



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: *15th December 2022*

Subject: *Report objections to the Speed Limit Order for Highfield 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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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 Highfield 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 the making of the Highfield 20mph Speed Limit Order, as advertised, in accordance with the Road Traffic Regulation Act 1984;
- b) Approve the implementation of the Order on street subject to no road safety issues being identified through a Road Safety Audit (RSA) at the detailed design stage;
- c) Request that objectors be informed of the decision by the Council's Traffic Regulations team.

Background Papers:**Appendix A:** consultation letter**Appendix B:** Proposed scheme boundary**Appendix C (at the bottom of the report):** consultation responses

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>Anmarie 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	SLB member who approved submission:	<i>Kate Martin</i>
3	Committee Chair consulted:	<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.	
	Lead Officer Name: <i>Lisa Blakemore</i>	Job Title: <i>Senior Transport Planner</i>

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 8th 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 23 20mph areas have been completed
- 1.2 The Strategy was updated on 8th 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, and a part time, advisory 20mph speed limit on Manor Lane, 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
- **Waterthorpe:** Consultation just finished; objections received so report will be submitted to Committee in December
- **Beighton:** Consultation just finished; objections received so report

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- **Waterthorpe:** 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 started 1st 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.

3.1.2 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

3.2 CONSULTATION REPONSES

3.2.1 There have been 18 responses to the consultation, 4 of these were formal objections. These are presented in Appendix C which is at the bottom of this report.

3.2.2 Officers have replied to all residents with an acknowledgement of their response.

3.2.3 2 of the objections received did not state the grounds for the objections, so no response can be given. The Council did respond to the emails asking if they would like to offer any grounds for their objections but no replies were received.

3.2.4 One of the respondents suggested that this is a way for the Council to gain money from speeding fines. Another respondent said that the scheme will be unenforceable without speed cameras. The only people who can enforce speed limit violations is the police and the Council do not issue speeding fines nor gain any income from them.

The police understandably target the vast majority of their enforcement

efforts on major roads as those are the roads where most accidents, and the most severe accidents, occur. The police have indicated that 20mph limit areas will therefore not be subject to routine pre-planned enforcement.

The key to realising substantially lower speeds on our residential roads lies in affecting a fundamental shift in driver attitude. The aim, therefore, is to build a community acceptance that 20mph is the appropriate maximum speed to travel at in residential areas.

The 20mph Speed Limit Strategy is an attempt to change the driving culture in residential areas and to reduce the impact of traffic on our neighbourhoods. The Council does, however, continue to invest in accident saving schemes and in road safety education, training and publicity targeted primarily at areas with the highest number of accidents.

- 3.2.5 One of the respondents says that the scheme is unnecessary. The reason that the Council are introducing these schemes into residential areas in Sheffield is captured in the opening paragraphs to this report and also in 3.2.4. above.

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 and Cycle Sheffield support the proposals.

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 total cost of designing and implementing the Highfield scheme if approved, (currently estimated at £47,052) is to be implemented as part

of the Sheaf Valley cycle scheme project, funded through the Active Travel Fund managed through South Yorkshire Mayoral Combined Authority (SYMCA). The Sheaf Valley scheme has already been approved at the FBC stage by SYMCA, but we are still awaiting a signed stage three funding agreement from SYMCA. The scheme will be designed and implemented through our delivery partner, Amey. The commuted sum payments (currently estimated at £9,190) for ongoing maintenance costs will be funded from the LTP.

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. The Council is empowered to place traffic signs indicating advisory part-time 20mph limits via their inclusion in the Traffic Signs Regulations and General Directions 2016 (Diagram 545.1).

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 objection's received consideration Highfield was given to recommending the retention of the existing speed limit in. 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.

Having considered the response from the public and other consultees it is recommended that the 20mph speed limit in Highfield 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 am responding to the open letter regarding the proposed 20 mph speed limit on the delineated map area within Highfield.

I object to the proposal on the grounds that it is unenforceable without speed cameras on every corner. I refer you to the example of Brighton and Hove who implemented this policy some years ago and to the general derision of the population. The police issued two speeding fines in six years of operation <https://www.theargus.co.uk/news/17350073.just-two-speeding-fines-issued-breaking-brightons-20mph-limit-six-years/> . If you are expecting this to be self-enforcing then you will be disappointed. I applaud the efforts of the council in trying to reduce particulate emissions but this will be a waste of money with further signage that will blight street corners.

I would be in favor of the council providing safe cycle lanes in this area to encourage emission free movement throughout the inner city. I know you will never do this as the concept is much too complicated for local planners to grasp. The ban on the sale of petrol and diesel cars in 2030 is another zero emission aspiration that is impossible to achieve. The rare earths needed to build sufficient batteries will not be sold to the western world by China without onerous concessions. The paradigm shift should be back to cycle ways and that planning should be started now.

I object strongly to this 20mph proposal.

It is not necessary.

I have lived on Shoreham Street since 2005, and traffic is usually minimal except at rush hour and football matches, when cars are usually crawling at very low speeds. At this very moment there are a couple of boys playing tennis on the street, and quite often kicking a ball around (I live at 465).

It's bad enough that Cherry St is being closed, for cyclists, who don't pay anything towards the roads, the only way through to Bramall Lane and hence London Rd.

I consider this a cynical attempt by this council to gain money by fining drivers for exceeded the speed limit.

It is unfair and unnecessary.

Has anyone done a study regarding the need for this? And what about buses? I don't know what their average speed is, but surely over 20.

I don't suppose my opinion will matter, as this council doesn't listen to the public.

I confirm my objection to the proposed 20mph speed limit area.

I object to the proposed change of speed limit at Highfield.