

EXECUTIVE

DATE: 10th APRIL 2006

SUBJECT: INTEGRATED TRANSPORT AND HIGHWAY
MAINTENANCE WORK PROGRAMME

REPORT BY: HEAD OF ENGINEERING AND TRANSPORTATION

CONTACT OFFICER: JONATHAN PALMER 546686

IMPLICATIONS:

LEGAL	✓	STAFFING	
EQUALITIES		COMMUNITY SAFETY	
FINANCIAL	✓	RISKS	✓

OTHER

CONSULTATIONS:

COUNCILLORS CONSULTED

STAKEHOLDERS CONSULTED **OTHER**

WARDS AFFECTED: ALL

LEAD EXECUTIVE MEMBER(S): COUNCILLOR STRANGE

RECOMMENDATION(S)

1. Executive is recommended to:
 - (i) To note the Integrated Transport and Highway Maintenance work carried out during 2005/06 and approve the proposed programmes for these works in 2006/07.
 - (ii) Agree that any necessary changes to the programme of work for 2006/2007 to take into account increases/reductions in the available funding, alterations to schemes following public consultation and rescheduling due to clashes with utility company works or to take into account other programmes of work be delegated to the Head of Engineering and Transport in consultation with the Portfolio Holder.

BACKGROUND

2. The Integrated Transport and Highway Maintenance work programme for 2005/06 was agreed by the Executive at their meeting on 20th June 2005. This report, in accordance with a report to Executive on 5th July 2004, is the second annual report to Executive summarising the work carried out in the preceding year and seeking agreement to the proposed work programme for the forthcoming year. The proposed work programmes are based on costed priority lists of schemes for each generic area of work. This continues the clearer and simpler reporting mechanism to Members detailing what is being spent on engineering schemes in the Borough, where the schemes are, why the money is being spent and whether the required outcomes are being achieved.
3. The core work programme is funded by Government through the Local Transport Plan (LTP) process and is subject to rigorous performance and fiscal monitoring. The Government scores the Council annually on its performance and this score feeds into the Council's Comprehensive Performance Assessment. The core work programmes are Local Safety Schemes, Area Studies, Safer Routes to School, Pedestrian Facilities, Small Scale Traffic Management schemes, Cycling Facilities, Public Transport/Bus Priority Measures together with Urban Traffic Control and Real Time Passenger Information, Bridge Assessments and Strengthening and Principal Road Maintenance. The Area Studies Programme has been recognised by Government as being a particularly important area of work as it acknowledges and addresses the links between deprivation and traffic management i.e. vulnerable road user casualties in less affluent residential areas. This programme of work also supports and complements other core programmes.
4. In addition to the core work programme, resources have been made available using Council Capital for highway and safety improvements. Every effort is also made to secure additional funds from external bids, Section 106 Agreements etc.
5. A fair and transparent system needs to be developed to deal with, fund and monitor progress on requests from Area Committees, Ward Forums, petitions, MPs, Councillors etc. and it is recommended that requests received are reported to Executive at the annual review. A brief technical assessment of the requests will be provided together with financial implications enabling an informed, objective decision to be made on whether and where the requests can be included in the work programme.

REPORT

6. A summary of the Work Programme and Budget Allocations for 2005/06 as reported to the Executive in June 2005 is contained in the following table showing capital funding from Government through the LTP process (LTP) and Council Capital funding (LBC).

Area of Work	LTP Budget	LTP Prov. Out-turn	LBC Budget	LBC Prov. Out-turn	Other Budget	Other Prov. Out-turn	Total Budget	Total Prov Out-turn
	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s
Small-Scale Traffic Management & Pedestrian Facilities			50	71			50	71
Area Studies, including Safer Routes To Schools	450	550	100	105			550	655
Parking Schemes (including Parking at Neighbourhood Shops)			145	162			145	162
Bridge Assessments & Strengthening	50	48					50	48
Safer Routes To Schools (also included in Area Studies)	40	23					40	23
Local Safety Schemes	360	400					360	400
Cycling Facilities	120	205					120	205
Cycle Tracks/Routes (Active England)					350	390	350	390
Town Centre Traffic Stage 2	200	180					200	180
Public Transport/Bus Priority Measures	100	36					100	36
Urban Traffic Control/ Automated Traffic Signals	50	32	135	53			185	85
Real Time Passenger Information	50	20					50	20
LTP Modelling & Monitoring	69.6	70					69.6	70
Road Safety Initiatives	20	21					20	21
Structural maintenance-principal and non-principal roads	700	700					700	700

Area of Work	LTP Budget	LTP Prov. Out-turn	LBC Budget	LBC Prov. Out-turn	Other Budget	Other Prov. Out-turn	Total Budget	Total Prov Out-turn
	£000s	£000s	£000s	£000s	£000s	£000s	£000s	£000s
Footway replacement programme			270	270			270	270
Replacement highway lighting programme			378	378			378	378
TRANSLINK	819.7	969.3					819.7	969.3
East Luton Corridor	100	100	600	600	600	600	1300	1300
Luton Town Centre Improvements (including Inner Ring Road)	50	50					50	50
London Luton Airport Surface Access Works	44.7	44.7					44.7	44.7
Inner Ring Road land compensation and injurious affection costs	260	50					260	50
Lewsey Farm Green Home Zone					32	32	32	32
Disabled Parking Bays			37	37			37	37
SPA Pay & Display			89.7	86.3			89.7	86.3
Pavement & Safety Improvements (including Dropped Crossings/Tactile Paving)	40	25	50	37			90	62
Allocation of £1,000 from E&R capital funding to each area committee			5	5			5	5
Bury Park Traffic and Environmental Improvement scheme			1222	1192	185	185	1407	1377
Total	3524	3524	3081.7	2996.3	1167	1207	7772.7	7727.3

7. From the above table it can be seen that the total LTP allocation for Luton in 2005/2006 was £3,524,000. This comprised of £2,824,000 for Integrated Transport and £700,000 for structural maintenance on principal roads. In addition to the above £3,081,700 was allocated from Council Capital. Successful bids for additional funding to Liveability, Active England and SRB6 enabled our work programme to be increased still further. A brief discussion of each of the above areas of work has been included along with a summary of the work carried out last year (2005/06).
8. Delivery of the above programme of work for 2005/2006, along with progress against of the aims and objectives of the first Local Transport Plan (LTP1 2001-2006) will be the subject of a report (APR6) that must be submitted to the Regional Government Office (GoEast) by the 31st July 2006. The rating of this report along with that of our second Local Transport Plan (LTP2 2006-2011) will determine the LTP funding settlement for the 2007/2008 financial year. This report will be subject to the approval of the Portfolio Holder for the Environment.
9. For 2006/07 a total of £3,680,000 LTP funding has been allocated to Luton. Again, these budgets have been divided into different generic areas of work as shown in the table below. Proposed priority lists and budgets for 2006/07 for each of these generic areas of work are then outlined.

Area of Work	LTP Funding £000s	LBC Funding £000s	Other	Total £000s	Priority Lists of Schemes
Area Studies	425				Appendix A
Local Safety Schemes	325				Appendix B
Safer Routes to School	50				Appendix C
Road Safety Initiatives	20				Appendix B
Pedestrian	100				Appendix D
Cycling Facilities	125				Appendix E
Public Transport/Bus Priority Measures	175				Appendix F
Urban Traffic Control (and Modernisation of existing stock)	100				Appendix G
Real Time Passenger Information	175				Appendix F
Small Scale Traffic Management	65				Appendix H
Traffic Management Act (congestion management)					Appendix I
Parking Schemes and parking at neighbourhood shops	75	95			Appendix J
LTP Modelling and Monitoring	72				Appendix K
Bridge Strengthening	47				Appendix L
Structural maintenance of principal and other roads	851				Appendix M

Area of Work	LTP Funding £000s	LBC Funding £000s	Other	Total £000s	Priority Lists of Schemes
Footway replacement programme					Appendix N
Replacement street lighting programme		100			Appendix O
TRANSLINK	400				
Luton Town Centre Transport Improvements (including Inner Ring Road Phase 2)	350				
Inner Ring Road Phase 1 (Land Compensation & Injurious Affection costs)	325				
Allocation of £1,000 from Engineering and Transportation capital funding to each Area Committee		5			
TOTALS	3,680	200			

LTP2 Shared Priorities

10. The guidelines issued for the preparation of the LTP2 require areas of work to be based on delivering a set of shared priorities rather than the generic areas of work shown in the table above. These shared priorities are Safety, Accessibility, Air Quality, Congestion and Asset Management and our delivery of schemes has to be reported to GoEast against these elements. Clearly schemes within each of the areas of work shown in the table above will deliver a number of the shared priorities and the table below shows the link between the two. As an example, in the Area Studies element the schemes will deliver against all five of the shared priorities but the major contribution will be to Safety.

Area of Work	Safety	Accessibility	Air Quality	Congestion	Asset Management
Area Studies	✓✓✓	✓	✓	✓	✓
Local Safety Schemes	✓✓✓	✓			
Safer Routes to Schools	✓✓✓	✓	✓✓	✓✓	
Road Safety Initiatives	✓✓✓	✓✓	✓	✓	
Walking Schemes	✓	✓✓✓	✓✓	✓✓	
Cycling Schemes	✓	✓✓✓	✓✓	✓✓	
Public Transport Schemes	✓	✓✓✓	✓✓	✓✓	
Real Time Passenger Information		✓✓✓	✓	✓	
UTC & ATS Upgrading	✓✓	✓✓	✓✓	✓✓	✓
Small-scale Traffic Management Schemes	✓	✓			

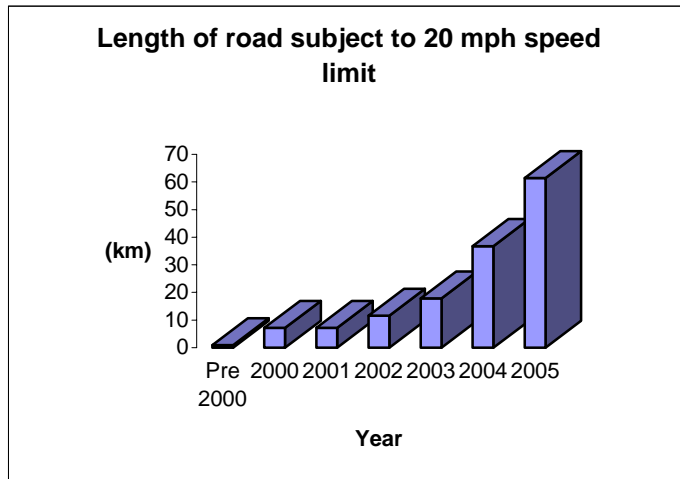
Area of Work	Safety	Accessibility	Air Quality	Congestion	Asset Management
Parking Schemes (including disabled)	✓	✓✓	✓	✓	✓
Major Schemes	✓✓	✓✓✓	✓✓✓	✓✓✓	✓✓
Maintenance	✓	✓	✓	✓	✓✓✓

✓✓✓	Major contribution to Shared Priority
✓✓	Moderate contribution to Shared Priority
✓	Minor contribution to Shared Priority

Area Studies

11. Good progress continues on the Area Studies work programme, which was introduced two years ago. As part of this work we try to work closely with the local community to introduce traffic calming and environmental improvements in residential areas. During the last year we completed work in the Dallow area and completed around half the work in the Saints area at an estimated cost of £655,000. We have introduced a variety of different traffic calming and environmental improvement features which were proposed in light of extensive public consultation. Only measures, which were supported by a significant majority of people responding to our consultation, were introduced. We have also completed the second round of consultation for the New Town/Park Town area and the preliminary consultation for the Leagrave area. It is interesting to note that the length of roads subject to a 20 mph speed limit has increased from less than 1 mile before 2000 to over 37 miles. It is recommended that a similar amount of LTP funding should be allocated to this work programme for 2006/07. This funding should allow the work in the Saints and New Town/Park Town Area areas to be completed and potentially for work to start on the Leagrave area. A revised priority list for this area of work has been attached as **Appendix A** and this takes into account the latest available accident data. From the priority list it can be seen that the next three areas for treatment are: -

1. High Town
2. Challney
3. Hospital and Poets



Local Safety Schemes

12. Whilst good progress has been made in reducing accidents in the borough, it is important that this work continues in order to ensure our Performance Indicators are met. During the last year we have introduced new accident reduction schemes on Birch Link, Dunstable Road in Bury Park, the New Bedford Road/Austin Road traffic signal junction and completed works on Hatters Way. It is envisaged that these schemes will save around six reported personal injury accidents each year. A total of **£400,000** was spent on these together with design work on schemes to be introduced during the current year. We had planned to introduce schemes for Leagrave High Street and Marsh Road/Leagrave Road but due to increased funding on other schemes only the consultation work on these schemes was progressed. These schemes are programmed for substantial completion during the current year with some works likely to be finished during the following year.
13. Historically we have demonstrated that the schemes that we introduce do lead to a reduction in accidents. Again, due to the importance of this type of work it is recommended that a similar level of LTP funding is assigned to this area of work. Local Safety Schemes are investigated in a data led manner with the locations with the worst accident problems being treated first. This should ensure that we reduce accidents by the greatest amount with the limited funding that is available. A priority list of accident locations to be treated has been attached as **Appendix B** to this report.
14. A Public Service Agreement to reduce accidents was made for the last three years and this target was achieved. This will result in £400,000 additional funding being allocated to the Council.

Safer Routes to Schools

15. During the last year £23,000 was spent on this programme of work (excluding work around schools in our Area Studies work programme). Work was completed at Putteridge Road (covering three schools) that was carried over from the previous year. None of the other schools identified for work completed a STP but they all have agreed to do so and we are working with them to this end. While a significant amount of Safer Routes to Schools work is now carried

out as an integral part of the Area Studies work programme, a separate budget is still required in order to treat schools that may not be treated under the Area Studies programme of work for several years. The limited funding and staff resources available means that the programme of work needs to be carefully planned to ensure that value for money is obtained. As part of the School Travel Plan Strategy a priority list of schools to be investigated and treated with Safety Around Schools measures was drawn up. In order to form this priority list, it was agreed that eight different factors should be taken into account. Every school in the borough was assessed against these eight criteria and were awarded a score between 0 and 5 (accidents were given a double weighting). The points were then totalled and the schools with the highest points were given the highest priority. The eight different factors are as follows: -

- i. Number of personal reported injury crashes involving vulnerable (walking or cycling) children within a 375 metre radius of the school. This should give a reasonable indication of the actual safety in the vicinity of schools. It was decided that this should be given a double weighting i.e. 0 to 10 points.
- ii. Index of Multiple Deprivation. This factor was taken into account as there is strong evidence that members of poorer communities are more likely to become road accident casualties than their better off-peers. Points were awarded in accordance with 2004 data from the Office of the Deputy Prime Minister that ranked 32,482 areas in England in respect of Multiple Deprivation. A judgment was made where a school was located close to several of these areas.
- iii. Population of the school. This factor was used as work carried outside a larger school would benefit more pupils than a smaller school and could therefore be seen as providing better value for money.
- iv. School type. The type of school was also felt to be an important factor as the age of the pupils does affect their vulnerability and their likely exposure to traffic related problems. For instance nursery children are most likely to be taken to the school gate or even classroom with an adult by their side. Junior children could be the most vulnerable as they have more independence but not necessarily the skills to go with this independence. Older children have the most independence often travelling to school on their own but these children should have the necessary skills to look after themselves.
- v. Traffic flow outside the schools
- vi. Speeds outside the schools. Clearly both the volume and the speed of traffic can affect the safety around schools.
- vii. Whether the school has or are preparing a School Travel Plan. It was felt that schools should be encouraged and rewarded for preparing a School Travel Plan. Therefore schools that had prepared a School Travel Plan were awarded 5 points and schools that were actively working on preparing a STP were awarded 3 points.
- viii. Percentage of children travelling to school by car. Higher points were awarded to schools that had high numbers of pupils travelling to school by car as it was felt that measures outside these schools could encourage a greater change in travel patterns. It is accepted that an argument could be made to give schools with a lower number of pupils travelling to school by

car the higher points as the measures outside schools would benefit more children that are already walking to school.

16. It was felt that all the untreated schools should be treated before additional work was carried out at the treated schools. As part of our Area Studies traffic calming work we will introduce measures outside schools. Schools that are likely to be treated in this programme of work in the next two years were therefore noted and excluded from the final priority list of schools to be treated as stand alone schemes.
17. The priority list of schools to be treated has been attached as **Appendix C** to this report and it is hoped that 3 to 5 schools from the list can be treated each year. The top five to be investigated for possible Safer Routes to Schools measures are as follows: -

Rank	School	
1	Lea Manor High	Scheme to be considered as part of the Marsh Farm New Deal for Communities
2	Warden Hill Infants/Juniors	Infants school has signed off STP but Junior School STP still in draft
3	St Margaret's Infants/Juniors	STP still in draft
4	St Martin de Porres Primary	Work at the school to be delayed as school did not agree to do a STP
5	Hillborough Infants/Juniors	STP still in draft

The proposed programme of work for the current year is as follows:

Warden Hill Infant and Junior Schools	£10K
St Margaret's Infants and Junior Schools	£10K
Hillborough Infant and Junior Schools	£15K
Initial Designs for 2007/08	£15K

The list of treated schools was also scored and it is interesting to note that these generally did score higher than the untreated schools. This suggests that our previous work was correctly targeted at the schools with the worst problems.

Road Safety Initiatives

18. Last year a total of £21,000 was spent on various initiatives with the most important being the Children's Traffic Club. These initiatives make an important contribution with regard to road safety equipment for educational purposes and a similar budget has been allocated for 2006/2007. The work for next year again include the Children's Traffic Club plus regional and national road safety events along with initiatives to tackle congestion around schools. This work has been included in the Local Safety Schemes work programme in **Appendix B**.

Pedestrian Facilities (including School Crossing Patrols)

- 19 A total of **£62,000** was spent on a range of pedestrian facilities (excluding work carried out within the Area Studies programme), this includes about £20,000 on introducing flush kerbs/tactile paving. It should be noted that work on cycle tracks serves the dual purpose of also improving pedestrian facilities. As an example the new cycle track linking Kestrel Way to High Street, Leagrave is well used as a pedestrian route. The priority list of pedestrian facilities has been attached as **Appendix D** to this report.

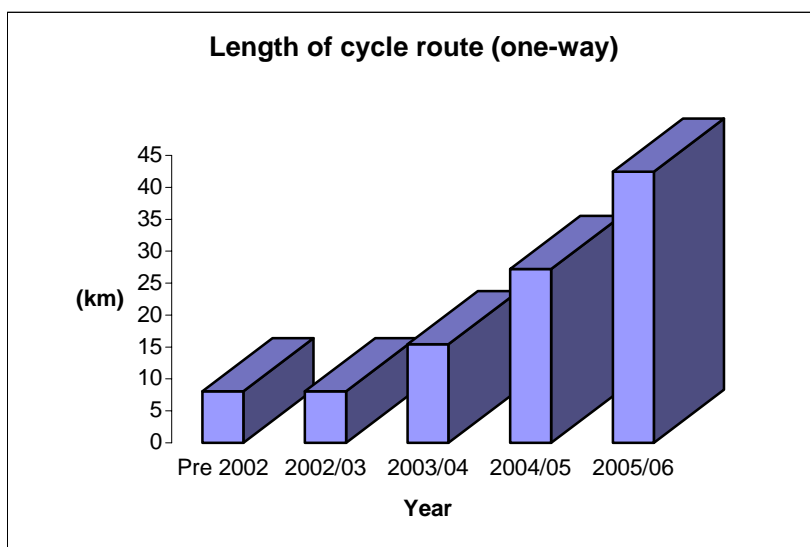
Cycling Facilities

- 20 The amount of cycle facilities that have been introduced in the past has been limited by the amount of funding available. However, an additional **£350,000** of external funding was approved in order to make a real step change in provision. A total of **£205,000** of LTP funds and the afore-mentioned third party funding was spent on cycle facilities during the last year. In 2005/06 some 7620 metres of the cycle network in Luton was introduced. The work carried out last year consisted of the following: -

Off Road Routes	Lengths (metres)
Riddy Lane NCN 6	520
Riddy Lane Broughton to New Bedford Road	350
Lewsey Park	865
Stockwood Park Routes	1250
Barton Road to Birdsfoot Lane (improved bridleway)	535
New Bedford Road from improved bridleway to Riddy Lane	350
Total Length off road routes	3870

On Road Routes	Lengths (metres)
Stockwood Park (Farley Hill to Museum)	700
Hatters Way	3050
Total Length on road routes	3750

- 21 In addition NCN 6 has been signed and additional cycle parking facilities have been provided. A revised Cycle Strategy including a Cycle Network for the borough has been developed. Our cycle work has been funded by LTP, ODPM, DfT, Active England and Objective 2 funding. It is hoped that NCN 6 through Luton will be substantially completed by the end of 2006. The priority list of cycle schemes to be implemented has been attached as **Appendix E** to this report. The work programme has been discussed at the Luton Cycle Forum. To provide an indication of our progress in cycling, the table below shows the lengths of cycle route in the borough over the last five years:



Public Transport and Bus Priority Measures

- 22 Last year **£122,000** was spent on this area of work. This included Urban Traffic Control, (UTC), Bus Priority and Real Time Passenger Information (RTPI). The priority list of public transport and bus priority measures is attached as **Appendix F**.

Urban Traffic Control, Real Time Passenger Information and Modernisation of the existing Traffic Signal Stock

- 23 The traffic signals in the borough have received insufficient maintenance and replacement funding over a sustained period of time and are generally in a poor condition. Traffic signals are designed with a nominal life of 15 years. Presently, a third of the signal stock (29 signalled sites) are past their shelf life. These sites are becoming unmaintainable as the controllers are obsolete and spare parts cannot be acquired.
- 24 An on-going programme to modernise and upgrade traffic signals in the borough is necessary to bring them up to present day standards. Present day standards require all push button units to be Extra Low Voltage, to be fitted with either an audible signal or with tactile rotating knobs, ideally both depending on site conditions, cabling of the signals to comply with IEE16th Edition (BS7671), remote fault monitoring of the signals, enhanced safety timings within the controller, pedestrian facilities should have Red Lamp Monitoring, tactile paving to comply with BV165, pedestrian layout to comply with TD20/05 and BV165.
- 25 Some of this work will need to be funded as part of our maintenance work by Council Capital and Revenue, though for 2006/07 no funding has been allocated. In 2005/6 £53,000 was spent on modernisation of traffic signals from Council capital. For 2006/07 £100,000 has been allocated for signal improvements and upgrades from the LTP budget. It would also be appropriate to use other LTP funding where signals are being significantly modified to introduce measures such as cycling and walking facilities or being put under Urban Traffic Control/SCOOT operation. A priority list for signal improvements has been attached as **Appendix G**.

26. The current level of funding would mean that by 2011 there would still be a third of the stock requiring modernisation (27 sites), but this would rise significantly to 42 sites by 2014. The level of spending needs to be increased substantially if the deterioration in the signal stock is to be stopped. Without such investment the signals stock, signal faults will continue to increase and in some cases the only option will be to switch the signals off. If the signals are switched off then the risk to traffic and pedestrian safety is increased, the potential for accidents increases, traffic delays and congestion will increase and the liability of the Council will be put into question. Traffic signals are installed not to frustrate drivers but to reduce accidents, control traffic flow, manage congestion and improve pedestrian safety. The Council has a responsibility to maintain its signal stock to an acceptable standard but the limited funding available for this work is not allowing this to be carried out.
27. Over the past three years a substantial element of the LTP Integrated Transport allocation has been invested in an UTC/SCOOT system. The UTC part of the system allows traffic signals in an urban area to be networked via a central computer and the SCOOT part allows the traffic signals on the network to be automatically changed dependant upon the traffic demand. This in turn can reduce congestion, improve pedestrian safety (by reducing cycle times), reduce emissions (by managing congestion) compared to fixed cycle time on an unlinked network. In future years it is envisaged that the UTC/SCOOT system will be linked to other intelligent transport systems (ITS) which include Variable Message Signing, Emergency Green Wave Routes, Fleet Management for buses (RTPI/Bus Priority), Fault Identification and Management and Diversion Routes (M1 closures and Match Day Traffic Management).
28. A trial of Real Time Passenger Information has been carried out over the last year. The trial was not as successful as was hoped due to continued changes in the town centre traffic management and problems with the bus drivers logging onto the system. This resulted in displays only able to show timetable information rather than real time arrival times. This area of work will need a significant investment over several years in order to achieve real benefits of this initiative. It is hoped that a decision (via a further report to Members) on which system, if any, should be progressed. This work will only be progressed if the bus operators demonstrate the commitment to this project.

Small Scale Traffic Management

29. Last year a total of **£71,000** was spent on the design or introduction of 11 schemes under this area of work. These typically consisted of junction improvements, improvements to footways and revised road markings. Some of the schemes completed in 2005/2006 were part of a previous programme of work delayed for reasons such as changes resulting from the consultation process or a clash with utility company works. Outstanding schemes from the 2005/2006 programme of work will also be completed in this year or future years. **Appendix H** shows the priority list for this area of work.
30. At the request of the East Luton Area Committee two alternative speed restraint schemes have been drawn up for Hedley Rise and were the subject of a consultation exercise with the areas residents. The estimated cost of introducing a scheme is £25,000 and this is excess of the budget likely to be made available by the committee. The Area Committee have therefore requested that the

scheme should be considered by the Executive for funding from this element of the capital programme.

Traffic Management Act (congestion management)

31. The Traffic Management Act requires highway authorities to manage congestion and maintain traffic flows. Within the terms of the act traffic refers to all road users alike. Managing congestion is also one of the shared priorities in the LTP2.
32. The Traffic Manager and his team have identified a number of traffic sensitive junctions, which currently suffer peak-time congestion problems. These are listed in **Appendix I** along with the current type of each junction (roundabout, traffic signals etc.) plus comments on their operation and any future proposals. There is no specific funding allocated to this particular area of work, however, as can be seen from the appendix some will be covered by current schemes and this list will further enable identified junctions to be considered for treatment in any future schemes.

Parking Schemes including Parking at Neighbourhood Shops

33. A significant amount of parking related work has been carried out during the last year.

Larger schemes include: -

- i. Leagrave Area Residents Parking Scheme - brought into operation in December 2005;
- ii. Bury Park Residents Parking Review Scheme – objections to be considered, with the scheme anticipated to be introduced in Spring 2006.
- iii. Hospital Area Residents Parking Extension Scheme – brought into operation in June 2006;
- iv. Footway Parking – it is now unlikely to be progressed
- v. Map based Traffic Orders – mapping and consolidation of Traffic Orders close to being completed.

Smaller schemes include: -

- ii. Extension to Windmill Road Residents Parking Scheme – completed;
- iii. Stockwood Crescent Residents Parking Scheme – brought into operation in July 2005;

34. A budget of £200,000 was allocated in the 2004/2005 Capital Programme for the introduction of a number of 'Parking at Neighbourhood Shops' schemes. Of this £100,000 was allocated to parking improvements outside the shops in Dunstable Road as part of the overall Bury Park Traffic and Environmental Improvement Scheme and this element has been completed. Progress on other schemes is as follows: -

- i. Wigmore Lane Shops - increasing the depth of the existing parking bays to more safely accommodate angled parking outside the shopping parade. Due to major problems with utility company equipment diversion works are being carried out, after which the works on the layby will follow. There

should be sufficient funding left from the 2004/05 Capital Programme to complete these works.

- ii. Increased on-street parking places for shops adjacent to Hitchin Road/Venetia Road junction to ease congestion – completed.
- iii. Sundon Park Road Shops. Following a lack of agreement from the shop owners this scheme has now been dropped. The North Luton Area Committee has agreed this.
- iv. Lyneham Road – introducing a parking layby to more safely accommodate parking outside the shopping parade. Again considerable utility diversion works are required within the shop forecourt. It is planned to use the £100K 2006/07 Council Capital programme for Highways Health and Safety to complete this scheme during 2006/07.

35. Our proposed work programme for both larger and smaller parking schemes and parking at neighbourhood shops has been attached as **Appendix J**.

36. An item for a review of town centre parking facilities has been included in both 2008/9 and 2009/10. Issues such as residential, shoppers, business, disabled persons and motorcyclists parking will be looked at. Proposals should make the scheme more flexible and beneficial for residents, provide for opportunity for others to park (though Pay and Display) and be easier to enforce. The budgets only allow for survey, design and consultation works. It is anticipated that around £500K will be required to implement a full review of the controlled parking areas around the town centre. In the longer term this work should repay the introduction costs. If a review is not implemented the current inflexible parking regime will continue and it will become increasingly difficult to enforce the current controls due to poor signing and lining and this will start to have a significant detrimental effect on parking income and expenditure.

Allocation of £1,000 from Engineering & Transportation capital funding to each Area Committee

37. As above, it is proposed to allocate £1,000 to each Area Committee from the Council's Capital allocation. This is in addition to the Area Committee's budgets and is aimed at enabling small-scale requests to be dealt with quickly. For example, a request by an Area Committee to install bollards, erect a sign, provide road markings, install pedestrian railing or a pram crossing etc. could be dealt with without the need for further authorisation or budgetary approval. Where an Area Committee wishes to fully fund a scheme it will automatically be included in the current Work Programme for investigation and implementation (assuming it is feasible and within budget).

LTP Modelling and Monitoring

38. It is important to monitor the schemes that are being introduced to ensure that they are achieving the desired outputs and outcomes. The monitoring is also vital in the production of our Annual Progress Reports, the LTP2 along with other strategic documents, strategies and bids for external funding. The total spend on LTP monitoring for the year 2005-06 has been some £70,000. The costs represent three main elements of recording. Firstly regular monitoring for the Annual Progress Report for 2005-06 covering four cordon counts, rail passenger surveys and school travel surveys. Secondly, the setting up of a monitoring

regime to adequately cover the new shared priorities (particularly congestion), which form a vital part of the Local Transport Plan 2 (covering the period 2006-2011). Thirdly, an element for the upkeep and improvement of our equipment along with reinstatement of monitoring sites necessary following highway maintenance work. It is anticipated that similar amounts will be required over the next few years. **Appendix K** sets out our programme of work for this area.

Bridge Strengthening

39. Preliminary investigation and design work was progressed for Osborne Road bridge. Upgrading of parapets to Marsh Farm pedestrian subways was completed. Retention payments were paid for Wardown Park wall and footbridge and Cromwell Hill culvert projects.
40. The work programme for bridge works is attached in **Appendix L**. The budgets will not be adequate to fund proposed strengthening works to the Osborne Road and Montague Avenue bridges, where currently 17 tonne weight restrictions are in place. Osborne Road and Montague Avenue bridges, although carrying non-primary highway, are still subject to regular usage by errant heavy goods vehicles, despite the weight restrictions. These structures, in particular Osborne Road bridge, are in poor condition and will continue to deteriorate.
41. Osborne Road bridge was originally assessed in 1996 and it is likely that the condition of the structure has deteriorated significantly since then. Alternative funding for this bridge strengthening will be explored. Consideration will be given to submitting a special maintenance scheme to the Government together with the reconstruction of Kimpton Road. It is noted that there are strict criteria for these bids that will be difficult to meet. Should funding not be sufficient to strengthen the bridge, a re-assessment of load carrying capacity is programmed be carried out during 2007/08. If the structure has weakened, there is a possibility that the assessment may recommend a more severe weight restriction, less than the 17 tonnes currently in place.
42. The maintenance of safe structures is considered to be of paramount importance. Delaying bridge strengthening will also increase long-term maintenance costs. As such consideration may need to be given to re-adjusting the LTP budget in future years to allow further bridge maintenance to be carried out. This would obviously result in other carriageway maintenance or integrated transport schemes being delayed/cancelled.

Structural maintenance of principal roads

43. The maintenance schemes actually carried out in 2005/2006 varied from those approved by this Executive on 20 June 2005. This was due to four main reasons, which are as follows: -
 - i. Adjustment of the programme of work to tie-in with other schemes being installed as part of the Capital Programme.
 - ii. The colder than normal winter led to some roads deteriorating in condition quicker than expected and some resurfacing was accelerated in the programme on a needs-based basis.
 - iii. A change in programme to tie in with utility company works. An example being Guildford Street where the surfacing works were

accelerated to follow on from Transco gas main refurbishment works so that disruption to traffic limited to one continuous spell rather than two separate spells.

iv. Changes due to clashes with utility company works.

44. Structural maintenance was carried out on 5 principal roads and 10 non-principal roads during the last year at a cost of **£944,000** (including **£700,000** LTP element). A total of £851,000 has been allocated for structural maintenance of principal and non-principal roads in the current year with 20 roads programmed for treatment. Our work programme for future years is attached as **Appendix M**. The priority of the work has been determined using UKPMS survey information.

Footway maintenance

45. Footway maintenance was carried out on 19 roads during the last year at a cost of **£640,000** (including revenue). A total of **£356,000** has been allocated to this work in the current financial year, with 4 roads programmed for treatment. The work programme for footway maintenance is attached as **Appendix N**. The priority of the work has been determined using UKPMS survey information.

Replacement street lighting programme

46. Since Members agreed to fund the replacement of suspect and sub-standard columns in 1999, 4498 lamp columns have been replaced. Whilst this programme of work has improved the authorities position and reduced the potential liability and risk that the Council was exposed to with regard to the problem with failing concrete columns, the number of steel columns within the Borough that are now failing structurally has greatly increased.
47. Older steel columns installed over 20 years ago pre-date modern galvanising processes and many were not treated adequately inside and out to resist corrosion. They are prone to internal and external corrosion, particularly at bracket joints and at ground level. Recent ultrasonic tests on these columns indicate that many bracket arms show signs of advanced corrosion and are prone to failure as occurred in 2003 when two bracket arms fell onto New Bedford Road.
48. A programme of testing has been implemented and early indications are that Luton has in excess of 5000 steel columns that will need to be replaced for safety reasons. If the current rate of funding is maintained this will require a minimum ten year programme to achieve this. Over 30 columns were in such poor structural condition that they needed to be cut down immediately to ensure the safety of the public. The number of column failures will continue to escalate. With the capital budget reduced to £100K, approximately 20% of the budget will need to be reserved for dealing with such emergencies. This will leave a replacement programme of £80,000, which will only provide a maximum of 106 new columns per annum. This is from a stock of over 7000 columns that are over 20 years old and beyond their anticipated lifetime, 5000 of which are believed to be structurally suspect.
49. Taking an average column life of 30 years for a new column and assuming a balanced age profile of stock, about 600 columns would need to be replaced annually just to maintain a steady state, however it is anticipated that the rate of

deterioration of the lighting stock means that the level of replacement required will exceed that indicated by a balanced age profile. The overall effects of the reduction in funding will result in: -

- the Council increasing its risk exposure with regard to the potential for accidents resulting from column failure
- a reduction in the asset value of the highway infrastructure
- an increase in the fear of crime
- an increasing financial liability that will have to be addressed in the future
- an increased insurance cost to the Authority.

50. further six roads are programmed to be improved in the current year at a cost of **£100,000** (but subject to the 20% being set aside for emergencies discussed above not being required). The work programme for street lighting replacement is attached as **Appendix O**. The priority of the work has been determined using condition survey information.

MAJOR TRANSPORT SCHEMES

Translink

51. The proposed Translink guided busway system lies at the heart of the long term transport strategy for the conurbation, taking advantage of the opportunity offered by the alignment of the former Luton-Dunstable railway branch line. It will provide a dedicated busway between Houghton Regis, Dunstable, Luton town centre and Luton Airport Parkway station. Access points along the bus-way will allow this express bus corridor to be used by a number of services across the wider Luton-Dunstable conurbation, and enable buses to circulate around the town centres of Luton and Dunstable. The scheme is also capable of being extended to serve the Growth Area to the north of the conurbation.
52. The scheme will incorporate improved passenger facilities and features such as real-time passenger information, improved shelters, level boarding and off-bus ticketing. As such, the Translink scheme will facilitate a step-change in the quality of public transport provision, contributing to an increase in public transport patronage and alleviate traffic congestion in the A505 corridor and around the town centres. It will also make a major contribution to the modal shift targets included in the Airport's Surface Access Strategy.
53. Luton Borough Council is promoting the scheme, working in partnership with Bedfordshire County Council. Following provisional acceptance for funding in December 2003, an application was submitted to the Secretary of State for statutory approval under the Transport and Works Act. A Public Inquiry to consider objections was held between February and August 2005, and the Secretary of State's decision is awaited.
54. The western end of the Translink guided bus-way scheme passes across the western edge of Dog Kennel Down in Houghton Regis, which is designated as Public Open Space (POS). The Council has always recognised that it would be necessary to provide replacement POS, but due to difficulties in identifying suitable areas of replacement land, the draft section 19 notices were not

published until October 2005. Three objections were received, and an Inquiry into the POS issue will be held in early May.

55. This will delay the Secretary of State's Decision letter on the main Inquiry, which is now expected in June/July. Subject to the timing of the various statutory procedures, it is envisaged that construction could start in Spring 2007 and Translink services will commence operating in Spring 2009.

East Luton Corridor

56. We will deliver this scheme, comprising the dualling of the existing section of Airport Way between Capability Green and the airport. The scheme will improve road access and reduce congestion on Airport Way, and improve public transport reliability between the Parkway station and London Luton Airport. It will also improve access to employment in major development and regeneration sites in east Luton, including the disused Vauxhall works and Butterfield. The Secretary of State confirmed the Compulsory Purchase Orders and Side Road Orders in September 2005 and the scheme has achieved the necessary planning consents.
57. The scheme was originally granted provisional funding approval through the LTP process in 2001, but this was withdrawn in December 2004. In March 2005 the government announced that the scheme would be funded by a combination of the Community Infrastructure Fund (CIF) and the second round of Growth Area Fund (GAF2). In February 2006 the Government confirmed that the scheme would be funded by £14.5m from CIF and £7.5m from GAF2.
58. The OJEU notice for the appointment of a construction contractor was published at the end of October 2005. Fourteen expressions of interest were received, and following an assessment of these, Invitations to Tender were sent to 6 contractors in February 2006. The main works contract is expected to commence in May 2006. A key target for the scheme construction will be the placing of beams over the Midland Main Line railway, and possessions have been booked for Christmas 2006. The scheme is due to open to traffic in December 2007.

Luton Town Centre Transport Scheme

59. This scheme, for which provisional funding approval was awarded in December 2003, involves completion of the Luton Inner Ring Road around the northeast side of the town centre and the construction of a new bus station next to Luton rail station, together with other transport and traffic management measures. The scheme will be progressed in accordance with the wider Luton Town Centre Development Framework. The overall cost of the project is £12m.
60. Removal of extraneous traffic from Luton town centre will provide significant benefits to pedestrians and public transport users, as well as to service vehicles that need to access the town. The reduction in traffic flows on most roads in the town centre will enable road space to be given over to further pedestrianisation and additional on-street parking for disabled users. Congestion and delays will be considerably reduced for service vehicles requiring access to the town centre. Both Translink and the Town Centre Transport scheme will improve interchange facilities and opportunities and the security of public transport passengers.

Further changes to the traffic circulation arrangements are planned associated with other elements of the Town Centre Development Framework. The programme to implement the scheme is expected to be as follows:

- ❑ Spring 2007 Publication of Orders
- ❑ Autumn 2007 Public Inquiry
- ❑ Summer 2008 Procure construction contractor
- ❑ Autumn 2009 Scheme completed

Midland Road Multi Storey Car Park

61. Key elements of both the Luton Dunstable Translink scheme and the Luton Town Centre Transport scheme, together with the plans to redevelop the area around the station as part of the Town Centre Development Framework (TCDF) will impact on the amount of existing car parking at the station. Given that the TCDF also includes plans to demolish the Bute Street multi storey car park and redevelop the site, the issue of station parking needed to be resolved before Translink or the Town Centre Transport Scheme could progress.
62. Proposals for a new multi storey car park off Midland Road were initially accepted under GAF2 funding in August 2005, subject to completion of a detailed assessment that was submitted in November. In February 2006 the Council was awarded £13m under GAF2 funding, although this is subject to approval of the Governments Comprehensive Project Review Group. Discussions are continuing with Network Rail to complete the purchase of land and consider the most effective delivery arrangements. There will also need to be close liaison between the project managers of this scheme and the Town Centre Transport Scheme as the implementation timetables for both are closely linked.

Luton Town Centre Transport - Layout and Operation – Master Plan

63. Translink, Luton Town Centre Transport Scheme (including the completion of the inner ring road) and the Midland Road Multi-Storey Car Park project will all have major impacts on the layout and operation of transport in the town centre. Further changes to the traffic circulation arrangements have taken place and also planned as part of other elements of the emerging Town Centre Development Framework (TCDF). This has involved changes to traffic circulation around St George's Square, to facilitate the improvement of the Square through the successful "Parks, Promenades and Plazas" funding bid. Work has started on the improvements to the square and are due to be completed this Autumn.
64. Future changes to the town centre transport layout and operation will be required as part of the Power Court development, possible extension to the Arndale Centre and other developments between the railway and town centre as part of the TCDF. Some of the likely changes to the road layout will have major implications for all modes of transport. At present each project is being progressed separately with only limited account taken of other schemes/projects. Some of the current ideas being considered for individual schemes could jeopardise other development opportunities. With so many major initiatives each with fundamental impacts of the transport network being taken forward in an

extremely tight timescale there is a need for good co-ordination between projects.

65. It is therefore proposed that a separate study be carried out to produce a Master Plan of the transport network for the town centre into which each individual project needs to fit. This work is essential to ensure that other schemes can be progressed and that these schemes do not prevent other important developments in the town centre. It is hoped that this important work can be funded from within existing budgets, though this may result in delays to other projects.

LEGAL IMPLICATIONS

66. There are no legal implications to this report and this has been agreed with the relevant solicitor in Legal Services on 21ST March 2006.

FINANCIAL IMPLICATIONS

67. The financial implications are addressed in the body of the report and all proposals can be contained within existing capital budget allocations. Agreed by the departmental Finance Manager on 31ST March 2006.

RISK IMPLICATIONS

68. The risks of not adopting the new work programme and not adopting a policy of requests for new schemes being approved by Executive are: -
- i. Limited resources will be diverted away from essential work to meet core performance indicators contained in the Council's Local Transport Plan, "Luton 2011" targets and corporate aims and the Engineering and Transportation Service Plan,
 - ii. Capital funding from Government could be put at risk if the Council fails to deliver on targets and objectives in it's Local Transport Plan,
 - iii. Previous decisions of the Council/Executive will be prejudiced/reversed.

OPTIONS

69. (i) Approve the Recommendations.
- (ii) Amend the Recommendations.
- (iii) Not approve the Recommendations.

APPENDICES

- 70. Appendix A: Area Studies
- 71. Appendix B: Local Safety Schemes
- 72. Appendix C: Safer Routes to Schools
- 73. Appendix D: Pedestrian Facilities (including Pavement & Safety Improvements)
- 74. Appendix E: Cycling Facilities
- 75. Appendix F: Public Transport/Bus Priority Measures
- 76. Appendix G: Urban Traffic Control (including Modernisation of Existing Stock)

- 77. Appendix H: Small-scale Traffic Management Schemes
- 78. Appendix I: Traffic Management Act (congestion management)
- 79. Appendix J: Parking Schemes (including Parking at Neighbourhood Shops)
- 80. Appendix K: LTP Modelling and Monitoring
- 81. Appendix L: Bridge Strengthening
- 82. Appendix M: Road Maintenance
- 83. Appendix N: Footway Maintenance
- 84. Appendix O: Replacement Street Lighting Programme
- 85. Appendix P: Five Year Spend Profile by Work Area

BACKGROUND PAPERS

- 86. Reports to Executive on 17 February 2003, 1 September 2003, 20 October 2003, 13 April 2004 and 20 June 2005.