

Report to the Cabinet

Meeting to be held on Thursday, 8 February 2024

Report of the Director of Highways and Transport

Part I

Electoral Division affected:
St Annes North;

Corporate Priorities:
Delivering better services;

Clifton Drive North Cycleway Extension

(Appendices 'A' - 'D' refer)

Contact for further information:

Warren Thackeray, Tel: (01772) 535844, Senior Highways Design Engineer,
warren.thackeray@lancashire.gov.uk

Brief Summary

This report considers the proposals to alter the footway and construct a two-way cycle track on Clifton Drive North from north of Highbury Road West to (and including) Todmorden Road as a phase 2 extension of the existing Clifton Drive North cycle track.

Proposals also include a series of measures to support the scheme and/or mitigate elements of the proposals. This includes bus stops, controlled crossings, refuge islands, parking and loading restrictions, cycle lanes and a no entry and one way restriction.

Consultation and formal advertising of the proposals has been undertaken with a number of objections received.

Recommendation

Cabinet is asked to approve:

- (i) The alteration of the footway to use part of the former carriageway width, construction of a segregated cycle track for cycles only, short sections of shared use cycle tracks and removal of footway on those short sections.
- (ii) The introduction of three bus stop clearways and associated works on Clifton Drive North.



- (iii) The introduction of 'No Waiting At Any Time' and 'Prohibition of Loading Restrictions' on Clifton Drive North, Todmorden Road, North Promenade and Beach Road.
- (iv) The introduction of a no entry restriction (except for cycles) on Bentinck Road and a short length of one-way restriction on Todmorden Road.
- (v) The introduction of a mandatory cycle lane on Highbury Road West and a contraflow mandatory cycle lane on Todmorden Road.
- (vi) The introduction of priority crossings at North Beach Car Park and Todmorden Road, adjacent to their junctions with Clifton Drive North.
- (vii) The introduction of four refuge islands on Clifton Drive North.
- (viii) The approval of awarded Active Travel funding to the Capital and Revenue Programmes for the Clifton Drive North Phase 2 scheme.
- (ix) The approval of the scheme in principle as shown by the drawings in Appendix 'A' including the introduction of crossing facilities to Highbury Road West junction with Clifton Drive (North).

Detail

Following a review of the National Cycle Network by Sustrans, the now delivered phase 1 cycleway scheme was delivered in 2022 after receiving Cabinet approval on 7 October 2021.

The phase 1 scheme originally set out to create a segregated cycle route on Clifton Drive North, running from Squires Gate Junction at Blackpool, up to Todmorden Road, where the National Cycle Route (62) turns to lower traffic routes along Todmorden Road and North Promenade. Allocated funding was insufficient to achieve this and the scheme terminated north of Highbury Road West junction.

The council have since successfully obtained funding from Active Travel England to complete phase 2 of the route as described, along with active travel improvements to Highbury Road West junction. Designs have been detailed and peer reviewed by Sustrans and Active Travel England, helping to ensure conformity to best practice guidance.

Multiple engagement sessions have been carried out with visually impaired groups, amending design detail to overcome or mitigate any concerns raised. Public engagement has also been undertaken, with multiple design amendments included to address relevant concerns.

The proposals consist of extending the current two-way segregated cycleway to Todmorden Road and upgrading the traffic signals junction with Highbury Road West to include signalised pedestrian and cycle crossings.



No Waiting proposals have been included over the lengths of proposed cycle track/lanes, with Prohibition of Loading proposals over the same lengths with the exclusion of those fronted by properties.

A mandatory cycle lane has been included on Highbury Road West when approaching the junction to allow cyclists to filter through traffic and make use of an early release stage to be included in the signals.

Priority crossings have been included over side roads in accordance with guidance document LTN 1/20, where this is a condition of funding. To facilitate the safe use of the priority crossing over Todmorden Road, a one-way restriction is included to ensure the crossing can operate safely. The direction of the one-way is such because drivers turning in to Todmorden Road from Clifton Drive North would have reduced visibility and need to observe gaps in traffic and pedestrians and cyclists crossing, to enable a single turning movement. The collision risk is considered too high for two-way traffic to be maintained in this arrangement. A mandatory contraflow cycle lane has been introduced both to mitigate the risk of traffic contravening the one-way, and to allow southbound cyclists to transition more easily and safely to the carriageway.

Due to the likelihood of traffic dispersal on to Bentinck Road, and coaches on to Beach Road, mitigations have been proposed including a no-entry restriction into Bentinck Road from North Promenade. No Waiting proposals have been included on North Promenade at the junctions with Bentinck Road and Beach Road. This is to facilitate more space to pull out of Bentinck Road unopposed and allow coaches enough space to exit Beach Road.

Four refuge islands have also been included along Clifton Drive following a S106 Contribution from Fylde Borough Council to deliver these. Their placement is in conjunction with bus stops and/or access to prominent side roads, in addition to at those locations where pedestrian or cycle collisions with motor vehicles has happened in proximity.

A land dedication agreement is also progressing to realign the boundary wall with the Summerfields estate at the junctions of Todmorden Road and North Beach Car Park, improving visibility and safety. Works will not commence on site until the agreement is signed.

Appendices

Appendices 'A' - 'D' are attached to this report. For clarification, they are summarised below and referenced at relevant points within this report.

Appendix	Title
Appendix 'A'	General Arrangement Drawings
Appendix 'B'	Site Notice Plans
Appendix 'C'	Consultation Responses
Appendix 'D'	Late Consultation Responses



Consultations

Public consultation was undertaken from 26 October to 23 November 2023 with letters sent to over 1,200 properties, together with the formal advertising process. A total of 42 letters and emails have been received from 32 objectors and 10 supporting. Supporting letters have included organisations such as Lancashire Police, Sustrans, and Lytham St Annes Cycle Group.

8 properties within the Summerfields estate are also party to an ongoing land dedication agreement. Whilst none are noted to have provided supporting correspondence, it cannot be ascertained with absolute certainty, and therefore the potential conflict of interest from financial incentive should be noted.

A summary of objections and adverse comments including responses to those are contained within Appendices 'C' and 'D'.

Implications:

This item has the following implications, as indicated:

Risk management

Should the proposals recommended within this report not be implemented, cyclists travelling southbound will be required to negotiate a difficult length by either mixing with high traffic flows, crossing the carriageway without crossing facilities, or dismount, where compliance issues have been observed under the current dismount arrangement.

The described improvements to crossings through refuge islands, priority crossings and traffic signals would also not be implemented, where potential to reduce collisions is unlikely to be achieved.

Financial

Active Travel England has awarded the scheme £1,000,739.73 in Capital funding and £47,155.28 in Revenue funding. The funding is granted under several conditions including that funds are committed by April 2024 and designs comply with guidance document LTN1/20. Active Travel England reserves the right to recall funds should conditions not be met and can consider a breach of funding conditions in its decision making for the award of future funding. In this event, the scheme would not progress.

£95,000 of the Active Travel England Capital funding has been approved under the county council's Scheme of Delegation to Heads of Service to allow preconstruction works to progress in accordance with conditioned timescales. A Road Safety Capital contribution of £65,000 has also been approved under the scheme of delegation which has facilitated the development of bid designs and enabled the county council to adhere to short timescales set out in the funding conditions by progressing design work in advance of the funding award. Additionally, £35,731.77 of Section 106 funding to install refuge islands on Clifton Drive North has been approved under the scheme of delegation.



Section 106 funds would be spent first (contingent to the delivery of works set out in the agreement), followed by Active Travel England Capital funding, and then Road Safety Capital funding if required. Any overspend risk would lie with county council Capital funding, where the full project cost estimate is £1,036,253.29 (including a 25% contingency on construction costs). The total budget from all Capital contributions is £1,101,471.50.

Legal

Under Section 65 Highways Act 1980 the highway authority can construct a cycle track as part of the highway.

Under Section 66 Highways Act 1980 the highway authority has a duty to provide proper and sufficient footways as part of the highway for use on foot only by the made-up carriageways where it is considered necessary or desirable for the safety or accommodation of pedestrians. In this case it is considered that footways for pedestrians only are still desirable, but the footway length will be altered to a new position. This power to alter footways is provided for in S66 Highways Act 1980 and to construct the altered footway using former carriageway is acceptable so long as widths and safety are satisfied. S75 Highways Act 1980 provides that the highway authority may vary widths of carriageway and footway.

On the proposed short lengths of shared use cycle track it is considered that a footway for use on foot only is no longer desirable as the proposed shared use cycle track sections will include a right of way for pedestrians wide enough for cyclists and pedestrians to safely share.

These proposals would see the reallocation of highway space under S66(4) and S75(1) of the Highways Act, to create a cycle track under S65(1) of the Highways Act without public right of way on foot (meaning pedestrians are to be segregated from the cycle track and vice versa). Footway provision will remain for pedestrian highway users.

Prohibition of Waiting and Loading restrictions are provided under the Road Traffic Regulation Act 1984. Section 1 sets out the reasons in which a traffic authority can 'make' a traffic regulation order. In this matter, clause 1, subclause (a), and (c) apply. Legal issues and other considerations are detailed in the report.

List of Background Papers

Paper	Date	Contact/Tel
None		
Reason for inclusion in Part II, if appropriate		
N/A		

