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Report of: Executive Director of Place
Report to: Executive Member for Climate Change,
Environment and Transport
Date of Decision: 19 December 2021
Subject: Kelham Island Experimental COVID19 highway
restrictions.

Is this a Key Decision? If Yes, reason Key Decision:- Yes No
- Expenditure and/or savings over £500,000
- Affects 2 or more Wards

Which Executive Member Portfolio does this relate to? Climate Change, Environment and Transport

Which Scrutiny and Policy Development Committee does this relate to? Overview and Scrutiny Management Committee

Has an Equality Impact Assessment (EIA) been undertaken? Yes No
If YES, what EIA reference number has it been given? 1020

Does the report contain confidential or exempt information? Yes No
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-

"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."

Purpose of Report:

To report details of the consultation response to the Experimental TRO introduced in Kelham Island in July 2020 which closed two roads and made a street one way except for bicycles. It sets out Officers' responses to the objections and seeks a decision from the Executive Member for Climate Change, Environment and Transport.

Recommendations:

Having considered the representations received and having determined the reasons to support the proposals outweigh any objections it is recommended that;

- The experimental TRO restricting motor vehicles on Ball Street bridge and Alma Street outside the Fat Cat PH is made permanent in accordance with the Road Traffic Regulation Act 1984
- The experimental one way except cycles on Green Lane, between Cornish Street and Penistone Road service road, is made permanent, with the extent of the restriction shortened as detailed, in accordance with the Road Traffic Regulation Act 1984.
- Objectors are informed accordingly.
- Physical works to make this change permanent are done either as part of the Kelham Island and Neepsend Parking Scheme or Transforming Cities Fund scheme and that until then the temporary materials creating the closures/one way are retained.

Background Papers:

(Insert details of any background papers used in the compilation of the report.)

1. Walking and Cycling: the economic benefits, Transport for London
2. Gear Change, One Year On, Department for Transport

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <i>Damian Watkinson</i>
		Legal: <i>Richard Cannon</i>
		Equalities: <i>Annmarie Johnson</i>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>		
2	EMT member who approved submission:	<i>Mick Crofts</i>
3	Executive Member consulted:	<i>Councillor Douglas Johnson</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: <i>Matthew Lowe</i>	Job Title: <i>Principal Engineer</i>
	Date: 17 December 2021	

1. PROPOSAL

Summary

- 1.1 An Experimental TRO (ETRO) was implemented in Kelham Island to create an experimental Active Neighbourhood (AN). The aim of this was to remove through motor vehicle traffic and improve the environment for people walking or cycling. There are around 3,000 residential and business addresses in the area. In response to the ETRO 69 people made comments, 38 of these being objections. 15 people were in support of retaining the existing closures as they considered they would reduce pollution in the area, make it safer to walk around and give the area a cosmopolitan feel.
- 1.2 The main reasons for objecting are detailed and discussed in Section 3 but these mainly relate to the impact the changes have had on motor vehicle movement. The scheme has been in place for seventeen months now, a period which has seen people adapt to the changes leading to low level of ongoing comments about the scheme. People were asked to give their opinion on the closures as part of the consultation for the Transforming Cities Fund proposals in this area, 443 replied yes, 390 no and 53 were undecided.
- 1.3 Overall, there is generally support for these changes including from groups representing local people. The changes have reduced the amount of motor vehicle traffic travelling through Kelham Island and have created an improved environment for socialising and active travel with associated health, road safety and climate crisis benefits. Mitigation is proposed as part of the Transforming Cities Fund scheme to reduce the distance some people have to travel to reach parts of Kelham Island. On balance the benefits created by the scheme outweigh the disbenefits, so it is recommended that the road closures and one way are made permanent.

Background

- 1.4 A short section of Alma Street, outside the Fat Cat PH and Ball Street Bridge were both closed to motor vehicles and part of Green Lane made one way except for cycles as part of the Council's emergency response to coronavirus to create an AN in Kelham Island.
- 1.5 These restrictions were introduced at the same time as the temporary Shalesmoor cycle lanes as mitigation should anyone driving try to divert through Kelham Island to avoid congestion on the ring road which was a regularly occurrence pre coronavirus. The restrictions were retained when the Shalesmoor cycle lanes were removed as they addressed concerns raised by the community about traffic levels and "rat running" through Kelham Island.
- 1.6 The restrictions also enabled a trial of the AN proposed as part of the

Neepsend-Kelham-City Centre Transforming Cities Fund proposals for Kelham Island and Neepsend.

- 1.7 Based on investigation work undertaken for the Kelham Island and Neepsend parking scheme two through routes were identified in Kelham Island which people driving used to avoid using the ring road. These were Penistone Road service road/Green Lane/Alma Street and Alma Street/Green Lane or Cornish Street/Dun Street to Ball Street. The two closures and one way except for people on bicycles are designed to keep through motor vehicle traffic on appropriate routes and improve safety for people walking and cycling in Kelham Island and Neepsend.
- 1.8 These changes were made using an ETRO and pursuant to the Government's Statutory Guidance Traffic Management Act 2004: network management to support recovery from coronavirus.
- 1.9 The ETRO was advertised on 9 July 2020 with the restrictions being introduced on site one week later on the 16th July 2020.
- 1.10 ETROs are valid for 18 months from advertisement and if no objections are received then the experimental restrictions can be made permanent without needing to be subject to a further formal decision. If objections are received, which they were in the case of this ETRO, then they must be considered before an Executive Member may decide to proceed with making the ETRO permanent.
- 1.11 It is proposed that the experimental closures of Ball Street Bridge and Alma Street outside of the Fat Cat PH are made permanent. It is also proposed that the one way except for cycles on Green Lane is made permanent but that the length of this restriction is reduced such that the motor vehicle accesses into Cornish Square and Wharncliffe Works are excluded to improve local accessibility.

2. HOW DOES THIS DECISION CONTRIBUTE?

- 2.1 The proposal contributes towards the *Our Sheffield, one-year plan* ambition *3 Neighbourhoods that are clean, green, safe and thriving in Communities and neighbourhoods* by reducing the amount of motor vehicle traffic in Kelham Island. It also contributes towards Ambition 1 Set out our Pathway to Net Zero and take immediate steps to reduce carbon emissions in Sheffield in Climate change, economy and development by providing a streetscape that encourages active travel which should reduce trips by motor vehicle.
- 2.2 The proposal accords with the SCC Transport Strategy 2019 aims of *"Improving our offer for walking, for cycling and for public transport, to ensure improved access to jobs and skills is not limited to those who have access to a car"*, *"Reducing reliance on the private car for local trips"* and *"Sustainable Safety approach: separate provisions to ensure the safety and convenience of pedestrians and of cyclists, which respond directly to the level of threat posed by motorised traffic, and by each*

other.”

- 2.3 The scheme supports the Sheffield City Region Transport Strategy Policy 4 - “*Make our streets healthy places where people feel safe*”, reducing car dependency and opening up the streets for other uses and Policy 5 “*Enhance our multi-modal transport system which encourages sustainable travel choices and is embedded in the assessment of transport requirements for new development, particularly for active travel*” through the delivery of enhanced access for pedestrians and cyclists.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 In May 2020 a press release was issued detailing the proposed changes around Sheffield to ensure safe social distancing and to encourage cycling and walking in response to coronavirus. The creation of an AN in Kelham Island was included in this press release.
- 3.2 In response to the press release articles appeared on social media and local news websites.
- 3.3 Local Ward Member were made aware of the details of the how the AN would be created by e-mail in late May 2020 and expressed their support.
- 3.4 Advance details of the proposed ETRO were sent to Cabinet Member, the Central Local Area Partnership (LAP) and local Ward Members on 17 June 2020.
- 3.5 A copy of the draft ETRO, Site Notice and Statement of reasons were sent to Statutory Consultees, Bus Companies, Veolia, Local Ward Member, Central LAP cyclesheffield and Sustrans on 22 June 2020 in advance of advertising the ETRO on 25 June 2020.
- 3.6 Street Notices detailing the proposed changes were placed on Alma Lane and Green Lane on 25 June 2020. A copy of the draft ETRO, Site Notice and Statement of reasons were also uploaded to the Council’s website at the same time.
- 3.7 In response to advertising the ETRO and installation of the works sixty nine comments were received. Of these comments thirty eight were objections. An anonymised list of all consultation comments is included in Appendix A.
- 3.8 The key issues raised in the objections together with the Officer response are detailed below;
- 3.9 *No advance notice of changes* – Respondents said that changes appeared quickly and there was no notice that the changes were being made.
- 3.10 Although residents and businesses in Kelham Island and Neepsend were

not directly contacted, advance notice of the changes was given. There was the May 2020 SCC press release which elicited press coverage and social media comments, including on the Kelham Island and Neepsend Community Alliance Facebook page. Notices were placed on street adjacent to the location of the changes one week before they came into force.

- 3.11 Insufficient consultation – Many respondents said the changes were introduced with no consultation.
- 3.12 National Government directed Local Authorities to introduce measures to deal with the effects of coronavirus, including the need to encourage social distancing and promote active travel. In May 2020 they created legislation to allow measures to be put in place according to a modified procedure if that was necessary for reasons connected to the effect of coronavirus – this meant that certain parts of the procedure could be carried out online.
- 3.13 The traffic management changes have been implemented in accordance with this legislation and on an experimental basis so the Council can see what effect they have. There is limited pre-implementation consultation with experimental orders. Formal consultation takes place over the six months from the date the order was made and first implemented on an experimental basis. People can make comments / suggestions / observations at any time during this six month period. If objections are received during this consultation period a formal decision is required on whether to keep or remove the changes, as is the case here.
- 3.14 Inconvenience to residents - there has been some inconvenience to some residents in that the way they access Kelham Island and Neepsend by motor vehicle has changed. However, it is still possible to access every street in Kelham Island and Neepsend by motor vehicle. In contrast there has been a benefit to people walking and cycling in that reduced motor vehicle flows have made conditions for people using these modes better.
- 3.15 It is acknowledged that the changes have made the routes for getting to and from parts of Kelham Island and Neepsend by motor vehicle slightly longer. For example, residents in the Green Lane area of Kelham Island have to U turn at the Shalesmoor roundabout when coming into the area from the direction of Sheffield Parkway. In mitigation for this it is proposed to add a signal controlled right turn into Kelham Island from the ring road at Russell Street as part of the Neepsend-Kelham-City Centre Transforming Cities Fund scheme which would remove this diversion.
- 3.16 Impact on businesses – Several respondents said the changes have been bad for local business as they stop people in motor vehicles from visiting.
- 3.17 All areas of Kelham Island and Neepsend are still accessible by motor vehicles although this is by different routes to those used before the AN

was introduced. People can still drive to their properties or workplaces and customers and delivery vehicles can still reach businesses.

- 3.18 Diverts traffic onto other routes - Evidence in *Gear Change: One Year On*, based on analysis of other COVID19 AN and longer established schemes, showed a significant reduction in motor vehicles within the active neighbourhood and significant increases in cycling and walking.
- 3.19 A common claim about ANs is that they simply move motor vehicle traffic onto other routes. In most cases the evidence showed this was not the case. There may be an initial increase in motor vehicle traffic on surrounding roads as people adjust to the changes but over time this reduces as people change their travel behaviour, for example changing to a different route, switching their mode, or travelling at a different time. In some cases, after a scheme has been in place for longer there have been reductions in traffic on roads around the AN.
- 3.20 ANs work because the people living in them make fewer short local journeys by motor vehicle and walk or cycle more. This takes local traffic away from surrounding roads. On those roads the reduction in these local car journeys appears to outweigh any increase caused by the diversion of longer distance motor vehicle journeys by people passing through. In some AN schemes that have been in place longer a reduction in traffic on roads surrounding the AN has been reported.
- 3.21 Increases pollution – on the face of it closing a road and moving the traffic that used it onto other roads simply moves the emissions to those roads, increasing pollution on them. However, this simplistic approach doesn't consider the traffic evaporation effect of the AN, as discussed above, where when a scheme has been in for some time traffic flow is seen to reduce on the surrounding roads. In the short term emissions on some road may increase but over a longer term when the effect of the AN on journeys has been realised the reduced levels of motor vehicle will lead to a reduction in emissions.
- 3.23 There will also have been a localised reduction in pollution within Kelham Island as the removal of through traffic will have shifted the emissions from these motor vehicles onto the ring road and away from where people live or socialise.
- 3.24 As well as objections to the ETRO there have also been positive comments from Residents and Businesses typically around feeling safer walking and cycling due to reduced traffic levels, reduction in noise levels, removal of the cut-through for motor vehicles and the creation of a new public space on Ball Street bridge.
- 3.25 The closure of Ball Street Bridge has brought benefits to the wider community providing an outdoor recreational space in an area where this is limited. The Kelham Island and Neepsend Community Alliance have taken advantage of the changes to promote Ball Street as a public space, proposing outdoor seating and investing in a crepe cart which they

occasionally set up on the bridge. The Kelham Island Arts Collective have used the bridge for outdoor painting sessions. Greenpeace Sheffield held a meeting with Ward Councillors and the then Cabinet Member on the bridge to create positivity around the closures.

- 3.26 The closure of Alma Street outside the Fat Cat PH has benefited them by allowing the use of the closed space as an outdoor drinking area. This closure also positively contributes to the CITU development, which straddle both sides of Alma Street, as this provides a safer link between the two parts of their development. CITU have also indicated that they would look to make a financial contribution to improving the look/feel of any permanent closure.

Neepsend-Kelham-City Centre Transforming Cities Fund consultation

- 3.27 In February 2021 public consultation was done on the proposed Transforming Cities Fund scheme in Kelham Island and Neepsend. This scheme includes a proposal to close Alma Street and Ball Street, in effect the same as the experimental closure currently in place in Kelham Island. This consultation asked a series of questions and for general comments.
- 3.28 One of the questions was *“Do you agree with the proposals to close Alma Street and Ball Street to create an improved environment which is safer for cyclists and pedestrians?”*. A total of 896 people answered this question. Of these 443 replied yes, 390 no and 53 were undecided.
- 3.29 General comments made about the existing experimental changes in this consultation included 23 people who made specific comments about Ball Street Bridge. Of these 15 people were in support of retaining the existing experimental closures as they considered they would reduce pollution in the area, make safer to walk around and give the area a cosmopolitan feel. The remaining 8 people were against the Ball Street closure with the main reason being it closes off a route through Kelham Island and Neepsend but also citing that the closure would increase pollution and journey times on arterial routes. There were 2 comments on the closure on Alma Street both requesting that this be removed. Nobody made comments on the one way except bicycles restriction on Green Lane.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality of Opportunity Implications

- 4.1.1 Overall, there are no significantly differential, positive or negative equality impacts from this proposal.
- The closures have been designed to be accessible to people using mobility aids such a scooters or adapted bicycles.
 - All areas remain accessible and reduced traffic on local streets

should result in safer and less stressful local journeys by car for those that need to drive.

- For people who have access to a car or rely on taxis or carers in some cases journey times will have increased for some trips and these may need to be made by a different route.
- People in lower income groups are less likely to be working from home or have access to a car and as such they are more likely to walk or cycle. The reduced traffic levels in Kelham Island should make the environment safer for people walking and cycling.

4.2 Financial and Commercial Implications

4.2.1 The estimated cost to make the closures and one way restriction permanent would be in the region of £15,000. The permanent works could either be delivered as part of the proposed Kelham Island and Neepsend Parking scheme, which could start on site in Summer 2022 subject to the outcome of public consultation or as part of the Neepsend-Kelham-City Centre Transforming Cities Fund works which are currently due to start on site in Autumn 2022.

4.3 Legal Implications

4.3.1 The Council has the power to make an Experimental Traffic Regulation Order (ETRO) under Section 9 of the Road Traffic Regulation Act 1984 for the purposes of carrying out an experimental scheme of traffic control and which may include provisions:

- a) for avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising
- b) for facilitating the passage on the road or any other road of any class of traffic (including pedestrians)
- c) for any of the purposes specified in paragraphs (a) to (c) of subsection (1) of section 87 of the Environment Act 1995 (air quality).

4.3.2 Before the Council can make an ETRO, 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 and make copies of the Order available for inspection for the duration of the effect of the Order. These requirements have been complied with. An ETRO can continue in force for a maximum of 18 months. The Secretary of State may, at the request of the Council, extend the order to continue in force for a further period not exceeding 6 months from the date it would otherwise cease.

4.3.3 The Council has the power to make a Traffic Regulation Order which has the effect of making the provisions of an ETRO permanent according to Regulation 23 of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. The Council is required to

consider all and any duly made public objections received and not withdrawn before it can proceed with making the provisions of an ETRO permanent. Those objections are presented for consideration in this report.

4.3.4 If there are modifications or variations made to the ETRO within 12 months of it being made, a statement of those modifications is required to be deposited with the copy order available for inspection. It is not required that the Council publish notice of the ETRO being made permanent, however objections made in respect of the ETRO shall be treated as an objection duly made to the permanent order.

4.3.5 The Council is under a duty contained in section 16 of the Traffic Management Act 2004 (“the Act”) to manage their road network with a view to securing the expeditious movement of traffic on the authority's road network, so far as may be reasonably practicable while having regard to their other obligations, policies and objectives. This is called the network management duty and includes any actions the Council may take in performing that duty which contribute for securing the more efficient use of their road network or for the avoidance, elimination or reduction of road congestion (or other disruption to the movement of traffic) on their road network. It may involve the exercise of any power to regulate or co-ordinate the uses made of any road (or part of a road) in its road network. Section 17 of the Act imposes a duty upon to Council to make such arrangements as they consider appropriate for planning and carrying out the action to be taken in performing the network management duty.

4.3.6 Section 18 of the Act requires that the Council shall have regard to guidance of the appropriate national authority about the techniques of network management or any other matter relating to the performance of the duties imposed by sections 16 and 17 of the Act. The proposals described in this report are considered to fulfil those duties in accordance with the aforementioned statutory guidance, which includes ‘Traffic Management Act 2004: network management to support recovery from COVID-19’.

4.4 Other Implications

4.4.1 None.

5. ALTERNATIVE OPTIONS CONSIDERED

5.1 A do nothing option was considered, that is letting the ETRO expire and remove all the temporary measures. This option was discounted as it would not deliver the benefits in terms of improved conditions for walking and cycling that the measures are designed to create.

5.2 Several options were considered as a way to prevent people in motor vehicles from avoiding congestion on the ring road by driving though

Kelham Island. These options focused on different locations for road closures and the use of one ways. These other options were discounted as they potentially moved traffic onto unsuitable streets, for example through the Little Kelham development, still gave a viable route through Kelham Island for traffic diverting off the ring road, made large areas accessible from only one non signal controlled junction or created access problems for larger vehicle.

6. REASONS FOR RECOMMENDATIONS

- 6.1 Overall, the changes have reduced the amount of motor vehicle traffic travelling through Kelham Island and created an improved environment for socialising and active travel with associated health, road safety and climate crisis benefits.
- 6.2 There has been a slight disbenefit to some residents and businesses due to longer journeys to reach their destination. Mitigation to reduce the impact of some of these longer journeys is proposed in the Neepsend-Kelham-City Centre Transforming Cities Fund scheme.
- 6.3 The changes would help to facilitate the proposed Neepsend-Kelham-City Centre Transforming Cities Fund scheme which would provide an active travel choice for some journeys and bring further health and climate crisis benefits.
- 6.4 On balance the benefits created by the scheme outweigh these disbenefits. It is for the reasons outlined above that it is recommend that the road closures and one way are made permanent.