Agenda Item 4



Author of Report: Simon Nelson

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Report of:	Executive Director, Place			
Report to:	Cabinet Member for Infrastructure and Transport			
Date of Decision:	13 April 2017			
Subject:	Sheffield 20mph Speed Limit Strategy: Responses to a proposal to introduce a 20mph speed limit in Meadowhead and Greenhill			
Is this a Key Decision? If Yes, reason Key Decision: Yes No X				
- Expenditure and/or savings over £500,000				
- Affects 2 or more Wards	5			
Cabinet Member Portfolio:	Infrastructure and Transport			
Scrutiny and Policy Economic and Environmental Wellbeing Development Committee:				
Has an Equality Impact Assessment (EIA) been undertaken?				
If YES, what EIA reference number has it been given? 473				
Does the report contain confidential or exempt information?		Yes No X		
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:				
"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."				

Purpose of Report:

This report describes the response from residents to the proposed introduction of a 20mph speed limit in Meadowhead and Greenhill, reports the receipt of objections and sets out the Council's response.

Recommendations:

- 7.1 Uphold in part the objection to the inclusion of Hemper Lane and Bradway Road within the 20mph Speed Limit Order as described in paragraph 3.8 below.
- 7.2 Make the Meadowhead and Greenhill 20mph Speed Limit Order in accordance with the Road Traffic Regulation Act 1984 and inform the objectors accordingly.
- 7.3 Submit a proposal to affect the necessary works to introduce the proposed 20mph speed limit in accordance with the Capital Gateway Process.
- 7.4 Advertise the intention to introduce a 20mph speed limit on Bocking Lane between Allenby Close and Reney Road and report the receipt of any objections to the Cabinet Member for Infrastructure and Transport.
- 7.5 In the event that no objections to the introduction of a 20mph speed limit on the roads described in paragraph 7.4 above are received, submit a proposal to effect the necessary works to introduce the proposed 20mph speed limits in accordance with the Capital Gateway Process.

Background Papers: N/A

Lea	Lead Officer to complete:-			
ii ii F k	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: Julie Currie		
		Legal: Richard Cannon		
		Equalities: Annmarie Johnston		
	Legal, financial/commercial and equalities in the name of the officer consulted must be in	mplications must be included within the report and acluded above.		
2	EMT member who approved submission:	Mick Crofts		
3	Cabinet Member consulted:	Councillor Mazher Iqbal		
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 Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.			
	Lead Officer Name: Tom Finnegan-Smith	Job Title: Head of Strategic Transport and Infrastructure		
	Date: 5 April 2017			

1.0 PROPOSAL

- 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 seventeen 20mph areas have now been completed, with an eighteenth about to be introduced. Each speed limit is indicated by traffic signs and road markings only. They do not include any 'physical' traffic calming measures (such as road humps).
- 1.2 The Strategy was updated on 8th January 2015², 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 Final Business Case for the 2016/17 20mph speed limit programme was approved by the Thriving Neighbourhood and Communities Programme Board on 10 January 2017 and included an allowance for design of and consultation on the Meadowhead and Greenhill 20mph area scheme. Delivery of the scheme would be subject to sufficient funding being available in 2017/18 20mph programme.
- 1.4 This report describes the response from residents to the advertisement of the intention to introduce a 20mph speed limit order in parts of Meadowhead and Greenhill, reports the receipt of objections and sets out the Council's response.

2.0 HOW DOES THIS DECISION CONTRIBUTE?

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, helping to create 'safe and secure communities'. Implementing the 20mph speed limit 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 'thriving neighbourhoods and communities'. Conducting and responding positively to public consultation is in keeping with the 'an in-touch organisation' value of the 2015-2018 Corporate Plan.

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Sheffield City Council - Meeting of Cabinet Highways Committee on Thursday 8 March 2012
 Sheffield City Council - Highway Cabinet Member Decision Session on Thursday 8 January 2015

- 2.2 This scheme represents 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 Corporate Plan commitment of "working towards all residential areas being covered [by a 20mph speed limit] by 2025, at the latest"
 - 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.

3.0 CONSULTATION

Leaflets have been delivered to approximately 2900 properties informing residents of the intention to introduce a 20mph limit (see Appendix A).

3.2

Leaflet responses			
Supportive	77		
Objections in principle			
Objections to the inclusion of a specific road or roads			
Questions and comments without expressing a view			

An anonymised summary of the comments received is available to view on request.

Requests for traffic or pedestrian related measures that fall outside the remit of this scheme have been forwarded to the Council's Transport Planning team for assessment. Requests for enforcement of parking restrictions have been forwarded to the Council's Parking Services team. Complaints about drivers parking their cars in a way that obstructs the footway have been advised to contact South Yorkshire Police.

3.3 77 people have registered their support for a 20mph limit.

"A 20mph limit away from main thoroughfares will make no material difference to traffic flow but will significantly lessen both the likelihood and consequences of accidents involving pedestrians."

Mr G, by email

"I really hope it goes ahead. It has always worried me the way people speed up and down Meadowhead Avenue and use it as a short cut."

The messages of support include representations from Councillor Andy Nash and the Head teacher of St Thomas of Canterbury School.

Ten of those who expressed their support requested that the full time 20mph area be expanded to include Reney Road and/or parts of Bocking Lane (south of Greenhill Avenue), or that the part-time 20mph limit proposed for Reney Road be extended to include the shopping area at the southern end of Bocking Lane. A location plan is attached at Appendix B.

"Part time school zone should be extended north along Bocking Lane to just beyond the Spar shop. Required to calm traffic before the roundabout and allow for pedestrians crossing that side of the roundabout. Cars parked outside the shops and buses/bus stop make this small stretch of Bocking Lane better suited to 20mph all the time if that's possible?"

Mr A, by email

"The only concern I have is that Bocking Lane is not included and that Reney Road is only included at certain times of day. Bocking Lane is possibly the most dangerous road in the area, with cars reversing out of parking bays, overtaking buses at the bus stop, accelerating off the roundabout (which would be made even worse if this was the point at which cars left the 20 zone) not to mention the 100's of children who have to cross it every day to get to school or home."

Ms A, Cockshutt Drive

"I have concern that the limit is not effective on the approach to the roundabout on Bocking Lane. This is a major crossing point and there is no crossing patrol for children. An extension to the part-time 20mph to the Meadowhead Avenue junction is essential."

Ms M, by email

"I am very happy with the proposal for the smaller roads, but feel the proposed part-time zone past the school, church, doctors and library should become full-time and be extended beyond the roundabout to the junction with Meadowhead Avenue."

Mr T, Sharpe Avenue

"If you make a 20mph stretch roughly between Meadowhead Avenue and the roundabout which, as proposed for Reney Road, operational during school arrival and departure times your plan would be logical. This would mean that when children are arriving at school and leaving in the afternoon (when they are joined by large numbers of children from Meadowhead School), there would be a 20mph limit on all the roads surrounding the school."

Ms B, via email

Officer comment: Bocking Lane and Reney Road were omitted from the

20mph area so that the proposals would conform to both Department for Transport guidance and Sheffield City Council's own 20mph policy. DfT guidance (Setting Local Speed Limits - Circular Roads 1/13) states that speed limits should reflect the character of the road to which they apply. As these roads form part of an important distributor and commuter route linking the Abbeydale Road corridor with the A61 a 20mph limit would be inappropriately low. In addition, the existing average speeds on parts of Bocking Lane (28.9mph between Bocking Rise and Thurstan Avenue with 40% of drivers exceeding the 30mph speed limit) are above the upper threshold for a 20mph limit to be considered credible (see paragraph 1.2 above). Again, 20mph would be an inappropriate limit.

The Strategy expressly provides for action at schools that are located on roads that are otherwise unsuitable for a 20mph speed limit through the introduction of localised, part-time advisory speed limits around the school entrance, to be operational at times when pupils are arriving and leaving the school. This is the approach that officers recommend on Reney Road adjacent to Greenhill Primary School and proposed in the consultation leaflet.

- 3.5 Whilst officers do not support requests to make Reney Road or Bocking Lane (north of Allenby Close) part of the full-time 20mph area, the section of Bocking Lane south of Allenby Close is clearly a location with high levels vehicle and pedestrian activity which occur outside of school times. Officers recommend that the intention to introduce a 20mph speed limit on this southern most section of Bocking Lane be advertised.
- 3.6 Officers recommend that the request for the proposed mandatory 20mph speed limit area to be extended along Reney Road be declined.

Objections

- 3.7 Ten people have objected to the *principle* of introducing a 20mph speed limit in this area. Each objector makes one or more of the following points:
 - a) A 20mph limit is unnecessary. "I am not aware of any significant road traffic accidents."

Officer comment: The 20mph Speed Limit Strategy is not intended to be a way of dealing with specific accident problems. In common with many other local authorities throughout the country the Council is attempting to change the driving culture and redefine what is considered to be the appropriate speed to drive at in residential areas through the introduction of 20mph speed limits. The long term goal is to reduce the intimidatory impact of traffic on our neighbourhoods and make the streets of Sheffield a more pleasant place to be.

Whilst the accident record of each area plays a part in the process of prioritising the introduction of 20mph areas the Council's policy is to eventually introduce the 20mph limit in all residential areas,

irrespective of the accident record.

The Council continues to invest in Accident Saving Schemes and road safety education, training and publicity targeted primarily at locations and areas with the highest number of accidents.

b) 20mph limits are only appropriate at school times and/or on roads immediately adjacent to schools.

Officer comment: The safety of pupils on their journeys to and from school is an important part of Sheffield's 20mph speed limit strategy, however as explained above it is far from being the sole reason for introducing these limits.

c) Enforcement. Unless there is enforcement there will be no deterrent to speeding and so the scheme will be a waste of money.

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 Cabinet Highways Committee 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.

South Yorkshire 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 speed limit areas will therefore not be subject to routine pre-planned enforcement. Community concerns about speeding issues and requests for short-term enforcement at a particular location (for instance outside a school) should be reported to South Yorkshire Police's Local Policing teams (formally the Safer Neighbourhoods teams) by ringing their non-emergency 101 number.

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. There will be some, a minority, who pay little heed to the current limit, never mind a new one. Such behaviour remains a matter for the police. But it is hoped that the majority will be supportive, take responsibility for their own actions, and help redefine what is and isn't an acceptable way to drive in residential areas. It will undoubtedly take time for people to alter long established habits, but even a marginal reduction in average speeds will, over time, contribute to the creation of safer streets.

d) "Have the council considered possible cons, such as the impact on vehicle emissions?" The proposal would result in inefficient vehicle

operation and would therefore unnecessarily cause an increase in fuel usage.

Officer comment: 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 speed limits. In the short-term, the small reductions in speed initially produced by sign-only 20mph speed limits are unlikely to affect 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".

More recently (April 2013), research carried out on behalf of the Cross River Partnership into the impact of 20mph speed limits on tailpipe emissions of NOx, PM10 and CO2 found that 20mph limits are beneficial in reducing PM10 for both diesel and petrol engines and beneficial in reducing NOx and CO2 for diesel engines. Whilst there can be a small increase in NOx and CO2 emission for petrol engines, overall there is a positive effect from 20mph speed restrictions on ambient local air quality. The researchers concluded that it would be incorrect to assume a 20mph speed restriction would be detrimental to ambient local air quality, as the effects on vehicle emissions are mixed.

e) It will result in an increase in 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.

f) Money would be far better spent on improving social care, which is in crisis.

Officer comment: The funding for this 20mph scheme is provided by central government through the Local Transport Plan and must be used to fund new capital highway works. It cannot be used to alleviate the impact of government cuts to the funding of other services.

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

g) Consultation: Lack of; it's easier to register support than to object; "No consideration for people who disagree/agree with part [as opposed to all] of the proposal".

Officer comment: The decision making process that led to this area being selected is explained in the introduction to the report. By approving the 20mph Speed Limit Strategy and advertising the intention to introduce a 20mph Speed Limit Order it is clear 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.

Every household in the area has received a leaflet inviting support and objections. This invited people to register their support for the proposals or to ask questions via a telephone or email, but formal objections should be sent to a postal address.

Whilst all forms of communication are accepted (and reported) there is a legal requirement that formal objections to a Traffic Regulation Order be in writing (Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996). A written record of an objection leaves far less chance that the grounds for the objection could be inadvertently misinterpreted by officers or misrepresented when reported to the cabinet member. Officers will make it clear in future that an emailed objection will do just as well as a letter.

People can, and do, make it clear if they agree or disagree with certain aspects of the proposals as demonstrated by the objections to the inclusion of Hemper Lane and the requests for the inclusion of Bocking Lane.

3.8 Nine people (including three who were otherwise supportive of the new limit) object to the inclusion of Hemper Lane and/or its continuation into part of Bradway Road:

"I have lived on Hemper Lane for nearly 30 years and cannot recall any accident involving pedestrians which would have been avoided by a lowering of the speed limit."

Mr and Mrs B, Hemper Lane

"Hemper Lane is a wide road with not much traffic, not many parked cars and runs in a straight line for a considerable distance with good visibility. There is no need to reduce the limit here until about 200 yards from the island as drivers approach the library."

Mr W, Westwick Road

"Hemper Lane (and where it continues as Bradway Road). It is almost certainly inappropriate to reduce this road to 20mph, and I challenge anyone on the planning team to drive the full length of this stretch at 20mph as I have. This is a wide straight road, double parking is not a significant issue and visibility is never poor for pedestrians wanting to cross."

Ms J, Hemper Lane

Officer comment: As the objectors explain, Hemper Lane is long and straight and for the most part relatively wide (7.5m-8.5m). Houses are set back from the road and there is little on street parking (the exception being on the immediate approach to the Bocking Lane roundabout, shops and Greenhill Library). Bradway Road from Hemper Lane to Greenhill Parkway is similar in character, though not as straight. At an average 27mph, speeds on Hemper Lane are at the very limit of what the City has decided could be *considered* to be part of a sign-only 20mph limit.

- 3.9 Having looked again at these roads officers recommend that the objection be upheld in part (see Appendix B). Bradway Road and Hemper Lane would be removed from the 20mph Speed Limit Order save for a distance of approximately 120m at the north east end of Bradway Road. It is acknowledged that such a decision would go against the wishes of some residents of Hemper Lane and Bradway Road but officers are of the opinion that 30mph is the appropriate speed limit for these roads.
- 3.10 One person has objected to the inclusion of Greenhill Main Road, Reney Avenue and Reney Road on the grounds that these are "considered to be main roads by the residents of Greenhill".

Officer comment: Greenhill Main Road fronts the main entrance to Greenhill Primary School. Both Greenhill Main Road (circa 6.5m) and Reney Avenue (circa 5.5m) are considerably narrower than Hemper Lane and a twelve-hour traffic survey taken on Greenhill Main Road recorded average speeds of 21.5mph. Officers can see no reason for their omission from the scheme. There is no proposal to introduce a 20mph speed limit order on Reney Road as explained in paragraph 3.4 above.

Other Consultees

3.11 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."

The police will review the specific proposals together with current vehicle speed data for the area 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.

3.12 No response has been received from South Yorkshire Fire and Rescue Service or the Yorkshire Ambulance Service.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

- 4.1 Equality of Opportunity Implications
- 4.1.1 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. The Meadowhead and Greenhill scheme has been carried forward into 2016/17 from that programme. 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.
- 4.2 Financial and Commercial Implications
- 4.2.1 The Final Business Case for the 2016/17 20mph programme was approved by the Thriving Neighbourhood and Communities Programme Board on 10 January 2017 and included an allowance (estimated at £11,000) for the design of and consultation on the Meadowhead and Greenhill 20mph area scheme.
- 4.2.2 The total estimated cost of the scheme, including legal procedures, consultation (materials and distribution), consultation (communication and reporting), design fees, works cost, contract administration and future maintenance is £123k.
- 4.2.3 Delivery of the scheme would be subject to sufficient funding being available in 2017/18 20mph programme and approvals through the City Council's Capital Gateway Process. The capital scheme costs would be charged to BU97985.
- 4.3 <u>Legal Implications</u>
- 4.3.1 The Council as local highway authority have 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, for the purposes outlined in section 1 of that 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 representatives.

- 4.3.2 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.
- 4.3.3 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.

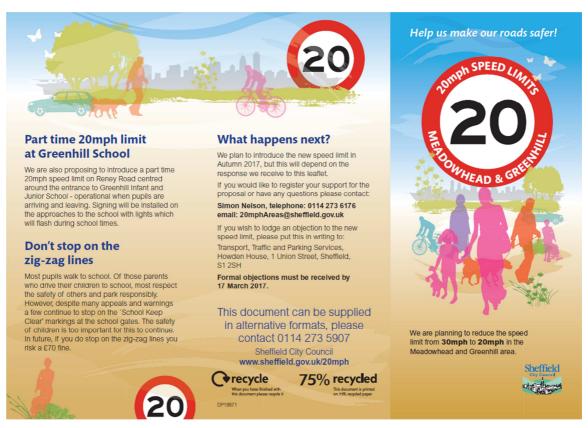
5. ALTERNATIVE OPTIONS CONSIDERED

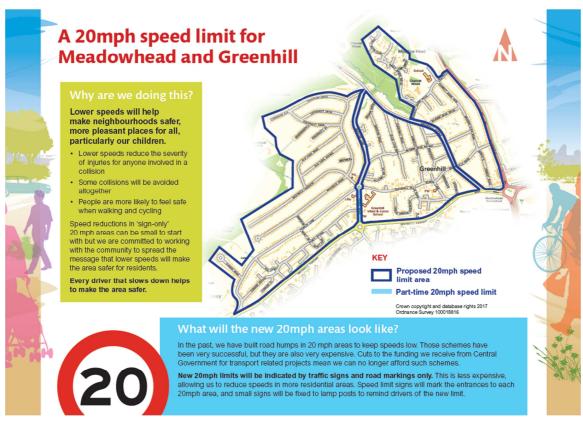
- 5.1 Those objections that relate to the principle of introducing sign-only 20mph speed limits into residential areas are effectively objections to the approved Sheffield 20mph Speed Limit Strategy. As such, no alternative options have been considered.
- Objections to the inclusion of specific roads have been considered as described in paragraphs 3.7 to 3.10 above.

6. 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.
- The introduction of a 20mph speed limit in these areas would be inkeeping with the City's approved 20mph Speed Limit Strategy. Having considered the objections introducing a 20mph speed limit in Meadowhead and Greenhill the officer view is that the reasons set out in this report for making the Speed Limit Order outweigh the objections.
- 6.3 Consideration has been given to objections to the inclusion of Hemper Lane and part of Bradway Road within the Meadowhead and Greenhill 20mph speed limit area (see paragraphs 3.7 to 3.10). It is recommended that these objections be overruled.

APPENDIX A





APPENDIX B

Recommendation to advertise the intension to extend the 20mph area to include part of Bocking Lane Recommendation to remove Bradway Road and the majority of Hemper Lane from the scheme recommended amendments Meadowhead and Greenhill 20mph speed limit area: 20mph speed limit area as advertised Key uchief hief Park