

SHEFFIELD CITY COUNCIL Individual Cabinet Member Decision

Report of:	Executive Director, Place
Date:	8 January 2015
Subject:	Sheffield 20mph Speed Limit Strategy: Consultation feedback to the proposed introduction of a 20mph speed limit in Hackenthorpe and the area around London Road
Author of Report:	Simon Nelson, 2736176

Summary:

This report describes the response from residents to the proposal to introduce a 20mph speed limit in Hackenthorpe and the area around London Road, reports the receipt of objections and sets out the Council's response.

Reasons for Recommendations:

Reducing the speed of traffic in residential areas will, in the long term, reduce the number and severity of accidents, reduce the fear of accidents, encourage sustainable modes of travel and contribute towards the creation of a more pleasant, cohesive environment.

Having considered the objections to the introduction of a 20mph speed limit in Hackenthorpe and the area around London Road the officer view is that the reasons set out in this report for making the Speed Limit Order outweigh the objections. The introduction of a 20mph speed limit in these areas would be in-keeping with the City's approved 20mph Speed Limit Strategy.

Recommendations:

- 7.1 Make the Hackenthorpe and London Road area 20mph Speed Limit Orders in accordance with the Road Traffic Regulation Act 1984.
- 7.2 Inform the objectors accordingly.
- 7.3 Introduce the proposed 20mph speed limits.

7.4 Introduce an advisory part-time 20mph speed limit on parts of Beighton Road as shown in Appendix C.

Background Papers: Appendix A: Hackenthorpe consultation leaflet

Appendix B: Sheffield Road/Beighton Road letter

Appendix C: Proposed part-time advisory 20mph speed

limit, Beighton Road

Appendix D: London Road consultation leaflet

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications		
YES Cleared by: Damian Watkinson		
Legal Implications		
YES Cleared by: Nadine Winter		
Equality of Opportunity Implications		
YES Cleared by: Ian Oldershaw		
Tackling Health Inequalities Implications		
NO		
Human rights Implications		
NO:		
Environmental and Sustainability implications		
NO		
Economic impact		
NO		
Community safety implications		
NO		
Human resources implications		
NO		
Property implications		
NO		
Area(s) affected		
Beighton, Birley and Central		
Relevant Cabinet Portfolio Leader		
Jayne Dunn		
Relevant Scrutiny Committee if decision called in		
Culture, Economy and Sustainability		
Is the item a matter which is reserved for approval by the City Council?		
NO		
Press release		
YES		

SHEFFIELD 20MPH SPEED LIMIT STRATEGY: CONSULTATION FEEDBACK TO THE INTRODUCTION OF A 20MPH SPEED LIMIT IN HACKENTHORPE AND THE AREA AROUND LONDON ROAD

1.0 **SUMMARY**

1.1 This report describes the response from residents to the proposal to introduce a 20mph speed limit in Hackenthorpe and the area around London Road, reports the receipt of objections and sets out the Council's response.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE?

2.1 Reducing the average speed of drivers in residential areas is expected, over time, to bring about a reduction in the number and severity of traffic accidents, thus helping to create safe and secure communities. Implementing the 20mph speed limits described in this report together with an ongoing programme of publicity and driver education would contribute to the creation of a safer residential environment and a Great Place to Live. The response to the consultation contributes to the working better together value of the Council Plan Standing up for Sheffield.

3.0 **OUTCOME AND SUSTAINABILITY**

- 3.1 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:
 - the 'sustainable and safe transport' objective of the Corporate Plan;
 - Policy W of the Sheffield City Region Transport Strategy 2011-2026 (To encourage safer road use and reduce casualties on our roads);
 - the Council's Vision For Excellent Transport In Sheffield (a better environment: a healthier population; a safer Sheffield); and
 - the Fairness Commission's recommendation for a 20mph speed limit on all residential roads in Sheffield.

REPORT 4.0

Introduction

4.1

In February 2011, Full Council adopted the following 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 Sheffield¹. The first seven areas were introduced during the financial

Sheffield City Council - Meeting of Cabinet Highways Committee on Thursday 8 March 2012

- years 2013/14 and 2014/15. These speed limits are indicated by traffic signs and road markings only, that is, they would not include any additional 'physical' traffic calming measures such as road humps.
- 4.2 The programme for 2014/15 was approved by the Highway Cabinet member on 6 February 2014 and comprised seven areas. Hackenthorpe and the area around London Road are the last two within this year's programme to be submitted for approval for introduction this financial year.
- 4.3 The intention to introduce a 20mph Speed Limit Order in Hackenthorpe and the area around London Road has now been advertised. The responses received are set out below. All written comments are available to view on request.

The introduction of a 20mph Speed Limit in Hackenthorpe

- 4.4 Approximately 3250 properties have received a leaflet informing about the intention to introduce a 20mph limit (see Appendix A).
- 4.5 19 people have written or telephoned to express their support for the 20mph limit. One resident has objected:
 - "It is my view that these proposals are wholly disproportionate response to any perceived issues with the current speeds limits. 30mph is perfectly adequate for this residential area any restrictions would be almost impossible to monitor/police."
- 4.6 Sheffield Road and Beighton Road, one of two through routes that divide the area (the other being Birley Spa Lane) were originally omitted from the potential 20mph area. Local ward members felt that residents should be consulted on their inclusion. A further letter was delivered to all properties in the area explaining this additional proposal (see Appendix B).
- 4.7 28 people have contacted the council to support the inclusion of Sheffield Road and Beighton Road.
 - "I feel it would be a much safer option for the numbers of children who have to walk this route to and from school or reach public transport in order to travel to school. As a resident overlooking Sheffield Rd I also feel it would make a great improvement to the surrounding environment."
 - The Cycle Touring Club has indicated their support for this proposal.
- 4.8 Eight objections have been received. Many people, both for and against, feel that traffic calming and enforcement would also be needed if drivers are to slow down.
- 4.9 Six people, including five of the objectors suggested that a part-time, localised 20mph limit centring on the entrance to Rainbow Forge school would be more appropriate than a blanket 20mph limit on Sheffield Road and Beighton Road.

4.10 The head teacher at Rainbow Forge Primary School has made the following statement:

"As a school with a main entrance on to Beighton Road, we fully support the proposed 20mph speed limit. The road is a bus route and is very busy at peak hour times. Our parents park on the road as we have no parking area, so this adds to the congestion during school drop off and pick up. During this time there have been numerous near misses or minor accidents and the speed of drivers is usually the cause.

Not only are parents trying to safely help their children in and out of the parked cars, we also have a number of families and older children who walk along the road, or who need to cross the road on their journey home. Our most recent 'travel to school survey' (January 2012) showed that the vast majority of our pupils (71%) walk to school. A lower speed limit, both on Beighton Road and in the wider Hackenthorpe area, would make this journey safer for our children and families, reducing anxiety for parents and help to ensure that no one is injured. We hope that this will help encourage more pupils and parents to walk to school in future.

4.11 South Yorkshire Police has formally objected to the inclusion of Beighton Road and Sheffield Road:

"[Available speed data] shows that the speeds on Beighton Road and Sheffield Road do not fall within the DFT recommended guidelines of 24mph. In fact all three sets old data show that well over 50% of vehicles exceed the current 30mph speed limit on this road with the 85th %ile travelling 37mph/38mph.

There is obviously a long term issue with speed on this road. I also noticed that there is a vehicle activated sign on Beighton Road, which would confirm this. Within the guidance for setting local speed limits, it does state that where there is poor compliance with an existing speed limit on a road, or stretch of road, the reason for the non-compliance should be examined before a solution sought.

I visited the site last week and followed vehicles travelling up and down the road. The speed of the vehicle in front going uphill from Moss Way was in the region of 32 to 35mph. However, vehicles travelling down the bottom section towards Moss Way were in excess of 50mph. I would say, that the road layout on this bottom section of Beighton Road did not make this speed feel uncomfortable at that time.

As this proposed extension to the 20mph zone is unlikely to be self-enforcing without some major engineering works, and does not fall anywhere near the DFT recommended guidelines of 24mph, and that to achieve compliance there should be no expectation on the police to provide additional enforcement beyond their routine activity. I feel that we must formally object to this section of Sheffield Road and Beighton Road being included within the 20mph zone."

4.12 The police have also reviewed the proposals for the remainder of the Hackenthorpe area and identified Main Street as a road on which they feel drivers' speeds may not reduce after the reduction of the signed 20mph limit. The speeds on Main Street will be monitored before and after implementation of the scheme. If in time speeds remain unaltered additional measures will be considered to improve compliance with the new limit.

Discussion

- 4.13 Whilst acknowledging that people contacting the council to express a view regarding the proposals for Sheffield Road and Beighton Road have generally been supportive, officers share the concerns of the police and objectors regarding its inclusion within the 20mph speed limit area.
- 4.14 The relevant Department for Transport guidance notes the importance of existing speeds when designating new speed limits: "If the mean speed is already at or below 24 mph on a road, introducing a 20 mph speed limit through signing alone is likely to lead to general compliance with the new speed limit." (DfT Circular 01/2013)

However it goes on to describe a variety of competing factors and demands that a local authority should take into consideration when considering altering a speed limit and advises that these may be weighted differently according to the particular location in question.

"Sometimes a decision about a road's primary or most important function needs to be taken... Fear of traffic can affect peoples' quality of life and the needs of vulnerable road users must be fully taken into account in order to further encourage these modes of travel and improve their safety. Speed management strategies should seek to protect local community life."

4.15 Officers have canvassed colleagues at comparable authorities to see how they interpret the DfT guidance regarding the existing average speeds. Responses have been received from Bristol and Nottingham City Councils. Neither authority would introduce a 20mph on to roads where existing average speeds exceed the recommended 24mph without complementary measures such as additional road signs and markings to help slow traffic.

On roads that speeds may be higher than recommended, we have stressed that the roads will need consideration for additional measures and without these speeds are unlikely to decrease.

Nottingham City Council

4.16 Speed limits should both reflect the character of the road to which they apply but be realistic. The existing speeds on Sheffield Road and Beighton Road are so far above the maximum recommended by the Department for Transport. In the absence of funding for complementary traffic calming measures a 20mph limit would be artificially low and likely to result in excessive abuse and bring 20mph limits in general into disrepute the existing speeds.

- 4.17 Whilst officers cannot recommend the introduction of a 20mph speed limit along the full length of Sheffield Road and Beighton Road, improving the safety of school children remains one of the key objectives of the Sheffield 20mph Speed Limit Strategy. The Strategy expressly provides for the introduction of a localised, part-time speed limit around the entrance to a school that is located on a road that is otherwise unsuitable for a 20mph speed limit. This is the approach that officers recommend the introduction of a part time, advisory 20mph speed limit centred around the entrance to Rainbow Forge Primary School as shown in Appendix C.
- 4.18 There is no footway on the south side of Sheffield Road from Christchurch Hackenthorpe Church, east for a distance of approximately 100m. There is an opportunity to improve pedestrian accessibility of the area through the provision of a small build out at each end of the section without footway to make it easier and safer for people to cross to the footway on the north side of Sheffield Road. Officers will ask that consideration be given to funding the provision of these build outs from the Streets Ahead Enhancement block of the Local Transport Plan.

The introduction of a 20mph Speed Limit in the London Road area

- 4.19 Leaflets have been delivered to 1650 properties (Appendix D). Five people have contacted the Council, four in support:
 - "Received a leaflet and am completely for it! I live on Fairbank Rd and drivers use it as a cut through speedway! Children play everywhere and I regularly see careless drivers race up the road, mostly taxi drivers!"
- 4.20 One objection has been received. The objector feels that the scheme would not achieve anything and would be a waste of money. The objection was made in a telephone call; the resident was advised to put her objection in writing but this has not so.
- 4.21 South Yorkshire Police have reviewed the proposals for the London Road area and identified Alderson Road as a road on which they feel drivers' speeds may not reduce after the reduction of the signed 20mph limit. The speeds on Alderson Road will be monitored before and after implementation of the scheme. If in time speeds remain unaltered additional measures will be considered to improve compliance with the new limit.

Other Consultees

4.22 The Head of the Road Policing Group has issued the following statement on behalf of South Yorkshire Police:

"The South Yorkshire Safer Roads Partnership has worked hard to achieve significant reductions in the numbers of collisions on our local roads. We have achieved all our agreed targets in reducing the number of people who are killed or seriously injured over the last few years however, we know that this success brings little comfort to the individuals, friends and families of those who are victims of such collisions.

It is well known that speed is a primary cause of collisions that result in death or serious injury and pedestrians and cyclists are the most vulnerable road users when in the presence of speeding vehicles. Within our local residential areas we know that the collision rates, when these factors come into play, are too high and need to be addressed.

South Yorkshire Police working alongside their colleagues in the Safer Roads partnership shares the clear commitment to address the causes of collisions and support new initiatives that help to achieve this goal."

- 4.23 No response has been received from South Yorkshire Fire and Rescue Service or the Yorkshire Ambulance Service.
- 4.24 South Yorkshire Passenger Transport Executive has indicated its support in principle for the 20mph Speed Limit Strategy. It has consulted with bus operators about the proposals and has received no objections.

Summary

- 4.25 The key to realising substantially lower speeds on our residential roads lies in affecting a fundamental shift in attitude. The aim therefore is to build a widespread and longstanding community acceptance that 20mph is the appropriate maximum speed to travel in residential areas. Ultimately, the success or otherwise of these schemes lies primarily in the hands of the residents of this area.
- 4.26 Having considered the objections to the introduction of a 20mph speed limit in Hackenthorpe and the London Road area the officer view is that, with the exception of Sheffield Road and Beighton Road in Hackenthorpe, the reasons set out in this report for making the Speed Limit Orders outweigh the objections. It is recommended that the proposals set out in this report be approved in order to continue the delivery of the 20mph Speed Limit Strategy.

Relevant Implications

4.27 The cost to implement these schemes is estimated to be £71,000 for Hackenthorpe (including a part-time advisory 20mph speed limit on Beighton Road) and £43,000 for the London Road area. In addition the commuted sums for these schemes, covering future maintenance, have been estimated at £30,330 for Hackenthorpe and £22,230 for the London Road area. A total of £166,650. These schemes are to be funded by part of an overall £410k allocation of Local Transport Plan (LTP) funding for 2014/15 for 20mph works. The scheme costs will be charged to BU97985.

The total capital costs of the other schemes in the 20mph is £172k which means a total of £338k of the £410k allocation will be committed. The commuted sums for other projects in this programme have not yet been confirmed. Therefore it is possible that when the commuted sums are confirmed there will not be sufficient funding to deliver all the schemes. If this is the case, the current approvals for the citywide 20mph block will need to

be varied through the ITA. This variation will be to increase the amount available to spend on 20mph speed limit schemes in Sheffield by the required amount. Should this additional allocation not be approved, the 2014/15 the 20mph schemes will have to be prioritised and delivery delayed until sufficient funding is identified. Any agreed funding increases which lead to an overall increase in capital expenditure on the citywide 20mph block will be brought forward for authorisation through the Capital Approvals Process.

4.28 The Council as local highway authority have the power to vary speed limits on roads, other than trunk or restricted roads by making traffic regulation orders under section 84 of the Road Traffic Regulation Act 1984. If the Council is minded to implement 20 mph restrictions on Sheffield Road and Beighton Road, 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 representatives.

The Council must also have regard to the Department for Transport national policy, which encourages local authorities to consider implementing 20mph speed limits in residential areas. This policy also recognises that traffic authorities have powers to introduce 20 mph speed limits, where a school is located on a road that is not suitable for a full-time 20 mph limit, that apply only at certain times of day. In support of this, the Secretary of State has provided a special authorisation for every traffic authority to place an advisory part-time 20 mph limit sign, with flashing school warning lights.

The Council has received an objection from the Police who are not supportive of the approach the Council is taking with regard to the proposal to introduce 20 mph speed limit on Sheffield Road and Beighton Road. The Council needs to consider whether the objection outweighs the benefits of introducing the speed restriction. In reaching this decision the Council must be mindful that 20 mph speed limits are intended to be largely self-enforcing and that general compliance of a 20 mph restriction needs to be achievable without a disproportionate reliance on enforcement. The Council must also be satisfied that the proposed restriction will secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians). Provided the Council is so satisfied, it is acting lawfully and within its powers.

- 4.29 An Equality Impact Assessment was conducted for the September 2012 report and concluded that safer roads and reduced numbers of accidents involving traffic and pedestrians would fundamentally be positive for all local people regardless of age, sex, race, faith, disability, sexuality, etc. However, the most vulnerable members of society (i.e. the young, elderly, disabled and carers) would particularly benefit from this initiative. No negative equality impacts were identified.
- 5.0 ALTERNATIVE OPTIONS CONSIDERED
- 5.1 In the case of Sheffield Road and Beighton Road consideration has been given to two alternative options to that recommended in this report. The first, to introduce a 20mph limit along the full length of Sheffield Road and

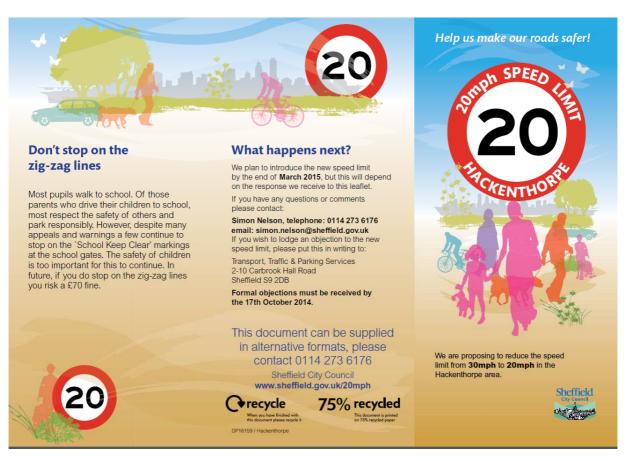
Beighton Road as advertised has been discussed in paragraph 4.13 to 4.16 above. The introduction of a *mandatory* part-time 20mph speed limit in the area around the Beighton Road entrance to Rainbow Forge school has also been explored and discounted to the disproportionately high cost involved in providing the correct variable message signing required to render the limit legally enforceable.

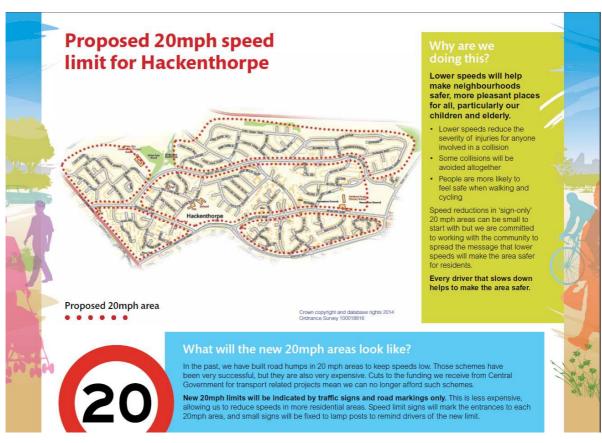
- The other objections relate to the principle of introducing sign-only 20mph speed limits into residential areas, and therefore the approved Sheffield 20mph Speed Limit Strategy. As such, no alternative options have been considered. Speeds will be monitored and the addition of further measures will be considered if appropriate, as outlined in 4.12 and 4.21 above.
- 6.0 REASONS FOR RECOMMENDATIONS
- 6.1 Reducing the speed of traffic in residential areas will, in the long term, reduce the number and severity of accidents, reduce the fear of accidents, encourage sustainable modes of travel and contribute towards the creation of a more pleasant, cohesive environment.
- Having considered the objections to the introduction of a 20mph speed limit in Hackenthorpe and the London Road area the officer view is that the reasons set out in this report for making the Speed Limit Order outweigh the objections. The introduction of a 20mph speed limit in these areas would be in-keeping with the City's approved 20mph Speed Limit Strategy.
- 7.0 RECOMMENDATIONS
- 7.1 Make the Hackenthorpe and London Road area 20mph Speed Limit Orders in accordance with the Road Traffic Regulation Act 1984.
- 7.2 Inform the objectors accordingly.
- 7.3 Introduce the proposed 20mph speed limits.
- 7.4 Introduce an advisory part-time 20mph speed limit on parts of Beighton Road as shown in Appendix C.

Simon Green Executive Director, Place

23 December 2014

APPENDIX A





APPENDIX B

Regeneration and Development Services

Director: David Caulfield, RTPI

2-10 Carbrook Hall Road · Sheffield · S9 2DB

E-mail: simon.nelson@sheffield.gov.uk

Website: www.sheffield.gov.uk

Officer: Simon Nelson Tel: (0114) 2736176 Ref: SD/LT136/SN01 Date: 09 October 2014

Dear Sir or Madam

20mph Speed Limits in Sheffield

Lower speeds reduce the number of traffic accidents and the severity of injuries. Lower vehicle speeds in our residential areas will help make neighbourhoods safer places for all residents. In common with many other cities, Sheffield City Council has adopted the principle that it is inappropriate for minor roads to be subject to the same speed limit as A- and B-roads. We believe that the maximum acceptable speed on residential roads should be 20mph and we are in the process of introducing a lower speed limit in residential areas across the city. By March 2016 approximately a third of our residential roads will be subject to a 20mph limit with more areas to be added in the coming years.

Speed reductions in sign-only 20mph areas can be small to start off with but we are committed to working with the community to spread the message that every driver that slows down helps to make our community safer.

Hackenthorpe 20mph speed limit

At the end of September we delivered a leaflet to properties in parts of Hackenthorpe explaining a proposal to introduce a 20mph speed limit in the area. Councillor Jack Scott, the Council Cabinet Member with responsibility for road safety, will consider the responses to the proposal and make a final decision about whether the scheme should go ahead later this year.

Sheffield Road and Beighton Road

The proposals for Hackenthorpe did not include altering the speed limit on Sheffield Road and Beighton Road. Your local councillors feel that this should also be included and have asked me to formally advertise the intention to introduce a 20mph limit on these roads and invite residents to comment (see the attached plan).

There are arguments for and against reducing the speed limit on Sheffield Road and Beighton Road. On the one hand it is not a purely residential road but a bus route and a main road through the area. As such some may feel that 30mph is the

appropriate limit. On the other hand lower speeds would make it easier and safer for people to cross. The main entrance to Rainbow Forge Primary School is on Beighton Road and a reduction in traffic speeds would undoubtedly be welcomed by the school community.

Please contact me on the above telephone number or email address if you have any questions or wish to express your support for the introduction of a 20mph speed limit on Sheffield Road and Beighton Road.

If you wish to lodge an objection you must do so in writing, either by email or by writing to me at Transport, Traffic and Parking Services, 2-10 Carbrook Hall Road, Sheffield, S9 2DB. **Any objections must be received by Friday 7 November 2014**.

Yours faithfully

Simon Nelson,

Transport, Traffic & Parking Services

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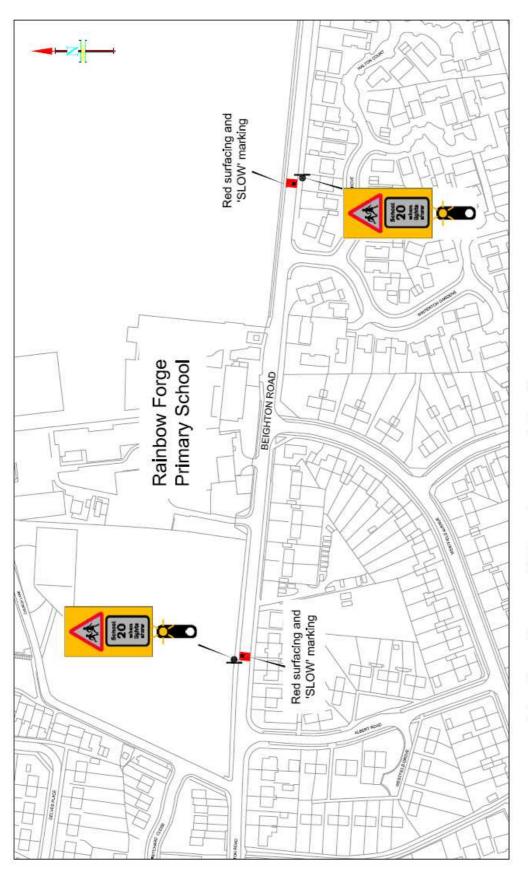
APPENDIX C

Not to scale

Sheffield City Council

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Drawn by: STmon Nelson, December 2014



Hackenthorpe 20mph speed limit Rainbow Forge Primary School advisory part-time 20mph speed limit

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APPENDIX D

