

Report Title: Traffic Regulation Order Objections Associated with the proposed prohibition of right turns and u-turns on Milton Road/Cowley Road, Cambridge

To: Cambridgeshire County Council's Traffic Manager and the Local Member(s) representing electoral division below.

Meeting Date: 26th November 2020

From: Executive Director: Place & Economy

Electoral division(s): Local Member representing Kings Hedges division Cambridge

Key decision: No

Outcome: To determine the objections received to the proposed no right turn and no u-turn on Milton Road/Cowley Road, Cambridge

Recommendation: a) Approve the proposed no right turn and no u-turn as advertised.
b) Inform the objectors accordingly

Officer contact:

Name: Sonia Hansen
Post: Traffic Manager
Email: Sonia.Hansen@cambridgeshire.gov.uk
Tel:

Member contacts:

Names: Cllr Elisa Meschini
Post: County Councillor Kings Hedges
Email: elisa.meschini@cambridgeshire.gov.uk
Tel: 01223 438195

1. Background

- 1.1 The no right turn and no u-turn is proposed on Milton Road, Cambridge at its junction with Cowley Road opposite Milton Road's junction with Cambridge Science Park. Milton Road (A1309) is a key arterial route between Cambridge City centre and the A10 and A14 in the Kings Hedges electoral division in the north of Cambridge. Cowley Road runs from its junction with Milton Road from north west to south east and serves St Johns Innovation Park at its north eastern end and a number of commercial businesses and Cambridge North Station at its south eastern end. A location plan can be found at (Appendix 1).
- 1.2 A Traffic Regulation Order (TRO) has been proposed to prohibit right turns from Milton Road into the southern arm of Cowley Road opposite the junction of Milton Road and Cambridge Science Park, it has also been proposed to prohibit u-turns by vehicles in the north bound lane of Milton Road at the same junction with Cowley Road.
- 1.3 This TRO has submitted via a third party funded TRO application. The TRO is necessary as part of the junction improvements planned at the junction of Milton Road, Cowley Road and Cambridge Science Park. The junction improvements are a Planning Obligation under Section 106 of the Town and Country Planning Act 1990 in respect of land at Plots 1-21 Cambridge Science Park, Milton Road, Cambridge (planning ref: S/2436/17/FL). The applicant's scheme drawing detailing the junction improvements can be seen at appendix 2. The TRO and associated works would be financed by the applicant.

2. Main Issues

- 2.1 The Traffic Regulation Order (TRO) procedure is a statutory consultation process that requires the Highway Authority to advertise, in the local press and on-street, a public notice stating the proposal and the reasons for it. The advert invites the public to formally support or object to the proposals in writing within a twenty one day notice period.
- 2.2 The TRO was advertised in the Cambridge News on the 23rd September 2020. The statutory consultation period ran from the 23rd September 2020 to the 14th October 2020.
- 2.3 The statutory consultation resulted in two objections which have been summarised in the table in Appendix 3. The officer responses to the comments are also given in the respective tables.

3. Alignment with corporate priorities

- 3.1 A good quality of life for everyone
There are no significant implications for this priority.
- 3.2 Thriving places for people to live
There are no significant implications for this priority.
- 3.3 The best start for Cambridgeshire's children
There are no significant implications for this priority.
- 3.4 Net zero carbon emissions for Cambridgeshire by 2050

There are no significant implications for this priority.

4. Significant Implications

4.1 Resource Implications

The necessary staff resources and funding have been secured through a third party funded TRO application.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

There are no significant implications for this priority.

4.3 Statutory, Legal and Risk Implications

There are no significant implications for this priority.

4.4 Equality and Diversity Implications

There are no significant implications for this priority.

4.5 Engagement and Communications Implications

The statutory consultees have been engaged including the County and District Councillors, the Police and the Emergency Services. The Police offered no objections and no comments were received from the other emergency services.

Notices were placed in the local press, were also displayed on site and local businesses were consulted. The proposal documents were made available for viewing on Cambridgeshire County Councils website at <http://bit.ly/cambridgeshiretro>

4.6 Localism and Local Member Involvement

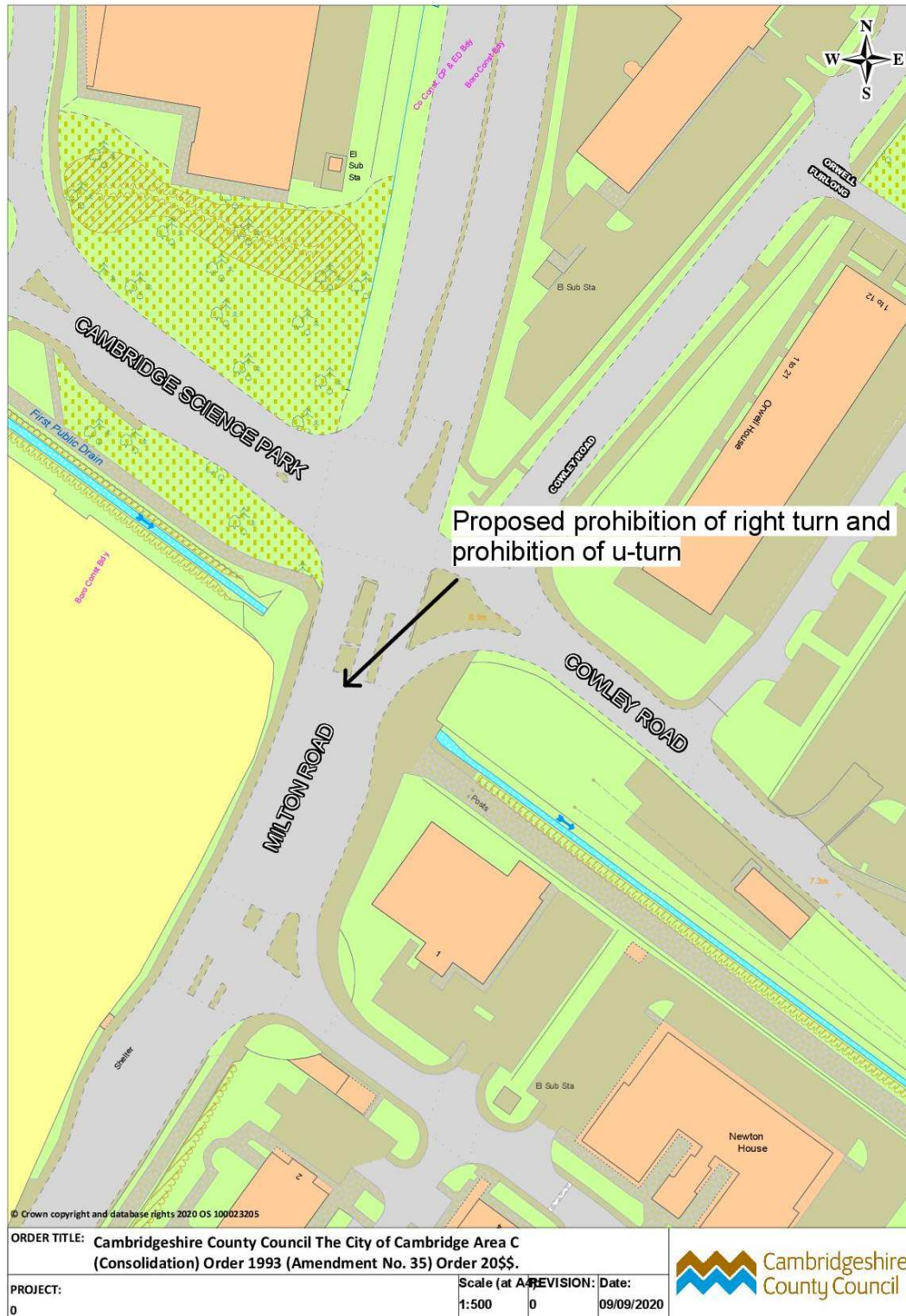
The County Councillor, Cllr Elisa Meschini, and the District Councillors, Cllr Geri Bird, Cllr Carla McQueen and Cllr Baiju Thittala were consulted. No comments were received.

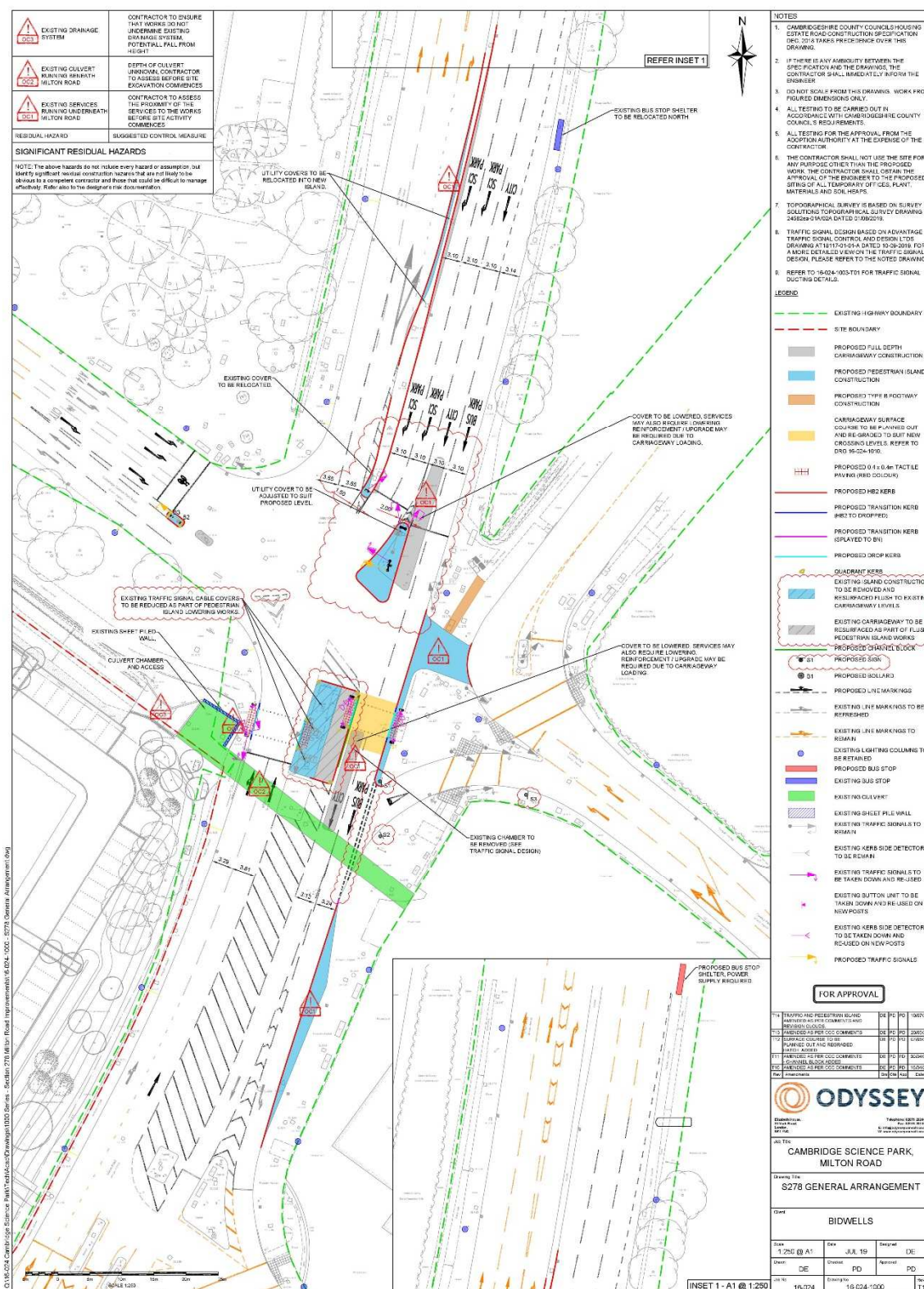
4.7 Public Health Implications

There are no significant implications for this priority.

5. Source documents

Source Documents	Location
Draft Traffic Regulation Order Copies of written representations (redacted) received during the public notice period	policyandregulation@cambridgeshire.gov.uk





Appendix 3: Objections received during the statutory consultation

No.	Summary of Objection / Comments	Officer Response
1.	<p>I am writing to object to this proposal in its entirety.</p> <p>My reasoning is thus:</p> <p>(a) it will remove the only fully-accessible cycle route approaching Cowley Road and the Jane Coston Bridge from northbound Milton Road and</p> <p>(b) the proposal to add more traffic lanes to Milton Road going southbound is in violation of the county's stated policies on climate change and local transport. I do not see the point of adding more lanes southbound as the traffic goes down to a single lane at the busway crossing and then on Milton Road anyway, so it is utterly pointless.</p> <p>I regularly turn right at the Cowley Road junction if I am using the Milton Road to cycle from the city to Milton. The proposed traffic regulation order will make my journey much worse. The only other routes involve cycling up to the much more dangerous junction closer to the A14 (where the 30mph speed limit is totally ignored), or making an extremely sharp and difficult turn from the business park entrance and then waiting an excessively long time at two Toucan crossings.</p> <p>It appears that the applicant associated with this Section 106 scheme is attempting to increase car capacity on Milton Road at the expense of making cycling more difficult and inconvenient. Would you prefer me to use my car to make journeys from Milton into the city?</p> <p>Looking at the wider picture as opposed to my personal inconvenience this is precisely the opposite of statements in the Cambridgeshire Climate Change and Local Transport strategies, and a sign of</p>	<p>I write further to your objection to the above proposed Traffic Regulation Order (TRO).</p> <p>As stated previously the proposed TRO has been made following the submission to Cambridgeshire County Council as the local Highway Authority of a third party funded TRO application. The TRO is needed to implement junction improvements at the junction of Milton Road and Cowley Road at Milton Road's junction with Cambridge Science Park. The junction improvements are a Planning Obligation under Section 106 of the Town and Country Planning Act 1990 in respect of land at Plots 1-21 Cambridge Science Park, Milton Road, Cambridge (planning ref: S/2436/17/FL). The TRO and associated works would be financed by the applicant.</p> <p>It is proposed to remove the right turn lane into Cowley Road (from Milton Road northbound at its junction with Cambridge Science Park) to enable two ahead lanes southbound to improve capacity (one of these southbound lanes being a filter lane to Cambridge Business Park), and to improve the crossing movement for cyclists and pedestrians over Cowley Road south arm and Milton Road. The prohibition of U-turns at the junction for traffic leaving Cambridge has been proposed for the safety of pedestrians using the crossing across Milton Road. The junction improvements will include the removal of the existing island construction and the reconstruction of the island resurfaced flush to the existing carriageway levels, as well as being widened increasing capacity for cyclists. There will be a new island construction and new kerb line at the junction of Cowley Road and Milton Road opposite Cambridge Science Park, this will mean there will no longer be a vehicular access to Cowley Road at this junction.</p> <p>These junction improvements were requested by Cambridgeshire County Council's Transport Assessment Team as part of the Mitigation</p>

<p>extraordinarily poor judgement given the crises we face.</p> <p>This traffic regulation order and the Section 106 proposal by the applicants are in contravention of the following policy and strategy statements:</p> <p>The Third Cambridgeshire LTP (2011-2031):</p> <p>As new developments come forward they present opportunities to fully integrate cycling, walking and public transport within the built environment. It is essential that these modes are all considered from the earliest stages of the planning process (such as through master planning and design) and as part of the transport assessment process. This is a fundamental part of our strategy.</p> <p>Policy TSCSC 15 (Managing travel demand), which states that approaches will include: Measures to reallocate road space, reducing capacity for general traffic movements, and reallocating that capacity to non-car modes. This TRO appears to do the opposite!</p> <p>Policy TSCSC 12 (Encouraging cycling and walking): The capacity, quality and safety of walking and cycling networks will be increased to enhance and promote healthy and active travel. The highest possible standard of cycling and walking infrastructure appropriate to a location will be pursued in line with this strategy and the emerging cycle strategy. This area of Cambridge is already very poor for cycling, with cyclists basically "binned" onto inconvenient slow routes so they "don't get in the way of the more important cars", or that's how it feels; hardly "the highest possible standard".</p> <p>Other parts say "The County Council, as a statutory consultee to [the Local Transport Plan] will prioritise active travel</p>	<p>Package in respect of the planning application of land at Plots 1-21 Cambridge Science Park, Milton Road, Cambridge (planning ref: S/2436/17/FL). Cambridgeshire County Council's Highways Development Management Team has advised the applicant of the necessary physical works required to implement the junction improvements (with input from the County's Road Safety Team and Traffic Signals Team). The Traffic Regulation Order is needed to prohibit traffic movements required for the junction improvements (namely the prohibition of right turn and prohibition of u-turns).</p> <p>I have sought responses to the points you have raised in your objection from the applicant of the TRO and Cambridgeshire County Council's Transport Assessment Team which are listed numbered below;</p> <p>1) <u>Applicants comments:</u> We were advised the TRO is required by CCC's Principal Development Management Engineer to close the right turn onto Cowley Road and ban U-turns at the junction for traffic leaving Cambridge - for the safety of pedestrians using the crossing across Milton Road. The scope of works has been determined by Cambridgeshire County Council's Principal Development Management Engineer. What is suggested by Cambridge Cycling Campaign is outside of the determined scope.</p> <p>2) <u>Cambridgeshire County Council's Transport Assessment Team:</u> The objectives of the scheme are to:</p> <ul style="list-style-type: none"> • improve crossing facilities for pedestrians and cyclists over Milton Road, by reducing the crossing stages from three to two, making it much faster and convenient to cross Milton Road; • to improve the crossing over Cowley Road for pedestrians and cyclists on its corner adjacent to the junction, by allowing this crossing to be active for pedestrians and cyclists on the key north / south route for longer. (It currently only has a short amount of time per cycle due to the need to allow vehicles passage through this junction from
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<p>(walking and cycling), public transport and mass-transit solutions such as the CAM (metro) to reduce carbon emissions. Cambridgeshire's clean growth approach can bring opportunities to natural capital through: [. . .] Shifting from cars to more active travel choices such as walking, cycling and mass transport solutions. It is also the Council's intention to continue to improve cycling across Cambridgeshire.</p> <p>This application is totally at odds with the above. Increasing car capacity at the expense of other road users.</p> <p>In order to resolve my objection, the county could implement a protected cycle route that is at least as convenient and accessible to all types of cycles as the current route via Milton Road. For example, such a cycle route would have green man appearing automatically at signalised crossings, and would not require pushing buttons (in the current climate, am I supposed to get hand sanitiser out every time I push a button; I'm on a bike; how am I supposed to do that? Large numbers of cyclists all pushing buttons is an infection risk).</p> <p>Another example: at the business park entrance, the county could easily implement green man authority in which crossings default to green man, as Transport for London is starting to do, and they could adjust the alignment of the crossing so that it is much easier to navigate for people riding larger cycles or towing trailers. Even on my "ordinary bike" the angles are awkward and basically make for a tiring and inefficient journey, hence my personal choice to use the main road which goes in a straight line and where I only have to stop once rather than several times.</p> <p>However, it sounds as if I am going to have to endanger myself even more in future in order to have a convenient</p>	<p>Milton Road). As a result of the short green man time many people cross on a red man and are in conflict with vehicles entering Cowley Road. This will be much improved by removing this conflict with vehicles and also allowing more green time to be allocated to the crossing.</p> <ul style="list-style-type: none"> • to make a small benefit to capacity of the junction by separating the left turn into Cambridge Business Park from ahead traffic. • I note that the objectives are similar to the concerns of the objectors who also seek to improve the crossing over Milton Road and the north / south route to and from Milton. <p>The improvements at the junction for pedestrians and cyclists outweigh the benefits to capacity as this will only be a minor change. As a result, the improvements are considered to be in accordance with policies to improve facilities for pedestrians and cyclists on the highway network.</p> <p>These improvements are in the context of the increased number of pedestrian and cycle trips using the junction as a result of the new office building being built nearby. Closing of the right turn into Cowley Road at the junction is a key part of these proposals, and allows for these improvements to be made.</p>
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	<p>journey; as a regular commuter I favour the quickest routes like every other commuter using every mode of transport as if I used every bit of rubbish infrastructure on my commute instead of ignoring it, I estimate my journey time would be 20% longer.</p>	
2.	<p>Camcycle is a volunteer-led charity with over 1,500 members that works for more, better and safer cycling for all ages and abilities in the Cambridge region. Milton Cycling Campaign represents over 110 members to make Milton connected, safe and enjoyable for anyone who may choose to cycle or use cycle infrastructure.</p> <p>We object to the proposed traffic regulation order PR0666 because</p> <p>(a) It will remove the only fully-accessible cycle route approaching Cowley Road and the Jane Coston Bridge from north-bound Milton Road and</p> <p>(b) the proposal to add more traffic lanes to Milton Road going south bound is in violation of the county's stated policies on climate change and local transport.</p> <p>Many cyclists currently turn right at the Cowley Road junction, and the proposed traffic regulation order will make their journeys much worse. The only other routes involve cycling up to the much more dangerous junction closer to the A14, or making an extremely sharp and difficult turn from the business park entrance (especially for people using cargo bikes, trailers or other larger bikes), and then waiting an excessively long time at two Toucan crossings.</p> <p>It appears that the applicant associated with this Section 106 scheme is attempting to increase car capacity on Milton Road at the expense of making cycling more difficult and inconvenient. This is precisely the opposite of statements in the Cambridgeshire Climate Change and Local Transport strategies, and a sign of extraordinarily poor judgement given the crises we face.</p>	<p>Response as officer response at number 1 above.</p>

<p>This traffic regulation order and the Section106 proposal by the applicants are in contravention of the following policy and strategy statements: The Third Cambridgeshire LTP(2011-2031):</p> <p>‘As new developments come forward they present opportunities to fully integrate cycling, walking and public transport within the built environment. It is essential that these modes are all considered from the earliest stages of the planning process (such as through master planning and design) and as part of the transport assessment process. This is a fundamental part of our strategy.’</p> <p>Policy TSCSC 15 (Managing travel demand), which states that approaches will include:</p> <p>‘Measures to reallocate road space, reducing capacity for general traffic movements, and reallocating that capacity to non-car modes.’</p> <p>Policy TSCSC 12 (Encouraging cycling and walking):</p> <p>‘The capacity, quality and safety of walking and cycling networks will be increased to enhance and promote healthy and active travel. The highest possible standard of cycling and walking Infrastructure appropriate to allocation will be pursued in line with this strategy and the emerging cycle strategy.’</p> <p>‘All new development must provide safe and convenient pedestrian and cycle environments including adequate and convenient cycle parking and ensure effective and direct integration with the wider network.’</p> <p>The Cambridgeshire Climate Change and Environment Strategy (May2020):</p> <p>‘Our priority areas for the Climate Change mitigation theme (reducing our carbon footprint) are:</p> <p>[...] Low carbon transport – prioritising walking, cycling and public transport, and supporting the uptake of electric vehicles.’</p>	
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<p>‘As managers of the local highways network, how we prioritise walking, cycling and public transport ahead of the private car to minimise carbon emissions and improve air quality, must be further developed.’</p> <p>‘The County Council, as a statutory consultee to [the Local Transport Plan] will prioritise active travel (walking and cycling), public transport and mass-transit solutions such as the CAM (metro) to reduce carbon emissions.’</p> <p>‘Cambridgeshire’s clean growth approach can bring opportunities to natural capital through: [...] Shifting from cars to more active travel choices such as walking, cycling and mass transport solutions.’</p> <p>‘It is also the Council’s intention to continue to improve cycling across Cambridgeshire’</p> <p>In order to resolve our objection, the county could implement a protected cycle route that is at least as convenient and accessible to all types of cycles as the current route via Milton Road. For example, such a cycle route would have ‘green man’ appearing automatically at signalised crossings, and would not require pushing buttons. Another example: at the business park entrance, the county could easily implement ‘green man authority’ in which crossings default to green man, as Transport for London is starting to do, and they could adjust the alignment of the crossing so that it is much easier to navigate for people riding larger cycles or towing trailers.</p> <p>Alternatively, for the time being while a protected cycle route is developed, we would accept a traffic regulation order and design for this junction that (a) ensures that it is at least as safe, convenient and accessible for cyclists to turn right from Milton Road onto Cowley Road as it is currently, and (b) improves the cycle route connecting to the Jane Coston bridge from this junction.</p> <p>We have some ideas about how this can be achieved effectively at low cost and</p>	
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<p>look forward to further engagement with the county council to develop reasonable, comfortable, safe and fully-accessible cycle routes, suitable for people of all ages and abilities.</p> <p>A plan included with this objection can be seen at appendix 4.</p> <p>Further comments raised to officer responses 5/11/20</p> <p>I appreciate the applicants' desire for improvements but I'm afraid the reason we were forced to object is that many people do not cycle on the 'shared-use pavements' here because at many points they are rather unsuitable for cycling, being narrow, twisty, indirect, incoherent, with long waits at Toucan crossings, and congested with people (e.g. pedestrians and bus passengers).</p> <p>Until those problems are fixed (and yes, given the resources, I would like to see them fixed so that there is a properly designed protected cycleway and separate footway as per LTN 1/20), it is only natural that people are going to continue to cycle on some of these carriageways since those are the only spaces suitable for them (especially if you have a longer or wider cycle).</p> <p>Luckily, there are some simple changes that can effectively accommodate people who are cycling on the carriageway here.</p> <ul style="list-style-type: none"> • First, using some of the space in the massive hatched area to create a cyclists right-turn pocket lane onto the First Public Drain route, and a corresponding dropped kerb, would effectively allow people to turn from Milton Road onto the First Public Drain route and also Cowley Road. • An opening in the side of the central refuge would also allow people to choose to use the Toucan crossing to reach Cowley Road. 	
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	<ul style="list-style-type: none"> • Given that you have confirmed that the existing vehicular access between Milton Road and Cowley Road will be stopped up and replaced with pavement, it would also make sense to have a flush dropped kerb so that cyclists could re-join the carriageway of Cowley Road directly at that point, and head straight towards the Jane Coston Bridge, as many currently do (avoiding the use of the shared-use pavement for the aforementioned reasons). <p>We'd also like to see Toucan crossing signal timing changes and auto-detection of cyclists at these crossings to avoid the need for button-pressing, as well as improvements to the alignment to soften the many sharp turns currently involved in using the shared-use pavement along Milton Road. However, I am not sure if these necessarily fit into the scheme's parameters - would be good if they did!</p>	

Appendix 4: Camcycle plan appended to their objection above

