

DELEGATED ITEM

Highway Safety Improvements: A6104 Hollinwood Avenue at the Butterworth Lane, Northfield Road Junction

Report to Executive Director, Economy Place and Skills

Portfolio Holder:

Housing, Transport and Planning – Councillor D Hibbert

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Purpose of Report

The purpose of this report is to seek approval for the introduction of highway safety measures on A6104 Hollinwood Avenue at its junction with Butterworth Lane and Northfield Road. The measures are intended to reduce the occurrences of crashes at the site and subsequently the risk of future injuries sustained by all road users, particularly pedestrians.

Executive Summary

In accordance with the Council's statutory obligations under Section 39 of the Road Traffic Act 1988, Unity's *data-led* Road Traffic Accident Investigation recommends that highway safety improvements are introduced at the A6104 Hollinwood Avenue / Butterworth Lane / Northfield Road junction in South Chadderton.

During the five year period between January 2007 and December 2011 there were a total of eight personal injury accidents recorded at, and along the approaches to, the junction. One of the accidents resulted in a child pedestrian receiving serious injuries.

Road safety at this location has also been raised as an issue by Michael Meacher MP, Councillor Hibbert (Portfolio holder), Councillor Joy Wrigglesworth, School Crossing Patrol Manager and local residents.

Recommendation

It is recommended that the proposals shown on Drawing No 1046861/A0/402/A Rev B are approved.



Oldham
Council

Highway Safety Improvements: Hollinwood Avenue at the Butterworth Lane, Northfield Road Junction

1 Background and Current Position

- 1.1 The study area is centred upon the A6104 Hollinwood Avenue / Butterworth Lane / Northfield Road junction, located 350 metres to the east of the A663 Broadway, straddling the Oldham and Manchester districts of South Chadderton and New Moston respectively, as shown on the Location Plan, attached.
- 1.2 There are two schools within 250 metres north of this junction both of which are accessed along Butterworth Lane. There is a School Crossing Patrol site located on Hollinwood Avenue immediately to the east of Butterworth Lane and Northfield Road.
- 1.3 Comments from the School Crossing Patrol Manager, the public and Elected Members express concerns regarding the road safety of pedestrians, particularly schoolchildren, during peak periods due to the speed of traffic and the nature of the road.
- 1.4 As part of the Oldham's obligations under Section 39 of the Road Traffic Act 1988, Unity carries out studies into accidents arising out the use of vehicles on the Borough's roads, and in the light of these investigations promotes appropriate measures to prevent them, including:
 - The construction, improvement, maintenance and repair of roads in the Borough;
 - The dissemination of information and advice on road safety, eg in schools;
 - The provision of practical training, eg Bikeability.
- 1.5 In accordance with these requirements, Unity has: interrogated the Road Traffic Accident Database (GMAXI); carried out a detailed crash investigation; undertaken site observations and applied appropriate design standards to determine the most suitable, cost effective remedial action to take. This report discusses the road safety issues at the junction and describes the measures proposed that are intended to mitigate the risks and reduce the number of accidents occurring at the junction in the future.
- 1.6 The measures will be funded from the 2012/2013 Local Transport Plan and are programmed to be introduced during summer 2012.

2 Existing Site Conditions

- 2.1 The A6104 is a classified road and runs in an east-west direction, from the A627 Ashton Road (Oldham) to its junction with the A576 Middleton Road (Crumpsall), over a distance of 10km. The extent of the road within Oldham is termed Hollinwood Avenue and runs from the A627 westwards to Greengate Chadderton. The section of the route from the A62 (Manchester Road) and the Borough boundary is two-lane dual carriageway standard and has a speed limit of 40mph. It is lit throughout and speed limit Repeater signs are erected along the route. All of the junctions are "at-grade" and there are gaps within the central reservation to facilitate right turning for the major side roads.
- 2.2 Hollinwood Avenue functions as one of Oldham's district distributors and, at its junction with Butterworth Lane and Northfield Road, carries around 13,000 vehicles per day. The vast majority of traffic using this part of the route comprises of cars and light goods vehicles with only 5% made up of medium and heavy goods.
- 2.3 The route at this point is wholly residential having a generally flat vertical alignment. The Butterworth Lane / Northfield Road junction is centred on an "S" bend with large radii and adequate visibility along both Hollinwood Avenue approaches. There are wide footways on both sides of Hollinwood Avenue and a number of dropped crossings provide access to private drives on both sides of the road. Off road parking currently takes place on the wide footways and a minority of driveways do not have adjacent dropped crossings.
- 2.4 Beyond the study area, to the east, the approach to the Butterworth Lane / Northfield Road junction is more open and less developed residentially. There is a large supermarket located on the south side of Hollinwood Avenue, 0.5km from the junction; from this point and up to the A62 junction the route runs alongside the M60, has a very open aspect and is fronted by light industrial and commercial development.
- 2.4 The street lighting columns along the whole of the study length are positioned at the front of the footways. The columns are predominantly concrete with retro-fit steel tops. Under the current Street Lighting PFI Core Investment, this apparatus is due to be replaced during the middle of Year 2 in the first phase of the four year programme.
- 2.5 Hollinwood Avenue, either side of the Butterworth Lane / Northfield Road junction has a 24 hour Traffic Regulation Order in place on both carriageways.
- 2.6 Along this section of Hollinwood Avenue there are two bus services, namely the 149 and 151.

The 149 runs from Oldham to Manchester, along Hollinwood Avenue from Bower Lane to Victoria Avenue (Moston).

The 151 runs between Hollinwood and Cheetham Hill via Hollinwood Avenue and Northfield Road.

3 Traffic Surveys

3.1 Historic traffic link, turning and speed count data have been recorded at the junction and this is summarised in the Tables 1 and 2 below:

Table 1 – Traffic Link Count and Speed Survey

Date	Location	AADT* (two-way)	Ave Peak Hour (two-way)	Direction	Mean Speed**	85 th Percentile ***	% over limit
June 05	Hollinwood Ave – W of Butterworth Ln	12800	1300(am)	east	32.4 mph	37.8 mph	4.3
			1500(pm)	west	33.8 mph	39.7 mph	11.3

Note: * AADT – Annual Average Daily Traffic (24hr)
 ** The Mean Speed denotes the average speed of vehicles
 *** The 85th percentile speed is the speed which 85% of the vehicles are not exceeding

Table 2 – Hollinwood Avenue – Butterworth Lane – Northfield Road Turning Count

October 2010	Peak Hour	Hollinwood Ave W	Butterworth Ln	Hollinwood Ave E	Northfield Road
Hollinwood Ave W	AM		90	400	15
	PM		25	520	30
Butterworth Lane	AM	20		95	10
	PM	15		35	15
Hollinwood Ave E	AM	540	85		35
	PM	630	115		70
Northfield Road	AM	45	20	50	
	PM	20	10	45	

(Note: Flows have been rounded to the nearest 5)

3.2 The traffic data shown in Table 1 indicates that 85% of drivers are travelling below a speed of 39.7mph. However, in the westbound direction, 11.3% of vehicles are exceeding the speed limit; this is possibly due to the more open aspect of the approach from the A62 to the east. The compliance of drivers to the posted limit is more evident in the opposite direction where only 4.3% of vehicles are travelling in excess of 40mph.

3.3 Hollinwood Avenue is categorised as an Urban All-purpose Two Lane Dual Carriageway. Consequently it was designed to accommodate significant traffic flows throughout the day, particularly at peak periods. Typically, a road of this standard can support a two-way of over 5000 vehicles per hour. Examination of the traffic volume data in Table 1 indicates that currently two-way (peak hour) flows are in the order of 1300 -1500 vehicles and the road is operating well below maximum capacity.

4 Injury Accident History

4.1 In the five year period up to 31 December 2011 there were eight injury accidents recorded by Greater Manchester Police at, and along, the approaches to the Hollinwood Avenue / Butterworth Lane / Northfield Road junction; seven of the incidents took place inside the Oldham boundary and one in within New Moston (Manchester).

4.2 The characteristics of the injury accidents have been summarised below:

- The eight recorded accidents resulted in one serious and eight slight casualties;
- Five of the accidents involved turning conflicts: four at the Butterfield Lane / Northfield Road junction and one at Scholes Drive;
- Seven of the accidents occurred during the working week (Tuesday – Friday);
- All the accidents occurred during the autumn/winter months ie September – January with 50% taking place during the hours of darkness;
- Seven of the accidents occurred during the working day ie 7am – 6pm and five coincide with school start / finish times and morning / evening peak hours;
- There was only 1 child pedestrian and this was recorded as being related to a school journey;
- In the last three year period 01 January 2009 – 31 December 2011 there have been four accidents resulting in five slight casualties.

4.3 Annual Summary (2007 to 2011):

2007 - There were four accidents resulting in one serious and three slight casualties:

- 1 child pedestrian (serious)
- 1 child passenger
- 2 adult drivers

2008 - There was no personal injury accidents recorded.

2009 - There were four accidents resulting in five slight casualties:

- 4 adult drivers
- 1 adult passenger

Since 2009 there have been no further injury reported accidents.

4.4 Accident Analysis Conclusions

The main conclusion to draw from the data is that the majority of crashes are attributed to turning vehicles at the Butterworth Lane / Northfield Road junction. The contributory factors recorded at the time of the incident report that the driver at fault misjudged either the speed of the oncoming traffic or the availability of suitable gaps to move into.

The other point to note is that the percentage of accidents occurring in the dark is almost double the Borough average of 28%.

Although there have been no further accidents recorded since December 2009, Unity are aware of the concerns of local residents and Councillors regarding safety issues and near misses at this junction.

5 Proposals and Justification (See Drawing 1046861/A0/402/A Rev B)

5.1 It is proposed to introduce accident remedial measures on Hollinwood Avenue, on the approaches to, and at its junction with, Butterworth Lane and Northfield Drive.

5.2 The proposals are intended to improve the facilities for all road users at the junction by reducing the exposure to risk for pedestrians and cyclists and better managing the roadspace available for turning traffic. The measures along Hollinwood Avenue will also involve improvements to the junction approaches, particularly from the east where there is the highest percentage of vehicles travelling above the speed limit.

5.3 *Proposals*

- i) The introduction of right turn lanes along Hollinwood Avenue to cater for vehicles entering Butterworth Lane, Northfield Road and Scholes Drive;
- ii) The provision of a central reservation "build-out" and the improvement of the informal crossing point immediately to the north east of the Butterworth Lane / Northfield Road junction;
- iii) The provision of cycle lanes through the junction;
- iv) The installation of "Road Narrows" signs along both Hollinwood Avenue approaches;
- v) Speed awareness road markings along both Hollinwood Avenue approaches;
- vi) The enhancement of the street lighting infrastructure as part of PFI Core Investment Programme;
- vii) The relocation of the bus stop on the south side of Hollinwood Avenue, a further 18m from the junction with Scholes Drive.

Justification

- i) The majority of the accidents recorded at the junction involves turning traffic. The proposed measures are designed to address this issue and will provide drivers with a safer environment to carry out right turn manoeuvres along this section of the dual carriageway;
- ii) The introduction of right turning facilities will result in single lane operation for ahead and left turning traffic on both Hollinwood Avenue approaches; this arrangement will make decision making for drivers, cyclists and pedestrians easier;
- iii) Reducing the effective roadspace will create a more restrictive alignment, promote slower approach speeds particularly from the east and provide a shorter distance for pedestrians to cross at the improved crossing point; although single lanes will operate through the junction a minimum width of 4.5m will allow for a 1.5m cycle lane to be introduced;
- iv) The proposed advance signing, improvements to the existing street lighting and high visibility road markings will create a safer environment for all road users particularly during the hours of darkness;
- v) The traffic capacity of the dual carriageway route is adequate to permit the introduction of dedicated right turn lanes at the junction; existing traffic volumes are within flows prescribed in TA 79/99, Table 2, Design Guide for Roads and Bridges;
- vi) In order to provide a smooth alignment for west bound traffic, following the introduction of right turn facilities, the existing bus stop is to be relocated 18m to the west of its current position. This will have the increased benefit of improving the visibility splay for traffic emerging from Scholes Drive.

5.4 The proposals are shown on drawing number **1046861/A0/402/A Rev B**.

6 Consultations

- 6.1 GMP View - The Chief Constable has been consulted and supports this proposal.
- 6.2 TfGM View - The Director General has been consulted and has no objection to this proposal and agreed a relocated stop pole position.
- 6.3 GM Fire Service View - The County Fire Officer has been consulted and has no comment on this proposal.
- 6.4 GM Ambulance Service View - The County Ambulance Officer has been consulted and has no comment on this proposal.

7 Comments of Ward Councillors

- 7.1 The Ward Councillors have been consulted and Councillors Hibbert and Shuttleworth support the proposal.

8 Financial Implications

- 8.1 The scheme is included in the Economy, Places and Skills – Transport Capital Programme 2012/13 (T00603) with a total allocation of £40,000. A breakdown of the estimated cost of the works is shown below:

	2012/13
<u>Main Works:</u>	£
Construction	23,000
Street Lighting	10,000
<u>Fees:</u>	
Accident analysis, outline design, Consultations and scheme approvals	4,000
Detailed design, Contract Management, Site Supervision	2,000
Street Lighting	1,000
TOTAL	40,000

The estimate for the works has been prepared by Unity and E-on during June 2012 and include 10% contingencies.

8.2 Summary Implications

	Budget 2012/13 £'000s	Report Implications 2011/13 £'000s	Difference £'000s
Capital	40	40	-
Financed by:			
LTP	(40)	(40)	-
Revenue			
Annual maintenance		0.2	0.2

8.3 Capital Implications

This scheme is included in the Economy, Places and Skills – Transport capital programme in 2012/13. The estimate is detailed in 8.1 above, and will be funded by LTP grant. A 10% contingency is included in the estimates and any overspends on this scheme will be found within the overall transport capital programme.

8.4 Revenue Implications

The additional annual maintenance cost which is estimated at £200 will be a charge against the Highways Operations budget. If there are significant pressures in this area as the year progresses, the Directorate will have to manage its resources to ensure that there is no adverse overall variance at year end. (Justine Cunniffe/Sadrul Alam)

9 **Legal Services' Comments**

9.1 Under Section 68 of the Highways Act 1980 a highway authority may in relation to an adopted highway it is responsible for which consists of or comprises a made up carriageway, construct and maintain works in that carriageway for providing places of refuge for the protection of pedestrians crossing the carriageway. The highway authority also has the power to light, pave, grass or otherwise cover all or any part of them, erect pillars, walls, rails or fences on, around or across them or any part of them and to plant on them trees, shrubs and other vegetation either for ornament or in the interests of safety. The highway authority may also alter or remove any works constructed by them under Section 68.

9.2 Section 65 of the Act allows the highway authority in or by the side of a highway maintainable at the public expense by them which consists of or comprises a made up carriageway, to construct a cycle track as part of the highway and they may light any cycle track constructed by them under the section. They may also alter or remove a cycle track constructed by them under section 65.

9.3 Section 90G of the Act gives the Council authority to construct traffic calming measures in any highway it is responsible for maintaining at the public expense. The Highways (Traffic Calming) Regulations 1999 (SI 1999/1026) have been made which specify the types of traffic calming measures which can be constructed – build outs, chicanes, gateways, islands, overrun areas, pinch points and rumble devices. The Council is required to consult the Chief Officer of Police and such persons or organisations representing persons who use the highway or who are otherwise likely to be affected by the traffic calming work as the Council thinks fit. (A Evans)

10 **Cooperative Agenda**

10.1 In respect of the introduction of improvements to the Hollinwood Avenue / Butterworth Lane / Northfield Road junction, there are no Co-operative issues or opportunities arising and the proposals are in line with the Council's Ethical Framework.

11 **Human Resources Comments**

11.1 None.

12 Risk Assessments

12.1 None.

13 IT Implications

13.1 None.

14 Property Implications

14.1 None.

15 Procurement Implications

15.1 None.

16 Environmental and Health & Safety Implications

16.1 Energy – Lower speeds, lower energy consumption.

16.2 Transport – Lower speeds, safer route.

16.3 Pollution – Lower speeds, lower pollution levels.

16.4 Consumption and Use of Resources – Lower speeds, less resources.

16.5 Built Environment – Additional road traffic signing.

16.6 Natural Environment – None.

16.7 Health and Safety – Lower speeds, improved health and safety.

17 Equality, Community Cohesion and Crime Implications

17.1 None.

18 Equality Impact Assessment Completed?

18.1 No.

19 Key Decision

19.1 No.

20 Forward Plan Reference

20.1 Not applicable.

21 **Background Papers**

21.1 The following is a list of background papers on which this report is based in accordance with the requirements of Section 100(1) of the Local Government Act 1972. It does not include documents which would disclose exempt or confidential information as defined by the Act:

File Ref : 1046861

Name of File : A6104 Hollinwood Avenue / Butterworth Lane / Northfield Road

Officer Name : Gary Sutcliffe

Contact No : 0161 770 3046

Signed <u>U.C.G.W</u> Assistant Executive Director Economic Development and Planning	Dated <u>23/7/12</u>
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