



SHEFFIELD CITY COUNCIL Individual Cabinet Member Report

Report of: Simon Green Executive Director, Place

Date: 9th May 2013

Subject: New junction design and Highway Improvements associated with a new Sainsbury's superstore – Wadsley Bridge

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

Summary:

This report gives details of the highway improvement works associated with the new Sainsbury store, which is to be built off Clay Wheels Lane.

It informs members of the public consultation that has been undertaken associated with these works.

Approval is sought for the design and implementation of the highway improvement proposals.

Reasons for Recommendations:

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

Recommendations:

Approve the highway improvement works shown on drawing number VD12024-D111 revB

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

Background Papers: Previous report to North & West Planning and Highways Committee presented on 21st June 2011

Category of Report: OPEN

Statutory and Council Policy Checklist

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

HIGHWAY WORKS FOR THE PROPOSED SAINSBURY'S SUPERSTORE

1.0 SUMMARY

1.1 This report gives details of the highway improvement works associated with the new Sainsbury store, which is to be built off Clay Wheels Lane Wadsley Bridge. It informs members of the public consultation that has been undertaken. Approval is sought for the design and implementation of the highway improvement proposals.

2.0 WHAT DOES THIS MEAN FOR THE PEOPLE OF SHEFFIELD

2.1 The proposals have been developed to address the requirements of certain conditions applied to the planning consent (10/03381/FUL) for the new Sainsbury superstore which was approved by planning board on the 21st June 2011.

3.0 OUTCOME & SUSTAINABILITY

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

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

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

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

4.0 REPORT

4.1 Planning consent has been granted for proposals to develop a new Sainsbury superstore on the former Fletchers Bakery site off Penistone Road North, Wadsley Bridge. Construction of the new store is due to commence this month, with the proposed highway works programmed to start in June with completion in October/early November. A plan showing the proposed improvement scheme is provided in appendix A of this report.

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

- New signalised site access off Clay Wheels Lane
- New signalised junction to Clay Wheels Lane / Penistone Road North
- Removal of vehicle access from Penistone Road North onto Beeley Wood Road

- Conversion of the roundabout at Penistone Road North / Leppings Lane / Herries Road into a signalised junction
 - Segregated new service access to the store from Penistone Road North
 - Provision of additional dedicated pedestrian crossing facilities through each signalised junction
- 4.3 A Traffic Regulation Order (TRO) will be required in conjunction with certain elements of these proposals, and the general requirements of these restrictions are shown on the attached improvement plan. Any objections received to this TRO will be reported to a future Cabinet Highways meeting.
- 4.4 As part of the planning process extensive public consultation on these development proposals was undertaken. Following on from obtaining full planning consent, the detailed design of the this scheme has been subject to a further public consultation exercise, which was undertaken by the developers transport consultants Vectos, with local residents and business operators which took place in January 2013 where 66 questionnaires were sent out and a total of 13 responses were received. A copy of the consultation questions and details of responses received are provided in appendix B.
- 4.5 Overall the responses concluded that the local residents / businesses within the area are in support of the highway improvement proposals, with 62% of respondents in agreement with the scheme, 15% opposed the scheme and 23% of respondents were unsure.
- 4.6 As can be seen within appendix B a number of queries were raised, and where possible these concerns have been addressed with amendments to the design as indicated. No significant outstanding concerns now exist, although it can reasonable be anticipated that some further queries will be raised during the construction period, procedures do exist within section 278 agreement with the developer, for any new concerns (especially any based on highway safety) to be investigated and remedial action undertaken by the developer.
- 4.7 The A61 Penistone Road / Halifax Road corridor is designated as a high quality public transport route into the City Centre, and is subject to a number of proposed improvements to help promote this aim. The junction improvements being promoted by Sainsbury are largely based on draft designs produced by the City Council for this route, and are therefore fully compliment with Council's transport aims.
- 4.8 It is recommended that the scheme as now detailed should be approved for construction.
- 4.9 From an Equality and Diversity perspective these highway works will be of positive benefit to all local people regardless of age, sex, race, faith, disability, sexuality, etc. However, they will particularly benefit more vulnerable pedestrians including the elderly, the disabled, families with children and also carers. No negative equality impacts have been identified.

5.0 LEGAL IMPLICATIONS

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

6.0 ALTERNATIVE OPTIONS CONSIDERED

- 6.1 In the Transport Assessments(TA) undertaken the external Consultants identified the mitigation measures which subsequently formed the basis of the relevant conditions to the planning consent granted for the store.
- 6.2 As part of the planning approval process a number of alternative access layouts were considered including alternative access arrangements to the new store and retaining the existing roundabout, following a detailed review of these options it was concluded that the signalised junction arrangements shown in appendix A do offer the best all round solution.

7.0 FINANCIAL IMPLICATIONS

- 7.1 Sainsbury's will be letting a contract for the construction of these highway improvement works directly themselves, so all the risk of increased works costs will rest with Sainsbury. To safeguard the City Council's position should the developer have financial difficulties, the works will be financially bonded by the developer to enable the Council to step in and complete works but at no cost to the Council.
- 7.2 Sainsbury's will also be paying the City Council's reasonable costs in carrying out a detailed design check of the scheme. Co-ordinating and managing the implementation of the works and site inspection of the works as they progress. Sainsbury have also agreed to pay a commuted sum to cover the future maintenance of the new additional highway infrastructure.

8.0 REASONS FOR RECOMMENDATIONS

- 8.1 To facilitate the construction of the new retail store, these improvements are seen as an essential element to ensure safe access to the site is provided, and the impact of the new development traffic is mitigated, as far as is reasonably practical. The proposals address the requirements of the planning consent granted by the Planning Board.
- 8.2 The provision of this store is fully supported by the City Council, and is viewed as an essential element of the regeneration proposals for the Clay Wheels Lane area.

9.0 RECOMMENDATIONS

9.1 Approve the highway improvement works shown on drawing number VD12024-D111 revB.

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

Simon Green
Executive Director, Place

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

APPENDIX B - CONSULTATION MATERIAL/RESPONSES

Notes:
 1. This is a consultation drawing and is intended for illustrative purposes only.
 2. When being used in situ.

- Extent of Highway Improvement Works
- Proposed Bus Lay-by (Prohibition of Waiting at Anytime)
- Beeley Wood Rd to become two-way running
- Extent of Proposed Parking Restrictions
- Extent of Existing Parking Restrictions

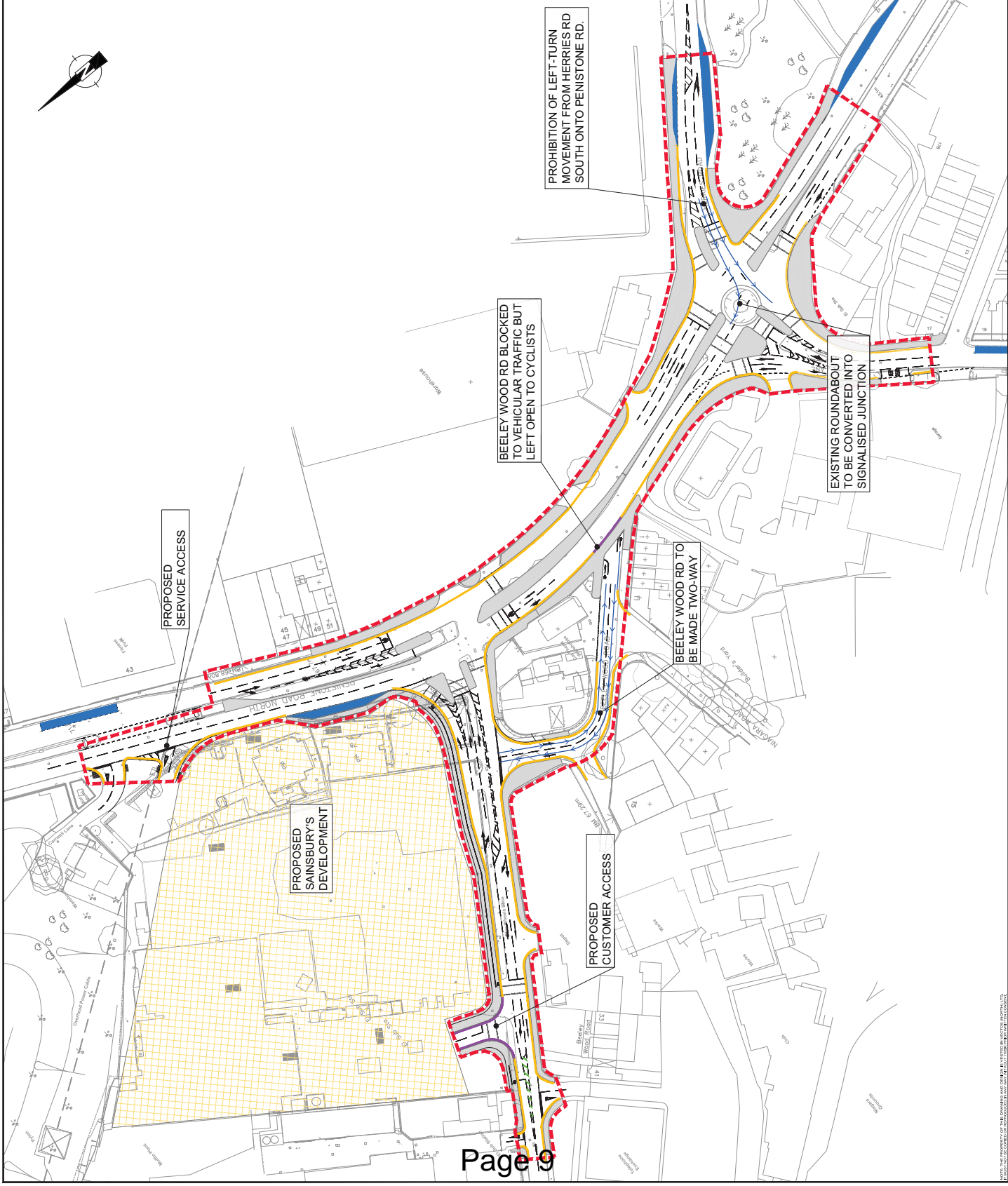
DATE	BY	REVISIONS	DATE

Sainsbury's
 Proposed Food Store,
 Fletchers Bakery, Sheffield
 Traffic Regulation Order Plan
 Claywheels Lane / Penistone Road
 Junction

not to scale

vector
 Oxford Place, 61, Oxford Street, Manchester M1 6EQ
 t: 0161 238 1038 e: enquiries@vectors.co.uk

VD12024-D111



Proposed Sainsbury’s Store, Clay Wheels Lane/ Penistone Rd Associated Highway Works – Public Consultation

Below is a summary of the results, as a percentage, obtained from the Public Consultation undertaken in January 2013.

Response Rate – **13/66 Questionnaires Issued**

Q1.	“The proposed junction arrangement will be less restrictive for vehicles accessing Clay Wheels Lane from Penistone Road?”	Strongly agree 1/13 8%	Agree 3/13 23%	Disagree 2/13 15%	Strongly disagree 3/13 23%	Not sure 4/13 31%	Total 13 100%
Q2.	“The controlled crossing alterations to the Clay Wheels Lane junction will enhance and make safer pedestrian and cyclist movements around the junction.”	Strongly agree 1/13 8%	Agree 6/13 46%	Disagree 0/13 0%	Strongly disagree 1/13 8%	Not sure 5/13 38%	Total 13 100%
Q3.	“The controlled crossing alterations to the Leppings Lane junction will enhance and make safer pedestrian and cyclist movements around the junction.”	Strongly agree 1/13 8%	Agree 3/13 23%	Disagree 2/13 15%	Strongly disagree 1/13 8%	Not sure 6/13 46%	Total 13 100%
Q4.	“The re-sited bus-stops are situated in reasonably accessible locations.”	Strongly agree 1/13 8%	Agree 5/13 38%	Disagree 1/13 8%	Strongly disagree 0/13 0%	Not sure 6/13 46%	Total 13 100%
Q5.	“The new access for delivery vehicles is unlikely to cause any significant problems for other road-users, including pedestrians.”	Strongly agree 1/13 8%	Agree 6/13 46%	Disagree 0/13 0%	Strongly disagree 2/13 15%	Not sure 4/13 31%	Total 13 100%
Q6.	“The lengths of shared pedestrian/ cycle routes will address safety issues for cyclists negotiating the roundabouts.”	Strongly agree 0/13 0%	Agree 6/13 46%	Disagree 1/13 8%	Strongly disagree 0/13 0%	Not sure 6/13 46%	Total 13 100%
Q7.	To what extent do you support the scheme?	Fully support 0/13 0%	Partly support 8/13 62%	Don’t support 2/13 15%	Not Sure 3/13 23%		Total 13 100%



PUBLIC CONSULTATION RESPONSE NOTES:

PROPOSED Sc278 WORKS AT FLETCHERS BAKERY, SHEFFIELD

1. Query – Access to Clay Wheels Lane for 27 metre HGV.
Resident - Niagra Forge
Response – **Standard HGV can access Clay Wheels Lane junction. A 27m abnormal load cannot. However, a 27m abnormal cannot access CWL through the existing situation through Beeley Wood Rd. Clarification is required on this. The signal poles located in the Clay Wheels Lane refuge islands will be fitted with demountable signal poles to allow abnormal vehicles to use this route to access the industrial park to the west.**
2. Query - Access to driveways on Beeley Wood Rd to be maintained
Resident - no1 Beeley Wood Rd
Response – **Access to all driveways on Beeley Wood to be maintained following highway improvement works. Alterations to one-way system and road marking to be altered.**
3. Query - Access to Carphone Warehouse Car Park to be redesigned
Resident - Carphone Warehouse
Response – **Noted. SCC to liaise with Carephone Warehouse to agree access/egress arrangements. Vectos to assist in design where possible.**
4. Query – Parking on the carriageway a problem during construction
Resident - no8 Niagra Rd
Response – **Full traffic management proposals to be agreed with SCC prior to Contractor commencing on site. No construction traffic or otherwise will be allowed to park on the carriageway and restrict vehicular movements in the vicinity.**
5. Query – Residents turning right onto Clay Wheels from 33-41 Beeley Wood
Resident – no33 Beeley Wood
Response – **Possible introduction of ‘Keep Clear’ or yellow box to enable vehicles from Beeley Wood to egress onto CWL during peak times.**
6. Query – HGV movements being restricted at Leppings Lane and Clay Wheels Lane
Resident – Norfolk Estate (Letter 8th Jan 2013)
Response – **All movements at each junction have been subject to swept path analysis using a 16.4m articulated HGV. All manoeuvres are shown to works comfortably using this vehicle.**
7. Query – Right hand turn into Leppings Lane from Penistone Rd South
Resident – (Unknown)
Response – **Traffic flows have been modelled and show this movement is possible, even during peak times. The signal timings will be optimised to ensure that all significant movements are given enough green time. A filter arrow will be included at this location so right turning vehicles will be able to get onto Leppings Lane without waiting for gaps in opposing traffic.**

8. Query -
- a. Sequencing of lights not shown – Junction modelling discussed and currently being agreed with SCC.
 - b. Banning left turn on Herriers Rd South concern for Wardsned Rd – Vehicles are able to access Penistone Rod by travelling east up Herriers Rd and then right down Herriers Rd South.
 - c. Queuing from Herriers Rd causing traffic to back up to Clay Wheels Ln Modelling shows that this will not be the case. The introduction of the traffic signals is to control the flow of traffic and optimise the operation of the 2 junctions.
 - d. Request for signalised junction between Herriers Rd South and Herriers Rd
 - e. Congestion caused by prohibition of left turn on Herriers Rd Vehicles are able to access Penistone Rod by travelling east up Herriers Rd and then right down Herriers Rd South.
 - f. Congestion caused during school pick up time with parents visiting SSL prior to pick up – travel times along Penistone Rd have actually been reduced by the introduction of the highway works.
 - g. Consideration given to vehicle movements on match days. – possible match day signal programme can be incorporated?

Resident – Jenx, Wardsend Rd (letter 10th Jan 2013)

Response – as above.

9. Query – Consideration for HGV's and abnormal loads turning left into Clay Wheels Lane
Resident – William Hague, Hague Plant Hire, Claywheels Lane
Response – Standard HGV can access Clay Wheels Lane junction. A 27m abnormal load cannot. However, a 27m abnormal cannot access CWL through the existing situation through Belle Wood Rd. Clarification is required on this.
10. Query – Beeley Wood Rd currently used as works entrance.
Resident – Hillfort Multi Metals, Herriers Rd
Response – Works entrance can be accessed from CWL once the new junction is in place. A HGV can access Beeley Wood Rd from Clay Wheels Lane.
11. Query -
- a. Ahead/right movement from Leppings Lane too wide at 5.5m – This can be reviewed at detailed design stage but hatching can be applied to stop this developing into two lanes.
 - b. Central reservation on north side of junc encroaches into carriageway – To be reviewed at DD stage but it was locally widened to fit on signal heads.
 - c. Right turning vehicles into Clay Wheels Lane may go into CWL egress by mistake – correct bollards to be placed on CWL egress. However this island can now be lengthened now that ped crossing has been removed.
 - d. No ped facilities on Penistone Rd north of CWL junction – This has been discussed at some length and the ped facilities have been moved to the south side. This is seen to be sufficient given the likely pedestrian movements.
 - e. Radius tightened on Carwell Ln – radius has been designed with HGV's in mind and this movement can be made comfortably.

Resident – Britt Birch, South Yorkshire Police (email 14th Jan 2013)

Response – As above.

Sainsbury Superstore – Wadsley Bridge Additional comments

Recent discussions have now also taken place with Hillfoot multimetals who lease the large building/storage yard on the east side of Penistone Road opposite Clay Wheels Lane.

There were concerns expressed by this company, that the new signalised junction at Clay Wheels Lane could have a detrimental impact on access to their site as some of the turning manoeuvres that can presently take place would be removed by the improvement scheme.

Response

A number of alternative suggestions were discussed as to how this issue could be resolved, and it has now been agreed that the proposed junction layout will be amended to allow the right turn from Penistone Road into the site to take place, and there existing access point opposite Clay Wheels Lane will also be signalised to allow vehicles to turn right, with appropriate vehicle detection incorporated to ensure this additional phase within the signals is only called when vehicles are waiting.

The company have now confirmed via e-mail that they now have no objection to these improvement works.

This page is intentionally left blank