



Report to Policy Committee

Author/Lead Officer of Report: *(Lisa Blakemore, Senior Transport Planner)*

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Report of: *Executive Director of City Futures*

Report to: Transport, Regeneration and Climate Policy Committee

Date of Decision: *24th July 2024*

Subject: *Report objections to the Experimental Traffic Order for the Arundel Gate Bus Gate and Furnival Street Bus Gate*

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? <i>(488)</i>				
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:-				
<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"The (report/appendix) is not for publication because it contains exempt information under Paragraph (insert relevant paragraph number) of Schedule 12A of the Local Government Act 1972 (as amended)."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>				

Purpose of Report:

To report details of the consultation response to the Experimental Traffic Order for the Arundel Gate bus gate and the Furnival Gate bus gate, report the receipt of objections to the order and set out the Council's response.

Recommendations:

- That the Arundel Gate and Furnival Gate Bus Gates Experimental Traffic Order (ETO) is made permanent as currently implemented and in accordance with the Road Traffic Regulation Act 1984 to continue to secure the air quality and public transport journey time benefits realised;
- that objectors are informed of this decision; and
- that further works to make the infrastructure associated with the bus gates permanent are delivered as part of the wider Connecting Sheffield City Centre scheme.

Background Papers:**Appendix A: Counter Context consultation report****Appendix B: Perception survey results****Appendix C: Bus journey time information****Appendix D: Letters of support from bus operators and drivers****Appendix E: Graph of PCN trend****Appendix F: Comments and formal objections to ETO****Appendix G: Equality impact assessment****Appendix H: Climate Impact Assessment**

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: <i>Ed Sexton</i>
	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</i>
3	Committee Chair consulted:
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: <i>Lisa Blakemore</i>
	Job Title: <i>Principal Planner: transport projects</i>
Date: 15th July 2024	

1. PROPOSAL / BACKGROUND

1.1 Our recently adopted [Transport Vision](#) identifies that as part of the ongoing regeneration of the City Centre, improvements to accessibility and connectivity are required to support the sustainable growth of the city, and enable the new jobs and proposed 20,000 new homes planned in and around the city centre.

1.2 This will primarily be delivered through improvements to public transport, walking and cycling as part of our approach to creating a safe, reliable and low-carbon transport network for everyone in Sheffield.

1.3 One of the first schemes to support this ambition is the Connecting Sheffield City Centre scheme, which will transform Pinstone Street, Charles Street and Arundel Gate close to the new Heart of the City II developments. The scheme will:

- Create open, attractive places and spaces in the city centre where people want to stop, relax and spend time.
- Reduce bus journey times across the city centre and improve reliability, making the bus a more attractive choice for people.
- Create direct, safe and attractive walking, wheeling and cycling routes through the city centre.
- Enable more people to walk, wheel and cycle, creating a safer, more vibrant and less polluted environment for city living.
- Link the improvement works on Fargate, developments at the Heart and The Moor, continuing the development of our thriving city centre.
- Bring the Outdoor City into the city and encourage visitors, commuters and residents to enjoy the outdoor elements of the city centre by creating green streets with high-quality planting and landscaping. We'll also integrate sustainable urban drainage to slow the flow of water and reduce the risk of flooding

1.4 The two Bus Gates covered in this report are key elements of the above scheme but were delivered at an early stage due to the importance they played in addressing air pollution in the city centre and in improving space for people during the Covid-19 pandemic

1.5 **Arundel Gate Bus Gate Background**

1.5.1 Arundel Gate is a primary bus route through the City Centre. It links Eyre Street with Castle Square and has along it some of Sheffield's most prominent landmarks such as Millennium galleries, the crucible, the lyceum, O2 arena as well as various hotels and access to 2 car parks. Whilst the Gold Walking route from Midland Station crosses it between Howard Street and Surrey Street due to the dominance of the road, which is predominantly four lanes wide, it has a high pedestrian severance and very limited provision for cycling.

1.5.2 In common with other cities, air pollution is a major public health challenge that is damaging the health and life chances of people in

Sheffield, contributing to the deaths of around 500 people a year. A number of places across our road network are in breach of legal limits for air quality predominantly from road vehicles, exposing communities to invisible but harmful concentrations of Nitrogen Dioxide (NO₂).

- 1.5.3 Arundel Gate is one of the locations in Sheffield where annual average nitrogen dioxide (NO₂) levels were above the legal limit. As a result of the levels of air pollution in Sheffield and Rotherham, the Government imposed a Legal Direction on Sheffield City Council (SCC) and Rotherham Metropolitan Borough Council (RMBC) to reduce NO₂ from road transport and achieve legal limits within the 'shortest possible time' as part of their national NO₂ programme.
- 1.5.4 In line with the Ministerial direction, SCC and RMBC developed a local Clean Air Plan (CAP), which identified a number of measures that were required to reduce NO₂ and deliver compliance. CAP measures in Sheffield included a Category C Charging Clean Air Zone on and within the Inner Ring Road, the trial bus-gate on Arundel Gate along with complementary traffic management measures and financial support schemes to help vehicle owners upgrade to cleaner alternatives. The final CAP plan was approved by HM Government in 2022, the two Local Authorities were issued a further Ministerial Direction under which SCC was legally obliged to implement a CAZ C charging Clean Air Zone and the trial bus-gate on Arundel Gate alongside other CAP measures.
- 1.5.5 The Council's approach to the clean air plan has been "Tiers" of interventions. The first and most effective of these is the Clean Air Zone, covering the area within the ring road. The next intervention is the installation of the Arundel Gate Bus gate and finally, installation of anti-idling measures at all bus stops along Arundel Gate. The tiers are based on the expected outcome that each intervention is expected to achieve but modelling has shown that only with all of these 3 tiers in place, can we achieve clean air compliance.
- 1.5.6 As part of the development of the Connecting Sheffield City Centre scheme, a number of bus priority measures and changes to bus routes were identified to improve the reliability and overall journey time of bus services which cross the city centre. The Furnival Gate and Arundel Gate bus gates that are the subject of this report are two of the measures that were identified.
- 1.5.7 The Heart of the City development has further enhanced the City's bustling nighttime economy. To be sustainable, a reliable late-evening public transport system is crucial. The introduction of bus priority measures goes a significant way to improving, and maintaining, reliable bus journey times as well as encouraging higher passenger usage through more reliable services.

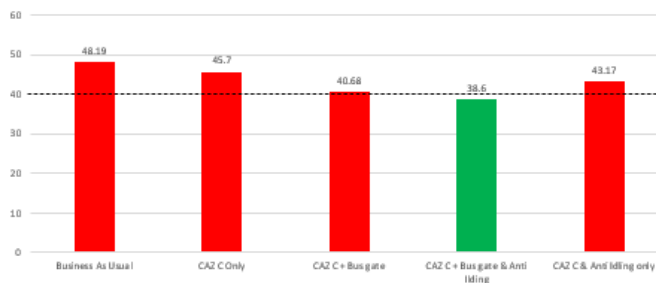
1.6 Arundel Gate Bus Gate NO2 Levels

1.6.1 The Bus Gate currently operates 24 hours a day, 7 days a week. Modelling was been undertaken in a strategic transport model, approved by the DfT and DEFRA, and includes a modal reassignment module. The modelling showed that only with the CAZ-C, the Arundel Gate Bus Gate and Anti Idling measures that air quality compliance in the Arundel Gate area, near Norfolk Street, would be achieved (see table below, which shows the cumulative benefits of the different interventions).

Table; Modelled Concentrations for Delivery Scenarios for 2022 on Arundel Gate at 4m

Road	Predicted 2022 NO ₂ Concentrations (Business As Usual)	Predicted 2022 NO ₂ Concentrations (CAZ C only)	Predicted 2022 NO ₂ Reductions (CAZ C only)	Predicted 2022 NO ₂ Concentrations (CAZ C + Bus gate)	Predicted 2022 NO ₂ Reductions (CAZ C + Bus gate)	Predicted 2022 NO ₂ Concentrations (CAZ C + Bus gate & Anti-idling)	Predicted 2022 NO ₂ Reductions (CAZ C + Bus gate & Anti-idling)
Arundel Gate Interchange	48.57µg/m ³ <u>Non Compliant</u>	46.08µg/m ³ <u>Non Compliant</u>	2.49µg/m ³	41.06µg/m ³ <u>Non Compliant</u>	5.02µg/m ³	38.98µg/m ³ Compliant	2.08µg/m ³

Predicted 2023 NO₂ Concentrations on Arundel Gate at 4m (including Hackney & LGV exemptions until June 2023)



- 1.6.2
- Under UK legislation [The Air Quality Standards Regulations 2010 \(legislation.gov.uk\)](https://www.legislation.gov.uk) the legal limit for annual average NO₂ concentrations is 40 µg/m³, applicable locations are subject to criteria set out in the legislation.
 - The WHO recommend Nitrogen dioxide (NO₂) concentrations of 10 µg/m³ annual average [WHO Air Quality Guidelines \(c40knowledgehub.org\)](https://www.c40knowledgehub.org)
 - In 2022 the bus-gate location was not within legal limits, the NO₂ reduction realised after the implementation of the CAZ and the bus gate has brought this location to within legal limits within 2023, see the table below.
 - High levels of NO₂ from road transport is still an issue on Arundel Gate and the interchange location remains above legal limits, see the table below.

1.6.3

Table showing Annual average NO₂ concentrations at the bus-gate and interchange locations on Arundel Gate.

Location	Site ID	2022 annual average concentrations – (ug/m³)	2023 annual average concentrations – (ug/m³)
Bus gate – Arundel Gate	19	48	35
Interchange – Arundel Gate	33	70	60

1.6.4 Comparison with the actual emissions on Arundel Gate during 2023 - Monitoring location: North of the Arundel Gate Bus Gate

1.6.5 The 2023 annual average data (Jan – Dec) shows that **NO₂ levels have dropped by 27% within the bus gate area**. This location was not within legal limits in 2022 and as a result of the Clean Air Plan measures in **2023 it is now within legal limits at 35 ug/m³**.

1.6.6 In 2023 the 27% reduction observed can be compared against the average 16% NO₂ reduction observed across other CAZ locations in the same period. **This shows the positive effect of removing additional traffic from Arundel Gate via the bus gate in improving air quality.**

1.6.7 The air quality improvement has been achieved even though the bus gate has only been operational for 9 months of 2023 and enforcement was only undertaken across the last 6 months of this period.

1.7 Monitoring Location: Arundel Gate Interchange

1.7.1 In **2023 NO₂ levels at the location reduced by 14%**. To put this in context, between 2019 to 2022 NO₂ levels at this location remained consistently high with a 4 ug/m³ increase observed across the period, which equates to a 6% increase.

1.7.2 Whilst significant improvement has been observed in 2023, this location remained above CAP legal limits with NO₂ levels of 60 ug/m³.

1.7.3 We are continuing to undertake work to better understand the remaining issues at this location and whether more can be done to accelerate NO₂ reduction to achieve the legal limits in the shortest possible time.

1.7.4 A clear factor at this location is that to date the expected change in bus fleet upgrade has not yet been delivered due to the ongoing uncertainty of Government's review of bus retrofit technology and the pause Government applied to their associated retrofit programme.

1.7.5 It is anticipated that there will be further significant improvement at this location, and a number of other city locations, when the bus fleet upgraded to Euro VI minimum standards, even greater benefits would be

realised from a shift to Zero Emission buses.

1.7.6 It should though be noted that although compliance has not been achieved at the Arundel Gate Interchange location, the positive air quality effect of the bus gate in removing general through traffic emissions will also be contributing towards the reduction seen at this location.

1.8 **Anti Idling Measures**

1.8.1 Anti Idling measures were the third intervention in our tiered approach to improving air quality along Arundel Gate. The current average idling time per bus on Arundel Gate is 98.6 seconds (this is taken from survey data undertaken by Sheffield City Council in 2019). Buses are only meant to stop for 120 seconds, but underpinning this average there are lots of observed occasions when buses idle for over this time. The plan to tackle idling would be therefore to more stringently enforce this maximum time

1.8.2 Anti Idling signs have been installed at all bus stops along Arundel Gate and our Civil Enforcement officers have the power to issue Fixed Penalty Notices to any driver that is idling at these locations should they not comply with an instruction to switch off their engine.

1.8.3 There are two offences related to engine idling where a TRO is not involved:

- 1) A person commits a stationary idling offence because they've left their engine running. This is subject to decriminalised enforcement as per the issue of Fixed Penalty Notices by the local authority.
- 2) A person commits a second offence because they refuse to turn off their engine when requested to do so. No FPN can be issued in respect of this offence – it's a crime for which a person can be prosecuted in the mags.

1.8.4 Further focussed work with Bus Operators is planned to reinforce the need for buses to switch off their engines after the 2 minute time allocated for alighting and boarding. Newer buses are normally fitted with automatic stop-start engine technology, with EV buses like the new City Connect services operating at zero tailpipe emissions. An improvement to the bus fleet in Sheffield would significantly benefit air quality at Arundel Gate and across other parts of the city.

1.9 **Furnival Gate Bus Gate Background**

1.9.1 As part of the Emergency Active Travel legislation that Local Authorities could use during COVID 19, Pinstone Street was closed to traffic and pedestrianised. Buses that previously travelled along Pinstone Street to access Furnival Gate and beyond were diverted to a route along West Street, Carver Street, Rockingham Street and Charter Row. There was no direct link from Charter Row to Furnival Square via Furnival Gate at

that time (all traffic had to turn left onto Pinstone Street at the time). To allow buses to serve Arundel Gate (Via Furnival Square) and other parts of the city centre changes to the junction of Furnival Gate and Pinstone Street were implemented to allow buses to travel southbound towards Arundel Gate. This included a new Bus Gate to allow access for buses, but general traffic continued to turn left into Pinstone Street from Furnival Gate.

- 1.9.2 Allowing all traffic to use this new route would have increased the amount of vehicles crossing an important primary pedestrian route from The Moor to Pinstone Street and could have negatively impacted bus journey times. The bus gate was installed using a Temporary Traffic Regulation Order (TTRO). This method of implementation allowed the facility to be implemented quickly, which was necessary due to the impact of the pandemic. However, a TTRO doesn't enable the long-term retention of the bus gate and has limited consultation. It was therefore decided to formalise the bus gate through an Experimental Traffic Order which allows for full consultation, giving stakeholders an opportunity to comment, and allows monitoring of the effects of the restriction.

1.10 **Bus Journey Times**

- 1.10.1 One of the main aims of the Bus Gates introduced, aside from improved air quality, is the positive impact on our public transport system. Arundel Gate is one of the main routes for buses through the City and services along here don't just serve Sheffield, they link the City to our South Yorkshire Neighbours. **Appendix C** shows bus journey time information from March 2023 (the bus gate was installed at the end of March) and March 2024 when the bus gate has been in operation for 12 months. It is evident that a number of services have shown a journey time improvement.
- 1.10.2 As compliance is increasing (based on downward trend of PCN figures) and the planned Connecting Sheffield City Centre scheme further increases the visibility of this bus gate, we should expect to see further improvements in bus journey time performance.
- 1.10.3 We have received letters of support from SYMCA, and Bus Operators, for the permanent retention of the Bus Gates, which demonstrates the benefit they provide in improving bus journey times and reliability that bus services are experiencing. Letters of support are attached at **Appendix D**.

2 **HOW DOES THIS DECISION CONTRIBUTE ?**

- 2.1 The Council is under a legal direction (see section 6.3) to implement a local Clean Air Plan to meet legal nitrogen dioxide limits in the shortest possible time, The recommendations within this report assist in meeting the legal requirements.
- 2.1.1 The retention of the Bus Gates contributes to the delivery of the following

policies from the Sheffield Transport Strategy 2019 to 2035

- Policy 4A - We will implement our Clean Air Strategy to address exceedance of legal limits in respect of oxides of nitrogen.
- Policy 7A - We will develop our transport system to encourage active and healthier lifestyles, and reduce noise and air quality impacts
- Policy 8A - We will adopt the Sustainable Safety approach. This will require separate provisions to ensure the safety and convenience of pedestrians and of cyclists, which respond directly to the level of threat posed by motorised traffic, and by each other.

2.1.2 Contributes towards achieving the goals and objectives within the council's Decarbonisation strategy, 'The Way We Travel' section - SCC Decarbonisation Routemap.

3 HAS THERE BEEN ANY CONSULTATION?

3.1 In advance of the implementation of the Arundel Gate Bus Gate, a pre-implementation engagement phase was held with the public and local stakeholders to raise awareness of the plans to implement the bus gate. Counter Context were appointed to aid the Council with the engagement and formal consultation on the Arundel Bus Gate scheme and the Council also had internal comms support in addition. A brief summary of the engagement that was carried out at various stages of the Bus Gate implementation is included in the report below and the full report of the pre-implementation consultation process including responses to this pre-implementation consultation is included as **Appendix A**.

3.1.1 Communications ahead of the launch of the bus gate lasted for five weeks, beginning on Monday 16 January 2023 up until Sunday 26 February.

3.1.2 The purpose of the pre-implementation consultation was to:

- Raise awareness of plans to implement the bus gate, with targeted communications at users and locally based residents, businesses, and organisations.
- Allow people to comment or make enquiries prior to implementation of the experimental scheme.

3.1.3 Methods used to inform the public and stakeholders included:

- Emails/letters to political, business, transport and community/civic stakeholders located on or near Arundel Gate ahead of the implementation.
- A bus gate project webpage on the Connecting Sheffield website.
- Latest-news-updates sent to those signed up to receive them and made available on the Latest News page on the Connecting

Sheffield website for visitors.

- Temporary signs erected along Arundel Gate and Howard Street informing people that the bus gate was due to be live in early 2023.
- Extend – a digital tool used to send notifications to people passing in the area of Arundel Gate via their mobile phone through GPS tracking (the user remains anonymous), where ‘tracking’ was enabled on their device. This method allows people to receive notifications irrespective of where they live or work, where they have travelled along Arundel Gate.
- Elected member updates.

3.1.4 Ahead of the launch of the bus gate, members of the public could also complete an online survey on the Connecting Sheffield website which consisted of five questions and asked:

- Do you think there is a need to clean up the air in Sheffield?
- Arundel Gate is one of the worst locations in Sheffield for air pollution. Were you aware of this before reading our website?
- Do you think something should be done to improve air quality along Arundel Gate?
- Do you support plans to make the northbound side of Arundel Gate bus only?

3.1.5 366 people provided feedback as part of the pre-implantation engagement period. Full details of the pre-implementation consultation and feedback results are provided at **Appendix A**.

A summary of the answers were as follows:

- 62% of the respondents who answered the question “do you think there is a need to clean up the air in Sheffield” answered **YES**
- 69% of people who answered the question “Arundel Gate is one of the works locations in Sheffield for Pollution, were you aware of this before reading our website?” answered that they **WERE NOT AWARE**
- 57% of people who responded to the question “Do you think something should be done to improve air quality along Arundel Gate” answered **YES**

3.4.4 42% of people who responded to the question “do you support plans to make the northbound side of Arundel Gate bus only” answered **YES**, 46% said **NO** and 6% were **NOT SURE**.

3.5 **Launch of the Arundel Gate bus gate and ETO statutory consultation**

3.5.1 The process for making and implementing the ETO containing measures for the Arundel Gate Bus Gate (which also contained measures for the Furnival Bus Gate) followed statutory requirements. Adequate publicity was given to the proposal per those requirements. A letter drop to all affected frontages was delivered, site notices were placed in the vicinity and the order was advertised in the Sheffield Telegraph and on the Council's website.

3.5.2 The Furnival Gate aspect of the scheme was not given the same amount of comms resource as Arundel Gate, as a form of this restriction was first established during COVID (via a Temporary Traffic Regulation Order for reasons of public safety) and, before that, it was a route that other traffic was not permitted to use.

3.5.2 On 20 March 2023 at 12:01am, the Arundel Gate bus gate went live. However, as the ETO came into effect from 27 February 2023, the statutory consultation began to run from that date. This means that a decision on whether to make the bus gate permanent or not has to be made within 18 months of 27 February 2023.

3.5.3 Feedback received during the statutory consultation period is provided in **Appendix F** of this report. An officer response to each of the objections is also provided.

3.5.2 A press release to announce the go-live date of the bus gate and the statutory consultation was published on the Sheffield City Council SheffNews site on 14 March 2023. The announcement was covered in several media news outlets.

3.5.3 Sheffield City Council also continued to issue social media posts reminding people that the bus gate was operational, including informational videos on how to access Norfolk Street without travelling through the bus gate. Businesses and stakeholders located along Arundel Gate were engaged with during operation of the bus gate to address any access issues that arose.

3.5.4 Three organisations located on Arundel Gate were give exemptions specifically for limited occasions when access was definitively required for vehicles over 5.5m long only for the purpose of loading and unloading at the specified premises. These exemptions were incorporated into the Bus Gate measures by way of a further, second ETO made shortly after the first. If the committee decides to make the ETO as currently implemented permanent, this will mean that the exemptions will also be made permanent.

3.6 **Promoting the Statutory Consultation and Launch of the Arundel**

gate Bus Gate

3.6.1 Communications activity to promote the statutory consultation and go-live date for the bus gate built on the pre-implementation communications. It included:

- Stakeholder engagement emails sent to 127 stakeholders who had previously been contacted during the pre-implementation consultation period.
- A project web page on the Connecting Sheffield
- Updates to those signed up to receive them via the Connecting Sheffield website
- Elected member updates
- A press release issued by Sheffield City Council.
- Social media posts issued by Sheffield City Council
- Warning notices being issued to the owners of vehicles contravening the bus gate instead of PCNs for the first two months of the bus gate being operational.
- Signs erected to warn drivers of the bus gate.

3.6.2 The statutory consultation went live on Friday 27 February 2023. The webpage presented the following information:

- An introduction to the scheme.
- Details of the proposals.
- Links to the Connecting Sheffield – City Centre scheme.
- An explanation as to what an ETO is.
- How to provide feedback.
- Contact information for the Connecting Sheffield project team.
- What happens next within the scheme.

3.7 **Additional Targeted Engagement**

3.7.1 We received some data from Parking Services that suggested that a large percentage of vehicles contravening the Bus Lane restriction were from outside of Sheffield. Due to this, we carried out some additional targeted engagement focused on the reasons that visitors may come to Sheffield via that route. We contacted the theatres and hotels directly to request that any hotel booking, or ticket confirmations are accompanied by a warning about the bus gate. We also checked their websites to

check which car parks they suggest that customers use and if these were directing people through the bus gate, requested that this information be amended.

- 3.7.2 We also contacted the university to ensure that any correspondence being sent out to new students or visitors be accompanied by a warning about the bus gate.

3.8 **Other Consultees**

- 3.8.1 All statutory consultees were included in the consultation process and the following comments were received from Cycle Sheffield:

I am responding on behalf of CycleSheffield.

We support the introduction of a bus gate on Arundel Gate/Furnival Gate. This scheme should be delivered alongside the wider city centre Connecting Sheffield proposals for walking, cycling and public realm improvements which were consulted on several years ago.




3.9 **Perception Surveys**

- 3.9.1 Many of the benefits identified for this scheme apply to pedestrians and public transport users. The Statutory consultation responses came predominantly from drivers who indicated that they were inconvenienced by the Bus Gate and we also wanted to hear from other users of the area. We commissioned Evensure to undertake perception surveys of a minimum of 200 people using the area at varying times of day so we can capture the thoughts of commuters and people in the area for leisure. The report from this is in **APPENDIX B** of this report.

- 3.9.2 A brief summary of the headline responses is below:

Awareness of the bus gate • Over half (55%) of respondents were aware of the bus gate, with male respondents and those aged 35-54 most likely to be aware

Exploring improvements of a range of issues since the introduction of the bus gate • More respondents thought that volume of traffic, traffic congestion and walking to the bus stop / crossing the road, had got better since the introduction of the bus gate than those that thought they had got worse • An equal number of respondents thought that the sense of safety had got better and got worse • There were slightly more respondents that thought the overall experience of waiting for a bus had got worse, and twice as many respondents thought buses being on time had got worse than got better.

	 Got better	 No change	 Got worse
Volume of traffic	20%	60%	15%
Traffic congestion	17%	65%	13%
Walking to the bus stop / crossing the road	15%	68%	8%
Fumes on Arundel Gate	14%	66%	12%
Sense of safety	12%	73%	12%
Overall experience of waiting for a bus	12%	69%	13%
Buses being on time	12%	58%	24%

3.10 **Signing the Bus Gate**

- 3.10.1 The advanced signing of the Bus Gate starts as far back as St Marys Gate and continues on Eyre Street, Furnival Square roundabout and Arundel Gate. Each of the signs gives drivers an opportunity to avoid the bus gate by either using St Marys Road/ Sheaf Street, or if they miss these initial signs, using Furnival Street and Sylvester Street. If these 2 alternative routes are missed, a further opportunity to divert is possible via Charles Street. One final opportunity to avoid the bus gate was installed using the public highway that is used as a services area outside of the Novotel. This has been specifically designed to ensure that vehicles of all sizes can safely use this area to turn around. 2 large yellow bespoke signs have been installed on the approach to this to show drivers how to divert using this area. One of these was recently installed after feedback was received that more advanced notice of the turn was required so this one is in the central reserve to not be obstructed and is in advance of the identical sign that is located at the turnaround.
- 3.10.2 It is important to note that the aforementioned services area was never intended to be the primary diversion for the scheme as most traffic should be following the multiple alternative routes that are signed before this point.
- 3.10.3 After enforcement of the Arundel Gate bus gate had started, the numbers of people receiving PCNs had remained high despite the pre-installation engagement, signs on site advising of the start date and the 2-month period of “soft enforcement”. During this period, warning notices were issued to drivers rather than Penalty Charge Notices.
- 3.10.4 A series of large, temporary red signs were installed to warn drivers of the bus gate with a diversion shown. Example of these are below.



3.10.5 This does not mean that the permanent signs are inadequate. They have been assessed by an independent adjudicator acting for the Traffic Penalty Tribunal, which administers the penalty charge appeals process. However, the Council felt that it was appropriate to install these extra signs while the scheme was still in its early implementation state so as to improve compliance.

3.11. **Penalty Charge Notice Numbers**

3.11.2 The bus gate was launched in March 2023 and there was a period of “soft enforcement” for over 2 months where warning notices were sent to drivers. Penalty Charge Notices (PCNs) were sent to drivers from June 6th 2023

3.11.3 PCNs issued from the start of the enforcement through to now have decreased from 2334 per week when the bus gate was first installed to 554 on the latest tracker.

3.11.4 A graph showing the trend of PCN numbers over time is attached as **APPENDIX E**.

3.12 **Arundel Gate bus gate – 2023 annual average air quality data findings**

- The 2023 annual average data (Jan – Dec) shows that NO2 levels have dropped by 27% within the bus gate area. This location was not within legal limits in 2022 and in 2023 it is now within legal limits. This is compared to 2022 annual average data
- The air quality improvements on Arundel Gate within the bus gate area following the launch of the CAZ, have been realised through a period where the further bus upgrade expected in the period has not progressed due to HM Government’s Department of Transport’s continued pause on funding for bus retrofits since April 2023.

3.13 **TCF and Next Steps**

- 3.13.1 The Transforming Cities Fund (TCF) is a £2.45 billion capital grant allocated by the UK government to boost productivity in England's major city regions. It achieves this by investing in public transport infrastructure and making sustainable travel more accessible.
- 3.13.2 Here are some of the TCF's goals:
- Improve access to good jobs within cities.
 - Encourage more people to travel by walking, cycling, and using public transport.
 - Reduce air pollution.
 - Facilitate building more homes.
 - Improve skills and training opportunities through apprenticeships.
 - Support the adoption of new transportation technologies
- 3.13.3 The funding that Sheffield has received from the TCF has been used to promote and deliver our Connecting Sheffield programme, which includes our City Centre Connecting Sheffield scheme.
- 3.13.4 As mentioned at the start of the report the City Centre Connecting Sheffield scheme includes both bus gates in the current design proposals. If the bus gate ETO was not made permanent, it would mean that the TCF scheme would need a re-design and its benefits would be impacted and the delivery of the scheme would be further delayed.

4. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION

4.1 Equality Implications

- 4.1. An Equality Impact Assessment was carried out and this showed that there is a positive effect of the scheme on age as more vulnerable pedestrians such as the elderly and children have a less trafficked road to cross when using Arundel Gate. The people in this age group are also more likely to rely on public transport and this scheme aims to improve the reliability and experience of using public transport. The health benefits of improved air quality will also positively affect people within these more vulnerable age groups.

4.2 Financial and Commercial Implications

- 4.2.1 The FBC was approved by transport board in February 2023. The temporary scheme has been funded by CAZ and had a capital cost of £277,188. This includes the cost of the installation of the scheme, the cost of the enforcement camera, the Experimental Traffic Order process cost and officer time.
- 4.2.2 If the recommendations in this report are approved, the permanent scheme will be funded through the 'City Centre' Transforming Cities

project.

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 which may continue in force for a maximum of 18 months, and which may include provisions;
- 4.3.2 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)
- 4.3.3 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.
- 4.3.4 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 at Appendix F.
- 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 proposal recommended for approval in this report will enable the Council to fulfil this duty.
- 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. The proposal will therefore enable the Council to carry out this duty by making more efficient use of its road network and by securing the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on its road network.

- 4.3.7 The contribution which the aforementioned congestion makes to air quality is a relevant consideration for the Council insofar as meeting its duty under Part IV of the Environment Act 1995 (“the 1995 Act”), where the Council is required to have regard to any national strategy on clean air which is published by the Secretary of State, to review and assess air quality in their areas, and to report against objectives for specified pollutants of concern to the Secretary of State.
- 4.3.8 The Council undertakes these duties in accordance with the requirements of the Local Air Quality Management framework. In addition to this, the Secretary of State, in exercise of the power conferred by section 85(5) of the 1995 Act, directed the Council to:
- take steps to implement the local plan for NO₂ compliance for the areas for which they are responsible
 - ensure that the local plan for NO₂ compliance is implemented so that—
 - (a) compliance with the legal limit value for nitrogen dioxide is achieved in the shortest possible time, and by 2023 at the latest;
 - (b) exposure to levels above the legal limit for nitrogen dioxide are reduced in the shortest possible time.
- 4.3.9 The direction specifically states that the aforementioned local plan includes the introduction of a bus gate on Arundel Gate. The Council is under a duty to comply with the direction per section 85(7) of the 1995 Act. The Secretary of State made the direction having determined that it was necessary to meet obligations placed upon the UK under EU Ambient Air Quality Directive 2008/50/EC. These obligations continue to have effect, including the legal limit value for nitrogen dioxide which must be monitored by the Secretary of State according to the requirements of the Air Quality Standards Regulations 2010.

4.4 Climate implications

- 4.4.1 Arundel Gate currently operates as a busy bus interchange, and it is exposing a significant number of pedestrians and bus passengers to its non-compliant levels of NO₂. Emissions data suggests that buses represent over 60% of the traffic emissions on Arundel Gate. The bus gate will enable the street to be accessed by buses only and anti-idling measures introduced to encourage bus drivers to turn off engines when waiting at bus stops.

5. **ALTERNATIVE OPTIONS CONSIDERED**

5.1 **Removal of bus gates entirely**

5.1.1 This would be contrary to the ministerial direction which the Council has received from the Secretary of State, where the Council is directed to implement a Clean Air Plan with measures that include the Arundel Gate bus gate. Modelling shows that the only way that we achieve clean air compliance in this part of the City Centre is with our “tiered” approach which includes CAZ-C, the Bus Gate and Anti Idling measures. The 2023 AQ data shows that the bus gate on Arundel Gate is having a positive effect on emissions and both bus gates support improved bus performance. This would be contrary to the Council’s net zero commitment. Modelling shows that the only way that we achieve clean air compliance in this part of the City Centre is with our “tiered” approach which includes CAZ-C, the bus Gate and Anti Idling measures.

5.2 **Reduce hours of operation to 12 hours**

5.2.1 As discussed in the report, modelling shows that the only way that we achieve clean air compliance is with our “tiered” approach which includes CAZ-C, the bus Gate and Anti Idling measures. By reducing the bus gate operating times we would be affecting our clean air ambitions. At present, given that not all of the monitored locations on Arundel Gate are compliant the full benefits of the 24hr bus gate in removing emissions from other vehicles is still required. The retention of the 24hr bus lane is therefore recommended and is in line with our Legal Clean Air Plan Direction from Government. . As discussed in the report, modelling shows that the only way that we achieve clean air compliance is with our “tiered” approach which includes CAZ-C, the bus Gate and Anti Idling measures. By reducing the bus gate operating times we would be affecting our clean air ambitions. We could also be introducing traffic and delays at times when we really want to encourage people to travel into and around Sheffield to make use of our growing night time offer more sustainably.

6 REASONS FOR RECOMMENDATIONS

6.1 Sheffield’s regeneration is flourishing with the Heart of the City 2 being built, “Europe’s largest” food hall at Cambridge works now open, and the new Raddison Blu hotel, Leahs Yard and other developments opening soon. In parallel to these exciting new places to visit, the future plans for 20,000 new homes in the city centre and additional employment growth, require a public transport system to match. Arundel Gate is a key route for buses that travel across the City and to our South Yorkshire Neighbours too. Given the air quality and the journey time reliability benefits of the bus gates it is recommended that the current operating times are made permanent. Any reduction in operating hours at this time would reintroduce traffic, increase vehicle emissions and adversely affect bus delays at times when the Council is seeking to encourage people to travel sustainably into and around Sheffield to make use of these new venues as well as take advantage of what we already have to

offer

- 6.2 Air pollution is a major public health challenge that is damaging the health and life chances of people in Sheffield, contributing to the deaths of around 500 people a year in the city. Multiple places across our road network are in breach of legal limits for air quality with road vehicles (and particularly diesel vehicles), exposing communities to invisible but harmful concentrations of Nitrogen Dioxide (NO₂). Arundel Gate has been identified as a hot spot for particular high levels of NO₂.
- 6.3 Our response to this issue has been a tiered approach of measures which includes the CAZ-C, the Arundel Gate Bus gate and anti-idling measures. – with the bus gate having the greatest modelled impact on air quality improvements.
- 6.4 Modelling has shown that only with the introduction of all 3-tiered interventions, can we achieve clean air compliance so approving the bus gate on Arundel Gate to be made permanent allows us to stay on track for this.
- 6.5 As well as clean air benefits, bus journey times have improved, and we need to continue to improve sustainable access to our city centre, including the night time economy.
- 6.6 A permanent bus gate on Arundel Gate and Furnival Gate forms part of the 'City Centre' Transforming Cities scheme which is in the final detailed design stage and, subject to SYMCA approval, implementation of this transformational scheme will commence in early 2025.