



SHEFFIELD CITY COUNCIL Cabinet Highways Committee

Report of: Executive Director, Place

Date: 14 FEBRUARY 2013

Subject: SOUTH LANE BUS GATE AND CAMERA ENFORCEMENT:
RESPONSE TO TRAFFIC REGULATION ORDER OBJECTIONS

Author of Report: David Whitley

Summary: This report describes the proposed camera enforcement scheme at South Lane detail and also reports on the feedback from two rounds of public consultation, including an objection to the advertised Traffic Regulation Order.

Reasons for Recommendations

Council Officers have worked with the market developers, South Yorkshire Passenger Transport Executive, local bus operators and local businesses to ensure that the proposed scheme meets the objectives of 'A vision for Excellent Transport', 'Standing up for Sheffield' and 'Better Buses' while trying to improve pick up/drop off arrangements and on street parking issues in the area too.

Background Papers:

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
NO Cleared by: Matthew Bullock (5/2/13)
Legal Implications
YES Cleared by: Deborah Eaton (5/2/13)
Equality of Opportunity Implications
NO Cleared by: Ian Oldershaw (24/1/13)
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
City centre
Relevant Cabinet Portfolio Leader
Councillor Leigh Bramall
Relevant Scrutiny Committee if decision called in
Environment and Economic Wellbeing
Is the item a matter which is reserved for approval by the City Council?
YES
Press release
NO

SOUTH LANE BUS GATE AND CAMERA ENFORCEMENT: RESPONSE TO TRAFFIC REGULATION ORDER OBJECTIONS

1.0 SUMMARY

- 1.1 The City Council started a programme of camera enforcement at tram and bus gates at Hillsborough in July 2007. As a result, the average inbound tram journey times between Hillsborough Park and Hillsborough Interchange in the morning peak period (0800-0900) has more than halved. CCTV has subsequently been introduced at bus gates on the Wicker in November 2007 and at Glossop Road in August 2010. The programme for enforcing further bus gates and bus lanes across the City is principally prioritised in conjunction with local public transport operators.
- 1.2 The enforcement of the 'inbound' Cumberland Street bus gate is a condition on the planning consent for the new Markets development. Before a bus gate is enforced, the Council need to make sure that drivers have a well signed "escape' route", thus enabling those who enter the area by mistake to exit without being penalised. It is not possible to provide such a route on Cumberland Street so an alternative location has been identified on South Lane. The market developers are prepared to be flexible about the location to be enforced, providing the benefits meet their planning condition.
- 1.3 This report describes the proposed camera enforcement scheme at South Lane in more detail and also reports on the feedback from two rounds of public consultation, including an objection to the advertised Traffic Regulation Order (TRO). This camera enforcement scheme will be funded through a developer contribution and a successful South Yorkshire wide 'Better Buses' funding bid.

2.0 OUTCOME AND SUSTAINABILITY

- 2.1 Although the scheme is being delivered principally as part of a planning condition, it will be part funded by the 'Better Buses' programme. The Better Buses programme sets out specifically how public transport will help support the economic development of South Yorkshire over the next year. The programme has three core elements - Smart Ticketing; Smart Infrastructure; and Smart Management – including camera enforcement.
- 2.2 The response to the consultation contributes to the 'working better together' value of the Council Plan "Standing up for Sheffield", with proposals that respond to customer comments about travel and parking conditions in the area. This scheme contributes to the "sustainable and safe transport" objective with proposals to improve access to the public transport network, public transport journey time reliability and alternatives to the private car for some local journeys in Sheffield.

3.0 WHAT DOES THIS MEAN FOR THE PEOPLE OF SHEFFIELD

- 3.1 This scheme enables a planning condition on the new markets development to be delivered, helping to ensure progress the market development.
- 3.2 The priority in spending Better Buses funds is to make it easier for people to use public transport, particularly when travelling to work. This scheme aims to improve bus journey times and journey time reliability along South Lane and Cumberland Street through to Eyre Street, whilst the Better Buses programme aims for people to be well connected to local facilities and the wider transport network within and beyond the City.

4.0 REPORT

Background

- 4.1 South Lane is the main access point to the City centre for buses to and from the south west of the city. The bus stops in the area are a key arrival and departure point for the Moor shopping area and will also serve the new market development, once its construction is complete. The existing bus gate on Cumberland Street (situated between Cumberland Way and Eyre Street) was introduced in March 1991 and is currently operational 'eastbound' 24 hours a day, seven days a week.
- 4.2 There are around 59 buses per hour that use South Lane/Cumberland Street (around 700 in total between 0700-1900 used by around 7,900 passengers), with a further 53 per hour travelling along Fitzwilliam Gate/Cumberland Street to access Eyre Street for the city centre and other destinations. This equates to around 1,300 buses per day (0700-1900) and around 10,000 passengers that benefit from the Cumberland Street bus gate. However, surveys have shown around 280 vehicles per day (0700-1900) currently abuse the bus gate, even before the new markets is open for business. The majority of the vehicles (85%) abusing the current bus gate are coming from South Lane rather than across the bottom of the Moor.
- 4.3 Before a bus gate is enforced, the Council need to make sure that drivers have a well signed "escape' route", thus enabling people who enter an area by mistake to exit without being penalised.
- 4.4 The new markets development service yard is accessed from Cumberland Street, on the alignment of what was Cumberland Way. The yard will be busy and the management plan presumes delivery vehicles enter the area from Eyre Street rather than South Lane. Providing a new bus gate on South Lane will ensure that this is more likely to happen. The entrance and exit to the service yard will be controlled via a traffic light system by the on site management team. This is designed to minimise the risk of congestion and accidents. If an arriving vehicle hasn't booked an access slot and/or the yard is already congested then they will encounter a red light and then the driver will be instructed to drive around the block via South Lane until access can be given as shown by a green light.

- 4.5 Should delivery access be allowed from South Lane, if a driver saw a red light at the service yard entrance, they would then only be able to turn left from Cumberland Street onto Eyre Street thus taking delivery vehicles away from the ring road and towards the City Centre. Even if a driver then turned round at the roundabout at Furnival Gate, they could not then turn right back into Cumberland Street from Eyre Street, thus adding to the traffic on the Bramall Lane roundabout.
- 4.6 Public transport journey time delays are also most often caused by queues on Cumberland Street at the traffic lights where it meets Eyre Street. These traffic lights are co-ordinated with the neighbouring controlled pedestrian facilities and the signals change for different times to prevent traffic queuing back on to Bramall Lane Roundabout. At busy periods, Eyre Street gets the priority for 'green' time at this junction, so it is important to ensure that as many buses as possible from Cumberland Street pass through each cycle. Therefore, it will be necessary to reduce the number of vehicles that abuse the bus gate (which ultimately form part of the queue in this location) through enforcing it more effectively.
- 4.7 Enforcement of areas for abuse of existing restrictions cited by public transport operators as a cause of delays to their services is a key element of the Sheffield Bus Agreement signed by the Council, South Yorkshire Passenger Transport Executive (SYLTE) and First South Yorkshire.
- 4.8 A specialist market research company was engaged in Summer 2007 to establish the level of public support for proper enforcement of bus and tram gates and lanes in Sheffield. The headlines from this report include:
- The most common reason given for keeping bus and tram lanes clear was 'to allow buses and trams to get to their destination quickly'. This was followed by 'to ease congestion on roads'. Interestingly, respondent types with access to a car were most likely to give this latter response
 - Most thought that more should be done to stop car users breaking the rules. Of those who thought that more should be done, the most common suggestion was fines, followed by cameras / CCTV, more policing and clamping. On prompting, the vast majority of respondents said they supported the use of fines to keep lanes clear during hours of operation – in particular, residents and traders.

Initial consultation on the proposal

- 4.9 In February 2012, an initial consultation letter and plan was sent to around 220 properties in the area shown in Appendix A to find out if the proposals – including the location of the new bus gate - would create access issues to and from individual properties. This was followed up by visits to Mothercare and Staples as the entrance to their delivery yards may have been affected by the proposals.

- 4.10 Appendix B was the plan that was circulated, it includes the location of the existing and proposed bus gates and revised access routes in the area. The new location at the end of Young Street is proposed to give drivers a clearer message that the alternative route is via Young Street and Moore Street. This route will be clearly signed. Advance signing of the bus gate will also be provided.
- 4.11 The initial consultation highlighted:
- Access to Mothercare and Staples' service yards already tends to be via Eyre Street and Cumberland Street, but that signing to this area could be improved as delivery drivers often end up ringing the stores to get final directions.
 - Businesses in the area were keen to see if the hours of operation of the bus gate could be reduced.
- 4.12 As a result of these comments, discussions were then held with SYPTE (on behalf of the bus operators) about reducing the operational time of the new bus gate from 24 hours a day, seven days a week to 0700-1900 Monday to Saturday. SYPTE were amenable to this request, so the shorter operational times were included in the Traffic Regulation Order.

Traffic Regulation Order consultation

- 4.13 In July 2012, a further letter and revised plan was sent to the same 220 properties around the bus gate as shown in Appendix A. The letter also highlighted the fact that the proposed changes would be achieved through an amendment to the Traffic Regulation Order (TRO) which would be advertised through 'on street' notices as well as a temporary traffic information board which provided website details of the scheme to capture the views of drivers passing through and around the area. The TRO was formally advertised for three weeks from 27th July 2012.
- 4.14 The TRO consultation led to one formal objection from a restaurant business on Cumberland Street citing: *'the proposed new bus gate will add further restrictions to patrons trying to access my business... I have been operating a restaurant business on Cumberland Street since 1994 and in that period I have had to contend with numerous disruptions to the surrounding area – all of which have had a negative impact on my trade'*.
- 4.15 The concern over access to private car parks was commented on by another restaurateur, but not as a formal objection. Both restaurants on Cumberland Street have parking areas for customers that are accessed from South Lane. One restaurant trades in the evening; one also provides lunchtime, afternoon and evening covers. Both car parks will still be accessible from the ring road but via St Marys Gate, Eyre Street and South Lane instead of directly off the ring road along South Lane. The plan in Appendix B shows the new 'entry' route. The current access route is slightly shorter than the proposed route, but access is maintained. Following further discussions with the traders, it

- 4.16 The City Council can work towards reducing this perception through:
- Having a two month 'warning notice' period to enable visitors to the area to get used to the new restrictions: this would also include a leaflet highlighting why we enforce restrictions and website details of how to find out how to access the car parks without going through the bus gate
 - Being proactive in advertising the changes in the local area, including working with businesses to provide electronic maps for customers that they could use on the websites
 - Improving the signing to the general area of the car parks via the revised access route
- 4.17 A number of other comments were received during the consultation, from three responders in total. These are – along with an officer response to each - are included in Appendix C. One of the requests which the Council proposes to develop is to provide some more evening parking spaces in South Lane and Cumberland Street.

Next steps

- 4.18 Subject to agreement at this meeting - the scheme as included in the design in Appendix D - will be implemented, followed by camera enforcement. However, although the camera enforcement would only start after an awareness raising campaign, it needs to be in advance of the completion of the markets development.

Relevant implications

- 4.19 When deciding on implementing a Traffic Regulation Order, the Council has a statutory duty to promote road safety and to ensure that any measures it promotes and implements are reasonably safe for all road users. In reaching decisions of this nature Members must clearly take into account any road safety issues that may arise and follow the relevant legislation and guidance. Providing that it does so, it is acting lawfully.
- 4.20 In addition, in order to provide a better alignment for the cycle route shown in Appendix D, a small triangle of land (around 10 square meters) has been adopted under Section 228 of the Highways Act 1980. The adoption of land does not affect its ownership, but it means that Sheffield City Council would maintain it as highway. The one months notice to adopt the land as highway was dated 28th June 2012.
- 4.21 The financial approval for the scheme has already been achieved through the Capital Approval process. The construction cost of this bus gate and new camera enforcement scheme is expected to be around £105,000 which will be funded through a developer contribution and a successful South Yorkshire wide 'Better Buses' funding bid. An Equality Impact Assessment has been undertaken for the Better Buses programme as part of a Cabinet Highways

5.0 ALTERNATIVE OPTIONS CONSIDERED

5.1 Alternative options are:

- Do Nothing
- Enforce at the existing bus gate site
- Implement the new bus gate, but don't enforce it

Do Nothing

5.2 Should nothing happen, the existing level of abuse will continue and additional traffic associated with the markets development may also take the opportunity to use South Lane and Cumberland Street to access or leave the City centre. This option would not meet the planning condition for the markets development and would worsen the existing situation for public transport users so is not seen as feasible.

Enforce at the existing bus gate site

5.3 Before a bus gate is enforced, the Council need to make sure that drivers have a well signed "escape" route", thus enabling people who enter an area by mistake to exit without fear of being penalised. It is not possible to provide such a route on Cumberland Street so drivers are more likely to inadvertently receive a Penalty Charge Notice, so this option is not seen as feasible.

Implement the new bus gate, but don't enforce it

5.4 Implementing the new bus gate but not enforcing it is feasible. However, this option would not meet the planning condition for the markets development and could worsen the existing situation for public transport users so it is not proposed to progress with this option. In addition, previous market research has established that there is public support for proper enforcement of bus and tram gates and lanes in Sheffield.

6.0 REASONS FOR RECOMMENDATIONS

6.1 Council Officers have worked with the market developers, South Yorkshire Passenger Transport Executive, local bus operators and local businesses to ensure that the proposed scheme meets the objectives of 'A vision for Excellent Transport', 'Standing up for Sheffield' and 'Better Buses' while trying to improve pick up/drop off arrangements and on street parking issues in the area too.

7.0 RECOMMENDATIONS

- 7.1 To overrule the objection to the Traffic Regulation Order and advise the objector accordingly.
- 7.2 To complete the detail design and implementation of the proposals illustrated in Appendix D.
- 7.3 To advertise the relevant Traffic Regulation Orders to allow additional evening parking spaces on South Lane and short stay parking on Cumberland Street and implement them should there be no objections.

Simon Green
Executive Director, Place

14 February 2013

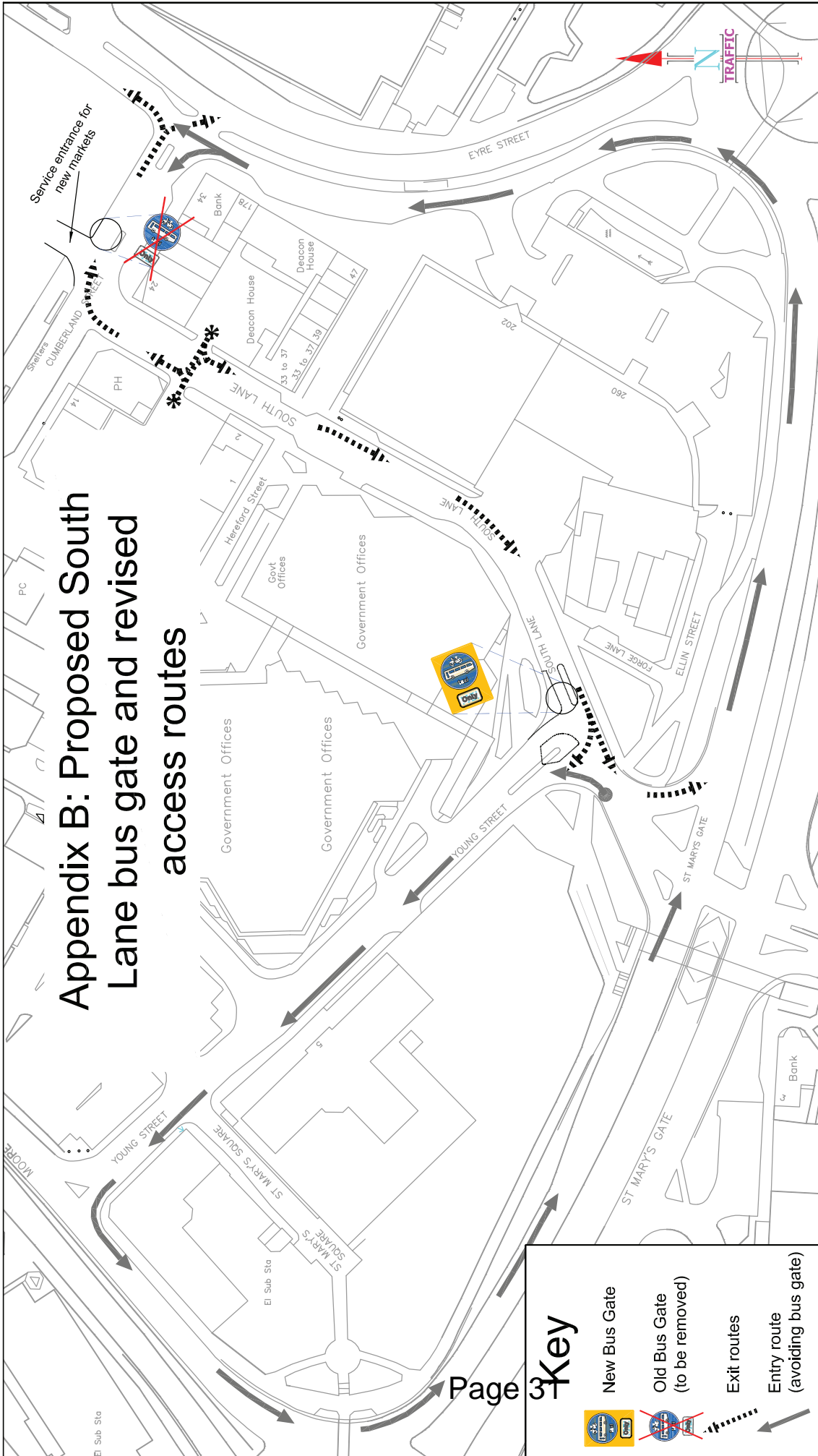


Moorfoot leaflet area 2012

Legend

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Appendix B: Proposed South Lane bus gate and revised access routes



Page 3

Key

- New Bus Gate
- Old Bus Gate (to be removed)
- Exit routes
- Entry route (avoiding bus gate)

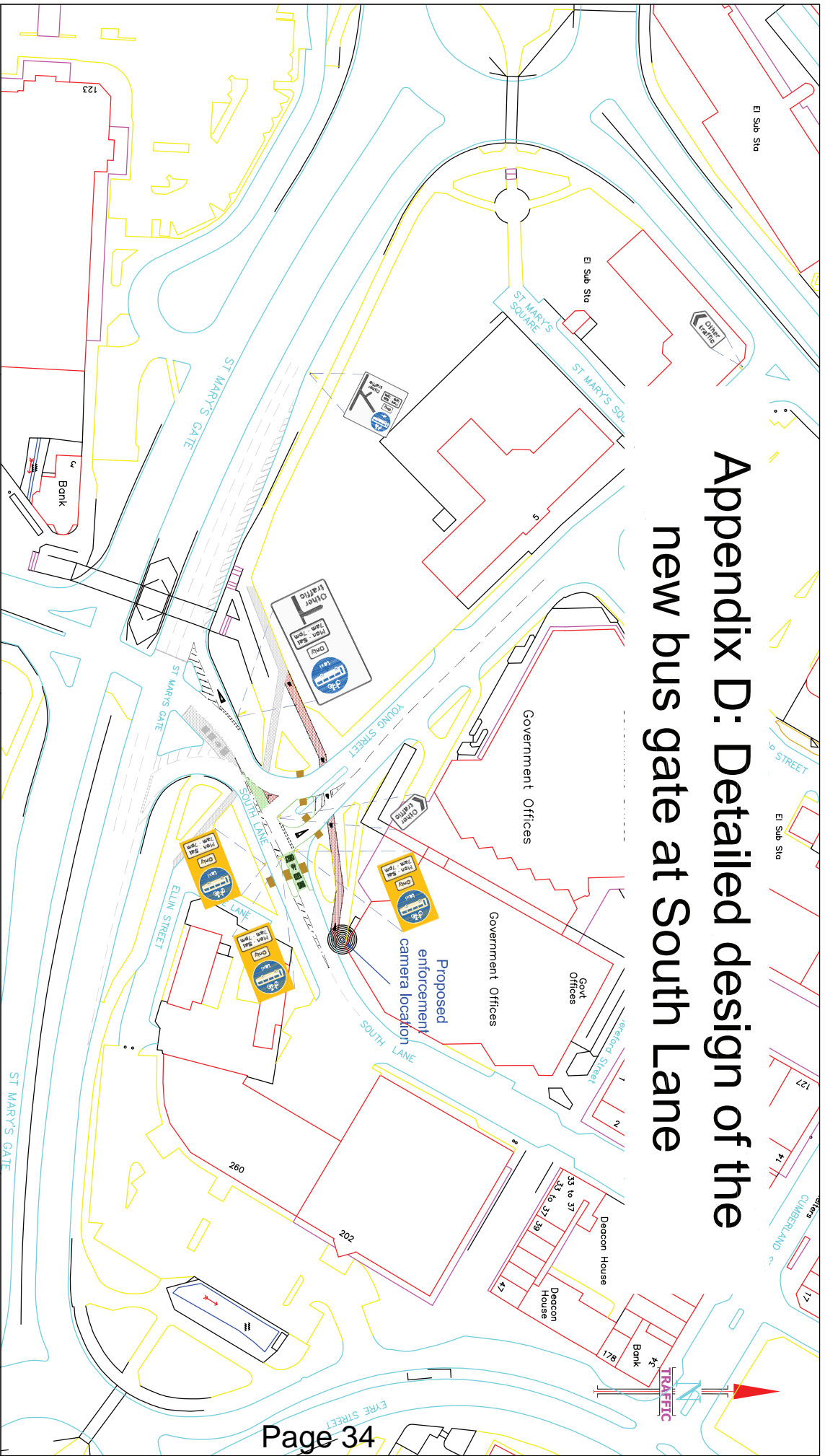
<p>DEVELOPMENT SERVICES TRANSPORT & HIGHWAYS DIVISION 2-10 CARBROOK HALL ROAD SHEFFIELD S9 2DB Tel. 0114-273-6175. Fax. 0114-273-6182 E-mail Traffic.Management@Sheffield.gov.uk Director: L Sturch M.B.T.P.I. Development Services</p> <p>A Service Area of Place Sheffield City Council</p>	<p>Client SHEFFIELD CITY COUNCIL</p> <p>Scheme Proposed South Lane Bus Gate</p> <p>Drawing Title Location of bus gate and the entry/exit routes</p>	<p>Drawing No. TM-LT033-3-C02</p> <p>Scale 1 / 1000</p> <p>Minutes A3</p> <p>Date Feb 12</p> <p>TRAFFIC MANAGEMENT</p>	<p>Do not scale from this drawing</p> <p>Any errors/omissions to be reported immediately</p> <p>If in doubt, ask</p> <p>This drawing is based upon Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. 100018816. 2010</p> <p>DRAWN James Haigh CHECKED Feb 12</p>
<p>CAD FILE NAME: G:\DEL\SD&P\ENG_TRAFFIC\TM\Scheme Design\LT033 Cumberland Street bus gate\AutoCAD\Working\TM-LT033-3-C02 Cumberland Street, bus gate (Consultation Plan).dwg</p>			

Appendix C: Comments from the Traffic Regulation Order consultation

Comment received	Officer response
The bus gate should be removed or not enforced	Should the restriction be removed, additional cars drivers will take the opportunity to use South Lane and Cumberland Street to access or leave the City centre to avoid traffic delays on St Marys Gate and Bramall Lane roundabout. This will worsen the existing situation for public transport users. Not enforcing the new restriction is an option, but previous market research has established that there is public support for proper enforcement of bus and tram gates and lanes in Sheffield
No changes should be made in the area until after the market has opened, to see what actual effect it has	There is already an issue of abuse of the existing bus gate at Cumberland Street without the markets development, which without action, could be expected to worsen the current situation. Through the planning condition, the City Council are being pro-active in alleviating an issue rather than trying to solve it once it has happened.
There is a need for additional evening parking on South Lane	This could be provided by making some of the double yellow lines on South Lane into single yellow lines so it is recommended to progress this as part of this scheme. However, this element may be delivered later as it will require another TRO to be advertised.
Could some 'very short stay' (15 minutes) evening parking be provided where the taxi ranks outside Shapla currently are	Yes, discussions have already taken place with representatives of the taxi trade who would be happy for this facility to be provided once the market day trade is over, so it is recommended to progress this as part of this scheme. However, this element may be delivered later as it will require another TRO to be advertised.
Could the hours of the 'outbound' bus gate on South Lane towards London Road be reduced from 24 hours seven days a week to 0700-1900 in order to allow evening egress from the South Lane area	As part of the wider London Road/South Lane/Ring Road junction, for most of the day this junction only turns green on London Road or South Lane when a bus approaches it. Signal timings can vary depending on traffic and pedestrian

Comment received	Officer response
	<p>demand, although adaptive signal strategies cut in if there is queuing detected on the London Road approach so buses aren't blocked from getting through to the bus gate. It would be difficult to change the hours of the bus lane in either direction across the ring road as South Lane/London Road would become a more attractive route for entering an exiting the city from London Road – its more direct and avoids the need to use either Moore Street or Bramall lane roundabouts. Therefore, It is not recommended that this is progressed.</p>
<p>The new bus gate should finish at 1830 instead of 1900</p>	<p>This has been discussed with SYPTE who feel that 1900 should be retained as this is the time after which daytime frequencies start to reduce. As an example, evening surveys at South Lane/ring road/London Road junction showed that the frequency fell from 40 buses between 1800 and 1900 to 22 buses between 1900 and 2000.</p>

Appendix D: Detailed design of the new bus gate at South Lane



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Client: **SHEFFIELD CITY COUNCIL**
 Scheme: **South Lane Bus Gate**
 Drawing Title: **Sign and line location plan**

Drawing No. **TM-LT033-3-01**
 Scale: **1 / 1000**
A3

