

PROPOSED FOODSTORE, MARKET STREET, HOYLAND (0012)
MINI-TRANSPORT STATEMENT, JUNE 2012

INTRODUCTION

This note is prepared in relation to an application made under Section 73 of the Town and Country Planning Act 1990 (As amended) to vary planning Condition 4 on planning permission 2011/0912 to omit criterion h) "A signalised pedestrian crossing to Wombwell Road".

This note will consider the background behind the inclusion of criterion h) to Condition 4 and assesses the technical rationale supporting its retention. The note will go on to assess the implications for capacity and highway safety of removing part h) of Condition 4, before making a recommendation based on technical criteria and the likely patterns of travel resulting from the development proposal.

BACKGROUND

June Planning and Regulatory Board (PRB)

The planning application was first taken to Barnsley Council PRB in June 2011 with a recommendation to approve, subject to conditions. The highway condition* on the June PRB report stated:

'Development shall not commence until arrangements have been entered into to secure such works to mitigate the effect of the development, and such works shall be completed prior to the development being brought into use. Such works shall comprise of:

- a) provision of a right turn lane at the access to the site, including central island capable of accommodating pedestrians;*
- b) provision of a mini roundabout at the Wombwell Road/Market Street/Hawshaw Lane junction including any necessary high friction surfacing;*
- c) measures to prevent parking on Wombwell Road/Market Street/Hawshaw Lane/Kingswood Crescent as necessary;*
- d) any necessary signing/ lining;*
- e) any necessary alterations to/ provision of street lighting;*
- f) any necessary alterations to/provision of highway drainage*
- g) resurfacing/reconstruction of Wombwell Road/Market Street/ Hawshaw Lane as necessary*

Reason: In the interests of highway safety'

It will be noted that the highways condition originally proposed did not include a requirement for a signalised pedestrian crossing, but rather provision of pedestrian crossing facilities were accommodated under criterion a)[†]. This arrangement was considered acceptable to Highways Officers who recommended approval on this basis.

* Note the numbering of the highway condition changed during the process

[†] I.e. inclusion of a central island capable of accommodating pedestrians

At the June PRB, Members were minded to defer the application to allow further consideration of highway issues, including the feasibility of traffic signals at the junction.

Following the deferral, meetings were held between BMDC highways and planning officers and the design team. The discussion centred around the requirement for signalling the site access junction with Wombwell Road, and the provision of pedestrian crossings.

It was agreed that there is no technical requirement for a signalised site access junction. The Transport Assessment (TA) which was submitted to Barnsley Council as part of the planning application package demonstrated that the simple priority junction Site access would operate with spare capacity even in the peak periods[‡]. These peak periods are the 'worst case' in terms of assessing capacity and highway conditions, so at all other times outside the periods assessed, the operation of the junctions would be better still.

Table 1, below, (taken from Table 5.2 from the Transport Assessment submitted in support of the original application) summarises the results from the assessments of the Site Access junction with Wombwell Road.

Arm	2018 Assessment Flows			
	PM Peak		Sat Peak	
	Max RFC	Max Q	Max RFC	Max Q
Proposed Site Access Left Out	0.317	0.46	0.282	0.39
Proposed Site Access Right Out	0.414	0.69	0.349	0.53
Wombwell Road (W) Right In	0.383	0.61	0.352	0.54

Table 1 – PICADY Results for Proposed Site Access off Wombwell Road

The results demonstrated that the Site access junction operates with plenty of spare capacity with the busiest arm being the Site access arm with a maximum ratio of flow to capacity of 0.414 which essentially means its forecast to operate at less than 50% of its full capacity.

This was considered to be an appropriate form of control for the Site access junction by the Highway Development Control Officers and the Council's Traffic Management and Safety Officers who had confirmed that they would resist the implementation of signal control at this junction should it be proposed.

[‡] Weekday evenings and the Saturday afternoon

If this junction were to be signalised, it is accepted that it would not be as efficient as the junction now approved, albeit it would still operate within capacity. This reduced efficiency would however mean increased delays on the highway network compared in the form of queuing cars compared to the approved priority junction at non-peak periods.

There is therefore no benefit or requirement in highways capacity terms of signalising the junction were. On the contrary – the opposite is true, and signalisation would actually increase queuing on the highway network beyond the approved simple priority junction.

There was agreement with Officers that the application would be reported back to the July PRB with a recommendation to approve, subject to the same highway condition as originally proposed. It was further agreed that pedestrian access was already adequately catered for through accesses already proposed. In particular, it was noted that pedestrians would be able to safely utilise the pedestrian refuge island and Wombwell Road provided under criterion a) of the highways condition.

July Planning and Regulatory Board (PRB)

At the July PRB, Members appeared to accept that there was no justification to support a signal controlled junction access for vehicles, however Members were insistent that a signal controlled pedestrian crossing was provided to cater for pedestrians crossing Wombwell Road, despite their Officers' recommendation excluding this. Members accordingly recommended approval of the planning application, subject to the addition of criterion h) to Condition 4. This amendment to Condition 4 did not benefit from Officer support or recommendation, and was imposed entirely at the discretion of Members of the PRB.

Our view at that time was that a signalised pedestrian crossing to Wombwell Road was not required, and this continues to be the case.

Requirement for a Signalised Pedestrian Crossing

The issue of pedestrians and likely access by pedestrians was covered in the Transport Assessment and was considered acceptable by Barnsley Council Officers in that the pedestrian accesses were located in the optimum positions available to provide access for pedestrians from the surrounding residential areas. These areas were deemed by the design team to be the area's most likely to give rise to pedestrian traffic – namely the residential areas to the east and town centre and residential areas to the south.

As far as pedestrian accesses are concerned, the proposals includes two pedestrian access points, one on Market Street to the southwest corner of the site, and the other at the site access off Wombwell Road. Both are aimed at specifically catering for these two broad areas from which pedestrian trips are likely to occur, and are located on the approximate desire lines for pedestrians who might travel on foot to the site from these areas.

In terms of the permeability of Wombwell Road, the highways works comprised in Condition 4 include a pedestrian refuge island across the site access junction to 'break up' the journey for the pedestrian across the Site access for anyone walking past the site along the southern side of Wombwell Road.

This ensures that pedestrian trips across Wombwell Road are catered for within the highway improvement package.

There is a second pedestrian refuge island within the hatching of the proposed right turning lane at the Site access junction off Wombwell Road on its eastern side to ensure that anyone crossing Wombwell Road can do so in two parts making this a much safer environment for all pedestrians in the area not just for those visiting the new foodstore. In assessing Members' requirements to upgrade this arrangement to a signalised crossing, regard must be had not only to the resulting highway conditions (discussed above), but also to the likely need for such a formal crossing in this location.

As above, pedestrian access to the site has been a key consideration in the design, layout and orientation of this scheme. Of the surrounding areas and land uses, it is our view that the area to the north of the site is the least likely to give rise to pedestrian movements. This area accommodates a small industrial estate⁵ which is detached from Wombwell Road and the site by virtue of the changing gradient between the two areas and also the lack of any significant link through the area. The dividing area is a landscaped embankment with a steep gradient. The only route between Platts Common and Wombwell Road across this landscaped area which could give rise to pedestrian traffic is a narrow and overgrown public right of way from Chambers Road further north.

Our view is that this detached and poorly related area is unlikely to generate pedestrian traffic worthy of even a pedestrian refuge island as is proposed, let alone pedestrian traffic warranting a formal signalised crossing. It is therefore considered that a signalised crossing is unnecessary having regard to the provisions of pedestrian facilities elsewhere, and the lack of any demonstrable linkage / pedestrian flows from this direction. Pedestrian crossing facilities are provided in the optimum locations on the site in strategic locations which are likely to experience the highest footfall.

As with the potential signalised Site Access junction the signalisation of this pedestrian crossing will also lead to unnecessary delay for vehicles on Wombwell Road, and potentially the Site Access, who will be required to wait for the odd pedestrian who wants to cross Wombwell Road. The signalisation of this crossing would also require both lanes of Wombwell Road to be stopped for pedestrians crossing the road in this location further extending the delay to vehicles on Wombwell Road.

Conclusion

Our view is that pedestrian access to the site can be obtained from the surrounding areas and land uses likely to generate pedestrian traffic. Furthermore, the highway package includes a pedestrian refuge island on Wombwell Road designed to assist pedestrians crossing from this direction. There is, however, a low likelihood of pedestrian movements from the north in our view, and thus a signalised pedestrian as oppose the refuge island is considered excessive and unnecessary.

We therefore recommend that criterion h) of Condition 4 on planning permission 2011/0912 should be deleted, and that facilities for pedestrians crossing Wombwell Road be provided under criterion a).

⁵ Platts Common