



SHEFFIELD CITY COUNCIL Individual Cabinet Member Decision

Report of: Executive Director, Place

Date: 9th April 2015

Subject: Normanton Hill Pedestrian Crossing Scheme

Author of Report: Susie Pryor

Summary:

This report describes the proposals for a signalised pedestrian crossing at Normanton Hill by the entrance to Richmond Park. The scheme will improve road safety and reduce the number and severity of pedestrian related collisions in Normanton Hill.

It also sets out officer's response to comments received from the consultation on this scheme.

Reasons for Recommendations:

The pedestrian crossing and associated works will contribute to an improvement in safety along Normanton Hill. The introduction of a pedestrian crossing should reduce the number and severity of collisions and reduce the fear of collisions.

Recommendations:

To note the comments made by respondents to the consultation

To approve the scheme, as proposed, for design and implementation subject to:

- a) Confirmation of sufficient funding within the Local Transport Plan allocation Road Safety block
 - b) Approval of the scheme via the Capital Approval gateway Process.
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Background Papers: Appendix A - Consultation letter and plan

Appendix B – Detailed submitted written comments and officer responses

Appendix C – Comments and officer responses at public meeting

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
Cleared by: Damian Watkinson
Legal Implications
Cleared by: Nadine Wynter
Equality of Opportunity Implications
Cleared by: Annemarie Johnston
Tackling Health Inequalities Implications
NO
Human rights Implications
NO:
Environmental and Sustainability implications
NO
Economic impact
NO
Community safety implications
NO
Human resources implications
NO
Property implications
NO
Area(s) affected
Richmond
Relevant Cabinet Portfolio Leader
Jayne Dunn
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

NORMANTON HILL SIGNALISED PEDESTRIAN CROSSING SCHEME

1.0 SUMMARY

1.1 This report describes the proposals for a signalised pedestrian crossing at the site of a tragic fatal collision in May 2014. Site constraints mean that associated measures, such as a new access road and moving a bus stop are also required. The scheme will improve road safety and reduce the number and severity of pedestrian related collisions at this location.

1.2 This report also sets out officer's response to comments received from the consultation on this scheme.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE?

2.1 The introduction of road safety measures on Normanton Hill will bring about a reduction in the number and severity of road traffic collisions, thus helping to create *safe and secure communities*. Implementing the measures described in this report will contribute to the creation of a safer residential environment and a *Great Place to Live*. The response to the consultation contributes to the *working better together* value of the Council's Corporate Plan *Standing up for Sheffield*.

3.0 OUTCOME AND SUSTAINABILITY

3.1 The introduction of the road safety measures described in this report will contribute to the delivery of:

- the '*sustainable and safe transport*' objective of the Corporate Plan;
- Policy W of the Sheffield City Region Transport Strategy 2011-2026 (*To encourage safer road use and reduce casualties on our roads*);
- the Council's Vision For Excellent Transport In Sheffield (*a better environment; a healthier population; a safer Sheffield*);

4.0 REPORT

Introduction

4.1 On the 9th May 2014 there was a road traffic collision on Normanton Hill near the Richmond Park Entrance. A 14 year old female pedestrian was fatally injured and a 12 year old female pedestrian was seriously injured

4.2 Following this tragic collision a petition containing 12,751 signatures was submitted to Full Council. The petition requested a controlled pedestrian crossing and speed restrictions on Normanton Hill.

4.3 In response to the petition the Council therefore intends to install a road safety scheme on Normanton Hill in the 2015/16 year. This scheme will

comprise of the installation of a controlled pedestrian crossing as close to the existing crossing point to Richmond park as possible.

- 4.4 South Yorkshire Police agreed to undertake mobile speed enforcement on Normanton Hill and camera enforcement signs were erected to facilitate this as well as the installation of an area of hard standing for the mobile camera vehicle. Mobile speed enforcement has taken place at regular intervals starting from the 1st July 2014. By November 471 speeding offences had been captured.

Pedestrian Crossing scheme

- 4.5 The proposed signalised pedestrian crossing is located where a footpath from Hollybank Drive meets Normanton Hill, directly opposite a vehicular access to two residential properties, allotments and a pedestrian only access to Richmond Park. This is on the pedestrian desire line and because the footway along Normanton Hill is so narrow, is the only feasible place to locate the crossing.
- 4.6 A survey in June 2014 showed that Normanton Hill was crossed by 337 people in one day. Many were school pupils. A plan of the scheme is attached in Appendix A.
- 4..7 The vehicular access for the two residential properties and allotments will be realigned through the adjacent corner of Richmond Park. The current access will be retained for pedestrians only. This will be enforced by means of a staggered barrier which will also reduce the risk of pedestrians walking or cyclists riding straight onto the main road.
- 4.8 There are two buses per hour per direction. To facilitate the scheme it is proposed to relocate the eastbound bus stop 15 metres east of its current position. It will be 30 metres east of the crossing point. The sub-standard footway to the bus stop will also be widened by 2.5metres providing a much safer walking and waiting environment.
- 4.8 Planning permission is required for the scheme. An application has been submitted and a decision is likely in February/March 2015. Planning issues include the following:
- In the Sheffield Local Plan, Richmond Park is designated a Countryside Area (Green Belt) and a strip of the park parallel to Normanton Hill is further designated as an Ecological Local Nature Site. The corner of the park proposed for the realigned access is covered by these designations. The Richmond Park Masterplan shows part of the land required for these proposals containing “naturally regenerated oaks [which will be] allowed to develop, with biological interest encouraged through wildflower planting...”

The corner required for the proposals contains a large mature sycamore. There is also a mix of self set oak saplings, birch, brambles and long grass. These will be cleared to allow construction of the scheme but will be allowed to grow back naturally, subject to sightlines along the main road

being maintained from the new access.

- 4.9 A new hedge is proposed to be planted at the back of the new access road. The hedge is likely to consist of hedgerow with oak saplings interspersed. A fence will also be constructed along the hedge line to keep vehicles out of the park whilst the hedge itself grows and matures around it. A narrow gap will be maintained at one point in the fence/hedge to allow pedestrian only access into the park.
- 4.10 The habitat of the park means that it may contain Great Crested Newts. As a protected species, Great Crested Newt surveys must be carried out from mid-March. If they are found to inhabit the area measures must be employed to relocate them and may also be required to prevent them from entering the scheme area once it is constructed.
- 4.11 A tree that was planted in memory of the teenager that was fatally injured will be relocated slightly eastwards in order to construct the pedestrian waiting area for the crossing.

Statutory and Public Consultation

- 4.12 Statutory consultees including the emergency services, bus operators, Friends of Richmond Park (FORP) and Veolia were informed of the proposals and invited to comment from 10th November 2014.
- 4.13 The public consultation period ran from 24th November to 15th December 2014. Letters were hand delivered to houses on Hollybank Drive that back on to Normanton Hill, as well as the two houses at the park entrance that are directly served by the access road. In addition, public notices were erected in several places on Normanton Hill and in Richmond Park. Appendix A shows the consultation letter and plan that were used.
- 4.14 No formal objections to the scheme were received. Written responses were received from nine agencies, individuals or groups including South Yorkshire Police, South Yorkshire Passenger Transport Executive, Friends of Richmond Park and local residents. Their written comments and officer responses are detailed in Appendix B.
- 4.15 A public meeting was held on Thursday 11th December at Carpenter Gardens Community Room. A summary of the questions/comments and officer responses is provided in Appendix C. The issues raised included:
- Traffic speeds on Normanton Hill;
 - Proposed location of the crossing;
 - Crossing facilities;
 - The proposed new access road;
 - Relocation of the bus stop;
 - Impact on vegetation and trees in Richmond Park.

5.0 RELEVANT IMPLICATIONS

5.1 The cost of the works described in this report is estimated to be £440,000; this includes an amount for the future maintenance of the scheme. This will be funded from an allocation from the Local Transport Plan settlement in 2015/16 and formal approval will be sought in due course via a Capital Approval Form. There is funding for feasibility already identified in the Accidents Savings Block for the design work being carried out in 2014/15.

5.2 A previous submission to the Great place to Live Programme Board in February this year set out the planned capital programme for 2015/16 as below:

- £250,000 – Accident saving schemes
- £400,000 – 20mph schemes
- £50,000 – School keep clear schemes
- £60,000 – Speed Indication Devices (Innovative Traffic Calming Study)
- £40,000 – Road Safety Audit – Stage 3 Issues Arising

The accident saving schemes included not just the construction of Normanton Hill but schemes at:

- Barnsley Road at Elm Lane
- Firth Park Road – Idsworth Road to Bolsover Road
- Coisley Hill
- Harborough Avenue at Fretson Road

5.3 It follows therefore that the service will need to re-prioritise the spending plans and resubmit these to the Great Place to Live Board in order to deliver this important scheme and this will be dealt with as part of the capital approvals process.

5.4 An Equality Impact Assessment has been conducted and concludes that the proposals are equality neutral affecting all local people equally regardless of age, sex, race, faith, disability, sexuality, etc. However, some aspects will be positive, e.g. for the young, elderly and disabled as the proposals reduce road speed and improve crossing facilities. No negative equality impacts have been identified.

5.5 The Council has a statutory duty under the Road Traffic Act 1988 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.

5.6 The Council has received a number of comments in response to the consultation. Some individuals have raised issues about the approach the

Council is proposing to take with regard to the proposals outlined in this report. The Council therefore needs to consider whether the benefits of implementing these proposals outweigh the issues that have been raised. Provided the Council is satisfied that this is the case, it is acting lawfully and within its powers

6.0 ALTERNATIVE OPTIONS CONSIDERED

6.1 This site is currently a location for a Speed Indication Device (smiley SID). It is Council policy to use these devices for a relatively short period of time and rotate them between other roads in the area, otherwise motorists become used to them and they do not have the desired effect. The speed data from the SIDs at this location shows that average vehicle speeds of 39mph in the downhill direction which suggests that at this location such a measure is ineffective.

6.2 A traffic calming scheme could be considered. However, given existing speeds a localised traffic calming scheme could lead to loss of control accidents. Therefore it would probably be necessary to traffic calm the whole length of the road, linking the scheme with the existing measures located between Linley Lane and Coisley Hill. The cost of such a scheme along this length would be very expensive and it would be difficult to justify this, given the overall low collision rate along the length of Normanton Hill.

7.0 REASONS FOR RECOMMENDATIONS

7.1 The pedestrian crossing and associated works will contribute to an improvement in safety along Normanton Hill. The introduction of a pedestrian crossing should reduce the number and severity of collisions and reduce the fear of collisions.

8.0 RECOMMENDATIONS

8.1 To note the comments made by respondents to the consultation

8.2 To approve the scheme, as proposed, for design and implementation, Subject to:

- a) Confirmation of sufficient funding within the Local Transport Plan allocation Road Safety block
- b) Approval of the scheme via the Capital Approval gateway Process.

Simon Green
Executive Director, Place

9th April 2015

APPENDIX A: Consultation Letter and Plan



Amey Plc
Unit 2a
Antler Complex
Bruntcliffe Way
Morley
Leeds
LS27 0JG

24th November 2014

Address
Sheffield
S12 2BT

Dear Sir/ Madam,

Proposed Pedestrian Crossing at Normanton Hill

Sheffield City Council is proposing to put in a new signalised pedestrian crossing on Normanton Hill at the end of the path leading to the park. The crossing will help people, especially school children, to safely cross the road.

The new crossing will mean a new road would need to be created a short distance away for vehicles to the houses and allotments. Care will be taken to minimise changes to the park and hedges and planting will be reinstated. The attached plan indicates the proposed improvements.

I would welcome your comments on the proposals by either post or email to the address below. Please ensure that your comments are submitted by **Monday 15th December 2014**.

Huw Williams
Normanton Hill Consultation
Amey Plc
Unit 2a
Antler Complex
Bruntcliffe Way
Morley
Leeds
LS27 0JG

Email: Huw.williams@amey.co.uk
Tel: 0113 281 0461

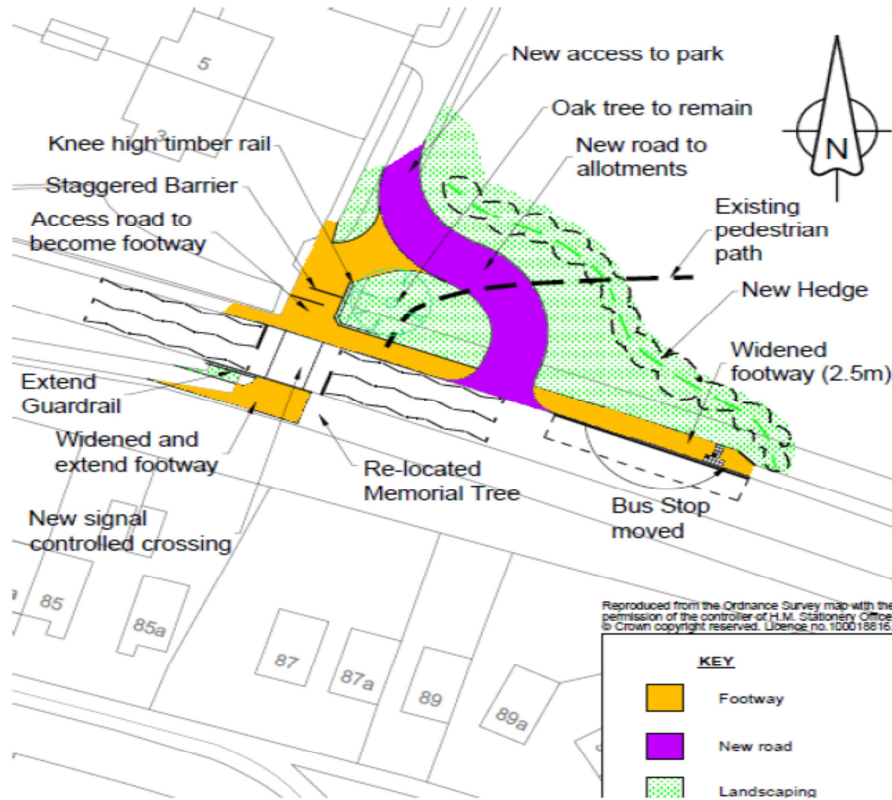
We look forward to welcoming your response

Yours Faithfully

Huw Williams

DESIGN CONSULTATION NOTICE

Proposed Signal Controlled Pedestrian Crossing on: Normanton Hill, Sheffield



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APPENDIX B - Summary of Consultation Responses

1762 Normanton Hill Signal Controlled Pedestrian Crossing

Heading	Comment	From	Officer Response
GENERAL			
1	I welcome this plan. It's a shame it wasn't done before a young girl lost her life	Local Resident	
2	We welcome the proposal for a new signalised crossing on Normanton Hill. What is in question is the need for the new road etc	Local Resident	
TRAFFIC SPEED ISSUES			
Page 19	3	We do have a number of concerns... Could you advise what measures you are intending to put in place to attempt to control speed on approach to this crossing as the SID (Speed Indication Device) appears to have been ineffective.	South Yorkshire Police
	4	Even allowing for the tragic circumstances necessitating the proposal, the entire work is way over the top. The only fault... is speeding and could be controlled by speed cameras and humps	Local Resident
			<p>Several measures continue to be put in place to encourage drivers to drive more responsibly on Normanton Hill, as follows:</p> <p>The police now undertake periodic mobile speed camera enforcement from a lay-by that has recently been built to the west of the crossing point. Speed camera signs have also been erected to tell drivers about the enforcement measure.</p> <p>To improve forward visibility for drivers of the signals at the crossing, additional high level signal heads will be introduced on totem poles on the south side of the road. This will mean that signals are 5.5 to 6 metres high giving drivers earlier warning of the crossing. Normal height signals will also be introduced.</p> <p>Speed humps can give users of all vehicles, especially buses and ambulance patients, a very uncomfortable ride especially on roads with 30mph speed limits. With the measures outlined above it is not felt necessary to introduce speed humps too.</p>

CROSSING LOCATION

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5	<p>Objects to the proposals even though her son was knocked down here 22 years ago. She cannot see how they will improve road safety and feel they could make things more dangerous: "...Would (it) have been better to the sight [sic] the crossing in a different position, say further up Normanton Hill in the direction of Hollybank Road? This option was discussed during the summer."</p> <p>The resident realises this option would cost more as the council would need to purchase land from house called Somerby, to widen the footway on the north side, "...and then there would be a problem with the bus stop on the opposite side of the road." On the plus side, she says, we would not need to create a new access to the park or move the existing bus stop</p>	Local Resident	<p>The crossing will be located directly on the pedestrian desire line. Moving it to the west or east would mean introducing unsightly guardrail to stop people from crossing where they are used to crossing now. The risk is that some people will jump the guardrail.</p> <p>In addition, a crossing to the west would require major works and, as acknowledged by the resident, purchase of land from the house called Somerby. The works would include building a new retaining wall to retain the garden of Somerby and the making of a new footway on the south side of the road where none exists at the moment. As the resident also acknowledges, the westbound bus stop would also need to be relocated, probably much further west.</p>
6	<p>If the crossing was positioned to the left of the access road then there would be no need for a new access road or the creation of a new access to the park</p>	Local Resident	
7	<p>even though there is to be a pedestrian crossing, people, including school children, may well use the new access road to exit the park rather than using the existing path to the controlled crossing</p>	Local Resident	<p>This has been noted by officers although the number of pedestrians is likely to be limited in number. The design will be amended to encourage all pedestrians to stay on the path to the crossing.</p>

PEDESTRIAN CROSSING FACILITIES			
8	the downhill approach to the crossing will be masked by the bushes/trees and retaining wall on the nearside. You have not indicated where you intend to site the poles for the crossing, as there may also be an issue of available width on the top nearside of the crossing due to the existing wall as the footpath is only 1.36 metres wide	South Yorkshire Police	It is agreed that forward visibility of the primary signal on the downhill (eastbound) nearside could, over time become obscured by growing vegetation. For this and other reasons it is proposed to introduce a second primary and secondary signal heads as well as additional signal heads on totems on the south side of the road. The exact location of the eastbound nearside primary signal pole has still to be determined, however it will be beyond the narrowest part of the footway where it widens out at the entrance to the new pedestrian route.
9	Will the approach to the crossing on both sides be resurfaced with a high psv?	South Yorkshire Police	Yes. Vehicular approaches will be treated with an appropriate anti-skid (high psv) surface.
10	Put in a long overdue promised handrail on the approach path from the [Hollybank] estate? There have been more collisions during icy weather on that path than on the road	Local Resident	This request is outside the scope of this project and has been placed on the request list for road improvements
NEW ACCESS ROAD			
11	I believe [the new access road's] situation on the brow of the hill to be dangerous	Local Resident	Calculations show that visibility standards for drivers exiting the new access road will be met. 2.4 metres back from the stop line drivers will be able to see the requisite 90 metres in both directions along the main road
12	the new access road... will be difficult to negotiate for vehicles	Local Resident	Computer modelling has shown that the new access road will be suitable for large vehicles including removals wagons and 6 to 8 wheel septic tank lorries. Access by van should not be a problem.
13	Will the new access road be wide enough to accommodate the 6 to 8 wheeled lorries that need access to empty septic tanks at the two houses in the park entrance?	Local Resident	
14	Concerned about being able to access his property by his work's van	Local Resident	
15	Will the access road be lit?	Friends of Richmond Park	Street lighting on Normanton Hill is to be improved separately under the Sheffield Streets Ahead Programme. The new access road will be lit according to standards. The 'gas lamp' will be retained.

		(FORP)	
16	the 'gas lamp' at the bottom of his garden on the existing access is not shown on the plan. Will this remain?	Local Resident	
RELOCATING THE BUS STOP AND ITS LOCATION RELATIVE TO BROW OF HILL			
17	SYPTTE have major concerns with moving the bus stop even further past the park entrance as the road continues to drop and the further from the crossing the stop gets the more of a hill the passengers with shopping etc. have to walk back up	SY Passenger Transport Executive	Best practice guidance never puts a bus stop on the approach to a pedestrian crossing for safety reasons. If a bus stop is too close to a crossing there is a significant risk that drivers will overtake a stopped bus and not see a pedestrian crossing the road. That pedestrian may have crossed on the 'red man' with the thought that the bus had stopped and it was safe to cross
18	this stop has got further and further away from its original position. It now appears to be almost on the brow of the hill	Resident	
19	There are numerous elderly residents who use this particular bus stop and who would need to walk further	Local Resident	The nearest safe bus stop point would be some 50 metres west of the crossing point. This is further than the 30 metres proposed on the east side.
20	Local residents have raised concerns about moving the bus stop. It is considered that a relocation of 30 metres is too far	FORP	
21	I oppose the moving of the bus stop. This... has already been moved from its original position... and even though the proposal allows for the widening of the footpath I do not believe that the bus stop to be in a safe place... It is a common occurrence to see cars overtaking the stationary bus... and so to move the bus stop to the brow of the hill would be dangerous...		Overtaking a stationary bus is less likely at speed as the crossing will be close to a signalised pedestrian crossing. It is illegal to overtake within the zig-zag markings.
22	It now appears to be almost on the brow of the hill		
23	The lack of housing, limited lighting and the woodland behind also gets worse further from the park entrance. Adverse affect on security	SY Passenger Transport Executive	The bus stop will be moved just 15 metres. Lighting is to be upgraded under the Sheffield Streets Ahead programme. The volume of woodland and housing near the bus stop will be similar to the current location

24	While widening the footpath, could you not put in a lay-by?	Local Resident	A lay-by would require considerably more of Richmond Park land to be taken and major and costly works would be required to create a suitable foundation for buses drive over. In addition, bus drivers struggle to get a safe gap to get back into traffic and for this reason it is unlikely the bus companies and SYPTE will support the introduction of a lay-by here.
25	requests that the stop is moved to a safe location before the crossing, ie somewhere near to the opposite current inbound shelter” pointing out that buses are only every 30 minutes and as it is not a timing point, will only stop so long as is necessary.	SY Passenger Transport Executive	Best practice guidance never puts a bus stop on the approach to a pedestrian crossing for safety reasons. If a bus stop is too close to a crossing there is a significant risk that drivers will overtake a stopped bus and not see a pedestrian crossing the road. That pedestrian may have crossed on the ‘red man’ with the thought that the bus had stopped and it was safe to cross. The nearest safe bus stop point would be some 50 metres west of the crossing point. This is further than the 30 metres proposed on the east side.
26	Could not the stop be re-sited above the crossing?	FORP	
RICHMOND PARK ISSUES			
27	The proposal is “sited in green belt”; there is a “masterplan to improve the park” and “Sheffield Development Framework/Regeneration Services have outlined the area to be used for the new road as a local nature site containing a number of bio friendly oak trees	FORP	These issues will be consider as part of planning process, an application for which was submitted at the beginning of December.
28	The park should be securely fenced to prevent motorcyclists from getting in in order to “prevent noise, pollution and injury to people”.	FORP	Agreed. The park will be fenced and a hedge will be planted and allowed to grow and mature around the fence. The only gap – located halfway along the hedge as shown in the consultation plan - will be wide enough for pedestrians only.
29	Concerned that 25 oak trees have recently been destroyed and that action was taken without consultation either with FORP or Parks and Countryside. He asks that the value of the trees destroyed is calculated and that the equivalent in mature trees is planted elsewhere in line with the masterplan. He also asks that future action is taken in consultation	FORP	FORP refer to was the subject of a survey into the value of its flora and fauna. It consists mainly of self set oak saplings, bramble and long grass. The proposals will require the area to be cleared of vegetation during the construction phase, however it is proposed to let it return to its natural state once the new access road has been built.

APPENDIX C – Comments and Officer Responses at Public Meeting

NORMANTON HILL PEDESTRIAN CROSSING

Public Meeting: 11th December at Carpenter Gardens, Community Rooms
Hollybank Road.

Time: 18.00 – 19.00

Attendance

Councillors: Jayne Dunn (Cabinet Member), Karen McGowan (Cabinet Advisor), Lynn Rooney (Ward Member) and Paul Wood (Ward Member)

Officers: Simon Botterill (Team Manager Scheme Design) Matthew Rush (Locality Officer)

Public: Eight

Notes of Key Issues Raised

1	Comment	The meeting was poorly advertised.
	<i>Response</i>	<i>The meeting was on the Ward blog and posters placed in a number of public buildings around the area.</i>
2	Comment	There was no communication to the allotment holders.
	<i>Response</i>	<i>An email about the scheme was sent to the allotment office and a notice was placed on the gate.</i>
3	Comment	There has been no consultation with the Friends of Richmond Park.
	<i>Response</i>	<i>An email was sent to the chair of the Friends. Apologies if the address provided to us was wrong.</i>
4	Comment	Something needs to be done to stop the kids using the new access road and running out onto the main road.
	<i>Response</i>	<i>The design needs to be developed to make it natural for everyone to continue on the park entrance rather than use the new access road.</i>
5	Comment	The bus stop is being moved to the brow of the hill. It will be dangerous to overtake.
	<i>Response</i>	<i>The visibility will need to be checked but there is less likely to be overtaking close to the crossing.</i>
6	Comment	The bus stop is moving away and it will be further for people to walk.
	<i>Response</i>	<i>The expected movement is small (15m) but we will look to minimise it in the design. It can't be moved above the crossing as it would block visibility of the crossing and signals.</i>
7	Comment	Can there be a shelter at the stop. There are a lot of elderly people use the stop.
	<i>Response</i>	<i>It is the Passenger Transport Executive that decide whether to provide shelters. Officers will ask them to</i>

		<i>consider this request.</i>
8	Comment	Will the new access road be street lighted.
	<i>Response</i>	<i>It is expected that lighting will be provided.</i>
9	Comment	Will the step access to the dog park be re-provided
	<i>Response</i>	<i>A new way into the park will be provided, but it won't be where it is now. It is likely to be further up the Park Entrance.</i>
10	Comment	Will there be fencing to stop motorcycles from using the park.
	<i>Response</i>	<i>A hedge will be replanted to match what is there and a fence will be put in too.</i>
11	Comment	People already try to take their cars up Park Entrance when there is an event on can there be a barrier provided to prevent this.
	<i>Response</i>	<i>This will be investigated. It is not unusual for allotments to have a gate with a key. It will require the residents of Nos. 3 and 5 to agree to this proposal.</i>
12	Comment	Can we have a barrier on the ramp up from Hollybank Drive
	<i>Response</i>	<i>(Not answered at the meeting) This request will be added to the request list. It cannot be considered as part of the scheme.</i>

Simon Botterill

19 Dec 2014

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