

Subject:	Vogue Gyratory Improvements		
Date of Meeting:	14th January 2014		
Report of:	Executive Director Environment, Development & Housing		
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Ward(s) affected:	St Peters & North Laine, Hollingdean & Stanmer		

FOR GENERAL RELEASE**1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The purpose of this report is to outline revised proposals for improvements to the Vogue Gyratory. Initial proposals developed as part of the Lewes Road Improvement Scheme were supported through public consultation but subsequently not taken forward due to concerns over the likely negative impact on journey times for buses and general traffic.
- 1.2 The Lewes Road Scheme gained cross-party support at the Transport Committee meeting on 2nd October 2012 and has subsequently been implemented. The committee agreed that officers should develop alternative proposals for the Vogue Gyratory for consideration at a future meeting.
- 1.3 The revised proposals detailed in this report incorporate feedback received during the earlier consultation processes while maintaining sufficient capacity for buses and general traffic to ensure journey times will not be adversely affected.

2. RECOMMENDATIONS:

- 2.1 That the committee notes the results of the 2012 public consultation reported at the Transport Committee meeting on 2nd October 2012 and approves the revised improvements to the Vogue Gyratory.
- 2.2 That committee authorises officers to proceed with advertising the formal Traffic Regulation Order (TRO) for changes to the Vogue Gyratory. Should any objections be raised then they will be heard at a future meeting of the Environment, Transport and Sustainability Committee where final approval would need to be given to proceed with implementation.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 In July 2011 the City Council was successful in bidding for £4.2m funding for the Lewes Road Corridor through the government's Local Sustainable Transport Fund (LSTF). The funding is being used to implement infrastructure measures on Lewes Road and in the surrounding residential areas, as well as a range of

initiatives to encourage people to travel more sustainably. A further £2.25m has been committed to the overall project by local partners including Brighton & Hove Bus Company, Brighton & Sussex Universities and Brighton & Hove PCT.

- 3.2 Following award of the funding and after extensive initial engagement with local residents and businesses, detailed proposals for Lewes Road and the Vogue Gyratory were developed which comprised of the following two key elements:
 - 1) Bus & Cycle Lanes in both directions on the dual carriageway section of Lewes Road between The Vogue Gyratory and the A27 at Falmer.
 - 2) On-road 2 metre northbound cycle lane through The Vogue Gyratory with improved pedestrian facilities and more efficient traffic lights to aid the flow of traffic. The existing southbound cycle lane would also be widened to 2 metres through the gyratory system. Plan included at **Appendix A**.
- 3.3 Both schemes were subject to extensive public consultation in April / May 2012 where a majority of respondents were supportive of the proposals. Further details of the consultations are included in section 5 below.
- 3.4 Following the consultations and during the subsequent detailed design process, the citywide transport model was utilised to fully understand the wider impacts of both schemes and to predict the impact on journey times for general traffic and buses. The results of this modelling suggested that introducing the bus and cycle lane scheme on Lewes Road would not result in significant increases in journey times for general traffic. The Lewes Road scheme was subsequently approved by committee in November 2012 and has now been implemented in full. Early monitoring results suggest that the scheme has improved bus journey times and that the impacts on general traffic have been minimised.
- 3.5 However, the detailed modelling undertaken on the Vogue Gyratory proposals suggested an unacceptable level of additional delay would likely occur for northbound traffic on Lewes Road south of the Vogue Gyratory. This is particularly relevant as there is insufficient space to provide any form of bus priority in this location and therefore bus journey times would be severely affected, negating the improvements implemented on the dual carriageway section to the north.
- 3.6 Officers therefore recommended that further design work was required, in conjunction with key stakeholders, to ensure that the desired benefits for buses, cyclists and pedestrians do not create unreasonable disbenefits for other users. Traffic Orders and detailed plans for the Vogue Gyratory were therefore not taken forward and it was agreed that revised proposals will be presented at a future meeting of the Committee before Traffic Regulation Orders are published.

Revised Scheme

- 3.7 The further design work has now taken place and a revised proposal developed which aims to retain key elements of the original proposal while still maintaining sufficient capacity. A plan of the revised proposal is included at **Appendix B**.

3.8 The key elements of the revised proposal include the following:

Simplification of the existing complex layout, making the junction safer and more legible for all users

Continuous 2 metre wide northbound cycle lane through the Gyratory system

Improvements to the Sainsbury's bus stop through introduction of a 'floating bus stop' and larger bus shelter as successfully used in the Lewes Road Scheme. This will allow Service 25 bendy buses to call at this stop where currently they are unable to

Pedestrian improvements across the Sainsbury's car park entrance in the form of a raised area to give pedestrians priority over traffic emerging from the car park

Changes to the kerb alignments at the entrance and exits to the Gyratory in order to provide adequate space for cyclists and vehicles to move through the junction without coming into conflict or causing delay

Improved and simplified pedestrian crossings

Replacement traffic signals to improve efficiency and traffic flow

Advanced green phases for cyclists at traffic lights, providing a 3 second head start to reduce conflict

3.9 The key difference between the revised proposal and the original is the omission of the cycle priority traffic signals at the left turn into Hollingdean Road for northbound traffic. The transport modelling suggested that this element, in conjunction with the required reduction in carriageway and revised signal timings, was the key factor in reducing capacity and therefore the predicted increase in journey times for buses and general traffic. Removal of this element means that a possible conflict point remains for cyclists and general traffic at this location but that the overall capacity of the junction would be maintained at a reasonable level. This conflict point exists under the current layout and through good design and use of coloured surfacing and clear road markings it is considered that the conflict can be managed under the new proposal. The accident record for this location will need to be monitored following implementation to ensure there are no specific issues.

3.10 Despite the omission of the cycle priority traffic signals outlined above, the improvements still represent a significant improvement for cyclists, general traffic and buses. Reductions in the number of accidents taking place can be expected as well as further increases in the number of people cycling due to the vastly improved conditions that would result.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

4.1 The consultation process outlined in this report has allowed for local people and key stakeholders to be fully engaged in the development of proposals for the

Vogue Gyratory. It is considered therefore that the proposal is a reflection of the wishes of the local community as a whole and this is demonstrated by the high level of support.

- 4.2 The initial proposal presented to committee on 2nd October 2012 has been deemed unworkable due to the negative impact on capacity and journey times for general traffic and buses. The revised proposal is considered the best solution available within the existing fixed constraints.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 An initial public consultation was held over a 6 week period in November and December 2011 to inform people about the award of the funding and gather local opinion on the transport issues that exist in the area. Further, more detailed public consultation was then undertaken over a further 6 week period in April 2012 on plans for the Vogue Gyratory and Lewes Road which involved as many local partners and stakeholders as possible. Information leaflets and questionnaires were mailed to 31,190 residential and business addresses and a further 1000 consultation packs were sent to random city-wide addresses. 2069 packs were delivered to Brighton University who have sites and Halls of Residence in the area and similarly 3356 were delivered to Sussex University.
- 5.2 In addition to the direct mail-out, numerous exhibitions were held in local community centres and other venues throughout April and May 2012 and a further four exhibitions were held at University sites.
- 5.3 4166 responses to the consultation were received in total. A significant majority of respondents were local residents (82%), while 16% indicated they work in the area and 7% were students. 65% (3534) of respondents supported the proposed changes to the Vogue Gyratory.
- 5.4 The results of the consultation suggest a clear majority of respondents are in favour of the original proposals for the Vogue Gyratory. Given that the plans have not changed significantly, and the issues raised by local people in relation to the existing layout still exist, it is considered that the results of the previous consultation are applicable to this revised proposal.
- 5.5 A further period of consultation will be undertaken when the Traffic Regulation Orders are released, giving people a further opportunity to comment on the proposals if necessary.

6. CONCLUSION

- 6.1 This report outlines revised proposals for improvements to the Vogue Gyratory following the decision not to proceed with the original scheme due to concerns over the likely negative impact on journey times for buses and general traffic.
- 6.2 The revised proposals detailed in this report incorporate feedback received during the earlier consultation processes while maintaining sufficient capacity for buses and general traffic to ensure journey times will not be adversely affected.

- 6.3 It is therefore recommended that the committee notes the results of the 2012 public consultation and approves the revised improvements to the Vogue Gyrotory. The next stage of development will be for officers to proceed with formal consultation as part of the Traffic Regulation Order process. Should any objections be raised then they will be heard at a future meeting of the Environment, Transport and Sustainability Committee where final approval would need to be given to proceed with implementation.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 Detailed costings have not yet been prepared but will be completed in time for the next report following TRO consultation (if objections received). Based on similar schemes, costs are expected to be in the region of £500k. It is planned to meet these from the Local Transport Plan (LTP) capital budget for 2014/15 but other potential external funding sources will also be explored. The LTP allocations will be subject to final approval as part of the overall budget setting process.

Finance Officer Consulted: Jeff Coates

Date: 12/12/13

Legal Implications:

- 7.2 The Council's powers and duties under the Road Traffic Regulation Act 1984 ("the Act") must be exercised to secure the expeditious, convenient and safe movement of all types of traffic including cyclists and pedestrians. As far as is practicable, the Council should have regard to any implications in relation to:- access to premises; the effect on amenities; the Council's air quality strategy; facilitating the passage of public services vehicles; securing the safety and convenience of users; any other matters that appear relevant to the Council.
- 7.3 The Council has to follow the rules on consultation set out by the government and the courts. The Council must ensure that the consultation process is carried out at a time when proposals are still at their formative stage, that sufficient reasons and adequate time must be given to allow intelligent consideration and responses and that results are properly taken into account in finalising the proposals.
- 7.4 After the proposals are formally advertised, the Council can, in the light of objections / representations received, decide to re-consult either widely or specifically when it believes that it would be appropriate before deciding the final composition of any associated orders. Where there are unresolved objections to the traffic orders, then the matter is required to return to Environment, Transport and Sustainability Committee for a decision.
- 7.5 The Council is under a legal duty as a public authority to consider the human rights implications of its actions. Parking and traffic restrictions have the potential to affect the right to respect for family and private life and the right to protection of property. These are qualified rights and therefore there can be interference with them where this is necessary, proportionate and for a legitimate aim.

Equalities Implications:

- 7.6 The scheme will be designed in line with industry best practice and guidance to ensure all facilities are fully accessible to all members of society.

Sustainability Implications:

- 7.7 The measures outlined in this report will assist in meeting One Planet Living objectives by promoting and encouraging greater use of sustainable transport, and particularly overcome current barriers to walking, cycling, and bus use. It is predicted that significant reductions in travel by private car would result from implementation of the scheme, with people instead choosing to travel by walking, cycling or bus due to their increased attractiveness and viability made possible through the improvements identified. The scheme will seek to enhance health by encouraging active travel amongst local people and reducing the causes of air pollution in the area, namely excessive levels of motorised traffic.

Risk and Opportunity Management Implications:

- 7.8 The main risk associated with the next stage of the process relates to the potential for unresolved objections to the TRO consultation. Should this be the case then such objections would have to be heard by the Committee therefore delaying construction. Longer term risks include the potential for the project costs to exceed the available budget and the risk of any identified enhancements having unforeseen negative consequences when implemented. The latter risk has been mitigated by a careful design process in the first instance, and thorough extensive consultation with end users.

Public Health Implications:

- 7.9 Increasing the number of pedestrians and cyclists and encouraging greater use of public transport will directly lead to improved public health through increasing the use of active modes and therefore the amount of exercise undertaken by local people. Reducing the number of people travelling by private vehicle will also lead to an improvement in air quality which in turn will improve public health.

SUPPORTING DOCUMENTATION

Appendices:

1. Plan showing Original Vogue Gyrotory Proposals
2. Plan showing Revised Vogue Gyrotory Proposals

Documents in Members' Rooms

None

Background Documents

1. Lewes Road LSTF Project – Consultation Results and Way Forward. Transport Committee report, 2nd October 2012
2. Lewes Road Transport Improvements - Formal TRO Consultation. Transport Committee report, 27th November 2012