



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: *14 June 2023*

Subject: *Report objections to the Speed Limit Order for Herdings 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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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 Herdings, report the receipt of objections to the Speed Limit Order and set out the Council’s response.

Recommendations:

Approve that the Herdings 20mph Speed Limit Order be made, as advertised, in accordance with the Road Traffic Regulation Act 1984. 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 Speed Limit Order

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>Cllr Ben Miskell</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: 14 th June 2023		

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 34 '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 August 2021.
- 1.4 This report details the consultation response to the introduction of these 20mph speed limits, reports the receipt of objections and sets out the Council's response.
- 1.5 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.
- 1.6 The programme for the 22/23 financial year is listed below with its current status.
- **Manor:** Approved at September Committee, will be constructed in May 2023
 - **Waterthorpe:** Approved at December Committee, will be constructed late Summer 2023
 - **Beighton:** Approved at November Committee, will be constructed May 2023
 - **Highfield** Approved at December committee, will be constructed in June 2023

- **Batemoor:** Approved at December committee, will be constructed in July 2023.
- **Herdings:** Consultation ended; objections reported to June 2023 Committee
- **High Green:** Feasibility design work started, expected to consult in May/ June 2023
- **Fulwood:** Feasibility design work started, expected to consult in May/ June, 2023

Programme for 23/24: Below are the schemes identified for the 23/24 financial year. Initial Business Cases were submitted in April and feasibility and speed surveys will be conducted in late Spring 2023

- Brincliffe
- Earl Marshall
- Greenland
- Loxley
- Netherthorpe
- Bradway (funded from Road Safety Fund)

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.
- 2.2 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.
- 2.3 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*".

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

3.1.3 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 REPOSSES

3.2.1 There have been 21 responses to the consultation, 5 of these were formal objections to the scheme. This is 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 An objector said that the scheme would cause heavy traffic in the area. For a road to be suitable for inclusion in a sign only 20mph scheme, the speeds on the road have to already be low (under 27mph). There is no evidence that imposing a 20mph speed limit on residential roads has any correlation to an increase in traffic.

3.2.4 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.

3.2.5 A resident enquired about how the scheme will be enforced and said that they would like to object if there was no policing of the scheme.

3.2.6 Speed limits can only be enforced by the police. They understandably target most 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.

3.2.7 One resident objected to the scheme being installed on main roads but would not object to it being in residential side roads. We responded to this email clarifying the proposals as the 20mph speed limit boundary covers residential roads, not any main A or B roads. We did not receive a response back from the objector rescinding their objection based on this clarification.

3.2.8 One resident wrote to us unhappy that a 20mph scheme was being proposed and other local issues that they are concerned about were being ignored. The resident has received a full reply to their email with contact details for who these issues need reporting to such as the police for anti-social behaviour. We have said that we will raise the concern about buses waiting in inappropriate areas with the bus operators.

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.

3.3.3 Sustrans and Cycle Sheffield support the proposals although they have requested that Leighton Road and Raeburn Road are included. Leighton Road is a long C road and only a small part of it interfaces with the Herdings 20mph scheme. There is a presumption against including C roads in "sign only" 20mph schemes. However, we will order some speed surveys to run along the full length of Leighton Road to see whether we can make this 20mph and make it part of the existing Blackstock scheme.

3.3.4 Speed surveys were conducted along Raeburn Road and the average speed was above the maximum threshold for inclusion in a sign only 20mph scheme of 27mph.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

4.1.1 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 Initial Business case for the Herdings 20mph scheme was approved by the Transport Board in August 2021

4.2.2 The scheme will be funded by the Road Safety Fund

4.2.3 The estimated total capital cost of the scheme recommended by this report will be £81,269 and is as follows:

- £11,410 and survey fees (including TRO costs, consultation costs)
- £20,098 Amey design fees
- Estimated construction cost £45,000
- HMD fees £4761

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.

4.3.2 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.

4.3.3 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).

- 4.3.4 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.
- 4.4.2 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.
- 4.4.3 The potential for reduced emissions will contribute to the overall resilience to climate change.

4.5 Other Implications

- 4.5.1 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 Herdings. 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 Herdings 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 live near headings park and want to express my objections for adding a 20mph limit in the area. From what I see everyday all this will do is increase traffic but not safety. The greatest safety issue around here is the delinquent people speeding on motorbikes or quad bikes down the road. They also jump up and drive on the pavements and on the grass. We've had a couple of incidences in the area where they've crashed into walls or gates and have run off. Many of them go joy riding skidding their cars and there was an occasion last year where they managed to get a 4x4 into herdings park and were speeding all over the grass and by the park which made my young kid sister fearful of going back as she thought they were going to run her over. We all had to run as they came close. Having a speed limit sign is not going to stop them doing stuff like this as they already ignore the 30mph limit already in place. Pretty sure many don't even have a licence and they ignore the fact that they shouldn't be riding on pavements or parks scaring people. For true safety I think the money would be better spent on either more patrols or cameras to try and deter them from doing this or to catch them so that action can be taken.

We all fully object for the proposed 20mph speed limit area in Herding's, especially that they are been place on the actual main roads where buses run, looking at the map sent.

I have already seen first hand how London have done this to many of their main routes, supposedly to help cyclist and pedestrians, but in turn have just caused more driving chaos due to these slow speed on their main routes, causing stress and traffic delays due to their so call clever scheme.

I personally can't see how it helps in any way or form, as due to the traffic build up, it will just cause more traffic pollution around those areas, and if you are trying to follow suit like them, it will be just the same here in Sheffield in terms of more accumulated exhaust pollution.

I would support if the 20mph was just around any side roads but not main routes or main bus routes. Buses, Taxis and motorcyclist already get priority within their Bus lanes, as well as cyclist which is fine, but to add this extra burden on normal hardworking tax paying drivers is not an acceptable proposition, as it will just frustratingly slow traffic causing further road rage due to the delays it will definitely cause, affecting driving to and from work and any local commuting.

I hereby wish to log my rejection for your preposed plan to lower the current speed limit from 30 to 20mph.

The streets are safe as they are at 30mph. You have failed to provide any factual data on how this measure would make the area safer. How many collisions have been recorded between vehicles, cyclists and pedestrians in the marked area?

The traffic is already horrendous between 07:00-09:30 and again 15:00-18:00 without making it go slower!

I suggest you put your energy and efforts (and our taxes) into much needed alternatives such as better street parking than this ridiculous idea!

Can I ask how this will be policed? At the current moment there is never any signs of preventative policing in the area, even at times no sign of reactive policing. This is despite several reports of off road illegal motor bikes. If there is going to be no policing then I object to the plan

Why are you introducing this measure when you already ignore or do nothing whatsoever about current threats to traffic safety?

My advice is for you to resolve the following three items, before introducing the 20 mph zone.

- 1). You do nothing with regard to the riders of off-road motor-bikes which roam around and plague our area
- 2). You do nothing about the users of electric scooters or electric bikes
- 3). You do nothing about the way that buses at Raeburn Road terminus, i), park on the road, on the outside of a tight bend, next to the junction of another road, namely Raeburn Place, often nose to tail, one behind each other, when the terminus, which holds 5 or 6 buses with ease is wholly empty

Often there is also a bus between the terminus and Constable Road as well, shy of the terminus.

People taking kids to school regularly cross this road several times a day, too and from home, too and from the bus; park users too, elderly from the 96 flats, people going to catch the trams.

Yet you let buses park in the way of everything making the situation worse. Shame on you.

Buses that park here on the road, get in the way of other traffic and make the conditions very dangerous.

These buses are in contravention to the highway code, 'parking on the outside of a bend' , 'restricting the view of others', 'parking with engines running for tens of minutes', 'parking close to a T junction'.

You have known about these three above, yet you do nothing at all.

"What can we do? Let's give them 20 mph; that'll make it look like we know what we're doing". Far from it. Get out of your offices, pay a visit and watch the buses shog everything up.

Why do you want to infantilise us all at 20 mph? This will increase journey times, raise pollution, cost more in fuel and achieve rock all. How many accidents is this measure in relation to?

This measure, will make it look like you are doing something useful.

The contrary is the truth