

**REPORT TO: ECONOMIC DEVELOPMENT & INFRASTRUCTURE SERVICES
COMMITTEE 8 DECEMBER 2009**

**SUBJECT: ELGIN ROAD HIERARCHY – PRIMARY & DISTRICT
DISTRIBUTOR ROADS**

BY: DIRECTOR OF ENVIRONMENTAL SERVICES

1. REASON FOR REPORT

- 1.1 To bring forward a proposal to meet the requirement identified in the Moray Local Plan for an Elgin Road Hierarchy.
- 1.2 To seek approval to undertake wider consultation on the proposed designation of Primary & District Distributor Roads.
- 1.3 This report is submitted to Committee in terms of the Council's Administrative Scheme relating to the function of the Council as Roads Authority.

2. RECOMMENDATION

- 2.1 **The Committee is invited to approve the lists of Elgin Primary and District Distributor Roads identified at paragraphs 3.9 and 3.12 and instruct appropriate consultation to be carried out.**
- 2.2 **A further report should be submitted following the consultation period, advising of the comments and representations received to the proposed designations.**
- 2.3 **The Committee is invited to delegate the Director of Environmental Services to undertake a review and consult on any proposals for traffic sensitive roads in Elgin, in accordance with the Road Works (Scottish Road Works Register, Notices Directions and Designations) (Scotland) Regulations 2008. A further report will be brought back to Committee only if there are objections to the proposals.**

3. BACKGROUND

- 3.1 The Moray Local Plan (MLP2008) sets out an 'Action Plan' that includes an action under Transport and Accessibility to produce a Roads Hierarchy for Elgin and Moray to identify a strategic approach to development capacity (page 79 of the MLP2008).
- 3.2 This report covers only Elgin Roads.
- 3.3 A well formed road hierarchy will reduce overall impact of traffic by:-
 - concentrating longer distance flow onto appropriate routes;

- ensuring land uses and activities that are incompatible with traffic flow are restricted from routes where traffic movement should predominate;
- preserving areas where through traffic is discouraged;
- ensuring activities most closely related to frontage development, including social interaction and parking, can be given more space within zones where environmental and access functions should predominate

3.4 The principles of road hierarchy systems are identified in several key publications:

- Road Guidelines for New Developments
- Well Maintained Highways Code of Practice

3.5 The road hierarchy classification in the Road Guidelines document establishes the principle of access, designated design speed and the spacing and nature of junctions. The classification system in the Road Maintenance Management document has regard to traffic flows but also the basis of risk assessment and the functionality of the particular section of carriageway in the network. These classification systems are not dissimilar in that they recognise the function of the link as part of the overall transport network. The two road hierarchy classification systems are shown in **Appendix A** to this report.

3.6 All roads in Moray have been allocated Road Maintenance Management classifications. For the purposes of this report the Roads Maintenance Management classifications for roads in Elgin have been reviewed with particular interest in identifying and reviewing the two highest classification sets of routes in Elgin. These classifications are:

- Strategic Routes (Primary Distributor);
- Main Distributor (District Distributor)

3.7 A review of the observed traffic flows has also been undertaken. A copy of the traffic flow information is attached to this report at **Appendix B**.

3.8 Primary Distributors act as links between main towns and also link rural areas to the wider road network. The main function of these roads is to serve the efficient movement of vehicular traffic including freight distribution. Long distance traffic movements to and from towns should be channelled onto these roads. It is normal to have facilities provided to assist pedestrians to cross such as puffins, toucans, refuges, school crossing patrols and grade separated crossings. These roads allow for the frequent passage of public transport but with limited stopping points. Laybys are usually provided to maintain traffic flows.

3.9 The Primary Distributor Routes in Elgin are:

Road Name A96(T)
Alexandra Road
East Road

Road Name A941
Bishopmill Brae
Cumming Street

High Street
South College Street
West Road

Hay Street
Lossiemouth Road
Main Street
New Elgin Road
North Street
Northfield Terrace

- 3.10** District Distributors provide for traffic movements within the residential, industrial and principal business districts of the town. They form the link between the primary network and the roads within specific land use areas. They carry medium distance traffic to the primary network, public transport services and all types of traffic between different parts of the urban area including the residential, industrial, commercial and business districts of the town and between different parts of the rural area.
- 3.11** A series of District Distributor links has been identified for the purposes of dealing with development management and traffic management. Account has been taken of the traffic flow information, connection to Primary Distributor routes and the use of these routes on occasions when there is a road closure or road works on the Primary Distributor link.
- 3.12** The road links proposed for District Distributor classification are listed below. These links are all currently designated in the Roads Maintenance Management hierarchy as category 2 Main Distributor and provide the connection between inter-strategic routes.

Road Name
Ashgrove Road
Birnie Road (C2E)
Edgar Road
Glen Moray Drive
Lesmurdie Road (C22E)
Linkwood Road (C20E)
Maisondieu Road (C22E)
Morrison Road
Morrison Road (B9012)

Road Name
Newmill Road (C22E)
Pansport Road (C22E)
Reiket Lane (C40E)
Sandy Road
The Wards
Thornhill Road (C40E)
Wards Road (C22E)
Wittet Drive (C22E)

- 3.13** The proposed Primary and District Distributor Roads are shown on the plan attached at **Appendix C**.
- 3.14** It is proposed that consultation is carried out with the following:
- Partnership agencies (Grampian Police, NHS Grampian, Grampian Fire & Rescue, RAF, Moray College)
 - Public Utilities
 - Community Councils
 - Ward Forum
 - General consultation via publicity and use of the Council web site

- 3.15** All submissions will be reported back to this Committee for consideration and final approval of the designation of the Elgin Road Hierarchy – Primary & District Distributor Roads.
- 3.16** There are currently a number of roads in Elgin that have traffic sensitive status under the New Roads and Street Works Act 1991. The restrictions cover week days between 0730-0915 and 1600-1800. These restrictions currently only cover parts of the A941.
- 3.17** It is proposed to add the Hay Street section of the A941, from the roundabout at South Street to the junction with Wards Road, as it meets the requirements of The Road Works (Scottish Road Works Register, Notices Directions and Designations) (Scotland) Regulations 2008 for the designation of roads as traffic sensitive. The existing designated traffic sensitive roads will be reviewed. This will involve publication of a notice and various consultations in accordance with the above Regulations.

4. SUMMARY OF IMPLICATIONS

(a) Single Outcome Agreement/Moray Local Plan/Service Improvement Plan

This report contributes to:
SOA 8. Roads/Transport
MLP(2008) Action Plan – Elgin Road Hierarchy
SIP 2.2 Improving the Transport Infrastructure

(b) Policy and Legal

This report relates to the Transport and Accessibility part of the Moray Local Plan.

The formal designation of the Primary and Distributor roads in Elgin will provide a framework for development management and traffic management.

(c) Resources (Financial, Risks, Staffing and Property)

There are no immediate financial implications arising from the report. Consultations to be carried out as part of staff workload.

(d) Consultations

Planning & Development Manager; Principal Solicitor (Conveyancing); Principal Accountant. Comments received have been incorporated in this report.

5. CONCLUSION

- 5.1 The aim of a road hierarchy is to enable safe and convenient movement of people and goods and reduce overall impact of traffic. This is done in part by concentrating longer distance traffic movements and medium distance traffic on to appropriate routes.**
- 5.2 The identification of Primary and District Distributor roads will provide a framework for development management and traffic management. This will help to reduce the overall impact of traffic.**
- 5.3 Consultation with stakeholders is proposed and a report on the outcome of the consultation will be brought back to Committee.**

Author of Report: R.Gerring Senior Engineer (Transport Development)
Background Papers: Moray Local Plan (2008)
Road Guidelines for New Developments;
Well Maintained Highways Code of Practice;
Traffic Survey Data

Ref:

APPENDIX A

Economic Development & Infrastructure Committee - Elgin Road Hierarchy

ROAD GUIDELINES FOR NEW DEVELOPMENTS

All new roads will be designed and constructed in accordance with the hierarchy with consideration being given to the existing network of roads. The hierarchy establishes the principle of access, designated design speed and the spacing and nature of junctions.

Ref	Classification	Description
A	Primary Distributor	Connects to destinations beyond the settlement. Provides for the full range of traffic including HGV and bus movements.
B	District Distributor	Links major residential and commercial districts. Provides for major traffic movements within a town or district
C	Local Distributor	Links residential and industrial developments within a town or district. Provides bus routes
D1	Industrial Access Road	Serving industrial and commercial premises 7.3 metres wide – to cater for HGV traffic
D2	Core Access Road	Links a number of separate residential developments. Provides bus routes
D3	Minor Access Road	Serving up to 50 dwellings
E	Residential Road Home Zone	Serving limited number of properties Typically there will be low design speed, traffic calming and shared surfaces

APPENDIX A

Economic Development & Infrastructure Committee - Elgin Road Hierarchy

WELL MAINTAINED HIGHWAYS CODE OF PRACTICE

The road network is a most highly valued physical asset, both in financial and community terms, for which public authorities are responsible. Effective stewardship and asset management is crucially important, both to users and the community.

The main purpose of road maintenance is to maintain the road network for the safe and convenient movement of people and goods.

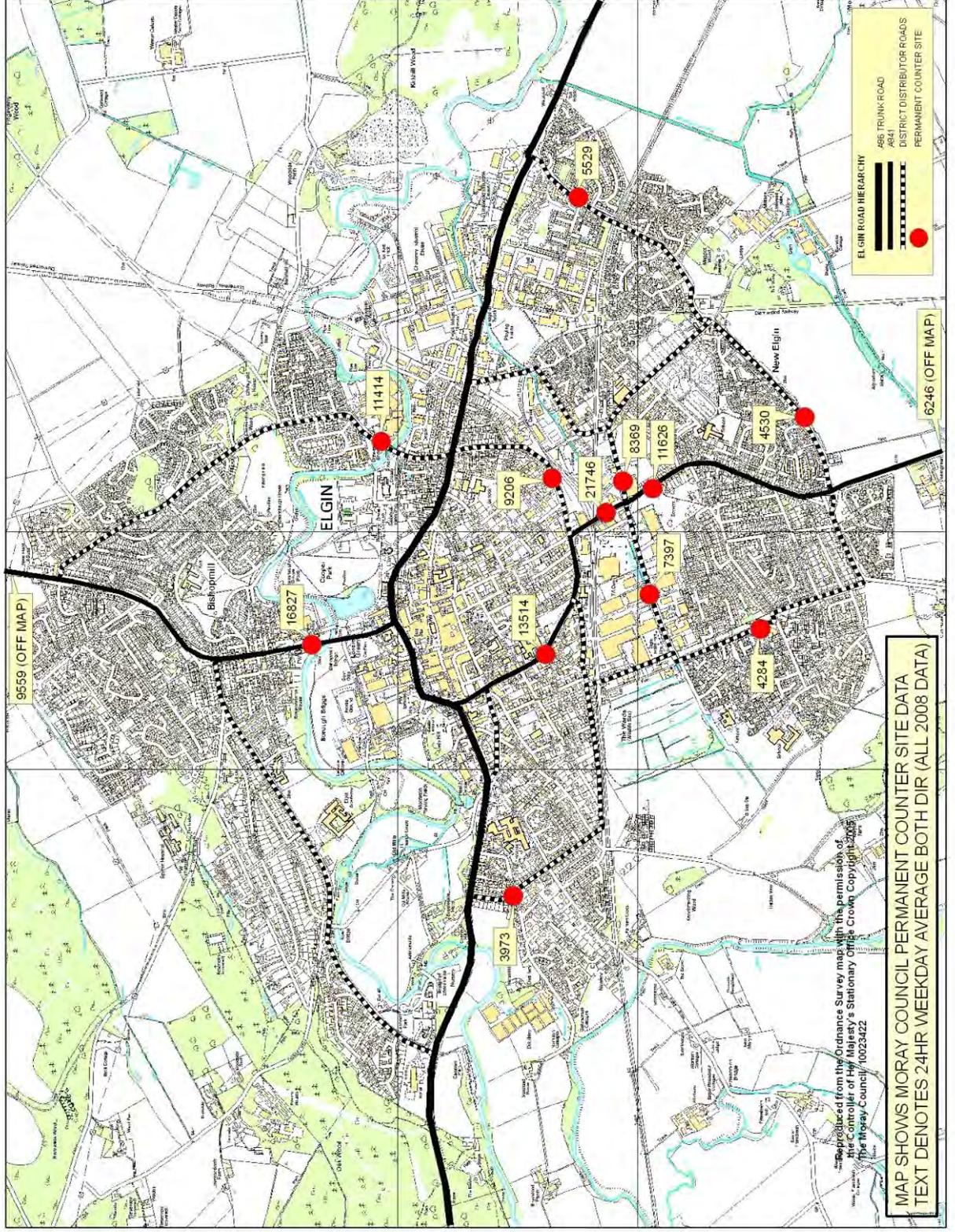
In adopting policies, priorities and programmes for highway maintenance, authorities will need to have regard to the resources available and ensure that the standards set are deliverable.

Carriageway categories have regard to traffic flows but also the basis of risk assessment and the functionality of the particular section of carriageway in the network.

WMH CoP Ref	Moray	Classification	Description
1		Motorway	Restricted access motorway regulations apply
2	1	Strategic Route	Trunk and some Principal 'A' roads between Primary Destinations
3a	2	Main Distributor	Major Urban Network and Inter-Primary Links. Short - medium distance traffic
3b	3	Secondary Distributor	Unclassified urban bus routes and classified roads (B and C class) carrying local traffic with frontage access and frequent junctions
4a	4	Link Road	Roads linking between the Main and Secondary Distributor Network with frontage access and frequent junctions
4b	5	Local Access Road	Roads serving limited numbers of properties carrying only access traffic

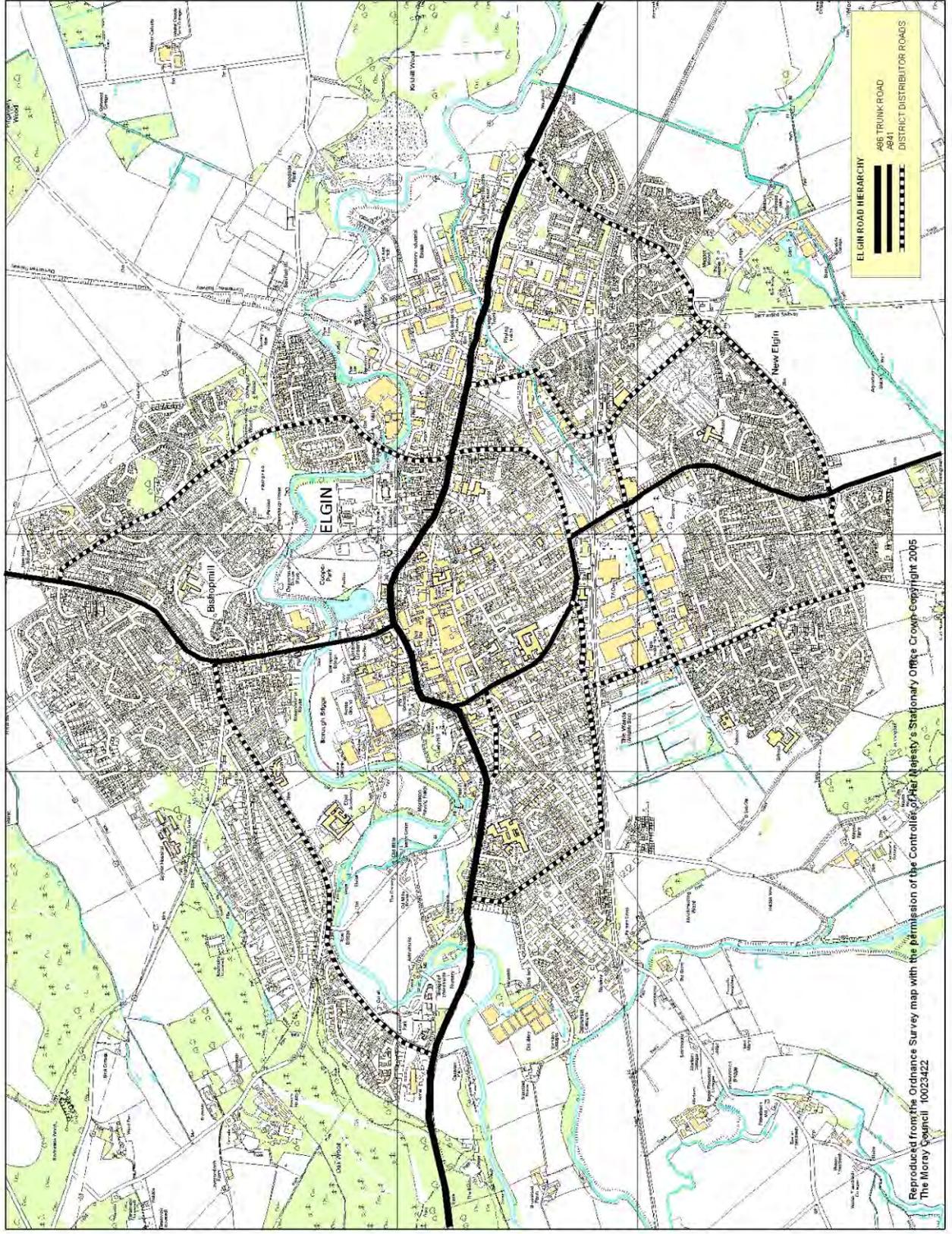
APPENDIX B

Economic Development & Infrastructure Committee – Elgin Road Hierarchy



APPENDIX C

Economic Development & Infrastructure Committee – Elgin Road Hierarchy



THE MORAY COUNCIL

**EXTRACT FROM MINUTE OF MEETING OF THE ECONOMIC DEVELOPMENT &
INFRASTRUCTURE SERVICES COMMITTEE**

TUESDAY 8 DECEMBER 2009

COUNCIL OFFICE, ELGIN

PRESENT

Councillor J Russell (Chairman), S Cree (Deputy Chair), L Bell, G Coull, J Divers, J Hamilton, G Leadbitter, G McDonald, I Ogilvie, P Paul, R Shepherd and A Wright.

ALSO PRESENT

Councillor D Stewart in respect of Item 14.

APOLOGY

An apology for absence was intimated on behalf of Councillor G McIntyre

IN ATTENDANCE

The Director of Environmental Services, the Chief Legal Officer, the Head of Direct Services, the Head of Development Services, the Transportation Manager, the Planning & Development Manager, the Moray Access Manager (in respect of Item 8), L Paisey, Principal Accountant, R Gerring, Senior Engineer (Transportation), S Williamson, Waste Management Officer (in respect of Item 7), I Douglas, D Westmacott, Apprentice Committee Services Officer and the Senior Committee Services Officer, Clerk to the Meeting.

ALSO IN ATTENDANCE BY INVITATION

Mr C Macpherson, Area Manager (Moray), Highlands & Islands Enterprise (HIE) in respect of Item 18.

1. DECLARATION OF GROUP DECISIONS

The Meeting noted that there were no declarations from group leaders or spokespersons in regard to any prior decisions taken on how members will vote on any item on the Agenda.

2. EXEMPT INFORMATION

The meeting resolved that in terms of Section 50A (4) and (5) of the Local Government (Scotland) Act 1973, as amended, the public and media representatives be excluded from the meeting during consideration of the items of business appearing at the relevant paragraphs of this minute as specified below, so as to

Committee approval for the submission of the Moray Core Plans Finalised Version as the recommended plan, together with the Council's statements in response to the 16 outstanding objections.

The meeting noted that a copy of the final draft Plan and accompanying Environmental Report had been previously circulated to members of the Committee under separate cover and also made available at the Council's Access Points and Public Libraries and electronically on the Member's Portal and the Council's website. The meeting also noted that on expiry of the 12 week consultation period on the Final Draft Plan 59 comments and 29 formal objections were received. The report advised that 13 of the formal objections had been formally been withdrawn on the basis of changes to the draft plan. Details of the formal 29 objections and the Council's response thereto were set out in the Appendix to the report.

Following consideration the Committee agreed to:

- (i) approve The Moray Core Paths Plan Finalised Version as previously presented and its submission to the Scottish Government as the recommended plan for adoption; and
- (ii) the submission to the Scottish Government of the 16 outstanding formal objections to the plan and the Council's statements of response.

9. JOINT TRANSPORT SCOTLAND AND MORAY COUNCIL ON ELGIN TRAFFIC REVIEW

Under reference to Paragraph 8 of the Minute of this Committee dated 31 March 2009 there was submitted a report by the Director of Environmental Services inviting the Committee to note the progress of the joint working initiative between Transport Scotland and Council transportation officers to bring forward future road improvements to the A96 in Elgin.

The meeting noted that following a considerable amount of work by Transport Scotland's consultants a draft report was produced which identified 'packages' of improvements, ranging from simple short term measures to more significant, longer term issues. A copy of a short executive summary of the draft report was appended to the report as Appendix 1 and a copy of the full report made available on the Members Information Portal and the members Library.

Following consideration the Committee agreed to note the progress of the joint working initiative between Transport Scotland and Council Transportation Officers to bring forward future road improvements on the A96 in Elgin.

10. ELGIN ROAD HIERARCHY: PRIMARY & DISTRICT DISTRIBUTOR ROADS

There was submitted a report by the Director of Environmental Services inviting the Committee to consider a proposal to meet the requirement identified in the Moray Local Plan (Page 79 of the MLP2008 refers) for an Elgin Road Hierarchy. Details of the two road hierarchy classification systems, traffic flow information and proposed

Primary and District Distributor Roads were set out in Appendices A, B & C, respectively, to the report.

The meeting noted that the aim of a road hierarchy is to enable safe and convenient movement of people and goods and reduce overall impact of traffic. The identification of Primary and District Distributor roads will provide a framework for development management and traffic management, which will help to reduce the overall impact of traffic. Should the Committee approve the proposal it would be the subject of appropriate consultation with a report on the outcome being submitted to a future meeting of the Committee.

During discussion clarification was sought as to why Pluscarden Road and Duffus Road were not included in the District Distributor lists. The meeting noted that as they connected to the rural hinterland they would be classed as local distributor roads which would be looked at as part of the next Local Plan review. It was also accepted that the definitions of 'Primary' and 'District' be refined prior to going out to consultation.

Following consideration the Committee agreed:

- (i) to approve the lists of Elgin Primary and District Distributor Roads, identified at Sections 3.9 and 3.12 of the report and instruct appropriate consultation to be carried out, subject to redefining the definitions of 'Primary' and 'District' Distributor roads in the consultation document;
- (ii) that a further report be submitted following the consultation period, advising of the comments and representations received to the proposed designations; and
- (iii) to grant delegated authority to the Director of Environmental Services to undertake a review and consult on any proposals for traffic sensitive roads in Elgin, in accordance with the Road Works (Scottish Road Works Register, Notices Directions and Designations) (Scotland) Regulations 2008 and that a further report be brought back to Committee only if there are objections to the proposals.

11. TRANSPORTATION ACCESS REQUIREMENTS FOR SMALL RURAL DEVELOPMENTS

There was submitted a report by the Director of Environmental Services inviting the Committee to consider a proposal to set out the requirements for road access to single house and small developments in rural areas of Moray as part of the revision of the road guidelines and specification, as identified in the Moray Local Plan 2008, Policy IMP1(c). A copy of the proposed draft consultation document 'Transportation Access Requirements for Small Rural Developments' was appended to the report as Appendix A.

Following consideration the Committee agreed:-

- (i) to note the content of the report;