



SHEFFIELD CITY COUNCIL Cabinet Report

11

Report of: Executive Director, Place

Date: 9 June 2011

Subject: Building Schools for the Future – All Saints/Seven Hills School
Results of Public and Traffic Regulation Order Consultation

Author of Report: Matt Longstaff - 0114 273 6170

Summary:

This report is to inform Members of comments received following public consultation on proposed highway works on Norfolk Park Road and Granville Road relating to the redevelopment of All Saints/Seven Hills Schools. The report includes a response to the comments received and recommends that an amended scheme be approved.

Reasons for Recommendations

The Transport Assessment submitted with the planning application was instrumental in defining the highway-related conditions on the planning consent. The measures which were developed address the relevant planning conditions and have been consulted upon throughout the immediate area. The recommendation relating to progression of the measures follows an indication of support from a majority of respondents. Additionally, revisions have been made to some of the proposals (where practicable) to address issues and concerns raised by respondents.

Recommendations:

- To overrule the objections to the Traffic Regulation Orders as discussed in this report and in the appendices in the interests of road safety, and to make the Orders in accordance with the Road Traffic Regulation Act 1984
- To approve and construct the scheme designs as shown in Appendix D
- To Inform all respondents of the decisions made

Background Papers:

Category of Report: OPEN

Statutory and Council Policy Checklist

Financial Implications
YES/NO Cleared by: Final approval awaited
Legal Implications
YES/NO Cleared by: Julian Ward
Equality of Opportunity Implications
YES/NO Cleared by: Ian Oldershaw
Tackling Health Inequalities Implications
YES/NO
Human rights Implications
YES/NO:
Environmental and Sustainability implications
YES/NO
Economic impact
YES/NO
Community safety implications
YES/NO
Human resources implications
YES/NO
Property implications
YES/NO
Area(s) affected
Norfolk Park Road/Granville Road
Relevant Cabinet Portfolio Leader
Councillor Leigh Bramall
Relevant Scrutiny Committee if decision called in
Is the item a matter which is reserved for approval by the City Council?
YES/NO
Press release
YES/NO

BUILDING SCHOOLS FOR THE FUTURE – ALL SAINTS/SEVEN HILLS SCHOOL RESULTS OF PUBLIC AND TRAFFIC REGULATION ORDER CONSULTATION

1.0 SUMMARY

- 1.1 This report is to inform Members of comments received following public consultation on proposed highway works on Norfolk Park Road and Granville Road relating to the redevelopment of All Saints/Seven Hills Schools. The report includes a response to the comments received and recommends that an amended scheme be approved.

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 for the redevelopment of All Saints/Seven Hills Schools granted on 4th November 2009. Officers have developed measures with a view to satisfying “City of Opportunity” priorities to empower residents by incorporating their aspirations in the design of their streets. The report contributes to “putting the customer first” by responding to the views expressed during three public consultation exercises.
- 2.2 The report will also contribute to the “Protecting and Enhancing the Environment” objective of the Council’s Corporate Plan “A City of Opportunity”, particularly the “Reducing Congestion” priority, with proposals that aim to better manage traffic flows through and around the area.

3.0 OUTCOME & SUSTAINABILITY

- 3.1 The main outcome will be addressing the issues outlined in the Transport Assessment which were produced in respect of All Saints School. This will be achieved by the development and implementation of measures conditioned in the planning consent.
- 3.2 The proposed measures are designed to mitigate the effects of the additional traffic expected to be generated by the new school, and to complement the new access and egress arrangements.

4.0 REPORT

- 4.1 Planning consent was granted for the redevelopment of All Saints/Seven Hills Schools. The proposed school is being built as part of Building Schools for the Future (BSF) which was launched by the Department for Children, Schools and Families in February 2003.
- 4.2 The existing school buildings have been retained and extended as necessary to meet the accommodation requirements. The new Seven Hills School is now linked with the All Saints accommodation to enable pupils from the two schools to share key facilities. A general location plan showing the location of both schools is included as Appendix A.

4.3 The Transport Assessment (TA) submitted with the planning application identified a number of improvements to the local highway network. The key findings and suggestions in the TA were as follows:

- Internal highway arrangements mean that all vehicles associated with Seven Hills School will now enter the school via the Goals Soccer Centre access off Norfolk Park Road, and exit the school onto Granville Road via the existing school access.
- Traffic flows will increase at school arrival times on Norfolk Park Road, given the access arrangements outlined above, although the additional vehicular generation is relatively low.
- The accident rate on Norfolk Park Road is quite high, with 11 injury accidents (2 serious, 9 slight) in the 5 year period 1/6/2004 to 31/5/2009.
- A one-way operation of Norfolk Park Road in the south westerly direction to offset any problems resulting from the extra vehicular traffic
- To address the existing collision record on Norfolk Park Road, and to ensure speeds are not increased as a result of the one-way proposal, traffic calming be implemented on the one-way section of Norfolk Park Road. The proposed one-way arrangement will also enable parking bays to be formed to address the current poorly regulated on-street parking arrangement.
- As all staff vehicles, together with the minibus/transporter/taxi elements will now access the site from Norfolk Park Road, there will be an increase in the number of vehicles turning right from Granville Road into Norfolk Park Road.

4.4 Given the nature of the key TA findings, the planning approval was granted subject to the implementation of the following measures on the highway:

- Norfolk Park Road - Traffic Calming
- Granville Road - Pedestrian Crossing

4.5 Officers therefore developed scheme proposals to address these conditions. The initial scheme included:

- Revised arrangement on Granville Road, including the proposed closure of Claywood Road at its junction with Granville Road to help regulate traffic movements
- A signalised (toucan) crossing outside no.171/173 Granville Road
- A one-way arrangement over the entirety of Norfolk Park Road in a south westerly direction
- Vertical traffic calming and a zebra crossing on Norfolk Park Road.

Full details of this scheme can be found in Appendix B.

- 4.6 The proposed one-way on Norfolk Park Road was intended to simplify traffic movements along what is often a congested route, as well as being a form of traffic calming in that it would reduce the number of vehicles passing the school entrance. To ensure speeds did not rise as a result of the one-way, physical traffic calming comprising humps and cushions were also proposed. A number of amendments to the existing waiting restrictions in the area were also advertised.
- 4.7 In order to obtain the views of residents and businesses potentially affected by each of the proposals, an explanatory letter, together with a plan showing the proposals and a response form, were delivered to all properties in the vicinity of each proposal, in June 2010. A pre-paid envelope was provided for return of the completed forms. All consultation materials were made available to local Councillors prior to the consultation. In addition, the proposed consultation area (see Appendix B) was distributed to Councillors beforehand. No adverse comments were received, except for a suggestion that the Friends of Norfolk Heritage Park Group were also consulted.
- 4.8 To complement this, street notices were put up, and plans were made available at First Point (Howden House), and on the Council website. The emergency services, South Yorkshire Passenger Transport Executive, the East Community Assembly, Ward councillors and local groups were also consulted.
- 4.9 The consultation process generated a total of 51 responses, a response rate of 15%. Table 1 below indicates the level of support for the proposed scheme, with a full breakdown of the response received for each question provided as Appendix B:

Table 1 – June consultation scheme support

Fully Support	Partly Support	Don't Support	Not Sure	No Answer
27 53%	14 27%	6 12%	3 6%	1 2%

- 4.10 The responses received to the initial consultation exercise were very positive overall, with the exception of the one-way traffic operation proposed on Norfolk Park Road. A large number of respondents indicated a significant level of dissatisfaction with the direction of the one-way arrangement. It was suggested that the proposed arrangement would severely inconvenience local residents and other vehicular traffic, particular those residents of Norfolk Park Drive, who would have been significantly affected. In view of the high level of dissatisfaction with that particular element of the proposals, the scheme was reviewed and the one-way arrangement was revised.
- 4.11 In view of the high level of dissatisfaction with the proposed one-way, the scheme was reviewed and the one-way arrangement was altered so to operate in the opposite direction. There was also a revised arrangement on Granville Road, including the one-way operation on Claywood Road (towards Granville Road) and the prescribed left turn to Granville Road. This second proposal can be seen in Appendix C.
- 4.12 A second consultation commenced on 6th September 2010, advising residents and businesses of the revisions to the scheme. The consultation area was the same as that identified in the first consultation. A total of 57 responses were received, a

response rate of 17%. Table 2 below indicates the level of support for the proposed scheme, with a full breakdown of the response received for each question provided as Appendix C.

Table 2 – September consultation – scheme support

Fully Support	Partly Support	Don't Support	Not Sure	No Answer
32 56%	17 30%	2 4%	1 2%	5 9%

4.13 Generally, the revised scheme was well received, with a number of people suggesting that the changes made sense. However, further meetings were then held with Headteachers from All Saints RC School, Seven Hills School, and Heritage Park Community School. These meetings, together with further comments received by consultation respondents, prompted further revisions to the scheme. The key elements of these were as follows:

- Retention of the amended one way arrangement on Norfolk Park Road (i.e. towards Granville Road) as set out in the second consultation exercise
- 2-way traffic flows permitted between Heritage Park Community School and Granville Road
- Signal controlled (toucan) crossing on Granville Road relocated to align with revised student access arrangements
- Removal of the proposed zebra crossing on Norfolk Park Road, replaced with an uncontrolled crossing point on a raised plateau

This third proposal can be seen in Appendix D.

4.14 This latest scheme was then the subject of a Traffic Regulation Order (TRO) consultation in January 2011. A total of 4 objections were received. A summary of these objections, together with an officer response, can be found in paragraphs 4.17 to 4.21.

4.15 A meeting was also held with some local residents who were concerned about the impact of the one-way on areas which were outside of the consultation area. This meeting was organised through Friends of Norfolk Heritage Park Group with the number of attendees limited to preserve focus and order at the meeting. This was deemed appropriate by Highways Officers and Friends of Norfolk Heritage Park. However, it should be noted that this was in essence a meeting of concerned local residents, representing more than just the views of Friends of Norfolk Heritage Park.

4.16 At the meeting, residents raised a number of issues concerning the proposals. The main objections were as follows:

- The existing two-way traffic arrangement on Norfolk Park Road should be retained
- The one-way would push significant amounts of traffic onto Granville Road
- That the consultation area did not include a significant number of local people who would be adversely affected by the proposed one-way

- 4.17 It was argued that the scheme appears to be over-engineered and does not provide any provision for cyclists in the scheme. The objector, CTC Right to Ride Sheffield, would like simple imposition of a 20mph limit on this area, enforced by mobile speed cameras.
- 4.18 Officers are required to provide measures which meet the requirements of the planning conditions, which unfortunately does not extend to facilities for cyclists. Cyclists will not be affected by the speed cushions and the reduction in traffic along Norfolk Park Road should enhance safety. It is also hoped that the traffic calming will reduce speeds to an appropriate limit, however the Central Community Assembly could consider such a restriction in the future if they wish. The proposed traffic calming would meet the criteria for a 20mph zone should this be pursued.
- 4.19 Further objections to the proposed one-way and its negative impact on day-to-day travel for people in the local and wider area were received from some two residents of Glencoe Road and from Friends of Norfolk Heritage Park. It is argued that the proposed one way arrangement will increase and exacerbate existing traffic issues on Granville Road, and that the needs of residents have not been taken into consideration with the plans designed just to serve the needs of the new school entrance.
- 4.20 It is accepted that the one-way proposal will lead to additional traffic on Granville Road, and residents in the wider Norfolk Park area will no longer be able to use Norfolk Park Road as a direct route to the A61. Residents in the wider Norfolk Park area are affected. However the TA submitted with the planning application indicated that any re-assignment of traffic due to the one-way was "not felt to be unduly contentious as, even in peak hours, Granville Road would be able to cope with the additional traffic, much of which, it could be argued, should already use Granville Road instead of 'short-cutting' via Norfolk Park Road". It is also considered that much of the affected traffic using Norfolk Park Road does so outside of peak times, due to the main operation times of the Goals Soccer Centre. The proposed scheme should also reduce the number of accidents near to the school on Norfolk Park Road as a result of reduced vehicle flows and speeds, and from simplified vehicle manoeuvres.
- 4.21 A further objection was lodged by South Yorkshire Police (SYP), who are unwilling to support the introduction of the one way arrangement in the planned form. Although they support any measures which add to or improve road safety, they have significant concerns over some of the elements within the proposal, in particular the possibility that speeds could rise as a result of the proposed one-way. They also refer to the one-way arrangement on the lower section of Norfolk Park Road, suggesting that any traffic entering from the direction of Granville Road will be restricted in only being able to travel part way down, and that there is no facility to enable larger vehicles to turn around.

Officers consider that although vehicles will no longer be faced with oncoming traffic, the calming features are spaced at regular intervals along Norfolk Park Road which should engineer speeds to appropriate level. It should also be noted that although the road will be traffic calmed, a 20mph speed limit is not being implemented. New signing will be implemented on Granville Road, on both the northern and southern approaches to Norfolk Park Road, to advise drivers of the

new priorities on Norfolk Park Road. Regardless of any signing that may be implemented however, there would be sufficient room for the majority of vehicles to be able to make the u-turn although they may be required to utilise the accesses to the school to complete their manoeuvre.

4.22 Concerns have been raised about the level of compliance with the proposed “No entry” signing at the southern end of Claywood Road. Officers can confirm that the banned manoeuvre will be clear to drivers through new signing, but consider that any misuse will be minimal as the new route to Claywood Road is not excessive in terms of distance or inconvenience.

4.23 With regard to the suggestion that consultation should have been wider, the consultation boundaries were agreed with local Councillors prior to the consultations. The disadvantages of the one-way system to people living outside the immediate area have also been discussed in 4.19 above. It is considered that the negative aspects of the one-way have been given due consideration.

Relevant Implications

4.24 A report outlining the overall principle of the re-investment of capital receipts to allow for contingencies in respect of BSF schemes of this nature was approved by Cabinet on 22nd February 2006. The current estimate for the works at All Saints/Seven Hills schools is £245,000. This figure does not incorporate the cost relocating any equipment owned by statutory undertakers which will be established at the detailed design stage.

4.25 It is considered that all classes of road user will benefit from the proposed measures. An Equalities Impact Assessment has been undertaken and this indicates that the proposals adhere to stated Council policies as they apply to these types of works in the highway. The disabled, elderly and young children (and their carers) have different needs from a project of this type due to issues of accessibility, usability and road safety. However, these differing needs have been (and will continue to be) fully accounted for as part of the consultation and design of the measures. Therefore the project should be of universal positive benefit to all, regardless of age, gender, ethnicity, sexuality, religion, disability etc. No negative impacts have been identified.

5.0 ALTERNATIVE OPTIONS CONSIDERED

5.1 The Transport Assessments identified the mitigation measures which subsequently formed the basis of the relevant conditions to the planning consent granted for the All Saints/Seven Hills Schools development.

5.2 As discussed within this report, the mitigation measures have been revised in response to comments received during the public consultations, in effect resulting in the development of several alternative options.

6.0 REASONS FOR RECOMMENDATIONS

6.1 The Transport Assessment submitted with the planning application was instrumental in defining the highway-related conditions on the planning consent. The measures developed to address the relevant planning conditions have been

further consulted upon throughout the immediate area on several occasions, with significant changes made. The recommendation relating to progression of the measures follows an indication of support from a majority of respondents.

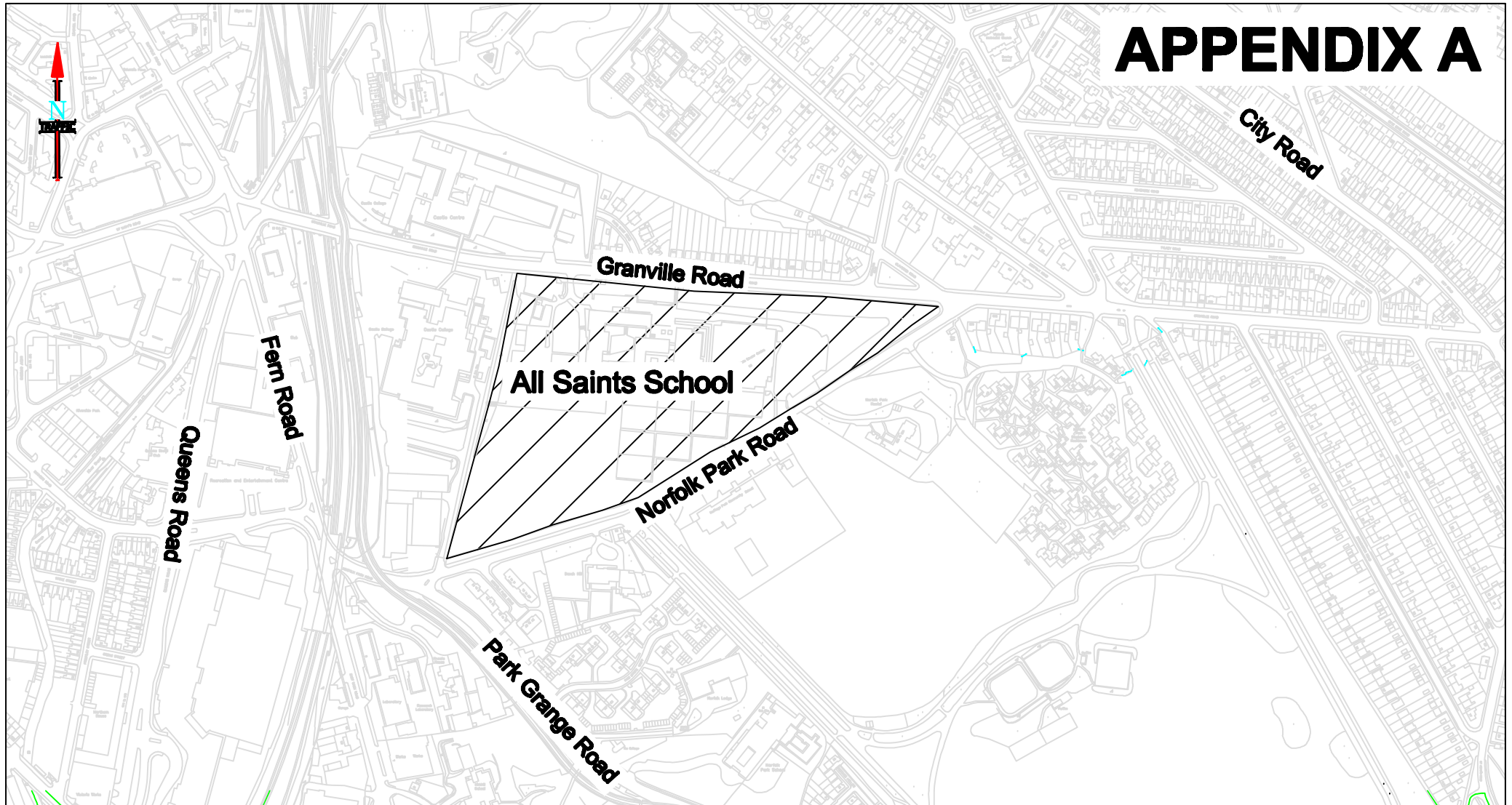
7.1 RECOMMENDATIONS

- 7.2 To overrule the objections to the Traffic Regulation Orders as discussed in this report and in the appendices in the interests of road safety, and to make the Orders in accordance with the Road Traffic Regulation Act 1984
- 7.3 To approve and construct the scheme designs as shown in Appendix D
- 7.4 To inform all respondents of the decisions made

Simon Green
Executive Director, Place

9 June 2011

APPENDIX A



DEVELOPMENT SERVICES
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JWB
MAY 2011

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Client
SHEFFIELD CITY COUNCIL

Scheme
Building Schools For The Future

Drawing Title
All Saints School
Appendix A - Location Plan

Drawing No.
TM/ED02837/P5

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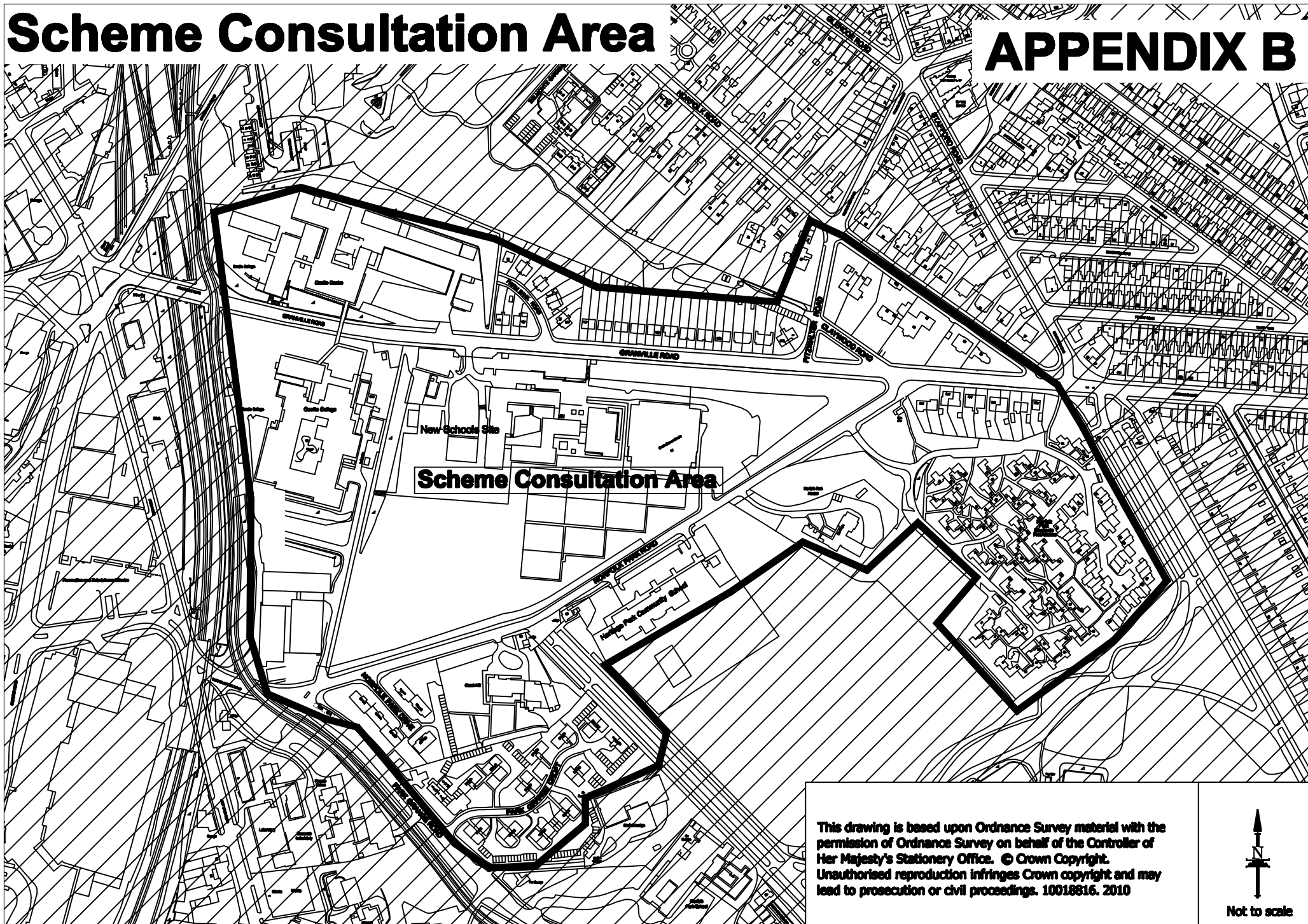
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 Date **May 2011**



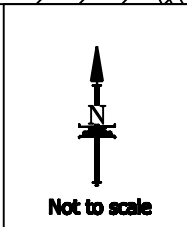
TRAFFIC MANAGEMENT

Scheme Consultation Area

APPENDIX B



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Appendix B

June 2010 Consultation Questionnaire Results

Question One

“The revised arrangement on Granville Road, including the proposed closure of Claywood Road at its junction with Granville Road will help to regulate traffic movements at this location”.

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure
14	24	3	3	5
29%	49%	6%	6%	10%

Question Two

“The proposed signalised (toucan) crossing will make it easier and safer to cross Granville Road (especially children making their way to and from school)”

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure
25	18	0	1	5
51%	37%	0%	2%	10%

Question Three

“The proposed one-way arrangement on Norfolk Park Road will improve safety and reduce traffic volumes in the vicinity of the schools”.

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure
16	16	3	12	4
31%	31%	6%	24%	8%

Question Four

“The proposed traffic calming and zebra crossing on Norfolk Park Road will help to reduce the speed of traffic and make it easier and safer to cross Norfolk Park Road”.

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure
22	19	3	2	5
43%	37%	6%	4%	10%

Question Five

“The proposed parking bays will regulate the parking arrangement resulting in a safer environment for pedestrians and through traffic”.

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure
17	16	4	2	6
38%	36%	9%	4%	13%

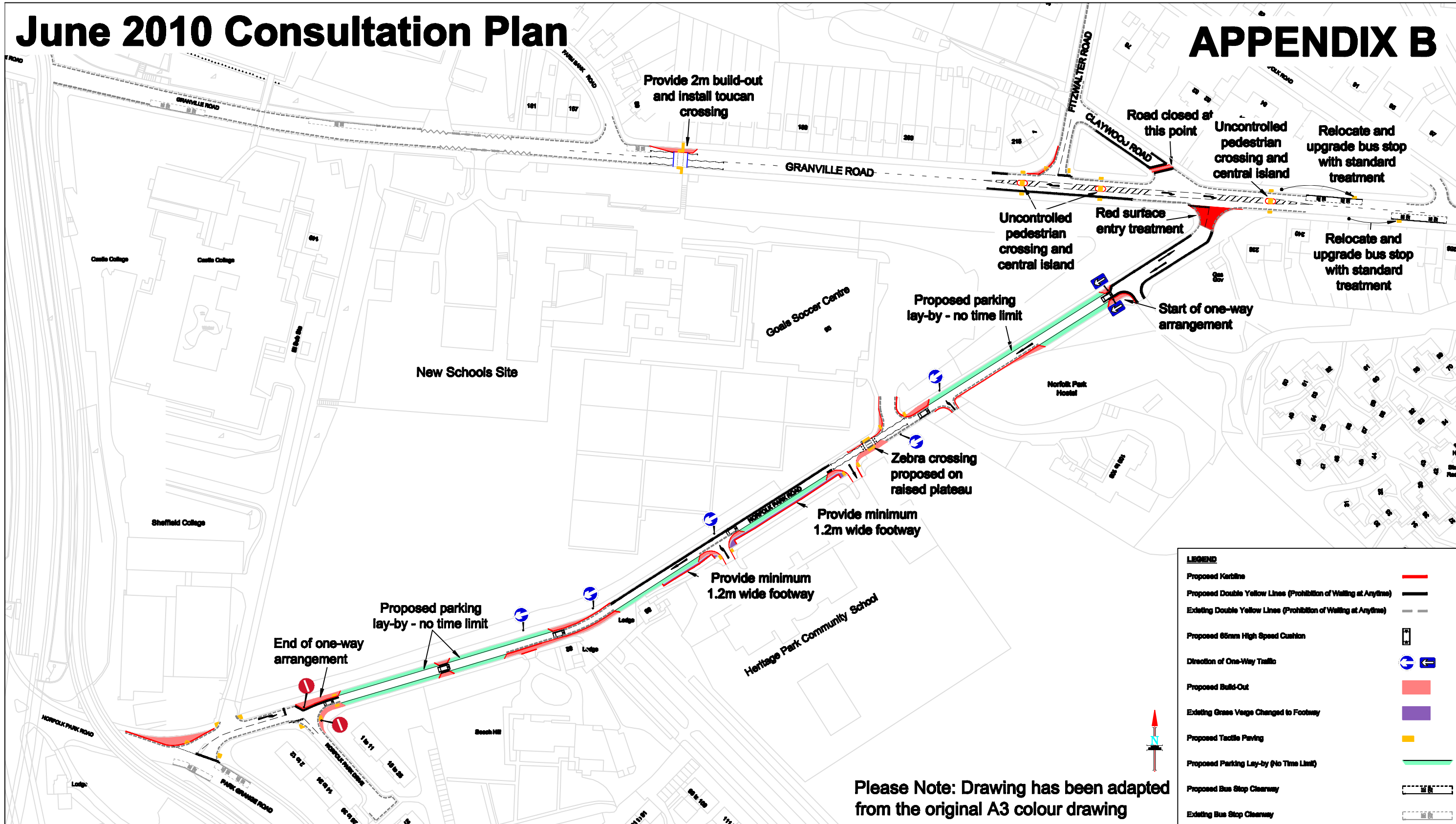
Question Six

Overall, to what extent do you support the scheme?

Fully Support	Partly Support	Don't Support	Not Sure
27	14	6	3
54%	28%	12%	6%

June 2010 Consultation Plan

APPENDIX B



Please Note: Drawing has been adapted from the original A3 colour drawing

LEGEND	
Proposed Kerblins	
Proposed Double Yellow Lines (Prohibition of Waiting at Anytime)	
Existing Double Yellow Lines (Prohibition of Waiting at Anytime)	
Proposed 65mm High Speed Cushion	
Direction of One-Way Traffic	
Proposed Build-Out	
Existing Grass Verges Changed to Footway	
Proposed Tactile Paving	
Proposed Parking Lay-by (No Time Limit)	
Proposed Bus Stop Clearway	
Existing Bus Stop Clearway	

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Client: **SHEFFIELD CITY COUNCIL**

Scheme: **All Saints RC / Seven Hills Schools Associated Highways Proposals**

Drawing Title: **Traffic Calming and One-way Arrangement Consultation Plan**

Drawing No. **TM-ED02837-C1**

Scale: **not to scale**

Date: **May 2010**

Development Environment & Leisure

DEVELOPMENT SERVICES

Appendix C

September 2010 Consultation Questionnaire Results

Question One

"The amended one-way arrangement on Norfolk Park Road (ie. **TOWARDS** Granville Road) will improve road safety and reduce traffic volumes in the vicinity of the schools".

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure	No Box Ticked
25	17	3	6	4	2
44%	30%	5%	10%	7%	4%

Question Two

"The previous proposal to introduce one-way traffic on Norfolk Park Road (ie. **AWAY** from Granville Road) is preferred".

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure	No Box Ticked
6	9	9	20	11	1
11%	16%	16%	35%	19%	2%

Question Three

The proposed traffic calming and zebra crossing on Norfolk Park Road will help to reduce the speed of traffic and make it easier and safer to cross Norfolk Park Road".

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure	No Box Ticked
28	21	1	2	5	0
49%	37%	2%	4%	9%	0%

Question Four

"The proposed parking bays will regulate the parking arrangement resulting in a safer environment for pedestrians and through traffic".

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure	No Box Ticked
27	20	2	2	6	0
47%	35%	4%	4%	11%	0%

Question Five

“The revised arrangement on Granville Road, including the one-way operation on Claywood Road (towards Granville road) and the prescribed left-turn to Granville road will help to regulate traffic movements at this location”.

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure	No Box Ticked
14	24	3	5	6	5
25%	42%	5%	9%	10%	9%

Question Six

“The proposed signalised (toucan) crossing will make it easier and safer to cross Granville Road (especially children making their way to and from school)”.

Strongly Agree	Agree	Disagree	Strongly Disagree	Not Sure	No Box Ticked
29	22	2	2	1	1
51%	36%	4%	4%	2%	1%

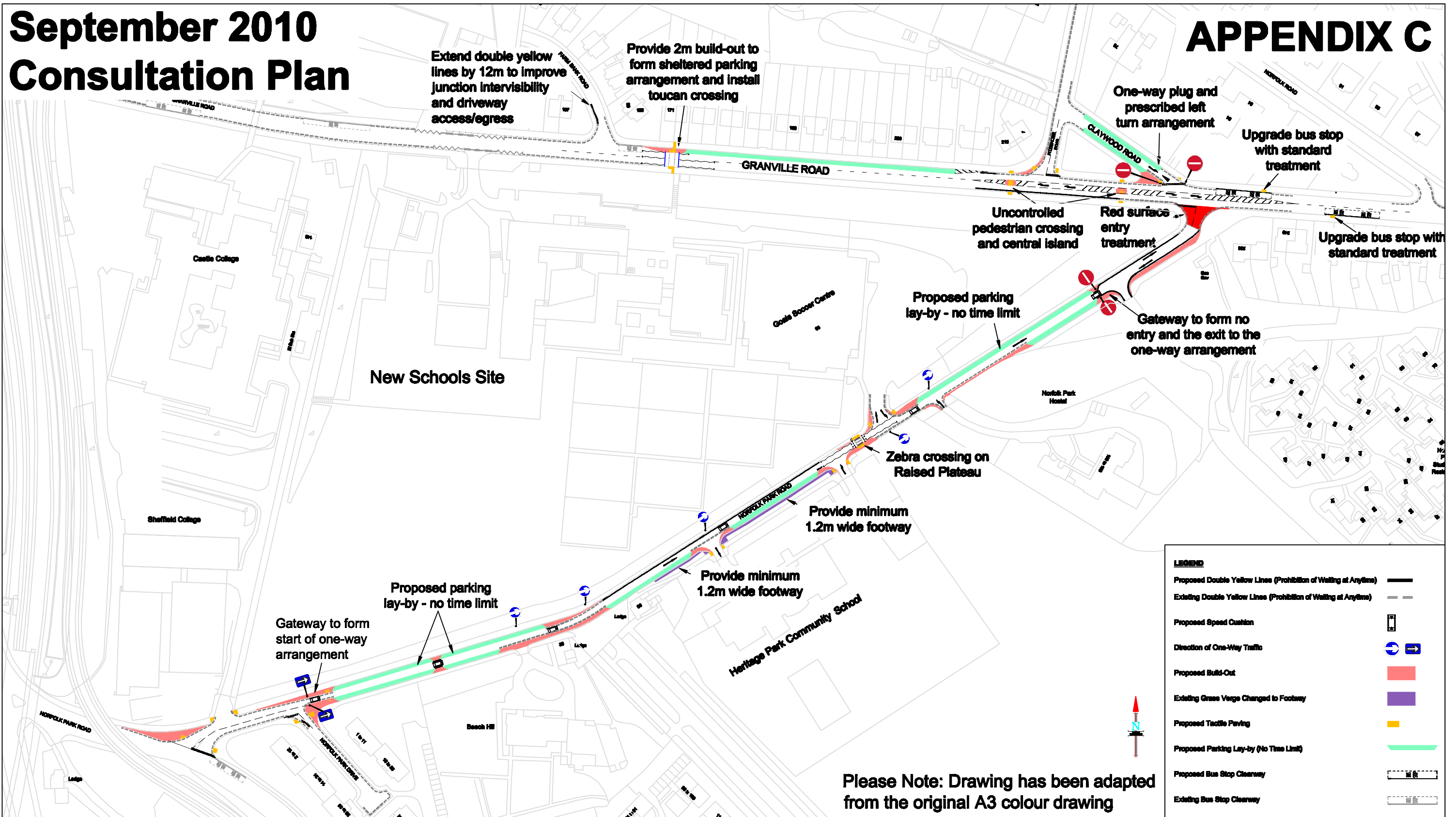
Question Seven

Overall, to what extent do you support the scheme?

Fully Support	Partly Support	Don't Support	Not Sure	No Box Ticked
32	17	2	1	5
56%	30%	4%	2%	9%

September 2010 Consultation Plan

APPENDIX C



LEGEND	
Proposed Double Yellow Lines (Prohibition of Waiting at Anytime)	
Existing Double Yellow Lines (Prohibition of Waiting at Anytime)	
Proposed Speed Cushion	
Direction of One-Way Traffic	
Proposed Build-Out	
Existing Grass Verge Changed to Footway	
Proposed Tactile Paving	
Proposed Parking Lay-by (No Time Limit)	
Proposed Bus Stop Clearway	
Existing Bus Stop Clearway	

Please Note: Drawing has been adapted from the original A3 colour drawing

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Client: **SHEFFIELD CITY COUNCIL**

Scheme: **All Saints RC / Seven Hills Schools
Associated Highways Proposals**

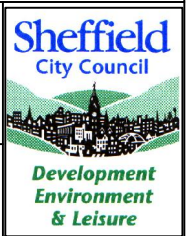
Drawing Title: **Traffic Calming and One-way Arrangement
Re-Consultation Plan**

Drawing No. **TM-ED02837-C2**

Scale: **not to scale** **A4**

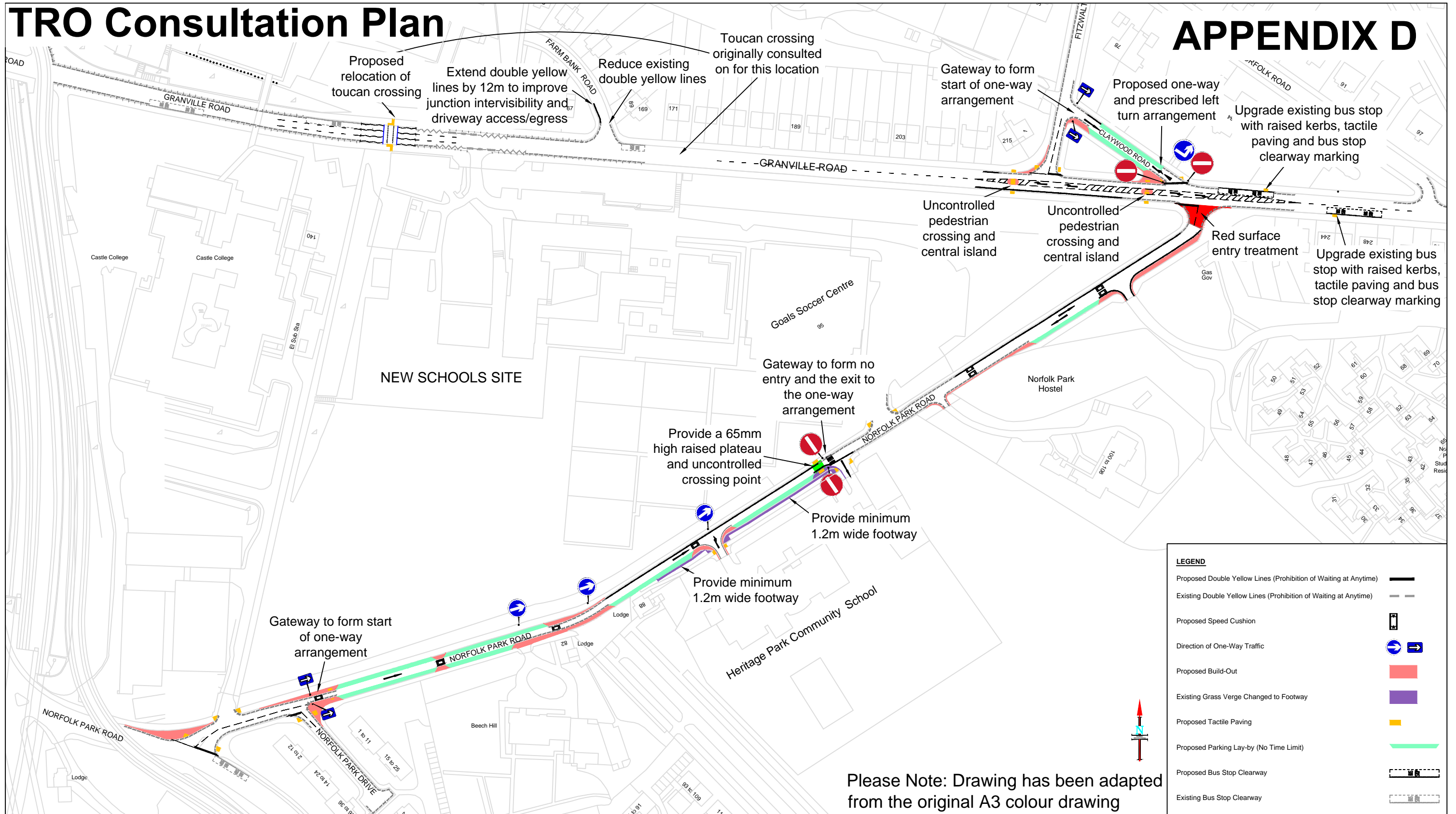
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DEVELOPMENT SERVICES



TRO Consultation Plan

APPENDIX D



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DRAWN: **ML**
 JAN 2011

CHECKED:

Client: **SHEFFIELD CITY COUNCIL**

Scheme: **All Saints RC / Seven Hills Schools Associated Highways Proposals**

Drawing Title: **Traffic Calming and One-way Arrangement TRAFFIC REGULATION ORDER PLAN**

Drawing No. **TM-ED02837-C3**

Scale: **not to scale**

Date: **JANUARY 2011**

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