

**Cabinet**  
**19<sup>th</sup> June 2023**

**Subject: Petition for Road Safety – Black Lion Road, Cross Hands**

**Purpose: To respond to petition received by Council on 7<sup>th</sup> December 2022.**

**Recommendations / key decisions required:**

1. That the contents of the report are noted.
2. That the petitioners' request for traffic calming on Black Lion Road be declined.
3. That the petitioners' request for changes to the staggered junction of Black Lion Road be declined.
4. That Officers work to influence driver compliance with speed limits along the Cross Hands Economic Link Road.
5. A Stage 4 Road Safety Audit be undertaken in due course.
6. The petitioners are informed accordingly.

Reasons: To provide petitioners with the Council's response to the issue raised.

Relevant scrutiny committee to be consulted NO

Cabinet Decision Required YES

Council Decision Required NO

**CABINET MEMBER PORTFOLIO HOLDER:- Councillor Edward Thomas**

|                 |   |  |
|-----------------|---|--|
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# EXECUTIVE SUMMARY

Cabinet  
19<sup>th</sup> June 2023

## Petition for Road Safety – Black Lion Road, Cross Hands

### Introduction

A petition was presented to Council on the 7<sup>th</sup> December, 2022, by Ms M. Ballard bearing 130 signatures requesting the following:

*We, the undersigned, residents of Black Lion Road, want speedcalming measures installed along our road to ensure that the speed limit of 30mph is respected by drivers. We also want the dangerous staggered junction to be changed as a matter of urgency; this is a road hazard and a safeguarding issue.*

At the Council meeting Ms Ballard outlined the rationale for the petition which was said to reflect the concerns of the community on road safety within Black Lion Road, Cross Hands.

In response the Cabinet Board Member for Transport, Waste and Infrastructure Services, Councillor Edward Thomas, advised that the issues raised in the petition would be investigated by the department and that a report would be presented to a future meeting of the Council's Cabinet.

The minutes of the meeting are recorded as:

*Resolved that in accordance with Corporate Procedure Rule 10.14 the petition be referred to the Cabinet for consideration.*

As requested by the Cabinet Board Member an investigation has been undertaken by officers of the Highways & Transportation Service and the findings are contained within this report.

The investigation has focused on two particular aspects requested by the petitioners, namely:

1. The introduction of traffic calming measures on Black Lion Road to ensure compliance with the 30mph speed limit, and
2. Changes are made to the staggered junction to ensure safety.

These two issues are discussed in detail within the following section of this report.

## **Background**

Although Black Lion Road is designated as a 'C' class road it is nevertheless relatively busy in providing a link between the Capel Hendre and Gorslas. It also provides a connection to the Cross Hands Economic Link Road which was recently completed and have changed traffic patterns in the area.

Initial stages of the Link Road had been opened for some time and these provided a route south from Black Lion Road to the A48 Trunk Road. More recently the northern section of the road was completed to provide a strategic route from the A48 to the A476 north of Gorslas.

The full impacts of the A476 are still to materialise as traffic patterns change over time and a potential redesignation of the Link Road as the A476 would change patterns again and reduce traffic on the current A476 through the northern side of Cross Hands and Gorslas.

Traffic patterns along Black Lion Road have also changed, and will continue to change, as use of the Link Road increases. The County Council will continue to monitor these changing traffic patterns.

## **Request for Traffic Calming on Black Lion Road**

The County Council received frequent requests for a range of highway improvements with traffic calming being one of the more frequent requests. The requests we receive far outstrip the budget available.

In 2017 the Council's Executive Board adopted a two-stage model for assessing and prioritising requests for Highway Infrastructure and Road Safety Improvements. The model enables an evidence-based approach to be taken so that all requests are considered objectively and fairly to ensure that the funding available is directed to the areas of greatest need. Candidate schemes do not progress through Stage 1 of the assessment unless there is evidence of recorded personal injury accidents to justify further consideration.

Stage 2 then involves a more in-depth analysis of accident details, including accidents involving vulnerable road users, the concentration of accidents together with a study of traffic, pedestrian and cycle flows to provide a prioritisation model to identify the most urgent projects.

## **Recorded Personal Injury Accidents on Black Lion Road**

The Council maintains an accident database which is based on information collated by Dyfed Powys Police regarding road traffic collisions which have resulted in personal injuries being sustained. This provides a reliable source of information which can be used to analyse accident trends and identify accident cluster sites.

The database also enables the comparative assessment of requests for highway improvement schemes and the analysis of how an intervention might be reasonably expected to bring about a reduction in road casualties.

An analysis of Black Lion Road has been undertaken to identify recorded personal injury accidents recorded in the last five years by Dyfed Powys Police. A report of the recorded personal injury accidents is included as Appendix A.

The report indicates that there have been 3 personal injury accidents recorded in the five-year period 01/01/2018 to 31/12/2022. Details of the accidents are contained within Appendix A and summarised below.

| Reference | Date                      | Detail  |
|-----------|---------------------------|---|
| A022120   | 16/03/2020<br>at 12:20hrs | V1 collided with parked trailer attached to V2 and went over foot of driver of V2 who was loading trailer.              |
| A091122   | 02/11/2022<br>at 17:20hrs | V1 emerged from Black Lion Road (eastern arm) and collided with V2 travelling north to south on Link Road.              |
| A042319   | 22/05/2019<br>at 16:30hrs | V2 and V3 were stationary due to traffic, V3 travelling behind failed to stop and collided with V2 shunting it into V3. |

### Traffic Speeds and Speed limits

Black Lion Road is currently subject to a 30mph speed limit along the predominantly residential sections of the road with a 40mph limit in place where the surrounding environment is more rural in nature. The is illustrated on the plan below.

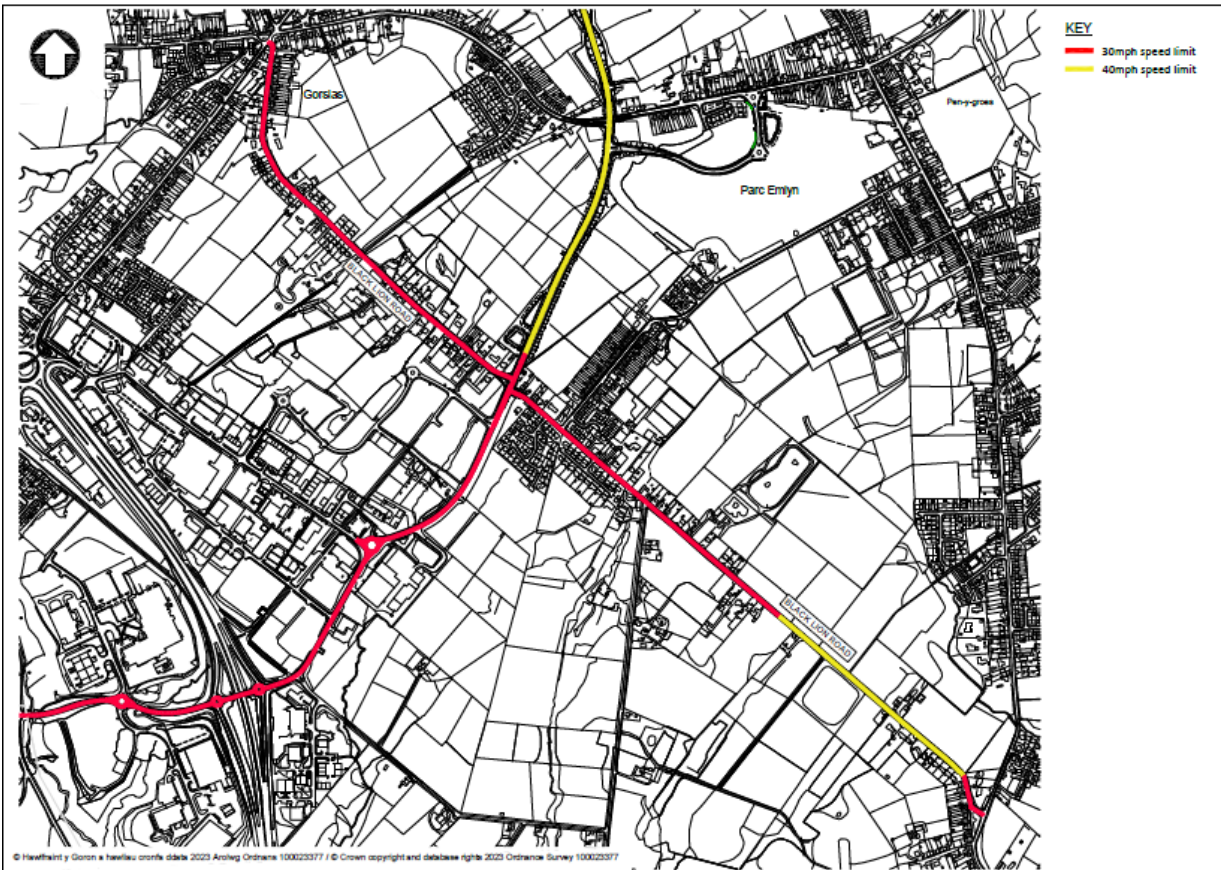


Figure 1. Existing Speed Limits (red - 30mph, yellow - 40mph)

The County Council holds details of two traffic surveys along Black Lion Road which were undertaken in 2019. The location of the surveys are shown on the plan below.



Figure 2. Traffic Survey Locations on Black Lion Road.

The surveys indicate average traffic speeds recorded at the eastern site to be 33.7mph and 33.9mph at the western survey site.

Speeds limits on restricted roads in urban residential areas across Wales will reduce as a result of a change in legislation being implemented by Welsh Government. The legislation will reduce the current default limit of 30mph, down to 20mph.

Carmarthenshire County Council is preparing for this legislative change and a great deal of work is being undertaken in reviewing the impact, preparing for its implementation and, where necessary, bringing forward additional measures to ensure the legislation is introduced effectively and reasonably with respect to the wider role of the highway network.

It is proposed that the speed limits on Black Lion Road will largely reduce to 20mph with a section of 30mph limit as shown on the plan below.

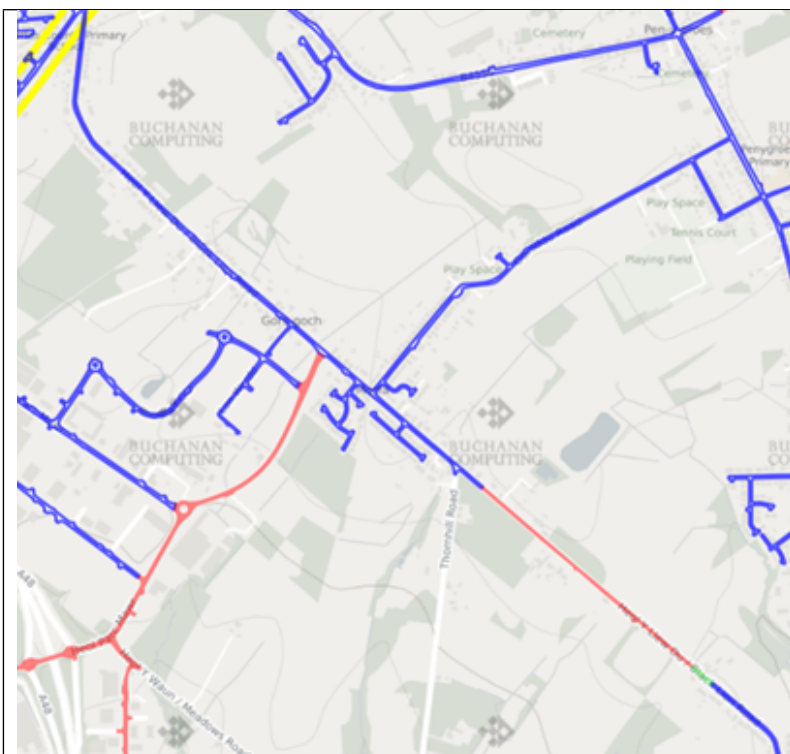


Figure 3. Legislative and Proposed Speed Limit Changes on Black Lion Road (blue 20mph, Green 20mph, red 30mph)

This legislative change will require a fundamental change in driver behaviour and national campaigns supported by local initiatives will be put in place ahead of the September 2023 change. This change in speed limit regime, and the public messaging which will support it, will have a wider impact on driver behaviour to improve road safety and create safer environments for more walking and cycling.

Specific supplementary initiatives are being developed nationally and locally around the key themes of education and enforcement to encourage driver compliance with the new speed limits. The new legislation can be expected to have a positive influence on reducing traffic speeds on Black Lion Road and improving road safety.

### Conclusion

The analysis of the three recorded personal injury accidents in the 5 year period analysis does not appear to indicate traffic speeds on Black Lion Road to be a significant causation factor and there is nothing to suggest that the introduction of traffic calming would have prevented two of the accidents (A022120 and A091122). The third accident, A042319, is suggested to be due to a failure by the driver to appreciate stationary traffic ahead.

The current speed limits on much of Black Lion Road will also change in September 2023 with the residential sections of the road reducing to 20mph and the current 40mph section reducing to 30mph. This should reduce traffic speeds and have a general calming effect on traffic along the road.

There does not appear to be sufficient evidence to take forward the request for traffic calming on Black Lion Road and it is recommended that the request for traffic calming be declined.

## Recommendations

- 1) That the contents of the report are noted.
- 2) That the request for traffic calming on Black Lion Road be declined
- 3) That the petitioners are notified of the report.

## Request for Changes to the Staggered Junction

### Engineering Design of the Junction

The Link Road has been designed in accordance with the Design Manual for Roads and Bridges. This is a longstanding design manual used which is used by Local Highway Authorities and Trunk Road Agencies for the design of strategic roads in the United Kingdom.

The design manual provides guidance on the geometrical parameters appropriate for a range of highway layouts including geometric widths, alignments, junction layouts, visibility requirements and so on for a range of road types and speeds. The design manual also integrates with a number of individual supporting design standards which provide further detailed information on specific elements of highway design.

The design of the staggered junction at Black Lion Road conforms with the Design Manual for Roads and Bridges and the advice contained in TD9/93 Highway Link Design (replaced by CD109 in 2020 and CD123 Geometric Design of at Grade Priority and Signal Controlled Junctions in 2021).

These design standards set out the necessary minimum geometry of the junction and requirements such as visibility splays from the minor arms of the junction and forward visibility along the main carriageway and approaches to junctions.



*Figure 4 View north from eastern arm of Black Lion Road*

Design standards require visibility from the minor arm to be a minimum of 120m from a point 2.4m back from the give-way line. The actual visibility available is considerably in excess of this requirement.

The use of a staggered priority junction is also in accordance with design advice with respect to traffic flows on the major and minor arms, and is preferable to a crossroads arrangement which can give rise to particular road safety concerns. The staggered junction also provides a consistency with Norton Road junction just to the north along the Link Road.

### **Road Safety Audits**

In addition to ensuring engineering designs accordance with design standards, the designs are also subject to Road Safety Audits at appropriate stages in their development and this extends through the construction phase and when the road is open to traffic. These audits are undertaken by experienced and qualified Road Safety Engineers who are independent of the design process.

Road Safety Audits are normally undertaken at the following stages for a major engineering project:

- Stage 1: Preliminary Design
- Stage 2: Detailed Design
- Stage 3: Completion of Construction
- Stage 4: Post Opening

Following the opening of the northern section of the Link Road a Stage 3 Road Safety Audit has been undertaken.

The Auditors made a number of relatively minor recommendations, which is expected for a major project, largely around signage. These recommendations are being considered but it should be noted that the Auditors have not made any recommendations regarding physical changes to the staggered junction arrangement.

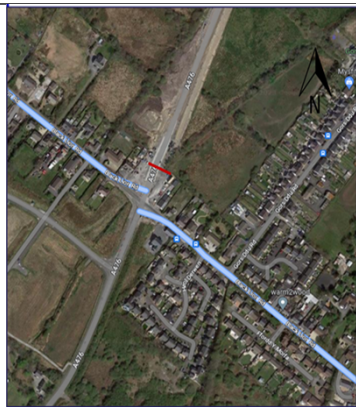
### **Local Traffic Speed Concerns.**

The County Council has received some concerns regarding traffic speeds along the Link Road. The road is subject to a 40mph speed limit from its start to the north of Gorslas to a point 130m north of the Black Lion Road junction where it reduces to a 30mph limit.

Two traffic surveys were undertaken on the Link Road between 28<sup>th</sup> February 2023 and the 6<sup>th</sup> March 2023. The survey details are summarised below.

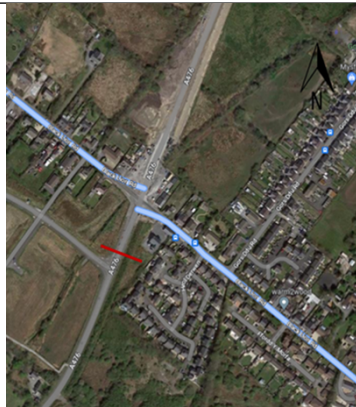


Site A – Link Road approximately 40m north of the western junction of Black Lion Road (within the start of the 30mph limit)



| Northbound Speeds |                             | Southbound Speeds |                             |
|-------------------|-----------------------------|-------------------|-----------------------------|
| Mean              | 85 <sup>th</sup> Percentile | Average           | 85 <sup>th</sup> Percentile |
| 37.8mph           | 43.4mph                     | 37.8mph           | 45.4mph                     |

Site B – Link Road approximately 75m south of the eastern junction of Black Lion Road (within the 30mph limit)



| Northbound Speeds |                             | Southbound Speeds |                             |
|-------------------|-----------------------------|-------------------|-----------------------------|
| Mean              | 85 <sup>th</sup> Percentile | Average           | 85 <sup>th</sup> Percentile |
| 25.9mph           | 36.5mph                     | 25.9mph           | 35.8mph                     |

It is noted that an element of traffic was found to be travelling well in excess of the posted speed limit along the Link Road and this was also an observation made by the Road Safety Auditors. This is being addressed in two ways. Go Safe are operating a speed enforcement site within the 30mph limited area to encourage compliance with the speed limit. Traffic signs are also being reviewed to investigate any improvements which highlight both the 40mph section and the 30mph section along the Link Road.

**Conclusion**

The Link Road is still in a 'settling in' period and traffic patterns will continue to change over a period of time. A reclassification of the Link Road as the A476, with associated directional signage changes from the A48, will further influence traffic patterns when introduced. As motorists become more familiar with the new road driver behaviour will also change.

The road itself has been designed and constructed in accordance with design standards and subject to the appropriate Road Safety Audits. The most recent Stage 3 Audit has not identified any significant concerns with the design of the staggered junction at Black Lion Road.

Some higher traffic speeds along the Link Road have been noted and this is being addressed through enforcement by Go Safe and additional signage.

A Stage 4 Road Safety Audit will be undertaken when the road has been open between 12 and 18 months. At that stage more data will be available on driver behaviour which will allow a more comprehensive review.

**Recommendations**

1. That the contents of the report are noted.
2. That the request for changes to the staggered junction of Black Lion Road be declined.
3. That Officers work with Go Safe and investigate additional traffic signs to influence driver compliance with existing speed limits and that a Stage 4 Road Safety Audit be undertaken in due course.

**DETAILED REPORT ATTACHED?****Yes  
Accident Report**

# IMPLICATIONS

I confirm that other than those implications which have been agreed with the appropriate Directors / Heads of Service and are referred to in detail below, there are no other implications associated with this report:

Signed: Head of Highways and Transportation Services

| Policy, Crime & Disorder and Equalities | Legal       | Finance     | ICT         | Risk Management Issues | Staffing Implications | Physical Assets |
|---|-------------|-------------|-------------|------------------------|-----------------------|-----------------|
| <b>NONE</b>                             | <b>NONE</b> | <b>NONE</b> | <b>NONE</b> | <b>YES</b>             | <b>NONE</b>           | <b>YES</b>      |

### **Risk Management Issues**

Ensuring the safety of road users is a key objective of the County Council and discussed throughout this report.

### **Physical Assets**

The Cross Hands Economic Link Road provides a new strategic link within the road network. It has been designed in accordance with design standards and is expected to be reclassified as the A476 at a future date.

# CONSULTATIONS

I confirm that the appropriate consultations have taken in place and the outcomes are as detailed below

Signed: S.G.Pilliner

Head of Highways and Transportation

1. Scrutiny Committee – N/A

2. Local Member(s) - N/A

3. Community / Town Council – N/A

4. Relevant Partners - N/A

5. Staff Side Representatives and other Organisations - N/A

CABINET MEMBER PORTFOLIO HOLDER(S)  
AWARE

Include any observations here

Section 100D Local Government Act, 1972 – Access to Information  
List of Background Papers used in the preparation of this report: NONE