



## SHEFFIELD CITY COUNCIL Individual Cabinet Member Report

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**Report of:** Simon Green Executive Director, Place

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**Date:** 9<sup>th</sup> May 2013

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**Subject:** Highway Improvements associated with a new retail development off Manchester Road/Hunshelf Road - Stocksbridge

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**Author of Report:** Steve Robinson, Head of Highways Maintenance Client

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**Summary:**

This report gives details of the highway improvement works associated with the new retail development, which is to be built off Hunshelf Road - Stocksbridge. It informs members of the public consultation that has been undertaken associated with these works. Approval is sought for the design and implementation of the highway improvement proposals.

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**Reasons for Recommendations:**

To facilitate the construction of the new retail development, these improvements are seen as an essential element to ensure safe access to the site is provided, and the impact of the new development traffic is mitigated, as far as is reasonably practical. The proposals address the requirements of the planning consent granted by the Planning and Highway Board.

**Recommendations:**

Approve the highway improvement works shown on drawing number W50498/100/36

To delegate authority to the Head of Highways Maintenance Client and the Director of Legal Services to negotiate and complete the necessary section 38 and 278 Highways Act agreement to secure the construction of these works .

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**Background Papers:** Previous report to North & West Planning and Highways Committee presented on 16th June 2009

**Category of Report:** OPEN

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## Statutory and Council Policy Checklist

<b>Financial Implications</b>
NO Cleared by: Matthew Bullock
<b>Legal Implications</b>
NO Cleared by: Deborah Eaton
<b>Equality of Opportunity Implications</b>
NO Cleared by: Ian Oldershaw
<b>Tackling Health Inequalities Implications</b>
NO
<b>Human rights Implications</b>
NO
<b>Environmental and Sustainability implications</b>
NO
<b>Economic impact</b>
NO
<b>Community safety implications</b>
NO
<b>Human resources implications</b>
NO
<b>Property implications</b>
NO
<b>Area(s) affected</b>
North Area of Sheffield
<b>Relevant Cabinet Portfolio Leader</b>
Councillor Leigh Bramall
<b>Relevant Scrutiny Committee if decision called in</b>
Economic and Environmental Wellbeing
<b>Is the item a matter which is reserved for approval by the City Council?</b>
NO
<b>Press release</b>
NO

# HIGHWAY WORKS FOR THE PROPOSED RETAIL DEVELOPMENT

## 1.0 SUMMARY

1.1 This report gives details of the highway improvement works associated with the new retail development, which is to be built off Hunshelf Road, Stocksbridge. It informs members of the public consultation that has been undertaken. Approval is sought for the design and implementation of the highway improvement proposals.

## 2.0 WHAT DOES THIS MEAN FOR THE PEOPLE OF SHEFFIELD

2.1 The proposals have been developed to address the requirements of certain conditions applied to the planning consent (08/02703/FUL) for the new retail development which was approved by planning board on the 16th June 2009.

## 3.0 OUTCOME & SUSTAINABILITY

3.1 The main outcome will be addressing the issues outlined in the Transport Assessments which was produced in respect of these development proposals. This will be achieved by the implementation of measures conditioned in the planning consent.

3.2 The measures are aimed at accommodating the additional traffic predicted to be generated by the new development and also providing safe access into the site. It is anticipated the various proposals in the vicinity of the site will help to minimise any delays resulting from increased traffic volumes to avoid compromising the Council in meeting its congestion target.

3.3 Following completion of the scheme and the opening of the new stores, the effectiveness of these measures will be closely monitored.

3.4 The proposals are also aimed at improving road safety for those people who choose to walk or cycle to the development, and both this scheme together with complimentary measures within the new store will help to encourage the use of public transport along this major transport corridor.

## 4.0 REPORT

4.1 Planning consent has been granted for proposals to develop a new retail park including shops, food & drinks outlets, leisure, office and health centre uses. Construction of the development is due to commence in July/August 2013, with the highway works presently programmed to commence towards the end of 2013. A plan showing the amended highway layout is provided in appendix A of this report.

4.2 The highway-associated conditions are fairly wide ranging and address travel-related issues associated with the development. The key highway elements of the scheme are:

- New traffic signals to Manchester Road/ Hunshelf Road junction;
- Improvements to the existing roundabout on Hunshelf Road to form the main site entrance;
- Improvements to the signal controller at Vaughton Hill;
- Improvements to bus shelters and provision of new/amended bus services to help link the new site with the local community;

- Improved pedestrian links from the development site through to the existing shops on Manchester Road
  - Traffic management measures including new TRO's to compliment the above measures;
- 4.3 A TRO will be required in conjunction with certain elements of these proposals, and a copy of the TRO requirements is shown on drawings that will be on display at the meeting.
- 4.4 As part of the planning process extensive public consultation on these development proposals was undertaken. Following on from obtaining full planning consent, the detailed design of the associated highway works was completed, and a further round of public consultation on the detailed design of the highway improvements was carried out by the developer between the 18<sup>th</sup> March 2013 and 8<sup>th</sup> April 2013, a total of 13 responses were received from 51 questionnaires that were sent out. A copy of the consultation questions and the responses we received are included within Appendix B as are detailed responses to a number of specific questions that were received as part of this process.
- 4.5 Overall the responses concluded that the local residents / businesses within the area are in support of the highway improvement proposals, with 77% of respondents in agreement with the scheme, and 23% opposed to the scheme.
- 4.6 As can be seen within appendix B a number of queries were raised, and where possible these concerns have been addressed with amendments to the design as indicated. No significant outstanding concerns now exist, although it can reasonable be anticipated that some further queries will be raised during the construction period, procedures do exist within section 278 agreement with the developer, for any new concerns (especially any based on highway safety) to be investigated and remedial action undertaken by the developer.
- 4.7 The provision of this retail development is seen as an essential element in helping to regenerate Stocksbridge and is fully supported by both the City Council and Stocksbridge Town Council, these highway works are an important element of this scheme which now only provide a suitable means of access to the development, but also bring complementary benefits by providing an additional public highway link to the Stocksbridge By-Pass to help minimise HGV movements through the existing town centre.
- 4.8 It is recommended that the scheme as now detailed should be approved for construction.
- 4.9 From an Equality and Diversity perspective these highway works will be of positive benefit to all local people regardless of age, sex, race, faith, disability, sexuality, etc. However, they will particularly benefit more vulnerable pedestrians including the elderly, the disabled, families with children and also carers. No negative equality impacts have been identified.

## **5.0 LEGAL IMPLICATIONS**

- 5.1 The Council as the Highway Authority for Sheffield has the powers under Part V of the Highways Act 1980 to approve the improvements requested in this report.
- 5.2 The Council also has a statutory duty to promote road safety and to ensure that any measures it approves are reasonably safe for all road users.
- 5.3 In making decisions of this nature the Council must be satisfied that the measures are necessary to avoid danger to pedestrians and other road users or for preserving or improving the amenities of the area through which the road runs. Providing that Members are satisfied then it is acting lawfully and within its powers.

## **6.0 ALTERNATIVE OPTIONS CONSIDERED**

- 6.1 In the Transport Assessments(TA) undertaken the external Consultants identified the mitigation measures which subsequently formed the basis of the relevant conditions to the planning consent granted for the store.
- 6.2 During the development of the TA, a significant level of traffic modelling was undertaken using the City Council's SATURN and AIMSUM models, to identify the optimum arrangement in and around the surrounding highway network. This modelling included some testing with alternative access arrangements, and using just one access point. The conclusion of this testing was the current proposed access arrangements provided the optimal solution.

## **7.0 FINANCIAL IMPLICATION**

- 7.1 The developer is in the process of letting a contract for the construction of the highway improvement works directly themselves, so all the risk of increased works cost will rest with them. To safeguard the City Councils position should the developer have financial difficulties, the works will be financially bonded by the developer so the Council could step in to complete the scheme but at no cost to the Council.
- 7.2 The developer will be paying the Councils reasonable costs in carrying out a detailed design check of the scheme, co-ordinating and managing the implementation of the highway works and inspection of the work itself. The developer has also agreed to pay a commuted sum to cover the future maintenance of the new highway infrastructure.

## **8.0 REASONS FOR RECOMMENDATIONS**

- 8.1 To facilitate the construction of the new retail store and office complex, these improvements are seen as an essential element to ensure safe access to the site is provided, and the impact of the new development traffic is mitigated, as far as is

reasonably practical. The proposals address the requirements of the planning consent granted by the Planning Board.

8.2 The provision of this retail park is fully supported by the City Council, and is viewed as an essential element of the regeneration of the Stocksbridge area.

## **9.0 RECOMMENDATIONS**

9.1 Approve the highway improvement works shown on drawing number W50498/100/36.

9.2 To delegate authority to the Head of Highways Maintenance Client and the Director of Legal Services to negotiate and complete the necessary section 38 and 278 Highways Act agreement to secure the construction of these works .

Simon Green  
Executive Director, Place

**APPENDIX A - PLAN SHOWING THE SITE WITH THE ADJACENT  
HIGHWAY IMPROVEMENTS**

**APPENDIX B - CONSULTATION MATERIAL/RESULTS**

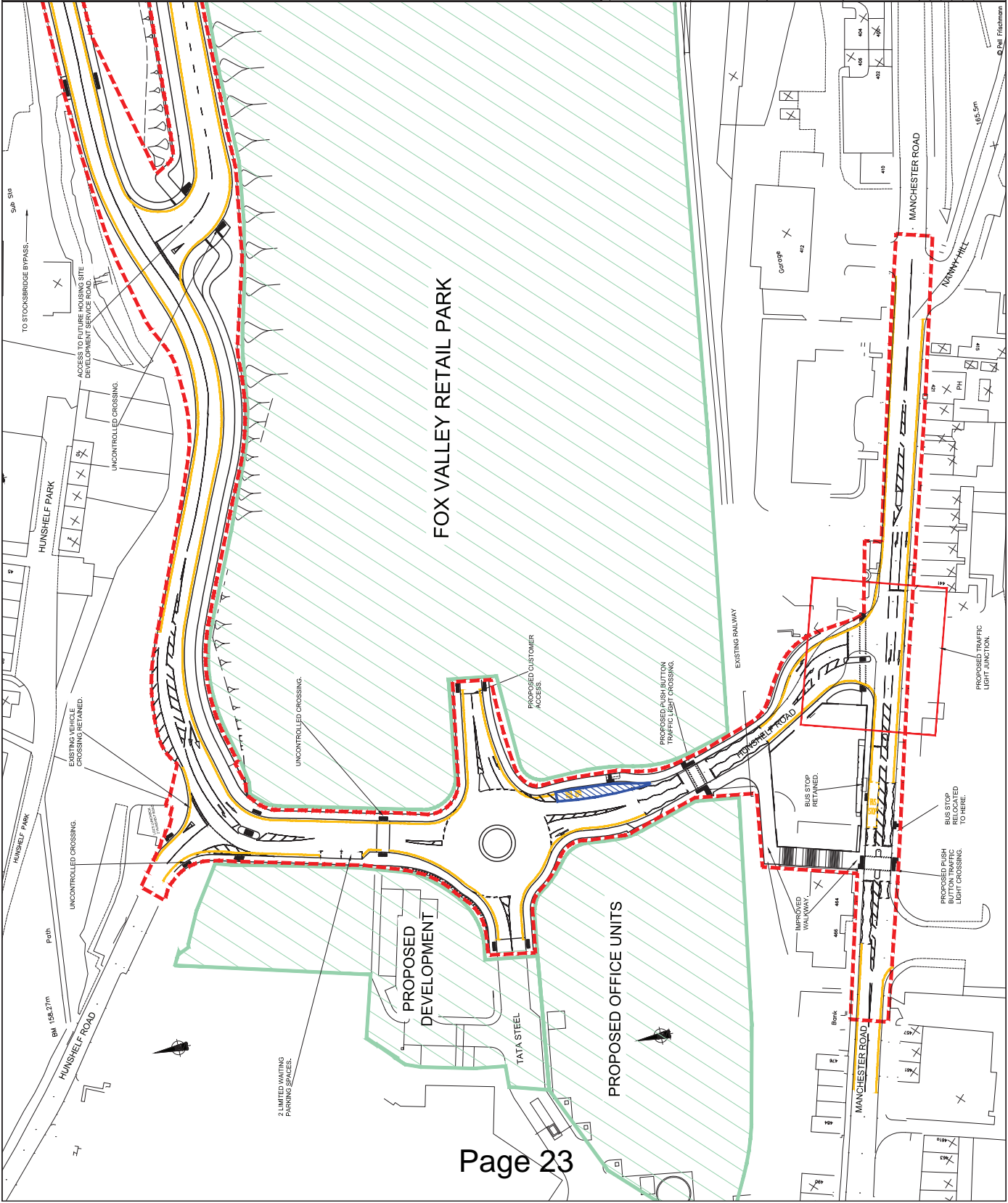


**KEY**

- EXTENT OF HIGHWAY WORKS
- PROPOSED BUS LAYBY
- PARKING RESTRICTION
- DOUBLE YELLOW LINES
- INTENDED TO EXIST UPON THE SCHEME'S COMPLETION



REV	DESCRIPTION	DRN	CRN	APP	DATE
	<b>Pell Frischmann</b> GEORGE HOUSE, GEORGE STREET, WAKEFIELD WF1 1TY Telephone: +44 (0)1924 368 145 Email: pfrischm@pellfrischmann.com www.pellfrischmann.com				
Architect/Client/Contractor					
<b>STOCKSBRIDGE REGENERATION Co LTD</b>					
Project					
<b>STOCKSBRIDGE TOWN CENTRE</b>					
<b>FOX VALLEY RETAIL PARK</b>					
Drawing Title					
<b>HIGHWAY PROPOSALS</b>					
Name	Date	Scale	NS @ A3		
AM	FEB 13	1:1	File No. W50498_100_36.wg		
AM	FEB 13	1:1	Drawing Status		
PM	FEB 13	1:1	INFORMATION		
Drawing No. <b>W50498 / 100 / 36</b>					
Revision <b>R0</b>					



## Fox Valley Retail Development, Stocksbridge Town Centre

### Associated Highway Works – Public Consultation

Below is a summary of the results as a percentage obtained from the Public Consultation undertaken in March/April 2013

Response rate 13/51 – **25 per cent response**

<b>Q1</b>	“The proposed junction arrangement at Hunshelf Road with Manchester Road should help traffic movements to turn safely in this location.”	Strongly Agree <b>1/13</b> <b>7 per cent</b>	Agree <b>8/13</b> <b>61 per cent</b>	Disagree <b>1/13</b> <b>7 per cent</b>	Strongly Disagree <b>1/13</b> <b>7 per cent</b>	Not Sure <b>2/13</b> <b>15 per cent</b>
<b>Q2</b>	“The push-button pedestrian crossings on Manchester Road and Hunshelf Road together with the enhanced pedestrian link between the Britannia Building Society and Steps will provide a convenient walking link between Stocksbridge Centre and the Development Site.”	Strongly Agree <b>2/13</b> <b>15 per cent</b>	Agree <b>8/13</b> <b>61 per cent</b>	Disagree <b>1/13</b> <b>7 per cent</b>	Strongly Disagree <b>1/13</b> <b>7 per cent</b>	Not Sure <b>1/13</b> <b>7 per cent</b>
<b>Q3</b>	“Bus Stops are situated in reasonably accessible locations.”	Strongly Agree <b>2/13</b> <b>15 per cent</b>	Agree <b>3/13</b> <b>23 per cent</b>	Disagree <b>3/13</b> <b>23 per cent</b>	Strongly Disagree	Not Sure <b>5/13</b> <b>42 per cent</b>
<b>Q4</b>	“The new access for delivery vehicles (directly to/from the by-pass) is unlikely to cause any significant problems for other road users, including pedestrians.”	Strongly Agree <b>0/13</b> <b>0 per cent</b>	Agree <b>4/13</b> <b>30 per cent</b>	Disagree <b>2/13</b> <b>15 per cent</b>	Strongly Disagree <b>4/13</b> <b>30 per cent</b>	Not Sure <b>3/13</b> <b>23 per cent</b>
<b>Q5</b>	“The lengths of new bridleways, pedestrian and cycle routes around and through the development site will safely address the issue of accessibility for these types of travel.”	Strongly Agree <b>3/13</b> <b>23 per cent</b>	Agree <b>4/13</b> <b>30 per cent</b>	Disagree <b>2/13</b> <b>15 per cent</b>	Strongly Disagree <b>3/13</b> <b>23 per cent</b>	Not Sure <b>1/13</b> <b>7 per cent</b>

PTO

Thinking about the proposals overall...

Q6	To what extent do you support the scheme?	Fully Support	Partly Support	Don't Support	Not Sure
		3/13	7/13	3/13	
		23 per cent	54 per cent	23 per cent	

Queries

1. The road from the Hunshelf Road leading up to the bypass is for public as well as delivery vehicles but only delivery vehicles referred to in the questionnaire. Can we have notification when this road can be accessible. Disagree with retaining bus stop and provision of new one directly opposite on Manchester Road.

**The road leading up to the Bypass will be available as a public highway for all road users upon completion of the development. We are currently looking at re-location of the westbound bus stop such that it will not be directly opposite the eastbound bus stop.**

2. Nothing on the form asks about the junction in front of The Works Lunchbox. Has the volume of traffic been underestimated. There is no official PROW stated on the drawings

**The scheme has been developed in accordance with an approved Transport Assessment and adequately deals with the predicted volumes of traffic. All PROW will become official routes once the necessary Stopping Up Orders are in force upon completion of the scheme.**

3. The bridle way stops in the middle of no-where. Concern about traffic queues on Manchester Road

**The Bridleway will continue through to Manchester Road as part of the proposed housing development to the east of the retail park. The scheme has been developed in accordance with an approved Transport Assessment and adequately deals with the predicted volumes of traffic.**

4. Residents of Hunshelf Park would like to see their road upgraded as part of the development

**There is no proposed development traffic along Hunshelf Park and as such this road does no merit any improvements under the S278 Agreement with the developer.**

5. Is it a good idea to have bus stops opposite each other with a push button crossing?

**We are currently looking at re-location of the westbound bus stop such that it will not be directly opposite the eastbound bus stop.**

6. It is unclear how cycle ways link once the (light blue solid) route is removed

**The cycleway will be provided alongside the existing road within the proposed housing development for part of its length where it will then travel around the perimeter of the housing development to meet up with the existing routes.**

## **New Retail Park – Stocksbridge**

### **Specific questions raised within the consultation**

Four specific responses were received that raised a number of issues concerning this scheme and details of questions and the response to each issue are listed below.

#### Stocksbridge Town Council

1. There are already 3 pedestrian crossings in close proximity to each other along Manchester Road, these proposals will add one further set on new signals on Manchester Road and a further new set of signals on Hunshelf Road. Will all these signals cause additional delays/congestion through the town centre.

#### Response

The existing crossing outside the Town Hall will be removed. A new crossing will be provided by the Britannia Building Society. An existing zebra crossing will be retained to the west, by the precinct. Operation of the new signal controlled junction with Hunshelf Road has been simulated using computer software and found to perform satisfactorily when subjected to the development traffic, combined with a significant amount of traffic transferring to the through movement up to the A616. Pedestrian crossings will only stop traffic on demand, by a pedestrian. The timings/phasing of the signals will optimize the smooth passage of traffic as best they can. The option of transferring to this new route to the A616 offers the potential for less traffic passing through Vaughton Hill, freeing up congestion along the valley bottom through Deepcar

2. The existing junction on Hunshelf Road outside the “lunchbox” will see a large increase in traffic, will the junction operate without congestion and will there be pedestrian safety issues.

#### Response

Hunshelf Road currently accommodates two-way traffic, which will continue to be the case. The proposed junction arrangement by the Lunchbox is considered a safe one, and has passed an independent Stage 2 Road Safety Audit. Once the scheme has been constructed, a further Stage 3 Road Safety Audit will be undertaken. If additional safety features are deemed appropriate, they'll be added to the scheme. The provision of a pedestrian refuge in this location should hopefully assist pedestrian crossing movements.

3. The junction of the link road with the service access (and future residential access) this will be a busy junction that may not be big enough to accommodate right turning vehicle.

Response

Swept-path analysis has been undertaken for all turning maneuvers, which can be undertaken simultaneously without collision

4. Are the new/diverted footpath routes to be public.

Response

The cycleways & footpaths will be public and in some instances adopted.

Comments from PC Britt Birch

5. The position of the pedestrian controlled crossing on Manchester Road directly adjacent to the walkway. Pedestrians especially children emerging from between the two buildings on the walkway may continue straight onto the crossing headless of traffic. This crossing also appears to be very close to the proposed traffic light junction with Hunshelf Road. This could result in vehicles blocking the crossing whilst waiting at the traffic light junction causing a danger to pedestrians.

Response

The gradient of the walkway and steps should prevent young children getting too far ahead. If when we undertake the RSA3, this is a problem, we can look to add some chicane type pedestrian rails/barriers at the top of the walkway. In terms of traffic blocking back, the sequencing of the signals should prevent this.

6. The positioning of opposing bus stops and within the confines of a pedestrian controlled crossing. Should two buses be at the stops at the same time, this could result in traffic delays on a very busy main route. This could also lead to vehicles overtaking a waiting bus within the approach confines of the crossing, resulting in conflict between vehicles and pedestrians using the crossing.

Response

The bus stop within the confines of the crossing will be moved to the west.

7. The proposed uncontrolled crossing close to the junction of Hunshelf Road and Ford Lane. This crossing very close to a blind bend on a downhill section of the road. This could result in conflict between vehicles and pedestrians.

Response

The existing boundary wall will be demolished, opening up the junction. You'll be able to see across the land to the rear of units A & F, as it slopes away from the rear of the bridleway. A sight line in the order of 85 metres is achievable. Vehicles will be travelling slowly round the bend. The pedestrian refuge and bollards will also help to highlight the likelihood of pedestrians crossing in this location.

8. There does not appear to be any traffic calming features to slow vehicles down when exiting the Stocksbridge Bypass, especially on approach to the uncontrolled crossings, especially as this road will probably become a rat run for the people travelling between Manchester Road and the Stocksbridge Bypass

Response

Where the road leading to the by-pass isn't lit, 30 mph roundels will be provided. If it's evident that speeding is a problem approaching the above-mentioned pedestrian refuge, this will be addressed within the RSA3, with the provision of signs/lines/coloured surfacing.

St Mattias Church

9. The provision of double yellow lines outside the church will restrict access especially for the disabled to the church on a daily basis and for Funerals and weddings.

Response

The TRO proposals have yet to be advertised. If we can reduce the amount of double yellows we will. However, provided a road safety issue isn't being created, some loading and parking is permitted from double yellow lines.

### 37 Hunshelf Park

10. Have the traffic implications of these proposals been properly considered, are the roads designed to an appropriate standard and will they work satisfactorily when complete, also concerned about access and parking needed for the "Lunchbox"

#### Response

Some short-stay on-street parking (15 mins) will be provided on-street just above the roundabout for customers of The Lunch Box, who can also use the car park within the development. With regard concerns relating to volume of traffic and highway geometry, these have been considered within the Traffic Impact Assessment submitted with the planning application. The junctions perform satisfactorily when subjected to the development traffic, and even with 50% drive through traffic traveling to the A616. The highway geometry complies with national design standards.