

Report to the Chief Officer (Highways and Transportation)

Date: 18 December 2018

Subject: S106 A654 Thorpe Lane/Middleton Lane Road Safety Scheme

Capital Scheme Number: 12570

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Ardsley & Robin Hood and Middleton	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. There is a need to improve road safety along A654 Thorpe Lane/Middleton Lane. This scheme will address traffic speeds, improve traffic movements and provide pedestrian crossing facilities. Developers have contributed Section 106 monies to fund these road safety measures along with a further contribution from Leeds Capital funding.
2. Following a feasibility study, consultations and initial design, a highway scheme has been prepared that now requires approval to allow it to be implemented.
3. Approvals are being sought to spend, advertise the necessary legal orders and notices and implement the works.

Recommendations

4. The Chief Officer (Highways and Transportation) is requested to:
 - i) note the contents of this report,
 - ii) give authority to progress the detailed design and implement the highway works as shown on drawing no. 12570/LCC/HWT/01/DR/EP/MI_18d in appendix 1.

- iii) give authority to the City Solicitor to advertise a draft Speed Limit Order and subject to no valid objections being received, to make seal and implement the Order as advertised,
- iv) give authority to advertise a Notice under the provisions of the Section 90C of the Highways Act 1980 required for each proposed vertical deflection traffic calming feature; and
- v) give authority to incur expenditure of £167,000 being £115,000 works costs, £46,000 staff fees, and £6,000 legal fees, funded by £124,800 of Section 106 receipts and £42,200 of Leeds City Council 'Capital borrowing'.
Note a further £40,000 of already approved Traffic Management 2018/19 Capital budget (LCC Capital borrowing) has also been earmarked to contribute to further works costs of this scheme, giving a potential total funded spend of £207,000.

1 Purpose of this report

- 1.1 The purpose of the report is to note the principle of the highway proposals on the A654 Thorpe Lane/Middleton Lane.
- 1.2 To obtain authority to implement the proposed works.
- 1.3 To obtain authority to advertise a draft Speed Limit Order and subject to no valid objections being received, to make, seal and implement the Order as advertised.
- 1.4 To obtain authority to advertise a Notice under the provisions of the Section 90C of the Highways Act 1980 required for each proposed vertical deflection traffic calming feature
- 1.5 To obtain authority to spend £167,000 (to add to another £40,000 of pre-approved Traffic Management 2018/19 Capital budget).

2 Background information

- 2.1 Contributions have been collected under Section 106 Agreements from developments in the area. The contributions have been ring-fenced for improving traffic movement, safety and pedestrian crossing facilities on the A654 Thorpe Lane/Middleton Lane.
- 2.2 Along the A654 Thorpe Lane/Middleton Lane there is a short ($\frac{3}{4}$ mile) 30mph speed limit length of road predominately fronted by residential properties and open fields. This length of the road lies between rural lengths of road with higher speed limits (40mph and 50mph). This layout contributes to excessive speeding as motorists maintain their high speed through the residential area. The latest surveys in the 30mph speed limit length in September 2017 recorded an average speed of 33.8mph and an 85th percentile speed of 39.0mph. This in turns makes it difficult and dangerous for pedestrian to cross the road and discourages local residents accessing local facilities by foot.

- 2.3 There are two main side roads off the A654 Thorpe Lane/Middleton Lane namely Middleton Park Avenue and Towcester Avenue. Both of these T-junctions are busy as they lead to Middleton's main shopping centre and Asda respectively. The speed of traffic on the A654 and the high volume of traffic on the side roads contributes to congestion and long queues especially in peak hours.
- 2.4 South of the A654 Middleton Lane there is the Winthorpe estate, a small residential area which is only accessible by vehicle from the A654. The residents have for some time expressed through ward members that the community feels disconnected and that they would like a controlled crossing facility on the A654 Middleton Lane opposite the estate to provide a safe crossing point and improve accessibility by foot to local amenities.

3 Main issues

- 3.1 The proposed highway works consist of:
- i. A mini-roundabout at the junction of the A654 Middleton Lane with Towcester Ave with a new length of footway on the southern side to improve pedestrian connectivity to the existing bus stop. A central island pedestrian refuge is proposed on each arm to provide safe crossing points for pedestrians around the junction.
 - ii. A mini-roundabout at the junction of the A654 Thorpe Lane with Middleton Park Ave. A central island pedestrian refuge is proposed on each arm to provide safe crossing points for pedestrians around the junction.
 - iii. A series of road cushions and speed tables along the A654 Thorpe Lane and Middleton Lane. The speed tables are proposed to improve pedestrian connectivity mainly for the residents in the adjacent Winthorpe estate.
 - iv. A change in the speed limit to create a '40mph buffer zone' between the existing 50mph/30mph speed limit on the A654 Thorpe Lane.
 - v. An uncontrolled pedestrian dropped crossing on Towcester Avenue.
- 3.2 The package of measures will:
- i. Visually highlight that the 30mph speed limit section of the A654 Thorpe Lane/Middleton Lane is residential.
 - ii. Physically control and reduce motorists' speeding in the 30mph speed limit section of road.
 - iii. Reduce the speed of motorists approaching the residential area from the western side with the proposed 40mph 'buffer zone'.
 - iv. Improve traffic movement and reduce queuing at the two main T junctions with the proposed mini-roundabouts.
 - v. Improve pedestrian safety with the uncontrolled crossing facilities and with reduced speed of traffic.

- vi. Encourage and support more sustainable economic activity by providing safe pedestrian facilities to/from local facilities.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Ardsley & Robin Hood ward members were initially consulted on the draft scheme in early 2017 and frequent communication continued throughout 2017/18. The communication was largely to agree on features to improve pedestrian safety and connectivity for the residents of Winthorpe estate. It was agreed to install 2 speed tables in the vicinity to provide level crossing points for pedestrians. One of the tables will be 'future proofed' for upgrade to a raised controlled crossing by installing a duct crossing underneath the table. On 09/11/18 the Ardsley & Robin Hood ward members were consulted on the final layout and no adverse comments were received.
- 4.1.2 Middleton ward members were initially consulted on the draft scheme in early 2017 and no adverse comments were received. On 09/11/18 the ward members were consulted on the final layout and no adverse comments were received.
- 4.1.3 Public consultation with approximately 400 local residents was carried out via a letter drop and 2 evening public consultation meetings. 29 responded to the letter drop of which 27 acknowledged there are speeding and/or pedestrian safety concerns within the area and of which 13 also supported the proposed scheme with mini roundabouts, speed cushions and speed tables. One of the public meetings was held at the Winthorpe Community Centre on 27/06/17 and was extremely well attended by the residents of the Winthorpe estate. The overwhelming view of the Winthorpe community was that the funding should be spent on a controlled crossing on the A654 opposite the Winthorpe estate instead of being spread along the $\frac{3}{4}$ mile. A feasibility study was carried out and concluded that given the speed of traffic and the expected low pedestrian use, it was an unsuitable location. The second public meeting was held in St George's One Stop Centre on 25/07/17 and was poorly attended.
- 4.1.4 The Emergency Services and Metro were consulted in February 2017. No comments or objection were received.
- 4.1.5 Internal consultation in Highways & Transportation was carried out in February 2017. One department confirmed support for the scheme and two departments provided comments on the proposals. The initial design was then developed to final design with the feedbacks from the consultations. Consultation on the final design was carried out on 07/11/18 and no adverse comments was received.
- 4.1.6 A Stage 1/2 Road Safety Audit was carried out in November 2017. The recommendations were considered and a Designer's response was provided.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An equality, diversity, cohesion and integration screening has been carried out on the proposals. Report attached as appendix 2.

4.2.2 Positive Impacts –

- Reducing speeds will increase chances of survival if hit by a car
- Make it more pleasant to walk or cycle, encouraging a more healthy lifestyle
- Improve quality of life for the local community
- Provide safer passage whilst crossing the road for all pedestrians, especially those with mobility issues, disabled people, parents supporting pushchairs and young and old people
- Greater independence and choice for children travelling to school

4.2.3 Negative Impacts –

- There is a slight reduction in air quality when speed limits are reduced, however, this is offset by the potential reduction in accidents as a consequence of reduced speeds and safety features introduced
- Perceived displaced traffic may increase congestion on other roads, although the level of displacement would differ for every traffic calming scheme and assessing this would be costly without necessarily bringing commensurate benefits.
- Potential noise increase, due to the reduction in vehicle speeds, although this is compensated by improving road safety for pedestrians
- Journey times may be increased very slightly within the relatively small area of the scheme, however this is compensated by improving road safety for pedestrians
- Speed calming features may have a slight impact on emergency services, though this is mitigated by ensuring that the appropriate features are used as part of the scheme design process
- Increases future maintenance costs, particularly for raised features e.g. speed cushions, road markings

4.3 Council Policies and City Priorities

4.3.1 The proposed road safety scheme accords with the Local Transport Plan and other Council policies as it supports and provides a safe means of access for all users of the Highway.

4.4 Resources and value for money

4.4.1 The total funding available for this scheme is £167,000 and the proposed spend is £115,000 works cost, £46,000 staff design and supervision cost and £6,000 Speed Limit Order cost. An additional £40,000 for works cost is also earmarked from the pre-approved Traffic Management 2018/19 Capital scheme.

4.4.2 This scheme will be funded by £124,800 of Section 106 receipts already received and £42,200 from Leeds City Council Capital borrowing.

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	0.0		0.0	0.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	115.0		115.0				
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	46.0	34.0	12.0				
OTHER COSTS (7)	6.0	1.3	4.7				
TOTALS	167.0	35.3	131.7	0.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2018 £000's	FORECAST				
			2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022 on £000's
LCC Supported Borrowing	42.2	30.7	11.5				
Revenue Contribution	0.0						
Capital Receipt	0.0						
Insurance Receipt	0.0						
Lottery	0.0						
Gifts / Bequests / Trusts	0.0						
European Grant	0.0						
Health Authority	0.0						
School Fundraising	0.0						
Private Sector	0.0						
Section 106 / 278	124.8	4.6	120.2				
Government Grant - Env Agcy	0.0						
SCE (C)	0.0						
SCE (R)	0.0						
Departmental USB	0.0						
Corporate USB	0.0						
WYCA Grant	0.0						
Total Funding	167.0	35.3	131.7	0.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

4.5 Legal Implications, Access to Information and Call In

4.5.1 The works are exempt from call in being a consequence of and in pursuance of a regulatory decision.

4.6 Risk Management

4.6.1 Non-delivery would result in the continual issues on the A654 Thorpe Lane/Middleton Lane and clawback of the S106 monies if not used.

5 Conclusions

- 5.1 The scheme will facilitate safe and efficient access on the A654 Thorpe Lane/Middleton Lane for all users of the highway. The traffic calming proposals will improve the pedestrian environment by reducing vehicle speeds which will aid pedestrians crossing A654 Thorpe Lane/Middleton Lane.

6 Recommendations

- 6.1 The Chief Officer (Highways and Transportation) is requested to:
- i) note the contents of this report,
 - ii) give authority to progress the detailed design and implement the highway works as shown on drawing no. 12570/LCC/HWT/01/DR/EP/MI_18d,
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7 Background documents¹

- 7.1 None.

8 Appendices

- 8.1 Appendix 1 – Drawing no. 12570/LCC/HWT/01/DR/EP/MI_18d.
- 8.2 Appendix 2 - Equality, Diversity, Cohesion and Integration Screening.

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.