



Report to Policy Committee

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

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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 Waterthorpe 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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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 Waterthorpe, 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 Waterthorpe 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) 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): 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>

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 Waterthorpe, 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.

3.1.2 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 RESPONSES

3.2.1 There have been 70 responses to the consultation, 10 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/not necessary. The reasons that the Council is introducing these schemes are detailed in 1.1 and 1.2 above.

3.2.4 Several 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

- 3.2.5 A number of respondents, including people not objecting to the scheme, asked why only part of Ochre Dike Road is included in the scheme. In line with national guidance and the adopted council policy, only roads with a mean speed of under 27mph can be included in a “sign only” 20mph scheme. The section of Ochre Dike Road between Moss way and the bus terminus does not meet the criteria for inclusion.
- 3.2.6 A number of respondents asked how the scheme would be enforced and suggested that the scheme would be pointless without enforcement of the new limit. 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.

- 3.2.7 2 respondents suggested that the scheme would only be of use with speed humps/ physical calming measures. Unfortunately, the City Council has, in recent years, suffered major reductions in Central Government funding which, in turn, have equated to serious cuts in the Transport, Traffic and Parking Services budget. Physical traffic calming measures (such as speed humps) have proved effective at controlling speeds and reducing accidents, but are extremely expensive. 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.

One resident asked whether we would be installing these schemes in neighbouring areas (Westfield etc). We are committed to installing “sign only” 20mph schemes in all suitable residential areas in Sheffield. The schemes are prioritised by accident data with the “worst first” being installed. Beighton and Westfield which are close in proximity to the Waterthorpe scheme are being developed in parallel to this one.

3.2.8 One respondent has 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.

3.2.9 Most respondents claim that the scheme is simply a money-making exercise. At present, the police are the only ones that can enforce speed limits and the Council generates no income from any penalties issued by them.

3.2.10 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. Anti social behaviour should be reported to the relevant part of the Council or the police.

3.3 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."

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

3.3.2 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 Outline Business case for the Waterthorpe 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 £122,046 and is as follows:

£12,700 transport fees (including TRO costs, consultation costs)

£20,200 Amey design fees

Estimated construction cost £80,000

HMD fees £9,000

Procurement strategy cost £750

The estimated commuted sum cost for the scheme's future maintenance (revenue implication) is £20,000

4.3 Legal Implications

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 Waterthorpe. 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 Waterthorpe 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 in receipt of your communication dated 15th August 2022 regarding the proposed speed limits for ours, and other areas, of Sheffield.

I am disturbed to note that you propose to throw more council money to Amey to do a compromised job that will have little, if any at all, impact on the speeds people drive in our area. As a pedestrian who takes 3 walks a day in my locality I can honestly say that I do not believe that we have a problem with speeding vehicles and if we did the proposals you are making do nothing to deter anyone from speeding?

If you are doing no more than putting up signs, and I presume no one is going to be policing the new speed limits then it is nothing more than a major waste of valuable tax payers resources and if it goes ahead I believe there is more than myself who will see it as a major mistake and will hold the perpetrators of such wastefulness accountable at the ballot box.

Trust that this makes my position clear.

I have read your proposal to introduce a 20 mph speed limit in the Waterthorpe area. Whilst I appreciate the sentiments behind this proposal I don't believe this will provide the benefits you are seeking to achieve.

I am a resident of Sandy Acres Close, and I have never experienced any issues with cars driving at excessive and dangerous speeds, let alone witnessed or heard of any collisions, or thankfully, serious injury to anybody.

As a pedestrian what worries me more is the speed of cyclists and electric scooters, I find their attitude to road safety more worrying than that of vehicles. We have cycle gates, but frankly these are no deterrent as they are far too wide to provide a barrier encouraging them to slow down.

I have driven in other areas (Bowman Drive) where there is a 20 mph limit and it is quite clear that the majority of road users ignore the limit totally, quite frankly it is unenforceable. If you haven't got the money for speed bumps how on earth are you going to police this?

I agree there is an issue with the number of cars around the schools and the speed which the cars travel at, but these are driven by parents and carers many from areas outside the Waterthorpe area, surely these are the members of the community you should be targeting, having a visible presence of traffic police or school crossing patrols would be far more effective.

People will only adhere to rules if they think there is a chance they will be caught and penalised. Erecting additional street furniture and signs that will be ignored, is, in my view, a waste of time and money.

Please treat this response as a formal objection and confirm to me that this has been actioned

I object to the proposal to make the Waterthorpe area subject to 20mph speed limit. I think it is unnecessary and a waste of taxpayers money and that imposed lower speeds will add to fuel consumption which Sheffield council does not seem to be taking into account with all their road changes to date.

Most of the streets in the area are short and do not lend themselves to driving up to 30mph. I have not seen any cars driving too fast in the Waterthorpe area in the last 41 years that I have

lived here. I feel that council taxes etc would be better spent on other road improvements instead of this as it seems to be throwing money away for no good reason. Perhaps joy riders may drive too fast, although I have not heard of any, but a 20mph speed limit would not prevent this kind of driving. There seems to be too much unnecessary legislation regarding 20mph speed limits, speed bumps, chicanes etc in Sheffield, which I have seen makes the roads and driving more dangerous.

The only road in the area that people may be driving at 30mph is the 120 bus route going from Crystal Peaks around the school field, but the visibility on this road is good and clear anyway and it would seem unnecessary to impose restrictions on this road.

I would be concerned for children's safety if I thought it was an issue, which I do not believe it is and I have never heard any of my neighbours express concern about the speed of traffic in the area at all.

I received a letter from yourselves yesterday in relation to a new 20 mph zone in Waterthorpe. Having looked at the proposed plans for the "zone" I find this to be too heavy handed. I can support a more localised area around the school, but to put the entire area between Ocre Dyke to Owlthorpe Greenway and Eckington way - Mossway in a restrictive 20mph zone is not something I can support. You haven't even backed this up with any data on accidents that have happened. I have lived on Hilltop Crescent for over a decade and I have not heard of any accidents involving children happening in my immediate vicinity. Are you considering doing the same schemes in Westfield, Owlthorpe etc etc?

I'm not totally against a 20mph zone around schools, but this seems too drastic to me.

I've received an email in regards to 20mph which I think is absolutely ridiculous.

I get around the primary school area maybe that's not a problem. However, there's no need to have it anywhere else in this area as I think it's absolutely pointless. (Which I don't think anyone will follow anyways)

I object to yet another 20mph traffic scheme.

Do you want the city to stop altogether ???

You are making pollution worse by slowing things down and causing traffic jams and cars trying to find ways around the speed limits.

It would be interesting to know how many accidents have actually occurred in this area to warrant the proposals??

Stop wasting public funds and do something useful with it .

This city is in an absolutely disgraceful state

Putting signs around the area will make no difference to the volume of selfish drivers who speed excessively on Moss Way and thorpe green.

If you do not intend to use speed bumps you are wasting money on signs. I suggest you cost the sign budget and use it to place speed humps on at least one road namely around the school. This would be a better use of the budget

Your proposal to stick signs up is a waste of time and money.

I wish to register my OBJECTION to the proposed 20 mph limits in my area

In response to your letter of 15th August I wish to object to the above. It is in my opinion and unnecessary over reaction wo which I would accept is a perceived need.

With respect to cyclists and pedestrians, lets be honest about the matter, the real need for this type of speed restriction is to safeguard children in the vicinity of their school. There is no need to therefore "blanket" the whole of Waterthorpe with such a speed restriction. Slowing down traffic too much in too many areas leads to unwanted traffic jams, delays, driver irritation and even accidents

As I have hinted I am not unsympathetic to the concept of child safety and I want to be constructive. Can I therefore suggest there that you adopt a 20moh speed limit with a reasonable distance of the school as I have outlines on a copy of the map you supplied. I hope you will be able to view and adopt my positive suggestion constructively.

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