



SHEFFIELD CITY COUNCIL

Cabinet Highways Committee

11

Report of: EXECUTIVE DIRECTOR, PLACE

Date: 10th February 2011

Subject: Ecclesall Road Smart Route – Scheme Consultation and Implementation

Author of Report: David Whitley

Summary:

The report provides the results from the first stage of consultation on the Ecclesall Road Smart Route and describes how these results have shaped the 'preferred scheme' for the route. The Ecclesall Road smart route is a jointly funded project between the City Council and South Yorkshire Passenger Transport Executive (SYPTTE).

The report seeks authority to undertake a second (more detailed) stage of consultation along Ecclesall Road itself, from Moore Street roundabout to Abbey Lane. The results of this second consultation phase will be reported back to this Committee

The report seeks authority to make changes at the 'inbound' bus stop on Ecclesall Road South near Knowle Lane in advance of the next stage of consultation. This follows more detailed consultation already undertaken in the Bents Green area.

Reasons for Recommendations:

The recommendations put forward are based on requests and information received during the scheme feasibility stage from residents and businesses on Ecclesall Road and from extensive survey work carried out plus a comprehensive consultation exercise. It is recommended to continue to progress with implementing The Ecclesall Road Smart Route.

Recommendations:

Note the outcome of consultation to date

Approve the second stage of consultation on the Ecclesall Road Smart Route, including more detailed proposals for Ecclesall Road from Moore Street roundabout to Abbey Lane as identified in Section 4.10

Authorise the immediate construction of the designed changes at the 'inbound' bus stop on Ecclesall Road South near Knowle Lane.

Background Papers: N/A

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES Cleared by: Liam Gilligan
Legal Implications
YES Cleared by: Julian Ward
Equality of Opportunity Implications
YES Cleared by: Ian Oldershaw
Tackling Health Inequalities Implications
NO
Human rights Implications
NO
Environmental and Sustainability implications
NO
Economic impact
NO
Community safety implications
NO
Human resources implications
NO
Property implications
NO
Area(s) affected
Ecclesall Road
Relevant Cabinet Portfolio Leader
Councillor Ian Auckland
Relevant Scrutiny Committee if decision called in
Culture, Economy & Sustainability
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES

ECCLESALL ROAD SMART ROUTE – SCHEME CONSULTATION AND IMPLEMENTATION

1.0 SUMMARY

- 1.1 The report provides the results from the first stage of consultation on the Ecclesall Road Smart Route and describes how these results have shaped the ‘preferred scheme’ for the route. The Ecclesall Road smart route is a jointly funded project between the City Council and South Yorkshire Passenger Transport Executive (SYPTe).
- 1.2 The report seeks authority to undertake a second (more detailed) stage of consultation along Ecclesall Road itself, from Moore Street roundabout to Abbey Lane. The results of this second consultation phase will be reported back to this Committee
- 1.3 The report seeks authority to make changes at the ‘inbound’ bus stop on Ecclesall Road South near Knowle Lane in advance of the next stage of consultation. This follows more detailed consultation already undertaken in the Bents Green area.

2.0 WHAT DOES THIS MEAN FOR THE PEOPLE OF SHEFFIELD

- 2.1 Previous consultation with residents, businesses and users of the corridor has taken place to develop proposals designed to improve bus and car journey times on the Ecclesall Road corridor. The next stage of consultation is designed to enable the public to respond to more detailed plans of the proposed interventions. The planned changes should make it easier for most users to travel along the corridor.

3.0 OUTCOME AND SUSTAINABILITY

- 3.1 The response to the consultation contributes to the Putting the customer first objective of the Council Plan “A City of Opportunity”, with proposals that respond to customer comments about existing travel conditions along Ecclesall Road. The overall project contributes to the “Reducing Congestion” objective with proposals to improve peak hour bus and car journey times along Ecclesall Road and to “Public transport that is easier to use”, in line with the Council’s policy to grow the use of public transport in Sheffield.
- 3.2 A key outcome of the report will be approval to consult on the detailed ideas developed from previous consultations and to make changes at the ‘inbound’ bus stop on Ecclesall Road South near Knowle Lane.

4.0 REPORT

Background

- 4.1 The Ecclesall Road Smart Route corridor runs for about 3 and a half miles south-west from Sheffield City Centre to Abbey Lane. It is home to hundreds of businesses, shops and amenities, and provides important access to many residential communities as well as schools and universities. Up to 26,000 vehicles use the road every day.

Currently, around 4,250 individual trips are made along Ecclesall Road during the morning rush hour, of which approximately 3,100 are by car and 1,150 are by bus.

- 4.2 Car and bus journey time surveys have been carried out on an annual basis on Sheffield's key route network for a number of years. In terms of cumulative delay along the route, Ecclesall Road is among the worst in most years despite peak hour bus lanes generally being effective in reducing journey times for all vehicles. Looking at outbound peak (1630-1830) cumulative delay is also among the worst in the city (worst in 2008) even with the peak hour bus lanes.
- 4.3 The second Local Transport Plan (LTP) identified Ecclesall Road as a 'congestion target route' where there was a desire to reduce personal journey times and provide better public transport. The main locations of journey delay were at Hunters Bar and Moore Street roundabouts.
- 4.4 The section of Ecclesall Road between Summerfield Street and Hunters Bar is among the ten highest areas for personal injury accidents in South Yorkshire.
- 4.5 The Smart Route concept is that buses are the most efficient and effective means of transporting high numbers of passengers on corridors in urban areas, but understands that many journeys can only be made by the car. Therefore, The Ecclesall Road Smart Route aims to:
 - Improve traffic flow and reduce journey times (the target is to limit person journey time increases to 8.1%¹ (from a 2004/06 base) by 2011, despite an anticipated increase in the number of overall trips)
 - Tackle congestion at key hotspots and junctions
 - Improve the reliability and punctuality of public transport
 - Provide better bus stops with RealTime information
 - Improve road safety
 - Ensure parking availability in the wider area
 - Provide better facilities for pedestrians and cyclists
 - Contribute towards reducing carbon dioxide emissions and improve air quality

Consultation

- 4.6 The consultation process for the Ecclesall Road Smart Route has been split into a number of phases. Each phase uses a range of techniques to deliver key messages and encourage comments on the scheme and its impact. The consultation is being jointly developed, but SYPTE are the lead authority as one of their framework contractors - Counter Context – have been commissioned to deliver the different phases of

¹ Source: South Yorkshire Congestion Delivery Plan 2007 as agreed with Central Government

the consultation programme. Details of what will be delivered in each consultation phase are included in Appendix A.

4.7 Details of feedback from the first phase of consultation on the Ecclesall Road Smart Route are included in Appendix B. In summary, early dialogue with members of local residential and business communities have shown that local people are generally happy with the overall aims of the Smart Route and the priority themes for investment from the consultation were (in order):

- Tackling Congestion
- Improving Road Safety
- Improving road and pavement surfaces
- Improving Public Transport
- Improving crossing facilities

4.8 The priority locations for improvement can be summarised as being (with percentage response rates in brackets):

- Hunters Bar, including Brocco Bank (20.8%)
- Huntingtower Road to Carter Knowle Road - including Gisborne Road junction (18.5%)
- Moore Street Roundabout (13.0%)
- Rustlings Road to Greystones Road (11.0%)
- Junction of Bents Road and Ecclesall Road South (9.0%)
- Summerfield Street to Collegiate Crescent (7.5%)

Developing a preferred scheme

4.9 The results and detailed comments behind the headline figures covered in Appendix B helped in developing an outline 'package' of measures along the corridor. In addition to this, the project aims to compliment a number of schemes in the area including the review of the Sharrow Vale Permit Parking Scheme, the implementation of a large retail development and road maintenance works. As a result some investment along the corridor has already been committed, including:

- Lengthening the merge on Ecclesall Road (outbound) beyond Summerfield Street – completed in parallel with a resurfacing scheme on Ecclesall Road. A yellow box junction was also implemented at the Summerfield Street junction as a 'Driving me Crazy' scheme

- A new pedestrian controlled crossing near the Nursery Tavern – implemented and funded as part of a Marks and Spencer’s retail development on the former Evans Halshaw site. The new pedestrian crossing and access arrangements into the development will result in 20 parking spaces being lost, but 12 longer stay spaces in the area will be amended to short stay, while the new store will include a 65 space car park which will be available to the general public.
- Improved street lighting between Summerfield Street and Hunters Bar. Completed as part of the Countywide ‘Worst first’ road safety programme in 2009. The new pedestrian controlled crossing near the Nursery Tavern should also help reduce pedestrian injury accidents in this area.
- Amendments to parking spaces on Ecclesall Road (from Summerfield Street to Hunters Bar) to ease right turning movements (particularly outbound) off Ecclesall Road and lengthening a limited number of bus stops. The approvals for this element of the scheme were obtained as part of the Sharrow Vale parking scheme review in June 2010. The majority of changes associated with the parking scheme review should be completed by February 2011.
- Marginal road widening and lane management improvements on the Charter Row (due to be implemented in January 2011) and Hanover Way (implemented in November 2010) approaches to Moore Street roundabout.

4.10 In addition to this existing investment, other planned interventions (subject to the forthcoming consultation and availability of budgets) are:

- Amending Hunters Bar roundabout to provide two ‘proper’ lanes on the roundabout and improved lane markings on the roundabout approaches. The historical importance of the ‘bar’ feature and the roundabout as an entry feature is understood and will be protected.
- Amending the approach to Hunters Bar by removing the inbound and outbound bus lanes between Hunter’s Bar and Rustlings Road and improving the pedestrian crossings on the roundabout itself.
- Amendments to parking spaces on Ecclesall Road outbound (opposite Greystones Road) to maintain a through lane for traffic passing vehicles waiting to turn right into Greystones Road
- Making the outbound bus lane on the approach to the traffic lights at Psalter Lane slightly shorter
- Moving the locations of the existing crossing at Ringinglow Road (outbound) to ‘beyond’ the Ringinglow Road junction to help provide breaks in the traffic for right turning vehicles - as well as providing more space for waiting vehicles out of the way of through traffic.

- Amending the lane markings on the Ecclesall Road approach to the Moore Street roundabout to better reflect existing turning movements at the roundabout
- Providing a two lane exit from the Moore Street roundabout on to Charter Row to aid anticipated increased turning movements at the roundabout associated with the redevelopment of the City centre
- Providing right turning lanes off Ecclesall Road South into Gisborne Road - so these vehicles wait out of the way of through traffic. One lane will be maintained for through traffic.
- Improved traffic signal co-ordination, especially where Ecclesall Road meets the Inner Ring Road
- Improved bus stop facilities
- It was hoped to widen Ecclesall Road (outbound) slightly between Rustlings Road and Greystones Road – to enable larger vehicles to pass parked cars without conflicting with vehicles travelling towards Hunters Bar. The change in kerb location would involve significant costs associated with moving statutory undertakings plant. Significantly reduced budgets mean that it is no longer proposed to develop the widening scheme at this time.

4.11 Appendix C shows each of the proposed interventions categorised by their main ‘theme’ for investment, linking back to the priorities from the consultation highlighted in paragraph 4.7.

Anticipated Overall scheme benefits

4.12 Many of the above interventions have now been included in the traffic prediction model to quantify the positive benefits of the proposals. The model covers the most congested section of the corridor, from Carter Knowle Road to Moore Street roundabout, and provides an “end-to-end” journey time assessment.

4.13 It is important to consider end to end journey times for all road users on the whole corridor rather than focussing on the changes at individual junctions. The project team wanted to make sure that a reduction in overall delays was realistic, and that delays were not simply “moved down to the next junction”. Improved journey time reliability is also important for all vehicles, but particularly so for bus services.

4.14 The traffic model was run 20 times for each peak hour period, using a randomisation variable to ensure each run was slightly different from the next, mimicking fluctuations in traffic. Improved journey time reliability is also important for all, but particularly so for bus services. The results of the modelling (for journeys from Carter Knowle Road to Moore Street roundabout) are summarised as follows:

Car

- Average journey times in the morning peak inbound (0800-0900) could be reduced by around 2 minutes, a 15% improvement (from 12 minutes to 10minutes)
- Journey time reliability (morning peak period, inbound) could be improved by 25% (95% of existing journeys are less than 17 minutes, this could reduce by up to 4 minutes to a predicted 95% of journeys being less than 13 minutes)
- Average journey times in the evening peak outbound (1700-1800) could be reduced by around 2 minutes, a 15% improvement (13 minutes to 11minutes)
- Journey time reliability (evening. peak outbound – 1700-1800) improved by up to 20% (95% of existing journeys are less than 20 minutes, this could again reduce by up to 4 minutes)

Bus

- Average journey times in the morning peak inbound could reduce by 0.5 minutes, a 3% improvement (14 minutes to 13½ minutes)
- Journey time reliability (morning peak inbound) could improve by around 3% (95% of existing journeys are less than 14 minutes, this reduces by 0.5 minutes to 95% being less than 13 minutes 30 seconds)
- Average journey times in the evening peak outbound could reduce by around 1 minute (13 minutes to 12minutes, a 7% improvement)
- Journey time reliability (evening peak outbound) improved by around 15% (95% of existing journeys are less than 17 minutes, this reduces by 2½ minutes to 95% being less than 14½ minutes)

Next steps

- 4.15 It is planned to consult on the proposed changes listed in paragraph 4.10 from February 2011. The opportunity will be taken to inform of changes listed in paragraph 4.9 at the same time.
- 4.16 Because of the significant reduction in public sector funding in 2011/12, it will be important to clearly state through the consultation that not all the elements will be funded in 2011/12 and may take a number of years to implement.

Ecclesall Road/Knowle Lane bus shelter

A location Plan for this bus stop is included as Appendix D. The need for investment in improved passenger facilities in this location was welcomed as part of the Phase Two consultation in Bents Green between December 2009 and February 2010. As a more local issue, it is therefore proposed that improvements are made to this bus stop in 2010/11 in advance of the wider consultation on the traffic management elements of the remainder of the corridor.

The existing 'shelter' structure is set back from the road, making visibility between potential passengers and the bus driver very difficult. In practice, this means that people waiting for the bus often don't use the shelter (they stand where they can see the bus coming – as in the photo opposite) and as such have no access to a seat or protection from the elements.



The Phase Two consultation highlighted general support for improvements to be made to local bus stops but views were raised by the Ecclesall Forum about the future of the existing structure should a new shelter be installed at this location. Overall, there does seem to be conflicting views within the wider community about whether the existing structure should be demolished or refurbished.

The need to improve the existing 'shelter' is not only of interest to the Ecclesall Forum but also the South West Community Assembly. The building (photo opposite) currently has no national or local heritage importance, but may be suggested during the upcoming public consultation on the creation of a "local list of historic buildings and structures".



The shelter at the site is owned and maintained by the City Council, by Streetforce - Specialist Cleansing service, and not seen as a bus shelter facility by SYPT. Therefore, the only investment in the facility is reactive/ 'emergency' maintenance.

There have been various attempts over the years to ensure all buses pull into the bus stop lay by, but this has failed, partly because bus operators do not want to pull into the stop (thus extending bus journey times as buses wait to pull out again) if no one is waiting for a bus. Therefore, in order to improve the clarity of where to wait (and improve facilities for passengers) a new (three bay) bus shelter and bus stop pole will be provided on an extended 'island' at the stop.

Constructive discussions with the Ecclesall Forum have led to the Ecclesall Road Smart Route project offering to pay for a new community notice board and the repainting of the interior of the shelter as part of the works to provide a new passenger waiting area nearer the road. The proposed scheme drawing is included as Appendix E

Relevant Implications

The scheme is currently fully funded through the South Yorkshire Local Transport Plan (LTP) Strategic Fund, using a budget managed by SYPTE. The cost of the second consultation phase will be funded directly from SYPTE, while the £35,000 cost of the Knowle Lane bus stop improvements will be funded by the City Council and reclaimed from SYPTE. There are no legal implications associated with this report. An separate Equality Impact Assessment has been conducted for the consultation and bus stop improvement elements of this scheme which intends 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. The scheme is fundamentally equality neutral. It will provide universal positive benefit to Sheffield people regardless of age, sex, faith, race, disability, sexuality.

5.0 ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Officers have considered the degree of outline support for the proposals and the content of each individual comment received. Where larger numbers of respondents are in favour of an intervention these have been prioritised. Doing no further consultation on these proposed interventions is an option, but would be contrary to the Putting the customer first objective of the Council Plan "A City of Opportunity" .
- 5.2 In terms of investment in the Knowle Lane bus shelter, doing nothing is an option, but would lead to a continuation of the poor passenger waiting facilities at this important stop. The recently approved 'Vision for Excellent Transport in Sheffield' aims to foster a culture where the car is not always the first choice. As part of a wider package of measures to improve public transport reliability, improving the quality of the public transport waiting environment in this location could encourage more people to choose to use public transport as an alternative to the car for some journeys.

6.0 REASONS FOR RECOMMENDATIONS

- 6.1 The recommendations put forward are based on requests and information received during the scheme feasibility stage from residents and businesses on Ecclesall Road and from extensive survey work carried out plus a comprehensive consultation exercise. It is recommended to continue to progress with implementing The Ecclesall Road Smart Route.

7.0 RECOMMENDATIONS

- 7.1 Note the outcome of consultation to date
- 7.2 Approve the second stage of consultation on the Ecclesall Road Smart Route, including more detailed proposals for Ecclesall Road from Moore Street roundabout to Abbey Lane as identified in Section 4.10
- 7.3 Authorise the immediate construction of the designed changes at the 'inbound' bus stop on Ecclesall Road South near Knowle Lane.

Simon Green
Executive Director, Place

10 February 2011

Appendix A: Summary of consultation phases in the Ecclesall Road Smart Route project

A.1 The consultation phases on the Ecclesall Road Smart Route are:

Phase 1 - Confirm Priorities for the Corridor

Introducing the public to the concept of the Ecclesall Road Smart Route and seeking views on overall project strategy and priority locations for improvements along the corridor.

This phase also introduced the idea of eleven improvements in key locations on the corridor and asked if these were appropriate. People who use the route everyday are in a good position to confirm or contradict our existing data. Phase 1 also acts as a platform to make more detailed proposals. However, existing journey time delays led to Moore Street and Hunters Bar roundabouts being priorities for investment.

This phase included setting out the constraints of the project as well as its aims with a focus on encouraging people to help us on the road to improvement

Phase 2 - Proposals for Corridor

Presenting, and seeking views on, proposed highway interventions and proposals to improve travel along Ecclesall Road. This may lead to more local consultation related to specific scheme sites.

This phase has already been undertaken in Bents Green and has led to a scheme to improve passenger waiting facilities at the inbound bus stop on Ecclesall Road South near Knowle Lane.

A key output of this report is to seek approval to consult at this phase for the remainder of Ecclesall Road, from Moore Street roundabout to Abbey Lane

Phase 3 - Presentation of Final Build Programme

Presenting details about the highway interventions that will be built, and when.

Phase 4 - Feedback

Asking for peoples views on whether the 'as built' interventions were what they expected and whether they met their expectations.

A.2 The consultation techniques used in the Phase One consultation included:

- **Newspaper wraparound** - A four page advertisement feature in the Sheffield Gazette.
- **Community Access Points (CAP Site)** - A network of 100 local shops and amenities used to distribute consultation materials to the public
- **Website** - A comprehensive online portal (www.smartroutes.co.uk/ecclesallroad) was made available from

the start of the consultation. The website included comprehensive information, feedback opportunities and contact points for the project team. The website also contained an email update facility, to allow users to sign up to receive regular updates about the progress of the project and future consultations.

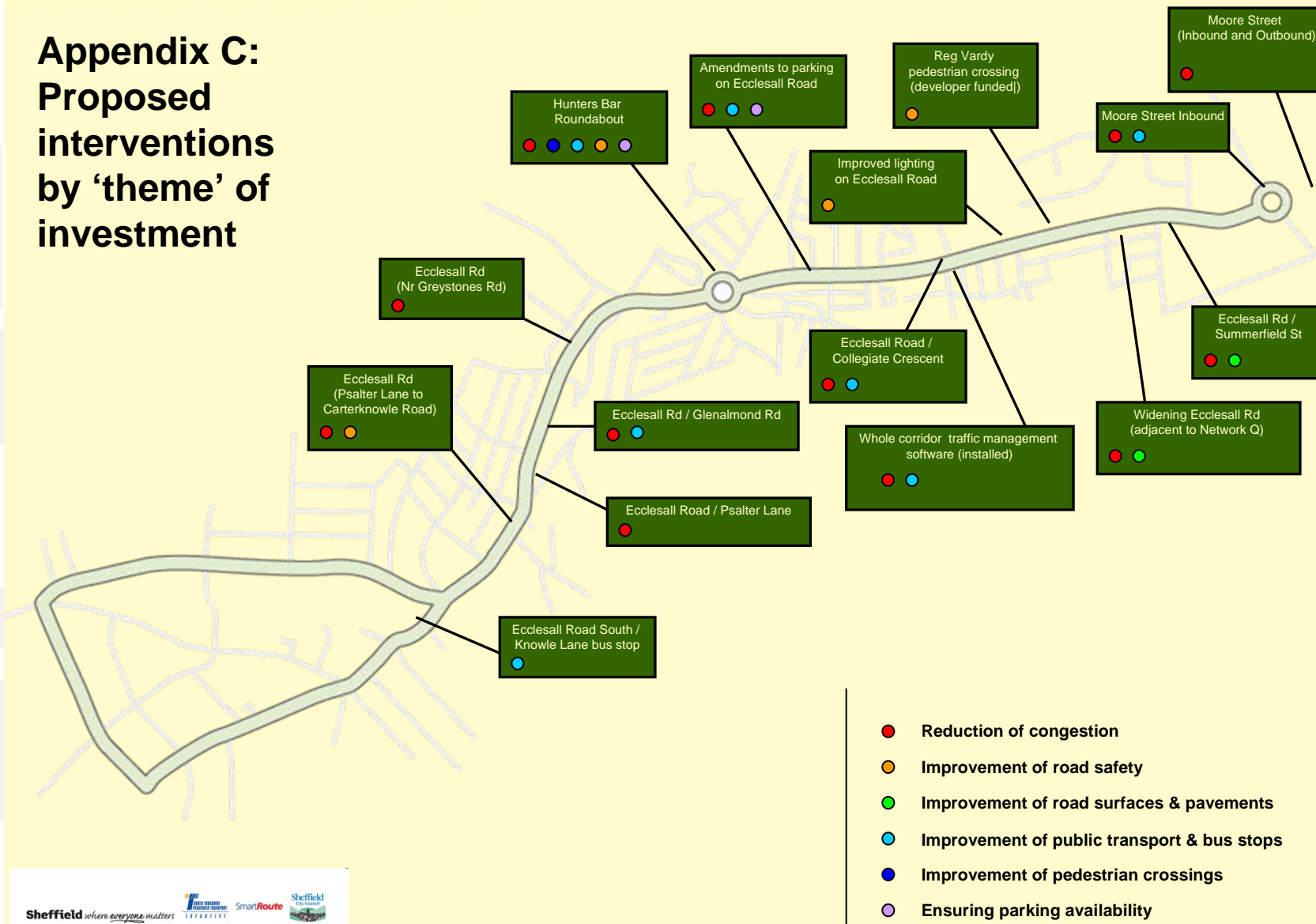
- **Telephone Information Line** - A dedicated 0845 telephone information line was available to answer queries and provide further information for the public.
- **TxTYourViews** - In keeping with the council's strategy to utilise new media this method allowed the public to have their say by sending comments via SMS text message. The service was free to use and would be targeted at bus passengers travelling along the corridor.
- **Audio CDs** - describing the project, which were made available at key commuter locations
- **Facebook group** - In keeping with the council's strategy to utilise new media this method allowed the public to have their say by sending comments via a project specific Facebook group.

Appendix B: Summary of Feedback from Phase One Consultation

- B.1 Phase One consultation was launched on 7th May 2009 and ran to 3rd July 2009.
- B.2 A total of 455 newspaper wraparounds and online questionnaires were completed. Additional comments were also received via email, the freepost address, the Smart Routes information line and an SMS text message service.
- B.3 Respondents indicated their most frequently used mode of transport along the corridor. The most popular were:
- Car, 47.7%
 - Bus, 26%
 - Walk, 16.3%
- B.4 With the main reasons for travel along the corridor were:
- Commuting to work, 34.5%
 - To go shopping/ leisure in the city centre, 30.1%
 - To access businesses along Ecclesall Road, 17%
 - Other, 12.5%
 - Exercise, 3.3%
 - Travelling to school, college or university, 2.7%
- B.5 Respondents were asked if they agreed with the principles of the Ecclesall Road Smart Route and proposals to provide improvements at the key locations highlighted in the consultation:
- 72.9% said 'Yes'
 - 13.1% said 'No'
 - 14% said they 'Didn't know': some people wanted detail proposals - but other people appreciated being consulted at this early stage as they saw detailed proposals at this early stage as being a fait accompli
- B.6 With priority locations for investment (with percentage response rates in brackets) being:
- Hunters Bar, including Brocco Bank (20.8%)
 - Huntingtower Road to Carter Knowle Road - including Gisborne Road junction (18.5%)

- Moore Street Roundabout (13.0%)
- Rustlings Road to Greystones Road (11.0%)
- Junction of Bents Road and Ecclesall Road South (9.0%)
- Summerfield Street to Collegiate Crescent (7.5%)

Appendix C: Proposed interventions by 'theme' of investment





**DEVELOPMENT SERVICES
TRANSPORT & HIGHWAYS DIVISION
TRAFFIC SECTION**

2-10 CARBROOK HALL ROAD
SHEFFIELD S9 2DB
Tel. 0114-273-6175. Fax. 0114-273-6182
E-mail Traffic.Management@Sheffield.gov.uk
Director: L Sturch M.R.T.P.I.
Development Services

A Service Area of the Directorate of Development, Environment & Leisure
Sheffield City Council

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DRAWN

ML

JAN 2011

CHECKED

Client

SHEFFIELD CITY COUNCIL

Scheme

ECCLESALL ROAD/KNOWLE LANE BUS STOP

Drawing Title

APPENDIX D

Drawing No.

APPENDIX D

Scale

1:2500

A3

Date

JAN 2011



DEVELOPMENT SERVICES

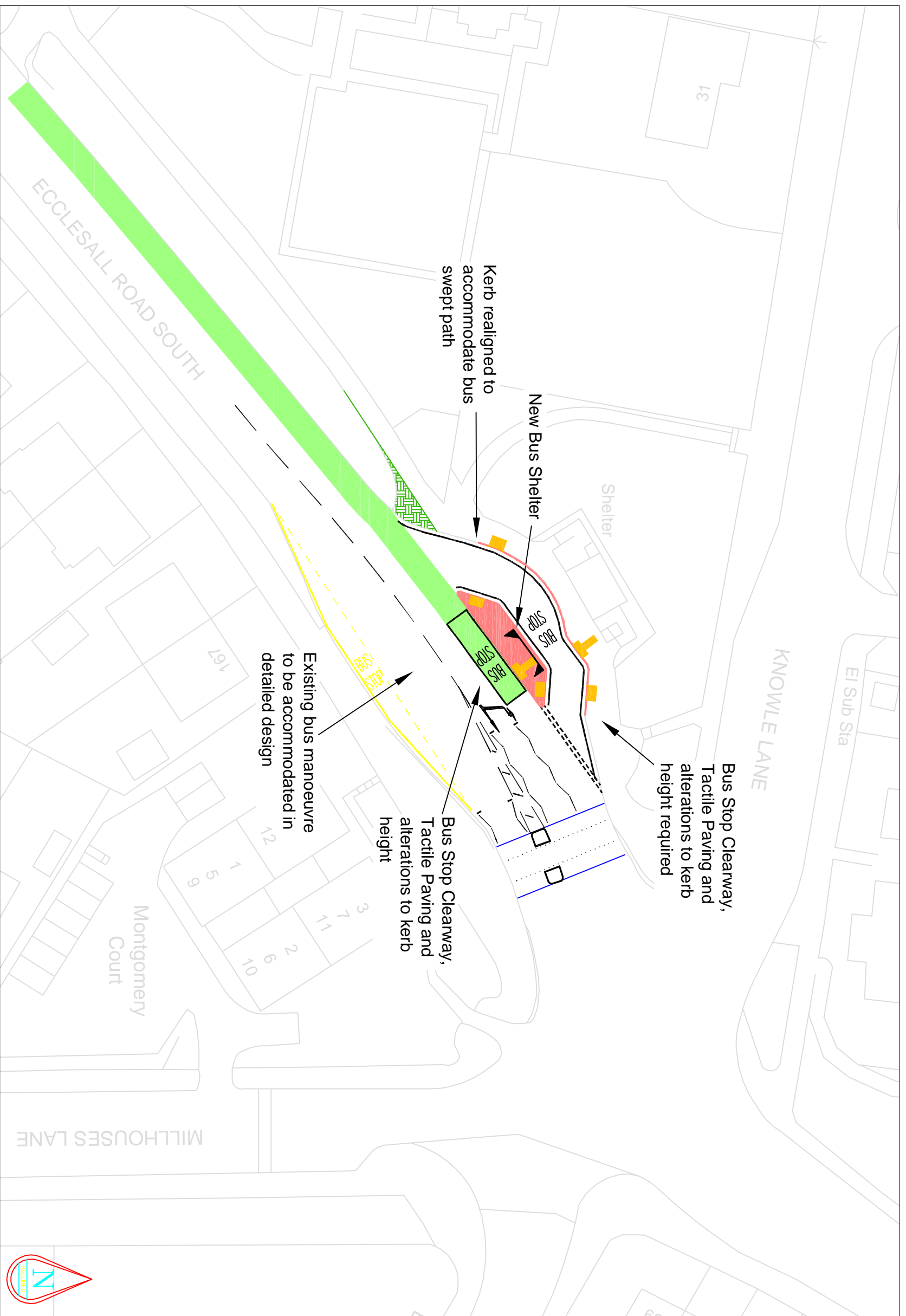
APPENDIX E

Existing island to be widened and extended in length. A new bus flag and shelter will be erected, with dropped kerbs and tactile paving providing safe pedestrian access to the new bus stop facility.

The existing shelter will be retained with the kerb line built out and raised to allow buses to dock.

Tactile Paving/Crossing Locations

- Proposed Build-Out
- Proposed Grass Verges
- Existing Bus Lane



DEVELOPMENT SERVICES TRANSPORT & HIGHWAYS DIVISION TRAFFIC SECTION

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Development Services

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June 2010

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Client
SHEFFIELD CITY COUNCIL

Scheme
**Ecclesall Road South junction with Knowle Lane
Suggested Bus Shelter Accommodation Works**

Drawing Title
APPENDIX E

Drawing No.
APPENDIX E

Scale
1:500

A3

Date
June 10



DEVELOPMENT SERVICES