



## SHEFFIELD CITY COUNCIL Cabinet Highways Report

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**Report of:** Executive Director, Place

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**Date:** 18<sup>th</sup> June 2013

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**Subject:** OBJECTIONS TO THE PROPOSED CHANGE IN HOURS OF OPERATION  
OF THE EXISTING AT ANY TIME WEIGHT RESTRICTION ON BOCKING  
LANE TO NIGHT TIME ONLY

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**Author of Report:** Chris Galloway ext 36208

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**Summary:**

This report outlines and considers the objections received to the proposed change in hours of operation of the existing weight restriction on Bocking Lane from at any time to night time only so that it and Abbey Lane can be part of the city wide network of HGV routes approved at the 13<sup>th</sup> December 2012 meeting of this committee and seeks approval for the recommendations.

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**Reasons for Recommendations:**

This will address the safety concerns on Abbey Lane east near the school and shops and the problems caused on other nearby roads by HGVs seeking an alternative route and reinforce our work to promote a consistent HGV Route Network so they are far less likely to use unsuitable roads in the future.

**Recommendations:**

Having considered the objections to the change in hours of operation of the existing weight restriction on Bocking Lane from at any time to night time only, Cabinet Highways Committee determines that the reasons set out in this report for making the amendment to the Traffic Regulation Order outweighs the objections and that the change in hours of operation of the weight restriction should be made in accordance with the Road Traffic Regulation Act 1984.

- To make the Traffic Regulation order to change the hours of operation of the weight restriction on Bocking Lane in accordance with the Road Traffic Regulation Act 1984 and implement the signing changes.;
  - To inform objectors accordingly.;
  - That Bocking Lane be included in the Speed Indicator Device rotation schedule to address residents speed concerns;
  - To assess what traffic calming and crossing facilities are needed for Bocking Lane between Abbey Lane and Greenhill Avenue that could be included in the Streets Ahead zonal works (A18).
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**Background Papers:** NONE

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**Category of Report:** OPEN

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## Statutory and Council Policy Checklist

<b>Financial Implications</b>	
YES/ <input checked="" type="checkbox"/>	Cleared by: <b>Matt Bullock 5/6/13</b>
<b>Legal Implications</b>	
YES/ <input checked="" type="checkbox"/>	Cleared by: <b>Deborah Eaton 31/5/13</b>
<b>Equality of Opportunity Implications</b>	
YES/ <input checked="" type="checkbox"/>	Cleared by: <b>Ian Oldershaw 4/6/13</b>
<b>Tackling Health Inequalities Implications</b>	
<del>Yes/No</del>	
<b>Human rights Implications</b>	
<del>YES/NO:</del>	
<b>Environmental and Sustainability implications</b>	
<del>YES/NO</del>	
<b>Economic impact</b>	
<del>YES/NO</del>	
<b>Community safety implications</b>	
<del>YES/NO</del>	
<b>Human resources implications</b>	
<del>YES/NO</del>	
<b>Property implications</b>	
<del>YES/NO</del>	
<b>Area(s) affected</b>	
South & South West Community Assembly's	
<b>Relevant Cabinet Portfolio Leader</b>	
Leigh Bramall	
<b>Relevant Scrutiny and Policy Development Committee if decision called in</b>	
Culture, Economy and Sustainability	
<b>Is the item a matter which is reserved for approval by the City Council?</b>	
<del>YES/NO</del>	
<b>Press release</b>	
<del>YES/NO</del>	

# **REPORT ON OBJECTIONS TO PROPOSED CHANGE IN HOURS OF OPERATION OF THE EXISTING AT ANY TIME WEIGHT RESTRICTION ON BOCKING LANE TO NIGHT TIME ONLY**

## **1. SUMMARY**

- 1.1 This report outlines and considers the objections received to the proposed change in hours of operation of the existing weight restriction on Bocking Lane from at any time to night time only and seeks approval for the recommendations.

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

- 2.1 Problems have been caused by dealing with issues relating to Heavy Goods Vehicles (HGVs) on an individual locational basis. By allowing HGV's back onto Bocking Lane during the day it addresses the consequences of this approach on other roads in the area and takes into account both the legitimate use of the road network by hauliers as well as the concerns of residents. This complements Sheffield City Council's key aim of 'Standing Up for ALL Sheffield's residents'
- 2.2 Encouraging HGVs onto suitable routes will help manage the wider community concerns they engender. It will also enable them to use the road network more effectively. This policy, therefore, contributes to 'Safe and Secure Communities', 'Great Place to Live' and 'Competitive City'.

## **3. OUTCOME AND SUSTAINABILITY**

- 3.1 The outcome of the proposal will be to allow HGVs to use Bocking Lane during the day. This will address the safety concerns on Abbey Lane east near the school and shops and the problems caused on other nearby roads by HGVs not using the current signed alternative route.
- 3.2 This proposal also reinforces the work arising from the City Wide review of HGV Routes and helps promote a consistent HGV Route Network so HGVs are far less likely to use unsuitable roads in the future.

## **4. REPORT**

### **Objections**

- 4.1 The decision to advertise the change to the hours of operation of the weight restriction was approved in the report on the City Wide Review of HGV Routes to Cabinet Highways Committee on 13<sup>th</sup> December

2012. The legal implications of that decision were set out in that report. The Traffic Regulation Order (TRO) to do this was advertised on 1st March, 2013 with a deadline for comments/objections of the 22nd March 2013.

- 4.2 There have been a total of 106 responses from members of the public, mainly from residents of Bocking Lane and Abbey Lane, 89 were against the proposal and 15 were in support. Of the 89 who objected, 40 used a standard letter prepared by a local resident's action group.

The reasons for objecting and supporting the proposal were the same as heard previously by Cabinet Highways at its meeting on 13<sup>th</sup> December 2012.

- 4.3 The assertions made against the proposal are summarised in Appendix C along with a technical response. On all points officers are satisfied that allowing HGVs back onto Bocking Lane during the day will not significantly impact on the safety and well being of the residents but will have benefits for residents of Abbey Lane and those affected by displaced HGVs using other roads in the area, for example, Twentywell Lane, Mickley Lane, Prospect Road and Queen Victoria Road, rather than the signed alternative.
- 4.4 The speeding of HGVs was raised as an issue by many objecting to the proposal along with the difficulties that some pedestrians faced when trying to cross Bocking Lane and Greenhill Avenue. In response members of the South Community Assembly are supportive of adding Bocking Lane to their Speed Indicating Device (SID) rotation schedule. The SID sign will be on site for eight weeks at a time. This will monitor speeds of all vehicles and help keep them to the speed limit.

A review will also be undertaken of what traffic calming and crossing facilities are needed for Bocking Lane between Abbey Lane and Greenhill Avenue that could be included in the Streets Ahead zonal works (A18).

- 4.5 The emergency services, police, fire and ambulance, have raised no objection to the proposal. The Freight Transport Association and the Road Haulage Association support the proposal and see it as the best balance between the needs of local communities and business that serves them.
- 4.6 There have been no responses received formally from councillors either objecting or in support of the proposal.
- 4.7 Having considered all the comments both for and against, there is nothing that would make Bocking Lane unsuitable for use by HGVs.

#### **Signing of the night time restriction**

- 4.8 Details of the signing changes necessary to change the restriction to

night time only are shown in Appendices D1 to D5. Wholesale changes are unnecessary since most of the drivers will be regular users of the road and will quickly learn that they can use it during the day. For this reason most of the signs will remain unchanged. However, we will monitor the situation with regard to signs 30 to 33 shown in Appendix D3. The works cost of the changes has been estimated by Amey Consulting (the Council's Streets Ahead Design Consulting Arm) to be £20,200. With fees and the commuted sum, the total estimate is £22,500. This will be funded wholly from the LTP.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 A number of alternative options had been considered previously in the 12<sup>th</sup> December report on the City Wide Review of HGV Routes when it was agreed to include both Abbey Lane and Bocking Lane (day time only) in the route network for HGV trips within the City. These included removing the ban on Bocking Lane altogether, introducing additional road engineering measures on Abbey Lane to deal with speeding as well as a "do nothing" option.

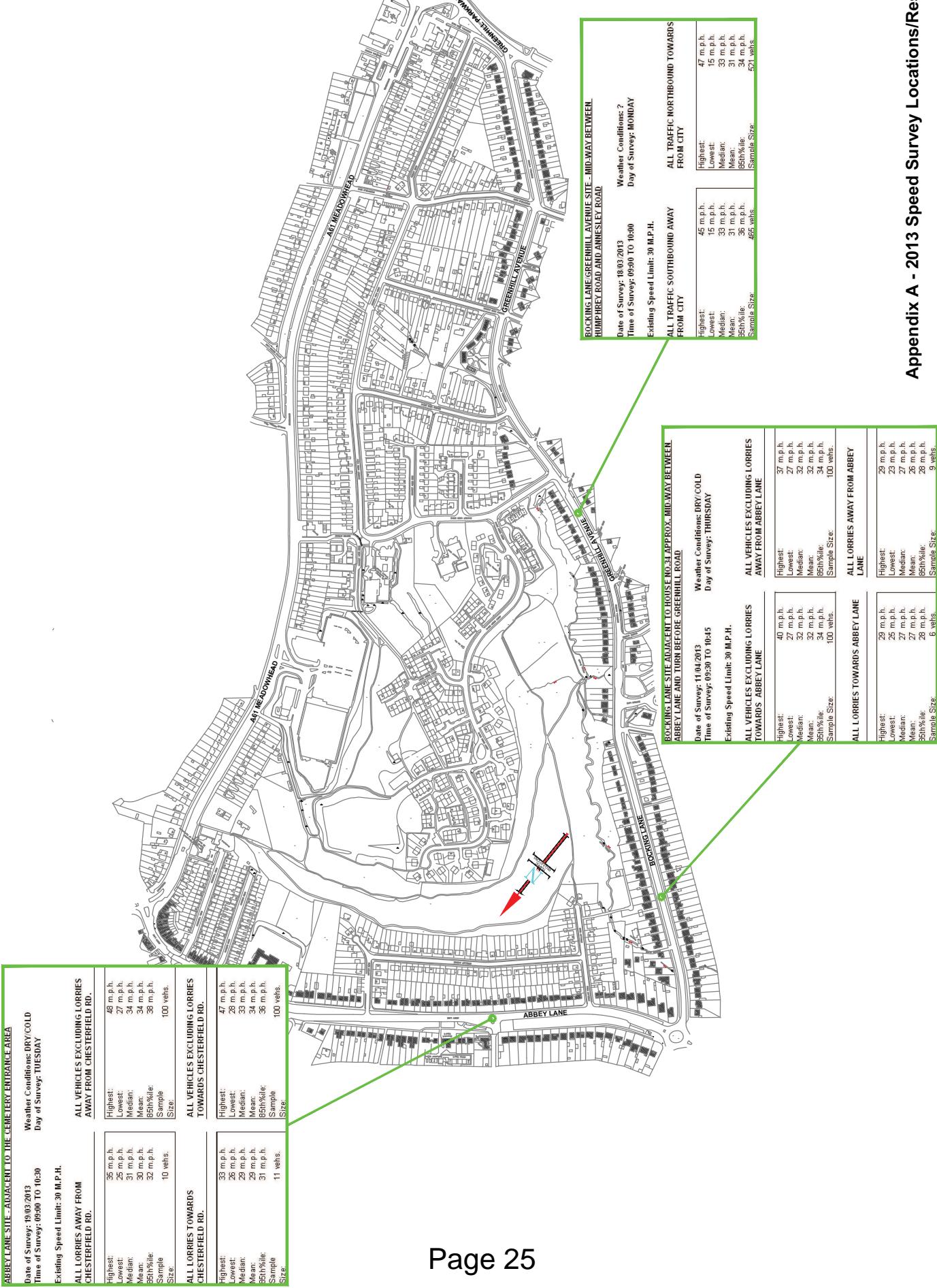
## **6. REASONS FOR RECOMMENDATIONS**

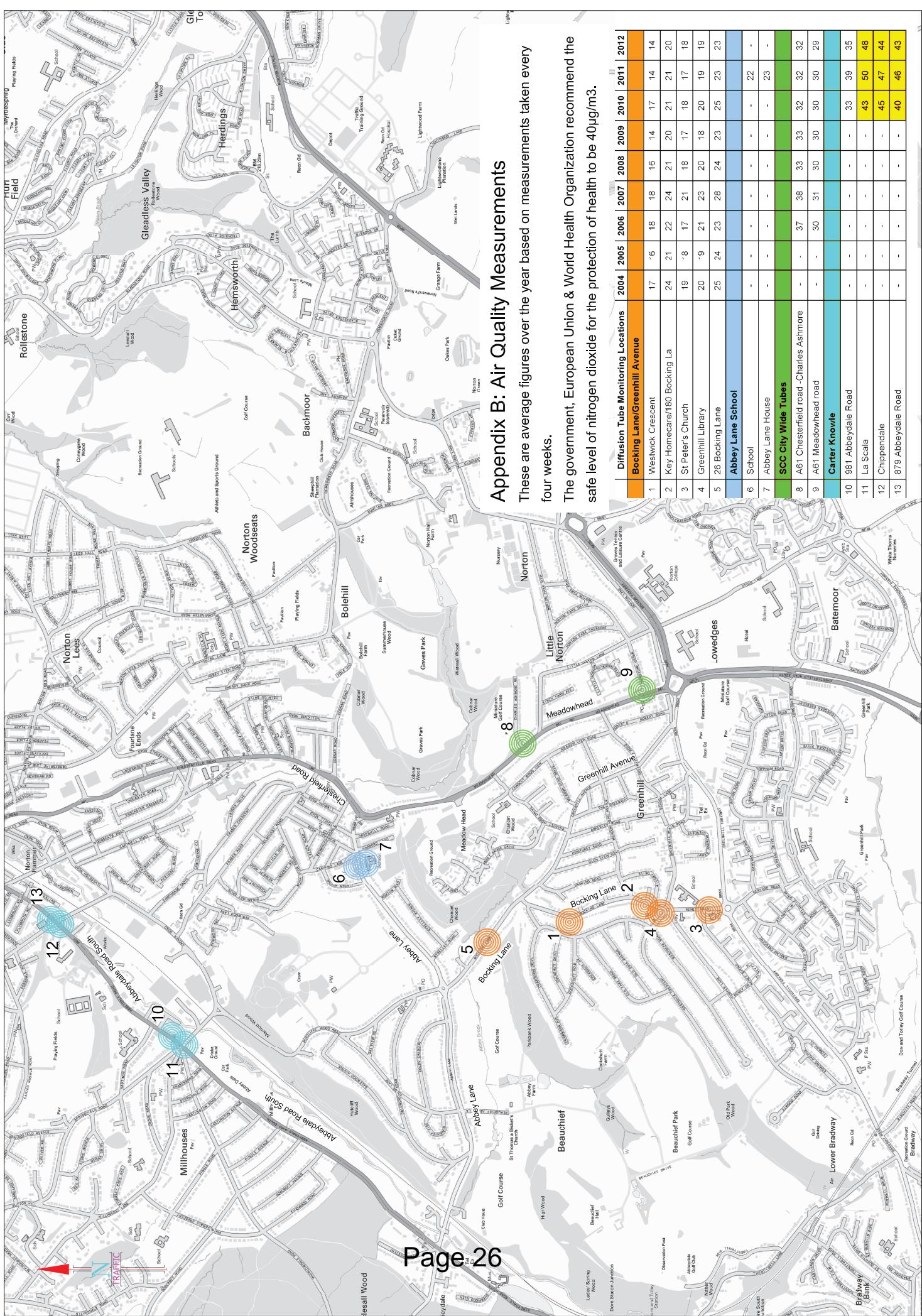
- 6.1 HGVs are vital for delivering goods around the city and transporting goods nationwide. However, in some areas the journeys they make are a cause for community concern. Encouraging HGVs to concentrate on using suitable routes will minimise the impact of HGV journeys and reduce community concerns.
- 6.2 The approval of the relaxation of the HGV ban on Bocking Lane will help improve the situation for residents of Abbey Lane and other nearby roads which HGVs have used as an alternative including Twentywell Lane, Mickley Lane, Prospect Road and Queen Victoria Road.
- 6.3 Having considered the objections to the change in hours of operation of the existing weight restriction on Bocking Lane from at any time to night time only, the reasons set out in this report for making the amendment to the Traffic Regulation Order outweigh the objections.

## **7. RECOMMENDATIONS**

- 7.1 To make the Traffic Regulation order to change the hours of operation of the weight restriction on Bocking Lane in accordance with the Road Traffic Regulation Act 1984 and implement the signing changes.
- 7.2 To inform objectors accordingly.

- 7.3 To include Bocking Lane in the Speed Indicator Device rotation schedule to address residents speed concerns.
- 7.4 To assess what traffic calming and crossing facilities are needed for Bocking Lane between Abbey Lane and Greenhill Avenue that could be included in the Streets Ahead zonal works (A18).





### **Appendix C: Technical Responses to Objector's Assertions**

The following table lists the assertions made by those objecting to the proposal. In most cases these are based on a comparison with the situation on Abbey Lane. None of them make Bocking Lane "unsuitable" for use by HGVs.

No	Subject	Assertion	Officers Technical Response	Does this make it unacceptable for HGVs to use Bocking Lane?
1	Road Width	Abbey Lane is wider (12m) in comparison to Bocking Lane (8m) therefore less suitable for HGVs.	Whilst this is true both Abbey Lane and Bocking Lane/Greenhill Avenue are wide enough to accommodate the safe passage of HGVs	No
2	Traffic Volumes	Bocking Lane/Greenhill Avenue carries three times as much traffic as Abbey Lane.	This is true and reflects the fact that this is a significant shorter route and takes less time to get to and from Meadowhead roundabout. The results of the traffic count carried out on Wednesday 5 <sup>th</sup> December 2012 are given in Appendix E: Traffic Count Data along with an analysis of the changes in HGV traffic flows since the introduction of the weight restriction.	No

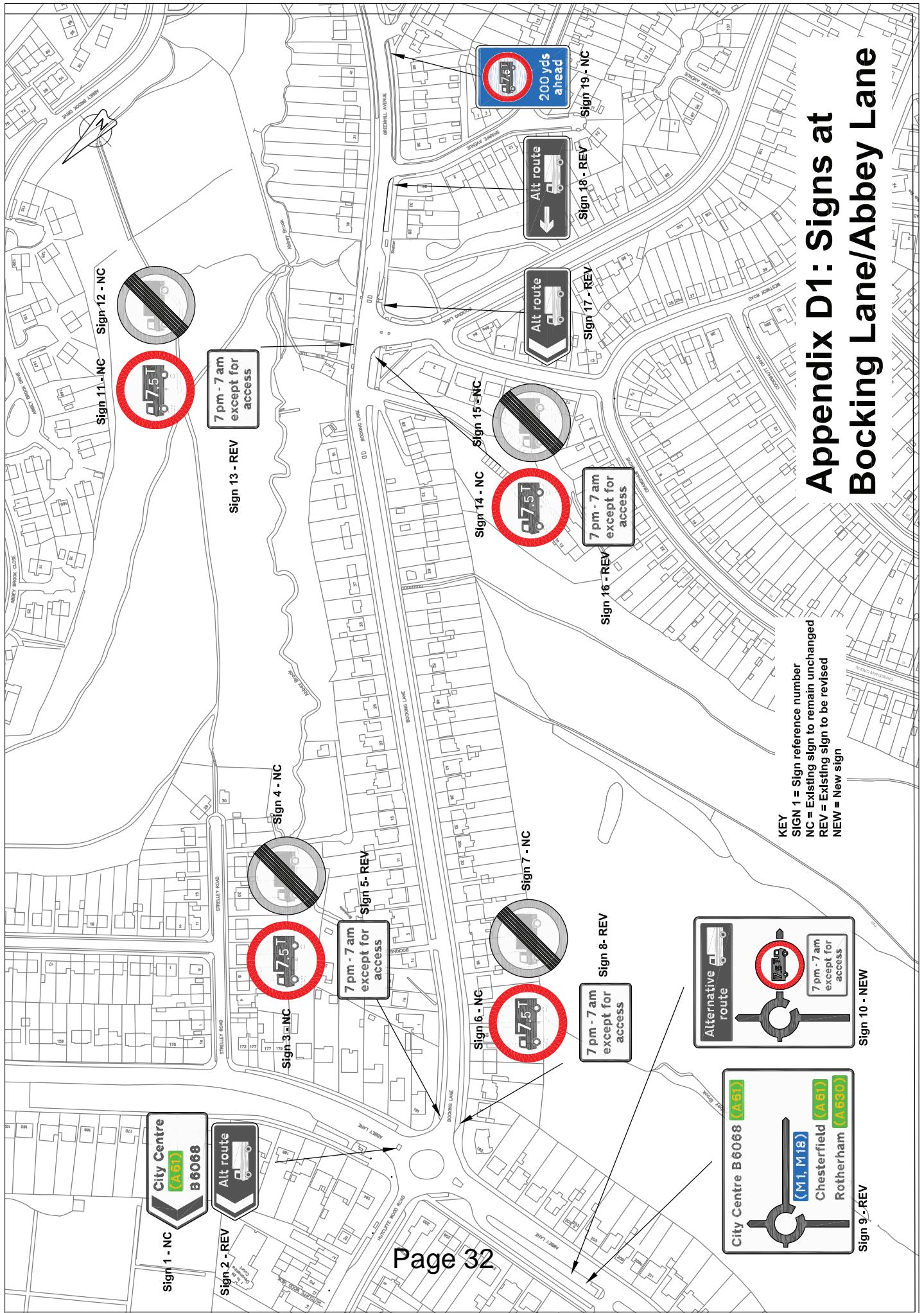
No	Subject	Assertion	Officers Technical Response	Does this make it unacceptable for HGVs to use Bocking Lane?
3	Pollution	The levels of noise and air pollution are already very high on Bocking Lane and Greenhill Avenue adversely affecting a large number of elderly people who live along the roads	Air pollutants - our records show that the concentration (amount/level) of nitrogen dioxide (NO2), a pollutant we measure along Bocking Lane, is well below (23 µg/m <sup>3</sup> (micrograms per cubic meter air)) the government / EU / WHO recommended safe level of 40µg/m <sup>3</sup> for the protection of health. We are not therefore required to undertake any interventions on Bocking Lane to meet our legal obligations as the highway authority.  The diffusion tube was moved to the opposite of the road to take account of prevailing winds at the request of Mr Newton early this year but the results from the analysis of the samples collected since have shown no change to the levels previously recorded.  Nb. A yearly average of measurements taken at 4 week intervals at various sites in the area are shown in Appendix B. The measurements over the year only fluctuate by up to +/- 10%. Even then none of the readings for Bocking Lane would require any intervention. The sites were chosen by the local community and they participate in the process of collecting samples for analysis.  Road traffic noise – the Council as Highway Authority has no legal controls or is required to deal with road traffic noise other than under Land Compensation Act when a new road is built or an existing one is seriously upgraded. There are many roads in Sheffield, particularly at junctions where the noise is far greater than the levels recorded on Bocking Lane. Tackling noise at the levels suggested on Bocking Lane would significantly impact on the transport network in Sheffield.	No
4	Vibration	The passage of HGVs up and down Bocking Lane and Greenhill Avenue vibrate the foundations of adjacent properties.	Road traffic vibration – the Council as Highway Authority has no legal controls or is required to deal with road traffic vibration other than under Land Compensation Act when a new road is built or an existing one is seriously upgraded.	No
5	Footway widths	The footways are wider and set further back from the road on Abbey Lane than is the case with Bocking Lane and Greenhill Avenue and so enjoys a much safer walking environment.	There is no evidence of accidents on the footways on any of the roads in question.  The footways are on some parts of Abbey Lane East set back and a little wider than the rest of the footways but it is more likely that the amount of traffic contributes to the subjective feeling that the environment is less safe/friendly on Bocking Lane and Greenhill Avenue.	No

No	Subject	Assertion	Officers Technical Response	Does this make it unacceptable for HGVs to use Bocking Lane?
6	Pedestrian Crossings	There are more crossings on Abbey Lane (including a zebra and a school crossing patrol) than on Bocking Lane and Greenhill Avenue. This makes crossing the road easier and safer.	<p>It is difficult to cross Bocking Lane during the day because of the volume of traffic. The speed of vehicles can intimidate pedestrians, especially those who need more time to cross and make a decision on when it's safe to cross. Adding a few additional HGVs will not significantly change this situation for the worse.</p> <p>However, it is recognized that crossing this busy road can be a problem for some pedestrians and so a review will be undertaken of what traffic calming and crossing facilities are needed for Bocking Lane between Abbey Lane and Greenhill Avenue that could be included in the Streets Ahead zonal works (A18).</p>	No
7	Safety	Allowing HGVs back onto Bocking Lane and Greenhill Avenue will increase the risk to school children who have to cross these roads to go to and from schools at Greenhill, Meadowhead and Chancet Wood and for other accidents involving vehicles.	<p>Accident figures for Abbey Lane (Abbeydale Rd to Meadowhead), Bocking Lane (Abbey Lane to Greenhill Avenue) and Greenhill Avenue:</p> <p>In the last five years there have been a total of 26 reported injury accidents of which 1 was fatal, 9 were serious and 16 were slight. Only two involved HGVs, one slight and one serious.</p> <p>The slight injury occurred on Abbey Lane West (24 Sept 2007) when an HGV ran into the back of a vehicle in a slow moving queue. The driver claimed his brakes had failed.</p> <p>The serious injury occurred on Abbey Lane East (28 Nov 2011) when a pedestrian walked directly into the path of an HGV from behind parked vehicles and 50 metres away from the crossing.</p> <p>There have been no reported accidents on Greenhill Avenue or Bocking Lane involving HGVs in the last five years. This covered the period before and after the ban was introduced in 2011.</p> <p>Allowing a relative few HGVs back during the day is not expected to lead to a significant change in the accident patterns on these roads.</p>	No
8	Road Classification	Abbey Lane is a B road whereas Bocking Lane and Greenhill Avenue are only C roads. Therefore the higher classification for Abbey Lane means that it is more suitable for use by HGV.	A road's classification should reflect its importance to the movement of traffic on the county's road network from a national, regional and city perspective. Whilst Abbey Lane is already a B road, the importance of Bocking Lane and Greenhill Avenue to the city's network of roads cannot be understated. Given the number of vehicles that regularly use it and the relief it affords the A61 Meadowhead, it should have a higher classification.	No

No	Subject	Assertion	Officers Technical Response	Does this make it unacceptable for HGVs to use Bocking Lane?
9	Speed	HGVs speed up and down Bocking Lane and Greenhill Avenue whereas on Abbey Lane, the traffic calming measures keep speeds down.	<p>Speed surveys show that there isn't a speeding problem on any of the roads surveyed and that HGVs are more likely to comply with the speed limit than any other vehicle. See Appendix A for locations of the speed measurement sites and summary of the results.</p> <p>However, the average speed of vehicles is higher on Greenhill Avenue than on Abbey Lane. The South Community Assembly have been asked to consider adding Bocking Lane/Greenhill Avenue to their list of sites where they rotate their SID. This will allow speeds to be monitored before and whilst the sign is in use.</p>	No
10	Road condition	The road is being damaged by HGVs and there is a risk that the culvert will collapse. Allowing HGVs back will only make the situation worse.	<p><b>Road Surface</b> - Bocking Lane/Greenhill Ave has and still is capable of carrying HGVs, however the number of HGVs will have an impact on the rate of deterioration and the level of deflections.</p> <p>The road is scheduled to be treated in Year 4 of the Streets Ahead programme (2016/17) with 100mm inlay but may require something more substantial dependent on its condition at the time. Over the next 4 years routine maintenance will be carried out to keep the road in a safe condition.</p> <p><b>Culvert</b> - Bocking Lane Culvert (5.270) is 2 concrete pipes one 600mm and the other 760mm. A Principal Inspection (PI) by CCTV and assessment was carried out in 2000 and they were considered to be capable of sustaining the effects of unrestricted C&amp;U and 40/44 tonne assessment loading to BD2/197 the assessment code at the time.</p> <p>As a type 2 culvert, under the Streets Ahead contract they will have a visual General Inspection (GI) every 2 years, only if concerns are raised would a CCTV survey then be carried out.</p> <p>A GI carried out on Bocking lane culvert in September 2012 indicated there were no significant defects. The next GI is planned for June 2014.</p> <p>In summary the road surface is being maintained and the culvert regularly inspected to deal with any issues related to its use by HGVs now and when they allowed back during the day.</p>	

No	Subject	Assertion	Officers Technical Response	Does this make it unacceptable for HGVs to use Bocking Lane?
11	Enforcement	It will be difficult to sign and enforce the night time ban.	The signing of the night time restriction is fairly straight forward, the only issue will be letting HGV drivers know they can use it again during the day. It is not considered that enforcing the night time restriction will be any different to the enforcement of the ban during night-time hours currently undertaken. Provided the police have sufficient information to target their response then enforcement can be effective.  See Appendix D for a plan showing how this will be signed. The cost of this is estimated at	No
12	Alternative route and problem times	Alternative route isn't onerous and problem outside school only happens during school times and not at weekends!	The current alternative route is longer by over a mile and has seen a significant number of HGVs seek alternative routes on less suitable roads such as Twentywell Lane, Mickley Lane, Prospect Road and Queen Victoria Road. Although the concerns with HGVs passing the school on Abbey Lane are only at certain times of the day and days of the week, HGVs are using other less suitable routes all the time. A solution that takes account of both problems is needed and so it is only the hours of operation that have been proposed to be relaxed.	No
13	Waste of money	Considerable time and money has been spent on putting the ban in on Bocking Lane, any further expenditure should go on much needed pedestrian crossing facilities rather than changing the hours of operation.	The Council has been responding to concerns expressed by local residents and Councillors representing Abbey Lane. The outcome follows a more Strategic Citywide assessment of lorry movements and their implications to provide a more strategic solution to local problems created by HGVs.	No
14	Cyclists	Cyclists may return to use the footways on Bocking Lane and Greenhill Avenue rather than the road if HGVs are allowed back.	The level of traffic on Bocking Lane and Greenhill Avenue and the narrowing's at the pedestrian refuge points may make it feel intimidating for cyclists and it is understandable some may use the footways instead. The use by cyclists of the footways will bring them into conflict with pedestrians. We do not, therefore, recommend or promote this as a route for cyclists.	No

## **Appendix D1: Signs at Bocking Lane/Abbey Lane**

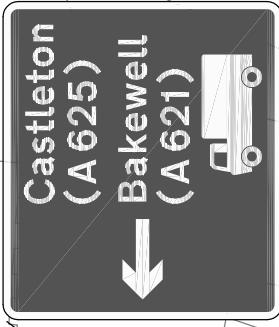
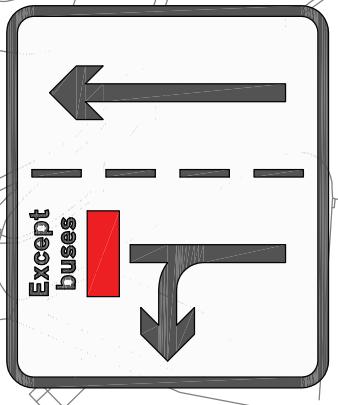


## Appendix D2: Signs at Abbey Lane/Meadowhead

**Sign 20 - NC**



**Sign 21 - NC**



**Page 3**

**SIGN 1 = Sign reference number**

**NC = Existing sign to remain unchanged**

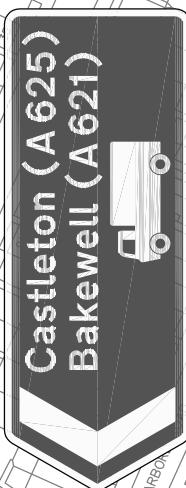
**REV = Existing sign to be revised**

**NEW = New sign**

**Sign 22 - NC**



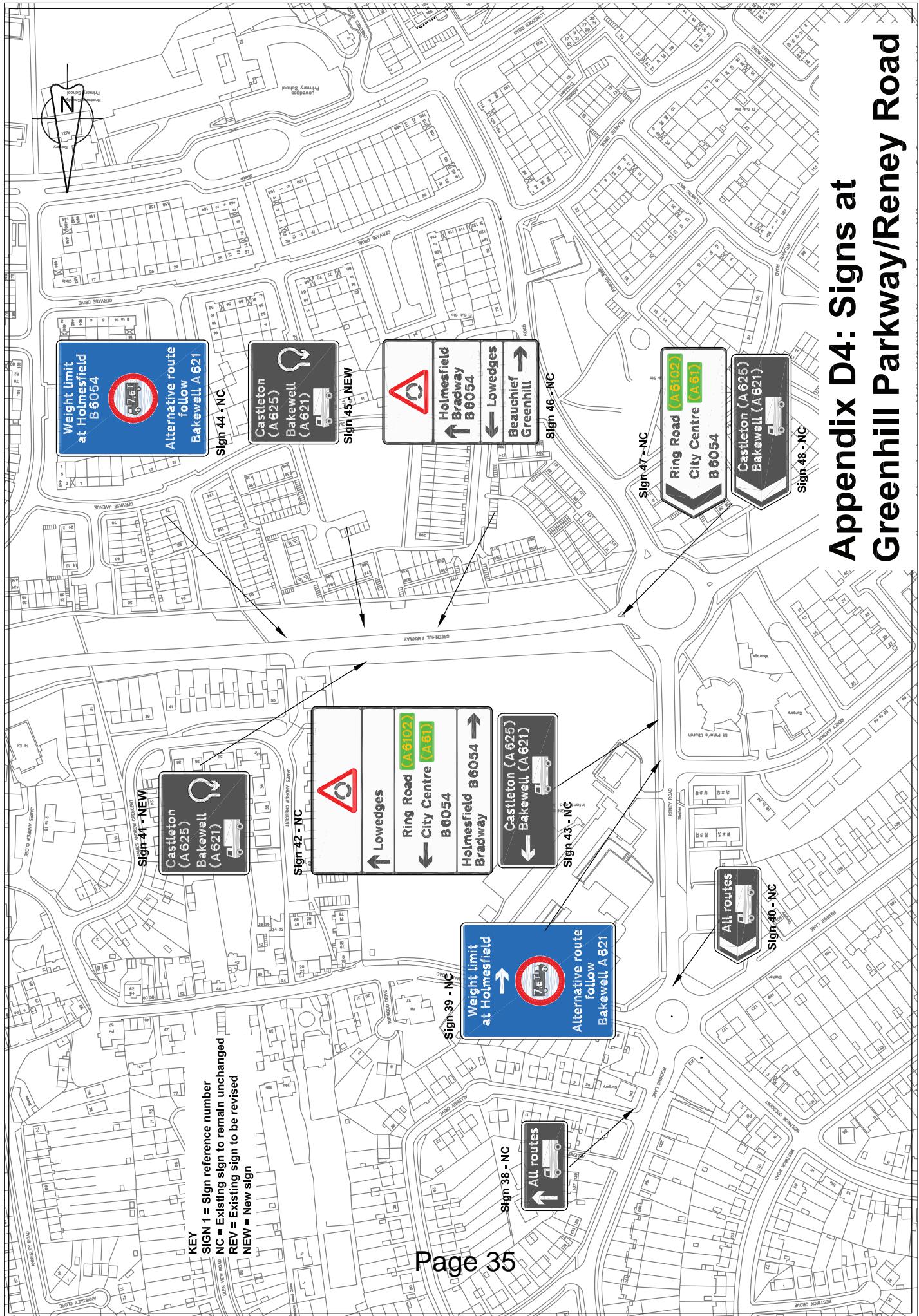
**Sign 23 - NC**

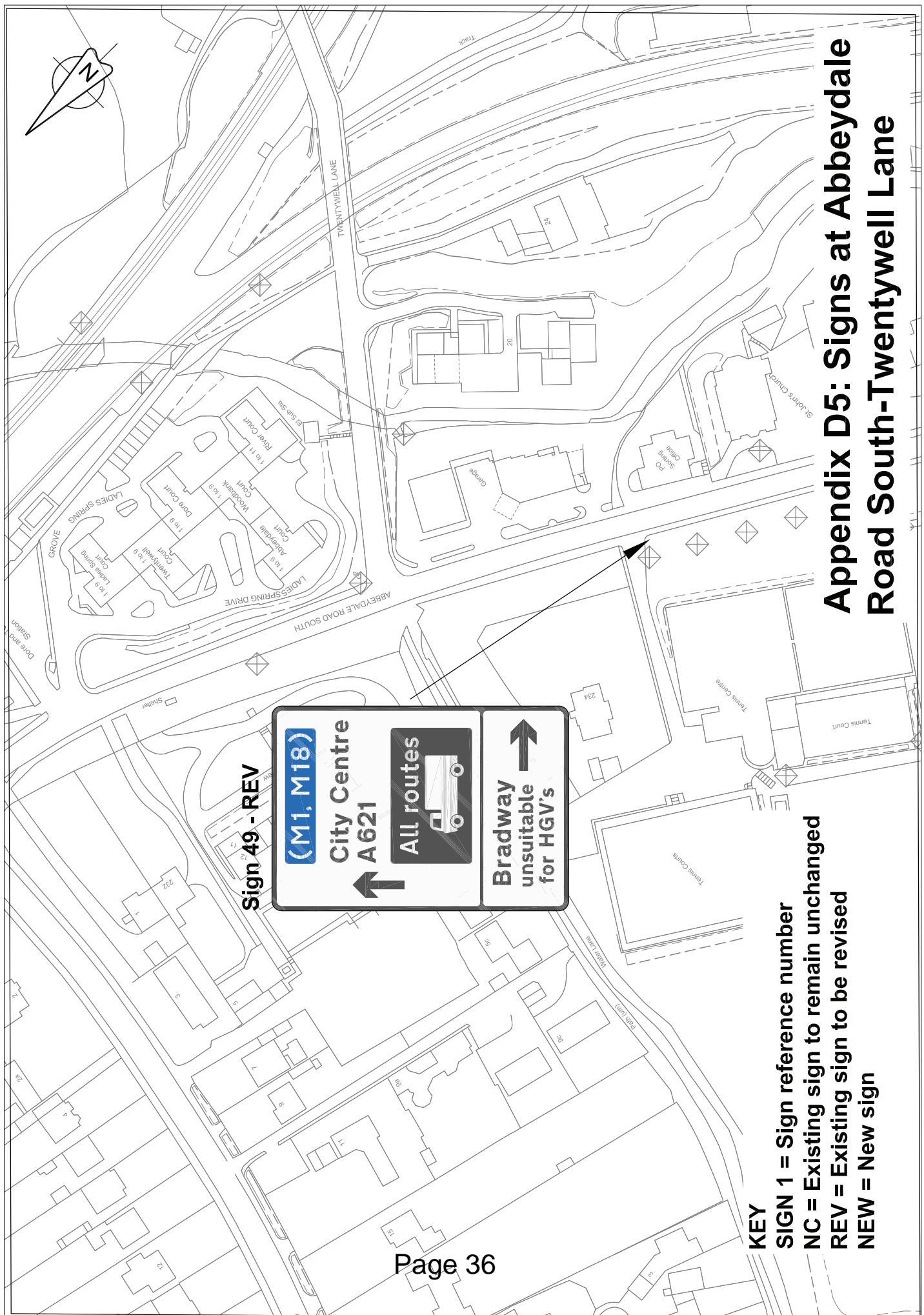




## Appendix D3: Signs at Meadowhead Roundabout

# Appendix D4: Signs at Greenhill Parkway/Reney Road





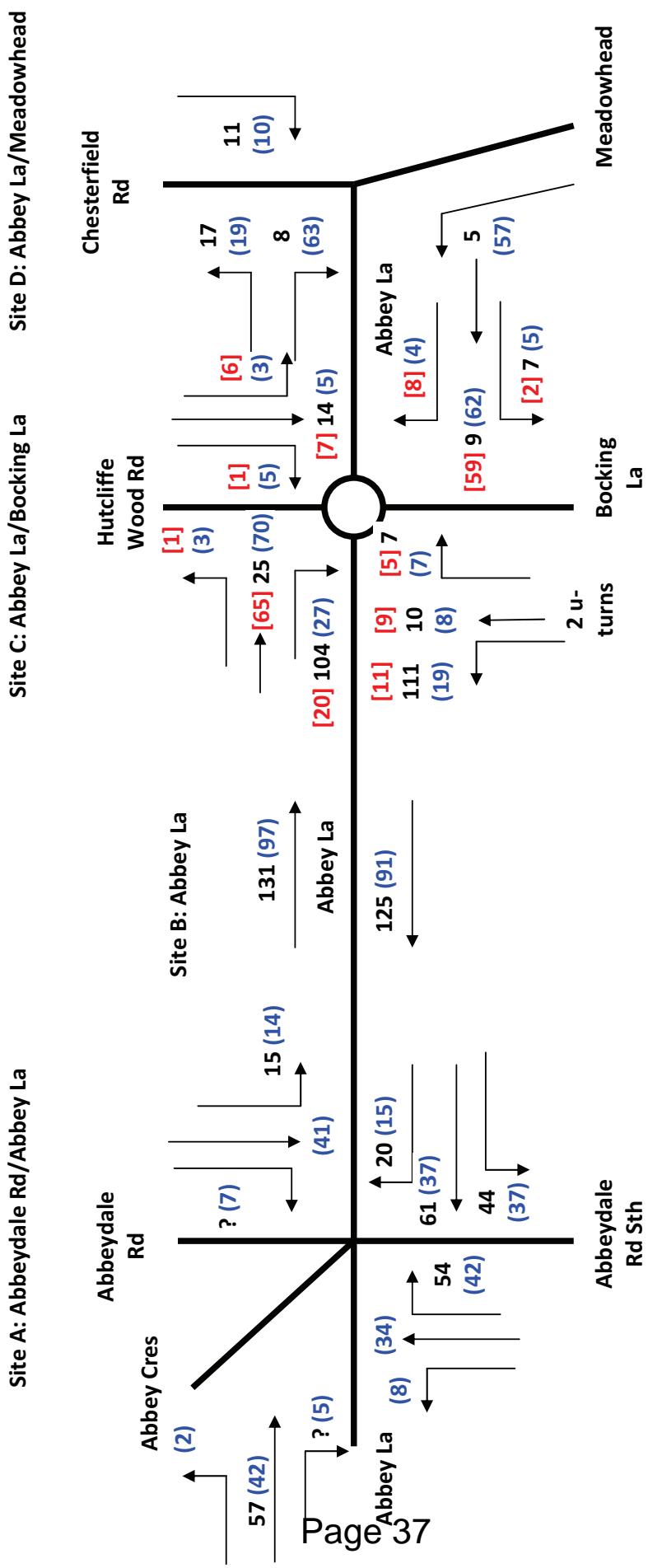
# **Appendix D5: Signs at Abbeydale Road South-Twentywell Lane**

**KEY**

**SIGN 1** = Sign reference number  
**NC** = Existing sign to remain unchanged  
**REV** = Existing sign to be revised  
**NEW** = New sign

## Appendix E: Traffic Count Data

**Fig 1: 12 Hour Before & After Summary Of HGVs > 7.5T on Abbey Lane Between the A621 & A61 on Wednesday 11 May & 14 September 2011 & Follow up count 5<sup>TH</sup> December 2012**



### KEY

2011 counts

83 = HGVs > 7.5t Before Turning Flows

(15) = HGVs > 7.5t After Turning Flows

[12] = 5<sup>th</sup> Dec Count 2012

**Fig 2: Analysis of Counts at Abbey Lane/Bocking Lane Roundabout**

