

Approval of Improvement to Cedars Junction, Barnstaple

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Cabinet (and confirmation under the provisions of the Council's Constitution) before taking effect.

Recommendation: that the Cabinet:

- (a) approve the design and construction for a new pedestrian and cyclist crossing and associated works (plan no. 70086553-WSP-HGN-100-DR-02 in Appendix 1) and potentially additional bus priority measures with an estimated cost of £1 million on the A3125 south of the Cedars roundabout in Barnstaple; and,
- (b) delegate powers to the Head of Planning, Transportation and Environment and the Chief Officer for Highways, Infrastructure Development and Waste in consultation with the Cabinet Member for Climate Change, Environment and Transport and relevant local member, to make minor variations to the scheme as required.

1. Summary

In order to try to control the congestion on the Bickington Road approach to the Cedars junction Barnstaple a trial was undertaken in February 2019. This consisted of temporary traffic signals on the A3125 southern arm of Cedars Roundabout with red signals given to drivers at constant intervals. The trial was considered a success, as set out in previous reports to North Devon Highways and Traffic Orders Committee (HATOC) in June 2019 and November 2021. Approval is now sought from Cabinet for the permanent scheme.

2. Introduction

A scheme location plan can be seen in figure 1.


For many years traffic from the Bickington/Fremington corridor entering the Cedars Roundabout has been subject to delay in entering the roundabout due to priority being for traffic from the A39 south and Roundswell, turning right into Barnstaple. In addition, traffic can queue back from the Wrey Arms junction and block the exit from the roundabout.


Over 1300 houses are planned/expected to be built in the current Local Plan period, to 2031, along this corridor. This is predicted to add traffic through the Cedars Roundabout as there is no alternative route to drive to Barnstaple. Alternative modes of transport are available, but the no.21/21A bus (up to 4 buses per hour) and other bus services on this corridor have no priority above other vehicles on this corridor and sit in the same traffic and delays as all other vehicles.

North Devon HATOC considered options for the improvement to Cedars Roundabout in June 2017 and chose to progress the scheme now for consideration. In February 2019 a trial of the scheme was undertaken with temporary traffic signals positioned on the A3125 south of the roundabout which turned red periodically. The results of the trial were presented to North Devon HATOC in June 2019 and showed a reduction in average journey times for vehicles entering the roundabout from the west from the Bickington/Fremington direction and also from the south from the Roundswell direction. Due to the junction and the exit towards Barnstaple being at capacity it is possible that the scheme will result in some additional congestion on the Roundswell approach to the junction. This will be monitored, and signal timing can be adjusted to ensure the capacity of the junction is shared fairly between the main approaches. In November 2021 North Devon HATOC approved that the scheme progress to public consultation and Cabinet approval.

Figure 1. Scheme location plan



 Scheme location

 Potential new access and cyclebridge

3. Proposal

The proposal can be seen in plan no. 70086553-WSP-HGN-100-DR-02 in Appendix 1.

The scheme consists of a staggered toucan crossing, which requires the road to be widened slightly on both sides to accommodate the crossing and adequate road widths for an A class road. All proposed works are within the public highway boundary.

The road widening and requirement for an engineer's bay for a maintenance vehicle to park in requires the removal of seven mature trees on highway verge which will be mitigated with additional trees being planted off site. The creation of the crossing for pedestrians/cyclists will require the removal of a small section of Devon Bank. This

Devon Bank is approximately 50 years old and created as part of the development of the housing in this area at that time, it is not an historic Devon Bank such as many of those lining our rural roads across the county.

The toucan crossing is primarily for traffic control of vehicles entering into the roundabout but does provide a benefit to pedestrians and cyclists wishing to cross the road at this location.

As a result of public consultation additional bus priority measures through the Cedars Junction will be investigated and if possible designed and incorporated into the scheme where possible.

The proposal is to progress as a standalone scheme. However, this is part of an emerging wider strategy which aims to also improve the Wrey Arms roundabout, provide a new pedestrian/cycle bridge over the A361 bypass and railway line to Seven Brethren; and a new access junction from the A361 bypass to the new housing at 'Larkbear' behind Petroc joining the A361 to Old Torrington Road.

4. Options/Alternatives

Other options were considered by North Devon HATOC at the 29 June 2017 meeting, and this option was agreed to be progressed. Those options included different arrangements of signalised junctions to replace the roundabout or be added to the roundabout.

5. Consultations

A public consultation took place between 15 December 2021 and 1 February 2022, with feedback invited via email or by post. The consultation was publicised through issuing of a press release to local media, creation of a webpage on Devon County Council's Have Your Say website

[\(https://www.devon.gov.uk/haveyoursay/consultations/new-pedestrian-and-cyclist-crossing-in-barnstaple/\)](https://www.devon.gov.uk/haveyoursay/consultations/new-pedestrian-and-cyclist-crossing-in-barnstaple/)

50 consultation responses were received, 47 of which were from local residents, two of which were from local organisations (Black Dog Transport and Roundswell Residents Association) and one of which was from a Member of North Devon Council.

Of the 50 consultation responses, 26 were supportive of the proposal, 17 were against the proposal, and 7 did not express an opinion for or against the proposal.

There was significant geographical variation in opinion, with 12 of 16 respondents giving an address to the west of Cedars Roundabout supporting the proposals (1 oppose, 3 neutral), whereas 10 of 11 residents giving an address in Roundswell opposed the proposals (1 support).

The most common reasons cited for supporting the proposals included:

- The proposals would improve traffic flow/ease congestion, particularly through Bickington;
- The proposals would benefit pedestrians/cyclists; and
- The proposals would reduce the volumes of traffic using minor roads in the Bickington area to avoid queuing on Bickington Road.

The most common reasons cited for opposing the proposals included:

- The proposed removal of trees would harm the local environment;
- The proposals would have little benefit;
- The proposals would worsen existing traffic congestion, particularly around Roundswell;
- The proposals would simply shift issues to elsewhere on the road network;
- The proposals would increase pollution; and
- The proposed removal of Devon bank would harm the local environment (including the historic environment).

Some respondents also suggested other improvements to transport networks, including:

- Improvements to public transport, including Park & Ride facilities;
- Addressing queuing elsewhere on the Bickington Road corridor;
- Removing on-street parking in Bickington;
- Improving wider pedestrian/cycle facilities;
- Building a road between Fremington and the A39, bypassing Cedars Roundabout;
- Providing signage regarding merging at Cedars Roundabout; and
- Providing crossings/signals on all arms of Cedars Roundabout.

In conclusion the consultation had a majority of respondents in favour of the scheme (52% support, 34% oppose). Many of the comments made in opposition to the scheme are being addressed by off-site mitigation such as replacement trees and wider improvements to the transport network.

Many of the additionally suggested improvements are being considered, or have been considered in the past, and the approval of this scheme does not preclude the progress of those other schemes. However, additional bus priority measures will be considered in the detailed design of the scheme to further benefit public transport users.

6. Financial Considerations

The estimated cost of the scheme is based on the highest of two quotes under the existing framework contract. The highest value has been chosen as the framework only runs up to April 2022. Taking account of contingencies; inflation and that if this scheme progresses it will be under a new framework contract with different prices

which are expected to be higher; as well as additional bus priority measures being added: the cost of the scheme is estimated at £1 million.

The scheme is to be funded by section 106 contributions from housing developments in the area which have a requirement to pay towards improvements to the Cedars Roundabout or improvement to the traffic flow on this corridor. Adequate funding has already been secured from developments over previous years to deliver this scheme at this estimated price.

7. Legal Considerations

To introduce a controlled crossing, the Council is required to issue a public notice in accordance with Section 23 of The Road Traffic Regulation Act 1984.

When introducing new traffic schemes, it is the County Council's responsibility to ensure that all relevant legislation is complied with. This includes Section 122 of the Road Traffic Regulation Act 1984 that states that it is the duty of a local authority, so far as practicable, to secure the expeditious, convenient, and safe movement of traffic and provision of parking facilities on the highway.

8. Environmental Impact Considerations (Including Climate Change)

The scheme is likely to result in some localised additional queuing at the new crossing but introduces a new pedestrian crossing which will aid non-car travel options.

The route choice of drivers is hard to predict, but it is likely that many drivers currently driving towards the Cedars roundabout will alter their travel patterns and use alternative routes including via Roundswell Roundabout and Lake Roundabout towards the town or Sticklepath area, or change to non-car modes, or travel less.

The proposal is trying to improve journey time for all users on the Bickington corridor, including bus users, which could result in additional bus trips, and fewer vehicle trips with a minor positive impact on carbon and other vehicle emissions.

9. Equality Considerations

Where relevant to the decision, the Equality Act 2010 Public Sector Equality Duty requires decision makers to give due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;
- advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
- foster good relations between people by tackling prejudice and promoting understanding.

Taking account of age, disability, race/ethnicity (includes Gypsies and Travellers), gender and gender identity, religion and belief, sexual orientation, pregnant women/new and breastfeeding mothers, marriage/civil partnership status in coming

to a decision, a decision maker may also consider other relevant factors such as caring responsibilities, rural isolation or socio-economic disadvantage.

This may be achieved, for example, through completing a full Equality Impact Needs Assessment / Impact Assessment or other form of options/project management appraisal that achieves the same objective.

In progressing this particular scheme/proposal, an Impact Assessment has been prepared which has been circulated separately to Cabinet Councillors and is also available alongside this Report on the Council's website [Cedars Crossing - Impact Assessment \(devon.gov.uk\)](https://www.devon.gov.uk/cedars-crossing-impact-assessment), which Councillors will need to consider for the purposes of this item.

The proposals are expected to have overall positive social, environmental and economic impacts, by reducing overall traffic delays approaching the Cedars Roundabout, and thus reducing pollution and improving access to employment and businesses. However, as the scheme will give greater priority to those approaching the roundabout from the west at the expense of those approaching from the south, the impacts may vary by location, and some individuals may experience adverse impacts. Constructing the pedestrian/cycle crossing is expected to deliver environmental and social benefits by encouraging walking and cycling and reducing the risks to pedestrians crossing the road, however there will be some localised adverse environmental impacts associated with the removal of trees and Devon hedge bank.

10. Risk Management Considerations

The proposal is considered to reduce risk to the travelling public on the public highway by providing a facility for pedestrians to cross the carriageway.

The proposal could result in additional queuing at other junctions on the A3125 as drivers use different routes, causing additional delay and congestion at those junctions. A transport strategy for the whole area is being developed and other strategies and interventions are being considered to deal with transport issues in this area in the long term. This includes the Larkbear access onto the A361, new cyclebridge over the A361 and railway line, and bus priority measures on Gratton Way/A3125.

11. Public Health Impact

There is a small likelihood that the scheme will result in increased levels of walking which will have a positive impact on public health.

12. Conclusion

Approval is sought for a crossing scheme which will have the ability to set the signal timings to show red lights to traffic even when no pedestrian demand. This is considered likely to have a positive impact on traffic from the Bickington/Fremington corridor as indicated by the two-week trial of temporary lights in February 2019. However, there are likely to be other queues and delays formed elsewhere on the

road network as traffic diverts to other routes to avoid the traffic lights. This will be monitored, and signal timing can be adjusted to ensure the capacity of the junction is shared fairly between the main approaches.

Dave Black
Head of Planning, Transportation and Environment

Electoral Division: Fremington Rural

Cabinet Member for Climate Change, Environment and Transport: Councillor Andrea Davis

Local Government Act 1972: List of Background Papers

Contact for Enquiries: Matt Collins

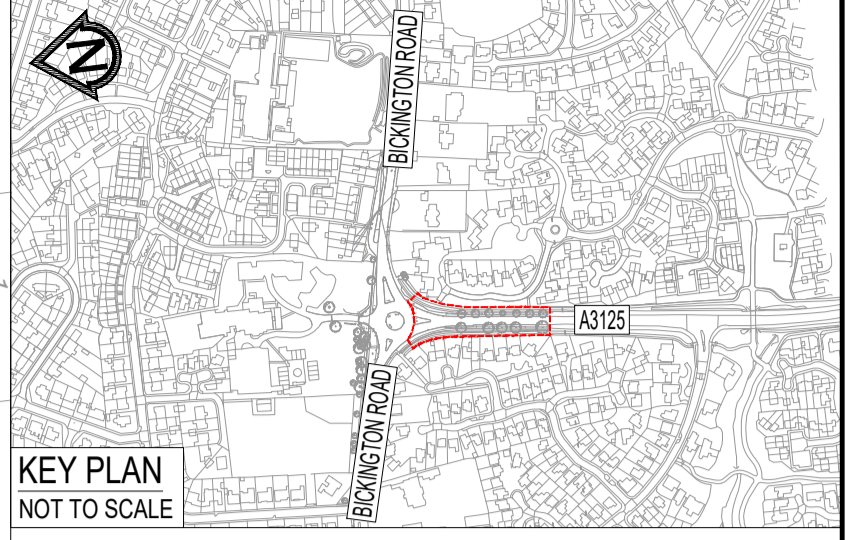
Tel No: 01271 388510

Background Paper	Date	File Reference
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Nil

Approval of Improvement to Cedars Junction, Barnstaple - Final

DO NOT SCALE



KEY PLAN
NOT TO SCALE

NOTES

- 1.0 GENERAL
- 1.1 DO NOT SCALE FROM THIS DRAWING.
- 1.2 DRAWING TO BE PRINTED IN COLOUR.
- 1.3 DIMENSIONS ARE IN METRES UNLESS OTHERWISE STATED.

HEALTH AND SAFETY INFORMATION

- SIGNIFICANT OR EXCEPTIONAL RISKS ARE IDENTIFIED BELOW
- CONSTRUCTION PHASE
1. PLEASE REFER TO THE HAZARD RISK REGISTER AND THE WORKS INFORMATION FOR DETAILS OF THE RISKS ASSOCIATED WITH THIS WORK.
 2. IN PREPARATION OF CONSTRUCTION METHOD STATEMENTS CONSIDERATION SHOULD BE GIVEN TO THE CLOSE PROXIMITY OF ANY STRUCTURES THAT MAY BE AFFECTED BY CONSTRUCTION.
 3. THE CONTRACTOR SHALL REFER TO STATUTORY UNDERTAKERS LAYOUT DRAWINGS AND IDENTIFY LOCATIONS OF EXISTING UNDERGROUND SERVICES PRIOR TO CARRYING OUT EXCAVATION WORKS.
 4. RESIDUAL HAZARDS ARE LISTED HERE AND REFERENCED ON THE DRAWING.
 - (a) LIVE TRAFFIC AND PEDESTRIAN CROSSING POINTS.
 - (b) UNDERGROUND SERVICES/UTILITIES (U) INDICATES NOTABLY DEEP CHAMBERS.
 5. THE CONTRACTOR SHALL REFER TO STATUTORY UNDERTAKERS LAYOUT DRAWINGS AND IDENTIFY LOCATIONS AND DEPTHS OF EXISTING UNDERGROUND SERVICES PRIOR TO CARRYING OUT EXCAVATION WORKS.

REV	DATE	BY	DESCRIPTION	CHK	APP
P01	29/10/2021	GS	FIRST ISSUE	KS	SD

DRAWING STATUS: **S0 - WORK IN PROGRESS**

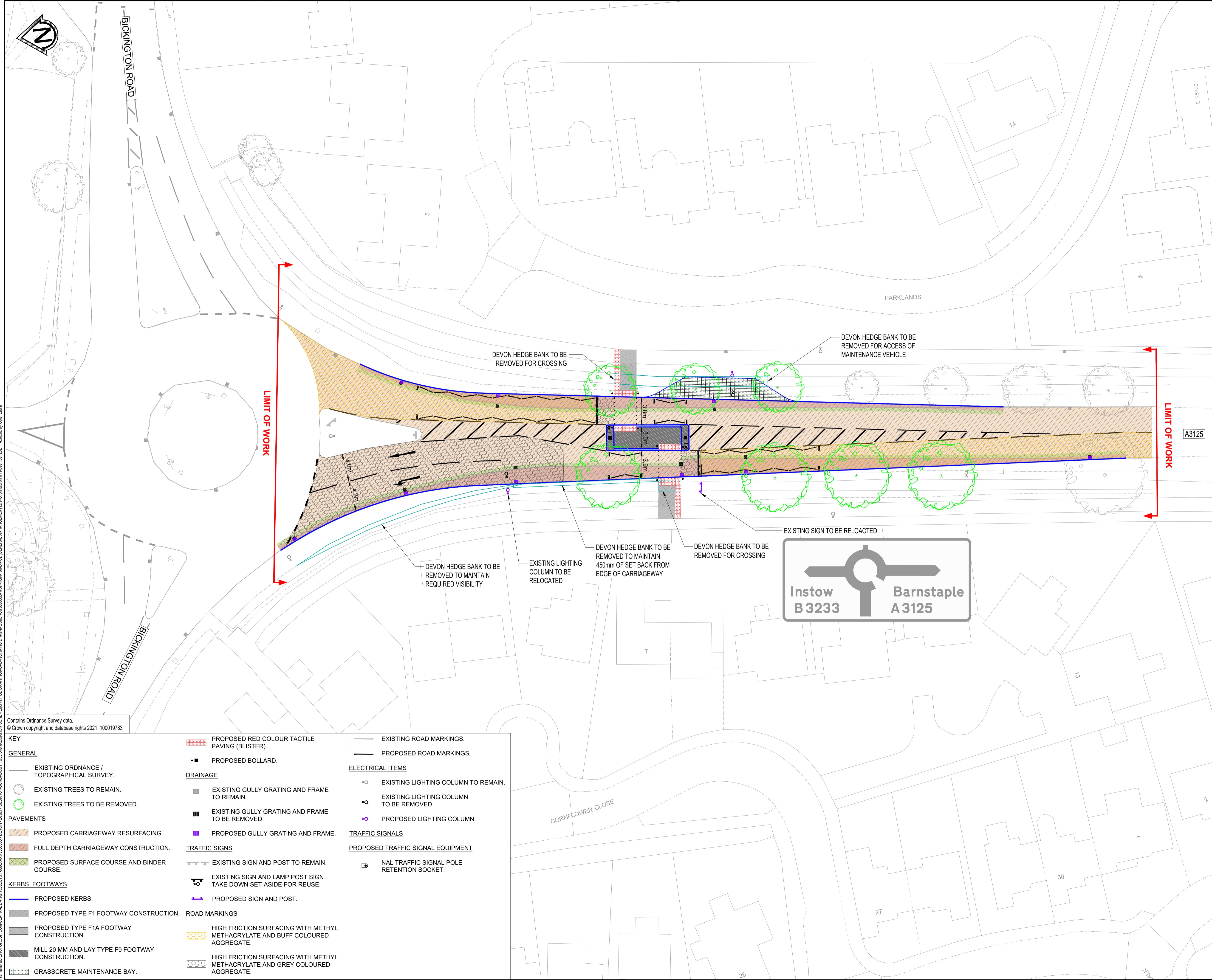
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SITE/PROJECT: **Cedars Roundabout Junction Improvements**

TITLE: **A3125 STAGGERED CROSSING
GENERAL ARRANGEMENT**

SCALE @ A1:	CHECKED:	APPROVED:	
1:250	KS	SD	
PROJECT NO:	DESIGNED:	DRAWN:	DATE:
70086553	MG	GS	October 21
DRAWING NO:	REV:		
70086553-WSP-HGN-100-DR-02	P01		

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KEY

GENERAL

- EXISTING ORDNANCE / TOPOGRAPHICAL SURVEY.
- EXISTING TREES TO REMAIN.
- EXISTING TREES TO BE REMOVED.
- PAVEMENTS
 - PROPOSED CARRIAGEWAY RESURFACING.
 - FULL DEPTH CARRIAGEWAY CONSTRUCTION.
 - PROPOSED SURFACE COURSE AND BINDER COURSE.
- KERBS, FOOTWAYS
 - PROPOSED KERBS.
 - PROPOSED TYPE F1 FOOTWAY CONSTRUCTION.
 - PROPOSED TYPE F1A FOOTWAY CONSTRUCTION.
 - MILL 20 MM AND LAY TYPE F9 FOOTWAY CONSTRUCTION.
 - GRASSCRETE MAINTENANCE BAY.

- PROPOSED RED COLOUR TACTILE PAVING (BLISTER).
- PROPOSED BOLLARD.
- DRAINAGE
 - EXISTING GULLY GRATING AND FRAME TO REMAIN.
 - EXISTING GULLY GRATING AND FRAME TO BE REMOVED.
 - PROPOSED GULLY GRATING AND FRAME.
- TRAFFIC SIGNS
 - EXISTING SIGN AND POST TO REMAIN.
 - EXISTING SIGN AND LAMP POST SIGN TAKE DOWN SET-ASIDE FOR REUSE.
 - PROPOSED SIGN AND POST.
- ROAD MARKINGS
 - HIGH FRICTION SURFACING WITH METHYL METHACRYLATE AND BUFF COLOURED AGGREGATE.
 - HIGH FRICTION SURFACING WITH METHYL METHACRYLATE AND GREY COLOURED AGGREGATE.

- EXISTING ROAD MARKINGS.
- PROPOSED ROAD MARKINGS.
- ELECTRICAL ITEMS
 - EXISTING LIGHTING COLUMN TO REMAIN.
 - EXISTING LIGHTING COLUMN TO BE REMOVED.
 - PROPOSED LIGHTING COLUMN.
- TRAFFIC SIGNALS
 - NAL TRAFFIC SIGNAL POLE RETENTION SOCKET.

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