



## Report to Policy Committee

Author/Lead Officer of Report: Susie Pryor

Tel: 2053540

**Report of:** *Executive director of City Futures*

**Report to:** Transport, Regeneration and Climate Policy Committee

**Date of Decision:** *20<sup>th</sup> September 2023*

**Subject:** *Rother Valley Parking scheme*

Has an Equality Impact Assessment (EIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
If YES, what EIA reference number has it been given? 1357				
Has appropriate consultation taken place?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Has a Climate Impact Assessment (CIA) been undertaken?	Yes	<input checked="" type="checkbox"/>	No	<input type="checkbox"/>
Does the report contain confidential or exempt information?	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-				
<p><i>“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”</i></p>				

### Purpose of Report:

To report details of the consultation response to proposals to introduce a parking scheme near Rother Valley Country Park on Rother Valley Way, Meadow Gate Avenue and Owlthorpe Greenway,

To report the receipt of objections to the Traffic Regulation Orders and set out the Council’s response.

**Recommendations:**

It is recommended that the Transport, Regeneration and Climate Committee:

- Consider the objections to the proposed Traffic Regulation Orders associated with the Rother Valley Parking scheme.
- Having regard to those objections, approve the making of the Traffic Regulation Order as amended and in accordance with the Road Traffic Regulation Act 1984.
- Note that all respondents will then be informed accordingly.
- Approve the implementation of the amended Rother Valley Parking scheme, subject to authorisation of the project through the capital gateway process.

**Background Papers:**

**Appendix A** – Rother Valley Parking scheme plan

**Appendix B** - Consultation letter

**Appendix C** – Rother Valley Parking scheme consultation responses

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 & Consultation: <i>Ed Sexton</i>
		Climate: <i>Jessica Rick</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	<b>EMT member who approved submission:</b>	<i>Kate Martin</i>
3	<b>Committee Chair consulted:</b>	<i>Cllr Ben Miskell</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 Committee by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	<b>Lead Officer Name:</b> <i>Susie Pryor</i>	<b>Job Title:</b> <i>Senior Transport Planner</i>
	<b>Date: 25<sup>th</sup> August 2023</b>	

## 1. PROPOSAL

- 1.1 This scheme is the introduction of a parking scheme at Rother Valley Country Park on Rother Valley Way and Meadow Gate Avenue. The scheme is aimed at improving access in the area and will look to address the types of parking that occurs near junctions and on footways predominantly because of visitors to Rother Valley Country Park.
- 1.2 The scheme will formalise the areas where safe on street parking can be accommodated and improve access to the Rother Valley Country Park. This will encourage use of the country park for outdoor activities such as walking and cycling which will improve health and wellbeing.
- 1.3 This report details the consultation response to the proposed parking scheme, reports the receipt of objections and sets out the Council's response to the introduction of a parking scheme.
- 1.4 The proposed scheme will make changes to the road network, introduce a series of double yellow lines to prevent parking in unsuitable places and provide some improvements for pedestrian and cyclists. Improvements to Rother Valley Way car park surfacing and visibility are intended to be included to make this more attractive to use and some on-street parking opportunities will be available as alternatives for busy times.
- 1.5 The proposed scheme includes (plan attached in Appendix A):
  - Amending clearway restrictions (prevention of stopping) on part of Rother Valley Way to permit some on street parking and correcting the clearway traffic signs on Owlthorpe Greenway. Currently these are incorrectly signed and so parking has been noted to take place along Owlthorpe Greenway and Rother Valley Way.
  - Removing the roundabout junction at Rother Valley Way / Meadowgate Avenue from the network and repurposing this area to provide additional parking close to the park entrance. The roundabout was likely constructed to serve future development or a link road, but these are not planned, and it is not required for a traffic purpose. A U-turn would still be possible with the layout proposed should it be required.
  - A refuge on Rother Valley Way to further assist pedestrian and cycle movements.
  - A new traffic calming feature on Rother Valley Way to encourage suitable speeds on approach to the bend and provide additional crossing opportunities.
  - Extensive waiting restrictions at locations where parking should be prevented and also to anticipate any parking activities being displaced into the estate roads and causing more problems for residents.

- Gaps in the waiting restrictions to provide opportunities for some on street parking in appropriate places.
- Improvements to visibility and access of the car park.

- 1.6 Parking on street will not be time limited or charged as part of this proposal. This is to minimise the risk of any displaced parking moving into residential streets and was highlighted in early stages of public consultation.
- 1.7 The car park facility is operated by the Parks and Countryside Service and is currently free of charge providing space for up to 58 vehicles. Management of car parks maintained by Parks and Countryside service are presently under review so this may be subject to change in the future. The impact of any changes to car park management may then require future reassessment of unrestricted on street parking conditions but would require the appropriate public consultation.
- 1.8 The parking scheme will result in a safer more pleasant environment for residents and pedestrians. The proposals have been designed to restrict parking in locations that can cause obstruction or hazards but keep space free in suitable locations for residents or their visitors. It will also improve parking and access to Rother Valley Park for visitors.

## **2. HOW DOES THIS DECISION CONTRIBUTE?**

- 2.1 Traffic congestion is an issue in all major cities, and it is tackled through a variety of means.
- 2.2 Local authorities can have positive influences on congestion by:
- Influencing travel mode choice (i.e. encouraging drivers to use more sustainable travel modes, like walking, cycling and public transport for at least some trips) where they can, or even encouraging the reduction in a need to travel; and
  - Managing parking spaces to ensure that parking spaces are available in convenient locations that drivers will be able to easily access.
- 2.3 The project will contribute directly through its interventions to the overall strategic vision and objectives of Sheffield City Council and the Sheffield City Region.
- 2.4 The scheme supports the key actions set out in the City's Transport Strategy, adopted by Cabinet in March 2019.

### **3. HAS THERE BEEN ANY CONSULTATION?**

3.1 The intention to introduce No Waiting At Any Time restrictions and make amendments to existing 24hr main carriageway clearways were advertised in March 2023 in the local press, by street notices put up throughout the area and by letter delivered to all affected properties inviting residents and businesses to comment on the proposals (see Appendix A). The Transport, Regeneration and Climate Policy Committee, local Ward Members, MP and Statutory Consultees have been informed about the proposals.

3.2 The Council has a legal responsibility to comply with the Local Authorities' Traffic Orders (Procedure)(England and Wales) Regulations 1996. This states that "An objection [to the making of a Traffic Regulation Order] shall be made in writing".

All Traffic Order advertisements state that objections can be made in writing either by post or by email, as do the notices placed on street.

The Regulations stipulate that "Any person may object to the making of an order by [...] the end of the period of 21 days beginning with the date on which the order making authority [publicises the order]." However, comments and objections received after the closing date are normally added to the collation of responses and duly considered.

#### **CONSULTATION REPONSES**

3.3 There have been five responses from the public to the consultation, three are formal objections to the scheme from residents and relate primarily to the proposed No Waiting At Any Time restrictions. These objections are presented in Appendix B but are also summarised below.

All respondents have received an email acknowledging receipt of their comments on this consultation with further information or explanation. They were also offered the opportunity to withdraw their objection should the further information provided address their concerns.

The 3 objectors said (in summary):

- Restrictions in this area will affect where they can park and there is high demand from residents. They also do not think the removal of the roundabout junction or traffic calming will deter anti-social driving around the area and that the scheme would cause heavy traffic in the area.
- Fears it will push more traffic and parking onto the estate roads and that the scheme should stop at the bend of Meadow Gate Avenue.
- Welcomes most of the scheme but thinks there are too many double yellow lines proposed which would affect people legitimately

accessing and using the area. Want to see a resident permit parking scheme instead.

Two comments were also received from residents:

- Concerns about using the car park and the quality of access, worries about limiting options to park when car park is closed.
- Concerns about access from private properties onto/ from Meadowgate Avenue due to parked vehicles.

3.4 The proposals have been designed to restrict parking in locations that can cause obstruction or hazards but keep space free in suitable locations for residents or their visitors. The latter being a common request that came out of our initial proposals last year and resulted in a reduction to the extents being proposed on Meadow Gate Avenue. The restrictions proposed are at junctions or locations where vehicles shouldn't ordinarily be parked in order to promote the free and safe movement of traffic.

3.5 In addition to the main through roads waiting restrictions have also been proposed on some of the streets leading from Meadow Gate Avenue. These areas were included to restrict parking in inappropriate places and in case any parking associated with Rother Valley displaced from main roads into residential streets thus increasing parking demand which may then encourage people to park in those locations.

3.6 The physical island of the existing roundabout will remain but the roundabout as a junction will be removed from the road network. This space around the roundabout will be used for vehicle parking while still retaining infrequent vehicular access to the fields and railway. Removing the roundabout junction from the network has no material impact on road capacity, it is not required for traffic management purposes. Reducing traffic from this space makes it safer for those people parking here and a better access to users of the park. The layout would retain the potential for U-turn manoeuvres.

3.7 A resident's permit parking scheme has not been proposed as the Council is currently only looking to introduce such parking schemes in and around the city centre. This may change in the future, the Council having regard to a number of factors including the extent of support from residents for their introduction.

3.8 A proposed traffic calming feature on Rother Valley Way north of Owlthorpe Greenway is included to promote suitable traffic speed for the for the 30mph speed limit and a clear awareness of the change in environment from and to the roads with clearways.

## OTHER CONSULTEES

- 3.9 South Yorkshire Police have been consulted throughout the design process. Their most recent response prior to the advertisement of the Traffic Regulation Orders said they “have no issues with the proposals as tabled”.

For further background, initial comments were sought and received from South Yorkshire Police throughout the development of the design. These highlighted the presence of the roundabout as creating some level of speed suppression/calming with the loss of it could result in us seeing increased speeds over the length. The addition of the traffic calming feature on Rother Valley Way now addresses this. Meadow Gate Avenue already has traffic calming features.

They also identified that some roadside parking requires drivers to proceed with additional care. This is accepted and resulted in revisions to the extent of restrictions then advertised. The existing traffic calming on Meadow Gate Avenue and proposed on Rother Valley Way also addresses this.

They also highlighted how the operation of parking at the proposed ‘roundabout’ parking area would be arranged. This will be addressed as part of the detail design of the scheme.

- 3.10 No response has been received from South Yorkshire Fire and Rescue Service or the Yorkshire Ambulance Service
- 3.11 South Yorkshire Passenger Transport Executive provided a response from Stagecoach raising concerns and an objection to the scheme. A meeting with Stagecoach representatives to discuss their objection included concerns about maintaining suitable access to and from their bus depot on Rother Valley Way. Primarily, their objection related to the option to include gaps in the proposed waiting restrictions on Owlthorpe Greenway. This could then see vehicles parked on street in this location which Stagecoach considered would impede their operations and present a road safety hazard for general traffic and users. It should be noted that the proposals do not include a prohibition or restriction on the use of public service vehicles and Stagecoach’s objection concerns an impediment to the operation of their services brought about through the absence of waiting restrictions in certain locations.
- 3.12 Stagecoach also highlighted concerns that the proposals may encourage others to park along the rest of Owlthorpe Greenway, proposed to be a clearway, without suitable and regular enforcement action.

## SCHEME CHANGES

- 3.13 A review of the comments and objections received along with estimated scheme costs required reconsideration of the desired outcomes for the scheme. As a result some of the elements proposed during the March



2023 consultation for Owlthorpe Greenway have been removed or amended. The revised scheme that is being progressed as shown In **Appendix A**. The main change being the removal of waiting restrictions and the footway or shared use footway on Owlthorpe Greenway linking to Rother Valley Way.

- 3.14 This results in the existing Owlthorpe Greenway road layout and widths remaining in the current configuration and the clearway operating up to the Rother Valley Way junction. This would thereby prohibit on street parking and waiting in this area with new signs to clarify the start and end of the clearway to be installed. The footway or shared use footway to compliment proposed parking on there is subsequently not required and its removal from the scheme significantly reduces the construction element and costs of the scheme in this area.
- 3.15 Stagecoach do not object to the revised proposal but highlighted the need for enforcement action of proposed restrictions throughout the scheme. This is expected and Parking Services are aware of the proposals and support the configuration with the unrestricted gaps.

#### **4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

##### 4.1. Equality Implications

- 4.1.1 The Rother Valley Parking scheme equality impact assessment concluded that overall there are no significantly differential, positive or negative, equality impacts from this proposal.

##### 4.2. Financial and Commercial Implications

- 4.2.1 The Outline Business case (OBC) for the Rother Valley Parking Scheme was approved in March 2023.

- 4.2.2 The Rother Valley Parking scheme is to be funded from the Road Safety Fund. The cost of the scheme is currently estimated to be £357,477 plus an estimated £15,000 commuted sum and is broken down as follows:

- SCC Client project management £27,600
- SCC preliminary design fees £30,777
- Amey detailed design fees £45,000
- Amey Construction (estimate) £231,000
- Contingency (10%) £23,100

##### 4.3. Legal Implications

- 4.3.1 Council has the power to make Traffic Regulation Orders (TRO) under section 1 of the Road Traffic Regulation Act 1984 ('the 1984 Act') which include any provision prohibiting, restricting or regulating the use of a

road, or any part of the width of a road, by vehicular traffic of any class specified in the order. This includes prohibiting or restricting the waiting of vehicles so as to implement a scheme for parking as set out in this report.

- 4.3.2 A TRO may be made where it appears expedient to the Council to do so for the reasons set out in section 1 of the 1984 Act - this includes the avoidance of danger to people or traffic, for facilitating the passage on the road or any other road of any class of traffic (including pedestrians), preserving or improving the amenities of the area through which the road runs and for any of the purposes specified in paragraphs (a) to (c) of subsection (1) of section 87 of the Environment Act 1995 (air quality). The proposal in this report is considered to align with these purposes.
- 4.3.3 Before the Council can make a traffic order, it must consult with relevant bodies and publish notice of its intention in a local newspaper in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 as well as take such steps as it considers appropriate for ensuring that adequate publicity is given to the proposed order. This includes the display of notices on street. The Council has complied with these requirements.
- 4.3.4 The Council is required to consider all duly made objections received and not withdrawn before it can proceed with making an order. Those objections are summarised and presented for consideration in this report. A full list of the objections is also appended to this report. The Council may modify an order, whether in consequence of any objections or otherwise, before it is made. The modifications described within this report are not considered to be substantial changes in the proposed order for which the Council considers it appropriate to take additional steps so as to inform those persons likely to be affected by the modifications; no new restrictions are proposed as a result of the modifications. Rather, the intended size of the initial scheme has been reduced through the removal of waiting restrictions and the construction element of the scheme. It is proposed to make the local community aware of these changes.
- 4.3.5 In deciding whether to make a TRO, the Council must have regard to its duty under section 122 of the 1984 Act to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) as well as the provision of suitable and adequate parking facilities on and off the highway, so far as practicable while having regard to the matters specified below:
- (a) the desirability of securing and maintaining reasonable access to premises;
  - (b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;
  - (bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy)

- (c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
- (d) any other matters appearing to the Council to be relevant.

The proposal detailed in this report is considered to align with the objectives of the aforementioned duty.

- 4.3.6 The Council is under a further duty contained in section 16 of the Traffic Management Act 2004 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. The proposals described in this report are considered to fulfil that duty.
- 4.3.7 The Council may construct road humps in a highway maintainable at the public expense using its power under section 90A of the Highways Act 1980. Where construction of a road hump is proposed, the Council must publish notices per the requirements under section 90C of the 1980 Act and consult with the relevant persons specified within the Highways (Road Humps) Regulations 1999. These requirements have been fulfilled.
- 4.3.8 The Council is under a further duty contained in section 16 of the Traffic Management Act 2004 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. The proposals described in this report are considered to fulfil that duty.

#### 4.4. Climate Implications

- 4.4.1 Transport is a major contributor to CO<sub>2</sub> emissions in Sheffield and parking schemes are a small but important aspect of how we can help to make our roads safer and less congested while improving air quality.

The potential for reduced emissions will contribute to the overall resilience to climate change.

## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1. The current proposal would see the introduction of a series of waiting restrictions with suitable gaps for on street parking. These gaps are not proposed to be restricted by time or charge at the present time. An alternative was considered during the development of the scheme to include time restrictions or a charging regime on these gaps to ensure more opportunities for parking by creating a turnover of the spaces. However, this was not considered appropriate at the present time due to the wish to encourage drivers to use the space available, considerations about drivers seeking unrestricted parking instead in the residential streets, enforcement practicalities and to encourage visitors to Rother Valley Park to use the car park and these gaps in the first instance.
- 5.2 As outlined above in paragraphs 3.13 – 3.15 the scheme has been revised in light of comments from statutory consultees and public comments during the initial development from Autumn 2022. Changes made following initial engagement and recent consultation include a reduction in proposed waiting restrictions to provide more gaps at the request of residents, addition of traffic calming on Rother Valley Way, provision of new footways on Rother Valley Way and potential improvements to the condition and visibility of the car park.

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 The scheme will prevent parking in unsuitable places, such as pavements and provide a pedestrian refuge. This will result in a safer more pleasant environment for residents, pedestrians, and cyclists.
- 6.2 Improvements to Rother Valley Way car park will be included to make this more attractive to use and some on street parking opportunities will be available as alternatives for busy times.
- 6.3 The introduction of a formalised on-street parking scheme will improve access to the Rother Valley Country Park. This will encourage use of the country park for outdoor activities such as walking and cycling which will improve health and wellbeing.
- 6.4 The scheme will improve road safety for all pedestrians including those with impaired mobility, cyclists, and drivers to reduce the risk of future collisions.
- 6.5 Having considered the aforementioned benefits alongside the response from the public and other consultees, it is recommended that the TROs be made with the amendments set out in paragraphs 3.13 – 3.15 as, on balance, the benefits of the scheme are deemed to outweigh the concerns raised.
- 6.6 It is therefore recommended that Committee:

- Consider the objections to the proposed Traffic Regulation Orders associated with the Rother Valley Parking scheme;
- Having regard to those objections, approve the making of the Traffic Regulation Order, in accordance with the Road Traffic Regulation Act 1984;
- Note that all respondents will then be informed accordingly;
- Approve the implementation of the amended Rother Valley Parking scheme, subject to authorisation of the project through the capital gateway process.

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