

Report to the Cabinet

Meeting to be held on Thursday, 18 January 2018

Report of the Head of Service - Design and Construction

Part I

Electoral Division affected:
Preston Rural

A6 Corridor Works, Broughton

(Appendices 'A' to 'C' refer)

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Executive Summary

The renewal of planning consent granted for Broughton bypass included a condition that proposals be developed for cycling, walking and environmental enhancements along the existing A6 Garstang Road, Broughton.

An original set of proposals were approved for implementation by the Planning Authority in April 2017. Following a value engineering exercise, a modified set of proposals are now proposed. This report sets out the revised proposals and the results of stakeholder consultation.

This is deemed to be a Key Decision and the provisions of Standing Order No. 25 have been complied with.

Recommendation

The Cabinet is recommended to approve a submission to the Planning Authority of revised proposals for A6 Corridor Works, Broughton, as set out in this report.

Background and Advice

Planning consent for the construction of Broughton bypass was renewed in December 2013. Condition no. 8 included a requirement that within six months of the bypass works commencing, a scheme of environmental enhancement and traffic calming measures for the A6 Garstang Road through Broughton village be submitted to the Planning Authority for approval. This was to include improved walking and cycling facilities on Garstang Road, including a length of the Preston Guild Wheel.

Following two rounds of stakeholder consultation, the former Cabinet Member for Highways and Transport approved a package of proposed measures in March 2016. These were subsequently submitted to the Planning Authority, which approved the proposals in April 2017.

During the summer of 2017, the original proposals were subject to a value engineering exercise. This was carried out to ensure that the proposals provide maximum value for money and are affordable within the allocated budget, whilst still meeting the requirements of the Planning Authority in terms of;

- Landscaping, environmental and public realm improvements.
- Measures to discourage through traffic from continuing to use A6 Garstang Road.
- Measures to enhance pedestrian and cycling facilities along A6 Garstang Road, including part of the Preston Guild Wheel.

The principle of the revised proposals are very similar to the original. The main changes are as follows;

- A minor reduction in scope of the village centre public realm works.
- Replacement of a road narrowing/priority traffic calming feature with 2 no. road humps north of Broughton crossroads.
- Replacement of a junction table with a road hump south of Broughton crossroads.
- Reduction in the use of high quality paving materials at locations not within the main area of village centre public realm improvements.

The proposed measures are shown on the plans attached at Appendices 'A', 'B' and 'C'. The main elements are summarised as follows:

- Gateway entry treatments at the northern and southern junctions of A6 Garstang Road with James Towers Way (Broughton bypass).
- No change to the reduction in carriageway width to be more conducive with the expected traffic flows and to promote lower vehicle speeds.
- No change to the provision of a separate cycle track, for the use of cyclists only, over the length of Preston Guild Wheel along Garstang Road, thereby allowing the existing eastern shared use cycle track to be changed to be provision of footway which is for pedestrian use only.
- Alterations to tree locations in the planting to segregate the new Guild Wheel cycle track on the western side of Garstang Road from the vehicle carriageway.
- Traffic calming features, including junction tables and flat topped speed humps, at key locations along Garstang Road to promote lower vehicle speeds and deter through traffic.
- Public realm improvements within the village centre, including Garstang Road, Whittingham Lane and Woodplumpton Lane. Use of high quality natural stone materials, reduced carriageway width, wider footways, courtesy crossings and additional landscaping.

- No change to the permanent removal of the traffic signals from Broughton crossroads, to be replaced with a junction giving priority to traffic using Woodplumpton Lane and Whittingham Lane.
- Wider grass verges to eastern side, tree planting and cycle lanes on Garstang Road north of Broughton crossroads.

In addition, the following measures have already been implemented following opening of the bypass;

- 20 mph speed limit on sections of Garstang Road, Woodplumpton Lane and Whittingham Lane.
- 7.5t weight limit on sections of Garstang Road.
- Switching-off of the traffic signals at Broughton crossroads and implementation of a priority junction, with traffic using Garstang Road being required to give-way to traffic using Whittingham Lane and Woodplumpton Lane.

Since this has taken place the County Council has received a number of comments from residents regarding the use of this junction and the failure of drivers to abide by the new speed limits or the give-way requirement on Garstang Road. Additional temporary measures are being implemented to further increase driver awareness of the new road layout. In addition, speed, traffic and CCTV surveys have been carried out. The information gathered will be used to help inform the detailed design of the permanent scheme at this location.

Consultations

A site meeting was held during September 2017 with representatives from Broughton Parish Council. Representatives from Broughton Parish Church were also in attendance for part of the meeting. No objections were raised to the principle of the revised proposals. Several matters of detail, including traffic signs and drainage, were raised. Where these fall within the scope of the A6 Corridor Works they will be considered at the detailed design stage.

During October 2017 a meeting to discuss the proposals was held with the Preston Guild Wheel User Group, this also included a representative of the CTC cycling group. The following issues were raised:

- The cycle track to be installed on the west side of the A6 should be a minimum of 3.0 metres wide.

In response, Government guidance on standards for cycletracks without a right of way on foot recommends 3.0 metres width, although 2.0 metres is considered an acceptable minimum. Garstang Road is excessively wide for the volume and nature of traffic now using it following the opening of Broughton Bypass. However, on the narrower section, typically north of Keyfold Farm, it would not be practical to provide a continuous 3.0 metre wide cycle track for cycles only without compromising either the 6.0 metre carriageway width required for a bus route or the proposed minimum 0.6

metre segregation between cycle track and carriageway. A balance is required in the re-allocation of the existing highway width. The needs of all users, including pedestrians, cyclists and bus operators have been considered, along with the need for environmental enhancement as required in the planning condition referred to earlier in this report. Where Garstang Road is widest, typically south of Keyfold Farm, it is proposed to allocate a 2.9 metre width for use as cycle track without a right of way on foot. This would also allow for a 6.0 metre wide bus route and 2.0 metre wide grass verge with tree planting for environmental enhancement.

The proposed cycle track (without a right of way on foot) width of between 2.4 and 2.9 metres is considered appropriate, even allowing for an element of "kerb shyness" due to both edges of the cycle track being bounded by kerbs. A new segregated cycle track for cycles only of this width for Guild Wheel users and other cyclists would be a significant upgrade compared to the existing facilities which are shared with pedestrians.

- The existing shared-use cycle track on the east side of Garstang Road should remain rather than reverting to footway as this would assist cycle access to Broughton Primary School, preventing the need for an east to west road crossing of Garstang Road near Church Lane.

In response, the County Council has previously been made aware of some dissatisfaction from residents regarding the shared-use cycle track that replaced the footway on the eastern side of Garstang Road as part of the Guild Wheel project. An alternative layout has already been approved, consisting of a separate footway and separate cycle track for cycles only, which will eliminate these concerns. It is proposed that the shared use cycletrack be removed and that a footway be provided as it is considered necessary or desirable for the safety or accommodation of pedestrians. The east-west crossing of Garstang Road referred to will take the form of a controlled crossing giving priority to cyclists and pedestrians, thereby minimising inconvenience to vulnerable road users. The proposed revision which is the subject of this report has no impact on this approved cycletrack and footway provision.

- A request was made for the proposed parallel pedestrian and cyclist crossing, located south of Church Lane to be situated on a raised table.

In response, the Highways (Road Humps) Regulations 1999 do not allow road humps to be located within 25 metres of a structure due to concerns about damage being caused by vibration. The proposed crossing is located in close proximity to Broughton Bridge and therefore provision of a raised table, a form of road hump, would not be permitted.

Consultation has taken place with the County Council's Bus Services Team regarding the proposals for bus stops within the extent of the works. The location of several bus stops have been amended to overcome safety issues raised in the Stage 1 road safety audit. Further consultation with individual residents affected will be required as is the usual process when it is proposed to relocate a bus stop.

The County Councillor for the electoral division affected has been consulted and has raised no objection to the proposals.

Implications:

This item has the following implications, as indicated:

Risk management

Should a package of measures along the A6 corridor not be provided to the satisfaction of the Planning Authority, the County Council will have failed to comply with the condition imposed when consent for Broughton Bypass was renewed in December 2013. A lack of appropriate measures would also lead to the potential benefits that could be derived from Broughton bypass not being maximised along the existing A6 corridor. Failure to implement a permanent solution at Broughton Crossroads that reduces vehicle speeds and increases driver awareness of the junction will risk further traffic related incidents at this location.

Financial

The pre-tender estimated cost of providing the measures identified in this report is £1.85 million. Funding has been secured through the Preston, South Ribble and Lancashire City Deal Infrastructure Delivery Fund, as part of the financial provision for Broughton Congestion Relief.

Legal

Planning consent for Broughton bypass was renewed in December 2013 under the Town and Country Planning Act 1990. A condition required that within six months of commencement of the bypass, a scheme of environmental enhancement and traffic calming measures for the A6 through Broughton village be submitted to the Planning Authority. An application for the approval of details reserved by the relevant condition was made to the Planning Authority, the details of which were subsequently approved in April 2017. A further application to the Planning Authority is now required to vary the approved details as set out in this report.

List of Background Papers

Paper	Date	Contact/Tel
Preston Guild Wheel Proposed cycle tracks Garstang Road and D'Urton Lane, Broughton	November 2011	David Davies/(01772) 534495
Broughton Bypass, Planning Condition, Public Consultation on the Proposed A6 Improvement	March 2015	David Davies (01772) 534495

Works

Approval for Highway
Works at A6 Garstang
Road, Broughton, Preston

March 2016

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Reason for inclusion in Part II, if appropriate

N/A