

Post Consultation Report

Dorchester Avenue and Winchester Avenue – Road Closures

Project No: CO16191

A consultation was held on the above scheme proposals between 15th December 2016 - 29th December 2016, although as this consultation fell over the Christmas period any correspondence that was received a few weeks after this deadline was still included as part of this report.

The purpose of the consultation was to obtain information from the local community in order to improve the scheme and if possible address any local concerns.

From the 260 properties consulted and 8 site notices displayed on site, 59 individual responses were received, these have been summarised as follows:

- | | |
|----|--|
| 9 | Supports the proposal |
| 1 | Comments/suggestions on proposals |
| 49 | Disagree with proposal (some raised additional comments) |

The above figures are broken down as follows:

Dorchester Avenue – 5 in favour and 1 against
Winchester Avenue – 2 in favour and 3 against
Other Streets / Undisclosed – 1 in favour and 34 against

Regarding the above figures it is worth noting that some of the feedback received from members of the public contained no details of their addresses. Therefore these were grouped under “Other Streets / Undisclosed”. Whilst the figures indicate a significant majority against the proposal this may be due to people who are in favour of the proposal may not feel there is a requirement to write into support the scheme.

A petition was also received after the consultation deadline which contained approximately 200 signatures from 130 different properties. The petition is entitled:

“WE THE UNDERSIGNED NOTE THAT CARDIFF COUTY COUNCIL PROPOSE TO CLOSE OFF DORCHESTER AND WINCHESTER AVENUE AT THEIR JUNCTION WITH PENYLAN ROAD. CLOSURE WILL INCUDE DOUBLE YELLOW LINES AND CONCRETE BOLLARDS AND POSSIBLY KERBS AT EACH JUNCTION.

THIS WILL ENTAIL ALL TRAFFIC CURRENTLY USING DORCHESTER AVENUE FOR ACCESS TO ALL SURROUNDING ROADS INCLUDING:

WATERLOO ROAD, EDWARD NICHOLL COURT, FERNY COURT, SOUTHCOURT ROAD, EARLS COURT ROAD, BARONS COURT ROAD, HAMPTON COURT ROAD, RAVENSCOURT CLOSE AND TURNHAM GREEN WILL HAVE TO ACCESS VIA COLCHESTER AVENUE AND WATERLOO ROAD ONLY.

AS LOCAL RESIDENTS, WE ARE ALREADY AWARE OF THE AMOUNT OF TRAFFIC CURRENTLY USING COLCHESTER AVENUE PARTICULARLY DURING PEAK HOUR TRAFFIC FLOWS. THIS WILL INCREASE WHEN THE NEW PRIMARY SCHOOL AND OTHER PROPOSED NEW HOUSING DEVELOPMENTS ARE COMPLETE.

BY INTENTION OR DECEPTION, THE ONLY NOTICE OF THESE DRACONIAN PROPOSALS ARE CURRENTLY ATTACHED TO LAMP STANDARDS IN DORCHESTER AVE AND WINCHESTER AVENUE ONLY.

WE, THE UNDERSIGNED, OBJECT MOST STRONGLY TO THIS PROPOSAL FOR THE FOREGOING REASONS AND REQUEST THAT THE HIGHWAY AUTHORITY RECONSIDERS THIS PROPOSAL WHICH WILL ONLY EXACERBATE EXISTING TRAFFIC PROBLEMS IN THIS AREA. THE VIEWS OF RESIDENTS OF ALL STREETS NOTED ABOVE MUST BE BALANCES AGAINST THOSE OF DORCHESTER AVE AND WINCHESTER AVE WHO PRESUMABLY HAVE INSTIGATED THIS PROPOSAL. WE ALSO QUERY IF THE HIGHWAY AUTHORITY HAVE UNDERTAKEN ANY TRAFFIC MEASURING SURVEYS TO JUSTIFY THESE PROPOSALS.”

Recommendation

In view of the below it is proposed **not** to proceed with the proposal to close Dorchester Avenue and Winchester Avenue at their junctions with Pen-y-Lan Road by the implementation of bollards.

Since seeking the views of the residents and the community as part of the scheme's consultation exercise, alternative funding has become available which can be used towards the introduction of alternative road safety measures around the junctions of Dorchester Avenue and Winchester Avenue. These would be in place of the proposed road closures.

The section 106 funding that has become available is the result of a development within the area and a legal agreement between the local authority and the developer. These are normally attributed to planning permission conditions where the Council receives funding to implement improvements or mitigating measures.

In view of this additional funding a scheme will now be designed to introduce measures such as build outs and tabled junctions around Dorchester Avenue and Winchester Avenue in order to improve road safety and accessibility at these locations. This new proposed scheme will be progressed through the standard Transport Projects consultation process in due course.

The concerns and comments are summarised as below, along with the Council's response. A sample of the incoming comments are shown under each subheading in italic

The below are comments received during the consultation period which are against the proposal:

The consultation period was too short and also should not have fallen over the Christmas Period

“This is an incredibly short consultation period given the Christmas break, can it be extended ? and why have residents in Melrose Avenue or any of the Avenues below that point not received consultation notices ? Can notices please be distributed to all avenues below the above named who will inevitably feel the effects of these proposals.”

“I question whether the timing of this proposal was a tactical move as we were given ONLY 9 WORKING DAYS to respond during a Christmas period when families were busy, others could be away on vacation and the proposal letter may not have been given the immediate attention that it needed on account of arriving amidst, in many cases, a mountain of Xmas cards.”

“Lastly given the timing of the notice, a time of year when people are very busy and there are a two Bank Holidays, only allowing two weeks for comments does not seem to provide people with adequate time in which to respond.”

I can advise that a two week consultation period is standard practice with our Transport Projects public consultations. However, whilst on the consultation document it indicated a closing date of 29th December, 2016, we were accepting consultation feedback until Friday 6th January, 2017, as we appreciate this consultation commenced over the Christmas period.

The consultation should have been carried out to a wider area

“From conversations in the area it would appear that your letter has not been widely distributed. For example I have spoken to residents in Melrose Ave, Earls Court, Kimberly etc all of whom will be affected by this proposal but not received your letter. Can you please rectify this.”

“Melrose residents, who would undoubtedly be directly affected by the increased volume of traffic, DID NOT receive a copy of the proposal. Could you please explain the reason for this?”

It is standard Council practice that all properties within 100 metres of a proposed Transport Projects scheme are letter dropped in order to raise awareness of a proposed scheme. However, it is also worth noting that on this occasion the area consulted was extended to include more properties from adjacent streets. It is not possible to consult every property in the area and therefore there are always going to be properties who are not letter dropped as part of the consultation. Site notices were also placed on site in the affected area which provided details of the proposal and also a link to the Council website where the public could view additional information about the scheme.

Cardiff Council's Transport Projects Investigations 2015, published in April 2016, which references both speeding and traffic on Dorchester Avenue and found against these: "An assessment of the police road casualty database has revealed that there has been no injury related incidents at this location over a five year period. There is no justification for traffic calming at the present time. Location added to 'Area of Concerns' for future review."

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There is no justification for traffic calming at the present time. Location added to 'Area of Concerns' for future review."*

"According to the Council's Traffic Projects Investigations 2015 (Ref 63240) "speeding concerns" were raised at Dorchester Avenue. However the report goes on to say that there "has been no injury related incidents at this location over a five year period" and that" there is no justification for traffic calming at the present time". According to the Council's own report there are therefore no grounds for introducing the current proposals."

Regarding the "Cardiff Council's Transport Projects Investigations 2015" document this states *"There is no justification for Traffic Calming at the present time. Location added to the 'Area of Concerns' for future review."* Just for clarification, this relates to Traffic Calming features such as speed humps and other physical measures. It does state that this location is an "Area of Concern". Locations are added to the "Area of Concern" list when constant enquiries are received about a certain location over a period of time. The issues raised are of concern but are not of a high enough priority to warrant being submitted for specific Council or Welsh Government capital funding. These Areas of Concern are recorded on our database and addressed if alternative funding opportunities arise, such as from a nearby development or nearby strategic transport project.

For information, the proposed bollard scheme is a low cost scheme and, therefore, as there is funding available for this location, a proposal was progressed for this location.

Where is the evidence to Support the proposal?

“A proposal such as this must be supported by some statistical evidence - number of cars, accidents, destination and purpose of journey, evidence of speeding etc. Can you please circulate this evidence BEFORE the consultation closure date.”

“How can the council decide to do this where is the evidence? - There is no traffic survey to justify this project.”

“I note that you write that a full assessment of road usage was undertaken. I also note that you have found that there is no evidence to indicate accidents in Winchester Avenue during the past 5 years.”

“Why was the decision made to block these two ends of the roads? Who will stand to benefit from these proposals apart from the few residents living at the Penylan Road end of these roads? What statistical evidence is available to justify these very sudden and very rushed proposals are actually needed?”

“A lack of evidence, no traffic survey to justify this project.”

“1. The lack of evidence presented to residents

The Description of Scheme Proposal states that a transport survey has been undertaken. We are concerned that the proposal lacks specific information and data. We believe that the information gathered should be shared with the residents affected by this scheme. Therefore, please supply us with the following information:

- *when the survey was conducted*
- *over what period the investigation was undertaken*
- *the data collected regarding speed, traffic flow and collisions”*

“There is a lack of evidence no traffic survey to justify this project.”

A Transport Investigation was undertaken towards the end of 2014 in which a range of surveys were undertaken over a number of weeks, these surveys included speed and traffic flow surveys. A Transport Investigation Report was then produced which then collated all this information together and recommendations were made in the report which would have been discussed with the Local Ward Members at the time.

The highest 85%ile speed which was recorded during these surveys was 27mph which was recorded between 14:30 & 15:30 on a midweek day. The 85%ile can be defined as *“the speed at or below which 85 percent of all vehicles are observed to travel under free-flowing conditions past a monitored point.”*

The Traffic Flow surveys for Dorchester Avenue were as follows:

Average AM midweek peak hour flow

East to West (Pen-y-Lan Road to Waterloo Road) 24 vehicles per hour

West to East (Waterloo Road to Pen-y-Lan Road) 39 vehicles per hour

Average PM midweek peak hour flow

East to West (Pen-y-Lan Road to Waterloo Road) 102 vehicles per hour

West to East (Waterloo Road to Pen-y-Lan Road) 59 vehicles per hour

It is worth noting that this is not a “reactive” scheme in response to a road safety problem. It is a scheme intended to make it easier for pedestrians (particularly vulnerable users such as children, disabled and elderly) to access the local community facilities. It is particularly relevant to assist the sustainable travel of children and parents / guardians to and from the nearby schools.

Colchester Avenue which cannot already cope with the amount of traffic

“The section of Colchester Avenue that runs parallel to Dorchester and Winchester Avenue’s is already a very busy and congested road. The traffic queues between the traffic lights at Colchester Avenue/Penylan Road and Colchester Avenue/Waterloo Road are already significant, especially at school/ peak work times when they can stretch longer than the distance between the two sets of lights.”

“The congestion of traffic and pollution is bad enough on Penylan Road as it stands, the blocking off of Dorchester and Winchester avenue will cause Colchester Avenue, Kimberly Road, Melrose Avenue, Marlborough Road, Welfield Road and Albany Road to become even more congested.”

“I live on Colchester Avenue and these plans would create an even worse traffic situation than already exists for us. At peak times, the traffic from the Waterloo Road junction tails back all the way to Newport Road, this creates an incredible amount of stationary traffic.”

“The proposed scheme will inevitably increase traffic on surrounding roads, especially the already traffic-heavy Colchester Avenue. Residents of other local roads will pay the price for reduced traffic on Winchester Avenue and Dorchester Avenue. Colchester Avenue is already extremely difficult to cross during peak times. This will be exacerbated by this scheme.”

“It would cause greater congestion than already exists at the traffic controlled signal junction at Colchester Avenue and Pen-y-Lan Road.”

As part of the proposed scheme the possible increase to the traffic flow levels were considered for the junction of Colchester Avenue and Penylan Road. It was agreed that this would not be a substantial change to the existing traffic flow levels. As part of the monitoring process for this there would have been a requirement to liaise with the Cardiff Council Telematics team in order to discuss the option of changing the timings on the existing traffic signals in order to help alleviate some of the potential increased traffic flow through this junction.

Can alternative measures such as speed humps be a consideration instead of formally closing the road

“Highways should not be looking to block all cars from these roads they should be looking to reduce the flow of lorries and vans using these roads as access. Instead of closing these roads it may be worth looking at putting speed bumps on these roads instead to avoid using the road or make them slow down when using the road.”

A Transport Investigation Report for this location was previously prepared which identified a number of options to improve road safety on Dorchester Avenue and Winchester Avenue. Traffic calming measures such as speed humps were a consideration in this report, however, the costs of implementing a traffic calming scheme is substantially larger than introducing road closures. Dorchester Avenue and Winchester Avenue will remain on the “Area of Concern” list and should future funding become available traffic calming measures such as speed humps may be a consideration for this location.

The money should be spent on a controlled crossing facility for the junction of Colchester Avenue and Penylan Road

“I think traffic money could be much better spent in the area by providing SAFE CROSSING FACILITIES around the Colchester Ave / Penylan Hill junction area. We have lived here over 24 years and this has often been brought up but always gets ignored. There are old people, children, bus stops and no totally safe time to cross that very busy (all day) road- this is of far greater importance than a few residential properties not liking their Access Only being ignored at busy times of day.”

“If the concern is really road safety we would suggest the money would be better spent on a proper Pedestrian Crossing at the Penylan Road end of Colchester Avenue.”

“I believe that the moneys set aside for the closures of Dorchester Ave and Winchester Ave would be better spent on providing a much needed green man crossings at the junctions of Colchester Ave and Penylan Road. This is the route that school children take to school and there is not a break in the traffic and therefore not a time to cross the road safely. I find it difficult to understand the councils wish to close two streets off to benefit a few residents when two green man crossings would benefit the whole of Penylan.”

“Finally, in these straitened times, I find it hard to believe that money spent on these alterations to benefit so few people can be a priority. If there is any spare finance in the transport department's budget, perhaps a pedestrian crossing facility across Penylan Hill from the outbound bus stop just north of Colchester Avenue would be more beneficial.”

Transport Projects have investigated Road Safety issues throughout Cardiff by carrying out a series of Area Studies. The investigations have taken into account new issues raised by Councillors and members of the Public, along with existing issues and areas of concern. The comprehensive investigation of road safety and accessibility issues has included an evaluation of the police injury related incident record, traffic and pedestrian surveys, planned developments and other relevant data.

I can advise that previous concerns have been raised regarding this location and there is a "Pedestrian Crossing Facilities" scheme on the future works list for the junction of Colchester Avenue and Penylan Road. However, as this is subject to funding becoming available we are unable to give a timescale of when this scheme can be progressed.

Longer Increased Journey Time

"I would like to point out that if the proposals above go ahead then everyone who lives on or is visiting or delivering to addresses on both these roads will also be accessing Penylan Hill via the Colchester Avenue route both into and out of their properties. Whilst this may be of little concern to residents it will definitely impact on our section of Colchester Avenue quite significantly - traffic volume here is already very high (it can take 5 minutes simply to get out into the traffic flow at busy times.) and this can only make it worse. Winchester and Dorchester Avenues are quiet during the day."

"I all ready have major trouble just getting home due to the over load on colchester avenue. Closing the above roads will lead to even further lengthy long delays. There is already a parking issue on colchester avenue this problem will be increased tenfold if the above roads were closed."

As part of this proposal drivers accessing Dorchester Avenue and Winchester Avenue from Penylan Road would have increased journey times which was considered as part of this proposal. Although drivers who are currently contravening the "access only" Traffic Order and using these two roads as "rat runs" would be physically prevented from using this route.

Increased Pollution along Penylan Road and Colchester Avenue

"Living next to a busy thoroughfare, I am very aware of this and in particular the pollution levels which are tangible when you step out onto the street."

"The obvious alternative route from Penylan Road will involve Colchester Avenue in effect the proposal is to divert traffic pollution from Dorchester Avenue and Winchester Avenue and add to the already excessive traffic passing my house."

With regard to pollution, an Environmental Assessment has not been undertaken as the scheme that we are developing does not require planning permission. It should be noted that the scheme will not generate significant additional traffic movements, and consequently the scheme proposals are unlikely to significantly affect concentrations of key pollutants at this location, however we shall discuss this location with officers in Environmental Health to assess whether specific monitoring is required

Possible delay to emergency services

“Secondly, I am also concerned with the potential issues this excess traffic could have on the Fire Service located on Colchester Avenue as well as other emergency vehicles that regularly use Colchester Avenue”

“What will be the impact on the blue light route along Colchester Avenue?”

“Overloading Colchester avenue, which creates access issues for the Fire Services, located on Colchester avenue, along with other emergency services vehicles using Colchester Ave.”

As is standard practice with all Transport Projects scheme all emergency services are consulted with as part of the initial consultation, no objections were raised from the emergency services relating to these proposals.

South Wales Police responded to the consultation as follows:

“Although this will impact upon our emergency response times, this will be minimal. No objections”

This will force vehicles to rat run through rear lanes causing additional safety issues

“Increased use of the rear lanes in general is highly concerning due to the number of children who play on bicycles, skates etc plus dog walkers.”

“Vehicles wishing to access Colchester Avenue and Penylan Hill are likely to utilise the lane adjacent to number 2 and number 30. As this is not a highway and the exit onto Colchester Avenue has restricted view into oncoming traffic, clearly this is not a safe route.”

“The properties fronting onto Penylan Hill would use the lane for rear access to their properties. The number of properties in this sector of Winchester Avenue and Dorchester Avenue is large. The volume of redirected residents cars, would be considerable. Increased volume of traffic emerging from the lane into the traffic-light junction or turning from Colchester Avenue into the lane would, particularly at busy times, cause delay and hazard to both the passage of traffic on Colchester Avenue and the safety of pedestrians. Vehicles meeting in the narrow lane would have to reverse.”

“The closure of these two streets will result in the increased use of the lanes between Colchester Avenue and Winchester Avenue by drivers using them as shortcuts. They are narrow and unlit, and any increased traffic along them will be a danger to pedestrians, children playing and residents accessing garages in the back lane. The increase in vehicles entering and leaving the lanes on Colchester Avenue will be an added hazard.”

There is an existing “except for access” Traffic Order in place in the lanes to the rear of Colchester Avenue. Whilst it is appreciated the Police may not have the resources to enforce this Traffic Order, ultimately vehicles driving along this route are committing an offence for which the Police can enforce. These lanes are narrow in width and it is unlikely that vehicles driving along this route would drive at high speed.

Melrose Avenue is the main rat run through the area, so why is this proposal considered for two small sections of residential streets

“In addition it will make more cars use Melrose Avenue as a cut through, so instead of spreading the burden of traffic around a wide area it will concentrate it into smaller bottlenecks, exacerbating traffic jams and pollution.”

“We are resident on Melrose Avenue and feel a little disenchanted that you have neglected to consult residents in Melrose Avenue on the impacts of this scheme. We have discussed this with fellow residents and feel that the traffic implications for Dorchester and Winchester Avenue is not at anywhere near the same volume as Melrose or Colchester Avenue.”

“Secondly we would question why Dorchester and Winchester Avenues are of such concern to the council, when the use of Melrose Avenue as a 'rat run' is repeatedly ignored? We would welcome sight of the statistics that support the idea that Dorchester and Winchester Avenues are experiencing a greater problem than Melrose Avenue? Without these statistics we can only question why the 'Local Ward Members for Penylan' are so interested in bollards at the entry to these 2 avenues and if there is a personal interest in these projects?”

“If this precedent is set, then the residents of Melrose Avenue and Kimberley Road will have an equal - if not greater - case for requesting such bollards. Is it your intent for Penylan to turn into a maze full of dead-ends with all through traffic diverted onto its 'major roads'?”

Melrose Avenue is a residential road which runs between Penylan Road and Waterloo Road and is the first road south of Colchester Avenue for which vehicles can use to avoid the traffic lights at Colchester Avenue / Penylan Road. There is however existing traffic calming in the form of speed humps along this road which are on site in order to reduce traffic speed along this road.

Will have an adverse effect on house prices

“In the long term the proposals are likely to affect property prices in Colchester Avenue but the more immediate problem will be the potential increase in accidents.”

“This would bring house sale marketability down.”

“Will impact on house prices - whilst Dorchester and Winchester will increase substantially at the cost of Colchester and Melrose being reduced substantially.”

There is there is no evidence to suggest that this proposal would have a negative or positive effect on house prices, however, residents are always free to seek independent legal advice on this matter.

Howardian Primary School will have a substantial impact on the traffic through the junction of Colchester Avenue / Penylan Road

“With the opening of the Howardian school, how will these proposals affect Colchester Avenue, particularly if these proposals go ahead.”

“That does not consider the impact of a growing 2 form entry new school with the potential of 300 to 400 pupils at its full capacity at Howardian, on the already heavy volume of traffic on Colchester Ave.”

“The likely impact of this proposal on Colchester Avenue will be negative, additionally further traffic to the proposed Howardian school had not been considered. Colchester Avenue is a residential street and this is likely cause additional pressure on an already busy Street.”

“Lack of planning consideration to the impact of the new Howardian primary school and the increased impact it has had on Colchester Avenue- this will be exuberated.”

Issues relating to the Howardian Primary School would be considered separate to this process and would have been investigated and reported on during the planning stage of this school.

The Junction of Waterloo Road and Colchester Avenue should be a priority instead of this proposal

“Residents on Colchester Avenue have noted that there have been road traffic accidents at the Colchester Road junction with Waterloo Road.”

“The junction of Penylan Hill and Colchester Avenue has had quite a few incidents in the time that I have lived on Colchester Avenue (most memorable was a cyclist knocked off his bicycle by a car turning into Colchester Ave) and the junction of Colchester Ave and Waterloo Rd has also had several incidents, including one in the last few weeks. Both of these junctions will only become busier under the present proposals.”

This junction does not form part of this proposal and therefore issues regarding this should be raised separately to this proposed scheme.

Introduce additional double yellow lines which do not form part of this proposed scheme

“As a resident of Dorchester Ave I thank you for the info. Something else that would improve road safety is the introduction of double yellow lines at the junctions of Dorchester Ave with Southcourt Rd , Earls court Rd and Baronscourt Rd. Drivers are parking too close to the junctions making it practically impossible to safely gain access to Doerchester Ave.”

Any requests for additional Traffic Regulation Orders should be addressed directly to the Traffic Regulation Order team for investigation, the contact details are as follows:

Email: NeighbourhoodServices-BusinessSupport@cardiff.gov.uk

Post: Traffic Regulation Order Team, Room 301, County Hall, Atlantic Wharf, Cardiff, CF10 4UW

The below are comments received during the consultation period which are in support of the proposed scheme

“If this will stop people cutting through and charging down Waterloo Rd then it will be a wonderful change”

“With reference to your recent mail drop to residents of Dorchester Avenue and Winchester Avenue, I support the proposed road safety project. I work from home and regularly see and hear people using our street as a “rat run”, most commonly during rush hour and often at dangerous speeds”

“As residents of Winchester Avenue we very much welcome the proposals since the number of high-speed vehicles using the road systems as a rat-run is increasing over time, and will inevitably result in road traffic accidents.”

“I have become increasingly alarmed at the volume and speed of traffic using Dorchester Avenue to avoid the traffic signals at the junction of Colchester Avenue and Penylan Road in contravention of the 'Access Only' restriction.”

“We are residents of Dorchester Ave who have been concerned for some time with the large volume of non-residential vehicles using our and adjacent roads as a cut through to Colchester Ave and Penylan hill whilst committing a traffic violation. The speed added to the volume of traffic in this residential area has grown incrementally. This is of great concern, as many elderly residents and school children find it increasingly difficult to safely cross our roads.”

“If implemented it will result in a modest amount of inconvenience for our household, but we are of the opinion that the benefit to our personal safety and residential amenity will far outweigh any minor inconvenience.”

“I am in favour of the proposals as it is a miracle that an accident has not happened on Dorchester Avenue due to the excessive speed of cars taking a short cut through Dorchester Avenue and getting aggressive when residents are trying to park outside their own houses.”

This document is available in Welsh / Mae'r ddogfen hon ar gael yn Gymraeg.

Yn dilyn ymgynghoriadau diweddar ar gynnig rheoli traffig, NID YW'R Cyngor bellach yn cynnig gweithredu'r cynllun a welir. (Efallai y caiff cynigion diwygiedig eu cyflwyno cyn hir.)



Following the recent consultation on a traffic management proposal, the Council is NO LONGER proposing to implement the scheme shown. (Revised proposals may be presented in due course.)