



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 Norton Lees 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"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."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 Norton Lees, 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 Norton Lees 20mph Speed Limit Order be made, 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) Objectors will then be informed of the decision by the Council's Traffic Regulations team;
- d) Approve the introduction of a part time 20mph limit on Derbyshire Lane outside Mundella School.

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>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>
Date: 06/10/2022	

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 32 'sign only' 20mph areas have been completed as well as 12 child safety zones.

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 in Norton Lees, 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 will be submitted to Committee in November.
- **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.

3.1.1 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 62 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 All respondents have received an email acknowledging receipt of their comments on this consultation.

3.2.3 Several respondents have said that the scheme is a waste of money. The reasons that the Council is introducing these schemes are detailed in 2.1 above. 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

- 3.2.4 One 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))
- 3.2.5 Speed limits can only be enforced by the police. They 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.
- 3.2.6 One resident enquired about a pedestrian crossing that was requested on Derbyshire Lane. This is out of the scope of this scheme and consultation, however, investigation as to the feasibility of a pedestrian improvement scheme at this location (which is included in the 2022/23 Pedestrian Improvement Programme) is in progress.

The scheme will also be looking at extending the existing double yellow lines on Hemsworth Road to the Cobnar Road junction and at the junction of St Ives Drive. The resident also had concerns about the speed of traffic on Derbyshire Lane and suggested that additional speed humps could help slow vehicles down. Due to the reductions in funding from central government we have insufficient finance to implement traffic calming schemes using physical measures such as humps, cushions, or chicanes at this time.

- 3.2.7 One resident has listed several issues that they would like to be looked at/resolved. All of these are issues that are outside the remit of a 20mph scheme such as the location of bus stops and the location of the School entrance. The omission of Warminster Road from the scheme is due to it not meeting the criteria for inclusion in a “sign only” 20mph scheme as detailed in paragraph 1.2 above.

3.3 OTHER CONSULTEES

- 3.3.1 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.”

- 3.3.2 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, equality 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 Norton Lees 20mph scheme was approved by the Transport Board in September 2022.

The scheme will be funded by the Road Safety Fund
The total capital cost of this scheme is £144,761 and is as follows:
£11,100 transport fees (including TRO costs, consultation costs)
£22,911 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 £20,000.

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. 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 objections received, consideration was given to recommending the retention of the existing speed limit in Norton Lees. 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 Norton Lees be implemented as, on balance, the benefits of the scheme in terms of safety and sustainability are considered to outweigh the concerns raised.
- 6.3 It is also recommended that a part time, advisory 20mph speed limit be introduced on Derbyshire Lane outside Mundella School.

APPENDIX C

Objections

We are writing to *object* to the current proposals for the 20mph speed limit areas in Norton Lees, on the basis that they are wholly insufficient in nature and in geographical coverage.

Should the evidence and concerns raised in this email be addressed and changes made, then we would be able to fully *support* the revised proposals.

Having lived in Norton Lees and in the immediate vicinity of both Mundella and Newfield schools for over 12 years, we have first-hand experience of both the traffic and pedestrian issues in the area.

Solutions to address concerns and to provide additional road safety measures should address the totality - and not merely a part - of the issue. Based on personal evidence and experience we believe that the points outlined below need to be taken into consideration and that the current proposed 20 mph speed limit area needs to be extended to include the additional areas on Derbyshire Lane and Warminster Road, as marked in hatched lines on your maps in the attached photographs.

Outlined below are the specific reasons which we believe, support a further extension of the 20mph limit area. Please refer to the key points below in conjunction with the attached photographs of your maps, showing highlighted areas of additional concern:

The proposal as it currently stands, also needs to address the:

1. number of vehicles currently travelling in excess of the 30mph speed limit along the length of Warminster Road and the effect this has on vehicles and pedestrians attempting to leave and join from the numerous side roads. (Speed restrictions across the proposed areas may in fact exacerbate the speeding problem on Warminster Road, as motorists seek an alternative means to speed up their journey).
2. fact that a considerable section of Warminster Road is directly within an area of high housing and population density and is used by high volumes of pedestrians and vehicles travelling to and from businesses, shops and both schools in the locality.
3. movement of residents, school children and parents through the public footpaths and alleyways exiting onto and directly across Warminster Road.
4. additional access point to/from Mundella school which runs along a footpath and exits directly out onto Warminster Road and is used numerous times daily.
5. the pedestrian route of large numbers of Newfield school pupils through the public access footpath, along Ketton Avenue and crossing directly over Warminster Road to access the: bus stops, subsequent access footpath, shops and parents' parked cars. This occurs daily at school start and finish times, as well as at lunch breaks.
6. the need for significant numbers of pupils to congregate, embark and disembark, at four bus stops in this immediate vicinity.
7. accident risks created by additional and often reckless parking of cars along Warminster Road, particularly at school starting and finishing times - often on bends and areas of poor road visibility. (Many car and pedestrian near-collisions are witnessed on a weekly basis).

We would be happy to personally discuss any or all of the above information, in more detail and on site, with the relevant council officials prior to final decisions being made.

I would like to object to the speed limit changes. For most of the roads proposed any sensible drivers will not be going more than 20mph. This makes adding the signs a waste of money. Unsensible drivers will pay no heed to the signs anyway without some way of enforcing the speed limit.

How do you plan to enforce the speed limit?

Can you send me a copy of the statistics showing the number of motor accidents in the proposed area and how you worked out it is caused by the current speed limit?

Walkers and bike riders should be able to cross a road without getting in incident by looking both ways before crossing the road.

All these new signs will do is make drivers more liable for jail time if there is an accident.

Living in Norton lees I feel the speed limit is fine as it is. I object to the proposed 20mph limit and believe this is a waste of time and money.

I am formally objecting to the proposed 20 mph limit plans in Norton lees. I fully support that there is an issue with speeding in the area and the roads are unsafe but I don't think these plans hold the answer.

I have family living in Greenhill and lowedges where there is already a 20mph speed limit in place, it is ignored and makes absolutely no difference to the speed of motorists driving around those areas.

I recently wrote to the council explaining my concerns regarding the parking and lack of predestination crossing at the bole hill park entrance to graves park. On the bend of hemsworth road and Derbyshire Lane is one of the main entrances to graves park, there is no pedestrian crossing in the road and I have seen numerous near misses here. The parking outside this entrance to graves park also needs to be addressed, cars line the road outside the new graves fold estate making you have to turn into head on traffic leaving the estate. It's a large estate with a lot of cars entering and leaving, there need to be yellow lines to stop parking opposite the entrance!

I walk down Derbyshire Lane daily with my children, the path is extremely narrow- only allowing one pram to pass at a time and despite the speed bumps cars fly up the hill towards the park.

There are only speed bumps around the school area, maybe these need continuing further up the road to try and slow motorists down.

I hope you consider my concerns, I understand that there have been cuts to funding. However, Derbyshire Lane and Hemsworth road are extremely busy, fast roads that need addressing, both for motorists and pedestrians.

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