



## 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:** *13th March 2024*

**Subject:** *Report objections to the Speed Limit Order for Lodge Moor 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 (<b>report/appendix</b>) is not for publication because it contains exempt information under Paragraph (<b>insert relevant paragraph number</b>) 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 Lodge Moor, report the receipt of objections to the Speed Limit Order and set out the Council’s response.

**Recommendations:**

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

- a) Approve that the Lodge Moor 20mph Speed Limit Order be made, as advertised, in accordance with the Road Traffic Regulation Act 1984.
- b) Note that objectors will then be informed of the decision by the Council's Traffic Regulations team and that 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>Annmarie Johnson</i>
	Climate: Mark Whitworth
	<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	<b>SLB member who approved submission:</b> <i>Kate Martin</i>
3	<b>Committee Chair consulted:</b> <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.
	<b>Lead Officer Name:</b> <i>Lisa Blakemore</i>
	<b>Job Title:</b> <i>Senior Transport Planner</i>
<b>Date:</b> 28/02/2024	

## 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 8<sup>th</sup> 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 53 'sign only' 20mph areas have been completed as well as 12 child safety zones.
- 1.2 The Strategy was updated on 8<sup>th</sup> 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 Fulwood 20mph speed limits was approved at Transport Board in August 2021. The extension to include extra roads in the Lodge Moor Area is expected to be within the agreed budget and any extra funds needed will be requested as part of the Final Business Case process.
- 1.4 This report details the consultation response to the introduction of these 20mph speed limits in Lodge Moor, 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.

### **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 Transport, Regeneration and Climate Policy Committee, local Ward Members and Statutory Consultees have been informed about the proposals.
  - 3.1.1 A consultation letter and A3 colour plan has been sent to each property within the proposed boundary. The plans and detailed of the Speed limit order has also been advertised on the Council's website, which allows residents to view a plan that they can zoom into if they struggle with the paper copy received.

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.

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, 20 of these were formal objections to the scheme. These are presented in Appendix C of this report. The 50 responses of support and other comments for this scheme are detailed in Appendix D.

3.2.2 Several of the objections 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.

3.2.4 Many responses asked about the air quality impact of the scheme. A study by 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 smoothly, 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.

3.2.5 Many of the objections suggested that the reduced speed limit would create more congestion, causing delays and frustration to drivers. Due to current average speeds on these roads, 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.

3.2.6 Many of the objectors were concerned about the impact on buses and bus timetables. The majority of the roads that are within this boundary are not bus routes. The bus operators are one of the Council’s required statutory consultees and have raised no concern/ objection to any of the 20mh schemes. They offered the following response when the Council

was working on the 20mph speed limit strategy:

*“20mph in residential areas does not cause any problems for bus services. Buses should not, and would actually struggle, to achieve more than 20mph on residential roads and in practice are much slower than this. As long as any physical measures placed on bus routes are appropriate i.e. cushions or junction plateaus rather than humps then the PTE and bus operators support reducing vehicle speeds in residential areas to appropriate levels. Buses actually assist in reducing vehicle speeds by slowing traffic and also stopping traffic whilst boarding and alighting and thus act as traffic calming”*

3.2.7 Several objectors asked about the accident statistics that showed that the area needed a 20mph scheme. Paragraph 1.1 details the Council’s proposal to introduce a 20mph limit on all suitable residential roads. Accident statistics are used to prioritise the installation of the zones on a “worst first” basis but inevitably as we work down this list, we will arrive at zones with few accidents and they will be subject to the same proposals. For any resident interested in accidents in their area, [www.crashmap.co.uk](http://www.crashmap.co.uk) is a useful website to use.

3.2.8 Several respondents who were in support of the scheme asked why the end of Blackbrook Road was not included in the scheme boundary. The current 20mph speed limit strategy that this scheme is part of is for residential roads only and this section of Blackbrook Road is rural. This policy is currently being updated and if rural roads are included in its approved version, we can revisit this area when the scheme is reviewed.

Some respondents also asked whether Lodge Lane near Redmires Road could be included in the scheme. If the speed limit was changed to 20mph for this section of road, drivers travelling along Redmires Road and continuing along Lodge Lane would be subjected to 3 different speed limits in a short distance (40mph on Redmires Road, 20mph on the start of Lodge Lane and then the national speed limit further along Lodge Lane). This could lead to confusion. Officers can re-look at this issue if this scheme is approved and on site, in light of the consultation responses received on this matter.

### 3.3 OTHER CONSULTEES

3.3.1 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.

3.3.2 Sustrans did not respond to this consultation

3.3.3 Cycle Sheffield gave the scheme its full support

## **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 Outline Business case for the Fulwood 20mph scheme was approved by the Transport Board in July 2023 and the budget by Finance Committee 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.

- 4.2.2 The extension to include extra roads in the Lodge Moor Area are expected to be within the agreed budget and any extra funds needed will be requested as part of the Final Business Case process.

### **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 Lodge Moor (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.
- 5.2 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.
- 6.2 Having considered the response from the public and other consultees it is recommended that the 20mph speed limit in Lodge Moor be implemented as, on balance, the benefits of the scheme in terms of safety and sustainability are considered to outweigh the concerns raised.

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