

Report to Chief Officer Highways and Transportation

Date: 28 February 2017

Subject: Morley Public Transport Hub – Transport infrastructure improvements

Capital Scheme Number: 16899

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Morley South	<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 type="checkbox"/> Yes	<input checked="" 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

The Best Council Plan 2015-20 outlines how Leeds City will achieve its ambition to become the Best City in the UK and Leeds City Council the best local authority. According to the Best Council Plan, two of the priorities are 'helping to deliver a well-connected transport system' and 'providing an inclusive, accessible range of transport options'. This report proposes a scheme that will contribute to these priorities.

The West Yorkshire Combined Authority (WYCA), in partnership with Leeds City Council and the other District Councils in West Yorkshire, is delivering a Transport Hubs programme across West Yorkshire. Hub schemes include delivery of improvements to transport facilities, information and infrastructure.

Morley Town Centre was chosen as a site for a Hub scheme with the objectives being: Improving interchange between bus service, making pedestrian access to and from stops easier, enhance the waiting environment for bus users, improving the wider public realm and improving the operating environment for bus services.

This report is seeking approval to advertise the necessary experimental Waiting, Loading and Movement Traffic Regulation Orders.

As this proposal has various different aspects to the design there may be operational issues which are difficult to predict. To allow flexibility in the final arrangement it is considered appropriate that the proposals should be progressed via the experimental TRO process. This will allow the current proposals to be implemented and monitored and

enable officers to make amendments if required and be reactive to any adverse effects which may materialise.

Recommendations

The Chief Officer (Highways and Transportation) is requested to:

- i) Note the contents of this report;
- ii) Give authority to advertise and introduce two experimental Waiting and Movement Traffic Regulation Orders comprising of waiting, loading, and movement restrictions; and at the end of the 18 month experimental period and in the event that no valid objections have been received give appropriate consideration to making the Order permanent incorporating any modifications considered appropriate following the monitoring of the measures; and
- iii) Give authority to incur expenditure of £113,200 for the detailed design and implementation of the scheme, which comprises £77,000 Works costs, £33,200 staff fees (of which £30,100 previously spent) and £3000 legal fees and to be funded from the LTP Transport Policy Capital Programme.
- iv) Request the City Solicitor to:
 - a. Advertise an Experimental Traffic Regulation Order as detailed on drawing number TM.26.1850.GA3 to introduce specific waiting restrictions;
 - b. Advertise an Experimental Traffic Regulation Order as detailed on drawing number TM.26.1850.GA3 to introduce movement restrictions; and a provision shall be included to enable the Chief Officer (Highways and Transportation) to modify or suspend the Orders during the period of the experiment should he consider it necessary to do so; and

at the end of the 18 month experimental period and in the event that the measures are considered to be successful and no valid objections have been received give appropriate consideration to making the Order permanent incorporating any modifications considered appropriate following the monitoring of the measures.

1 Purpose of this report

- 1.1** The purpose of this report is to seek approval to advertise two necessary Waiting and Movement experimental Traffic Regulation Orders as part of the Morley Transport Hub Scheme.

2 Background information

- 2.1** The West Yorkshire Combined Authority (WYCA), in partnership with Leeds City Council and the other District Councils in West Yorkshire is delivering a Transport Hubs programme across West Yorkshire. Hub schemes include delivery of improvements to transport facilities, information and infrastructure.

- 2.2** The West Yorkshire Combined Authority (WYCA) chose Morley as a site for a Hub scheme and Leeds City Council has been working in Partnership with regards to the design together with the bus service operators.

- 2.3** Some issues have been raised with regards to the operation of the bus services in Morley Town Centre. These include:

- A bus stand at the junction of Wellington Street and Queen Street creates issues due to relatively narrow footway in this location and the proximity of a cash machine creates issues for passing pedestrians;
- Buses exiting Wellington Street onto Queen Street experience issues in this turning manoeuvre as they have to encroach into the lane of oncoming traffic. Overrunning of the footway also takes place in this location creating issues for pedestrian safety and ongoing maintenance;
- Entering and exiting vehicles, particularly when two buses are making the manoeuvre, at the Queen Street / Queensway junction can create standing traffic which can back onto Queensway. The proximity of parked vehicles can add to difficulties at this location with evidence of footway overrunning at the junction.

- 2.4** The key objectives of the scheme are to improve the interchange between bus services, make access for pedestrians to and from bus stops easier, enhance the waiting environment for bus users, improve the wider public realm and improve the operating environment for bus services.

- 2.5** Key stakeholders have been consulted with on the proposals including Ward Members, Morley Town Council, emergency services and internal council departments. Local businesses and residents have been written to with regards to the proposals and a consultation event has taken place at Morley Town Hall.

- 2.6** Some works have already been carried out in conjunction with this scheme including new signing to and from the train station / Town Centre and the implementation of a 'totem' which houses public transport information. This 'totem' has the capability of displaying real-time information which is proposed to be installed at this site.

2.7 Design work has been undertaken together with WYCA and the bus service operators and several best tests have been carried out to refine the proposals.

2.8 A 20mph zone was introduced in 2016 which included Queen Street, Wellington Street, Albion Street and Commercial Street. This should assist in maintaining lower speeds of traffic in this area which will be beneficial for all road users including pedestrians and cyclists.

3 Main issues

3.1 To achieve the key objectives of the scheme, the delivery of the following measures are proposed to be undertaken:

- Implement a one way traffic flow on Queen Street from Queensway to Wellington Street;
- Implement a one way traffic flow on Wellington Street (cobbled section) from Queen Street to the north-south section of Wellington Street;
- Relocation of the all the bus stops to the northeast side of Queen Street;
- Provision of new bus shelters;
- Relocation of the on-street parking bays to the south west side of Queen Street and on Wellington Street (cobbled section);
- Widening sections the footway on the northeast side of Queen Street;
- Implementation of loading, car club and disabled bays;
- Implementation of informal crossing points;
- Implementation of waiting and loading restrictions to allow the free movement of traffic;
- Carry out maintenance works to carriageway and footway where required.

3.2 Whilst vehicle movements have been tracked using computer software and several bus tests have been carried out, it is considered prudent to undertake the scheme using an experimental Traffic Regulation Order. This will enable changes to be made quickly should any unforeseen amendments be required to the layout of the scheme. The scheme relies on bus operators utilising the bus stops so that the front of the bays are moved into as soon as they are available and the rear bay space is free for the next arriving bus. This has been agreed with WYCA and the bus operators. Any changes necessary will only be minor and large scale changes to the proposed layout are not foreseen.

3.3 There are currently nine limited waiting parking bays on Queen Street. The new proposal will see an increase in dedicated parking spaces and will provide for seven limited waiting parking bays, three dedicated disabled parking bays, two loading bays and one car club bay. Leeds has a pay as you go car hire facility provided by Enterprise Car Club. Cars are available to book 24 hours a day, 7 days a week and can be booked by the hour, day, or as long as you want. The car club bay is proposed to be located on Wellington Street and can be booked online, by phone in advance or at the last minute. These cars offer an excellent alternative to car ownership for residents and a pool car facility for businesses.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.2 Morley South Ward Members, emergency services, Morley Town Council and Leeds City Council's cycling officer have been consulted on the proposals. Meetings have also taken place with Ward Members and Morley Town Council on the proposals. Design considerations and changes have been made following these meetings and Ward Members are in agreement with the proposals.
- 4.1.3 Consultation letters have been sent to all businesses and residents fronting the proposals and a consultation event has been held at Morley Town Hall (18th August 2016). Information was also posted in bus stops around Morley Town Centre. The consultation event was well attended and feedback from attendees has been taken into account and where possible addressed in the design. Concerns raised regarding the possible establishment of a bus stop on Albion Street were considered and this has been omitted from the design with an existing bus stop on Commercial Street being utilised. Comments were also received from several businesses regarding the loading provision. A loading bay has been provided on the southwest side of Queen Street and following these comments, a further loading bay is proposed on the northeast side of Queen Street near to the junction with Queensway.
- 4.1.4 West Yorkshire Combined Authority and the bus operators have been fully involved in the design since project initiation.
- 4.4.5 The general public will also be consulted via notices on street lighting columns during the public advertisement phase, along with an advert in the Yorkshire Post newspaper.
- 4.1.6 As the Traffic Regulation Orders will be introduced via an Experimental Order, the opportunity to amend the restrictions is possible following further consultation with Ward Members, emergency services, key stakeholders, residents and businesses.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An EDCI screening document has been prepared (Appendix 1) which shows that a full impact assessment is not required for this scheme. The main findings of the screening process are summarised below.
- 4.2.2 Positive impacts;
- Providing a safer environment for members of the public when visiting the locality by improving the use of the road space in connection with public transport which will assist all pedestrians and public transport users
 - Providing a new road layout which will assist all pedestrians including those with mobility issues, young and old and parents with pushchairs as traffic will only be travelling in one direction on both Queen Street and Wellington Street and informal crossing points will be provided.
 - Providing a new road layout which will reduce the instances of footway overrunning by drivers which will assist all pedestrians

- Benefiting visitors to the area, particularly blue badge holders, that will be able to park on street in dedicated bays and have improved access to the local amenities;
- Improving pedestrian facilities by widening the footway on sections of Queen Street.
- Ensuring that the routes for public transport in the locality are accessible and that all pedestrians including those with mobility issue young and old and parents with pushchairs can access public transport to enable them to travel to local amenities.

4.2.3 Negative impacts;

- Parking will be removed from the northeast side of Queen Street however this is mitigated by providing parking and a loading bay on the southwest side of Queen Street and parking bays on Wellington Street
- Two bus services will utilise a bus stop on Commercial Street rather than Queen Street however this is a short walk and a zebra crossing has recently been introduced near the bus stop location which will assist pedestrian access.

4.3 Council policies and City Priorities

4.3.1 The Best Council Plan sets out a vision for Leeds to be a compassionate, caring city that helps all its residents benefit from the effects of the city's economic growth. Creating the right conditions for the economy in Leeds to prosper and ensuring that a consequence of growth is a reduction in inequalities is a key focus. According to the Best Council Plan, two of the priorities are 'helping to deliver a well-connected transport system' and 'providing an inclusive, accessible range of transport options'. This report proposes a scheme that will contribute to these priorities.

4.3.2 Environmental Policy; the proposals contained in 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.

4.3.3 The proposal contributes to the policies in the West Yorkshire Local Transport Plan 2011-26 as follows:

Transport Assets: P2. Maintain to a suitable and sufficient standard.

Travel Choices: P10. Promote the benefits of active travel.

Connectivity: P14. Improve interchange and integration, including the development of transport hubs.

4.3.4 Safety Audit: Full Safety Audits will be carried out on this proposal and any recommendations received will be given full consideration and responded to.

4.4 Resources and value for money

4.4.1 **Full scheme estimate:** The total expenditure of £113,200, which comprises of £77,000 works costs, £33,200 staff fees (of which £30,100 previously spent) and £3000 legal fees and to be funded from the LTP Transport Policy Capital Programme.

4.4.2 It is anticipated, subject to approval, that the scheme will commence on site in 2017.

4.4.3 Capital Funding and cash flow :

Funding Approval :	Capital Section Reference Number :-		16899				
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH	FORECAST				
	2016	2016	2016/17	2017/18	2018/19	2019/20	2020 on
	£000's	£000's	£000's	£000's	£000's	£000's	£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	TO MARCH	FORECAST				
	2016	2016	2016/17	2017/18	2018/19	2019/20	2020 on
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0						
CONSTRUCTION (3)	77.0			77.0			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	33.2	23.3	6.8	3.1			
OTHER COSTS (7)	3.0			3.0			
TOTALS	113.2	23.3	6.8	83.1	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL	TO MARCH	FORECAST				
	2016	2016	2016/17	2017/18	2018/19	2019/20	2020 on
	£000's	£000's	£000's	£000's	£000's	£000's	£000's
LCC Supported Borrowing	0.0						
Revenue Contribution	0.0						
Capital Receipt	0.0						
Insurance Receipt	0.0						
Lottery	0.0						
Gifts / Bequests / Trusts	0.0						
European Grant	0.0						
Health Authority	0.0						
School Fundraising	0.0						
Private Sector	0.0						
Section 106 / 278	0.0						
Government Grant- LTP	113.2	23.3	6.8	83.1			
SCE (C)	0.0						
SCE (R)	0.0						
Departmental USB	0.0						
Corporate USB	0.0						
Any Other Income (Specify)	0.0						
Total Funding	113.2	23.3	6.8	83.1	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 : Transport Policy LTP Capital Programme

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no specific Legal implications included within this report, nor is any information contained within the report to be deemed confidential.

4.6 Risk Management

- 4.6.1 There is no risk, over and above those expected when working in the public highway, generated by the proposals contained within this report.

5 Conclusions

- 5.1 In order to improve the traffic management in Morley Town Centre in connection with the operation of the bus services and pedestrian accessibility and movement, a review of the road space and bus operation has been undertaken out of which the current design has been proposed. It is considered that the proposals will improve the traffic management arrangement in this location for all road users. Consultation has indicated that the current proposals are supported by key stakeholders and can be refined, if adjustments are feasible, if necessary, following the advertisement of the Traffic Regulation Orders.

6 Recommendations

- 6.1 The Chief Officer (Highways and Transportation) is requested to:

- i) Note the contents of this report;
- ii) Give authority to advertise and introduce two experimental Waiting and Movement Traffic Regulation Orders comprising of waiting, loading, and movement restrictions; and at the end of the 18 month experimental period and in the event that no valid objections have been received give appropriate consideration to making the Order permanent incorporating any modifications considered appropriate following the monitoring of the measures; and
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at the end of the 18 month experimental period and in the event that the measures are considered to be successful and no valid objections have been received give appropriate consideration to making the Order permanent incorporating any modifications considered appropriate following the monitoring of the measures.

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.

Appendix 1

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.

Directorate: City Services	Service area: Traffic Management
Lead person: Craig Williams	Contact number: 378 7494

1. Title: Morley Transport Hub

Is this a:

☐

Strategy / Policy

☐

Service / Function

☒

Other

If other, please specify : Highway Scheme to address Length for Concern

2. Please provide a brief description of what you are screening

The West Yorkshire Combined Authority (WYCA), in partnership with Leeds City Council and the other District Councils in West Yorkshire, has commenced delivery of a Transport Hubs programme across West Yorkshire. Hub schemes include delivery of improvements to transport facilities, information and infrastructure.

Morley Town Centre was chosen as a site for a Hub scheme with the objectives being, Improving interchange between bus service, making pedestrians access to and from stops easier, enhance the waiting environment for bus users, improving the wider public realm and improving the operating environment for bus service.

The scheme proposes to;

Implement a one way traffic flow on Queen Street from Queensway to Wellington

Street;

Implement a one way traffic flow on Wellington Street (cobble section) from Queen Street to the north-south section of Wellington Street;

Relocation of the all the bus stops to the northeast side of Queen Street;

Provision of new bus shelters;

Relocation of the on-street parking bays to the south west side of Queen Street and on Wellington Street (cobble section);

Widening sections the footway on the northeast side of Queen Street;

Implementation of loading, car club and disabled bays;

Implementation of informal crossing points;

Implementation of waiting and loading restrictions to allow the free movement of traffic;

Carry out maintenance works to carriageway and footway where required.

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">• Eliminating unlawful discrimination, victimisation and		X

harassment <ul style="list-style-type: none"> • Advancing equality of opportunity • Fostering good relations 		
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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)

Morley South Ward Members, emergency services and Morley Town Council have been consulted on the proposals. Meetings have also taken place with Ward Members and Morley Town Council on the proposals. Design considerations and changes have been made following these meetings and Ward Members are in agreement with the proposals.

Consultation letters have been sent to all businesses and residents fronting the proposals and a consultation event has been held at Morley Town Council. Information was also posted in bus stops around Morley Town Centre.

West Yorkshire Combined Authority and the bus operators have been fully involved in the design since project initiation.

The general public will also be consulted via notices on street lighting columns during the public advertisement phase, along with an advert in the Yorkshire Post newspaper.

As the Traffic Regulation Orders will be introduced via an Experimental Order, the opportunity to amend the restrictions is possible following further consultation with Ward Members, emergency services, key stakeholders, residents and businesses.

- **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)

The introduction of the Morley Transport Hub scheme will provide positive impacts to all road users by:

- Providing a safer environment for members of the public when visiting the locality by improving the use of the road space in connection with public transport which will assist all pedestrians and public transport users
- Providing a new road layout which will assist all pedestrians including those with mobility issues, young and old and parents with pushchairs as traffic will only be travelling in one direction on both Queen Street and Wellington Street and informal crossing points will be provided.
- Providing a new road layout which will reduce the instances of footway overrunning by drivers which will assist all pedestrians
- Benefiting visitors to the area, particularly blue badge holders, that will be able to park on street in dedicated bays and have improved access to the local amenities;
- Improving pedestrian facilities by widening the footway on sections of Queen Street.
- Ensuring that the routes for public transport in the locality are accessible and that all pedestrians including those with mobility issue young and old and parents with pushchairs can access public transport to enable them to travel to local amenities.

The scheme may create negative impacts such as;

- Parking will be removed from the northeast side of Queen Street however this is mitigated by providing parking and a loading bay on the southwest side of Queen Street and parking bays on Wellington Street
- Two bus services will utilise a bus stop on Commercial Street rather than Queen Street however this is a short walk and a zebra crossing has recently been introduced near the bus stop location which will assist pedestrian access.

- **Actions (think about** how you will promote positive impact and remove/ reduce negative impact)

To date the scheme has been well received from varying groups of stakeholders however during the public consultation, various concerns were raised by members of the public and some business owners. One of the concerns raised was regarding a proposed new bus stop on Albion Street and this has been addressed by removing this from the design and utilising an existing stop on Commercial Street.

A negative impact raised was regarding the removal of parking from the northeast side of Queen Street however due to geometric constraints, it is not possible to provide parking and bus stops along this section. To reduce this impact, parking has been provided on

the southwest side of Queen Street together with a dedicated loading bay.

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:	
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Date to complete your impact assessment	
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Lead person for your impact assessment (Include name and job title)	
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6. Governance, ownership and approval
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Please state here who has approved the actions and outcomes of the screening		
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Name	Job title	Date
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Nicholas Hunt	Traffic Engineering Manager	06 February 2017
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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
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Date screening completed	06 February 2017
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Date sent to Equality Team	
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Date published	
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(To be completed by the Equality Team)	
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