

## **NEIGHBOURHOOD DEVELOPMENT PLAN DURSLEY –**

### **TRAFFIC AND TRANSPORT EVIDENCE BASE REVIEW**

#### **KEY INPUT INTO THE VISION AND OBJECTIVES**

##### **OVERVIEW**

The purpose of this report is to set out the key transport challenges and issues for Dursley and to summarise the key evidence areas that should help in shaping the vision and objective setting session.

The note has been developed by David Evans and Jon Harris and will be presented by David Evans in his capacity as the transport stream leader.

An important issue to appreciate is the significance of the transport work area as a cross-cutting theme that supports wider objectives of place making and strengthening Dursley's role as a local economic centre and its role in providing a service centre both to local people and employers – but also to tap into the leisure and 'walker tourism' market stimulated through the Cotswold Way and wider countryside access.

The evidence base is still in the process of being finalised and validated, principally due to timings in relation to Rednock School participation and the need to dovetail in with Cam Parish Council's requirements to survey users of Cam and Dursley Railway Station.

A full list of the technical material available is set out in Appendix 1, identifying areas of data still to be submitted.

**The 'family' of transport considerations can be summarised as:**

- Parking and Access
- Cycling
- Pedestrian Connectivity: Walking and Access for All
- Traffic and Roads
- Public and Community Transport
- Travel Awareness and Behaviour Change

## PARKING AND ACCESS

### LONG-TERM PARKING

**The Need** Currently the responses from the business survey are insufficient for a clear, numeric assessment of suppressed need for long stay parking, so the need for more parking to support local businesses is inferential and perceived, rather than real.

A key recommendation is that Dursley Town Council needs to be involved in working with Stroud District Council on shaping the parking needs survey, to ensure that the study makes a full and proper assessment of the long-stay demands (i.e. over 3 hours) and records incidences of displaced parking.

Due to the topography and layout of the town centre, there is little scope for 'park and stride' approaches which would normally work well in market town locations such as this.

**Evidenced By** Loss of 43 spaces in Littlecombe Development Plan.

20 - 30 spaces required for Dursley Bowling Club.

Stated requirements from Town Centre Business survey (although note weakness above).

Long stay provision for walkers on Cotswold Way.

**Proposals** Ensure that the Stroud DC parking study addresses the suppressed demand situation for employers.

Examine the scope to extend the longer stay provision through partnership working with Sainsbury's regarding spare capacity spaces to the rear of the existing store car park.

### SHORT-TERM PARKING

**The Need** The current level of shopper parking is sufficient, based on the capacity of the Sainsbury's car park and other, smaller Council car parks within an easy 5 minute walk of the town centre. The current 3 hour stay limit is realistic for most users of the town centre, to allow time for convenience and comparison shopping, including use of services (i.e. library, coffee shops, hairdressers etc.).

The diagnosis points to the need for better planning for disabled users (Blue Badge spaces) and the provision of safe drop-off and pick-up facilities for community transport and private minibuses etc. The Sainsbury's car park, whilst it provides Blue Badge spaces to the highways/planning standards, provides

these 'off centre' in relation to the main town centre and there is no dedicated space to cater for community transport vehicles. The existing layby on Castle Street (near the Leisure Centre) only allows rear tailgate access into the main flow of traffic and is not 'off road' or protected.

**Evidenced by** Loss of 8 spaces in regard to Dursley Leisure Centre Extension

The Dursley town centre transport survey will be carried out as part of the Farmers Market event on Saturday 11<sup>th</sup> October and will allow further data on car parking need, location and length of stay to be recorded.

**Proposal** Consolidate the existing short stay car parking to enable 'smarter use' of the Castle Street car park (28 spaces) to include:

- Safe drop off and turning for community transport vehicles (linked to DATE's future objectives).
- Secure, covered cycle and motorcycle parking.
- Increased stock of Blue badge spaces.
- Taxi drop off and pick up point.
- Shelter for those waiting.

## CYCLING

**The Need** To encourage cycling as an alternative to car use within the main settlement area and reduce carbon emissions.

To allow cycling to be adopted as a viable means of transport for the 'school run'.

To enable residents of new housing schemes to be able to select cycling as a realistic alternative to accessing the local community.

**Evidenced By** Traffic survey 2013 for Everside Lane - Byron Road shows number of cyclists has decreased from 49-55 in 2004/6 period to 21, which may be linked to overall increase in traffic flows on the A4136.

The Greenway action plan is for the cycleway to follow the river Cam and be completed in 5 years, using the alignment of the former railway line for most of its route. This will provide a key off-road asset to link Dursley and Cam to railway station and also provide a corridor that will feed Rednock Secondary school. St Modwen's say this will be 3m wide tarmac, but is not shown on

latest block plan.

School travel survey for Rednock is due for release during October 2014 to validate the future potential for cycling mode share to school.

**Proposal**

A key cycling objective will be the development and completion of the Greenway to provide a realistic alternative from using the A4135 corridor. However the issue of environmental intrusion may prevent the incorporation of 'full lighting'; use of low level lighting may reduce the attractiveness of the route for some users.

Development of a more ambitious series of targets for Rednock school linked to Dursley and Cam Neighbourhood plans and maximising the number of students cycling daily under 3 miles.

Develop improved cycle parking facilities for short and long stay cycle parking within the town centre, including locations at the gateways into the main core and longer term covered parking facilities for town centre employees and walkers.

## **PEDESTRIAN CONNECTIVITY: WALKING AND ACCESS FOR ALL**

**The Need**

This area of research has benefitted from a comprehensive programme of pedestrian route assessments, carried out by a combination of Harris Ethical staff, work placements including Rednock School work experience students, and volunteer support through individual members of the community.

In order for effective placemaking and cohesive communities to be developed, it is vital that the walking environment is properly assessed – as this is the scale at which many people interrelate and travel within smaller market towns. The 'pedestrian scale' of a settlement allows us to provide space for people to meet/greet, socialise and use local services.

**Evidenced by**

This was an area where there was a considerable gap in knowledge, and the collation of the data in this way allows the Town Council to be prepared for input into pre submission or live planning applications, as well as shaping the Neighbourhood plan.

The coverage of the town accounts for over 70% of all routes, taking account of:

- Main pedestrian routes adjacent to key road corridors.
- Secondary residential routes that serve key facilities such as local.

primary schools.

- Connections between the town centre and strategic locations- such as Rednock School and development sites (e.g. Ganzells Lane and Littlecombe).
- Key 'desire lines' that local people use for access to leisure, dog-walking etc.
- Key routes to link into the Cotswold Way long-distance footpath, drawing walkers into the town centre and enabling Dursley to be a viable 'start point' for walkers.

The results have been presented in a number of ways:

- Full photographic coverage of all routes.
- Detailed technical audit record spreadsheets linked to potential costings to solve the access barriers currently in place (e.g. dropped kerbs, missing crossing points, signage, street clutter, poles/railing etc). This takes account of access standards needed to enable people with mobility impairments and other disabilities to be able to access the pedestrian network safely and independently.
- Route profiles based on a 'summary photo matrix' which is less of a technical audit but more of a 'route and place' assessment.

The full analysis is provided as part of the Annexes and will be available through the DTC website. The audit allows the suitability of existing routes to Highfield Primary School and Rednock Secondary School to be objectively assessed and priced – and can feed into the wider Community Infrastructure following discussions with Stroud DC and Gloucestershire CC. The proposed School Travel Survey to be conducted across Rednock School will also help validate, from a qualitative viewpoint, where the access barriers lie for students needing to access the school independently on foot.

The audit tool has already been used to set out the deficiencies in connectivity between the Ganzells Lane scheme, but the scope of impact has been limited through the responses given by GCC's Highways Development Management team, who considered that as the overall traffic impact was not 'severe' that a comprehensive pedestrian connections scheme could not be called for within the Section 106 or 278 framework. The evidence base was also collected during the live application process which gave time constraints on how well the County Council could accommodate the comments.

However there is scope to better influence the Littlecombe site, bearing in mind the land ownership interests of Stroud DC, and the longer-term pre-planning dialogue that has been undertaken by DTC.

In terms of specifics affecting the accessibility of the Littlecombe site, it is vital to provide good, safe walking routes for all, between the new estate and the Town, and from the Town to Vale Hospital.

The inappropriateness of routes has been assessed by the access audit, including The Knapp, as this would not be the most direct route to the town centre for shoppers and disabled people would need to climb 30 steps or negotiate a four-part ramp to the Knapp before descending into Littlecombe.

**Proposals** Assess the evidence base to create a tiered 'pedestrian improvements' plan which deals with:

- Tier 1 – Access to and within the town centre along primary routes.
- Tier 2 – Access from new development.
- Tier 3 - Safer routes to school.
- Tier 4 – Access to leisure and tourist routes.

Specific improvements include:

- Creation of a new path from Littlecombe to Sainsbury's car park.
- Footway widening at key pinch points.
- Dropped kerb and mobility crossing to create continuous routes.
- Better bus stop provision including bus boarder platforms.

## **ROADS AND TRAFFIC**

### **ROAD PINCH POINTS**

This issue links back to the results of the pedestrian access audit and who has priority within the town centre. Whilst a shared space solution could be considered, there are specific locations where the traffic conditions, vehicle flow and use by HGVs/LGVs would make this difficult, so a more radical solution may be required:

### **A4135 SILVER STREET**

**The Need:** To create safe flows of traffic at a 20 mph speed, but without creating longer queue backs and safety risks further back out of the town; shuttle working using signals would not be workable due to sight lines and other road safety

constraints.

**Evidenced by:** Site observations, 'near misses' and other anecdotal evidence from traders and occupiers. To be supported by further accident (STATS 19) data and the transport interview survey.

**Proposals:** Options include the demolition of one side of Silver Street, under CPO, to enable safe access. Frontage space is insufficient to provide further pavement widening and means that pedestrians still have to walk into the road to pass each other, stepping into the road with their back to the traffic flow.

### **A4135 KINGSHILL ROAD/KINGSHILL LANE JUNCTION**

**The Need:** This is a sensitive junction which will be impacted by new development, and which is affected by 'school run' behaviour. The presence of slip roads parallel to Kingshill Road also causes challenges as these can be used to bypass the main traffic controls and create road safety issues for those using the parade of shops.

**Evidenced by:** Site observations, further intelligence from the Rednock school travel survey.

**Proposals:** Reconfigure signal arrangements, lever off proposed Section 106 contributions.

### **TRAFFIC SPEED AND FLOW**

**The Need:** In order to provide the necessary safety measures for all vulnerable road users, speed needs to be addressed, particularly on the main spine route through the town. A 20 mph speed limit should be examined for residential roads, with a 30 mph limit strictly enforced on the main A4135. In addition the town centre 'gateways' (i.e. Silver Street to the beginning of Kingshill Road) should be a 20 mph limit through design and limits imposed.

There will also be a longer term requirement over the Neighbourhood Plan period to ensure that traffic volume and vehicle composition (i.e. HGVs %) is addressed, particularly in relation to 'through traffic' – which could be exacerbated if a Lydney-Sharpness crossing point is provided, drawing traffic from South Stroud and the South Cotswolds via Cam and Dursley.

**Evidenced By:** Speed data from GCC which gives the 85<sup>th</sup> percentile speed at 30.6 mph, and the average mean speed at 25.6 mph along the A4135.

Automatic Traffic Counter data being sourced.

**Proposals:** 20 mph zone for the town centre, compromised by blanket 20 mph zones

around the schools.

### **PEDESTRIAN ZONE**

**The Need:** Access for servicing and deliveries is still needed into Parsonage Street for frontage deliveries. Although Parsonage Street behaves as a pedestrianised area, the actual traffic orders allow this work as a street.

**Evidenced by:** Conflict between different users of the street, and a particular problem for elderly or disabled persons, and for child pedestrian safety.

**Proposals:** Formalise the traffic order to support the traders in making this a pedestrian space, to enable more café culture and live activity on the street. Restrict deliveries to specific windows on the day (finish by 0930, start after 4pm) to manage conflict.

### **PAVEMENT PARKING**

**The Need:** Problem exacerbated by the narrow street, where deliveries and servicing cause safety and access problems for pedestrians; the alternative scenario is block back of traffic.

**Evidenced by:** Observed parking behaviour throughout the town centre.

**Proposals:** Pavement parking education campaign.

Identification of new locations for delivery and servicing bays to support the town centre.

### **DELIVERIES AND SERVICING**

**The Need:** Access to local shops and services to make daily deliveries; space prevents easy parking off-street.

**Evidenced by:** Poor parking practice and behaviour.

**Proposals:** Designated parking bays on-street where feasible, partnership working with Stroud DC in terms of access into car parks, partnership working with Sainsbury's, restricted access into the town centre 'pedestrianised' area.

## STRATEGIC ROUTING

**The Need:** Linked to the above the strategic importance of the A4135 as a 'through route' has key implications for the wider placemaking vision set out in other Neighbourhood Plan policy areas.

**Evidenced by:** The current level of traffic conflict (e.g., Silver Street) already occurring within the town and the difficulties that street users (elderly people etc.) experience when needing to cross the road.

**Proposal:** Ongoing monitoring of traffic composition and flow levels.

## PUBLIC AND COMMUNITY TRANSPORT

### CAM AND DURSLEY RAILWAY STATION

**The Need:** This is a key transport facility which serves both Cam and Dursley. Both the Parish and Town Councils are aligned on the need for better connectivity, walking/cycling routes, and better bus connections to the station. The station's function in the local community has changed significantly, now serving, in effect, the South Stroud area and attracting trips from a wider market, including 'kiss and ride', regular cycle commuters and car drivers. The station car park is full often by 9am and there is a strong demand for travel to Bristol and Gloucester. Whilst station car park capacity improvements are welcomed, the strategic role of the station and its level of facilitates need to be addressed.

**Evidenced by:**

2012/13 Key data (Office of Rail Regulator)

Entries Full Price	Entries Reduced Price	Entries Season	Entries Total
42,220	13,399	83,435	
Exits Full Price	Exits Reduced Price	Exits Season	Exits Total
27,816	42,220		13,399
83,435			

2012-13 Entries & Exits	2011 – 2012 Entries & Exits	% Change
-------------------------	-----------------------------	----------

166,870

162,992

+ 2.5% growth

Station user survey to be conducted prior to October half term week working in partnership with the Thinktravel travel advisor team (GCC) and local volunteers.

**Proposals:** Develop a station travel plan for Cam and Dursley to ensure that the balance of walking, cycling, public/community transport and car-based solutions are properly reflected.

Assess the need for enhanced facilities given its interchange hub function.

Work with FGW on minor 'quick win' improvements but which will further support passenger choice (e.g. converting the ticket machine to allow pre-booked tickets to be printed).

Note that the proposed expansion of the car park to cater for another 17 vehicles (using surplus Network Rail land) will deal with short terms issues but during the Plan period a longer term station masterplan and improvement of service frequencies should be delivered.

### **COMMERCIAL BUS SERVICES**

**The Need:** Vulnerability of commercial bus services in the town affected by operators' decisions, but which will disproportionately affect Dursley's population because of the % of elderly residents (e.g. Stagecoach).

Need for direct connections to Bristol that are faster and more regular.

Not all operators are using low floor compliant buses (e.g. Cotswold Green) which detracts from the attractiveness and usability of the bus service.

**Evidenced by:** Decision by Stagecoach to remove the Shakespeare Road route from the Service 21 Stroud to Dursley service. This will adversely affect many vulnerable residents in Dursley who rely on this service to access the town centre. The alternative is the Cotswold Green service which does not always have low floor vehicles. Removal of this type of service provision will seriously erode previous planning arguments i.e. if the service is withdrawn, it weakens the arguments made by the applicants in support of the Shakespeare Road site (S.14.0998/OUT) about its sustainability in terms of public transport.

Perceptions/comments about commercial bus services will also form part of the town centre-based transport survey planned for the 11<sup>th</sup> October 2014.

**Proposals:** Strategic bus review of commercial and supported bus services in the Dursley area, working in collaboration with Cam Parish Council and GCC.

Bus stop enhancements (low floor platforms) and real time information at key town centre stops.

Integrated bus map for Dursley/South Stroud area.

### **COMMUNITY TRANSPORT SERVICES**

**The Need:** There is suppressed demand for access by community transport given the age demographic in the town. DATE (Dursley and district Association for the Transport of the Disabled and the Elderly) is keen to develop its minibus offering and to enable local people to access local town centre services.

**Evidenced by:** DATE report and key date:

Annual Mileage 4000

Annual Passenger Journeys 420 (pick up to destination and return counts as 2 journeys)

Annual No of Passengers 4100

This illustrates the importance of the community bus service to provide the 'last mile' access into the town centre, particularly for those with limited mobility.

Perceptions/comments about community bus services will also form part of the town centre-based transport survey planned for the 11<sup>th</sup> October 2014.

**Proposals:** Work with GCC/DATE and other charitable grant-making bodies to enhance the offering provided by the DATE service.

Through the bus review process ascertain the potential for an expanded remit for DATE to operate into those areas that many lose commercial bus services and/or those that do operate but do not have a modern accessible fleet.

Identify a location for a dedicated community transport drop off point (off-road) to give direct access into the town centre (as covered by the parking section).

### **TAXIS**

**The Need:** Taxi provision and safe drop-off/pick up is an issue for the elderly sector (access to shops and services) and potentially for late night trips home. Potentially a location for safe/sheltered waiting could be brought into the strategy for the Castle St surface car park.

**Evidenced by:** This access issue is to be covered by the town centre transport survey 11/10/14  
Specific telephone consultation with taxi operators in Dursley to be carried out early October 2014.

**Proposals:** Consider a dedicated taxi set down/pick up area with good lighting/surveillance and situated off-road.

## **TRAVEL BEHAVIOUR CHANGE**

### **TRAVEL PLANNING/PERSONALISED TRAVEL ADVICE**

**The Need:** Sustainable transport modes have not been actively promoted as part of new development schemes, mainly because the scale and size of some of the housing proposals have not triggered the conventional travel plan packages by GCC (i.e. 80-100 units). Littlecombe is an exception, but sites like Ganzells Lane would have benefitted from a more holistic consideration of safer routes to school and active travel both within the development and within the

Shakespeare Rd estate.

**Evidenced by:** General levels of walking and cycling to school have tended to level off.

No school travel plans in place for Dursley C of E (Highfields) and Rednock.

High levels of car use for very short trips (i.e. to Highfields) that should be undertaken by active travel modes; increased development is likely to act as a further deterrent due to parking/perceived road safety considerations.

Key opportunity for personalised travel planning activity to be undertaken within existing housing areas and incorporated into all new development proposals.

Need for effective travel planning for large employers such as Sainsbury's.

Key focus on the Greenway and specific routes rather than wider behavioural change.

**Proposals:** Work with GCC Development Management to ensure that quality travel plans are delivered as part of medium and large housing schemes.

Develop a travel awareness programme offering resources and travel choice to residents and visitors which can attract Section 106 and other grant funding.

Develop a longer term sustainable travel group to examine partnership working.

Assess and develop a programme for more cycling to Cam and Dursley station including enhanced cycle storage at the station.

## **HOME-WORKING POLICIES**

**The Need:** To identify the scope for the use of proactive home-work and live-work policies to support SME and start up businesses within the Dursley area – with the by-product of reducing unnecessary travel.

**Evidenced by:** Need to support SME/ micro businesses and startups. Ability to secure a proportion of live/work units as part of new development and to support incubator locations that are sustainably located.

**Proposals:** Identify potential incubator/ start-up locations to support new businesses within the town centre.

Develop positive live/work unit policies to feed into Stroud LD and its parent economic policies.

## **Appendix 1**

### **NEIGHBOURHOOD DEVELOPMENT PLAN - TRANSPORT AND TRAFFIC EVIDENCE BASE**

#### **Part (a) Material already in place:**

- Elin Tattersall Briefing Notes – Roads, Traffic and Transport
- Vale Vision Community Strategic Plan 2005
- The Greenway Action Plan for Pedestrians, Cyclists and the Disabled
- Cam and Dursley Community Plan Survey 2011 and Greenway MAP
- 2011 Census Details
- Travel Summary Q5701EW
- Alison Fisk Car Park Usage Dursley 2011
- Public Car Park numbers and Sainsbury's Car Park numbers.
- Bowling Club parking needs
- Problems of Inadequate Parking on Crest Nicholson Estate
- D.A.T.E Community Transport details
- All Bus Timetables except school buses
- Draft Transport Questionnaire (Harris Ethical)
- Byron Road Whiteway Traffic Survey by Mr and Mrs Prodger
- Assessment of Traffic Problems in Silver Street
- Eastington NDP Traffic and Transport Questionnaire
- Draft Residential Travel Plan – Shakespeare Road
- Littlecombe application/masterplan
- Transport Assessments and Travel plans
- ORR Rail patronage figures for Cam and Dursley station
- Mapping of key barriers and issues (NDP Transport Group)
- Public rights of Way mapping
- Road traffic flows – A4135/Woodmancote
- Observed speeds – A4135
- Draft Rednock School Travel Survey
- Station Travel Plan Survey for Cam and Dursley
- Access audit maps and results covering principal, secondary, leisure and community routes

#### **Part (b) Material to be assembled**

- Access audit summary profiles to be placed on DTC website
- Station travel plan survey results (by end Oct 2014)
- Rednock School travel survey (by end Oct 2014)
- Road accident STATS 19 data for A4135

- Further ATC count site data
- Town centre transport survey results (by end Oct 2014)