

Active Travel Schemes Tranche 1 Experimental Traffic Orders: Cambridge, Ely and Histon

To: Highways and Transport Committee

Meeting Date: 4th November, 2021

From: Steve Cox, Executive Director, Place and Economy

Electoral division(s): Ely South
Histon and Impington
Cambridge: Castle, Newnham, Petersfield, Queen Edith's,
Trumpington

Key decision: No

Forward Plan ref: Not applicable

Outcome: To:

- a) Consider recommendations from the Greater Cambridge Partnership (GCP) concerning the various motorised vehicle road closures that it has implemented in support of the Emergency Active Travel programme.
- b) Determine objections received to Experimental Traffic Orders introduced as part of the Emergency Active Travel programme that, on a trial basis, have applied:
 - parking prohibitions on parts of Station Road, Ely;
 - a one-way traffic flow in Bell Hill, Histon.
 - motorised vehicle road closures in various streets in Cambridge.

Recommendation: The Committee is recommended to:

Station Road, Ely

- a) Determine the objections without holding a public inquiry and approve the making of an order to make permanent the experimental prohibition of parking and inform the objectors accordingly;

Bell Hill, Histon

- b) Determine the objections without holding a public inquiry and approve the making of an order to make permanent the

experimental one-way system and inform the objectors accordingly;

Cambridge

- c) Determine the objections without holding a public inquiry and approve making orders to make permanent all of the Cambridge schemes and inform the objectors accordingly;
- d) Support further work with the GCP to:
 - i. explore the need for further experimental measures in the Carlyle Road area to reduce motorised through traffic movements in neighbouring streets in the area and to improve safety at the zebra crossing on Chesterton Road through funding made available by the GCP for implementation;
 - ii. improve the operation of the traffic signals at the Long Road/Hills Road and Addenbrooke's roundabout junctions to mitigate the effects on Long Road;
 - iii. monitor, over the longer term, the situation in Long Road;
 - iv. review the location of the closure point in Panton Street in the Newtown area in association with the highway improvements planned by the County Council in Saxon Street;
 - v. explore changes to parking arrangements in Trumpington Road to provide more opportunities for school drop off and pick up for schools in the Newtown area;
 - vi. review highway signs in the Newtown area;
 - vii. to consider how bus service improvements can best support access to the cluster of schools and colleges along the Trumpington Road/Hills Road corridors;
 - viii. consider mitigation measures for Queen Edith's Way; and
 - ix. design and implement permanent layouts for the various road closure points with the GCP providing funding.

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Member contacts:

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1. Background

- 1.1 In response to the Covid-19 pandemic, on the 9th of May 2020, the Government announced that an Emergency Active Travel Fund (EATF) of £250M was being made available for authorities in England. This fund would be used to deliver pop-up cycle lanes, wider pavements that allow for social distancing, safer junctions and cycle and bus-only corridors to enable a greener recovery from the pandemic.
- 1.2 Suggestions for schemes that complied with Government requirements were sought and a range of ideas were put forward by County, City and District officers and Members. Amongst the schemes suggested were measures to improve conditions for cycling and walking in various streets in Cambridge, in Station Road, Ely and in Bell Hill and Winder's Lane, Histon.
- 1.3 The GCP supported the County Council as Highway Authority, in identifying and delivering some measures in the Cambridge area to create more space for pedestrians and cyclists. The aim was to support the creation of a network of safe routes on key corridors to encourage walking and cycling within Cambridge and nearby towns and villages. At its meeting on 25th June, the GCP Executive Board approved funding for the measures put forward to the County Council, noting that they could offer longer-term benefits in supporting and safeguarding walking and cycling during the pandemic and into the future.
- 1.4 Whilst the GCP has delivered and funded various schemes in Cambridge, the experimental traffic orders necessary for scheme implementation have been made by the County Council, as the Highway Authority and consequently the determination of statutory objections to these traffic orders also rests with the County Council.
- 1.5 Given the need to implement the schemes at the earliest opportunity, the schemes were introduced using Experimental Traffic Orders (ETO) in keeping with Government guidance. Such orders are made using powers under the Road Traffic Regulation Act 1984. ETOs can impose restrictions on the use of the highway or on users of the highway for up to a maximum of 18 months, during which time the effects are monitored before a decision is taken on whether to make permanent orders. Unlike a permanent traffic regulation order (TRO), where objections are invited and determined before the introduction of a restriction, with a ETO limited consultation is undertaken prior to its introduction and formal objections can be lodged within the first 6 months after bringing the order into operation, allowing representations and objections to be expressed based on first-hand experience. Formal objections to an ETO must be made in writing, stating the grounds for objection.
- 1.6 The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 define the order making process which requires, prior to implementation of an order, the publication of a public notice and a Statement of Reasons. Whilst Government made some modifications to this legislation in respect of the publication of public notices, to expedite the process, the fundamental requirements remained unchanged.

2. Main Issues

Station Road, Ely

- 2.1 The Cambridgeshire County Council (Station Road, Ely) (Prohibition Of Waiting) Experimental Order 2020 came into operation on 19th October 2020. The order removed a length of kerbside parking, which narrowed the road for cyclists heading towards the station from Ely City centre. The scheme included a cycle lane segregated, for the experimental period, by temporary barriers. Further consultation with local members and residents was undertaken in March 2021 regarding making permanent the parking restrictions and installing a cycle lane. The Area of parking removed is shown on the plan in Appendix 1.
- 2.2 There were three objections to the removal of the car parking and four responses in favour of making the ETO permanent, including the Ely Cycling Campaign. The responses are set out in full in Appendix 2.
- 2.3 All of the objectors were concerned about the impact on parking availability for delivery vehicles and trades people and some of them highlighted the resulting danger of such vehicles causing an obstruction and making the area more dangerous for other users. There was also concern that as people returned to rail travel the problem of commuters parking in the area would make parking for residents more difficult as commuters used the parking in question due to the lack of enforcement of the short stay restriction.
- 2.4 Those in support of making the parking removal permanent felt that the parking made cycling down Station Road more dangerous for people cycling. There was some concern from the Ely Cycling Campaign that when the temporary barriers were removed people would park on the double yellow lines.
- 2.5 The location of the parking bays on Station Road where the road narrows meant that the advisory cycle lane ended abruptly and required people cycling down towards the station to move further out into the carriageway putting them at risk of collision with vehicular traffic.
- 2.6 Whilst it is acknowledged that the loss of short stay parking at this location will make some deliveries and visits to the area more inconvenient it is felt that the improvement to the safety of more vulnerable road users is a more important consideration and that making the removal of this car parking permanent supports the local and national aim of encouraging active travel.
- 2.7 A cycle lane simply marked on the road is considered to improve conditions for cyclists, but these would be further enhanced with physical segregation. Officers will work with stakeholders in the design of the cycle lane to reduce the danger of illegal parking with the use of permanent physical segregation of the cycle lane using wands (shorter reflective posts) or similar physical segregation.

Bell Hill & Winders Lane, Histon

- 2.8 Bell Hill is located in northern part of Histon, where it links two main village roads, the C204 and C205 (in both instances their names vary across their lengths). The Cambridgeshire

County Council (Bell Hill & Winders Lane, Histon) (One-Way Traffic) Experimental Order 2020 came into operation on 10th August 2020. The effect of the order implemented makes Bell Hill, one-way in a south-westerly direction, except for cycles. The restriction is shown on the plan in Appendix 3.

- 2.9 The making of the ETO was advertised in the Cambridge News on the 29th July 2020 with the effects of the Order set to come into operation on the 10th August 2020. In the interest of ensuring residents were notified, letters were sent to all Bell Hill properties on the 29th July 2020 and in each instance (both letters and public notices) the public were asked to submit their representations by the 10th February 2021.
- 2.10 The statutory consultation resulted in 15 representations, 7 of which supported the making of a permanent Order and 8 requested that the change be reversed. All representations, as well as the respective officer comments, are included in the table in Appendix 4. In the interest of data protection and ensuring the report is succinct all representations have been redacted and, where necessary, summarised.
- 2.11 Bell Hill is a narrow village street with no pedestrian footways and is used for local parking. Making it one-way has increased the space available for pedestrians making it a more attractive route for walking and cycling. North-east bound traffic will be displaced onto an alternative route which is arguably better suited to motorised traffic.
- 2.12 The one-way street was introduced using temporary barriers and signs. It is not practicable to retain the temporary measures should the order be made permanent and permanent works will be required. A design for the permanent scheme will be developed in discussion with Local Members and stakeholders.

Cambridge schemes

- 2.13 As outlined in paragraphs 1.3 and 1.4, the GCP Executive Board approved funding for the measures put forward to the County Council at its meeting on 25th June 2020, noting that they that could offer longer-term benefits in supporting and safeguarding walking and cycling now and in the future. Of the 12 schemes put forward, following initial engagement with directly affected key stakeholders and local councillors, a first tranche of six schemes were committed for implementation on a trial basis. The six schemes are:

Carlyle Road	
Luard Road	
Nightingale Avenue	Point road closures with access restricted to pedal cycles only <i>Phase 1 (August 2020)</i>
Newtown Area	Point road closures with access restricted to pedal cycles only in Bateman Street (west of Panton Street), Coronation Street (west of Panton Street) and Pemberton Terrace (west of Panton Street) <i>Phase 2 (January 2021)</i> Point road closure with access restricted to pedal cycles only in Panton Street mid-way between Union Road and Saxon Street Existing one-way flow for motor vehicles reversed in Norwich Street to operate in an eastbound direction (Panton Street towards Hills Road) with two-way cycle movements retained

Storey's Way	Conversion of existing width restriction to a point road closure with access restricted to pedal cycles only
Silver Street	Existing part day bus gate restriction extended to operate 24 hours a day, 7 days a week

- 2.14 On the 9th and 30th of September 2021, reports were submitted to the GCP Joint Assembly and to the Executive Board respectively, setting out details of the development, implementation, engagement and consultation and monitoring for all six schemes along with an officer assessment of each scheme. The GCP report references various background documents including an analysis of public consultation and statutory objections, an overarching Equality Impact Assessment (EIA) covering all the emergency active travel schemes, a report on monitoring data and a paper reviewing similar schemes implemented in the UK. Links to these documents and to the GCP reports and minutes are available in Source Document section of this report.
- 2.15 In summary the objections to the six schemes related to the displacement of traffic and other associated problems such as inconvenience/increased journey times and mileage, accessibility, safety and air quality onto other routes.
- 2.16 This process culminated in the Executive Board approving various recommendations to this Committee on the future of the experimental schemes and on further joint work on other measures considered necessary to help mitigate their effects. The GCP has offered funding to allow for the delivery of these recommendations. Whilst the GCP recommendations are not binding on this Committee, the officer advice is that they should be supported.

General

- 2.17 The Government's ambition to secure a green legacy as the country builds back from the pandemic was supported by 'Gear Change': a bold vision for cycling and walking, published in July 2020. The vision states that cycling and walking will be the natural first choice for many journeys with half of all journeys in towns and cities being cycled or walked by 2030. This ambition is strengthened by the promise of an updated Cycling and Walking Investment Strategy and commitment for further funding for sustainable travel initiatives.
- 2.18 Local transport policy through the Cambridgeshire and Peterborough Local Transport Plan (LTP) and County Council transport strategies support the importance of sustainable travel in reducing congestion, improve air quality and tackle issues of climate change. Active travel also provides significant health and wellbeing benefit.
- 2.19 The initial rationale for introducing the both restrictions using the EATF, was based around the Covid-19 emergency. Specifically, it was hoped that the restriction would afford more space for pedestrians, to aid social distancing and encourage cycling, whilst minimising the chance of vehicle /pedestrian conflict. Whilst the situation regarding the Covid-19 emergency has since changed, the rational in terms of benefiting means of active travel remain relatively unaltered.

3. Alignment with corporate priorities

3.1 Communities at the heart of everything we do
There are no significant implications to this priority.

3.2 A good quality of life for everyone
There are no significant implications for this priority.

3.3 Helping our children learn, develop and live life to the full
There are no significant implications for this priority.

3.4 Cambridgeshire: a well-connected, safe, clean, green environment
There are no significant implications for this priority.

3.5 Protecting and caring for those who need us
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 the Emergency Active Travel Fund and by the GCP.

4.2 Procurement/Contractual/Council Contract Procedure Rules Implications

The work has been procured using the County Councils Term Service Contract for highway works.

4.3 Statutory, Legal and Risk Implications

The Traffic Orders Procedures Regulations contains provision for the validity of the order to be challenged in the High Court. Risk of such a challenge is considered to be low.

4.4 Equality and Diversity Implications

The report above sets out details of implications in paragraph 2.14

4.5 Engagement and Communications Implications

The following bullet points set out details of significant implications identified by officers:

- The statutory consultees have been engaged, including the County, City 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 and displayed on site. Letters were also sent to nearby residents. The proposals were made available for viewing online at <http://bit.ly/cambridgeshiretrot>

4.6 Localism and Local Member Involvement

The following bullet points set out details of significant implications identified by officers:

- County Councillor (at the time)for Ely South and District Councillor, Cllr Anna Bailey, Cllr Piers Coutts, and District Councillors Cllr Lis Every, Cllr Paola Trimaro, Cllr Sue

Austen, Cllr Whelan and Cllr Downing were consulted though no comments were received.

- County Councillor for Histon(at the time): Cllr David Jenkins, and District Councillors: Cllr Martin Cahn, Cllr Pippa Heylings and Cllr Steve Hunt were consulted, though no comments were received.
- Considering the County Council elections in May of this year, newly elected Cllr Ros Hathorn was retrospectively consulted. In response, the local member offered full support for the measure on Bell Hill being made permanent – considering the points made in their response, a copy of it can be found at the bottom of the table in Appendix 4.
- Details of the consultation on the Cambridge schemes are given in the consultation report appended to the report to the GCP Executive Board.

4.7 Public Health Implications

The following bullet points set out details of significant implications identified by officers:

- Active travel can contribute to a healthier lifestyle with associated health benefits
- Making Active travel safer can encourage younger people to adopt life-long healthy travel habits.

4.8 Environment and Climate Change Implications on Priority Areas

4.8.1 Implication 1: Energy efficient, low carbon buildings.

neutral Status:

Explanation: No impact on Council buildings from the proposal

4.8.2 Implication 2: Low carbon transport.

Positive Status

Explanation: Making cycling and walking more attractive reduces reliance on private motorised transport

4.8.3 Implication 3: Green spaces, peatland, afforestation, habitats and land management.

Neutral status:

Explanation: No significant impact on green spaces

4.8.4 Implication 4: Waste Management and Tackling Plastic Pollution.

Neutral/Status:

Explanation: No impact on waste generation or disposal results from the proposal

4.8.5 Implication 5: Water use, availability and management:

Neutral Status:

Explanation: No impact on flooding, water use or drainage results from the proposal

4.8.6 Implication 6: Air Pollution.

Positive Status:

Explanation: Encouraging cycling and walking in preference to car-borne travel could reduce vehicle emissions

4.8.7 Implication 7: Resilience of our services and infrastructure and supporting vulnerable people to cope with climate change.

Neutral Status:

Explanation: There are no impacts from the proposal

Have the resource implications been cleared by Finance? Yes
Name of Financial Officer: Sarah Heywood

Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by the CCC Head of Procurement? Yes
Name of Officer: Henry Swan

Has the impact on statutory, legal and risk implications been cleared by the Council's Monitoring Officer or LGSS Law? Yes
Name of Legal Officer: Fiona McMillan

Have the equality and diversity implications been cleared by your Service Contact? Yes
Name of Officer: Elsa Evans

Have any engagement and communication implications been cleared by Communications? Yes
Name of Officer: Sarah Silk

Have any localism and Local Member involvement issues been cleared by your Service Contact? Yes
Name of Officer: David Allatt

Have any Public Health implications been cleared by Public Health? Yes
Name of Officer: Iain Green

5. Source documents

Traffic orders

- 5.1 Copies of written representations (redacted) received during the consultation period.
Copies of experimental traffic regulation orders
Copies of traffic order documents (public notice, site notice, statement of reasons)

Available upon request from the Policy & Regulation team
policyandregulation@cambridgeshire.gov.uk

Cambridge schemes

GCP Joint Assembly meeting on 9 th September 2021: agenda and minutes	Council and committee meetings - Cambridgeshire County Council > Meetings (cmis.uk.com)
GCP Executive Board meeting on 30th September 2021: agenda and minutes	Council and committee meetings - Cambridgeshire County Council > Meetings (cmis.uk.com)

Consultation analysis report	https://www.greatercambridge.org.uk/asset-library/ETRO-consultation-analysis-report.pdf
Statutory objections (redacted)	https://www.greatercambridge.org.uk/asset-library/City-Access/Covid-19-response-Experimental-TROs/ETRO-consultation-responses/SUMMARY-OF-ETRO-GROUNDS-FOR-OBJECTION.pdf
Updated Active Travel Fund overarching EIA	https://www.greatercambridge.org.uk/asset-library/EATF-overarching-EIA.pdf
Monitoring report	https://www.greatercambridge.org.uk/asset-library/ETRO-monitoring-report.pdf
Review of mode shift outcomes from Low Traffic Neighbourhood schemes	https://www.greatercambridge.org.uk/asset-library/Mode-shift-evidence-from-LTN-schemes-280621v2.0.pdf
Long Road data used to assess the impact of Luard Road closure	https://freeurlshortener.net/eNt