

<b>Report title: Active Travel Fund 2 - Proposed Implementation of '20mph Speed Limit', Various Roads, Brentwood</b>	
<b>Report to:</b> Councillor, Lee Scott, Cabinet Member for Highways Maintenance and Sustainable Transport.	
<b>Report author:</b> Paul Crick – Director, Highways and Transportation.	
<b>Date:</b> 2 <sup>nd</sup> September, 2022	<b>For:</b> Decision
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<b>County Divisions affected:</b> Brentwood North, Brentwood South, and Brentwood Hutton	

## 1. Everyone's Essex

- 1.1 ECC sets out four strategic aims and 20 commitments for Essex County Council to deliver over the next 4 years. As part of the high-quality environment strategic aim and a good place for children and families to grow, a key commitment is to deliver a step change in sustainable travel across the county, by maintaining safe and sustainable transport infrastructure.
- 1.2 In November 2020, Essex County Council was awarded £7,358,700 by the Department for Transport (DfT) to deliver walking and cycling schemes in Basildon (Wickford), Braintree, Brentwood, Chelmsford, and Colchester.
- 1.3 Essex County Council has formally advertised the proposed implementation of a '20mph Speed Limit' on Various Roads, Shenfield, Brentwood. (The Proposal) as detailed in Appendix 1 to this report. The proposal has undergone formal consultation to the general public, particularly for local residents within the vicinity of the proposed changes. Three objections have been received; the Cabinet Member is asked to decide as to whether the proposal should be implemented. The scheme will decrease overall speeds creating a healthier and safer environment for families. Meeting objectives contained in Everyone's Essex Health and Environment.

## 2 Recommendations

- 2.1 To approve the introduction of the '20mph Speed Limit' on Various Roads, Shenfield, as formally advertised and detailed in Appendix 1.

## 3 Background and Proposal

- 3.1 In July 2020 the Government announced the second tranche of the Active Travel Fund (ATF2). It invited highways authorities to make bids for funding. The

objectives of the ATF2 were to help local authorities implement measures to create an environment that is safer for both walking and cycling. Tranche one focussed on replacing journeys made by public transport and supporting measures to avoid overcrowding on the public transport network and help maintain social distancing during Covid

- 3.2 Phase two aimed to make the temporary infrastructure permanent and develop it further by reallocating road space to improve walking and cycling. In addition, it was also expected that such interventions would deliver significant health, environmental and congestion benefits by providing better infrastructure to create streets which can accommodate increased levels of cycling and walking, providing low carbon transport solutions.
- 3.3 Essex County Council submitted a bid in August 2020 and was subsequently awarded £7,358,700 (5,886,960 capital and £1,471,740 revenue) in November 2020. This was for Essex County Council to deliver walking and cycling in Basildon (Wickford), Braintree, Brentwood, Chelmsford, and Colchester.
- 3.4 In November 2020, Essex County Council established steering groups in each of the scheme locations. These groups were made of local stakeholders including representatives from the local authorities, community groups, businesses, access, and active travel groups, and these helped to shape draft proposed schemes for public consultation.
- 3.5 In May 2021, Essex County Council launched a countrywide consultation on its five active travel schemes in Basildon (Wickford), Braintree, Brentwood, Chelmsford and Colchester. ECC had 2,482 responses demonstrating strong support for the proposals. In addition to the public consultation, ECC also undertook online and in-person roadshow events to allow people to view the plans and ask questions.
- 3.6 Since November 2020 and taking into account the feedback from the public consultations, Essex Highways have been progressing final designs. All ATF2 schemes have been developed in line with the most recent Department for Transport (DfT) guidance.
- 3.7 ECC has conducted a statutory consultation in respect of the proposal to introduce a 20mph limits on the following lengths of road, in the Borough of Brentwood as detailed in Table 1 below (this can also be seen in Appendix 3i):

Table 1: Proposed 20mph Speed Limits

<b>Road</b>	<b>Description</b>
Abbots Close	From its junction with Woodway, for its entire length.
Baymans Wood (Private Road)	From its junction with Glanthsams Road, for its entire length, including any turn points.
Bishops Walk	From its junction with Priest Lane, for its entire length
Cliveden Close	From its junction with Worrin Road, for its entire length.

Coombe Rise	From its junction with Worrin Road to its junction with Middleton Road, for its entire length.
Crescent Drive	From its junction with the A1023 Shenfield Road to its junction with Middleton Road, for its entire length.
Friars Close	From its junction with Friars Avenue, for its entire length.
Friars Avenue	From its junction with the A129 Hutton Road to its junction with Woodway and Priest's Lane, for its entire length.
Glanthams Close (Private)	From its junction with Glanthams Road and Worrin Road, for its entire length
Glanthams Road	From its junction with Glanthams Close and Worrin Road to its junction with Priest's Lane, for its entire length.
Glendale Close	From its junction with Middleton Road, for its entire length.
Gordon Road	From its junction with Woodway, for its entire length.
Longmead Close (Private)	From its junction with Middleton Road, for its entire length
Middleton Road	From its junction with the A1023 Shenfield Road to its junction with Worrin Road, for its entire length
Mulberry Hill	From its junction with Worrin Road, for its entire length.
Parkway	From its junction with Worrin Road to its junction with Priest's Lane
Priest's Lane	(i) From its junction with the A129 Hutton Road to its junction with Friars Avenue, for its entire length. (ii) From its junction with Woodway to its junction with Middleton Hall Lane, for its entire length.
St Andrews Place	From its junction with Priests Lane, for its entire length including any turning points.
Trotwood Close (Private)	From its junction with Middleton Road, for its entire length.
Worrin Close	From its junction with Worrin Road, for its entire length.
Worrin Road	From its junction with A1023 Shenfield Road to its junction with Glanthams Road, for its entire length.
York Road	From its junction with Worrin Road to its junction with Priests Lane, for its entire length.
Woodway	From its junction with Priests Lane to its junction with Silver Birches.

## The Proposals

- 3.8 The proposals for Brentwood will see walking and cycling connections improved on a key route between Brentwood High Street and Shenfield. This will see a mix of new infrastructure, the introduction of 20mph areas and the creation of new School Streets. The proposals address journeys which ECC know are being made by car and therefore look to make walking and cycling a more attractive opportunity. The 20mph limits are proposed for the roads listed above in Table 1 to provide a 'liveable neighbourhood', a group of residential streets that are bounded by the kind of main roads that buses, lorries, and non-local traffic should really be on, and discourages or prevents through-traffic, in order to encourage more walking and cycling in the area.

- 3.9 The Department for Transport has issued national guidance on the implementation of “Local Speed Limits” in Department for Transport circular 01/2013. Essex County Council has adopted Essex Speed Management Strategy 1010. The Council in line with national guidance is required to keep speed limits under review to ensure that speed restrictions align with Policy and guidance. The need to change speed limits can arise for many reasons, including, changes in traffic flows and volumes, changes to the topography of an area (e.g., if new development takes place) and changes to policy and practice or a change in patterns of traffic incidents.
- 3.10 Speed surveys were undertaken during 30 April 2019 and 08 October 2019 showing that the average daily speed for Crescent Road, Middleton Hall Lane, Priests Lane North, Priests Lane South, and Worrin Road, are applicable for the introduction of a 20mph speed limit, averaging around 24mph – 29mph. The results of the survey are shown in Appendix 4

### **Consultation**

- 3.11 From the 30 March 2022 to 21 April 2022, Essex Highways formally advertised the proposal. The proposal was advertised in the Brentwood Gazette and made available on the Essex Highways website.
- 3.12 At this time a consultation letter was also sent to all affected properties where residents and businesses were invited to comment on the Proposal.
- 3.13 Essex County Council undertook specific consultation of the Proposal. The results of this consultation were as follows:
- Essex Police – supportive of the proposal.
  - County Councillor Barry Aspinell approved the proposal.
  - County Councillor Andrew Wiles approved the proposal
  - County Councillor John Spence approved the proposal
  - County Councillor Lewis Barber approved the proposal
  - County Councillor Lee Scott approved the proposal
  - Brentwood Borough Council Councillor Thomas Heard approved the proposal

### **Objections and Responses**

- 3.14 However, ECC received fourteen objections during the consultation undertaken by ECC to the proposed 20mph speed limits. A summary of these comments along with our responses to them can be found in Appendix 1a.
- 3.15 A number of objectors (Objection 5,6,10,11 and 14) all expressed the view that without enforcement traffic would not slow down. ECC considered these objections but as the proposal are for a 20mph speed limit as opposed to a 20mph zone, which would require traffic calming measures to enforce the 20mph limit. The proposal is for a 20mph speed limit which requires signage and signs and required repeater signs. Objection 13 regarded 20mph limits in a number of the cul-de-sacs as being unnecessary, these however are being included for

completeness and it would appear strange to drivers that these short lengths of road are subject to a different speed limit than the roads that they are accessed by.

- 3.16 Objectors 10 and 6 were concerned about the proposed cycle lanes in Crescent Drive are too narrow and so maybe vulnerable to collision with other traffic with drivers driving over the proposed cycle lanes. ECC has carried out safety audits on the proposed scheme and these have been satisfied that they will be safe to use. Set out in objection 4 is the view that the roads in question are not through built up or urban areas and therefore are unnecessary.
- 3.17 Objection 9 raised the issue that by lowering the general speed to 20 and below it will cause an increase in pollution. Evidence elsewhere indicates that no significant extra levels of pollution is produced as a result of the introduction of new 20mph speed limits. Where some extra pollution has occurred, this has been offset by the overall safety benefits of the proposed new 20mph speed limits as a pedestrian hit by a vehicle at 20mph has a greater possibility of surviving than hit at 30mph. Also, any increase in pollution will be greatly offset by the overall reduction in traffic across Brentwood due to the modal shift to more sustainable forms of transport.
- 3.18 Four Objectors (Objections 12, 11, 9 and 7) expressed the view that the funds should be spent on repairs and resurfacing to improve the safety of the roads and footways in question. Whilst there is much to commend in that view and certainly any extra funding for maintenance is welcome, the funding was granted to ECC from Central Government specifically to implement the 20mph speed limits as part of ATF2 schemes in Brent wood.
- 3.19 A final Objection (Objection 5) expressed the concern that the new housing developments that are proposed at Wilson's Corner will make already congested roads worse. During the application process ECC has considered these factors and through the development control process mitigation measures will be put in place so that any impacts are reduced. The benefits of the modal shift to sustainable transport modes of transport that the ATF2 schemes will bring will also act to mitigate against any increase in traffic due to the new developments.
- 3.20 These concerns have been considered, however as there are no alternative solutions to the proposal, no changes have been made and the scheme remains as published in the consultation. In response to these objections, funding was specifically granted by the Government to develop these schemes, including the 20mph schemes which are seen as fundamental in supporting a safer highway network on which to promote walking and cycling. In response to the latter point regarding enforcement, nationally, while the police support 20mphs as they promote safer roads, the police don't enforce them in general.
- 3.21 All speed limits that are introduced across Essex are based on the Traffic Management Strategy (2005) and the Essex Speed management Strategy (2010), which both strategies currently place a significant importance on the movement of vehicular traffic (in line with the objectives of ECC at that time) that

no longer fits with the current national and local ambitions for more sustainable transport.

3.22 The roads in question are all classed as local roads and currently as the ECC policies stand on speed limits the new 20mph speed limits proposed on these classes of roads are in line with current policy. They are heavily residential, and their positions lend them to being within walking distance of the town centre and other local amenities.

3.23 To deliver meaningful change and create safer, greener environments, the opportunity to reduce traffic speeds in locations where ECC need to promote walking and cycling, part of the aim to create healthier environments for people.

## **4 Links to ECC Strategic Ambitions**

4.1 This report links to the following aims in the Essex Vision:

- Enjoy life into old age
- Strengthen communities through participation
- Develop our County sustainably

4.2 Approving the recommendations in this report will have a positive impact on the Council's ambition to be net carbon neutral by 2030.

4.3 By approving this recommendation, the proposed scheme links to the following strategic priorities in the Essex County Council's Organisational Strategy 'Everyone's Essex':

4.3.1 A strong, inclusive, and sustainable economy:

- As part of the aim to deliver a strong, inclusive, and sustainable economy, good quality cycling and walking links play a crucial role. Enable people on lower incomes to access places of employment or education, fulfil their potential and support a growing economy.
- Good links to train stations help break down barriers that hinder "Levelling Up" of the economy, whilst also addressing the drivers of socio-economic inequality.
- Schemes will support "Green Growth", part of support of new technologies and business models to enable our economy to transition to net zero and secure green jobs for the future.
- A healthier, more active workforce means reduced absenteeism and increased productivity, and reduced congestion means better journey time reliability.

4.3.2 A high-quality environment:

- Journeys made on foot or by bike rather than car will reduce emissions and can make for a pleasant local environment.
- The ATF schemes are part of our aim to deliver a step change in the provision of sustainable travel across the country, by growing passenger transport and active travel, supporting the move towards net zero, climate resilient developments,

including our new garden communities and LCWIP schemes, by delivering sustainable and healthy neighbourhoods for the future.

#### 4.3.3 Health, wellbeing, and independence for all ages:

- ECC will be able to support Healthy Lifestyles, increasing the proportion of people able to live healthier lifestyles, at all ages, by embedding a community-first approach. The schemes have been developed through consultation with the local communities, co-ordinated by Steering Groups, in order to reflect local needs. The schemes will reduce isolation, providing improved access to local facilities and promote independence.
- Assisting access to suitable accommodation, supporting access to employment and meaningful activities, enables quality independent lives at home.

#### 4.3.4 A good place for children and families to grow:

- Improved walking and cycling facilities support creating a good place for children and families to grow. Help address inequalities affecting children and families, tackling poverty by providing inexpensive means to travel, on foot or by bicycle. Supporting mental health by encouraging a more active, healthy, and productive lifestyle.
- Good quality and safe cycling and walking networks that ATF schemes will help support, will play its part in supporting thriving communities.

## 5 Options

### **Option A – Continue with the proposed scheme as advertised. Recommended**

- 5.1 This option would be in line with the recommendations of Essex Highways Engineers: it would be supported by the local councillor and the members of Essex Police who expressed their support during the consultation. By implementing the proposal as advertised, the aim to ensure that visitors to the area drive responsibly through the roads within the 20mph Speed Limit are expected to be met. However, this option would not satisfy the objectors.

### **Option B – Abandon the scheme. Not Recommended**

- 5.2 This option would not achieve any highway benefits compared to the current situation as there is a willingness from people that have been consulted to have the 20mph Speed Limit on Various Roads, Shenfield, Brentwood implemented. Keeping the existing speed would not improve the environment for the people living there.

## 6 Issues for consideration

### 6.1 Financial implications

- 6.1.1 The proposal set out within this report will be funded partly through the Local Highway Panel budget previously allocated within Essex Highways. The costs

associated to implementing the speed limit changes are funded within existing 2022/23 budgets. Therefore, there are no additional financial implications as a result of this proposal.

6.1.2 The costs associated to implementing the speed limit changes are funded within existing 2022/23 budgets. The funding for the new 20mph speed limits in Brentwood are in the region of £25,000 and is funded out of the £7m ATF2 grant which ECC was awarded by DfT in 2021. Therefore, there are no additional financial implications as a result of this proposal.

## **6.2 Legal implications**

6.2.1 The Road Traffic Regulation Act 1984 (as amended) gives the Council a statutory duty to exercise its traffic functions to secure the expeditious, convenient, and safe movement of traffic of all kinds, including pedestrians, and to provide suitable and adequate Speed Limit Restrictions. So far as practical the Council is also required to have regard to

- (a) The desirability of securing and maintaining reasonable access to premises
- (b) The effect on the amenities of any locality affected so as to preserve or improve the amenities of the areas through which the roads run
- (c) The importance of facilitating the passage of buses and their passengers.

6.2.1 Justifiable Speed Limit restrictions assist with the expeditious, convenient, and safe movement of traffic and pedestrians.

6.2.2 Whilst there appears to be no real legislative requirement to hold a public enquiry, in view of the objection received, the decision to make the Order may be subject to judicial review, whilst judicial review is a risk, there have been clear and reasoned considerations put forward by Essex County Council as to why it is still going to make the Order. These clear and reasoned considerations ought to have alleviated objector concerns.

## **7 Equality and Diversity Considerations**

7.1 The Public Sector Equality Duty applies to the Council when it makes decisions. The duty requires us to have regard to the need to:

- (a) Eliminate unlawful discrimination, harassment and victimisation and other behaviour prohibited by the Act. In summary, the Act makes discrimination etc. on the grounds of a protected characteristic unlawful
- (b) Advance equality of opportunity between people who share a protected characteristic and those who do not.
- (c) Foster good relations between people who share a protected characteristic and those who do not including tackling prejudice and promoting understanding.

7.2 The protected characteristics are age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, and sexual orientation. The Act states that 'marriage and civil



partnership' is not a relevant protected characteristic for (b) or (c) although it is relevant for (a).

- 7.3 The Equalities Comprehensive Impact Assessment indicates that the proposals in this report will not have a disproportionately adverse impact on any people with a particular characteristic.

## **8 List of Appendices**

Appendix 1 – Brentwood 20s consultation report  
Appendix 2 - ECIA Active Travel Fund 2 - proposed implementation of '20mph Speed Limit', Various Roads, Brentwood  
Appendix 3 – Map of 20mphs  
Appendix 3i - 20s Public Notice  
Appendix 4 - Speed surveys

## **9 List of Background papers**

- Full Consultation Responses
- Forward Plan reference number: FP/142/08/21 - Report Title: Active Travel Fund 2 Schemes, 14 October 2021.
- Department for Transport Guidance – Gear Change – A bold vision for walking and cycling – DfT 2020 and Local Traffic Note 1/20 Cycle infrastructure design

<b>I approve the above recommendations set out above for the reasons set out in the report.</b>	<b>Date</b> <b>09/09/2022</b>
<b>Councillor Lee Scott – Cabinet Member for Highways Maintenance and Sustainable Transport</b>	

**In consultation with:**

<b>Role</b>	<b>Date</b>
<b>Nicole Wood – Executive Director for Finance and Technology</b>	<b>Consent not needed</b>
<b>Director, Legal and Assurance (Monitoring Officer)</b>	<b>9.22</b>
<b>Laura Edwards on behalf of Paul Turner</b>	