



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: *14th Feb 2024*

Subject: *Report objections to the Speed Limit Order for Fulwood 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 checked="" type="checkbox"/>	No	<input 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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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 Fulwood, report the receipt of objections to the Speed Limit Order and set out the Council’s response.

To set out next steps following receipt of a petition and consultation responses.

Recommendations:

The Transport, Regeneration, and Climate Policy Committee is recommended to:

- a) Approve that the Fulwood 20mph Speed Limit Order be made, as advertised,
- b) Approve the introduction of a part time 20mph limit on Fulwood Road outside Nether Green School,
- c) Note that objectors will then be informed of the decision by the Council's Traffic Regulations team and the order implemented on street subject to no road safety issues being identified through a Road Safety Audit (RSA) at the detailed design stage.

Background Papers:

Appendix A: consultation letter

Appendix B: Proposed scheme boundary

Appendix C: Objections to the SLO

Appendix D: Support for 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>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: 09/01/2024	

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 Outline Business Case for the introduction of the Fulwood 20mph speed limits was approved at Transport Board in August 2023.

This report details the consultation response to the introduction of these 20mph speed limits in Fulwood, reports 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.

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**

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 were 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 There have been 3793 letters and A3 colour plans sent to each property within the proposed boundary. Several residents commented that the plans were difficult to read but the letter made it clear that the plan was just intended to show an overview of the boundary and anyone wanting to zoom in to specific details can find the digital copies on our website. We also sent out copies of the digital plan to people who requested it if they struggled to access the website as well as larger, paper plans to home addresses as well. The local members who had received plans

themselves were happy with the quality of them.

- 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 409 responses to the consultation, 157 of these were formal objections to the scheme. These are presented in Appendix C of this report. The 252 responses of support for this scheme are detailed in Appendix D.
- 3.2.2 A petition has been received and presented to the Transport, Regeneration and Climate Committee in December. The petition asked for Crimicar Lane and Fulwood Road to be included in the scheme boundary.
- 3.2.3 All respondents have received an email acknowledging receipt of their comments on this consultation.
- 3.2.4 The majority of the objections (94 total) were against the "blanket" approach that is being adopted and said that the speed restrictions should be concentrated around schools. The introduction to this report describes Council's Policy on these schemes and our commitment to installing a 20mph speed limit on all suitable residential roads.
- 3.2.5 35 responses were concerned about the enforcement of the new speed limit. The police are the only ones that can enforce speed limits. 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. As stated above, the key to the success of these schemes is about driver behaviour and attitude and an acceptance that 20mph is an acceptable speed in residential areas.
- 3.2.6 25 responses mentioned the cost implications of the proposed scheme and suggested that there would be better ways of spending the money. This scheme is funded by the Road Safety Fund (RSF) which is central government funding that can only be used for schemes that meet

necessary criteria relating to Road Safety. Even if this scheme did not move forward, it is not necessarily the case that the funds saved can be used to fund other highway matters. The reasons that these schemes are a Council priority is described in the opening paragraphs to this report (paragraph 1).

3.2.7 24 responses asked about the air quality impact of the scheme. A study by the “imperial college, London” into the impact of 20mph speed limits suggested that they have no net negative impact on exhaust emissions. Results indicate clear benefits to driving style and associated particulate emissions. The research found that vehicles moved more slowly, with fewer accelerations and decelerations, than in 30mph zones. Also 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 the car.

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

3.2.8 13 responses said that the scheme would cause congestion and slow down traffic. Imperial College London's research into the impact of 20mph speed limits suggests they have no net negative impact on exhaust emissions. Results indicated clear benefits to driving style and associated particulate emissions. The research found that vehicles moved more smoothly, with fewer accelerations and decelerations, than in 30mph zones, reducing particulate emissions from tyre and brake wear. We have undertaken an Environmental Evaluation and are satisfied that the lowering of speeds will not have an adverse impact on the environment or air quality. The Environmental Evaluation recommendation was that no air quality modelling was therefore required.

Due to current average speeds, it is unlikely that the lowering of speed limits from 30mph to 20mph will change existing journey times during the day. During off-peak periods, including overnight, some people may experience a slight increase in journey times, however research into the impacts of 20mph by Steer Davies Gleave suggests that introducing 20mph speed limits has a negligible impact on journey times, given that overall journey times are largely dictated by junction delays and not vehicle speeds.

3.3 POST CONSULTATION SCHEME AMENDMENTS/ NEXT STEPS

- 3.3.1 Following the receipt of the petition and many other comments from residents asking for Crimimar Lane to be included, extra survey data was obtained, and we are now able to include this road in the proposed boundary. By including Crimicar Lane, it also now makes design sense to include some additional roads such as Moorcroft Drive/ Close and Moorside as well as another residential estate known as “Lodge Moor”.

The inclusion of these extra roads will require a new Speed Limit Order which was advertised and consulted on from 1st February 2024 and any objections and other responses to this will be presented at a future Committee meeting.,

The petition also asked that Fulwood Road be included in the scheme with measures specifically at Nether Green School. Fulwood Road is a “C class” road and is not suitable to be included in a “sign only” 20mph scheme as it doesn’t meet the criteria set out in the Council’s 20mph speed limit strategy. However, we are proposing to install a part time 20mph school speed limit outside Nether Green school as part of this scheme. This proposal does not require a Speed limit order and therefore does not require any formal consultation. However, our of courtesy, we will be sending a letter to affected frontages to inform them of the proposals.

3.4 OTHER CONSULTEES

- 3.4.1 No response has been received from South Yorkshire Police, South Yorkshire Fire and Rescue Service or the Yorkshire Ambulance Service or South Yorkshire Passenger Transport Executive.
- 3.4.2 Sustrans and Cycle Sheffield did not respond to the consultation.

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 Fulwood 20mph scheme was approved by the Transport Board in August 2023

The scheme will be funded by the Road Safety Fund

The estimated total capital cost of the scheme recommended by this report will be £121,707 and is as follows:

£9,255 and survey fees (including TRO costs, consultation costs)

£24,274 Amey design fees

Estimated construction cost £80,000

HMD fees £7,427

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.

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.

4.5 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 Fulwood (do nothing). 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.

- 5.1.2** Another possible option is to reduce the scope of the scheme. This is not considered a suitable option as it is contrary to the Council's 20mph speed limit strategy that aims to install 20mph limits on all suitable residential roads.

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.
- 6.1.2 Having considered the response from the public and other consultees it is recommended that the 20mph speed limit in Fulwood be implemented as, on balance, the benefits of the scheme in terms of safety and sustainability are considered to outweigh the concerns raised.
- 6.1.3 It is also recommended that a part time, advisory 20mph speed limit on Fulwood Road be approved for the same reasons as above

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