



## SHEFFIELD CITY COUNCIL Individual Cabinet Member Decision

---

**Report of:** Executive Director, Place

---

**Date:** 18 February 2016

---

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

---

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

---

### **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.

---

### **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).

---

**Category of Report:**      OPEN

---

## 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