester changes to these policies would be required.

5 Summary of Findings

- 5.1 Momentum is gathering for many councils to implement a uniform 20 mph policy as a means of promoting safer urban and rural communities as well as to support other objectives as noted above. Whilst Colchester already has selective schemes in place, many residents are unaware of their existence.
- 5.2 These summary findings are an extrapolation of the research data included in this report, the feedback obtained from the questionnaires issued to local stakeholders earlier in 2009 along with initial research data provided by the Portsmouth City 20 mph conference held in September 2009. Research indicates that 20 mph zoning across a wide area is more effective than if implemented on a street by street basis in regard to:
- Reducing the mean speed of vehicles
 - A reduction in all accidents and Killed and Seriously Injured figures
 - Residents perceive that roads are safer and more pedestrian and cyclist friendly
 - Drivers become accustomed to driving slower and quickly adapt to small changes in journey time
 - Greater awareness of shared space between motorists, cyclists and pedestrians.
- 5.3 The survey issued to local stakeholders earlier in 2009 asking for their initial views generated 24 responses. There was strong support for the principle of reducing speed in residential areas to improve safety. Most supported the implementation of a 20 mph speed limit, although there were contrasting views that this should be both on a site by site basis only and an area wide basis only (the latter from a minority of respondents only). There was support for implementation across the borough; central Colchester, other towns, villages and outside sites such as schools. Again this generated a mix of views between site specific schemes being favoured and these being a distraction from more effective widespread implementation. Overall 20 mph zoning on a case by case basis with local community support seems favoured.
- 5.4 In terms of potential measures introduced to support a lower speed limit the respondents' views were both for and against those listed; physical measures, Police enforcement, cameras, awareness and publicity, and signing only.
- 5.5 The majority of respondents also saw other benefits of reducing speeds including: improved quality of life; less environmental impacts – noise and air pollution; greater modal shift to walking and cycling and associated health benefits; reduced rat-running and improved safety on the street for vulnerable groups; and improved driver awareness and vehicle control at lower speeds.
- 5.6 Reduced speed limits should be implemented in both urban and rural areas with local communities determining whether the zone is required. This may come through consultation, lobbying local ward councillors, parish and town councils or constituted residents associations. Some communities are likely to seek lowering speed limits across their entire area – such as village residential areas including schools and shops. Other communities may prefer 20 mph speed limits to be in place only at strategic points i.e. near schools or shops, however our research suggests limited road safety benefit

from this approach. Community engagement remains a key facet in the implementation of a successful 20 mph zone. However, isolated engineering measures employed in the implementation of zones are likely to make the scheme less effective in terms of perceived unsafe roads.

- 5.7 There is perception that our urban and rural roads, particularly in residential areas are unsafe for non-vehicular use. This perception is not confirmed in the analysis of accident data. Consequently some residents are generally unwilling for themselves or family members to walk or cycle on local trips and spend time socialising in the street.
- 5.8 Successful 20 mph zone implementation has been achieved through direct community engagement at all stages. This has been especially effective when project awareness is promoted through children as part of school visits and information being sent home to families. Both Oxford and Portsmouth engaged extensively with all residents across their respective cities in advance of implementing schemes.
- 5.9 From research work it has emerged that most residents would choose to live in a 20 mph zone but conversely would not choose to travel through a 20 mph zone to get to their final destination. This suggests widespread engagement is required to change driver behaviour and create acceptance of the benefits of 20 mph zones to encourage compliance regardless of the location.
- 5.10 Councils wishing to adopt a 20 mph policy are strongly advised that proposed schemes should be “championed” at Member level, across all political parties, widely publicised and residents fully consulted and given every opportunity to “buy in” to the proposal.
- 5.11 The 20mph signed-only scheme implemented across all Oxford city residential areas within the ring road in September 2009 has useful lessons for Colchester as a two tier authority. A number of local area engineering schemes were already in place and there was growing demand from residents for 20mph to be rolled out more widely. Starting as a cross-party, Member-led proposal, all 120,000 city residents were given the opportunity to comment on both the principle and subsequently the details. Approximately two thirds of the 600 respondents were in favour of implementation.
- 5.12 Research indicates there are a number of potential barriers to implementation. Organisational constraints include resource considerations and priorities, staff availability and skill levels. External factors include the need to gain key stakeholder support for the concept and availability of ECC Highways funding to deliver. Hampshire Police report that no additional resource was required to police the Portsmouth 20 mph zones effectively when introduced. In certain locations a higher level of enforcement and education is still required.
- 5.13 Concerns have been expressed regarding the legality of implementing 20 mph zones but so far these concerns have been unfounded. It is essential to ensure that all legal aspects e.g. location of signage are considered by relevant parties at the earliest planning stages.
- 5.14 To determine the potential costs associated with implementing a 20 mph speed policy for a zone system the Portsmouth City Council (population 183,000) area wide scheme and Hampshire County Council villages projects were analysed. These provide an outline indication of costs for implementing a large scale urban or rural project within the Borough.

Urban Area Implementation Costs

- 5.15 A big driver for the introduction of the Portsmouth city wide signed-only 20mph scheme was the cost and time needed to deliver a previous scheme, based on physical measures. A small number of engineered 20mph schemes had already been delivered in Portsmouth and the city had been divided into 20 zones to roll this out. Introduction of these physical measures across the city would have cost around £4million and taken 10 years to introduce at a delivery rate of two zones a year. This approach was reviewed and the decision taken to use a signed only approach instead which offered cost savings from not using engineering measures and 'bulking up' e.g. for Traffic Regulation Orders. Roll-out across 94% of the city streets for £470,000 was achieved in one year. Oxford's scheme cost less than £400,000 in total, including design, signs and statutory notices.
- 5.16 The Portsmouth and Oxford city wide approach was affordable and allowed timely delivery of the scheme.
- 5.17 Using guideline values published by Essex County Council for the Local Highway Panel it is estimated that it would cost £300,000 to implement the New Town physical measures where there are 55 raised tables to slow the traffic as well as the 20mph limit. There are approximately 1,100 dwellings in the New Town area.

Rural Area Implementation Costs

- 5.18 Hampshire implemented 30 mph speed limits in over 130 villages in the county that requested it for £2.17m. Again due to bulk cost savings the average cost per village was £16,700. This included consultant's design fees; traffic regulation order processing and advertising; signing; anti-skid and other road markings on some village approaches, with some villages requiring more extensive road markings than others; and before and after traffic counts. A high proportion of project costs were due to the processes required in order to implement the scheme.

Implementation in Colchester

- 5.19 Having considered the findings from elsewhere and data the Task and Finish group suggest area wide implementation following geographic areas for initial delivery. These would be subject to debate, consultation and engagement.
- 5.20 A geographic approach could for example include 20mph zoning of central residential areas around the town centre. This would extend and reinforce the existing 20 mph zones in the town centre where a high proportion of the total accidents recorded in the borough during the study period occurred and would provide the potential for reducing overall borough Killed and Seriously Injured incidents. The majority of Colchester residents relate to the town centre for work, education, to shop or for leisure. The main distributor roads around the town centre e.g. Southway, Balcerne Hill and Cowdray Avenue would retain a higher speed limit.
- 5.21 There are other obvious zones that can be implemented if central Colchester zoning proves a success. For example discrete areas such as Highwoods and the Greenstead estate may benefit from 20 mph zoning to promote improved wellbeing and help reduce the number of Killed and Seriously Injured incidents. Based on the 2006 – 08 accident data these are the only two major residential areas where there appears to be a higher concentration of serious accidents (albeit low numbers).
- 5.22 Some town and parish councils in the borough have completed Parish Plans and/or Village Design Statements, reflecting the views and aspirations of their residents. In

some cases these include a desire for town and village streets to be safer to use. The borough council should consider adopting a policy that encourages towns and villages to implement 20 mph zones where Parish Plans indicate support and where the respective town or parish council seek to champion such an initiative. If adopted this recommendation would be a unique initiative for Colchester promoting complete engagement with town and village communities to a common cause.

6 Proposals

6.1 Based on the findings set out in section 5 above the following is proposed:

- The Borough Council should seek to adopt a 20mph policy
- In seeking adoption and to deliver, Colchester Borough Council must work with Essex County Council, and Essex Police to ensure their agreement in respect to policies, delivery, funding and enforcement resource levels.
- Introduction of a 20 mph policy should be “championed” at Member level, across all political parties, widely publicised and residents fully consulted and given every opportunity to “buy in” to the proposal.
- Overall 20 mph zoning on a case by case basis with local community support through consultation, lobbying local ward councillors, parish and town councils or constituted residents associations is favoured.
- 20 mph limits can be implemented in both urban and rural areas.
- 20 mph zoning across a wide area is more effective than if implemented on a street by street basis.
- Engagement is required to change driver behaviour and create acceptance of the benefits of 20 mph zones to encourage compliance regardless of the location.

6.2 Subject to further debate, consultation and engagement the following is suggested as a starting point for delivery:

- Reinforcement and extension of the existing town centre 20mph zone
- Implementation in discrete residential areas such as Highwoods and Greenstead
- In rural areas based on Parish Plans and Village Design Statements

7 Strategic Plan References

7.1 Through the work of the Task and Finish Group and adoption of a 20mph policy the following objectives will be met:

- Listen and Respond – the issue of speeding and road safety has been identified by resident associations, neighbourhood action panels, parishes and a range of local interest groups. The Task and Finish Group has started an engagement process with these and other bodies.
- Be Cleaner and Greener – reducing speeds will help remove a “perceived” barrier to walking and cycling, and change driver behaviour to reduce vehicle emissions and noise.

- 7.2 The introduction of 20mph will benefit all. It will make streets safer for the older and young people and in residential areas be more conducive to greater community interaction. Community safety and the number and severity of accidents will also be improved. Reducing speed overcomes a barrier to walking and cycling often given by residents; this in turn would support the Congestion Busting priority. There are significant Healthy Living benefits to be gained by encouraging people to walk and cycle more as part of their daily life.

8 Consultation

- 8.1 This report has the potential to affect all residents across urban and rural areas of the borough. By the nature of the topic it will also affect road users travelling to and through the borough. It is essential therefore that as wide a consultation as practical of all potential parties is undertaken so an accurate assessment can be made of the necessity and practicality of implementing a safer road use scheme through the implementation of a 20 mph policy in the borough.

- 8.2 Initial views using existing bodies and structures were used to help develop the policy recommendation. A short survey was used to obtain feedback from the following organisations and groups within the borough:

Borough and Parish Councillors on the Local Highway Panel, School head teachers and Chair of governors, Neighbourhood Action Panels prioritising road safety/speed reduction (through their residents associations or, where not present, chairman), Colchester and Essex Associations of Local Councils, Colchester Age Concern, Colchester Access Group and special interest groups.

- 8.3 In addition feedback was sought from Essex Police, Colchester Ambulance Service, Fire Service, Colchester's main bus operators and Essex County Council Highways.

9 Publicity Considerations

- 9.1 This report has the potential to affect all residents across urban and rural areas of the borough. It is proposed that further engagement be undertaken. There is however a need to manage expectations until it is confirmed that Essex County Council and the Police would accept the policy and subsequent delivery.

10 Financial Implications

- 10.1 To take the policy forward further consultation and engagement work is required. There is currently no budgetary provision for this work. To undertake this element of work £15,000 should be budgeted.
- 10.2 As demonstrated above, depending on the approach adopted i.e. physical measures or signing only, the implementation cost is significantly different. There is no budgetary provision for implementation and this will not be possible until Essex County Council accept the policy. The only two immediately identifiable resources are through the Local Highway Panel and/or seeking an allocation through Essex County Council Local Transport Plan 3.

11 Equality, Diversity and Human Rights implications

- 11.1 All groups would benefit positively. Lower vehicle speeds are better for all, including car users, cyclists and pedestrians.
- 11.2 The introduction of a 20mph policy would replace in certain areas the current 75 year old 30mph speed limit which is inequitable as it is biased towards car drivers over other road users and therefore towards those with access to a car.
- 11.3 The Equality Impact Assessment is being made available on the relevant page of the Council's web site. See link below:

[Strategic Policy and Regeneration Equality Impact Assessments](#)

12 Community Safety Implications

- 12.1 20mph in residential areas will improve the safety of residents from road accidents. This can be demonstrated through the research work as contained in the body of this report.

13 Risk Management Implications

- 13.1 The main risk of approving the recommendations is that Colchester Borough Council requires Essex County Council to agree to implement the policy and Essex Police to enforce it. Public expectations could be raised unless the agreement of these two bodies is obtained. To overcome this risk further consultation with these bodies is required in respect of changing County Council policy and establishing the level of Police enforcement that can be deployed.

Background Papers

Task and Finish Group Technical Report to the Policy Review and Development Panel on the Introduction of 20mph areas in Colchester

AGENDA ITEM 7(b)

20mph Task and Finish Group meeting, 22 September 2009

Meeting Notes

Present:

Cllr S Ford, Cllr M Hardy, Cllr J Gilli-Ross, Cllr Laura Sykes
Paul Wilkinson, Sarah Ward

1. Introductions

Cllr Laura Sykes was welcomed to the group as the replacement representative for the Liberal Democrats.

2. Apologies - Cllr Oxford

3. Notes of Last Meeting

Agreed, subject to noting the correct name of the Local Highway Panel.

Queries arising / outstanding Actions:

- Confirmation of the school in the NE Area Office area to have a 20s Plenty area implemented still awaited from ECC. **Action** – SW
 - MH and JGR suggested it would be useful for the group to see a recent NAPs report of their work. **Action** – MH/JGR to circulate
 - MH enquired if consultation responses had been received from Lexden Conservation, 5 Poets and Elm Residents Associations. SW confirmed that 5 Poets had responded. **Action** – MH to remind the outstanding groups to respond
 - A discussion with Oxford City Council on their criteria for implementing 20mph was still outstanding. **Action** – SW
 - PW confirmed that in 2006 - 08 the following was the breakdown of accidents occurring on the High Street
 - Total = 22 casualties and 20 accidents
 - 7 occurred at night time / in the dark
 - 13 were in the day / light
 - Casualty breakdown: 13 vehicle drivers or passengers, 7 pedestrians and 2 cyclists.
- LS queried an 11/9 Gazette article with higher figures quoted. PW explained his figures were from Colchester Safety data as discussed at a previous Group meeting. The data is provided by the Police to ECC, from where PW obtained it.
- MH requested Child and Pedestrian figures within the Colchester Accident Totals chart previously supplied. **Actions** – PW to break down the information. SW - provide this chart to LS.
 - It was commented that the data reviewed is interesting but accidents are too dispersed to suggest key sites for implementing speed restrictions or other measures to reduce accidents.

- SF had spoken at the Wivenhoe Town Council meeting on 21/9. There was a strong feeling that the views and support of the local community were important when deciding whether to implement a scheme.
- It was suggested that there were two options that could inform decisions on whether and where to implement 20mph areas: to be data-led and site specific or follow the 20's Plenty area-wide principle as has been done in Portsmouth.
- The following questions were suggested for the forthcoming Portsmouth conference:
 - How did they decide on their approach and where to implement
 - Is it a default 20mph with some streets identified as exceptions from the start to remain at 30/40mph
 - Could 30 or 40mph signs on streets kept at this speed not have been used to highlight these 'exceptions', rather than the extensive coverage of 20mph signs across the 20mph limit areas
 - How is it working in wider streets where on-street parking (if present) may be less of a limitation on speed
 - Results to date
 - Scheme costs and how much of this was spent on engagement beforehand and enforcement through the Road Safety Partnership.

Actions – SW and JGR to ask in Portsmouth. ALL – forward any further queries to SW and JGR before the 29 Sept.

4. Review of 20's Plenty for Us

SW handed out a summary note of 20's Plenty for Us. PW gave an overview of his meeting with Rod King on his recent visit to Colchester, organised by a number of lobby groups including Living Streets. Notes of this meeting had been circulated prior to this Task and Finish group meeting.

Rod King's background was in motor engineering and then cycling promotion in Warrington, as part of which he visited Hilden, Germany and witnessed the provision for all modes, including cyclists and the significant modal share of cycling: 24%. There are a number of cultural, infrastructure and legal differences to the UK, but the UK continues to have significantly higher pedestrian casualties. With increased and faster vehicle traffic there are also social implications including a reduced likelihood of knowing your neighbours.

Instead of the current UK practice of: Education, Enforcement and Engineering, 20s Plenty advocate widespread Engagement in place of Engineering to increase community ownership. They also recommend implementation across a wide area: residential streets in built up areas borough-wide, again to reinforce ownership and greater compliance across the community.

LS commented that speeding was an issue raised in their Parish Plan and that a 20mph limit had been requested. Not all parishes have a Plan and it would be better to engage with the whole community on this issue rather than

through another process. If engagement is undertaken it will be important to be clear that limited funds are available to implement and encourage communities to come forward to be a trial area.

Action – SW to circulate 20s plenty note

5. Review of Draft Report

SW handed out copies of the draft Report. This includes comments received on the report structure from the group. JGR proposed that he draft the Executive Summary to encapsulate the group's thoughts on the issue to date. The group supported this and thanked John. The draft report and exec. summary will be circulated for comments to then be reviewed again at the next meeting. The Group is due to report its recommendations to the PRD Panel on 9 November. The papers will be submitted on 21 October.

Actions – SW and JGR to circulate drafts for comment by all.

6. Date of next meeting – 4.30 – 6.30pm, Tuesday 13 October, Rowan House

20mph Task and Finish Group meeting, 13 October 2009

Meeting Notes

Present:

Cllr S Ford, Cllr M Hardy, Cllr J Gilli-Ross, Cllr Laura Sykes (for part)
Paul Wilkinson, Sarah Ward

1. Apologies - Cllr G Oxford

2. Notes of Last Meeting

Agreed, with the correction of Elm Residents' Association which should be Glen and Endsleigh.

3. Review of Portsmouth conference

JG-R and SW reported on the event which had been an overview of Portsmouth's implementation of city-wide signed only 20mph limits along with presentations from other local authorities including Oxfordshire and Hampshire, and Hampshire Police. These were:

- The greatly reduced timescale Portsmouth implemented 20mph limits in due to changing from initially being based on engineering measures to signed only instead. This also gave considerable cost savings with physical measures not used and from 'bulking up' e.g. Traffic Regulation Orders. The whole scheme was delivered for £470k in one year.
- Both the local authorities and Police presentation stressed the need for cross party championing of proposals and close joint working between all parties from the outset. This was particularly important regarding the amount and location of 20mph signs to ensure scheme enforcement and withstanding legal challenges.
- Oxfordshire, Hampshire and Portsmouth had all undertaken extensive community consultation and engagement in advance to gauge public support, highlight wide ranging benefits of speed reduction and encourage greater compliance with speed limits.
- The Portsmouth data available (1st year only) showed an average 1mph decrease in speed across the monitoring sites. Strategic routes that have retained a higher speed limit (30 or 40mph) have seen an average 7mph reduction in speed. Slight accidents have reduced from 167 to 156. There has been a 15% reduction in KSI (although this is not statistically reliable data yet). Portsmouth have an average 19 KSI/yr, Colchester has 90 KSI/yr. Portsmouth/the DfT will publish data in early 2010. As more sites are monitored and for longer, this information will become more robust. Modal shift and residents' perception of the scheme will also be monitored.
- The signed only 20mph scheme implemented across Oxford in September 2009 is closer to Colchester, as it is in a two tier authority arrangement (Portsmouth is unitary). Data is awaited.
- Any system implemented needs to be consistent and easy to understand for residents, business and visitors.

4. Draft Executive Summary and Technical report review

PW explained that once the Group agreed the contents of the Executive Summary he would transfer this to the Council's standard Report template. Additional information would be added including cost implications and consultation. The Technical report would be a background paper.

The group reviewed these two documents prepared by JG-R and SW respectively. A number of revisions to the content were suggested and made during the meeting. Information on the experiences of Portsmouth, Oxford and Hampshire were to be added. Strengthening the recommendations around consultation and being led by the views of the community was requested. There was agreement that the Recommendations were a fair reflection of the Group's views.

The identification of Highwoods and Greenstead as places to implement area wide 20mph limits was queried. PW explained that both these areas have more accidents than other residential areas (as per the Accidents plots the Group had reviewed) and they were also discrete residential areas which could each be treated as a 'zone' over which to implement.

MH raised a query put to the last Policy Review and Development Panel meeting and a letter in the Standard. Both had come from Peter Lynn and concerned the potential objectives noted in the Panel's January 09 meeting and the Group's Terms of Reference. Peter Lynn suggested that the latter had a narrower focus than had originally been intended and that this might have excluded wider community, environmental benefits of speed reduction from consideration.

The Group acknowledged their agreed primary objective was focused towards accident reduction. This was informed by the Panel's consideration of health statistics for Colchester (in particular the below national average position on road safety) and the relative lack of detailed data regarding the wider benefits compared to that on accidents and casualties. It was accepted that the wider benefits were very important. All felt the draft reports adequately reflected the wide ranging benefits of implementing 20mph limits and these 'common sense' aspects had helped inform the Group's decisions to recommend area wide implementation (providing there was community support).

PW explained he and SW would be meeting with Ian Vipond, Executive Director to discuss the report later that week. The report and its Equality Impact Assessment would be submitted to Committee Services by 28 Oct.

Action: J-GR and SW/PW – revise update the draft Reports and circulate. ALL – provide comments by 26 October.

5. PRD Panel, 9 November

SF, MH and PW will attend. Other Group members will also try to attend.

Action: PW, SW and SF to meet on 3 November to discuss the final Reports and presentation to the Panel.

Task and Finish Group Technical Report to the Policy Review and Development Panel on the Introduction of 20mph areas in Colchester

9 November 2009

1. Background

1.1 The Policy Review and Development Panel of the 19 January 2009 received a presentation and considered a report outlining the way forward on this subject. The Task and Finish Group comprising five councillors supported by two officers and the following work to be undertaken were proposed:

- Confirm the members aspirations and objectives
- Confirm the terms of reference and the frequency of meetings
- Confirm the geographical extent of the urban area
- Confirm consultation and engagement process
- Confirm dimensions of study e.g. area, technical research
- Confirm timetable for review of the policy

1.2 Much of the above has been achieved using existing internal officer resources, including surveying local stakeholders for their initial views. The road safety data was supplied by Essex County Council via their term consultant Mouchel. The findings of this and other research undertaken are set out in following report.

1.3 A summary of this report with recommendations has been incorporated into the 9 November Policy Review and Development Panel report.

2. Why introduce a policy supporting the implementation of 20mph areas in Colchester?

Task and Finish Group Aim

2.1 There is a range of existing policies and desired outcomes including community safety and healthy living that are potentially supported by the introduction of a 20mph zones in the borough. When being considered it is important to take into account any local prioritisation of these zones to promote maximum community “buy in” to reducing speed. This in turn will set priorities for funding, scheme delivery and consistent monitoring. Objectives include:

- Reducing speed and the dominance of the motor vehicle in residential areas to improve quality of life and reduce perceptions of danger
- To encourage alternative ways to travel especially walking and cycling
- To improve road safety through the reduction of speed
- Address environmental issues such as noise and air pollution

2.2 In part informed by the road safety and road deaths information shown on the Health Profile for Colchester at the 10 September 2008 Cabinet meeting which instigated the formation of the Group, the Task and Finish Group discussed and confirmed at its first meeting in February 2009 that the main aim to guide the work would be:

“To reduce road injuries and deaths in the borough by extending existing 20mph restrictions while also considering other safety solutions.”

- 2.3 It was also proposed that best practice information should be gathered from other towns and cities that had or were planning to implement 20 mph areas to help inform the recommendations of the group. This should include the recently implemented Portsmouth scheme and Oxford’s proposals, both cities using signing only.

3. National and regional government policy

Department for Transport Circular 01/2006 and Circular 02/2006

- 3.1 In 2006 the Department for Transport published Circular 01/2006: ‘New Guidance on Setting Local Speed Limits’. The key messages were that speed limits should be evidence-led, self-explaining and seek to reinforce people’s assessment of what is a safe speed to travel at. They should encourage self-compliance and not be seen as a target speed at which to drive in all circumstances. Highway authorities can set ‘local speed limits’ (higher or lower) where local situations require a variation from the national speed limit. The guidance allows and sets out conditions for the introduction of 20mph zones.
- 3.2 Key objectives of Circular 02/2006 Speed Assessment Framework (Balancing safety and mobility objectives on rural single carriageway roads) seek to balance the need to travel with the need to improve quality of life. It places greater emphasis on consistent and coherent speed management to encourage driver compliance and seeks to reinforce the driver’s assessment of the safe speed to travel at. This in turn facilitates an improved quality of life for local communities and better balance between road safety, accessibility, and environmental objectives, especially in rural areas.

Department for Transport’s Road Safety Strategy Post 2010 consultation

- 3.3 The Department for Transport consulted on ‘A Safer Way: making Britain’s roads the safest in the world’ in April 2009. They suggested the existing policy approach was largely correct and therefore focused on delivery of this. It reported that total road deaths and serious injuries are reducing - 36% (2007) compared to the 1994-98 average) however deaths over this period have reduced less, only 18%.
- 3.4 Motorcyclists and people aged 16-29 still account for a significant proportion of those killed 20% and 33% respectively which is disproportionate in terms of number of road users. Nearly 40% of fatalities occur on rural A roads but nearly 60% of all casualties occur on urban roads.
- 3.5 The Department for Transport’s proposed focus is on reducing the number of road deaths; protecting children, particularly in deprived areas; urban pedestrian and cyclist casualties; motorcyclists and poor road user behaviour e.g. excessive speeding are highlighted. The proposed targets are:
- Reduce those killed and seriously injured by at least 33% each by 2020 compared to the baseline of 2004-08
 - Reduce children and young people killed and seriously injured by at least 50% compared to the baseline

- To improve health, the environment and congestion by encouraging more walking and cycling, reduce walkers and cyclists killed and seriously injured per km travelled by at least 50% by 2020 compared to the 2004-08.

3.6 20mph zones and limits are amongst the new measures proposed by the Department for Transport to deliver these targets and highway authorities should introduce these in streets primarily residential in nature. The final Department for Transport Road Safety strategy is due to be published in late 2009.

Essex County Council response to A Safer Way consultation

3.7 Essex County Council supported the proposed targets and overall strategy. However, in relation to the introduction of 20mph areas they raise concerns around security of ongoing Road Safety Grant funding, cost implications of implementation to local authorities and managing community expectations, both in terms of what can be delivered within available funds and likely speed and accident reduction results.

3.8 Without the Highway Authority's support delivery is very difficult. Funding would not be forthcoming to deliver 20mph zones or limits.

Essex County Council Highway Authority policy

3.9 Essex County Council is the Highway Authority for Colchester and through the Local Transport Plan process is responsible for delivering improvements in road safety along with other transportation objectives e.g. reducing congestion and improving accessibility to key services for all.

3.10 In December 2008 Essex County Council consulted on a revised Speed Management Strategy in response to the Department for Transport's 'New Guidance on Setting Local Speed Limits' (see section 3.3). Policies for implementing speed limits between 20 and 60mph were updated and the importance of local views in determining an appropriate limit for the community recognised.

3.11 Speed limits in Essex are location-dependant linked to the road's Functional Route Hierarchy status e.g. County Routes (priority 1 and priority 2) and Local Routes, as defined in Essex County Council's Traffic Management Strategy (see Appendix 1). County Routes are the main traffic routes linking areas and communities, include bus routes and connections with the Trunk Road network (A12 and A120). Generally the Local Routes are within residential areas, business parks and are the smaller rural lanes.

3.12 The current County policy does not allow the introduction of 20mph limits on priority 1 and 2 County routes despite sections of many of these passing through Colchester's residential areas and centres.

Colchester Borough Council's response Essex County Council's Speed Management strategy consultation

3.13 The Borough's Portfolio Holder response, February 2009, supported the principle of managing speed and having a policy that sets logical, consistent and understandable speed limits to improve road safety and quality of life. As both the Essex County Council Strategy and Department for Transport publications are

guidance, flexibility in implementation to reflect the Borough's aspirations to improve safety, reduce congestion and improve the quality of life was requested. The proposed review of speed limits on Priority 1 and 2 routes and reduction of speed limits through more (including smaller) villages to 30mph were welcomed.

- 3.14 Streets are important public places that should be designed to suit people of all ages and degrees of mobility. As such a review of the definitions of the Functional Route Hierarchy was encouraged to reflect recent best practice on the use of streets by all users including the government's Manual for Streets. Manual for Street promotes more shared use and less segregation to improve the attractiveness and overall environment along with addressing speed and safety considerations.
- 3.15 In addition implementing 20 mph areas would support the council's Local Development Framework Core Strategy policy PR2 to promote attractive, safe and people-friendly streets which encourage more walking, cycling, recreation and local shopping. It is also a key consideration in delivering Colchester's Cycling Town targets as at present routes where fast traffic dominates are a deterrent to many existing and potential future cyclists.
- 3.16 Publication of Essex County Council's Speed Management Strategy, having considered the consultation responses received, is awaited.

Essex County Council Road Safety funding priorities

- 3.17 To support their current Road Safety and Speed Management strategies and reporting to national government on road safety targets, Essex County Council intend to maintain focus on specific accident groups identified by the Essex Road Safety Casualty Reduction Board, specifically; drink driving, young drivers, motorcyclists and excessive speeding. Their approach will continue to be tackling identified groups e.g. motorcyclists and locations with a poor accident record. A blanket approach to implementing road safety measures or speed reduction e.g. with 20mph limits is not favoured.
- 3.18 During the July officer meeting arranged with Essex County Council as part of the Task and Finish Group work (see section 5) to seek the initial views of key stakeholders, Essex County Council were requested to seek the view of the Highways and Transportation Portfolio Holder, Cllr Hume, on the consideration of 20mph zones and limits and the potential for a county trial in Colchester, in advance of any further implementation. The response confirmed that funding should continue to be directed to accident locations and due to the need for signs, enforcement etc the establishment of 'blanket' 20mph zones or limits is not currently a priority. The experience of Portsmouth's signed-only 20mph city wide scheme will be considered.
- 3.19 It is Essex County Council's intention to implement a trial 20 mph area outside a school on non priority 1 and 2 routes in each area of the county. The decision on which school this will be the area including Colchester is expected to be made in late 2009/early 2010. Delivery is programmed for the 2009-10 financial year. Each site will be monitored before and following implementation to assess speed reduction.

- 3.20 Essex County Council stated that there are significant funding pressures and budgets are being closely scrutinised, even those where funding (government credit approval) is awarded through documents such as the Local Transport Plan.

4. Existing 20 mph areas

Europe

- 4.1 30kph speed limits (18.5mph) have been widespread across northern Europe including Denmark, Holland, Austria and Germany for several decades. These are predominantly on a large area-wide approach and also include other initiatives subsequently implemented in the UK such as 'Home Zones'.
- 4.2 The European experience, especially in Holland and Denmark is that even with more pedestrian and cycling activity the rates of pedestrian and cyclist fatalities are no greater than in this country.

United Kingdom

- 4.3 Implementation in the United Kingdom has been more recent, having recognising the benefits experienced in Europe. By 2008 there were an estimated 2,148 20 mph zones in England. A Department for Transport review of 14 local authority areas suggest that 96% of the zones assessed included some form of physical measures to enforce the speed. The length of road covered by each zone varied from less than 1km to over 25km.
- 4.4 In 2007 Portsmouth was the first town to adopt an authority wide approach, implementing a 'signed only scheme'. By June 2008 it had implemented 20 mph over 94% of its road network. Newcastle, Oxford, Plymouth, Bristol and Islington are other authorities following this approach. Some such as Norwich and Warrington are introducing pilot areas initially, with a view to rolling these out if successful. Each local authority has been informed by their own issues such as accident black spots, funding availability and community support.
- 4.5 The Oxford scheme is most relevant to Colchester as it is currently the only application of area wide 20mph within the shire county two tier authority structure.

Essex

- 4.6 There are a number of 20mph residential areas across Essex. Existing Essex County Council policies allow for implementation but require a certain level of physical measures and enforcement. On Local routes Essex County Council requires new residential estates are designed to be self enforcing 20mph zones. In Colchester these include Balkerne Heights, the Garrison, and parts of Highwoods and Mile End. Colchester was one of the first authorities to implement residential 20mph zones, supported by physical measures, in the 1990s. Areas covered including in:
- New Town (Winnock Road and Canterbury Road areas)
 - Castle (Dutch Quarter)
 - St Anne's (North of Harwich Road)
 - Berechurch (Lethe Grove)

4.7 A non-residential 20 mph zone was also introduced in the town centre as part of work to reduce accidents here, particularly on the High Street.

5. Key stakeholder views

5.1 For the aim of any scheme implemented, whether with physical and/or other measures, to be realised there is an inherent need for each of us to 'buy in' to it and therefore community engagement is crucial. As such, to help inform the work of the Task and Finish Group it was recommended that the initial views of key stakeholders were sought. This was done through a survey emailed out to which stakeholders had a number of weeks in which to respond.

5.2 Stakeholders included; Essex County Council and Essex Police (with whom meetings were also sought reflecting their important roles in the implementation of any schemes), along with other organisations representing the community such as; Neighbourhood Action Panels prioritising speeding issues, schools and borough and parish members on the Local Highway Panel (see Appendix 2 for a full list of organisations surveyed).

5.3 24 responses were received (see Appendix 3 for a Table of comments received). There was strong support for the principle of reducing speed in residential areas to improve safety. Most supported the implementation of a 20 mph speed limit, although there were contrasting views that this should be both on a site by site basis only and an area wide basis only (the latter from a minority of respondents only). There was support for implementation across the borough; central Colchester, other towns, villages and outside sites such as schools. Again this generated a mix of views between site specific schemes being favoured and these being a distraction from more effective widespread implementation. Overall 20 mph zoning on a case by case basis with local community support seems favoured.

5.4 In terms of potential measures introduced to support a lower speed limit the respondents' views were both for and against those listed; physical measures, Police enforcement, cameras, awareness and publicity, and signing only.

5.5 The majority of respondents also saw other benefits of reducing speeds including: improved quality of life; less environmental impacts – noise and air pollution; greater modal shift to walking and cycling and associated health benefits; reduced rat-running and improved safety on the street for vulnerable groups; and improved driver awareness and vehicle control at lower speeds.

5.6 Essex Police declined the invitation to meet but a survey response was submitted by their Roads Policing Unit that covered the following;

- disagreement with principle of reducing speed in residential areas to improve road safety or specifically reducing to 20 mph
- suggested benefits from reducing speeds as being; reduced pollution, improved quality of life and safety of vulnerable groups e.g. older people
- suggested that some of the measures listed that could support implementation may be effective but that additional enforcement would require additional resources
- only areas with high density housing and/or local amenities that attract young people should be considered for reduced speed.

5.7 Should the Task and Finish Group's Recommendations (see Section 11) to the Panel be agreed comprehensive consultation and engagement with representative community groups and residents should be carried out to confirm where 20 mph zoning is desired. Further work with Essex County Council, including the Highways department, and Essex Police to ensure their agreement in respect to policies, delivery, funding and enforcement resource levels will also be necessary. These discussions should be informed by the best practice advice and experiences from schemes implemented elsewhere particularly around issues that key partners have concerns over.

6. Community benefits and supporting evidence for implementing 20mph areas

6.1 There is growing interest and support nationally from communities and local authorities for reducing urban speed limits from the 30mph limit which dominates in most of these areas. Reducing speed is seen by many as "reclaiming the streets" for those who live, work and play in an area.

6.2 Road safety and speed impact on our daily lives in a number of ways. We may choose routes to travel along and the method of travel partly on the speed and volume of traffic, and restrict our children's freedom to go outside if the street is perceived to be too dangerous. Given the favouring of costly engineering solutions to date to tackle excessive speeds e.g. through the implementation of 20mph zones, many do not consider it to be an issue individuals can influence.

6.3 Driven to Excess, a University of the West of England study, looked at three streets in north Bristol with light, medium and heavy traffic respectively. It found that motor traffic, which has grown more than tenfold in the United Kingdom since 1950, has a considerable negative impact on quality of life, particularly for residents living beside heavy motor traffic flows. "Traffic is like a mountain range, cutting you off" said one Muller Road resident. 20,000 cars drive along this heavy traffic street every day.

20s Plenty for Us

6.4 20s Plenty for Us is an organisation that campaigns for residential roads to be shared more fairly by all users by setting an appropriate speed limit which also protects vulnerable users and promotes a high quality of local living.

6.5 They recommend a large area approach is taken to setting 20mph speed limits whereby the speed limit for residential and built up roads across a whole authority is set to 20 mph as a default with exceptions being made where it is considered safe to "speed up" e.g. to 30 mph. This approach requires widespread community engagement in advance and this allows other objectives e.g. modal shift, empowerment of those without cars, reduced noise and air pollution as well as lower accidents and injuries to be discussed too.

6.6 The suggestion is that the decisions of individual drivers on whether to comply with the new limit will be made at home, considering benefits for their own family and community, rather than simply as a driver when faced with a 20 mph speed limit sign for the first time, resulting in greater buy-in. There are however likely to remain a proportion of drivers who will require considerably more education

and/or enforcement on why speeding is socially unacceptable before they change their behaviour.

- 6.7 The community benefits of introducing 20mph areas are wide-ranging e.g. potential for increased social interaction, improved wellbeing, greater use made of local facilities and short journeys made on foot and by bike, with associated health benefits. There is comparatively little detailed data on these aspects of 20 mph areas, unlike that available on accidents. However, a number of authorities who have recently implemented 20 mph schemes, including Portsmouth and Oxford, plan to gather data on resident satisfaction and modal shift to walking and cycling. Community engagement and buy-in at a local level from the outset of considering potential implementation is therefore crucial to maximise these outcomes, both for the short and longer term.
- 6.8 It has been shown (as with the widespread implementation in mainland Europe) that a consistent approach to implementation can have a greater impact than targeting particular neighbourhoods and/or groups of road users e.g. motorcyclists. It gives a clear message that slower speeds should be the norm for all in residential and other built up areas, rather than individuals having to think about and decide whether to comply with different speed limits in otherwise similar neighbourhoods.

7. Road safety and accident reduction

- 7.1 In 2008 across Essex Colchester had the second highest number of Killed and Seriously Injured casualties – 90 in total (Essex Road Safety Casualty Reduction Board). This is a reduction on the previous year. Of this figure, 19 casualties were involved in accidents where “speeding” was the recorded cause. To meet the 2010 Road Safety target the number of killed and seriously injured casualties in the borough should be no greater than 67. The 2009 2nd Quarter statistics show a drop in killed and seriously injured – 33 compared with 59 at the same point in 2008.
- 7.2 On average there have been approximately 113 killed and seriously injured casualties per year in Colchester over the three year period 2006 - 2008 (see Appendix 4). Most accidents and casualties of all severities; fatal, serious and slight, occur on Priority 1 and 2 Routes which Essex County Council currently has a policy not to implement 20mph speed limits on (see Appendix 5). Nationally 60% of accidents occur in urban areas. In Colchester only 25 killed and seriously injured accidents per year occurred on the non priority routes where 20mph could be delivered without a change in Essex County Council policy.
- 7.3 When looked at in conjunction with the accident plot maps, it can be seen that accidents occurring on non-priority 1 and 2 routes are largely scattered across the borough, rather than clustering at particular locations (see Appendix 4). This is a pattern which is typical across the United Kingdom. The exception to this in Colchester is on the High Street in the town centre, where there is still a cluster of serious accidents in an area which is currently 20mph.
- 7.4 As reported in the Transport Research Laboratory’s 1996 review of over seventy 20mph traffic calming schemes introduced with physical measures in the United Kingdom there was an approximate 90% reduction in killed and serious injury accidents in New Town following implementation here.

- 7.5 There is currently little data and United Kingdom evidence available to support widespread implementation of signed only 20mph zones, which in part is why both Essex County Council's and Essex Police's approach is to target specific groups of road users, rather than using 'type' of area e.g. a housing estate as the basis. Physical measures are expensive and in any particular area there is only ever a proportion of all the accidents across an authority. There is also limited information on the effectiveness of signed-only schemes and many local authorities are awaiting the outcome of the Portsmouth and Oxford schemes. Further data from Portsmouth is due to be made available in early 2010.
- 7.6 By the "laws of physics" it cannot be denied that a reduction in speed is a good measure to reduce the number and severity of accidents. A 1mph reduction in speed results in a 5% reduction of accidents. At speeds below 30mph the chance of surviving an accident is greatly increased, the absence of speed being the key factor in reducing the severity and the collisions occurring (see Appendix 6).
- 7.7 A 'common sense' view of the issues and consideration of opinions of local residents and other groups like 20s Plenty for Us supports the widespread introduction of 20mph areas for safety along with wider quality of life and environmental reasons.
- 7.8 Road safety is commonly raised by the Local Highway Panel and a number of Colchester's Neighbourhood Action Panels have requested speed reduction measures e.g. engineering measures, enforcement or education to manage speeds.

8. Speed reduction options

- 8.1 Essex County Council officers have stated that physical measures are required to effectively tackle speeds of +24mph. As well as speed tables, chicanes etc this can include more subtle techniques such as on-street parking. However unless community engagement takes place residents can be unaware of the benefits of these less obvious techniques and request parking restrictions are implemented to remove the perceived dangers associated with parked cars.
- 8.2 Other concerns sometimes raised by residents to engineered schemes are around the increased amount of 'street clutter' that can result, whether in built up or rural areas. In rural locations some form of 'gateway feature', whether natural, community-developed or engineered/signed is a useful way of indicating the entrance to a slow speed area. It is important to make this reduction in speed logical to drivers unfamiliar with the area and therefore a balance must be carefully struck.
- 8.3 The County Council is interested in exploring un-engineered 20mph zones, but recognise this is likely to increase demand for enforcement. Their forthcoming trial of 20mph areas outside selected schools on non Priority 1 and 2 routes is largely in response to pressure from local communities and schools, rather than based purely on data of accidents (which are minimal) around schools. Similarly, following local pressure last year, Essex County Council introduced a 20mph signed only zone in a residential area of Chelmsford.

- 8.4 Undertaking community engagement and awareness campaigns with the local community is increasingly being seen as a crucial part of maximising the success of 20 mph schemes implemented. Both Oxford and Portsmouth engaged extensively with all residents across their respective cities in advance of implementing schemes. In Portsmouth awareness was promoted through children as part of school visits and information being sent home to families. As well as two stages of consultation prior to implementing, Oxford undertook a series of roadshows across communities in the city immediately following the launch of the scheme to reinforce the message.
- 8.5 The costs of undertaking these community engagement elements are relatively low in comparison to physical measures implemented, particularly traditional engineering techniques. Whilst relatively low in cost they do require sufficient financial and staff resourcing to ensure the techniques used are comprehensive and effective.
- 8.6 From the existing research data those 20mph areas with physical measures perform the best in reducing accidents and are generally self enforcing. However, they are expensive to install, and not always popular with local residents, emergency services and bus operators. Further time is needed to build a robust body of data on signed only area wide schemes and the level of resident 'buy in' resulting from effective community engagement and awareness campaigns in the UK as these have only recently begun to be implemented.

9. Police enforcement

- 9.1 The police enforce 30mph limits but the position stated in Essex Police's survey response (see Section 5.7) suggests that if a 20mph limit is introduced then they do not have the resources to enforce this. The Association of Chief Police Officers has issued guidance on enforcing speed in 20mph zones. This takes a more positive stance on the introduction and policing of 20mph limits, stating that motorists caught driving between 25mph and 34mph in a 20mph zone should be issued with fines and given penalty points on their licence. A number of forces are now actively enforcing these lower limits.
- 9.2 Historically the police did not enforce 20mph, considering these areas should be self-enforcing and also reflecting accuracy issues with 'radar' speed detectors. These technology issues have now been overcome and many police forces, including Essex use modern laser-based systems. There are some technical difficulties around enforcement on any short stretches of speed limit and the introduction of 20 mph limits on road lengths as little as 100m has meant that these could not be enforced. This issue would not exist in area wide 20 mph limits across residential streets.
- 9.3 The Hampshire Police presentation to the Portsmouth 20mph conference in September 2009 stressed the need to ensure that the location and number of 20mph signs used across any scheme was considered by all parties at the earliest planning stages. This would ensure that successful challenges to police enforcement would not be possible, preventing any scheme from being undermined by speeding drivers contesting enforcement.

9.4 At the September 2009 launch of the new 20mph limits across much of Oxford's central residential areas, Oxford Police confirmed they would enforce the 20mph limits, like any other. This followed their initial concerns around lack of enforcement resources and consequently opposition to the scheme. Residents would need to request enforcement in areas where they believe speed limits are regularly being broken and the Police would determine the most appropriate response. In the 18 months since the 2007 introduction of the Portsmouth city-wide scheme Hampshire Police has issued 146 fixed penalty notices to drivers exceeding 20mph.

10. Cost considerations

10.1 Depending on the approach adopted e.g. physical measures or signing only, the implementation cost is significantly different. 'Bulking up' to implement speed reduction measures across a number of areas e.g. estates or villages can also give cost savings (see Sections 10.5 and 10.8).

10.2 There is no budgetary provision for implementation and this will not be possible until Essex County Council accept the policy. The only two immediately identifiable resources are through the Local Highway Panel and/or seeking an allocation through Essex County Council Local Transport Plan 3.

10.3 Reducing the numbers of killed or seriously injured is without question the right thing to do from a societal perspective. In addition, the financial costs arising from accidents and injuries are wide reaching and impact both on those directly affected by and linked to those involved in an incident and society as a whole. The current financial values put on the cost of a casualty to society are:

- Fatal casualty - £1,428, 180
- Serious casualty - £160,480
- Slight casualty - £12,370

10.4 From these values cost benefit analysis can be undertaken to assess whether a scheme is value for money or not. This assessment relies on accidents having occurred in the 'right' location that could then be saved by the measures implemented. With more widespread implementation such as in Portsmouth and Oxford's signed only schemes the potential for more accidents to be saved and/or the severity reduced is increased.

10.5 With area wide schemes that encompass residential areas, schools, community facilities etc there is the potential that savings could be made by reducing the need for other engineered road safety schemes at specific sites such as outside schools.

Urban Area Implementation Costs

10.6 A big driver for the introduction of the Portsmouth city wide signed only 20mph scheme was the cost and time needed to deliver a previous scheme, based on physical measures. A small number of engineered 20mph schemes had already been delivered in Portsmouth and the city had been divided into 20 zones to roll this out. Introduction of these physical measures across the city would have cost around £4million and taken 10 years to introduce at a delivery rate of two zones a year. This approach was reviewed and the decision taken to use a signed only

approach instead which offered cost savings from not using engineering measures and 'bulking up' e.g. for Traffic Regulation Orders (only six were needed, one for each zone the city was divided in to for implementation, rather than each street, local area). Roll-out across 94% of the city streets for £470,000 was achieved in one year. Oxford's scheme cost less than £400,000 in total, including design, signs and statutory notices.

- 10.7 The Portsmouth and Oxford city wide approach was affordable and allowed timely delivery of the scheme.
- 10.8 Using guideline values published by Essex County Council for the Local Highway Panel it is estimated that it would cost £300,000 to implement the New Town physical measures where there are 55 raised tables to slow the traffic as well as the 20mph limit. There are approximately 1,100 households in the New Town area.

Rural Area Implementation Costs

- 10.9 Hampshire implemented 30 mph speed limits in over 130 villages in the county that requested it for £2.17m. Again due to bulk cost savings the average cost per village was £16,700. This included consultant's design fees; traffic regulation order processing and advertising; signing; anti-skid and other road markings on some village approaches, with some villages requiring more extensive road markings than others; and before and after traffic counts. A high proportion of project costs were due to the processes required in order to implement the scheme.

Community engagement costs

- 10.10 Further consultation and engagement work will be vital to support potential implementation and maximise success of this. There is currently no internal budgetary provision for this work. The Council's Research and Engagement team estimate the cost of this work, if undertaken in-house, to be in the region of £15,000.

11. Recommendations

- 11.1 Based on the evidence discussed above, it is recommended that the Council should seek to adopt a 20mph policy with a view to 20mph areas being delivered in both urban and rural areas of Colchester. In doing this Colchester Borough Council must work with Essex County Council and Essex Police to ensure their agreement in respect to policies, delivery, funding and enforcement resource levels.
- 11.2 Introducing such a policy must be championed at Member level, across all political parties, widely publicised and residents fully consulted and given every opportunity to buy in to the proposal.
- 11.3 20 mph zoning across a wide area is more effective than if implemented on a street by street basis. Local communities should be engaged with to establish where there is support, including through consultation, ward councillors, parish and town councils and residents associations. Through this process there is also

the potential to start to change driver behaviour and create acceptance of the benefits of 20 mph zones to encourage compliance.

11.4 Subject to further debate, consultation and engagement the following is suggested as a starting point for delivery:

- 20mph zoning of central residential areas around the town centre to reinforce and extend the existing town centre 20mph zone where a high proportion of the total accidents recorded in the borough during the study period occurred. The majority of Colchester residents relate to the town centre for work, education, to shop or for leisure. The main distributor roads around the town centre e.g. Southway, Balkerne Hill and Cowdray Avenue would retain a higher speed limit.
- Implementation in discrete residential areas such as Highwoods and Greenstead if central Colchester zoning proves a success. This could help promote improved wellbeing and help reduce the number of Killed and Seriously Injured incidents. Based on the 2006 – 08 accident data these are the only two major residential areas where there appears to be a higher concentration of serious accidents (albeit low numbers).
- In rural areas based on Parish Plans and Village Design Statements. Some town and parish councils have completed Parish Plans and/or Village Design Statements, reflecting the views and aspirations of their residents. A number include a desire for town or village streets to be safer to use. The respective town or parish council should be involved in championing any initiative implemented.

Appendix 1

Essex County Council Traffic Management Strategy, March 2005 – Functional Route Hierarchy in Colchester

Note: Due to the large size at which this map needs to be viewed, paper copies will be provided at the 9 November Policy Review and Development Panel meeting.

Appendix 2

Key stakeholders surveyed

The following organisations were asked for their initial views:

- All Borough and Parish Councillors on the Local Highway Panel
- All Colchester secondary school head teachers through the Essex Association
- Chair of governors at all of Colchester's primary, secondary and special education schools
- All Neighbourhood Action Panels prioritising road safety/speed reduction (through the residents associations or, where not present, chairman)
- Essex County Council – Road Safety and Highways teams
- Essex Police – Casualty Reduction and Road Policing Units
- Colchester Ambulance Service
- Colchester's main bus operators - First and Network Colchester
- Colchester and Essex Associations of Local Councils
- Colchester Age Concern
- Colchester Access Group

Appendix 3 - Key stakeholder survey responses

Stakeholder	Do you agree with the principle of reducing speed in residential areas to improve road safety?	Do you think there are other benefits of reducing speeds, if so please list them	Do you agree that speeds in residential areas should be reduced from 30 to 20mph?	Which of the measures listed should be introduced with 20mph limits and why?	If you believe in 20mph areas where do you think they should be delivered?	If you believe in 20mph areas where do you think they should be delivered?
Borough Council member of Local Highway Panel (Berechurch)	Y	Y, Safer, quieter and greener place to live Respect for other road users Reduced use of fuel	Y	Physical measures Y Police enforcement Y Cameras Y - where required Vehicle Activated Signs Y Awareness / publicity Y Sign only	Colchester Y Towns Villages	Consistent areas e.g. estates Schools Community areas e.g. shops N
Parish Council member of Local Highway Panel (Langham)	Y, but not area/village-wide	N, More air pollution in lower gear	N, site specific only	Physical measures N Police enforcement Y (Community Speed-watch) Cameras Y Vehicle Activated Signs Y (turned down by ECC) Awareness / publicity Y Sign only Y - initially, upgrade to physical measure	Colchester Y Towns Villages	Consistent areas e.g. estates Schools Community areas e.g. shops N

Stakeholder	Do you agree with the principle of reducing speed in residential areas to improve road safety?	Do you think there are other benefits of reducing speeds, if so please list them	Do you agree that speeds in residential areas should be reduced from 30 to 20mph?	Which of the measures listed should be introduced with 20mph limits and why?	If you believe in 20mph areas where do you think they should be delivered?	If you believe in 20mph areas where do you think they should be delivered?
First Essex Buses	Y	Y, Environmental – encouraging modal shift, and healthier lifestyle	Y	Physical measures Y, but not popular Police enforcement Cameras Vehicle Activated Signs Awareness / publicity Sign only	Colchester Y, urban where accidents with vulnerable users Towns Villages	Consistent areas e.g. estates Schools Community areas e.g. shops
Essex Police – Road Policing Unit	N	Y, Reduced air and noise pollution, fuel consumption Improved quality of life, house prices Safer for vulnerable users e.g. older people	N	Some may be effective in conjunction with a lower speed limit. Additional enforcement will not be possible without additional resources	Y, High density housing and/or local amenities that attract young children only N	Y, High density housing and/or local amenities that attract young children only N

Stakeholder	Do you agree with the principle of reducing speed in residential areas to improve road safety?	Y, a major cause of concerns for village and town residents	Y, Reduce rat-running Improved wellbeing especially among vulnerable groups	Y, site specific, with community support. T/P Councils with "Quality Status" recommending limits for some/all community roads should have a simpler, more guaranteed process to implement	Y, always – horizontal as preference	Physical measures Police enforcement Cameras Vehicle Activated Signs Awareness / publicity Sign only	Which of the measures listed should be introduced with 20mph limits and why?	Colchester Towns Villages	If you believe in 20mph areas where do you think they should be delivered?	If you believe in 20mph areas where do you think they should be delivered?	Consistent areas e.g. estates Schools Community areas e.g.
	West Bergholt Parish Council	Y, Site specific where high pedestrian movements e.g. schools, shops. 30/40mph suitable in most dense residential areas	Y, Reduced noise pollution from speeding motorbikes, but this could be tackled by other methods	N, Only site specific e.g. schools	Y, no option but to comply	Y, need to convince people	-	Only at high risk sites, regardless of location	Y, site specific	Y, site specific	
Colchester Association of Local Councils (CALC) (Fordham Parish Council)	Y, Site specific where high pedestrian movements e.g. schools, shops. 30/40mph suitable in most dense residential areas	Y, Reduced noise pollution from speeding motorbikes, but this could be tackled by other methods	N, Only site specific e.g. schools	Y, no option but to comply	Y, need to convince people	-	Only at high risk sites, regardless of location	Y, site specific	Y, site specific	Y, site specific	

Stakeholder	Do you agree with the principle of reducing speed in residential areas to improve road safety?	Do you think there are other benefits of reducing speeds, if so please list them	Do you agree that speeds in residential areas should be reduced from 30 to 20mph?	Which of the measures listed should be introduced with 20mph limits and why?	If you believe in 20mph areas where do you think they should be delivered?	If you believe in 20mph areas where do you think they should be delivered?
University of Essex Bicycle User Group/ Colchester Cycling Campaign/ Sustrans	Y, Particularly in residential areas	Y, Reduced accident severity risk for pedestrian and cyclist Reduced danger perception, more children allowed to play/cycle outside Improved residents well-being and use of streets by all Reduced CO2 and particle emissions with reduced speed	Y	Physical measures Police enforcement Cameras Vehicle Activated Signs Awareness / publicity Sign only	Colchester Towns Villages	Consistent areas e.g. estates Schools Community areas e.g.
St Johns Green RA for Christchurch / Newtown NAP	Y	Y, Noise	Y	Y - Across all residential areas Y Y Y - average speed limit Y Y - Borough wide -	Y	Y

Stakeholder	Do you agree with the principle of reducing speed in residential areas to improve road safety?	Do you think there are other benefits of reducing speeds, if so please list them	Do you agree that speeds in residential areas should be reduced from 30 to 20mph?	Which of the measures listed should be introduced with 20mph limits and why?	If you believe in 20mph areas where do you think they should be delivered?	If you believe in 20mph areas where do you think they should be delivered?
Wivenhoe Old Quay RA for Wivenhoe NAP	Agree with improving road safety but not necessarily speed reduction	Y, Reduced noise pollution	Y, where possible	Physical measures Police enforcement Cameras Vehicle Activated Signs Awareness / publicity Sign only	Colchester Towns Villages	Consistent areas e.g. estates Schools Community areas e.g.
Castle and Roman Roads RA for Castle NAP	Y, Reduction in accidents and casualties	Y, Reduced danger perception, more children allowed out to play. Improved residents well-being and use of streets by all inc to walk and cycle, improving health Reduced traffic noise due to not accelerating up to 30mph	Y, Only as default with local exceptions for some routes which should remain at higher speed.	Y – narrow/bollards, not humps (create traffic noise, danger for cyclists) N N N Y Y – include road surface markings too	Y – issue is the same across all residential areas	Y N - restricting to local areas is flawed. Most injuries involving children happen near home, not school. School-centred schemes can cause increased speeds where children are more vulnerable

Stakeholder	Do you agree with the principle of reducing speed in residential areas to improve road safety?	Do you think there are other benefits of reducing speeds, if so please list them	Do you agree that speeds in residential areas should be reduced from 30 to 20mph?	Which of the measures listed should be introduced with 20mph limits and why?						If you believe in 20mph areas where do you think they should be delivered?			If you believe in 20mph areas where do you think they should be delivered?								
5 Poets RA for West Colchester NAP	Y	Y, Less pollution	Y	Physical measures	N	Police enforcement	N	Cameras	N	Vehicle Activated Signs	Awareness / publicity	Sign only	Colchester	Towns	Villages	Consistent areas e.g. estates	Schools	Community areas e.g.	Site specific only where problem identified	Y, particularly where there are no road crossings and/or where pavements are insufficient/narrow etc.	N
Hythe RA for Christchurch and Newtown NAP	Y, High speeds can prevent community development and inclusivity. They should be used to deter rat running	Y, Encourage more local trips on foot and create greater sense of community Help improve other issues e.g. litter, anti-social behaviour	Y, 20mph more appropriate for most residential areas. 30mph may still be appropriate on certain main routes.	Y, esp as limited enforcement resources. Consider carefully in Conservation Areas.	N		Y, deterrent even if not monitored		Y, community awareness generally but much traffic is 'passing through'				Y						Site specific only where problem identified	N, Most villages/small towns have clear speed limit signs, there are few in 'built-up' urban areas. Attention needed in Conservation Areas (traffic calming can help prevent deterioration and rat runs	

Stakeholder	Do you agree with the principle of reducing speed in residential areas to improve road safety?	Do you think there are other benefits of reducing speeds, if so please list them	Do you agree that speeds in residential areas should be reduced from 30 to 20mph?	Which of the measures listed should be introduced with 20mph limits and why?	If you believe in 20mph areas where do you think they should be delivered?	If you believe in 20mph areas where do you think they should be delivered?
Wormingford St Andrews C of E Primary School	Y	Y, Encourage more cycling and walking to school Help reduce accidents involving wildlife particularly in rural locations.	Y, Subject to the definition of residential eg in built up areas with narrow roads, on street parking and nearby parks.	Physical measures Police enforcement Cameras Vehicle Activated Signs Awareness / publicity Sign only A combination, dependent on the site and based on consistent criteria eg narrowing roads for through route, road humps for cul de sacs, vehicle activated speed cameras for surrounding villages or busy roads. Certain times only around schools. The environmental impact of increasing the number of signs needs to be considered.	Colchester Towns Villages	Consistent areas e.g. estates Schools Community areas e.g.
Broomgrove Junior School	Y, Busy roads, illegal parking and overtaking at school start and end time are dangerous. Hazardous for children that walk and cycle. Reduced accident severity.	20 mph signs at the entrances to estate makes a driver realise that they are entering a special area and increase awareness of dangers of speed around young children.	Y	Narrow roads and humps around school already. Expensive Had a lot of impact on drivers entering Wivenhoe.	Y, all estate roads only, particularly around schools but not to through routes.	

Stakeholder	Do you agree with the principle of reducing speed in residential areas to improve road safety?	Do you think there are other benefits of reducing speeds, if so please list them	Do you agree that speeds in residential areas should be reduced from 30 to 20mph?	Which of the measures listed should be introduced with 20mph limits and why?	If you believe in 20mph areas where do you think they should be delivered?	If you believe in 20mph areas where do you think they should be delivered?
Mildene Primary School, Tiptree	Y	Y, Less fuel consumption, noise pollution. Possibly increased driver awareness that may lead to more careful driving in other areas. Benefits for cyclists.	Y	Physical measures 3 (Humps across road width) 4 Police enforcement 2 Cameras 1 Vehicle Activated Signs 6 Awareness / publicity 5 Sign only	Colchester Towns Villages	Consistent areas e.g. estates Schools Community areas e.g.
Chappel Primary School	Y, At specific sites both from national limit to 30/20mph and in estates	Y, Reduced noise and air pollution	Y, Site specific only – where circumstances permit and evidence supports	Y, resi. roads (not bus routes) Narrow or wide humps to affect wide vehicles - Y, At some sites for short term, to be replaced by VAS - Y - essential N, too many signs already	Y, should be installed wherever appropriate	Y

Stakeholder	Do you agree with the principle of reducing speed in residential areas to improve road safety?	Do you think there are other benefits of reducing speeds, if so please list them	Do you agree that speeds in residential areas should be reduced from 30 to 20mph?	Which of the measures listed should be introduced with 20mph limits and why?	If you believe in 20mph areas where do you think they should be delivered?	If you believe in 20mph areas where do you think they should be delivered?
Cherry Tree Primary School and Speech and Language Centre	Y, Especially in villages and housing estates.	Y, Less emissions Reduced risk of accidents and severity of injuries	Y	Physical measures N Police enforcement Y Cameras Y, Children with a 'Kill your speed' banner more effective than speed cameras Vehicle Activated Signs Y Awareness / publicity Sign only -	Colchester Y Towns Villages Consistent areas e.g. estates N Schools Y Community areas e.g.	

Stakeholder	Do you agree with the principle of reducing	Do you think there are other benefits of reducing speeds, if so please list	Do you agree that speeds in residential areas should be reduced from 30 to	Which of the measures listed should be introduced with 20mph limits and why?	If you believe in 20mph areas where do you think they should be delivered?	If you believe in 20mph areas where do you think they should be delivered?

Langenhoe Community Primary School	Only where proven to be essential.	N	N, unless accident rates warrants it.	N, vehicle damage, noise pollution	Limited Police officers to enforce	N, costly, lack of public respect.	Y, supported by residents	Y, needs to be regularly reinforced	Y, essential	Sign	Colchester Towns Villages	Consistent areas	Schools	Community
Colchester County High School for Girls	Y	-	Promoting safety around schools and other places where young children are is good	Y, effective and lower cost			Y, supported by residents	Y, needs to be regularly reinforced			Declined to respond (also for Q2) as state it would not benefit the school due to being located in a cul-de-sac with low speed limits in the area and cannot represent other communities		Y	N
St Helena School	Y	N	Y		-	-	Y	Y	Y		Y, particularly in estates	Y		
Hazelmere Junior School	Y	Y, Drivers more in control Easier to cross the roads and calmer street environment	Y	Young drivers like to speed between these	-	Y	Y	-	-		Y	-	Y	-

Stakeholder	Do you agree with the principle of reducing speed in residential areas to improve road safety?	Do you think there are other benefits of reducing speeds, if so please list them	Do you agree that speeds in residential areas should be reduced from 30 to 20mph?	Which of the measures listed should be introduced with 20mph limits and why?	If you believe in 20mph areas where do you think they should be delivered?	If you believe in 20mph areas where do you think they should be delivered?
Brinkley Grove Junior School	Y	Y, Environmental Vulnerable users safer on and crossing roads Reduce wear on roads and cars	Y	Physical measures Y Police enforcement Y, some support Cameras Y, some support Vehicle Activated Signs Y, some support Awareness / publicity Y Sign only Y, but little support	Colchester Y Towns - Villages Y, some support	Consistent areas e.g. estates Y Schools Community areas e.g.
Bishop William Ward Primary School	Y	Y, Reduced accidents and pollution including noise	Y	- Y - Y - Y, some support - -	Y, Including main A roads through villages Y	Y
Alderman Blaxill School	Y	Y, Environmental benefits	Y, In general but not necessarily on roads with wide pavements and housing set back	- Y, responsibility on drivers - Y - -	Y N	Y, In general but not necessarily on roads with wide pavements and housing set back

Appendix 4

2006 – 2008 Colchester Accident and Casualty data by Essex County Council's Functional Route Hierarchy category

Accidents Annual Average 2006 - 2008					
Road Type	Fatal	Serious	Slight	Total	Comment
Main Distributor	2	17	68	86	Higher level roads in Essex County Council's Functional Route Hierarchy
Radial Feeder	0	15	86	101	Nearly all A and B roads in this category
Trunk Road	1	11	53	65	
Strategic Route	0	0	2	2	
Priority Route 1 TOTAL	3	42	208	254	Speed management policy changes needed for introduction of 20mph limits on these routes
Link Road	0	15	61	76	Medium level roads in Essex County Council's Functional Route Hierarchy
Secondary Distributor	3	24	98	125	Some A and B road, but mostly important estate roads and minor roads in rural areas
Priority Route 2 TOTAL	3	39	159	201	Speed management policy changes needed for introduction of 20mph limits on these routes
Minor Access Road	2	17	98	116	Lowest level roads in Essex County Council's Functional Route Hierarchy - estate and minor roads
Local Access Road	0	6	12	18	20mph limits can be applied to these roads with no change in Speed Management Policy
Non Priority Routes TOTAL	2	23	110	135	
Total Accidents - all roads	8	105	477	590	
Casualties Annual Average 2006 - 2008					
Road Type	Fatal	Serious	Slight	Total	
Main Distributor	2	18	97	117	
Radial Feeder	0	16	103	120	
Trunk Road	1	14	72	88	
Strategic Route	0	0	2	2	
Priority Route 1 TOTAL	3	49	274	326	
Link Road	0	16	71	87	
Secondary Distributor	3	28	126	157	
Priority Route 2 TOTAL	3	44	197	245	
Minor Access Road	2	19	116	136	
Local Access Road	0	6	15	22	
Non Priority Route TOTAL	2	25	131	158	
Total Casualties- all roads	8	118	602	728	

Data supplied by Essex County Council

Appendix 5

Colchester Accident plots, February 2006 – January 2009

- All accidents
- Accidents – children
- Accidents – cyclists
- Accidents – pedestrians

All provided by Essex County Council / Mouchel

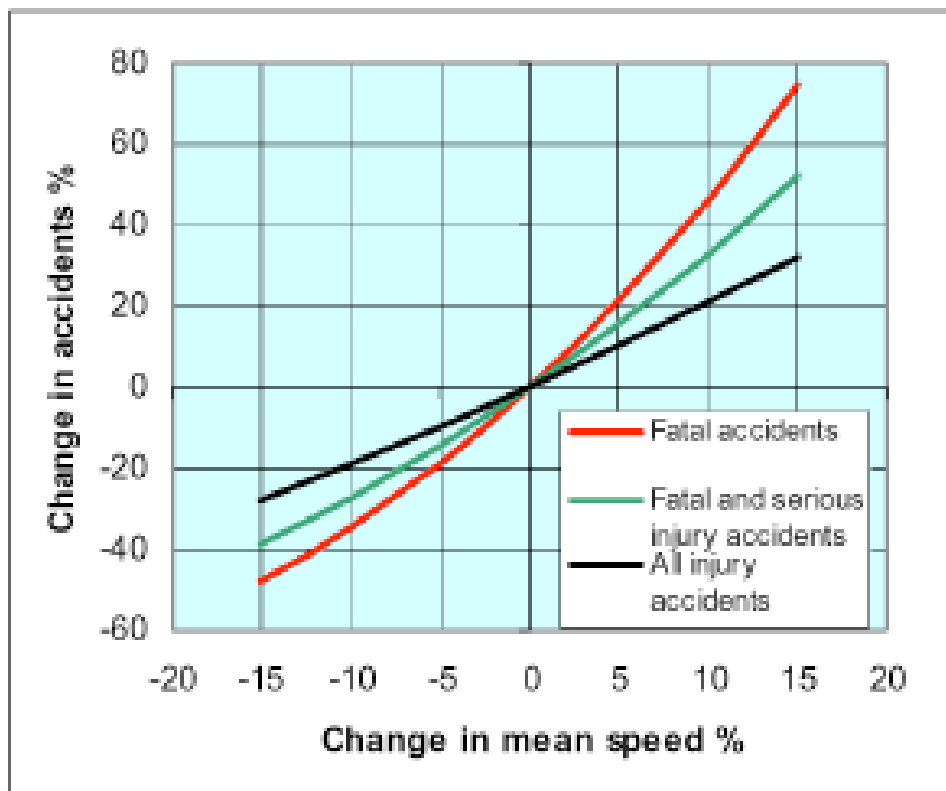
Note: Due to the large size at which these maps need to be viewed, paper copies will be provided at the 9 November Policy Review and Development Panel meeting.

Appendix 6

Relationship between speed and crash severity

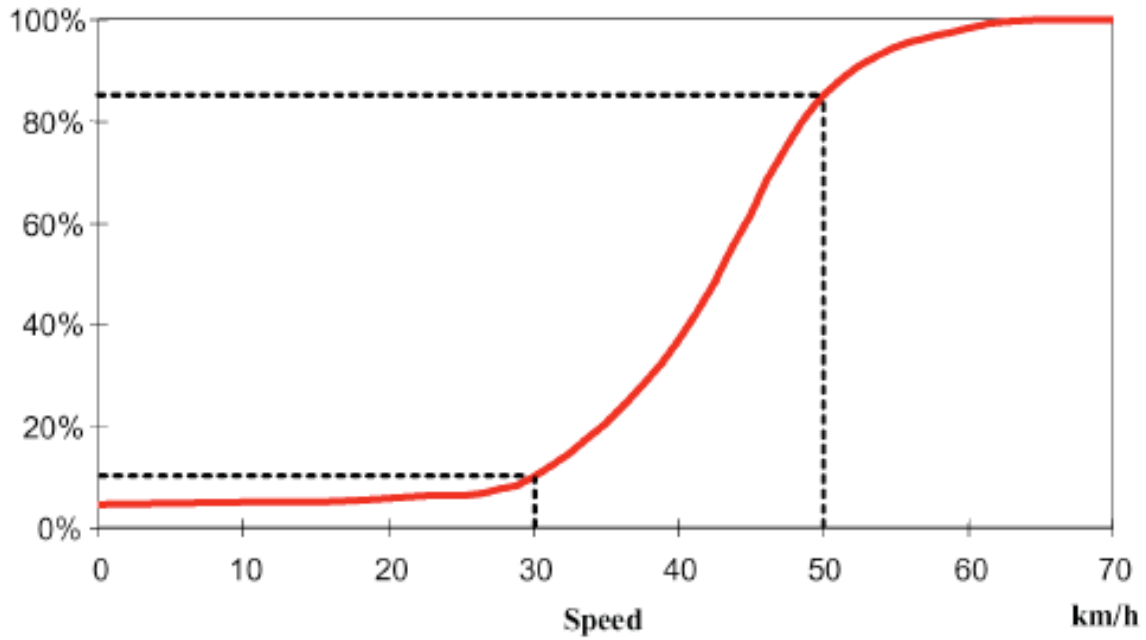
If a collision occurs, the likelihood of severe or fatal injury increases disproportionately with speed. Small differences in speed can make a major difference in whether resulting injuries are slight, serious or fatal. This has been described as 'the power model' because the change in the number of injuries of a given severity is an exponential power function of a change in speed: for a 10% increase in mean speed, the number of injury crashes changes by 21%, fatal and serious crashes by 27% and fatal crashes by 46% (Figure 2). As with crash frequency, the strength of the relationship depends on characteristics of the road: it is larger on urban roads compared to motorways.

Figure 1: The 'Power Model': relationship between change in mean speed and crashes involving injury



After speed, the next most important risk factor in road deaths is vulnerability. There is a limit to the amount of kinetic energy the unprotected human body can absorb. In general, at impact speeds of 20mph (32 km/h) or less, most (around 90%) of unprotected road users will survive a collision, although many will have serious injuries. At impact speeds between 30mph (48 km/h) and 40mph (64 km/h), depending on the source of information, 20% to 80% of pedestrians will be killed. At impact speeds over 40mph most pedestrians will be killed (Figure 2). Car occupants wearing seatbelts are unlikely to be injured at impact speeds up to 43mph (70 km/h) in frontal impacts and 30mph in side impacts.

Figure 2: Probability of a pedestrian being killed when struck by a car



European Conference of Ministers of Transport / Organisation for Economic Co-operation and Development report, 2006

Appendix 7

Background documents

- Circular 01/2006 Setting Local Speed Limits, Department for Transport, August 2006
- Circular 02/2006 Speed Assessment Framework, Department for Transport, August 2006
- Road Safety Strategy Post 2010, Department for Transport consultation, April 2009
- Essex Speed Management Strategy, Essex County Council, December 2008
- Response to the Essex Speed Management Strategy, Colchester Borough Council, February 2009
- Review of 20mph Zone and Limit Implementation in England, Department for Transport, 2009
- Driven to Excess, University of the West of England, 2008
- Colchester District Killed and Seriously Injured data 2008, Essex Road Safety Casualty Reduction Board
- Colchester District KSI data 2nd quarter 2009, Essex Road Safety Casualty Reduction Board
- Review of Traffic Calming Schemes in 20mph Zones, prepared for Road Safety Division, Department of Transport, DC Webster and AM Mackie, Transport Research Laboratory report 215, 1996

Colour coding by category:

- Area
- Water
- Water
- Water

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Essex County Council

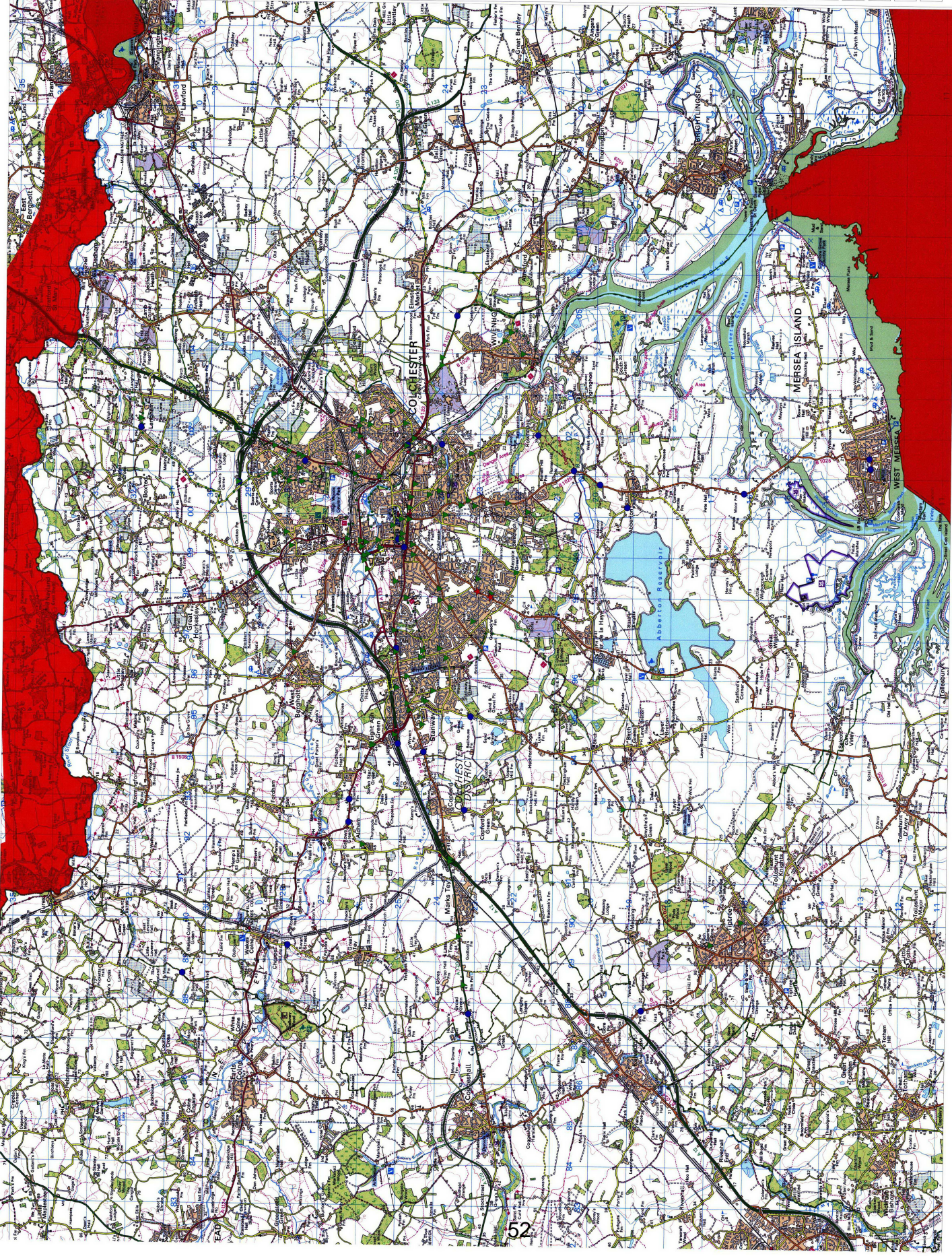
DRAWING TITLE
Proposed Involving Children
at Councils in 2010/11

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COUNTY COUNCIL BY ACTIVITY
 Essex (E) Kent (K)
 London (L) Essex (E)
 Kent (K) Essex (E)

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Accidents Involving Cyclist
 01-01-2006 to 31-01-2009 - Colchester

SCALE

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Colour coding by SEVERITY

- Red Star
- Blue Star
- Green Star
- Yellow Star

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Accidents Involving Pedestrians
01-02-2006 to 31-01-2009 - Colchester

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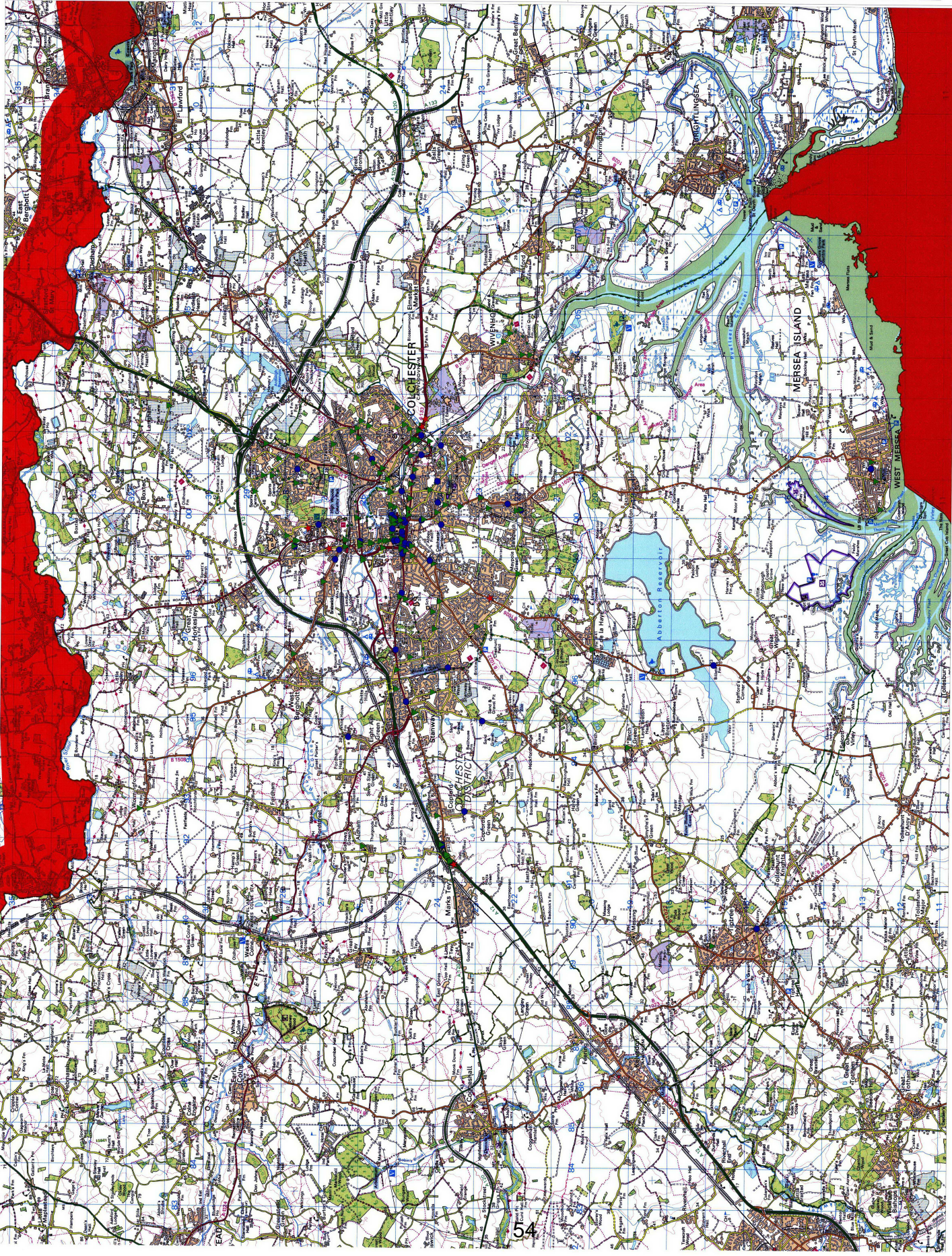
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COUNTY ROAD NETWORK
 New 200
 Revised 2006
 Deleted 1997
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This is a technical drawing for the purpose of the
 planning and design of the road network.
 It is not to be used for any other purpose.
 It is the responsibility of the user to ensure
 that the drawing is used in accordance with
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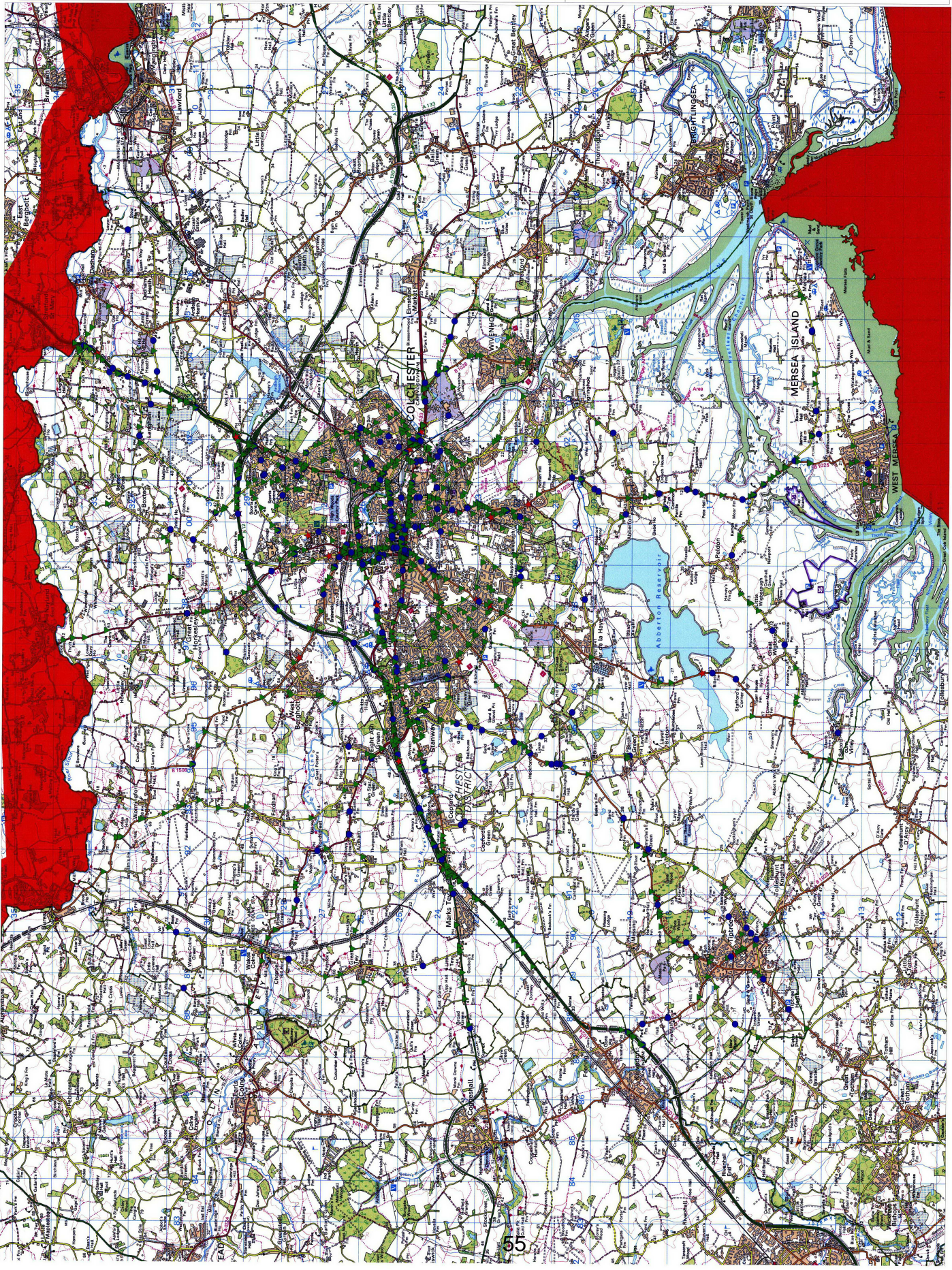
All Accidents 01-03-2008 to 31-01-2008 - Colchester

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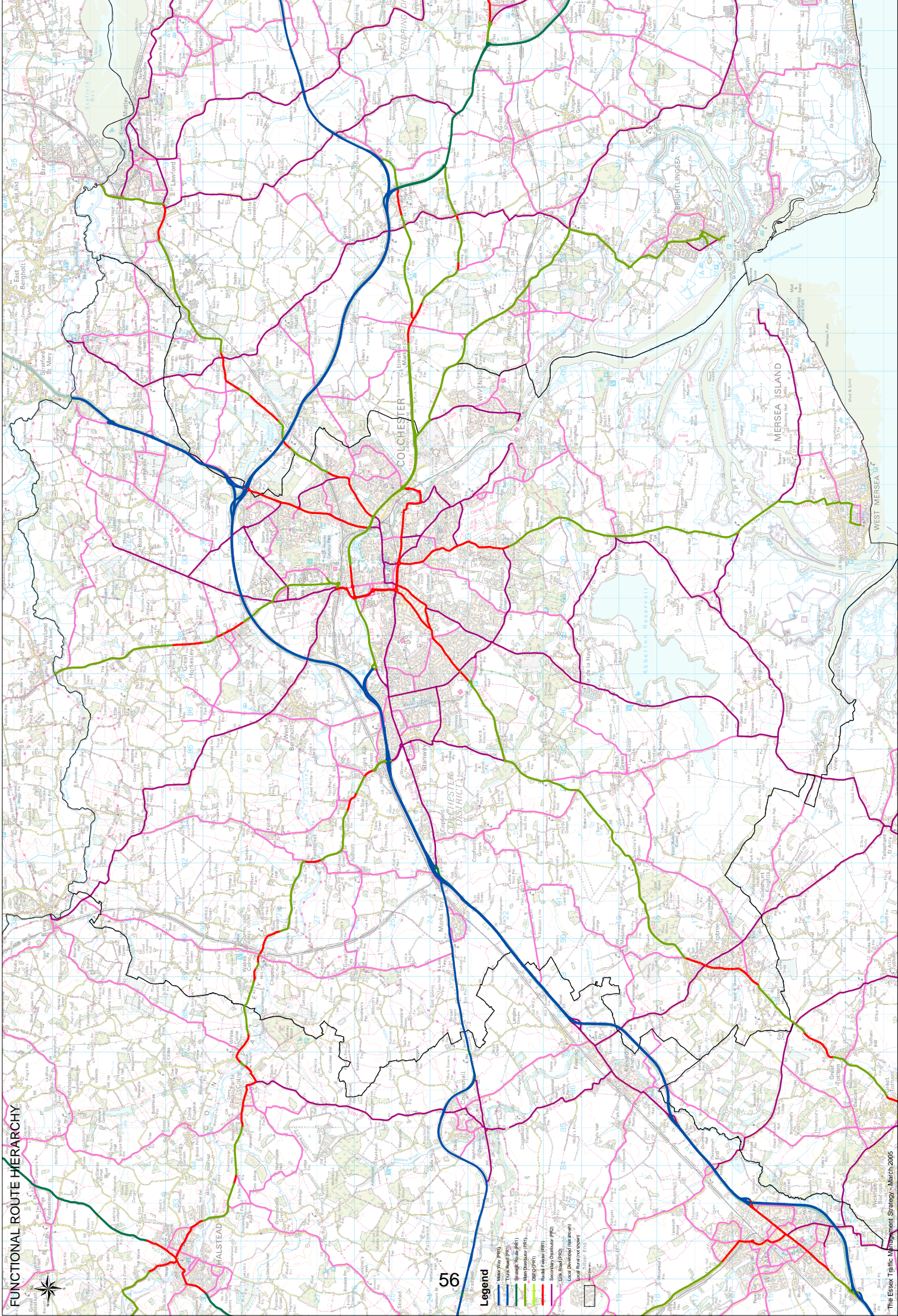
DATE 27/03/2008

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FUNCTIONAL ROUTE HIERARCHY



- Legend**
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9 November 2009

Report of	Head of Corporate Management	Author	Amanda Chidgey
Title	Mayoralty Task and Finish Group		 282227
Wards affected	Not applicable		

This report sets out details of the conclusions of the Mayoralty Task and Finish Group together with comments from the political groups.

1. Decision Required

- 1.1 The Policy Review and Development Panel is invited to reconsider the conclusion of the Mayoralty Task and Finish Group.

2. Introduction

- 2.1 At the meeting of the Panel held on 10 August 2009, the notes of the meeting of the Mayoralty Task and Finish Group were considered, a copy of which is attached as an Appendix to this report.

- 2.2 An extract of the minutes of the meeting of the Panel are set out below:

“Councillor Lewis attended and, with the consent of the Chairman, addressed the Panel. A number of recommendations of the Civic Committee from its final meeting on 7 February 2007 had not been carried forward. The issue of a cellar book had been misunderstood. The proposal had not been for the maintenance of a wine cellar, but for a ledger to record the amount of wine used at each event. This would be a useful audit tool and would help monitor the cost of individual civic events. In respect of the Regalia Book, it was suggested that the Town Hall Guide could be made more comprehensive and extended to include information about the Regalia. Councillor Lewis invited the Panel to consider recommending to Cabinet reconvening the Civic Sub-Committee.

The Panel noted the conclusions of the Mayoralty Task and Finish Group and also Councillor Lewis’ comments. The Panel considered that each of the political groups should be given the opportunity to consider the conclusions of the Task and Finish Group and that the Panel should resume consideration of the issue once this had taken place.

RESOLVED that:-

.... (b) The conclusions of the Mayoralty Task and Finish Group be considered by each of the political groups and the Panel resume consideration of conclusions of the Mayoralty Task and Finish Group at its meeting on 9 November 2009.

3. Current Situation

- 3.1 Details of the decision set out above, together with the notes of the meeting of the Mayoralty Task and Finish Group were circulated to all Councillors and each of the

political group secretaries have been asked to provide feedback from discussions within their respective groups.

3.2 Feedback has been received as follows:

Liberal Democrats	The group decided that there should be no charge for the mayor making luncheon.
Highwoods	Have no problem with any of the report.
Labour	The Labour Group discussed the Mayors Lunch and concluded that it should be funded by Councillors or scrapped. The group have no interest in the High Steward issue at the present time. We did not have a view on the wine book issue.
Conservative	No comments received

3.3 A small number of individual responses have also been received with the following additional comments:

Councillor Gamble	Requests the Task and Finish Group to consider introducing a Citizens Award and reserving the Freedom of the Borough to Army Units.
Councillor Spyvee	Supports the purchase of a die in case of loss or accident to the Mayoral Badge and suggests the insurers be requested to contribute to the cost. Points out that a charge for the Mayor Making lunch would attract VAT and a number of people would need to be given an exemption from charge.
Councillor Hunt	As Portfolio Holder with responsibility for civic matters he would be willing to chair an informal Civic Sub-Committee.

4. Alternative options

4.1 This function forms part of the Panel’s Terms of Reference and, as such, no alternative options are presented.

5. Standard References

5.1 There are no specific strategic plan references or financial, equality, diversity and human rights, community safety, health and safety, publicity and risk management implications in this matter.

MAYORALTY TASK AND FINISH GROUP**NOTES OF THE MEETING HELD ON 7 JULY 2009**

Present: Councillor Christopher Garnett,
Councillor Christopher Hall,
Councillor Kim Naish,
Democratic Services Manager, Amanda Chidgey,
Mayoralty Officer, Marilyn Baldwin.

Apologies: Councillor Beverley Oxford

1. Chairman

Councillor Hall was elected Chairman of the Group.

2. Terms of Reference

The Group had been set up by the Policy Review and Development Panel, at the request of Councillor Smith, to look into certain issues relating to the mayoralty, namely –

- Updating of the Gifts and Regalia Books;
- Bulk purchase / setting up a cellar book of wine for mayoral functions;
- Regalia insurance cover and the purchase of replica regalia.

The membership of the Group was to consist of one Councillor from each of the political groups with a mix of Councillors in terms of years of service.

Also, the investigation was to be in the context of the current Mayoral 'structure'.

3. Mayoralty Issues

The Group considered the contents of a report by the Head of Corporate Management providing background information on the updating of the Regalia Book, Bulk Purchase / Setting up of a Cellar Book of wine and Regalia Insurance cover and the purchase of replica regalia.

It was explained that the Regalia Book had previously been updated on a periodic basis to ensure new items of regalia were recorded formally but that this practice had been overlooked. Arrangements had, however, now been made to update the existing Book the intention being to ensure that any newly accepted Regalia is able to be recorded in the year in which it is accepted.

In respect of wine for civic occasions, the practice had been adopted whereby a number of bottles of wine were retained in the Mayor's Parlour for general use and these are replaced as necessary. It was considered that the resources required to store and look after large quantities of wine (maintain temperatures, prepare the bottles) would be considerable and likely to easily offset any savings.

The subject of insurance cover and a replica Mayoral Badge has been raised in the context of the security surrounding the continued day to day use of the Mayoral Badge and in terms of the 'irreplaceability' of the badge in the event of its loss. A replica would enable the original badge to be protected from further wear and tear as the intention would be for the replica badge to be the 'working' badge, with the original kept safely in the regalia case.

The Council's insurance provision for the Mayoral Chains and Badge of Office were considered to be satisfactory as they were covered for any incident, damage or loss whilst they are in the UK and also covered for all risks for short term trips outside the United Kingdom.

A new case for carrying the Mayoral Badge and Chains of Office to events and for storage had been purchased. In addition, indicative costs for a replica badge have been obtained from Toye, Kenning and Spence in the order of £5,000 for base metal and £7,500 for silver gilt.

RECOMMENDED that –

- (i) The current arrangements to update the regalia book be noted and investigations be undertaken to establish a convenient location within the Town Hall to place the Book on regular display;
- (ii) No action be taken in respect of the Bulk Purchase / Setting up of a Wine Book for Civic occasions;
- (iii) In view of the significant cost of purchasing a replica Mayoral badge, investigations be undertaken to find out the cost of purchasing a die of the badge.

4. Mayor Making

At the request of Councillor Naish, the Group considered a report giving details of the associated costs of the Mayor Making lunch.

It was noted that the cost of the food and drink at the event this year amounted to £2,590.78. Councillor Naish proposed that, in future, guests be expected to pay for their lunch rather than the cost being borne by the Civic Fund budget.

RECOMMENDED that –

- (i) The Mayoral Officer be asked to find out what practice is adopted in neighbouring Local Authorities regarding the cost of Mayor Making events;
- (ii) The political groups be invited to consider the principle of introducing a charge on guests to the Mayor Making lunch and their conclusions be reported back to this Task and Finish Group after the political Group meetings on or around 7 September 2009.

Conservative Group Response to Mayoralty Task & Finish Group Report

There was concern that some matters considered by the T&F group had been raised by the late Peter Crowe, when Deputy Mayor, and may have been misinterpreted over time.

Mayoralty Issues

- Regalia Book. The Minute of the T&F group is fine as far as it goes. We believe there is a need for the guide book to the Town Hall to be updated and the possibility of upgrading it into a quality brochure that could be purchased by, for example, couples following their wedding or civil partnership as a souvenir of the occasion.
- Wine Book. We understand that the original concept of this request was to ensure that a proper control of stock existed. So that wine etc was booked into the Wine Book when delivered to the Town Hall, beverages consumed should be recorded and the returns booked at the end of the event. It was felt that a better audit trail is required.
- Replica Badge. Agree with Minute.

Mayor Making

We recognise the importance of the lunch to the newly elected Mayor and also to newly elected councillors, who have an early opportunity to meet their councillor colleagues from across the chamber and senior officers in a convivial atmosphere. Opportunities for amicable cross party gatherings are rare now that council and committee meetings are no longer preceded by tea. We believe the format of the lunch should be the decision of the Mayor. However, it was broadly agreed that the lunch could well be simpler than it has been recently and we agreed that a charge to those attending was acceptable.

Other Matters

We consider a return to the old style 'Civic sub-committee' would be beneficial. Former mayors could offer their advice and comment in an informal environment, it would meet regularly, say, twice a year and topics such as the recently created Mayor's Handbook could be considered.

AGENDA ITEM 9

WASTE PREVENTION AND RECYCLING OPTIONS APPRAISAL TASK AND FINISH GROUP

NOTES OF THE MEETING HELD ON 24 SEPTEMBER 2009

Present: Councillor Nick Barlow (Chairman),
Councillors Christopher Arnold, Peter Chillingworth, Philip Oxford, Paul Smith and Julie Young.
Matthew Young, Head of Street Services,
Chris Dowsing, Strategic Waste and Sustainability Manager,
Dave McManus, Street Care and Recycling Manager,
Cathryn-Ann Cansdale, Community Research Officer,
Elisabeth Gómez-Axmann, Strategic Waste Team Leader,
Paul English, Street Care and Recycling Operations Manager,
Joanna Hartga, Recycling Operations Development Officer,
Amanda Chidgey, Democratic Services Manager.

25. Presentations on the Four Updated Options

Chris Dowsing provided a presentation summarising the work undertaken by the Task and Finish Group, in terms of:

Purpose

- To identify options for the delivery of the waste service that would allow the Council to raise its recycling and composting performance to the levels being achieved by the highest performing authorities following the principles set out in the waste to resources strategy.

Group's preferences

- To identify options that remained reasonably close to the way in which the service was currently delivered
- To include at least one wheeled bin option by way of comparison.

Four options

- Option O – fortnightly residual, garden waste and recycling collections with weekly food waste collections;
- Option B – fortnightly garden waste and recycling collections with weekly residual and food waste collections;
- Option E – fortnightly residual and garden waste collections with weekly recycling and food waste collections;
- Option 1 – fortnightly separate residual and garden waste wheeled bins with recycling sacks and boxes and weekly food waste collections.

In order to provide mechanisms to compare the options, each had been KAT modelled on various criteria including latest prices for vehicles, containers, market values of materials, fuel costs and labour costs. The work streams had then incorporated flow charts to demonstrate the viability of various collection options for glass, cans, plastics and card and paper. As a result of this work three fundamental issues had emerged:

- Food waste collection
- Frequency of residual waste collection
- Containers

The presentation generated considerable discussion between Group members, particularly in relation to:

- The relative revenue and capital costs of each option;
- The reasons why Authorities would choose to depot sort recycled materials;
- The relative value of kerbside sorted of glass and the increased volumes required to make the practice viable;
- The potential for increased revenue with the introduction of paper and card separation at the depot and the investment required to facilitate it;
- The need for additional information to be provided to the Group members to support the 'not economical' and 'not viable' conclusions of the KAT modelling exercise;
- The clear benefits of weekly food waste collections;
- The relative suitability of sacks and bins for alternate weekly residual waste collection;
- The need to add enforcement measures to the three fundamental issues identified in the presentation.

It was agreed that additional information would be provided to members to explain at what point certain scenarios became uneconomical or unviable

26. Update on the Consultation Process

Matthew Young asked the Group members whether they felt they now had sufficient information to undertake a consultation exercise, the aim of which needed to be to engage with the public and allow the public to state their individual views on the method to deliver the waste and recycling service. He explained that he had discussed with the relevant Cabinet members the timescale for decision making and it had now been agreed that the Task and Finish Group should now be looking to submit a report to the Policy Review and Development Panel at its meeting on 1 March 2010. In terms of the 2010/11 budget process, it was hoped that sufficient funds would be allocated to provide for the implementation of a waste and recycling trial.

The revised timetable would allow for the public consultation to be started from 1 December 2009 with the Moot Hall being available on this date to enable a public event to take place in the form of a launch and information gathering occasion as opposed to a formal public meeting of the Task and Finish Group.

Councillor Smith was very concerned about the proposal not to hold a public meeting at the start of the consultation and was not convinced of the merits of focus groups in order to gather information. The majority of Group members, however, were satisfied that a launch event on 1 December 2009 would be a valuable opportunity to set out the options which the Task and Finish Group had identified, to communicate the issues to the public and to gather and, if needs be, facilitate, a variety of views and comments. The 1 December 2009 to 1 March 2010 timescale would then allow for the holding of focus groups as well as a formal public meeting at some point later in the process.

It was agreed that a revised programme for consultation would be drawn up for consideration by the Group at its next meeting.

27. Task and Finish Group Workstreams

Matthew Young explained his view that it was very important for the Group members to undertake visits to other Local Authorities in order that they could see at first hand the processes utilised elsewhere, to talk to officers and residents and to identify issues of concern and how they may have been successfully overcome. He was seeking commitments from all the Group members towards such visits which, in order to accommodate a number of different Authorities in one go, may be over a period of two days with an overnight stop.

28. Future Meetings

The next meeting of the Group would take place on 5 October 2009 at 1.00pm in G1 at Rowan House.

Items for discussion:

- Financial information to support modelling conclusions;
- Public Consultation Programme;
- Visits to other Local Authorities.

WASTE PREVENTION AND RECYCLING OPTIONS APPRAISAL TASK AND FINISH GROUP

NOTES OF THE MEETING HELD ON 5 OCTOBER 2009

Present: Councillor Nick Barlow (Chairman),
Councillors Christopher Arnold, Peter Chillingworth, Philip Oxford, Paul Smith and Julie Young.
Matthew Young, Head of Street Services,
Chris Dowsing, Strategic Waste and Sustainability Manager,
Dave McManus, Street Care and Recycling Manager,
Cathryn-Ann Cansdale, Community Research Officer,
Clare Atkinson, Communications Officer,
Joanna Hartga, Recycling Operations Development Officer,
Amanda Chidgey, Democratic Services Manager.

29. Article and Questionnaire

Clare Atkinson attended the meeting and circulated the draft article and questionnaire to be included in the November edition of the Courier. The article and questionnaire had been drawn up following her discussions with Chris Dowsing and Cathryn-Ann Cansdale and the views of the Group members' were now sought on its contents.

Very detailed discussion took place and the following decisions and changes were agreed:

- No question on students to be included on the basis that it would be more worthwhile to hold a Focus Group at the University;
- Respondents would not be asked to state their name thus providing for the data protection information to be reduced from one paragraph to one sentence;
- References to 'black sacks' to be change to 'remaining waste' (or some other more suitable Plain English phrase);
- No question to be included specifically asking for a stated Option preference;
- The reference to the development of the Four Options in the fourth paragraph on the first page to be expanded to include reference to the Options being the Group's current thinking about which the Group wanted to receive more information from residents and for residents to tell the Group their opinions of the Options and any other matters that were considered important;
- The introductory text to include a reference to the potential to produce gas / energy from food waste;
- 'Please Tick' to be changed to 'Please Tick, if you agree';
- Question 1 needs to include a reference to 'reducing the amount of waste going to landfill'
- Question 2 needs to include reference to food waste being collected separately and weekly and a brief reference to the point about potential to produce gas / energy;
- Question 3 – it was acknowledged that this was a leading question but the Group members were of the view that it needed to be deliberately so in order to provide residents with the realisation that the volumes of remaining waste would be significantly reduced. Nevertheless, it was felt that this question

would work better if it was phrased along the lines of 'Provided that ...' and it was important to include the phrase 'in addition to the existing recycling collections'

- Question 4 – 'fine' changed to 'take enforcement action' and include the phrase 'measure of last resort';
- The inclusion of a deadline for the receipt of comments of 15 January 2010, phrased along the lines 'In order to take your views into account we need to receive your view by...'

The Group also spent some time on the revised timetable for completion of the work. In particular concern was expressed regarding the feedback to the Policy Review and Development Panel on 1 March 2010 with no final decision being taken until after the Local and Parliamentary Elections, later in the year. It was proposed that the four Group Leaders should be encouraged to issue a joint statement confirming their commitment to the process and the envisaged timescales. With this in mind Group representatives were asked to seek co-operation for this approach with their respective Group Leaders.

In terms of the Communications Plan for the review and the launch event, Clare explained the need for a list of Frequently Asked Questions to be compiled and welcomed suggestions (such as the method for dealing with nappies) for inclusion.

30. Consultation Options

Cathryn-Ann Cansdale circulated the Consultations Options paper revised as a result of comments made after it was first drawn up. Members of the Group were satisfied with its contents subject to the following two minor amendments:

- The addition of Town Councils to the Consultation Components' penultimate bullet point;
- The addition of Councillors to the attendees at the 1 December 2009 event.

In terms of the launch event on 1 December 2009, it was considered that the details of this event could be determined nearer the time but that the principle of an 11am (approximate) start running through to an evening session at 6pm would be useful to aim for.

To comply with the revised timescale, it was agreed that Cathryn's report on the results of the consultation would need to be completed by 5 February 2010.

Reference was made to the potential to further publicise the process by means of social networking and Councillors were advised that they would need to take responsibility for this themselves if they were interested.

31. Visits to other Local Authorities

Chris Dowsing explained that he had made initial enquiries with a number of Local Authorities in the Somerset area, both County and District with a view to the Group members visiting sometime in November 2009. After discussion, it was acknowledged that, in order to do it justice, the visit would need to include two nights away with transport being provided.

It was agreed that Chris would try to agree visits with the various Local Authorities for either (in order of preference):

- Wednesday 11, Thursday 12 and Friday 13 November 2009;
- Tuesday 10, Wednesday 11 and Thursday 12 November 2009;
- Tuesday 24, Wednesday 25 and Thursday 26 November 2009.

32. Future Meetings

No further meetings of the Group were scheduled and it was hoped that the Group would next get together for visits to Somerset.

A provisional booking of 16 November 2009 was suggested in order to provide for discussions regarding the launch event on 1 December 2009. Venue to be confirmed.

Policy Review and Development Panel

Item
10

9 November 2009

Report of	Head of Corporate Management	Author	Amanda Chidgey
Title	Work Programme 2009/10		☎ 282227
Wards affected	Not applicable		

This report sets out the current Work Programme 2009/2010 for the Policy Review and Development Panel.

1. Decision Required

- 1.1 The Policy Review and Development Panel is asked to note the current situation regarding the Panel's work programme for 2009/10.

2. Introduction

- 2.1 At each meeting of the Panel, the opportunity is taken for the work programme to be reviewed and, if necessary, amended according to current circumstances.

3. Current Situation

- 3.1 The Work Programme has been updated since the meeting of the Panel held on 23 September 2009 to take into account the following:
- Colchester Tree Policy – update after public consultation deferred to January meeting to coincide with officer availability;
 - Single Equality Scheme // Draft report – deferred to January meeting to coincide with officer availability;
 - Town Centre Improvements // Joint Presentation with Essex County Council – now a joint piece of work with the County Council incorporating transport / historic town centre and other work areas which need to be deferred to January meeting;
 - Waste Prevention and Recycling Options Appraisal // Final Report – rescheduled with the agreement of the Chairman and Portfolio Holder in order to provide adequate public consultation provision;
 - Fleet Replacement Strategy - delayed because of resources directed towards the work involved in supporting the Waste Options Task and Finish Group;
 - Night Time Economy // Final Report – delayed pending completion of the last couple of pieces of consultation and the Best Practice Research.
- 3.2 By way of periodic updates, the notes of the most recent meetings of Task and Finish Groups have been included separately on the agenda for information.

4. Alternative options

- 4.1 This function forms part of the Panel's Terms of Reference and, as such, no alternative options are presented.

5. Standard References

- 5.1 There are no specific strategic plan references or financial, equality, diversity and human rights, community safety, health and safety, publicity and risk management implications in this matter.

Policy Review and Development Panel
WORK PROGRAMME 2009/10

	<u>15 June 2009</u>	<u>10 August 2009</u>	<u>23 September 2009</u>
Policy Initiatives		Tree Strategy	Historic Town Centre Improvements: - Draft Public Realm Strategy - Draft Lighting Strategy
Review of Corporate Policies	Procurement Strategy 2009 – 2012	Historic Town Centre	
Task and Finish Groups	Night Time Economy // Update Historic Town Centre Improvements // Update Waste Prevention and Recycling Options Appraisal // Update	Mayorality // Report on Findings Waste Prevention and Recycling Options Appraisal // Update	Night Time Economy // Draft Conclusions 20mph speed limit Task and Finish Group // Update Waste Prevention and Recycling Options Appraisal // Update

	<u>9 November 2009</u>	<u>11 January 2010</u>	<u>1 March 2010</u>
Policy Initiatives		Colchester Tree Policy // Post Consultation	Community development/ neighbourhoods
Review of Corporate Policies		Economic Prosperity Strategy 2007 – 2010 Town Centre Improvements // Joint Presentation with Essex County Council Single Equality Scheme // Draft report	Fleet Replacement Strategy
Task and Finish Groups	20mph speed limit // Draft Conclusions Mayorality // Report on Findings		20mph speed limit // Final Report Waste Prevention and Recycling Options Appraisal // Final Report Night Time Economy // Final Report

Task and Finish Groups	Membership
Night Time Economy	Councillors Barlow, Davies, Naish and B. Oxford
20 mph speed limit	Councillors Ford, Hardy, G. Oxford and Sykes
Mayorality	Councillors Garnett, Hall, Naish and B. Oxford
Waste Prevention and Recycling Options Appraisal	Councillors Arnold, Barlow, Chillingworth, P. Oxford, Smith and J. Young

