

PORTFOLIO HOLDER DECISION RECORD



Report subject	Kingsbere Rd Experimental Traffic Regulation Order (ETRO).
Decision maker	Cllr Mike Greene
Decision date	27 July 2022
Decision taken	To revoke and remove the current Experimental Traffic Regulation Order in Kingsbere Rd.
Reasons for the decision	<p>Decisions regarding Traffic Regulation Orders (TROs) including Experimental Traffic Regulation Orders (ETROs) are delegated to the Portfolio Holder. An ETRO can run up to a maximum of 18 months and therefore a decision is required in regard to the future regulation of traffic in this area.</p> <p>The Portfolio Holder has considered the results of consultation to date, the evidence he has received relating to operation of the closure and the wider implications for the traffic network, the national and local transport policy, and has had regard to the views of the local Ward Councillors and the advice given by Officers. On balance the Portfolio Holder has decided that the experimental closure of Kingsbere Rd should be revoked and removed and has set out his reasoning below.</p> <p>In taking this decision regard has been had to the Council's duty under Section 122 parts 1) and 2) of the Road Traffic Regulation Act 1984.</p> <p>Portfolio Holders stated rationale:</p> <p>My starting point on decisions like this is to support the view of the relevant Ward Councillors. I then consider the benefits and disbenefits to see whether, on balance, there are sufficient reasons to take a different approach.</p> <p>In this case, the two Ward Councillors have expressed opposing views on whether to make the closure permanent or remove the measure: Cllr Rice wanting it made permanent and Cllr Miles wanting it removed. Accordingly, I have made an assessment which is that the benefits of closure do not outweigh the disbenefits. I have therefore decided to revoke and remove the measure.</p> <p>In coming to that conclusion, I have considered all the representations received during the consultation. The main factors I considered (although other factors were not ignored) are:</p> <p>The measure does create a quiet route with low motor traffic; however, many residents report that the measure displaces traffic onto the alternative routes. Logically, it appears to me that if the same journeys are</p>

made by motor vehicles locally, then those vehicles are likely to have to travel slightly further and this may generate additional traffic, congestion, noise and pollution on the alternative routes that may be greater than the reduced traffic benefit on Kingsbere Rd itself. It is true that over time the measure might foster more travel by sustainable modes and that would be a positive outcome. However, during the trial there was no direct evidence of that occurring and even if that did begin to increase over time, my view is that any increase is more likely to be fairly marginal and would not outweigh the disbenefits caused by the local displacement of traffic.

I have carefully considered the responses of the public to the consultation and note that overall there were more responses from the local area against the proposal than for it. Although the residents in Kingsbere Road itself are on balance in favour of the measure, far more residents on surrounding roads do not want the measure to be retained and I have placed significant weight on this, whilst keeping in mind that the Ward Councillors held opposing views on this matter.

Whilst this measure does help create a quiet route on Kingsbere Rd itself, and this does in that sense align with wider transport policy, the specific route is not identified as being a key part of any current strategy. It is a secondary route on the LCWIP (Local Cycling and Walking Implementation Plan) however because motor traffic flow was low, before the introduction of the measure, it is not fundamental in regard to making the route a satisfactory secondary route. In that context, whilst the lower motor traffic on this route may help promote active travel, it is also possible that increased traffic on alternative routes might also have the opposite impact.

I am concerned too that while the delays caused are small, the effect of the closure does seem to have increased bus journey route lengths and times. Longer journey times are well known to disincentivise people from using buses; and changes which have this effect are not aligned with the Council's commitment to make bus travel a more attractive option.

I am mindful that whilst transport policy is an important consideration, the Council also has a policy objective to consider the views of individuals in the communities that are effected by any proposals.

In addition, certain groups with protected characteristics, including the elderly, females and disabled people appeared, on balance to be adversely impacted by this measure.

I therefore believe that the short and possible long-term benefits of this closure do not outweigh the disbenefits and my decision is therefore to revoke and remove the experimental measure.

I also note that the ETRO closure in Kingsbere Road was introduced as an attempt to counter some of the traffic displacement caused by the Darby's Lane closure into minor residential roads. The public were also strongly against making the Darby's Lane measure permanent. In that case, however, the measure did directly lie on a route that is identified as a sustainable travel corridor under the LCWIP and is also a route that the Council currently has significant funding to improve and incorporate as part of a wider plan under the Transforming Cities funded programme (TCF). In my judgement, that objective and programme is not

	compromised by a decision to re-open Kingsbere Rd in line with the consultation outcome.
Call-in and urgency:	This decision is not regarded as a key decision and Portfolio Holder decisions are not subject to call-in and may be implemented immediately after the decision is taken.
Corporate Director	Jess Gibbons, Chief Operating Officer
Responsible officer	Richard Pearson, Transport Network Manager
Wards	Oakdale
Status	Open
Background	<p>National Policy</p> <p>In regard to this decision, it may be important to set out the policy background.</p> <p>The current national (English) transport policy is framed by a document called Gear Change published by the DfT and signed by PM Boris Johnson, that was updated in 2021, 'Gear Change: One Year On'. This policy is based on the premise that cycling can help <i>improve air quality, combat climate change, improve health and wellbeing, address inequalities and create prosperity</i>. It is also partly based on the opportunity created by the Covid pandemic during which it was observed that in England there had been an <i>increase in cycling of around 200%</i> with an apparent related objective of trying to embed some of that change in behaviour.</p> <p>In the section entitled 'Actions, not just words' it is noted that the delivery of the policy is based on <i>building better quality infrastructure, making streets better for everyone, and we need to make sure people feel safe and confident cycling. To deliver this, we need to ensure active travel is embedded in wider policy making, and want to encourage and empower local authorities to take bold decisions.</i></p> <p>According to the Policy Document, such decisions may include closing roads to motor traffic.</p> <p>The policy outcome is stated <i>We want to see a future where half of all journeys in towns and cities are cycled or walked.</i></p> <p>In August 2020 a publication 'Walking and Cycling Statistics, England:2019' it was estimated that 2% of all trips were made by cycle and 26% of all trips were made by foot. i.e. 28% of all trips.</p> <p>Local Policy</p> <p>The Council published the Big Plan in June 2021 that set out 5 big projects that include improved cycling and walking provision.</p> <p>The Council published its Corporate Strategy in Feb 2021 that set out 5 strategic priorities including a 'Sustainable Environment'</p>

meaning that the Council would take a leadership role in providing for a sustainable future and 'Connected Communities' meaning that our communities should be empowered and involved in decisions that impact them.

The Health and Well Being Strategy 2020-2023 (Published Sept 2020) outlines the Health and Wellbeing Board's aims to increase life expectancy, improve health and wellbeing, make sure children and young people have the best start in life.

Local Plans adopted by each of the three former councils include policies to secure improvements to transport infrastructure as part of new development and extend and/or improve the cycling and walking networks.

Local Transport Plan 3 - 2011-2026. This initially came into effect in April 2011 and set out a 15-year strategy for the transport network, with three-year implementation plans setting out investment. The latest implementation plan includes delivery of 1) Economic Growth, 2) A Reduction in Carbon Emissions, 3) Equality of Opportunity, 4) Improved Safety, Security and Health, 5) Improved Quality of Life for residents, and these are achieved by 1) Reducing the need to travel, 2) Managing and maintaining the existing network more efficiently, 3) Enhancing choices for active travel and "greener" travel, 4) Providing realistic Public Transport alternatives to the private car, 5) Car parking, 6) Making travel safer and 7) Improving the strategic transport infrastructure. The latest delivery phase of the plan includes the development of a Local Walking and Cycling Plan (LCWIP). We are currently delivering our Transforming Travel programme, funded primarily by a grant of £79m from the Transforming Cities Fund (TCF), which is part of the national government's Industrial Strategy to improve productivity and prosperity through investment in sustainable transport. The LCWIP sets out the Council's objectives to promote active travel in line with **Gear Change**. LCWIP was adopted by the Council in May 2022.

At the time of the 2011 census 5% of BCP residents who travelled to work usually commuted by cycle and 12% usually commuted on foot.

Climate and Ecological Emergency

BCP Council declared a climate and ecological emergency on 16 July 2019, committing our organisation to being carbon neutral by 2030 and Bournemouth, Christchurch and Poole by 2050.

Kingsbere Rd Project Background

The Kingsbere Rd experimental measure was conceived as a consequence of an initially experimental closure of Darby's Lane. An initial review of the Darby's Lane measure highlighted that residents were concerned about the displacement of traffic onto

alternative routes and Kingsbere Rd was identified as a potential route that could attract significant amounts of displaced traffic. The ETRO in Kingsbere Road was therefore introduced in the summer of 2021 as a complementary measure in response to these concerns. The measure consists of a trial modal filter which has closed the section of Kingsbere Road at the junction with Hennings Park Road to motorised vehicles. The modal filter operates 24 hours a day, seven days per week with exemptions for non-motorised users (cyclists and pedestrians).

The complementary measure in Kingsbere Road is 200m from an entrance to St Mary's Catholic Primary School and its closure may help promote walking and cycling to the school and in the area by making it a quieter and safer route.

The closure of Kingsbere Road to through traffic directly affects the route of the Service 32 bus to Poole, operated by Morebus. This service is contracted by BCP Council to ensure local residents have access to a bus in the area. It operates two times each way per day on Mondays- Saturdays.

From 20 September 2021, Morebus Service 32 which used to travel along Kingsbere Road, has been diverted via Pound Lane. To accommodate this change, four new bus stops have been provided. Further information about these alterations can be found on the [consultation webpage](#) and the [Morebus website](#).

The measure was scheduled to be installed on 20 September 2021. However, implementation was postponed on safety grounds due to a non-violent direct-action protest. A single protestor sat in the middle of the road where the planters were to be placed. This number then grew to 10 people. Dorset Police arrived on-site at 2.45pm to manage the situation which was largely amicable. Due to traffic associated with the school departure period and increasing numbers of pedestrians, a decision was taken to leave site and the Highway Team returned on 24 September 2021 to install the closure.

The History of Decision-Making Regarding Darby's Lane and Kingsbere Rd is Complex and the Project Time-Line Including the Link to Darby's Lane Project is Set Out Below:

Summer 2020

A trial modal filter was introduced closing the section of Darby's Lane at the New Inn Junction to motorised vehicles. It was one of several active travel schemes trialled using grants from tranche 1 of the DfT's Active Travel Fund. The modal filter operated 24 hours a day, seven days per week with exemptions to non-motorised users (cyclists and pedestrians).

7 August 2020 to 21 February 2021

Initial six-month consultation process took place. Members of the public were able to submit written representation (including objections) and complete an online questionnaire. Street notices, a press release and a public notice were also issued.

21 July 2021

Following a review of all consultation responses and discussions with Ward Councillors, the Portfolio Holder for Sustainability and Transport Councillor Mike Greene published his draft decision. It entailed:

- Extending the Darby's Lane trial by an additional three months for further review / decision.
- Expanding the experiment to include a new closure of Kingsbere Road at its junction with Hennings Park Road with a review after six months of operation and consultation.

The draft decision included the findings from the initial six-month consultation.

21 July 2021 to 11 August 2021

As part of the decision-making process that applied at that time, a further three-week engagement period was held when the public and interested parties had an opportunity to comment on the proposed decision via an online survey. (Due to levels of public interest, the duration was extended beyond the normal five working days). Altogether, 114 responses were received, and all were provided to the Portfolio Holder for consideration before a final decision was reached.

12 August 2021

The Portfolio Holder published their final decision, which confirmed the draft decision with amendment. In light of the additional engagement period, the further review period for Darbys Lane was reduced from three to two months to allow for a final decision to be processed within the maximum 18-month legal period permitted for an ETRO.

12 August 2021 to 19th August 2021

In accordance with the Council's Constitution, the final decision was subject to a period of Call-In by councillors. Ultimately, the decision was not Called In and its recommendations were approved.

20 August 2021

The final decision came into force.

10 September 2021 to 20 November 2021

The further two-month consultation was carried out using a similar process to the initial six-month consultation with a consultation webpage. Consideration was also given to feedback received for

the six-month consultation on Kingsbere Road which took place simultaneously.

7 December 2021

Following a review of all consultation responses received, including during the further two-month review period plus discussions with Ward Councillors, the Portfolio Holder for Sustainability and Transport published their proposed decision to make the experimental closure on Darbys Lane permanent.

7 December 2021 to 14 December 2021

As part of the decision-making process that applied at that time, a five working day engagement period was held when the public and interested parties were invited to comment on the proposed decision via an online survey. In total, 75 responses were received, and all were provided to the Portfolio Holder for consideration before a final decision was reached.

22 December 2021

The Portfolio Holder published their final decision, which confirmed the proposed decision. To make the Darby's Lane measure permanent.

22 December 2021 to 31 December 2021

The final decision was subject to a period of Call-In by councillors. The decision was not Called In and its recommendations were approved.

1 January 2022

The final decision came into effect to make the experimental closure of Darby Lane permanent. The consultation on the experimental closure in Kingsbere Rd continued to 25th March 2022 and is the main topic of this report. The measure at Kingsbere Rd remains in place pending this review and a final decision.

Traffic Counts and Studies Relating to Darby Lane and Kingsbere Rd Complementary Measures

Collecting meaningful traffic data to evaluate the impact of the Darby's Lane and Kingsbere Rd ETROs has been particularly challenging, as traffic flows were very varied and atypical during the initial trial period due to intermittent periods of lockdown related to Covid and subsequent gradual return to pre-covid traffic levels. However, the Council has a strategic traffic model called a SATURN model. This is based on known traffic flows in 2017. This model has been used to give an indication of the impact of the Darby's Lane closure on some of the possible alternative routes that traffic would take and the changes to traffic volume and journey times on these routes.

In regard to Darby's Lane, the strategic model indicates that the largest increase in journey time on the main alternative routes is 9 seconds west bound from Rossmore Roundabout to George

Roundabout via Longfleet Road. The largest traffic volume increase is on Wimborne Road/Dorchester Road to Dorchester Road/Pound Lane and comprises an increase of 70 vehicles per hour (an 11% increase in traffic on Dorchester Rd at peak times). Other diversion routes showed more minor changes including in some cases improved journey times and traffic volume reductions. Overall, the increases are relatively small in scale but not insignificant. This theoretical model shows only very marginal impacts on Kingsbere Rd as a result of the Darby's Lane measure. The traffic flows on Kingsbere Rd itself are generally low and therefore any traffic displacement can be expected to be fairly low too.

Whilst pre-installation traffic counts were not undertaken for the reasons stated above, by July 2021 general traffic had partly returned to pre-covid levels and therefore traffic counts were carried out on Pound Lane near St Mary's Catholic Primary School before during and after the 2021 school holiday.

As the Darby's Lane closure was already in place at this time, and there was no pre-scheme traffic count available due to the speed of delivery and the atypical traffic flows prevailing at that time, it is not possible to reach firm conclusions about the overall change in traffic volume specifically relating to the Darby's Lane measure. The strategic model does however point to a modest increase in traffic volume on some routes and as traffic must divert around the area of the closures this is likely to be the case. The traffic counts in Pound Lane also suggest that there may have been some further increase in traffic in Pound Lane following the closure of Kingsbere Rd although the evidence is not completely conclusive and any changes are likely to be modest in scale.

The bus companies have made available the GPS tracker information from the regular bus services operating on route numbers 4,5, 6 and 8 that operate on Dorchester Road and/or Wimborne Rd. The information has been compared from 2019, before the measures here were installed, with the period in 2021 - with only the Darby's Lane measure in place. This shows the average southbound journey time has increased by 20 seconds and this is considered significant for the bus services and also suggests that the general traffic will have experienced increases in journey time with some associated congestion. It is not possible to rule out the existence of other factors that may have contributed to the increase in bus journey times and it is noted that bus priority measures can be considered to reduce bus journey times.

In regard to the Kingsbere Rd measure itself, traffic data was data was collected by BCP Council through commissioned counts at several locations and on a number of mornings and afternoons spanning periods before and after installation. Similar data was also collected independently by Cllr Rice and residents.

Traffic Data was also collected by BCP Council at an existing fixed traffic counter on Dorchester Rd (between Hennings Park Rd and Dorchester Gardens on dates spanning periods before and after installation.

The fixed count data has been considered useful to compare normal school/working weeks before the covid pandemic and during the operation of the Kingsbere Rd and Darbys Lane road

closures with data after the main impact of covid has passed and traffic flows were essentially back to normal by April 2022.

In addition, journey time data was collected by Bus Operators on routes potentially impacted by the measures at Kingsbere Rd and Darbys Lane.

All the data above relating to Kingsbere Rd has been tabulated to establish if any trends are evident and is included in Appendix A together with a commentary with key observations listed below:

- Unsurprisingly there are far fewer motor vehicle journeys in Kingsbere Rd itself after the road closure was introduced. Presumably the remaining vehicles are resident's vehicles and delivery or service vehicles only. It is noteworthy that motor traffic flows before the closure can be regarded as low, at around 200 per hour compared to around 10 per hour with the closure in place.
- Data from the fixed counter suggests about a 7.5% increase in traffic in Dorchester Rd in April 2022 (post covid) compared to April 2019 (Pre-covid) on a typical work/school week, however the overall and average daily flows are similar. The increase in weekday traffic may not be statistically significant and could relate to wider changes in traffic flows and/or a wide number of other factors.
- The bus operator has been engaged on the impact of the Kingsbere Road scheme. The bus service directly affected by the closure is Morebus Service 32. According to the Operator, this has been operating without problems on the revised route via the length of Pound Lane.
- The combined impact of Kingsbere Rd and Darby's Rd on buses was summarised earlier in this section of the report. It was considered significant; however, it does not directly relate to the opening or closure of Kingsbere Rd itself and that decision appears more neutral in regard to the impact on the bus operation.
- A wide variety of parameters has made meaningful data comparison challenging. These include the impacts of the pandemic, seasonal variations, and school holidays and there are considered to be no other statistically meaningful conclusions.

Road Safety

There have been no road traffic collisions (RTC) resulting in casualties in Darby's Lane or Kingsbere Road in the last 5 years. This is the period usually considered when evaluating the road safety risk along a particular route. It may be worth noting that there have been no casualties recorded in Kingsbere Rd in the last 20 years.

There are a significant number of RTCs resulting in casualties in Dorchester Road and at the junction with Wimborne Road and Vicarage Road. If the Kingsbere Rd measure displaces traffic onto this route, then it is possible that the number of collisions and casualties could increase however the trial closure(s) have not been in place long enough to draw any firm statistically sound conclusion on the impact. Similarly, historically, there have been

	<p>recorded casualties on Pound Lane albeit at a lower level than on Dorchester Rd.</p>
<p>Options appraisal</p>	<p>The options available are to retain, modify or remove the measure.</p> <p>The public consultation demonstrates that a significant majority of the public are not in favour of the Kingsbere Rd closure and want it to be removed. This has been balanced against the wider strategic network and policy considerations.</p> <p>Significant numbers of respondents suggested the alternative of traffic calming, rather than a full road closure. This option is technically viable however it would need to be considered under the minor transport scheme request process and considered on its merit in comparison to many other similar requests across the BCP area and in the context of the finite and modest funding available.</p>
<p>Consultation undertaken</p>	<p>Public Consultation:</p> <p>The Council communicated the trial and commenced the public consultation by a public notice and also placed notices on street, information on the Council website and via social media and wrote to 726 residential addresses in and around the area as well as consulting with a range of statutory and non-statutory stakeholders.</p> <p>Whilst the period for pre-consultation of this measure was very short (a 7-day notice applies), the 6-month experimental period has provided a less time pressured consultation to be undertaken as follows:</p> <ul style="list-style-type: none"> ▪ 'ETRO Response' mailbox collected written objections and representations of support or comment. A summary of responses and analysis is provided as follows: Six-Month Review April 2022- Appendix B. ▪ Online questionnaire to collect information about how individuals responded to the measure on a scale ranging from positive to negative and on a range of specific questions: Six-Month Review April 2022- Appendix C. <p>Formal written responses:</p> <p>During the 2-month extension to the Darby's Lane closure it became apparent that the numbers of individuals responding were relatively small however it appeared that the addition of the Kingsbere Road measure may not have improved public support for the Darby's Lane measure and may instead have somewhat increased the opposition to the measure.</p> <p>In regard to Kingsbere Rd itself, 111 written responses were received with a total of 58 being objections to the measure and 24 in favour, 71% and 29% respectively. The balance being queries or follow up messages.</p> <p>In order of volume issues were as follows:</p> <ol style="list-style-type: none"> 1. Displaced traffic concerns. 2. Purpose and rationale concerns.

3. Consultation process feedback.
4. Advantages of closing Kingsbere Road to motorised vehicles.
5. Pre-existing concerns / matters not directly related to the scheme.
6. Alternatives suggested.
7. Implications for local access.
8. Complementary measures proposed.
9. Advantages of closing Darby's Lane to motorised vehicles.

Questionnaire responses:

705 respondents took part in the consultation.

The majority of respondents (79%) live in Oakdale, with 50% living in roads listed in the surrounding area. 38% travel through the area for work, leisure or other, 19% use local services, 13% are BCP residents in the wider area, 13% work in the area and 10% have a child going to school. 5% live in Kingsbere Road, 5% own/run a business and 2% are a member of an organisation. 1% live outside of the BCP Council area.

The feedback is summarised below:

- 38% agree with the principle of making highway changes to enable more people to travel more actively. 46% disagree.
- 20% agree with the introduction of the road closure in Kingsbere Road, at its junction with Hennings Park Road to create a low traffic area. 77% disagree.
- 23% agree that the combination of the changes in Darby's Lane and Kingsbere Road will reduce traffic in this area. 74% disagree.
- 20% agree that the changes make it safer for me to walk in this area. 70% disagree.
- 22% agree that the changes make it safer for me to cycle in this area. 70% disagree.
- 15% agree that the changes encourage me/my family to travel to school on foot/by bicycle/scooter. 78% disagree.

Key Concerns. Respondents felt that traffic fumes (62%), traffic noise (58%), the amount of traffic (59%), people parking inconsiderately/badly (47%), people driving too fast (45%) and

difficulty crossing the road as a pedestrian (42%) had increased since the introduction of the Kingsbere Road ETRO.

Around one quarter felt that the amount of traffic (25%), traffic noise (25%), difficulty crossing the road as a pedestrian (23%) and traffic fumes (23%) had decreased.

More people felt that the number of people walking (73%) and cycling (64%) had stayed the same.

Overall, one fifth (20%) of respondents feel a positive impact from the changes, with three quarters (75%) feeling a negative impact. 1% feel no impact from the changes and 4% have experienced a mixed impact.

- More residents living in Kingsbere Road feel a positive impact (59%) than a negative impact (31%).
- The impact on BCP Residents is more varied, with 39% reporting a positive impact and 56% reporting a negative impact.
- Other respondent types report higher negative impact (72% to 86%).

Results vary **by respondent type**, with those living in Kingsbere Road having more positive views. BCP residents (not from Oakdale) also have more positive views than other groups.

- There are differences by age, gender and disability (results vary by age, females generally have lower levels of agreement than males; and those with a disability have lower levels of agreement than those with no disability).
- There are also differences by mode of travel (people that cycle and those who walk have more positive views than those who drive).

Summary of All Consultation Results

Overall, it is apparent that the majority of respondents (approximately 75%) are against the Darby's Lane Road closure and approximately 20% are in favour of it.

Petition

The Council is aware of a petition on the website 'change.org' entitled 'Reverse the road closures in Oakdale' lobbying for the removal of the point road closures at Darby's Lane and Kingsbere Road. This had attracted 1,304 signatures up to 21st June 2022. It has not been formally submitted to the Council and the Council has not been able to verify the signatures however this is mentioned for awareness and completeness. <https://www.change.org/p/cllr-mike-greene-bcp-council-portfolio-holder-for-transport-and-strategic-planning-reverse-the-road-closures-in-oakdale>

<p>Financial/Resource implications</p>	<p>The initial costs of implementing the original EATF T1 programme measure in Kingsbere Rd were approximately £5,000 and these costs were recoverable from the external EATF T1 capital grant from the DfT.</p> <p>Removing the measure would result in costs of around £500 to remove the measure and these costs would be funded from the EATF Tranche 2 programme that included budget for the modification of Tranche 1 schemes.</p>
<p>Summary of legal implications</p>	<p>The Experimental Order for Kingsbere Rd was made pursuant to the provisions of Section 9 of the Road Traffic Regulation Act 1984 (“the Act”) and can remain in place for a period of up to 18 months.</p> <p>Highway Authorities can revoke, amend and / or make permanent ETROs under the Act.</p> <p>Highways Authorities are required to advertise proposed Orders and must consider any objections that are made in accordance with the Traffic Regulation Order process as set out in The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996; and in this case to revoke and remove the measure.</p> <p>In addition to the above statutory process the Council has also undertaken a non-statutory consultation exercise as detailed in this decision record.</p> <p>In terms of the decision itself, consideration has been given to the consultation responses received, traffic impact, the wider national and local policy context and nearby TCF corridor, and to the assessment undertaken in respect of impact upon those with protected characteristics. This report and its appendices set out a rationale for the decision, which is taking into account the factors that weigh in the balance against the closure and those that support it. This is a decision which is in the remit of the decision maker to take and is made in accordance with the relevant delegated authority contained in the Council's constitution.</p>
<p>Summary of sustainability impact</p>	<p>The Kingsbere Rd point closure may help promote sustainable travel locally however it may also displace traffic and have an opposite impact on diversion routes. Therefore, the environmental impact of this measure is considered to be mainly neutral with some of the benefits potentially more than offset by any displacement of traffic. These in turn may be offset if the measure helps promote more local travel by sustainable travel in the longer term however it is not obvious that this will be the case.</p> <p>A DIA has been included in Appendix D. (Assessment number 428)</p>
<p>Summary of public health implications</p>	<p>Sustainable travel measures help promote more active travel modes and these modes help promote a healthy lifestyle.</p> <p>Reducing traffic will help improve air quality although there is some risk that displaced traffic may increase emissions elsewhere. Similar to the sustainability impact, this may be offset if the measure helps promote more local travel by sustainable modes in</p>

<p>Summary of equality implications</p>	<p>the wider area in the medium or longer term however it is not obvious that this is the case.</p> <p>A comprehensive EIA has been undertaken based on the outcome of the 6-month consultation. This is attached Appendix E.</p> <p>Kingsbere Rd was consequential to a series of active travel schemes introduced during the Summer of 2020. A full EIA was compiled collectively for the schemes. As HM Govt required schemes to be on the ground quickly due to the pandemic, details about how the measures could impact groups was not available prior to schemes being underway. Conditions allowed schemes to be implemented on an experimental basis with review after a period of evidence gathering from both formal and questionnaire consultations.</p> <p>Significant differences were shown for age, gender and disability. Some age groups showed slightly more agreement with the trial than others, but notable was the significant disagreement for the 25-34 age group. Those aged over 75 yrs also had high levels of disagreement, potentially due to their greater dependency on motor vehicles, including private hire vehicles that may charge more due to longer routes. For gender, men were slightly more supportive compared to women who were against the measure. This may be reflective of the fact that less women cycle than men and therefore overall, women may feel less overall benefit.</p> <p>Notably, individuals with a disability expressed more disagreement with the experimental measure(s). This is likely to be because this group may be more dependent on travel by car and disabled people may therefore be less supportive of measures that restrict motor vehicles.</p> <p>There were more pronounced variations in disagreement and impact based on where people live, how they travel, if they use local services, work in the area and the time the response was received. There will be different profiles for these groups, but any conclusions can only be supposed.</p> <p>There are some negative impacts resulting from the decision to remove the measure. These mainly relate to the ease of use of Kingsbere Rd itself that arise from removing most motor traffic - as a low motor traffic environment supports the safe use of the route by people who walk and cycle and reduces noise and emissions on the route. However these negative impacts appear to be more than offset by positive aspects that may arise from slightly reduced traffic on the diversion routes. In particular, in terms of the protective characteristics, the 25 yr – 34yr and over 75yr age groups appear to be adversely impacted, as do those with disabilities and also women. Therefore the removal of the measure appears to bring benefits to those with protected characteristics. In addition, working people and businesses also saw advantages from the measure being removed and residents on the diversion routes who were concerned about the displacement of traffic, congestion, noise and emissions also have their views respected and addressed by this decision.</p>
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	<p>The was some evidence from people who work, business owners and certain age groups, women and people with disabilities, that the decision to remove the measure might improve living standards and health, particularly for those groups reliant on motor vehicles. Women's under representation in cycling is known to be partly linked to concerns about personal safety and security and addressing their and the concerns of the aforementioned groups mentioned, may also improve these individuals overall ability to participate in society and bring a sense of justice and personal safety.</p> <p>Overall, the equality impact of this decision is therefore considered to have both positive and negative impacts with no group fundamentally or substantially impacted by the measure(s). It is difficult to objectively quantify and compare positive and negative impacts of this type, however there is some evidence in the consultation material and assessment of the measure, as set out above and in this decision and Appendices, to suggest that the decision to remove the measure may have slightly more positive than negative impacts.</p>
Summary of risk assessment	There are no major risks identified and a summary of the risks is included in Appendix F. Air quality and road casualties will continue to be monitored and bus priority measures installed as part of wider workstreams.
Conflicts of interest declared by Cabinet member consulted on this decision	Not applicable.
Background papers	<p>Emergency Active Travel Fund Programme Cabinet Report 9/9/2020</p> <p>Portfolio Holder Decision Record – Darby's Lane Experimental Traffic Regulation Order (ETRO) 21/7/2021</p> <p>Portfolio Holder Decision Record – Darby's Lane Experimental Traffic Regulation Order Further 2 Month Review (ETRO) 21/12/2021</p>

<p>Policy/Service under development/review:</p>	<p>To revoke and remove the existing trial of arrangements to reduce through motor traffic on Kingsbere Rd in the Oakdale (Council) ward of Poole following a 6-month consultation and trial. It is noted that measure was introduced to help complement and mitigate a similar trial measure at Darby's Lane. The Kingsbere Rd measure overlapped the complementary trial of a similar measure to reduce motor traffic at the junction of Darby's Lane. A separate decision has been made to retain that measure on a permanent basis.</p> <p>From 24th Sept 2021, the arrangement to cease through motor traffic on Kingsbere Rd was introduced to provide a safer environment for people who walk and cycle along this road and mitigate against the impact of traffic displacement caused by the Darby's Lane measure.</p> <p>The complementary measure in Kingsbere Road is 200m from an entrance to St Mary's Catholic Primary School and its closure may help promote walking and cycling to the school and in the area by making it a quieter and safer route.</p> <p>Funding was initially provided by the Department for Transport (DfT), for Emergency Active Travel Schemes. The public consultation and trial of the measure ran for 6 months and can remain in place for up to 18 months or earlier if a decision is made to remove or modify it.</p> <p>The recommendation is to revoke and remove the measure on Kingsbere Rd, mainly because of further perceived traffic displacement, public disagreement with the measure and the limited link between the measure and any defined strategic sustainable travel route.</p>
<p>What changes are being made to the policy/service?</p>	<p>The modal filter on Kingsbere Rd was consequential on a series of initial emergency active travel measures introduced during summer 2020 and a combined EIA was compiled at the time detailing anticipated impacts, pending responses to consultations just before and during the period of the measures being in place.</p> <p>In regard to the Darby's Lane measure, the initial recommendation was to continue this trial for a further 2 months and introduce a new modal filter on Kingsbere Road to provide a broader scheme to reduce the impact of motor traffic over a wider area. A consequence of through traffic not being able to use Darby's Lane was higher traffic volumes elsewhere locally.</p> <p>To allow a further 2 months extension of the original Emergency Traffic Regulation Order (ETRO), the initial recommendation was to provide a similar measure on Kingsbere Road to create a wider low traffic neighbourhood and this was installed on 24th September 2021 with this measure to be review after a 6 month trial and this EIA screening tool is principally focussed on the decision relating to Kingsbere Rd but highlights the link to Darby's Lane albeit it is important to appreciate that a final decision to retain the Darby's Lane measure has already be taken and was the subject of a separate EIA screening and decision.</p>
<p>Service Unit:</p>	<p>Transport and Engineering</p>
<p>Persons present in the conversation and their role/experience in the service:</p>	<p>Richard Pearson – Transport Network Manager Richard Barnes – Service Unit Equalities Champion Beth Barker-Stock – Sustainable Travel Team Leader</p>

<p>Conversation dates:</p>	<p>Initially completed by Richard Pearson on 22nd July 2022 with historic input from Richard Barnes and Beth Barker-Stock in regard the earlier EIA screening relating to this and the Darby's Lane scheme in 2020/2021.</p>
<p>Do you know your current or potential client base? Who are the key stakeholders?</p>	<p>People who travel through the area – on all forms of transport – including people accessing Oakdale Park, Library, and the learning/community centre.</p> <p>Parents/carers and children/students travelling to/from 4 local schools and Poole High School. The schools themselves.</p> <p>Local residents.</p> <p>Local businesses.</p> <p>BH Active Travel Forum.</p> <p>Local Chambers of Commerce and Trade.</p> <p>Organisations on the statutory consultation list for Traffic Regulation Orders (TRO) including the emergency services – Police, Fire, Ambulances, Taxi associations/operators and DOTS Disability - community interest company.</p> <p>Bournemouth Transport – Yellow Buses.</p> <p>Go South Coast – More Bus.</p> <p>Beryl Bikes (BCP Council cycle/scooter hire partner)</p>
<p>Do different groups have different needs or experiences in relation to the policy/service?</p>	<p>The recommendation to revoke and remove the Kingsbere Rd measure will not fully uphold the original aim to encourage active travel, however it will respect the strong majority wishes of the public. Whilst the measure may have promoted Kingsbere Rd as a quiet route and helped encourage the use of active travel on it, it will address the concerns that it might contribute to the opposite outcome on diversion routes that traffic may take instead.</p> <p>As some of our residents, especially in areas of high social deprivation, do not own cars, enabling cycling, can deliver travel improvements for these communities. These aims were one of the reasons why the government funding was provided. Prioritising active travel will result in less pollution and better air quality, this benefits all of us but especially people with respiratory conditions. Reducing through traffic and prioritising people that cycle at the New Inn junction via the Darby's Lane measure will support that outcome and the removal of the Kingsbere Rd measure is not considered pivotal to realising that objective but instead may only contribute more nuanced benefits that may potentially be more than offset by the disbenefits.</p> <p>Information as to different groups experience of the scheme is obtained from the 6-month consultation questionnaire and the more formal Emergency Traffic Regulation Order (ETRO) consultation. The questionnaires received 705 responses and the formal ETRO consultation 111 in total although some of these may have been from the same individuals and also include follow up comments and queries. The questionnaires were evaluated by protected characteristics. Significant differences were shown for age, gender and disability. Some age groups showed slightly more agreement with the trial than others, but notable was the significant disagreement for the 25-34 age group in the initial trial period. For gender men were less pronounced in their opposition compared to women. There were more pronounced variations in disagreement and impact based on where people live, how they travel, if they use local services, work in the area and the time the</p>

response was received. There will be different profiles for these groups, but any conclusions can only be supposed.

Notably, individuals with a **disability** expressed more disagreement with the experimental measure(s). This is likely to be because this group may be more dependent on travel by car and disabled people may therefore be less supportive of measures that restrict motor vehicles.

People with access to cars are also significantly overrepresented comparing the profile of respondents with the local area. One of the reasons for the trial was to improve the environment for active travel to schools, with 4 schools locally with St Mary's Catholic Primary School being particularly close to this measure.

The questionnaire asked for levels of agreement with aspects of the trial whether active travel should be prioritised in Kingsbere Rd, whether the changes make it safer cycle/walk, and whether the changes encourage travel to school by cycling and walking. Overall, between 70-78% disagreed with these aspects. Respondents were also asked for impact of any changes, 75% considered there was a negative impact with only 20% perceiving a positive impact.

For **age** – all age bands showed overall disagreement with the questions on aspects of the trial, with the 25-44 age group showing notably lower support at just 24% for prioritising active travel compared to other age groups during the 6 months. Higher levels of agreement with the scheme were indicated by the up to 24yr age group at 52%. The over 65 age group showed slightly lower levels of agreement than other age bands with the over 75yrs showing only 33% agreement.

When asked about the impact of the trial, all age profiles indicated a majority negative impact with the exception of those in the up to 24yr band.

For **Gender**, men showed on balance support at 46% compared to 43% against. Women showed overall disagreement with the aspects of the trial question, at 35% for and 46% in disagreement.

The consultation questionnaire also compared responses based on location, whether people travel through the area, use of local services, whether work in the area and if involved in a business. All categories showed overall levels of disagreement with the exception of those actually living in Kingsbere Rd itself who indicated support at 56% and with 36% against. Support was least favourable amongst business owners with only 17% in favour and 83% against. Members of a local group or organisation were split both for and against 50/50. As well as business owners, the highest levels of disagreement were from workers in the area.

Responses were also looked at by how people travel through the area with cycling, walking and by car able to show differences. People that cycle are the most positive about the changes across all statements, followed by those who walk. Those who drive have the lowest levels of agreement.

For impact of the scheme people that travel through the area by car or motorcycle most showed an appetite for increased travel by motorcycle. Whilst the closure did not permit motorcycles, it is possible that they felt they could still use the route as any enforcement was likely to be limited and the measure did not physically prevent them from doing so, even though they were committing a road traffic offence if they did. People that cycle indicated that the measure may increase their appetite for cycling.

	<p>People that walk, also showed marginally more appetite for walking. Users suggested that they would use public transport and taxis less. This may be linked to the longer routing of these services although the residual impact of covid cannot be ruled out. Those with a long-term illness or disability have higher levels of disagreement than those with no long-term illness.</p> <p>Overall, respondees perceived a negative impact for people that drive, cycle and walk.</p> <p>As each of the separate Active Travel Schemes have come up for review an EIA has been provided. Impacts vary between schemes, for the Evening Hill scheme the 35-44 age group showed the second highest level of agreement for providing a cycle lane of any age group, for the Darby's Lane trial the same age group showed clearly the lowest level of agreement, whilst for Kingsbere Rd, those in the 25 to 34yr age band showed the lowest levels of agreement.</p>
<p>Will the policy or service change affect any of these service users?</p>	<p>It is evident from the response map that a majority of those responding live in and around the immediate area of the experimental road closure. This is broadly helpful, as it means that the local people who are most impacted by the measure have had their views collected for consideration.</p> <p>From the responses, the predominant view amongst all groups is that the trial and its intended outcomes are not generally supported, and a significant majority view the trial as providing a negative impact. With these expressed views the removal of the measure should have an overall positive impact on people. The written responses indicate that displaced traffic on other roads in the area and resulting congestion, noise and pollution is the main detriment of the trial. The recommended decision to remove the measure in Kingsbere Rd is responsive to these concerns.</p> <p>94% of respondents to the questionnaire stated they have access to a car, for the Oakdale (council) ward 83% of households have access to a car, so motorists are over-represented in the sample. 70% indicated that they own or have access to a bicycle.</p> <p>Negative impacts appear to be more than offset by positive aspects that may arise from slightly reduced traffic on the diversion routes. In particular, in terms of the protective characteristics, the 25 yr – 34yr and over 75yr age groups appear to be adversely impacted, as do those with disabilities and also women. Therefore the removal of the measure appears to bring benefits to those with protected characteristics. In addition, working people and businesses also saw advantages from the measure being removed and residents on the diversion routes who were concerned about the displacement of traffic, congestion, noise and emissions also have their views respected and addressed by this decision.</p> <p>There was some evidence from people who work, business owners and certain age groups, women and people with disabilities, that the decision to remove the measure might improve living standards and health, particularly for those groups reliant on motor vehicles. Women's under representation in cycling is known to be partly linked to concerns about personal safety and security and addressing their and the concerns of the aforementioned groups mentioned, may also improve these individuals overall ability to participate in society and bring a sense of justice and personal safety.</p>

	<p>Legal decisions relating to similar schemes nationally were considered, such as this decision relating to a scheme in Greater London:</p> <ul style="list-style-type: none"> • <u>London Streetspace Plan ruled unlawful by High Court Brodies LLP</u> • <u>Mayor of London and TfL win appeal over High Court ruling that quashed closure of A10 in Bishopsgate under 'Streetspace' scheme (localgovernmentlawyer.co.uk)</u> • <u>www.localgovernmentlawyer.co.uk</u>
<p>What are the benefits or positive impacts of the policy/service change on current or potential service users?</p>	<p>National Policy</p> <p>In regard to this decision, it may be important to set out the policy background.</p> <p>The current national (English) transport policy is framed by a document called Gear Change published by the DfT and signed by PM Boris Johnson, that was updated in 2021, 'Gear Change: One Year On'. This policy is based on the premise that cycling can help <i>improve air quality, combat climate change, improve health and wellbeing, address inequalities and create prosperity</i>. It is also partly based on the opportunity created by the Covid pandemic during which it was observed that in England there had been an <i>increase in cycling of around 200%</i> with an apparent related objective of trying to embed some of that change in behaviour.</p> <p>In the section entitled 'Actions, not just words' it is noted that the delivery of the policy is based on <i>building better quality infrastructure, making streets better for everyone, and we need to make sure people feel safe and confident cycling. To deliver this, we need to ensure active travel is embedded in wider policy making, and want to encourage and empower local authorities to take bold decisions</i>.</p> <p>The policy outcome is stated <i>We want to see a future where half of all journeys in towns and cities are cycled or walked</i>.</p> <p>In August 2020 a publication 'Walking and Cycling Statistics, England:2019' it was estimated that 2% of all trips were made by cycle and 26% of all trips were made by foot. i.e. 28% of all trips.</p> <p>Local Policy</p> <p>The Council published the Big Plan in June 2021 that set out 5 big projects that include improved cycling and walking provision.</p> <p>The Council published its Corporate Strategy in Feb 2021 that set out 5 strategic priorities including a 'Sustainable Environment' meaning that the Council would take a leadership role in providing for a sustainable future and 'Connected Communities' meaning that our communities should be empowered and involved in decisions that impact them.</p> <p>The Health and Well Being Strategy 2020-2023 (Published Sept 2020) outlines the Health and Wellbeing Board's aims to increase life expectancy, improve health and wellbeing, make sure children and young people have the best start in life.</p> <p>Local Plans adopted by each of the three former councils include policies to secure improvements to transport infrastructure as part of new development and extend and/or improve the cycling and walking networks.</p> <p>Local Transport Plan 3 - 2011-2026. This initially came into effect in April 2011 and set out a 15-year strategy for the transport network, with three-year implementation plans setting out</p>

investment. The latest implementation plan includes delivery of 1) Economic Growth, 2) A Reduction in Carbon Emissions, 3) Equality of Opportunity, 4) Improved Safety, Security and Health, 5) Improved Quality of Life for residents, and these are achieved by 1) Reducing the need to travel, 2) Managing and maintaining the existing network more efficiently, 3) Enhancing choices for active travel and “greener” travel, 4) Providing realistic Public Transport alternatives to the private car, 5) Car parking, 6) Making travel safer and 7) Improving the strategic transport infrastructure. The latest delivery phase of the plan includes the development of a Local Walking and Cycling Plan (LCWIP). We are currently delivering our Transforming Travel programme, funded primarily by a grant of £79m from the Transforming Cities Fund (TCF), which is part of the national government’s Industrial Strategy to improve productivity and prosperity through investment in sustainable transport. The draft plan (LCWIP) sets out the Council’s objectives to promote active travel in line with **Gear Change**.

At the time of the 2011 census 5% of BCP residents who travelled to work usually commuted by cycle and 12% usually commuted on foot.

Climate and Ecological Emergency

BCP Council declared a climate and ecological emergency on 16 July 2019, committing our organisation to being carbon neutral by 2030 and Bournemouth, Christchurch and Poole by 2050.

The only group that approached significant support for the trial were people live in Kingsbere Rd although people that cycle also indicated a degree of support.

National and local transport policy is currently focussed on promoting active travel and whilst the impact of this scheme is muted, and does not command public support, it may have brought some benefit local to the measure itself.

There is a risk that the issue of displaced traffic might offset and reduce active travel on alternative routes and there could potentially therefore be an overall detriment if the measure is retained.

Unlike Darby’s Lane, Kingsbere Rd is not identified as a primary route under the Local Cycling and Walking Implementation Plan (LCWIP) although it is defined as a secondary route. It is also noteworthy that motor traffic in Kingsbere Rd was already at very low levels before the closure was introduced. Whilst the measure did serve to reduce motor traffic to very low levels the difference between low and very low may not make a very significant impact on overall use and mode choice. In accordance with guidance, if a road has speeds and volumes of <20mph and <2000vpd respectively, then it is reasonable to expect people cycling to mix with traffic and a modal filter is not essential to achieve this.

	<p>The modal filters introduced at Darby's Lane and on Kingsbere Rd are somewhat isolated and standalone features and do not create an overall area of low traffic and this may have resulted in the overall impact being regarded as more negative by most people.</p> <p>The Council's Corporate Strategy includes an objective of 'Connected Communities' meaning that our communities should be empowered and involved in decisions that impact them.</p> <p>Whilst there are conflicting policy outcomes arising from this decision it may be reasonably concluded that the decision therefore respects the public view in favour of any transport policy benefit from retaining the measure, that may in this case be at best marginal.</p>
<p>What are the negative impacts of the policy/service change on current or potential service users?</p>	<p>The proposed decision to revoke and remove the Kingsbere Road closure trial continues will address many of the negative impacts indicated by responses to the questionnaires and formal consultations. Some groups, in particular women and those with disabilities and the elderly will, based on their responses be negatively impacted to a greater extent than other profiles if the measure was retained.</p> <p>The Kingsbere Road measure required interim re-location of two bus stops, the locations are near the present ones, some groups especially older or disabled people may be impacted as some may have further to access the stops, but others may be nearer, so any overall impact is likely to be neutral.</p>
<p>Will the policy or service change affect employees?</p>	<p>Some BCP Council colleagues will live in Oakdale, travel though the area, use local services and have a view on aspects of the trial.</p>
<p>Will the policy or service change affect the wider community?</p>	<p>As travel through Oakdale is from a broad area, yes this will impact on the wider community. There are also impacts, considered more negative on St Mary's primary in particular (as the school is close to the measure) and potentially on other schools in the area. However, if displaced traffic has an adverse impact on wider travel in the area any local benefit may be offset, and any offset would also impact on the same schools or possibly more schools and the proposed decision will help address these concerns.</p>
<p>What mitigating actions are planned or already in place for those negatively affected by the policy/service change?</p>	<p>The proposed decision has both negative and positive impacts.</p> <p>The proposed TCF corridor that the Darby's Lane road closure will help facilitate may better help realise the wider intended policy objectives and also help mitigate some of the negative aspects of this decision.</p>
<p>Summary of Equality Implications:</p>	<p>Kingsbere Rd was consequential to a series of active travel schemes introduced during the Summer of 2020. A full EIA was compiled collectively for the schemes. As HM Govt required schemes to be on the ground quickly due to the pandemic, details about how the measures could impact groups was not available prior to schemes being underway. Conditions allowed schemes to</p>

be implemented on an experimental basis with review after a period of evidence gathering from both formal and questionnaire consultations.

Significant differences were shown for age, gender and disability. Some age groups showed slightly more agreement with the trial than others, but notable was the significant disagreement for the 25-34 age group. Those aged over 75 yrs also had high levels of disagreement, potentially due to their greater dependency on motor vehicles, including private hire vehicles that may charge more due to longer routes. For gender, men were slightly more supportive compared to women who were against the measure. This may be reflective of the fact that less women cycle than men and therefore overall, women may feel less overall benefit.

Notably, individuals with a disability expressed more disagreement with the experimental measure(s). This is likely to be because this group may be more dependent on travel by car and disabled people may therefore be less supportive of measures that restrict motor vehicles.

There were more pronounced variations in disagreement and impact based on where people live, how they travel, if they use local services, work in the area and the time the response was received. There will be different profiles for these groups, but any conclusions can only be supposed.

There are some negative impacts resulting from the decision to remove the measure. These mainly relate to the ease of use of Kingsbere Rd itself that arise from removing most motor traffic - as a low motor traffic environment supports the safe use of the route by people who walk and cycle and reduces noise and emissions on the route. However these negative impacts appear to be more than offset by positive aspects that may arise from slightly reduced traffic on the diversion routes. In particular, in terms of the protective characteristics, the 25 yr – 34yr and over 75yr age groups appear to be adversely impacted, as do those with disabilities and also women. Therefore the removal of the measure appears to bring benefits to those with protected characteristics. In addition, working people and businesses also saw advantages from the measure being removed and residents on the diversion routes who were concerned about the displacement of traffic, congestion, noise and emissions also have their views respected and addressed by this decision.

There was some evidence from people who work, business owners and certain age groups, women and people with disabilities, that the decision to remove the measure might improve living standards and health, particularly for those groups reliant on motor vehicles. Women's under representation in cycling is known to be partly linked to concerns about personal safety and security and addressing their and the concerns of the aforementioned groups mentioned, may also improve these individuals overall ability to participate in society and bring a sense of justice and personal safety.

Overall, the equality impact of this decision is therefore considered to have both positive and negative impacts with no group fundamentally or substantially impacted by the measure(s). It is difficult to objectively quantify and compare positive and negative impacts of this type, however there is some evidence in the consultation material and assessment of the measure, as set out above and in this decision and Appendices, to suggest that

the decision to remove the measure may have slightly more positive than negative impacts.