

Report of Director of City Development

Report to Executive Board

Date: 5 March 2014

Subject: A647/B6154 Thornbury Barracks Junction Pinch Point Scheme

Capital Scheme Number: 16952 / 000 / 000

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Calverley & Farsley	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

- 1 The Thornbury Barracks junction improvements fit within the Best Council plan strategic objective of improving roads. Reduction of congestion and improving connectivity between Leeds and Bradford links with the Best Council plan strategic aims to promote sustainable and inclusive economic growth by improving the economic wellbeing of local people and businesses.
- 2 The A647 is a principal highway link between Leeds and Bradford and the route is a designated Quality Bus Corridor. The A647/B6154 junction currently suffers significant congestion and is a site for concern in terms of road safety.
- 3 A scheme is proposed to address these issues, through signalling the roundabout and constructing central running lanes through the roundabout, together with signal priority for buses at the roundabout. The proposed scheme further includes implementation of pedestrian and cycling facilities to improve road safety. The scheme will also integrate high quality cycling facilities to link with the Cycle City Ambition Grant scheme linking Leeds and Bradford.
- 4 The proposed scheme, estimated to cost £3.433million, has been successful in securing grant funding of £2.403million from the Department for Transport's Local Pinch Point fund. This equates to 70% of the scheme costs, with a requirement for the remaining 30% of the scheme costs £1,030million to be met from a local contribution. Funding for this local contribution is available from developer

contributions (£142,000) and the West Yorkshire Local Transport Plan capital programme (£888,000).

5 Recommendations

Executive Board is recommended:

- i) To approve the implementation of the A647/B6154 Thornbury Barracks Junction Pinch Point Scheme as detailed in drawing no. 'EP-716952-MIS-05' (Appendix 1), at an estimated cost of £3.433million;
- ii) To give authority to incur expenditure of £3,433,000, being £2,983,000 works costs, £400,000 internal staff fee costs, and £50,000 other costs including external staff fee costs, to be funded from a Department for Transport 'Pinch Point' grant £2,403,000, Section 106 receipts £142,000, and the LTP Transport Policy Capital Programme £888,000.
- iii) To approve the release of £142,000 (and any accrued interest) of section 106 monies collected through the Public Transport Improvements and Developer Contributions Supplementary Planning Document to part fund the A647/B6154 Thornbury Barracks Junction Pinch Point Scheme.
- iv) To note that the Head of Engineering Services will be responsible for implementation according to the timescales set out in 3.13.

1 Purpose of this report

- 1.1 The purpose of this report is to seek approval to implement the A647/B6154 Thornbury Barracks Junction Pinch Point Scheme as shown on drawing number 'EP-716952-MIS-05' (Appendix 1) at a total estimated cost of £3.433million.
- 1.2 These costs will be part funded through the Department for Transport's Local Pinch Point Fund (£2.403million) and section 106 contributions (£142,000), with the remaining cost (£888,000) being met from the LTP Transport Policy Capital Programme.

2 Background information

Scheme Background

- 2.1 The proposed scheme is located on the A647 (at the junction with the B6154), which is the principal highway link between Leeds and Bradford. This is an important part of a key commuter route. The route is a designated Quality Bus Corridor and the high frequency 72 bus service has been recently upgraded with refurbished Streetcar articulated vehicles. This is part of a phased transformation of the route. Over the last 2 years, the frequency of the 72 service on the route has been increased from three buses per hour to eight buses per hour (a bus every 7.5minutes).
- 2.2 The A647/B6154 junction currently suffers significant congestion and queuing occurs on the A647. This causes poor journey times and journey time reliability.
- 2.3 First Group has committed to increasing the frequency of the 72 bus service to a 5 minute frequency (twelve buses per hour), but achieving this is dependent on infrastructure improvements being delivered on the corridor to improve journey times and journey time reliability.
- 2.4 The current layout of the roundabout is now considered substandard, as it can no longer cope with the level of traffic that uses the route.
- 2.5 There have been a number of accidents in recent years at the location of the scheme, mainly caused by changing lane conflicts and hesitation at the junction. In total there have been 19 accidents at the junction since 2008. The location is identified in the 'Sites for Concern' document and is currently ranked number 22.
- 2.6 The A647 is also part of the overall Leeds Core Cycle Network proposals. The route has been identified as a key cycling route into Leeds City Centre and has a relatively high cycle usage during the peak periods. Each route included in the Core Cycle Network has to provide good facilities for cyclists, segregated cycle facilities where possible.

Local Pinch Point Fund

- 2.7 The Local Pinch Point Fund is a Government fund worth £170m, designed to remove bottlenecks on local highway network, which are impeding growth. The fund is designed to promote economic growth through the rapid deployment of

schemes that remove transport barriers or prevent emergence of new transport barriers.

- 2.8 In June 2013, the Department for Transport (DfT) announced the A647/B6154 Thornbury Barracks Junction signalisation bid for £2.403million, had been successful.

Developer Funding

- 2.9 The Council collects contributions from developers to secure improvements to public transport, to bring the development in line with sustainability requirements, to encourage accessible public transport provision and to secure more sustainable patterns of transport development.
- 2.10 The monies are collected through Section 106 agreements in line with the Public Transport Improvements and Developer Contributions Supplementary Planning Document. These contributions may be held by the council for an agreed period (usually 10 years) after which any money not used must be repaid to the developer.
- 2.11 Contributions relevant to this scheme have been collected from a residential development on Waterloo Road/Uppermoor, Pudsey (£88,669) and from the Aldi store on Stanningley Road (£56,254) to contribute to localised public transport improvements. Bus route 611 runs along Uppermoor, Galloway Lane and onto the A647 via the Thornbury Barracks roundabout. Route 72 runs along Stanningley Road and hence passes the Aldi store. Residents of the new housing site and shoppers at the new Aldi store will therefore benefit from more regular and reliable bus services.

3 Main issues

Scheme Proposals

- 3.1 The proposed scheme (Drawing number 'EP-716952-MIS-05' Appendix 1) will address the pinch point by signalling the junction and constructing central running lanes through the roundabout, *together with signal priority for buses at the junction, will also be provided*
- 3.2 The specific works proposed include:
- Creating three lanes running through the middle of the roundabout in both main directions
 - Traffic signals on all arms of the roundabout
 - Reconfiguration of lanes
 - Provision of pedestrian and cycling facilities
 - Infill of the existing subway
 - Upgrading of bus stops
 - Street lighting improvements.
- 3.3 Alternative proposals for this junction were considered but an alternative could not be found that met all of the schemes' objectives. Furthermore, this preferred

option requires no additional land as the whole scheme can be developed within the existing adopted highway boundary.

- 3.4 Pedestrian and cycling facilities will be implemented at the junction to improve road safety. This includes cycle lanes and advanced stop lines on the A647 approaches to the junction, and on the roundabout itself.
- 3.5 This scheme will also integrate high quality cycling facilities to link with the Cycle City Ambition Grant (CCAG) scheme connecting Leeds and Bradford. This CCAG scheme is to provide a 23km 'Cycle Superhighway' connecting Leeds and Bradford and has successfully secured £18.1million funding from the DfT.
- 3.6 The provision of traffic signals and through centre running lanes will help to reduce the main causes to the accidents. Typically the signalisation of a roundabout of this nature will reduce the number of accidents by 40% per year.

S106 Contributions

- 3.7 A contribution of £88,669 was secured from a residential development on the site of the former Waterloo Engineering Works, Waterloo Road/Uppermoor, Pudsey (11/02355/FU) for 81 houses. The contribution was paid in two instalments in September 2012 and July 2013.
- 3.8 A contribution of £56,254 was secured from the development of an Aldi store on Stanningley Road. The contribution was paid in November 2013.
- 3.9 The s106 defines the public transport contribution as 'relating to public transport or other environmental improvements within the vicinity of the development or elsewhere within the administrative area of the Council required as a consequence of the Development as the Council in its absolute discretion shall decide.'
- 3.10 The Council's obligation as set out in the s106 agreements states: 'Not to apply the contributions for any purpose otherwise than for the purposes set out in this Agreement within the Councils area.' 'That in the event the Contributions or any parts thereof are not expended within 10 years of the date of payment then the sum or sums not expended plus interest accrued thereon will be repaid to the Owner or its nominee.'
- 3.11 Para 2.3.5 of the SPD states that

'In the case of new developments located outside the defined city centre contributions will be used to help finance the necessary public transport enhancements scheduled for that sector / corridor of the city in which the development is located.
- 3.12 The above named public transport scheme supports the 'Leeds Bradford Corridor connectivity schemes' identified in the, and clearly lies on the same public transport corridor as the developments. The use of the contributions for this infrastructure scheme therefore complies with the SPD and the CIL regulations.

- 3.13 **Programme** - It is anticipated that the design and implementation of the works will take place in the 2013/14 & 2014/15 financial years. The anticipated contract start date will be in July 2014 with contract completion due in March 2015.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The A647/B6154 Thornbury Barracks Junction Pinch Point Scheme has been developed through consultation with Metro (WYPTE), First Group (the main bus operator along the route) and internal departments including the casualty reduction team, cycling team and access officer.

- 4.1.2 An initial briefing with two local ward members was held on 31 January 2014, where the proposal was shared and welcomed. Whilst the members are in full support of the junction improvement works itself, concerns were raised over the wider bus/cycle lane proposals which are still in the development stage. In particular concern on businesses and residents was noted. The bus/cycle lane proposals are still to be determined and will be subject to a separate consultation.

Consultation letters & draft plans have been hand delivered to all residents and businesses fronting the A647 between Dawsons Corner Roundabout and Gain Lane. A project website has been prepared and road signs displaying the website address and the highways call centre number have been erected on all four arms of the junction, in order for the wider highway user to have their say. Large scale plans are also available in both Pudsey and Farsley libraries and the Pudsey One Stop Shop.

- 4.1.3 Further consultation will take place as the scheme is developed, both through letter drop, website updates and through the advertisement and approval of the TROs and at the pre-construction stage.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An Equality and Diversity / Cohesion and Integration screening document has been prepared (Appendix 1) and an independent impact assessment is not required for the approvals requested. The screening process identified the following impacts on the equality characteristics:

Positive Impacts:

- The upgrade of bus stops and new bus lanes will encourage access and contact between communities and therefore promote strong and positive relationships and promoting sustainable travel. In addition it will enable people with mobility issues and carers supporting wheelchairs and pushchairs easier access to public transport.

- The upgrade of pedestrian crossing points will improve pedestrian visibility and provide pedestrians with safe places to cross the road. This will have a positive impact on all pedestrians especially vulnerable road users such as those with mobility issues; the disabled; the young and elderly; carers supporting prams and wheelchairs, and the visibly impaired will be aided by the introduction of new and upgraded crossing facilities, with associated dropped kerbs and tactile paving.
- The new bus and cycle lanes will encourage confidence in cycle users and promote sustainable travel as well as improving access and contact between communities and thereby promoting strong and positive relationships.

Negative Impacts:

- There will be some disruption to existing pedestrian routes while the works are being carried out but suitable temporary routes and crossing points will be in place and this is mitigated by the benefits to all road users, once the scheme has been implemented.

Overall the scheme provides a design that has balanced local needs with due regard to the needs of vulnerable road users and disability groups.

4.3 **Council policies and City Priorities**

- 4.3.1 The Thornbury Barracks junction improvements fit within the Best Council plan objective of improving roads. Reduction of congestion and improving connectivity between Leeds and Bradford fits with Best Council plan strategic aims to promote sustainable and inclusive economic growth by improving the economic wellbeing of local people and businesses.
- 4.3.2 The scheme supports the objectives of the West Yorkshire Local Transport Plan 2011-26. The proposals fit within the connectivity theme 'to deliver an integrated, reliable transport system that enables people and goods to move around efficiently and safely' and supports the proposal 'to define and develop a core, high quality, financially sustainable network of transport services that will provide attractive alternatives to car travel'.
- 4.3.3 Environmental Policy; the proposals contained within this report are in accordance with aims 6 and 7 of the Policy in that the proposals will aid to "reduce the impact of traffic in the city by changes to the road system" and "develop a safe, healthy local environment which provides the best quality of life for Leeds residents.
- 4.3.4 The Public Transport Improvements and Developer Contributions SPD was adopted in July 2008. This set out the circumstances and basis for obtaining financial contributions for improvements to public transport infrastructure from developments that generate a significant level of trips and that require planning consent within Leeds. The scheme identified in this report supports the package of 'Leeds Bradford Corridor connectivity schemes'.

4.4 Resources and value for money

4.4.1 **Full Scheme Estimate:** The A647/B6154 Thornbury Barracks Junction Pinch Point Scheme is estimated to cost £3,433,000, being £2,983,000 works costs, £400,000 internal staff fee costs, and £50,000 other costs including external staff fee costs, to be funded from a Department for Transport 'Pinch Point' grant £2,403,000, Section 106 receipts £142,000, and the LTP Transport Policy Capital Programme £888,000.

4.4.2 Capital Funding and Cash Flow:

Funding Approval :		Capital Section Reference Number :-						
Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2013 £000's	FORECAST					
			2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017 on £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	0.0							
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	0.0							
OTHER COSTS (7)	0.0							
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0	
Authority to Spend required for this Approval		TOTAL £000's	TO MARCH 2013 £000's	FORECAST				
				2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017 on £000's
LAND (1)	0.0							
CONSTRUCTION (3)	2983.0			2983.0				
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	400.0			130.0	270.0			
OTHER COSTS (7)	50.0			20.0	30.0			
TOTALS	3433.0	0.0	150.0	3283.0	0.0	0.0	0.0	
Total overall Funding (As per latest Capital Programme)		TOTAL £000's	TO MARCH 2013 £000's	FORECAST				
				2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017 on £000's
Government Grant - LTP / TSG	888.0			888.0				
Government Grant - DfT	2403.0			150.0	2253.0			
Section 106 Receipts	142.0			142.0				
Total Funding	3433.0	0.0	150.0	3283.0	0.0	0.0	0.0	
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0	

Parent Scheme Number : 99609

Title: LTP Transport Policy Capital Programme

4.4.3 **Revenue Implications:** There are no revenue implications re this scheme.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The decisions taken in respect of this report are eligible for call in.

4.6 Risk Management

- 4.6.1 There are no risks associated with the release of the funds. The additional schemes costs will be met from approved releases from the LTP annual budget. The spend of the developer contributions fully accords with the respective s106 agreement and planning condition, and the process set out in the adopted SPD. The monies were secured prior to the 2010 CIL regs, but within the guidance contained in Circular 5/2005.

5 Conclusions

- 5.1 The report seeks the authority to implement the A647/B6154 Thornbury Barracks Junction Pinch Point Scheme at a total estimated cost of £3.433million. The works will include signalling the roundabout and constructing central running lanes through the roundabout, together signal priority for buses and implementation of pedestrian and cycling facilities to improve road safety.
- 5.2 The majority of the scheme costs will be funded from the Department for Transport's Local Pinch Point Fund (£2.403million) and the LTP Transport Policy Capital Programme (£888,000). This report also seeks the release of £142,000 in developer contributions to supplement the local contribution towards this scheme.

6 Recommendations

Executive Board is requested:

- i) To note and approve the proposed works as outlined in section 3.1 and 3.2 and indicated on drawing no. "EP-716952-MIS-05" at an estimated cost of £3.433million
- ii) To give authority to incur expenditure of £3,433,000, being £2,983,000 works costs, £400,000 internal staff fee costs, and £50,000 other costs including external staff fee costs, to be funded from a Department for Transport 'Pinch Point' grant £2,403,000, Section 106 receipts £142,000, and the LTP Transport Policy Capital Programme £888,000.
- iii) To approve the release of £142,000 (and any accrued interest) of section 106 monies collected through the Public Transport Improvements and Developer Contributions Supplementary Planning Document.
- iv) To note that the Head of Engineering Services will be responsible for implementation according to the timescales set out in 3.13.

7 Background documents¹

- 7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.