



# SHEFFIELD CITY COUNCIL

## Cabinet Highways Committee

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**Report of:** EXECUTIVE DIRECTOR, PLACE

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**Date:** 10<sup>th</sup> February 2011

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**Subject:** A proposed lorry ban on Bocking Lane, and associated wider issues

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**Author of Report:** Dick Proctor, Tel: 0114 2735907

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### Summary:

This report describes how the South Community Assembly has already elected to ban heavy goods vehicles (HGVs) on Bocking Lane, in parallel with exploring the feasibility and implications of a wider restriction on heavy goods vehicles using the residential area between Abbeydale Road and Chesterfield Road. This would provide a more cohesive answer to the historical issue of lorry routes between the Peak District and the M1 motorway.

The South Community Assembly requires a Traffic Regulation Order to be made such that the ban can be implemented. At present this power lies with this Committee. Objections to the Order have been received, but these have been considered as part of the Assembly's consultation process and the broader restriction being explored will address these.

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### Reasons for Recommendations:

The South Community Assembly has already considered the options above, and elected to proceed with Option 2. The Assembly has commissioned the broader feasibility work, and seeks this Committee's support in making the TRO to allow implementation of the lorry ban on Bocking Lane. In doing so, Members will recognise that the objections to the TRO relate to lorries being re-routed onto Abbey Lane and that these will be addressed by the wider restriction work now being developed.

### Recommendations:

To support the decision previously taken by South Community Assembly to ban HGVs from using Bocking Lane.

To over-rule the objections received to the Traffic Regulation Order banning HGVs on Bocking Lane.

Support the work already commissioned and funded by the South Community Assembly to assess the feasibility and implications of a wider restriction on HGVs using the residential area between Abbeydale Road and Chesterfield Road, with initial feedback expected in late March.

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**Background Papers:** Previous reports to South Community Assembly  
(7 October 2010 and 6 January 2011)

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**Category of Report:** OPEN

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## Statutory and Council Policy Checklist

<b>Financial implications</b>
NO Cleared by: Liam Gilligan
<b>Legal implications</b>
NO Cleared by: Julian Ward
<b>Equality of Opportunity implications</b>
NO 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>
NO
<b>Human resources implications</b>
NO
<b>Property implications</b>
NO
<b>Area(s) affected</b>
Woodseats, Meadowhead, Abbeydale
<b>Relevant Scrutiny Board 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>
NO
<b>Press release</b>
NO

## **REPORT ON PROPOSED LORRY BAN ON BOCKING LANE**

### **1.0 SUMMARY**

- 1.1 This report describes how the South Community Assembly has already elected to ban heavy goods vehicles (HGVs) on Bocking Lane, in parallel with exploring the feasibility and implications of a wider restriction on heavy goods vehicles using the residential area between Abbeydale Road and Chesterfield Road. This would provide a more cohesive answer to the historical issue of lorry routes between the Peak District and the M1 motorway.
- 1.2 The South Community Assembly requires a Traffic Regulation Order to be made such that the ban can be implemented. At present this power lies with this Committee. Objections to the Order have been received, but these have been considered as part of the Assembly's consultation process and the broader restriction being explored will address these.

### **2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE**

- 2.1 Consultation with residents has taken place to develop the proposals for a lorry ban on Bocking Lane, and the potential impact of this for residents on Abbey Lane.
- 2.2 The process involved in consulting on the lorry ban supports the 'City of Opportunity' objectives of communities having a greater voice and more control over services which are focused on the needs of individual customers. We have worked in an open, honest and transparent way of working with local residents to help increase public confidence in the Community Assembly's consultation process.

### **3.0 OUTCOME AND SUSTAINABILITY**

- 3.1 The proposal described here aims to support the South Community Assembly Plan, and contribute to the following priorities in the Council's Corporate Plan:
- Local voice – priorities influenced by local people.
  - Customers as individuals – needs of individuals within communities will be considered.
  - Equality of opportunity – providing for all aspects of a local community to get involved.

### **4.0 REPORT**

- 4.1 The Council has received a number of complaints over recent years concerning the number of lorries on Bocking Lane, culminating in a petition to full Council in 2009 of 221 signatures. These complaints relate to the adverse effects that the daily movements of HGVs along this section of Bocking Lane have on road safety, the environment and the quality of life of the residents.
- 4.2 This petition was reported and discussed at the City Centre, South and East Planning and Highways Area Board in June 2009. The recommendation from officers was to suggest to the South Community Assembly that an advisory route for lorries on Abbey Lane be introduced, and Haulage Companies alerted to this. The situation to be monitored after 12-18 months.

- 4.3 The South Community Assembly resolved in January 2010 to support a proposal to ban lorries from using Bocking Lane (except for access). The alternative route to be signposted on an advisory basis was along Abbey Lane and Meadowhead.
- 4.4 A Traffic Regulation Order (TRO) for the lorry ban was advertised by the Council in July 2010 on behalf of the Assembly. (A plan illustrating the ban is attached as Appendix A). In total, 419 households were consulted with 149 responses returned. This represents a return rate of 36%. The results indicated that 72% of responders were in favour of the proposals and 28% were against. However, a petition containing 425 signatures (mainly from residents of Abbey Lane) was also received and reported to this Committee on 12 August 2010. The petitioners were mainly residents of Abbey Lane, and did not wish to see HGVs signposted to use Abbey Lane.
- 4.5 The two petitions were discussed at the full South Assembly meeting held on 7 October 2010, at which Members resolved to host a public debate in order to allow more time for an open discussion about the concerns of the two differing groups of residents. This meeting was held on 8 December at Woodseats Methodist Church. An independent chair was provided for the event, which approximately 100 members of the public attended. Considering the poor weather at that time, this was a very good attendance.
- 4.6 The meeting enabled both groups of residents to set out their views but it was made clear from the outset that no decision would be taken “on the night” and that Councillors would look to map out a way forward at the forthcoming full South Community Assembly meeting planned for 6<sup>th</sup> January 2011
- 4.7 The latest traffic surveys undertaken in June 2010 show that Bocking Lane has 173 HGVs (two-way traffic) using the section proposed for a restriction between 7am and 7pm accounting for 1% of total traffic traffic (total two-way 12-hour flow is 17357 vehicles).
- 4.8 Abbey Lane has 42 HGVs (two-way traffic) currently using the (upper) section proposed as the alternative route between 7am and 7pm accounting for 2% of total traffic (total two-way 12-hour flow is 5722 vehicles).
- 4.9 Of the 173 heavy lorries on Bocking Lane, 60 travelled downhill and turned left (towards Abbeydale Road) and 88 came up Abbey lane, turned left and travelled up Bocking Lane. This clearly illustrates a movement between the Peak District (using Ecclesall Road and Abbeydale Road) and Meadowhead roundabout. Although officers have tried to better ascertain where HGVs travel to ‘after’ Meadowhead, a survey of HGV drivers did not provide the relevant information required. A judgement has been made that the majority of HGVs were destined for the Outer Ring Road then M1 (North) or M18 (East) rather than then travelling south.
- 4.10 Not all the lorries now using Bocking Lane would switch to Abbey Lane if the Bocking Lane ban were implemented, some would still require legitimate local access. However a 100% switch has been assumed for robust discussion purposes. This would suggest that the effect of a lorry ban on Bocking Lane would be to increase lorry movements on the upper part of Abbey Lane from 42 in a twelve hour day to about 200.

- 4.11 The South Community Assembly does not have the direct power for itself to advertise a TRO such as would be needed to govern lorry movements. This is an officer delegation, with any objections considered by this Committee.
- 4.12 The cost of providing the lorry ban on Bocking Lane had previously been estimated at approx. £35,000, of which £20,000 is for signing and £10,000 is engineering works. Given the in-year reductions to the Local Transport funds available to the Council, the Assembly indicated its willingness in October to fund this using its local highways resources.
- 4.13 Bocking Lane is a C-class road, and Abbey Lane is a B-class road. It is usually appropriate to expect B-class roads, and some C-class roads, to accommodate 'conventional' levels of HGV traffic. However, the specific nature of this lorry route, with 40 tonne vehicles carrying tarmac or limestone products to/from the Peak District, suggests that this is not a 'normal' typical lorry routeing issue and that a broader solution might be required.
- 4.14 Given the size and quantity of the lorries (many of which travel outside of the conventional 7 am - 7 pm twelve hour survey period), a more radical approach could be adopted which would seek to keep these vehicles on the A-class road network. If lorries are travelling from Ecclesall Road / Abbeydale Road to the M1 motorway, limiting them to the A-class network would not unduly extend the length of their routes. Coming from the Peak District, the alternative "A-road route" would be to remain on Abbeydale Road as far as Wolseley Road, then travel along Queens Road, the Inner Ring Road and Sheffield Parkway. This should not prove excessive in terms of additional directional signing and point restrictions. Coming from the M1 / M18 motorways, the potential solution is less clear. Some feasibility work would be needed to identify how and where more signs and restrictions would be needed and this would be reflected in the time needed to develop a mechanism and the overall cost of the project. However, on balance the amount of lorry traffic across this predominantly residential area was felt to merit broader consideration, potentially including discussions with Derbyshire County Council and the Freight Transport Association, to address the specific issue of lorry routes between the Peak District and the M1 motorway.
- 4.15 The ban proposed for Bocking Lane would not be self-enforcing, an issue highlighted by South Yorkshire Police when consulted on the proposal. The same issue applies however to all alternative "locations" of lorry bans / advisory routeing unless the Council physically enforces the restriction using staff, or identifies other new options for enforcement, so this will be part of the broader feasibility work. For example, Derbyshire County Council has enforced a similar HGV ban in Holmesfield by using staff from its Trading Standards team to provide a physical presence on a regular basis. This clearly has ongoing revenue cost implications.
- 4.16 Since the Community Assembly meeting on the 6<sup>th</sup> January, a further representation has been received from the group of Abbey Lane residents opposed to re-routing HGVs onto that road. The objection is set out in Appendix B. This reiterates their view that a HGV ban should not be placed on Bocking Lane until an area wide solution has been investigated and implemented. They are requesting that any decision taken by Members of the Highway Cabinet Committee should be made for "highway reasons and not because a group of residents have campaigned for a long time", and that any decision should take into account comments made previously by the Abbey Lane campaigners in their petition and at the two Assembly meetings.

4.17 It is considered that all the points raised in the objection have already been reported to and discussed in full by the South Assembly, and taken into account as part of their decision. This further representation does not add to that discussion.

Relevant implications

4.18 Financial: The implementation of these schemes will be supported by an allocation from the existing and future years' local highways' programmes for the South Community Assembly.

4.19 The Council, as the Highways Authority for Sheffield, has powers under Part V of the Highways Act 1980 to implement the improvements requested in this report. This funding is allocated from the Council's Local Transport Plan budget provided by central government and as such all projects using this funding will need to comply with the aims and objectives of the Local Transport Plan. The Director of Neighbourhood Renewal and Partnerships in consultation with the Head of Transport & Highways and Director of Legal Services has confirmed this is an approved use of LTP funds, the Head of Transport & Highways has authority to undertake the wider feasibility work now described, as part of the Council's overall transport capital programme.

4.20 Equality of Opportunity: An Equality Impact Assessment has been conducted and concludes that the proposal will be of universal positive benefit to all local people regardless of age, sex, race, faith, disability, sexuality, etc. No negative equality impacts have been identified.

4.21 Environmental: The options now discussed would in differing degrees improve the environment of the local residential areas described but move air quality issues onto other roads, although these would be A-class roads. The overall impact upon the City Council's carbon reduction strategy is considered to be neutral.

## **5.0 ALTERNATIVE OPTIONS CONSIDERED**

5.1 A number of alternative options have been considered and were presented to the members at the South Community Assembly meeting of 6<sup>th</sup> January 2011. These included:

- 1) to investigate the broader work described above and incorporate the recently advertised Bocking Lane lorry ban within this, although this would inevitably mean some delay in tackling the existing situation faced by Bocking Lane residents;
- 2) to investigate the broader work described above, but to implement the Bocking Lane lorry ban as soon as possible in advance of the broader work by seeking Cabinet Highways Committee endorsement of the required TRO;
- 3) to endorse the original lorry ban without further work on broader lorry routeing.
- 4) To not introduce any restrictions on lorries and leave the situation as it is.

## **6.0 REASONS FOR RECOMMENDATIONS**

6.1 The South Community Assembly has already considered the options above, and elected to proceed with Option 2. The Assembly has commissioned the broader feasibility work, and seeks this Committee's support in making the TRO to allow

implementation of the lorry ban on Bocking Lane. In doing so, Members will recognise that the objections to the TRO relate to lorries being re-routed onto Abbey Lane and that these will be addressed by the wider restriction work now being developed.

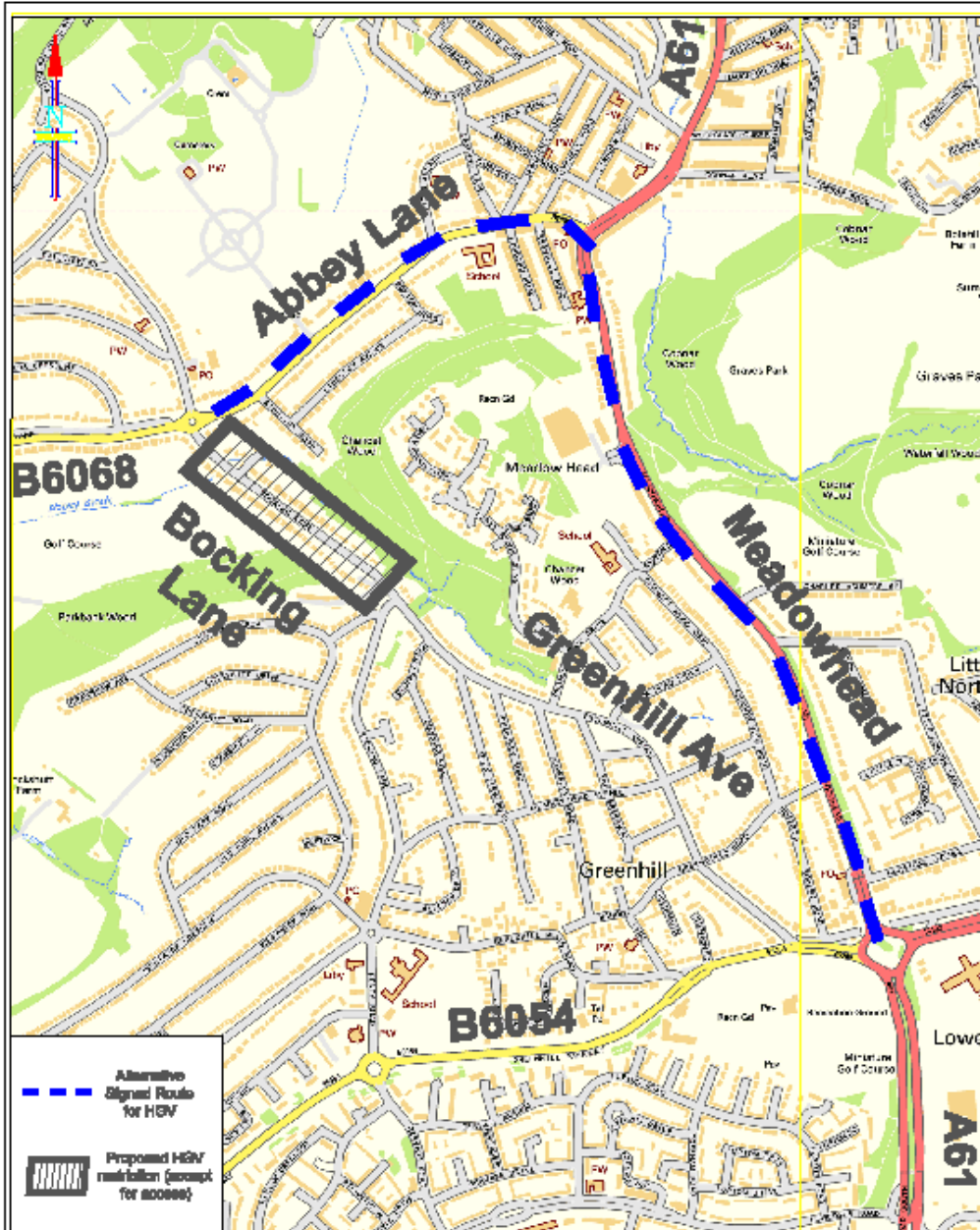
## **7.0 RECOMMENDATIONS**

- 7.1 To support the decision previously taken by South Community Assembly to ban HGVs from using Bocking Lane.
- 7.2 To over-rule the objections received to the Traffic Regulation Order banning HGVs on Bocking Lane.
- 7.3 Support the work already commissioned and funded by the South Community Assembly to assess the feasibility and implications of a wider restriction on HGVs using the residential area between Abbeydale Road and Chesterfield Road, with initial feedback expected in late March.

Simon Green  
Executive Director, Place

14 January 2011

APPENDIX A



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<p><b>DEVELOPMENT SERVICES TRANSPORT &amp; HIGHWAYS DIVISION TRAFFIC SECTION</b> 3-10 CRENSHAW HALL ROAD SHEFFIELD S10 2BN Tel: 0114-225-0125 Fax: 0114-225-4802 E-mail: Traffic.Management@shcc.gov.uk Director: L. Smith M.B.E., A.S. Development Services</p>		<p><b>Client:</b> SHEFFIELD CITY COUNCIL</p>		<p><b>Drawing No.:</b> TM-BN849-P2</p>		<p>Sheffield City Council Development Services &amp; Licenses</p>
<p><b>A Service Area of Plans</b> Sheffield City Council</p> <p>• Do not scale from this drawing • Any errors/omissions to be reported immediately • Do not duplicate</p>		<p><b>Scheme:</b> PROPOSED HGV RESTRICTION</p>		<p><b>Scale:</b> 1 / 10,000</p>		
		<p><b>Drawing Title:</b> 7.5T ENVIRONMENTAL WEIGHT RESTRICTION - BOCKING LANE</p>		<p><b>Scale:</b> 1 / 10,000</p>		

GD FILE NAME: B:\C:\MAPS\BROCKING\TRAFFIC\Proposed Restriction Bocking Ln HGV Env\GSD\Working\TM-BN849-P2



DETAILS OF OBJECTION FROM ABBEY LANE RESIDENTS

Dear Mr Bann

**Proposed HGV ban on Bocking Lane**

We are writing as a group of Abbey Lane residents to reaffirm our reasons for not wanting lorries to be diverted along Abbey Lane.

We attended the public meeting held in December and the South Community Assembly meeting in January and were shocked and upset that despite our considerable concerns, councillors voted 6-5 in favour of re-routing lorries down Abbey Lane whilst another ban was investigated. The main reason for this seemed to be that the residents of Bocking Lane had campaigned for so long.

We wish to raise with you as Head of the Highways Department that any decision taken by the Highways Committee (planned for February) should be taken for highways reasons, not just because a small group of residents have campaigned for a long time. Public safety and easing congestion should be two key reasons not to divert a large number of lorries onto a road that cannot and will not cope with is suggested will be diverted.

Our main reasons for this objection remain:

- 1. Abbey Lane/Chesterfield Road Junction:** This recently redesigned junction does not have the capacity to deal with additional traffic of this volume. Traffic will back up to Meadowhead and down Abbey Lane at peak times. The road is too narrow for two lanes of traffic if HGVs or Buses are using this junction. Pictures of a bus crossing the middle white line to turn onto Abbey Lane from Chesterfield Road were given to the South Community Assembly Meeting.
- 2. Current traffic congestion:** As you well know this is a bad area for congestion and a much debated subject. Diverting lorries onto Abbey Lane, even if only for a few months, will be catastrophic in terms of adding to an already heavily congested area. Also, the South Community Assembly's current priority is to reduce congestion on Woodseats and Meadowhead so they are effectively going against one of their own priorities.
- 3. Abbey Lane School:** Routing a large volume of lorries through this area is potentially dangerous for pupils walking to school and being dropped off by parents and will increase the risk of accidents. The pupils will also be subjected to the additional pollution from the lorries.
- 4. Shops and facilities:** The road is narrow through the busy shops area and there are a lot of pedestrians crossing here and cars pulling in and out of

parking spaces. Delivery lorries to the shops use this area frequently and can already cause problems by blocking the road.

**5. Pollution aspects:** As Abbey Lane narrows towards the school and shops, there are houses very close to the road which will also suffer additional pollution when the traffic is queuing back from the junction.

**6. Speed of Traffic:** The diverted lorries will speed down the straight part of Abbey Lane outside the cemetery gates and up to the school. Speeding lorries is a problem that is not confined to Bocking Lane only. This will add to the noise pollution and road safety issues that will be suffered by Abbey Lane Residents.

We are asking that you as Head of Highways take all this on board and agree with us that for highways and public safety reasons, you agree to recommend to the Highways Committee to only allow the HGV ban on Bocking Lane once the Abbey Lane ban is also ready to be implemented. We want both roads to receive a lorry ban at the same time and a more suitable route found for the large numbers of HGVs.

We would also suggest that Sheffield City Council reopens talks with Derbyshire County Council and the lorry firms to establish an area wide solution for all residents of this part of Sheffield so that the problem is tackled at the source, not just moved from road to road.

Yours sincerely

Residents of Abbey Lane