



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: *16 March 2022*

Subject: *Report objections to the Speed Limit Order for Carterknowle 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:-				

Purpose of Report:

To report details of the consultation response to proposals to introduce 20mph speed limits in Carterknowle, 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:

- 1) Approve the making of the Carterknowle 20mph Speed Limit Order, as advertised, in accordance with the Road Traffic Regulation Act 1984;
- 2) Note that objectors will be informed of the decision by the Council's Traffic Regulations team; and
- 3) Note that order will be 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 (at the bottom of the report): Objections to 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>Ed Sexton</i>
		Climate: Jessica Rick
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	SLB member who approved submission:	<i>Kate Martin</i>
3	Committee Chair consulted:	<i>Mazher Iqbal and Julie Grocutt</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Committee by the SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Lisa Blakemore</i>	Job Title: <i>Senior Transport Planner</i>
	Date: 02/03/2023	

1. PROPOSAL

- 1.1 In February 2011, Full Council adopted a motion 'To bring forward plans for city-wide 20mph limits on residential roads (excluding main roads)'. This led to the adoption of the Sheffield 20mph Speed Limit Strategy by the Cabinet Highways Committee on 8th March 2012, the long-term aim of which is to establish 20mph as the maximum appropriate speed in residential areas of Sheffield. Each speed limit is indicated by traffic signs and road markings only. They do not include any 'physical' traffic calming measures. To date 32 'sign only' 20mph areas have been completed as well as 12 child safety zones.

- 1.2 The Strategy was updated on 8th January 2015, in part to better define how individual roads would be considered suitable for the introduction of a 20mph limit. Broadly speaking, residential roads on which average speeds are 24mph or below will automatically be considered suitable. The inclusion of roads with average speeds of between 24mph and 27mph will be considered on a case-by-case basis using current Department for Transport guidelines. Roads on which the average speed is above 27mph will not be included unless additional capital funding can be identified for appropriate traffic calming measures to help encourage lower speeds.
- 1.3 The Initial Business Case for the introduction of these 20mph speed limits was approved at Transport Board in June 2020.

This report details the consultation response to the introduction of these 20mph speed limits, and a part time, advisory 20mph speed limit in Carterknowle, report the receipt of objections and sets out the Council's response.

- 1.4 All of Sheffield is split into a "master map" of possible suitable areas for inclusion in a 20mph area. These are prioritised in a list for delivery based on accident statistics.

The programme for the 22/23 financial year is listed below with its current status.

- **Handsworth:** Approved at September Committee, issued for construction
- **Manor:** Approved at September Committee, issued for construction
- **Beighton:** Approved at November Committee, issued for construction
- **Deerlands:** Approved at December Committee, issued for construction
- **Waterthorpe:** Approved at December Committee, Design being finalised
- **Highfield** Approved at December Committee, issued for construction
- **Batemoor:** Approved at December Committee, issued for construction
- **Norton Lees:** Approved at December Committee, design being finalised
- **Carterknowle:** Consultation finished; objections received so report

will be submitted to Committee March

- **Westfield:** Consultation starts 23rd March
- **Herdings:** Consultation starts 23rd March
- **High Green:** Feasibility design work started
- **Fulwood:** Feasibility design work started

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.

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.

- 2.2 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 put up throughout each affected area and letters delivered to all affected properties inviting residents to comment on the proposals (see Appendix A). The Cabinet Member for Transport and Development, local Ward Members and Statutory Consultees have been informed about the proposals.

- 3.2 The Council has a legal responsibility to comply with the Local Authorities' Traffic Orders (Procedure)(England and Wales) Regulations 1996. This

states that “*An objection [to the making of a Traffic Regulation Order] shall be made in writing*”.

All Traffic Order advertisements state that objections can be made by email, as do the notices placed on street.

The Regulations stipulate that “*Any person may object to the making of an order by [...] the end of the period of 21 days beginning with the date on which the order making authority [publicises the order].*” However, comments and objections received after the closing date are normally added to the collation of responses and duly considered

3.3 CONSULTATION REPOSES

3.3.1 There have been 98 responses to the consultation, 3 of these were formal objections. These are presented in Appendix C which is at the bottom of this report.

3.3.2 All respondents have received an email acknowledging receipt of their comments on this consultation.

3.3.3 1 respondent has concerns about how lower speeds would affect the air quality/ climate change. 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 car.

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

The same respondent asked for conclusive evidence that a reduced speed will improve safety. Speed is only one of many factors that contribute to traffic accidents. However, a reduction in vehicle speeds in the majority of residential areas would, over time, reduce the number and severity of collisions. In an urban environment it has been shown that a 1mph reduction in average vehicle speed from an average, free-flowing speed of 30mph produces a 3% reduction in collisions. Aside from a reduction in the number and severity of accidents, lower vehicle speeds would help to reduce the fear of accidents and contribute towards the creation of a more pleasant, accessible environment. Link to “*the effects of drivers’ speed on the frequency of road accidents*” report [421text \(trl.co.uk\)](http://421text.trl.co.uk)

3.3.4 1 respondent has said that the only way to resolve the problem is by installing speed bumps. Physical traffic calming is effective but extremely

expensive and unaffordable on all streets within the proposed boundaries of the schemes that the Council is delivering throughout the City. There is funding available to install physical traffic calming measures on streets that have a significant road safety problem.

The key to realising substantially lower speeds on our residential roads lies in affecting a fundamental shift in driver attitude. The aim, therefore, is to build a community acceptance that 20mph is the appropriate maximum speed to travel at in residential areas.

The 20mph Speed Limit Strategy is an attempt to change the driving culture in residential areas and to reduce the impact of traffic on our neighbourhoods. The Council does, however, continue to invest in accident saving schemes and in road safety education, training and publicity targeted primarily at areas with the highest number of accidents

3.3.5 1 respondent have said that the scheme is a waste of money. The reasons that the Council is introducing these schemes are detailed in 2.1 above.

3.3.6 1 respondent took the opportunity to raise other issues relating to the lack of safety awareness of pupils at Mercia School as well as other issues rating to this. Unfortunately this is outside the scope of this 20mph scheme.

The same respondent asked how the scheme will be enforced. The police are the only ones that can enforce speed limits. The police understandably target the vast majority of their enforcement efforts on major roads as those are the roads where most accidents, and the most severe accidents, occur. The police have indicated that 20mph limit areas will therefore not be subject to routine pre-planned enforcement. As stated above, they key to the success of these schemes is about driver behaviour and attitude and an acceptance that 20mph is an acceptable speed in residential areas.

3.3.7 1 respondent (who wasn't objecting to the scheme) asked why several roads were not included in this scheme. These are within the boundary of a neighbouring scheme. However, after reviewing this, it does seem more sensible to include those roads within a scheme and the Council agreed to raise this with its design team to look whether it is feasible. If feasible, this will require a further Traffic Regulation Order to be proposed and advertised - this will be carried out entirely separately to the main scheme described within this report so as to not delay the implementation of the main scheme.

OTHER CONSULTEES

South Yorkshire Police have stated "...Looking at the areas concerned we don't have too many concerns. If it becomes apparent that the limits are not self-enforcing or the change results in a significant number of complaints, then we will expect you to consider additional measures to secure a reasonable level of compliance."

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

Sustrans and Cycle Sheffield support the proposals,

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 Carterknowle 20mph scheme was approved by the Transport Board in February 2023

The scheme will be funded by the Road Safety Fund
The total capital cost of this scheme is £94,438 and is as follows:
£13,500 transport fees (including TRO costs, consultation costs)
£22,738 Amey design fees
Estimated constriction cost £50,000
HMD/other fees £8,200

The estimated commuted sum cost for the scheme's future maintenance (revenue implication) is £20,000

4.3 Legal Implications

- 4.3.1 The Council is under a duty contained in section 108 of the Transport Act 2000 to develop policies for the promotion and encouragement of safe, integrated, efficient and economic transport, and to carry out its functions so as to implement those policies. These policies and the proposals for their implementation together comprise the local transport plan (to which the Sheffield 20mph Speed Limit Strategy is considered to be pursuant) and the Council must have regard to any guidance issued by the Secretary of State concerning the content of such plans

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.

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).

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.

4.4 Other Implications

4.4.1 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 Carterknowle. 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.

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 Carterknowle be implemented as, on balance, the benefits of the scheme in terms of safety and sustainability are considered to outweigh the concerns raised.

APPENDIX C

Objections

I just want to draw attention to a letter we received outlining the proposed 20mph speed limit in Carterknowle. I own the property on the corner of Dalmore Road and Struan Road. I think it will be a waste of council funds to apply a 20mph speed limit with signs and road markings. Whilst the great minority will adhere to them, there are a number of frequent offenders in this area who simply have no regard for anyone's safety, and as such, drive at what can only be described as a 'death waiting to happen' speed. I have noted individuals who use Struan Road as a race track effectively, and the speeds are so fast, I dread to think of the consequences should a child (or adult for that matter) step out into the road.

The only way you are going to resolve anything is by putting speed bumps or cameras in place as a deterrent, a sign won't make any difference as they simply don't care.

This is in response to the letter dated 1/12/22 entitled 'Proposed 20mph Speed Limit Area.' I live at 103 Carter Knowle Road directly opposite the 'chicane' between Fossdale Road and Archer Lane. Carter Knowle Road is a 30mph speed limit with existing traffic calming measures, speed humps and this chicane, directly outside our home. The justification in your letter refers to the proposed implementation of a new 20mph speed limit but appears to be unaware of the existing traffic calming measures, or at least doesn't make any reference to them.

The situation for Carter Knowle Road, including specifically in our location, must be considered, traffic in the area is exacerbated by the increasing school traffic for Mercia School. The main traffic issue is not traffic speeds but the lack of thought on a holistic approach to dealing with the traffic problems in the area. No idling areas have been signed but are not enforced, every day there are parents and guardians of students of Mercia waiting with their engines on for long periods of time. The same applies for the double yellow lines and the parking too close to junctions (in contravention of the Highway Code), this is also not controlled in any way. How would a 20mph limit be enforced as signage and lining is already being ignored?

The chicane compounds the traffic created by the school as it creates a bottleneck, making what should be a quick journey at low speed to one that is sometimes more than a 10 minute journey from Ecclesall Road down to the lower section of Carter Knowle Road. Car drivers waiting in the queue get frustrated and short-cut the chicane via the cycle-only section and the kerb, endangering cyclists and pedestrians and creating the potential for collisions. I have witnessed countless near-misses and occasions of road-rage caused by this chicane and drivers not appropriately giving way while driving downhill, along with several crashes and the beeping of angry car horns can be heard throughout the day and night.

These issues are compounded by a lack of safety awareness of the Mercia school pupils, wandering across roads and traffic in dark clothing in dark evenings. School staff try to help police them, but they do not manage to effectively, due to the large population of the school.

If the aim is to make the neighbourhood safer, you should fully implement the idling and existing parking restrictions, and also remove the chicane that is creating more issues than it is solving. Affectively schooling the dangers of walking across traffic and the importance of visible clothing in the school population, with the aid of further crossings may help but the sheer volume of traffic and pedestrians in this area will not be improved by merely changing the speed limit and installing signage. So to summarise, I object as the measures proposed (i.e. signage only) to Carter Knowle Road, but not to the aim of making the Carter Knowle a safer area. It is not a fix but merely a low-cost measure that will make little difference to the safety on this road. There is an obvious issue that the chicane causes and there are existing measures that the Council has already implemented that are not being followed through adequately.

NO NO NO NO.. FROM ANGERED RESIDENT OF SWALEDAL RD. HOW F##@#@DARE YOU

As a resident of Bannerdale Road I wish to object to the scheme. We currently have a 30mph limit which for the most part is adhered to. However, dropping to 20 is going to see far more drivers checking their speeds rather than the road, and an increase to idiotic overtaking by those that ignore the current limits. Please supply conclusive evidence that a reduced speed will improve safety and reduce emissions. As an aside, at least three of the local accidents have been due to non-residents pulling out of side roads without looking properly, speed was not a factor: two involving cars and a third

a cyclist.

Rather than trying to slow local traffic down, please consider improving the larger road network so that cars do not need to divert through the area to avoid bottlenecks on Ecclesall and Abbeydale Roads. My daily cycle ride into the city centre has been made far more hazardous with the significantly increase traffic due to closures of Archer Lane and Little London Road; not to mention the parking on Abbeydale Road due to Glen Road being closed during school drop off period. The journey home is complicated by illegal parking on London Road and by the near suicidal right turn onto Carterknowle Road from Abbeydale Road. Fix these problems first.

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