



## SHEFFIELD CITY COUNCIL Cabinet Highways Report

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<b>Report of:</b>	Executive Director, Place
<b>Date:</b>	14 <sup>th</sup> March 2013
<b>Subject:</b>	Proposed Pedestrian Facilities Crookes Road / Nile Street / Fulwood Road / Whitham Road, Broomhill
<b>Author of Report:</b>	Dick Proctor, Tel: 2735502

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### **Summary:**

This report is to seek approval to a design option for completion of detailed design and preparation for construction for the Crookes Road / Nile Street / Fulwood Road / Whitham Road pedestrian facilities.

Based on the consultation responses, Option two was the preferred solution. However, reduced transport funding allocations have prevented this scheme from being progressed until recently. The advent of the "Streets Ahead" maintenance programme also provides an opportunity to maximise value-for money and minimise disturbance during construction.

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### **Reasons for Recommendations:**

The scheme consultation clearly indicated that local people want to see improved pedestrian facilities at the Crookes Road / Nile Street / Fulwood Road / Whitham Road crossroads. However, people did not wish to see any existing turning movements banned, but did accept a degree of additional delay to traffic created by these improvements.

Option 2 was also predicted to have the least impact on existing traffic flows. This is generally why Option 2 was preferred. This option was therefore (and still is) considered to provide the best compromise and is Community Assembly supported.

The consultation captured a number of views and thoughts on what should happen with the shopping parade and car parking along Fulwood Road. Although not part of the pedestrian improvement scheme, these will be retained for future use.

### **Recommendations:**

- Acknowledge the outcome of the 2011 consultation and the reasons for the delay in progress since then.
- Approve Option 2 for the Crookes Road / Nile Street / Fulwood Road / Whitham Road junction.
- Approve the preliminary design of the Option 2 scheme and completion of the detailed design and construction in conjunction with the Streets Ahead programme.

**Background Papers:** YES

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**Category of Report:** OPEN

## Statutory and Council Policy Checklist

<b>Financial Implications</b>
<b>YES</b> Cleared by: Matt Bullock
<b>Legal Implications</b>
<b>YES</b> Cleared by: Deborah Eaton
<b>Equality of Opportunity Implications</b>
<b>YES</b> Cleared by: Ian Oldershaw
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human rights Implications</b>
NO:
<b>Environmental and Sustainability implications</b>
NO
<b>Economic impact</b>
NO
<b>Community safety implications</b>
YES
<b>Human resources implications</b>
NO
<b>Property implications</b>
NO
<b>Area(s) affected</b>
Broomhill
<b>Relevant Cabinet Portfolio Leader</b>
Leigh Bramall
<b>Relevant Scrutiny Committee if decision called in</b>
Economic and Environmental Wellbeing
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press release</b>
YES

DEVELOPMENT SERVICES

## PROPOSED PEDESTRIAN FACILITIES CROOKES ROAD / NILE STREET / FULWOOD ROAD / WHITHAM ROAD, BROOMHILL

### 1. SUMMARY

- 1.1 This report is to seek approval to a design option for completion of detailed design and preparation for construction for the Crookes Road / Nile Street / Fulwood Road / Whitham Road pedestrian facilities.
- 1.2 Based on the consultation responses, Option two was the preferred solution. However, reduced transport funding allocations have prevented this scheme from being progressed until recently. The advent of the “Streets Ahead” maintenance programme also provides an opportunity to maximise value-for money and minimise disturbance during construction.

### 2. WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE

- 2.1 The City Council undertook consultation with local residents and businesses to understand, firstly whether people believed there was a need for improved pedestrian facilities at the Crookes road / Nile Street / Fulwood Road / Whitham Road crossroads; secondly, the movements which people found difficult; thirdly, to ascertain whether people accepted that any improvement to pedestrian facilities might result in some additional delay to traffic; and finally, what other changes/improvements people would like to see along the parking area in front of the shops on Fulwood Road (although these works would have to be separately progressed and funded).
- 2.2 The process contributes to Sheffield City Council’s key aim of ‘Standing Up for ALL Sheffield’s residents’ by trying to attain an agreed balance of crossing facility, safety and highway performance to meet the needs of the community.

### 3. OUTCOME AND SUSTAINABILITY

- 3.1 The main outcome would be proposals that respond to customer comments about whether to provide (or not) improved pedestrian facilities at the Crookes Road / Nile Street / Fulwood Road / Whitham Road crossroads. The overall scheme will make it safer to cross a busy and key junction on the highway network, whilst offering the opportunity to improve an area of public open space.
- 3.2 A key outcome will be the approval to proceed with the detailed design and implementation of a scheme to improve pedestrian safety in Broomhill centre.

### 4. REPORT

- 4.1 The Crookes Road / Nile Street / Fulwood Road / Whitham Road crossroads is a busy and important junction on Sheffield’s highway network. The junction is busiest during the network peak periods of 8am to 9am and 5pm to 6pm.

Approximately 8700 vehicles pass through the Crookes Road arm of the junction each day.

- 4.2 For a number of years local residents have requested for improved pedestrian facilities at this location. A large number of pedestrians, approximately 5,000 a day, cross Crookes Road here. Approximately 3,800 pedestrian cross on the existing Nile Street pelican. Some 4,500 cross on the existing Fulwood Road pelican (down from the crossroads) and 700 pedestrian cross Fulwood Road at the junction where there is currently no crossing facility, controlled or otherwise. The junction operates as a signalised crossroads. However, there is only one controlled pedestrian crossing point on the Nile Street arm. A splitter island is present on the Crookes Road arm, but this does not provide adequate protection for pedestrians.
- 4.3 Over the past 10 years there to have been 18 reported injury accidents at this junction. Four of the accidents involved serious injury to a pedestrian. Only two of these were at the location of the proposed Crookes Road crossing. Both involved elderly pedestrians.
- 4.4 Officers developed four options and presented these to the Central Community Assembly in April 2010. These included an all red phase with new crossings; a banned left turn from Fulwood Road; a left turn slip from Fulwood Road; and a two-stage crossing on Crookes Road. The all red and a 2 stage crossing options would provide good pedestrian benefit but create significant delays to traffic at the same time.
- 4.5 Any controlled pedestrian crossing facilities at the Crookes Road / Fulwood Road junction would require traffic to wait longer at the traffic lights, although these delays would be kept to a minimum. The principle of implementing a scheme which provides much needed pedestrian improvements at the expense of some additional delay to traffic was a key message to Members and the public.
- 4.6 The Community Assembly asked for the two other options to be developed in greater detail for public consultation; namely:
  - Option 1 – Banned Left Turn from Fulwood Road
  - Option 2 – Left Turn Slip from Fulwood Road

Option 1 – Banned Left Turn from Fulwood Road  
(see drawing no.TM-BN805-P2-B included in Apenndix A)

- 4.7 The left turn from Fulwood Road into Crookes Road would be banned. The right turn from Whitham Road into Crookes Road would get its own green signal. In addition to a new controlled pedestrian crossing on Crookes Road, an added benefit would be a controlled crossing on Fulwood Road, gained as the ahead traffic on Whitham Road is being held.
- 4.8 Under this arrangement the new crossings could operate without stopping all traffic. The only additional delays at the junction would be for the extra time required in stopping traffic turning right from Whitham Road. Computer simulation work indicates that delays would not be significant. Vehicles which would have previously turned left onto Crookes Road would need to find alternative routes.
- 4.9 This left turn movement is currently made by around 100 vehicles every hour, approximately 2 vehicles every cycle. Therefore, local residential streets

such as Taptonville Road, Peel Street and Parkers Road are likely to see increased levels of traffic. These vehicles would likely be diverted on a variety of routes in wider area, and would not, for example, all simply transfer onto Taptonville Road. In addition, school buses make this left turn and, due to the tight road layout in the area, they would be required to divert via the junction of Glossop Road / Newbould Lane.

- 4.10 This option also improves the size of the public open space along the Fulwood Road frontage, providing opportunities for better use/layout of this area.

Option 2 – Left Turn Slip from Fulwood Road  
(see drawing no. TM-BN805-P3-C included in Appendix B)

- 4.11 This proposal does not ban any traffic movements, retaining the right turn filter stage from Whitham Road and providing the left turn from Fulwood Road into Crookes Road by the construction of a left turn slip. This retains all existing turning movements, whilst achieving the scheme's primary aim of providing a controlled pedestrian crossing on the Crookes Road arm of the junction. This option would also include a controlled pedestrian crossing on Fulwood Road.
- 4.12 The controlled pedestrian crossings would be in two stages, with pedestrians crossing to a new central island before crossing, to either Fulwood Road or to the shopping parade. To provide the central island, two parking spaces on the shopping parade would be removed. However, this provides the opportunity to revise the parking layout/provision. Traffic modelling work indicates that additional delays would not be excessive under this option.

Scheme Consultation

- 4.13 In order to obtain the views of residents and businesses potentially affected by each of the proposals, an explanatory letter, together with plans showing the proposals and a response form, were delivered to approximately 800 properties in the Broomhill area in January 2011. A pre-paid envelope was provided for return of the completed forms. All consultation materials, together with proposed areas of distribution, were made available to local Councillors, and Central Community Assembly prior to the consultation. No adverse comments were received.
- 4.14 Additionally, street notices were put up throughout the area, and plans were made available in Broomhill library, First Point (Howden House), and on the Council website. The emergency services, South Yorkshire Passenger Transport Executive, the Northern and Central Community Assemblies, Ward Members, and local community groups were also consulted. Copies of the covering letter and questionnaire are included in Appendix C and D respectively.
- 4.15 An open day was held on Monday 17 January 2011 at Broomhill Methodist Church between 3pm and 7pm. It was estimated that around 60-70 people attended the open day, and it proved to be a very useful event with many interesting comments. Following a number of comments by attendees to the open day it was decided to extend the consultation area to include areas further to the north east and North West with a further 600 leaflets and

questionnaires being distributed and the timescale being extended accordingly.

4.17 The consultation also asked what changes/improvements local people would like to see to the shopping parade on Fulwood Road, although it was stressed that the transport scheme would not be able to fund any significant changes.

#### Consultation Responses

4.18 Of the 1,400 leaflets delivered, 248 were returned (a response rate of 18%). The responses are summarised below -

Question	Location	Yes	No	Not Sure
Do you think there is a need to provide pedestrian crossings across:	Crookes Road	71%	21%	8%
	Fulwood Road	60%	27%	13%
Which scheme would you prefer to see implemented?	<b>Option 1</b>	<b>Option 2</b>	<b>Not Sure/No Box Ticked</b>	<b>Neither</b>
	19%	62%	3%	16%
Both options will introduce some delays to motorists travelling through Broomhill. Do you think that some delays are an acceptable consequence of the need to provide the crossings?	<b>Yes</b>	<b>No</b>	<b>Not Sure/No Box Ticked</b>	
	70%	18%	12%	

It was clear that the majority of people (71%, 176 respondents) felt that improved crossing facilities are required over Crookes Road. Generally, the comments received indicated that it was difficult and dangerous to cross Crookes Road, particularly as traffic comes from all directions. Fewer people were in favour of a new crossing over Fulwood Road, but there was still a majority in support (60%, 149 respondents).

4.20 The consultation confirmed that Option 2 was the preferred option amongst local people (62%, 154 respondents). Option 1 was not favoured due to the diversions that would be required to reach local destinations. In particular, people were concerned about the effect of additional traffic on Taptonville Road/Hallamgate Road, and Parkers Road. Approximately 100 vehicles make the left turn from Fulwood Road into Crookes Road, and although it was considered that traffic would likely be distributed over several different routes, dependent on the origin and destination of each vehicle, it is expected that Taptonville Road / Hallamgate Road, Peel Street, and Parkers Road would likely see the biggest increase.

4.21 Option 2 does not ban the left turn, and as such was the favoured option. However, there were some concerns raised with this option, generally related to the loss of parking spaces along the shopping parade, and of the pedestrian area outside Costa Coffee café. A number of other comments were received, which are included in Appendix G.



- 4.22 There was majority support (70%, 174 respondents) amongst local people that some delays to traffic are acceptable to improve pedestrian safety at the junction. Therefore, it is clear that local people generally wish for improved crossing facilities over Crookes Road, and are prepared for some additional delays to traffic as a consequence.
- 4.23 The consultation also provided a wide range of thoughts and ideas how the Fulwood Road shopping parade and parking spaces could be improved. These views ranged from removing the parking spaces altogether and providing a larger area of public open space, to more minor changes. It was never the intention of this consultation or scheme to address this area or the various issues, only to collate the public's views. However, this information proved useful and can inform any future initiatives.

#### Relevant Implications

- 4.24 The scheme would be funded through the South Yorkshire Local Transport Plan (LTP). The cost for Option Two was approximately £500,000, including diversions to an existing telephone box and associated equipment underground, but excluding any public realm improvements.
- 4.25 The relatively high cost of the scheme, coupled with reductions in LTP funding allocations, have delayed the scheme from progressing until now. The advent of the "Streets Ahead" highways maintenance contract has changed the Council's delivery mechanism and provides an opportunity to obtain better value-for-money by aligning the work to take place within the Streets Ahead programme being delivered by Amey. This also reduces the disturbance during the construction of the works. Funding has been approved in 2012/13 and 2013/14 for design and other advance work, further LTP funding would be required in 2014/15 to complete the scheme.
- 4.26 It is currently anticipated that the best alignment for the scheme with Amey's Streets Ahead programme would be to undertake the work in 2014/15. The nature of the scheme means that site work needs to take place during the summer when the university and schools are away and both traffic and pedestrian flows are lower in this area. Detailed design would be completed in the coming months and construction would therefore take place in the summer of 2014, taking approximately six weeks to complete. Subject to Members' approval of the preferred option, some advance diversion of underground equipment will take place in the Spring of 2013.
- 4.27 Local people have been consulted throughout the development of the scheme, resulting in proposals which should be of universal benefit, regardless of age, race, sex, disability, religion, or sexual orientation. No negative equality impacts have been identified. The scheme is intended to contribute to the Council's environmental objectives by reducing the impact of the car, whilst increasing the attractiveness of other sustainable transport modes such as walking, cycling and public transport.
- 4.28 The Council, as the Highways Authority for Sheffield, has the powers under Part V of the Highways Act 1980 to approve the improvements requested in this report.

4.29 The Council also has a statutory duty to promote road safety and to ensure that any measures it approves are reasonably safe for all users.

4.30 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 Members are so satisfied then it is acting lawfully and within its powers.

## 5. ALTERNATIVE OPTIONS CONSIDERED

5.1 As stated in paragraph 4.4, officers developed two other options at the initial design stage. These were as follows:

- An all red pedestrian phase, providing new controlled crossings on all four arms of the junction. This would be the most effective method of providing improved pedestrian crossing facilities. All traffic would need to be stopped as part of an 'all red' phase in the traffic signals to allow pedestrians to cross. This would result in significant additional delays to traffic, with queues extending over a wide area and affecting the main highway network. Pedestrians wishing to cross more than one arm of the junction would also be subject to delays, as they would have to wait a full cycle of the traffic lights to be able to cross the next road. For these reasons, the Community Assembly did not wish to progress this option.
- A two-stage controlled pedestrian crossing on Crookes Road. This would involve a widened central pedestrian island, resulting in the Crookes Road approach being reduced to one lane. Pedestrians would cross in two stages. However, modelling suggested the delays to traffic would be significant and on balance this option was rejected.

## 6. REASONS FOR RECOMMENDATIONS

6.1 The scheme consultation clearly indicated that local people want to see improved pedestrian facilities at the Crookes Road / Fulwood Road crossroads. However, people did not wish to see any existing turning movements banned, but did accept a degree of additional delay to traffic created by these improvements. Option 2 was also predicted to have the least impact on existing traffic flows. This is generally why Option 2 was preferred. This option was therefore (and still is) considered to provide the best compromise.

6.2 The consultation captured a number of views and thoughts on what should happen with the shopping parade and car parking along Fulwood Road. Although not part of the pedestrian improvement scheme, these will be retained for future use.

## 7. RECOMMENDATIONS

7.1 Acknowledge the outcome of the 2015 consultation and the reasons for the delay in progress since then.

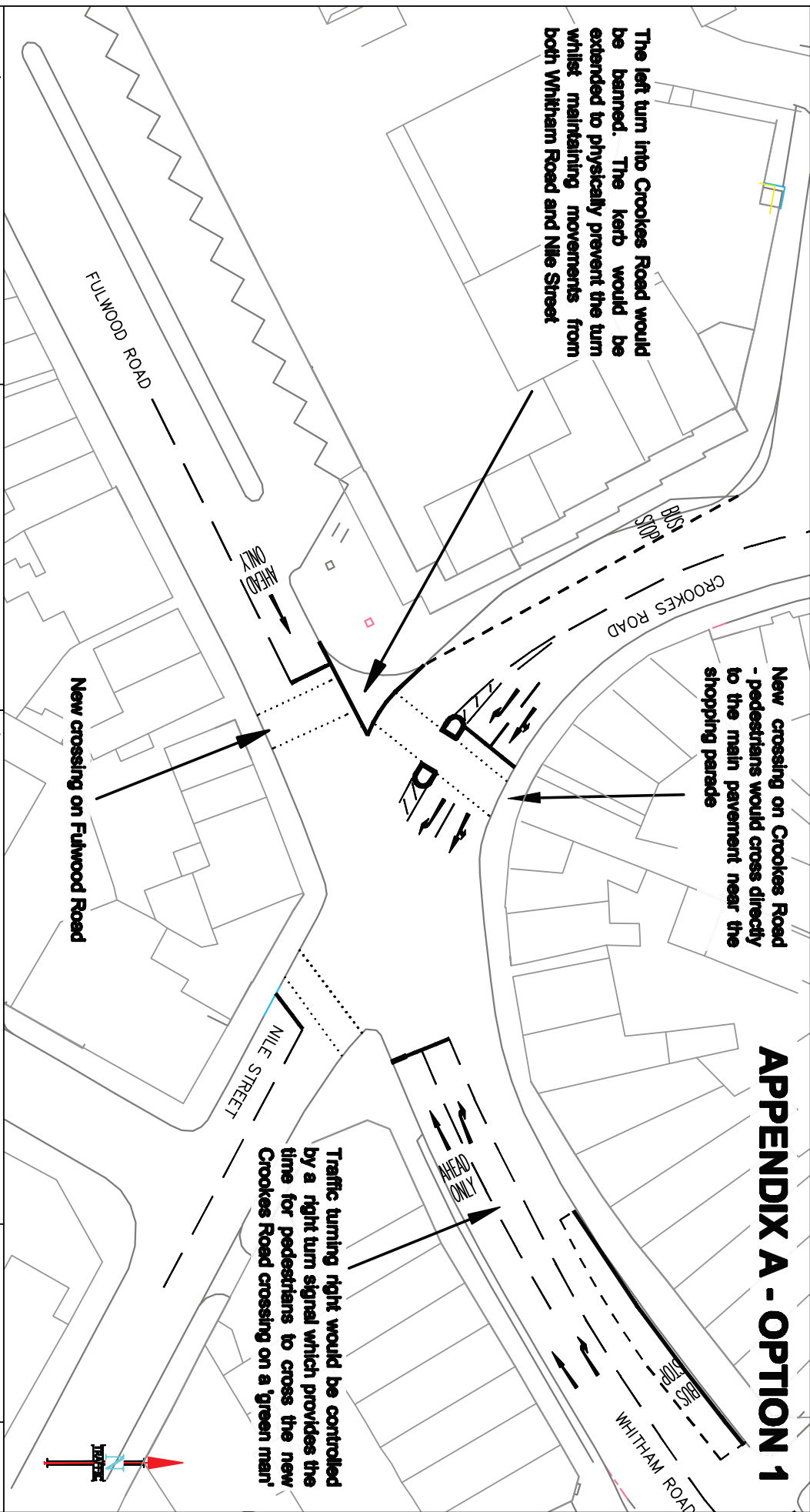


- 7.2 Approve Option 2 (slip road) for the Crookes Road / Nile Street / Fulwood Road / Whitham Road junction.
- 7.3 Approve the preliminary design of the Option 2 scheme and completion of the detailed design and construction in conjunction with the Streets Ahead programme,

Simon Green  
Executive Director, Place

12 February 2013

# APPENDIX A - OPTION 1



**DEVELOPMENT SERVICES  
TRANSPORT & HIGHWAYS DIVISION**  
**TRAFFIC SECTION**  
 2-10 CARRBROOK HALL ROAD  
 SHEFFIELD S9 2DS  
 TEL: 0114-273-6175, Fax: 0114-273-6182  
 E-mail: Traffic.Management@Sheffield.gov.uk  
 Director: L. Sturges, M.B.T.P.I.  
 Development Services

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DRAWN: **James Burdett**  
 DECEMBER 2010

CHECKED:

Client: **SHEFFIELD CITY COUNCIL**

Scheme: **Crookes Road/Fulwood Road**

Drawing Title: **Proposed Pedestrian Crossings Option 1**

Drawing No: **TM-BN805-C1**

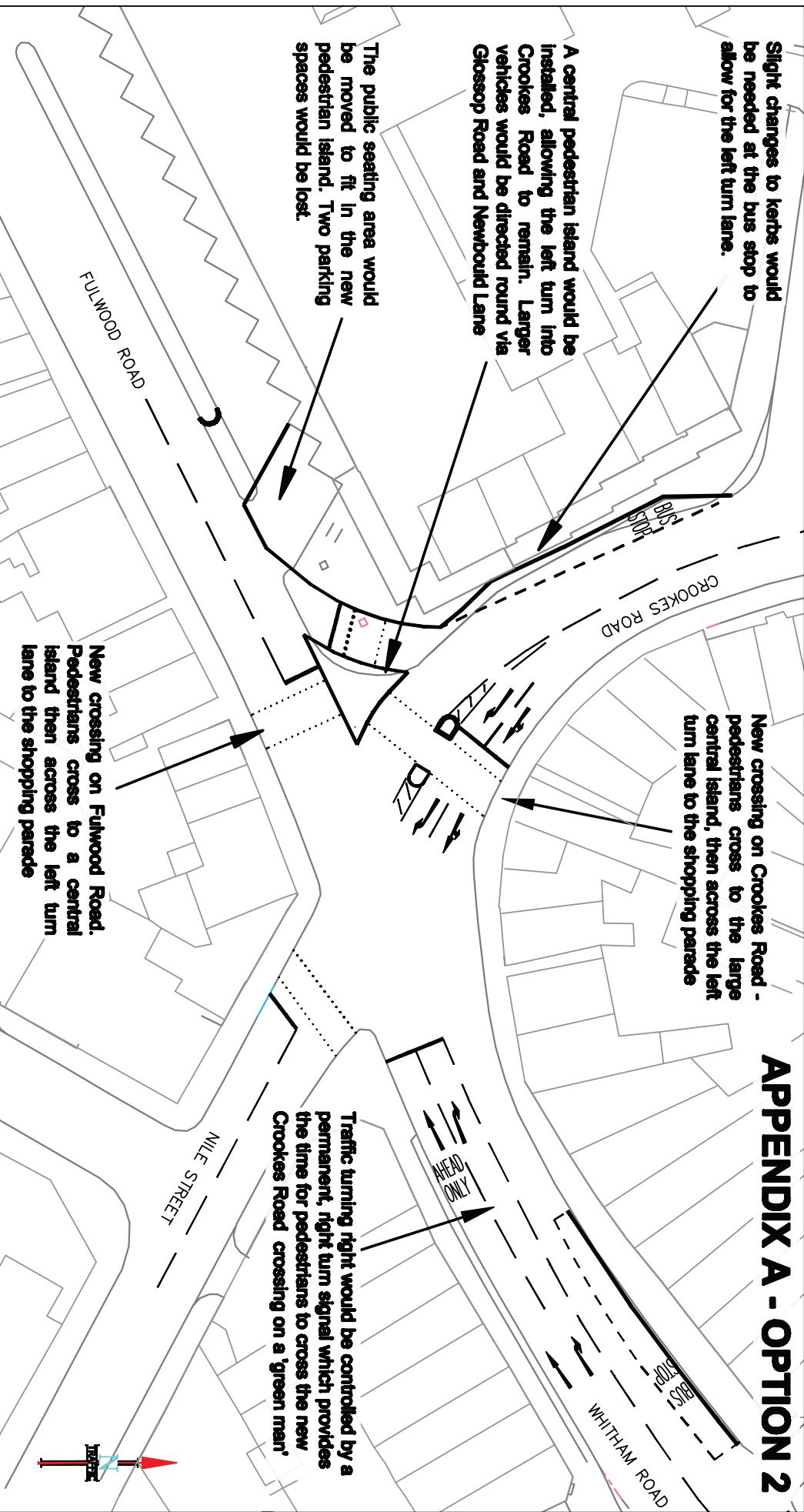
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Millimetres: **A4**

Date: **DECEMBER 2010**

Sheffield City Council  
 Development Environment & Leisure  
 SERVICES

# APPENDIX A - OPTION 2



**DEVELOPMENT SERVICES  
TRANSPORT & HIGHWAYS DIVISION**  
TRAFFIC SECTION  
2-10 CARRBROOK HALL ROAD  
SHEFFIELD S9 2DS  
Tel. 0114-273-6175, Fax. 0114-273-6182  
E-mail: Traffic.Management@sheffield.gov.uk  
Director: L. Singh, M.B.T.P.I.  
Development Services

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DRAWN: **James Burdett**  
DECEMBER 2010

CHECKED:

Client: **SHEFFIELD CITY COUNCIL**

Scheme: **Crookes Road/Fulwood Road, Broomhill**

Drawing Title: **Proposed Pedestrian Crossings Option 2**

Drawing No.: **TM-BN805-C2**

Scale: **1 / 500**

Sheet: **A4**




Date: **DECEMBER 2010**

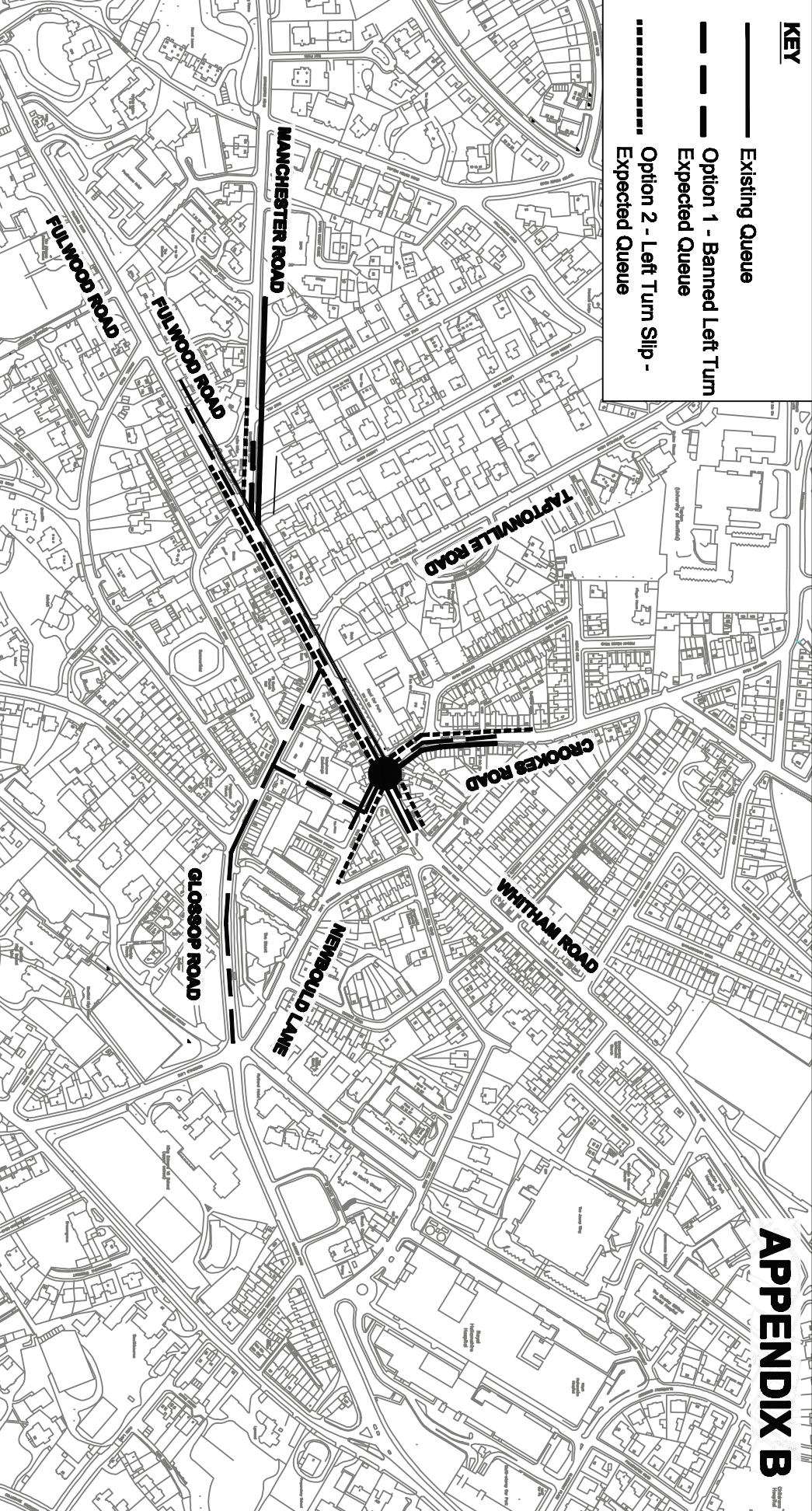
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Sheffield City Council  
Development  
Environment  
& Leisure  
DEVELOPMENT SERVICES



# APPENDIX B

KEY	
	Existing Queue
	Option 1 - Banned Left Turn Expected Queue
	Option 2 - Left Turn Slip - Expected Queue



**TRANSPORT, TRAFFIC & PARKING SERVICES DIVISION**

**SCHEME DESIGN**

2-18 CHURCHMAN ROAD  
 SHEFFIELD S10 2XK  
 TEL: 0114-273-6200, FAX: 0114-273-6182  
 E-MAIL: traffic@sheffield.gov.uk  
 Developer: I. Sturt, M.R.T.P.I.  
 Development Services

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**AUTHOR** JWB  
**CHECKED**

**Client** SHEFFIELD CITY COUNCIL

**Scheme** Crookes Road/Fulwood Road, Broomhill

**Drawing Title** Proposed Pedestrian Crossings  
 Expected Queues - AM Peak

**Drawing No.** TM-BN805-P7

**Scale** NOT TO SCALE

**Date** FEB 2013

**Millimetres** 30

**A4**

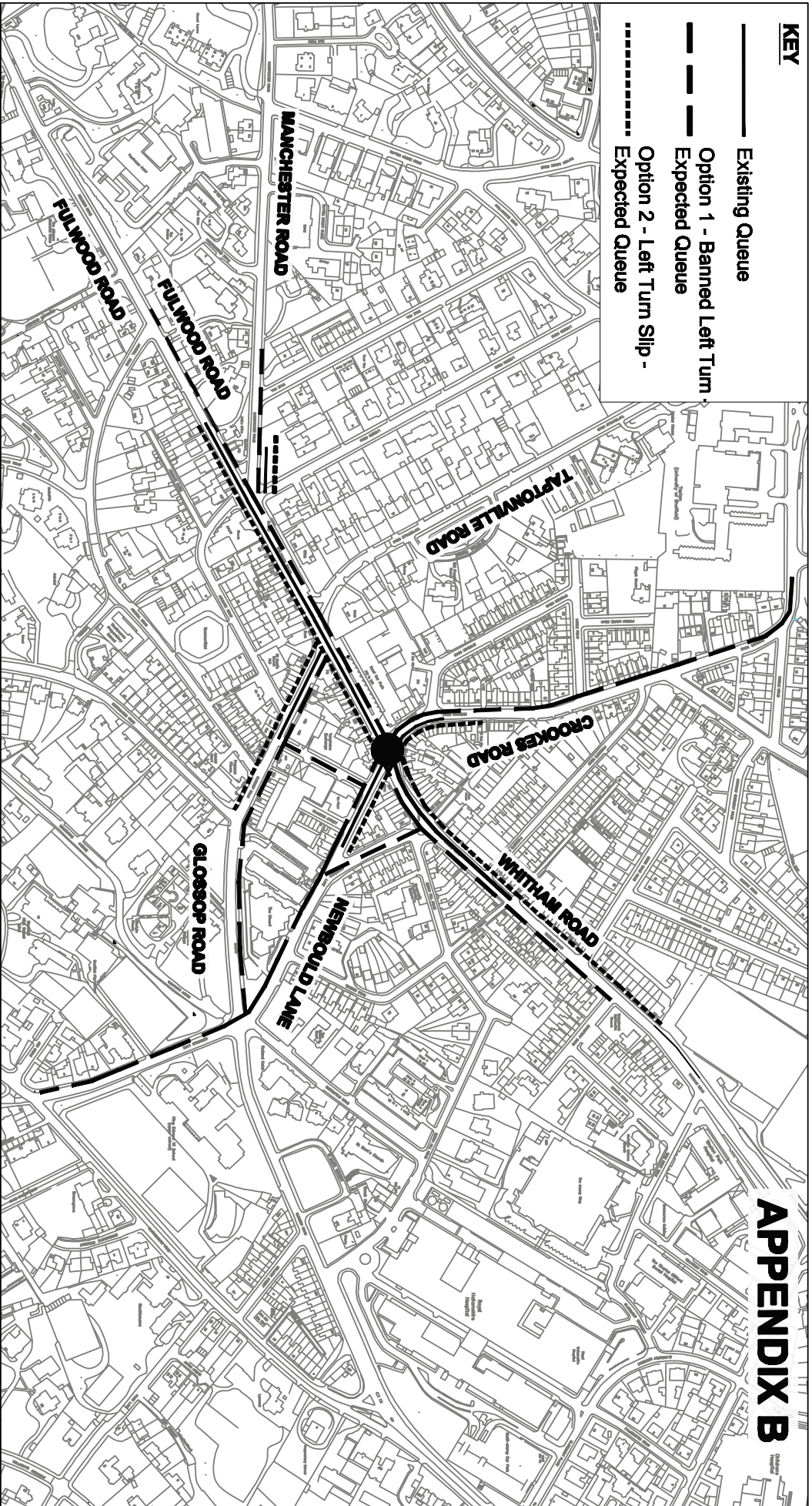


A Service Area of Place  
 Sheffield City Council



**KEY**

- Existing Queue
- Option 1 - Banned Left Turn
- Expected Queue
- Option 2 - Left Turn Slip -
- Expected Queue



**APPENDIX B**

<p><b>TRANSPORT, TRAFFIC &amp; PARKING SERVICES DIVISION</b></p> <p><b>SCHEME DESIGN</b></p> <p>2-18 CROOKES ROAD SHEFFIELD S10 2XG Tel: 0114-277-6208, Fax: 0114-277-6182 Email: <a href="mailto:transport@sheffield.gov.uk">transport@sheffield.gov.uk</a> Developer: I. Stroud M.R.T.P.I. Development Services</p> <p>A Service Area of Phase Sheffield City Council</p>	<p><b>AUTHOR</b></p> <p>JWB FEB 2013</p>	<p><b>Client</b></p> <p><b>SHEFFIELD CITY COUNCIL</b></p> <p><b>Schemes</b></p> <p><b>Crookes Road/Fulwood Road, Broomhill</b></p> <p><b>Proposed Pedestrian Crossings</b> <b>Expected Queues - PM Peak</b></p>	<p><b>Drawing No.</b></p> <p><b>TM-BN805-P7</b></p> <p><b>Scale</b></p> <p><b>NOT TO SCALE</b></p> <p><b>A4</b></p> <p><b>0</b> Millimetres <b>30</b></p> <p><b>NOT TO SCALE</b></p> <p><b>DATE</b></p> <p><b>FEB 2013</b></p>	<p><b>Sheffield City Council</b></p> <p><b>SCHEME DESIGN</b></p>
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