### **COLESDOWN HILL**





This report seeks delegated authority to implement amendments to The City of Plymouth (Traffic Regulation and Street Parking Places) (Consolidation) Order 2004 & The City of Plymouth (Traffic Movement and Speed Limit Regulations) (Consolidation) Order 2022 in association with the Colesdown Hill TRO.

# 2. TRAFFIC REGULATION ORDERS REQUIRED

2.1 The elements that need a Traffic Regulation Order are as follows:

# No Waiting At Any Time

- (i) Colesdown Hill, the east side from its junction with Elburton Road for a distance of 31m in a northerly direction.
- (ii) Colesdown Hill, the west side from its junction with Elburton Road to a point 13 metres north of its junction with Billacombe Villas

### 20mph Speed Limit

- (i) Colesdown Hill from its junction with Elburton Road to its closed off part.
- (ii) First Avenue for its entirety
- (iii) Second Avenue for its entirety
- (iv) Third Avenue for its entirety

### 3. STATUTORY CONSULTATION

### **Proposals**

No Representation

The proposals for the Colesdown Hill TRO's were advertised on street, in the Herald and on the Plymouth City Council website on 14<sup>th</sup> March 2022. Details of the proposals were sent to the Councillors representing the affected wards and statutory consultees on 9<sup>th</sup> March 2022.

There has been 9 representations received relating to the proposals included in the Traffic Regulation Order.

Plymouth City Council response

140	Representation	Figure City Council response
ı	I have lived on the junction of 3rd Ave. and	The road humps are considered necessary in part
	Colesdown Hill for some 45 years. I helped	because there have been concerns raised about the
	campaign for the road closure, which greatly	safety of children crossing the road suggesting that
	transformed living on the hill for the better.	unfortunately a proportion of drivers are currently
	I am a car driver, motorcyclist, bike rider and walker.	travelling too fast. For example, in response to this consultation a resident who has had difficulty crossing the road as a pedestrian with schoolchildren has
	Whilst I am broadly in favour of the traffic management proposals, I strongly disagree with one part of the plan. The speed bumps.	responded: "I have numerous occasions where I have crept out into the road only for a car to come round the blind bend on Colesdown Hill very quickly".

The siting of the proposed speed bumps on Colesdown Hill is, not only unnecessary, it is dangerous.

Unnecessary because one is already going slowly losing speed due to a blind bend going downhill and only just beginning to accelerate going uphill, on the steepest part of the hill.

Dangerous because cyclists coming downhill will be already braking and leaning for the bend when they then hit a speed bump so unsettling the bike. This will be exacerbated in the wet.

The 20mph limit is to be welcomed but signs also need to be placed at the barrier on the Wixenford junction. We may be a 'no through road' but one problem we have is with riders on trail bikes weaving through the barrier and then blasting it.

Another issue is the frequent misdirection of HGV's trying to access Wixenford Farm Industrial estate. Unfortunately when the block of apartments was built at beginning of Colesdown Hill of it was called Wixenford Court, so adding to confusion. Better signage at the roundabout should help.

As we are dealing with Colesdown Hill I would like to point out problems with visitors parking too close to the junctions of 1st, 2nd and 3rd ave. This not only restricts view but can make it difficult when turning out of the avenues. Additionally if parked on the east side of Colesdown Hill it forces vehicles, going up and down the hill, across to close proximity with the junctions where vehicles may be driving onto the hill. These inconsiderate parkers are usually visiting an address in an avenue. The highway code addresses this but is not followed.

NB. Speed bumps cause damage to suspension, tyres and can present a road hazard. In the last 3 years I have personally had two front springs snap driving over speed bumps, one while going to Mountbatten. I was well inside the speed limit and in a flow of traffic. This left my vehicle stranded in a dangerous place until it could be

The speed surveys carried out in February and March 2021 slightly further up the hill recorded an average speed of 21 mph, but on a daily basis, there were vehicles that exceeded 35 mph, and in one instance a speed in excess of 50 mph was recorded. Unfortunately, traffic calming is therefore considered necessary to ensure that the route is safe for pedestrians and cyclists, in particular schoolchildren.

The road humps are designed not to be so severe as to be a danger for cyclists and the hump in question is located before the bend, so we do not anticipate the road hump being a problem for downhill cyclists. The crossing itself is located on a straighter, less steep section of the road.

20mph signs will be located along the length of Colesdown Hill and these signs will be positioned to face in both directions. Therefore, all traffic, including trail bikes, will be made aware of the speed limit.

No through road signs are posted at the start of the hill. We are pleased to confirm that both Google Maps & Waze journey planning sites do not currently direct motor traffic from the A379 to Wixenford Farm via Colesdown Hill. The proposed raised table crossing point and 20 mph speed limit may help to emphasise to HGV drivers that this is a residential road and not the access to Wixenford farm. Therefore, having discussed this concern with the council's Traffic Management team, it is not proposed to add further signage as part of this scheme.

Regarding the inconsiderate parking shown in the photographs provided, these proposals will help address that problem. Additional parking restrictions in the vicinity of First, Second and Third Avenue are not included in these proposals, and would require further statutory consultation before being considered for implementation. However, the proposed traffic calming and reduced speed limit can be expected to reduce vehicle speeds and so improve safety for vehicles exiting the avenues onto Colesdown Hill.

The road humps will be designed so as to not damage vehicles providing that they are driven over at an appropriate speed – which may well be lower than the proposed 20 mph speed limit.

	recovered, the broken spring having gone into the tyre. The repairer said this was a common occurrence.	
2	I support this proposal, but from a road safety perspective, as vehicles approaching the blind corner on the start of Colesdown Hill seem to be ignoring the fact that vehicles are already committed to coming down.  Is your proposal to give priority to those coming down the hill, as this would make sense, due to the blind corner at the start of the hill?	The proposal is to provide priority to vehicles coming up the hill as this is consistent with the highway code, which generally requires vehicles coming downhill to give priority to those coming uphill. Design guidance also recommends that give way/priority systems are arranged in this manner. Reducing the speed of vehicles coming down the hill is also considered more important in safety terms because downhill vehicles will find it more difficult to stop.
		The amended centre line road markings will encourage drivers travelling up the hill into a position where they have a clear visibility up the hill before travelling. Similarly, vehicles travelling down the hill will have clear visibility of any vehicles already travelling within the give-way system, allowing them to wait. The road hump will assist in slowing vehicles down on approach to the give-way markings.
	I have concerns over speed bumps and the potential for damage / wear on my cars suspension, as for the 20 mph speed limit, how do you propose to enforce this.	The 20 mph speed limit with the proposed traffic calming is expected to be largely self-enforcing. It is acknowledged that some vehicles will exceed the speed limit, in much the same way as some vehicles do already exceed the implied 30 mph speed limit, but overall speeds are likely to be reduced and therefore safety is likely to be improved.
	The yellow lines also need to be at the junctions to the Avenues, due to the issues with entering and exiting when inconsiderate people park right on the mouth of the Avenue	Additional parking restrictions in the vicinity of the Avenues are not included in these proposals, and would require further statutory consultation before being considered for implementation. However, the proposed traffic calming and reduced speed limit can be expected to reduce vehicle speeds and so improve safety for vehicles exiting the avenues onto Colesdown Hill.
	You also need to sort out the safety issues with the roundabout, I would be interested to know how many vehicle collisions there have been in the last few years, vehicles coming down from the left seem to be unaware that vehicles can be	The road humps will be designed so as to not damage vehicles providing that they are driven over at an appropriate speed – which may well be lower than the proposed 20 mph speed limit.
	coming down to their right.	Visibility at the roundabout is in line with highways standards (CD116), and this location is not identified as having a particular casualty problem. The reduced speed limit on the A379 has more generally reduced casualties along this stretch of road, and the proposed reduction in the speed limit on Colesdown Hill may further improve safety at this junction.
3	I want to email you in support of the above proposal as I believe this will make walking and cycling along Colesdown Hill much safer.  I hope that the cycle lane from Morley Meadows is started soon so that the clear	Thank you for your support, the intention is that improvements would be implemented on Colesdown Hill itself before the walking and cycling route along the railway alignment is opened. We are working hard to deliver the cycle path along railway alignment

benefits can be enjoyed by all. This will bring from Morley Meadows to Colesdown Hill as soon as extra people to Colesdown Hill, hence it is possible. important to also complete this project in line with the cycle lane. I wish to give my full backing to the proposed Thank you for your support. improvements to Colesdown Hill. It has been very dangerous to pass vehicles parked at the bottom of Colesdown Hill Because you had to drive on the right side of the road to go around a left hand Blind bend. 5 As a resident, whilst I welcome improved safety The traffic speed surveys that we have carried out proposals on Colesdown Hill, I am not in favour suggest that physical traffic calming is required to of "speed humps". Introduction of these reduce speeds of some vehicles to safer levels. increase fuel pollution and consumption, noise, and wear on vehicles. Clear signage of 20 mph limit, and double yellow lines, should suffice for traffic calming. Heavy transport continue to frequent the Hill No through road signs are posted at the start of the attempting to access Wixenford business units, hill. We are pleased to confirm that both Google so clearer signage needed (in lieu of accurate Maps & Waze journey planning sites do not currently satnav). direct motor traffic from the A379 to Wixenford Farm via Colesdown Hill. The proposed raised table crossing point and a 20 mph speed limit may help to emphasise to HGV drivers that this is a residential road and not the access to Wixenford farm. Therefore, having discussed this concern with the council's Traffic Management team, it is not proposed to add further signage as part of this scheme. Additional parking restrictions in the vicinity of the Avenues are not included in these proposals, and Double yellow lines in the vicinity of the access would require further statutory consultation before to the three Avenues are essential to improve being considered for implementation. However, the the visibility splay here and to allow Hill traffic proposed traffic calming and reduced speed limit can to give some clearance to those exiting the be expected to reduce vehicle speeds and so improve Avenues. I believe this to be a vital safety issue. safety for vehicles exiting the avenues onto Colesdown Hill. I trust consideration will be given to the points I have raised. A 20 mph speed limit for the southern 6 Thank you for your support half of Colesdown Hill: I fully support this. The raised table crossing point just north of the junction with Billacombe road: I There is insufficient width to install a pedestrian fully support modifications at this crossing point refuge island in this location. However, highway code however I have reservations about how rule 170 - "give way to pedestrians crossing or effective the proposed plans will be for waiting to cross a road into which or from which you pedestrians crossing east to west on this point, are turning. If they have started to cross they have particularly for primary school children walking priority, so give way." This means that vehicles exiting that direction in the morning. The difficulty the roundabout should give priority to pedestrians (which I know road safety officers are aware of) crossing Colesdown Hill. In order to further is that when crossing east to west one has to encourage southbound vehicles to slow down and give look essentially at all the three directions of the priority to pedestrians, give way markings will be

roundabout from which cars might be heading towards the Colesdown Hill exit to the north, and across at Billacombe Villas, where in the school times there is a school bus as well as other traffic exiting. To check for traffic coming down Colesdown Hill, it is actually impossible to have enough visibility to safely step out at all. As a busy roundabout on a key eastern corridor artery route, it is very hard indeed to have confidence that for nothing will come off the roundabout for sufficient time to be creeping into the road looking up Colesdown Hill. The reduced speed limit, the priority higher up the road, and the table top will of course improve the crossing situation and I have no opposition to them in that respect. However I do think that what is needed for a safer crossing is an island so that pedestrians don't have to look in five directions at once. Short of a controlled pedestrian crossing, I think this is the only thing that would improve the ability of pedestrians to make safer crossing decisions.

I know that this junction is causing problems for the older year groups at primary to be able to walk without parents. My daughter has witnessed class mates cross the road without looking, so certainly road safety educational support would be welcome for Morley Meadow. I would say that making most of my school journeys on foot, I encounter issues with vehicles about a quarter of the time, on average. They vary in how serious they are. I have had occasions where vehicles coming from the west on Billacombe Road have turned up Colesdown hill without any indicators. I have numerous occasions where I have crept out into the road only for a car to come round the blind bend on Colesdown Hill very quickly. However, I would note here that what feels very quick over such a short distance between bend and junction, may in fact often already not be more than 20mph, given the approach to the roundabout, so I'm not sure how much impact the 20mph limit will make. Drivers coming down the hill can see their way clear on the roundabout for cars before they have sight of the pavement on the east side which deters them from slowing.

I think that the installation of a children crossing sign ahead of the bend, with lights during school travel times, would be an important addition that could be made alongside the engineering infrastructure. This should also be for the whole roundabout as there are children of all ages walking on both sides in the morning and afternoon.

considered on the southbound approach to raised crossing point.

In addition, to further improve visibility, following discussions with the scheme designers and a road safety officer, we will look to include the removal of the guard railing at the junction mouth in the scheme. The removal of the guard railing may also help to slow vehicles.

There is limited space for additional signage on Colesdown Hill and it is not considered that this will be necessary if the proposed improvements are implemented.

We are engaged with Morley Meadow primary school through the Bikeit Plus programme which includes engagement on road safety. More information is here.

Regarding the concern that drivers coming down Colesdown Hill have better visibility of the roundabout than they do of pedestrians waiting to cross, the building out of the footway on the eastern side may well improve this issue.

There is limited space for additional signage on Colesdown Hill and it is not considered that this will

Installation of a footway connecting onto the new walking and cycling path: Fully support this.

The double yellow lines are proposed to help stop parking around the junction mouth: I must say that walking this four times a day, usually five days a week, I have never seen parking on this junction nor up Colesdown Hill as far as can be seen from the junction. As a busy roundabout I would be very surprised to see parking there. Indeed there are safety barriers along the pavement on either side of that junction so even pavement parking isn't possible. I'm not averse to the DYL, but I don't think they are necessary. It may be that parking is sometimes an issue at the junction of Colesdown and Billacombe Villas.

be necessary if the proposed improvements are implemented.

Thank you for your support

Thank you for your comments, other respondents have indicated that they do believe that parking on Colesdown Hill in the vicinity of the junction with the A379 is a significant problem. Perhaps this only occurs at particular times of day.

I have read your communication regarding the proposed changes to accommodate the extended walkway/ cycleway along the disused railway from Saltram Meadow. I have also viewed the plans online.

I have the following comments that I would like you to take into account.

- At the exit from the walkway onto Colesdown Hill, I am concerned that children can run straight out onto the roadway (Cyclists too). A barrier needs to be placed on the kerb of the new footpath to prevent this. Although the speed is to be reduced to 20 mph and traffic is single file, this in my opinion is dangerous. A barrier would stop cyclists and pedestrians exiting directly onto the road and divert them to be parallel to traffic.
- Traffic lights would be my preferred method of controlling traffic flow. As I feel that motor vehicles will not act with courtesy and race through the single flow section.

Thank you for your comments.

A barrier on the proposed footway would significantly reduce the available width of the new footway and would mean that cyclists and pedestrians would need to share the remaining constrained space because cyclists would not be able to join and leave the footway directly opposite the path down to the railway alignment. As you have noted, the speed limit and traffic calming will reduce vehicle speeds. It is also worth noting that pedestrians and cyclists joining Colesdown Hill from the proposed railway path are travelling uphill which is likely to moderate their speed and once at the top of the steps the carriageway is clearly visible to pedestrians and cyclists.

Traffic lights would be likely to introduce additional delay compared to the current proposals because extra time needs to be allowed for the lights to change and vehicles to clear the single file section. Traffic lights would be substantially more expensive to install and then maintain and therefore these are not proposed given that the give way/priority is expected to work effectively in this road with relatively low vehicle flows.

The give-way/priority system needs to be this length to provide a footway connecting the top of the path with Billacombe Road, any reduction will require the removal of the footway.

• The single section in my opinion is far too long. Vehicle drivers will have to look too far in advance and not give way and vehicles climbing Colesdown Hill will suddenly leave the bend at the Villas expecting traffic coming down the hill to give way to them. If traffic climbing the hill exceed the speed limit (20 mph) there is not enough time for downhill traffic to give way.

Vehicles travelling up the hill will be expected to do so at low speeds, they will have just travelled over one raised table and will be approaching another road hump. Also, it is worth noting from our site visits and when measuring/tracking the existing site conditions that the hill currently often operates as an informal give-way and our design proposal is to formalise this arrangement.

 Has the office considered traffic calming measures as used frequently in London to stop traffic racing through streets? E.G., a short distance zig zag at the bridge and a second at the Villas. It is considered that the currently proposed traffic management measures are the most effective way to improve safety in this location.

 I am in favour of the 20-mph speed limit but as we do not get any enforcement officers on Colesdown Hill I doubt that it will be enforced and be obeyed by all motorists. How will this be enforced? The 20 mph speed limit with the proposed traffic calming is expected to be largely self-enforcing. It is acknowledged that some vehicles will exceed the speed limit, in much the same way as some vehicles do already exceed the implied 30 mph speed limit, but overall speeds will be reduced and therefore safety is likely to be improved.

I am generally supportive of the measures proposed, principally, the addition of double yellow lines around the junction of Colesdown Hill with Billacombe Road.

Thank you for your support.

I would just like to raise a couple of points for your consideration:

 Can you confirm that a 20mph limit sign will also be installed at the existing no through traffic barrier located halfway along Colesdown Hill? This would ensure motorcycles coming from the direction of Wixenford/Stag Lodge will be aware of the change from national speed limit (60mph).

20mph repeater signs are to be positioned along the full length of Colesdown Hill facing in both directions. Therefore, any vehicles entering through the barriers will be alerted that it is a 20mph limit. A 20 mph sign will be sited as close to the barriers as reasonably possible.

• Although contrary to The Highway Code, have you considered giving priority at the southern end of Colesdown Hill to vehicles coming down the hill? Vehicles entering the road around the bottom bend will already be driving at a slower speed than vehicles coming down the hill, they can see more of the road ahead and perhaps will have a broader view of oncoming vehicles and be able to better judge whether to wait or continue driving. As a resident of Colesdown Hill for 25+ years I can speak from experience that this is already a familiar rule of courtesy practiced by the

The proposal is to provide priority to vehicles coming up the hill which, as you say, is consistent with the highway code. Design guidance also recommends that give way/priority systems are arranged in this manner. Reducing the speed of vehicles coming down the hill is also considered more important in safety terms because downhill vehicles will find it more difficult to stop.

majority of vehicles on this stretch of the road.

9 I would like to make a few comments regarding the proposed improvements to Colesdown Hill.

I agree with the double yellow lines at the end of the road as parking there was dangerous for those going up and down the Hill

I agree with the 20mph limit to stop those racing up the Hill to the barrier at the other end of Colesdown Hill where the road is shut. The area by the barrier has now become a car park for the workers on the Wixenford Business Park. Although I do not object to this area becoming an unofficial car park, I think an area should be hatched off as a turning point as it is now common practice for delivery vehicles to reverse back down Colesdown Hill as there is nowhere to turn unless they find a private driveway. One day a neighbour counted 20 cars parked at the top during the day.

I would prefer flat topped road humps for all three road humps instead of the two further up the Hill being round topped due to the damage to cars suspensions and they tend to be noisier. The humps like the ones by Hooe Lake would be preferable.

Additional clear signage from the barrier side of Colesdown Hill going down the Hill showing that the speed limit is 20mph for the motor bikes that come through from the Wixenford side as the speed limit on the road from Stag Lodge is 60mph.

I'm not sure how wide the footpath will be and I am sure allowances have been made for wide vehicles, especially as vehicles will be driving very close to the wall on the opposite side of the footpath, however every few weeks huge juggernauts (40 feet long) take the wrong turn to go to Wixenford and have to reverse down the Hill onto the Billacombe Road which is very dangerous. (Knocked the wall down which the Council repaired). The closure of the Road has never been shown on GPS, the road is shown to be open. I do not know who is responsible for updating road closures for SatNavs, but every week, I have to give instructions to drivers on how to get to Wixenford Business Park. Clear signage is needed at the bottom of the Hill that it is a No Through Road/Access

Thank you for your support.

Thank you for your support.

In order to help keep the area in the vicinity of the closure barrier free of parked vehicles, a sign will be installed making clear that it is a turning area and should be kept free of parked vehicles. Relocating the barrier slightly further north, by perhaps one or two metres to provide additional space will also be considered.

The road humps are designed in accordance with DfT guidance and would not be expected to damage vehicles as long as they are negotiated at an appropriate speed which may be lower than the 20 mph speed limit.

20mph repeater signs are to be positioned along the full length of Colesdown Hill facing in both directions. Therefore, any vehicles entering through the barriers will be alerted that it is a 20mph limit.

In the event that an articulated vehicle was to travel up Colesdown Hill, the 3.0m carriageway width at the give way priority system would allow this vehicle to reverse back through the scheme. In terms of the road closure along Colesdown Hill, we have input the journey from Laira Bridge to Wixenford business Park using 2 separate journey planning sites (Google Maps & Waze). We are pleased to confirm that both sites direct motor traffic to continue along Billacombe Road/ Elburton Road and turn left onto Haye Rd entering Colesdown Hill opposite Drake Memorial Park. There are also two existing signs at the bottom of the hill to make drivers aware that Coledown Hill is a No through road. The proposed raised table crossing point and a 20 mph speed limit may help to

only or Do not follow SAT NAV signs, I'm not sure what is available. The vegetation will need to be kept under control as well to stop scratching vehicles. The footpath was cleared last week which is the first time I have seen it done in years!

My personal opinion is that priority should be given to traffic coming down the Hill (although I know this is the opposite to the Highway Code). Visibility at the bottom of the Hill is good and you can see what is coming down the Hill, however due to the bend to the left at the bottom of the Hill (coming down), you cannot see traffic coming up the Hill until you are too far down. This will stop people having to keep reversing up the Hill. The majority of residents already give priority to traffic coming down the Hill as the road is wider by Billacombe Villas and it is easy for traffic going up the Hill to pull in.

It would also be good to stop cars parking on either side of the Avenues so that cars can pull out of the Avenues safely. We already have to edge out slowly due to poor visibility, and when there are cars parked there, you cannot see and it can also be difficult to manoeuvre around these parked cars. A bin lorry got stuck once by Second Avenue due to cars parked there and this caused chaos.

These are the views of a few of the residents I have spoken to and I hope they will be considered, although no one I have spoken to has any objections to the improvements that have been put forward.

I hope you will consider my suggestions when agreeing the proposed changes.

emphasise to HGV drivers that this is a residential road and not the access to Wixenford farm.

Therefore, having discussed this with the Council's Traffic Management Team, it is not proposed to implement additional signs.

The proposal is to provide priority to vehicles coming up the hill which, as you say, is consistent with the highway code. Design guidance also recommends that give way/priority systems are arranged in this manner. Reducing the speed of vehicles coming down the hill is also considered more important in safety terms because downhill vehicles will find it more difficult to stop.

Additional parking restrictions in the vicinity of the Avenues are not included in these proposals, and would require further statutory consultation before being considered for implementation. However, the proposed traffic calming and reduced speed limit can be expected to reduce vehicle speeds and so improve safety for vehicles exiting the avenues onto Colesdown Hill.

Thank you for your support.

# 4. RECOMMENDATION

After reviewing all consultation responses, it is recommended to proceed with the proposals and make the Traffic Regulation Order but with the following modifications to the designs:

- Remove the pedestrian guard railing on both sides of the Colesdown Hill junction with the A379 to help improve visibility, particularly on the west side and potentially help encourage lower speeds.
- Install give way markings on the southbound approach to the crossing point at the junction with the A379 to help emphasise to drivers the need to give way to pedestrians and encourage lower speeds on the approach.

Noting the concern raised that vehicles parking at the northern end of Colesdown Hill (just south of the closure) was meaning that there was not sufficient width for vehicles to turn, "keep clear/vehicle turning area" signs will be installed on the barriers. In addition, we will look to move the barriers slightly further north to provide some additional space for parking and turning. When modifying the barriers, to ensure safety and accessibility for mobility scooters and adapted bikes for people with disabilities as well as parents with pushchairs, we will also ensure that there is 1.2 to 1.5 m width between the barriers and also add reflectors.

### 5. LEGAL CONSIDERATIONS

The lawful implications and consequences of the proposal have been considered and taken into account in the preparation of this report.

When considering whether to make a traffic order it is the Council's responsibility to ensure that all relevant legislation is complied with. This includes Section 122 of the Road Traffic Regulation Act 1984 (as amended) that sets out that it is the duty of a local authority, so far as practicable subject to certain matters, to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. It is considered that the proposals comply with Section 122 of the Act as they practically secure the safe and expeditious movement of traffic in and around Plymouth and provide for suitable and adequate associated parking facilities.