

Regulatory Committee

Agenda Item:



Dorset County Council



Date of Meeting	9 June 2016
Officer	Andrew Martin – Head of Highways
Subject of Report	Dorchester Transport and Environment Plan (DTEP) Proposed Turning Movement Bans at Great Western Cross
Executive Summary	<p>In 2003 the County Council agreed with Dorchester Town Council and West Dorset District Council to prepare a plan to enhance the public realm and reduce the negative impacts of traffic. As the plan was developed maintenance and improvement works at various locations in Dorchester were put on hold. In late 2013 public consultation was held on a scheme proposal, which would provide one-way traffic flow in the High Street, but this was not found to be publically acceptable.</p> <p>In September 2014, Cabinet resolved that elements of DTEP that include deferred maintenance and improvement works, plus some environmental enhancements, but exclude one-way traffic in the High Street, be progressed. This included replacement of the existing obsolete signal equipment at Great Western Cross and improvement of the junction to provide for controlled pedestrian crossing facilities on all major arms. A Local Member Led Project Working Group was set up to oversee development of the project with representation from County, District and Town Councils.</p> <p>In order to provide the pedestrian crossing facilities without adversely affecting the traffic capacity of the junction it is necessary to prohibit certain traffic movements. Following advertising of the proposed prohibition of turns, objections and representations have been received. This report considers those objections and representations and whether the proposed prohibition of turns should be implemented as advertised.</p>

<p>Impact Assessment:</p>	<p>Equalities Impact Assessment:</p> <p>An equalities impact assessment for DTEP was carried out in 2014. This concluded that there will be no discriminatory or negative consequences for any sector of the community on the grounds of race, gender, disability, faith, sexuality or age.</p> <p>The proposals at Great Western Cross seek to introduce new pedestrian crossings which will particularly benefit the young, elderly, infirm and disabled.</p> <hr/> <p>Use of Evidence:</p> <p>Traffic surveys and modelling, public consultation and support of Local Members, Town and District Councils and the Police.</p> <hr/> <p>Budget:</p> <p>The overall budget for the project is £3.582 million including contributions from West Dorset District Council, Dorchester Town Council and developer payments relating to the Poundbury development. The estimated cost of the works at Great Western Cross is approximately £494,000, including design and preparation costs.</p> <hr/> <p>Risk Assessment:</p> <p>Having considered the risks associated with this decision using the County Council's approved risk management methodology, the level of risk has been identified as: Current Risk: HIGH Residual Risk: LOW</p>
<p>Recommendation</p>	<p>That having considered the objections received, Cabinet be recommended to approve the proposed prohibition of turning movements.</p>
<p>Reason for Recommendation</p>	<p>The proposals should allow the provision of controlled pedestrian crossing facilities on all arms of Great Western Cross without adversely affecting the traffic capacity of the junction.</p>
<p>Appendices</p>	<p>Appendix 1 - Results of Traffic Survey Appendix 2 - Consultation Plan Showing Proposed Banned Movements Appendix 3 - Proposed Scheme Plan</p>
<p>Background Papers</p>	<ol style="list-style-type: none"> 1. The responses to the Order Public Advert as outlined in Para 4.2 are available to view in the Members Room. 2. Primary consultation responses from the District and Town Councils, Dorset Police and the local County Councillors are held on file in the Environment and the Economy Directorate.

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1 Background

- 1.1 In 2003 the County Council agreed with Dorchester Town Council and West Dorset District Council to prepare a plan to enhance the public realm and reduce the negative impacts of traffic. As the plan was developed maintenance and improvement works at various locations in Dorchester were put on hold. In late 2013 public consultation was held on a scheme proposal, which would provide one-way traffic flow in the High Street, but this was not found to be publically acceptable.
- 1.2 In September 2014, Cabinet resolved that elements of DTEP that include deferred maintenance and improvement works, plus some environmental enhancements, but exclude one-way traffic in the High Street be progressed. This included replacement of the existing obsolete signal equipment at Great Western Cross and improvement of the junction to provide for controlled pedestrian crossing facilities on all major arms. The design would also make allowance for the Poundbury link in the Dorchester Local Cycle Network to be easily accommodated when it is completed.
- 1.3 A Local Member Led Project Working Group comprising members and officers of the County, District and Town Councils was set up to oversee development of the project.
- 1.4 Following a decision by West Dorset District Council in December 2015 to defer support for a link road affecting Fairfield car park, in February 2016 Cabinet again resolved to progress design and construction of improvements at Great Western Cross and the other locations identified in the revised DTEP project.
- 1.5 In order to provide the pedestrian crossing facilities at Great Western Cross without adversely affecting the traffic capacity of the junction it is necessary to prohibit certain traffic movements.
- 1.6 The proposed prohibition of turns was advertised for public consultation on 18 February 2016. The objection period closed on 11 March, during which nineteen objections and representations were received. This report considers those objections and representations and whether the proposed prohibition of turns should be implemented as advertised.
- 1.7 The Director for Environment and Economy had declared a personal interest in the scheme put to consultation, the subsequent Cabinet decisions and the proposals at Great Western Cross, because he lives on a road that could be impacted by the proposals. He has taken no part in the development of the project and the portfolio holder has dealt directly with the design team manager, service manager and head of service. Nevertheless, the Director for Environment and Economy remains the nominal Lead Director.

2 Information

- 2.1 The existing traffic signal equipment at Great Western Cross is obsolete and in need of replacement.
- 2.2 A full 12-hour turning movement traffic survey was undertaken in October 2011. The results are shown in Appendix 1. Surveys taken at regular intervals at other sites within the town have shown that there has been little change in traffic flows, despite the various developments which have taken place.
- 2.3 The existing signals allow all turning movements for traffic. A controlled pedestrian crossing is only available on Cornwall Road and when this operates all traffic through

the junction is halted. At peak times the pedestrian crossing operates approximately two out of every three cycles of the signals and significant queuing occurs, particularly on Cornwall Road and Damers Road. If controlled pedestrian crossings were added on the other arms of the junction, to operate at the same time as the Cornwall Road crossing, it is probable that the signal stage would operate more frequently, thereby increasing the time during which all traffic is stopped. Traffic queues would therefore increase.

- 2.4 Traffic signal designers have proposed that, by prohibiting selected turning movements, controlled pedestrian crossings can be provided on all arms of the junction without increasing delay to vehicular traffic. Indeed, computer modelling of the signals indicates that there would be a small increase in traffic capacity.
- 2.5 The proposals allow for prohibiting left turns from the station yard into Damers Road so that pedestrians can cross Damers Road whilst traffic is flowing from the station yard.
- 2.6 Left turns from Damers Road into Cornwall Road and right turns from Great Western Road into Cornwall Road are to be prohibited to allow pedestrians to cross Cornwall Road with traffic flowing from Damers Road and Great Western Road. In addition, right turns into Victoria Road are to be prohibited to deter traffic from Great Western Road using Victoria Road to reach Top o' Town.
- 2.7 Right turns from Maumbury Road into Great Western Road are to be prohibited to allow pedestrians to cross Great Western Road whilst traffic begins to flow from Maumbury Road and Cornwall Road traffic is held at a red signal.
- 2.8 The pedestrian crossings on Maumbury Road and the station access road, when demanded, will operate alternately with the station access traffic.
- 2.9 The revised arrangements have been assessed using the computer traffic model for Dorchester and this indicates that whilst the changes to traffic patterns are likely to be fairly small the improved capacity of the junction is likely to encourage traffic to use it rather than using side roads to avoid it. There is no indication of any increase in traffic congestion elsewhere in the town.

3 Law

- 3.1 Sections 1 and 2 of the Road Traffic Regulation Act 1984 allow the County Council to make an Order requiring vehicular traffic to proceed in a specified direction or prohibiting its so proceeding. The circumstances where an Order may be made include:

For avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising;

For facilitating the passage on the road or any other road of any class of traffic (including pedestrians);

For preserving or improving the amenities of the area through which the road runs;

4 Consultation

- 4.1 Under Dorset County Council’s procedure, primary consultation was carried out on the proposed scheme and it is supported by the Local Members for Dorchester, by West Dorset District Council, by Dorchester Town Council and by the Police.
- 4.2 There have been nineteen responses to the public consultation process, which are summarised below.

Respondent and Address	Summary of Response
Resident of Victoria Road, Dorchester	Objects to the banning of right turns from Damers Road into Victoria Road. Considers the proposals will increase rat-running in Victoria Road and will restrict exits from Victoria Road. Agrees improved pedestrian facilities are needed.
Resident of Cornwall Road, Dorchester	Objects to the proposals as he feels they will force him to use the high street when returning home from east of the town and will cause major congestion at the south end of Victoria Road near the chip shop.
Resident of Victoria Road, Dorchester	Objects to the lack of a controlled crossing on the Great Western Station access road and to the turning bans. Considers the proposals will increase rat-running and speeding in Victoria Road and reduce safety. Subject to the implementation and success of the proposed Victoria Road Access Only Order (referred to in paragraph 5.1) the resident has indicated they would withdraw their objection.
Resident of Victoria Road, Dorchester	Objects to the proposals. Considers the proposals will increase traffic both ways in Victoria Road and Westover Road, which are unfit for more traffic.
Resident of Victoria Road, Dorchester	Objects to bans on turns from Maumbury Road into Great Western Road, Damers Road into Cornwall Road and Dorchester West Station into Damers Road. Considers the proposals will increase traffic both ways in Victoria Road and Westover Road (which are unfit for more traffic) and reduce safety.
Resident of Coburg Road, Dorchester	Supports the proposals and in particular the improved pedestrian access to the station yard and the provision of a pedestrian crossing on Damers Road.
Residents of Victoria Road, Dorchester	Object to the proposals. Consider the proposals will increase traffic both ways and reduce safety in Victoria Road and Westover Road.
Resident of Victoria Road, Dorchester	Objects to the ban on turns from Damers Road into Cornwall Road. Considers this will increase traffic and reduce safety in Victoria Road. Subject to the implementation and success of the proposed Victoria Road Access Only Order (referred to in paragraph 5.1) the resident has indicated they would withdraw their objection.

Resident of Cambridge Road, Dorchester	Objects to the proposals. Considers the proposals will cause increased congestion in the town centre and in particular increase traffic flows on Victoria Road, Williams Avenue and Bridport Road.
Resident of Rothesay Road, Dorchester	Requests a right turn filter signal for traffic turning from Damers Road into Maumbury Road.
Resident of Cornwall Road, Dorchester	Objects to the proposals. Considers the ban on right turns into Cornwall Road and Victoria Road will increase traffic congestion in the high street and the ban on left turns into Cornwall Road will increase traffic in Victoria Road.
Resident of Cornwall Road, Dorchester	Objects to the proposals. Considers the ban on right turns into Cornwall Road and Victoria Road will make Great Western Road unusable as a route to the property from central and south east Dorchester.
Residents of Victoria Road, Dorchester	Concerned that traffic flow will increase on Victoria Road. Also concerned for pedestrian safety due to increased traffic on Fairfield Road.
Resident of Alice Road, Dorchester	Concerned that the proposals will do nothing to deal with traffic congestion and will increase traffic flow on Victoria Road. Considers that new pedestrian crossings on Damers Road and Great Western Road are unnecessary.
Resident of Victoria Road, Dorchester	Objects to the proposals. Considers the proposals will increase traffic both ways in Victoria Road and Westover Road, creating difficult conditions for residents and reducing safety.
Residents of Victoria Road, Dorchester	<p>Object to the proposals. Consider the proposals will result in an increase in traffic using Victoria Road and Westover Road, exacerbating congestion and safety issues, particularly at peak times.</p> <p>Subject to the implementation and success of the proposed Victoria Road Access Only Order (referred to in paragraph 5.1) the residents have indicated they would withdraw their objection.</p>
Resident of Victoria Road, Dorchester	Objects to the proposals. Considers the proposals will turn Victoria Road from a quiet residential street into a rat-run for traffic and reduce safety particularly for local children.
Resident of Victoria Road, Dorchester	Objects to the proposals. Considers the proposals will increase traffic in Victoria Road (which is unfit for more traffic) and reduce safety for residents.
Resident of Fourgates Road, Dorchester	Supports the introduction of pedestrian crossings at the junction but is concerned about aspects of the operation of the signals, about which he/she is unclear.

- 4.3 The responses consist of 14 objections (3 of which have been conditionally withdrawn, see paragraph 5.1), 2 expressions of support, 1 request for additional facilities, and 2 expressions of concern about possible effects of the proposals.
- 4.4 Eleven of the responses were from residents of Victoria Road and ten of these were objections. All of these objectors consider that traffic flow on Victoria Road will increase and some believe traffic speed will also increase. Both expressions of concern and two further objectors also raised the belief that traffic flow on Victoria Road will increase, making a total of 14 of the responses mentioning this point. One additional objector also suggested that there would be congestion at the south end of Victoria Road outside the chip shop.
- 4.5 The issues raised about the possible impact on Victoria Road largely relate to the lack of suitability of the road to accept more traffic and a reduction in road safety. Some of these respondents also mentioned increase in traffic and reduction in road safety on Westover Road.
- 4.6 Various suggestions were made for traffic reduction and traffic calming in both Victoria Road and Westover Road.
- 4.7 Other reasons for objection or concern raised by respondents are: -
- Objection to the lack of a controlled pedestrian crossing on the station access road (one is now to be provided);
 - Increased congestion elsewhere in the town (the high street, Bridport Road and Williams Avenue were mentioned);
 - Change of route to properties accessed from Victoria Road;
 - Concern that traffic congestion will not be reduced;
 - Concern that pedestrian crossings on Great Western Road and Damers Road are unnecessary;
 - The lack of a proper pedestrian route on Fairfield Road (across the market site);
 - The lack of a right turn filter for traffic turning right from Damers Road into Maumbury Road.
- 4.8 Supporters of the proposals mentioned the introduction of additional pedestrian crossing facilities as their main reason for expressing support.

5 DCC Comment on Representations

- 5.1 The main cause for concern is potential increased traffic flow in Victoria Road due to the banning of left turns from Damers Road into Cornwall Road. Any such increase should actually be small as a traffic survey undertaken in October 2011 showed only about 10 vehicles per hour undertaking the manoeuvre to be banned and not all of these are likely to re-route through Victoria Road. Nevertheless, given the concerns expressed by residents it is now proposed to progress a separate traffic regulation order to ban all motor vehicles from Victoria Road, Westover Road, Albert Road (west of Cornwall Road) and St Helen's Road, except for access. This has been agreed by the DTEP Local Member Led Working Group and primary consultation commenced on 28 April 2016. Since that time three of the residents of Victoria Road have withdrawn their objections subject to implementation and monitoring of the proposed access only order.
- 5.2 A controlled pedestrian crossing is now to be introduced across the station access road. The objection is therefore no longer valid.

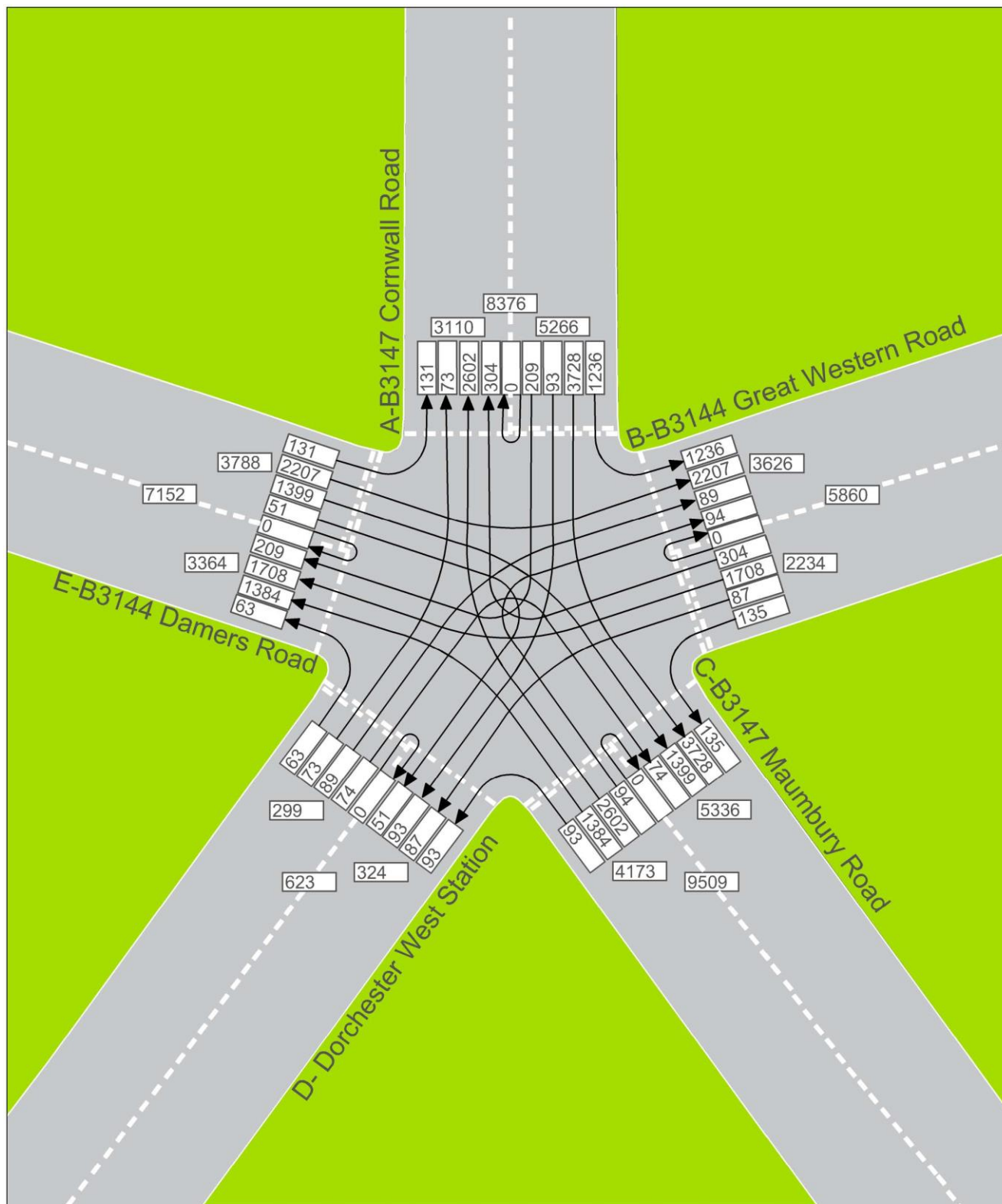
- 5.3 Traffic modelling indicates that traffic patterns will be largely unchanged and there is no indication that there will be increased congestion elsewhere in the town.
- 5.4 It is inevitable that the banned movements will require some traffic to re-route and some motorists will be disadvantaged. However, most of the banned movements are currently undertaken by only small numbers of vehicles and there are reasonable alternative routes. Banning these movements will allow safe pedestrian crossing facilities to be provided on all arms of the junction without causing additional congestion.
- 5.5 The proposals are not intended to reduce congestion, but to introduce pedestrian crossing facilities without increasing congestion. Nevertheless, computer modelling shows that there should be a small increase in junction capacity as a result of the changes.
- 5.6 The responses supporting the scheme confirm the need for controlled pedestrian crossings and this is further confirmed in responses from some of the objectors.
- 5.7 The lack of a marked pedestrian route across the market site is beyond the control of the highway authority as it is private land (owned by West Dorset District Council) and there are no highway rights across it.
- 5.8 Provision of a right turn filter for traffic turning from Damers Road into Maumbury Road would decrease the capacity of the junction as compared to the arrangements proposed. However, the design provides for additional road markings to encourage right-turners to avoid obstructing through traffic and the manoeuvre will be easier without the complication of opposing traffic from Great Western Road turning right into Cornwall Road.


6 Conclusion

- 6.1 The DTEP scheme has been developed as a result of the response to public consultation undertaken in Autumn 2013 and subsequent member led community liaison work in 2014.
- 6.2 Following concerns raised we are progressing a separate traffic regulation order to ban all motor vehicles from Victoria Road, Westover Road, Albert Road (west of Cornwall Road) and St Helen's Road except for access, which mitigates the main concerns raised to the proposed order at Great Western Cross.
- 6.3 Having considered the representations submitted, concerns raised have been mitigated or responded to as detailed in section 5.
- 6.4 The Highway Improvements team considers that the proposed measures are necessary in order to realise the scheme objective of improving access for pedestrians, cyclists, the elderly and disabled. The scheme will achieve this by providing controlled pedestrian crossing facilities on all arms of Great Western Cross without adversely affecting the traffic capacity of the junction.
- 6.5 It is recommended that the Committee recommend to Cabinet that the order be implemented as advertised.

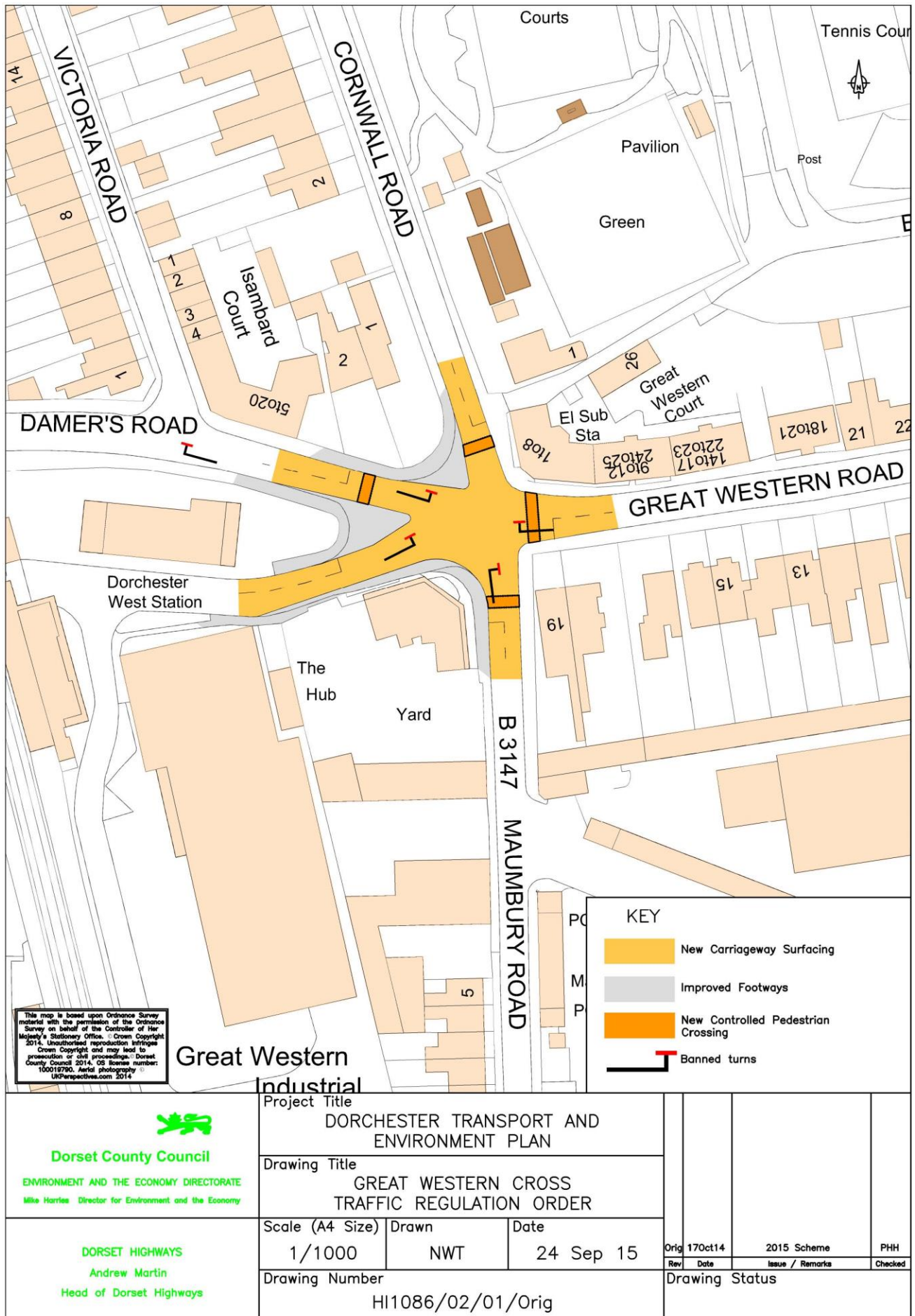
Andrew Martin
Head of Highways
May 2016

Appendix 1 – Results of Traffic Survey

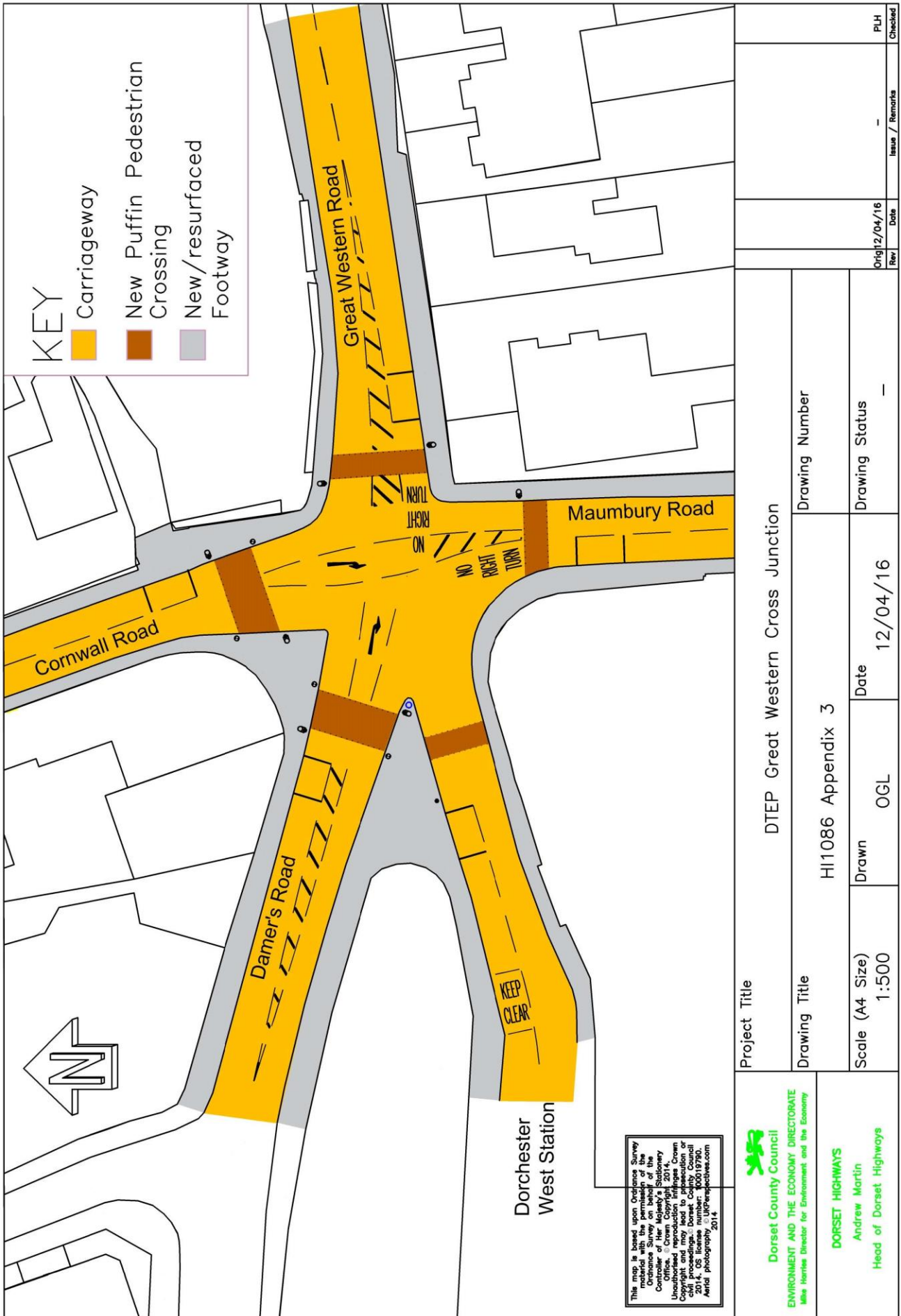


 Dorset County Council ENVIRONMENT AND THE ECONOMY DIRECTORATE Mike Harries Director for Environment and the Economy	Project Title		Orig 12/04/16 Rev Date Issue / Remarks Checked	PLH
	DTEP Great Western Cross Junction			
DORSET HIGHWAYS Andrew Martin Head of Dorset Highways	Drawing Title			
	12 Hour 7AM-7PM Traffic Count October 2011			
	Scale (A4 Size)	Drawn	Date	
Not To Scale	OGL	12/04/16		
Drawing Number		Drawing Status		
		-		

Appendix 2 – Consultation Plan Showing Proposed Banned Movements



Appendix 3 – Proposed Scheme Plan



<p>Dorset County Council ENVIRONMENT AND THE ECONOMY DIRECTORATE <small>Miles Harries Director for Environment and the Economy</small></p> <p>DORSET HIGHWAYS Andrew Martin Head of Dorset Highways</p>		<p>Project Title DTEP Great Western Cross Junction</p>		<p>PLH Checked</p>
<p>Drawing Title HI1086 Appendix 3</p>		<p>Drawing Number -</p>		<p>Orig 12/04/16</p>
<p>Scale (A4 Size) 1:500</p>		<p>Drawn OGL</p>	<p>Date 12/04/16</p>	<p>Rev -</p>
<p>Project Title DTEP Great Western Cross Junction</p>		<p>Drawing Number -</p>		<p>Issue / Remarks -</p>