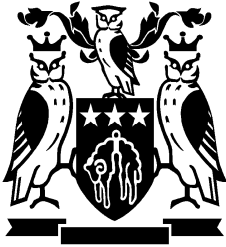


# Public Document Pack

## **Additional Item for 9<sup>th</sup> June 2009 Scrutiny Board (City Development)**

Statement on A660 Corridor Transport Issues

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Originator: Richard Mills

Tel: 2474557

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## Report of the Head of Scrutiny and Member Development

### Scrutiny Board (City Development)

Date: 9th June 2009

### Subject: Statement on A660 Corridor Transport Issues

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Electoral Wards Affected: All

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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## 1.0 Purpose of the report

- 1.1 The purpose of this report is to advise Members of the decision of the Executive Board to this Board's recommendations following its Statement on the A660 Corridor Transport Issues.

## 2.0 Executive Board

- 2.1 The Executive Board on the 13th May 2009 considered the attached report of the Director of City Development presenting the proposed response to the recommendations of the Scrutiny Board (City Development) following the Board's Statement on the A660 Corridor Transport issues.
- 2.2 The Executive Board accepted the Scrutiny Board's recommendations and resolved "That the proposed responses to the Scrutiny Board's recommendations, as contained in the report, be approved."
- 2.3 In line with Scrutiny's Recommendation Tracking System, progress on meeting these recommendations will be monitored by this Board on a quarterly basis, with the first reports being received at the July meeting.

## 3.0 Recommendations

- 3.1 Members are requested to note the
- (i) response of the Executive Board to the Board's Statement in 2008/2009.
  - (ii) arrangements for monitoring progress on the implementation of the recommendations.

### Background Papers

Scrutiny Board's Final Statement

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Originator: Andrew Hall

Tel: 24 75296

## Report of the Director of City Development

### Executive Board

13 May 2009

### Response to the City Development Scrutiny Board's Inquiry into the A660 Corridor Transport Issues

**Electoral Wards Affected:**

**Hyde Park and Woodhouse**  
**Headingley**  
**Weetwood**

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

## EXECUTIVE SUMMARY

1. This report provides the Executive Board with details of the recommendations from the recent City Development Scrutiny Board inquiry concerning A660 Corridor Transport Issues and specifically proposals for improvements at the Woodhouse Lane junction with Clarendon Road. The report describes how the Director proposes to respond to these recommendations and seeks the Board's approval to the proposed response.

## RECOMMENDATIONS

2. Executive Board are recommended to approve the proposed responses to the Scrutiny Board's recommendations.

## 1.0 Purpose Of This Report

- 1.1 This report provides the Executive Board with details of the recommendations from the recent City Development Scrutiny Board inquiry concerning A660 Corridor Transport Issues and details how the Director proposes to respond to these recommendations. The report asks the Board to approve the proposed response.

## 2.0 Background Information

- 2.1 In January 2009 the Scrutiny Board (City Development) considered a request for scrutiny from the North West (Inner) Area Committee. The Committee was concerned at proposals by the Chief Highways Officer to carry out improvements in the vicinity of the junction of Clarendon Road and Woodhouse Lane. This would include new controlled facilities across the Clarendon Road leg of the junction as part of a potential programme of improvements to be carried out along the A660.
- 2.2 The report makes four recommendations for action. The Director of City Development has considered and accepted these recommendations and actions are underway or planned to address them. The Director has also acknowledged the importance of learning from the issues that this inquiry has raised, in terms of ensuring that consultation with Elected Members and others is conducted in such a way as to ensure that a clear, and unambiguous understanding of the views of consultees is secured.

## 3.0 Main Issues

- 3.1 Below, each of the Scrutiny Board's four recommendations are listed along with a response from the Director of City Development.

### Recommendation 1:

*That the Chief Highways Officer review the current consultation process to ensure that at the very least consultees and particularly Elected Members are encouraged to respond to requests and how a nil response to invitations to comment may be interpreted as no objections received or support for a particular scheme or project.*

- 3.2 The process for consultation has been reviewed in order to encourage responses. As at present the formal consultation process will involve the sending of a letter to all Members for the ward affected by the proposals and, where the scheme straddles or is adjacent to a ward boundary, the Members for that ward also. Consultation letters will in the future re-emphasise the value and importance of securing a formal record of member views, in order to present accurate and balanced information when decisions and approvals are being sought. Consultation letters will indicate the expected timetable for decision making and will provide Members with a minimum period of 15 working days for response.
- 3.3 In the circumstances that a nil response is made by consultees this will be reported. However, the response to consultations is a decision for individual members and officers would not wish to interpret the meaning of such a response. For the avoidance of doubt it is therefore intended to advise Members at the time of consultation that nil responses would be reported as such and could not be considered as an objection unless advised otherwise.
- 3.4 All managers will be re-briefed on the importance of effective scheme consultation, which for larger schemes often involves several rounds of consultation. In addition,

at the initial project assessment stage a review of potential issues will be included within the project brief in order that scheme designers can be aware and plan for these through proactive consultation and face to face briefings with Members.

Recommendation 2:

*That the Chief Highways Officer review the process by which highways schemes are reported to Area Committees and particularly those that affect more than one ward in order to ensure proper consultation and feedback from all Members of Area Committees on proposed highways schemes.*

- 3.5 In the light of this inquiry these arrangements have also been reviewed. It is important that the consultation process is proportionate to the scheme and that it is meaningful for Members and officers alike. In this regard it is important to identify schemes that are likely to be of wider interest and impact than purely the local Ward. Currently, at the outset of each financial year Area Managers are notified of the anticipated programme for highway maintenance works. From April 2009 this notification will also include the programme of Local Transport Plan integrated transport schemes.
- 3.6 Where a scheme is adjudged to have a more than local significance, the local Member consultation described above would be supplemented by the inclusion of the Area Committee Chair in the consultation process. The significance of a scheme is a subjective matter but would generally include most schemes identified as Key Decisions and some Major Decisions. This would take account of the scale, extent and transport impact of proposals, together with neighbourhood impacts for which advice from area management officers would be sought.

Recommendation 3:

*That the Chief Highways Officer review the traffic modeling for the proposals at Clarendon Road to ascertain what alternative solutions, if any, are available including options for using the existing road space to make bus lane provision where it is needed.*

- 3.7 Following the feedback from the North West (Inner) Area Committee and other responses concerning the initial scheme proposals for the A660 Woodhouse Lane/ Clarendon/ Road junction, further analysis of the options developed for this site has taken place. This has included a further examination of the modelling used to determine the design of the traffic signal proposals. As a result of this work an alternative scheme has been prepared. This scheme has a neutral impact on traffic capacity and bus delays whilst providing for the provision of a new controlled pedestrian crossing of Clarendon Road. The proposals have been presented for initial consideration at the March meeting of the Inner North West Transport Sub-Group.
- 3.8 Subject to feedback on the process and proposals for bringing forward revised scheme proposals at this location, further formal consultation with Elected Members and other parties will be progressed in the normal way, including provision of a report to update the Area Committee, prior to finalising the scheme and seeking approval to detailed proposals.

Recommendation 4:

*That the Chief Highways Officer ensure that early consultation is carried out in respect to options for making early improvements to the A660 and that this shows*

*the overarching strategy for the corridor to ensure that schemes are not considered in isolation.*

3.9 Subsequent to the December North West (Inner) Area Committee meeting, the Regional Transport Board meeting on 23 January 2009 endorsed a bid for additional funding of £98.8 million for the Leeds New Generation Transport scheme. Together with the £150 million previously approved, this means that the region has now prioritised sufficient resources from the Regional Funding Allocation to progress the full NGT proposals, which include the A660 corridor.

3.10 A briefing on the NGT scheme is planned for the next round of Area Committees. This will include the provision to Members of the wider strategic context for the scheme. At the present time the detailed timetable for the preparation and delivery of this scheme is still being worked up. However, in view of the new funding scenario for the scheme the potential for early win schemes capable of implementation and providing value for money benefits ahead of the major scheme works is being revisited.

#### **4.0 Implications For Council Policy And Governance**

4.1 There are no specific implications for Council Policy and Governance. The consultation arrangements described in Section 3 are designed to build on existing practice to assist the clarity and transparency of decision making procedures.

#### **5.0 Legal And Resource Implications**

5.1 There are no specific legal and resource implications arising from this report.

#### **6.0 Conclusions**

6.1 The Director of City Development has considered the Scrutiny Board and has accepted the four recommendations. Actions are underway or planned to address them, with a commitment to ensuring consultation takes place in such a way as to ensure that a clear and unambiguous understanding of the views of consultees is achieved. Proposals for improvements at the Woodhouse Lane/ Clarendon Road junction are being reviewed and an alternative option is being prepared for further consultation.

#### **7.0 Recommendations**

7.1 Executive Board is recommended to approve the proposed responses to the Scrutiny Board's recommendations.

#### **8.0 Background Papers**

8.1 There are no specific background papers relating to this report.



**Statement of**

**Scrutiny Board (City**  
**Development)**

**on the**

**A660 Corridor Transport**  
**Issues**

# Introduction



1. The Scrutiny Board (City Development) on 13<sup>th</sup> January 2009 considered a request for scrutiny from the North West (Inner) Area Committee. The Committee was concerned at proposals by the Chief Highways Officer to carry out improvements in the vicinity of the junction of Clarendon Road and Woodhouse Lane. This would include new controlled facilities across the Clarendon Road leg of the junction under phase 1 of the improvements to be carried out along the A660.
2. In addition to the junction improvements the proposed works would include the reconfiguration of the traffic signals and address the sub standard bus stop facilities by providing a bus priority facility.
3. The Scrutiny Board was informed that the North West (Inner) Committee is opposed to phase 1 of this scheme and has asked the Scrutiny Board to consider the proposed scheme, the consultation process and background to the officer delegated decisions being withdrawn for phase 1 of this scheme.
4. The Scrutiny Board was also asked to consider the rationale behind the decision by officers to cancel the Scrutiny Board (Central and Corporate) Call-In meeting of 22<sup>nd</sup> December 2008 regarding the Director of Resources decision to incur the necessary expenditure for the proposed scheme.
5. It was reported that the proposed scheme supports the Council's improvement priorities as set out in the Council's Strategic and Business Plans by contributing to the delivery by 2011
  - ◇ of a range of transport proposals for an enhanced transport system, including cycling and walking.
  - ◇ of improvements to the quality, capacity, use and accessibility of public transport services in Leeds.
  - ◇ of improvements to the condition of the streets and transport infrastructure by carrying out a major programme of maintenance and improvements.
  - ◇ of improvements to road safety in the city.

## Comments and Recommendations



6. We were advised by the Chief Highways Officer that he received a report at the Joint Highways and Transport Board on the 24<sup>th</sup> November 2008 which sought his approval under the Council's officer delegation scheme to progress the design and public consultation for phase 1 of this scheme and to seek the approval of the Director of Resources to incur expenditure. He was advised that consultation with Ward members, the North west (Inner) Committee and other interested parties had taken place and that no substantial objections to the proposals had been received.
7. The Chief Highways Officer subsequently took the delegated decision to approve phase 1 of this scheme which was signed on the 24<sup>th</sup> November, published on the 28<sup>th</sup> November 2008 and on which the potential for Call-In expired on 5<sup>th</sup> December 2008. A copy of this report is attached as Appendix 1.
8. We noted that there was no request for Call-In regarding the approval to proceed with the design and public consultation for this scheme.
9. We were informed that the Director of Resources signed the Officer delegated decision to incur expenditure for this scheme on the 2<sup>nd</sup> December 2009, which was published on the 4<sup>th</sup> December and that the Call-In period was to expire on the 11<sup>th</sup> December 2008.
10. A request for Call-In was received on the 11<sup>th</sup> December 2008, signed by two none Executive Members on the grounds that the North West (Inner) Area Committee had not considered this scheme as stated in the report presented to the Chief Highways Officer.
11. In accordance with Scrutiny Procedure Rules this request for Call-In was arranged to be heard by Scrutiny Board (Central and Corporate Functions) on 22<sup>nd</sup> December 2008.
12. We understand that, as a consequence of concerns being expressed by Ward Members and Members of the North West (Inner) Area Committee, the Chief Highways Officer undertook to review how the consultation process had been applied and the outcome of those consultations.
13. We heard from the Chief Highways Officer that the Joint Highways and Transport Board's report used to support the Officer delegated decision of 24<sup>th</sup> November to proceed with phase 1 of this scheme contained inaccuracies in paragraph 3.2.3. The Chief Highways Officer acknowledged that the North West (Inner) Area Committee had not in fact been consulted on

## Comments and Recommendations



this scheme and that there had been comments made by Members of that committee which had not been included in that report. He was of the view that this was as a result of a misunderstanding between officers and members as to the level of concerns being expressed and not a deliberate act to deceive.

14. As a consequence of the Chief Highways Officer's review the Officer Delegated decisions of the 28<sup>th</sup> November and 2<sup>nd</sup> December for phase 1 of this scheme were rescinded on 18<sup>th</sup> December 2008 and further discussions with members and other interested parties are currently being undertaken.
15. We were advised that as a result of the Officer Delegated decisions being rescinded the Call-In was no longer valid and the Scrutiny Board (Central and Corporate Functions) meeting to hear the request was cancelled on the 18<sup>th</sup> December 2008.
16. On the 18<sup>th</sup> December 2008 the North West (Inner) Area Committee considered a report of the Director of City Development on the A660 Corridor Transport Issues. A copy of this report is attached as Appendix 2.
17. The Area Committee referred this matter to this Scrutiny Board for consideration. Full details of the Area Committee's resolutions are provided as Appendix 3.
18. We are grateful to Councillor Monaghan and the Officers for their assistance in reviewing this matter.
19. The Chair referred to emails which had been circulated to him and other members from interested parties stating that this Board would stop this scheme from proceeding as proposed. He stressed that Scrutiny Boards have no Executive powers and can only recommend actions to the relevant Director and Executive Board Member for consideration.
20. We accepted that the decision to cancel the Call-In meeting of the 22<sup>nd</sup> December 2008 was appropriate as the Officer Delegated decision resulting in the Call-In had been rescinded (see paragraph 15).
21. We heard from Councillor Monaghan, the Chief Highways Officer, the Acting Head of Highways Services and the Transport Strategy Manager and accept that there had been a clear misunderstanding and miscommunication between highways officers and members as to the depth of feeling and objections being made on the proposals for phase 1 of this scheme but that there had been no deliberate action to deceive.
22. However, we note that as early as the 11<sup>th</sup> November 2008 (at its first meeting in the municipal year of the North West (Inner) Area

## Comments and Recommendations



Committee, Transport Sub Committee meeting, Chaired by Councillor Chastney), concerns were expressed about the scheme, including the proposed bus lane widening and subsequent loss of cycle lane. This should have alerted officers to potential issues with the proposal.

23. We acknowledge that the department wrote to the Chair of the North West (Inner) Area Committee and to ward members and other interested parties as early as the 15<sup>th</sup> September 2008.
24. We know that the Chief Highways Officer's staff consult widely and regularly with elected members on many schemes, but note that the percentage of responses received back are extremely low. Clearly a lack of response does not automatically mean support for a particular proposal. This is of particular concern when schemes affect more than one ward .
25. We also heard from a representative of the Friends of Woodhouse Moor who had clear concerns as to the proposals contained in phase 1 of the proposed scheme. We noted those concerns and the acknowledgement by the Chief Highways Officer that his report was inaccurate in paragraph 3.2.3 to say that he had not received any adverse comments from Members.

### Recommendation 1

**That the Chief Highways Officer review the current consultation process to ensure that at the very least consultees and particularly Elected Members are encouraged to respond to requests and how a nil response to invitations to comment may be interpreted as no objections received or support for a particular scheme or project.**

### Recommendation 2

**That the Chief Highways Officer review the process by which highways schemes are reported to Area Committees and particularly those that affect more than one ward in order to ensure proper consultation and feedback from all Members of Area Committees on Proposed highways schemes.**

26. We acknowledge the views expressed by the Chief Highways Officer that he could not guarantee that the original scheme for phase 1 would not be reintroduced as originally proposed because all options were still being assessed.

## Comments and Recommendations



### Recommendation 3

**That the Chief Highways Officer review the traffic modelling for the proposals at Clarendon Road to ascertain what alternative solutions, if any, are available including options for using the existing road space to make bus lane provision where it is needed.**

27. We appreciate the complexity of traffic movements on the the A660 corridor. The initial assessment of the traffic and transport issues on the A660 has indicated that a case exists for the early investment in the infrastructure of the route to provide improvements in the interim period before the introduction of the proposed New Generation Transport scheme (NGT). As a result early improvements to the junction with Clarendon Road have been developed and consulted upon.
28. We appreciate the comments made by the Chief Highways Office that the development of the A660 corridor generally is at a very early stage. As such we note that further detailed consultation is planned with Ward Members, Area Management, Metro and the bus operators on the various elements set out in his reports.

29. We understand that as the various proposals are developed, comments from local stakeholders and residents associations will be taken into account when finalising any proposals and formally reporting on any such proposals.

### Recommendation 4

**That the Chief Highways Officer ensure that early consultation is carried out in respect to options for making early improvements to the A660 and that this shows the overarching strategy for the corridor to ensure that schemes are not considered in isolation.**

# Witnesses



## Witnesses Heard

- Councillor James Monaghan, Chair North West (Inner) Area Committee
- Mr Gary Bartlett, Chief Highways Officer
- Ms Helen Franklin , Acting Head Highways Services
- Mr Andrew Hall, Transport Strategy manager
- Mr Tony Green, member of the public

# Appendix 1

## EXTRACT

### REPORT TO THE CHIEF HIGHWAYS OFFICER AND DIRECTOR OF RESOURCES

DATE: 24 NOVEMBER 2008

### Subject: **Design & Cost Report**

**Scheme Title: A660 WOODHOUSE LANE/CLARENDON ROAD, WOODHOUSE PROPOSED INBOUND BUS/CYCLE LANE AND JUNCTION IMPROVEMENT MEASURES**

**Capital Scheme Number: 14893**

## EXECUTIVE SUMMARY

This report is to seek approval for the detailed design and public consultation of a scheme to introduce an inbound bus/cycle lane on the A660 Woodhouse Lane between Rampart Road and Clarendon Road and junction improvement measures at the A660 Woodhouse Lane/Clarendon Road junction and the advertisement of a Traffic Regulation Order (TRO) to introduce the bus/cycle lane.

### 1.0 PURPOSE OF THIS REPORT

1.1 The purpose of this report is to seek approval for the detailed design and public consultation of a scheme to introduce an inbound bus/cycle lane on the A660 Woodhouse Lane between Rampart Road and Clarendon Road, undertake junction improvement measures at the A660 Woodhouse Lane/Clarendon Road junction and advertise a draft TRO to introduce a bus/cycle lane along the length, as shown on the attached drawing number TMW-17-1183-02C.

### 2.0 BACKGROUND INFORMATION

2.1 The A660 is currently the most congested transport corridor in Leeds and Metro and the bus operators have stated that this route is of most concern in terms of delays to public transport. As a result of this, the Woodhouse Lane/Clarendon Road junction is the first phase of a proposed package of works to be undertaken along the A660 corridor.

2.2 In recent years, the corridor has endured blight as a result of being part of the former Supertram proposals. These proposals have now been superseded by the New Generation Transport proposals (NGT). However, although the A660 corridor forms part of those proposals, it is currently envisaged that the A660 will not form



# Appendix 1

part of the initial scheme. Therefore, it has been agreed between the City Council and Metro that other proposals for the A660 should be developed.

2.3 The Woodhouse Lane/Clarendon Road junction is a current Site for Concern ranked as number 79, in the Council's "Sites for Concern" Accident framework, with 15 personal injury accidents, consisting of 12 slight and 3 serious accidents.

2.4 The site has a very high PV<sub>2</sub> count showing very high pedestrian flows to and from the university. Clarendon Road, adjacent to 'The Library' public house, was recommended for a signalised pedestrian crossing and approved in the Pedestrian Crossing Review in March 2007.

## 3.0 MAIN ISSUES

### 3.1 Design Proposals/Scheme Description

3.1.1 It is proposed to introduce an inbound bus and cycle lane, improve the existing traffic signals at the A660 Woodhouse Lane/Clarendon Road junction and introduce pedestrian and cycle facilities in order to improve vehicular and pedestrian movements and reduce the number of injury accidents.

3.1.2 In order to facilitate the provision of the bus priority and improvement scheme, the intentions are to:

- i) provide an inbound bus and cycle lane starting 60m east of Rampart Road by widening the existing carriageway on the north eastern side of Woodhouse Lane;
- ii) widen the existing carriageway on the south western side of Woodhouse Lane to facilitate the proposed bus and cycle lane and aid the maximization of the junction capacity;
- iii) provide formal pedestrian facilities on the Clarendon Road leg of the junction and improve the existing pedestrian facilities on the north western leg of Woodhouse Lane;
- iv) construct pedestrian islands on both legs of Woodhouse Lane and realign the existing central island on the north western leg of the junction to allow for the provision of traffic signals and pedestrian facilities;
- v) take up and relay the existing Yorkstone flagged footways on both sides of the north western leg of Woodhouse Lane and relay/renew the concrete paved footways on the southern leg of Woodhouse Lane outside the university;
- vi) remove 7 no. trees along the north eastern side of Woodhouse Lane, which will then be replaced with 12no. new trees at locations to be agreed with the City Council's Forestry Section;
- vii) undertake all ancillary improvement works necessary for the proper implementation of the scheme including carriageway resurfacing, traffic signing and road markings and street lighting works; and
- viii) advertise and implement a draft TRO to introduce a bus/cycle lane along the A660 Woodhouse Lane.

# Appendix 1

3.1.3 All works are to be undertaken within the boundary of the adopted highway and will not encroach onto or affect either Woodhouse Moor or Cinder Moor.

3.1.4 In addition to the above works it is also proposed to undertake a cost benefit analysis on the future phases of work proposed for the A660 Corridor between Clarendon Road in Woodhouse and St Michael's Road in Headingley.

3.1.5 The total estimated staff costs for the required highway works and the cost benefit analysis are £135,000, comprising of £5,000 for the cost benefit analysis and £130,000 design costs, which can be met from the Integrated Transport scheme within the approved Capital Programme and is eligible for 100% Government funding.

3.1.6 The scheme proposals are illustrated on the drawings number TMW-17-1183-02c.

## 3.2 Consultations

3.2.1 Ward Members and Local MPs: Ward Members and the Local MPs were consulted by letter dated 15 September 2008. One Councilor was concerned about the removal of part of the grass verge to accommodate the proposed inbound bus/cycle lane. Another was concerned about the removal of the existing bus lay-by, which is used illegally by pizza delivery vehicles. He questioned as to where these vehicles will be able to park and was informed that there is ample parking on Raglan Road. No other adverse comments or objections were received.

3.2.2 Emergency Services and Metro (WYPTE): Emergency Services and Metro were consulted by letter dated 15 September 2008. West Yorkshire Police have no objections towards the scheme proposals. Metro identified the need to relocate the inbound bus stop, which will be discussed as part of the detailed design. No other comments or objections were received.

3.2.3 NGT Project Team: The preliminary scheme proposals have been discussed at great length with the NGT Project Team in order to ensure that any proposals implemented at this time would not be detrimental to future NGT proposals.

### 3.2.3 North West

(Inner) Area Committee: North West (Inner) Area Committee were consulted by letter dated 15 September 2008 with a view to obtaining their comments and those of The Friends of Woodhouse Moor. No adverse comments or objections were received.

3.2.5 Local Residents and Businesses: As part of the ongoing detailed design, a

# Appendix 1

substantial consultation process with local residents and businesses will be undertaken and the comments presented to the Joint Highways Board prior to implementation of the scheme.

## 3.3 Programme

3.3.1 It is anticipated that the detailed scheme design and public consultation can be undertaken during the 2008/2009 financial years, subject to approval.

## 4.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

### 4.1 Compliance with Council Policies

4.1.1 Environmental Policy: The proposals contained within this report are in accordance with the aims of the Policy since the improvement works will reduce the number and severity of accidents, thereby creating a safer local environment, and will help encourage the use of public transport.

4.1.2 Mobility: The provision of dropped crossings and pedestrian facilities will provide a positive aid to all pedestrians and ease pedestrian movement across the A660 Woodhouse Lane and Clarendon Road.

4.1.3 Local Transport Plan (LTP): The proposals contained in this report are in accordance with Primary Objectives of the Local Transport Plan: To improve safety, security and health in particular to reduce the number and severity of accidents thereby creating a safe environment, making public transport more accessible for the public and improve the highway network and provide facilities for each road user.

4.1.4 Ethnic minorities, women and disabled people: This report has no implication for ethnic minorities, women or disabled people.

4.1.5 LTP Policy Approval: A Design Instruction was issued by Transport Policies and Programme Section in January 2008

4.1.6 Safety Audit: A Stage 1 Safety Audit was undertaken on the 8 October 2008. Comments based on a preliminary scheme drawing were received from Accident Studies and will be addressed as part of the detailed design process.

### 4.2 Community Safety

4.2.1 The proposals contained in this report have no implications under Section 17 of the Crime and Disorder Act 1988.

## 5.0 LEGAL AND RESOURCE IMPLICATIONS

### 5.1 Scheme Design Estimate

# Appendix 1

5.1.1 Funding: The total estimated staff costs for the required highway works and the cost benefit analysis are £135,000, comprising of £5,000 for the cost benefit analysis and £130,000 staff costs, which can be met from the Integrated Transport scheme within the approved Capital Programme and is eligible for 100% Government funding.

5.1.2 Staffing: There are no additional staffing implications arising from these proposals.

## 5.2 Capital Funding and Cash Flow

Parent Scheme Number : 99609  
Title : LTP Integrated Transport Scheme

## 6.0 CONCLUSIONS

6.1 The proposed introduction of an inbound bus/cycle lane, the improvements to the A660 Woodhouse Lane/Clarendon Road junction and the associated Traffic Regulation Order (waiting and loading restrictions and bus lane ) will reduce the number and severity of injury accidents at the A660 Woodhouse Lane/Clarendon Road junction and serve to greatly improve the service and reduce the delays of public transport.

## 7.0 RECOMMENDATIONS

### CHIEF HIGHWAYS OFFICER

7.1 The Chief Highways Officer is requested, subject to approval of the Director of Resources to:

i) approve the design and public consultation of the junction improvement scheme at the A660 Woodhouse Lane/Clarendon Road junction and an inbound bus/cycle lane along the A660 Woodhouse Lane between Rampart Road and Clarendon Road, as shown on the drawing number TMW-17-1183-02C, at a total cost of £135,000; and

ii) request the Assistant Chief Executive (Corporate Governance) to advertise the draft Traffic Regulation Order to introduce a bus/cycle lane on Woodhouse Lane as shown on attached drawing number TMW-17-1183-02C and, if no valid objections are received, to make, seal and implement the Traffic Regulation Order as advertised.

### 7.2 DIRECTOR OF RESOURCES

The Director of Resources is requested to:

# Appendix 1

i) note the contents of the report; and

ii) give authority to incur expenditure of £135,000 staff costs comprising £5,000 for the cost benefit analysis and £130,000 design costs, to be met from the Integrated Transport scheme 99609 within the approved Capital Programme.

## 8.0 BACKGROUND PAPERS

- A design instruction issued by the Transport Strategy Group in January 2008.
- Consultation letters to Ward Members, local MP, Emergency Services and Metro.
- NGT Preliminary Proposals.
- Traffic Survey Results.

# Appendix 2

Extract

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## Report of the Director of City Development

**To: Inner North West Area Committee**

**Date: 18<sup>th</sup> December 2008**

**Subject: A660 Corridor Transport Issues**

### Executive Summary

The report outlines early work to identify interim measures for improving movement within the A660 corridor in particular for bus transit, pending the longer term development of proposals for the New Generation Transport system. More specifically the report summarises initial scheme proposals that have been developed to improve pedestrian facilities at the A660 junction with Clarendon Road and to address bus stop and priority issues at this site.

### 1.0 Purpose of This Report

1.1 This report outlines proposals for development of traffic and transport measures for the A660 corridor.

### 2.0 Background Information

2.1 The A660 corridor has been identified as part of the proposed New Generation Transport (NGT) scheme which is being developed as a replacement for the former Leeds Supertram scheme. Phase 1 of this scheme has been endorsed by the Regional Transport Board for the Regional Funding Allocation (RFA), and Phase 2 which includes the A660 is due to be considered by the RTB in January 2009. However, if the funding is endorsed a start of construction is not likely before 2014 at the very earliest.

2.2 In view of the NGT timetable. Investigations are being undertaken to develop an interim package of measures that will provide early improvements, especially to the reliability and timing of bus services. These proposals will be designed to be compatible, as far as possible, with the ultimate NGT scheme.

## Appendix 2

### 3.0 Main Issues

- 3.1 Studies assessing congestion on the major radials in the Leeds District have shown the A660 to be one of the most congested. Morning peak inbound traffic speeds were among the lowest of those studied and similarly the evening peak speeds outbound were the lowest in the district.
- 3.2 Peak traffic flows on this corridor are low in comparison to other major radials, however bus patronage is amongst the highest. Given the higher than average ratio of bus users to car users, there is potential for bus priority measures to be particularly effective on this corridor with significant benefits for existing and future passengers.
- 3.3 Issues of reliability and timing for the large number of bus services are a matter of continuing concern for passengers and the local community. These concerns are shared by the Council, Metro and the bus operators.
- 3.4 High flows of pedestrians and cyclists are also a feature of the inner sections of the A660 route. Surveys indicate over 100 cyclists traveling towards Leeds city centre in the busiest peak hour.
- 3.5 There are also a number of issues with regard to road safety with the junctions at Rampart Road, Hyde Park Corner, North Lane, Shaw Lane and the Ring Road identified in the Council's sites for concern listings. There is also a long standing aspiration to improve the provision for pedestrians at the junction with Clarendon Road and to address the very poor bus facilities at this location. In addition, a study for Leeds Cycling Action Group and funded by the area committee has identified issues relating to cycling.
- 3.6 Traffic surveys indicate the following key data in relation to this corridor:
- Bus flows – There are 27 service buses (34 south of Clarendon Road) scheduled each way in the peak hours along this corridor. Journey time data shows considerable variation at all times of day but particularly in the peak where variability is almost twice as high as the inter-peak. In the evening peak outbound buses have the lowest speeds on any radial route in Leeds, averaging well below 10mph for the entire length of the route. For example between Hyde Park Corner and Headingley centre buses take an average of ten minutes longer than at other times
  - Bus patronage – Over 2500 passengers use services on the A660 during the morning peak with similar levels in the evening. Services are also very well used during the off-peak periods.

## Appendix 2

- Traffic flow – Whilst relatively low in comparison to other key radials, congestion has similar effects on journey time and public transport reliability to those experienced elsewhere on the network. Flows in the morning peak have reached 1897 vehicles, whilst the evening peak flows are slightly lower at 1726 vehicles.
- Cycle flow – Cycle traffic is relatively high on this corridor with around 175 cyclists observed throughout the morning peak, with similar flows in the evening albeit dispersed over a longer period.
- Pedestrian flows – There are heavy pedestrian flows along this corridor at peak periods particularly South of Headingley centre. All crossing points along the route are busy including (but not limited to) the main junctions at Hyde Park Corner and Clarendon Road. Morning counts indicate an hourly total of 634 pedestrian crossing movements at the Woodhouse Lane/Clarendon Road junction.

3.7 The delays and congestion affecting bus movements in this corridor are such that it is considered that there is a strong case in conjunction with the other issues identified to identify interim measures for introduction prior to the proposed NGT scheme.

### 4.0 Proposals

4.1 In order to address the issues identified above, initial desk top studies have been undertaken to identify where measures might have the greatest impact in reducing some of the key problems along this route. These key locations are identified on the plan provided on the route plan at Appendix 1 and discussed further as follows.

4.2 Whilst ideally the range of problems described above would be tackled as part of a single integrated scheme, their complexity is such that it may be more practical to bring forward proposals in a phased manner as their evaluation and development proceeds. At the present time approval has been granted for the fees needed to develop to a more detailed level the outline proposals identified below for the Clarendon Road junction and to take forward further investigation and development of solutions for the other issue identified later in this section.

#### Woodhouse Lane Clarendon Road (Section 1)



## Appendix 2

4.3 As a first stage outline proposals for the provision of improved pedestrian facilities at the junction of Clarendon Road and Woodhouse Lane including new controlled facilities across the Clarendon Road leg of the junction. This has been a long standing request. At the same time as part of the junction works, which require the reconfiguration of the traffic signals it is proposed to take the opportunity to address the sub standard bus stop facilities by providing a bus priority facility. Details of the outline scheme are included in Appendix 2 and identified as Section 1 on the route plan.

4.4 Elsewhere on the A660 corridor, using the data described in Section 3, a number of key locations are currently being examined further prior to bringing forward outline proposals for further discussion and consultation.

### Hyde Park Corner area (Section 2)

4.5 This site and the adjacent Rampart Road junction are both identified in the Council's road injury sites for concern. At Hyde Park Corner there are long standing issues concerning the adequacy of the existing pedestrian facilities and also the present layout is not best suited to the movement of traffic with a number of conflicting turning movements. At the same time the traffic signal installation is dated and does not provide for the most efficient priority to be given to public transport movements. In terms of Rampart Road there are particular issues relating to the turning movements onto and off the A660 which could be addressed by the introduction of traffic signals integrated with improvements at Hyde Park Corner and the proposals for the Clarendon Road junction.

### Hyde Park Corner to Headingley Centre (Section 3)

4.6 As identified earlier, in the outbound direction this location is a major source of delay to bus services. Taking a typically peak hour outbound flow of 1200 passengers, these extra peak delays with a cumulative cost to passengers of around 200 hours in travel time and in this context there is a compelling economic case for action, aside from the real benefits that could accrue to passengers. It is likely that the most effective measure would be the provision of an outbound bus lane which has been investigated. Such a proposal would have implications for the present cycle lane provision which would require to be modified and further advice is being taken on this matter.

### Headingley Centre and Otley Road (Section 4)

4.7 A study is being undertaken to assess what steps can be taken to improve conditions in Headingley Centre in particular in terms of the bus queuing and stopping arrangements. Similarly the section of route between Shaw Lane and the Ring Road is being examined, including the junctions with Weetwood

## Appendix 2

Lane and Church Wood Avenue. This work will form the basis for developing and consulting on possible solutions during 2009.

### A6120 Ring Road junction (Section 5)

- 4.8 This location has been identified as requiring improvements as part of the NGT with particular issues relating to the need for improved public transport priorities, together with formal provision for pedestrians and cyclists across all legs of the junction. In this regard an outline bid for resources to be allocated from the Regional Funding Allocation has been submitted to the Regional Transport Board for the improvement of key junctions along the A6120 route including the A660. Subject to the development of detailed proposals and the approval of the Department for Transport this scheme could begin on site in 2014.

### A660 North of the A6120 (Section 6)

- 4.9 Whilst the NGT scheme will include proposals for a park and ride site at Bodington and the associated priority facilities, at the present time the Council does not have sufficient resources from its core LTP funding to bring forward a scheme of this magnitude without specific major scheme funding. Therefore, work is being undertaken with the NGT project team to evaluate the options for bringing forward this scheme earlier. Any further decisions on this element of the scheme will need to await the decisions of the Regional Transport Board concerning the bid for Phase 2 of the NGT scheme.

## **5.0 Implications for Council Policy and Governance**

### **5.1 Compliance with Council Policies**

- 5.1.1 Environmental Policy: The proposals contained within this report are in accordance with the aims of the Policy in that the improvement works will reduce the number and severity of accidents thereby creating a safer local environment and will help encourage the use of public transport.
- 5.1.2 Mobility: The provision of dropped crossings and pedestrian facilities will provide a positive aid to all pedestrians and ease pedestrian movement across the A660 Woodhouse Lane and Clarendon Road.
- 5.1.3 Local Transport Plan (LTP): The proposals contained in this report are in accordance with Primary Objectives of the Local Transport Plan: to improve safety, security and health in particular to reduce the number and severity of accidents thereby creating a safe environment, making public transport more accessible for the public, improve the highway network and provide facilities for each road user

## Appendix 2

5.1.4 Ethnic minorities, women and disabled people: This report has no implication for ethnic minorities or women.

### 5.2 Legal and Resource Implications

5.2.1 Funding: With the exception of the scheme at the Ring Road roundabout (which is the subject of a major scheme bid) it is anticipated that the potential capital costs of any measures agreed will be met from the Council's Local Transport Plan funding

5.2.2 Staffing: There are no additional staffing implications arising from these proposals.

### 6.0 Consultation

6.1 Ward Members have been consulted on the proposals for Clarendon Road and have supported the outline proposals. Members of the Area Committee have requested further discussion of these proposals especially with regard to the proposed bus measures and the proposals were presented to the Area Committee's transport sub group at its 11<sup>th</sup> November meeting. Funding for the final proposals will require a further approval once detailed consultation and design has been completed.

6.2 NGT Project Team: The preliminary scheme proposals have been fully considered with the NGT Project Team in order to ensure that any proposals implemented at this time would not be detrimental to future NGT proposals.

6.3 The development of the corridor generally is at very early stage with further detailed consultation planned with Ward Members, Area Management, Metro and the bus operators on the various elements set out in this report.

6.4 Residents, businesses and stakeholders: As the various proposals are developed, comments from local stakeholders and residents associations will be accepted and taken into account in the finalisation of any proposals and formal reporting of the proposals.

### 7.0 Conclusions

7.1 The initial assessment of the traffic and transport issues on the A660 indicates that a case exists for the early investment in the infrastructure of the route to provide improvements in the interim period before the introduction of the proposed NGT scheme. As a result of this work early improvements to the junction with Clarendon Road are being developed and consulted upon.

## Appendix 2

### **8.0 Recommendations**

8.1 Members are requested to note and comment on the content of this report.

### **9 Background information**

9.1 There are no background papers supporting this report.

## Appendix 3

### **EXTRACT FROM THE MINUTES OF THE NORTH WEST (INNER )AREA COMMITTEE OF 18<sup>TH</sup> DECEMBER 2008**

#### **A660 TRANSPORT CORRIDOR ISSUES**

- a) That the contents of the report and appendices be noted.
- b) That in respect of the Design and Cost Report dated 24th November 2008 submitted by the Chief Highways Officer and Director of Resources for the detailed design and public consultation on the A660 Woodhouse Lane/Clarendon Road, Woodhouse Proposed Inbound Bus/Cycle Lane and Junction Improvement Measures, this report be referred to the Scrutiny Board (City Development) for discussion, together with addressing the rationale behind a decision by officers to cancel the Scrutiny Board (Central and Corporate) Call-In meeting on 22nd December 2008 to consider the officer delegated decision on this scheme from the Director of Resources.
- c) That in respect of the former officer delegated decision of the Chief Highways Officer in relation to the A660 Woodhouse Lane/Clarendon Road, Woodhouse Proposed Inbound Bus/Cycle Lane and Junction Improvement Measures, this Committee requests that this decision be withdrawn by the Chief Highways Officer.
- d) That this Committee unanimously opposes the first phase of the design proposals of works to be undertaken along the A660 corridor and requests the Chief Highways Officer to cancel this scheme.
- e) That this Committee supports the principle of improvements to the A660 corridor within the North West Inner area and requests full consultation to be undertaken on the proposals.
- f) That this Committee supports the proposal for a Inner North West Transport Strategy being developed, with specific reference to parking provision, cycle and bus use to reduce unnecessary car journeys along the A660 and that this issue be debated at the Transport Sub Group.

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