

M32 Bristol

Consultation response: introduction of a permanent 40mph speed limit and the extension of the southbound bus lane

Contents

Executive summary	2
1. Introduction	3
I. Purpose	
II. Background	
2. Consultation process	4
I. What the consultation was about / legislative changes	
II. How the consultation was conducted	
III. Government consultation principles	
3. Consultation responses	5
I. Number of responses	
II. Comments about the proposal	
4. Summary and recommendations	8

Executive Summary

This document details Highways England response to comments raised during the consultation period on the proposal to introduce and enforce, by regulations under section 17(2) and (3) of the Road Traffic Regulation Act 1984), a bus lane extension and 40mph speed limit on the M32 in the vicinity of junction 3 (from a point 101 metres south of junction 3 to a point 22 metres north of the Severn Beach Railway Line overbridge).

The consultation period began on 14 December 2016 and ended on 17 January 2017.

The consultation document was proactively sent to 57 statutory consultees at the start of the process, and was open to public participation through inclusion on Highways England's Citizen Space website.

This paper provides a summary of the responses received (5 in total), and details how they have been considered.

Following the consultation Highways England recommends that the Secretary of State proceed with making the regulations necessary to allow the implementation of the bus lane extension and 40mph speed limit on the M32.

1. Introduction

1.1 Purpose

The purpose of this document is to provide a summary of the responses received during the consultation period.

The consultation was about the proposal to introduce and enforce, by regulations under section 17(2) and (3) of the Road Traffic Regulation Act 1984), a bus lane extension and 40mph speed limit on the M32 in the vicinity of junction 3 (from a point 101 metres south of junction 3 to a point 22 metres north of the Severn Beach Railway Line overbridge).

The consultation took place between 14 December 2016 and 17 January 2017 and provided an opportunity for stakeholders, such as road user groups and other interested parties, to comment on the proposed legislation.

Highways England have considered the comments raised by consultees and this document summarises our response to them.

1.2 Background

The extension to the existing bus lane on the M32, which is part of the wider MetroBus project (the West of England's Local Enterprise Partnership rapid transit scheme), received planning permission in 2014 (<https://www.bristol.gov.uk/streets-travel/metrobus-bus-rapid-transit-brt>). As such our consultation was limited in its scope to asking for views on the proposed traffic restriction on the extended bus lane on the M32, and the introduction of a 40mph speed limit in the vicinity of junction 3.

Such regulations were deemed necessary because in order to extend the bus lane, fitting it into the available land, it was necessary to reduce the variable width hard shoulder, narrow the central reservation, and use narrower running lanes in both directions). This meant that once the bus lane has been extended, traffic flowing in and out of the city would be using narrower lanes, and would also be running closer to the structures around the motorway.

2. Consultation process

2.1 What the consultation was about / legislative changes

This consultation provided an opportunity for interested parties to comment on the proposal to introduce and enforce, by regulations under section 17(2) and (3) of the Road Traffic Regulation Act 1984 (“the 1984 Act”), a bus lane extension and 40mph speed limit on the M32 in the vicinity of junction 3.

The relevant legislative power in the 1984 Act permits the making of regulations that govern the manner in which, and the conditions subject to which, motorways may be used by traffic authorised to use them.

Within the M32 motorway bus lane and 40mph speed limit scheme it will be an offence to use a motorway in contravention of regulations applying to the scheme made under section 17(2) of the 1984 Act.

2.2 How the consultation was conducted

The consultation paper was issued to 57 statutory consultees on 14th December 2017. It was also made available on the Highways England Citizen Space website allowing the public to comment on the proposed legislative changes.

All parties affected by the proposed legislative changes were encouraged to get in touch with Highways England to provide their views. The consultation closed on 17th January 2017. The consultation document can be viewed at highwaysengland.citizenspace.com/he/m32-bristol/.

2.3 Government consultation principles

The consultation was carried out in accordance with the Government’s consultation principles (a copy can be found in the appendix).

3. Consultation responses

3.1 Number of responses

During the consultation period, 5 responses were received. Two were from representative organisations and 3 were from non-affiliated individuals.

3.2 Comments about the proposal

Of the 5 responses received, 3 related to the specifics of the scheme. These specific comments, together with Highways England's response to them, are shown in table 1 below.

Table 1: Comments and responses

Organisation	Issue raised	Highways England response
Business West	Full support for the proposal	Noted
Chartered Institute of Logistics and Transport	Running lanes will be narrowed. Will they still be fit for the purpose of HGV traffic?	The proposal will narrow lane 1 to 3.5 metres and lane 2 to 3.4 metres. The bus lane extension will be 3.3 metres wide. These lane widths have been considered and approved via the design departure process and the bus lane extension will be subject to a 40 mph limit.
Chartered Institute of Logistics and Transport	Hard shoulder will be reduced. Will this be safe and what will happen in the event of a breakdown?	<p>The current hard shoulder on the M32 is already variable in its width.</p> <p>The specific reduction in its width for this scheme is offset by a reduction in the speed of motorists, which will be enforced by average speed cameras (inbound) and improved CCTV coverage.</p> <p>The principle of re-configuring the cross section of the M32 was considered by the Highways England Safe Roads Design team along with the designers risk assessments. It is Highways England's view that once in place the road will be very similar in configuration to other restricted highway networks across the country, which are considered safe and adequate.</p> <p>While a breakdown would cause congestion it is considered likely to be a rare occurrence, and is offset by the measures being introduced by the scheme, ie a reduced speed limit and access to Bristol's CCTV coverage. In essence this link will take on the characteristics of other, similar, localities on both the local and the strategic road network. Temple Way in Bristol was given as an example in the consultation document.</p>
Chartered Institute of Logistics and Transport	Concern that some HGV drivers may divert to avoid the 40mph limit and bus lane.	While this is possible, alternative routes will feature possibly worse levels of congestion and offer a less direct route in / out of Bristol. Over time it is considered that MetroBus will reduce traffic on the M32. On that basis extensive re-routing by drivers is considered to be unlikely.

Organisation	Issue raised	Highways England response
<p>Alex Hosking</p> <p>Non-affiliated individual</p>	<p>As far as I'm aware the speed limit is there as a legal tool there to punish the behaviour of those who drive in a manner that disregards their own and other people's safety. It's not traffic calming to generally bring down traffic speeds nor is it effective as it. If this road was opened with a 60mph speed limit it should be designed to take it. If the speed limit is set artificially low it tends to not be respected and generally treated with contempt by the majority of motorists and no longer singles out those who wish to treat the road as a race track adequately.</p> <p>What is the current 85th percentile speed along that stretch of road outside of when there is exceptional traffic or poor road conditions?</p>	<p>The M32 was designed in the 60's, built in the 70's as a local, rather than strategic road. It does not conform to current motorway design standards. In addition to that the extension of the bus lane means that the existing hard shoulder, running lanes and central reservation have had been narrowed in accordance with the planning permission, to create the space for it. In considering the original proposal for an extended bus lane, planning permission was granted subject to a 'departure from design standards' exercise being successfully completed. This was necessary because it was clear that the physical constraints of the M32, for example retaining walls at junction 3, would require some revision of the cross section of the road. This process was completed but one of the output requirements was that in order to manage the efficient operation of the new bus lane extension, the slightly narrower running lanes and the variable width hard shoulders, a 40mph limit would need to be enforced via average speed cameras on the inbound carriageway.</p> <p>The only alternative to reducing the speed limit would have been to widen the M32 in this location. This was not economically or environmentally viable. If the speed could not be reduced, then the wider scheme to extend the bus lane – and all the associated benefits of the MetroBus scheme – could not have been progressed at all.</p> <p>It is Highways England's view that motorists will adhere to the reduced and enforced speed limit. The bottom of the M32 (where it becomes the A4032, Newfoundland Way) is already subject to a 30mph speed limit and traffic is often brought to a complete stop at this point due to the presence of traffic signals. This 40mph limit provides a stepped transition to this. The speed restriction will be enforced using average speed cameras, a system that achieves high levels of compliance and improved flow of traffic.</p> <p>The current 85th percentile speeds can be found in table 2 on the next page.</p>

The current 85th percentile speeds can be found in table 2 below.

Table 2: 85th percentile speeds*

Location	85% speed mph All journeys (00:00 to 23:59)	85% speed mph AM off-peak journeys (00:00 to 07:00)	85% speed mph AM peak period journeys (07:00 to 09:00)	85% speed mph interpeak period jour- ney (09:00 to 16:00)	85% speed mph PM peak period journeys (16:00 to 18:00)	85% speed mph PM off-peak journeys (18:00 to 23:59)
M32 J2-J3 Southbound	62.1	67.9	45.8	62.1	61.0	64.3
M32 South of J3-J2 Northbound	57.1	63.2	48.0	57.1	51.4	59.0

** Data recorded in a survey of speeds around M32 junction 2, undertaken between 16 January 2015 and 22 January 2015. The survey was carried out by Sky High Technology.*

4. Summary and recommendations

4.1 Summary

As the summary in section 3 shows, a relatively low number of responses to this consultation were actually received. While a small number of concerns were raised, it is considered that these issues have been suitably addressed (as detailed in table 1 above).

4.2 Recommendations

Following this consultation Highways England recommends that the Secretary of State proceeds with making the regulations necessary to allow the implementation of the bus lane extension and 40mph speed limit on the M32.

Appendix

List of Consultees

Government Consultation Principles

List of statutory consultees

Government bodies	
Chief Executive DVSA Berkeley House Croydon Street Bristol BS5 0DA	MOD DE&S Secretariat Ministry of Defence Maple 0a, #2043 MOD Abbey Wood Bristol BS34 8JH
Chief Executive Local Government Association Local Government House Smith Square London SW1P 3HZ	Chairman The Crown Estate 6 Bell's Brae Edinburgh EH4 3BJ
Core responders / legal	
National Police Chiefs Council 1st Floor 10 Victoria St London SW1H 0NN	The Association of Ambulance Chief Executives 32 Southwark Bridge Road London SE1 9EU
Chief Constable British Transport Police Force HQ 25 Camden Road London NW1 9LN	Executive Director Magistrates' Association Fitzroy Square London W1P 6DD
The President Chief Fire Officers Association 9-11 Pebble Close Amington Tamworth Staffordshire B77 4RD	The Chairman Police Federation Federation House Highbury Drive Leatherhead Surrey KT22 7UY
Chief Constable Ministry of Defence Police 5th Floor, Zone A Main Building Whitehall London SW1A 2HB	Chief Constable Ministry of Defence Police 5th Floor, Zone A Main Building Whitehall London SW1A 2HB
The President Police Superintendents Association of England and Wales 67a Reading Road Pangbourne Berkshire RG8 7JD	Regimental Secretary RHQ RMP Defence Police College Policing and Guarding Postal Point 38 Southwick Park Fareham Hants PO17 6EJ

Chief Fire Officer Avon Fire and Rescue Service Headquarters Temple Back Bristol BS1 6EU	South Western Ambulance Service NHS Foundation Trust Abbey Court Eagle Way Exeter EX2 7HY
Avon and Somerset Police Avon and Somerset Police HQ PO Box 37 Valley Road Portishead Bristol BS20 8QJ	
Environmental organisations	
Chief Executive Environment Agency South East Regional Office Kings Meadow House Kings Meadow Road Reading RG1 8DQ	The Chair Friends of the Earth 26-3 Underwood Street London N1 7JQ
Chief Executive Natural England 1 East Parade Sheffield S1 2ET	
Road user / safety organisations	
The Chairman AIRSO 68 The Boulevard Worthing BN13 1LA	The Chairman Alliance of British Drivers P O Box 248 MANCHESTER M41 4BW
The Chairman Parliamentary Advisory Council for Transport Safety (PACTS) Clutha House 10 Storey's Gate London SW1P 3AY	The Chairman British Motorcycle Federation 3 Oswin Road Brailsford Industrial Estate Braunstone Leicester LE3 1HR
The Chair Disabled Persons Transport Advisory Committee 2/17 Great Minster House 33 Horseferry Road London SW1P 4DR	Chief Executive Health and Safety Executive Rose Court 2 Southwark Bridge London SE1 9HS

<p>Chief Executive Freight Transport Association Hermes House St John's Road Tunbridge Wells Kent TN4 9UZ</p>	<p>The Chairman Institute of Road Safety Officers IRSO Head Office 12 Haddon Close Wellingborough Northamptonshire NN8 5ZB</p>
<p>The Chairman Institute of Advanced Motorists IAM House 510 Chiswick High Road London W4 5RG</p>	<p>The Chair Motorcycle Industry Trainers Association 1 Rye Hill Office Park Birmingham Road Allesley Coventry CV5 9AB</p>
<p>The Chairman Motorcycle Action Group Central Office P.O. Box 750 Warwick CV34 9FU</p>	<p>Chief Executive National Express Group PLC National Express House Mill Lane Digbeth Birmingham B5 6DD</p>
<p>The Chairman PACTS Office F18 The Media Centre 7 Northumberland Street Huddersfield HD1 1RL</p>	<p>The Chairman RAC Foundation 89-91 Pall Mall London SW1Y 5HS</p>
<p>The Chief Executive Road Haulage Association Roadway House Bretton Way Bretton Peterborough PE3 8DD</p>	<p>The Chairman Royal Society for the Prevention of Accidents RoSPA House 3 Calthorpe Road Edgbaston Birmingham B15 1RP</p>
<p>The Chief Executive Campaign For Better Transport 16 Waterside 44-48 Wharf Road London N1 7UX</p>	<p>The Chief Executive Disabled Motoring UK National Headquarters Ashwellthorpe Norwich NR16 1EX</p>

Vehicle recovery operators	
<p>Operations Manager RAC Motoring Services RAC House Brockhurst Crescent Walsall WS5 4QZ</p>	<p>Road Operations Director The Automobile Association Ltd Fanum House Basing view Basingstoke Hampshire RG21 4EA</p>
<p>Chief Executive Association of Vehicle Recovery Operators AVRO House 1 Bath Street Rugby CV21 3JF</p>	<p>Managing Director Britannia Rescue Freepost RSJA-XLCX-BLCE Folly Hall Mills St Thomas Road Huddersfield HD1 3LT</p>
<p>Network Operations Manger Green Flag Green Flag House Cote Lane Pudsey Leeds LS3 5GF</p>	<p>Chief Executive Institute of Vehicle Recovery Operators Top Floor Bignell House Horton Road West Drayton Middlesex UB7 8EJ</p>
<p>The Director National Tyre Distributors Association 8 Temple Square Aylesbury Buckinghamshire HP20 2QH</p>	<p>The President Road Rescue Recovery Association Hubberts Bridge Rd Kirton Holme Boston Lincolnshire PE20 1TW</p>
Business organisations	
<p>The Chairman Business West Leigh Court Abbots Leigh Bristol BS8 3RA</p>	<p>The Chairman Association of British Insurers 51 Gresham Street London EC2V 7HQ</p>
<p>Chief Executive British Insurance Brokers' Association 8th Floor John Stow House 18 Bevis Marks London EC3A 7JB</p>	<p>The President Institute of Civil Engineers One Great George Street Westminster London SW1P 3AA</p>

<p>Chief Executive The Chartered Institution of Highways and Transportation 119 Britannia Walk London N1 7JE</p>	<p>Chief Executive The Chartered Institute of Logistics and Transport Earlstrees Court Earlstrees Road Corby Northants NN17 4AX</p>
<p>Chief Executive Motor Insurers' Bureau Linford Wood House 6-12 Capital Drive Linford Wood Milton Keynes MK14 6XT</p>	<p>South West Director CBI South West Innovation Centre University of Exeter Rennes Drive EX4 4RN</p>
<p>Local government</p>	
<p>Bristol City Council City Hall PO Box 3176 Bristol BS3 9FS</p>	<p>South Gloucestershire Council PO Box 300 Civic Centre High Street Kingswood Bristol BS15 0DS</p>

Government consultation principles

We are conducting this consultation in accordance with the government's consultation principles:

Consultation principles 2016

- A.** Consultations should be clear and concise Use plain English and avoid acronyms. Be clear what questions you are asking and limit the number of questions to those that are necessary. Make them easy to understand and easy to answer. Avoid lengthy documents when possible and consider merging those on related topics.
- B.** Consultations should have a purpose Do not consult for the sake of it. Ask departmental lawyers whether you have a legal duty to consult. Take consultation responses into account when taking policy forward. Consult about policies or implementation plans when the development of the policies or plans is at a formative stage. Do not ask questions about issues on which you already have a final view.
- C.** Consultations should be informative. Give enough information to ensure that those consulted understand the issues and can give informed responses. Include validated assessments of the costs and benefits of the options being considered when possible; this might be required where proposals have an impact on business or the voluntary sector.
- D.** Consultations are only part of a process of engagement. Consider whether informal iterative consultation is appropriate, using new digital tools and open, collaborative approaches. Consultation is not just about formal documents and responses. It is an on-going process.
- E.** Consultations should last for a proportionate amount of time. Judge the length of the consultation on the basis of legal advice and taking into account the nature and impact of the proposal. Consulting for too long will unnecessarily delay policy development. Consulting too quickly will not give enough time for consideration and will reduce the quality of responses.
- F.** Consultations should be targeted. Consider the full range of people, business and voluntary bodies affected by the policy, and whether representative groups exist. Consider targeting specific groups if appropriate. Ensure they are aware of the consultation and can access it. Consider how to tailor consultation to the needs and preferences of particular groups, such as older people, younger people or people with disabilities that may not respond to traditional consultation methods.
- G.** Consultations should take account of the groups being consulted. Consult stakeholders in a way that suits them. Charities may need more time to respond than businesses, for example. When the consultation spans all or part of a holiday period, consider how this may affect consultation and take appropriate mitigating action.
- H.** Consultations should be agreed before publication Seek collective agreement before publishing a written consultation, particularly when consulting on new policy proposals. Consultations should be published on gov.uk.
- I.** Consultation should facilitate scrutiny. Publish any response on the same page on gov.uk as the original consultation, and ensure it is clear when the government has responded to the consultation. Explain the responses that have been received from consultees and how these have informed the policy. State how many responses have been received.
- J.** Government responses to consultations should be published in a timely fashion. Publish responses within 12 weeks of the consultation or provide an explanation why this is not possible. Where consultation concerns a statutory instrument publish responses before or at the same time as the instrument is laid, except in exceptional circumstances. Allow appropriate time between closing the consultation and implementing policy or legislation.
- K.** Consultation exercises should not generally be launched during local or national election periods. If exceptional circumstances make a consultation absolutely essential (for example, for safeguarding public health), departments should seek advice from the Propriety and Ethics team in the Cabinet Office.

If you have reason to believe this consultation document does not comply with these consultation principles, please write to our consultation co-ordinator at the address on this page, setting out the areas where you believe this paper does not meet the criteria.

Andy Johnson

Highways England
The Cube
199 Wharfside Street
Birmingham
B1 1RN

Or alternatively email

andy.johnson@highwaysengland.co.uk

Further information about the consultation principles can be located on the Gov.uk website:

<https://www.gov.uk/government/publications/consultation-principles-guidance>

If you need help accessing this or any other Highways England information, please call **0300 123 5000** and we will help you.

© Crown copyright 2017.

You may re-use this information (not including logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence: visit www.nationalarchives.gov.uk/doc/open-government-licence/ write to the **Information Policy Team, The National Archives, Kew, London TW9 4DU**, or email psi@nationalarchives.gsi.gov.uk.

This document is also available on our website at www.gov.uk/highways

If you have any enquiries about this publication email info@highwaysengland.co.uk or call **0300 123 5000***. Please quote the Highways England publications code **PR208/16**

Highways England creative job number M160466

*Calls to 03 numbers cost no more than a national rate call to an 01 or 02 number and must count towards any inclusive minutes in the same way as 01 and 02 calls. These rules apply to calls from any type of line including mobile, BT, other fixed line or payphone. Calls may be recorded or monitored.

Printed on paper from well-managed forests and other controlled sources.

Registered office Bridge House, 1 Walnut Tree Close, Guildford GU1 4LZ
Highways England Company Limited registered in England and Wales number 09346363