Douglas Land Use and Transportation Study

Summary:

Key:

Yellow Box = key project information
Green Box = project recommendations
Grey Box = anticipated project outcomes

Background:

It is an objective of the Carrigaline Electoral Area Local Area Plan that a detailed future land use framework and a detailed transportation plan be developed before further development would be considered in the study area. The land use study area was identified at X-03a in the village area and X-03 b in the Golf Course site. In order to satisfy this objective the Douglas Land Use and Transportation Study (DLUTS) was undertaken.

Project Commencement:

The DLUTS project commenced in March 2012 with the appointment of MVA Consultancy, specialist transportation consultants. Working groups were set up for the project as follows:

- **Technical group:** Comprising PPU staff, Traffic and Transport staff, Co Architect’s Staff and engineer from the City Traffic Dept., to undertake all day-to-day project tasks and to manage the consultant’s input.
- **Public Agencies Consultative Group:** To engage with key stakeholders and to inform the project. Group comprised reps of NTA, NRA, City Council, Dept of Ed., HSE, Gardai and Bus Eireann
- **Project Management Group** chaired by Div. Manager South for technical sign off of project stages as they progressed and
- **Policy Group** comprising the Members of the Carrigaline Area Committee for policy signoff of the various project stages.
Mission Statement:

One of the first tasks to be undertaken was the development of a mission statement for the project which would clearly express the purpose and aims of the project. The follow is the statement that was developed:

**Mission Statement:**

To secure a successful vibrant urban centre with a more efficient transport network for Douglas, that provides an improved public realm, reduces congestion, encourages greater levels of walking & cycling, and improves the quality of life for the community, thereby enabling sustainable future growth

Key dates:

<table>
<thead>
<tr>
<th>Date</th>
<th>Event Description</th>
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<tbody>
<tr>
<td>Mar 2012</td>
<td>Appointment of Consultant</td>
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<tr>
<td>Apr 2012</td>
<td>Land Use and Traffic Surveys</td>
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<tr>
<td></td>
<td>1(^{st}) Public Consultation (to engage with public and to identify local issues)</td>
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<tr>
<td>July 2012</td>
<td>Baseline Evaluation</td>
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<td></td>
<td>2(^{nd}) Public Consultation (to publish the project team’s understanding of the detailed background to the study area)</td>
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<tr>
<td>Sept 2012</td>
<td>Interim Report</td>
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<td></td>
<td>Evaluation of Options</td>
</tr>
<tr>
<td>Nov 2012</td>
<td>Preferred Options Identified</td>
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<tr>
<td>Feb 2013</td>
<td>Final Report Drafted</td>
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<tr>
<td></td>
<td>3(^{rd}) Public Consultation (Draft final report on display for 6 weeks)</td>
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<tr>
<td>Mar 2013</td>
<td>Review of Submissions (approx 130 submissions received)</td>
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<tr>
<td>May 2013</td>
<td>Final Consultation Report</td>
</tr>
<tr>
<td>June 2013</td>
<td>Policy Group Approval (Amendments)</td>
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<tr>
<td>July 2013</td>
<td>Proposed Approval by Full Council (Final Report)</td>
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<td></td>
<td>Publication of Final Report following Council Approval</td>
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Land Use Analysis:

Study area divided up into 7 character areas as follows:

<table>
<thead>
<tr>
<th>Area</th>
<th>Existing Land Use Zoning</th>
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<tbody>
<tr>
<td>Area 1: Douglas Court SC</td>
<td>Primarily Town Centre</td>
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<tr>
<td>Area 2: East Douglas Village</td>
<td>Primarily Town Centre</td>
</tr>
<tr>
<td>Area 3: Douglas Village SC</td>
<td>Primarily Town Centre</td>
</tr>
<tr>
<td>Area 4: Douglas Central Area A</td>
<td>Primarily Town Centre</td>
</tr>
<tr>
<td>Area 5: Douglas Central Area B</td>
<td>Primarily Town Centre</td>
</tr>
<tr>
<td>Area 6: St Patrick’s Woollen Mills</td>
<td>Primarily Town Centre</td>
</tr>
<tr>
<td>Area 7: West Douglas Village</td>
<td>Primarily Town Centre</td>
</tr>
<tr>
<td>Areas 8 to 13: Other areas</td>
<td>Primarily Community/recreation or open space</td>
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<tr>
<td>(with no significant retail)</td>
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</tbody>
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Land Use Issues to be addressed:

- Housing areas disconnected from village centre
- High Population Growth
- Uncoordinated piecemeal development
- Lack of daytime population
- 23000sqm of retail floor space
- High Vacancy Rate 20%
- Lower footfall and loss of vitality
- Barriers between land uses
- Connectivity between Douglas and the city centre

Public Realm issues to be addressed:

- Visually weak landscape and architectural urban edge
- Fragmented Desire lines
- No sense of place in the village
- Barriers to pedestrian circulation
- Unattractive Junctions
- Poor Quality urban space and streetscape
- Car has high priority
- Community Park undervalued
Study Area for Transport Assessment:

The areas of Douglas, Rochestown, Maryborough, Donnybrook, Grange and Frankfield and including the adjoining portions of the National Road Network i.e. N27, N25/40 and N28.

Transportation Issues to be resolved:

- Severe traffic congestion
- Car dominance throughout the area
- Douglas is a pinch point for traffic movements
- Many junctions require improvement
- Douglas not an employment destination with “bombshell effect” by commuting traffic
- East West movements difficult and slow with resultant adverse effects on the village centre and knock on effects on National Road Network
- Severance by National Roads
- Schools travel is a major problem which adds significantly to traffic congestion in peak periods
- Poor walking and cycling facilities in the area
- Difficult to provide a high quality public transport service for the area
Option Development:

A number of options were developed so as to deal with the issues which needed to be resolved. These options were developed using an integrated multi-disciplinary approach (between Land Use, Transportation and Public Realm). The validity of each option was tested by means of a Traffic Model in the first instance.

The key dates for the Option Development process were:

- 2012: Baseline year
- 2022: Year for Medium Term projections based on CASP targets
- 2032: Year for Long Term projections beyond CASP targets

The preferred option for each of the future years was arrived at by a comparison of all options using the Traffic Model and other Key Performance Indicators. These “preferred options” were then fully developed to as to address, so far as is possible, all the issues identified whether they be Land Use, Public Realm or Transportation. These fully developed “preferred options” where the basis of the Draft Final Report which went out to public consultation and which, after modification following the consultation process, form the basis of the recommendations of the Final Report.
**DLUTS Transport Recommendations:**

<table>
<thead>
<tr>
<th></th>
<th>Recommendation</th>
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<tr>
<td>1.</td>
<td>23 no. key junctions to be upgraded to provide improved bus priority, pedestrian, cycle and traffic movements</td>
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<td>2.</td>
<td>30 kph speed limit in village centre to improve safety and encourage a village atmosphere</td>
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<td>3.</td>
<td>East West Link Bridge linking Donnybrook Hill to the Carrigaline road to remove through traffic from village centre</td>
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<td>4.</td>
<td>36 km of walking and cycling routes including Mangala, Tramore Valley Park and City connectivity</td>
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<td>5.</td>
<td>Public Transport priority on East Douglas St with elimination of through traffic</td>
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<td>6.</td>
<td>One-way east bound on Church Road so as to improve road safety in the area</td>
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<td>7.</td>
<td>Key junctions incorporated into City Traffic Dept’s SCOOT system to improve traffic efficiency</td>
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<td>8.</td>
<td>Schools Travel Planning with support from Green Flag for Schools programme</td>
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Land Use Recommendations

Land Use Development Framework: 5 no. precincts:

1. TC 1 – St Patrick’s Woollen Mills
2. TC 2 – Douglas Village Shopping Centre
3. TC 3 – Barry’s Field
4. TC 4 – Cinema Site
5. TC 5 – Douglas Court Shopping Centre

Land Use Proposals:

Town Centre Precincts

• Priority to infilling of vacancy
• Consolidate town centre into 5 connected precincts
• Encourage mixed use development (retail, offices and residential)
• Town Centre Management Partnership

Douglas Golf Course

• Retain land for golf course purposes
• Serious traffic congestion if developed
• Loss of recreational amenity

Community Facilities, Recreation and Amenities

• Existing schools to remain in present locations
• Urgent need for a multi purpose leisure facility for sports clubs
• Urgent need for additional playing fields in Douglas
• Provide walkways/cycleways to connect Donnybrook along Mangla
• Provide amenity area and linkage to City Tramore Valley Park
### Public Realm recommendations:

- There is a need to increase permeability in Douglas Village by improving the pedestrian environment.
- Within the town centre public realm improvements will include widening and improving footpaths thereby improving connectivity and safety between land uses.
- Four town centre gateways have been identified in Douglas which will be improved; these include the two bridging points over the N40, the finger post roundabout and DAlys Corner.
- Beneficial desire lines have been identified and these shall be improved.
- The Points of Interests identified will be enhanced.
- Overall the public realm improvements will seek to bring order to Douglas and enhance the streetscape.
- The above are documented in a series of photomontages.
Benefits of proposed strategy:

Integrated approach to land use and transport will deliver the following:

- Addition 40 km of on-street and off-street cycling facilities
- 30 kph zone making cycling safer in village centre
- Advanced stop lines at all junctions in the area
- More efficient public transport and operating environment
- Improved journey times for 80% of buses serving the area
- Shared surfaces give greater facilities for pedestrians
- 30 kph in village centre will give greater safety to pedestrians
- Improved pedestrian crossings
- 18 km of off-street pedestrian routes
- Reduced traffic in village centre
- Better use of strategic traffic routes
- Key junction improvements will result in less traffic congestion

Integrated approach to land use and transport will also deliver the following:

- Better connectivity improves access to amenity and open spaces
- Improved permeability between precincts
- Improved public realm features
- Larger daytime population will increase footfall for local businesses
- Consolidation of retail precincts improves vitality and vibrancy
- Diversity of retail offer
- Increased floor space improves competitive advantage of area over others
- Reduction of vacancy improved vitality, vibrancy and contributes to improved public realm

Traffic Modelling results show:

- Less traffic queuing
- Less congestion
- More efficient transport network for all users
Next Steps:

- Final Report Acceptance
- Final Report Publication
- Preparation of LAP Amendment
  - Draft to Members September 2013
  - Public Consultation
  - Approval by early 2014
- Implementation of DLUTS

Implementation Plan

**Tranche 1: Medium Term 2013 to 2022:** Emphasis on investment in transport infrastructure, reducing vacancy and limited development in view of continued economic weakness.

- Walking and Cycling Network
- Schools Travel Planning
- 30 kph zone
- All junctions enhanced
- Expand “SCOOT” system to incorporate key junctions
- East West Link Road
- Traffic Circulation Plan
- Reduction in vacancy
- All committed development built out
- Improved and enhanced public realm

**Tranche 2: Long Term 2022 to 2032:** Emphasis on performance monitoring of transport infrastructure with limited investment, elimination of vacancy and support for development of suitable land used in 5 no. town centre precincts.

- Continuous monitoring of transport network to ensure an efficient and safe movement environment for all users within Douglas while area develops
- Douglas to develop in accordance with the DLUTS strategy, in 5 town centre precincts.
- Continuous delivery of public realm improvements in tandem with additional development. Investment in transport infrastructure required thereby permitting the emphasis to be placed on public realm improvements
How will the DLUTS recommendations benefit the Douglas Area?

When these recommendations have been carried out Douglas will be:

- Subject to significantly less traffic congestion because all key junctions will have been improved and the most significant ones linked to the City’s “SCOOT” traffic management system. Traffic priority will be given to East West Link Road, Carrigaline Road and Douglas Relief Road with better connectivity to the City.

- Douglas Village will not be subject to through traffic in peak periods. Generally, only traffic with a destination in the village will travel through the village.

- Douglas Village will be subject to a 30 kph speed limit which will make the place a much more pleasant place to walk through and to cycle. This should result in increased safety for all.

- Cycle paths will be provided through the Mangala, and to the city at the Douglas and South Douglas roads and most roads and streets in the area will be pedestrian and cycle friendly. This should encourage the making of short trips by bike or on foot with a resultant drop in car trips, with the benefit of less traffic congestion.

- Foot and Cycle connectivity to the Tramore Valley Park will be of significant benefit both from an amenity perspective and a connectivity perspective to the areas of Grange/Frankfield, Inchvale and Douglas areas.

- Significantly improved public amenity areas will be immediately available to the residents of the area by direct access to the Tramore Valley Park, Grange open spaces, enhanced Town Park and walking and cycling facilities in the Managala area.

- Improved walking and cycling facilities as well as intensive schools travel planning will result in a large number of schools related trips being undertaken by walking or cycling with a resulting drop in car trips. This will make a significant contribution to reduction of traffic congestion in peak periods

- The changes in lifestyle associated with more walking and cycling and less time spent sitting in cars will have a direct benefit to the health of the local population

- Improved public realm in the village centre with the move to more shared space will make Douglas Village a more attractive place to visit and to do business in. This will lead to increased footfall, improve vitality and vibrancy and will significantly reduce, if not eliminate, vacancy in the village centre

- The provision of bus priority in the village centre and at all key junctions, allied to the traffic improvements, will permit greater reliability and dependability of the bus service thereby making it a more attractive option for travellers. This could deliver a further reduction in traffic congestion.

- Additional development will be focussed on employment creation in centre precincts with less emphasis on additional retail provision. This will have the effect of bringing more jobs to the area and reducing the need for people to travel long distances for work. This will, in turn, permit some work trips to be done by walking or cycling and reduce car trips and traffic congestion.
In summary, the DLUTS strategy will, for a modest investment in infrastructure, facilitate the transformation of the Douglas into a more vibrant and economically sound business centre, providing jobs and improved public realm. Douglas will be a more pleasant place to visit and do business in and a healthier place to live in. Life in Douglas will be much more sustainable and much less influenced by traffic concerns than it is today. DLUTS plots out the road map that shows how all of this can be achieved without major investment and in a relatively short timeframe.

End of summary

PoD
RP
NoC
MW
DoS