

Meeting of:	<b>Cabinet</b>
Date of Meeting:	<b>Monday, 29 July 2019</b>
Relevant Scrutiny Committee:	Environment and Regeneration
Report Title:	<b>Experimental With-Flow Bus Lane Traffic Regulation Order</b>
Purpose of Report:	To seek approval from Cabinet to implement an experimental Traffic Regulation Order that will allow motorcyclists to use the with-flow bus lanes on A4050, Port Road (part) and A4055 Cardiff Road (part).
Report Owner:	Report of the Executive Leader and Cabinet Member for Performance and Resources
Responsible Officer:	Miles Punter - Director of Environment and Housing Services
Elected Member and Officer Consultation:	Accountant Environment and Housing Services Legal Services (Committee Reports) Engineering Manager Highway Development and Traffic
Policy Framework:	This is a matter for Executive decision by Cabinet.
<ul style="list-style-type: none"> <li>The Council was successful in a bid application to the Welsh Government for Local Transport Funding to implement bus priority measures, in the form of bus lanes and bus gates (incorporated into the traffic signals at Brooklands Retail Park), together with improvements to existing bus stops along Route A4050, Port Road(part) from Barry to Culverhouse Cross. This work was completed in March 2017.</li> <li>The Council has previously implemented bus priority measures along the A4055, Cardiff Road to provide advantage for buses travelling towards Cardiff over other vehicles queuing on the approach to the Merrie Harrier signal junction during peak periods. This was opened in September 2010.</li> <li>It was envisaged that during the concept and feasibility stages, the bus lanes would only be used by buses, with an exemption for taxis and this would be introduced by way of a Traffic Regulation Order (TRO). None of the Council's bus lanes are therefore currently signed to permit the use of Motorcycles.</li> <li>Representations have been made to the Council by motorcyclists and motorcycling groups access</li> </ul>	

to the bus lanes, which is common practice in the other local authority areas.

- There is some concern that the narrow bus lanes have substandard widths to safely allow motorcycles and mopeds to use them. As a consequence, appropriate safety assessments need to be undertaken before a decision can be taken to permit motorcycles to use these lanes on a permanent basis as recommended by the DfT Local Transport Note 02/07 - "Use of Bus Lanes by Motorcycles".
- In the absence of such an assessment, the Council proposes the introduction an experimental TRO to evaluate the consequences and effects of allowing Motorcycles into the bus lanes. During the first 12 months of the experiment, the public will be able to express their opinions and views, following which, the Council will make a decision as to whether to make the Order permanent.

## **Recommendations**

1. That Cabinet approves the making of the Experimental With-Flow Bus Lane Traffic Regulation Order along the A4050, Port Road (part) and A4055 Cardiff Road (part) as described in this Report.
2. That Cabinet receives a further Report on the success or otherwise of the Experimental With-Flow Bus Lane Traffic Regulation Order after 12 months.

## **Reasons for Recommendations**

1. To comply with the requirements of the Road Traffic Regulation Act 1984.
2. To update Cabinet on the outcome of Experimental With-Flow Bus Lane Traffic Regulation Order after 12 months so that an appropriate permanent Order can be made.

## **1. Background**

- 1.1 The A4050, Port Road, is a busy commuter route between Culverhouse Cross and Barry, with connecting routes to Cardiff Airport, the Enterprise Zone and the rural Vale, together with links into Rhoose and its railway station. Through the regional bus corridor study, the route was identified by bus operators as being of importance and was listed within the top 10 corridors within the region that would benefit from bus priority measures.
- 1.2 A feasibility study was undertaken to consider what measures would be required and in 2015/16, the Council was successful in applying for a grant from the Welsh Government's Local Transport Fund, to implement bus improvement measures as part of the Metro project.
- 1.3 The grant monies were allocated in three key stages, which enabled the delivery of the following measures over two financial years: improvements to 31 bus stops, the creation of a bus bypass lane through the Port Road / Barry Docks Link Road roundabout, a bus lane along Port Road from Nant Isaf to Quarry Road and from Quarry Road through to the new signalised junction at the former HTV site. The bus lane continued to the traffic signals at the Brooklands Retail Park, which incorporated bus priority measures.
- 1.4 The funding has enabled approximately 1,300 metres of bus lane to be introduced along Port Road, the aim of which is to improve the efficiency and reliability of public transport services and to encourage modal shift. The various sections of bus lane along A4050, Port Road as described were completed and successfully opened in March 2017 with signs identifying their use for buses and taxis (hackney carriages) only.

- 1.5** The introduction of bus lanes along parts of A4055, Port Road has resulted in the existing carriageway lane widths being reduced to accommodate both the bus lanes and a shared footpath and cycle path facilities. Upon completion, it was proposed that the current speed limit of 50mph along Port Road from its junction with Barry Docks link Road to Culverhouse Cross be reduced to 40 mph to improve road safety for all groups of road user, including pedestrians, cyclists and motorists.
- 1.6** At the time, a comprehensive vehicle speed analysis was undertaken by means of deploying automatic traffic counters at four separate locations along the route. The results indicated that the average mean speed for two way flow of vehicles was 37 mph which therefore suggests that the recommended design speed limit should be 40 mph. This proposal was supported by the South Wales Police who are responsible for speed enforcement of the Council's local highway network.
- 1.7** As a consequence, on 23rd May 2016, under delegated authority the then Head of Visible Services and Transport, in consultation with the Cabinet Member for Building Services, Highways and Transportation gave approval to undertake statutory consultations and to give public notice of the Council's intention to introduce this 40 mph speed restriction along Port Road. Public notice of the proposal was given on 16th June 2016, with objections being invited in writing by the 8th July 2016. Objections were received regarding the proposal and it was therefore not progressed. Whilst the bus lanes at this location have not been open for that long, the early indications are that current speed limits are not giving any cause for concern. This will however continue to be monitored particularly in light of the proposed changes to the lane use recommended in this report.
- 1.8** The A4055, Cardiff Road, is also a busy commuter route through Dinas Powys and the Merrie Harrier junction in Penarth, providing access from the eastern Vale to Cardiff city centre and the A4232. In 2008, the Vale of Glamorgan Council supported by the then regional South East Wales Transport Alliance (Sewta) implemented the provision of the bus lane on the A4055 between Dinas Powys and the Merrie Harrier traffic signal junction funded by the Welsh Assembly Government.
- 1.9** The scheme created a bus lane on the A4055, Cardiff Road of some 400 metres in length and was promoted as part of the Welsh Assembly Government's transport strategy to encourage the use of public transport and support economic growth through improved bus links and more reliable journey times. It provides advantage to buses travelling towards Cardiff over other vehicles queuing on the approach to the Merrie Harrier signal junction during peak periods and assists in reducing environmental impacts of private cars and thereby reducing the potential for climate change.
- 1.10** The bus lane construction on A4055, Cardiff Road was completed and successfully opened in September 2010 being signed for use by buses and taxis

(hackney carriages) and cyclists only. The scheme also created a high quality shared use cycleway / footway immediately adjacent and over the full length of the bus lane on the northern side of the A4055, Cardiff Road.

## **2. Key Issues for Consideration**

- 2.1** The bus lanes along Port Road and Cardiff Road have been designed to a width that varies between 3.2 to 3.5 metres wide. Local Transport Note 1/97 - Keeping Buses Moving, recommends that "where roads are wide enough, the bus lane should be 4.25 metres wide and the minimum preferred width is 4 metres, this allows buses to overtake cyclists safely and reduces the likelihood of interference from general traffic in the adjacent lane".
- 2.2** Local Transport Note (LTN) 2/07 - The Use of Bus Lanes by Motorcycles, also makes reference to the aforementioned requirement in 4.1, where "bus lanes should be at least the minimum preferred width of 4 metres, or more wherever possible. Narrower lanes, say 3 metres wide, may not allow buses to pass cyclists safely without encroaching into the general traffic lane". "A narrow bus lane with high bus flow rate increases this problem. The introduction of Motorcycles into such a bus lane could make the situation worse and increase the possibility of a motorcyclist moving into the general traffic lane to pass a bus, thus increasing the potential conflict".
- 2.3** LTN 2/07 goes on to say that "frequent bus stops can encourage last minute lane-changing by motorcyclists, resulting in a potential conflict with moving traffic in the general traffic lane. An assessment of bus stops should be carried out if this is a problem. Consideration should be given to bus stop lay-bys and the potential conflict caused by some bus drivers pulling out of these without seeing a vehicle in the bus lane".
- 2.4** When allowing Motorcycles into bus lanes, LTN 2/07 recommends that "authorities should consider undertaking appropriate levels of safety assessment as part of their decision process", which could include, but is not limited to a Road Safety Audit. "Although it will be possible to identify some safety issues, for example those relating to highway layout, the mix and flow of traffic, queuing characteristics and pedestrian activity, others may not be evident until the lane is used by Motorcycles". "Monitoring, particularly in the early days of operation of the lane, will be essential in confirming safe operation".
- 2.5** The proposal contained in this Report therefore seeks to dispense with the recommendation of carrying out an independent Road Safety Audit and progress an experimental Traffic Regulation Order that will allow Motorcycles to use the with-flow bus lanes on A4050, Port Road (part) and A4055 Cardiff Road (part). The effects of formally allowing Motorcycles to use the with-flow bus lanes will be monitored through public comments and bus operator feedback. It is also

proposed to undertake traffic surveys of vehicles using the bus lanes prior to and during the Experimental Order period for comparison purposes.

- 2.6** It is intended to consider the operation of the trial and any feedback after a period of 12 months. Cabinet will then be asked to consider whether or not to continue with the trial, continue with the changes on a permanent basis, or revert back to the previous situation where Motorcycles are excluded from using the with-flow bus lanes.
- 2.7** Details of the proposals for the with-flow bus lanes on A4050, Port Road (part) and A4055, Cardiff Road (part) are shown in the schedules contained within Appendix 'A' and Appendix 'B' respectively.
- 2.8** There are currently no plans to permit or encourage cyclists to use the bus lanes along Port Road for highway safety reasons due to the minimal 3 metre width of the bus lane which does not allow buses or taxis to pass cyclists safely without encroaching into the general traffic lane. This situation is exacerbated by the significant speed differential between cyclists when compared with permitted motorised vehicles along this high speed route increasing the risk of collision and personal injury. In any case, it is considered that there are already good and safe facilities for cyclists along Port Road provided by the existing segregated footway / cycleway which was constructed at the same time as the bus lane corridor.

### **3. How do proposals evidence the Five Ways of Working and contribute to our Well-being Objectives?**

- 3.1** The Council's Corporate Plan 2016 - 2020, identifies 4 Well-being Outcomes:
1. An inclusive and Safe Vale
  2. An Environmentally Responsible and Prosperous Vale
  3. An Aspirational and Culturally Vibrant Vale
  4. An Active and Healthy Vale
- 3.2** Improvements to public transport are contained within Well-being Outcome 2: An Environmentally Responsible and Prosperous Vale:
- 3.3** Objective 3: Promoting regeneration, economic growth and employment - "Deliver transport improvements schemes associated with the Cardiff Capital Region Metro, including bus prioritisation measures at Port Road and Cardiff Road".
- Objective 4: Promoting sustainable development and protecting our environment - "Implement a Local Transport Plan to improve accessibility, road safety, air quality and reduce congestion.
- 3.4** The Well-being objectives identified above are fully compatible with the Council's corporate well-being goals and their objectives.

**3.5** Encouraging modal shift in the Vale of Glamorgan considers the following Five Ways of Working:

**3.6 Long-term**

**3.7** The Council is part of the Cardiff Capital Region (CCR) City Deal, which is a programme agreed in 2016 between the UK Government, The Welsh Government and the ten Local Authorities in South East Wales to bring about economic growth in the region through investment, up skilling and improved physical and digital connectivity.

**3.8** One of CCRs objectives is to connect communities, businesses jobs, facilities and services in the area. The development and integration of a new transport system plays a vital role in the economic transformation of the CCR as it is essential for connecting communities and will enable individuals to travel. The improved transportation of the Capital Region can also bring potential opportunities to new areas for further economic development and expansion. One of the main priorities with regards to an improved transportation is the delivery of the South Wales Metro. £738million of the City Deal fund has been pre-allocated for the project, which will be split between the Valley Lines Electrification programme and the wider South Wales Metro scheme.

**Integration**

**3.9** The Council works with stakeholders to develop a coherent network of bus, cycling and walking links, which promotes the objective of an Active and Healthy Vale.

**Involvement**

**3.10** Officers regularly engage with local stakeholders such as bus operators, cycling and motorcycling groups to develop and deliver such proposals. Public opinion and consultation is also undertaken via public notice and press adverts

**Collaboration**

**3.11** Collaboration is key to delivering the objectives and officers work routinely with a number of both internal and external partners. These partners include internal Council departments, emergency services, bus operators, cycling/walking groups, organisations representing motoring and haulage groups, community/town councils and ward members. This way of working promotes a consistent and co-ordinated approach to successful and sustainable travel.

## **Prevention**

- 3.12** The development and improvement of lanes for specific transport modes will further encourage bus patronage and reduce the overreliance on the motorcar. In conjunction with cycling and walking improvements, these measures should help reduce congestion and certain instances of crime and disorder, which will benefit all sectors of the community.

## **4. Resources and Legal Considerations**

### **Financial**

- 4.1** The cost of making the Traffic Regulation Order, the associated administration during the experimental period and amendments to the existing signs will be in the region of £6,000 and will be funded from the Council's existing Neighbourhood Services and Transport budget 2019/20.
- 4.2** The implementation of the proposals contained in this Report will be managed by Council officers within Neighbourhood Services and Transport.

### **Employment**

- 4.3** Amendments to the existing infrastructure, including lining and signing will be carried out in-house by the Council's Construction team within Neighbourhood Services and Transport.

### **Legal (Including Equalities)**

- 4.4** The proposals as set out in this Report will be implemented by way of an Experimental Traffic Regulation Order, in accordance with the Road Traffic Regulation Act 1984.
- 4.5** The Local Authorities' Traffic Orders (Procedure)(England and Wales) Regulations 1996 directs the Order making Authorities over the manner in which consultations, publications and objections to such orders are made.
- 4.6** The Council, as Highway Authority has a responsibility to ensure the safety of the highway user and may be found negligent if it does not meet its statutory obligations under the Highways Act 1980 and the Road Traffic Act 1988.
- 4.7** There are no Human Rights Implications with regard to this Report.
- 4.8** Any signage associated with future works will comply with the requirements contained within the Council's Welsh Language Scheme.

## **5. Background Papers**

None.

## **APPENDIX A**

### **Schedule**

#### **With-Flow Bus Lane, Route A4050, Port Road(part), Barry to Culverhouse Cross**

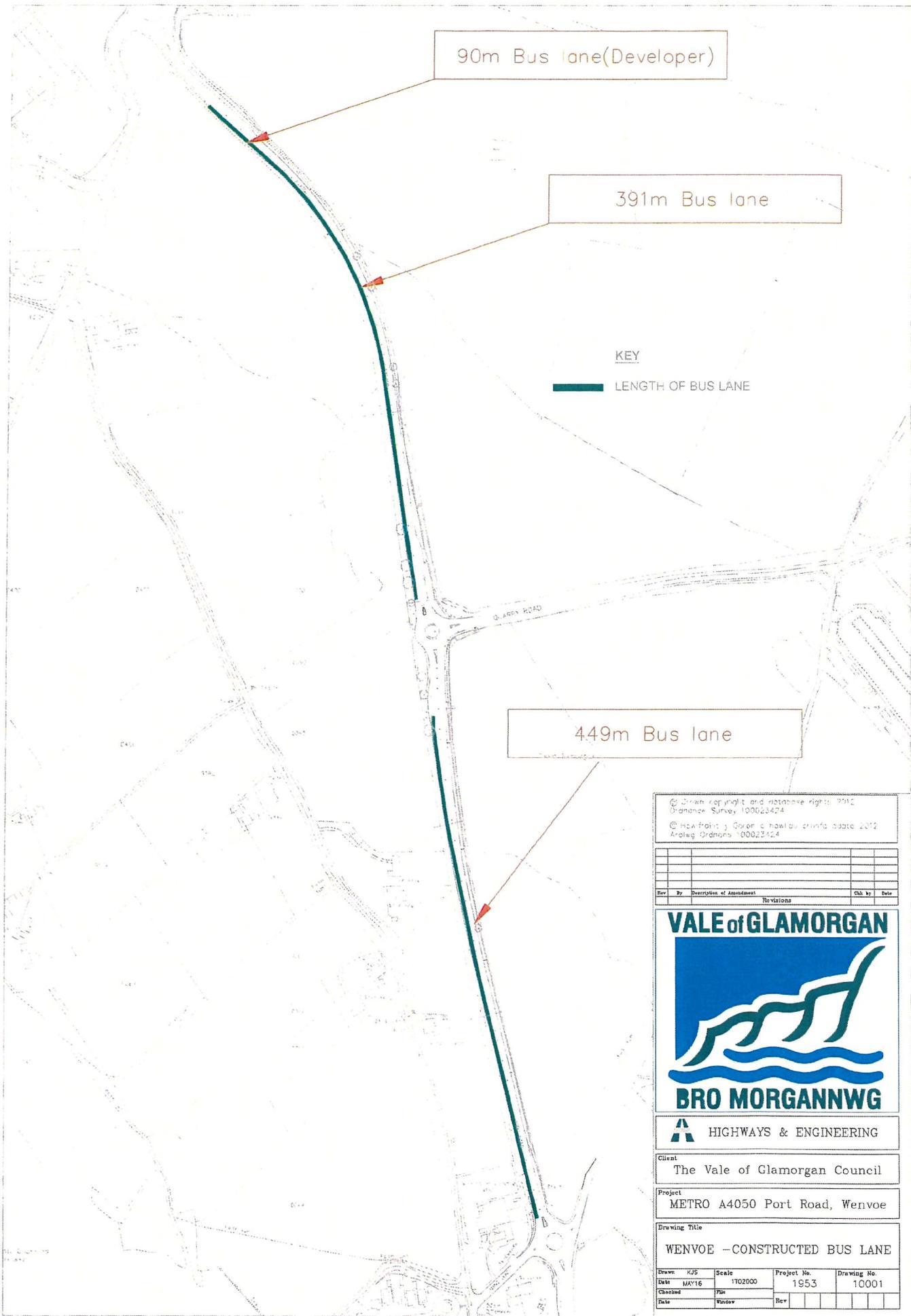
On the northwest side from a point 75 metres south west of the junction with A4231 Barry Dock Link Road roundabout in a generally northerly direction for a distance of approximately 350 metres.

On the western side from a point 13 metres north of its junction with Nant Isaf, in a northerly direction for a distance of approximately 449 metres.

On the western side from a point 20 metres north of its junction with the Quarry Road roundabout, in a generally northerly direction for a distance of approximately 481 metres.

**The restrictions are shown on the accompanying plans reference 10001/KJS**

**(Taxis and Motorcycles are exempted from this Order)**



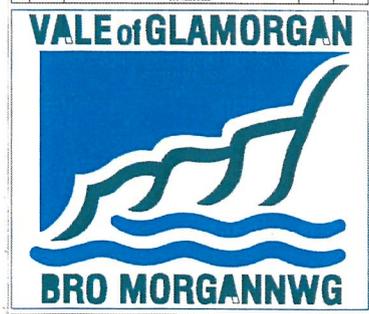
350m Bus lane

KEY

— LENGTH OF BUS LANE

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 © Hewlett-Packard Development Company 2012  
 Ardig Drawings 100023424

Rev	By	Description of Amendment	Chk by	Date



**HIGHWAYS & ENGINEERING**

Client  
 The Vale of Glamorgan Council

Project  
 METRO A4050 Port Road, Wenvoe

Drawing Title  
 BDLR - CONSTRUCTED BUS LANE

Drawn	Checkd	Scale	Project No.	Drawing No.
KJS	MAY16	1/1000	1953	10002

## **APPENDIX B**

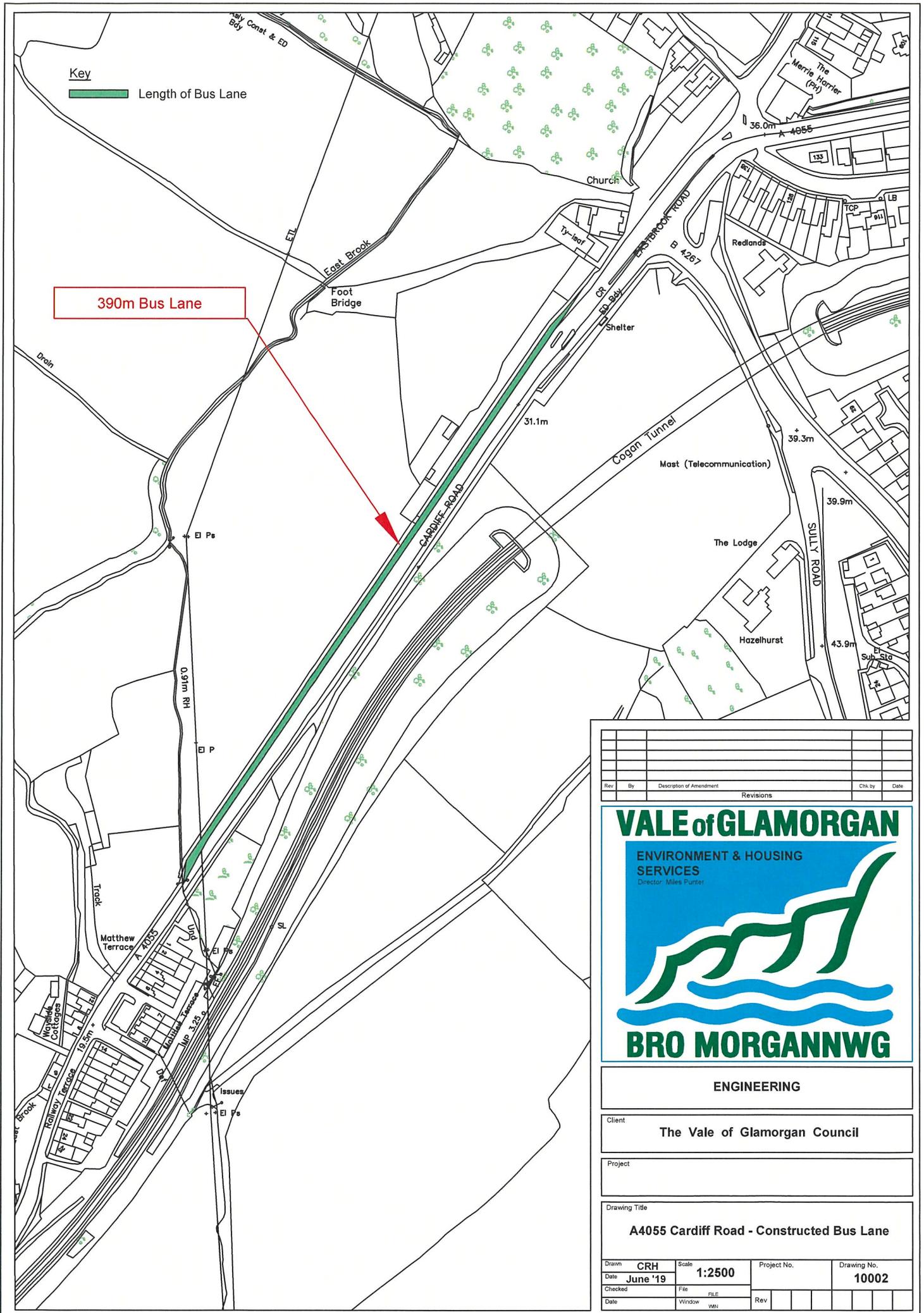
### **Schedule**

**With-Flow Bus Lane, Route A4055, Cardiff Road (part), Dinas Powys to Merrie Harrier junction**

From a point 430 metres in a Southerly direction from the Southern Kerbline of Redlands Road for a distance of 390 metres in a Northerly direction.

**The restrictions are shown on the accompanying plan reference 10002**

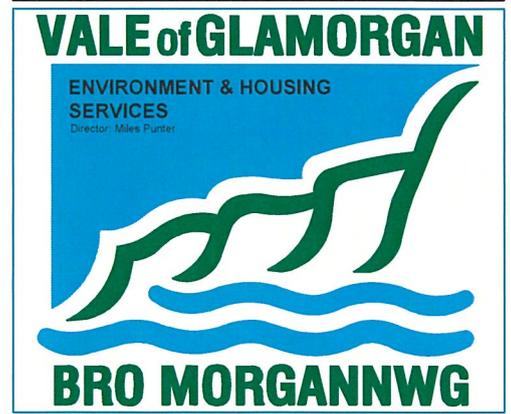
**(Taxis and Motorcycles are exempted from this Order)**



390m Bus Lane

Key  
 Length of Bus Lane

Rev	By	Description of Amendment	Revisions	Chk by	Date



**ENGINEERING**

Client  
**The Vale of Glamorgan Council**

Project

Drawing Title  
**A4055 Cardiff Road - Constructed Bus Lane**

Drawn	CRH	Scale	1:2500	Project No.		Drawing No.	10002
Date	June '19	File	FILE	Rev			
Checked		Window	WIN				
Date							