

SHEFFIELD CITY COUNCIL Agenda Item 6 Independent Cabinet Member Decision

Report of:		Executive Direct	tor, Place	
Date:		12 th September	2013	
Subject: To The Man			Objections To Traffic Regulation Orders Rela Spa Lane/Spring Water Avenue Bus Stop	ating
Author of R	Report:	Cate Jockel		
Summary: This report i	reports the re	sponses received to	the advertisement of Traffic Regulation Orde	ers

for two proposed schemes on the Mosborough Key Bus Route at Mansfield Road and Birley

the relocation of the Mansfield Road inbound bus lane and

Spa Lane. Appendix A is a Location Plan. The schemes are:

 access improvements to the bus stop at Birley Spa Lane/Spring Water Avenue including the introduction of adjacent pedestrian facilities

Mansfield Road inbound bus lane approaching Manor Top: improving how this bus lane works, and enabling it to be consistently enforced, has been a high priority for some time and the Key Bus Route funding enables this to be progressed. The Traffic Regulation Order was advertised from 21st June to 12th July and affected properties were informed. One objection was received.

Birley Spa Lane/Spring Water Avenue bus stop: this bus stop proposal was developed alongside a proposal from the former South-East Community assembly for pedestrian crossing facilities at this location. The Traffic Regulation Order (TRO) was advertised from 14th June to 5th July and affected properties were informed. One petition with 15 signatures from 10 properties has been received.

Having considered the responses to the two TRO consultations, it is recommended that the reasons set out in this report for making the Traffic Regulation Orders outweigh unresolved objections.

Reasons for Recommendations:

Both proposed schemes are part of the Mosborough Bus Key Route – the 120 bus route – which is one of the best-used high frequency public transport services in the City. The Key Route contributes to the City Council's objectives of improving socially-inclusive access to jobs; improving access to mainstream public transport for all; and improving public transport in order to increase its usage. It aims to make bus journeys on this main route quicker and more reliable through infrastructure improvements and improving network management and enforceability at critical locations.

Having considered the objections in the TRO consultations, it is considered that the reasons set out in this report for making the Traffic Regulation Orders outweigh the unresolved objections.

Recommendations:

Make the Mansfield Road Bus Lane TRO and implement the scheme. In response to the objection, reduce the DYL on the western side of Newlands Road at its junction with Mansfield Road to 5m.

Make the Birley Spa Lane/Spring Water Avenue Traffic Regulation Order and implement the scheme.

Inform the objector and the lead petitioner accordingly.

Background Papers:	NONE	

Category of Report: OPEN Page 41

Statutory and Council Policy Checklist

Article I. Financial Implications				
YES Cleared by:				
Article II. Legal Implications				
YES Cleared by Deborah Eaton				
Equality of Opportunity Implications				
YES Cleared by Ian Oldershaw				
Tackling Health Inequalities Implications				
NO				
Human rights Implications				
NO				
Environmental and Sustainability implications				
YES				
Economic impact				
YES				
Community safety implications				
NO				
Human resources implications				
NO				
Property implications				
NO				
Area(s) affected				
South-East (Richmond and Birley)				
Relevant Cabinet Portfolio Leader				
Leigh Bramall				
Relevant Scrutiny Committee if decision called in				
Culture, Economy and Sustainability				
Is the item a matter which is reserved for approval by the City Council?				
YES				
Press release				
NO				

MOSBOROUGH KEY BUS ROUTE: OBJECTIONS TO TRAFFIC REGULATION ORDERS RELATING TO THE MANSFIELD ROAD BUS LANE AND BIRLEY SPA LANE/SPRING WATER AVENUE BUS STOP

1. SUMMARY

- 1.1 This report reports the responses received to the advertisement of Traffic Regulation Orders for two proposed schemes on the Mosborough Key Bus Route at Mansfield Road and Birley Spa Lane. Appendix A is a Location Plan. The schemes are:
- the relocation of the Mansfield Road inbound bus lane and
- access improvements to the bus stop at Birley Spa Lane/Spring Water
 Avenue including the introduction of adjacent pedestrian facilities.
- 1.2 Mansfield Road inbound bus lane approaching Manor Top: improving how this bus lane works, and enabling it to be consistently enforced, has been a high priority for some time and the Key Bus Route funding enables this to be progressed. The Traffic Regulation Order was advertised from 21st June to 12th July and affected properties were informed. One objection was received.
- 1.3 Birley Spa Lane/Spring Water Avenue bus stop: this bus stop proposal was developed alongside a proposal from the former South-East Community assembly for pedestrian crossing facilities at this location. The Traffic Regulation Order (TRO) was advertised from 14th June to 5th July and affected properties were informed. One petition with 15 signatures from 10 properties has been received.
- 1.4 Having considered the responses to the two TRO consultations, it is recommended that the reasons set out in this report for making the Traffic Regulation Orders outweigh unresolved objections.

2. WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE?

- 2.1 Both proposed schemes are part of the Mosborough Bus Key Route the 120 bus route which is one of the best-used public transport services in the City. It is high-frequency and operated by many low-pollution hybrid buses.
- 2.2 The proposed bus lane relocation on Mansfield Road aims to improve traffic management on this approach to Manor Top. The Birley Spa Lane proposal aims to make it easier for anyone with mobility difficulties to access this high frequency bus service, as well as make it easier for all pedestrians to cross this road.

3. OUTCOME AND SUSTAINABILITY

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

4. REPORT

Introduction

- 4.1 The Mosborough Key Bus Route is part of the work being carried out through the Better Buses Area Fund (first round) which, in South Yorkshire, is based around the themes of:
 - **Smart Ticketing**: multi-operator ticketing solutions and more cost-effective travel for young people looking to access work or training;
 - **Smart Infrastructure**: making bus journeys on main routes faster and more reliable through infrastructure improvements; and
 - **Smart Management**: ensuring that the network is effectively managed and enforced to improve journey times and efficiency at identified pinch points.

The development through to implementation (subject to normal processes) of the Key Bus Route proposals was approved by Cabinet Highways Committee on 11 October 2012.

4.2 The Better Bus Area Fund programme is co-ordinated by the South Yorkshire Passenger Transport Executive working closely with the City Council and the other Districts.

Mansfield Road Inbound Bus Lane

- 4.3 The existing lane layout, with the bus lane in the offside lane, is seen as confusing and difficult by all drivers and is much abused and difficult to enforce. The rationale for it was to ensure that buses were in the correct lane as they feed into a set of three junctions at Manor Top.
- 4.4 The proposed scheme moves the peak-hour bus lane from the off-side to the near-side, with a set of peak-hour traffic signals to enable buses to move into the correct lane for Hurlfield Road/Manor Top. These are similar to the pre-signals on Western Bank enabling buses to move into the correct lane for the Brook Hill roundabout. The scheme will enable the bus lane to be consistently enforced by camera.

- 4.5 The Traffic Regulation Order (TRO) was advertised from 21st June to 12th July and included extending the bus lane hours to start at 0730 in the morning peak and 1600 in the evening peak, as is now standard across the city. The TRO Plan (TM-LT067-TRO) is attached as Appendix B and the Consultation Plan, sent to affected properties, is attached as Appendix C.
- 4.6 One objection has been received from a resident on Newlands Avenue. The objection is unrelated to the main bus lane proposals. It relates to the proposed Double Yellow Lines (DYLs) around the junction of Newlands Road with Mansfield Road. Mansfield Road residents in this vicinity park overnight on the western side of Newlands Road and she is concerned that the DYLs will push this parking further to the south along Newlands Road, with implications for safety/visibility/congestion at the Newlands Avenue/Newlands Road junction. Although the Highway Code indicates that vehicles should not be parked within 10m of a junction, and this is the standard usually adopted when introducing DYLs, officers will look at objections received and any options available to resolve the situation and reach a suitable compromise. In this case, officers are prepared to fall back to 5m on the western side of Newlands Road, with 10m on the eastern side.
- 4.7 In addition to relocating the bus lane, the City Council's Intelligent Traffic Systems Group is working to develop a 'Strategic Toolkit Module' (STM) strategy for the Manor Top area. An STM strategy is an adaptive traffic management control system to co-ordinate traffic signals around an area in order to give selective priority to public transport (tram and buses in this case) while maintaining general traffic capacity. It is an innovative area-wide control system and Manor Top is intended to be the pilot area for the City. This is expected to 'go live' during 2014.

Birley Spa Lane/Spring Water Avenue

- 4.8 The Key Bus Route initiative is upgrading all bus stops along the route to allow buses to pull up level with the kerb and improve access. This will include bus stops boxes, raised kerbs and tactile paving, which will allow visually impaired and wheelchair users to use the bus, as well as making it easier for people with pushchairs and anyone with mobility difficulties. At this particular location, this could be achieved either by moving the bus stop out of the existing bus stop layby onto the carriageway or by extending the existing lay-by. In general, it is better for bus reliability if stops are on carriageway: however, this is not applied regardless of local circumstance.
- 4.9 In addition, at this location, there was an existing South-East Community Assembly proposal for pedestrian crossing points across Birley Spa Lane.
- 4.10 Two options were developed to combine the bus stop upgrade with the pedestrian improvements: one with the bus stop in the lay-by (TM-BN892-P4,

attached as Appendix D) and one with the bus stop on the carriageway (TM-BN892-P5, attached as Appendix E). Officers met onsite with Local Councillors and agreed to progress the carriageway option as this allows for the retention of more on-street parking space. The Traffic Regulation Order was advertised from 14th June to 5th July. The TRO Plan (TM-BN892-TRO) is attached as Appendix F and the Consultation Plan (TM-BN892-C2), sent to affected properties, is attached as Appendix G.

- 4.11 One petition with 15 signatures from 10 properties has been received. The properties are those most affected by the relocation of the bus stop at numbers 69 to 77 (odds) and 64 to 72 (evens). The petition raises several concerns:
- bus noise and youth disturbance associated with the stop and shelter would move from the current lay-by, which is in front of a grassed area, to a location more immediately outside residential properties;
- there would be increased overlooking of properties (nos.71 to 77) by people waiting at the stop;
- the lead petitioner is concerned about how the stop, with its raised kerb, would impact on the drive at no.75;
- the distance to walk to the bus stop would be longer for residents of Dyke Vale Close (via the footpath between nos.63 and 65) and Spring Water Avenue;
- road safety concerns about vehicles overtaking buses on this bend and the lack of protection for any pedestrians using the new crossing points.
- 4.12 Some of these concerns have been tackled through the scheme development process. The design has successfully passed through Stage 1 of the Road Safety Audit process. The bus stop is close to the adjacent access but the access will not be blocked by standing buses, although visibility would be affected. However, in view of the low dwell time at the stop, issues relating to the safe access and egress from no.75 are expected to be minor. The walking distance to the bus stop is likely to be slightly longer for more people than those for whom it would be shorter: however access to it would be more on the level.
- 4.13 The concerns raised by the petition highlight the difficulty of reconciling the three objectives of upgrading the bus stop, improving pedestrian crossing and maximising the amount of on-street parking space. In summary, if the bus stop is retained in an extended lay-by, with the pedestrian crossing points installed as desired by the Community Assembly, then there will be less on-street parking space. If the bus stop is moved onto the carriageway, with the pedestrian crossing points installed, then more parking space is retained for residents but the bus stop and shelter are closer to people's houses.

Summary

- 4.14 Mansfield Road bus lane: the one objection received from a resident on Newlands Avenue relates to the impact of proposed restrictions of Newlands Road: it is unrelated to the main bus lane proposals which can progress to implementation. The proposed restrictions on Newlands Road can be reduced to 5m on the western side.
- 4.15 **Birley Spa Lane/Spring Water Avenue bus stop:** Local Councillors are supporting the option that has been pursued and it is recommended that this be implemented.

Relevant Implications

- 4.16 **Financial:** scheme costs are in the order of £138,000 for the Mansfield Road bus lane and £60,000 for the Birley Spa Lane/Spring Water Avenue scheme. These cover detailed design and works costs, including traffic management, and commuted sum estimates. These figures may be more if there is any impact on statutory undertakers' equipment. The schemes are funded through the Mosborough Key Bus Route capital allocation. A contribution of £10,000 has been made by the South East Community Assembly towards the provision of the pedestrian facilities at Birley Spa Lane.
- 4.17 **Equalities:** an Equalities Impact Assessment has been signed off for the Key Bus Route as a whole as generally positive for all Sheffield people regardless of age, sex, race, faith, disability, sexuality, etc and particularly positive for disabled and elderly people plus carers, as well as families with children. No negative equality impacts were identified. This is attached as Appendix H.
- 4.18 **Legal:** the Council has the power to make a TRO under Section 1 of the Road Traffic Regulation Act 1984 for reasons that include the avoidance of danger to people or traffic. Before the Council can make a TRO, it must consult with relevant bodies in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. It must also publish notice of its intention in a local newspaper. These requirements have been complied with. The Council should consider and respond to any public objections received.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 There are no alternative options for the relocation of the Mansfield Road bus lane. The alternative options for the Birley Spa Lane/Spring Water Avenue bus stop are laid out in paragraphs 4.8 to 4.13 of this report.

6. REASONS FOR RECOMMENDATIONS

6.1 Both proposed schemes are part of the Mosborough Bus Key Route – the 120 bus route – which is one of the best-used high frequency public transport services in the City. The Key Route contributes to the City Council's objectives of improving socially-inclusive access to jobs; improving access to mainstream public transport for all; and improving public transport in order to increase its usage. It aims to make bus

journeys on this main route quicker and more reliable through infrastructure improvements and improving network management and enforceability at critical locations.

6.2 Having considered the objections in the TRO consultations, it is considered that the reasons set out in this report for making the Traffic Regulation Orders outweigh the unresolved objections.

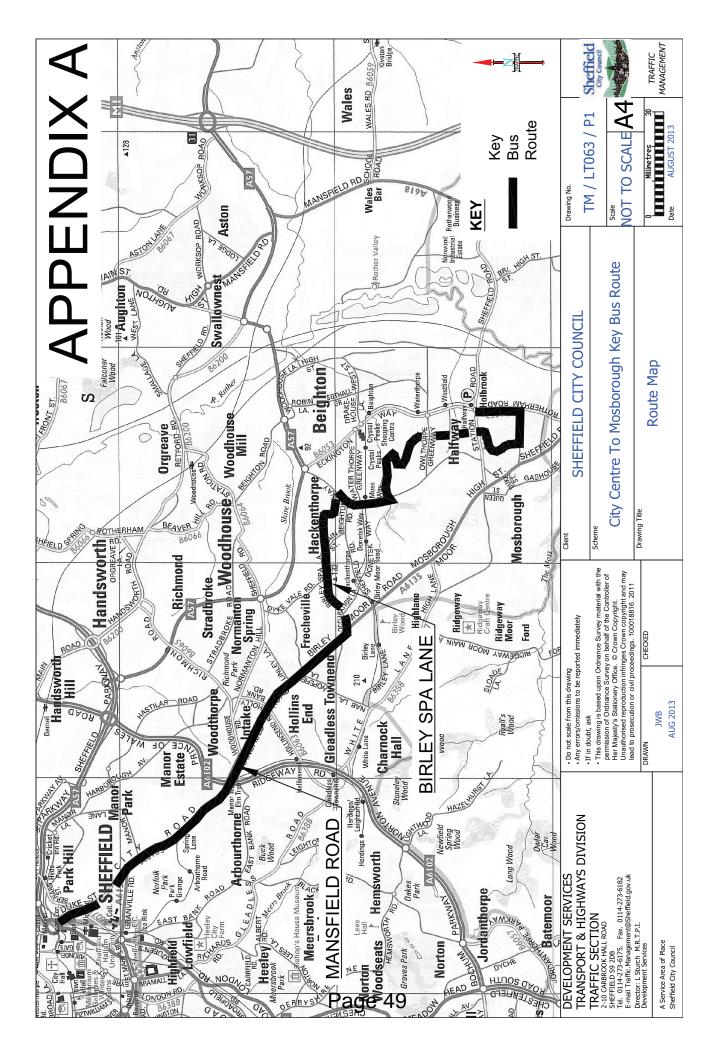
7. RECOMMENDATIONS

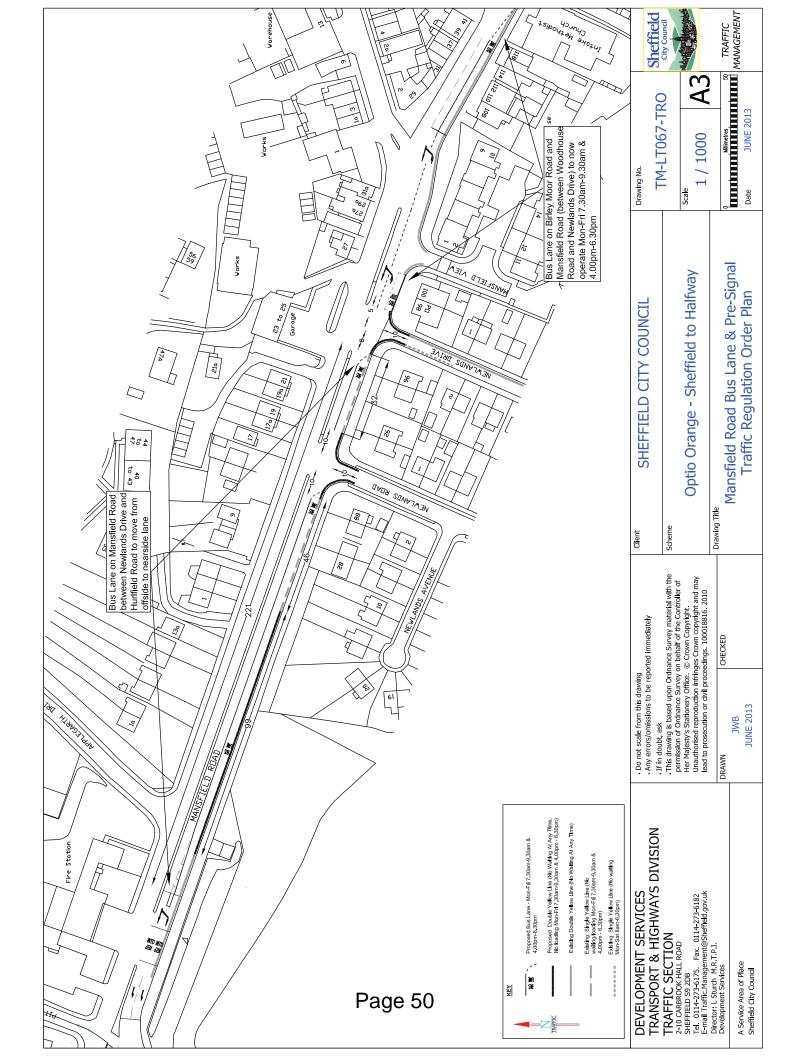
- 7.1 Make the Mansfield Road Bus Lane TRO and implement the scheme. In response to the objection, reduce the DYL on the western side of Newlands Road at its junction with Mansfield Road to 5m.
- 7.2 Make the Birley Spa Lane/Spring Water Avenue Traffic Regulation Order and implement the scheme.
- 7.3 Inform the objector and the lead petitioner accordingly.

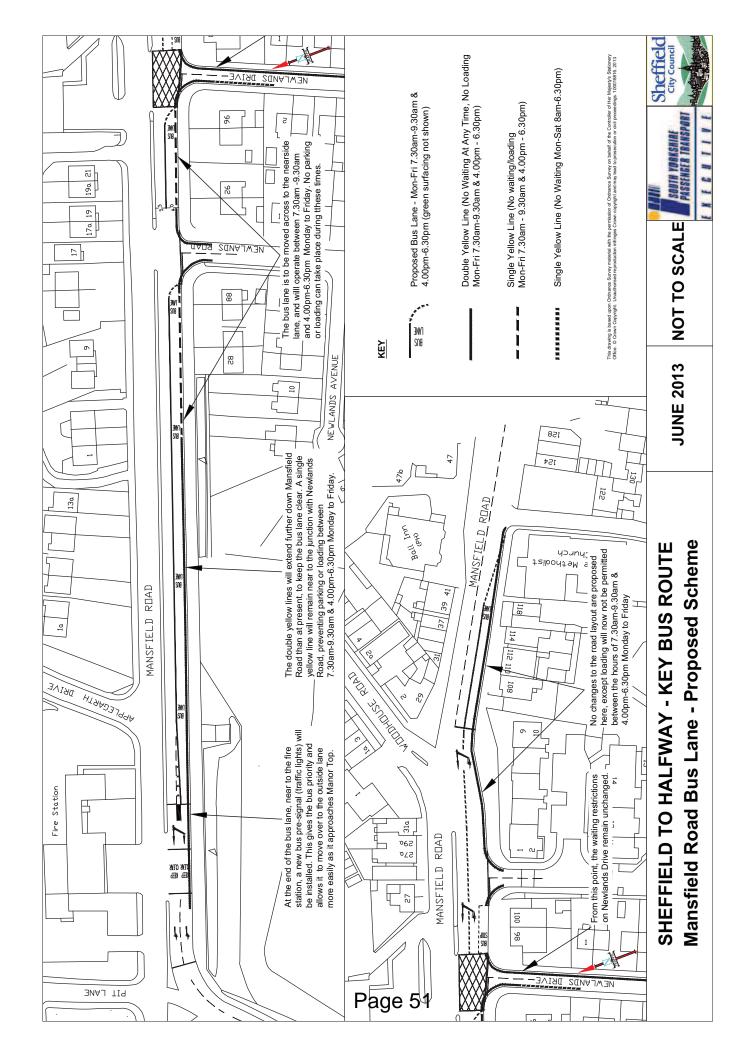
Simon Green

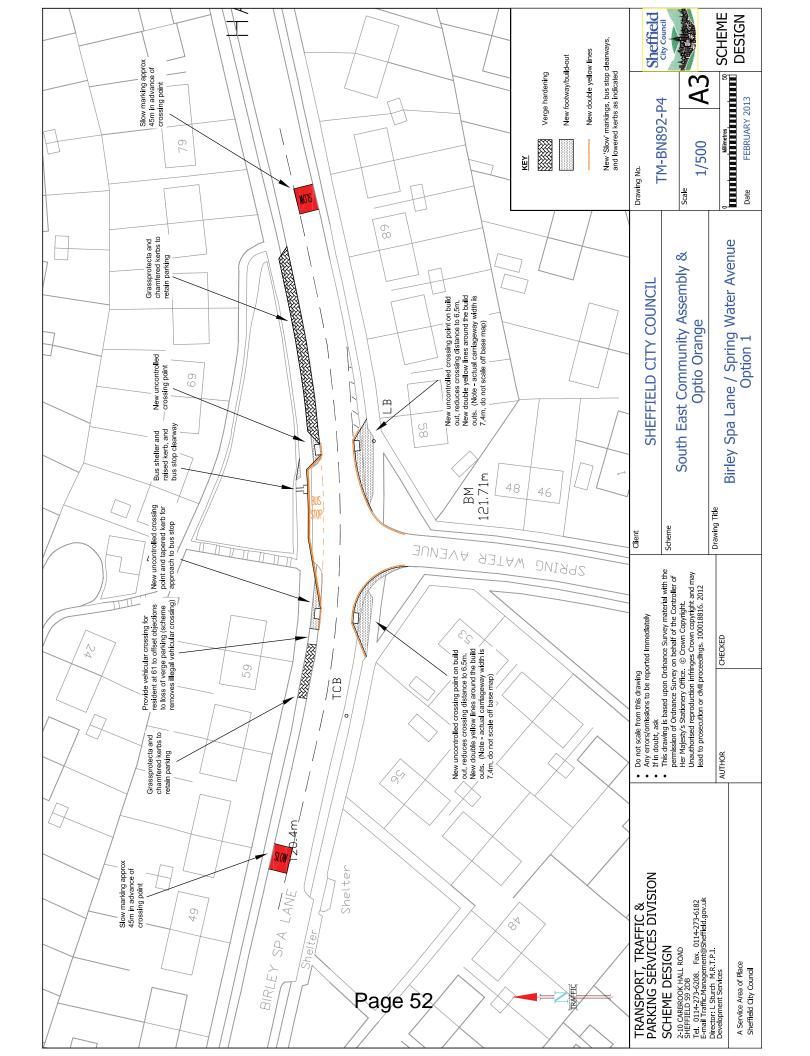
Executive Director, Place

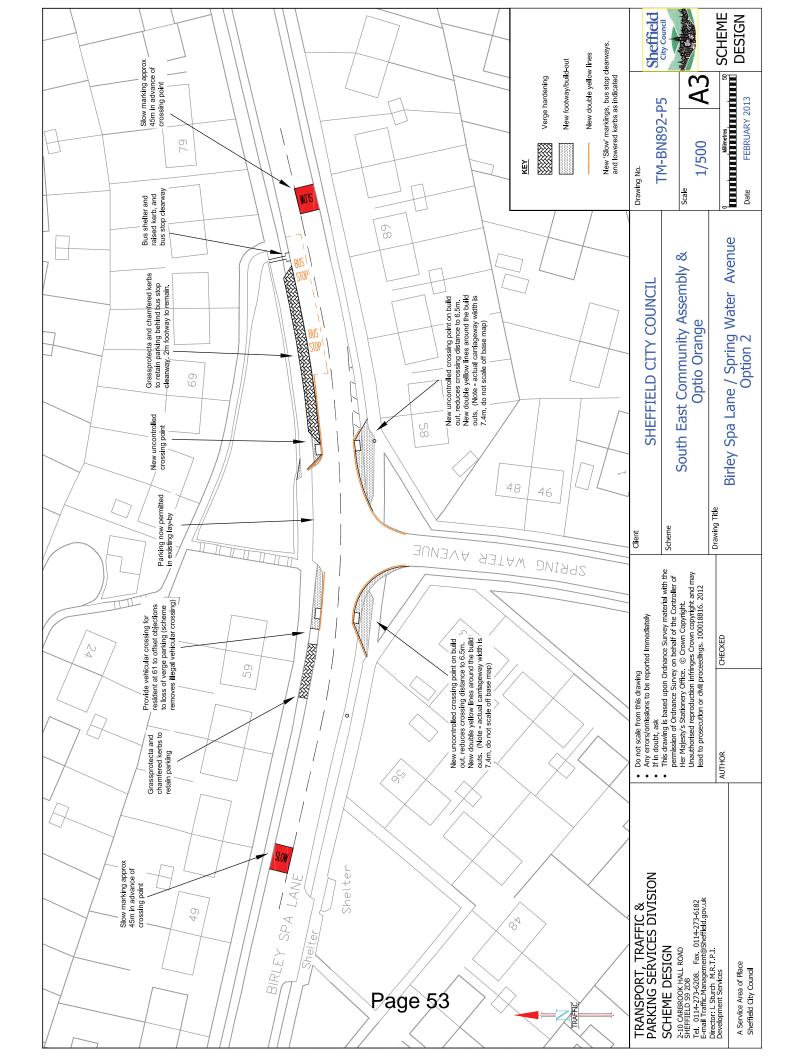
22 August 2013

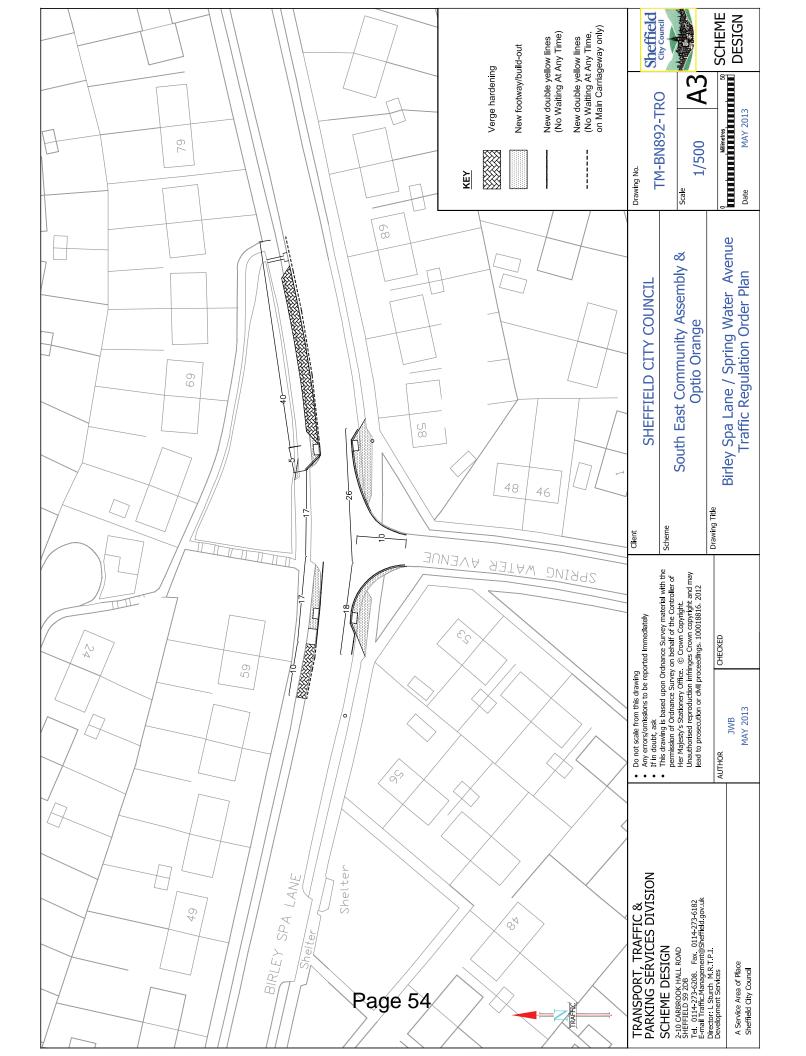


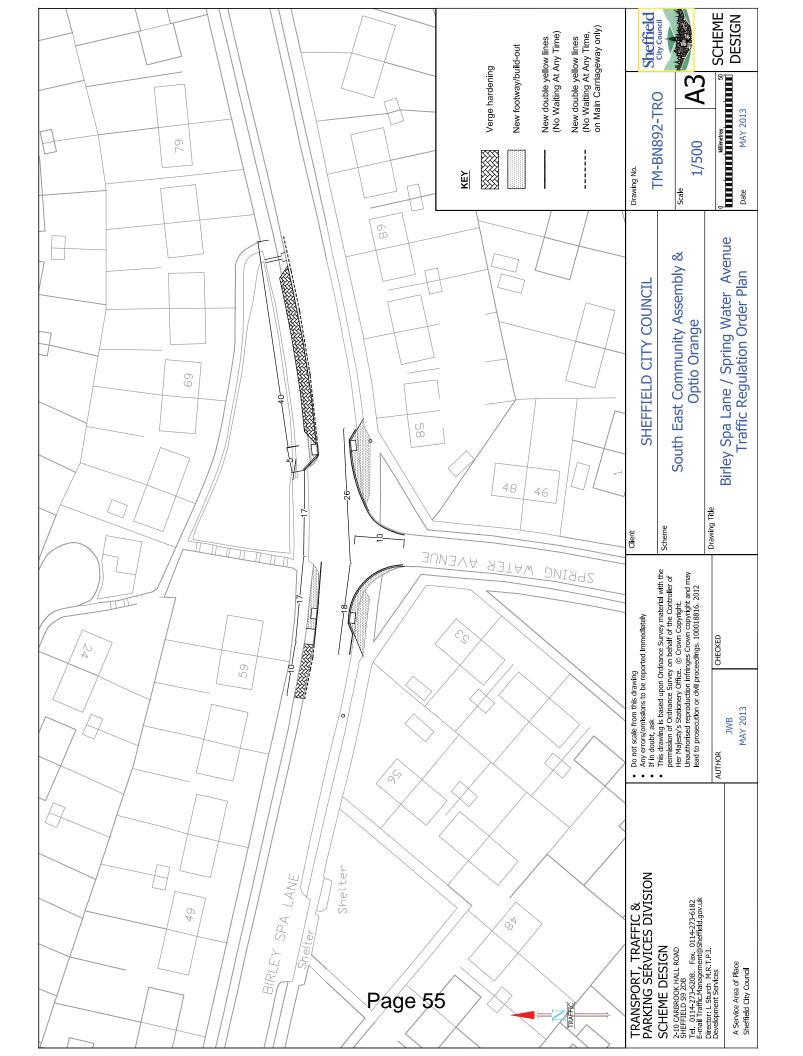


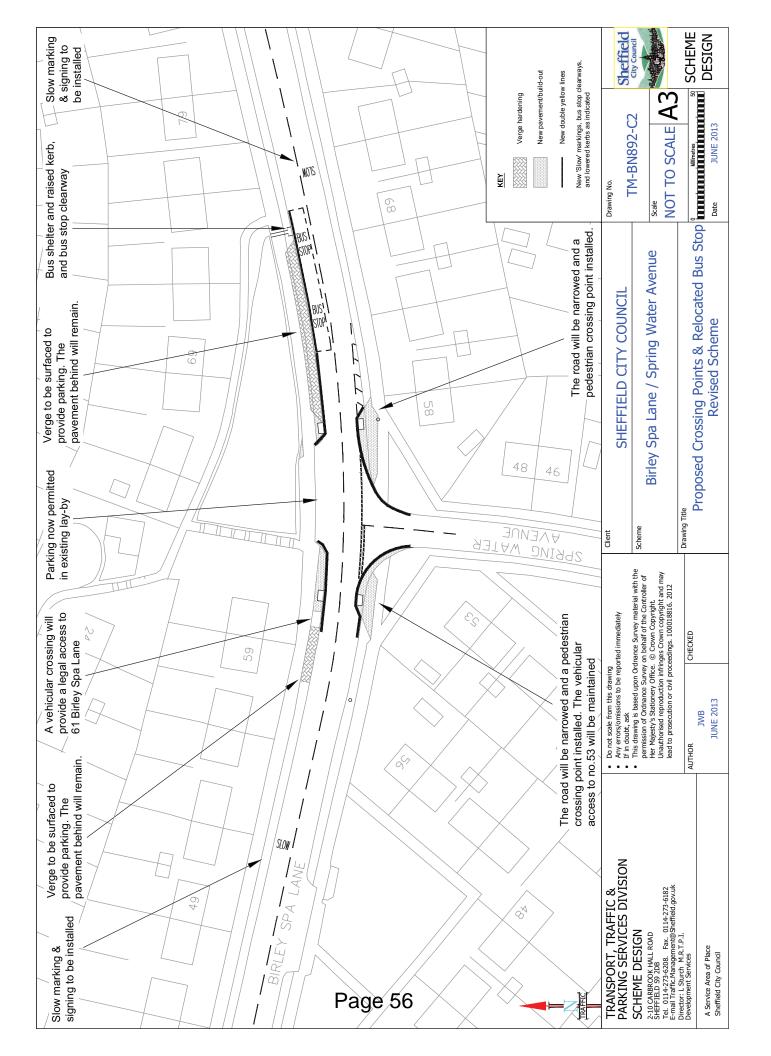












Sheffield City Council Equality Impact Assessment



Guidance for completing this form is available on the intranet Help is also available by selecting the grey area and pressing the F1 key

Name of policy/project/decision: Bus Key Route: City Centre to Halfway

Status of policy/project/decision: New

Name of person(s) writing EIA: Cate Jockel

Date: 10.09.12 **Service:** Development Services

Portfolio: Place

What are the brief aims of the policy/project/decision? To improve the City Centre to Halfway key bus route used by the high frequency 120 bus, in terms of reliability,

accessibility, shelter and information.

Are there any potential Council staffing implications, include workforce diversity? No

Under the <u>Public Sector Equality Duty</u>, we have to pay due regard to: "Eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations." More information is available on the council website

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations.	
-			This should be proportionate to the impact.)	
Age	Positive	Medium	Elderly will benefit from accessibility improvements in particular and also because they tend to have lower car ownership/use than the general population.	
Disability	Positive	High	All bus stops will be improved to provide level boarding	
			and tactiles, as well as a bus stop clearway, so that the	
			bus can pull right in to the kerb.	
Pregnancy/maternity	Positive	Medium	See disability.	
Race	Neutral	-Select-		
Religion/belief	Neutral	-Select-		
Sex	Neutral	-Select-		
Sexual orientation	Neutral	-Select-		
Transgender	Neutral	-Select-		
Carers	Positive	High	See disability.	
Voluntary,	Neutral	-Select-		
community & faith				
sector				
Financial inclusion,	Positive	Medium	The bus service will be more accessible and more	
poverty, social			reliable.	
justice:				
Cohesion:	Neutral	-Select-		
Other/additional:	-Select-	-Select-		
Page 57				

Page 57

Areas of possible impact	Impact	Impact level	Explanation and evidence (Details of data, reports, feedback or consultations. This should be proportionate to the impact.)

Overall summary of possible impact (to be used on EMT, cabinet reports etc):

Fundamentally this proposal is positive for all Sheffield people regardless of age, sex, race, faith, disability, sexuality, etc. The project aims to improve the punctuality of the bus service; to provide better information (real-time) on its running; and make it easier to use for anyone with mobility difficulties including wheelchair users, people with pushchairs and people with visual impairments. No negative equality impacts have been identified.

If you have identified significant change, med or high negative outcomes or for example the impact is on specialist provision relating to the groups above, or there is cumulative impact you **must** complete the action plan.

Review date: Q Tier Ref / Reference number: /

Entered on Qtier: Yes Action plan needed: -Select-

Approved (Lead Manager): Date:

Approved (EIA Lead person for Portfolio): lan Oldershaw **Date:**

Does the proposal/ decision impact on or relate to specialist provision: -Select-

Risk rating: -Select-

Action plan

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
All groups		
-Select-		

Area of impact	Action and mitigation	Lead, timescale and how it will be monitored/reviewed
-Select-		
-Select-		

Approved	(Lead	Manager):	Date:
----------	-------	-----------	-------

Approved (EIA Lead Officer for Portfolio): Date:

This page is intentionally left blank