Agenda Item 4



SHEFFIELD CITY COUNCIL Independent Cabinet Member Decision

Report of:	Executive Director, Place			
Date:	11 July 2013			
Subject:	Sheffield 20mph Speed Limit Strategy: Objections to proposed 20mph speed limit in the Steel Bank/Crookesmoor area and School Keep Clear Traffic Regulation Order at Westways Primary School			
Author of Report:	Simon Nelson, 2736176			

Summary:

To report the receipt of objections to the introduction of a 20mph speed limit in the Steel Bank/Crookesmoor area and to a proposed Traffic Regulation Order associated with the School Keep Clear markings at Westways Primary School and set 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 Steel Bank/Crookesmoor 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 this area would be in-keeping with the City's approved 20mph Speed Limit Strategy.

Two residents of Western Road have objected to the advertised time when School Keep Clear markings would operate outside Westways School on Mona Avenue. Reference was made to the limited availability of parking for residents. Officers therefore recommend that the times of the no parking restrictions are reduced to Monday to Friday, 8.00am to 6.30pm, so that parking would be available for residents outside those hours, and have asked the Transport Planning team to reconsider the introduction of a permit parking scheme in this area.

Having considered the objections to the introduction of a prohibition of stopping traffic order at Westways Primary School as described in this report, the officer view is that the reasons set out in this report for making the Traffic Regulation Order as amended by officers outweigh the objections.

Recommendations:

- 7.1 Make the Steel Bank/ Crookesmoor 20mph Speed Limit Order in accordance with the Road Traffic Regulation Act 1984.
- 7.2 Make the parking restriction Traffic Regulation Order outside Westways Primary and shown in Appendix B of this report, as amended by officers, in accordance with the Road Traffic Regulation Act 1984.
- 7.3 Inform the objectors accordingly.
- 7.4 Introduce the proposed 20mph speed limit and parking restrictions.

Background Papers:	NONE			
Category of Report:	OPEN	Dogo 0		

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Statutory and Council Policy Checklist

Financial Implications					
YES Cleared by: Matthew Bullock					
Legal Implications					
YES Cleared by: Deborah Eaton					
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					
Broomhill; Crookes					
Relevant Cabinet Portfolio Leader					
Leigh Bramall					
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:
OBJECTIONS TO PROPOSED 20MPH SPEED LIMIT IN THE STEEL BANK/
CROOKESMOOR AREA AND SCHOOL KEEP CLEAR TRAFFIC REGULATION

ORDER AT WESTWAYS PRIMARY SCHOOL

1.0 SUMMARY

1.1 To report the receipt of objections to the introduction of a 20mph speed limit in the Steel Bank/Crookesmoor area and to a proposed Traffic Regulation Order (TRO) associated with the School Keep Clear markings outside Westways Primary School and set 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 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 a *Great Place to Live*.

The introduction of a TRO to cover the School Keep Clear markings on Mona Avenue would enable better enforcement of the markings and improve road safety for school children. 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 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 '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 culture where the car is not always the first choice); and
 - the Fairness Commission's recommendation for a 20mph speed limit on all residential roads in Sheffield.

It is expected that enforcement of the School Keep Clear restriction will have a significant effect in reducing problem parking at Westways School and so improve the safety of pedestrians.

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. It was agreed that the first stage of implementation of the strategy would be the introduction of seven 20mph speed limit areas, one within each Community Assembly, during the financial years 2012/13 and 2013/14. The new speed limits would be 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 On 13th September 2012 Cabinet Highways Committee approved an implementation programme drawing on nominations from the Community Assemblies for the first seven 20mph areas: Lowedges, Woodthorpe, Upperthorpe, Parson Cross (west), Spink Hall (Stocksbridge), Charnock and, in the South West Assembly area, Steel Bank².
- 4.3 Subsequent to this meeting the Central Community Assembly requested, and agreed to fund, the expansion of the Steel Bank area, to take in the Crookesmoor Road, Harcourt Road, Marlborough Road area.
- 4.4 The 20mph Speed Limit Orders for Lowedges, Woodthorpe, Upperthorpe and Parson Cross (west) have been advertised and their implementation approved by Cabinet Highways Committee at its meetings in January and March this year. The intention to make 20mph Speed Limit Order for Steel Bank has now been advertised.
- 4.5 The intention to introduce a 'prohibition of stopping' Traffic Regulation Order and other parking restriction around Westways School has been advertised in tandem with consultation on the 20mph scheme (see paragraph 4.13 below).
 - Consultation on the introduction of a 20mph Speed Limit
- 4.6 Approximately 2500 properties have received a leaflet informing about the introduction of a 20mph speed limit (see Appendix A).
- 4.7 45 people have contacted the Council to express their support for the 20mph limit but objections have been received from six people. Three others had questions. The grounds for the objections are summarised below together with negative comments that were not specifically termed as objections. All written comments are available to view on request.
 - a. The limit isn't necessary. "The Council is just looking for something to spend ridiculous money on!" "The imposition of this scheme would be a violation of our liberty as citizens of a free and democratic society"

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

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¹ Cabinet Highways Committee report, 8th March 2012: Sheffield 20mph Speed Limit Strategy
² Cabinet Highways Committee report, 13th September 2012: Sheffield 20mph Speed Limit Strategy

pleasant place to be.

b. "Where is the evidence that a 20mph speed limit is in any way safer than a 30mph speed limit in residential areas?"

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. For example, speeds in the Stradbroke 20mph speed limit area have reduced by 1.8mph on average (but by as much as 4mph on some faster roads). It's clear that the public generally support the introduction of 20mph speed limits³, but to be successful a critical mass of drivers need to convert supportive sentiments into actions.

c. Funding should be targeted at specific accident locations and danger points

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.

Objectors and other consultees have suggested specific locations where there are thought to be safety or other traffic concerns. These have been forwarded to the Transport Planning team for further assessment.

d. Sufficient notification hasn't been made available to all those affected

Officer comment: There will always be a variance of opinion as to whether we strike the right balance between the need to consult residents, the methods used and the costs that are incurred. The City Council has a statutory duty to advertise the intention to introduce any new traffic regulation in the local press (the Sheffield Star) and make the proposals available for inspection at an appropriate location (First Point reception in Howden House). In the case of a speed limit change four weeks must be allowed for people to comment or object. We recognise that this would leave many people unaware of the proposals and so always consult more widely.

The level of additional consultation/information produced varies from scheme to scheme, broadly in line with the level of impact a proposal would have and the number of people it would affect. In the case of Steel Bank and other 20mph schemes the consultation process was set out in the September 2012 Cabinet Highways Committee report. As the changes would affect more or less every household in the area, notices were placed on every street and leaflets delivered door-to-door to all properties.

³ 2010 British Social Attitudes Survey: Attitudes to transport (National Centre for Social Research)

e. "The council has clearly made up its mind about this matter and no matter what response is received from the public"

Officer comment: The decision making process that led to this area being selected is explained in the introduction to this report. The South West Community Assembly nominated the Steel Bank area and the Central Assembly wish to fund its expansion. Both clearly support the introduction of a 20mph limit. 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.

f. "This wretched scheme will result in a plethora of extra signage"

Officer comment: The proposed measures would be relatively unobtrusive. As explained in the consultation material additional road markings would be limited to the entry points to the 20mph area. The only signing would be small (300mm diameter) 30mph roundels, mounted wherever possible on existing lamp posts.

g. "It will be impossible to police properly"

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.

We are talking to the Head of Road Policing Group at South Yorkshire Police about appropriate levels of enforcement for the 20mph scheme, and hope to secure the involvement of the Safer Neighbourhood teams to deliver community led 'light touch' enforcement. However, to a large extent the success of the 20mph limit is in the hands of the residents of Steel Bank, Crookesmoor and the rest of the city. If enough people modify there driving behaviour, not just in this area but in all residential areas, then this will work. But if people decide 'I'm not the problem, it's everybody else' or 'nobody else slows down, why should I?' then it won't.

h. "The scheme will increase congestion and air pollution"

Officer comment: At lower, steadier speeds more cars can safely occupy the same road space. That said, it is not anticipated that this scheme would 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 emissions⁴ concluded that "... emissions of most classic pollutants should not be expected to rise or fall dramatically".

i. "The serious problem are the pot holes, drivers are watching the roads to avoid the deep pot holes, not the road in front." Roads would be safer if the potholes were filled in.

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 rather than maintenance. Highway maintenance is funded through the Streets Ahead PFI contract. Extensive highway maintenance isn't programmed for this area until 2017 and so the objectors have been advised to report any specific examples requiring urgent repair directly to Streets Ahead

j. Two people have commented that the name 'Steel Bank' is inappropriate, one suggesting 'Crookesmoor' be used instead. "The area indicated on the map is not Steel Bank because any true resident of this area knows that Steel Bank refers to an area on common side, I suggest you get the thick numpty's with this idea to research local history before you dispense of there services [sic]"

Officer comment: It can be difficult to select a scheme name that accurately reflects the area covered by a scheme that crosses geographical boundaries without adopting an unwieldy double- or triple-barrelled name. As mentioned in 4.3 above the area under consideration has been expanded at the request of the Central Assembly. One of the people commenting suggests that it should have been re-titled 'Crookesmoor' at this point.

As the TRO consultation on the scheme is now complete there will be few occasions when the name would appear save for some very limited correspondence following the Cabinet Members' final decision on the scheme.

Northumberland Road

4.8 During the course of the consultation 14 people asked that the boundary of the area be altered to include Northumberland Road between Marlborough Road and Whitham Road, past the entrances to various University sports

⁴ Impact of 30 km/h zone introduction on vehicle exhaust emissions in urban areas (Luc Int Panis, Steven Broekx, Carolien Beckx; Belgium, 2006)

facilities.

4.9 Whilst this is not a residential road itself, it is regularly used by large numbers of pedestrians and cyclists and officers agree that Whitham Road would be a more natural boundary to the 20mph area. At the time of writing the intention to reduce the speed limit to 20mph on this part of Northumberland Road has been advertised. The University of Sheffield has been consulted and has provided the following statement:

"We would welcome the introduction of the 20mph zone and extension to Whitham Road. The area is very popular with students due to the number of facilities we have in the area and private rental accommodation.

The vast majority of students walk, and increasing numbers cycle, the changes to speed limit will certainly improve conditions for both pedestrians and cyclists. Hopefully this could be extended to encompass further parts of the city to help improve these conditions."

Any objections will be reported verbally at this meeting.

Other Consultees

4.10 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 share the clear commitment to address the causes of collisions and support new initiatives that help to achieve this goal."

The police have reviewed the specific proposals for Steel Bank and have identified a number of locations where they feel that existing speeds are of concern and may not reduce after the reduction of the signed 20mph limit. These areas of concern would be monitored after implementation and if in time speeds remain unaltered additional measures would be considered to improve compliance with the new limit

- 4.11 No response has been received from South Yorkshire Fire and Rescue Service or the Yorkshire Ambulance Service.
- 4.12 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 for Steel Bank and has received no

objections.

Parking restrictions at Westways Primary School

- 4.13 The Council receives numerous requests from residents, parents and head teachers who are concerned with the problems caused by inconsiderate parking outside schools generally and on School Keep Clear markings in particular. In response the Council has set a programme to introduce a Traffic Regulation Order prohibiting parking at every 'School Keep Clear' marking in the city. This will enable the Council's Parking Services officers to enforce the restriction.
- 4.14 The introduction of a TRO at locations around Westways Primary School was advertised for the three weeks to 31 May 2013. On-street notices were erected and letters were delivered to 40 fronting properties (see Appendix B). The consultation included the school, statutory consultees, and local councillors.
- 4.15 The proposal included the removal of two obsolete School Keep Clear markings and the introduction of a 'No stopping at any time' TRO to cover the two remaining markings
- 4.16 One resident and the Headteacher have registered their support. Two objections have been received from residents of Western Road who feel that the proposed restrictions would increase pressure on already limited parking opportunities. In response, officers have suggested that the restriction could be amended to 'No stopping Monday-Friday, 8.00am 6.30pm' in attempt to balance the needs of the school and local residents. The times are intentionally longer than the normal school day to allow for any regular after-school activities or future timetable changes.
- 4.17 The Headteacher of Westways School has been contacted to seek her views on this revision. She feels it would be a sensible compromise. However the residents do not wish to withdraw their objection:

"We feel that due to the increasing demand for parking due to the growth of Westways School, the introduction of permit parking in neighbouring roads, and the opening of the University of Sheffield Management School building on Conduit Road parking opportunities for residents have become severely restricted, particularly during the day. The School Keep Clear restrictions, whatever the times of operation, should not be introduced without the parallel introduction of a residents parking scheme in this area"

Officer response: In March 2009 the Council sent questionnaires to properties within the Crookesmoor Permit Parking scheme. Questionnaires were also delivered to properties on streets around the edge of the scheme asking whether residents would like the Crookesmoor scheme to be extended to include their road. This included the 87 properties on Western Road.

14 responses were received from Western Road, nine expressed an interest in being included in a permit parking scheme and five were against. 84% of Western Road residents did not respond. Similar responses were received from residents of other streets near to the Crookesmoor Permit scheme and consequently Members decided that the scheme would not be

extended.

A request that the expansion of the Crookesmoor Permit Parking Scheme to include Western Road (and potentially other neighbouring roads) be reconsidered has been forwarded to the Transport Planning team for further assessment.

Summary

- 4.18 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.
- 4.19 The officer view is that the six objections do not represent a groundswell of opposition to the 20mph limit. It is recommended that the objections be overruled in order to continue the delivery of the 20mph Speed Limit Strategy.
- 4.20 It is also recommended that the two objections to the instruction of a prohibition of stopping TRO on the School Keep Clears be overruled but the times of operation be from Monday to Friday, 8.00am 6.30pm.
- 4.21 Should the objections to the 20mph speed limit and/or the Westways Primary School Keep Clear restrictions be overruled, the Orders would be introduced before the end of the current financial year.

Relevant Implications

4.22 The 20mph area and parking restrictions described in this report is to be funded from an approved allocation from the 2013/14 Local Transport Plan programme, with a contribution of from the Central Community Assembly's 2012/13 LTP allocation.

The financial allocations include an allowance for:

- a commuted sum to cover the cost of the future maintenance, payable to Amey under the terms of the Streets Ahead contract; and
- publicity to promote the benefits of lower speeds in residential areas
- 4.23 The Council has a statutory duty to promote road safety and to ensure that any measures it promotes and implements are reasonably safe for all users. In making decisions of this nature the Council must be satisfied that the measures are necessary to avoid danger to pedestrians and other road users or for preserving or improving the amenities of the area through which the road runs. Providing that the Council is so satisfied then it is acting lawfully and within its powers.
- 4.24 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 The objections relate to the principle of introducing sign-only 20mph speed limits into residential areas, and therefore the recently 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 4.10 above.

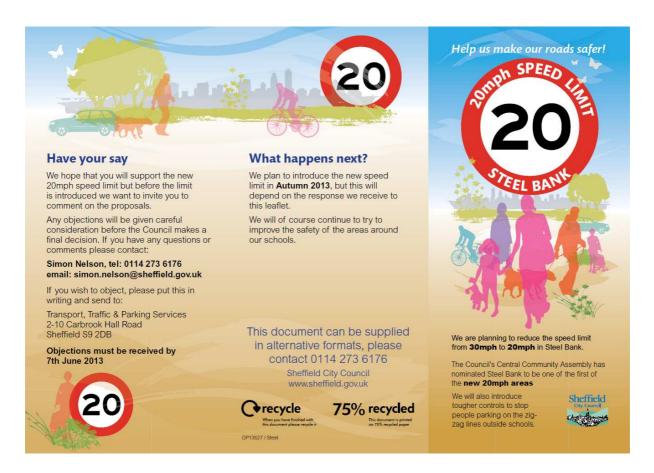
6.0 REASONS FOR RECOMMENDATIONS

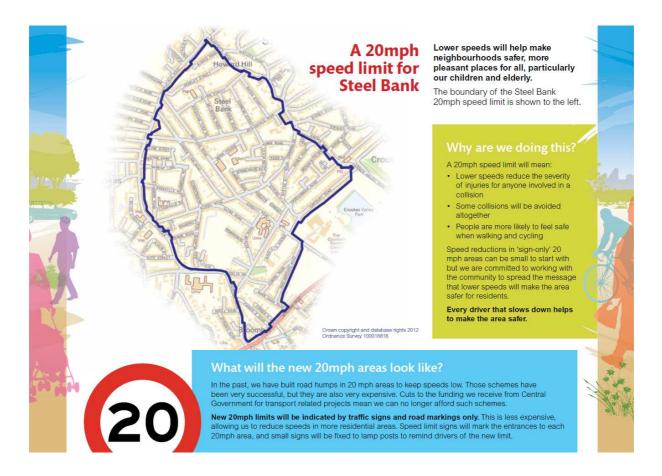
- 6.1 Reducing the speed of traffic in residential areas will, in the long term, reduce the number and severity of accidents, reduce the fear of accidents, encourage sustainable modes of travel and contribute towards the creation of a more pleasant, cohesive environment.
- 6.2 Having considered the objections to the introduction of a 20mph speed limit in Steel Bank/Crookesmoor 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 this area would be in-keeping with the City's approved 20mph Speed Limit Strategy.
- 6.3 Two residents of Western Road have objected to the advertised time when School Keep Clear markings would operate outside Westways School on Mona Avenue. Reference was made to the limited availability of parking for residents. Officers therefore recommend that the times of the no parking restrictions are reduced to Monday to Friday, 8.00am to 6.30pm, so that parking would be available for residents outside those hours, and have asked the Transport Planning team to reconsider the introduction of a permit parking scheme in this area.
- 6.4 Having considered the objections to the introduction of a prohibition of stopping traffic order at Westways Primary School as described in this report, the officer view is that the reasons set out in this report for making the Traffic Regulation Order as amended by officers outweigh the objections.

7.0 RECOMMENDATIONS

- 7.1 Make the Steel Bank/ Crookesmoor 20mph Speed Limit Order in accordance with the Road Traffic Regulation Act 1984.
- 7.2 Make the parking restriction Traffic Regulation Order outside Westways Primary and shown in Appendix B of this report, as amended by officers, in accordance with the Road Traffic Regulation Act 1984.
- 7.3 Inform the objectors accordingly.
- 7.4 Introduce the proposed 20mph speed limit and parking restrictions.

APPENDIX A





APPENDIX B

Development Services

Director: L Sturch, MRTPI

Traffic Section, 2-10 Carbrook Hall Road, Sheffield, S9 2DB

E-mail: simon.nelson@sheffield.gov.uk Fax No: (0114) 2736182

Website: www.sheffield.gov.uk

Officer: Mr S Nelson Tel: (0114) 273 6176 Ref: SD/LT074/SKC/SN01 Date: 8 May 2013

The Occupier

Dear Sir/Madam

Westways Primary School School Keep Clear markings

I have attached a plan showing proposals to alter parking restrictions in the area around the school.

The proposal includes the introduction of a 'No stopping at any time' Traffic Regulation Order to cover the School Keep Clear markings at the school entrances. This will allow the Council's parking enforcement team to enforce these restrictions.

We will also remove markings at entrances that are no longer routinely used by pupils.

I hope the plan is self explanatory and that you will support the proposals, however if you require any further details please contact me on the above telephone number or email address.

If you wish to make an objection to the proposed Order you must do so in writing to the above address by Friday the 31 May 2013.

Yours faithfully

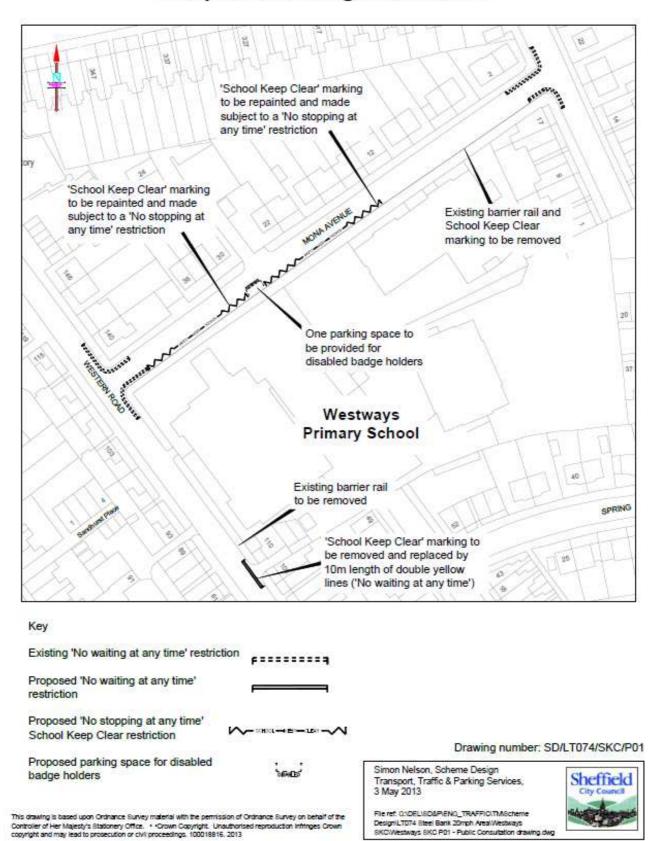
Simon Nelson

Scheme Design

Transport, Traffic and Parking Services.

S. Wolson

Westways Primary School - Proposed waiting restrictions



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