Public Document Pack

Individual Decision

The attached report will be taken as an Individual Portfolio Member Decision on:

Monday, 8 July, 2013

Ref:	Title	Portfolio Member	Page No.
ID2684	Thatcham Level Crossing Improvements	Councillor Pamela Bale	1 - 18





Agenda Item 1.

Individual Executive Member Decision

Title of Report: Thatcham Level Crossing

Improvements

Report to be considered

by:

Individual Executive Member Decision

Date on which Decision

is to be taken:

8 July 2013

Forward Plan Ref: ID2684

Purpose of Report: To review the results of a consultation into proposed

improvements on the southbound approach to Thatcham Level Crossing involving the creation of a right turn lane into the Royal Mail delivery office and

industrial area.

Recommended Action: That the scheme detailed on drawing no. 81560/009/03

in Appendix A be implemented.

Reason for decision to be

taken:

To improve traffic flow in the vicinity of Thatcham Level

crossing.

Other options considered: The provision of a bridge has been considered and is

discussed within the body of the report.

Key background documentation:

SMA Report - Thatcham Level Crossing Study 2012.

Portfolio Member Details		
Name & Telephone No.: Councillor Pamela Bale - Tel (0118) 9842980		
E-mail Address:	pbale@westberks.gov.uk	

Contact Officer Details		
Name:	Jon Winstanley	
Job Title:	Projects Manager	
Tel. No.:	01635 519087	
E-mail Address:	jwinstanley@westberks.gov.uk	

Implications

The scheme has been identified in the Highways and Transport Policy:

Capital Programme.

Financial: The improvement scheme will cost approximately £70k which will

be paid from existing S106 contributions. In addition to the works

the opportunity will be taken to maintain the footway and

carriageway which will cost an additional £30k funded from the

Local Transport Plan Capital Grant.

Personnel: None

The scheme will be procured through the Highways Term Legal/Procurement:

Contract.

Property: None

Risk Management: A full risk management plan has been developed for this project.

Is this item relevant to equality?	Please tick relevant boxes	Yes	No	
Does the policy affect service users, employees or the wider community and:				
 Is it likely to affect people with particular p differently? 	protected characteristics			
 Is it a major policy, significantly affecting the delivered? 	now functions are			
 Will the policy have a significant impact on how other organisations operate in terms of equality? 				
 Does the policy relate to functions that engagement has identified as being important to people with particular protected characteristics? 				
 Does the policy relate to an area with kno 	wn inequalities?			
Outcome (Where one or more 'Yes' boxes are ticked, the item is relevant to equality)				
Relevant to equality - Complete an EIA available at www.westberks.gov.uk/eia				
Not relevant to equality				

Consultation Responses

Members:

Leader of Council: Cllr Gordon Lundie has no comments and fully supports the

recommendation.

Overview & Scrutiny

Management

Commission Chairman:

Cllr Brian Bedwell accepts the findings discussed in the

report and therefore supports the recommendations

Ward Members: Cllrs Roger Croft and Dominic Boeck fully support the

proposed scheme and recommendation.

Cllr Keith Woodhams' comments can be seen in Appendix C Opposition

along with an Officer's response. Spokesperson:

Local Stakeholders: Local residents and businesses have been consulted as

detailed in Appendix C.

Officers Consulted: Mark Edwards, Andrew Garratt.

Trade Union: N/A

Is this item subject to call-in?	Yes: 🔀	No:
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Supporting Information

1. Background

- 1.1 Congestion in the vicinity of Thatcham Level Crossing is a long standing issue within West Berkshire. Locally it is the cause of air pollution and driver frustration in an area of Thatcham that has seen significant residential and industrial development in recent years. Of particular note is the development of the old MoD site with 750 residential properties to the west of the level crossing.
- 1.2 The level crossing forms part of the main east-west line between London and Penzance. It is located immediately adjacent to Thatcham Rail Station and is situated to the south east of Thatcham on Crookham Hill approximately 300m to the south of its junction with Pipers Way/Station Rd. Pipers Way connects to the A4 (Eastbound) and Station Road connects to Thatcham's main southern residential areas and the Town Centre
- 1.3 Following a successful Member's bid by the Local Ward Members; a study was commissioned in 2012 to consider possible improvements to reduce congestion on the approach to the crossing. The study was undertaken by consultants Stuart Michael Associates and can be read at:
 - http://www.westberks.gov.uk/CHttpHandler.ashx?id=31766
- 1.4 The study considers a number of possible improvements including the provision of a bridge, the use of variable message signs and interactive signs to warn approaching motorists that the barriers are down along with physical traffic management improvements to improve traffic flow.
- 1.5 The provision of a bridge was found not to be practical due to design/financial constraints. Variable message signage on the approaches to the level crossing to warn when the barriers would be down was also found to have its difficulties. This was due to the fact that the signs would have to be placed a considerable distance from the level crossing in a position that motorists could make a choice about their route. The distance of the signs from the crossing would mean that in many instances if the motorist passed a sign informing them the barrier is down, by the time they reach the level crossing the barrier would in fact be raised.
- 1.6 A number of improvement options recommended within the study are being taken forward. Two of these are being progressed with Network Rail including a review of the stopping point for trains on Thatcham Station which will prevent some trains from overhanging the level crossing when stopped; reducing the time the barrier is down. Also as part of the electrification programme Network Rail will be reviewing the striking points which dictate when the barriers are lowered when a train is approaching. The review will consider whether the new technology can offer efficiencies to increase the barrier 'up' time for road users.
- 1.7 Additionally the report identified the improvements to the junction with the Royal Mail delivery office and industrial area, as detailed in Appendix A. This scheme represents a physical traffic management improvement that is relatively easy to implement, does not require third party involvement, can be funded from existing S106 funds and will deliver immediate improvements. The scheme will provide a right turn lane into the industrial area, which means that traffic waiting to turn right

- will no longer block the queue of traffic on the southbound approach to the level crossing.
- 1.8 Traffic surveys taken during January 2012 revealed that the barriers can be down for up to 9 minutes at any one time and are down for approximately 39% to 51% of the peak hours. It can be particularly frustrating for motorists who wait in the queue of traffic for the barrier to raise only to have to wait behind a vehicle turning right into the industrial area. Surveys indicate that up to 26 vehicles turn right into the industrial area during the peak hour.

2. Consultation

- 2.1 A consultation exercise was undertaken during March and April 2013 which involved the delivery of 150 leaflets to local businesses and residents. Leaflets were also sent to Thatcham Ward Members and Thatcham Town Council. The leaflet offered an overview of the Level Crossing Study and requested comments on the proposed Royal Mail delivery junction improvement scheme. The leaflet can be seen in Appendix B. The scheme was also publicised through the local media.
- 2.2 A total of 30 responses were received to the consultation and these are summarised in Appendix C along with an officer response. Two responses were received in support of the proposed scheme. The scheme has also received the support of the Local Ward Members. However, the general feeling from respondents is that a bridge is the only solution to the traffic problems at the level crossing, that the proposed junction improvement scheme (when compared to the provision of a bridge) will not resolve the queuing problems southbound and will have no benefit for northbound motorists.
- 2.3 Responses from Thatcham Town Council and from Councillor Keith Woodhams (shadow Portfolio Holder for Highways) can also be seen in Appendix C and reflect the general feeling that a bridge is the only solution.

3. Equalities Impact Assessment Outcomes

3.1 The decision will not impact on people with particular protected characteristics and no Equality Impact Assessment has been undertaken.

4. Conclusion

- 4.1 It is accepted that a bridge would remove the congestion at the level crossing; however there are a number of practical, financial, environmental, engineering and aesthetic reasons why it is not possible to provide a bridge in the foreseeable future. These reasons are detailed below.
- 4.2 Given the impending electrification, the current minimum clearance over a rail line is 5.2m. Along with the bridge construction this would mean the total structure height would be 7.2m (over 23.5 ft). This would have a significant visual impact on the surrounding environment.
- 4.3 The ramps on the approach to the bridge would be substantial and, given the current highway design standards, in order to achieve the required gradient on the approach, the Pipers Lane/Station Road roundabout would have to be raised by approximately 2.9m (almost 10ft). This in turn would have a knock on effect on the surrounding roads and accesses onto them.

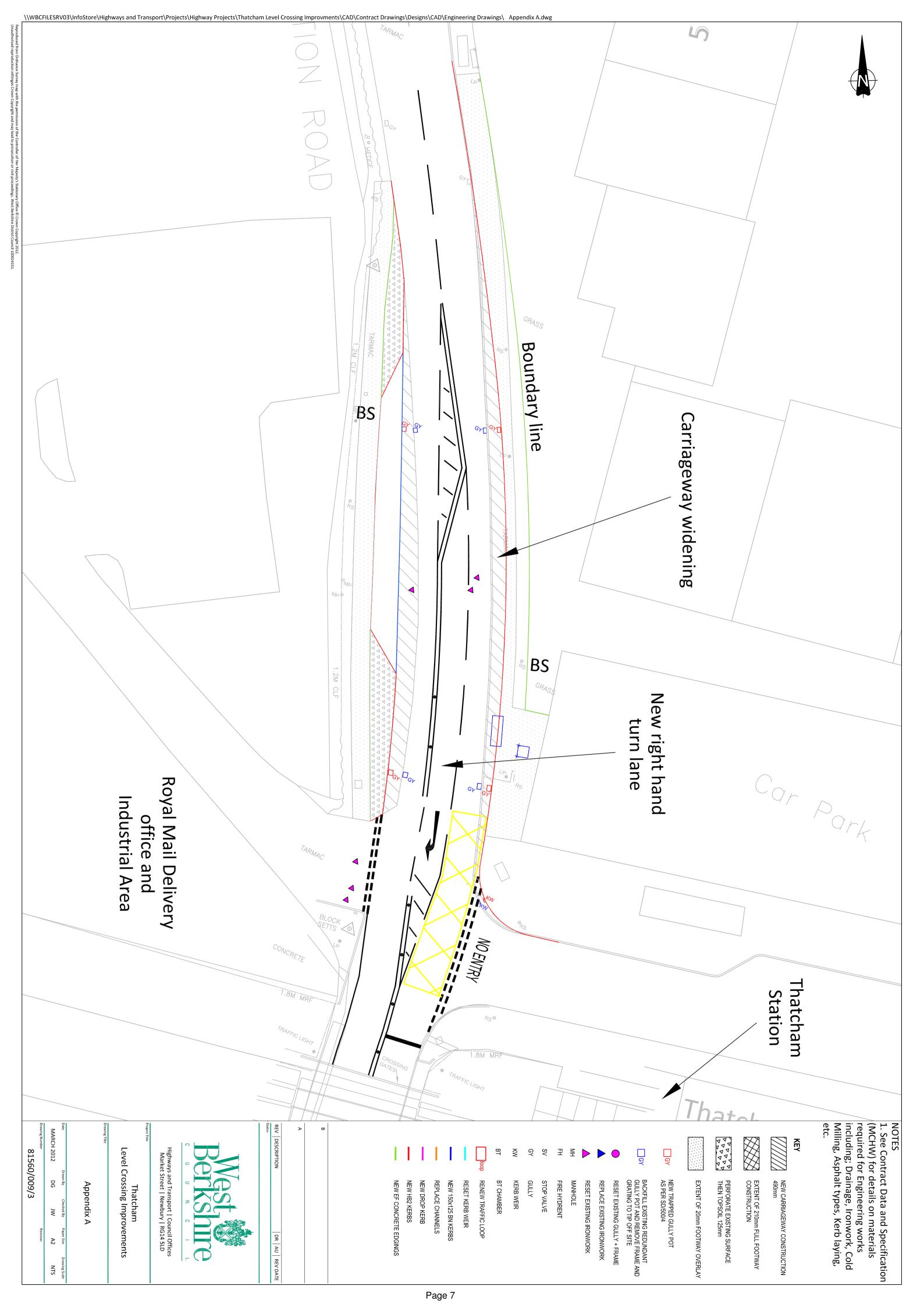
- 4.4 The provision of a bridge would inevitably improve the attractiveness of this route to many road users that currently travel through Newbury or Aldermaston. It is considered that this increase could be significant compared to the number of vehicles currently using the route. This gives rise to concerns about additional air and noise pollution through the residential areas of south Thatcham. It also raises the issue of road safety concerns on Thornford Road and Crookham Hill. It is possible that the provision of a bridge would require a complete upgrade of this route to accommodate the additional traffic at further significant expense.
- 4.5 Any bridge at this location would need to span both the River Kennet and the Canal in addition to the rail line. A study undertaken in 2004 estimated the cost of such a structure at £20 million. To raise this level of funding, the Council would have to apply to the Department for Transport for Major Scheme funding. Given that this road is not on the strategic road network, and although the local benefits are plain to see, the benefits to the strategic road network will be minimal. Indeed the environmental issues associated with the increase in traffic along this route may well cancel out the traffic flow benefits. This proposal would therefore be given low priority against other improvements on the strategic network.
- 4.6 It is also accepted that the proposed scheme detailed in Appendix A will have limited benefit when compared to the provision of a bridge. However, site observations and the survey information demonstrates that the proposed scheme will remove the issue of right turning vehicles blocking the southbound traffic queue, will help improve traffic flow through the level crossing and reduce driver frustration.
- 4.7 It is therefore Officer's views that the proposed scheme will offer the best value for money given the financial and practical limitations of other improvement options. It is proposed that the scheme be progressed and constructed during the school summer holidays to minimise impact during construction.

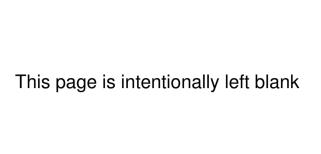
Appendices

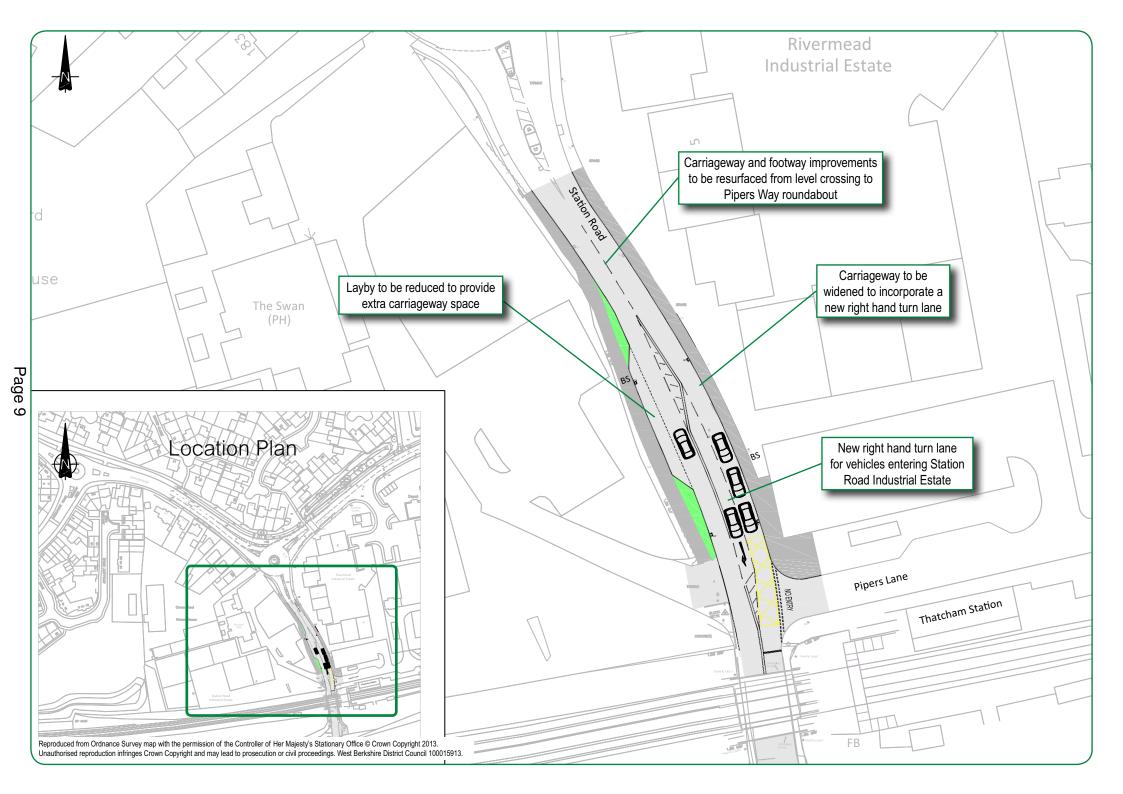
Appendix A – Drawing No. 81560/009/3;

Appendix B – Consultation Leaflet:

Appendix C – Consultation Responses.







During 2012 West Berkshire Council carried out a study to consider options to improve traffic flow and reduce congestion in the vicinity of Thatcham Level Crossing. A number of proposals were identified from the study including a review of the location of the stopping point of the train to prevent overhangs, along with a review of the 'striking points' to improve the efficiency of the barriers. These proposals will be taken forward with Network Rail to ensure any possible opportunities are taken from their upcoming electrification programme.

One of the proposed measures from the study West Berkshire Council are proposing to progress this year is improvements to the access to the Royal Mail delivery office and industrial area to the north of the level crossing. A clear opportunity presents itself here to improve traffic flow southbound by providing a dedicated right turn lane which will allow vehicles to pass while motorists are waiting to turn right.

As part of the scheme the opportunity will be taken to resurface the carriageway between the level crossing and Pipers Way roundabout

A proposed layout is detailed within this leaflet. If you would like to view the Thatcham Level Crossing traffic study from 2012 please visit www.westberks.gov.uk/thatchamlevelcrossing

We are interested in your views and if you would like to comment on this proposal please contact us using the details below.

Telephone us

You can contact: Jon Winstanley or David Guy on 01635 42400

Email us

Send an email with your comments to: David Guy dguy@westberks.gov.uk

Send us a letter

You can write to:
Jon Winstanley and David Guy,

Highways and Transport,
West Berkshire Council,
Council Offices,
Market St,
Newbury, Berks.
RG14 5LD



West Berkshire Council Highways and Transport Service

Thatcham level crossing improvements



Please let us have any comments by Friday 19th April 2013.

If you require this information in an alternative format or translation, please call David Guy on Telephone 01635 42400



	Reply from	Comments made	Officer response
1	Work location adjacent to site	a) The right hand turn lane will not stop road users driving down the wrong side of the road.b) Feels that this has not been looked at properly and that a bridge is the only solution.	 a) The right hand turn lane will create extra road space, meaning less chance of a head on collision if a road user uses the wrong side of the road. b) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable.
2	Road User	I think the only solution to problems at this level crossing are to construct a bridge however tricky this might be. The volume of traffic on both the railway and the road is too great for a satisfactory level crossing.	A study into putting a bridge over the level crossing has been completed and shown not to be finically viable.
3	Road User	A bridge is the only solution and the proposal is a waste of tax payers money.	a) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable. The proposal will improve the traffic flow southbound. When a car is waiting to turn right into Station Road industrial estate the through traffic will not be blocked.
4	Road User	a) Supports the proposal	Noted.
5	Cllr R Crumly	a) The proposal seems ok b) Could the one way system be changed so traffic can turn left from Station Road into the car parking area	 a) Noted b) This option was looked at as part of the study. It was felt that reversing the one-way would place more traffic in the queue on the approach to the level crossing if they are dropping off or accessing the car park.
6	Cllr Keith Woodhams	a) I have seen a drawing showing a right hand turn into the Thatcham Sorting Office, which will accommodate about three vehicles. This change will have little impact on improving traffic flow through the level crossing at peak time. Costly signage on the A4, warning motorists that	 a) The proposal will improve the traffic flow southbound. When a car is waiting to turn right into Station Road industrial estate the through traffic will not be blocked. b) A study into putting a bridge over the level crossing has

	Reply from	Comments made	Officer response
		the crossing barriers were in the down position was dismissed some years ago. b) I have been advised that Network Rail will not allow the crossing barriers to be raised if there is a train in the station. I would have hoped that if the barriers could have been raised more frequently after a train had passed, that this would have been done years ago. Long delays at the level crossing will continue and traffic queues will remain until a bridge is built. c) As chairman of the Kennet Heath housing development	been completed and shown not to be finically viable. c) Noted.
		infrastructure committee, we wrote to the then Labour government asking them to sanction the construction of a bridge over the railway. The government responded by saying no to the bridge and that we had to get people out of their cars and onto public transport! d) I have yet to see a positive return on the £14,000 invested in consultants by the Conservative run West Berkshire Council.	
7	Road User	a) The proposal will have limited benefit to southbound traffic.	a) It is accepted that the benefits will be limited when compared to the provision of a bridge however, the proposed scheme prevent right turn vehicles blocking the southbound queue.
	Road User	 a) It is an improvement for southbound traffic but northbound traffic will still have to stop to let the cars turn right. b) The ultimate answer is a bridge. c) Can a road to Station Road Industrial estate come off the roundabout and through The Swan public houses garden? 	 a) Northbound traffic is not expected to stop to let cars turn right. There is sufficient space for the cars to wait for a space in the traffic. b) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable c) This would require 3rd party land at a significant expense.

	Reply from	Comments made	Officer response
9	Road User	a) Noted the proposal	a) Noted
		b) Traffic leaving the station car parks cause cars to stop on the train line.	b) Noted
10	Local resident	a) The only way of solving the traffic congestion is to build a bridge.	a) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable.
		b) The filter lane is a complete waste of time and money because Thatcham Sorting Office is earmarked for closure!	b) Discussion with a Post Office representative in April 2013 has revealed there are no plans to close Thatcham Sorting Office.
11	Road User	Strongly supports the sanctioning of a bridge. Feels this is the only option given the proposed number of additional residential properties in Thatcham over the coming years.	a) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable .
12	Road User	a) Only a Bridge will suffice.	A study into putting a bridge over the level crossing has been completed and shown not to be finically viable
13	Local resident	a) The proposal will not stop the queues that back up to Burys Bank Road.	a) This proposal is not intended to address this problem.
14	Road user	a) Building a bridge is the only option.	A study into putting a bridge over the level crossing has been completed and shown not to be finically viable
15	Road user	a) Considers the best option would be to build a bridge.	a) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable.
		 b) If a bridge is not possible then suggests a major re- working of the road network to improve access to and 	b) Further road improvements to improve access to the car

	Reply from	Comments made	Officer response
		from the two car parks.	parks were considered in the early stages of the Thatcham Level Crossing study. These were discounted due to the difficulty in forming new, or enlarging the existing junctions in the vicinity of the level crossing and canal.
16	Road user	 a) I would just like to say that the right hand turning lane will make little difference. I use that crossing a lot and believe me it is not turning right that causes a problem it is the fact it is down for so long every hour. Also that it can be down five minutes before a train even gets there. The bridge is the only viable and effective solution, anything else is near pointless. b) It would help to have a modern signalling system that timed the barriers subject to how far the train is away. Is this being considered at network rail update the lines. Who is talking to network rail about this? 	 a) It is accepted that the proposed improvement will have limited benefits when compared to the provision of a bridge however the cost of a bridge at this location has been proved not to be financially viable. b) With the introduction of electrification West Berkshire Council will be working with Network Rail to explore any efficiencies in the working of the level crossing.
17	Local resident	 a) Believes building a bridge is the only sensible option. b) Does not feel the middle lane would alleviate any of the waiting as most people already drive on the wrong side of the road to access the post office site. c) Would it be possible for Network Rail to time the heavy trains to travel outside the peak hours, especially with cargo like gravel which is not perishable. 	 a) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable. b) It is accepted that compared to the provision of a bridge the proposed scheme will have limited benefits. c) This can be explored with network rail.
18	Road User	 a) Although the (proposed) right hand turn may help this is rarely a problem and rarely causes us to be held up. We use this route at busy times as well. b) For me the only solution without a doubt is a bridge. I believe other solutions would pretty much be a waste of money. Having people waiting can also not be good for the environment as people will leave engines running in spite of signage advising the contrary. 	a) The study results reveal that up to 26 vehicles per hour turn into the industrial area.b) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable

	Reply from	Comments made	Officer response
19	Road User	 a) Acknowledges some benefits for road users from the proposed option but does not feel the expense is worth it. b) Feels that given the amount of development in Thatcham in recent years coupled with a potential increase in Rail traffic due to the Reading Station re-development, that a bridge is the best option to relieve traffic. 	a) Noted. b) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable
20	Work location adjacent to site	 a) Best and only long term solution is a bridge b) Why are the barriers closed for so long before a train arrives c) I don't believe a right hand turn filter lane to the post office sorting depot is required d) Signage to tell drivers from the A4 that the barriers are down would be useful. e) Can something be done about the angle of the crossing and the road. Part of the problem is the very slow speed you have to drive over the crossing. 	 a) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable b) This is due to the location of the striking points which are governed by national guidelines for level crossings. c) Noted. d) This was considered as part of the Thatcham Level Crossing Study and found not to be viable. e) The level of the rail track through the crossing cannot be changed without significant expense due to its proximity to the station. This is what governs the road gradient through the crossing.
21	Thatcham Town Council	a) The right turning lane would result in no significant improvement to traffic delays or highway safety. b) The proposal would not address the queuing of traffic from the south or prevent southbound traffic overtaking the waiting vehicles to gain access to the Station Road Industrial Estate. c) They did not believe that the proposals (as so far published) would justify the costs involved.	 a) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable b) Observations on site dictate that some improvements to traffic flow would be achieved c) Noted.

	Reply from	Comments made	Officer response
22	Road User	a) Thinks the level crossing is a safety issue.	a) Noted
		b) A bridge is the only option.	b) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable
		 c) Improved computerised signalling system to improve barrier downtime. 	c) Noted
23	Local resident	a) Feels that the current proposals will do little to ease the congestion, and the only real cure will be to build a bridge.	a) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable
		 b) I use the crossing at least 4 times a day, every day of the week, and if you've ever sat in the queue you will see that many of the drivers wanting to enter the industrial site already drive down the wrong side of the road past the queue. If the dedicated lane started at the roundabout this would certainly help the flow, but since it looks like it's only about 3 car spaces long it will have a minimal effect on the congestion, and certainly not stop the need to drive down the wrong side while the crossing is closed. As for the traffic coming from the Crookham side, it does nothing for them. c) Given the scale of development in Thatcham, feels a 	 b) Unfortunately insufficient road space exists to extend the right turn lane to Pipers Lane roundabout. However, observations on site have shown that the provision of the a right turn lane will prevent blocking of the queue and improve traffic flow. c) Noted.
	Road User	bridge is the only viable solution.	
24		a) A bridge is the only solution	a) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable
25	Road User	a) A bridge is the only solution. This could be a temporary lightweight structure to prevent HGV's.	a) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable
26	Local resident	Welcomes the interest by West Berkshire Council into the problems around the crossing and applauds the attempt	a) Noted

	Reply from	Comments made	Officer response
		to improve traffic flow. b) Remains unconvinced that minor improvements to the roadway will significantly solve the issue. However, for those turning right in to the industrial estate it would be an obvious improvement and forms a logical progression for the requirements of the two or three per cent. I just hope that West Berkshire Council do not continue to evade their responsibilities in relation to a bridge crossing and take note of the extremely high statistics in terms of barrier downtime. c) A bridge is the better viable option.	b) Noted c) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable in the complete of the complete o
27	Road User	a) Disagrees with the proposalb) Traffic to the industrial estate should use Piper Lane.	a) Noted b) Noted
28	Road User	a) Proposal does not address the main issue of long delays.b) A bridge is the only viable option	 a) It is accepted that the proposal will not alleviate the congestion at the level crossing, although it will go some way to improving traffic flow and reducing driver frustration. b) A study into putting a bridge over the level crossing has been completed and shown not to be finically viable
29	Local resident	 a) Does not agree with the proposal as it will not improve flow for northbound traffic. b) The Level Crossing Study does not take into consideration growth in traffic volume due to new developments (14 additional houses at Mallards Reach and 14 at Rainsford Farm) 	 a) Noted b) These numbers of additional houses are not considered to be significant when considering the thousands of vehicle movements along this stretch of road. c) The survey information is based on actual vehicle counts and does not differentiate between vehicle type

	Reply from	Comments made	Officer response
		c) Comments that the majority of vehicles turning into the Post Office Depot are members of the public collecting undelivered mail. This only occurs during restricted hours and hence is likely to provide sporadic improvements to traffic flow.	and use. For the purposes of this study it was considered academic.
30	Road User	a) Lack of investment on local traffic system	a) Noted

Note: Individual members of the public have not been identified in this table. Replies from people who live in close proximity to the proposals have been labelled as "resident". Replies from people whose addresses are not local to the proposals have been labelled as "road user".