

## **SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Overview and Scrutiny

**DATE:** 7<sup>th</sup> April 2016

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### **PART I**

#### **FOR INFORMATION**

#### **Burnham Station Traffic Scheme**

##### **1. Purpose of Report**

- a. The purpose of the report is to provide the Overview and Scrutiny panel a summary of the Burnham Station Traffic Scheme experimental order for the first month of the northbound scheme (Phase 2). The report sets out the scheme detail and feedback obtained so far. At month three of Phase 2, a detailed report will be presented to Cabinet.

##### **2. Recommendation(s)/Proposed Action**

- a. The Committee is requested to note the feedback and data gathered to show the progress of the experimental scheme Phase 2 so far. The Committee is requested to note that the scheme is only one month in to an experimental scheme and that a full report will be presented to Cabinet at month three of the scheme.

##### **3. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

###### **3a. Slough Joint Wellbeing Strategy Priorities**

Priorities:

- Health: Providing transport facilities that ensure residents can access the health services they need.
- Economy and Skills – Continue to provide residents with access to essential services by improving connections and journey times between work, home, leisure, school and making alternatives to the car more attractive.
- Regeneration and Environment; Improving facilities and access to bus services to increase the use of sustainable form of transport.
- Housing: Improved public transport links to the area, with quicker journey times for the bus routes serving the area and giving greater choices for residents as to where they can live and access work and facilities.

- Safer Communities: Reduced traffic congestion at the location to improve the environment for residents at the location. This should make a place where people feel safe to live and visit.

Cross-Cutting themes:

**Improving the image of the town:** By enhancing the sustainable transport links to Heathrow Airport, London and beyond, improving access and reducing journey times of local bus services and general commuter traffic.

3b. **Five Year Plan Outcomes**

- Slough will be the premier location in the south east for businesses of all sizes to locate, start, grow, and stay. By improving access to Heathrow Airport from Slough Trading Estate through alternative forms of sustainable transport in this instance buses, with the journey times reduced to appeal to more commuters.

4. **Other Implications**

a) Financial

The scheme will be funded through the Local Enterprise Partnership (LEP) approximately £2m has been set aside to deliver the improvements in and around Burnham Station.

There are no further financial implications.

b) Risk Management

There are no reported risks associated with the recommendations stipulated in section 5.

c) Human Rights Act and Other Legal Implications

There are no Human Rights Act Implications associated with the recommendations of this report.

d) Equalities Impact Assessment

There is no requirement for an EIA as this is a report to provide members with the feedback and data so far for the Burnham Station Traffic Scheme. This report is for month one so far of the northbound experimental scheme, an EIA will be required in future for the permanent scheme.

**5. Supporting Information**

**5.1 Background to the project**

Burnham station is located between Burnham Lane and Station Road. The area is subject to considerable congestion in the morning and afternoon peaks due to not only the number of schools in the area, but also the commuter traffic from South Bucks heading for the station, trading estate and M4. Traffic has steadily increased

over the past decade and as a consequence has resulted in the peak time delays starting sooner and ending later leading, now, to congestion being present for large parts of the day

The council has been approached in the past by residents and local community groups to improve traffic flow and address commuter parking issues in the area. The traffic demand during the peak hours exceeds the current road hierarchy capacity around the Burnham Station area. Localised improvements such as carriageway widening, improved or new traffic signal junctions will not resolve the current traffic congestion throughout this area. Thus a more strategic re routing of traffic has been sought that will force drivers to alter their journeys that will relieve certain road corridors of these high congestion levels experienced.

Transport modelling was commissioned by officers in 2014 to assess 12 different scenarios. The scenarios included reversing the one way on Burnham Lane, making Station Road one way northbound and then southbound and closure of Station Road. The report found that all options would result in an improvement around the station but would also have some impact on other local roads. This report formed part of the Significant Decision.

Officers set up a working group consisting of Network Rail, Crossrail, Rail for London, Great Western Railway and Segro to discuss the options and the outputs from the assessment and to also understand how the area including the station could be improved. The working group are meeting regularly during the experimental scheme in order to work together on the various schemes at and around Burnham Station.

The council submitted a revised Business Case for the *Burnham Station and Access Improvements Scheme* to the Local Transport Body (LTB) in February 2016. The Business Case was audited by the LTB's external reviewers and was found to be compliant with the DfT's guidance on proportionate Business Cases. At the March 2016 meeting of the LTB, a full recommendation for approval of funding was proposed by the LTB. This recommendation has been accepted by the LTB and will result in the release of funding for the scheme beginning in the 2016/17 financial year.

In terms of the experimental traffic scheme, members agreed to initially proceed with the scheme option involving the full closure of Station Road, as part of an experimental order.

The experimental scheme began on Friday 16<sup>th</sup> October at approximately midday. Phase 1 of the experimental scheme involved the full closure of Station Road at the railway bridge.

The Phase 1 experimental scheme involved the following:

- Full closure of Station Road at the rail bridge
- Reversal of one way system on Burnham Lane (between Buckingham Avenue and the south side of the railway bridge), from northbound to southbound
- Introduction of a mini-roundabout at the junction of Buckingham Avenue / Burnham Lane (towards railway bridge)
- Relocation of the bus stops (in both directions) from Burnham Lane to into the station 'triangle' area
- Making the station 'triangle' area one way northbound

- Residents parking scheme on Littlebrook Avenue
- Various traffic signal improvements throughout the area
- Signage and on-street works to notify drivers of the above changes

A report detailing the three-month summary of the Phase 1 scheme was produced, and is available to view at:

<http://www.slough.gov.uk/moderngov/documents/s40591/Burnham%20Station%20Traffic%20Scheme%20Report.pdf>

Following the month three report for Phase 1, SBC took the decision to trial a second experimental phase for the scheme, involving the northbound operation of Station Road as opposed to a full closure.

The Phase 1 scheme ran from Friday 16<sup>th</sup> October until the morning of Thursday 25<sup>th</sup> February 2016, and Phase 2 began at approx. 11am on 25<sup>th</sup> February 2016.

The Phase 2 experimental scheme involves the following:

- Opening Station Road at the railway bridge, to northbound only traffic, from Stanhope Road to Burnham Lane
- Narrowing Station Road near the bridge to deter vehicles attempting to travel southbound under the bridge and to assist pedestrians crossing the road here
- Keeping some of the existing features of the current scheme including:
  - Station triangle being one way
  - Mini roundabout at the junction of Burnham Lane with Buckingham Avenue
  - Bus stop location remaining on Station Road at the triangle (in both directions)
- New direction and information signs
- Traffic signal works to support the new scheme

The Phase 2 scheme has been in place for approx. one month at the time of writing this report.

## 5.1 Consultation procedure

The procedure for consultation as part of an experimental traffic order is such that consultation begins once the scheme is operational. In this case the consultation for Phase 2 began on 25<sup>th</sup> February 2016.

The scheme was publicised via various council channels, including:

- Press release and media enquiries
- Social media updates, including on the new Transport for Slough Facebook page, which was not in place for Phase 1 of the experimental scheme
- Emails to stakeholders including schools, affected members, local groups and station stakeholders (e.g. SEGRO, Great Western Railway)

This highlighted the various methods to contact the council with feedback on the scheme:

- Online questionnaire (NB separate questions to the Phase 1 survey)
- Writing to the council
- Emailing [TfS@slough.gov.uk](mailto:TfS@slough.gov.uk)

- Discussing on the TfS facebook page  
[www.facebook.com/TransportforSlough](https://www.facebook.com/TransportforSlough)

At approximately one month into the scheme, the correspondence results so far have been collated and are presented in the sections below.

### **5.1.1 Online survey summary**

A survey was hosted via the 'SurveyMonkey' platform; local stakeholders were invited to take part in the survey to give their views on the scheme. During the first month of Phase 2, a total of **26 responses were received**, the headline results are summarised in Table 1 below (full graphs for each question are available in Appendix 2). It is important to note that whilst some general assumptions can be made at this stage, with such a low response rate the results need to be digested as simply an indicator of the current feedback, and not the full response from the community.

This is a very low response rate in contrast to the Phase 1 experimental scheme, where in the first month 508 responses were received.

Question	Responses (largest in bold) – NB all questions were single-choice answers except Q3.
Q1: The scheme has allowed one way northbound traffic on Station Road. Has this made the traffic better or worse in general?	<ul style="list-style-type: none"> <li>○ <b>I think the traffic is better (64%)</b></li> <li>○ I think the traffic is worse (24%)</li> <li>○ I think the traffic is about the same (8%)</li> <li>○ Don't know (4%)</li> </ul>
Q2: In your experience has the northbound scheme reduced traffic congestion on the A4 Bath Road?	<ul style="list-style-type: none"> <li>○ <b>Yes (48%)</b></li> <li>○ No (16%)</li> <li>○ Traffic congestion is about the same (16%)</li> <li>○ Don't know (20%)</li> </ul>
Q3: In your experience has the northbound scheme improved access to / from the Cippenham area?	<p>(NB multiple choice question)</p> <ul style="list-style-type: none"> <li>○ <b>Yes, access TO the Cippenham area has improved (24%)</b></li> <li>○ <b>Yes, access FROM the Cippenham area has improved (44%)</b></li> <li>○ No, access TO the Cippenham area has got worse (12%)</li> <li>○ No, access FROM the Cippenham area has got worse (8%)</li> <li>○ Don't know (12%)</li> <li>○ Not applicable / don't travel to/from Cippenham (16%)</li> </ul>
Q4: Burnham Lane between the A4 and the new mini roundabout remains one way southbound (under the railway bridge only). Do you think this new system works well in conjunction with the one way northbound on Station Road?	<ul style="list-style-type: none"> <li>○ <b>Yes (84%)</b></li> <li>○ No (8%)</li> <li>○ Don't know (8%)</li> </ul>
Q5: As a driver has the northbound scheme improved your access to / from Burnham train station?	<ul style="list-style-type: none"> <li>○ <b>Yes (76%)</b></li> <li>○ No 16%</li> <li>○ Don't know (4%)</li> <li>○ Not applicable (4%)</li> </ul>
Q6: As a pedestrian / cyclist has the northbound scheme	<ul style="list-style-type: none"> <li>○ <b>Yes (28%)</b></li> </ul>

improved your access to / from Burnham railway station?	<ul style="list-style-type: none"> <li>○ No (12%)</li> <li>○ Don't know (4%)</li> <li>○ <b>Not applicable (56%)</b></li> </ul>
Q7: Has the relocation of the bus stops to the railway triangle improved access / reduced delays?	<ul style="list-style-type: none"> <li>○ Yes, I use the bus and it has improved my journey (8%)</li> <li>○ Yes, it has improved my journey by car locally (24%)</li> <li>○ No, I use the bus and it hasn't improved my journey (0%)</li> <li>○ No, it hasn't improved my journey by car locally (12%)</li> <li>○ Don't know (12%)</li> <li>○ <b>Not applicable (44%)</b></li> </ul>
Q8: Do you think the area around Burnham train station has been made safer for those on foot / bike since the scheme has been in place?	<ul style="list-style-type: none"> <li>○ Yes (36%)</li> <li>○ <b>No (40%)</b></li> <li>○ Don't know (24%)</li> </ul>
<b>Q9: Has the experimental scheme made your journey better or worse overall compared to the area prior to both experimental schemes?</b>	<ul style="list-style-type: none"> <li>○ <b>Better (72%)</b></li> <li>○ Worse (28%)</li> </ul>

Table 1: Survey response summary for month 1 of Phase 2 scheme

Qualitative analysis was also carried out on the content of responses to Question 9 (where respondents were asked to make a note of where the traffic is better / worse since the scheme) and Question 10 (where respondents were asked if they had any further comments about the scheme). The content of responses was categorised into themes which are presented below for each question:

### 5.2.1.1 Question 9 summary

Respondents were asked to note where the traffic congestion was better / worse since the scheme. The most popular themes / issues are presented in the table below. The full data can be seen in Appendix 2. Data has been presented as absolute numbers rather than percentages due to the nature of the qualitative analysis.

<b>Response</b>	<b>Count</b>
Burnham Lane is moving quicker	4
Station Road is quieter	2
Works well with Burnham Lane SB route	1
Shortened journey distance	1
Concerns about coming under the bridge due to blind spot	3
Traffic in Cippenham improved	1
Access from Bower Way better	1
Has made no difference	1
Traffic increase at Lent Rise	1
Traffic increase at Huntercombe Road north	1
Traffic increase on Bath Road	4
Queuing on Burnham Lane	1
Mini roundabout is dangerous	1
Area dangerous for pedestrians / hard to cross roads	2
Give way point coming into station dangerous	1
Traffic light introduced at roundabout	1
Access to Sandringham Court difficult	1
Traffic moving better in general	2
Five points junction busy	1
Cippenham still feels cut off	1
Lack of signage	1
No consultation	1
Traffic better on Buckingham Avenue	1

Table 2: Question 9: General themes of responses (month 1 of Phase 2 survey) (full responses in Appendix



### 5.2.1.2 Question 10 summary

Question 10 was an open-response comment box which asked respondents '*Do you have any other comments on the experimental scheme?*'

Overall the respondents' comments were analysed to ascertain whether they were in general for or against the scheme.

The content and themes of the responses was noted, and the most popular themes / issues are presented in the table below. The full data can be seen in Appendix 2. Data has been presented as absolute numbers rather than percentages due to the nature of the qualitative analysis.

<b>Response</b>	<b>Count</b>
Keep it as is / traffic flowing better	5
Traffic worse on Burnham Lane due to vehicles turning right from triangle	1
Buses have been a cause of traffic for many years	1
Did not need to be changed	1
Congestion caused by cycle lanes	1
Congestion relieved within Cippenham	1
Less congestion along the A4	1
Concerns over safety at the bridge junction	1
Improved signage needed	1
Introduce traffic lights	1
Area not safe for pedestrians crossing roads	1
Difficult accessing Burnham Lane from Station Road	1
Bridge should be widened to allow two way traffic	1
Five points junction busy	1
Congestion at junction 7	1
Congestion along Bath Road	1
No consultation	2

Table 3: Question 10: General themes of responses – summary of main responses (month 1 of Phase 2 survey) (full responses in Appendix 2)

### 5.1.2 Email correspondence summary

Email correspondence was received from a total of **10 respondents**, some of which emailed two or three times. Repeated issues raised by individuals were only recorded once for that person. This is in contrast with 183 emails for the full 3 months of Phase 1.

Qualitative analysis has been undertaken on the content of the emails in order to ascertain the themes and comments.

In terms of the general nature of the comments, the overall feedback from the emails is as follows; this shows that the vast majority of people contacting the council via email regarding the scheme are against the scheme in general (96%).

Analysis on the content and themes of the emails has been undertaken (akin to the survey responses) and the key findings are presented below in the table below

<b>Response</b>	<b>Count</b>
Glad the bridge has re-opened /had a positive effect	5
Junction at Station Rd is unsafe generally	6
Vehicles have difficulty turning right at top of Station Road triangle (onto Burnham Ln)	4
Blind spot at give way point at Station Rd junction	1
Traffic lights should be re-instated	6
Traffic flow has improved in the area	1
Traffic congestion on Lent Rise Rd	1
Traffic congestion on Huntercombe Ln	1
Traffic around Cippenham has improved	1
Northbound scheme has improved school minibus punctuality	1

Table 4: Email correspondence: General themes of responses – summary of main responses (month 1 of Phase 2 survey)

### 5.1.3 Facebook page correspondence summary

Comments on the scheme were sought via the council's Transport for Slough Facebook page: [www.facebook.com/TransportforSlough](http://www.facebook.com/TransportforSlough)

In general the response on this page to the Phase 2 northbound scheme has been overwhelmingly positive. Some early issues were raised with the lack of traffic lights in the scheme compared to before the closure, particularly on Station Road, and the new give way line onto Station Road from the triangle. However these views have changed since the scheme had time to bed in and road users get used to the changes, the comments on the scheme were positive.

## **5.2 Data analysis for experimental scheme**

At only month one of Phase 2 of the scheme, the data captured so far for the scheme has been limited, as the scheme needs time to settle in prior to the data being captured, furthermore the school Easter holiday break means that the bulk of the data analysis will be carried out from mid-April onwards.

However the council does have Automatic Traffic Counts (ATCs) at permanent sites in the borough, the data from these has been analysed in order to review any trends for Phase 2 so far. A summary of the ATC data is presented below, and full graphs are presented in Appendix 3.

### **5.2.1 Automatic Traffic Counts (ATCs)**

Permanent ATCs are in place at the following locations in the area:

- Dover Road
- Bath Road (Huntercombe Roundabout)
- Bath Road (west of Stowe Road)
- Burnham Lane (south of railway bridge, one way section)
- Buckingham Avenue
- Station Road (south of railway bridge)

The speed and volume data from permanent ATCs located in the Burnham area has been analysed for the scheme. As the experiment is now focussed around the re-opening of Station Road in a northbound direction, the data shows the changes in traffic patterns over the whole experimental period (September – present), which includes the following definitions referred to in this document:

- 'Before' – the period prior to 16 October 2015, when Phase 1 of the scheme (full closure) was put into place;
- 'Phase 1' – the period between 16 October 2015 and 24 February 2016, when the full closure of Station Road was in place; and
- 'Phase 2' – the period from 25 February 2016, when the northbound operation of Station Road was in place, and remains in place.

Location of ATC	Traffic volume trends		Traffic speed trends	
	'Before / Phase 1'	'Before / Phase 2'	'Before / Phase 1'	'Before / Phase 2'
<b>Dover Road (at bridge)</b>	Overall there has been a rise in traffic levels since the week of the closure, in the region of +10%. As expected there is a dip in traffic levels over the Christmas period.	Once again there has been an increase in the amount of traffic since the introduction of the northbound scheme however, this is only very slight at 2%.	There are slight fluctuations in speed throughout the time before the full closure of Station Road and during the closure however, overall speeds have stayed relatively consistent with a rise over Christmas correlating with the reduction in traffic volume.	Speeds have stayed similar before any scheme and during the northbound only scheme. There has only been a slight drop in the PM peak speed.
<b>A4 Bath Road (to the east of Huntercombe Spur roundabout)</b>	Traffic levels before any scheme was introduced were approximately 7% higher than traffic levels at the time when Station Road was fully closed.	When comparing traffic levels before the closure of Station Road and during the northbound scheme it can be seen that there has been a slight rise of 1%. This has been greater in the most recent week.	Traffic speeds have fluctuated during this period, especially the AM peak speeds. Over the Christmas period there was a large decrease in the mean weekly speeds but an increase in the AM and PM peak speeds.	When comparing speeds along the road before Station Road was closed and during the northbound only scheme it can be seen that speeds are very similar, with only a very slight decrease noted.
<b>A4 Bath Road (to the west of Stowe Road)</b>	Traffic levels along the Bath Road had risen by approximately 8% after the full closure of Station Road.	When the full closure of Station Road moved to the northbound only scheme traffic levels rose further so that they were 10% higher than levels before any scheme was in place.	Mean speeds have fluctuated considerably over this time. An increase in speeds over the Christmas period was noted but overall there was a slight decrease in speeds.	When comparing speeds before any scheme and during the northbound only scheme it has been noted that they have stayed relatively consistent, although overall there has been a small decrease which is most obvious in the PM peak speeds.
<b>Burnham Lane (to the south of the Buckingham Avenue junction, near the railway bridge)</b>	Changes along Burnham Lane have been quite marked. There was a significant rise in traffic levels after the closure of Station Road. This increase is in the region of 31%. A large decrease in traffic levels however is observed in the week of and following the closure of the road.	The increase in traffic levels is even more apparent when comparing the levels before any scheme and during the northbound the only scheme. Here the increase is in the region of 65%.	Speeds have stayed relatively consistent apart from a large decrease along the road the week that the full closure was implemented. Overall however there has been a slight rise in speeds.	The northbound scheme did not result in a significant change in speeds on Burnham Lane. A slight rise in the mean AM peak speed is noted.

Location of ATC	Traffic volume trends		Traffic speed trends	
	'Before / Phase 1'	'Before / Phase 2'	'Before / Phase 1'	'Before / Phase 2'
<b>Buckingham Avenue (to the east of Henley Road)</b>	Traffic levels along Buckingham Road have stayed quite consistent. Overall there was a 1% decrease in traffic levels after the closure of Station Road, probably due to the effect of Christmas.	The increase in traffic levels after the re-opening of Station Road northbound compared to before any scheme was around 3%.	Traffic speeds along this road decreased slightly during the full closure of Station Road, this was most apparent in the PM mean speeds.	Speeds along this road during the northbound only scheme were almost identical to the time before any scheme was implemented. Only the PM mean speeds show a very slight decrease.
<b>Station Road</b>	After the full closure of Station Road, as would be expected traffic levels dropped off dramatically. An 87% decrease in levels was calculated.	Since the road has been re-opened northbound traffic levels have started to rise again, the decrease is now approximately 56%.	Traffic speeds along Station Road rose just after it was closed. During the closure speeds stayed consistent.	Since the re-opening of the road in a northbound direction speeds have continued to rise. They are now on average between 5 and 10 mph faster than they were before any scheme was in place.

Table 5: Permanent ATC data trends

## 7. **Conclusion**

Members are requested to note the feedback and data gathered so far from the first month of Phase 2 of the experimental Burnham Station Traffic Scheme.

## 8. **Appendices Attached**

- 1 – Scheme leaflet
- 2 – Survey results
- 3 – Automatic Traffic Counts

## 9. **Background Papers**

*None*