



SHEFFIELD CITY COUNCIL Individual Cabinet Member Decision

Report of: Executive Director, Place

Date: 16 January 2014

Subject: Boston Street
Proposed Bus Lane
Traffic Regulation Order - Consultation Results.

Author of Report: Andrew Marwood, 2736170

Summary:

The existing 'no entry except buses' which operates between 8am and 9.30am, Monday to Friday on Boston Street is frequently abused by general traffic, impacting on journey times for bus passengers both on Boston Street and London Road.

The aim of the proposed scheme is to change the current restrictions to a bus lane and limit the amount of traffic using Cemetery Road and Boston Street in the morning rush hour. It is anticipated that this will help buses move more freely on London Road. The bus lane, which will be enforced by camera, will also assist buses travelling on Boston Street. Limiting the amount of traffic would allow more green signal time to be given to London Road, encouraging general traffic to use more appropriate routes into the City centre.

This report presents the objections received following the advertisement of a Traffic Regulation Order (TRO) for the proposed bus lane.

Reasons for Recommendations:

- The TRO will deter general traffic from turning left out of Boston Street on to London Road which impacts on journey times for bus passengers.
- The TRO will extend the current hours of operation so that the restrictions start at 7.30am, assisting earlier buses on London Road and Boston Street.
- The TRO would allow camera enforcement of the new restrictions.

Recommendations:

- 7.1 Make the Traffic Regulation Order in accordance with the Road Traffic Regulation Act 1984 for the bus lane proposed on Boston Street.
- 7.2 Inform those who made representations accordingly.
- 7.3 Introduce the proposed bus lane.

Background Papers: NONE

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES - Cleared by: Matthew Bullock 06/01/14
Legal Implications
YES - Cleared by: Deborah Eaton 06/01/14
Equality of Opportunity Implications
NO - Cleared by: Ian Oldershaw 24/12/13
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
Boston Street / Cemetery Road / London Road
Relevant Cabinet Portfolio Leader
Leigh Bramall
Relevant Scrutiny Committee if decision called in
Culture, Economy and Sustainability
Is the item a matter which is reserved for approval by the City Council?
NO
Press release
YES

BOSTON STREET – PROPOSED BUS LANE REPRESENTATIONS MADE IN RESPONSE TO THE TRAFFIC REGULATION ORDER CONSULTATION.

1.0 SUMMARY

1.1 This report sets out responses by officers to objections received in relation to the advertised Traffic Regulation Order (TRO) for the proposed bus lane on Boston Street. It is anticipated that the proposal will address the current abuse of the 'no entry except buses' signs which impacts on journey times for bus passengers on London Road and Boston Street.

2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE?

2.1 The scheme is one of the improvements being progressed to better enforce the sub region's public transport facilities. This has been made possible by a successful bid to the 'Better Buses Area Fund' (BBAF). The two year fund, based on a South Yorkshire wide bid, led by the South Yorkshire Passenger Transport Executive (SYPTTE) aims to enhance public transport facilities, making travel by public transport to and from Sheffield more reliable, reducing journey times and improving transport facilities for the people of Sheffield. The scheme and its enforcement will support the Sheffield Bus Agreement, which is aimed at increasing the attractiveness of public transport services across the city.

3.0 OUTCOME AND SUSTAINABILITY

3.1 It is anticipated that once the proposals are in place they will improve the reliability of bus journey times both on London Road and Boston Street. The project contributes towards many of the objectives set out in 'Standing Up for Sheffield: Corporate Plan 2011-2014':

- Better access for all on mainstream public transport, increasing independence for those with mobility problems and improving social fairness
- Better public transport increases public transport use and contributes to the 'sustainable and safe transport' objective.

4.0 REPORT

4.1 Boston Street links Cemetery Road with London Road. The proposal is to remove the current 'no entry except buses' signs on Boston Street which are frequently abused by general traffic and replace them with a morning peak time bus lane which would be enforced by cameras. Camera enforcement of bus lanes and bus gates started in Sheffield in 2007. Since then, there has been an ongoing programme, with new sites being prioritised with input from bus operators and the South Yorkshire Passenger Transport Executive.

- 4.2 Currently the 'no entry except buses' restriction operates between 8am and 9.30am, Monday to Friday, but is difficult to enforce in its current location due to the need to provide a suitable 'escape' route for general traffic. The new bus lane would still limit the amount of traffic using Cemetery Road and Boston Street, only allowing general traffic to travel straight ahead or turn right onto London Road. Limiting traffic on Boston Street would help buses travel more freely on London Road and assist buses turning out of Boston Street on to London Road. Allowing traffic to continue straight ahead or turn right into London Road is anticipated to minimise the impact on surrounding routes. Recent investment on Ecclesall Road (one of the alternative routes) in more adaptive signal strategies at the Moore Street roundabout has already started reducing journey times for all vehicles using the route. More details are included in 'Appendix D'.
- 4.3 The full proposals which can be seen in 'Appendix A' includes the bus lane signing and lining, adjustments to pedestrian facilities on Boston Street and Cemetery Road close to the bus lane and upgrade of both inbound and outbound bus stops including bus boarder kerbs and tactile paving.
- 4.4 Survey data collected in 2011 and presented in 'Appendix B' highlights the amount of abuse the current restrictions receive by general traffic. During the survey between 8.00am and 9.30am a total of 166 cars were counted turning left onto London Road, 7 went straight ahead and 144 turned right (all of these ignoring the 'no entry except buses' signs) therefore potentially causing delay for buses both on Boston Street and London Road.
- 4.5 In addition, bus journey time surveys between two points on London Road (junction with Abbeydale Road to Boston Street) were undertaken between 2007 and 2011. The information is presented in 'Appendix C' and highlights that, (with the exception of the final year), between 7am and 10.30am journey times between these locations have increased year on year. It is therefore considered that further enhancements to public transport facilities on this corridor will help to reduce future average journey times.
- 4.6 The proposed bus lane can only be introduced following the making of a Traffic Regulation Order (TRO). The order is a legal process which requires the Council to advertise the proposals, allowing the public to comment on the details.

TRO Consultation (November 2013)

- 4.7 Local people and commuters travelling on Boston Street were made aware of the scheme proposals by a number of large yellow backed signs placed on lighting columns throughout the area. The sign gave a link to the Council's website where a plan of all the changes could be seen as well as further general background information on bus lanes and enforcement. A telephone number of the officer dealing with the scheme was also provided on the sign if people wanted to discuss the proposals in more detail. The signs were erected on-street for a period of 4 weeks.
- 4.8 The TRO was also advertised on street for a period of 4 weeks and detailed in the Sheffield Star.

- 4.9 During the consultation period a total of 16 e-mails objecting to the proposals were received as well as 4 e-mails supporting the changes.
- 4.10 A summary of the main reasons for supporting and objecting to the proposals together with officer responses can be seen in 'Appendix D'.
- 4.11 The information in 'Appendix D' was provided for all objectors. Following this additional information 4 objections remain, a summary of the reasons and officer responses can be seen below:
- 'The estimated cost of the works is an outrage'.
Officer Response: Further details are included in 'Appendix D'
 - 'This section of road is public highway and should remain so'. The road will remain a public highway, but will be restricted in who can use it at certain times of the day.
Officer Response: This is no change to the current situation
 - 'Plans will have no effect on congestion'.
Officer Response: Further details are included in 'Appendix D'.
 - 'Worried about the impact on other routes in particular Napier Street junction with Summerfield Street'.
Officer Response: Further details are included in 'Appendix D', but as the appropriate route to the City centre will be signed as Summerfield Street, it is not anticipated that there will be a significant increase in traffic approaching Summerfield Street from Napier Street.
 - 'Dispersing traffic will send vehicles on a longer route which will add to the City's pollution'.
Officer Response: The appropriate route to the City centre (via Charter Row) from Cemetery Road will be signed down Summerfield Street. This route is actually shorter than via Cemetery Road to get to Charter Row - as all traffic getting to the Ring Road from London Road has to turn left to go to Moore Street roundabout.

Other Consultees

- 4.12 The emergency services and South Yorkshire Passenger Transport Executive were consulted on the proposals in August 2013. No objections were received.
- 4.13 The Interim Director of Housing Services has been consulted and has no objection to the scheme as the change in location of a bus shelter affects land held for housing purposes.

Summary

- 4.14 The existing 'no entry except buses' restriction on Boston Street is frequently abused by motorists during the morning peak period which impacts on journey times for bus passengers both on Boston Street and

London Road.

- 4.15 The aim of the proposed bus lane on Boston Street is to limit the amount of traffic using Cemetery Road and Boston Street in the morning rush hour in order to help buses move more freely on Boston Street and along London Road itself.
- 4.16 The full proposals which can be seen in 'Appendix A' can only be introduced following the making of a Traffic Regulation Order. Local people and commuters have been consulted on the proposals and a number of objections have been received.
- 4.17 Officers have provided additional information about the proposals to address a number of the issues, however 4 objections remain. It is recommended in the interests of public transport improvement that the objections be overruled and proposals implemented.

Relevant Implications

Finance

- 4.18 Investment for improved enforcement of public transport facilities which includes this scheme has been made possible by a successful bid to the "Better Buses Area Fund" (BBAF). BBAF is a two-year fund, based on a South Yorkshire wide bid, led by SYPTA. A sum of £118,000 has been allocated to this work to cover consultation, legal adverts and the implementation of the improvements, including whole life maintenance costs.

Equality

- 4.19 An Equality Impact Assessment has been conducted and concludes that the proposals are fundamentally equality neutral affecting all local people equally regardless of age, sex, race, faith, disability, sexuality, etc. However, some aspects will be positive, e.g. for the young, elderly and disabled as they improve access. No negative equality impacts have been identified.

Legal Implications

- 4.20 The Council has the power to make a TRO under Section 1 of the Road Traffic Regulation Act 1984 for reasons that include the avoidance of danger to people or traffic. Before the Council can make a TRO, it must consult with relevant bodies in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. It must also publish notice of its intention in a local newspaper. These requirements have been complied with. There is no requirement for public consultation. However the Council should consider and respond to any public objections received.

5.0 ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Officers have considered enforcing the current restrictions, although this would be difficult and expensive to implement due to the need to provide an alternative route at the point where it becomes 'no entry except buses'. Enforcing the bus lane (rather than the 'no entry except buses') at the existing times is an option, but would lead to an inconsistent implementation of bus lane hours of operation, which could lead to confusion and unnecessary PCNs being issued. In addition, officers have also considered removing the restrictions completely. This is not considered appropriate due to the potential increase in traffic using Cemetery Road/Boston Street as a through route, coupled with providing more conflict in terms of signal priorities at the Boston Street/London Road junction. Doing nothing is not supported by bus operators or passengers so the bus lane approach is regarded as the most appropriate way forward in that it provides public transport priority but aims to mitigate against traffic disruption on other routes.

6.0 REASONS FOR RECOMMENDATIONS

- 6.1 The TRO will deter general traffic from turning left out of Boston Street on to London Road in the morning peak period which impacts on journey times for bus passengers.
- 6.2 The TRO will extend the current hours of operation so that the restrictions start at 7.30am, assisting earlier buses on London Road and Boston Street.
- 6.3 The TRO would allow camera enforcement of the new restrictions.

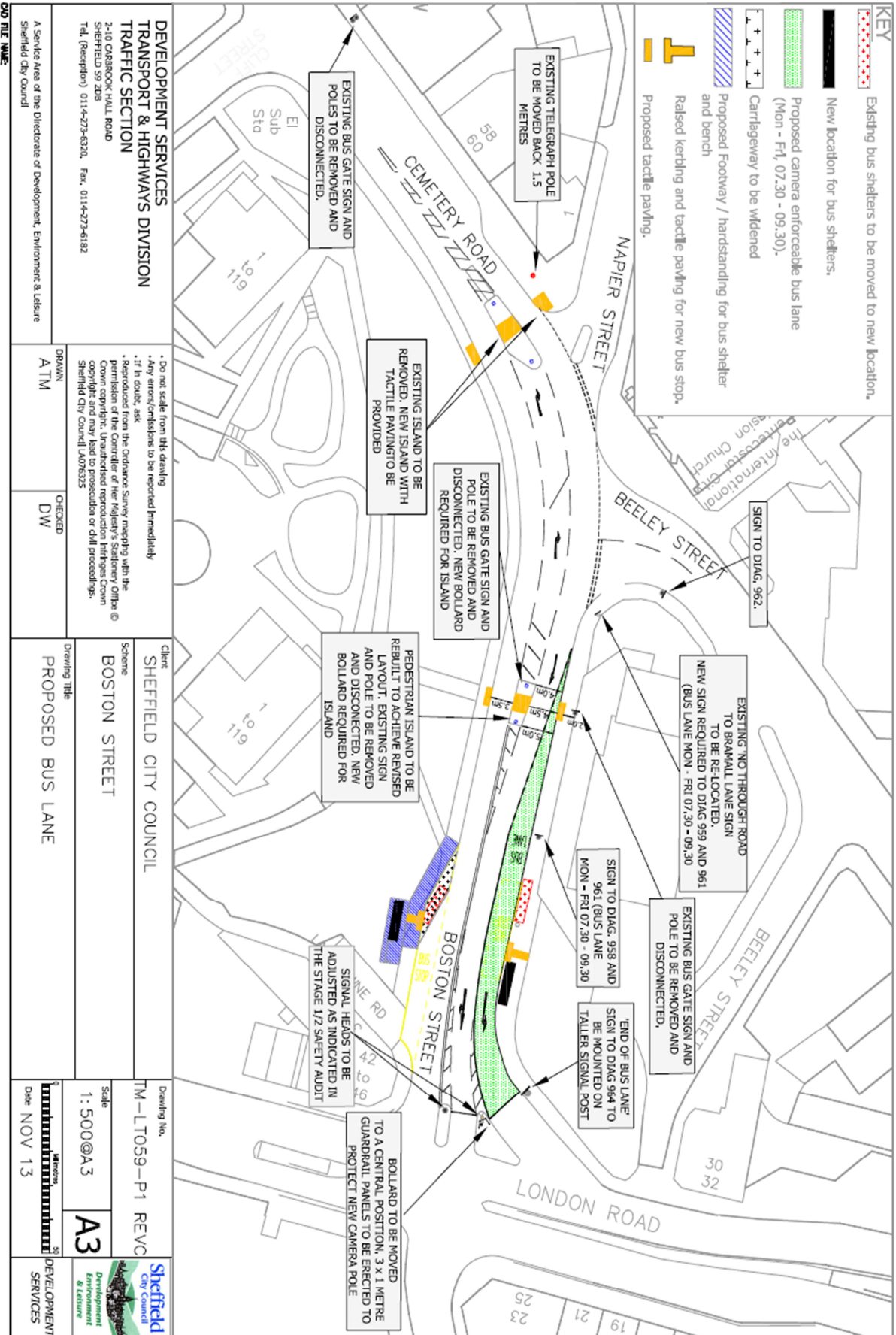
7.0 RECOMMENDATIONS

- 7.1 Make the Traffic Regulation Order in accordance with the Road Traffic Regulation Act 1984 for the bus lane proposed on Boston Street.
- 7.2 Inform those who made representations accordingly.
- 7.3 Introduce the proposed bus lane.

Simon Green
Executive Director, Place

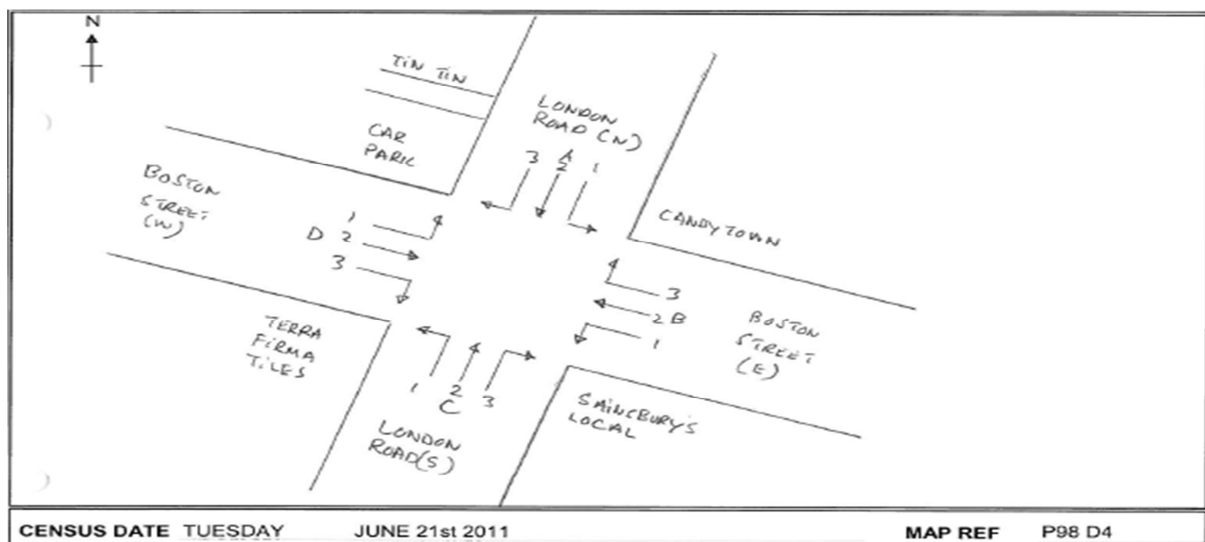
20 December 2013

APPENDIX 'A' - SCHEME PLAN



APPENDIX 'B' – SURVEY DATA (VEHICLES TURNING OUT OF BOSTON STREET)

D1							
0700-1000hrs	0700-0730hrs	0730-0800hrs	0800-0830hrs	0830-0900hrs	0900-0930hrs	0930-1000hrs	
PEDAL CYCLE	6	5	11	8	8	5	43
MOTORCYCLE	0	0	1	0	1	0	2
CAR	50	86	63	54	49	45	347
PRIVATE HIRE	3	1	6	4	7	13	34
BLACK CAB	2	1	1	5	13	8	30
LIGHT GOODS VEHICLE	3	8	2	4	8	5	30
MEDIUM GOODS VEHICLE	0	0	1	2	1	2	6
HEAVY GOODS VEHICLE	0	0	0	0	1	1	2
BUS/COACH	2	4	4	4	4	5	23
	66	105	89	81	92	84	517
D2							
0700-1000hrs	0700-0730hrs	0730-0800hrs	0800-0830hrs	0830-0900hrs	0900-0930hrs	0930-1000hrs	
PEDAL CYCLE	1	1	0	1	0	0	3
MOTORCYCLE	0	0	0	0	0	0	0
CAR	1	3	1	3	3	5	16
PRIVATE HIRE	0	0	0	0	0	1	1
BLACK CAB	0	0	0	0	0	0	0
LIGHT GOODS VEHICLE	0	0	0	0	1	2	3
MEDIUM GOODS VEHICLE	0	0	0	0	0	1	1
HEAVY GOODS VEHICLE	0	0	0	0	0	0	0
BUS/COACH	0	0	0	0	0	0	0
	2	4	1	4	4	9	24
D3							
0700-1000hrs	0700-0730hrs	0730-0800hrs	0800-0830hrs	0830-0900hrs	0900-0930hrs	0930-1000hrs	
PEDAL CYCLE	0	2	0	0	1	3	6
MOTORCYCLE	0	0	0	1	0	0	1
CAR	30	64	55	50	39	43	281
PRIVATE HIRE	1	1	2	3	4	5	16
BLACK CAB	1	1	1	1	2	1	7
LIGHT GOODS VEHICLE	1	3	3	3	6	7	23
MEDIUM GOODS VEHICLE	0	0	1	0	1	1	3
HEAVY GOODS VEHICLE	0	0	0	0	0	0	0
BUS/COACH	0	0	0	0	0	0	0
	33	71	62	58	53	60	337



APPENDIX 'C' – SURVEY DATA (BUS JOURNEY TIMES ON LONDON ROAD)

Year	2007	2008	2009	2010	2011
Location and Distance	London Rd junction with Abbeydale Road to Boston Street = 636 metres	London Rd junction with Abbeydale Road to Boston Street = 636 metres	London Rd junction with Abbeydale Road to Boston Street = 636 metres	London Rd junction with Abbeydale Road to Boston Street = 636 metres	London Rd junction with Abbeydale Road to Boston Street = 636 metres
Time Taken	H:MM:SS	H:MM:SS	H:MM:SS	H:MM:SS	H:MM:SS
07.00-08.00	0:02:05	0:02:04	0:01:48	0:02:47	0:01:46
08.00-09.30	0:02:00	0:02:36	0:03:14	0:03:05	0:02:51
09.30-10.30	N/A	0:01:34	N/A	N/A	N/A
07.00-10.30	0:02:03	0:02:20	0:02:27	0:02:57	0:02:21

APPENDIX 'D' – SUMMARY OF OBJECTIONS AND SUPPORT WITH OFFICER RESPONSES

Objections:

- 'Question why the proposals are necessary'.
- 'Why does the bus lane need to start at 7.30am, questions the need to change from the current restriction start time of 8am'.
- 'Other routes into the City all have significant congestion between 7.30 and 8am.
- 'The proposal will not improve flows for buses as they will have to queue up behind vehicles wanting to turn right or go straight ahead'.
- 'The proposed bus lane is a waste of public money'
- 'Would rather see the money spent on traffic calming Rundle Road'
- 'The proposals help buses but not cars'.
- 'There is no provision of signage to warn motorists of the approaching bus lane'.
- 'There are not many buses which use this route'.
- 'Banning the left turn will add more congestion to other routes such as Ecclesall Road, Napier Street and Summerfield Street'.
- 'Current problems are down to how buses use the junction of Boston Street and London Road and how their drivers fail to observe the rules of the road'.
- 'Another example of Sheffield City Council's anti-car policy'.

Support:

- 'I hope your proposals are successful as the current situation is awful. Last week it took over 7 minutes for the no. 4 bus to get to London Road'
- 'At the moment, car and van drivers go through the signs in the morning restricted period as if they were not there'.
- Strongly support – Currently the abuse of the 'bus only' restrictions by car owners causes significant delays to bus passengers'.
- 'About Time – It has always annoyed me that you haven't enforced the restrictions at the junction between Boston Street and London Road – if this is the easiest way of doing this I am fully supportive'.

Officer Responses

Why are the alterations necessary?

The main aim of the current 'no entry except buses' restriction is to limit the amount of traffic using Cemetery Road and Boston Street in the morning peak period. This is to help buses move more freely on London Road. As traffic is restricted on Boston Street this allows more green light time to be allocated to London Road, assisting buses and general traffic on route to the city centre. The signs also encourage general traffic to use more appropriate routes into the city centre and helps buses join London Road from Boston Street. The new bus lane would have the same aim, would allow the restrictions to be enforced by camera at times when they are in operation. Enforcement should restrict the abuse which impacts on journey times for bus passengers both on Boston Street and London Road.

Extending the operating time to 7.30m from 8.00am.

The frequency of buses on both Boston Street and London Road from 7.30 to 8.00am is approximately the same as it is after 8.00am, therefore the revised times are aimed at helping buses in the earlier time period. The proposed times are also consistent with the City's loading and waiting restrictions at busier times on key routes, including London Road, Queens Road and Ecclesall Road. Drivers are also more likely to observe and follow restrictions if they run at consistent times throughout the city.

Alternative Route / Congestion

The proposed design will enable general traffic to turn right out of Boston Street on to London Road, reducing the impact the enforced bus lane could have on other routes. The impact on alternative routes is also considered to be minimal, with many vehicles that currently abuse the 'no entry except buses' are dispersed to other routes into the city. It is likely that some vehicles will divert to Summerfield Street and Ecclesall Road. Improvements have already been made to the Ecclesall Road/Moore Street roundabout, with improved lane markings both on the approach to, and on, the roundabout. Additionally the Council's Traffic Information and Control group has been implementing new strategies for the signal timings on the roundabout. This ensures that the traffic lights can adjust automatically to the traffic conditions, helping to reduce queues on the Ecclesall Road approach.

From previous traffic count data and officer observations it is also considered that dispersed traffic will not be significant enough to cause disruption. It is likely that drivers will get used to the banned left turn in the morning peak and adjust their journeys well in advance of Boston Street. It is therefore predicted that only a very small percentage of vehicles will travel as far as Napier Street before looking for an alternative route.

Flow of traffic / Signal timings

In order to reduce the impact of queuing traffic (specifically past the pedestrian island) a traffic signal strategy will be implemented to detect buses which are running late along Cemetery Road. This would involve detecting a bus which is held up and allowing more green light time for a short period of time on Boston Street thus trying to maintain unimpeded access to the new bus lane.

Scheme Budget / Better Ways of Spending Council Money / Suggested Schemes

Investment for improved enforcement of public transport facilities which includes this scheme has been made possible by a successful bid to the BBAF. This is a two-year fund, based on a South Yorkshire wide bid, led by the South Yorkshire Passenger Transport Executive (SYPTÉ). The money is only available to fund improved enforcement of public transport facilities, it cannot be used for more general traffic schemes or to pay for other Council services. The Council welcomes further scheme suggestions (for example the suggested traffic calming on nearby streets), however these cannot be funded through the BBAF.

Signage / Advanced Warning / Tickets and Fines

A number of concerns have been raised by residents / passing motorists regarding enforcement of the proposed bus lane. To address these concerns the Council proposes to place signs indicating the times the bus lane is operational on approach. Temporary signs highlighting when enforcement will begin will also be erected to warn motorists of the changes. In the first couple of months motorists contravening the bus lane will be issued with warning letters rather than tickets while people get used to the new arrangements.