

Leicester
City Council

WARDS AFFECTED:
Castle

**Report for consideration by the
Planning and Development Control Committee**

13th May 2020

**THE LEICESTER (CONSOLIDATION) TRAFFIC REGULATION ORDER 2006
(AMENDMENT) (Putney Road and Welford Road) ORDER 2020
OBJECTORS REPORT**

1 Purpose of Report

- 1.1 To enable the Committee to give their views to the Director of Planning, Development and Transportation who will take them into account when considering whether or not to make the proposed traffic regulation order.

2. Summary

- 2.1 The City Council is seeking authority to prohibit turning right from Welford Road into Putney Road.
- 2.2 On April 3rd, 2019 the Planning and Development Control Committee approved a planning application (20180450) by the University of Leicester and partners to develop the Welford Road/Freemens Common/Putney Road/Nixon Court site. The scheme considered by the committee included related highway proposals including prohibition of the right turn from Welford Road into Putney Road and the requirement to introduce a traffic regulation order in this regard. Planning permission was granted on this basis.
- 2.3 The Planning Committee heard officer concerns that without an appropriate intervention, traffic modelling demonstrated that the University of Leicester development would significantly increase traffic delay at the Welford Road / Putney Road / Victoria Park Road junction, particularly in the AM peak on Welford Road (inbound). The right-turn prohibition was proposed by the developer as a mitigation measure, highlighting the low right-turn flow and availability of a suitable alternative route via Counting House Road / Freemans Common Road / Putney Road.
- 2.4 The Committee debated the application and its traffic implications extensively and resolved to approve the scheme which required that the developer approach the Highway Authority, to process a traffic regulation order to prohibit the right turn from Welford Road into Putney Road in order to alleviate delays and facilitate delivery of the wider benefits of the development as consented.

- 2.5 When the TRO proposals were formally advertised, six objections were received. Officers explained to the objectors the reasons for proposing the scheme and asked the objectors to reconsider their objections in light of the information given. None of the objections have been withdrawn.

3. Recommendations

- 3.1 It is recommended that the members of the committee give their views for the Director of Planning, Development and Transportation to take into account when considering whether or not to make the proposed traffic regulation order.

4. Background

- 4.1 The University of Leicester and partners applied for permission (Planning application 20180450) to construct eight blocks to house 1200 students, a five storey academic building, a nine storey car park and alterations to the highway designed to improve pedestrian access between the site and the main campus on the opposite (east) side of Welford Road. Walking and cycling improvements associated with the development also complement City Council proposals on Putney Road and enhance the overall network.

The application was approved at the Planning and Development Control Committee on 3rd April 2019. The Particulars of the Decision notice issued by the Council noted that a Traffic Regulation Order was required of the applicant. The committee heard extensive discussion on the traffic implications of the development, (Minutes of the Meeting of the Planning and Development Control Committee 3rd April 2019), including the justification for a traffic regulation order to prohibit the right turn from Welford Road into Putney Road.

- 4.2 In summary, traffic modelling demonstrated that, without an appropriate intervention, the University of Leicester development would significantly increase traffic delay at the Welford Road / Putney Road / Victoria Park Road junction, particularly on Welford Road (AM peak inbound).

The right-turn prohibition was proposed by the developer as an appropriate and reasonable mitigation measure, highlighting the current low levels of right-turn flow and the availability of a suitable alternative route via Counting House Road / Freemans Common Road / Putney Road. (Note - the proposed right-turn prohibition mitigates the impact of the development by removing the existing right-turn stage from the traffic signal sequence. This simplifies the operation of the junction and saves a significant amount of time in the traffic signal cycle which can then be shared more effectively between the other approaches.) Considering the small numbers of right turning traffic affected and the availability of a comparable alternative route, officers considered this to be a proportionate and appropriate solution.

When considering the application, the Committee heard the Highway Authority's views which included an extensive section on the modelling of the Welford Rd/Putney Road junction. This modelling also took full account of both the development and a previously approved scheme to construct a new junction with Putney Road at Aylestone Road, directly linking Aylestone Road and Welford Road. Detailed discussion on these issues took place during the

Committee meeting before the application was resolved to be approved subject to a s106 Agreement.

- 4.3 Anticipated traffic redistributed from the proposed right turn prohibition was noted by officers as not likely to be significant and the similar distances and timing of using the alternative route are comparable to the existing route.
- 4.4 Subsequent to the approval of the planning application, the developer has approached the Highway Authority to process the proposed order.
- 4.5 The TRO was advertised on the 6th February 2020 and six objections were received against the proposals. The objections included concerns about the proposed alternative route. Issues were also raised around data, modelling and the interpretation of results when considered in conjunction with the previously approved Putney Road scheme.
- 4.6 The City Council has tried to resolve the issues raised by the objectors. This includes written communication and a meeting with objectors D, E and F. None of the objections have been withdrawn and therefore six unresolved objections remain. The objections are discussed below and presented in full in Appendix C.

In the meeting with Objectors D, E and F, concerns were expressed that the alternative route to Putney Road via Counting House Road had not been modelled as part of the planning process. At the time, highway officers felt this to be unnecessary because the displaced right-turn traffic flows were relatively low. In addition, officers noted that the Counting House Road traffic signal junctions would accommodate the displaced traffic more efficiently across multiple ahead or left turn lanes when compared to the relatively inefficient, single lane right-turn at Welford Rd / Putney Rd. However, following the objectors meeting, officers modelled the Counting House Road/Welford Road and Counting House Road/Freemens Common Road junctions. This confirmed there is sufficient capacity in these junctions to accommodate the displaced traffic without any significant impact. Appendix D includes a summary of results and a sketch plan showing the alternative route.

- 4.7 The proposal showing the No Right Turn restriction from Welford Road into Putney Road can be seen on the attached OBJECTORS REPORT PLAN APPENDIX A – LCC-Enige-03-090-PR002 (Rev C).

The proposed TRO is to amend the existing Consolidation Order 2006 and to introduce a No Right Turn, from Welford Road to Putney Road. The relevant Part Number and description is shown in APPENDIX B.

- 4.8 The formal purpose of the proposed TRO is to facilitate the passage of any class of traffic (including pedestrians), for avoiding danger to persons or other traffic using the road or any other road.

5. Consideration of Objections

- 5.1 Each objection is summarised below and is presented in full in Appendix C, along with the detailed reply sent.

- 5.2 Objector A felt that the proposal was contrary to the Road Traffic Act 1984 in that it unduly prevented access to businesses. It was explained to the objector that access is maintained by an alternative route and that the Act was therefore not contravened.
- 5.3 Objector B felt that banning the right turn would will cause traffic wishing to enter Putney Road from Welford Road to travel further down Welford Road and perform a dangerous U-turn. It was explained to the objector that an alternative route exists into Putney Road of similar length to the existing route.
- 5.4 Objector C queried how the alternative route via Counting House Road would be affected by traffic flow data and the impact of parked vehicles on Islington Street. Traffic data was provided and it was confirmed that the Council is pursuing separately measures to improve traffic flow on Islington Street.
- 5.5 Objector D stated concerns about traffic congestion in relation to the combined effects of the University's scheme, the Putney Road scheme to create a new junction at Aylestone Road and the proposed right turn ban as a solution to potential congestion and also made detailed comments about the modelling of the schemes. Objector D is concerned that traffic may divert into Victoria Park Road and into Clarendon Park.

It was explained to the objector that the Highway Authority had reviewed the traffic data and agreed that a TRO should be required with regards to the implementation of a right turn ban, that modelling also took full account of the Putney Road improvements and that detailed discussion on these issues also took place during the committee meeting before the scheme was approved. It was explained that the right turn prohibition is intended to alleviate delay on morning inbound traffic flow. Traffic redistributed from the proposed right turn prohibition was noted as not likely to be significant with comparable journey distances and timings on the alternative route.

- 5.6 Objector E was concerned about: the proposed right turn ban as a solution to potential congestion; the redistribution of traffic resulting from it; the comprehensiveness of the modelling of the Welford Road/Putney Road junction; and the fact that the alternative route was not modelled and that unknown negative consequences such as pollution and congestion could result.

It was explained that the Highway Authority had reviewed the traffic data and agreed that a TRO is required to support the implementation of a right turn prohibition and that the committee report covered the right turn ban and included an extensive section on the modelling of the Welford Rd/Putney Road junction. This modelling also took full account of the Putney Road improvements. Detailed discussion on these issues also took place during the committee meeting before the scheme was approved.

Further modelling as suggested by the objector was carried out by officers and no adverse results were found.

- 5.7 Objector "F" is concerned the proposed right turn ban is being considered in isolation without considering the scheme to construct a new junction with Putney Road and Aylestone Road, linking this junction to Welford Road. It was

explained to the objector that the modelling provided did include the scheme referred to and that this had been covered in the Planning Committee reports.

- 5.8 Objections A, B and C have been addressed through written responses. A meeting was held with objectors D E and F to discuss their detailed questions on the 8th April, 2020. A significant aspect of the discussion centred upon modelling of the alternative route via Counting House Road and the potential for redistribution of traffic on Victoria Park Road. Following the meeting further junction modelling was carried out at the Counting House Road/Welford Road/Almond Road junction, at Counting House Road/Freemens Park which are on the alternative route and found to have no adverse results. Expected flows along Victoria Park Road were re-examined and not found to be significant.

6. Conclusion

- 6.1 The proposed order has been processed as a result of the approval of the development and the conditions issued to the applicant. The order is proposed to manage the traffic impact of the development and provide additional facilities for pedestrians and cyclists. Six objections have been received and officers have engaged with the objectors to explain the purposes of the order and to resolve their concerns. Further modelling of junctions on the alternative route has since been carried out to support the Highway Authority's earlier view that they could accommodate the displaced traffic.
- 6.2 Members of the committee are requested give their views for the Director of Planning, Development and Transportation to take into account when considering whether or not to make the proposed traffic regulation order. Committee members should note the right turn prohibition is intended to mitigate the impact of the development and alleviate excessive delay on Welford Road inbound which is the most important movement in traffic network terms. Traffic redistributed from the proposed right turn prohibition is noted as not likely to be significant. The alternative route offers similar journey times and distances and further traffic modelling indicated no adverse traffic consequences on this route. The proposed right-turn prohibition is a key mitigation measure in the wider University of Leicester development which also provides improved pedestrian and cycle facilities benefitting both the University and the wider walking and cycling network, as well as the wider economic and social benefits of the academic and residential development, which is one of the most significant investments by the University in many years.

7. Financial Implications

- 7.1 The estimated cost of the Traffic Order is £5,000 and will be funded by the University of Leicester's development partner, Engie.

Finance implications are confirmed by Paresh Radia, Finance Manager, tel: 0116 454 4082

8. Legal Implications

- 8.1 Traffic Regulation Orders are introduced under the 1984 Road Traffic Regulation Act and the Local Authorities' Traffic Orders (Procedures) (England and Wales) Regulations 1996. All aspects of that legislation will be complied

with in the making of the Order. The legislation requires that all objections made and not withdrawn are taken into consideration before an Order is made. All objections received have been taken into consideration in preparation of this report. The requirement for the making of the TRO arises from a planning condition contained in a valid planning permission. If the objection has not been withdrawn or fully acceded to then the objector should be notified in writing of the making of the order within 14 days of making the order and the reasons for the decision.

The legal implications are written and confirmed by John McIvor, Solicitor, Legal Services, tel: 0116 454 1409

9. Powers of the Director

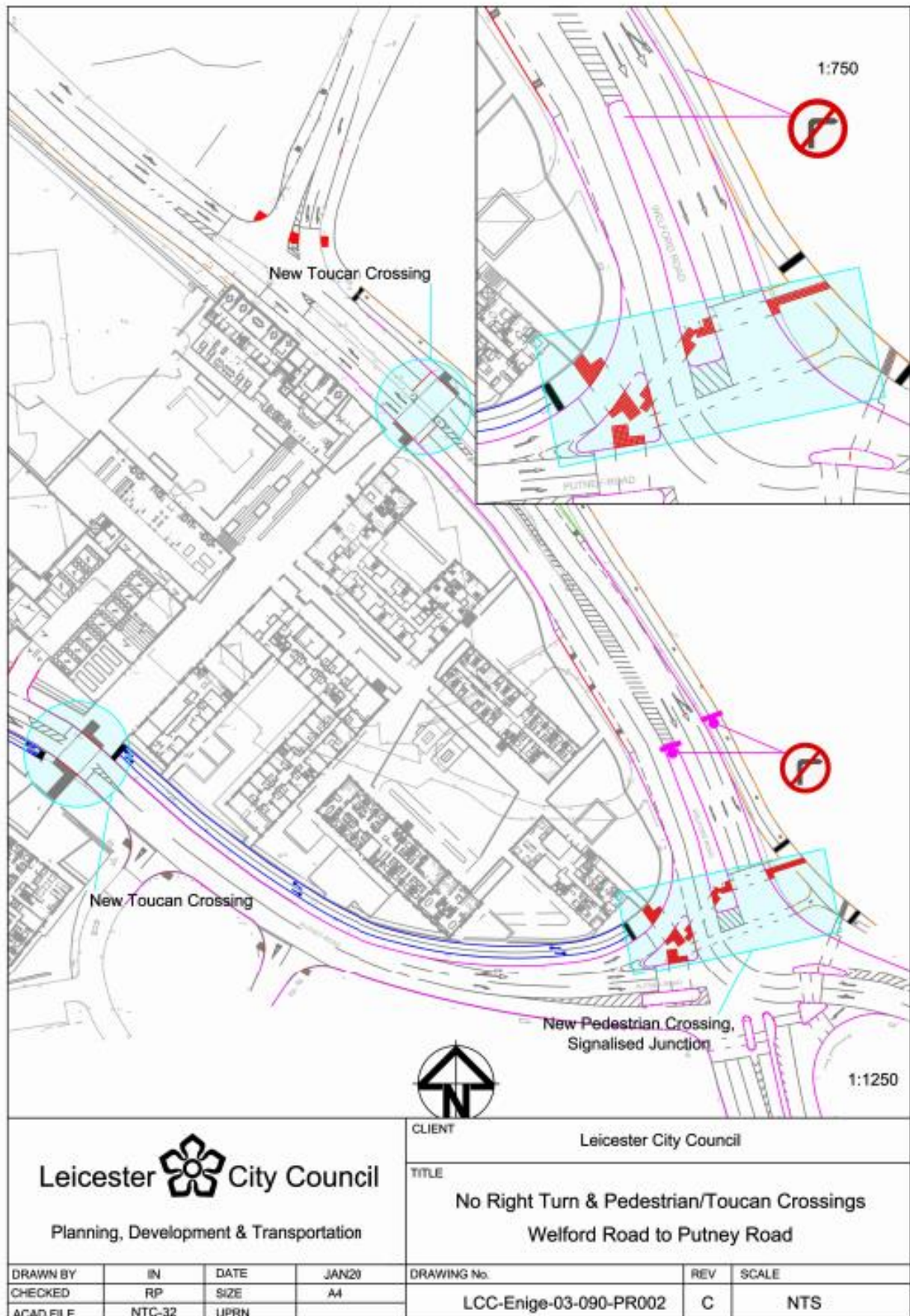
- 9.1 Under the constitution of Leicester City Council, delegated powers have been given to the Director of Planning, Development and Transportation to approve Traffic Orders having considered any objections that have been received and taken due regard of comments made by the Planning and Development Control Committee. The legislation that confers authority on Leicester City Council to make these amendments is covered by the 1984 Road Traffic Regulation Act and the Local Authorities' Traffic Orders (Procedures) (England and Wales) Regulations 1996.

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APPENDIX A - DRAWINGS

Welford Road/Putney Road – Drawing Nr: **LCC-Enige-03-090-PR002 (Rev C)**



Leicester City Council
 Planning, Development & Transportation

CLIENT: Leicester City Council
 TITLE: No Right Turn & Pedestrian/Toucan Crossings
 Welford Road to Putney Road

DRAWN BY	IN	DATE	JAN20	DRAWING No.	REV	SCALE
CHECKED	RP	SIZE	A4	LCC-Enige-03-090-PR002	C	NTS
ACAD FILE	NTC-32	UPRN				

APPENDIX B – SCHEDULE OF STREET RESTRICTION

Items of the schedule marked in **bold** are to be amended from the existing Order.

WELFORD ROAD

Part No. 102 (No Right Turn) From Welford Road into Putney Road

APPENDIX C – UNRESOLVED OBJECTIONS

Objections Received by Email or Letter

OBJECTOR 'A' 1.1
Officers Response 1.2

OBJECTOR 'B' 2.1
Officers Response 2.2

OBJECTOR 'C' 3.1
Officer Response 3.2

OBJECTOR 'D' 4.1
Officer Response 4.2

OBJECTOR 'E' 5.1
Officer Response 5.2

OBJECTOR 'F' 6.1
Officers Response 6.2

The unresolved objection received by email and officer's response are as follows: -

OBJECTION FROM OBJECTOR 'A' – DATED 08/02/20

1.1 Objector 'A' sent in these comments:

I write in relation to the above proposed traffic regulation order stipulated above, and hereby object to the proposed order.

Firstly, this is not in the public interest. I do not support the proposed order, and neither do my family, not the public as a whole. Secondly, s3(1) of the Road Traffic Regulation Act 1984 ought to apply and I feel that the order breaches that provision without reasonable excuse or foundation.

Moreover, the order is likely to cause grave inconvenience to the public and is vastly disproportionate to the perceived ill that it wishes to remedy.

Accordingly, I firmly object to the order owing to the fact that s3(1) ought to apply in this instance, that it is unnecessary, has a disproportionately adverse impact on businesses and the wider public and that the public do not wish for the order to be made. The proposed order is so unreasonable that it appears to me that the officers of the local authority have failed to apply their minds to the case and that Wednesbury unreasonableness is likely to be a factor in this case.

I trust that this objection will be considered and that the proposed order be shelved.

1.2 Officer's Response

Thank you for your email, I can confirm that you have raised an objection to the proposed Traffic Regulation Order (TRO) for a 'No Right Turn' on Welford Road into Putney Road. I would like to take this opportunity to clarify a few points, to see if I can resolve your concerns.

As part of a development within the area, there are proposals to improve both pedestrian and cycling facilities. This looks at the introduction of new Toucan crossing and improvements of cycle lanes from the carriageway onto a shared footway. The junction of Welford Road and Putney Road is also to have the crossing facilities improved and the signal upgraded. With the removal of the right turn lane, a new pedestrian island will be created for greater capacity and a shorter walking distance, when crossing the carriageway. Vehicular traffic movements will be simplified by the removal of the right turn and changes to the phasing of the signals. This can help with safety for all users at this junction.

Within the consultation letter, it referred to an alternative route. Therefore, access to Homebase, Halfords and the industrial estate, driver traveling from the City centre south bound on A594 Welford Road, the road splits. Instead of staying on Welford Road, drivers would take the centre right-hand lanes and proceed onto Counting House Road. From there, they would then turn left onto Freemans Common Road. It is this road that access the industrial estate and lead back onto Putney Road. Once on Putney Road drivers can access Halfords and Homebase. It should be noted that the distance travelled using Counting House Road to Halfords is approximately 1000 metres. Whereas, the distance travelled by staying on Welford Road to Halfords is approximately 920 meters. So, there is approximately 80 metres

difference between the two routes. This distance travelled is not deemed unreasonable and access is still maintained 24/7.

You have pointed out the Section 3 (1) of The Road Traffic Regulation Act 1984 (As amended) (RTRA84) should apply. I would like to confirm that you are saying, 3 (1) a Traffic Regulation Order shall not be made with respect to any road which would have the affect – (b) of preventing for more than 8 hours in any period of 24 hours access for vehicles of any class, to any premises situated on or adjacent to the road.

However, under Section 3 (2) it states, Subsection (1) above, so far as it relates to vehicles, shall not have effect in so far as the authority making the order are satisfied, and it is stated in the order that they are satisfied that – (a) for avoiding danger to persons or other traffic using the road to which the order relates or any other road, or (b) for preventing the likelihood of any such danger arising, or (d) for facilitating the passage of vehicular traffic on the road. Please see attachment public advert Notice, that has appeared both on site and in the local newspaper. Section 3 (1) & (2) of the RTRA 84 were include within the Notice and draft TRO.

All roads within the industrial area including Putney Road will be accessible 24/7 via the alternative route for the south bound traffic, traveling from the City centre. For traffic traveling north bound of Welford Road, there is no change. In addition, there if no change traveling from Victoria Park Road.

I hope that this has answered your concerns. If you would wish to withdraw your objection, could you respond to this email within 14 days. If I do not hear from you, I will assume that you want your objection to stand. At that point, your comments will be added to an objection report that will go in front of the Planning Committee and then to the Director for the final decision.

OBJECTION FROM OBJECTOR 'B' – DATED 09/02/20

2.1 Objector 'B' sent in these comments:

I am lodging my objection to the proposed changes on the grounds that it will cause traffic wishing to enter Putney Road from Welford road to travel further down Welford Road and perform a dangerous U-turn.

This suggested change is yet another example of ill thought out traffic measures.

2.2 Officers Response

Thank you for your email, stating that you wish to log and objection to the proposed Traffic Regulation Order (TRO) for the 'No Right Turn' from Welford Road into Putney Road. You have pointed out that drivers would have to continue traveling down Welford Road, to then make a 'U Turn', in order to come back to Putney Road. I would just like to take this opportunity to clarify a few points.

As part of the consultation letter, it was mentioned that there is an existing alternative route into the industrial estate and access onto Putney Road. For access to Homebase, Halfords and the industrial estate, driver traveling from the City centre south bound on A594 Welford Road the road splits. Instead of staying on Welford Road, drivers would take the centre right-hand lanes to access Counting House

Road. From there, they would then turn left onto Freemans Common Road. It is this road that accesses the industrial estate and lead back onto Putney Road. Once on Putney Road, drivers can access Halfords and Homebase. It should be noted that the distance travelled using Counting House Road to Halfords is approximately 1000 metres. Whereas, the distance travelled by staying on Welford Road to Halfords is approximately 920 meters. So, there is approximately 80 metres difference between the two routes.

As you can see drivers would not have to stay on Welford Road and then make a 'U' Turn to get back to Putney Road. The Council would need to make it clear, through the installation of Advanced Direction Signing (ADS) to direct drivers to the alternative route.

I hope that this clears up any concerns you may have had. If you would like to withdraw your objection to the proposed TRO. Could you please get back to me within 14 days of this email. If you do not get back to me, I will take it that you wish for your objection to stand. As such, it will be added to an objection report and be presented before the Planning Committee and then sent to the Director for a final decision.

OBJECTION FROM OBJECTOR 'C' – DATED 21/02/20

3.1 Objector 'C' sent in these comments:

I write in relation to the above road changes being recommended. I would like the following objections to be noted:

Alternative Route via Counting House Road

In the letter you indicate that there would not be "an increase in journey time or be deemed unreasonable distance to travel". Can the council please provide explanations on the following: -

- To make the above comments there would need to be data to support your statement. Please can we have visibility of your traffic flow study - the traffic flow numbers and the potential impact of the traffic which would be directed via the new route.
- Have the council reviewed the stationary traffic issue which is caused by the Household and Recycling waste site at the end of Islington Street? During peak times (even more so in the summer) due to the parked cars on this street the road goes down to one lane. The result of which means traffic can queue down Islington Street and go round the corner back onto Counting House Road. With the increase in traffic from the changes being recommended, this could potentially turn this very busy junction near Morrison's supermarket into a dangerous area and cause traffic stand still on the one way system. Would the council look at making this road a non-parking street which might resolve the issue?
- Have the council also taken into account the volume of traffic from the new Lock and Storage Facility being built on the corner of the Freemans Common/Counting House Road?

3.2 Officer's Response

Thank you for your email dated 21 February 2020. Could I just apologise for the delay in responding to the questions and points you have raised? I have spoken to other colleagues within the Authority, who are working on other projects in and around the Putney Road area. Therefore, I would like to take this opportunity to respond to your questions.

Regarding Islington Street, the issue of parked cars on one side of that road, reducing the width of the road down to one lane. This restricts the free flow of traffic to both local business and the home waste recycling centre. Drivers waiting to gain access to the recycle centre, can then lead to traffic build up on Freemans Common Road. This in turn impacts vehicles on Counting House Road, who could be looking to access the industrial area of Putney Road and Commercial Square. Having spoken to the Traffic Order Team, they have confirmed that the Authority is in the process of amending the parking restrictions on Islington Street. Please see attached plan, showing the proposed Traffic Regulation Order (TRO). The Authority is proposing to remove the spaces where vehicles currently park. If this TRO is implemented, then general parking would be prohibited on all days and all hours, on both side of the road. It is hoped, that this would improve traffic movements and access to amenities along this road. In addition, this should improve access into the industrial estate.

The Authority is also looking to improve access and egress to this area, by opening up the junction of Putney Road West with Aylestone Road. The TRO proposals for this new junction are currently drafted. It is expected that this will go out to public consultation and advertisement within the next month or two. With this new junction, drivers will have greater access and egress opportunities. Reducing the need for drivers on the west side of the city, having to travel up Aylestone Road onto Almond Rd, Counting House Road and then onto Freemans Common Road. This new junction again should help with reducing congestion into the industrial estate where you are located. Not forgetting, increasing the number of access and exit point. Having this additional access will help traffic traveling to access the new storage centre.

You have asked to see traffic movement data for the right turning at the junction of Welford Road/Putney Road: -

The survey is taken over 12 hours from 7am to 7pm. The total number of right turners was recorded at 609 vehicles. There is a table showing the time of day, the number of vehicles within a time period and the type of vehicle recorded. In addition, there is a second table looking at the number of vehicles during rush hour times (Peak Period).

As part of the consultation letter, it referred to journey time and distance travelled, as not being deem unreasonable. This is looking at a driver, who would have normally turn right from Welford Road onto Putney Road in order to access the entrance for Home Base. If that same driver was to take the alternative route via Freemans Common Road, then they would only have had to travel an additional distance of approximately 80 metres. This shows that the existing route and the alternative

route does not have a great deal between them and that is why it is deemed not unreasonable.

It is appreciated that in your email, you have asked for the following objections to be noted. Have read through your email, I have classed you your comments as either questions or observations rather than an objections. You have asked questions and if the council has taken into consideration other potential issues. I hope the responses I have provided answered any concerns you may have had. The overall goal is to improve pedestrian and cycle safety along with greater accessibility to your area by drivers, in addition to remove parking problems that affect traffic movement. Some of these issues you have raised, will be tackled by other colleagues within the Authority. If you are happy with my response and you no longer have concerns, could you please let me know. Or, if you are not satisfied, could you please let me know confirming your objection. This would then be added to an objection report, that will be put to the Planning Committee, before being submitted to the Director for his final decision.

OBJECTION FROM OBJECTOR 'D' – DATED 28/02/20

4.1 Objector 'D' sent in these comments:

wish to **object** to the proposal to introduce a No Right Turn from Welford Road to Putney Road.

This prohibition was proposed by Leicester City Council (LCC) as a solution to the problem of traffic congestion at the Welford Road / Putney Road / Victoria Park Road generated by the combined effects of two development schemes:

1. University of Leicester (UoL)'s scheme to develop a new student village at Freeman's Common / Putney Road / Nixon Court
2. LCC's scheme to open up access to Putney Road West from the junction of Saffron Lane and Aylestone Road such that Putney Road could act as a Link Road / Local Access Road

LCC's own traffic modelling suggested that the junction could cope with the implementation of either one scheme or the other without modification, but that the implementation of both schemes would create unacceptable congestion problems with an associated increase in journey times and pollution levels. As a last ditch attempt to solve the congestion problem, LCC suggested that removing this right turn would provide the solution to this problem, and supported this proposal with traffic modelling. However, the traffic modelling that had been carried out prior to the proposal of this solution was described by UoL's consultants as counter-intuitive and difficult to explain', and the modelling to support the removal of the right turn merely removed the right-turn traffic from the model altogether, so ignoring the impact of this displaced traffic on other nearby junctions.

UoL's Student Village Scheme

Traffic that would otherwise have used this right turn to access UoL's new Multi Storey Car Park (MSCP) would have approached this junction either outbound on Welford Road from its junction with Almond Road or joining Welford Road from

University Road. Traffic approaching the Welford Road / Almond Road junction would be able to take the alternative but longer route to the MSCP via Counting House Road the Freeman's Common Road to Putney Road, but traffic previously approaching via University Road will be displaced either via this route or via Victoria Park Road. The LCC modelling supporting the removal of the right turn underestimated the volume of traffic using the right turn in the morning peak by a factor of 5, but still claimed that it was not necessary to model the impact of the displaced traffic on nearby junctions. Morning Peak traffic approaching the Welford Road junction along Victoria Park Road already queues most of the way back to Mayfield Roundabout, resulting in rat running through the residential streets of Clarendon Park as drivers try to find ways to avoid the queues. The increase in the volume of traffic along Victoria Park Road caused by the removal of this right turn is likely to congest Mayfield Roundabout and have an adverse impact on the flow of inbound (and outbound) traffic on London Road.

LCC's Putney Road Link Scheme

Again, LCC's own modelling showed that the Putney Road Link only delivered benefits when providing local access to the businesses on Freeman's Common Industrial Estate and that its use as a link road actually made journeys slower rather than quicker. The rationale for the Putney Road Link scheme has always been unclear, only making any sense if and when the long discussed Evesham Road Link scheme went ahead. However, in the 'Leicester Local Plan 2020-2036 reference documents' on LCC's Consultation Hub, the 'Summary of responses to 2018 emerging options consultation' contains the following statement:

Evesham Road - The local plan is only required to include specified infrastructure proposals which can be confirmed as deliverable within the plan period, i.e. either with funding committed or with a demonstrable likelihood of approval of funds. At present there is no such funding commitment in place.

This statement acknowledges that the Evesham Road scheme cannot be confirmed as deliverable within the plan period (2020-2036), removing any rationale for the Putney Road Scheme to go ahead. Even if the Putney Road scheme were to go ahead without the possibility of the Evesham Road scheme being built, the right turn should not be removed until the LCC's traffic modelling is revised to take into account the wider impact of the traffic displaced by the removal of the right turn.

No Right Turn Plan

The Statement of Reasons for this TRO says that sections of the footway on both sides of Putney Road are to be widened, allowing the advisory cycle lane located on the carriageway to be removed and a new two-way segregated cycle lane to be introduced on the footway. In the plan for this TRO, the cycleway on the footway to the north side of Putney Road is shown on the inside of the footway whereas the cycleway on the footway to the south side of Putney Road is shown (as is usual) on the outside of the footway. While there may be reason for the existing cycleway on the east side of Welford Road between Victoria Park Road and University Road to have been built on the inside of the footway, this is very much the exception and the new section on the north side of Putney Road should be built the right way round to avoid visually impaired pedestrians inadvertently ending up in the cycle lane. A much better solution for the cycle lanes would be to have proper kerb-segregated one-way cycle lanes on each side of Putney Road between the footway and the carriageway

as have recently been implemented on London Road. If this cannot be achieved, any cycle lanes implemented on the footway should be physically segregated from the footway (not just by a painted line) and be on the carriageway side of the footway.

Temporary TRO

I appreciate that there is no right of objection to a Temporary TRO, but I do have a couple of comments on the Temporary TRO prohibiting the same right turn coming into effect on 9th March:

1. It is unlikely that anyone other than large HGVs will actually use the suggested diversion route all the way along Victoria Road to Mayfield Roundabout and back. Most vehicles will either perform a possibly dangerous U-turn somewhere along Victoria Park Road, or use residential roads in Clarendon Park to loop back on themselves.
2. The Temporary TRO says it is necessary due to kerbing works taking place but doesn't give any detail of these kerbing works. If the kerbing works referred to are those being carried out as part of the S278 works on Putney Road, there is no apparent need to close the right turn for these works as only a minority of the traffic currently using Putney Road comes via this right turn. If instead the kerbing works relate to the removal of the right turn lane itself, surely these works should not proceed until the permanent TRO process has been completed. In their Explanatory Letter relating to Planning Application 20192047, UoL say it would be inappropriate to start any section 278 works linked to the TRO before the permanent TRO process is completed, suggesting that the Temporary TRO is unnecessary and should be withdrawn

4.2 Officer's comments:

Thank you for your email dated 28th February 2020. You have raised an objection to the proposed Traffic Regulation Order (TRO) that looks to introduce a right turn prohibition from Welford Road into Putney Road. Having read through your comments and after speaking with colleagues, I understand that you have previously had discussions with officers over the planning applications and highway matters for this area. I would like to take this opportunity to try and resolve your concerns.

In summary, you state that your concerns are about traffic congestion in relation to the combined effects of the University's scheme, the Putney Road scheme to create a new junction at Aylestone Road and the proposed right turn ban as a solution to potential congestion. You also make comments about the modelling of the schemes.

The Highway Authority had reviewed the traffic data and agreed that a TRO should be required with regards to the implementation of a right turn prohibition. When reviewing objections, consideration can only be given to the proposed restriction as advertised.

You will be aware that The University of Leicester scheme was approved at the Planning and Development Control Committee on 3rd April 2019. The committee report covered the right turn ban and included an extensive section on the modelling of the Welford Rd/Putney Road junction. This modelling also took full account of the

Putney Road improvements. Detailed discussion on these issues also took place during the committee meeting before the scheme was approved.

The right turn prohibition is intended to alleviate delay on morning inbound traffic flow. Traffic redistributed from the proposed right turn prohibition was noted as not likely to be significant and the similar distances and timing of using the alternative routes are comparable.

I hope that this has answered your concerns. If you are satisfied and you would like to withdraw your objection, could you please let me know, either at the email address listed at the top of the letter or the Council's postal address shown at the bottom of the letter. If you would like to meet relevant officers to discuss this matter further prior to the committee meeting noted below, please contact the City Highways Director, Martin Fletcher on 0116 454 4965 or by email: martin.fletcher@leicester.gov.uk

If I do not hear from you by the 20th March 2020, I will assume that you would like your objection to stand. Should this be the case, it is our intention to present an Objectors Report to the Planning and Development Control Committee on 8th April 2020, before being sent to the Director of Planning, Development and Transportation for his final decision.

OBJECTION FROM OBJECTOR 'E' – DATED 28/02/20

5.1 Objector 'E' sent in these comments:

There are three main grounds to this objection:

- a) The proposed removal of the right turn is not a solution to the problem of excessive congestion and delay at this road junction. It eases inbound congestion on Welford Road in the morning peak, but makes congestion and delay in the evening peak worse. It also has a negative impact on Victoria Park Road, and is very likely to increase rat-running through Clarendon Park to avoid the increased congestion.
- b) The removal of the right turn will displace the problem of congestion to adjacent junctions used by the same traffic creating further delays and congestion. It will increase delays on the inner ring road (part of the Air Quality Management Area (AQMA)), which the Link Road scheme claimed it would reduce.
- c) The consequences of the proposed change have not been modelled. Some modelling has been done for the main junction, but this is flawed. No modelling has been done of the wider consequences. The authority does not know what the consequences of this change will be and should not proceed without a clear and informed understanding of how this change will impact on the local road network.

Background to the objection

The publicly stated reasons given for making the order to remove the right turn are misleading. The removal of the right turn was introduced as a fourth and final attempt to avoid traffic saturation and greatly extended delays at the main Welford Road/Victoria Park Road junction. This saturation is created by the combined traffic

impact of two different schemes – the Putney Road Link Road Scheme, and the University Development at Freeman's Common.

The first scheduled planning meeting for the Freeman's Common development was cancelled at short notice. Objectors had studied carefully the traffic modelling and had identified greatly increased and unacceptable delays to traffic particularly in the morning peak, but also in the evening peak. Objectors said that this junction could not accommodate the additional traffic from both schemes, which later actions by the Council confirmed.

Following this cancellation, a later planning meeting was held at which the Council then agreed with this view and the removal of the right turn was proposed to remove traffic from the junction. This was the only way of diverting some of the additional traffic away from this junction in order that some of these additional delays could be reduced, although not eliminated. It is important to acknowledge that the removal of the right turn does reduce some of the delays which otherwise would have resulted from these two schemes, but that the overall congestion at the main junction will still be greater than it is now before either scheme has been implemented. Once both schemes are completed and the right turn removed, congestion and delays at this junction will be much worse than the current situation.

All of the claims about traffic flows and congestion rely primarily on the traffic modelling, ideally combined with an understanding of how the local road system works. Unfortunately, it is difficult for anyone to speak with authority about the traffic impacts of the removal of the right turn because of significant shortcomings in parts of the modelling, especially that carried out for the Putney Road scheme which fell far below the normal professional standards required to have confidence in the results.

Even for the wider modelling major errors were made at different stages and the final modelling for the removal of the right turn was restricted in scope to the one junction with no examination of the impact on the wider local road network. It also simply removed from the analysis some of the significant traffic flows created by the two schemes with no examination of what then happened to this traffic.

Implications for Welford Road/Victoria Park Road Junction and Victoria Park Road

According to the modelling the removal of the right turn does reduce delays for Welford Road inbound traffic in the morning peak compared with what they would have been with the right turn in place. This is because it removes 291 right turns which intersect the main inbound radial traffic flow. However, in the evening peak delays and congestion increase substantially as a consequence of the removal of the right turn. Similarly, Eastbound traffic on Victoria Park Road increases in the evening peak above the already significant increases created by the two developments. Additional traffic and delays on Victoria Park Road will increase rat-running through Clarendon Park, which the Putney Road scheme controversially claimed it would reduce.

The removal of the right turn is not a solution to the problems of congestion and delay at this junction, neither is it an outcome of longer term planning of traffic flows in this area. It is, in effect, an unplanned reaction by the authority to the combined impact of the two schemes which, for some reason, it had not anticipated, although objectors had.

The wider implications of removing the right turn

Traffic removed from this junction by the removal of the right turn doesn't disappear from the road network, it goes somewhere else, but none of this has been modelled. The right turns removed from the Welford Road/Putney Road junction become right turns at the junction of Welford Road, Counting House Road, and the inner ring road at Almond Road. The congestion and delays are not eliminated, they are moved along a few hundred metres to cause more delays to the same traffic at a different place. Moreover, in making this change there will also be additional delays and congestion on the inner ring road (part of the AQMA) which already has high levels of pollution and which, paradoxically, the link road scheme claimed it would reduce. The traffic diverted to Counting House Road will include traffic going to the business area and also traffic for the new link road (which together make up 42% of the right turns), all of which will be subject to increased delays. Traffic from University Road which turned left and then right to access the old car park on the university site will need to take a different and longer route, but what it will be isn't known. What is known is that the modelling assumes none of it will go via Victoria Park Road, which appears to be an unfounded assumption given that this route is unchanged and already used to access the existing university car park.

The diverted traffic will face a longer slower journey as it negotiates Counting House Road, Freeman's Common Road, and the junctions with the new Putney Road link road to reach its destination. Overall delays across the network will in all likelihood increase as a consequence of the proposed change. That cannot be said with any certainty as it hasn't been modelled, but neither can it be said with any certainty that it will not happen, for the same reason. The failure to model the consequences of this change is the major weakness in the proposal and a central part of this objection.

Deficiencies in the modelling and the failure to model the wider consequences

Serious deficiencies in the overall traffic modelling have been referred to above. They make the modelling which has been done unreliable. This has been argued at various stages of these developments, and was also noted by the university consultants who said it produced results which were 'counter-intuitive and difficult to explain'. The problems don't end there. In modelling the removal of the right turn all the right turning traffic was simply removed from the model so it is no longer a model of the university development, the Putney Road link, or the base traffic. Additionally, this latest modelling also removed the Freeman's Common traffic which used to travel straight across from Victoria Park Road to Putney Road, which is completely unaffected by the removal of the right turn. There is no valid reason from removing this traffic and it is not clear why this has been done. It does, however, make the junction appear less congested.

These are all very significant problems but the major one for this proposal is the failure to model the wider impact of the change. In the officer's report to the planning committee the Highways Authority states that, *'The wide area impacts are considered not likely to be significant in respect of background traffic flows and the existing and future conditions on the network. Further modelling is not considered necessary.'*(p24). It is not clear what evidence, if any, was used to arrive at this claim. Additionally, this was written based on the incorrect figures for the volume of right-turning traffic. The Highway Authority initially informed the Planning Committee that there were 60 pcu right turns in the morning peak. The correct figure, identified by objectors, is 291 and the authority was required to amend their figures at the planning hearing. But even with a five-fold increase in traffic turning right their original view that further modelling was not necessary remain unchanged.

Conclusions

Two major developments will both feed significant levels of additional traffic into a critical point in an already congested section of the network. Objectors have argued from the outset that the local road system could not accommodate the additional traffic generated by the two schemes combined. An argument which has proved to be compelling. And even if the right turn is removed, the wider situation will not improve. Although strictly beyond the scope of the TRO process, it would make more sense to re-consider the underlying factors which are creating the problems to which this TRO is the reaction. There was little logic to the Link Road scheme from the outset, and the evidence from the traffic modelling itself did not support it. All the claimed benefits were created by improving access to the business area from Aylestone Road, but when the scheme operated as a link road the benefits were reduced. Additionally, whatever the authority claimed publicly, the Link Road scheme was inextricably linked to the further creation of the Evesham Road link – which the funding bid and early claims about the scheme made clear. This latter link does not appear in the draft Local Plan, and there is now little if any prospect of it being built. In this context the Putney Road link now makes no sense at all, and would be best reconsidered as a scheme simply to improve local access from Aylestone Road. This would be timely because although this link road should have been finished by now, work has not yet started. The need to close the right turn off Welford Road could then be re-assessed, and fully modelled.

As it stands, the fact of the matter is that the authority simply does not know what the wider consequences of the currently proposed change will be. To propose a significant change to this road network without any developed understanding of the consequences is both negligent and reckless. It is negligent to proceed without additional modelling when it is crystal clear that the original modelling is deficient, and this latest proposed change has not been modelled at all. It is reckless to make this change without any idea of what the consequences will be. The risk, to the local road network and to wider policies to do with traffic and pollution, is high, and should not be taken.

5.2 Officers Response

Thank you for your email dated 28th February 2020. You have raised an objection to the proposed Traffic Regulation Order (TRO) that looks to introduce a right turn prohibition from Welford Road into Putney Road. Having read through your comments and after speaking with colleagues, I understand that you have previously had discussions with officers over the planning applications and highway matters for this area. I would like to take this opportunity to try and resolve your concerns.

In summary, your principal concerns are about the proposed right turn ban as a solution to potential congestion, the redistribution of traffic resulting from it and the modelling of the Welford Road/Putney Road junction.

The Highway Authority had reviewed the traffic data and agreed that a TRO should be required with regards to the implementation of a right turn prohibition. When reviewing objections, consideration can only be given to the proposed restriction as advertised.

You will be aware that The University of Leicester scheme was approved at the Planning and Development Control Committee on 3rd April 2019. The committee report covered the right turn ban and included an extensive section on the modelling

of the Welford Rd/Putney Road junction. This modelling also took full account of the Putney Road improvements. Detailed discussion on these issues also took place during the committee meeting before the scheme was approved.

The right turn prohibition is intended to alleviate delay on morning inbound traffic flow and not negatively impact on the evening outbound flow. Traffic redistributed from the proposed right turn prohibition was noted as not likely to be significant and the similar distances and timing of using the alternative routes are comparable.

I hope that this has answered your concerns. If you are satisfied and you would like to withdraw your objection, could you please let me know, either at the email address listed at the top of the letter or the Council's postal address shown at the bottom of the letter. If you would like to meet relevant officers to discuss this matter further prior to the committee meeting noted below, please contact the City Highways Director, Martin Fletcher on 0116 454 4965 or by email: martin.fletcher@leicester.gov.uk

If I do not hear from you by the 20th March 2020, I will assume that you would like your objection to stand. Should this be the case, it is our intention to present an Objectors Report to the Planning and Development Control Committee on 8th April 2020, before being sent to the Director of Planning, Development and Transportation for his final decision.

OBJECTION FROM OBJECTOR 'F' – DATED 28/02/20

6.1 Objector 'F' sent in these comments:

I would like to register my objection to this proposal.

I understand some of my constituents are planning to submit much more detailed objections but my reason for objection is as follows.

The fundamental flaw in this proposal is that it is being considered apparently in complete isolation to other developments which are coming up in the area i.e. the plan to open up Putney Road to through traffic. If the right hand turn prohibition were merely to help facilitate the new development of Leicester University and the car park contained within, then there is currently probably enough capacity around the site for traffic to switch from using the right hand turn at Welford Road to using Counting House Road and Freemans Common Road as they are both not operating at capacity at the moment. What this proposal does not acknowledge is that the opening up of Putney Road, combined with this proposal, combined with the Leicester University development has potential impacts which have not been properly modelled and are, therefore, not fully understood.

The best analogy is this right hand turn prohibition is putting a sticking plaster on a deep wound (but the wound hasn't happened yet). This is largely due to the fact that there is no understanding of the traffic volume effects of opening up Putney Road. If it doesn't attract traffic then it is a huge waste of money, if it does attract traffic volumes then the unintended consequences are not understood and this right hand turn prohibition could just lead to drivers making up their own routes to spin around and rat run including coming through residential streets in Clarendon Park and Knighton Fields.

For these reasons I wish to submit my objections and be registered as an objector to this traffic regulation order.

6.2 Officers Response

Thank you for your email dated 28th February 2020. You have raised an objection to the proposed Traffic Regulation Order (TRO) that looks to introduce a right turn prohibition from Welford Road into Putney Road. Having read through your comments and after speaking with colleagues, I understand that you have previously had discussions with officers over the planning applications and highway matters for this area. I would like to take this opportunity to try and resolve your concerns.

In summary your objection concerns the proposed right turn ban which you consider is being proposed as a solution to traffic problems that could result from the Putney Road scheme and that you think it is being considered in isolation to that scheme.

The Highway Authority had reviewed the traffic data and agreed that a TRO should be required with regards to the implementation of a right turn prohibition. When reviewing objections, consideration can only be given to the proposed restriction as advertised.

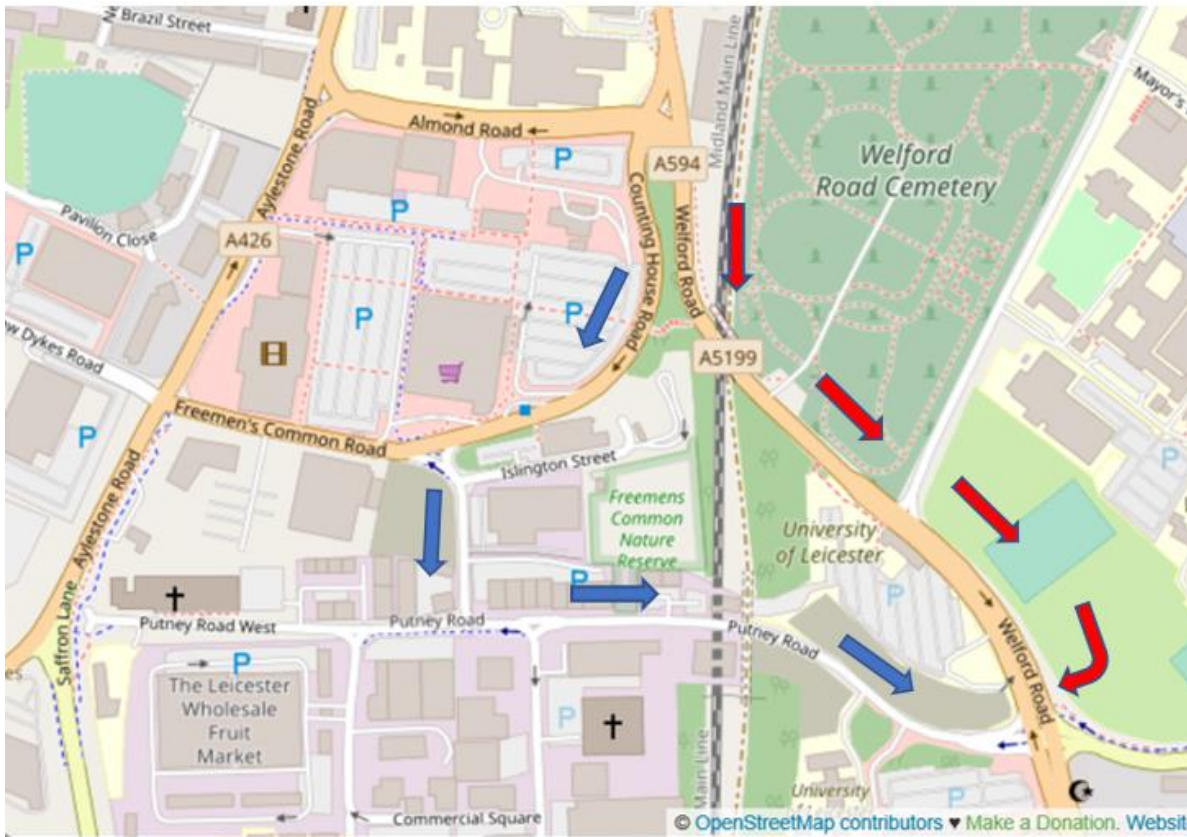
You will be aware that The University of Leicester scheme was approved at the Planning and Development Control Committee on 3rd April 2019. The committee report covered the right turn ban and included an extensive section on the modelling of the Welford Rd/Putney Road junction. This modelling also took full account of the Putney Road improvements. Detailed discussion on these issues also took place during the committee meeting before the scheme was approved.

The right turn prohibition is intended to alleviate delay on morning inbound traffic flow. Traffic redistributed from the proposed right turn prohibition was noted as not likely to be significant and the similar distances and timing of using the alternative routes are comparable.

I hope that this has answered your concerns. If you are satisfied and you would like to withdraw your objection, could you please let me know, either at the email address listed at the top of the letter or the Council's postal address shown at the bottom of the letter. If you would like to meet relevant officers to discuss this matter further prior to the committee meeting noted below, please contact the City Highways Director, Martin Fletcher on 0116 454 4965 or by email: martin.fletcher@leicester.gov.uk

If I do not hear from you by the 20th March 2020, I will assume that you would like your objection to stand. Should this be the case, it is our intention to present an Objectors Report to the Planning and Development Control Committee on 8th April 2020, before being sent to the Director of Planning, Development and Transportation for his final decision.

APPENDIX D – ALTERNATIVE ROUTE PLAN & RESULTS SUMMARY



KEY:

➔ - right-turn route; ➔ - alternative route

Junction	Junction Reserve Capacity (%)				Notes
	AM		PM		
	Before	After	Before	After	
Welford Rd / Counting House Rd	+2.0	- 4.1*	+7.9	+8.6	* queue length increased by approx. 4 vehicles
Counting House Rd / Freemens Common Rd	+60.2	+33.6	+58.8	+32.5	Significant reserve capacity in junction

In summary, the results demonstrate the alternative route can accommodate the displaced right turn traffic with minimal impact on existing network performance.

Extract from Highway Authority Comments on Planning Application.

The extract below makes specific reference to the alternative route using Counting House Rd:

Proposal to Prohibit the Right Turn From Welford Road to Putney Road

The wider implications of the proposed Welford Road – Putney Road right-turn ban are considered below:

- i) The restriction impacts on a relatively small number of existing trips (60 pcu AM / 106 pcu PM)
- ii) an alternative route is available via Welford Road & Counting House Road
- iii) the travel time and distance for the alternative Counting House route are comparable to the Welford Road – Putney Road option (Via Putney Road: 3 mins / 800m; via Counting House Road: 3 mins / 900m)