



SHEFFIELD CITY COUNCIL

Individual Cabinet Member Decision

Report of: Executive Director, Place

Date: 09 October 2014

Subject: Bridgehouses Traffic Management Scheme

Author of Report: James Burdett/Cate Jockel

Summary:

This report sets out proposals to improve traffic management in the vicinity of Bridgehouses on the Inner Relief Road (IRR). The proposals comprise:

- A new inbound bus lane across the IRR
- All buses in/out of Nursery Street able to use the new inbound bus lane and the existing outbound bus lane
- Two-way operation of Pitsmoor Road with a new right turn lane from Mowbray Street into Pitsmoor Road
- Revised cycle and parking facilities

The report summarises the results of a consultation undertaken in August/September 2014. This consultation includes the Traffic Regulation Order (TRO) advertisement. It sets out objections and other comments on the proposals, and officer responses to them.

Reasons for Recommendations:

The scheme is part of the “bus hotspots” element of the Better Buses programme, linked to the Sheffield Bus Partnership of which the Council is a member. It contributes to the City Council’s objectives of improving socially-inclusive access to jobs; improving access to mainstream public transport for all; and improving public transport in order to increase its usage. It aims to make bus journeys quicker and more reliable through infrastructure improvements and improving network

management and enforceability at critical locations. This scheme should improve journey time and reliability without any detriment to other users.

All objectors and respondents have been written to providing feedback on the issues they raised. There is one outstanding objection. All respondents have been informed of this report and invited to attend today's meeting.

Recommendations:

It is recommended that:

- Having considered the objections and the officer view that the reasons set out in this report for making the TRO outweigh the objections, the TRO be made in accordance with the Road Traffic Regulation Act 1984.
- The scheme is progressed to detailed design and subsequent implementation.
- A TRO be advertised at a future date for the removal of parking on Pitsmoor Road to the north of Swinton Street to improve its two-way operation for cyclists.
- The city-wide cycle network under development to include looking at routes between the City Centre and Pitsmoor/Neepsend including the possibility of a two-way cycle route along Chatham Street.
- The respondents are informed accordingly.

Background Papers: Appendix A – Consultation Plan
 Appendix B – TRO Plan
 Appendix C – Consultation Responses

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by Andrea Snowden & Gaynor Saxton
Legal Implications
YES Cleared by Nadine Wynter
Equality of Opportunity Implications
YES Cleared by Annemarie Johnston
Tackling Health Inequalities Implications
NO
Human rights Implications
NO
Environmental and Sustainability implications
YES
Economic impact
YES
Community safety implications
NO
Human resources implications
NO
Property implications
NO
Area(s) affected
Central
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?

YES
Press release
NO

REPORT OF THE EXECUTIVE DIRECTOR, PLACE

REPORT TO INDIVIDUAL CABINET MEMBER DECISION SESSION

10 OCTOBER 2014

BRIDGEHOUSES TRAFFIC MANAGEMENT SCHEME

1 SUMMARY

- 1.1 This report sets out proposals to improve traffic management in the vicinity of Bridgehouses on the Inner Relief Road (IRR). The proposals comprise:
- A new inbound bus lane across the IRR
 - All buses in/out of Nursery Street able to use the new inbound bus lane and the existing outbound bus lane
 - Two-way operation of Pitsmoor Road with a new right turn lane from Mowbray Street into Pitsmoor Road
 - Revised cycle and parking facilities
- 1.2 The report summarises the results of a consultation undertaken in August/September 2014. This consultation included the Traffic Regulation Order (TRO) advertisement. It sets out objections and other comments on the proposals, and officer responses to them.

2 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE?

- 2.1 The proposed scheme is part of the 'Bus Hotspots' initiative to improve journey times and their reliability. The initiative comes under the umbrella of the Sheffield Bus Partnership (local bus operators, South Yorkshire Passenger Transport Executive (SYPTTE), and Sheffield City Council (SCC)). Many people travel through this area on high frequency bus routes and they should benefit significantly from the proposed scheme. The scheme should also improve traffic flows on this congested part of the IRR.

3 OUTCOME AND SUSTAINABILITY

- 3.1 The project will contribute towards a number of the objectives set out in 'Standing Up for Sheffield: Corporate Plan 2011-2014, specifically':
- Better public transport provides socially-inclusive access to jobs
 - Better access for all on mainstream public transport increases independence for those with mobility problems and improves social fairness
 - Better public transport increases public transport use and contributes to the "sustainable and safe transport" objective

- Importantly, the scheme should also reduce delay to traffic flows on this congested part of the IRR.

4 REPORT

Introduction

- 4.1 One of the fundamental aims of the Sheffield Bus Partnership is to improve journey time and reliability of bus services throughout Sheffield. The 'Bus Hotspots' initiative is one strand of that Partnership work.
- 4.2 Buses are frequently delayed in the Bridgehouses area as they cross the IRR. Under the current layout, outbound buses heading between Nursery Street and Pitsmoor Road encounter 3 sets of traffic lights, with no priority around the Bridgehouses gyratory. Journeys can regularly take as much as four minutes on this section. Inbound buses are currently required to use the right turn lanes on the roundabout to access Nursery Street. This means that these lanes can frequently be full and can block the outside lane of the IRR. This leads to motorists not using that lane, causing extended queuing along Corporation Street and reducing the capacity of the junction.
- 4.3 A large number of bus passengers travel across this junction – with a total of 24 buses per hour each way Monday to Friday daytime. Bus service 53 (10-minute frequency) runs between Nursery Street and Mowbray Street; bus service 47/48 (combined frequency 5/6 minutes) and bus service 87 (10-minute frequency) run between Nursery St and Pitsmoor (up Chatham Street and down Pitsmoor Road).
- 4.4 These proposals aim to significantly reduce journey time for buses across this Inner Relief Road junction by enabling them all to use a central bus lane through the gyratory in both directions. This will also help with this blocking problem on the IRR. The pros and cons of the proposals for cyclists and pedestrians have been kept in mind as the scheme has been developed and these are described in more detail later.

The proposals

- 4.5 A plan showing the proposed amended scheme can be found in Appendix A. The individual aspects of the scheme are explained below:

New Inbound Bus Lane

All buses coming from Mowbray Street would use a new bus lane to access Nursery Street, instead of using the existing right turn lanes around the roundabout.

Pitsmoor Road

Buses heading towards Pitsmoor from Nursery Street would be able to use the existing bus lane (which is currently used only by buses accessing Mowbray Street) and then turn right via a new right-turn lane into Pitsmoor

Road, which would become two-way. Traffic would no longer be able to turn right from Pitsmoor Road into Mowbray Street (except for cyclists).

Cycle Routes

Cycle facilities continue through the area, with designated routes in both directions between Nursery Street and Mowbray Street.

Changes to Parking

Parking would no longer be permitted on Pitsmoor Road, between Mowbray Street and Shipton Street, to allow for two-way traffic. These 8 spaces would be replaced on Mowbray Street. The additional 5 spaces proposed on Chatham Street are no longer proposed, following on from the consultation: see paragraph 4.16.

- 4.6 The main dis-benefit is that motorists will no longer be able to turn right from Pitsmoor Road into Mowbray Street. To do so would mean an additional stage in the traffic signal timings so affecting the viability of the scheme. It would also not be possible to provide replacement parking on Mowbray Street for that lost on Pitsmoor Road. Paragraph 4.12 provides more detail.
- 4.7 A Road Safety Audit (Stage 1) and a Cycle Audit have been carried out. In general, issues raised were not significant and have been addressed. There was some conflict between the two (e.g, in relation to allowing cyclists to turn right out of Pitsmoor Street) and priority has had to be given to safety issues. However, the design has been amended to mitigate this so that cyclists will be able to turn right here but in a different way.

Expected Benefits

- 4.8 The scheme has been analysed by Urban Traffic Control using the City Council's traffic model to assess the journey time impact of the proposals for buses travelling between Spitalfields/Nursery Street and Rock Street; and for general IRR traffic travelling between Gibraltar Street and Savile Street. This has helped to demonstrate that there are significant benefits to inbound buses in the morning peak of over 3 minutes over this section and a benefit to outbound buses in the afternoon peak of over 1.5 minutes. This is without detriment to traffic on the IRR as the signal timings will remain unchanged.
- 4.9 The model has shown small benefits to vehicles travelling on the IRR from Corporation Street, mainly due to the improved capacity of the right turn lanes (through removal of the buses as discussed in paragraph 4.2). Additionally, vehicles from Corporation Street heading for Pitsmoor, currently via Chatham Street and therefore occupying the central (eastbound) lane, are now likely to utilise the left hand lane, as it will be quicker to use Pitsmoor Road. This again frees up capacity on the IRR.

- 4.10 The scheme does not impact on pedestrians except at the bottom of Pitsmoor Road. A recent 12-hour traffic count showed 55 pedestrians crossing this currently one-way road. It is intended that a Toucan crossing be added into the signals here to mitigate against the road becoming two-way. This will also enable any cyclists to make the right turn into Mowbray Street (the 12-hour count only showed 1 cyclist doing this).
- 4.11 The scheme continues cycle facilities through the area, with designated routes in both directions between Nursery Street and Mowbray Street. There are some changes to the facilities and there is more discussion of this in paragraphs 4.16 to 4.19. The recent 12-hour count shows 36 cyclists down Pitsmoor Road and 52 cyclists up Chatham Street (these are cyclists travelling on the highway).
- 4.12 The main disadvantage, as stated in paragraph 4.6, is that motorists will no longer be able to turn right from Pitsmoor Road. The 12-hour count shows 284 vehicles doing this, peaking between 1700 and 1800. However, Urban Traffic Control consider that this is a relatively modest number compared to overall traffic flows in the area and these vehicle will either travel around the roundabout to access Mowbray Street or alter their route at an earlier stage in their journey.
- 4.13 Taxis will also be able to use the bus lane and hence enjoy similar benefits.

TRO Advertisement and Local Consultation

- 4.14 The TRO necessary for the scheme was advertised from 8th to 29th August 2014. The TRO plan is Appendix B. At the same time, officers carried out a wider consultation on the scheme. This comprised letters and plans to all affected frontages, street notices/plans displayed throughout the area. The proposals were distributed to the 'Sheffield On The Move' mailing list, as well as those people previously part of the Motorists Forum. All other standard consultees (Fire, Police etc) were informed of the proposals.
- 4.15 Generally the scheme has been met with support from those who responded, with only one formal objection received. A number of detailed comments were made by all respondents. A summary of the objection and the overall comments, together with officer responses, can be found in Appendix C. As a result of the consultation, officers have met with the manager of the Riverside who has confirmed that a loading bay on Mowbray Street is required. It is now to be provided at the southern end of the lay-by, and will only operate between the hours of 6am and 3pm, Monday to Friday. The manager of the Riverside is supportive of this.

Cyclists and Pedestrians

- 4.16 The objection is from Cycle Sheffield and relates to the following aspects of

the advertised TRO: the removal of the inbound cycle lane on Pitsmoor Road; the banned right-turn at the bottom of Pitsmoor Road; the new parking proposed on Chatham Street and the retention of parking between Swinton Street and Rock Street on a two-way Pitsmoor Road. It has also commented on some of the amendments to facilities and these comments, with officer responses, are incorporated in Appendix C.

- 4.17 Officers have met with representatives of Cycle Sheffield (10th September), as well as attending the Cycle Forum schemes sub-committee (5th August), following on from the Cycle Audit and the objection. The result of discussions is that:
- provision has been made for the right-turn into Mowbray Street. This also enables the provision of a pedestrian crossing over Pitsmoor Road
 - additional parking proposed on Chatham Street has been removed
 - officers agree that the removal of parking on Pitsmoor Road between Swinton Street and Rock Street would improve its two-way operation. Its removal requires a TRO to be advertised and any objections to be considered, so it is recommended that this is done
 - the removal of the inbound cycle lane is necessitated by making Pitsmoor Road two-way. It is downhill, in mitigation, although officers accept that, in the morning peak, cycling down this section will be slower.
- 4.18 On Chatham Street, where the cycle lane is uphill, officers and Cycle Sheffield are agreed that this will be improved for cyclists by removing buses. It is likely that Pitsmoor Road will become the route of choice for motorists, as this will be a quicker route due to signal timings, so Chatham Street should be quieter than at present and access into Chatham Street from Corporation Street should be easier for cyclists.
- 4.19 Because of the proposed scheme, Cycle Sheffield has been carrying out informal observations of cyclist behaviour in the area and has observed that a significant proportion of cyclists here do not use the existing facilities but cycle on the pavements instead. (NB These cyclists are not included in the formal 12-hour count). This could be because only confident cyclists feel able to tackle the Bridgehouses gyratory. The City Council is keen to encouraging cycling in general and is starting work on the development of a cycle network – which includes looking at routes between the City Centre and Pitsmoor/Neepsend. The current use of pavements implies that something different is required if cycling is to be encouraged through the area. Indeed, Cycle Sheffield is keen to see Chatham Street become a two-way cycle route. This scheme does not do that but it is a step in that direction: see para 4.18. The scheme will be monitored to see how much traffic continues to use Chatham Street: it is thought that vehicles accessing the aggregate company

access on Pitsmoor Road will continue to use Chatham Street and Swinton Street as well as there being a small private car park here.

Summary

- 4.20 It is considered that the final proposal is a balanced scheme which helps address delays to bus passengers in particular but also to all motorised vehicles whilst maintaining facilities for other users. The scheme also supports local businesses by providing parking closer to Mowbray Street.

5 RELEVANT IMPLICATIONS

- 5.1 **Financial:** Work on the proposals is funded from the Sheffield Bus Hotspots element of the Local Sustainable Transport Fund (held by South Yorkshire Passenger Transport Executive, and having to be spent by March 2015). The budget estimate to cover works (£266,829) and traffic management received from Amey Design is £329,200. There may be some statutory undertakers' (stats) costs on top of this: this is currently under investigation. However, all these scheme costs are covered by the existing capital approval for Bus Hotspots in 2014/15 (Business Unit 94445). This covers funding for a number of Hotspots from LSTF, Local Transport Plan and Better Bus Area funding. The project cost plan has £694,000 of the LSTF funding currently available to cover all the costs of this scheme (fees, works, stats, risk allowance).
- 5.2 There will be ongoing additional maintenance costs incurred in relation to new bus lanes, additional signs and lines, and a signals set. This 25-year commuted sum is estimated at about £88,054 (33% of £266,829). The actual sum will be calculated by the New Works team in the Highways Maintenance Division once the detailed design has been signed off by the City Council and the scheme priced (Amey). There is no revenue element in this LSTF funded project, so the commuted sum will be funded out of TTAPS resources which, in this instance – as a bus-related scheme – could include camera enforcement income or using 'credit' from negative commuted sum calculations for other bus-related schemes.
- 5.3 **Equalities:** an Equalities Impact Assessment has been signed off for the scheme. Fundamentally this proposal is positive for all Sheffield people regardless of age, sex, race, faith, disability, sexuality, etc. The scheme aims to improve the reliability of some high-frequency local bus services. No negative equality impacts have been identified.
- 5.4 **Legal:** the Council has the power to make a TRO under Section 1 of the Road Traffic Regulation Act 1984 for reasons that include the avoidance of danger to people or traffic. Before the Council can make a TRO, it must consult with relevant bodies in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. It must also publish

notice of its intention in a local newspaper. These requirements have been complied with. The Council should consider and respond to any public objections received and this has been done. The Council, as the Highway Authority for Sheffield, has the powers under Part V of the Highways Act 1980 to approve the improvements requested in this report.

6 ALTERNATIVE OPTIONS CONSIDERED

- 6.1 This proposal has developed iteratively, altering as the design progressed following comments from the Road Safety Auditor, the Cycle Auditor, and respondents to the consultation. This has led to the development of the final proposed scheme.
- 6.2 The alternative option would be the 'do nothing' option. This would not achieve benefits for bus users or general traffic.

7 REASONS FOR RECOMMENDATIONS

- 7.1 The scheme is part of the "bus hotspots" element of the Better Buses programme, linked to the Sheffield Bus Partnership of which the Council is a member. It contributes to the City Council's objectives of improving socially-inclusive access to jobs; improving access to mainstream public transport for all; and improving public transport in order to increase its usage. It aims to make bus journeys quicker and more reliable through infrastructure improvements and improving network management and enforceability at critical locations. This scheme should improve journey time and reliability without any detriment to other users.
- 7.2 All objectors and respondents have been written to providing feedback on the issues they raised. There is one outstanding objection. All respondents have been informed of this report and invited to attend today's meeting.

8 RECOMMENDATIONS

- 8.1 It is recommended that:
 - Having considered the objections and the officer view that the reasons set out in this report for making the TRO outweigh the objections, the TRO be made in accordance with the Road Traffic Regulation Act 1984, with the proposed loading bay to be re-located and without the revocation of no waiting/loading on Chatham Street (i.e. without additional parking provision), i.e. the scheme as shown on plan SD-LT124-C2.

- The scheme is progressed to detailed design and subsequent implementation.
- A TRO be advertised at a future date for the removal of parking on Pitsmoor Road to the north of Swinton Street to improve its two-way operation for cyclists.
- The city-wide cycle network under development to include looking at routes between the City Centre and Pitsmoor/Neepsend including the possibility of a two-way cycle route along Chatham Street.
- The respondents are informed accordingly.

Simon Green

Executive Director, Place

October 2014