

## Report to the Cabinet

Meeting to be held on Thursday, 9 June 2022

### Report of the Head of Service - Planning and Environment

#### Part I

Electoral Division affected:  
Preston City;

**Corporate Priorities:**  
Protecting our environment;

### Broadgate Cycle Optimised Protected Signals Junction Upgrade

(Appendices 'A', 'B' and 'C' refer)

Contact for further information:

Chris Hadfield, Tel: (01772) 530485, Project Manager,  
christopher.hadfield@lancashire.gov.uk

#### Brief Summary

This report outlines proposals to upgrade the junction of Broadgate, Fishergate Hill, Strand Road and Liverpool Road in Preston to improve walking and cycling facilities through the introduction of Cycle Optimised Protected Signals design with associated measures.

Public engagement, consultation and formal advertising of the proposals has been undertaken with a small number of objections received.

This is deemed to be a Key Decision and the provisions of Standing Order C20 have been complied with. Compliance with Standing Order C19 was not possible as the details of the proposals had not been finalised at the time of publication of the statutory Notification of Key Executive Decisions.

#### Recommendation

Cabinet is asked to approve:

- (i) Junction improvements for cycling and walking at the Broadgate junction with Liverpool Road (Appendices 'A' and 'C' refer).
- (ii) Construction of a cycle track for cycle use only in and around the junction, and of a footway which is for on foot only around the junction, together with construction of shared use cycletrack, the removal of existing carriageway and

footway at the junction and areas of planting to introduce the Cycle Optimised Protected Signals design (Appendices 'A' and 'C' refer).

- (iii) The making of associated Orders for reconfigured parking, waiting and loading arrangements on Fishergate Hill, introduction of a 20mph speed limit and a one-way restriction on Fishergate Hill filter lane -U4369 (Appendix 'A' refers).
- (iv) Rumble Strips, road humps (40mm high) and parallel crossing on Fishergate Hill filter lane (Appendix 'A' refers); and
- (v) Bus stop clearways on Broadgate and Fishergate Hill (Appendix 'A' refers).

## Detail

Following the completion of a bidirectional cycle track between Broadgate junction and Cop Lane junction in 2021, the county council has recently undertaken a consultation on proposals to upgrade the Broadgate junction. Funding has been secured through the Department for Transport Active Travel Fund (Tranche 2).

This proposed scheme is also consistent with emerging work on the county council's Local Cycling & Walking Infrastructure Plan for the central Lancashire area. The funding has several conditions attached, one of which is to comply with new design guidance produced by the Department for Transport for new cycling provision (referred to by the Department as 'LTN 1/20'). This compliance is confirmed.

The proposed scheme is supported in principle by the county council's transport policy (Actively Moving Forward: A Ten-Year Strategy for Cycling and Walking, 2018) which aims to double the number of people cycling by 2028. The scheme is consistent with the aims of the Department for Transport policy 'Gear Change – A Bold Vision for Walking and Cycling' (2020).

Broadgate junction and the newly built Penwortham to Preston Cycle Superhighway route has been identified by the Council as a route where people have a high propensity to cycle if good facilities are in place (using the Department for Transport's Propensity to Cycle Tool). Additionally, this east-west route is met at the Broadgate junction by the Guild Wheel heading north-south, which is a popular walking and cycling route, which forms part of the National Cycle Network, having approximately 100,000 users each year.

The junction at Broadgate currently presents a major potential conflict point for pedestrians and cyclists along the route from Penwortham to the city centre which it is recommended requires mitigation. Consequently, Broadgate junction is an obstacle to the completion of high-quality designated cycling provision along with discrete pedestrian provision linking Penwortham and South Ribble to Preston and ultimately a barrier to increasing active travel in Lancashire.

Broadgate junction has been designed to be a Cycle Optimised Protected Signals junction, which is a new junction type which separates pedestrians and cyclists from

motorised traffic, reducing the risk of collisions or conflict. The award-winning concept was first developed by Transport for Greater Manchester and this junction will be the first of its kind in Lancashire and amongst the first to be delivered in the UK.

The main feature is an external orbital cycle track which circles the junction protecting cyclists from general traffic, whilst allowing everyone to use the junction safely (see Appendices A and C for design details). Pedestrians have their orbital footway. Cyclists can make a right turn at the junction by orbiting the circulatory cycle track, protected from traffic, and are able to complete multiple carriageway crossings in one phase. All potential conflicts between cyclists and motorised traffic will be signalled to ensure separation and safety. Separate signals for pedestrians and cyclists will reduce any conflict between pedestrians and cyclists.

The orbital cycletrack and orbital footways and approach sections of shared use cycletrack will be constructed on highway sections where existing carriageway and footway sections will be removed. Their removal is not considered problematic as the new cycletrack and footway lengths will offer enhanced spaces for safe use and the carriageway width is still able to accommodate vehicular traffic. Areas of planting will lie between the new cycletrack and footway (Appendix 'C' refers).

The scheme also enhances the Guild Wheel by enabling its users to more safely navigate the junction. The proposed design includes a 2-way cycle crossing along the alignment of the Guild Wheel route to remove the need for cyclists heading south to circle the junction.

Reconfiguration of the junction to provide the upgraded pedestrian and cycle facilities includes the removal of filter lanes from three out of four corners, where two of these currently provide little to no benefit to traffic. The filter lane on Fishergate Hill will be realigned to reduce traffic speeds and improve the pedestrian environment outside the medical centre and neighbouring businesses. The reallocation of road space to walking and cycling will result in a reduction of highway capacity through the junction, however, this will be managed through the optimisation of the traffic signals.

A slight disbenefit to drivers, such as reduction in carriageway capacity, is a typical consequence of active travel schemes where road space reallocation has taken place to "meaningfully alter the status quo" (a requirement of the funding for the scheme). A degree of driver disbenefit complements the introduction of active travel infrastructure by acting as a behavioural change mechanism to encourage alternative travel choices such as the switch to walking and cycling.

Equally, a reduction in motor traffic resulting from modal shift may have a positive impact on journey times across the wider network. The upgrading of the Broadgate junction will support the Department for Transport's longer-term objective to help deliver significant health, environmental and congestion benefits by reducing the number of vehicles on the road through the promotion of active travel. The anticipated impact of the scheme is an increase in the number of walking and cycling journeys along this key corridor as safety improvements unlock latent demand. The schemes objectives will be actively monitored as part of the scheme's evaluation.

## Consultation

Consultation has been delivered through a two-stage process – a public engagement carried out in November/December 2021 and a formal public consultation held in April 2022.

The public engagement was open from 16 November 2021 until 18 December 2021 and aimed to raise awareness of the scheme with residents, businesses and other stakeholders. Letters were sent to approximately 2,500 properties, a VMS (variable message sign) was displayed at the junction and Council officers visited local businesses to specifically explain the changes being made to parking arrangements and public realm around the shops at the bottom of Fishergate Hill. The engagement invited the public, businesses and statutory consultees to provide comments on the scheme in principle.

Results from the engagement were encouraging, as fewer than 10% of responses received were negative about the proposed designs. There were a range of queries related to the scheme, which can be viewed in a 'Q&A' on the county council's website (copy contained in Appendix 'B').

Extensive engagement has also been carried out with multiple Visually Impaired Organisations in addition to the county council's Social Care Day Centre in close proximity. An Equality Impact Assessment has been carried out. Consequently, officers felt reassured to move the scheme forward through to formal public consultation.

The formal public consultation was undertaken for a period of 28 days between 1 and 29 April 2022 where letters were sent to approximately 2,500 properties, notices erected around the junction, an advert in the local paper and a press release from the Council, including 3D visualisation and supporting documents listed on the county council's website.

The formal consultation invited the public and consultees to comment on the scheme in principle, in addition to the specific proposals for:

- the reconfigured parking, waiting and loading arrangements on Fishergate Hill (U4369);
- the one-way traffic system on Fishergate Hill (U4369), in a south-westerly direction;
- the 20mph speed limit on Fishergate Hill (U4369);
- the road humps (40mm high) and parallel crossing on Fishergate Hill (U4369 & C329);
- the bus stop clearway on Broadgate (west side of the carriageway);
- the bus stop clearway on Fishergate Hill (C329) (north side of the carriageway); and
- the bus stop clearway on Fishergate Hill (C329) (south side of the carriageway).

The consultation resulted in a limited number of concerns being raised, along with a small number of queries. All consultation responses that required a reply have been responded to and our answers to all queries and concerns have been added to the 'Q&A' section on the county council's website ([www.lancashire.gov.uk/roads-parking-and-travel/active-travel-schemes/penwortham-to-preston-cycle-superhighway/](http://www.lancashire.gov.uk/roads-parking-and-travel/active-travel-schemes/penwortham-to-preston-cycle-superhighway/)). A copy of objections/adverse comments from both engagement and formal consultation are set out in Appendix 'B'. Officer comments on said adverse comments are included at Appendix 'B' and it is advised that the objections raised do not undermine the benefits of proceeding with the proposed changes set out in this report. Therefore, it is recommended that Cabinet approve the proposals as recommended.

### **Implications:**

This item has the following implications, as indicated:

### **Risk management**

Should the Broadgate Cycle Optimised Protected Signals junction upgrade identified in this report not be implemented, pedestrians and cyclists traveling between Penwortham and Preston will be required to negotiate a section of infrastructure with greater potential for conflict with vehicles. Reducing vehicle speeds on Fishergate Hill (U4369) would have to be separately considered to reduce the risk of serious injury to pedestrians and cyclists. By not improving the most significant road crossing on Preston's Guild Wheel cycle route, there is a risk that pedestrians and cyclists may be deterred from using the route, which would impact on both local and national congestion, air quality, health and economic growth targets.

### **Financial**

The estimated cost of the proposals detailed in this report is £1,832,000. This would be fully funded as part of the Active Travel Fund (Tranche 2) programme. This grant funding has been secured from Department for Transport, with the understanding that we will deliver the scheme as described in our bid. If works are not delivered in accordance with funding conditions, the Department for Transport reserves the right to recall awarded funding which could also have reputational damage.

### **Legal**

There is a general power of improvement in S62 Highways Act 1980.

In addition, The Highways Act 1980 Section 65 states:

*"(1) Without prejudice to section 24 above, a highway authority may, in or by the side of a highway maintainable at the public expense by them which consists of or comprises a made-up carriageway, construct a cycle track as part of the highway; and they may light any cycle track constructed by them under this section. (2) A highway authority may alter or remove a cycle track constructed by them under this section."*

The orbital cycle track in this proposal is one for cyclists only and cycle track approach sections are for cyclists and pedestrians as shown in Appendix 'C'.

New areas of footway are proposed and S66 Highways Act 1980 gives the authority the necessary power to construct footways. The power to plant within the highway is in S96 Highways Act 1980.

Some areas of existing carriageway and footway will be removed under the proposal and these changes have to be properly considered.

Footways can be removed under S66 Highways Act 1980. Care should be taken that pedestrians still have a safe area.

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), (c) and (f) apply.

As a highway authority, the Council has powers to implement road humps in accordance with The Highways (Road Hump) Regulations 1999 and to install perception bars and a bus layby buildout under The Highways (Traffic Calming) Regulations 1999. Legal issues and other considerations are detailed in the report.

### **List of Background Papers**

None

Reason for inclusion in Part II, if appropriate

N/A