



## Report to Policy Committee

**Author/Lead Officer of Report:** *(Lisa Blakemore, Senior Transport Planner)*

**Tel:** 07785384192

**Report of:** *Executive director of City Futures*

**Report to:** Transport, Regeneration and Climate Policy Committee

**Date of Decision:** *15 December 2022*

**Subject:** *Report objections to the Speed Limit Order for Deerlands 20mph*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? <i>(488)</i>				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
<i>“The (<b>report/appendix</b>) is not for publication because it contains exempt information under Paragraph (<b>insert relevant paragraph number</b>) of Schedule 12A of the Local Government Act 1972 (as amended).”</i>				

### Purpose of Report:

To report details of the consultation response to proposals to introduce 20mph speed limits in Deerlands, report the receipt of objections to the Speed Limit Order and set out the Council’s response.

**Recommendations:**

That the Transport, Regeneration, and Climate Policy Committee:

- a) Approve that the Deerlands 20mph Speed Limit Order be made, as advertised, in accordance with the Road Traffic Regulation Act 1984.
- b) Note that objectors will then be informed of the decision by the Council's Traffic Regulations team and the order implemented on street subject to no road safety issues being identified through a Road Safety Audit (RSA) at the detailed design stage.

**Background Papers:**

**Appendix A:** consultation letter

**Appendix B:** Proposed scheme boundary

**Appendix C (at the bottom of the report):** Objections to the SLO

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: Damien Watkinson
		Legal: Richard Cannon
		Equalities & Consultation: <i>Annmarie Johnson</i>
		Climate: Jessica Rick
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	<b>SLB member who approved submission:</b>	<i>Kate Martin</i>
3	<b>Committee Chair consulted:</b>	<i>Mazher Iqbal and Julie Grocutt</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	<b>Lead Officer Name:</b> <i>Lisa Blakemore</i>	<b>Job Title:</b> <i>Senior Transport Planner</i>
	<b>Date:</b>	

## 1. PROPOSAL

- 1.1 In February 2011, Full Council adopted a 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 8<sup>th</sup> March 2012, the long-term aim of which is to establish 20mph as the maximum appropriate speed in residential areas of Sheffield. Each speed limit is indicated by traffic signs and road markings only. They do not include any 'physical' traffic calming measures. To date 32 'sign only' 20mph areas have been completed as well as 12 child safety zones.
- 1.2 The Strategy was updated on 8<sup>th</sup> January 2015, in part to better define how individual roads would be considered suitable for the introduction of a 20mph limit. Broadly speaking, residential roads on which average speeds are 24mph or below will automatically be considered suitable. The inclusion of roads with average speeds of between 24mph and 27mph will be considered on a case-by-case basis using current Department for Transport guidelines. Roads on which the average speed is above 27mph will not be included unless additional capital funding can be identified for appropriate traffic calming measures to help encourage lower speeds.
- 1.3 The Initial Business Case for the introduction of these 20mph speed limits was approved at Transport Board in June 2020.
- This report details the consultation response to the introduction of these 20mph speed limits, report the receipt of objections and sets out the Council's response.
- 1.4 All of Sheffield is split into a "master map" of possible suitable areas for inclusion in a 20mph area. These are prioritised in a list for delivery based on accident statistics.

The programme for the 22/23 financial year is listed below with its current status.

- **Handsworth:** Approved at September Committee, issued for construction
- **Manor:** Approved at September Committee, issued for construction
- **Deerlands:** Consultation just finished; objections received so report will be submitted to Committee in November.
- **Beighton:** Consultation just finished; objections received so report will be submitted to Committee in November.

- **Deerlands:** Consultation just finished; objections received so report will be submitted to Committee in December
- **Waterthorpe:** Consultation ended; objections received so report will be submitted to Committee in December.
- **Highfield** Consultation ended; objections received so report will be submitted to Committee in December.
- **Batemoor:** Consultation ended, objections received so report will be submitted to Committee in December.
- **Norton Lees:** Consultation ended; objections received so report will be submitted to Committee in December.
- **Carterknowle:** Consultation starts December
- **Westfield:** Feasibility design work started
- **Herdings:** Feasibility design work started
- **High Green:** Feasibility design work started
- **Fulwood:** Feasibility design work started

## 2. HOW DOES THIS DECISION CONTRIBUTE ?

- 2.1 There is a proven relationship between motor vehicle speed and the number and severity of injury collisions. The Department for Transport's 20mph Research Study (November 2018) found that the introduction of sign-only 20mph speed limits did not lead to a significant change in collisions in the short term but concluded that further data is required to determine the long-term impact.

Over the longer term it is anticipated that a gradual increase in compliance with the 20mph speed limit will lead to a reduction in collisions, helping to create safer communities.

- 2.2 These schemes represent a step towards influencing driver behaviour and establishing 20mph as the default maximum appropriate speed in residential areas. This will contribute to the delivery of:
- Policy 4 of the Sheffield City Region Transport Strategy 2018-2040 (Make our streets healthy places where people feel safe)
  - The Council's Transport Strategy (March 2019) A safer and more sustainable Sheffield (Sustainable safety, safe walking and cycling)

as standard)

- the Fairness Commission's recommendation for a 20mph speed limit on all residential roads in Sheffield.

### **3. HAS THERE BEEN ANY CONSULTATION?**

3.1 The intention to introduce each 20mph speed limit has been advertised in the local press, street notices put up throughout each affected area and letters delivered to all affected properties inviting residents to comment on the proposals (see Appendix A). The Cabinet Member for Transport and Development, local Ward Members and Statutory Consultees have been informed about the proposals.

3.2 The Council has a legal responsibility to comply with the Local Authorities' Traffic Orders (Procedure)(England and Wales) Regulations 1996. This states that "*An objection [to the making of a Traffic Regulation Order] shall be made in writing*".

All Traffic Order advertisements state that objections can be made by email, as do the notices placed on street.

The Regulations stipulate that "*Any person may object to the making of an order by [...] the end of the period of 21 days beginning with the date on which the order making authority [publicises the order].*" However, comments and objections received after the closing date are normally added to the collation of responses and duly considered

### **CONSULTATION REPONSES**

There have been 40 responses to the consultation, 8 of these were formal objections. These are presented in Appendix C which is at the bottom of this report.

All respondents have received an email acknowledging receipt of their comments on this consultation.

Several respondents have said that the scheme is a waste of money or will not have an effect. The reasons that the Council is introducing these schemes are detailed in 2.1 above.

3 respondents have suggested that the money would be better spent on maintaining the roads. This scheme is being funded by the Road Safety Fund (RSF) which is specifically for schemes that relate to road safety, and it cannot be used on highway maintenance.

3 of the respondents asked about the accidents in the area which may have impacted on this scheme being proposed. The Council has committed to introducing 20mph speed limits in all suitable residential areas in line with "Sheffield 20mph Speed Limit Strategy". The data used

to compile the priority list for schemes was a calculation based on the length of roads in the proposed areas relative to the number of “Killed and seriously injured” casualties, which led to a ‘worst first’ approach. Casualties could be any road users, including pedestrians and cyclists. However, we will still eventually be implementing schemes in areas that have little or no accidents. For more information about accidents at specific locations, people can access the safer partnership website ([South Yorkshire Safer Roads Partnership \(sysrp.co.uk\)](https://www.sysrp.co.uk))

One resident enquired about whether any evaluation has been done on the existing 20mph schemes (Southey etc). So far, none of this work has been carried out but we are committed to carrying out “post” scheme speed surveys to compare them with the “before” ones as well as attitudinal surveys of the residents.

2 respondents have concerns about how lower speeds would affect the air quality/ climate change. The Department for Transport’s 20mph Research Study (November 2018) found that, although empirical evidence is weak, inconclusive or complex, (sign only) 20mph limits have the potential to positively affect vehicle emissions, air quality and noise levels, through:

- a reduction in average speed and top percentile speeds;
- smoother, more consistent driving speeds;
- small-scale displacement of traffic; and
- a modal shift away from car.

This suggests that the introduction of 20mph limits is unlikely to have had a negative impact on air quality.

Several residents took the opportunity to report other neighbourhood issues such as anti-social behaviour using scooters. These are out of the remit of this scheme. Reports of anti-social behaviour should be reported to the relevant part of the Council or the police.

One respondent said that the only way to reduce speed is by installing speed humps. It is true that these are the most efficient way of reducing speed, however they are incredibly expensive to install and maintain. These can be installed where there is a particular accident hotspot and a major road safety concern, but these are not routinely installed on all roads within 20mph schemes.

## OTHER CONSULTEES

South Yorkshire Police have stated “...Looking at the areas concerned we don’t have too many concerns. If it becomes apparent that the limits are not self-enforcing or the change results in a significant number of complaints, then we will expect you to consider additional measures to secure a reasonable level of compliance.”

No response has been received from South Yorkshire Fire and Rescue Service or the Yorkshire Ambulance Service or South Yorkshire Passenger Transport Executive.

Sustrans support the proposals. However, they have requested that Deerlands Avenue be included in the scheme. Deerlands Avenue is a “C” class road and in line with the “20mph speed limit strategy”, there will be a presumption against including C roads in “sign only” 20mph schemes unless data suggests it can be included. Mean speeds along this road are 31mph so are too high for inclusion in a sign only 20mph. The Council will, in parallel with the introduction of this scheme, look at the particular area where Sustrans use Deerlands Avenue to see if there is anything we can do to ensure user safety.

#### **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

##### **4.1 Equality Implications**

- 4.1. Overall, there are no significant differential, positive or negative, equalities impacts from this proposal. Safer roads and reduced numbers of accidents involving traffic and pedestrians will fundamentally be positive for all road users, but particularly the young and elderly. No negative equality impacts have been identified.

##### **4.2 Financial and Commercial Implications**

- 4.2.1 The Outline Business case for the Deerlands 20mph scheme was approved by the Transport Board in July 2022.

The scheme will be funded by the Road Safety Fund  
The total capital cost of this scheme is £145,587 and is as follows:  
£13,306 transport fees (including TRO costs, consultation costs)  
£20,387 Amey design fees  
Estimated constriction cost £100,000  
HMD fees £10,000  
Procurement strategy cost £750

The estimated commuted sum cost for the scheme’s future maintenance (revenue implication) is £30,000

##### **4.3 Legal Implications**

- 4.3.1 The Council is under a duty contained in section 108 of the Transport Act 2000 to develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport, and to carry out its functions so as to implement those policies. These policies and the proposals for their implementation together comprise the local transport plan (to which the Sheffield 20mph Speed Limit Strategy is considered to be pursuant)

and the Council must have regard to any guidance issued by the Secretary of State concerning the content of such plans

The Department for Transport guidance 'Setting Local Speed Limits' encourages local authorities to consider the introduction of more 20mph speed limits and zones in urban areas that are primarily residential areas to ensure greater safety for pedestrians and cyclists. This applies particularly where the streets are being used by people on foot and on bicycles, there is community support and the characteristics of the street are suitable. The guidance recognises that traffic authorities have powers to introduce 20 mph speed limits that apply only at certain times of day where a school is located on a road that is not suitable for a full-time 20 mph limit, and notes that the government has also given local authorities the power to place signs indicating advisory part-time 20mph limits.

The Council as traffic authority has the power to vary speed limits on roads (other than trunk or restricted roads) by making speed limit orders under section 84 of the Road Traffic Regulation Act 1984 ("the 1984 Act"). The procedure in relation to consultation and notification, which is set out in Schedule 9 of the Act and the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996, must be followed and proper consideration given to all duly made representations. Those representations are presented for consideration in this report.

In exercising the aforementioned powers, the Council is under a duty to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) as per section 122 of the 1984 Act. In doing so the Council must have regard to the desirability of securing and maintaining reasonable access to premises, the effect on the amenities of any locality affected, any applicable national air quality strategy, the importance of facilitating the passage of public service vehicles and any other matters appearing to the local authority to be relevant. The Council is considered to be fulfilling this duty in implementing the proposals in this report.

#### 4.4 Climate Implications

##### 4.4.1 Lower speed limits can reduce air pollution through lower vehicle emissions and also reduce noise.

The provision of 20mph speed limits and zones should have an overall positive effect on road user safety, air quality and reduced impact on the natural and built environment in the county.

The potential for reduced emissions will contribute to the overall resilience to climate change.

#### 4.4 Other Implications



- 4.4.1 There will be an expectation from residents that, as a consequence of introducing the 20mph speed limit, motor vehicle speeds will reduce however there is a small risk that this won't happen. Surveys to monitor motor vehicle speeds in each area will be carried out once the schemes have been in place for several months. If in time speeds remain unaltered, and subject to the availability of funding, additional measures will be considered to improve compliance with the new limit.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 In light of the objections received, consideration was given to recommending the retention of the existing speed limit in Deerlands. However, such a recommendation would run contrary to the delivery of the Sheffield 20mph Speed Limit Strategy. This would also mean that pedestrian and cyclist safety would not be improved, and this would be detrimental to the Council's Active Travel ambition and vision of Safer streets in our city.

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 The adoption of the Sheffield 20mph Speed Limit Strategy established the principle of introducing sign-only 20mph speed limits in all suitable residential areas. Reducing the speed of traffic in residential areas should, in the long term, reduce the number and severity of collisions, 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 response from the public and other consultees it is recommended that the 20mph speed limit in Deerlands be implemented as, on balance, the benefits of the scheme in terms of safety and sustainability are considered to outweigh the concerns raised.

## APPENDIX C

### Objections

I would like to object to the proposed 20mph speed limit around the Deerlands Area, Parson Cross.

My reason for objecting to this is that there are a lot of illegal/inconsiderate drivers in the area who don't currently take any notice of the 30mph speed limit, so reducing this isn't going to have any effect on these drivers. I understand that this is the cheapest way of trying to stop speeding but different measures are needed to try to stop these drivers. All this reduction is going to do is catch out the usually careful drivers who take their eye off their speed or have a momentary lack of concentration.

I don't believe that there are currently a high number of accidents in the area, although the ones that I have heard of have been caused by the drivers who drive at high speeds, which are way above the current 30mph limit, and are usually people driving stolen and uninsured vehicles. It would make more sense to spend money dealing with this problem

I would like to object.

Firstly, I read that SCC had stopped funding speed limit areas.

Secondly, where is the money for this?

I would rather see you maintaining the roads.

Will you be releasing the accident data that backs up the need for this action?

I see no data, or heard of any instances that would justify this waste of money.

I believe the major cause is the empty double decker buses from 6am on the morning.

Re route the buses and maintain the roads.

No to 20MPH from me.

I am writing to formally object to your proposed change to speed limits in the Deerlands area to 20 mph.

I disagree with your assessment that a 20mph speed limit in this area will reduce collisions/injuries/accidents. Within the information you submitted you have not supplied any investigative data to support your claims. Having lived in this area for the last 20 years I cannot recall many (if any) speed related accidents to warrant this course of action. How can anyone reach a decision with no data. If you look to the current 20mph speed limits already in place around Southey Green and Longley you should be able to draw a comparison of accidents within that area to the proposed area and I would be intrigued to see if there is an extravagant difference. In the current 20mph zones it is very rare to see vehicles observing the 20mph signage with most breaking the limit, some through ignorance and majority through frustration as the roads that have a 20mph enforced limit don't actually require it. I believe that this decision you have taken is purely a financial decision, nothing to do with road safety but using this as a caveat to stay within your budget. As an example I raised a validated concern over the lack of crossings on Church Street in Ecclesfield (382048) and the realistic chance of a fatal accident taking place, however I was told your budgets were too tight to cover any changes in the area but this road (Church Street, Ecclesfield) is surprisingly omitted from your network plan even though it is just around the corner from your boundaries? On the face of this it seems that proposals are not being carefully considered based upon accident evidence or resident feedback, but just knee jerk decisions taken by councillors with no knowledge of what they are agreeing to.

I would like a copy of the data you have compiled forwarded on to me and other residents to highlight why this decision has been taken. I am all for road safety as I have three daughters but

budgets spent where it is required where we know it will have the required effect. This proposal only goes to highlight why our council is squandering any budgets they get.

Whilst you also mention budgets, by putting this proposal in place you are effectively passing the costs on to residents who have already seen an increase in council tax and also adding to the cost of living crisis as by reducing speeds by 10mph in the full area fuel consumption will increase and with the price of fuel at the moment this will add extra costs to residents work travel, and also it will increase the travel times for residents using public transport at a time when we are trying to encourage people back to the public transport system. The current 30mph limit is a maximum, not a minimum and you have to give drivers responsibility to drive accordingly, all have passed tests and know when and where they need to reduce speed due to road layouts, parked vehicles, etc...this proposal tars all drivers under one banner so maybe spending the money on speed cameras in the blackspot/accident areas is a more productive use of budgets.

As an alternative cost effective measure maybe you should look at clamping down on the illegal use of electric/battery operated scooters on public roads/footways. This seems to go unnoticed by Police and relevant bodies although it adds to the potential for road accidents to happen.

I believe that this scheme needs a re-evaluation and sufficient investigation carried out prior to any proposed changes being put in place.

I would like to object against your proposed plan to introduce 20mph limits in the winter of this year.

I believe these plans would be a waste of council money which could be much better spent of improving the road surfaces around the area instead, the state of the roads in the proposed area are disgraceful and they should be focused on first (I will happily send pictures of the roads if needed).

Another reason I believe these plans will be a waste of time and money is the fact they nobody will stick to the limits as the 20mph zones are not enforced by cameras or any other way of monitoring. The only people who would stick to the limit are people aged in the over 60 bracket who already drive 5-10pm but under the limit and in most cases shouldn't even have a driving license due to bad reaction times and poor vision.

I am very opposed to the blanket imposition of the 20mph speed limit in the Parsons cross neighbourhoods. I have no restrictions however in imposing this speed limit to areas around schools where children are more vulnerable.

Driving at 20mph for long periods is destructive to combustion engineering most non hybrid of fully electric cars.

I would like to object to the lowering of the speed limit being proposed for the Deerlands area

Currently the roads in this area are blighted with speeding vehicles exceeding the current 30 mph limit.

The ONLY thing that slows them down is speed bumps. I'm amazed that you believe bringing in a 20 mph speed limit, instead of adding new speed bumps, will dissuade these drivers from speeding.

I understand money is very tight but bringing this in will do nothing except inconvenience drivers that already drive within the speed limit.

Could you please provide me with details of children injured by cars in the last 10 years on the roads included in the proposed new 20 mph area. If this needs to go to the FOI team, please pass the request to them. If you are unable to pass the request on, please provide me with their email address so I can contact them directly.

I am writing to object the new proposal of 20MPH in Deerlands. 30 is a nice speed, and means it doesn't take forever to get out of the area or into the area. Pushing the speed limit down to 20 will just mean more people speeding due to needing to be places quicker, 30 is comfortable and

means people aren't being stuck slowly moving and will therefore more likely abide the speed limit.

Please do not change this, you do not have my support.

I wish to object to the 20mph speed limit proposal on Deerlands and Colley.  
30 mph is fine for this area at this rate it would take all day getting around the estate at 20mph

I am writing to formally object, to the proposed 20mph speed limit area in s5

We have an issue with Quads, Off-Road bikes, Scooters and the general boy racers who don't pay any regard to the 30mph limit what is a new 20mph sign going to make?? Nothing.  
What difference it will make is to those who have to visit food banks not able to feed themselves so their kids can eat now watching the speed limit more than the road ahead. The only way a 20mph sign works is if it is enforced.

So instead of spending money on signs how about getting police about catching those who don't show any regard for the 30mph which will make the area much safer after all.

Or instead of spending money on new signs etc how about helping people that can't afford to eat just how out of touch is this Council and government.