

# Highway Cabinet Member Decision Session

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Thursday 18 February 2016 at 1.15 pm

To be held at the Town Hall,  
Pinstone Street, Sheffield, S1 2HH

The Press and Public are Welcome to Attend

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Members of the public can attend the sessions to make representations to the Cabinet Member.

If you wish to speak you will need to register by contacting Democratic Services (contact details overleaf) **no later than 10.00 am** on the last working day before the meeting.

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## PUBLIC ACCESS TO THE MEETING

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Executive decisions in relation to Highway matters will be taken at Highway Cabinet Member Decisions Sessions. The Cabinet Member for Environment and Transport, Councillor Terry Fox, will be present at the sessions to hear any representations from members of the public and to approve Executive Decisions.

Should there be substantial public interest in any of the items the Cabinet Member may wish to call a meeting of the Cabinet Highways Committee

A copy of the agenda and reports is available on the Council's website at [www.sheffield.gov.uk](http://www.sheffield.gov.uk). You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. on Friday. You may not be allowed to see some reports because they contain confidential information. These items are usually marked \* on the agenda.

Members of the public can attend the sessions to make representations to the Cabinet Member. If you wish to speak you will need to register by contacting Simon Hughes **no later than 10.00 am on the last working day before the meeting** via email at [simon.hughes@sheffield.gov.uk](mailto:simon.hughes@sheffield.gov.uk) or phone 0114 273 4014

Recording is allowed at Highway Cabinet Member Decisions Sessions under the direction of the Cabinet Member. Please see the website or contact Democratic Services for details of the Council's protocol on audio/visual recording and photography at council meetings.

If you would like to attend the meeting please report to the First Point Reception desk where you will be directed to the meeting room. Meetings are normally open to the public but sometimes the Cabinet Member may have to consider an item in private. If this happens, you will be asked to leave. Any private items are normally left until last.

The Cabinet Member's decisions are effective six working days after the meeting has taken place, unless called-in for scrutiny by the relevant Scrutiny Committee or referred to the City Council meeting, in which case the matter is normally resolved within the monthly cycle of meetings.

If you require any further information please contact Simon Hughes on 0114 273 4014 or email [simon.hughes@sheffield.gov.uk](mailto:simon.hughes@sheffield.gov.uk).

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## FACILITIES

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There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

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**HIGHWAY CABINET MEMBER DECISION SESSION  
18 FEBRUARY 2016**

**Agenda**

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- 1. Exclusion of Press and Public**  
To identify items where resolutions may be moved to exclude the press and public
- 2. Declarations of Interest** (Pages 1 - 4)  
Members to declare any interests they have in the business to be considered at the meeting
- 3. Minutes of Previous Session** (Pages 5 - 12)  
Minutes of the Session held on 17 November 2015
- 4. Pack Horse Lane / Mortomley Lane (Highway Changes) - Outcome of Public Consultation.** (Pages 13 - 28)  
Report of the Executive Director, Place

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## ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

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If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest (DPI)** relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period\* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

\*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority –
  - under which goods or services are to be provided or works are to be executed; and
  - which has not been fully discharged.

- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) –
  - the landlord is your council or authority; and
  - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
  - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
  - (b) either -
    - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
    - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or
- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously.

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Gillian Duckworth, Director of Legal and Governance on 0114 2734018 or email [gillian.duckworth@sheffield.gov.uk](mailto:gillian.duckworth@sheffield.gov.uk).

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**Highway Cabinet Member Decision Session held 17 November 2015**

**PRESENT:** Councillor Terry Fox (Cabinet Member for Environment and Transport)

**ALSO IN ATTENDANCE:** Simon Botterill (Team Manager, Scheme Design)  
James Burdett (Highways Engineer)  
Ian Taylor (Transport Planner)  
Gay Horsfield (Transport Planner)

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**1. EXCLUSION OF PRESS AND PUBLIC**

1.1 No items were identified where it was proposed to exclude the public and press.

**2. DECLARATIONS OF INTEREST**

2.1 There were no declarations of interest.

**3. MINUTES OF PREVIOUS SESSION**

3.1 The minutes of the previous Session held on 13 August 2015 were approved as a correct record.

**4. SHEFFIELD 20MPH SPEED LIMIT STRATEGY: OBJECTIONS TO PROPOSED SPEED LIMITS IN GLEADLESS VALLEY, STANNINGTON AND PARK ACADEMY AREAS**

4.1 The Executive Director, Place submitted a report describing the response from residents to the proposals to introduce a 20mph speed limit in Stannington, Gleadless Valley and the area around Sheffield Park Academy and outlining the Council's response.

4.2 Alan Barnett attended the Session to make representations to the Cabinet Member. He commented that the 15 properties on Roscoe Bank and 17 properties on Long Lane which had not been included in the proposals for a 20mph limit should be included as the roads were similar to those included in the proposed scheme.

4.3 He further stated that there was no bus service on Rivelin Valley Road so people often had to walk to the bus stop on Liberty Hill. Schoolchildren also walked on those roads and it could be very busy with pedestrians at times.

4.4 There was an average of 7-8 cars a minute which used Liberty Hill, Long Lane and Roscoe Bank at peak times and because of parked vehicles it was often like one way roads at times. During recent Streets Ahead works on Bingley Lane, people used Roscoe Bank as a diversion and the number of vehicles using the road increased to around 10-15 cars a minute.

4.5 Mr Barnett had long standing concerns over the speed of vehicles on the roads

not included in the proposals for a 20mph limit. A speed survey had been undertaken but this was in the first week of July when local schoolchildren were on holiday and the traffic was a fraction of what it usually was.

4.6 More houses were being built in the area and Mr Barnett believed the problem would only get worse. He suggested that it would not be difficult to include Roscoe Bank in the current proposals and would actually be cheaper if it could be included in this scheme rather than further down the line. He concluded that Roscoe Bank should be included in the proposals for a 20mph limit as it was only 400m from the urban area and speeding was a major problem. If Tofts Lane could also be included this would save money on signage.

4.7 Matt Turner attended the Session to make representations on behalf of Cycle Sheffield. He stated that one of the outcomes from the recent Cycling Inquiry undertaken by the Council was the aim to introduce two way cycling on one way streets. In May 2015 Cycle Sheffield had examined all the 20mph areas in the City to identify areas which were one way and this evidence was available. He was disappointed therefore that the proposals did not include the option for cyclists of two way on one way streets.

4.8 In response Simon Botterill, Team Manager, Scheme Design, commented that he wasn't aware of the request for two way exemptions for cyclists on one way roads when developing the design briefs for the scheme. He didn't disagree with the principle but would always need to assess the safety implications on a case by case basis.

4.9 The Traffic Regulation Order had already been advertised so for the remainder of Roscoe Bank to be included there would have to be a new order. He was cautious of mixing up a country lane by including a 20mph scheme but would be agreeable should the Cabinet Member request this. If any complaints were received from the Police it was unlikely that Roscoe Bank would be able to be included but officers would have to see if the Police did lodge an objection.

4.10 **RESOLVED:** That:-

- (a) the Stannington, Gleadless Valley and Sheffield Park Academy area 20mph Speed Limit Orders be made in accordance with the Road Traffic Regulation Act 1984;
- (b) the objectors be informed accordingly;
- (c) the proposed 20mph speed limits be introduced;
- (d) an advisory part-time 20mph speed limit on parts of Stannington Road as shown in Appendix C of the report be introduced; and
- (e) a further 20 mph Speed Limit Order be promoted for the remainder of Roscoe Bank.

4.11 **Reasons for Decision**

- 4.11.1 Reducing the speed of traffic in residential areas will, in the long term, reduce the number and severity of accidents, reduce the fear of accidents, encourage sustainable modes of travel and contribute towards the creation of a more pleasant, cohesive environment.
- 4.11.2 Having considered the objections to the introduction of a 20mph speed limit in Stannington, and Gleadless Valley, the officer view is that the reasons set out in this report for making the Speed Limit Order outweigh the objections. The introduction of a 20mph speed limit in these areas would be in-keeping with the City's approved 20mph Speed Limit Strategy.

#### **4.12 Alternatives Considered and Rejected**

- 4.12.1 In the case of Stannington Road, consideration has been given to two alternative options to that recommended in this report. The first, to introduce a 20mph limit along the full length of Stannington Road as advertised, has been discussed in paragraph 4.8 of the report. The introduction of a mandatory part-time 20mph speed limit in the area around the entrance to Stannington infant school has also been explored and discounted due to the disproportionately high cost involved in providing the correct variable message signing required to render the limit legally enforceable.
- 4.12.2 The other objections relate to the principle of introducing sign-only 20mph speed limits into residential areas, and therefore the approved Sheffield 20mph Speed Limit Strategy. As such, no alternative options have been considered. Speeds will be monitored and the addition of further measures will be considered if appropriate, as outlined in paragraph 4.14 of the report.

#### **5. NORTH SHEFFIELD BETTER BUSES - RUTLAND ROAD/PITSMOOR ROAD**

- 5.1 The Executive Director, Place submitted a report in relation to the North Sheffield Better Buses Project at Rutland Road/Pitsmoor Road.
- 5.2 Richard Westaway, a local resident, attended the Session to make representations to the Cabinet Member. He accepted that there was no ideal solution to address the problems in the area and the proposals would go a long way to improving the situation.
- 5.3 Mr Westaway had observed a number of red light violations at the junction and there had been a number of crashes. The engineering aspect of the scheme would also not resolve problems of people turning at Minna Road into the junction. Traffic flow will be impaired and the situation would become more hazardous for pedestrians and the difficulties people experienced crossing on both sides of Rutland Road would only be increased. The proposed traffic island would help but people may get stranded on the island unable to cross. An on demand light facility could be the solution which would only come into effect when a pedestrian requested it.

- 5.4 Mr Westaway further commented that there was a problem with surface water caused by the position of the gully outside 287 Rutland Road. The gully outside Mr Westaway's house was also permanently blocked, as a result the surface water increased the risk of accidents at the junction.
- 5.5 Prior to the road resurfacing, Heavy Goods Vehicles (HGVs) were frequently getting stuck in the road. Despite the resurfacing this still occasionally occurred making the backlog of traffic even worse.
- 5.6 The proposals brought the road closer to residents and as a result it was hoped that Mr Westaway's neighbour would be given a dropped kerb outside his property as he had requested.
- 5.7 An additional cycle advance area was needed on the approach to Minna Road. Mr Westaway then asked if there was any scope for consideration of making the area a 20mph limit given the proximity of the junctions and people turning on and off the road. Many road users also straddled the lanes because of the road markings, increasing the backlog, so Mr Westaway asked if a solid white demarcation line to define the lines could be introduced.
- 5.8 Mr Westaway concluded by asking for careful consideration of where street furniture was to be placed, as local residents will be reversing in and out of their properties, and whether there could be any mitigation measures introduced to address the issues of noise and pollution in the area.
- 5.9 Matt Turner made further representations to the Cabinet Member on behalf of Cycle Sheffield. He stated that the aim of the Council was to ensure 10% of journeys were made by bike within 10 years and the proposals in the report would put cyclists off from using the area. Advance stop lines were of little value.
- 5.10 Mr Turner did not wish to see highway capacity extension at the expense of pedestrians and the footway. Any pedestrians did not have access to a signal control, so there was a dangerous element. The scheme had also not been submitted to the Cycle Scheme Sub Committee despite assurances that all schemes would do so.
- 5.11 In response, Simon Botterill commented that, in respect of the red light abuse, cameras were only usually installed in areas where there were a high number of accidents and the evidence suggested that accidents in this area were mainly damage to vehicles rather than injury.
- 5.12 The drainage issues were in the process of being investigated. Officers would try and incorporate as many of the requests as they could into the scheme whilst bearing in mind the funding was coming from bus operators with the intention of easing congestion and improving journey times. He was surprised about the comments regarding skid resistance as the road resurfacing should have improved that but that could be tested.
- 5.13 James Burdett, Highways Engineer, reported that he had met with Mr Westaway to try and resolve some of his issues. The junction was very intensively used and

it was hoped that the extended right turn would help with that. Regarding Mr Westaways' request for a yellow box at the junction, officers would assess the scheme once it had been implemented to see if a yellow box was needed. It was hoped, given the cost implications, that it would not be needed.

5.14 The road needed to be reprofiled in full if the scheme was approved, so many of Mr Westaway's requests could be looked at at that stage. His neighbour would be getting the dropped kerb he had requested.

5.15 Simon Botterill added that he didn't believe Rutland Road was an appropriate road for a 20mph limit, although the policy on 20mph limits had been amended so as not to exclude B and C category roads. Consideration will, however, be given to including this part of Rutland Road within the 20 mph programme when this area is due for assessment.

5.16 Simon Botterill believed that the scheme was an acceptable one for pedestrians. Although he acknowledged that it did remove some of the footway, it did not take it all away and it did not reduce it lower than the normal level of provision. There was a balance to take in ensuring the scheme met the needs of the bus operators whilst not having an adverse impact on pedestrians.

5.17 The scheme had had a cycle audit and no adverse issues had been raised. It was the responsibility of the Cycle Auditor to take the scheme to the Cycle Sub Group and he would liaise with the Auditor to ensure this took place in the future.

5.18 **RESOLVED:** That:-

(a) the highway scheme on Rutland Road, between Cooks Wood Road and Pitsmoor Road, as shown in Appendix A, be approved and implemented, subject to any required re-confirmation of costs after detailed design (including any commuted sums); and

(b) the respondents be informed accordingly.

5.19 **Reasons for Decision**

5.19.1 The scheme described in the report will contribute to improving journey times and reliability for bus services along this route. At the same time it addresses the concerns of the one respondent.

5.19.2 The scheme is currently being designed in preliminary detail, with funding available to allow the scheme to progress to detailed design and construction in 2016/17.

5.20 **Alternatives Considered and Rejected**

5.20.1 The alternative to the scheme would be to do nothing, which would not address the issues that regularly occur at the location.

**6. NORTH SHEFFIELD BETTER BUSES - SPITAL HILL**

6.1 The Executive Director, Place submitted a report in relation to the North Sheffield Better Buses Project at Spital Hill.

6.2 Matt Turner made representations to the Cabinet Member on behalf of Cycle Sheffield. He commented that it was a very busy road with a complex junction and the proposals would discourage cyclists from using the road. It was unreasonable to expect people to share lanes with cyclists. Advanced stop lines reduced capacity for traffic and caused conflict. There was a need for a separate space for cycling as the road was too busy for people to realistically share the road.

6.3 Simon Botterill acknowledged that the proposals were not the ideal solution he would wish for cyclists. However, everything could not be started at the same time. Mr Turner's proposals, as highlighted in a video shown to the Session, would cause additional traffic congestion and therefore the scheme would not be implemented as it was funded by bus operators. He was confident that the proposals did not provide a worse situation for cyclists than was currently in operation, whilst having significant benefits for bus operators. It was a low cost change which could be added to or reversed in the future if necessary.

6.4 Councillor Terry Fox, Cabinet Member for Environment and Transport, commented that he welcomed the scheme. He was aware that bus operators were not taking the needs of cyclists into account and would raise this when meeting with the bus companies on 18 November. Issues of process such as the requirement to take schemes through the Cycling Sub Committee would be followed up.

6.5 **RESOLVED:** That:-

- (a) the highway schemes on Spital Hill, as shown in Appendices A and B of the report, be implemented, subject to any required re-confirmation of costs after detailed design (including any commuted sums); and
- (b) the respondents be informed accordingly.

**6.6 Reasons for Decision**

6.6.1 The schemes described in the report will contribute to improving journey times and reliability for bus services along this route.

6.6.2 The schemes are being designed in detail with funding available to allow the schemes to be built in 2015/16 and 2016/17.

**6.7 Alternatives Considered and Rejected**

6.7.1 The alternative would be to do nothing which would not address the issues that regularly occur at these locations. The designs are therefore the preferred options.

**7. FURNISS AVENUE ZEBRA CROSSING: REPORT ON PROPOSED SCHEME**

**WITH LETTER OF REQUEST TO CHANGE CROSSING FROM A ZEBRA CROSSING TO A LIGHT CONTROLLED CROSSING**

- 7.1 The Executive Director, Place submitted a report describing the proposals for a zebra crossing to be located on Furniss Avenue close to both Totley Brook Road and a footpath. The report also outlined comments received following public and statutory consultations and any responses given.
- 7.2 **RESOLVED:** That:-
- (a) the request for a signal controlled crossing, on Furniss Avenue, be noted but for the reasons stated in the report, approval be given to the installation of a Zebra crossing on the grounds this will be on the desire line and that the overall pedestrian vehicular flows do not warrant a signal controlled crossing at this location; and
  - (b) the relevant consultee be informed accordingly.
- 7.3 **Reasons for Decision**
- 7.3.1 To improve pedestrian facilities and safety at the site of a very busy route to school.
- 7.4 **Alternatives Considered and Rejected**
- 7.4.1 At the time of assessment it was considered most appropriate to have a zebra crossing due to the relatively low traffic speed and the desire line. A light controlled crossing would need to be a minimum of 20m away from the junction with Totley Brook Road and would be difficult to site with the driveways to houses. Moving the crossing away from the desire line would mean it would be less likely to be used. The cost of a signalised crossing is much higher and would not provide materially improved benefits. Therefore it cannot be justified at this location.

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## SHEFFIELD CITY COUNCIL Individual Cabinet Member Decision

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**Report of:** Executive Director, Place

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**Date:** 18 February 2016

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**Subject:** Pack Horse Lane / Mortomley Lane (Highway Changes) -  
Outcome of Public Consultation.

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**Author of Report:** Andrew Marwood – 0114 273 6170

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### **Summary:**

This report sets out officer responses to comments received during the public consultation exercise, following the development of highway proposals to provide improved pedestrian and vehicle access to the new swimming pool complex and associated leisure facilities currently being constructed on Packhorse Lane.

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### **Reasons for Recommendations:**

The changes to Pack Horse Lane and its junction with Mortomley Lane will give improved accessibility to the new leisure facilities which are currently being constructed on Packhorse Lane. It is also anticipated that the changes will provide safe and easy access for all user groups to and from St Mary's Primary School as well as other amenities.

The proposals will satisfy the highway planning conditions associated with the planning approval for the new leisure facility which was granted in January 2015.

As well as improvements to access, the changes will also address additional demands for parking in the area which will benefit St Mary's school and other amenities located on Packhorse Lane.

**Recommendations:**

- Approve and continue to implement the highway changes as show on drawing number TM-RV-011-P1 (see appendix 'A').
- Make the Traffic Regulation Order relating to the proposed waiting restrictions.
- Inform all parties responding to the consultation accordingly.

**Background Papers:**

**Appendix 'A'** –TM-RV-011-P1– Scheme Plan.

**Appendix 'B'** –Consultation Responses.

**Appendix 'C'** –Officer Responses.

**Appendix 'D'** – TM-RV-0111-P2 – Amended Scheme Plan showing the additional footway within the Leisure facility car park (following consultation).

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**Category of Report:**      OPEN

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## Statutory and Council Policy Checklist

<b>Financial Implications</b>
Cleared by: Damian Watkinson
<b>Legal Implications</b>
Cleared by: David Sellars
<b>Equality of Opportunity Implications</b>
Cleared by: Beth Storm
<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>
High Green
<b>Relevant Cabinet Portfolio Leader</b>
Terry Fox
<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

## PACK HORSE LANE / MORTOMLEY LANE (HIGHWAY CHANGES) – OUTCOME OF PUBLIC CONSULTATION.

### **1.0 SUMMARY**

- 1.1 A scheme, which proposes to provide improved accessibility to the new leisure facilities which are currently being constructed, as well as other amenities on Pack Horse Lane was consulted on in October / November 2015 see (Appendix 'A').
- 1.2 A number of comments have been received, including a petition containing approximately 200 signatures with regards to the final layout of the scheme as well as the ongoing disruption during the works. Officers have been working closely with those who commented, to address the concerns.
- 1.3 This report sets out officer responses to comments received during the public consultation, following the revision of some of the proposals, It also seeks approval for the associated highway works.

### **2.0 WHAT DOES THIS MEAN FOR SHEFFIELD PEOPLE?**

- 2.1 The improvement work on Pack Horse Lane will significantly benefit local people. Improvements will support the development of the 'Move More at Thorncliffe' facility (formally known as North Active). Road widening together with the provision of a new footway will make significant improvements to safety for users of the new development. It will also benefit other facilities along Pack Horse Lane, including St Mary's Primary School and the Paces Campus.
- 2.2 The investment to improve leisure facilities will make a major contribution to the Council's strategic objectives. The facility and the improved connectivity to it will make major contributions to making Sheffield a '*great place to live*' and to '*improving the city's health*'.

### **3.0 OUTCOME AND SUSTAINABILITY**

- 3.1 The proposed investment supports the development of a major health and leisure facility for the north of the city which replaces current facilities which are high cost, under-utilised and/or nearing the end of their economic life. The new facility will operate at much lower cost, offer far greater quality and therefore increase visit levels and improve the health of the community.

## 4.0 REPORT

### Introduction

- 4.1 The purpose of the highway improvements, including a new footway, improved crossing facilities and associated Traffic Regulation Orders (TRO) will all contribute to improving accessibility for all user groups to and from the new leisure facility as well as other amenities located on Pack Horse Lane.

### Proposed Measures

- 4.2 The proposals can be seen in full in the scheme plan - TM-RV-011-P1 (Appendix 'A').

### Public Consultation (October / November 2015)

- 4.3 During October / November 2015, residents and businesses were consulted about the proposals and the associated Traffic Regulation Orders were advertised. An overview of those proposals can be seen in appendix 'A' (larger plans will be available on request and at the meeting). During the consultation three people commented on the proposals and a petition containing approximately 200 signatures was received.
- 4.4 Analysis of the objections received, including the petition, highlighted that the main areas of concern involved the revised layout of the junction of Pack Horse Lane and Mortomley Lane, together with the 'infill' area constructed on the North West side of Pack Horse Lane. The concerns regarding the layout can be seen in 'Appendix 'B'. The petition stated '*We the undersigned wish to express our concerns about the newly built entrance and exit of Pack Horse Lane from Mortomley Lane, High Green, S35. We believe that the junction is too narrow and is a danger to both motor vehicles and pedestrians. We believe this will cause long standing problems both now and in the future*'.
- 4.5 All representations made received full responses during November and December 2015 (see Appendix 'C').
- 4.6 Following the comments, an interim safety audit was undertaken to assess the partly constructed scheme, this was undertaken at a busy period when parents were dropping off children at St Mary's school on a weekday morning. The audit team recommended that locating bollards in the vicinity of the junction would assist pedestrians and also deter vehicles from mounting the footway. It was also recommended that the nib on the south east corner of the junction (which was developed and implemented as part of a previous planning layout) be taken out to assist turning movements and allow the provision of a revised location for the city bound bus stop. It was noted during the site visit that the extended period of construction together with barriers / cones and uneven surfacing (both footway and carriageway) was not helping users access the school or church hall.

- 4.7 In late December 2015, officers met with people who commented on the proposals as well as the lead petitioner to discuss the issues raised during the consultation see (Appendix 'C'). The main concern at the meeting related to the reduced width at the junction of Pack Horse Lane and Mortomley Lane. The lead petitioner was concerned that coaches bringing visitors to the new leisure facility would not be able to turn into the junction at the same time as a vehicle turning out of Pack Horse Lane. This movement has been tracked by officers and it is confirmed that a bus / coach would require the full width of Pack Horse Lane to make the turn, however to provide a junction where a bus could turn freely without crossing to the other side of the road would result in an increased crossing distance (in excess of 10m) for pedestrians, increasing the speed of general traffic turning into the junction (this was one complaint raised during the planning process over the existing layout). The decision has therefore been taken to provide a layout which reduces the speed of the majority of vehicles using Pack Horse Lane and one that assists pedestrians rather than provide for a movement which is anticipated to only occur infrequently throughout the day.
- 4.8 During the site meeting it was also noted that a number of vehicles were parking along one side of Pack Horse Lane. Officers indicated that once the scheme and leisure facilities were complete the full length of Pack Horse Lane would include double yellow lines (No waiting at any time) which could be enforced by the Council. The car park for the leisure facilities would also be available for parents to drop off and pick up children at St Mary's School which would remove the need to park on Pack Horse Lane. Officers have amended the design slightly (between the access to the school and leisure facility car park to ensure that a safe and direct route is possible for children between the two (see Appendix 'D' - TM-RV-011-P2).
- 4.9 The meeting concluded by officers indicating that the final layout would be an improvement on the previous one (previously there was no footway or crossing points). The layout would also be subject to a stage 3 road safety audit which would commence shortly after the scheme and leisure facilities completion. If the audit team had any concerns regarding the operation of the new layout further adjustments would be made.

#### **Other Consultees**

- 4.10 The emergency services, Veolia and South Yorkshire Passenger Transport Executive (SYPTTE) were consulted on the proposals. No objections were received.

#### **Relevant Implications**

- 4.11 The cost of the highway improvement measures on the Pack Horse Lane and Mortomley Lane (currently £460,000 in value) are to be fully paid for through the capital scheme for the development of the new leisure centre. The commuted sum covering future maintenance of the works (which has been estimated to be in the region of £15,000 – subject to the agreed final layout) will be found from existing Culture and Leisure budgets.
- 4.12 An Equality Impact Assessment has been carried out for the highway

improvements. The conclusion was that the works are fundamentally equality neutral affecting all local people equally regardless of age, sex, race, faith, disability etc. However, some aspects will be positive, e.g. for the young, elderly and disabled as the proposed measures improve accessibility. No negative equality impacts have been identified.

- 4.13 The Council has the power to make a Traffic Regulation Order under section 1 of the Road Traffic Regulation Act 1984 for reasons that include the avoidance of danger to persons or other traffic using the road; to facilitate the passage on the road of traffic (including pedestrians); and to prevent the use of the road by vehicular traffic of a kind which is unsuitable to the existing character of the road. However before the Council can make an Order it must consult the relevant bodies in accordance with the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996. It must also publish notice of its intention in a local newspaper and consider all objections made and not withdrawn. These requirements have been complied with. Although there is no requirement for public consultation, consultation with frontagers has taken place and the Council has considered and responded to all objections received.

## **5.0 ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 Between the planning approval and the consultation in October / November 2015, a layout which included a nib on the south east corner of Pack Horse lane at the junction of Mortomley was designed and constructed. The audit team during the road safety audit stage 2 were concerned that the build out would protrude into the path of vehicles travelling east on Mortomley Lane when negotiating the right hand bend. The layout was also considered an issue when buses were stationary at the city bound bus stop. Observations had shown that the build out meant that buses could not fully pull into the kerb and dock at the stop. This situation could result in 'rear end shunt' accidents as vehicles travelled around the bend. The build out was subsequently removed following the recommendation in the safety audit and an alternative design shown in TM- TM-RV-011-P1 is now being constructed.

## **6.0 REASONS FOR RECOMMENDATIONS**

- 6.1 The changes to Pack Horse Lane and its junction with Mortomley Lane will give improved accessibility to the new leisure facilities which are currently being constructed on Packhorse Lane. It is also anticipated that the changes will provide safe and easy access for all user groups to and from St Mary's Primary School as well as other amenities.
- 6.2 The proposals will satisfy the highway planning conditions associated with the planning approval for the new leisure facility which was granted in January 2015.
- 6.3 As well as improvements to access, the changes will also address additional demands for parking in the area which will benefit St Mary's school and other amenities located on Packhorse Lane

## **7.0 RECOMMENDATIONS**

- 7.1 Approve and continue to implement the highway changes as show on drawing number TM-RV-011-P1 (see appendix 'A').
- 7.2 Make the Traffic Regulation Order relating to the proposed waiting restrictions.
- 7.3 Inform all parties responding to the consultation accordingly.

Simon Green  
Executive Director, Place

22 December 2015

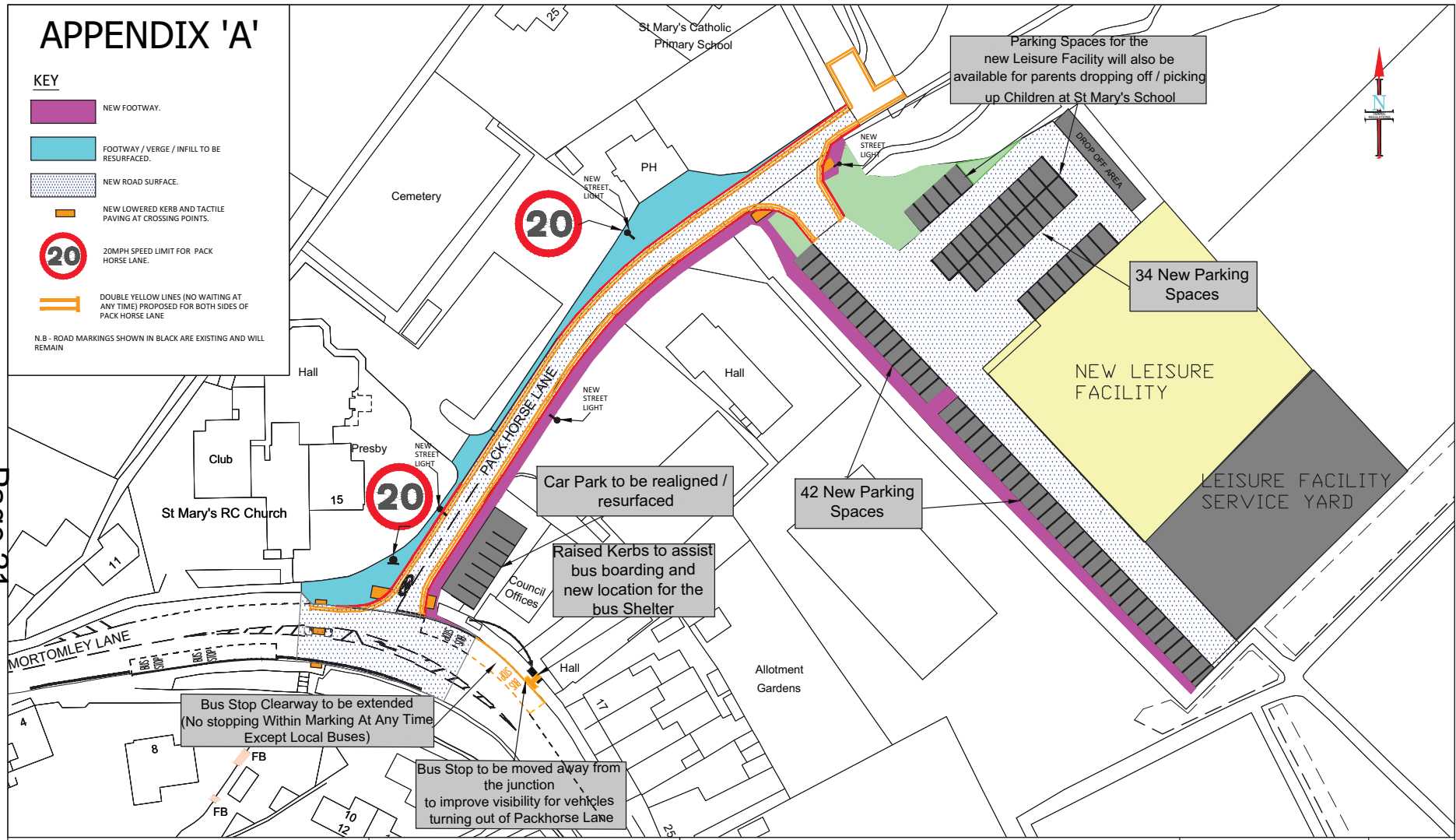


# APPENDIX 'A'

**KEY**

-  NEW FOOTWAY.
-  FOOTWAY / VERGE / INFILL TO BE RESURFACED.
-  NEW ROAD SURFACE.
-  NEW LOWERED KERB AND TACTILE PAVING AT CROSSING POINTS.
-  20MPH SPEED LIMIT FOR PACK HORSE LANE.
-  DOUBLE YELLOW LINES (NO WAITING AT ANY TIME) PROPOSED FOR BOTH SIDES OF PACK HORSE LANE

N.B - ROAD MARKINGS SHOWN IN BLACK ARE EXISTING AND WILL REMAIN



Page 21

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A Service Area of Place  
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AUTHOR	CHECKED
ATM	SB

Client	SHEFFIELD CITY COUNCIL
Scheme	PACK HORSE LANE - HIGHWAY WORKS ASSOCIATED WITH THE NEW LEISURE FACILITY
Drawing Title	PROPOSED HIGHWAY CHANGES

Drawing No.	TM/RV/011 P1
Scale	NTS
Date	SEP 2015

0 50 Metres



**A3**

**SCHEME DESIGN**

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## Appendix 'B' – Consultation Responses

### **Business on Pack Horse Lane No.1**

Consultation questions and issues:

- The alterations are causing chaos.
- Why has a build out been provided at the junction of Pack Horse Lane and Mortomley Lane?
- The narrowing only allows two very small cars to pass at the mouth of Pack Horse Lane which is ridiculous.
- Since the work began congestion has meant queuing for up to 15 minutes to reach Mortomley Lane – surprised a fatal accident has not occurred.
- Problems with the bus stop (markings and pathway extension).
- Was a traffic survey undertaken?
- Are these figures available for inspection by the public?
- Was a type of vehicle survey undertaken?
- Was a survey of foot traffic undertaken?
- Did anyone look at the accident statistics for the junction?
- Concerns with how 52 seat coaches will be able to bring children to the swimming baths. If two coaches cannot pass each other this could result in a bad accident.

### **Business on Pack Horse Lane No. 2**

Petition with approximately 200 signatures:

*'We the undersigned wish to express our concerns about the newly built entrance and exit of Pack Horse Lane from Mortomley Lane, High Green, S35. We believe that the junction is too narrow and is a danger to both motor vehicles and pedestrians. We believe this will cause long standing problems both now and in the future'.*

### **Chair of School Governors – St Mary's School**

Consultation questions and issues:

- Concerns over the recently constructed footpath.
- Observations have shown that there are people who arrive for the school who walk past the lighting column where the footway is even narrower.
- Traffic on the lane has gradually increased and is now very busy with people heading to: the church, church hall, cemetery, Pub, St Marys's School, Paces, Girl Guides, Scouts and the construction site. The new swimming pool and football hub will also significantly increase the traffic when they open.

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## Appendix 'C' – Officer Responses

### **Business on Pack Horse Lane No.1**

The Council has not recorded the actual number of cars, disabled buses, pedestrians, cyclists.....etc. using Pack Horse Lane during the busy periods of school arrival/departure times, however officers have witnessed first-hand these chaotic scenes on numerous visits over a period of time. Within the report presented to Planning Committee officers included a large section describing the level of activity and conflicts that exist. With regards to your last point (accidents), over the past 5 years there's been 1 recorded personal injury accident which resulted in a slight injury to a bus passenger when she fell as the bus braked sharply. This too was included in the Committee report.

It is unfortunate that the temporary traffic management (cones, fencing and excavations in the junction) have effectively squeezed the geometry even further than the final scheme intends, which I appreciate has caused extreme frustration for all users of Pack Horse Lane. The stage 2 road safety audit (which should have been completed before construction commenced) identified that the 'nib' protruding into Mortomley Lane was vulnerable to collision by passing traffic. It has thankfully now been removed. The actual bus stop will be relocated slightly further away from the junction.

Turning movements have been tracked at the junction which confirms that a bus/coach (12 metres long) would require the full width of Pack Horse Lane to make the left-turn in. However, to provide a junction where a bus could turn freely without crossing to the other side of the road would result in an increased crossing distance (in excess of 10 metres) for pedestrians and faster speeds for general traffic turning in. The decision has therefore been taken to provide a layout which reduces the speed of the majority of vehicles using Pack Horse Lane and one that assists pedestrians rather than provide for a movement which is anticipated to occur infrequently throughout the day. The disabled bus and cars should be able to turn unhindered.

Much of the chaos officers observed was associated with parents cars being parked the full length of Pack Horse Lane at school collection times, struggling to get in and out of parking spaces, struggling to pass and blocking each other, with pedestrians milling around too. The conditions attached to the planning consent for the swimming pool will allow parents to park in the car park at school drop/collection times. Double yellow lines will be applied to Pack Horse Lane. This should help reduce some of the conflict, but inevitably schools are very busy at drop/collection times across the City.

Once the scheme has been completed, a final stage 3 road safety audit will be undertaken. If the scheme needs to be adjusted to address any safety issues that are occurring, it will be.

### **Business on Pack Horse Lane No. 2 (Petition) and Chair of School Governors – St Mary's School**

In late December 2015, officers met with people who commented on the proposals as well as the lead petitioner to discuss the issues raised during the consultation. At the meeting





officers addressed concerns over the infill as detailed in the officer's responses (Appendix 'C').

The main concern at the meeting related to the reduced width at the junction of Pack Horse Lane and Mortomley Lane. The lead petitioner was concerned that coaches bringing visitors to the new leisure facility would not be able to turn into the junction at the same time as a vehicle turning out of Pack Horse Lane. This movement has been tracked by officers and it is confirmed that a bus / coach would require the full width of Pack Horse Lane to make the turn, however to provide a junction where a bus could turn freely without crossing to the other side of the road would result in an increased crossing distance (in excess of 10m) for pedestrians, increasing the speed of general traffic turning into the junction (this was one complaint raised during the planning process over the existing layout). The decision has therefore been taken to provide a layout which reduces the speed of the majority of vehicles using Pack Horse Lane and one that assists pedestrians rather than provide for a movement which is anticipated to only occur infrequently throughout the day.

The meeting concluded by officers indicating that the final layout would be an improvement on the previous one (previously there was no footway or crossing points). The layout would also be subject to a stage 3 road safety audit which would commence shortly after the scheme and leisure facilities completion. If the audit team had any concerns regarding the operation of the new layout further adjustments would be made.

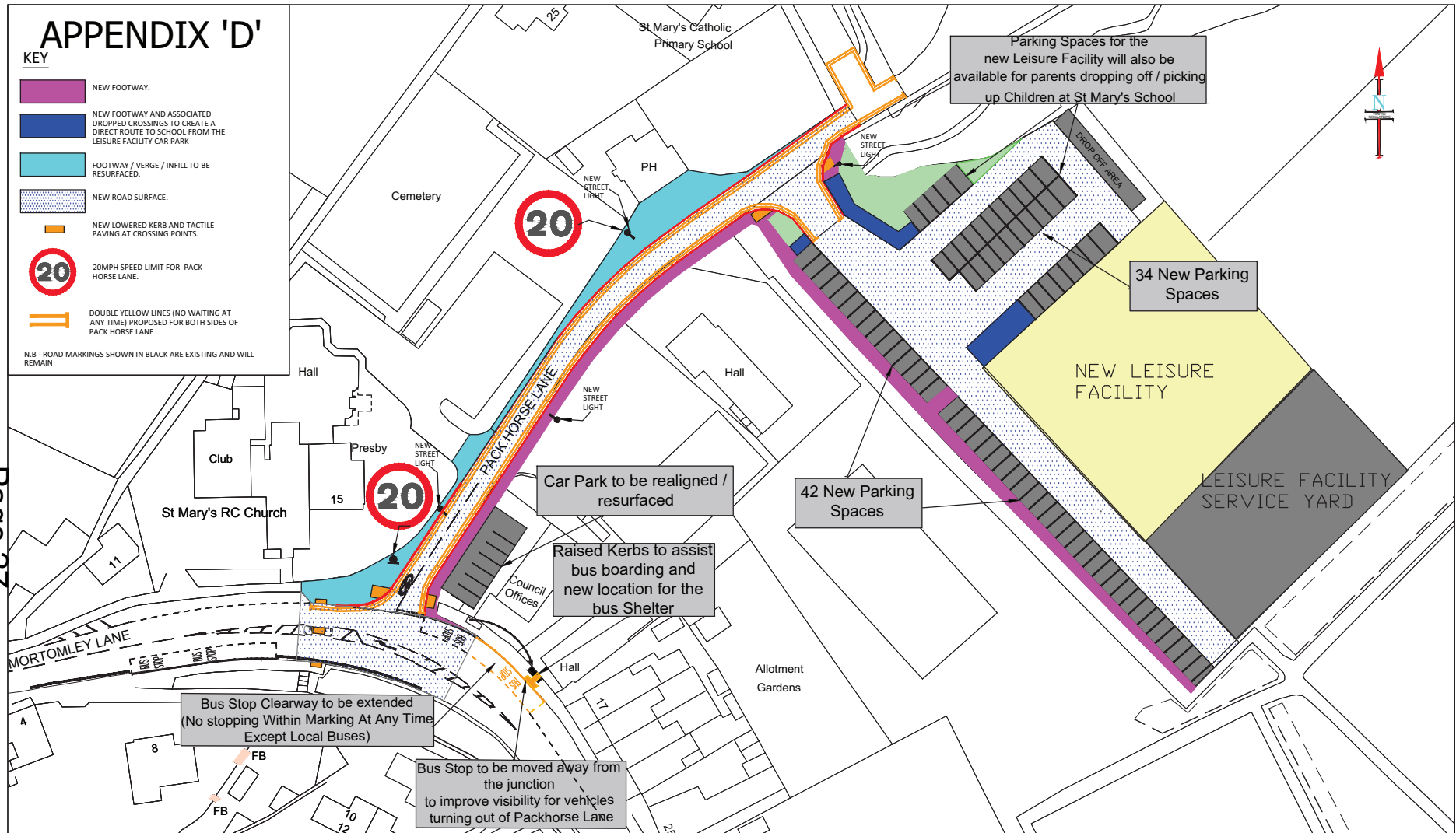
# APPENDIX 'D'

## KEY

-  NEW FOOTWAY.
-  NEW FOOTWAY AND ASSOCIATED DROPPED CROSSINGS TO CREATE A DIRECT ROUTE TO SCHOOL FROM THE LEISURE FACILITY CAR PARK
-  FOOTWAY / VERGE / INFILL TO BE RESURFACED.
-  NEW ROAD SURFACE.
-  NEW LOWERED KERB AND TACTILE PAVING AT CROSSING POINTS.
-  20MPH SPEED LIMIT FOR PACK HORSE LANE.
-  DOUBLE YELLOW LINES (NO WAITING AT ANY TIME) PROPOSED FOR BOTH SIDES OF PACK HORSE LANE

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Page 27




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ATM	SB

Client	SHEFFIELD CITY COUNCIL
Scheme	PACK HORSE LANE - HIGHWAY WORKS ASSOCIATED WITH THE NEW LEISURE FACILITY
Drawing Title	PROPOSED HIGHWAY CHANGES

Drawing No.	TM/RV/011 P2
Scale	NTS
	
Date DEC 2015	



A3

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