

Proposed Decision to be taken by the Portfolio Holder for Transport and Planning on or after 13 July 2018

Traffic Signals at C30 Hillmorton Lane / Link Road to Houlton, Rugby: Objections to (1) the installation of traffic signals and (2) the prohibition of turning movements.

Recommendation

The Portfolio Holder for Transport and Planning:

- (1) Approves the introduction of traffic signals with pedestrian facilities at the junction of C30 Hillmorton Lane / Link Road North as advertised in accordance with the Road Traffic Regulation Act 1984, Section 23.
- (2) Notes the objections received to The Warwickshire County Council (Link Road North, Rugby) (Prohibition of Right and Left Turns) Order 2017 in respect of Schedule 3 Item 2 (No Left Turn Ban from Hillmorton Lane to Link Road North) and requests that the Developer reviews the requirement for this prohibition.
- (3) Approves the making of The Warwickshire County Council (Link Road North, Rugby) (Prohibition of Right and Left Turns) Order 2017 in part placing Schedule 3 Item 2 (No Left Turn Ban from Hillmorton Lane to Link Road North) on hold.
- (4) Approves the making of The Warwickshire County Council (Link Road North, Rugby) (Prohibition of Right and Left Turns) Order 2017 Schedule 3 Item 2 (No Left Turn Ban from Hillmorton Lane to Link Road North) in the event that no application is made to Rugby Borough Council to amend the planning decision to permit the left turn, or if Rugby Borough Council does not approve such an application.

1.0 Key Issues

- 1.1 A planning application (R11/0699) was submitted to Rugby Borough Council for an urban extension to Rugby which has become known as Houlton. Planning permission was granted on 01 April 2011 and this includes the requirement on the Developer, a joint venture between Urban and Civic and Aviva Investors, to provide a link road connecting the development to Clifton Road / Butlers Leap traffic signal controlled junction. A new traffic signal controlled junction is also proposed where the link road crosses Hillmorton Lane and shuttle-working traffic signals are proposed at the railway bridge at The Kent.

- 1.2 Public notice was given on 24 February 2017 of the intention to install traffic signals at these three locations and one objection was received to the proposal for Hillmorton Lane / Link Road North. The details of the advertisement, the objection received and the responses to the points made are summarised in Section 2 below.
- 1.3 Subsequently public notice was given on 14 September 2017 of the intention to prohibit various turning movements at the junction and seventeen objections were received. The details of the advertisement, the objections received and the responses to the points made are summarised in Section 3 below.
- 1.4 Where a highway scheme is considered and approved as part of the planning process, the courts have made it clear that the highway / traffic authority is expected to co-operate in its implementation as part of its duty to act reasonably, and normally an authority would need to identify some exceptional or changed circumstances to justify a different approach. At the same time, the statutory process for considering a road traffic order cannot be regarded as predetermined by the planning process. The amendment of the planning permission conditions would require a further planning application and the agreement of Rugby Borough Council (which would be guided, but not bound by, the advice of the highway / traffic authority).
- 1.5 The County Council intends to enter into a Section 278 agreement with the Developer to undertake the works. Under that agreement the cost of the works will be fully funded by the Developer.
- 1.6 Traffic signal controlled junctions with pedestrian facilities contribute to an integrated pedestrian and cycling network and help reduce conflict between traffic, cyclists and pedestrians, encouraging feelings of safety. These factors are important in encouraging walking and cycling within a community. The design of these facilities takes into account the needs of people with physical and sensory disabilities to ensure equality of opportunity and access.

2.0 Consultation on the intention to install traffic signals

- 2.1 The Road Traffic Regulation Act 1984, Section 23, requires that before establishing, altering or removing a pedestrian crossing facility, the authority shall consult with the Chief Officer of Police and give public notice of the proposal. A public notice was published on 24 February 2017 in the Rugby Observer and notices were erected in the vicinity of the proposed traffic signal controlled junction. Details were sent to statutory consultees (including the Chief Officer of Police) and the residents directly affected. A location plan and the consultation plan can be seen in **Appendix A**.
- 2.2 During the period of the consultation (24 February to 24 March 2017) one objection was received from a member of the public. The points made relate to the prohibition of various turning manoeuvres at the junction which arise from planning permission conditions. The prohibition of these turning

manoeuvres was subject to a separate subsequent consultation (see Section 3 below). The consideration of the objection to the traffic signals has been delayed so as to bring both matters to the Portfolio Holder in this single report.

2.3 The following paragraphs summarise the points made in respect of the installation of traffic signals and gives responses.

2.3.1 **Point 1:** Why can vehicles travelling north from Hillmorton Lane only continue ahead or turn right on the link road eastbound but not turn left to travel west?

Response: Further traffic modelling has been undertaken to assess the impact on queues and delays at the junction if the left turn from Hillmorton Lane to the link road (westbound) is permitted. See Section 3 below.

2.3.2 **Point 2:** Why can vehicles travelling south on Hillmorton Lane only continue ahead?

Response: In order to maximise the efficiency and capacity of the junction the operation of the traffic signals has been optimised by removing turning movements where there is likely to be very low demand or where it is not possible to provide a safe place for vehicles to wait to turn. It is considered that there would be very little demand for vehicles to travel south on Hillmorton Lane and then turn right to use the link road to the Butlers Leap junction when drivers could use Rugby Road as a more direct route.

The traffic signal junction includes a pedestrian crossing on the eastern arm of the link road and it would be necessary to stop all traffic to allow this crossing to operate if the left turn from Hillmorton Road southbound towards Houlton was permitted. This would affect the operational capacity and efficiency of the junction. There are alternative accesses to Houlton from the A5 or from A428 Crick Road for any vehicles travelling from the north.

2.3.3 **Point 3:** Why can vehicles travelling eastbound on the link road only continue ahead?

Response: The results of the traffic modelling have shown that there would be very little demand for vehicles to travel east on the link road and then turn left to use Hillmorton Lane to Clifton-upon-Dunsmore when drivers could use Rugby Road as a more direct route. Furthermore, to allow this movement would require all the traffic in the junction to be stopped if the pedestrian crossing on the northern arm of the junction is to be operated.

The traffic signal junction has been designed within the constraints of the land available and is compact so as to minimise delays between traffic on opposing arms seeing green signals (the “intergreen period”). As a result it is not possible to provide an area in the junction where drivers could safely wait to turn right towards The Kent.

2.3.4 **Point 4:** Why can vehicles travelling west on the link road only continue ahead or turn left onto Hillmorton Lane southbound but not turn right to travel north?

Response: The purpose of this turning ban is to avoid additional traffic using Clifton-upon-Dunsmore as a through route.

- 2.3.5 **Point 5:** It will not be possible to enforce the turning movement restrictions.
Response: The junction layout has been designed to make it difficult for drivers to make these manoeuvres. There will be adequate warning signs and road markings. The enforcement of the restrictions will be the responsibility of Warwickshire Police.
- 2.4 Warwickshire Police have been consulted about this proposal and they do not have any objection to the installation of traffic signals provided that traffic regulation orders are introduced for the turning movement restrictions.

3.0 Consultation on the prohibition of various turning manoeuvres

- 3.1 The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 requires that before making a traffic regulation order (Road Traffic Regulation Act 1984 Section 1), the authority shall consult with the Chief Officer of Police and give public notice of the proposal. A public notice was published on 14 September 2017 in the Rugby Observer and made available for inspection at the Shire Hall, Warwick, at the Town Hall, Rugby, and at Rugby Library. Statutory consultees (including the Chief Officer of Police) and the residents directly affected were consulted. The public notice can be seen in **Appendix B**.
- 3.2 During the period of the consultation (14 September to 06 October 2017) sixteen objections were received from members of the public and an objection was received from the Clifton upon Dunsmore Parish Council. In all cases the objections relate to the proposed prohibition of the left turn from Hillmorton Lane to Link Road North in Schedule 3 Item 2. The consideration of the objections to the prohibition of this turning manoeuvre has been delayed whilst further traffic modelling has been undertaken.
- 3.3 Warwickshire Police have been consulted about this proposal and they do not have any objection to the prohibition of turning manoeuvres as advertised.
- 3.4 The further traffic modelling undertaken has indicated that permitting the left turn from Hillmorton Lane to the Link Road North could provide additional junction capacity without a significant increase in delays or detriment to other routes.
- 3.5 The Portfolio Holder is recommended to consider that the objections received to the advertised prohibition of a left turn from Hillmorton Lane to Link Road North, and the further traffic modelling undertaken, do constitute a new circumstance and evidence and to approve referral of this matter back to the Developer for further consideration.
- 3.6 If an application is made to Rugby Borough Council for an amendment of the planning condition which requires the prohibition of the left turn from

Hillmorton Lane to Link Road North, the application will be considered in accordance with Rugby Borough Council's planning process.

- 3.7 As the objections relate solely to Schedule 3 Item 2, it is recommended that The Warwickshire County Council (Link Road North, Rugby) (Prohibition of Right and Left Turns) Order 2017 is made in part placing Schedule 3 Item 2 (No Left Turn Ban from Hillmorton Lane to Link Road North) on hold pending the outcome of the Developer's considerations and, if appropriate, the subsequent decision of Rugby Borough Council to any application to amend the planning condition.

4.0 Financial Implications

- 4.1 The County Council intends to enter into a Section 278 agreement with the Developer to undertake the works. Under that agreement the costs will be fully funded by the Developer. Approval to add this scheme to the capital programme was given by the Portfolio Holder for Finance and Property at his decision making meeting on 21 March 2017. However, this was a decision concerning financial and operational management and does not affect the responsibility of the Portfolio Holder for Transport and Planning to consider the merits of the proposed scheme.

5.0 Conclusion

- 5.1 The requirement for the installation of traffic signals with pedestrian facilities was identified during the consultation phase of the planning application and its location and design has been specified in a planning condition. This design includes a number of prohibited turning manoeuvres. The design has been subjected to a Stage 2 Road Safety Audit and no departures from standard have been identified. The costs associated with the introduction of the traffic signals will be funded by the Developer.
- 5.2 One objection has been received from a member of the public to the proposed traffic signal junction at Hillmorton Lane / Link Road North.
- 5.3 The intention to prohibit various turning manoeuvres was subsequently advertised and seventeen objections were received to the prohibition of the left turn from Hillmorton Lane to Link Road North.
- 5.4 In the light of the objections received and the traffic modelling work which has been undertaken, it is proposed to refer this matter back to the Developer for further consideration.
- 5.5 It is recommended that the Portfolio Holder for Transport and Planning (1) approves the installation of the traffic signals with pedestrian facilities as advertised; and (2) approves the making of The Warwickshire County Council (Link Road North, Rugby) (Prohibition of Right and Left Turns) Order 2017 in part placing Schedule 3 Item 2 (No Left Turn Ban from Hillmorton Lane to Link Road North) on hold.

5.6 If no application is made to amend the planning decision to permit the left turn from Hillmorton Lane to Link Road North, or if Rugby Borough Council does not approve an application on that basis, it would be an option to make the order in full and for Warwickshire County Council to consider whether to make a further order removing the left turn prohibition at a later date.

Background papers

1 no. Objection to the installation of traffic signal junction with pedestrian facilities

17 no. Objections to the prohibition of the left turn from Hillmorton Lane to Link Road North

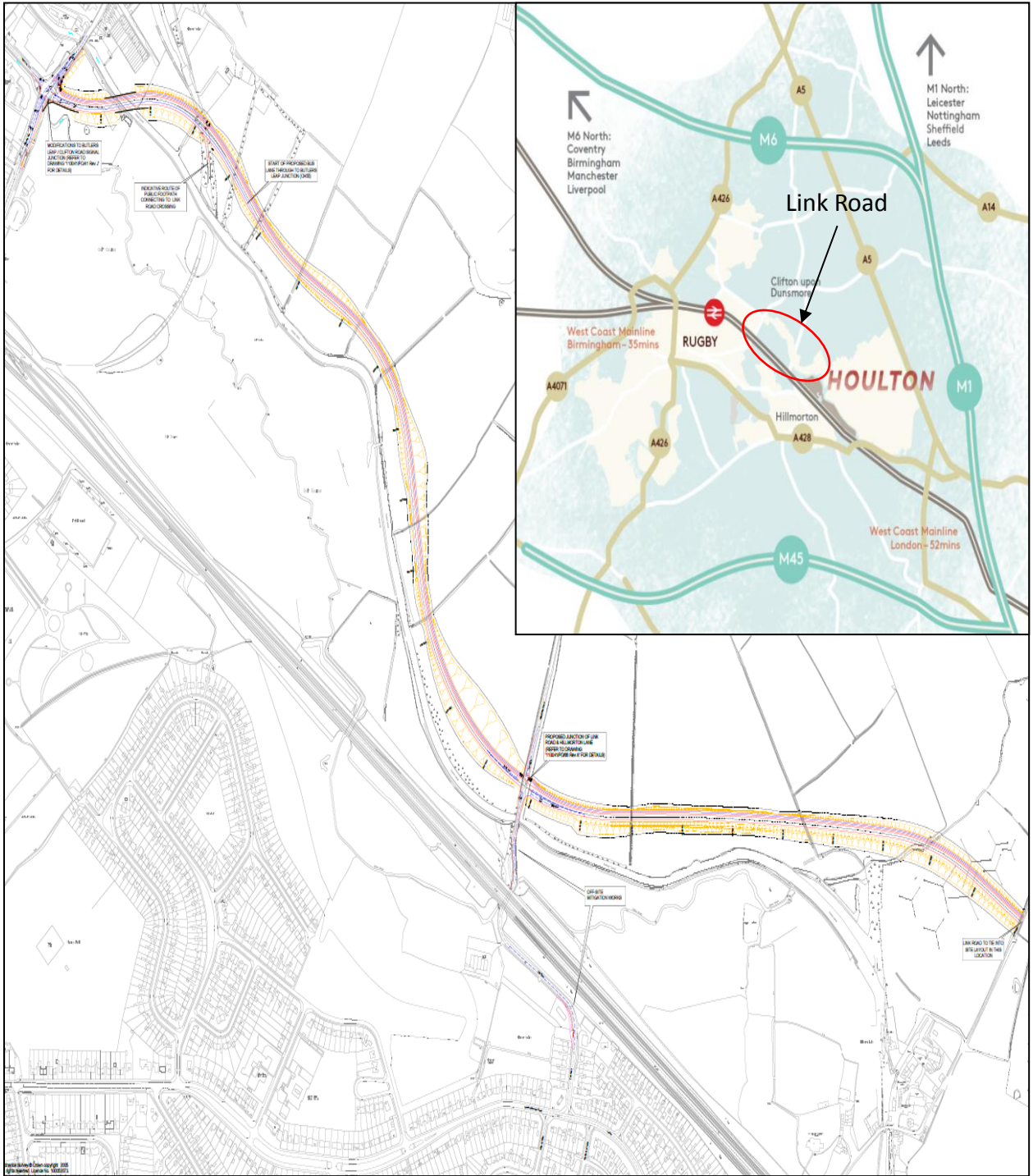
	Name	Contact Information
Report Author	Shirley Reynolds	shirleyreynolds@warwickshire.gov.uk Tel: 01926 412110
Head of Service	Mark Ryder	markryder@warwickshire.gov.uk Tel: 01926 412811
Joint Managing Director	Monica Fogarty	monicafogarty@warwickshire.gov.uk Tel: 01926 412514
Portfolio Holder for Transport and Planning	Cllr Jeff Clarke	cllrclarke@warwickshire.gov.uk Tel: 024 7501 2731

The report was circulated to the following members prior to publication:

Local Members – Cllr Dahmash (Hillmorton), Cllr Roodhouse (Eastlands), Cllr Warwick (Fosse)

Other Members – Cllr Cockburn, Cllr Dirveiks, Cllr Fradgley, Cllr Shilton

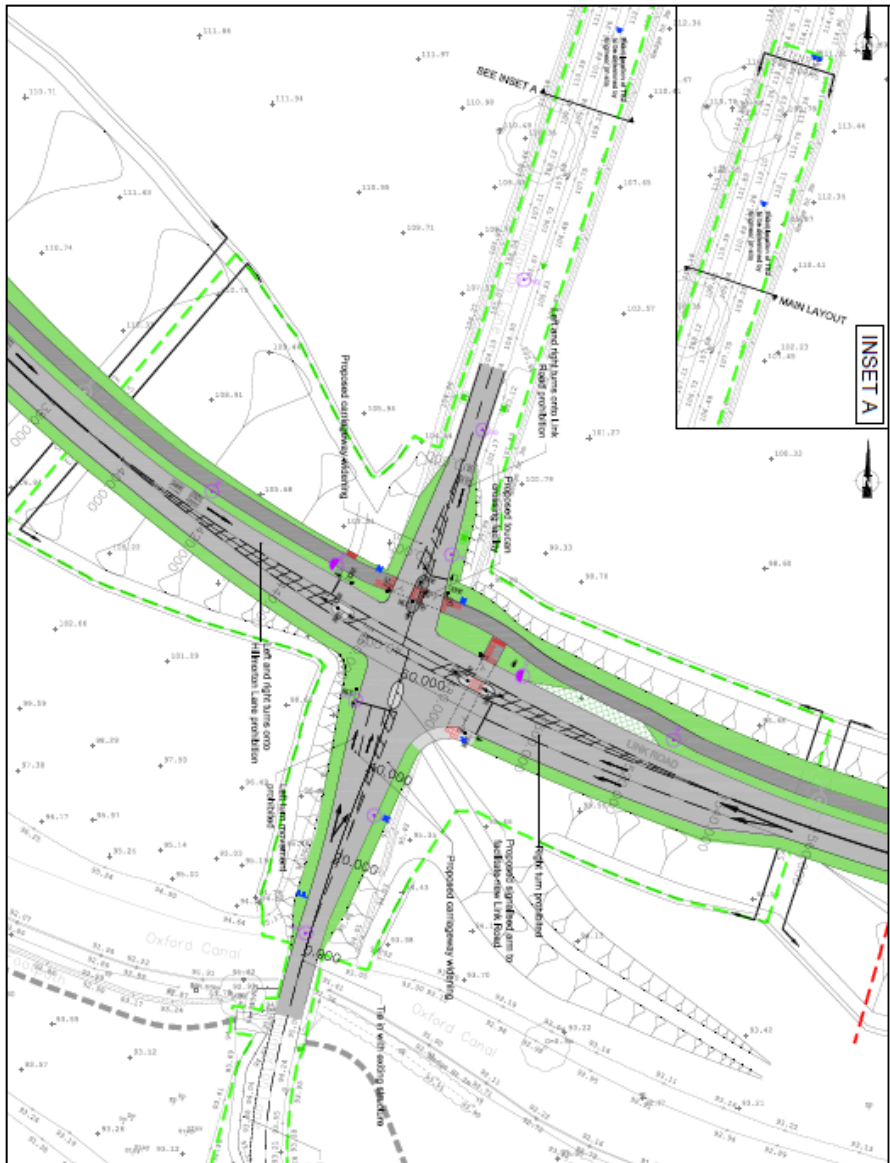
Appendix A (1)



Overall plan

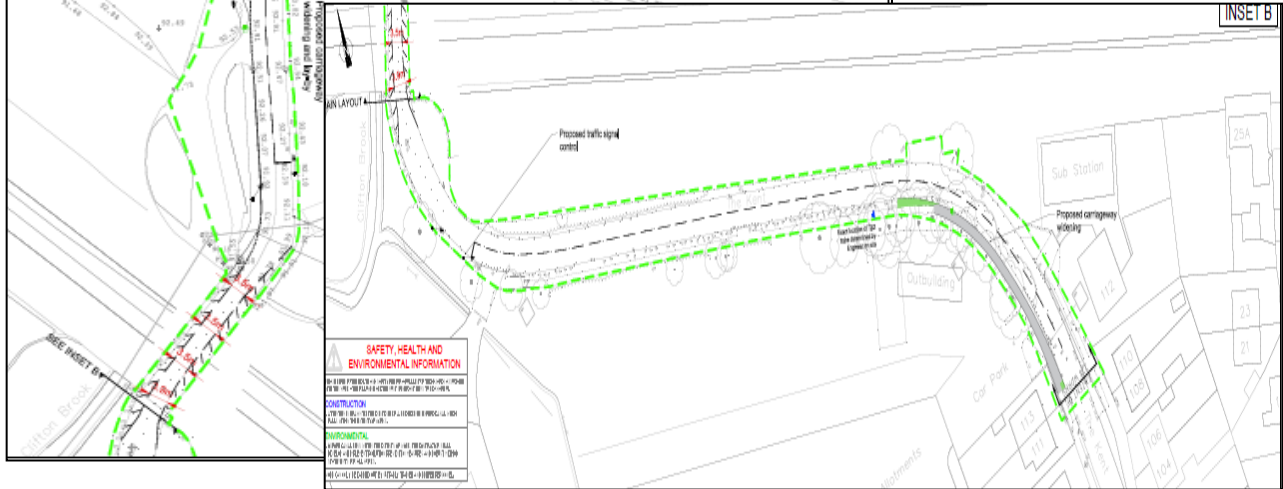
Link Road to Houlton

Appendix A (2)



Hillmorton Lane / link road junction

The Kent



SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION
 CONSTRUCTION
 IMPROVEMENTS

S278 scheme:
C30 Hillmorton Lane / link road

WARWICKSHIRE COUNTY COUNCIL

ROAD TRAFFIC REGULATION ACT 1984

**THE WARWICKSHIRE COUNTY COUNCIL (LINK ROAD NORTH, RUGBY)
(30 & 50 MPH SPEED LIMIT) ORDER 2017;**

**THE WARWICKSHIRE COUNTY COUNCIL (LINK ROAD NORTH, RUGBY)
(PROHIBITION OF RIGHT AND LEFT TURNS) ORDER 2017**

Warwickshire County Council proposes to make the above Orders under the Road Traffic Regulation Act 1984 the effect of which will be:-

1. to impose a 30 mph speed limit on the lengths of road mentioned in Schedule 1 below
2. to impose a 50 mph speed limit on the lengths of road mentioned in Schedule 2 below
3. to prohibit right and left hand turning movements at the junction of the Link Road North with Hillmorton lane traffic light junction for both north-west and south-east bound traffic shown on plan number TR10263-01

A copy of the proposed Orders, together with a plan showing the lengths of road affected and a statement of the Council's reasons for proposing to make the Orders, may be inspected at the Main Reception, Shire Hall, Market Place, Warwick, at the Rugby Borough Council Town Hall Evreux Way Rugby CV21 2RR and at the Rugby Library and Information Centre Little Elborow Street Rugby CV21 3BZ during usual opening hours.

Any enquiries relating to the proposals may be made to Mike McDonnell, Communities Group, Warwickshire County Council (telephone number: 01926 412954).

Any objections to the proposals, which must be in writing and specify the grounds on which they are made, should be addressed to Mike McDonnell, Communities Group, PO Box 43, Shire Hall, Warwick, CV34 4SX. (Objections, and the name of the objector, will normally be treated as public information and may be published.) Objections must be sent so as to be received by 6 October 2017.

SCHEDULE 1

Link Road North - 30mph speed limit extent

From a point in line with the Back of Footway of the south eastern side of Clifton Road, then in a generally south east direction for a distance of approx. 489m, in both directions.

SCHEDULE 2

Link Road North - 50mph speed limit extent.

From a point approx. 489m south east from the back of footway on the south east side of Clifton Road, then in a generally south east direction for a distance of approx. 1,904m, in both directions.

SCHEDULE 3

1. **Link Road North – No Left / Right turn bans.**
 - (i) From Link Road North, travelling in a north westerly direction, no left / right turn at the Hillmorton Lane junction, into Hillmorton Lane.
 - (ii) From Link Road North, travelling in a south easterly direction, no left / right turn at the Hillmorton Lane junction, into Hillmorton Lane.
2. **Hillmorton Lane – No Left turn ban.**

From Hillmorton Lane, travelling in a northerly direction, no left turn at its junction with Link Road North.
3. **Hillmorton Lane – No Left / Right turn bans.**

From Hillmorton Lane, travelling in a southerly direction, no left / right turn at its junction with Link Road North.