

Tithebarn Link Road - Traffic Regulation Orders

Report of the Head of Highways, Capital Development and Waste

Please note that the following recommendations are subject to consideration and determination by the Committee before taking effect.

Recommendation: It is recommended that:

- (a) the response to the advertised Traffic Regulation Order be noted;**
- (b) the Traffic Regulation Orders be made and sealed and the scheme be implemented as advertised.**

1. Background/Introduction

This report seeks approval to make and seal traffic regulation orders for the prohibition of motor vehicles on Tithebarn Lane, Gypsy Lane and Pinn Lane (to the south of the Tithebarn Link Road), as shown on drawing A10009/15.

At Cabinet on 10 July 2013, members approved the Tithebarn Link Road scheme (shown on drawing A10009/15) and resolved that all necessary Traffic Regulation Orders (TROs) be advertised and, if no objections are received, be made and sealed.

The necessary TROs have been advertised. One objection was received, which was submitted on behalf of a number of objectors. There has been a meeting to discuss the objections and options proposed by the objectors have been considered. A summary of the issues raised in the objection and officer responses are detailed in Appendix I.

Approval of the TROs will enable the Cabinet approved scheme to be implemented and Government funding to be secured in support of strategic development in the Exeter and East Devon Growth Point.

2. Proposal

The Tithebarn Link Road is a fundamental part of the transportation strategy to deliver up to 2,500 dwellings at Monkerton, to unlock future expansion plans at Cranbrook and support job creation at SkyPark and Science Park.

The route has secured £2.5m Regional Growth Funds and £1.76m Local Pinch Point Funds, with conditions attached from Government to deliver the road by the Spring, 2015. The scheme is also being part funded by Section 106 contributions and the total scheme cost is estimated at £5.2m.

The link road will primarily help distribute traffic between Heavitree Road and Pinhoe Road and minimise traffic growth impacts at M5 Junction 29. It is expected to carry significant traffic flows towards the end of the Exeter and East Devon Local Plan period.

Early delivery of the link road will provide greater certainty over the satisfactory performance of the local and strategic road network and will enable a number of planning barriers associated with developments in the area to be removed.

Furthermore, the link road provides an opportunity to create a largely traffic-free cycle route extending from Redhayes Bridge towards the city centre. There are already safe, off-road cycle links to Cranbrook east of the Redhayes Bridge and this would continue west of the bridge along Hollow Lane, passing the planned new primary school on the western side of Cumberland Way and onwards through the Hill Barton development. The county council is taking this design work further in 2014/15, using LTP funds to extend the cycle route beyond Hill Barton Road towards the city centre, offering a safe walking and cycling route for school children and commuters travelling across the city.

3. Responses to Advertised TROs

The TROs were advertised between 19 December 2013 and 16 January 2014. The county council received one objection from a Gipsy Hill Lane resident, who stated they were representing the views of the Gipsy Hill Hotel and 9 other properties in the area (7 properties on Gipsy Hill Lane and 2 on Pinn Lane south of the Link Road). A summary of the objector comments and the County Council's response is included in Appendix I.

The proposal to introduce a clearway and 30mph restriction on Tithebarn Lane & Link, prohibit all vehicles on Gipsy Lane and prohibit motor vehicles on Tithebarn Lane received no objections. The objections relates to the prohibition of motor vehicles on the section of Pinn Lane south of the link road.

A number of the points raised by the objector relate to planning matters. The principle of the road, including the restrictions on Pinn Lane have already been agreed as part of the outline planning application for Tithebarn Green development, which was granted planning permission in December 2013. The Exeter City Council's planning committee will be able to consider the planning matters raised in the objection to the TRO when it decides the detailed planning application for the link road on 17 February 2014.

Following receipt of the letter of objection to the TRO relating to Pinn Lane, the county council met with the objector and the owner of the Gipsy Hill Hotel to discuss their concerns about the proposals.

4. Options and Alternatives

During the meeting with the objector, a range of options and alternatives were discussed and a response to these options is provided below.

Keeping Pinn Lane open and having a crossroads at the junction

This arrangement has been assessed as unsafe and unworkable at the forecast levels of traffic which will use the Link Road.

Left turn only (i.e. from Pinn Lane onto Tithebarn Link Road)

In general terms it is not recommended to place restrictions on traffic movements unless they are self-enforcing due to the layout of the highway. A left-turn from the southern section of Pinn Lane onto the Link Road would require a large island to compel traffic to turn left so that they are unable to cross the Link Road straight into Pinn Lane north. This arrangement would unfortunately interfere with the proposed stub junction west of Pinn Lane, which is needed to access development land.

For southbound traffic, to prevent traffic travelling straight across the Link Road to access Pinn Lane south would require another large island and a similar left-turn for traffic travelling

from the Link Road to Pinn Lane south would require land to the east of Pinn Lane which is not owned by Devon County Council (DCC), therefore this cannot be provided.

Staggered junction (allowing traffic to continue south via the stub junction west of Pinn Lane)

This would avoid the safety and capacity concerns with a crossroads and would instead allow traffic to continue onto Pinn Lane south of the link road via the new junction serving land to the south of the link road and west of Pinn Lane. The resident objector suggested that if this link were provided, they would be willing to consider an alternative point of closure of Pinn Lane, south of Rock Cottages on Pinn Lane.

At the meeting with officers, the owner of the Hotel raised concerns over the viability of the business if the staggered option happened as it would mean connections to the strategic road network would be severed. The owner of the Hotel indicated that this was of greater importance than a connection to the north as a large amount of visitors to the Hotel travel from the motorway/via Moor Lane roundabout and already have difficulty locating the Hotel. In order to address this concern, the county council is willing to offer a scheme of brown tourist signs to clearly direct traffic on the local highway network to the Hotel. If the Hotel accepted this proposal for signing it would be undertaken as part of the Link Road scheme. Buses that currently use Pinn Lane, would be diverted via the new link road and along Cumberland Way thus maintaining good accessibility to buses for the 9 properties affected by the changes. The Tithebarn Link Road itself will become a new bus route in the future, and with 2,500 dwellings planned in the Monkerton area, more frequent, enhanced bus provision should be viable, which will benefit existing residents. Residents on Gypsy Hill Lane may have to walk slightly further to a bus stop to access the bus services however, stops are still well within the recommended maximum walking distance.

5. Financial Considerations

The costs of implementing the traffic orders are included within the approved scheme budget of £5.2m.

The scheme will be funded by £1.76m Local Pinch Point Fund, £2.5m Regional Growth Fund (both grant funding) and Section 106 contributions secured for the Tithebarn Green development.

6. Sustainability, Equality, Public Health and Carbon Considerations

This report has no specific equality, sustainability, public health or carbon implications that were not already covered within the Tithebarn Link Road Cabinet report (PTE/13/58).

The advertised TROs and the options and alternatives proposed by the objector have taken into account impacts on age, disability, race/ethnicity (includes Gypsies and Travellers), gender and gender identity, religion and belief, sexual orientation, pregnant women/new and breastfeeding mothers and marriage/civil partnership status and has concluded that no particular group is disadvantaged by the proposals resulting in a significant impact on their quality of life.

Sustainability/public health impacts are positive as the proposals facilitate a good quality walking and cycling routes connecting new job and education destinations in the Monkerton area. For the 9 properties, on Gypsy Hill Lane and Pinn Lane, access to Pinhoe village centre by car will involve longer car journeys. In the context of the overall benefits to the area the increased carbon emissions for these properties is not significant and there are wider carbon benefits achieved delivered by the link road as it will better manage congestion

in the area and offer improved journey times for a significant number of vehicles on the Honiton Road corridor.

7. Legal Considerations

The traffic regulation orders have been advertised and will be implemented in accordance with national legislation, regulations & directions.

8. Risk Management Considerations

The Cabinet report was clear that objections to the traffic regulation orders are a potential risk to the delivery of the scheme. The risk has been managed by allowing time in the delivery programme to advertise, consult and respond to objectors.

The risk remains that if the TRO cannot be signed and sealed, the Link Road may not be able to be opened to traffic due to safety concerns. The external grant funding mentioned above is conditional on opening the road to traffic by April 2015 and therefore presents a reputational risk to the county council.

9. Summary/Conclusions/Reasons for Recommendations

The options proposed by the objector have been considered as discussed above.

The TROs as advertised are considered to be the most suitable solution to change traffic movements at the junctions between the new link road and the existing local road network.

The TROs will allow the link road scheme to be completed. The link road is a key element of the Monkerton masterplan and it provides vital new road infrastructure to best manage the transportation system in the area, offering a good balance between unlocking development sites, managing traffic congestion on the A30 Honiton Road corridor and creating a high quality pedestrian/cycle corridor for the benefit of the wider area and population.

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Local Government Act 1972: List of Background Papers

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| Background Paper | Date | File Ref. |
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Nil

Devon County Council (Tithebarn Link Road Area, Exeter) (Traffic Regulation) Order

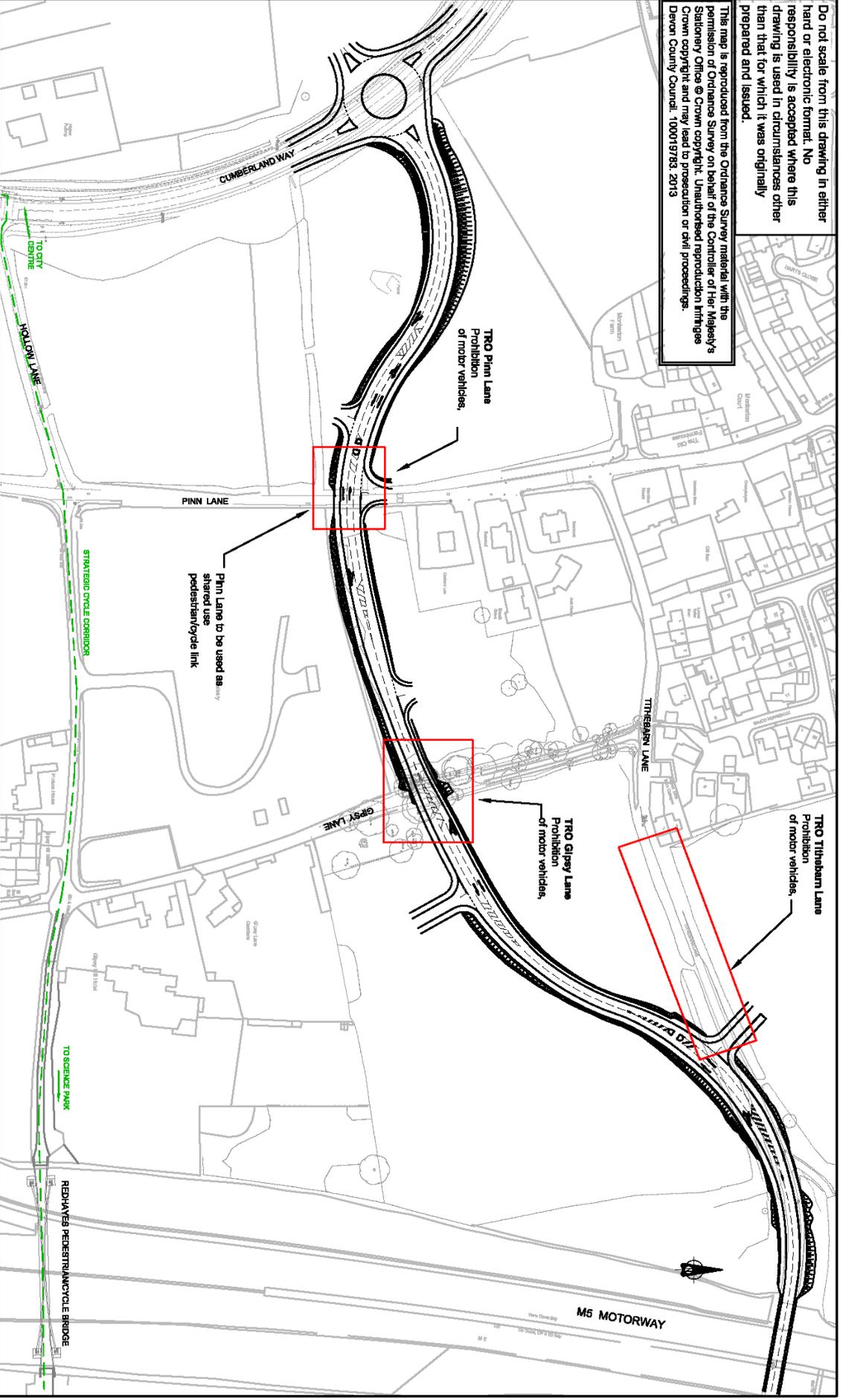
| Comments | Response |
|--|--|
| First respondent: Resident – Gypsy Hill Lane | |
| Copy of letter submitted in objection to planning application for new link road on behalf of respondent and neighbours in respect to the closure of Pinn Lane (including the Gypsy Hill Hotel). | |
| <ul style="list-style-type: none"> Concern that applicant and neighbours were not consulted on the current and previous planning application. | <ul style="list-style-type: none"> Noted. This is a planning matter for Exeter City Council (ECC) to respond to at planning committee on 17 February. |
| <ul style="list-style-type: none"> Notes that plans submitted for the previous planning application show Pinn Lane both open and closed. | <ul style="list-style-type: none"> Noted. This is a planning matter for ECC to respond to at planning committee on 17 February. |
| <ul style="list-style-type: none"> Objects strongly to the closure of Pinn Lane as it appears properties to the south of the link road have been forgotten about and they do not want to be “severed” from the village. | <ul style="list-style-type: none"> View noted. Properties have not been forgotten about – the proposals will result in a quiet, lightly trafficked lane serving the residential properties and hotel. Connections on foot or by cycle will be maintained with the village. The only severance from the village is by car and this will only impact on a small number of properties. It should be noted that for the residences and hotel, a large proportion of car trips are via Cumberland Way and Moor Lane roundabout for routes to the city centre (via Heavitree Road) or the motorway/A30. It is only the occasional car trips to Pinhoe village/B3181 Cullompton corridor which will be affected. |
| <ul style="list-style-type: none"> There are serious loss of amenity and health and safety issues as detailed below: | |
| <ul style="list-style-type: none"> <ul style="list-style-type: none"> The loss of amenity to the ten houses & the Hotel. | <ul style="list-style-type: none"> The objector quotes Local Plan Policy. This is a planning matter and will be considered at the ECC planning committee; however, the properties affected will benefit from a quieter, rural setting, with reduced traffic passing along Pinn Lane. |
| <ul style="list-style-type: none"> <ul style="list-style-type: none"> The only access would be through an industrial estate/business park contrary to the Local Plan Policies and Core Strategy Policies. | <ul style="list-style-type: none"> The highway authority must maintain access to properties however there is no specification on what types of road are used. ECC will need to respond regarding the Local Plan and Core Strategy policies and will take this into account as part of the planning item. |
| <ul style="list-style-type: none"> <ul style="list-style-type: none"> The objection is based on health and safety grounds as the proposed vehicle access through the commercial area will impact the safety of the houses in Pinn Lane and the Gypsy Hill Hotel. | <ul style="list-style-type: none"> It is unclear how the closure impacts Health and Safety. The southern part of Pinn Lane will be much quieter making it safer for pedestrians and cyclists. There will also be reduced traffic. |

| Comments | Response |
|---|--|
| <ul style="list-style-type: none"> ○ The business park in Grenadier Way is not yet complete but is already congested during rush hour periods. Traffic from the hotel & properties will add to this congestion. | <ul style="list-style-type: none"> ● The Tithebarn link road will provide an alternative route for travel between the city and east of the motorway, thereby relieving the southern section of Cumberland Way and the junction with Grenadier Way. Closure of Pinn Lane will also significantly reduce the traffic heading onto Grenadier Way. |
| <ul style="list-style-type: none"> ○ Conversely, the traffic flows will be reduced at the Cumberland Way/ Grenadier Road roundabout if the southern section of Pinn Lane remains open. | <ul style="list-style-type: none"> ● If Pinn Lane were to remain open, this would allow a minimal amount of traffic to travel north away from the roundabout. The closure would also reduce the amount of traffic travelling south towards the roundabout. |
| <ul style="list-style-type: none"> ○ If the lane is closed then the bus will no longer be able to serve the senior citizens in the ten properties. | <ul style="list-style-type: none"> ● Bus routes will be discussed with Stagecoach but the new link road will become a bus route and in time the developments east of Exeter will mean a more frequent bus service will serve the area. Bus stops will still be well within the recommended walk time to a bus stop. |
| <ul style="list-style-type: none"> ○ Emergency vehicles will only be able to access the properties through a commercial area and is deemed unacceptable because of the congestion. | <ul style="list-style-type: none"> ● The emergency services have been consulted on the proposed traffic order and have made no comment. |
| <ul style="list-style-type: none"> ○ A significant detour would be required to access Pinhoe Village (including Doctors, Station & Post Office). | <ul style="list-style-type: none"> ● The detour would be approximately 1 mile for any vehicle wishing to drive to Pinhoe Village. The number of properties affected are minimal. |
| <ul style="list-style-type: none"> ○ Access to the residential properties solely through a commercial area will reduce the value of the houses and possibly the hotel. Evidence is available to prove this. | <ul style="list-style-type: none"> ● Access would be via a rural, country lane which is served off Grenadier Way. The objector was willing to consider being solely accessed via Cumberland Way and the new link road, which is of similar standard route to Grenadier Way. The character of the whole area is due to change with 2,500 dwellings to be constructed. It would be difficult to determine whether the value would be affected by the access or the development proposals around it. |
| <ul style="list-style-type: none"> ● If there is concern about Pinn Lane being used as a rat run this should not be a problem because it would be quicker to use the Cumberland Way. | <ul style="list-style-type: none"> ● There is no concern about rat running. The options to provide a link have been discussed and a response provided to the respondent explaining why they are not possible. |
| <ul style="list-style-type: none"> ● In the unlikely event that problems were to arise in Pinn Lane then other measures could be introduced such as limiting access or a rising bollard. Both of which have been used successfully in other parts of the city. | <ul style="list-style-type: none"> ● Noted. See comment above. |
| <ul style="list-style-type: none"> ● Urges Devon County Council to provide a suitable junction to allow the residents to have a link with their village. | <ul style="list-style-type: none"> ● Noted. See comment above. |



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DRAWING TITLE
TITHEBARN LINK ROAD

COMMITTEE REPORT PLAN

- Notes:
1. Drawing based on A10009/06D
 2. Traffic Regulation Orders (TRO) Cumberland Way to Tithern Bridge:
 - 30 mph Speed Limit
 - Urban Clearway
 3. Exact location of proposed side roads subject to agreement with developer.

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|---------------------------|----------|---------|----------|
| Design | JUN 2013 | checked | TJ |
| Drawn | CB | Date | JUN 2013 |
| Scale | 1:2500 | | A4 |
| Dwg. No. A10009/15 | | | |