

SHEFFIELD CITY COUNCIL Agenda Item 6 **Independent Cabinet Member Decision**

Report of:	Executive Director, Place
Date:	11 July 2013
Subject:	Sheffield 20mph Speed Limit Strategy: Objections to proposed 20mph speed limit in the Spink Hall area
Author of Report:	Simon Nelson, 2736176

To report the receipt of objections to the introduction of a 20mph speed limit in the Spink Hall area of Stocksbridge and set out the Council's response.

Reasons for Recommendations:

Reducing the speed of traffic in residential areas will, in the long term, reduce the number and severity of accidents, reduce the fear of accidents, encourage sustainable modes of travel and contribute towards the creation of a more pleasant. cohesive environment.

Having considered the objections to the introduction of a 20mph speed limit in Spink Hall the officer view is that the reasons set out in this report for making the Speed Limit Order outweigh the objections. The introduction of a 20mph speed limit in this area would be in-keeping with the City's approved 20mph Speed Limit Strategy.

No objections have been received in response to the advertisement of Traffic Regulation Orders prohibiting parking on 'School Keep Clear' markings and other associated restrictions outside Stocksbridge Nursery and Infant School, St Ann's RC Junior and Infant School, Stocksbridge Junior School and Stocksbridge High School.

Recommendations:

- 7.1 Make the Spink Hall 20mph Speed Limit Order in accordance with the Road Traffic Regulation Act 1984.
- 7.2 Inform the objectors accordingly.
- 7.3 Make the parking restriction Traffic Regulation Orders outside Stocksbridge Nursery and Infant School, St Ann's RC Junior and Infant School, Stocksbridge Junior School and Stocksbridge High School and shown in Appendix B of this report in accordance with the Road Traffic Regulation Act 1984.
- 7.4 Introduce the proposed 20mph speed limit and parking restrictions.

Background Papers: NONE **Category of Report: OPEN** Page 37

Statutory and Council Policy Checklist

Article I. Financial Implications	
YES Cleared by: Matthew Bullock	
Article II. Legal Implications	
YES Cleared by: Deborah Eaton	
Equality of Opportunity Implications	
YES Cleared by: Ian Oldershaw	
Tackling Health Inequalities Implications	
NO	
Human rights Implications	
NO:	
Environmental and Sustainability implications	
NO	
Economic impact	
NO	
Community safety implications	
NO	
Human resources implications	
NO	
Property implications	
NO	
Area(s) affected	
Stocksbridge and Upper Don	
Relevant Cabinet Portfolio Leader	
Leigh Bramall	
Relevant Scrutiny Committee if decision called in	
Economic and Environmental Wellbeing	
Is the item a matter which is reserved for approval by the City Council?	
NO	
Press release	
YES	

SHEFFIELD 20MPH SPEED LIMIT STRATEGY: OBJECTIONS TO PROPOSED 20MPH SPEED LIMIT IN THE SPINK HALL AREA

1.0 SUMMARY

1.1 To report the receipt of objections to the introduction of a 20mph speed limit in the Spink Hall area of Stocksbridge and set out the Council's response.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE?

- 2.1 Reducing the average speed of drivers in residential areas is expected, over time, to bring about a reduction in the number and severity of traffic accidents, thus helping to create *safe and secure communities*. Implementing the 20mph speed limit described in this report together with an ongoing programme of publicity and driver education would contribute to the creation of a safer residential environment and a *Great Place to Live*.
- 2.2 The introduction of restrictions on parking at locations around schools in the Spink Hall area of Stocksbridge would enable better enforcement of School Keep Clear markings and improve road safety for school children. The response to the consultation contributes to the *working better together* value of the Council Plan *Standing up for Sheffield*.

3.0 OUTCOME AND SUSTAINABILITY

- 3.1 This scheme represents a step towards influencing driver behaviour and establishing 20mph as the default maximum appropriate speed in residential areas and improving the safety of school children. This will contribute to the delivery of:
 - the 'sustainable and safe transport' objective of the Corporate Plan;
 - Policy W of the Sheffield City Region Transport Strategy 2011-2026 (To encourage safer road use and reduce casualties on our roads);
 - the Council's Vision For Excellent Transport In Sheffield (a better environment; a culture where the car is not always the first choice); and
 - the Fairness Commission's recommendation for a 20mph speed limit on all residential roads in Sheffield.

4.0 REPORT

Introduction

4.1 In February 2011, Full Council adopted the following motion: "To bring forward plans for city-wide 20mph limits on residential roads (excluding main roads)". This led to the adoption of the Sheffield 20mph Speed Limit Strategy by the Cabinet Highways Committee on 8th March 2012, the long-term aim of which is to establish 20mph as the maximum appropriate speed in residential areas of Sheffield¹. It was agreed that the first stage of implementation of the strategy would be the introduction of seven 20mph speed limit areas, one

¹ Cabinet Highways Committee report, 8th March 2012: Sheffield 20mph Speed Limit Strategy

within each Community Assembly, during the financial years 2012/13 and 2013/14. The new speed limits would be indicated by traffic signs and road markings only, that is, they would not include any additional 'physical' traffic calming measures such as road humps.

- 4.2 On 13th September 2012 Cabinet Highways Committee approved an implementation programme drawing on nominations from the Community Assemblies for the first seven 20mph areas: Lowedges, Woodthorpe, Upperthorpe, Parson Cross (west), Steel Bank, Charnock² and, in the Northern Assembly area, Spink Hall (Stocksbridge).
- 4.3 The 20mph Speed Limit Orders for Lowedges, Woodthorpe, Upperthorpe and Parson Cross (west) have been advertised and their implementation approved by Cabinet Highways Committee at its meetings in January and March this year. The intention to make 20mph Speed Limit Order for Spink Hall has now been advertised.
- 4.4 The intention to introduce 'prohibition of stopping' Traffic Regulation Orders and other parking restrictions around four schools in the area (Stocksbridge Nursery and Infant School, St Ann's RC Junior and Infant School, Stocksbridge Junior School and Stocksbridge High School) has been advertised in tandem with consultation on the 20mph scheme (see paragraph 4.10 below).

Consultation on the introduction of a 20mph Speed Limit

- 4.5 Leaflets have been delivered door-to-door to approximately 2000 properties informing about the introduction of a 20mph speed limit (see Appendix B).
- 4.6 Seven people have contacted the Council to express their support for the 20mph limit and seven people have objected. Three others had questions. The grounds for the objections are summarised below together with negative comments that were not specifically termed as objections. All written comments are available to view on request.
 - a. The consultation process was flawed. Some people didn't receive a leaflet. Residents haven't had sufficient notification to allow them to digest the proposals and make informed comments

Officer comment: There will always be a variance of opinion as to whether we strike the right balance between the need to consult residents, the methods used and the costs that are incurred. The City Council has a statutory duty to advertise the intention to introduce any new traffic regulation in the local press (the Sheffield Star) and make the proposals available for inspection at an appropriate location (the Council uses First Point reception in Howden House). In the case of a speed limit change four weeks must be allowed for people to comment or object. We recognise that this would leave many people unaware of the proposals and so always consult more widely. The level of additional consultation/information produced varies from scheme to scheme, broadly in line with the level of impact a proposal would have and the number of people it would affect. In the case of Spink Hall and other 20mph schemes the consultation process was set out in the September 2012 Cabinet Highways Committee report. As the changes would affect more

² Cabinet Highways Committee report, 13th September 2012: Sheffield 20mph Speed Limit Strategy

or less every household in the area notices were placed on every street and a private company was appointed to deliver leaflets delivered door-todoor to all properties.

Five of the people who have contacted the Council say that they did not receive the leaflet, and only knew of the scheme from seeing the street notices. Each mentioned that they know of other people in the same position. (The same company has been used to deliver leaflets to properties in the Steel Bank and Charnock 20mph scheme areas; one person has contacted the Council with a similar complaint.) Officers cannot verify whether any properties were missed out but have spoken to the Project Manager of the delivery company who has offered his apologies and stated that "To our knowledge we delivered to all houses that were deliverable to. I am very disappointed that you have received any complaints." Officers continue to be mindful of the need to ensure that everybody concerned has a reasonable opportunity to comment on highway proposals.

b. The Council has already decided it is going to introduce a 20mph limit. A letter has been received from Transport Planning saying that this scheme and others 'are being introduced'"

Officer comment: The decision making process that led to this area being selected is explained above. The Northern Community Assembly nominated the Spink Hall area and clearly supports the introduction of a 20mph limit. By approving the 20mph Speed Limit Strategy and advertising 'the intention to introduce a 20mph Speed Limit Order' it is clear that the Council would like to introduce this scheme. That said, the term 'are being introduced' should not have been used. As Members have said repeatedly that they would not seek to impose the limit on an area whose residents clearly do not support it inappropriate for officers to make any assumptions regarding the Cabinet Member's decision until any objections have been considered.

c. There should be physical traffic calming measures – something that would make a real difference. "This scheme is an insult"

Officer Comment: Physical traffic calming measures have proved very effective at controlling speeds and reducing accidents, but are extremely expensive. Funding from central government for new highway schemes has been significantly reduced leaving insufficient finance to implement area-wide traffic calming schemes.

The 20mph Speed Limit Strategy is an attempt to change the driving culture in residential areas, to reduce the sometimes intimidatory impact of traffic on our neighbourhoods. The Council continues to invest in Accident Saving Schemes and road safety education, training and publicity targeted primarily at locations with areas with the highest number of accidents.

d. There is no need for a 20mph limit except in areas around schools. Speed isn't an issue because of excessively overcrowded parking any way, due to a poor road infrastructure.

Officer comment: The Council is actively attempting to redefine what is

considered to be the appropriate speed to drive at in residential areas The long term goal is to reduce the fear of accidents, reduce the number and severity of actual accidents and make the streets of Sheffield a more pleasant place to be.

e. "The effect of the proposals is not known as sufficient research has not been undertaken. Road speeds may not drop to the level people are expecting leading to a reduction in road safety"

Officer comment: The evidence base on which Councillors made their decision to introduce this 20mph speed limit is set out in the March 2012 report to CHC which explains the likely effects of introducing a 20mph speed limit in residential areas on vehicle speed and accident rates. Councillors have been made fully aware that any initial reductions in speed are likely to marginal, perhaps 1 or 2mph, and that it will be a long-term process to establish lower speeds as the default behaviour. For example, speeds in the Stradbroke 20mph speed limit area have reduced by 1.8mph on average (but by as much as 4mph on some faster roads). Officers are not aware of any evidence to suggest that reductions in speed, small or otherwise, leads to a reduction in road safety.

f. "Alternatives with lower costs and more beneficial impact have not been considered" such as a package of parking restrictions around junctions and near schools, and small targeted traffic calming schemes

Officer comment: The 20mph limit does not preclude any of these measures. As mentioned at paragraph 4.4 above tougher restrictions are to be introduced at the four schools in the area. However, Councillors have already decided that a portion of the Local Transport Plan funding should be spent on the introduction of lower speed limits in residential areas.

g. "The proposals are against stated Council policy due to the presence of a major bus route"

Officer comment: The Sheffield 20mph Speed Limit Strategy does state that the limit will not be applied to major bus routes. Cedar Road and Coal Pit Lane are used by a maximum of eight buses per hour. South Yorkshire Passenger Transport Executive has been consulted, as have the bus operators in the area. No objections have been received.

h. "I certainly wouldn't want to see anymore 'street furniture' (the posts and signs in the area are already poorly maintained)"

Officer comment: New Street furniture would be kept to a minimum; small 'repeater' speed limit signs would be mounted on existing lamp posts. Highway maintenance is funded through the Streets Ahead PFI contract. The cost of implementing the scheme includes a commuted sum to pay for future maintenance.

i. "This is a rural area that should be considered in a different way to other areas of Sheffield."

Officer comment: Despite a rural setting and perhaps more of a village feel than much of Sheffield the area under consideration is

overwhelmingly residential. As stated previously the area was nominated by the Northern Community Assembly.

j. Changes should not be made until all the roads and pavements have been brought up to a suitable standard in 2017

Officer comment: The Community Assembly and Cabinet Member are already aware that this scheme would be introduced in advance of Streets Ahead maintenance work in Spink Hall. It is intended to co-ordinate the introduction of future 20mph schemes with the Streets Ahead maintenance programme to keep disruption to a minimum, demonstrate a joined up approach to service delivery and add to the impact of a new 20mph speed limit.

k. The cost of this scheme could be spent on more suitable projects in Stocksbridge such as keeping the swimming baths; maintaining the roads; gritting in winter.

Officer comment: The funding being used for this 20mph schemes is provided by central government through the Local Transport Plan and must be used to fund new capital highway works.

Highway maintenance and gritting are funded through the Streets Ahead PFI contract. Extensive highway maintenance isn't programmed for this area until 2017 and so the objectors have been advised to report any specific examples requiring urgent repair directly to Streets Ahead.

I. The scheme will increase air pollution

Officer comment: Studies of the impact of physical traffic calming on vehicle emissions tend to agree that calming can cause a decrease in nitrous oxide emissions but an increase in carbon monoxide, carbon dioxide, oxides of nitrogen and hydro carbon emissions. This is primarily due to drivers slowing down and speeding up between calming features.

At a constant lower speed a driver will generally use less fuel, but it would be misleading to suggest that there would be an immediate reduction in vehicle exhaust emissions resulting solely from the introduction of 20mph limits. In the short-term, the small reductions in speed initially produced by sign-only 20mph speed limits are unlikely to effect vehicle emissions to any appreciable degree. A study of the impact of the introduction of [uncalmed] 30km/h speed limits on vehicle exhaust emissions³ concluded that "... emissions of most classic pollutants should not be expected to rise or fall dramatically".

m. It will not be enforced

Officer comment: The success of the 20mph Speed Limit Strategy hinges on the willingness of the Sheffield public to alter their own behaviour when driving in these areas. That will not be achieved by traffic signs and road markings alone. The roll out of the strategy will be backed up with long-term investment in both driver and community education with publicity to keep the focus on driving behaviour in all residential areas whether or not

³ Impact of 30 km/h zone introduction on vehicle exhaust emissions in urban areas (Luc Int Panis, Steven Broekx, Carolien Beckx; Belgium, 2006)

they are subject to a 20mph limit. It may be possible to realise a short-term, marginal adjustment in behaviour amongst some drivers simply by erecting the '20' signs, but it will be a far lengthier project to achieve the goal of a fundamental change in driving behaviour.

We are talking to the Head of Road Policing Group at South Yorkshire Police about appropriate levels of enforcement for the 20mph scheme, and hope to secure the involvement of the Safer Neighbourhood teams to deliver community led 'light touch' enforcement. However, to a large extent the success of the 20mph limit is in the hands of the residents of Spink Hall and the rest of the city. If enough people modify there driving behaviour, not just in Spink Hall but in all residential areas, then this will work. But if people decide 'I'm not the problem, it's everybody else' or 'nobody else slows down, why should I?' then it won't.

Other Consultees

4.7 The Head of the Road Policing Group has issued the following statement on behalf of South Yorkshire Police:

"The South Yorkshire Safer Roads Partnership has worked hard to achieve significant reductions in the numbers of collisions on our local roads. We have achieved all our agreed targets in reducing the number of people who are killed or seriously injured over the last few years however, we know that this success brings little comfort to the individuals, friends and families of those who are victims of such collisions.

It is well known that speed is a primary cause of collisions that result in death or serious injury and pedestrians and cyclists are the most vulnerable road users when in the presence of speeding vehicles. Within our local residential areas we know that the collision rates, when these factors come into play, are too high and need to be addressed.

South Yorkshire Police working alongside their colleagues in the Safer Roads partnership share the clear commitment to address the causes of collisions and support new initiatives that help to achieve this goal."

The police have reviewed the specific proposals for Spink Hall and have identified a number of locations where they feel that existing speeds are of concern and may not reduce after the reduction of the signed 20mph limit. These areas of concern would be monitored after implementation and if in time speeds remain unaltered additional measures would be considered to improve compliance with the new limit

- 4.8 No response has been received from South Yorkshire Fire and Rescue Service or the Yorkshire Ambulance Service.
- 4.9 South Yorkshire Passenger Transport Executive has indicated its support in principle for the 20mph Speed Limit Strategy. It has consulted with bus operators about the proposals for Spink Hall and has received no objections.

Parking restrictions at schools within the proposed 20mph area

4.10 The Council receives numerous requests from residents, parents and head teachers who are concerned with the problems caused by inconsiderate

parking outside schools generally and on School Keep Clear markings in particular. In response the Council has set a programme to introduce a Traffic Regulation Order prohibiting parking at every 'School Keep Clear' marking in the city. This will enable the Council's Parking Services officers to enforce the restriction.

- 4.11 The introduction of TROs at locations around the four schools within the Spink Hall area was advertised in tandem with consultation for the Spink Hall 20mph scheme. On-street notices were erected and letters were delivered to fronting properties (see Appendix B). The consultation included the school, statutory consultees, and local councillors.
- 4.12 No objections have been received.

Summary

- 4.13 The key to realising substantially lower speeds on our residential roads lies in affecting a fundamental shift in attitude. The aim therefore is to build a widespread and longstanding community acceptance that 20mph is the appropriate maximum speed to travel in residential areas. Ultimately, the success or otherwise of these schemes lies primarily in the hands of the residents of this area.
- 4.14 The officer view is that the seven objections do not represent a groundswell of opposition to the 20mph limit. It is recommended that the objections be overruled in order to continue the delivery of the 20mph Speed Limit Strategy.
- 4.15 Should the objections to the 20mph speed limit be overruled, the 20mph Order and the school parking restrictions would be introduced before the end of the current financial year.

Relevant Implications

4.16 The 20mph area and parking restrictions described in this report are to be funded from an approved allocation from the 2013/14 Local Transport Plan programme.

The financial allocations include an allowance for:

- a commuted sum to cover the cost of the future maintenance, payable to Amey under the terms of the Streets Ahead contract; and
- publicity to promote the benefits of lower speeds in residential areas
- 4.17 The Council has a statutory duty to promote road safety and to ensure that any measures it promotes and implements are reasonably safe for all users. In making decisions of this nature the Council must be satisfied that the measures are necessary to avoid danger to pedestrians and other road users or for preserving or improving the amenities of the area through which the road runs. Providing that the Council is so satisfied then it is acting lawfully and within its powers.
- 4.18 An Equality Impact Assessment was conducted for the September 2012 report and concluded that safer roads and reduced numbers of accidents

involving traffic and pedestrians would fundamentally be positive for all local people regardless of age, sex, race, faith, disability, sexuality, etc. However, the most vulnerable members of society (i.e. the young, elderly, disabled and carers) would particularly benefit from this initiative. No negative equality impacts were identified.

5.0 ALTERNATIVE OPTIONS CONSIDERED

5.1 The objections relate to the principle of introducing sign-only 20mph speed limits into residential areas, and therefore the recently approved Sheffield 20mph Speed Limit Strategy. As such, no alternative options have been considered. Speeds will be monitored and the addition of further measures will be considered if appropriate, as outlined in 4.7 above.

6.0 REASONS FOR RECOMMENDATIONS

- 6.1 Reducing the speed of traffic in residential areas will, in the long term, reduce the number and severity of accidents, reduce the fear of accidents, encourage sustainable modes of travel and contribute towards the creation of a more pleasant, cohesive environment.
- 6.2 Having considered the objections to the introduction of a 20mph speed limit in Spink Hall the officer view is that the reasons set out in this report for making the Speed Limit Order outweigh the objections. The introduction of a 20mph speed limit in this area would be in-keeping with the City's approved 20mph Speed Limit Strategy.
- 6.3 No objections have been received in response to the advertisement of Traffic Regulation Orders prohibiting parking on 'School Keep Clear' markings and other associated restrictions outside Stocksbridge Nursery and Infant School, St Ann's RC Junior and Infant School, Stocksbridge Junior School and Stocksbridge High School.

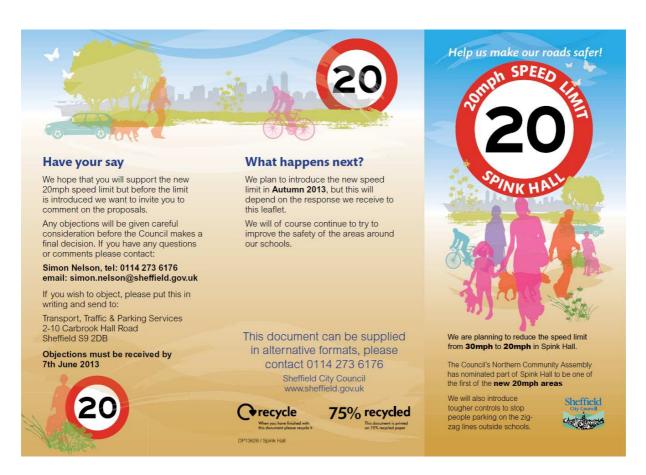
7.0 RECOMMENDATIONS

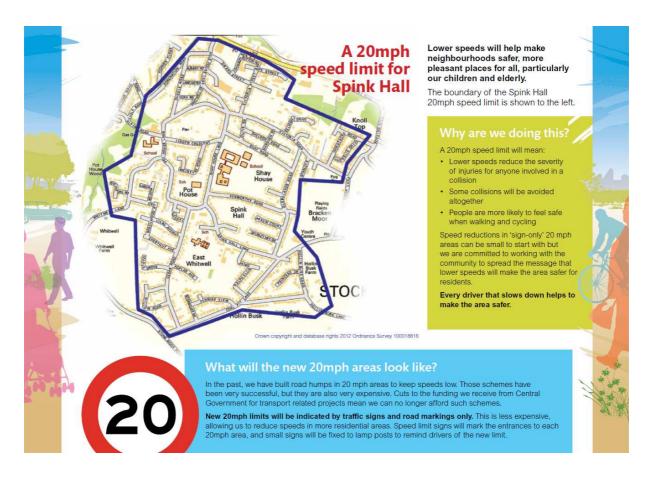
- 7.1 Make the Spink Hall 20mph Speed Limit Order in accordance with the Road Traffic Regulation Act 1984.
- 7.2 Inform the objectors accordingly.
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- 7.4 Introduce the proposed 20mph speed limit and parking restrictions.

Simon Green Executive Director, Place

11 July 2013

APPENDIX A





APPENDIX B

SAMPLE LETTER

Development Services

Director: L Sturch, MRTPI

Traffic Section, 2-10 Carbrook Hall Road, Sheffield, S9 2DB

E-mail: simon.nelson@sheffield.gov.uk Fax No: (0114) 2736182

Website: www.sheffield.gov.uk

Officer: Mr S Nelson Tel: (0114) 273 6176 Ref: SD/LT077/SKC/SN01 Date: 8 May 2013

The Occupier

Dear Sir/Madam

Stocksbridge Nursery and Infant School School Keep Clear markings

I have attached a plan showing proposals to alter parking restrictions in the area around the school.

The proposal includes the introduction of a 'No stopping at any time' Traffic Regulation Order to cover the School Keep Clear markings at the school entrances.

This is required to enable the Council's parking enforcement team to enforce these restrictions.

I hope the plan is self explanatory and that you will support the proposals, however if you require any further details please contact me on the above telephone number or email address.

If you wish to make an objection to the proposed Order you must do so in writing to the above address by Friday the 31 May 2013.

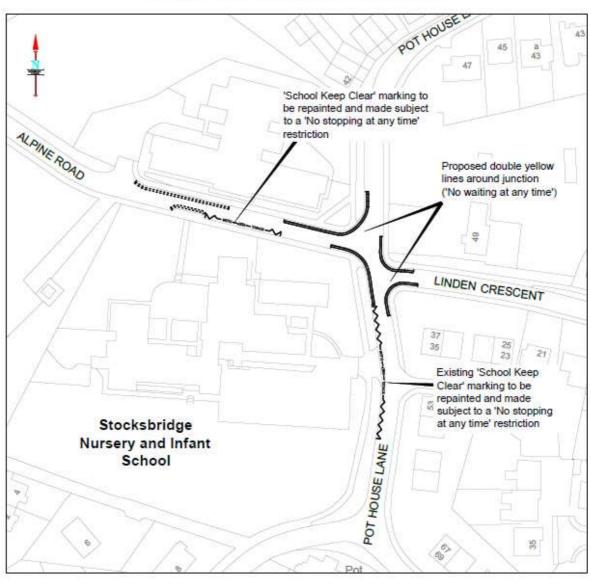
Yours faithfully

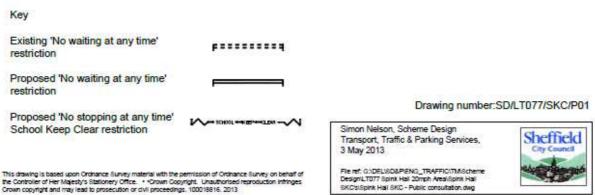
Simon Nelson Scheme Design

Transport, Traffic and Parking Services.

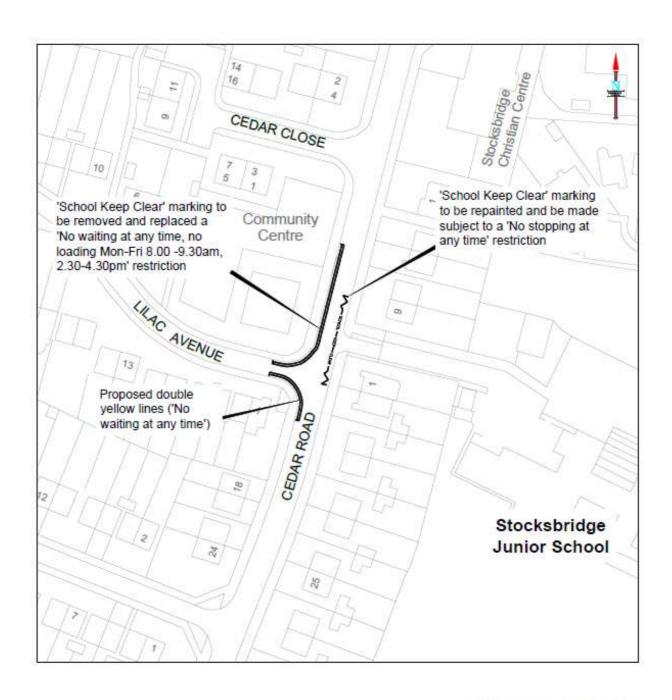
, Weldon

Stocksbridge Nursery & Infant School - Proposed waiting restrictions





Stocksbridge Junior School - Proposed waiting restrictions



Drawing number:SD/LT077/SKC/P02

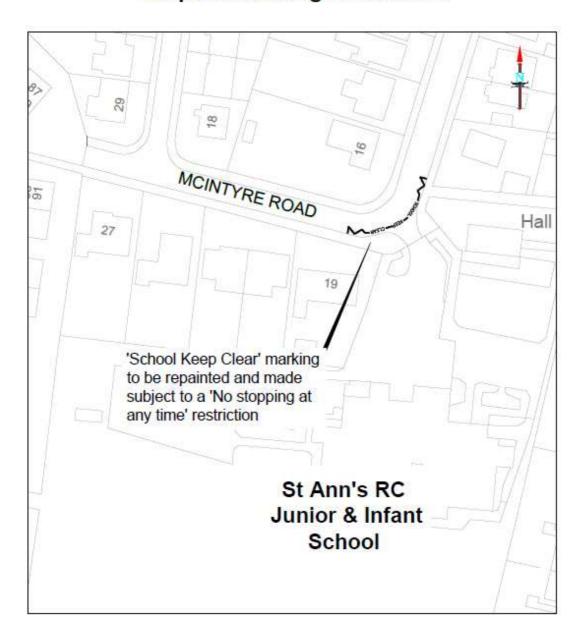
Simon Nelson, Scheme Design Transport, Traffic & Parking Services, 3 May 2013

File ref. G:DEL/SD&P/ENG_TRAFFIC/TM/Scheme Design/LT077 Spink Hall 20mph Area/Spink Hall SKC's/Spink Hall SKC - Public consultation.dwg



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St Ann's RC Junior & Infant School - Proposed waiting restrictions



Drawing number:SD/LT077/SKC/P03

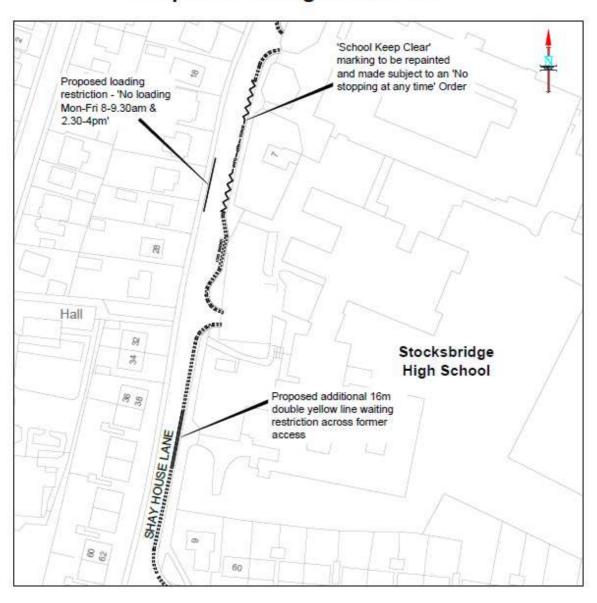
Simon Nelson, Scheme Design Transport, Traffic & Parking Services, 3 May 2013

File ref: 0:10EUSDSPEN0_TRAFFIC/TMScheme DesigniLT077 Spink Hall 20mph Area/Spink Hall SKC's/Spink Hall SKC - Public consultation.dwg



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Stocksbridge High School - Proposed waiting restrictions



Existing 'No waiting at any time' restriction

Proposed 'No loading Mon-Fri 8-9.30am & 2.30-4pm' restriction

Proposed 'No waiting at any time' restriction

Proposed 'No stopping at any time' School Keep Clear restriction

Drawing number:SD/LT077/SKC/P04

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File ref. G:DELISD&PIENG_TRAFFICITM/Scheme DesigniLT077 Spink Hall 20mph Area/Spink Hall &KC's/&pink Hall &KC - Public consultation.dwg



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