



Report to Policy Committee

Author/Lead Officer of Report: Tom Finnegan-Smith

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Report of: Kate Martin, Executive Director of City Futures

Report to: Transport Regeneration and Climate Committee

Date of Decision: 14th June 2023

Subject: *Report objections to the Experimental Traffic Order for Division Street*

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? (2119)				
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“The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended).”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 the Experimental Traffic Order for Division Street, to report the receipt of objections and set out the Council's response.

Recommendations:

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

Approve that the Experimental Traffic Order be made permanent. Objectors will then be informed of the decision by the Council's Traffic Regulations team. The order will be made permanent by way of a Traffic Regulation Order which makes the provisions of the Experimental Traffic Order permanent, in accordance with the procedure set out under the Road Traffic Regulation Act 1984.

Background Papers:

[Active travel fund: local transport authority allocations - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

Appendix A (at the bottom of the report): 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: Damien Watkinson
		Legal: Richard Cannon
		Equalities & Consultation: Ed Sexton
		Climate: Jessica Rick
	<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	SLB member who approved submission:	<i>Kate Martin Executive Director of City Futures</i>
3	Committee Chair consulted:	<i>Councillor Ben Miskell, Chair of Transport Regeneration and Climate Policy Committee</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 SLB member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	Lead Officer Name: Tom Finnegan-Smith	Job Title: Head of Strategic Transport, Sustainability and Infrastructure
	Date: 5 th June 2023	

1. PROPOSAL

Background

- 1.1 In May 2020, the Department for Transport allocated a total of £1,437,000 to the South Yorkshire Mayoral Combined Authority, for the implementation of temporary projects for the coronavirus (COVID-19) pandemic. Of this allocation, Sheffield City Council received a total of £584,000 and was specifically instructed by the Department for Transport and South Yorkshire Mayoral Combined Authority, to be spent on measures to enable social distancing, walking and cycling.
- 1.2 The allocation was spent on a number of measures across the city with the three core principles of the programme to re-allocate road space to active modes of transport and recreational space (including street cafes), supporting opportunities for exercise and create spaces for safe pavement queuing (for shops, schools, bus stops etc).
- 1.3 Division Street is one of the busiest areas in the city centre with a range of businesses located here. There is high flow of both vehicles and pedestrians. As it is a key route through the city centre, it remained relatively busy during lockdown. In order for pedestrians to social distance along the street people would need to walk on the road, thus creating a risk for vehicle/pedestrian conflict. As a result the area was identified for mitigation.
- 1.4 Whilst this report relates directly to the ETO period, and previous temporary closure associated with Covid-19, there was a previous trial closure of this section of Division Street on the 19th and 20th October 2019. This weekend closure was requested by Cycle Sheffield in order to trial the implications of greater levels of pedestrian and cycle priority in areas of the city centre. A summary of the trial was produced and arising from this Cycle Sheffield requested that Sheffield City Council 'consults on and designs and implements a daytime pedestrian area along as much of Division Street and Devonshire Street as possible'.¹

The Scheme

- 1.5 In August 2020, a number of changes were made to Division Street as part of the Covid 19 Emergency Response Programme. Traffic was temporarily restricted in the area of Division St between Westfield Terrace and Rockingham St under a Temporary Traffic Regulation Order ('TTRO'), made in accordance with the Traffic Orders Procedure (Coronavirus) (amendment) (England) regulations 2020 (Statutory Instrument No. 536) ("the SI") that came into force on 23rd June 2020. The temporary restrictions, implemented because of the likelihood of danger to the public and for purposes connected with coronavirus, facilitated the works.

¹ <https://www.cyclesheffield.org.uk/2019/11/17/division-street-and-devonshire-street-pedestrianisation-cyclesheffield-assessment/>

- 1.6 In January 2022, these temporary changes were extended and revised to allow access to the private car park on Canning St with Devonshire Lane closed due to temporary building works. These changes were achieved with an Experimental Traffic order ('ETO'), made in accordance with Section 9 and Schedule 9 of the Road Traffic Regulation Act 1984. The order came into operation on 17th January, 2022.
- 1.7 While it would appear on street that the restrictions under the ETO are largely similar to those implemented under the TTRO, the nature of the restrictions is different. The Council wished to properly test the merits of the scheme and determine whether the changes should be implemented long term. An ETO is therefore significantly different to a TTRO – both are temporary, but only the ETO can potentially be made permanent. The ETO process enables the public to feedback on the merits of the scheme, and any relevant objections received must be taken into account before a decision is made to make the changes permanent.
- 1.8 The provisions of the ETO included the prohibition of driving on Division Street from its junction with Canning Street to its junction with Rockingham Street. Driving was prohibited except for permit access and loading at permitted times on Canning Street and Division Street from its junction with Westfield Terrace and its junction with Canning Street. The one-way direction was reversed on Westfield Terrace to provide an exit for vehicles from Devonshire Street with Trafalgar St temporarily closed due to works. The on-street parking bays between Eldon Street and Westfield Terrace were removed and instead used as widened footpaths. The parking laybys between Rockingham Street and Carver Street were removed and are also now being used as widened footways.
- 1.9 The statutory process was followed and the required street notices and press advertisements were published. In March 2022, the Council sought feedback for the ETO through a local letter drop and followed up with discussion with Local Members.

This report details the consultation response to the introduction of an ETO on parts of Division Street and Canning Street, reports the receipt of objections and sets out the Council's response. The ETO is temporary in effect and it cannot be made permanent without the Council considering any objections received and deciding whether that should occur.

2. HOW DOES THIS DECISION CONTRIBUTE ?

- 2.1 In 2020, the Covid-19 pandemic drastically changed travel patterns with significant increases in walking and cycling. This created an immediate need for more physical space to enable people to social distance safely. This was primarily needed in busy shopping and hospitality areas, such as Division Street. Many of the changes made in response to Covid-19 presented other benefits for the areas they were implemented in, such as improved access for cyclists and pedestrians and enhanced street scene and capacity for food and beverage businesses from outdoor seating.
- 2.2 In 2018, Sheffield City Council undertook a public consultation exercise to support the [Sheffield Transport Strategy \(2019\)](#). The results showed that many of the respondents wanted improved cycling infrastructure. Many respondents stated they would like to cycle more but currently do not due to safety concerns. Before the changes were made on Division Street, the infrastructure was not suitable for cyclists to feel safe travelling through this section of the city centre.
- 2.3 The Sheffield Transport Strategy (2019) details 3 core objectives:
- A city that's easier to get around
 - A better connected Sheffield
 - A safer and more sustainable Sheffield
- 2.4 Within the Sheffield Transport Strategy (2019) the third objective outlines the following key aims:
- Sustainable safety, safe walking and cycling as standard
 - Improved air quality and working to manage congestion
 - Improving poor health and poor access to jobs and services
- 2.5 The third objective specifically mentions safe walking and cycling as standard as well as working to manage congestion. Before the changes were made at Division Street there was not previously suitable provision for safe cycling through this section of Division Street.
- 2.6 The Sheffield Transport Strategy (2019) also details specific actions for active travel such as improving infrastructure for cycling in the city centre. Particularly in areas where there is the greatest opportunity to relieve the city centre of car trips. The public consultation results showed around 13% of car drivers would prefer to cycle when making their most common trip. The Sheffield Transport Strategy (2019) also details actions for walking such as improving accessibility in the areas in and around the city centre and improving the public realm.
- 2.7 The prohibition of driving on parts of Division Street creates a safer environment for cyclists on this section of Division Street. Before driving was prohibited, people

could not cycle safely with a high flow of traffic travelling along the route and a lot of parked cars. The changes made mean that drivers cannot travel along the full length of Division Street which removes this from being used as a link as part of a longer trip, whilst still allowing access to businesses for servicing. Reducing the level of through traffic in this way along Division St creates a safer cycling environment.

- 2.8 There is not enough space on parts of Division St for groups of pedestrians to stay on the pavement on the closed section of Division Street. This becomes a safety issue in busy periods with pedestrians often having to walk on the road, increasing the risk of conflict with motor vehicles. The changes allow pedestrians to safely walk through this section of Division St.

Figure 1 – Stats 19 collisions 2018 - 2019

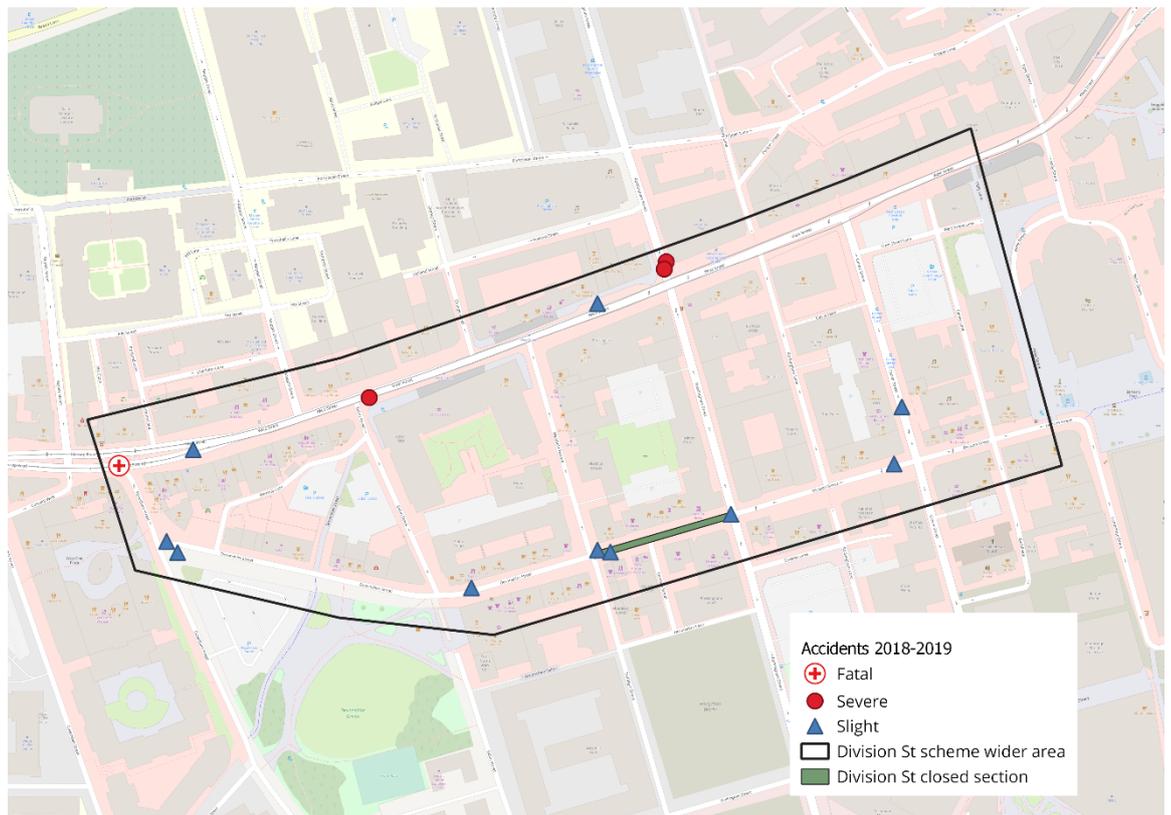
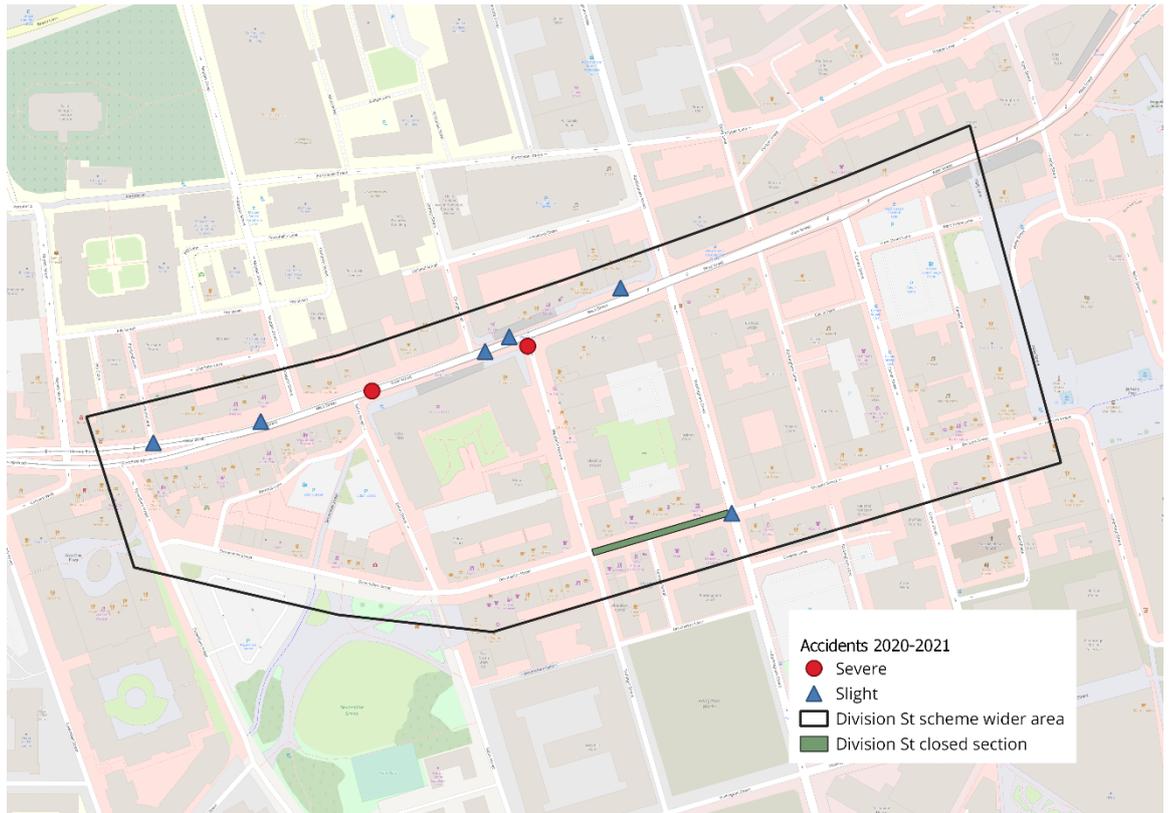


Figure 2 – Stats 19 collisions 2020 - 2021



- 2.9 Figure 1 shows stats-19 collision data for the wider area around the changes made on Division St in 2018 and 2019. Figure 2 shows collision data from 2020 and 2021 for the same area. Whilst the Covid 19 lockdowns will have impacted the number of collisions that occurred in 2020 and the start of 2021, there is a clear reduction in accidents on Division St after the initial temporary changes were implemented.
- 2.10 Since the changes were implemented, many street cafes along the closed section of Division St have taken the opportunity to offer outdoor seating. This was initially in response to covid restrictions however many have continued to offer this since restrictions have been eased. This has allowed them to increase their capacity and improves the local street scene.
- 2.11 Since the one-way restriction was reversed on Westfield Terrace, this has caused issues for cars turning right onto West St. This is due to the tram stop, and when trams are stopped it blocking the left side of the road when turning right onto West St from Westfield Terrace. This causes delays down Westfield Terrace and Devonshire St. If the decision was made to implement these changes on a permanent basis, the council could look to review the changes following completion of the Kangaroo Works construction. This is currently expected to be around September 2023.

3. HAS THERE BEEN ANY CONSULTATION?

- 3.1 The intention to introduce an ETO on Division Street and Canning Street has been advertised in the local press, street notices put up throughout each affected area and letters delivered to all affected properties inviting residents to comment on the proposals. The Executive Member for Climate Change, Environment and Transport, local Ward Members and Statutory Consultees were informed about the proposals at the time of publication.
- 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 by email, as do the notices placed on street.
- 3.3 The Regulations stipulate that any person may object to the ETO being made permanent within a period of six months beginning with the day the ETO came into force, or the day of any subsequent variation or modification. However, comments and objections received after the closing date are normally added to the collation of responses and duly considered.

ETO Consultation Responses

- 3.4 There have been 17 respondents to the consultation, 6 of these were objections and are detailed in Appendix A below.
- 3.5 Officers have replied with an acknowledgement or answering specific questions posed by the responses to the ETRO. This clarified the proposals to ensure that the objectors were fully informed before making formal objections to the scheme.
- 3.6 Two respondents have suggested closing both ends of the pedestrianised area. Whilst this would make it safer for pedestrians and cyclists this would remove access to the private car park on Canning Street with the current closure of Devonshire Lane.
- 3.7 A few respondents expressed concerns around cyclists travelling at speed on the pavement, with 2 responses stating cyclists had collided with them. The design of the scheme expects that people act within the laws and standards of the highway code. In some instances cyclists are potentially using the footpath to avoid vehicles that have entered the pedestrian and cycle zone during the vehicle restricted periods. Deterring these vehicles through enhanced enforcement would reduce such instances of conflict – see 3.9 below.
- 3.8 One respondent stated that the closure of this section of Division Street restricted access to their home. The respondent was informed of other routes they could take to their home which would avoid the closed section of Division Street.
- 3.9 Two respondents expressed concern over a lack of enforcement of the restrictions in the pedestrianised area of Division Street. This has restricted access to the private car park on Canning Street due to cars parking in the pedestrianised zone. If

the decision was made to keep the changes, the council could look to install a re-deployable enforcement camera. Initially this would be through liaison and collaborative working with South Yorkshire Police and, subject to receiving confirmation that we have been awarded powers to enforce moving traffic offences, which is expected in Summer 2023, we will be able to consider if more permanent camera enforcement would be appropriate.

- 3.10 Two respondents have expressed concerns around a lack of space for delivery drivers. Loading and unloading is permitted from midnight to 10AM within the pedestrianised zone. Once the Kangaroo Works construction has completed the council can undertake a review of the current restrictions (as Trafalgar St and Devonshire Lane will be re-opened).
- 3.11 One respondent raised concerns around pedestrians lacking caution when crossing the closed sections of the road. The design of the scheme expects that people act within the laws and standards of the highway code.
- 3.12 Two respondents raised concerns around the lack of enforcement of double yellow lines on the narrowed section of Devonshire Street. Parking Services have confirmed that drivers parking or loading within the pedestrian and cycle zone restrictions is subject to an instant issuing of a Penalty Charge Notice. Through a recent review it has been highlighted that some improvements to the signage and lining within the pedestrian and cycle zone are required and these will be implemented if the decision is made to make the scheme permanent.
- 3.13 One respondent suggested the two-way access combined with parked lorries, vans and cars along Division St is causing congestion. During Midnight – 10am access is allowed for motorised vehicles and during these times it is expected that the level of access should be manageable, although the levels of abuse of the access restrictions is potentially contributing to the problem reported. Improving enforcement is covered in 3.9 above.
- 3.14 Two respondents have raised concerns around how emergency services would access the pedestrianised area with the existing access issues. Whilst there is a prohibition of driving in place it is considered that the current physical measures in place on Division Street still allow access by emergency services to all premises accessed from Division Street and Canning Street.
- 3.15 One respondent asked how their staff will access cycle parking on Canning Street safely. Under the new layout cyclists would use the shared pedestrian/cycle zone on Division Street and Canning Street, being cautious of vehicles. Although the scheme does allow access for permit holders, there should be less cars on this section of road as a result of the scheme. Once the Kangaroo Works construction has completed the council can undertake a review of the current restrictions, as Trafalgar St and Devonshire Lane will be re-opened. This is likely to mean that the access for permit holders exemption can be removed (through an amendment to the ETO) from Division Street and that there should be no vehicles entering during the prohibited times.
- 3.16 Two respondents accounted an incident that occurred with a van forcing its way down the pavement in the pedestrianised area ripping off a security shutter runner.

The scheme is designed with the expectation that people act within the laws and standards of the highway code.

- 3.17 A few respondents have expressed their concerns around the lack of parking for both staff and customers of local businesses. Although the scheme does reduce parking on this section of Division Street, it also creates a much safer environment for staff/customers arriving by walking or cycling. In terms of the impact of changes on the number of customers at local businesses, we have had multiple positive responses from local businesses saying the changes have benefited them. Whilst we recognise not all businesses can benefit from the extra space (e.g. additional seating for cafes), surrounding businesses should still benefit from additional visitors to the local area.
- 3.18 One respondent raised an issue around the change of the direction of traffic on Westfield Terrace. The tram stop at the West Street junction with Westfield Terrace is leading to cars being blocked from turning right onto West Street when a tram is stopped. The respondent suggests this is causing traffic to back up onto Division Street. Once the Kangaroo Works construction has completed the council can undertake a review of the current restrictions, as Trafalgar St and Devonshire Lane will be re-opened.
- 3.19 Two respondents have expressed concerns around cyclists and scooters ignoring the one-way restriction on Westfield Terrace. The scheme is properly signed and designed with the expectation that people act within the laws and standards of the highway code.
- 3.20 Two respondents have expressed concerns around their elderly and disabled clients not being able to be dropped off outside their business within the pedestrianised section of Division St. With the current closure of Trafalgar St, elderly and disabled people would need to be dropped off on Westfield Terrace to access businesses on the pedestrianised section of Division St. This is not deemed to represent an unacceptable reduction in accessibility. Additionally, once the Kangaroo Works construction has finished people could also be dropped off on Trafalgar St.
- 3.21 Two respondents have expressed concerns around loading and unloading at the end of their day from their business within the closed section of Division St. Loading and unloading for businesses in the pedestrianised area of Division St can be done within the pedestrianised area from midnight to 10AM. After 10AM loading and unloading could be done nearby on Westfield Terrace. Once the Kangaroo Works construction has finished loading and unloading could also be done on Trafalgar St.
- 3.22 Two respondents have suggested moving the pedestrianised area of Division St to the section between Devonshire Chippy and The Forum as this section would not require access to a car park and the Westfield Terrace one-way could be reverted back to southbound. This would result in vehicles travelling eastbound along Devonshire St having to make a U-turn at the junction with Eldon St and deemed not to encourage the expeditious, convenient and safe movement of traffic.
- 3.23 Two respondents have suggested the completion of the Kangaroo Works construction and re-opening of Trafalgar St and Devonshire Lane will not solve the issues the closure is causing them. The completion of the Kangaroo Works

construction will result in the private car park on Canning St also being accessible via Devonshire Lane. This will present an opportunity for the council to review the current changes in relation to the issues raised in the objections to the ETO.

Other Consultation Responses

- 3.24 A meeting has been held with a local business owner on Division St with multiple concerns around the scheme. All the concerns related to the scheme have also been submitted within written objections and are detailed within Appendix A (bottom of this report).
- 3.24 Supertram support the proposals.
- 3.25 One local business located outside of the pedestrianised area on Division St has requested for the whole street to be pedestrianised. They are part of a global chain of bars and state they have consistently found those in open pedestrian focused areas perform better than others.
- 3.26 One respondent who lives in a first floor flat overlooking the pedestrianised area states they have noticed a big reduction in noise from vehicles when working from home.
- 3.27 Overall, 11 of the 17 respondents have supported making the changes permanent.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

- 4.1.1 The scheme is expected to have a positive impact on people walking and cycling through the city-centre in general.
- 4.1.2 The scheme is expected to have a positive impact on health as it makes travelling by walking and cycling more attractive through the city centre as oppose to driving. The scheme will also have a positive health impact associated with improved safety.
- 4.1.3 The scheme is expected to have a minor negative impact on elderly people as they will not be able to be dropped off on the closed section of Division St. However the overall impact on elderly people is neutral as they will benefit from improved safety.
- 4.1.4 The scheme is expected to have a minor negative impact on disabled people as they will not be able to be dropped off on the closed section of Division St. However the overall impact is neutral as they will benefit from improved safety.
- 4.1.5 The scheme is expected to have a minor negative impact on expectant parents and parents with children as they will not be able to park or be dropped off on the closed section of Division St. However the overall impact is neutral as they will benefit from improved safety.

4.1.6 The scheme is expected to have a positive impact on local businesses along Division St due to increased footfall. Hospitality businesses along the closed section of Division St also benefit from the ability to offer outdoor seating. The majority of feedback from the ETRO has been positive related to the increased footfall and outdoor seating. However a hairdressers within the pedestrianised zone has objected to the scheme. A shop just outside of the pedestrianised zone has also objected to the scheme.

4.1.7 There are no significant equality impacts identified.

4.2 Financial and Commercial Implications

4.2.1 There are no additional capital costs related to the making of the ETRO. These will be picked up within existing budgets. The maintenance costs of the highway changes have been accrued into the Amey contract meaning that the commuted sum related to the existing scheme has been accounted for.

4.2.2 If the ETO is allowed to lapse, the removal of planters and signage will need to be provided and programmed. This will require gateway into the Transport Capital Programme and a funding estimate and funding source determined in light of current construction and material costs.

4.2.3 If the provisions of the ETO are made permanent, the Council would look to undertake a review of the changes when the Kangaroo Works construction is finished. This will be developed in more detail once the works have been completed and the Council is in a position to properly assess their impact. This would include at that point the potential for the existing street scene to be enhanced.

4.3 Legal Implications

4.3.1 The Council has the power to make an Experimental Traffic Order (ETO) under Section 9 of the Road Traffic Regulation Act 1984 ('the 1984 Act') 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 ETO, it must consult with relevant bodies in accordance with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 ('the Regulations'). 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. The Council has complied with these requirements. An ETO can continue in force for a maximum of 18 months.
- 4.3.3 The Council has the power to make a Traffic Regulation Order which has the effect of making the provisions of an ETO permanent according to Regulation 23 of the Regulations. 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 ETO permanent. Those objections are presented for consideration in this report.
- 4.3.4 If there are modifications or variations made to the ETO within 12 months of it being made, a statement of those modifications is required to be deposited with the copy order available for inspection. No such changes have been made to the scheme proposed.
- 4.3.5 In exercising the aforementioned powers, the Council is under a duty to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) as per section 122 of the 1984 Act. In doing so the Council must have regard to the desirability of securing and maintaining reasonable access to premises, the effect on the amenities of any locality affected, any applicable national air quality strategy, the importance of facilitating the passage of public service vehicles and any other matters appearing to the local authority to be relevant. The Council is considered to be fulfilling this duty in implementing the proposals in this report.
- 4.3.6 The Council is under a further duty contained in section 16 of the Traffic Management Act 2004 ('the 2004 Act') to manage its road network with a view to securing the expeditious movement of traffic on that 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 2004 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.
- 4.3.7 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.

4.4 Climate Implications

- 4.4.1 The prohibition of driving on parts of Division Street and Canning Street will make travelling by car a less attractive mode of travel to Division Street and other parts of the city centre. In contrast the vast increase in space for pedestrians and cyclists will make travelling by walking and cycling a more attractive mode of travel to Division Street and other parts of the city centre. This should lead to lower vehicle emissions and improved air quality.
- 4.4.2 A climate impact assessment has been undertaken with an overall positive impact on CO2 emissions.

5. ALTERNATIVE OPTIONS CONSIDERED

- 5.1 Considering the objections received, consideration was given to recommending the removal of the modal filters and allowing motor vehicles to drive along all of Division St again. However, such a recommendation could result in many of the benefits outlined in the report such as improved safety for cyclists and pedestrians and space for outdoor seating being lost.
- 5.2 Consideration was also given to implementing a westbound one-way restriction through the currently pedestrianised section of Division St, keeping half of the road pedestrianised or for outdoor seating. However, such a recommendation would increase the flow of traffic travelling along Division St and reduce safety and accessibility for cyclists.
- 5.3 Consideration was also given to re-instating the original one-way on Westfield Terrace to southbound. However, such a recommendation would result in traffic travelling east on Devonshire St having to make a U-turn when at the junction with Westfield Terrace. This option could be re-assessed once the Kangaroo Works construction has finished.
- 5.4 Consideration was also given to fully pedestrianizing the section of Division St between Rockingham St and Westfield Terrace. However, such a recommendation would remove access to the private car park on Canning St. This option could be re-assessed once the Kangaroo Works construction has finished.

6. REASONS FOR RECOMMENDATIONS

- 6.1 The prohibition of driving on parts of Division Street creates a safer environment for cyclists on this section of Division Street. Before driving was prohibited, people could not cycle safely with a high flow of traffic travelling along the route and a lot of parked cars. The changes made significantly reduce the number of cars travelling along Division St creating a safer cycling environment. This should help encourage more people to cycle along the route and through the city centre.

- 6.2 The prohibition of driving on parts of Division Street creates a safer environment for pedestrians. There is not enough space for groups of pedestrians to stay on the pavement on the closed section of Division Street. This becomes a safety issue in busy periods with pedestrians often having to walk on the road, increasing the risk of conflict with motor vehicles. The changes allow pedestrians to safely walk through this section of Division St.
- 6.3 Since the changes were implemented, many street cafes along the closed section of Division St have taken the opportunity to offer outdoor seating. This was initially in response to covid restrictions however many have continued to offer this since restrictions have been eased. This has allowed them to increase their capacity and improves the local street scene.
The scheme is also a good strategic fit with the key aims of the third core objective of the Sheffield Transport Strategy (2019):
- Sustainable safety, safe walking and cycling as standard
 - Improved air quality and working to manage congestion
 - Improving poor health and poor access to jobs and services
- 6.4 Having considered the response from the public and other consultees it is recommended that the Division Street ETRO be implemented as, on balance, benefits of the scheme in terms of safety and sustainability outweigh the concerns raised. It is also recommended that a re-deployable enforcement camera is installed to enforce restrictions in the pedestrianised area. It is also recommended that a review of the changes be undertaken once the Kangaroo Works construction has completed.

Appendix A Objections

<p>1</p>	<p>The section of Division Street that is closed (between Westfield Terrace and Rockingham street) is great. However only one end of it is closed. The Westfield terrace section of Division Street is still accessible to cars. It would be improved if access is impossible at both ends.</p> <p>Additionally many cars race around Westfield Terrace and Eldon Street. It would be better if all of Division street was closed to traffic.</p>
<p>2</p>	<p>I have been advised to forward my email to you in regards to the chaos on Division St, as I have had no response or acknowledgement from any of the people I copied into the original email inc Tom Finnegan-smith. The only person to contact me and help is the Lord mayor, which I'm very grateful for . Since writing the original email I have been struck on my arm by a bicycle that looked motorised as I stepped out of the salon, who was on the pavement . He turned and looked at me and just rode off, I find this unacceptable and a continuing issue.</p> <p>In all my 20 years at this salon I've never experienced anything like what has happened over the last 2 years since the experimental traffic regulations order was put in place.</p>
<p>3</p>	<p>You have blocked division street to cars, this is preventing me accessing my home, please can you give me details of who and what I have to do to lodge a complaint. Thankyou.</p>
<p>4</p>	<p>Further to your notification regarding the opening of a consultation period, I would like to submit the comments on behalf of [REDACTED], Sheffield, S1 4EB.</p> <ul style="list-style-type: none"> • There are issues getting into Canning Street (where our car park access is located), particularly as delivery drivers and other vehicles can park just in front of the closed off area. There appears to be little, if any, traffic enforcement and at peak times causes significant challenges for cars and particularly lorries endeavouring to access this area. A lack of designated space for drivers (such as Deliveroo or Just Eat) picking up from local restaurants in the area makes leaving the area impossible at times. Many of food vendors have included this as part of their offer (through the pandemic), but there seems to be little or no consideration to what impact this is having on creating traffic congestion in a very small area. Our building is open between 7am – 7pm, Monday – Friday and we must have clear access to our building and car park during these hours, which the closures as they are is not providing. I have attached a sample of photographs showing the problems. • Pedestrians aren't using caution when crossing Division Street or Canning Street. There is little/no signage advising pedestrians to use caution as there is still moving traffic. • Whilst the widening of the pathways for social distancing purposes was an effective public health measure, this has made Division Street, specifically in the area from BB's Restaurant to the Forum extremely narrow. Given the lack of parking enforcement on the double yellow lines outside of these buildings, the road becomes wide enough for one vehicle only, causing significant traffic congestion and risks to pedestrians at peak times. • Cars parking further up Division Street again cause significant access issues as there is often double parking. Even without the double-parking issue, the 2-way access causes congestion as there is insufficient space for a parked vehicle and then 2 vehicles moving in opposite directions. Adding the many lorries and vans that use division Street, it very quickly becomes a constant bottleneck and area of blockages and delays. • It is still unclear what the plans are for reopening Devonshire Lane following the completion of the Kangaroo Works redevelopment, which is a useful access to Canning Street and our car park. <ul style="list-style-type: none"> o Will it reopen? o Will it be 1-way or 2-way as it was previously? o What the access availability be (lorries were unable to use this lane previously as it wasn't wide enough)?

	<p>We need further clarification regarding the accessibility plans for this whole area to make further informed decisions.</p> <ul style="list-style-type: none"> • How will emergency service vehicles access the buildings around this potential restricted area? As mentioned above there are already accessibility issues, and this could further compound the challenges potentially causing risk to life and property. • How will safe access to our cycle parking located off Canning Street be achieved for cyclists? <p>I look forward to hearing the results of the consultation and how Sheffield City Council are going to alleviate our concerns and the challenges faced by this proposed solution.</p>
5	<p>Hi once again were having problems on division street yesterday we had a van come up the middle road on to the closed off part of division street and force its way down the pavement between our salon and the bollards in doing so ripping the security shutter runner off leaving us vulnerable last night. The police are now dealing with this but would not have happened if the road was open also we now have people drinking alcohol in the street and not social distancing. Still having problems with cyclists flying down the pavement partly because the people sat in the street drinking and hanging around are now blocking the openings in the barriers for cyclists and pedestrians. I thought that the idea of closing the road was for Covid 19 and social distancing as your signage says this is obviously not the case, it also makes it a bit daunting for my wife locking up and leaving work at night with the days takings with people hanging around outside that is only going to get worse as the nights draw in. It is not going to be long before someone gets seriously injured or business end up closing. Hope for your response thanks [REDACTED]</p>
6	<p>I still have had no response from you regarding division street closure as I have been struck again by a cyclist on the pavement due to you closing the road this is very dangerous and I expect a response</p>
7	<p>It has been brought to my attention that you are seeking out reviews in relation to the permanent changes of traffic regulations on Division Street. I myself am a business owner at [REDACTED] positioned on Devonshire Street. I would like to know more about the positive feedback on these changes? Yet no mention of any negatives.</p> <p>I personally have spoken to many other businesses around after receiving this letter this morning, and we decided to call a meeting to discuss further. There is a general census that this has and will negatively impact our businesses. We all agree that it would not be a good idea to go ahead with these plans. Also, I do not recall yourself, or anybody coming out to see any businesses in regards to this.</p> <p>I am struggling to understand how you come to this decision considering the daily inconveniences and incidents that have happened in the area since the road and parking closures. The biggest instance happened to myself. My car was rightfully parked across the road outside of my store as I was unloading a delivery. During which, a Tesco lorry ripped through the side of my car causing damages up to £8,000, not to mention the inconvenience this caused in terms of hiring a new car etc.</p> <p>As per mentioned, if you actually came out to witness this distribution then you would understand how severe this situation is. All the delivery drivers are unable to safely maneuver around, and there's nowhere for them to load/unload, a critical part of any businesses in the area. I also struggle to see how this will positively work out for people who work and shop in the area. The lack of parking availability is a serious concern in my opinion for both workers and customers. I personally have to walk half a mile and pay £10+ per day to park. In addition, I have also had customers say that they have called off their visits due to no parking around.</p> <p>I can understand how hospitality businesses can see this as a positive change for them. Essentially they are able to double their seating areas and consequently boost their business. However, my store and many other different businesses in the area who cannot operate like this and therefore are not able to reap these benefits.</p>

	<p>Although positive for some, this does not justify the amount of business others have lost since the closure of the streets and parking spaces.</p> <p>It's tough due to COVID, but to hear you now think this is a positive long term solution is not acceptable. Our clients complain endlessly due to parking unavailability. And the parking which is available is too expensive, and sadly not enough.</p> <p>In reference to the markets, previously when these had taken place all the stalls blocked half of the road's business off, and led the footfall down the center of the road, and away from our store. People are simply unable to see our store, and as permanent residents of the area this is unacceptable.</p> <p>I would like to suggest that you provide an opportunity at your earliest convenience to personally visit the area, and discuss this with the permanent residents, opposed to sending a letter which may be missed and our concerns not voiced. If you require any more information please do not hesitate to contact myself and [REDACTED].</p>
8	<p>I am writing to you as the owner of [REDACTED] Division Street in the 6 month period to respond to the experimental traffic regulation order for Division St as requested from your letter dated 14th Jan 2022.</p> <p>I have had very strong feelings on the road closure pretty much from day 1. After returning to the salon after lockdown to clean and prepare the salon for reopening we were faced with the road closure barriers which we needed to gain access outside the salon. We needed access as we had a van full of stock, cleaning products and maintenance materials to transfer into the salon. After 1 hour of been at the salon we were on the pavement cleaning graffiti off the front elevation of the property when all of a sudden we had a policeman on horseback squeezing past us which should have been on the road but because of the barriers they mounted the footpath and forced us out of his way. My husband queried this with him and took a photo, the policeman's response was 'he had to use the pavement as the road was blocked' and when he saw us taking a picture he asked if we wanted him to turn around and gallop back up the footpath for a video, which we didn't find particularly funny as we'd just nearly been trampled on. We have looked this up and according to the information we have found pedestrians have priority on a public footpath. There was also a female officer on horseback who used the opposite and empty pavement. They both seemed to be there for no apparent reason as the city centre was like a ghost town.</p> <p>On reopening of the salon the road was still barriered off, we had a white van that came up Canning St turning left onto Division St to exit the 'pedestrian area' by mounting the pavement and tried to squeeze between the bollards and my salon, in doing so ripped the shutter off the front of the building. As this happened I had a full salon and also a lot of people in the 'pedestrian area' . Myself and my staff rushed outside to see the van start to reverse , to go back the way he came from. A member of staff chased the van whilst on the phone to the police , the van stopped the driver got out but seemed totally out of it, the driver got back in his van and sped off at speed. As to date we have still not heard anything back from the police. Our landlord has had the cost of repairing the shutter.</p> <p>Moving forward the road was then pedestrianised but with access for loading up until 10am and permit holders only. So how can this be a 'pedestrian area' if there is a car park that need's all day access?</p> <p>In the time that this has been in place I have spent 40+ hours a week in the salon so I have first hand knowledge and also my husband has photographic evidence that there is a constant stream of vehicles in and out of this area all day everyday. A lot of which seem to be über eats. Which have been confronted on numerous occasions, which we get a vile aggressive response that ' we are delivery drivers and don't need a permit!?' Along with these vehicles in and out of the 'pedestrian area' , cyclists inc general public cyclists and deliveroo on pedal and electric cycles and scooters whip up and down the pavements , and come down Westfield Terrace from West St illegally as it is a one way street. Riding on pavements is apparently also against the</p>

law as pedestrians have priority on public footpaths. With this in mind our clients , my husband and myself included have been struck, had near misses or had to get out of the way of these kind of vehicles. If we say anything we get 1 or 2 fingers shown to us , abuse or one lovely cyclist pulled down his shorts and exposed his bum, this guy seemed to be a professional cyclist given his out fit so should know better. We would be interested to know how to report these offences as we have no way of identifying them, so they are basically untouchable unless a police officer catches them in the act, which is highly unlikely as in the time it has been closed we have seen police patrolling 3/4 times , unless an event is happening.

Same goes for parking enforcement we have only seen 2 parking attendants twice in this time. My husband questioned the parking attendants in regards to cars entering the 'pedestrian area' without permits and also not to mention the huge amount of cars parked all the way down Division St right up to the forum on double yellows and pavements. Also at the bottom of Westfield Terrace and Eldon St which he has hundreds and hundreds of photos over the last couple of years to prove this. The response he got from the parking attendants is there is nothing they can do because by the time they get their cameras out they get in their illegally parked vehicles and drive off. He also questioned the police on the same matter ,whilst doing so 2 cyclists came down Westfield Terrace the wrong way ,mounted the pavement and cycled up the 'pedestrian area' on the footpath , he asked 'aren't you going to do any about that?' Their response 'not what we're here for, not our job' . We don't see how you can consider closing this section of road permanently when you have not been capable of policing it or enforcing in the time the temporary closure has been in place. In our opinion it either needs to be fully closed to vehicles or reopened, how can you have a 'pedestrianised area ' that vehicles can still use if they have a permit and as you haven't been able to police it without a permit.

Also Westfield Terrace was originally designed to be accessed from West St hence the sweeping junction from either direction , but when the temporary 'pedestrian area' was put in place the direction of traffic was changed on Westfield terrace , but instead of altering the road to suit , all that has happened is the signage has been swapped round eg no entry signs off West St and the one way arrows turned around , this now means that when you exit Westfield Terrace onto West St if you are turning right you're sent out into the centre of a tram stop, if there is a tram at the stop in our experience it can back the traffic up right back to Division St, so once again we've got standing traffic , roads blocked which I thought this it what the scheme is trying to avoid. Also some people just pull out anyway and overtake the tram which I didn't think was legal, this happens on a regular basis.

I , as the owner of the salon would like to try and get across to you how my business has been affected by the temporary closure, this is as follows;

Some of our clients are either disabled , elderly or both have had to go elsewhere as they used to get dropped off directly outside of the salon and helped in by myself or on of my colleagues and picked back up directly outside by taxi or a family member which is now impossible to do. Most of them have said once the temporary closure has gone they will return, so if it doesn't reopen that is a loss of clients and business to the salon.

I also have a problem with the now limited access we have to the salon . For instance my husband drops me off in the morning and picks me up at closing time , he now has nowhere to pull in and wait legally, which is a massive inconvenience as he is partially disabled with rheumatoid arthritis and I myself see a chiropractor, physiotherapist and sports massage therapist as I suffer with severe back problems. We have approximately 100 wet towels and gowns (laundrey) to take from the salon every night and bring back the following morning. As we have access into the ' pedestrian area' up until 10am dropping the laundry off is not a problem, but collecting it at night which is either 6pm or 7pm we have no access to the 'pedestrian area' so often find myself having to struggle with the bags full of wet laundry sometimes up onto West St. which all my medical advisors have advised against. This was never an issue before the road closure.

We are also struggling to get deliveries because they can turn up anytime of the day , inc ourselves bringing stock and getting any maintenance work done. Even if we had a permit there is still nowhere to pull up and unload or park.

This business has been around for 23 + years , the last 3 owned by me with no problems what so ever until the temporary road closure, which is causing chaos. We are now having more and more clients turning up late which has a knock on effect with our scheduled day and complaining that things keep changing with parking and access to the city centre and it's getting less and less convenient to use the centre, not to mention the ever increasing parking charges.

We thought the regeneration of the city centre was to attract more people from outside the city in. Up to now the only businesses benefitting from the closure are places like Frog & Parrot, Copper Pot, Lucky Fox, Steam Yard , Heavenly desserts, Mr Miyagi etc (all of these been hospitality eating /drinking) of which most of the clientele on a day to day basis are people/students that live in or around the city centre. There are other businesses like mine offering services which I know have been affected.

From my point of view we as a business have literally thousands of clients on our books which the majority travel in from outside of Sheffield from areas such as Rotherham, Wickersley , Barnsley , Watch upon Dearne, Peak District, Derbyshire, Dronfield, Chesterfield, Nottingham and one client that comes from Scotland. Most of these clients would have their hair done and then spend time in the centre eating , drinking and shopping. But most now say 'if they weren't coming into our salon ,they wouldn't come into the city centre at all as it's so difficult to get into and park and there are very little shops to go to after or before ' . So as a whole our business is suffering from what Sheffield city council are doing , but as I have just pointed out our business is contributing massively to other businesses.

On top of all these continuing problems , in the late summer of last year we received a letter from [REDACTED] (Sheffield city Council) that hedgerow market will be delivering the first of four events which would be 21st Aug , 18th Sept, 9th Oct, 6th Nov apparently to increase foot fall and make a positive impact on my business, which meant on these dates the roads would be closed to vehicles from 9am between Eldon St and Rockingham St. The letter states that all market stalls will be in the middle of the road so access to my business won't be restricted, it also stated that there would be extra seating and live music. On the morning of the first date we arrived at approximately 8.40am and couldn't get anywhere near my business as the road had already been closed off with concrete blockades, market stalls going up and a stage been erected diagonally opposite our salon. We were point blank refused entry , even though this closure shouldn't have been there until 9am. Not to mention the fact that god forbid any one or businesses needed a blue light service they would have not been able to get through the concrete blockade and past the stage and market stalls. My husband made a comment on this to one of the organisers who said 'oh I don't know, I suppose they'd have to come through the building site', so in other words they didn't know. This meant we had to walk from Eldon St junction along Division St to the salon with laundry, 2 huge bails of toilet rolls , cleaning products etc this took 4 trips to do so, and surprise surprise because of the event a traffic warden was waiting to ticket my husband's van. I had to start work but my husband got in touch with [REDACTED] straight away . She said that it was totally unacceptable if the letter stating times and dates was sent out it should be adhered to, she assured him it would be sorted for the next date. The next event arrived and once again the road was already closed before 9 am . We spoke to one of the events organisers who apologised and moved the movable barriers to allow us access, as the stalls were already been set up , we had to squeeze between the pavements edge, the stalls and the vans which were parked part on the pavements giving very little room for access , the guys setting the event up f'd and jeffed as we went past saying we shouldn't be there the roads closed for a reason. We unloaded the van my husband left and had to move the barriers himself as they would no longer cooperate. He once again got in touch with [REDACTED] , who once again apologised and assured it wouldn't happen again, but it did on the next event. On the first event day the stage set up as I previously said diagonally opposite the salon had ridiculously loud , bass music playing all day. Please bear in mind our clients could be paying up to £140 for the services they are booked in for in what we consider to be a calm , relaxing atmosphere, were absolutely fuming and disappointed with their salon experience. Most clients turned up late once again due

to lack of parking and fight through the droves of people some of which then had to sit 4-5 hours for their services that they were booked in for whilst the horrendously loud music was playing . Not to mention the shouting and screaming and one male urinating outside. Once again brought to [REDACTED] attention who should have records of all of this .

My husband did suggest to her that the organisers moved the market further towards Devonshire green and the stage on Devonshire green where local businesses like ourselves would be less affected, the response we got was that wasn't encouraging foot fall. Once again the only businesses really profiting from the foot fall was the market stalls which was a one off event and the eating /drinking businesses previously stated . Foot fall will never help our business as we are always fully booked weeks in advanced with no need to advertise just good old word of mouth. We have left it as long as possible to write this email and give as much feed back and evidence as we can to show how it has affected and would continue to affect my business, unless the road reopened.

Another incident was a film crew filming on Division St on 1st June 2022, all parking was suspended on Westfield terrace. The roads were still open but the film crews vehicles were parked all over inc double yellows, making it difficult to get through when I was dropped of around 8:40am. When I got picked at 17:55pm the film crew were outside the Frog & Parrot packing their belongings up and trying to load vans ,so blocking the road by turning around and coming down Westfield Terrace the wrong way towards oncoming traffic. My husband spoke to one of the drivers who at this point was next to a one way sign his reply was 'I didn't know' but he also must have come through a no entry. This day clients were late after been stopped so the crew could film scenes, once again with a knock on effect to our schedule.

The most recent thing to affect the business was Sat 9th July 2022, once again received a letter 1 day before the event as I had a few days leave, even if I was at work I would have had 3 days notice which doesn't give me anytime to organise anything as the majority of our appointments are made 6-8 weeks in advance. The letter stated that the road would have a soft closure from 16:30 which will allow access and egress onto the road until approximately 30mins before the fan walk commences at 18:00 which then no vehicle movement would be allowed. My husband arrived at 16:50 to collect myself and the laundry and was not allowed access , the security knew nothing about the soft closure , they were instructed to lock the barriers at 16:30 and only open for blue light access, which once again is not what was stated in the letter. My husband then asked how he was meant to leave as it meant him going back up Eldon St the wrong way, the security said ' when there is a road closure in place it automatically makes the road 2 way which is ridiculous as there was no signage to suggest this, so there was a line of cars coming down Eldon St trying to turn around and then go back up which caused total grid lock. When he eventually got to the top of the road 2 cars had already bumped which added to the chaos.

God forbid one of the businesses needed medical attention or a fire engine as there was no chance of getting a blue light vehicle through without clearing approximately 20 cars out of the way. I witnessed exactly the same on Westfield terrace as I left work. I then had to struggle with the laundry to even get out of my salon as there were that many people pushed up, sat and laid on the pavement outside I had to move them all to even be able to put the shutter down . Not to mention the horrendously loud drumming and chants outside , and once again had clients complaining and not enjoying their salon experience. I have 2 videos for evidence to prove this. Once I had found my husband and loaded up we proceeded to speak to an armed officer who totally agreed with us but there was nothing he could have done to help but did advise to contact the council and local MP.

From the date of doing this email there are obviously more events planned eg Euro's 2022 and the fringe at Tramlines. In the letter I received stating these events there is no mention of Devonshire Green car park been closed , which is already closed and will be throughout I'm guessing? This would be the main car park our clients would

	<p>head for. We will also have the drone and loud music over tramline's weekend which drowns our own music and conversation in the salon.</p> <p>This email has taken a long time and a lot of thought to put together with evidence over the last 2 years. We are sadden to have to do it but it seems the only way to hopefully be heard. If things continue as they are and more closure's happen, unfortunately we will lose more clients/business and this could potentially destroy one of the businesses that has brought a lot of people from far and wide into Sheffield city centre for the last 23 +years.</p> <p>I would kindly appreciate a response on most if not all my concerns and hopefully some positive answers in moving forward. We are willing to have a meeting in regards to all of these matters.</p>
<p>9</p>	<p>You said about business's been happy with the ETRO , well they will be as some have gained outdoor seating for instance Frog & Parrot but thier beer delivery drivers break the law by using Westfield Terrace the wrong way as it is a hill their vehicles have to point down the hill so the barrels/kegs dont roll away. This has been brought to their attention but what other choice do they have so have to continue to break the law. All the ones offering a take away service for example Devonshire chippy, the sushi bar , lucky fox , copper pot and many more using just eat and deliveroo services are the main cause of the unlawful chaos. So my business and clients don't break the law and suffer whilst the other named business's profit from their delivery drivers breaking laws constantly, how is this fair?</p> <p>You also say that there are going to be 20,000 new homes built in the city which you state will bring more footfall to help my business , but that is not what we need. My stylists are booked up everyday every week for months. As we are a well established 20+ year business. What we actually need is our clients to enter the city centre and be able to get parked and be able to access my business safely (Without potentially been moved or knocked by cyclists or vehicles where they shouldnt be) and conveniently without incurring extra charges eg CAZ, road closures and diversions and one off events closing areas and car parks without notice and causing a disruptive atmosphere in the salon which as I've mentioned before they pay a lot of money for a peaceful relaxing experience. It is all these instances that are having a massive affect on my business not the lack of footfall. We also have 4 blind clients and a few partially sighted and a number of disabled and elderly clients that have actually said 'how victimised they feel as its becoming harder and harder to get to the salon safely. A number of these clients used to get dropped off by Taxis or relatives right outside the salon door and either myself or another stylist would walk them in and back out, for the last 3 years this has been impossible as the pedestrian area makes it unlawful for any vehicle to drop off any clients outside my business as they could do previously.</p> <p>Also why was it our part of Divison Street that was closed and not the section between the forum and Devonshire chippy ? As there would be no need for vehicular access to a car park , you wouldn't have had to change the direction on Westfield Terrace which Is not laid out correctly now anyway, and the traffic light junction between Divison St (old Westfield buliding) and Rockingham St would still be safe to use ,that is not the case now as you get cyclists going straight across the junction into 2 lanes of oncoming traffic . Rather than the free-flowing streets we had before .</p>
<p>10</p>	<p>As you state in your email the building works behind us are due to be completed and a lot of the roads reopened, but this will make no difference as when the scheme was put in place 3 years ago all the roads were open , and no building works taking place and we were still having the same issues .</p>