

**Report to the Chief Officer Highways and Transportation**

**Date: 17 February 2015**

**Subject: Stafford Street Traffic Regulation Order**

**Capital Scheme Number: n/a**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): City and Hunslet	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" 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. New Generation Transport (NGT) is to be delivered using powers obtained through a Transport and Works Act (TWA) Order application. The Public Inquiry into the proposals, based on the Design Freeze 7 (DF7) revision 'P4' outline design plans, concluded on 31<sup>st</sup> October 2014.
2. In general, the NGT Promoter is not now proposing to make changes to the scheme design until the Secretary of State (SoS) confirms granting of the TWA Order. However, where there are design changes not considered at the Inquiry, but which could allow 'open' objections to be withdrawn before the SoS' determination of the Order, then it may be beneficial for the Promoter to make those changes and facilitate withdrawal of the objection.
3. This report seeks approval for some minor scheme changes, with the intention of enabling one particular objection to be removed. This concerns Corrocoat, a business with a goods yard on Stafford Street, accessed from Hunslet Road. In liaison with them, the Promoter has established that they are particularly concerned about maintaining goods vehicle access once NGT has been implemented. This is because the NGT design would introduce kerbed islands in Hunslet Road which will prevent HGV from using the width of Hunslet Road when turning into or out from Stafford Street, as is common presently because of parking. The NGT design can accommodate HGV, but the TWA Order application did not include any parking restrictions on Stafford Street to facilitate these HGV turns, as the detailed business needs were not then known.

4. It is therefore proposed to promote 'No Waiting At Any Time' restrictions on both sides of the adopted length of Stafford Street. To help reduce the impact on parking, it is proposed to provide additional parking on Forster Street and Donisthorpe Street. These measures have been developed in consultation with the local Corrocoat manager during the course of the Inquiry and the NGT Promoter, but Corrocoat (corporately) has not to date officially agreed that these measures would enable withdrawal of their objection.
5. Alternative options have been considered but none are currently considered appropriate.
6. For clarification, costs would be met from the NGT budget. Progression of these Traffic Regulation Orders is not currently proposed until after NGT Full Approval.

## **Recommendations**

7. The Chief Officer (Highways and Transportation) is requested to
  - i) approve in principle the promotion of No Waiting At Any Time restrictions on the adopted length of Stafford Street, and the removal of the No Waiting restrictions on part of the eastern side of Forster Street and part of the eastern side of Donisthorpe Street;
  - ii) instruct the City Solicitor to advertise (following the Secretary of State approval of the Leeds Trolley Vehicle Order) a draft Traffic Regulation Order to provide No Waiting At Any Time restrictions on the adopted length of Stafford Street and revoke the relevant items in the current Traffic Regulation Order relating to the existing waiting restrictions on Forster Street and Donisthorpe Street, all as shown on drawing number TMS/10-1/1217.1 (in Appendix B) and if no valid objections are received, to make, seal and implement the Order as advertised.

## **1 Purpose of this report**

1.1 To obtain permission to promote some minor additions to the NGT Traffic Regulation Order changes, using the Highway Authority's powers, to be implemented as part of the NGT scheme. The changes are restricted to three streets near Hunslet Road and are intended to minimise the scheme's impact on Corrocoat's vehicle deliveries and allow them to withdraw their objection to the scheme.

1.2 These changes are recommended to demonstrate to the Secretary of State that Corrocoat's operational needs can be met by the NGT Promoter, and therefore minimise the possibility of other conditions being imposed in the granting of the TWA Order, with the risk which that may bring.

## **2 Background information**

2.1 The NGT Public Inquiry considered the Design Freeze 7 (DF7) revision 'P4' plans, which were developed out of the revision 'P3' plans approved by the Chief Officer (Highways and Transportation) on 19 September 2013. The P4 plans contained a series of minor amendments generally confined to resolving or ameliorating issues raised by objectors. At the time of publication of the P4 plans, discussions were still ongoing with

objectors and it was anticipated, at that time, that further design changes could be required as discussions proceed.

2.2 The NGT Public Inquiry finished on 31st October 2014. When the Inspector publishes his findings from the Inquiry, there is the possibility that he will recommend changes to the highway design. At this point in time, the Promoters have not felt it necessary to offer further changes to the scheme design to satisfy objectors, except for minor amendments in the Hunslet Road area in response to an objection from Corrocoat, described below.

2.3 Corrocoat has objected to the NGT proposals at the junction of Hunslet Road and Stafford Street, on the basis that the new kerbed islands restrict access and egress for HGV movements to and from their goods yard on the west side of Stafford Street. These movements include low loaders with abnormal (wide) loads, up to typically 144" (3.65m) outside diameter. The objector has stated that maintaining this access in a reliable way is critical to their business.

2.4 In addition, there are existing problems with parked vehicles restricting HGV access to Stafford Street. HGVs have been observed using a significant part of the width of Hunslet Road turning into Stafford Street, due to parked cars in the mouth of the junction. The objector has stated that it has been a frequent occurrence to have to go 'door knocking' to try and get parked vehicles moved, to allow passage of vehicles to their goods yard. They have also had to resort to calling out the police to assist, but this arrangement can result in significant delay and is no doubt another draw on the police service's resources. It can also disrupt traffic flow on Hunslet Road.

2.5 The southwestern end of Stafford Street is currently adopted highway, but the northeastern end is unadopted and unmade and difficult to negotiate by vehicle, effectively making Stafford Street a 'No Through Road' for goods vehicle deliveries, with effective access from Hunslet Road only.

### **3 Main issues**

#### **3.1 Design Proposals and Full Scheme Description.**

3.2 Given the effect which parking has on vehicle movements on Stafford Street, it is proposed to promote 'No Waiting At Any Time' restrictions on both sides of the adopted length of Stafford Street as shown on Drawing TMS/10-1/1217.1 in Appendix A. These restrictions will reduce the impact of HGV movements on the main road, particularly on traffic flow and to improve road safety.

3.3 Although the frequency of HGV movements on Stafford Street is relatively low and irregular (perhaps none on some days), the impact on Corrocoat of not being able to access and egress their yard can have very significant financial penalties, because the parts being delivered are often key components of power stations or other major plant, where 'downtime' needs to be short and the value of the penalty is high to the contractor.

3.4 It is not proposed to restrict loading on Stafford Street as it is felt that the duration of loading activity and proximity of the driver during loading will minimise the disruption, if loading is occurring during an HGV vehicle movement into or out of Corrocoat. As loading is banned on Hunslet Road, retaining a loading facility on Stafford Street is considered beneficial for businesses. This will also allow continued use of the street by Blue Badge

Holders (BBH). However, site observations have not revealed its use by BBH and therefore the likelihood of this activity affecting HGV access is expected to be minimal.

3.5 To offset the loss of parking on Stafford Street, it is proposed to remove some No Waiting (single yellow line) restrictions on the eastern side of Forster Street and part of the eastern side of Donisthorpe Street as shown on drawing No. TMS/10-1/1217.1, in Appendix B. This will provide approximately 16 to 18 spaces, which is greater than the quantity of parking observed on Stafford Street. Although this parking is at least 85 metres away from the displaced spaces, Corrocoat has informed us that some of its employees park on Stafford Street due to insufficient parking in their car park on Forster Street. The new parking should, therefore, free up spaces on the unadopted length of Stafford Street for those whose premises or activity is directly related to Stafford Street and the premises on Hunslet Road.

3.6 With regard to impact on parking for local businesses, the properties on Stafford Street have off street parking. For those fronting Hunslet Road, these will need to be served by the parking on Forster Street / Donisthorpe Street as well as the unadopted length of Stafford Street. The furniture shop and Halfords Autocentre to the southeast of Stafford Street have their own rear parking. As mentioned above, loading will still be permitted on Stafford Street.

3.7 Several options have been considered before promoting the above solution. The options are listed in Appendix C. Of particular note, is the consideration of retaining some parking provision on one side of Stafford Street, to reduce the impact of restrictions on local occupiers. A swept path analysis showed that the length of Stafford Street near Hunslet Road and near the vehicle entrance was required to be kept clear on both sides of the road. The exercise showed that, in theory, about two parking spaces could be accommodated on one side of the road in between. However, these positions coincide with vehicle accesses and it is not possible to mark these out as parking spaces. In addition, the swept path work showed that the proposed No Waiting restrictions could possibly be terminated before the end of the adopted section on the northwestern side, which would reduce parking loss, although consultation with Corrocoat should be undertaken before this decision is taken as in practice drivers may require this space.

3.8 Road safety. As this report only seeks approval to promote some minor changes to waiting restrictions, a Road Safety Audit will not be required and no adverse impacts are expected.

3.9 Delivery. The TWA Order does not include No Waiting restrictions on Stafford Street and therefore it has been advised to promote these through the Council delivery route rather than the NGT TWA Order. It is therefore highly beneficial to obtain approval specifically to promote the No Waiting restrictions on Stafford Street.

3.10 Programme. The programme for implementation will be determined by the NGT Promoter. Any work identified in this report would be likely to be implemented as per the main works contract for NGT, i.e. after 'Full Approval' by the DfT. However, as these TROs would be promoted by the Council, they could be progressed at a time mutually agreed between the Council and NGT officers, any time after granting of the TWA Order. It should be noted that the draft Traffic Regulation Order(s) in relation to the No Waiting proposals must be made within two years from the date of being advertised otherwise the order will lapse.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

4.1.1 Meetings were held with Corrocoat on Tuesday 8th April 2014 and Monday 4<sup>th</sup> August 2014, which enabled the proposals presented in this report to be developed and refined. The Corrocoat views expressed in this report were received at those meetings.

4.1.2 Consultation for the proposed restrictions will be undertaken before they are implemented in line with appropriate practice in use at the time. Any formal objections will be received through the usual route.

### **4.2 Equality and Diversity / Cohesion and Integration**

4.2.1 A screening document has been prepared and an independent impact assessment is not required for the approvals requested. The screening document is attached as Appendix D.

4.2.2 It is expected that this minor scheme will be neutral in effect.

### **4.3 Council policies and City Priorities**

4.3.1 These works support the introduction of NGT, which itself has been approved for development, as it meets current policies and priorities.

### **4.4 Resources and value for money**

4.4.1 It is proposed that the cost of the works and any design or legal fees will be the responsibility of the NGT promoter and such decisions will be taken by the NGT Project Board or delegated officer.

4.4.2 No impact on Council revenue costs is expected from this scheme.

### **4.5 Legal Implications, Access to Information and Call In**

4.5.1 The proposed changes to TRO described in this report will need to be progressed by the City Solicitor.

4.5.2 There are no Access to Information issues.

4.5.3 The decision is subject to Call In.

### **4.6 Risk Management**

4.6.1 The key risks borne in relation to this scheme will be the responsibility of the NGT Promoter. No significant risks are currently expected which are relevant to the Highways and Transportation service if these recommendations are implemented.

4.6.2 There is a risk that, if the measures are not supported by the Highway Authority, the Secretary of State could direct the Highway Authority to otherwise amend the design in a way not conducive to the Authority's wishes, which is potentially more expensive and/or affects the delivery of NGT.

## 5 Conclusions

- 5.1 After considering available options, the proposed changes to waiting restrictions outlined in this report are considered to be the best way of assisting Corrocoat to continue with their operations with the amended road layout being promoted by NGT.

## 6 Recommendations

- 6.1 The Chief Officer (Highways and Transportation) is requested to :
- i) approve in principle the promotion of No Waiting At Any Time restrictions on the adopted length of Stafford Street, and the removal of the No Waiting restrictions on part of the eastern side of Forster Street and part of the eastern side of Donisthorpe Street;
  - ii) instruct the City Solicitor to advertise (following the Secretary of State approval of the Leeds Trolley Vehicle Order) a draft Traffic Regulation Order to provide No Waiting At Any Time restrictions on the adopted length of Stafford Street and revoke the relevant items in the current Traffic Regulation Order relating to the existing waiting restrictions on Forster Street and Donisthorpe Street, all as shown on drawing number TMS/10-1/1217.1 (in Appendix B) and if no valid objections are received, to make, seal and implement the Order as advertised.

## 7 Background documents<sup>1</sup>

- 7.1 NGT Design Freeze 7 Revision P4 plans, April 2014 ([www.ngtmetro.com](http://www.ngtmetro.com))
- 7.2 Summary of Amendments for Revised Technical Design Drawings (Rev P3 to Rev P4), Document A-11, ([http://www.persona.uk.com/LTVS/Deposit\\_Docs.htm](http://www.persona.uk.com/LTVS/Deposit_Docs.htm) accessed 12/11/14)
- 7.3 Road Safety Audit of the DF7 P4 drawings, August 2014 from the NGT Public Inquiry website, document APP169, ([http://www.persona.uk.com/LTVS/Applicant\\_docs/APP-169.pdf](http://www.persona.uk.com/LTVS/Applicant_docs/APP-169.pdf) accessed 12/11/14)
- 7.4 NGT Equality Impact Assessment, TWAO Document Ref. A-08h-2 ([www.ngtmetro.com](http://www.ngtmetro.com))

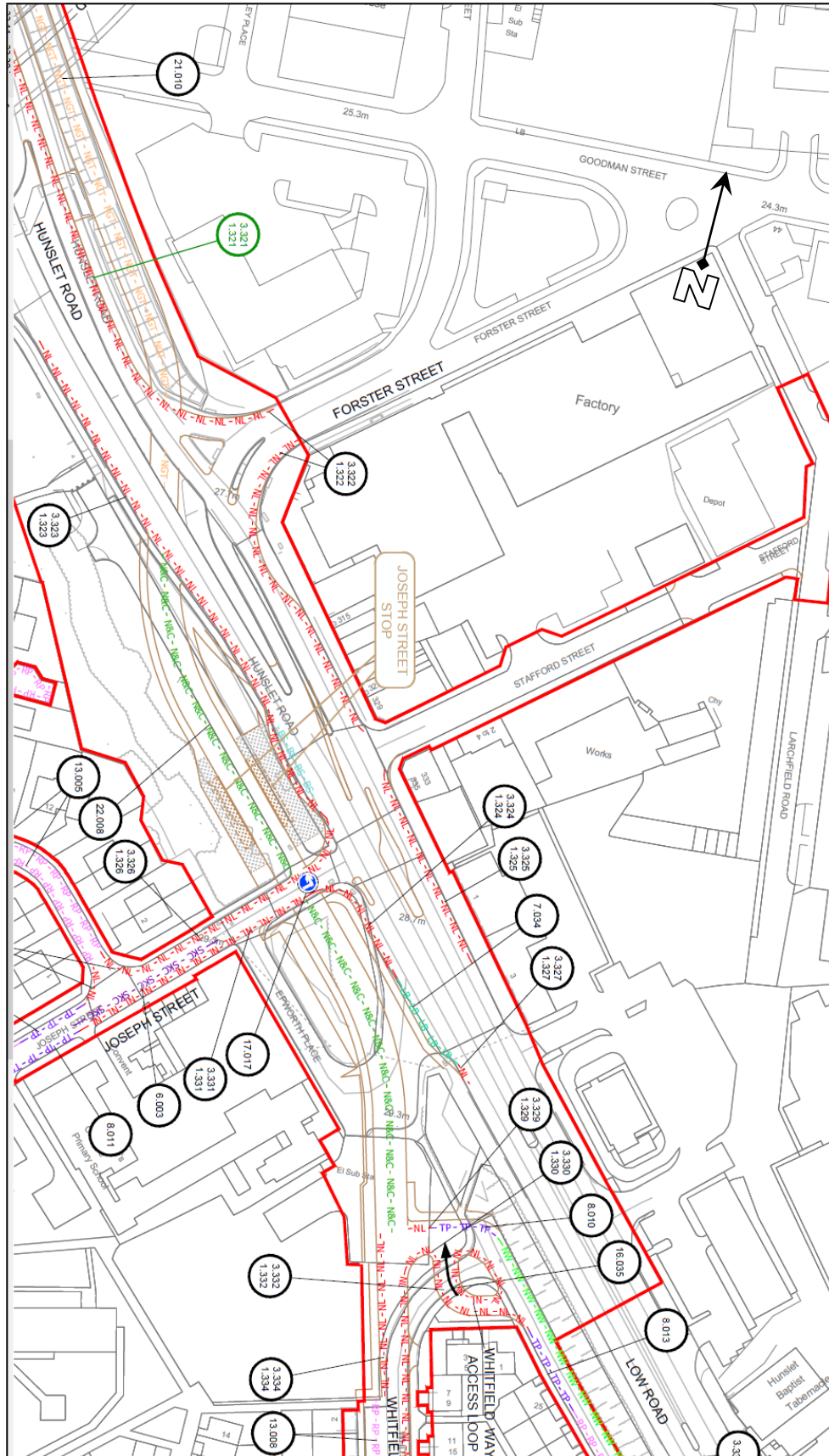
---

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

# Appendix A

Extract of NGT TRO Drawing Showing Extents of Orders Specified in the TWA Order

Traffic Regulation and Rights of Way Plans Sheet No. 18 (not to scale)

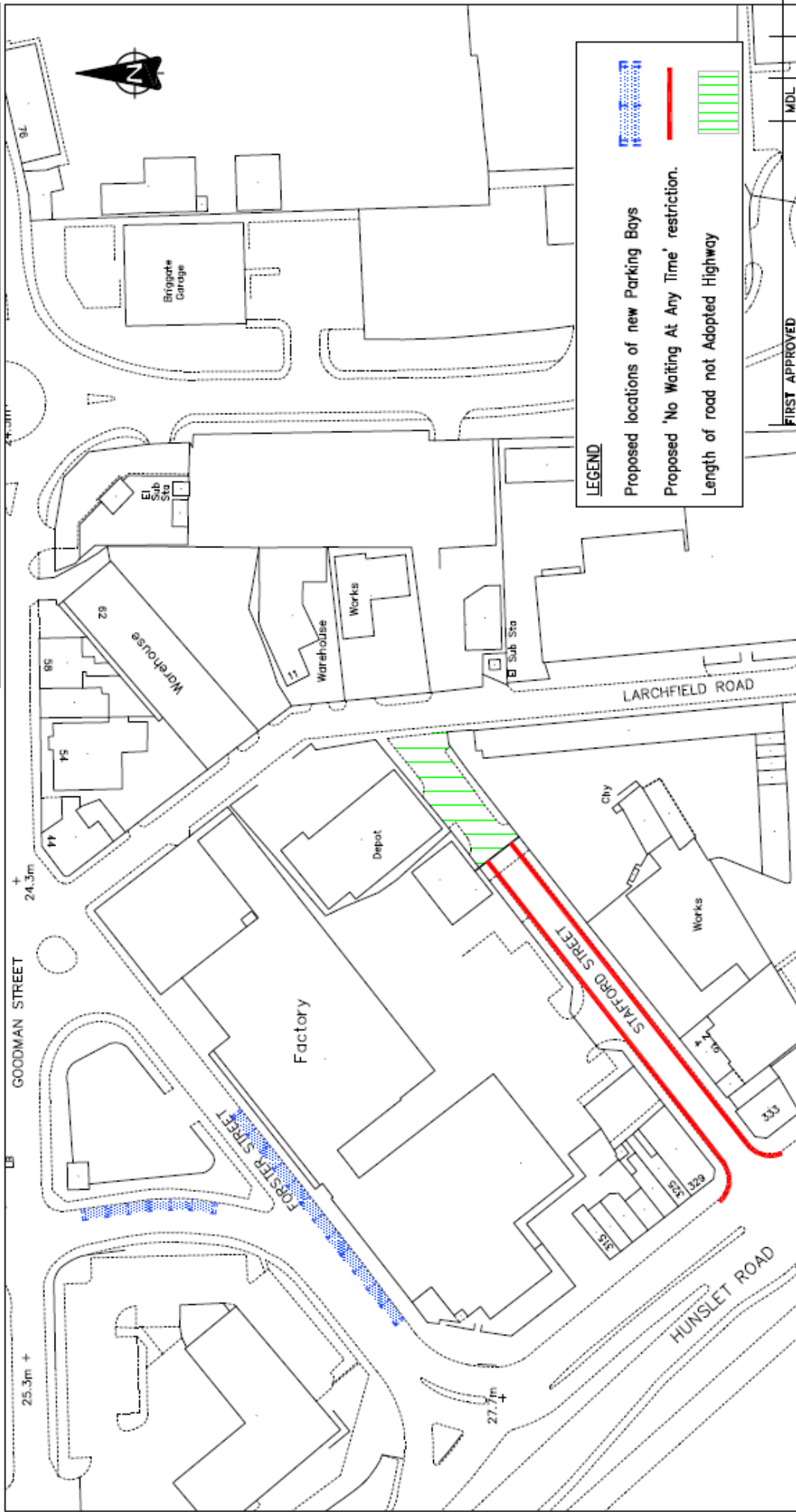


## **Appendix B**



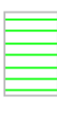
Drawing Showing Measures Proposed in this Report

Drawing Number TMS/10-1/1217.1, May 2014 (attached)





**LEGEND**

-  Proposed locations of new Parking Bays
-  Proposed 'No Waiting At Any Time' restriction.
-  Length of road not Adopted Highway

FIRST APPROVED	MDL	TOWN/CHECK	DATE

**Leeds CITY COUNCIL**  
 HIGHWAYS AND TRANSPORTATION  
 DRAWING NUMBER: **TMS/10.1/1217.1**  
 DATE: **May 2014**

REVISED		DATE	SCALE
1	MDL	5/14	1:1 250
2	MDL	5/14	1:1 250
3	NLM	5/14	1:1 250

**STAFFORD STREET / FORSTER STREET, HUNSLET, LEEDS  
 WARD...: CITY & HUNSLET  
 PROPOSED NO WAITING AT ANY TIME RESTRICTION & PROPOSED PARKING BAYS  
 GENERAL LAYOUT PLAN**

This drawing is the property of Leeds City Council. It must only be used for the purposes for which it was originally supplied. It must not be copied, published or transmitted by any means to any third party without the express permission of the originator. Modification or manipulation of all or part of this drawing is strictly prohibited unless specifically requested or approved by the originator.

## Appendix C

### Option Assessment

The options, which were considered, are listed below.

Option	Assessment
Do Nothing	Corrocoat potentially relocate to alternative site. <b>Rejected.</b>
HGV to access the relevant workshop / yard by a different site access	Not possible because the yard is only accessible from Stafford Street due to buildings. Would require building demolition and a significant restructuring on the site. Very costly. <b>Rejected.</b>
Larchfield Road made the main access and egress to Stafford Street. Adoption and surfacing. Parking controlled on Larchfield Road.	Level differences and boundary wall would make the option expensive. Narrow route not easy to negotiate by HGV makes this option inherently unsuitable, whether used for access, egress or both. <b>Rejected.</b>
Amendments to the NGT design at Hunslet Road / Joseph Street to remove islands.	Necessitates removal of proposed traffic signals from the design which leaves a safety risk at junction where NGT crosses Joseph Street. <b>Rejected.</b>
Daytime only No Waiting restrictions on Stafford Street	Corrocoat's deliveries can be at any time of the day or night, and they operate to tight contractual deadlines, so daytime restrictions would not be sufficient. <b>Rejected.</b>
No Waiting At Any Time on both sides of Stafford Street	Potential impact on local occupiers. Mitigated through provision of additional parking on Forster Street. Also, some properties have off-street parking. Blue Badge holder parking would still be permitted in this option, but the incidence is expected to be very low and not considered a material risk to general accessibility for HGV. <b>Promoted in this report.</b>
No Waiting At Any Time on one side of Stafford Street – parking on the other	A compromise solution. Unfortunately this option does not work well because of vehicle accesses on both side of Stafford Street at the location where parking may be feasible (because the swept path of HGV precludes parking near Hunslet Road where it currently occurs). This option is unlikely to be tenable unless vehicle accesses are removed, or occupiers accept the risk of blocking from lack of yellow lines. <b>Rejected (at this time).</b>
No Waiting and No Loading At Any Time on Stafford Street.	Banning loading could affect businesses and the short term nature of loading is likely to have a minimal impact on HGV access, as the vehicle driver is likely to be to hand. Loading on Hunslet Road not ideal due to proposed road width and islands with NGT. Would affect any Blue Badge parking. Considered too onerous. <b>Rejected.</b>

## Appendix D Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

<b>Directorate: City Development</b>	<b>Service area: Highways and Transportation</b>
<b>Lead person: Mark Philpott</b>	<b>Contact number: 01133481716</b>

<p><b>1. Title: NGT Transport &amp; Works Act Order (Stafford Street)</b></p> <p>Is this a:</p> <p> <input type="checkbox"/> <b>Strategy / Policy</b> <input type="checkbox"/> <b>Service / Function</b> <input checked="" type="checkbox"/> <b>Other</b> </p> <p><b>If other, please specify</b>            Promotion of No Waiting At Any Time restrictions on the adopted length of Stafford Street and the removal of No Waiting (daytime) restrictions on part of Forster Street and Donisthorpe Street.</p>
-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

<p><b>2. Please provide a brief description of what you are screening</b></p> <p>The NGT trolleybus scheme has been promoted through the submission of a Transport and Works Act Order application, which has included an assessment of impact on equality characteristics. As the scheme develops, some minor changes are likely to be required to the proposals. This screening is for a minor change to the Traffic Regulation Orders proposed to support the new highway design on three streets in South Leeds – Stafford Street, Forster Street and Donisthorpe Street.</p> <p>At present there is a low volume of traffic, (but a relatively high number of HGVs because of access to the yards) from Stafford Street that are able to turn either right or left onto Hunslet Road. When the proposed NGT scheme is implemented, movement of traffic will be restricted to left turns only at Hunslet Road.</p> <p>The screening is for:-</p>
------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

- introduction of No Waiting At Any Time (double yellow lines) on the adopted length of Stafford Street (note that Blue Badge holders can park on double yellow lines);
- removal of the existing (daytime) No Waiting restrictions on a part of Forster Street and Donisthorpe Street

### 3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		X
Have there been or likely to be any public concerns about the policy or proposal?		X
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> <li>• Eliminating unlawful discrimination, victimisation and harassment</li> <li>• Advancing equality of opportunity</li> <li>• Fostering good relations</li> </ul>		X

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

### 4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

- **Key findings** (think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

- **Actions** (think about how you will promote positive impact and remove/ reduce negative impact)
  - Through adoption of recognised design standards, incorporating an improvement in street design for traffic and street users including the mobility impaired where practical to do so and minimising impact during construction

**5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.**

Date to scope and plan your impact assessment:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

**6. Governance, ownership and approval**

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Andrew Wheeler	NGT Project Manager	6 <sup>th</sup> November 2014

**7. Publishing**

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

<b>Date screening completed</b>	
<b>Date sent to Equality Team (equalityteam@leeds.gov.uk)</b>	