



## Report to Policy Committee

**Author/Lead Officer of Report:** *Paul Sullivan, Senior Transport Planner*

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**Report of:** *Executive Director of City Futures*

**Report to:** *Transport, Regeneration and Climate Policy Committee*

**Date of Decision:** *20<sup>th</sup> September 2023*

**Subject:** *Report of objections to the Connecting Sheffield Crookes and Walkley Active Neighbourhood Experimental Traffic Order*

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? <b>2326</b> (see appendix H)				
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:

This report sets out an analysis of the effect of the implementation of an 18-month Experimental Traffic Order (ETO) in Crookes, including the results of formal consultation, along with feedback received pre and post formal consultation.

The consultation has sought the views of residents, visitors to the area, businesses, local groups, institutions, and statutory groups to inform a decision on whether or not the Council wishes to progress towards making the changes permanent or not.

## **RECOMMENDATIONS**

- Approve that the elements included in Experimental Traffic Orders are made permanent in accordance with the Road Traffic Regulation Act 1984:

### **CROOKES –**

1. Prohibition of Motor Vehicles on parts of Hands Road (at the junction with Leamington Street and Townend Street) and Newent Lane, with the extent of the restriction shortened on Newent Lane as detailed.
2. Prohibition of Motor Vehicles except authorised vehicles and permit holders (School Streets) Monday to Friday 8.15-9.15am and 2.45-3.45pm at Westways Primary School on Mona Avenue and Mona Road.
3. One Ways on Mona Avenue and part of Mona Road.
4. No Waiting at Any Time on parts of Cobden Place, Cobden View Road, Hands Road, Leamington Street, Matlock Road, Melbourn Road, Mona Avenue, Pickmere Road, Romsdal Road, Sackville Road, Slinn Street, Townend Street and Warwick Terrace is made permanent, with the extent of the restrictions shortened or not wholly implemented on Cobden View Road, Romsdal Road and Sackville Road as detailed.
5. No Waiting Monday to Friday 9am to 5pm on part of Western Road.
6. Amendment to Permit Holder Parking Places on Crookesmoor Road.

### **WALKLEY –**

1. Prohibition of Motor Vehicles on parts of Fir Street, Highton Street and Matlock Road (western end).
  2. One Way on parts of Greenhow Street and Heavygate Avenue.
  3. No Waiting at Any Time on parts of Camm Street, Greenhow Street, Heavygate Avenue, Highton Street and Matlock Road is made permanent, with the extent of the restrictions shortened or not wholly implemented on Matlock Road as detailed.
- Approve that only the elements listed above under ‘Crookes’ and ‘Walkley’ are implemented on street on a permanent basis. Officers will take forward the revocation of all elements of the ETOs not listed above.
  - Approve that physical works to make these changes permanent are designed and implemented and that until then the temporary materials creating the closures/one way are retained.
  - Note that, if the above elements are made permanent, objectors will be informed accordingly and the Council will write to all properties within the boundary of the consultation area to inform them of the decisions.
  - Approve the development of permanent options for pedestrian crossing facilities near the junction of Crookes/ School Road, Cookesmoor/ Conduit Road and at Heavygate Road/ Heavygate Avenue through normal procedures – these elements are not subject to an ETO.

**Background Papers:**

Appendix A: Crookes and Walkey Experimental Traffic Order  
 Appendix B : Scheme Plans  
 Appendix C: Traffic Monitoring Data  
 Appendix D: Objections Log  
 Appendix E: Connecting Sheffield Crookes Active Neighbourhood Formal Consultation Report  
 Appendix F: Normal Use (12 months on) Sampled Perception Survey Report  
 Appendix G: Normal Use (12 months on) Commonplace Perception Survey Report  
 Appendix H: EIA  
 Appendix I: CIA

<b>Lead Officer to complete:</b>	
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: <i>Damian Watkinson</i>
	Legal: <i>Richard Cannon</i>
	Equalities & Consultation: <i>Ed Sexton</i>
	Climate: <i>Sustainability Team</i>
<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	<b>SLB member who approved submission:</b> <i>Kate Martin</i>
3	<b>Committee Chair consulted:</b> <i>Ben Miskell</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.
	<b>Lead Officer Name:</b> <i>Paul Sullivan</i>
	<b>Job Title:</b> <i>Senior Transport Planner</i>
<b>Date:</b> <i>20<sup>th</sup> September 2023</i>	

# 1. PROPOSAL

## 1.1 Setting the Scene

**Transport is one of the most significant contributors to carbon emissions in the city. It is essential to reduce carbon emissions to mitigate against the most serious impacts of climate change, whilst enabling Sheffield to thrive. There are significant number of journeys in the city that could be made more sustainably.**

A climate emergency was declared by Sheffield City Council in February 2019 and a series of route maps outlining the Council's commitment to net zero by 2030, were agreed by committee in July 2023.

The report entitled **'Our Council and The Way We Travel decarbonisation routemaps'**. stated that *'everyone in the city will need to change the way that they live their lives in the coming years, both to minimise the harm that the climate emergency will lead to and to adapt to a changing world'*. The 'Way We Travel' chapter has a goal that by 2030, all our people and organisations will have access to ultra-low emission options for travel, resulting in 419 ktCO<sub>2</sub>e (65%) reduction in transport related carbon emissions. The actions are grouped around six key objectives including (B) Improved walking, cycling and wheeling routes and facilities that enable safe and inclusive participation.

Locally, the **city's 2019 Transport Strategy** sets out the need to increase cycling and walking; the **Move More Strategy** highlights the car-centric nature of journeys currently in Sheffield; while the **South Yorkshire Mayor's 'Vision for Transport' and Active Travel Implementation Plan** aims to put pedestrians and cyclists at the heart of the South Yorkshire Mayoral Combined Authority's (SYMCA) transport plans to address carbon emissions. Nationally, the **Department for Transport's 2020 paper Decarbonising Transport, Setting the Challenge** establishes the aim for 'active travel' to become the country-wide norm.

One way of implementing this policy agenda is through coherent, direct, safe, comfortable, and attractive active travel routes connected into people friendly, low-traffic streets.

In Sheffield around 60% of commuter journeys are made by car and 40% of journeys are within 1km; distances that can be walked within 15 minutes or cycled with 5 minutes. People feel compelled to drive even short distances because of a lack of travel choices available to them. Ultimately schemes that support active travel are about providing people with travel choices by making the road network safer and streets more people friendly.

- 1.1.1 **Active Travel Neighbourhoods** (sometimes known as Low traffic Neighbourhoods) are a key building block to enable this happen in a timely and cost-effective manner. They are a cost-effective traffic management intervention that helps to create areas with less through traffic and provide more opportunity for communities to enjoy the benefits of being outside and walking or cycling locally. When linked together with protected active travel routes they can soon

form a high-quality cost-effective active travel network - with minimal impacts on parking and trees.

They do not prevent people using a car to access their homes or businesses, but they do seek to move through-journeys onto more appropriate main roads.

Active Neighbourhoods in Crookes and Walkley will complement any new infrastructure along the Upper Don Valley (to be designed through Active Travel Fund 4). Feasibility will take place between October 23 and March 24. The aim will be to have a preliminary design ready to go to detailed design. Subject to funding construction to take place 25/26.

## **1.2 Determining Active Neighbourhoods**

To establish locations for active neighbourhoods officers first referred to the guidance published by Living Streets ( a UK charity concerned with promoting walking). This states key factors when determining an area and the need to consider

- the size of the residential area.
- proximity to communal amenities and service infrastructure
- deliverability
- active community involvement.

In line with Sheffield City Council's Transport Strategy, neighbourhoods near the city centre are considered more likely to generate an increase in people who would consider cycling or walking.

- 1.2.1 Crookes and Walkley were chosen as they met the Living Streets criteria for an active neighbourhood and are within a reasonable active travel distance of the city centre, and other key facilities (Hillsborough Leisure Centre for example).
- 1.2.2 We have received requests from both areas (Crookes and Walkley) to tackle, through traffic, speeding traffic and parking issues.
- 1.2.3 In May 2022, following analysis of the consultation and a small number of workshops that had taken place in August 2021, a series of interventions were put in place on an experimental basis in both areas. through an Experimental Traffic Order (ETO). The statutory notices associated with the ETO were publicised and the order was also promoted on the Council's website. The interventions were also publicised on the Connecting Sheffield website, through a mail distribution, notices on lampposts, through community groups and on social media.

## **1.3 Experimental Traffic Order Process**

An Experimental Traffic Order (ETO)

- allows formal comment and objections in the first six months of its life.
- can stay in force for up to a maximum of 18 months and it.
- gives the community the opportunity to experience the proposed.
- Restrictions as well as
- giving officers time to monitor its impact.

1.3.1 The ETO for the project is attached in Appendix A For clarity, the original ETOs were modified by the making of amendment orders multiple times during their lifespan and the details of those orders are set out below. Each modification restarted the objection period so as to enable the public to comment on those modifications. The full details of the modifications are set out in the 'SCHEME IMPLEMENTATION' section below.

1.3.2 25th April 2022 - original ETOs:

- THE SHEFFIELD CITY COUNCIL (CROOKESMOOR) (EXPERIMENTAL TRAFFIC) (PROHIBITION OF WAITING) ORDER 2022
- THE SHEFFIELD CITY COUNCIL (CROOKES ACTIVE NEIGHBOURHOOD) (EXPERIMENTAL TRAFFIC) (PROHIBITION OF DRIVING AND ONE WAY TRAFFIC) ORDER 2022
- THE SHEFFIELD CITY COUNCIL (VARIOUS ROADS, CROOKES, SHEFFIELD) (EXPERIMENTAL TRAFFIC) (PROHIBITION OF DRIVING) ORDER 2022

23rd June 2022 – Amendments:

- THE SHEFFIELD CITY COUNCIL (CROOKESMOOR) (EXPERIMENTAL TRAFFIC) (PROHIBITION OF WAITING) ORDER 2022 (AMENDMENT NO.1) ORDER 2022
- THE SHEFFIELD CITY COUNCIL (CROOKES ACTIVE NEIGHBOURHOOD) (EXPERIMENTAL TRAFFIC) (PROHIBITION OF DRIVING AND ONE WAY TRAFFIC) ORDER 2022 (AMENDMENT NO.1) ORDER 2022

31st October 2022 - Mona Rd addition:

- THE SHEFFIELD CITY COUNCIL (MONA ROAD, CROOKES, SHEFFIELD) (EXPERIMENTAL TRAFFIC) (ONE WAY TRAFFIC) ORDER 2022
- THE SHEFFIELD CITY COUNCIL (MONA ROAD, CROOKES, SHEFFIELD) (EXPERIMENTAL TRAFFIC) (PROHIBITION OF DRIVING) ORDER 2022
- THE SHEFFIELD CITY COUNCIL (VARIOUS ROADS, SHEFFIELD) (EXPERIMENTAL TRAFFIC) (PROHIBITION OF WAITING) ORDER 2022

1.3.3 The 18-month experimental period is now coming to an end and a decision is required as to whether the Active Travel Neighbourhood experiment is to become permanent or whether the roads are to be returned to how they used to be.

1.3.4 The remainder of this section of the report presents the results of the Active Neighbourhood experiment's monitoring and assessment. The outcomes from the formal consultation and feedback received post formal consultation are discussed in Section 3.

1.3.5 In the early stages of the process, around implementation it became clear both residents and local ward councillors preferred each area to be treated independently. This report respects that request.

## SCHEME IMPLEMENTATION

2. **Scheme implementation took place over a significant period starting in May 2022. The implementation period was not without its challenges and took considerably longer than anticipated, with a significant number of revisions and omissions required.**

**CROOKES** The scheme proposed 15 original interventions to achieve the objectives. It was revised because of:

- 2.1
- Road safety issues -vehicles mounting pavements to bypass filters.
  - On going vandalism, and moving of planters
  - Access for larger vehicles to key locations

The result is that there is not an operational Active Travel Neighbourhood not in Crookes. The measures that remain are:

- Two pedestrian crossings at Crookes/School Road, and Crookesmoor/Conduit Road.
- Measures to support the School Street at Westways School.
- Filter at Newent Lane, that still allows waste collection from and deliveries to, the local supermarket.
- Diagonal filter at Sackville Road/Pickmere Road.

- 2.2 **WALKLEY** the scheme proposed eight original interventions to achieve the objectives. One intervention on Matlock Road was revised as a result of discussions with residents and local ward councillors as this was constantly vandalised and moved in order to get vehicles past. The filter at Highton Street was relocated to maintain delivery access for the local supermarket.

The interventions in Walkley supported the Crookes Active Travel Neighbourhood but also the streets to the east of the local centre. A number of these already have a limited number of interventions to discourage through traffic. Longer term officers felt it was possible to expand the scheme eastward towards the strategic A61 corridor) which is a priority for active travel development as per the Council's transport strategy).

All the changes detailed above were reflected in revisions to the ETO.

Plans of the original scheme and revised plans can be found in Appendix B

## 2.3 IMPLEMENTATION

During implementation, the following presented several challenges

- restricted access for larger vehicles, not flagged during pre-consultation.
- Parked vehicles blocking filter/planter locations.
- Vandalism of interventions
- The by-passing of interventions by driving over the footway.

In **Crookes** officers did not get to monitor all the measures in situ together and this will have had an impact on monitoring.

In **Walkley** all bar one measure have been in place for a significant length of time, and this gives us a better idea of the impact of the Active Travel Neighbourhood

### 3 MONITORING AND ASSESSMENT

The Active Neighbourhoods in Crookes and Walkley have been monitored and assessed at three key stages to understand how they have performed. Officers have assessed against a control site and against trends city wide. It should be pointed out given the changes to travel habits post Covid lockdowns we have used 2021 as a baseline.

#### 3.1 The three stages of monitoring

- Stage 1 – Pre-Implementation: this formed a baseline from which the outcomes from the project can be measured.
- Stage 2 - Settling down: linked with the requirement for ongoing formal consultation for 6 months post opening, and was aimed at identifying any operational problems so improvements could be made where necessary; and
- Stage 3 - Normal Use: 12 months post opening which allowed time for the project to settle in and for changes in travel patterns and behaviours to become apparent so that an informed decision can be made.

3.1.1 The focus of the analysis contained within this report is the 12 months post opening impact.

3.1.2 The project has been monitored against a set of outputs that are aimed at demonstrating its impact and to inform the decision-making process.. The monitoring criteria are:

- Motorised Traffic Demand: the number of motorised vehicles in the area.
- Through Traffic: the concentration of traffic along routes within the Active Neighbourhood for journeys that don't start or finish in the area.
- Active Travel Usage: the number of people walking or cycling in the area.
- Journey Times: the time taken for buses and general traffic to travel along potentially impacted local and arterial routes; and
- Traffic Speeds: the speeds on roads within the Active Neighbourhood areas.

In addition we have also looked at:

- Air Quality: the changes in pollutant levels.
- Crime: the trend in total street crime.

But these were not primary objectives of the scheme

3.1.3 The pre and 12-months post opening data referred to in this report have both been collected over 2 days in May and are therefore expected to be unaffected by any seasonal variation, however, there may be specific weather conditions that may have affected the difference between the two sets. It is not possible to separate out or control for the impact of weather on the results in this report. More detail can be found in Appendix C Monitoring Data

3.1.4



Since December 21 officers have also assessed data collected continually by automatic counter in two locations (Springvale Road at Mona Road and Heavygate Road at Northfield Road)

- 3.1.5 Officers have also used a control site at a number of locations in Sharrow Vale (i.e., away from the immediate Active Neighbourhood area) to compare the Crookes and Walkley data against in order to isolate the project impacts from other factors. More information about the specific locations and data collected is shown in Appendix B.

The Sharrow Vale control sites suggest that, away from the immediate Crookes and Walkley Active Neighbourhood and , over the same period the following impacts have been seen:

- A 1% decrease in motorised traffic volumes; and
- A 3% decrease in active travel volumes.

- 3.1.6 It is worth noting that monitoring has taken place in very different times. Making comparisons year on year up until 2020 provided reliable and valuable data, the populations working and leisure travel patterns would have been reasonably consistent, and the trend for each mode reliable

The return to work and progression of hybrid working has meant these trends are now a little more difficult to predict. For example, from 2016 to 2020 cycling across the city had been increasing at a steady 4% each year. In the 2 years since the 2020 lock down restrictions we've seen increase of 18% and are looking at 4% increase in 2023, compared to the control area (which is showing a 3% decrease).

## 3.2 Motorised Traffic Demand

**There have been minimal changes to motorised vehicle traffic in and around the two areas. Increases in traffic have occurred on roads that form a boundary for both areas, while roads that have received interventions have shown decreases.**

### 3.2.1 Count data

To monitor and evaluate the success of the Crookes and Walkley Active Neighbourhood, officers carried out independent traffic monitoring surveys at a number of key junctions across the area. Counts took place between 7am-7pm over 3 days in June days.

- 3.2.2 The data from those counts show the following:

Boundary Roads

- Crookes traffic reduced by 2%
- School Road traffic up 17%
- South Road traffic down 1 % but there is a 34% increase in traffic turning right from Walkley Road into South Road
- Walkley Road traffic up 3%

Study Area Entry/Exit Roads using the automatic counters:

- Heavygate Road (section from Northfield to Commonsides) overall a 15% increase, (25% up toward Commonsides 7% decrease toward Crookes)
- Springvale at Mona Road 6% increase in traffic
- Greenhow Street at the junction with South Road 25% reduction in traffic

Motorised traffic on the two roads flagged for concern during consultation (Crookes, South Road) has altered very little, probably as a result of the reduction in measures installed in Crookes and traffic diverting to use Heavygate Road.

More information about the specific locations and impact at each site is detailed in Appendix C

### 3.3. Through Traffic

**There have been minimal changes to through traffic in both areas**

3.3.1 The through traffic data was supplied independently by The Floop.(a company specialising in telematics). The Floop collect data through 'black box' technology. Applying a method called 'Blend Analysis' they were able to identify through traffic levels, specifically the proportions of traffic that originated and terminated outside the Crookes and Walkey areas  
For more details on how this is collected see Appendix C

3.3.2 Pre and post implementation data for through traffic has been based on comparing data collected between August and December 2021 with data between August and December 2022. Detailed maps showing the levels of through traffic pre, and post implementation is shown in Appendix D.

3.3.3 The analysis suggests that during weekdays, average through traffic along roads onto which traffic was expected to divert actually changed very little

- Crookes stayed the same.
- Springvale decreased slightly.
- School Road at Crookes stayed the same.
- School Road at Commonsides increased slightly.
- South Road increased slightly.
- Heavygate Road increased

On roads within the boundary, through traffic on

- Western Road decreased slightly.
- Greenhow Street decreased slightly.
- Melbourn Road stayed the same.
- Mona Road between Slinn Street and Springvale Road decreased slightly

### 3.4 Active Travel Usage

**There is no consistency to the data gathered from the survey. There are significant increases in walking in some locations whereas it is down in others. There does appear to have been a switch in cycling corridors with less cycling on the Heavygate Commons side corridor, mirrored by increases on the Western Road, Conduit corridor.**

3.4.1 In a similar approach to the motorised traffic counts, we carried out active travel (walking and cycling) monitoring surveys at key junctions across both areas. More information about the specific locations and impact at each site is detailed in Appendix C

3.4.2 There is very little consistency in trends for walking and cycling. Across both areas, levels remained the same or there was minimal change. The notable changes are as follows:

- Crookes walking up 32%
- School Road walking down 37%
- Heavygate Road walking up 8%
- Western Road, Conduit Road corridor Cycling up between 22% and 86%
- Heavygate Road, Commons side, Barber Road corridor cycling down between 1% and 13%

### 3.5 Journey Times

**Journey time changes for motorised vehicles have altered very little. Journeys have increased very slightly seconds not minutes.**

3.5.1 To understand the impact of travel behaviour changes on journey times we have collected and analysed journey times along two routes within the area and general traffic journey times using 'black box' data available from The Flow. Tables 1 and 2 below show there have been increases in journey time - on average those increases can be measured seconds as opposed to minutes.

Table 1 **CROOKES**  
Journey time changes 2021 to 2022 through Crookes

<b>Walkey Bank Road to Broomhill via Crookes 1.6 miles</b>		
Journey length	2021	2022
Ave	<b>05:15</b>	<b>05:25</b>
Longest	<b>07:49</b>	<b>09:00</b>
<b>Season</b>		
	<b>% Increase</b>	<b>Time (secs)</b>
Autumn Ave	<b>3</b>	<b>4</b>
Spring Ave	<b>7</b>	<b>9</b>
Longest	<b>13-15</b>	<b>58-71</b>
<b>Broomhill to Walkey Bank Road via Crookes</b>		
Autumn Ave	<b>1</b>	<b>4</b>
Spring Ave	<b>3</b>	<b>9</b>
Longest	<b>4-10</b>	<b>16-42</b>

Table 2 **WALKLEY**  
Journey time changes 2021 to 2022 through Walkley

<b>Crookesm'r Rd to South Rd via Commonsides 1.3 miles</b>		
Journey length	2021	2022
Ave	<b>04:23</b>	<b>04:40</b>
Longest	<b>06:36</b>	<b>06:56</b>
<b>Seasonal Changes</b>		
Season	% Increase	Time (secs)
Autumn Ave	<b>6</b>	<b>17</b>
Spring Ave	<b>8</b>	<b>15</b>
Longest	<b>5-14</b>	<b>20-51</b>

### 3.6 Motorised vehicle Speeds

**Six roads were monitored. Two roads saw a slight decrease in speed, two saw an increase, two remained the same. All changes have been minimal.**

- 3.6.1 To understand whether changes in speed were due to the interventions, speed surveys were undertaken on several roads both before and after scheme implementation.

**Table 3** below demonstrates the changes to vehicle which are minimal on both boundary roads and roads within the scheme. Speeds have altered very little.

		90th Percentile speed mph	
Road	Section	2021	2023
South Rd	Carr Rd - Cundy St	29	27
Heavygate Rd	Greenhow St - South Rd	27	26
Springvale Rd	Brighton Ter – Cm'side	23	23
School Road	Crookes - Conduit	19	21
Crookes	School Rd – Crookesm'r Rd	27	28
Crookesm'r Rd	Crookes -Northumberland	22	22

### 3.7. Air Quality

**Air quality has worsened slightly between 2020 and 2023 - understandable as the country returns to work. However, across both areas it is still below 2019 levels, and significantly below levels experienced in the mid-2010s.**

- 3.7.1 A quantitative assessment of air quality impacts has not been undertaken for both the Crookes and Walkley Active Neighbourhood project. This is because it was anticipated that the small modal shift to active travel will result in minor reductions in pollutants within and around the study area. Other wider scale changes and factors can also have an impact on reading levels, such as other transport projects, air temperature, precipitation, wind speed and direction.

The Council has been monitoring and tackling air pollution since 2010 when it declared an Air Quality Management Area across the whole of the urban area of the city. Air quality has been improving since around 2013/14, with pollution dropping significantly when the country went into lockdown. While levels of

pollution are increasing from 2020, they are still not back to 2019 levels and are below levels experienced in the early 2010s.

In the UK, the law on nitrogen dioxide (NO<sup>2</sup>) pollution pollutants says annual average concentrations cannot exceed 40 µg/m<sup>3</sup> (micrograms per cubic metre of air).

3.7.2 **Table 4** below shows the diffusion tube data covering levels of NO<sup>2</sup> over time for locations in both areas. The changes in the two areas is similar to that in the 4 controls chosen, two in close proximity to the ATNs, two a little more remote.

LOCATION	2016	17	18	19	20	21	22
South Rd/Walkley Rd			38	43	31	31	37
Highton Street				23	19	19	22
Springvale/Commonside					19	21	24
Toyne Street/Crookes					21	24	24
<b>Selected Controls</b>							
Ripley Street			33	36	27	27	29
Hollins Lane				29	22	22	25
Ecclesall Road/Marmion <sup>1</sup>	34	29	29	29	23	23	25
Darnall post office <sup>2</sup>	31	29	29	33	26	25	28

### 3.8 Crime

**The change in crime level is minimal, in line with fluctuations seen across the city and in the control neighbourhood.**

3.8.1 Research across the country suggests that there is a potential link between the implementation of active neighbourhood type interventions and reductions in crime. The theory behind this is that there is more natural surveillance as more people walk and cycle. Therefore, officers have attempted to examine the short-term association between the implementation of both Crookes and Walkley Active Neighbourhood and crime in the area.

Data about crimes, including the locations, has been accessed via the Police.UK website. This data has been analysed to monitor for changes in the volume of crime within the study area, as well as for the North and central areas before the experiment started (May 2021 to April 2022) with data after the project has been operational for 12 months (May 2022 to April 2023).

3.8.2 **Table 5:** Showing the difference in crime levels in the 12 months before the interventions were installed and the 12 months since the installation started.

Area	description	% change
City wide	City Wide	+3%
Sheffield northwest and central		+1.6%
Crookes ATN area	Area bound by Crookes, Heavygate Road and School Road	-8%

<sup>1</sup> NO<sub>2</sub> level was 44 in 2013.

<sup>2</sup> NO<sub>2</sub> level was 36 in 2013.

Walkley ATN area	Area bound by Heavygate Road, South Road, and Walkley Road	+4.8%
Hillsborough Control area	Area bound by Middlewood Road, Dykes Hall Road and Wadsley Lane	-0.5%

There is no consistency between the two areas, but changes are relatively small in number, and probably in line with general fluctuations that would occur without the intervention of the Active Travel Neighbourhood.

#### 4. HOW DOES THIS DECISION CONTRIBUTE?

**The project is a building block that will contribute directly through its interventions to the overall strategic vision and objectives of Sheffield City Council, South Yorkshire Mayoral Combined Authority and central Government.**

- 4.1 SCC and the SYMCA have continued to promote projects of this nature given the wider economic, societal and environmental benefit that can be achieved through local active travel focussed projects.

The scheme supports the Council's delivery plan, through:

- Strong and connected neighbourhoods
  - Enabling safe, efficient, and sustainable transport choices is fundamental in achieving stronger and more connected neighbourhoods.
- Fair, inclusive, and empowered communities
  - The provision of active neighbourhoods supports the removal of barriers to participation, so everyone can enjoy the benefits of going for a walk, a ride or a wheel.
- Healthy lives and wellbeing for all
  - Active travel projects support the reduction of absenteeism due to physical activity lowering the risk of ill-health; and
  - Travelling actively contributes towards improved mental health. Public transport journeys also typically feature physical activity when accessing bus stops or railway stations and therefore also proven to be good for mental health.
- Clean economic growth
  - There is a relationship between enabling and encouraging active travel and new development. The proposed project can help make neighbourhoods better connected and more liveable, improving the lives of current residents and helping unlock new areas to develop; and
  - The scheme encourages an increase in journeys made by low carbon sustainable modes, thereby reducing private car use, queues, and delays at peak times, contributing towards reducing carbon.
- Happy young people who have the start they need
  - Schemes like this are an integral part of giving young people the start they need by making it possible, safe and convenient for them to travel by foot, cycle, and wheel and access public transport.

- Tackling inequalities
  - The scheme will help to improve employment prospects, through supporting social mobility, thereby, helping to lower rates of unemployment.

## 5. HAS THERE BEEN ANY CONSULTATION?

**There have been numerous rounds of consultation, starting 9 months before implementation. This has involved public drop ins, workshops, live consultation, and post scheme perception surveys**

### 5.1 Consultation Approach

The following summarises the engagement process followed since the funding was awarded. Running in parallel to this there were councillor and cabinet member briefings, press releases, and website updates.

All communications were undertaken via the Connecting Sheffield website, with options to complete surveys, email, write or telephone. There were opportunities to discuss issues in person via the drop-in sessions held across both wards.

- 5.1.1 In the summer of 2021, a postcard was mailed out to 7,731 addresses in both areas. The estimated population of the consulted area 18,554

**Table 6** below sets out the consultation timeline and response numbers.

Phase	Timeframe	No. of responses
Pre scheme consultation	Summer 2021	<b>677</b>
Online workshop	September 21	<b>13</b>
Drop-in session	October 21	<b>300+ (estimate)</b>
Live formal consultation open*	April 22- Mar 23	<b>823</b>
Live formal consultation closed survey*	April 22- Mar 23	<b>376</b>
Perception survey (face to face)	May/June 23	<b>400</b>
Perception Survey Online	May/June 23	<b>335</b>

The live ETO public consultation was made available through various channels. In order for the public to comment two email addresses, a phone option and the opportunity to write in was provided.

**In total the Council received 1,934 responses once the scheme went live.**

### 5.2 Pre scheme consultation and workshops Support from 65% of those involved.

**The workshop participants raised the issue of parking as well as through traffic.**

**Overall those that attended were unsure of the measures they would like to see implemented.**

- 5.2.1 The main period of public consultation ran for five weeks between 16 July and 20 August 2021. Throughout the consultation, a range of communication methods were used to raise awareness of the proposals among stakeholders and the local community, who were provided with a number of accessible and convenient means by which to provide feedback.

7362 properties received a consultation postcard, and the Council received 677 responses.

### 5.3 Petitions

**Three Petitions were received during the ETO period.**

They were as follows

1. the removal of planters at Sackville Road (76 signatures).
2. supporting the idea but wanting to tackle issues on Springvale Road and Heavygate Road (80 signatures).
3. in the first few weeks of implementation to abandon the scheme (897 signatures).

### 5.4 Formal Consultation Responses

**The overwhelming issue for those that responded was that congestion had worsened, followed by a perception of increased risk - delays to emergency vehicles, boundary roads not wide enough to cope with increased traffic, deliveries and reduction in access to property. 65% of those who responded were negative toward the scheme. The school street and pedestrian crossings were supported.**

5.4.1 In total, **823** feedback submissions were received via email, phone or letter during the Crookes and Walkley Active Neighbourhood ETO consultation, plus an additional 376 responses to the closed survey. Both aspects undertaken between 25<sup>th</sup> April 2022 and 3<sup>rd</sup> March 2023

A copy of the Formal Consultation Report is included in Appendix D

5.4.2 The most popular roads in conjunction with the issues mentioned included Springvale Road, Western Road, School Road, Heavygate Road and Matlock Road. Officers are of the impression that most negativity towards the scheme has come from those on the boundary roads, and those within are reasonably positive. Most responses focussed on a single or couple of the interventions rather than the overall scheme.

5.4.3

The other key headlines from the consultation

- 58% support for the crossings only 16% unhappy
- School Street 51% positive 15% negative
- 62% said they didn't like driving the extra distance
- A reduction in through traffic is the most popular positive response
- 55-70% negativity on other measures

### 5.5 Objections

**15 objections were received (12 from Crookes, and three from Walkley). The majority of the objections have been resolved. Those that remain form part of the options within the recommendations.**

5.5.1 We have received multiple objections to the scheme as whole and then specific interventions. Predominantly the objections have come from Crookes (12), with a smaller percentage from Walkley (4) A log of the summary of objections received into the Connecting Sheffield inbox is included in Appendix E



5.5.2 In terms of the objections to the Crookes element of the scheme, most have now been addressed within the trial period – by removing most measures on the grounds of road safety and large vehicle access grounds. All that remains in Crookes that has been subject to an objection is the modal filter at Sackville Road/Pickmere Road and this will be an option recommended for removal. (see ‘Alternative Options Considered’ section below).

5.5.3 The objections for Walkley have focussed on increasing traffic on Heavygate Road caused by the interventions in both Crookes and Walkley. This has been addressed for Crookes as explained previously. In Walkley, officers removed one intervention on Matlock Road to try and ease the volume of traffic on both South and Heavygate Road. Officers are also investigating options for delivering a 20mph limit for Heavygate Road.

Furthermore, there have been objections regarding Fir Street, stating that the modal filter is unnecessary given the existing restriction. Removal of this restriction is an alternative option. (see the ‘Alternative Options Considered’ section below).

**5.6 Sampled Perception Survey Feedback (face to face)**  
**A total of 606 responses were recorded comprised of:**  
**400 residents, 151 visitors. 55 businesses**  
**55% residential support, half of those required changes to be made**  
**41% support from visitors**  
**42% of business opposed to the scheme**

5.6.1 Resident feedback

The majority understood the objective in that it was to reduce through traffic and create safer quieter streets, only 28% thought it was to create a nicer environment for people to live in.

- Traffic speeds traffic volume, noise, a safer environment to walk -the majority thought had remained unchanged.
- Perception of a slight improvement of safety for cycling
- Most trips by residents are for shopping and visiting friends and family, 80% of those journeys are walked,
- 24% thinking of walking more on the back of the changes.
- Issues to deter walking were mentioned, blocked pavements, topography.
- 20% thinking about cycling more.
- Topography the predominant issue for not cycling in the area, followed by lack of safe routes.
- Childrens safety evenly split between those who thought it safer, those who thought it less safe and those that thought nothing had changed.
- 55% support for the scheme but around half of the 55% want changes.
- main driver for change is safer roads.

5.6.2 Visitor feedback

Visitors to the area understood that the intention was to reduce traffic in the area and understood the need for safer roads.

- Majority visiting friends and family.
- No change in visiting frequency,
- no change to travel
- half arrive by car.
- majority believe scheme had no impact,
- 41% happy to keep interventions.

### 5.6.3 Organisation and business feedback

Businesses and organisations contacted understood the reasoning for the scheme.

- Majority have seen no change in footfall (66%)
- 22% have seen a decrease in footfall.
- Parking and the ATN cited as being the main reason for this.
- The majority of their customers view the scheme negatively.
- Decreases in spending but attributed to cost of living.
- 25% support the changes as it made the roads safer.
- 42% opposed the scheme as it has reduced parking, and made journeys longer

A copy of the full feedback report is attached in Appendix E.

## 5.7 Perception survey online

**This survey was published online at the same time as the face-to-face surveys were conducted , and it was answered by 292 residents, 33 visitors and 10 business.**

- **60% of the residents lived in Crookes,**
- **40% in Walkley.**
- **Majority were established residents**
- **73% residents opposed to the scheme.**
- **Majority of visitors opposed to the scheme.**
- **80% of businesses opposed to the scheme.**

### 5.7.2 Residents

The key points to summarise the views of residents 12 months on from the experiment's implementation include:

- 70% thought there had been no change to the way people travelled.
- 60% thought traffic had increased.
- 24% thought traffic speed had increased.
- 73% were negative toward the scheme, evenly split across the two areas.
- 34% though air quality had got worse.
- 38% thought noise had increased.
- Just under half thought the scheme unsightly.
- Negatively viewed in terms of parking, congestion, through traffic, traffic speed and journey times
- It had made accessibility worse.
- Impacted on local business, and visitors.
- 2% never walk around the local area.

### 5.7.3 Visitor Feedback

The key points to summarise the views of visitors 12 months on from the experiment's implementation include:

- The majority of which visit Crookes, with a mix of reasons to visit, the majority by car with very few altering their travel habit..
- Very little had changed in terms of frequency of visit, length of visit.
- Spend in the area had decreased.
- They thought the scheme had had a negative impact and do not support keeping it in place.

### 5.7.4 Businesses Feedback

The key points to summarise the views of businesses 12 months on from the experiment's implementation include:

10 out of 335 respondents categorised themselves as business owners or managers within the area. Eight from Walkey and two from Crookes. Half of them established.

- The ATN had a negative impact on footfall and business in general
- Majority of staff have not altered how they travel to work.
- Believed traffic had increased but no change on other modes.
- Believed air quality, noise and general surroundings, congestion, journey times had got worse.
- 8 of the 10 do not support, remaining 2 want to see changes.

A copy of the full report is attached in Appendix F.

## 5.8 Westways School feedback

**The school is supportive of the School Street, and in the absence of parent or teaching staff volunteers, will continue to employ the caretaker to monitor the closure point.**

## 6 RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

### 6.1 Equality Implications

Active Travel Neighbourhoods do not prevent vehicular access but do create a better environment to live in and travel around actively this can benefit large swathes of society who either want to do this but are prevented by road safety fears, or those that cannot afford car ownership. They create inclusive, quieter, cleaner and safer environments to enable all residents to be outside more.

Quieter roads and improved crossings on busier roads benefit the young and old, the less mobile, the disabled in terms of moving about in the area and accessing local facilities - without the reliance on a car. An improved and quieter environment can encourage those communities who want to cycle but have been restricted to parks and off-road trails. This is predominantly ethnic minorities, women and children. It starts to create a more inclusive cycle community which is currently dominated by white middle-aged men. Being outside and travelling actively encourages inclusivity and should bring about a healthier population both physically and mentally.

## **6.2 Financial and Commercial Implications**

**The total costs of implementing the measures to date has been £445,000 and the total final cost is anticipated to be £685k funded from a combination of Active Travel Funding and LANCTP**

- 6.2.1 The scheme budget covers the trial period, installation, monitoring, review and ongoing maintenance. It does not cover the cost of any measures being made permanent.
- 6.2.2 In order to build the pedestrian crossings an additional allocation of £198k per site has been set aside in the 23/24 LNCTP programme
- 6.2.3 There is currently no allocation to make permanent the other interventions. The 22.23 and/or 23.24 LNCTP will need to be reassessed in order to take forward any other recommendations other than the pedestrian crossings.

## **6.3 Legal Implications**

- 6.3.1 The Council has the power to make an Experimental Traffic Order ('ETO') under Section 9 of the Road Traffic Regulation Act 1984 ('the 1984 Act') for the purposes of carrying out an experimental scheme of traffic control which may continue in force for a maximum of 18 months and which may include provisions;

for avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising  
for facilitating the passage on the road or any other road of any class of traffic (including pedestrians)  
for any of the purposes specified in paragraphs (a) to (c) of subsection (1) of section 87 of the Environment Act 1995 (air quality)

- 6.3.2 Before the Council can make an ETO, it must consult with relevant bodies in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 ('the Regulations'). It must also publish notice of its intention in a local newspaper and make copies of the Order available for inspection for the duration of the effect of the Order. The Council has complied with these requirements for the ETOs described in this report.
- 6.3.3 The Council has the power to make a Traffic Regulation Order which has the effect of making the provisions of an ETO permanent according to Regulation 23 of the Regulations. The Council is required to consider all and any duly made public objections received and not withdrawn before it can proceed with making the provisions of an ETO permanent. Those objections are presented for consideration in this report.
- 6.3.4 If there are modifications or variations made to an ETO within 12 months of it being made, a statement of those modifications is required to be deposited with the copy order available for inspection. All amendments to the ETOs which are the subject of this report have also been described within this report (see paragraph 1.3.2 and the 'Scheme Implementation' section).

6.3.5 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. SCC Officers are of the view that the proposal recommended for approval in this report will enable the Council to fulfil this duty.

6.3.6 The Council is under a further duty contained in section 16 of the Traffic Management Act 2004 ('the 2004 Act') to manage its road network with a view to securing the expeditious movement of traffic on that network, so far as may be reasonably practicable while having regard to their other obligations, policies and objectives. This is called the network management duty and includes any actions the Council may take in performing that duty which contribute for securing the more efficient use of their road network or for the avoidance, elimination or reduction of road congestion (or other disruption to the movement of traffic) on their road network. It may involve the exercise of any power to regulate or co-ordinate the uses made of any road (or part of a road) in its road network. The proposal will therefore enable the Council to carry out this duty by making more efficient use of its road network and by securing the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on its road network.

6.3.7 In the event that the decision maker resolves to approve the recommendation contained in this report, then to accord with the relevant statutory regulations, the Council will be required to make and advertise the Traffic Regulation Order concerned before it comes into operation. The Council will also be required to notify the objectors of its decision within 14 days of the Order being made.

#### **6.4 Climate Implications**

**The climate impact assessment has considered how the proposed measures impact on climate change both in build and operation. There will be a negative impact regarding build but this should be outweighed by positive impacts as people consider and switch to sustainable transport for short journeys**

6.4.1 The Council declared a Climate Emergency in February 2019 committing to being carbon neutral by 2030.

6.4.2 The Active Neighbourhood projects helps to support this commitment, by:

- Reducing vehicles travelling through the area.
- Enabling short trips to be made by active modes rather than by car.
- Enabling more people to walk, wheel and cycle;
- Encouraging commuters to consider more sustainable travel options for their daily journeys.
- Creating lower traffic, liveable roads and neighbourhoods.
- Contributing to making Sheffield a better place to live, work, learn and play.

- Enhancing community and individual health, wellbeing and overall quality of life; and
- Support low-carbon, energy efficient mobility.

In Crookes Measures will need to be reassessed at a later date but the pedestrian crossings and school street should enable more people to walk.

In Walkley the measures should encourage shorter journeys to be made actively.

The climate impact assessment is attached at appendix I.

## 7 SUMMARY

Active Travel Neighbourhoods are a series of traffic management measures that should deliver a better place to live for residential area that suffer from significant levels of through traffic.

They are not without controversy despite having a lengthy historical background, albeit historically installed as simple traffic management measures.

Pre scheme there was support for taking steps to reduce through traffic in both areas.

Once plans were published- majority unsupportive, that trend continued through installation and beyond.

The two areas covered by this report have previously benefited from implementation of similar traffic management measures albeit on a more limited scale.

Impacts from implementation vandalism and road safety concerns meant delaying or curtailing certain elements of the scheme.

The Crookes scheme has been limited to two filters, a school street and two pedestrian crossings This makes it very difficult to judge its effectiveness.

The Walkley scheme has been fully installed bar one measure

Perception on the whole is contrary to the data.

Overall, it appears there have been very little change in modes of travel used other than an increase in walking in the Crookes area. Where filters have been installed, they have been effective. Boundary roads have seen an increase in traffic.

## 8. LESSONS LEARNT

**Several lessons have been learnt both strategically and operationally. All will help in the future if we plan to roll out further traffic management interventions to improve places for people to live, work and visit.**

- 8.1 Officers approached these two areas based on requests to tackle through traffic and parking, however the areas are isolated and do not provide any

benefit for those wishing to make longer journeys actively, for example into the city centre, and Hillsborough. Further consideration needs to be undertaken on areas that flank or are easily connected into the existing active travel network to enable longer journeys to be made.

- 8.2 Size also needs to be considered. The Crookes area was too large to tackle as one scheme and needed to be divided into manageable smaller sections. We believe this would improve the impact but also make installation simpler. The Walkley area was less than half the size of the Crookes.
- 8.3 Despite significant pre consultation, and on going messaging its clear that more needs to be done to explain;
- the rationale for the scheme,
  - that parking will be impacted upon,
  - implications for the residents in terms of their own journeys.
- 8.4 In terms of implementation, officers need to undertake more work to secure the areas for the measures so they cannot be blocked by parked cars. Possibly utilising tow away powers from the commencement of installation.
- 8.5 While not pertinent to these schemes, camera enforcement needs to be considered for future schemes. Use of cameras means, routes can remain open for emergency access, or be suspended in inclement weather. Implementation is simpler and less parking space is required.
- 8.6 The two schemes plus the Nether Edge scheme have been resource intensive and have demonstrated that public are not that fond of live experiments, preferring to see some planned options on paper before they will commit/comment or object.

## **9. ALTERNATIVE OPTIONS CONSIDERED**

### **9.1 Conclude the Experiment**

For both areas, returning everything back to as it was in April 2022. This would be counterproductive to central and local government policy and objectives commitments.

## **10. REASONS FOR RECOMMENDATIONS**

**In general, the data does not support the general perception, and the council is tasked and supported through various strategies and polices to create better places live, provide transport options, and tackle the climate issues.**

### **10.1 CROOKES**

It is recommended that the Council make permanent the current interventions as they stand.

This includes:

- Prohibition of Motor Vehicles on parts of Hands Road (at the junction with Leamington Street and Townend Street) and Newent Lane, with the extent of the restriction shortened on Newent Lane as detailed.

- Prohibition of Motor Vehicles except authorised vehicles and permit holders (School Streets) Monday to Friday 8.15-9.15am and 2.45-3.45pm at Westways Primary School on Mona Avenue and Mona Road.
- One Ways on Mona Avenue and part of Mona Road.
- No Waiting at Any Time on parts of Cobden Place, Cobden View Road, Hands Road, Leamington Street, Matlock Road, Melbourn Road, Mona Avenue, Pickmere Road, Romsdal Road, Sackville Road, Slinn Street, Townend Street and Warwick Terrace is made permanent, with the extent of the restrictions shortened or not wholly implemented on Cobden View Road, Romsdal Road and Sackville Road as detailed below
- Romsdal Road - keep the double yellow lines on western side at junction with Sackville Road
- Cobden View Road - keep the double yellow lines at junction with Cobden Place but not the extended ones at the junction with Springvale Road.
- Sackville Road - Keep all double yellow lines except on eastern side adjoining Romsdal Road
- No Waiting Monday to Friday 9am to 5pm on part of Western Road.
- Amendment to Permit Holder Parking Places on Crookesmoor Road.

**If members resolve to take forward the recommendations of this report, only the measures in place (and listed above) will be implemented on street on a permanent basis. Officers will therefore look to revoke all elements within the permanent order which are not included above. The revocation process will be subject to the statutory requirements for the modification of traffic regulation orders. It may also be subject to a further decision by the committee where that is necessary (per the requirements of the Council's constitution).**

There is general support for most measures that remain. Only the Sackville Road/Pickmere Road filter continues to generate correspondence and this intervention stands in isolation now that all the others have been removed.

## 10.2 **WALKLEY**

The interventions have pushed some traffic onto boundary roads, but there has been significant reduction on traffic using the residential roads that have been treated. This, coupled with historical interventions east of South Road means we can start to develop a network of ATNs that could be linked further east toward the strategic A61 corridor, and Hillsborough centre.

The recommended option is to make permanent the measures that are currently in place as below:



- Prohibition of Motor Vehicles on parts of Fir Street, Highton Street and Matlock Road (western end).
- One Way on parts of Greenhow Street and Heavygate Avenue.
- No Waiting at Any Time on parts of Camm Street, Greenhow Street, Heavygate Avenue, Highton Street and Matlock Road is made permanent, with the extent of the restrictions shortened or not wholly implemented on eastern side of Matlock Road between Fulton Road and Heavygate Road

**If members resolve to take forward the recommendations of this report, only the measures in place (and listed above) will be implemented on street on a permanent basis. Officers will therefore look to revoke all elements within the permanent order which are not included above. The revocation process will be subject to the statutory requirements for the modification of traffic regulation orders. It may also be subject to a further decision by the committee where that is necessary (per the requirements of the Council's constitution).**

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