

BIRMINGHAM CITY COUNCIL

PUBLIC REPORT

Report to:	CABINET MEMBERS FOR TRANSPORT AND ROADS AND VALUE FOR MONEY AND EFFICIENCY JOINTLY WITH THE STRATEGIC DIRECTOR FOR ECONOMY
Report of:	ASSISTANT DIRECTOR – TRANSPORTATION AND CONNECTIVITY
Date of Decision:	2 June 2017
SUBJECT:	20MPH PILOT AREA B2– FULL BUSINESS CASE
Key Decision: No	Relevant Forward Plan Ref: N / A
If not in the Forward Plan: (please "X" box)	Chief Executive approved <input type="checkbox"/> O and S Chairman approved <input type="checkbox"/>
Relevant Cabinet Members:	Councillor Stewart Stacey – Transport and Roads Councillor Majid Mahmood – Value for Money and Efficiency
Relevant O&S Chairmen:	Councillor Zafar Iqbal – Economy, Skills and Transport Councillor Mohammed Aikhlaq – Corporate Resources and Governance
Wards affected:	Edgbaston, Harborne, Selly Oak and Bournville

1. Purpose of report:
<p>1.1 To seek approval to the Full Business Case (FBC) for the 20mph Pilot Area, Area B2 as outlined in Appendix A, at a total capital cost of £0.735m, funded through the Local Growth Fund (LGF) contribution for the Birmingham Cycle Revolution (BCR) Phase 2 programme. Details of the revised speed limit proposals for individual roads are shown in Appendix D. This pilot area covers the central south-west area of Birmingham, including all or parts of Edgbaston, Harborne, Selly Oak and Bournville Wards.</p> <p>1.2 The accompanying private report contains confidential market information and seeks approval to the Full Business case and to place orders for the works.</p>

2. Decision(s) recommended:
<p>That the Cabinet Members for Transport and Roads and Value for Money and Efficiency jointly with the Strategic Director for Economy:</p> <p>2.1 Note this report.</p>

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3.	Consultation
3.1	<u>Internal</u>
3.1.1	Ward Councillors within the affected areas have been consulted on these works; further details and responses are given in Appendix F.
3.1.2	District Engineers and officers from Traffic Management Services have been consulted on these works and comments have been received.
3.1.3	Officers from City Finance, Legal Services and Procurement have been involved in the preparation of this report.
3.2	<u>External</u>
3.2.1	A full public consultation on the feasibility proposals was carried out from 1st September 2016 to 30th September 2016.
3.2.2	Relevant MPs, Emergency Services, Bus Operators, Disabled Groups, and Cycling and Walking Groups have been consulted. Comments have been received and details are provided in Appendix F.
3.2.3	Approximately 29,000 leaflets were delivered to residents and businesses in the local area and further information regarding the proposals was made available through public exhibition events, drop in venues and the information was also uploaded to BeHeard.
3.2.4	A summary of the main issues raised in the consultation and any proposed amendments to the scheme is given in Appendix A. Full details on the consultation responses are provided in Appendix F
3.2.5	Changes to Traffic Regulation Orders for speed limits will still be subject to further statutory consultations prior to implementation.

4.	Compliance Issues:
4.1	<u>Are the recommended decisions consistent with the Council's policies, plans and strategies?</u>
4.1.1	The pilot 20mph areas are funded through the Local Growth Fund (LGF) contributions for the Birmingham Cycle Revolution (BCR) Phase 2 programme. BCR seeks to promote sustainable travel options by increasing the attractiveness of cycling. 20mph areas will assist with this by encouraging reduced vehicle speeds, improving safety, and making the environment more attractive. The 20mph areas will also provide a significant benefit to pedestrians.
4.1.2	The BCR programme supports the City Council's policy objectives outlined in the Council Business Plan and Budget 2016+, Road Safety Strategy for Birmingham 2016 and other documents, in particular for ' <i>a strong economy</i> ' and ' <i>a healthy happy city</i> '. BCR also addresses the recommendations of the Transport, Connectivity and Sustainability Overview and Scrutiny Committee (TCS O&S) report, 'Changing Gear, Transforming Urban Movement Through Walking and Cycling in Birmingham'. The schemes also support the objectives of the Birmingham Development Plan (BDP), Birmingham Connected, and the West Midlands Strategic Transport Plan. Further details are included in Appendix A.
4.1.3	The proposed contractor is an accredited signatory to the Birmingham Business Charter for Social Responsibility. Actions proportionate to the value of this proposed contract have been agreed and will be added to their action plan.. These actions will be monitored and managed during the delivery of the work.
4.2	<u>Financial Implications</u>

- 4.2.1 The 20mph scheme (Area B2) covered by this FBC has a total capital cost estimated to be £0.735m. This includes £0.105m of Development and Detailed Design costs previously approved as part of the Local Growth Fund Transport and Connectivity Projects PDD approved by Cabinet on 16th March 2015, contract administration fees and contingencies. The scheme is funded by the Greater Birmingham and Solihull Local Enterprise Partnership (GBSLEP) Local Growth Fund (LGF) contribution for the Birmingham Cycle Revolution (BCR) Phase 2 Programme. Further details are given in Appendix A.
- 4.2.2 This project will create assets that will form part of the highway upon completion of the project; as such they will be maintained within the overall highway maintenance regime. The estimated net cost of including these newly created assets within the highway maintenance regime is £35,436.36 per year (includes all signs, lines and power supply). This cost will be funded from the provision for Highways Maintenance held within Corporate Policy contingency. A Maintenance Finance Statement is included at the end of Appendix A.
- 4.2.3 These infrastructure measures will also be accompanied by a programme of separately funded transport behaviour change interventions from existing revenue budgets. These measures include marketing, education and travel-planning initiatives to encourage people to travel safely and make more sustainable travel choices (see paragraph 5.1.6 for more detail).
- 4.2.4 A Risk Management Assessment has been undertaken for 20mph Area B2 (see Appendix C).
- 4.3 Legal Implications
- 4.3.1 The City Council carries out transportation and infrastructure related works under the relevant primary legislation including the Highways Act 1980, Town and Country Planning Act 1990, Traffic Management Act 2004, Transport Act 2000, Local Government (Miscellaneous Provisions) Act 1976, and other related regulations, instructions, directives and general guidance.
- 4.3.2 The locations covered by this report are within areas of Highway Maintainable at Public Expense. Traffic Regulation Orders and Notices will be advertised where required.
- 4.4 Public Sector Equality Duty (see separate guidance note)
- 4.4.1 An initial Equality Analysis was carried out prior to approval of the Project Definition Document and submission of the bid in April 2013. A revised Analysis for the highway infrastructure schemes is included in Appendix B (Ref EA001483).

5. Relevant background/chronology of key events:

- 5.1.1 At its meeting of 6th November 2012, the City Council passed a Motion calling for the development of a policy on the implementation of 20mph speed limits. The recommendation of the 'Changing Gear, Transforming Urban Movement Through Walking and Cycling in Birmingham' Transport, Connectivity and Sustainability Overview and Scrutiny Report approved by the City Council on the 9th April 2013 also outlined the need for further roll-out of 20mph speed limits aligned to wider infrastructure interventions to support walking and cycling.
- 5.1.2 Cabinet adopted a 20mph speed limit policy on 17th March 2014 which recommended that on the majority of adopted roads in Birmingham the default speed limit should be 20mph, introduced through 'limits' rather than as 'zones'. The policy proposes that all

residential roads should be 20mph, as well as those with a designated high street function or other local trip attracters. Roads which form part of the city's main distributor highway network and / or carry main bus routes (mostly classified 'A' and 'B' roads) would remain at their current speed limit, unless local circumstances justify a reduction.

5.1.3 It was considered that many of the concerns and reasons for opposing 20mph limits could be addressed through the implementation of a pilot project before deciding whether to expand the scheme across the whole city. This would give an opportunity to demonstrate the road safety and wider benefits in a Birmingham context, and would also allow some of the reservations expressed in the consultation with regard to enforcement and behavioural change to be addressed.

5.1.4 The areas for the pilot 20mph schemes were determined based on a combination of factors, taking into account the consultation results, an assessment based on road safety data (to include the levels of collisions and the number of pedestrian, cycling and child accidents), complementary schemes, and the availability of funding through the Birmingham Cycle Revolution programme which includes an allocation for 20mph speed limits.

5.1.5 Currently three pilot schemes have been implemented in the city centre (Area A1), inner parts of south Birmingham (Area A3) and east Birmingham (Area A2). The Traffic Regulation Orders for these areas were sealed on 10th October 2016 and are now in the monitoring period. Area B2 will be the 4th phase of the pilot schemes and will take on board the lessons learnt from the on site delivery of these initial pilot schemes. The key lessons learnt include:

- Installation of additional 20mph repeater signs on sections of road, where compliance can be an issue due to the nature of the road.
- Illumination of speed limit signs in areas where visibility could be an issue
- Installation of 20mph carriageway roundels at sharp bends in road, on wider roads where signs on lamp columns may not be visible and outside schools and parks to provide re-enforcement of the speed limit.

5.1.6 The introduction of 20mph speed limits is just one element of a package of measures to reduce vehicle speeds. Reducing the speed limit should not be seen as an end in itself, but as part of a continuous process to encourage a change in driver behaviour and attitude, with the aim of establishing 20mph as the default appropriate maximum speed in residential areas. Funding permitting, the implementation of the physical elements of the scheme will be accompanied by a publicity campaign to persuade people of the benefits of driving at 20mph on residential roads. Under the banner of 'Slower is Safer', the already established campaign has a city-wide reach, but focusses more intensively on the areas where implementation is taking place. To achieve this, through a co-production approach, the role of the council and other partners will be to facilitate, enable and support local communities, businesses and schools in taking ownership of and delivering this message locally in their own terms.

5.1.7 It is important that the change in the speed limit is not viewed in isolation as a blunt instrument to reduce vehicle speeds but as part of a package of measures to improve road safety. This will include city-wide and local promotion of the benefits of 20mph speed limits to encourage compliance together with a package of 'wrap-around' measures including road safety education, travel planning and cycle training. The supporting measures package will be linked where applicable to Birmingham Cycle Revolution and will focus on strategic city-wide activities and more local promotion in schools, businesses, workplaces and local communities.

5.1.8 It will be essential to undertake appropriate monitoring to determine the impacts of the

trial to determine whether the pilot should be rolled out to the remainder of the city in line with the established policy. A monitoring strategy has been developed and will cover: number and severity of collisions; traffic flow and re-routing (including an estimation of air quality impacts); vehicle speeds and impact on journey times; and public perceptions.

5.1.9 Further details are given in Appendix A.

5.2 Procurement

5.2.1 The works will be delivered through the City Council's Highways and Infrastructure Works Framework Contract 2014-18, in accordance with the 'Delivery Strategy and Highways Works for Phases 1a, 1b, 2 & 3' report to the then Cabinet Member for Commissioning, Contracting and Improvement jointly with the Deputy Chief Executive dated 25th September 2015. Further details of the proposed award of contract are in the Private report.

5.2.2 Following approval of this report the scheme will commence May 2017 and be completed by August 2017.

6. Evaluation of alternative option(s):

6.1 Alternative options could include 'Do Nothing', in which case although road traffic accidents may continue to reduce they would do so at a slower rate than if 20mph limits were implemented, and vulnerable groups would continue to be over-represented in road accident statistics. This could also lead to a loss of the Local Growth funding which has been allocated to 20mph limits.

6.2 Implementing traffic calming measures (with or without 20mph speed limits) may be more effective at reducing road accidents in specific targeted areas, but the implementation cost is much higher and therefore the area that could be covered would be much smaller. This would also fail to deliver the wider behavioural change that is sought through the larger 20mph areas. Also, traffic calming is not suitable in all situations, as it can be disruptive to emergency vehicles and bus services. Traffic calming can still be installed in specific areas where it is justified, through other work programmes such as Local Safety Schemes and Safer Routes

6.3 Proceeding directly to a city-wide rollout of 20mph areas would not allow the findings from the pilot schemes to be incorporated into the programme, and would not address some of the concerns raised in the initial city-wide consultation. Due to other pressures the city does not have funding available to allow implementation across the whole city in any case.

6.4 Other geographical areas could have been chosen for the pilots, but the areas were selected on the basis of positive responses to the initial consultation and an objective assessment of road accident records, as well as a close match with the wider Birmingham Cycle Revolution (CCAG) programme which is providing most of the funding.

7.	Reasons for Decision(s):
7.1	The approval of the FBC for the 20mph pilot scheme (Area B2) will allow the proposals to be finalised, traffic regulation order to be advertised, and contracts entered into for the delivery of the project.

Signatures	Date
..... Councillor Stewart Stacey Cabinet Member for Transport and Roads
..... Councillor Majid Mahmood Cabinet Member for Value for Money and Efficiency
..... Waheed Nazir Strategic Director for Economy

List of Background Documents used to compile this Report:

'Cycle City Ambition Grant – Bid Submission (Project Definition Document)', Report to Cabinet, 22nd April 2013.

'Local Growth Fund Transport and Connectivity Projects: Programme Definition Document' – Report of the Deputy Chief Executive to Cabinet, 16th March 2015.

'20mph Speed Limit Policy', Report of the Deputy Chief Executive to Cabinet, 17th March 2014.

20mph Pilot Areas: Area A3 – Full Business Case', Report of the Deputy Chief Executive to Cabinet, 17th November 2014.

'20mph Pilot Areas: Area A2 – Full Business Case', Report of the Deputy Chief Executive to Cabinet, 19th January 2015.

'20mph Pilot Areas: Area A1 – Full Business Case', Report of the Deputy Chief Executive to Cabinet, 16th February 2015.

'Birmingham Cycle Revolution: Delivery Strategy and Highway Works for Phases 1a, 1b, 2 and 3'. Report of the Interim Assistant Director for Transport and Connectivity to the Cabinet Member for Commissioning, Contracting and Improvement, jointly with the Deputy Chief Executive, 25th September 2015.

'Updated Transportation and Highways Capital Funding Strategy 2015/16 to 2020/21' – Report of the Acting Strategic Director for Economy to Cabinet, 16th February 2016.

'Birmingham Cycle Revolution (BCR): Progress Update and Programme Revision Report' – Report of Strategic Director for Economy, 13th December 2016.

List of Appendices accompanying this Report:

Appendix A – 20mph Pilot Areas, Area B2: Full Business Case

Appendix B – 20mph Pilot Areas, Area B2: Equality Analysis Ref EA001438

Appendix C – 20mph Pilot Areas, Area B2: Risk Management Assessment

Appendix D – 20mph Pilot Areas, Area B2: Birmingham 20mph Area B2 – Map 1 – Map 6

Appendix E – 20mph Pilot Areas, Area B2: Implementation Programme

Appendix F – 20mph Pilot Areas, Area B2: Consultation Summary

PROTOCOL PUBLIC SECTOR EQUALITY DUTY

- 1 The public sector equality duty drives the need for equality assessments (Initial and Full). An initial assessment should, be prepared from the outset based upon available knowledge and information.
- 2 If there is no adverse impact then that fact should be stated within the Report at section 4.4 and the initial assessment document appended to the Report duly signed and dated. A summary of the statutory duty is annexed to this Protocol and should be referred to in the standard section (4.4) of executive reports for decision and then attached in an appendix; the term 'adverse impact' refers to any decision-making by the Council which can be judged as likely to be contrary in whole or in part to the equality duty.
- 3 A full assessment should be prepared where necessary and consultation should then take place.
- 4 Consultation should address any possible adverse impact upon service users, providers and those within the scope of the report; questions need to assist to identify adverse impact which might be contrary to the equality duty and engage all such persons in a dialogue which might identify ways in which any adverse impact might be avoided or, if avoidance is not possible, reduced.
- 5 Responses to the consultation should be analysed in order to identify:
 - (a) whether there is adverse impact upon persons within the protected categories
 - (b) what is the nature of this adverse impact
 - (c) whether the adverse impact can be avoided and at what cost – and if not –
 - (d) what mitigating actions can be taken and at what cost
- 6 The impact assessment carried out at the outset will need to be amended to have due regard to the matters in (4) above.
- 7 Where there is adverse impact the final Report should contain:
 - a summary of the adverse impact and any possible mitigating actions (in section 4.4 or an appendix if necessary)
 - the full equality impact assessment (as an appendix)
 - the equality duty – see page 9 (as an appendix).

Equality Act 2010

The Executive must have due regard to the public sector equality duty when considering Council reports for decision.

The public sector equality duty is as follows:

1	<p>The Council must, in the exercise of its functions, have due regard to the need to:</p> <ul style="list-style-type: none">(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by the Equality Act;(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
2	<p>Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:</p> <ul style="list-style-type: none">(a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;(b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;(c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
3	<p>The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.</p>
4	<p>Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to:</p> <ul style="list-style-type: none">(a) tackle prejudice, and(b) promote understanding.
5	<p>The relevant protected characteristics are:</p> <ul style="list-style-type: none">(a) age(b) disability(c) gender reassignment(d) pregnancy and maternity(e) race(f) religion or belief(g) sex(h) sexual orientation