

SHEFFIELD CITY COUNCIL Individual Cabinet Member Decision

Report of:	Executive Director, Place 17 November 2015		
Date:			
Subject:	Sheffield 20mph Speed Limit Strategy: Responses to a proposal to introduce a 20mph speed limit in Stannington, Gleadless Valley and the area around Sheffield Park Academy		
Author of Report:	Simon Nelson, 2736176		

Summary:

This report describes the response from residents to the proposal to introduce a 20mph speed limit in Stannington, Gleadless Valley and the area around Sheffield Park Academy, 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 Stannington and Gleadless Valley 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 Stannington, Gleadless Valley and the Sheffield Park Academy 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 Stannington Road as shown in Appendix C.

Background Papers: Appendix A: Stannington consultation leaflet

Appendix B: Requested extensions to the Stannington

20mph speed limit area

Appendix C: Advisory 20mph speed limit on Stannington

Road

Appendix D: Gleadless Valley consultation leaflet

Appendix E: Sheffield Park Academy consultation leaflet

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications				
YES Cleared by: Damian Watkinson				
Legal Implications				
YES Cleared by: Paul Bellingham				
Equality of Opportunity Implications				
YES Cleared by: Annemarie Johnston				
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				
Stannington, Gleadless Valley and Manor Castle				
Relevant Cabinet Portfolio Leader				
Councillor Terry Fox				
Relevant Scrutiny Committee if decision called in				
Economic and Environmental Wellbeing				
Is the item a matter which is reserved for approval by the City Council?				
NO				
Press release				
YES				

SHEFFIELD 20MPH SPEED LIMIT STRATEGY:
RESPONSES TO A PROPOSAL TO INTRODUCE A 20MPH SPEED LIMIT IN
STANNINGTON, GLEADLESS VALLEY AND THE AREA AROUND SHEFFIELD
PARK ACADEMY

1.0 SUMMARY

- 1.1 This report describes the response from residents to the proposal to introduce a 20mph speed limit in Stannington, Gleadless Valley and the area around Sheffield Park Academy, and 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.

4.0 REPORT

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. A total of 15 20mph areas were introduced in financial years 2013/14 and 2014/15. Each speed limit is indicated by traffic signs and road markings only, that is, they do not include any additional 'physical' traffic calming measures (such as road humps).

- 4.2 The Strategy was updated and the programme for 2015/16 was approved by the Highway Cabinet member on 8th January 2015². That programme comprised the three areas that are the subject of this report.
- 4.3 The intention to introduce a 20mph Speed Limit Order in Stannington, Gleadless Valley and the area around Sheffield Park Academy. The responses received are summarised below. All written comments are available to view on request.

The introduction of a 20mph Speed Limit in Stannington

- 4.4 Leaflets have been delivered to 4,473 properties informing residents about the intention to introduce a 20mph limit (see Appendix A).
- 4.5 42 people have written or telephoned to express their support for the 20mph limit.
 - "This is an excellent initiative and I fully support the proposal. It will undoubtedly increase safety in the area, providing of course road users adhere to the new regulations."
- 4.6 Messages of support have also been received from the Headteachers of Forge valley School and Stannington Infants School.
 - "I am in total agreement regarding this proposal. The speed of traffic outside school is not acceptable despite the existing measures to reduce speed."
- 4.7 Of those in support of the scheme several requested the expansion of the area to include the remainder of Roscoe Bank (15 people), Tofts Lane (three people) and Oldfield Road (four people), all on the western approaches to Stannington (see Appendix B).

Officer Comment:

Tofts Lane and th

Tofts Lane and the remainder of Roscoe Bank are for the most part narrow country lanes. As such it is understandable why vehicle speeds would be of concern to residents, walkers and visitors to the Rivelin Pub and Rivelin allotments. However, the implementation of the Sheffield 20mph Speed Limit Strategy is expressly limited to an urban environment with no provision to roll out the lower limit into the rural parts of the city.

Oldfield Road is similar in character to Stannington Road which it adjoins. Stannington Road is to be omitted from the scheme for the reasons set out in paragraph 4.8 below and officers suggest that Oldfield Road is also ill-suited

¹ Sheffield City Council - Meeting of Cabinet Highways Committee on Thursday 8 March 2012

² Sheffield City Council - Highway Cabinet Member Decision Session on Thursday 8 January 2015

to the introduction of a 20mph limit: it is a relatively wide, straight commuter route and to the west the current 30mph limit changes to a de-restricted limit. Speed limits should be realistic and reflect the character of the road to which they apply but. In the case of Oldfield Road officers suggest that 30mph remains the appropriate speed limit and that a 20mph limit would be artificially low, likely to result in excessive abuse and bring 20mph limits in general into disrepute. South Yorkshire Police have objected to the introduction of a 20mph limit on similar roads in the past.

4.8 A number of people queried the omission of Stannington Road itself, particularly the section that runs past the entrance to the infant school and the nearby junction with Acorn Drive which leads to the entrance of Nook Lane Junior School. Councillor David Baker has also commented on this:

"I believe this proposal will be supported by a majority of Stannington residents. It would be appropriate if the zone was extended to include the short piece of Stannington Road that runs past Stannington Infants School and the junction leading to Nook Lane"

Officer comment:

Whilst understanding why some would like to see Stannington Road within the 20mph limit, officers feel that its inclusion within a mandatory, permanent 20mph speed limit area would be inappropriate due to its function as a strategic, classified distributor road and major bus route.

Although officers cannot recommend the introduction of a 20mph speed limit along the full length of Stannington 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 localised, part-time advisory speed limits around the entrance to schools that are located on roads that are 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 on the entrance to Stannington Infant School as shown in Appendix C.

- 4.9 Eight residents have objected to the introduction of a 20mph speed limit in Stannington. The grounds for these objections tend to relate to the principle of 20mph speed limits in residential areas and are summarised below.
 - a) A 20mph limit is unnecessary. It is a waste of money. "The next step will be for someone to walk in front of a car with a red flag. Please someone have a reality check."

Officer comment:

In common with many other local authorities throughout the country the Council is attempting to redefine what is considered to be the appropriate speed to drive at in residential areas by introducing 20mph limits. 30km/h (18mph) speed limits are rapidly becoming the norm in residential areas throughout Europe. The long term goal is to reduce

the fear of accidents, reduce the number and severity of actual accidents and make the streets of Sheffield a more pleasant place to be.

b) There is no significant accident record; what accidents there have been are scattered and provide no clear evidence of any specific black spot. Some parts of Stannington have had no accidents in the past five years

Officer comment:

The 20mph Speed Limit Strategy is not intended to be a way of dealing with specific accident problems. As described above it is an attempt to change the driving culture in residential areas, to reduce the sometimes intimidatory impact of traffic on our neighbourhoods. The Council continues to invest in Accident Saving Schemes and road safety education, training and publicity targeted primarily at locations with areas with the highest number of accidents.

c) The limit will increase accidents due to driver frustration

Officer comment:

Officers are unaware of any evidence that supports the assertion that the introduction of lower speed limits in residential areas results in an increase in the number of traffic accidents.

d) The introduction of the limit would not achieve the stated aims

Officer comment:

The evidence base on which Councillors made their decision to introduce this 20mph speed limit is set out in the March 2012 report to CHC which explains the likely effects of introducing a 20mph speed limit in residential areas on vehicle speed and accident rates. Councillors have been made fully aware that any initial reductions in speed are likely to marginal, perhaps 1 or 2mph (but by as much as 4mph on some faster roads) and that to be successful a critical mass of drivers need to convert supportive sentiments into actions.

e) Unless there is enforcement there will be no deterrent to speeding

Officer comment:

The success of the 20mph Speed Limit Strategy hinges on the willingness of the Sheffield public to alter their own behaviour when driving in these areas. That will not be achieved by traffic signs and road markings alone. The roll out of the strategy will be backed up with long-term investment in both driver and community education with publicity to keep the focus on driving behaviour in all residential areas whether or not they are subject to a 20mph limit. It may be possible to

realise a short-term, marginal adjustment in behaviour amongst some drivers simply by erecting the '20' signs, but it will be a far lengthier project to achieve the goal of a fundamental change in driving behaviour.

f) The money should be spent elsewhere, such as on the running of Stannington Library or providing more off-street parking around Stannington shops

Officer comment:

The funding being used for this 20mph schemes is provided by central government through the Local Transport Plan and must be used to fund new capital highway works.

g) "It seems you have no intention of paying heed to people's objections as you have put up notices already saying it is to be implemented!"

Officer comment:

The decision making process that led to this area being selected is explained in the introduction to this report. By approving the 20mph Speed Limit Strategy and advertising 'the intention to introduce a 20mph Speed Limit Order' it is correct that the Council would like to introduce this scheme. However, Members have said that they would not seek to impose the limit on an area whose residents clearly do not support it.

h) The proposal would unnecessarily cause an increase in fuel usage and therefore fuel cost to vehicle owners. It would result in inefficient vehicle operation and therefore cause an increase in the cost of maintenance to vehicle owners.

Officer comment:

At lower, steadier speeds more cars can safely occupy the same road space. That said, it is not anticipated that this scheme materially contribute to any congestion that does occasionally occur.

Studies of the impact of physical traffic calming on vehicle emissions tend to agree that calming can cause a decrease in nitrous oxide emissions but an increase in carbon monoxide, carbon dioxide, oxides of nitrogen and hydro carbon emissions. This is primarily due to drivers slowing down and speeding up between calming features.

At a constant lower speed a driver will generally use less fuel, but it would be misleading to suggest that there would be an immediate reduction in vehicle exhaust emissions resulting solely from the introduction of 20mph limits. In the short-term, the small reductions in speed initially produced by sign-only 20mph speed limits are unlikely to effect vehicle emissions to any appreciable degree. A study of the

impact of the introduction of [un-calmed] 30km/h speed limits on vehicle exhaust emissions³ concluded that "... emissions of most classic pollutants should not be expected to rise or fall dramatically".

i) Traffic is already unnecessarily slowed by road speed humps on both Wood Lane and Stannington Road. The humps are too severe and should be removed

Officer comment:

These humps were installed several years ago as a road safety measure on roads close to schools on which vehicle speeds were deemed to be inappropriately high. Following recent resurfacing works a number of people contacted the Council to complain that the humps are too severe. This matter has previously been referred to Amey to investigate and make alterations if necessary.

The introduction of a 20mph Speed Limit in the Gleadless Valley area

- 4.10 Leaflets have been delivered to 2,339 properties (Appendix D). Councillor McDonald has written welcoming the proposal, but no residents have contacted the Council to register their support for the new limit.
- 4.11 One objection has been received. The objector feels that the scheme would not achieve anything and would be a waste of money.

The introduction of a 20mph Speed Limit in the area around Sheffield Park Academy

4.12 643 properties have received a leaflet (Appendix E). One resident has contacted the Council to express their support, in addition to which the Head of Sheffield Park Academy School has written:

"Excellent news. Sheffield Park Academy is fully supportive of the 20MPH Zone. We (Staff, Governors, Parents and Students) feel strongly that it is needed in order to provide a safer environment for our children and those who attend neighbouring primary schools when they are travelling to and from school."

4.13 No objections have been received.

Other Consultees

4.14 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

³ Impact of 30 km/h zone introduction on vehicle exhaust emissions in urban areas (Luc Int Panis, Steven Broekx, Carolien Beckx; Belgium, 2006)

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."

The police will review the proposals and vehicle speed data for each of the areas as part of the Road Safety Audit process. Speeds will continue to be monitored on any roads on which they feel drivers' speeds may not reduce after the reduction of the 20mph limit. If in time speeds remain unaltered additional measures will be considered to improve compliance with the new limit.

- 4.15 No response has been received from South Yorkshire Fire and Rescue Service or the Yorkshire Ambulance Service.
- 4.16 South Yorkshire Passenger Transport Executive has indicated its support in principle for the 20mph Speed Limit Strategy and neither they nor the bus operators have any "major concerns from an operational point of view" about the three schemes referred to in this report.

Summary

- 4.17 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.
- 4.18 Having considered the objections to the introduction of a 20mph speed limit in Stannington and Gleadless Valley the officer view is that 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

4.19 The costs to associated with these schemes is estimated to be as follows:

	Cost of design and implementation	Commuted sum for future maintenance	Total
Stannington (including a part-time advisory 20mph speed limit on part of Stannington Road)	£87,500	£64,000	£151,500.00
Gleadless Valley	£53,000	£37,000	£90,000.00
Sheffield Park Academy	£37,500	£25,000	£62,500.00
			£306,000.00

These schemes are to be funded by part of an overall £400k allocation of Local Transport Plan (LTP) funding for 2015/16 for 20mph works. The scheme costs will be charged to BU 97985.

4.20 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. 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 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 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.

4.21 An Equality Impact Assessment (EIA) was conducted and signed off for the report of 8th January 2015 which sought approval for the 2015/16 programme and updated Strategy. The EIA 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 Stannington 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 Stannington Road as advertised has been discussed in paragraph 4.8 above. The introduction of a *mandatory* part-time 20mph speed limit in the area around the entrance to Stannington infant 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 4.14 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.
- 6.2 Having considered the objections to the introduction of a 20mph speed limit in Stannington, and Gleadless Valley 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.

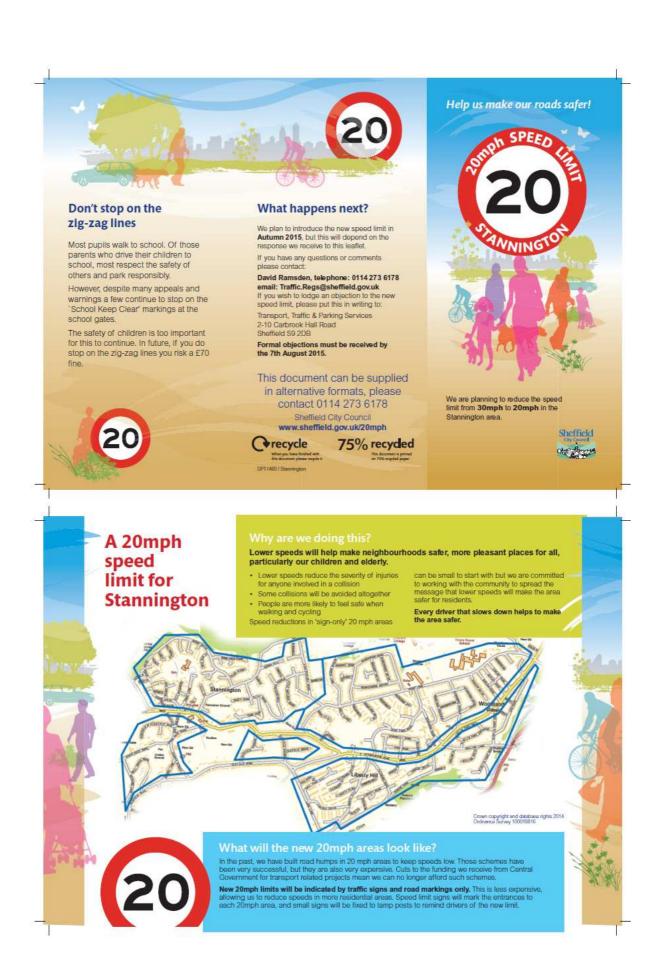
7.0 RECOMMENDATIONS

- 7.1 Make the Stannington, Gleadless Valley and Sheffield Park Academy 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 Stannington Road as shown in Appendix C.

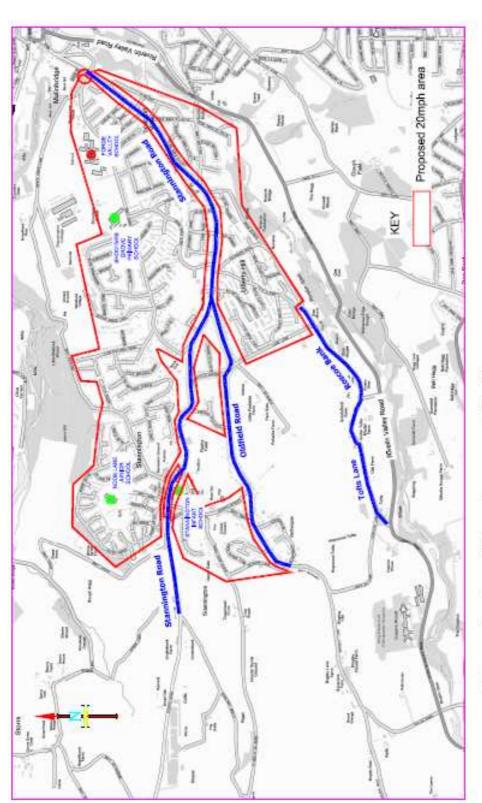
Simon Green Executive Director, Place

12 October 2015

APPENDIX A



APPENDIX B



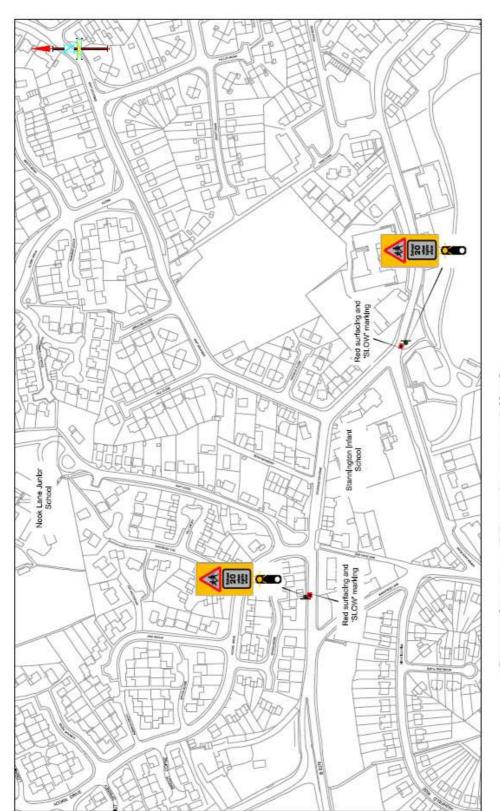
Stannington 20mph speed limit Oldfield Road, Roscoe Bank and Tofts Lane Location Plan

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APPENDIX C

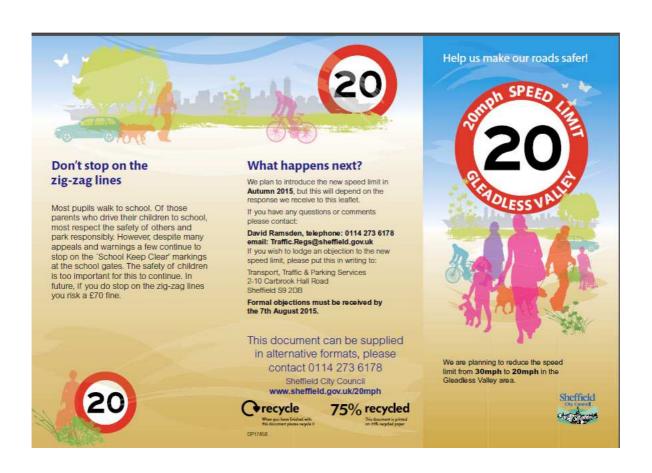


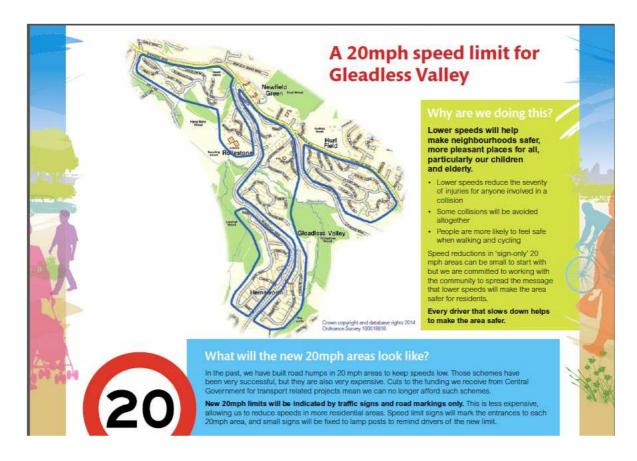
Stannington 20mph speed limit Stannington Infant School advisory part-time 20mph speed limit

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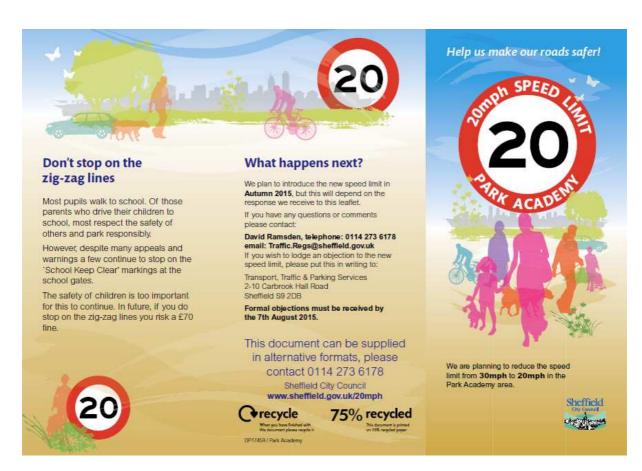
Sheffield City Council

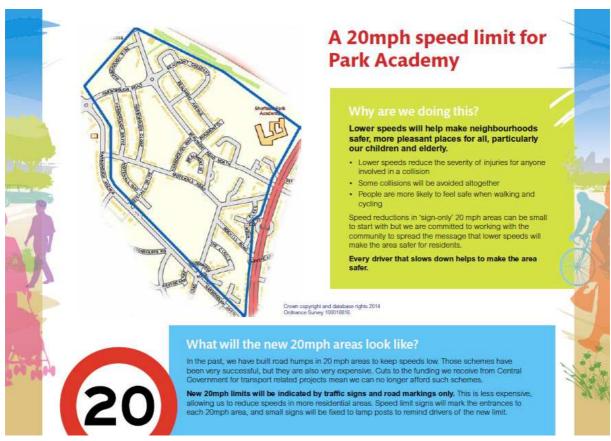
APPENDIX D





APPENDIX E





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