



Report of the Director of Development

Executive Board

Date:

Subject: PROPOSED BURLEY ROAD INTEGRATED TRANSPORT CORRIDOR 01093

Electoral wards affected:

KIRKSTALL
HYDE PARK AND WOODHOUSE
CITY AND HUNSLET

Specific implications for:

Ethnic Minorities
Women
Disabled People
Narrowing the gap

Eligible for call in

Not eligible for call in
(details contained in the report)

EXECUTIVE SUMMARY

This report seeks approval to the implementation of a scheme to provide a new outbound bus and cycle lane on Burley Road (between Westfield Road and Cardigan Road) and improve the junction of Burley Road with Cardigan Road a cost of £3,925,000 as part of the Local Transport Plan programme for improving the quality of bus services in the city.

The scheme will:

- Significantly reduce peak period delays which average 6 minutes or more for upto 20 buses per hour, thereby significantly improve the reliability and punctuality of bus services on this bus corridor.
- Improve road safety, especially for pedestrians by the provision of new pedestrian crossings, at the Burley Road/Cardigan Road junction which is currently ranked number 34 in the Council's road injury "Sites for Concern" review.
- Provide additional crossing facilities for pedestrians along the route.
- Improve conditions for cyclists using Burley Road through the provision of shared space as part of the bus lane and priority facilities at the junction with Cardigan Road.

The scheme provides an integrated approach to transport issues at this location by addressing a number of longstanding problems in a way which seeks to minimise any further traffic congestion along this corridor. However, whilst the priority measures have been incorporated into the scheme without impacts on other users, it is recognised that the introduction of new pedestrian facilities at the Cardigan Road junction will impact on traffic flows through this junction. Nevertheless, after very careful examination of the options the proposals have been identified as the only effective means of meeting this long held community need.

1.0 PURPOSE OF REPORT

- 1.1 To seek approval to complete the design and the implementation of a scheme to introduce controlled pedestrian crossing facilities at the junction of Burley Road/Willow Road/Cardigan Road and to provide a new bus and cycle lane on Burley Road (Outbound) between Westfield Road and Cardigan Road.

2.0 BACKGROUND INFORMATION

- 2.1 The Burley Road Integrated Transport Corridor scheme has been developed to provide an integrated approach to addressing the Local Transport Plan's objectives for improving quality of bus services and road safety. The package of measures identified will harmonise road usage for all road users and will specifically incorporate two previously identified proposed schemes, as well as new works identified as required under the terms of a S278 Agreement. The opportunity will also be taken to include planned highway maintenance works.

- 2.2 Approval for detailed design of the Burley Road Integrated Transport Corridor was granted by the Director of Development on 23 March 2005.

- 2.3 The four elements to be incorporated into the Burley Road Integrated Transport Corridor are:

2.4 BURLEY ROAD QUALITY BUS INITIATIVE

- 2.4.1 The provision of a Quality Bus Corridor scheme along Burley Road was identified in the 2001 - 2006 Local Transport Plan and has subsequently been adopted as part of the wider Yorkshire Bus Initiative for the busier core bus routes. Yorkshire Bus is a joint project supported by all five West Yorkshire District Councils, Metro and the transport operators as a key means of improving the overall quality of local bus services in order to attract motorists and reduce congestion.

- 2.4.2 A Feasibility Study and Report into the Burley Road Quality Bus Corridor from the Inner Ring Road to the Outer Ring Road was undertaken in 2003. The study concluded that the Westfield Road to Cardigan Road section of Burley Road had the greatest potential for implementing a bus lane.

- 2.4.3 An extensive Public Consultation exercise involving local Ward Members and local residents in a week long public consultation exhibition was undertaken for the Westfield Road to Cardigan Road Quality Bus Initiative in 2003.

- 2.4.4 During the public consultation the public was asked to comment on two alternative scheme options. The consultation revealed significant local support for an extensive scheme involving right turn pockets, bus lay-bys and an inbound cycle lane.

- 2.4.5 A value engineering exercise was then undertaken and this led to the current scheme, resulting in the same benefits as the original proposals but with likely cost savings over the original options.

- 2.4.6 A report to the Director of Development was approved on 13 November 2003 permitting the carrying out of the engineering assessment of options for the introduction of the bus lane.

2.5 BURLEY ROAD / WILLOW ROAD / CARDIGAN ROAD JUNCTION IMPROVEMENTS

- 2.5.1 This junction has been an accident problem for many years and has presented many engineering difficulties in improving. The junction is currently identified in the Department's Personal Injury Accidents, 'Sites for Concern' 2000 - 2004 document.
- 2.5.2 The site is a signalised crossroads, formed by the intersection of Burley Road with Willow Road & Cardigan Road. The Willow Road approach is two lanes with the offside marked for right turns. Localised widening of the eastern side of Burley Road has introduced a left slip into Willow Road. Pedestrians are catered for by uncontrolled studded crossing places across the various legs of the junction.
- 2.5.3 A report to the Director of Development was approved on 26 February 2004 authorising the carrying out of a feasibility study and engineering assessment of options to improve safety for vehicular and pedestrian traffic at this junction.
- 2.5.4 A report to the Director of Development was approved on 3 September 2004 authorising further assessment work for both the quality bus initiative and the junction.

2.6 BURLEY STREET S278

- 2.6.1 Two additional pedestrian crossing facilities and associated highway works are to be included in the scheme as a requirement of the S278 Agreement relating to the provision of new student accommodation on Burley Street. This element of the works is to be fully funded by the Developer. Separate approvals are being sought to enter into a S278 Agreement for this element of the works. This element of the scheme is dependent upon entering into the S278 Agreement.

2.7 ADDITIONAL CARRIAGEWAY AND FOOTWAY WORKS

- 2.7.1 Additional maintenance work comprising the resurfacing of the existing carriageway and re-kerbing and resurfacing of the north footway will be included in the scheme. This element of the work is to be funded from the 2007/08 Highway Maintenance Budget.

3.0 MAIN ISSUES

3.1 SUMMARY OF BENEFITS

- 3.1.1 Improved journey reliability for public transport users with peak period delays for outbound buses reduced by an average of six minutes for upto 20 buses per hour..
- 3.1.2 Improved safety and movement for pedestrians at the Burley Road/Willow Road/Cardigan Road junction.
- 3.1.3 Improved pedestrian safety along Burley Road and Burley Street by the introduction of controlled crossing.
- 3.1.4 Improved accessibility by providing Disability Discrimination Act (DDA) compliant bus stops, and upgrading the pedestrian link between St Andrew's Street and Burley Road.
- 3.1.5 Safer parking for residents and commercial premises in marked parking bays.
- 3.1.6 Improved carriageway and footway surfacing, and landscape treatment enhancing the appearance of the Burley Road Corridor and the personal safety of pedestrians.

3.2 DESIGN CONSIDERATIONS

- 3.2.1 The proposed works comprising the Burley Road Integrated Transport Corridor is as shown on the attached plan number HDC/701093/C01
- 3.2.2 The extent of improvements to the Burley Road/Willow Road/Cardigan Road junction is restricted by available space. Willow Road will be widened locally to introduce a standard pedestrian island. New traffic signals will provide signal controlled pedestrian crossing facilities across each leg of the junction.
- 3.2.3 The introduction of signal controlled pedestrian crossing phases at the junction will inevitably reduce the vehicular capacity of the junction. This reduction in capacity is considered acceptable with the benefits of improved junction safety and reduction in likely accident severity. Provision of these facilities to improve access across the junction and to the nearby bus stops has been a very longstanding aspiration of Ward Members and the local community.
- 3.2.4 Additional signals on Burley Road to the east of the junction will provide a controlled location for buses to re-enter the main highway from the proposed bus lane.
- 3.2.5 The proposed bus lane will operate at all times. Waiting and loading will also be prohibited at all times to ensure that the bus and cycle lane facility will always be available. It should be noted that there is currently no frontage access on this length of road.
- 3.2.6 Currently, in evening peak, buses suffer significant delays in standing traffic. The 24hr bus lane will be of particular importance given the loss of vehicular capacity at the junction and given this corridor has a key role in the Yorkshire Bus Initiative.
- 3.2.7 The new bus lane would be provided on new highway and will be constructed entirely within the existing City Council land ownership of existing footway and grassed area adjacent to the carriageway. This will require extensive works involving carriageway construction, footway construction, replacing the signal controlled crossing on Burley Road near Woodsley Road, drainage and statutory undertakers' diversions, cellar filling and bus shelter relocation in accordance with current bus stop infrastructure standards.
- 3.2.8 The construction works will involve the removal of semi-mature trees from the grassed area. The trees are affected because of the extent of the excavation works required to make good the former cellar areas that the bus lane is to run over. A landscaping and tree planting scheme is to be developed to replace the landscaped areas affected.
- 3.2.9 Pedestrian facilities will be improved with the controlled crossing facilities at the junction and long lengths of footway being separated from the main highway traffic flows with the bus lane to the south and the parking spaces to the North. Also, additional signal controlled crossings are to be provided, one on Burley Road outside Rosebank Primary School and one on Burley Street near Park Lane funded by the Developer. The existing Zebra crossing on Burley Street near Rutland Mount is also being replaced by a signal controlled crossing and is also to be funded by the Developer.
- 3.2.10 Local occupiers will benefit from on-street parking bays adjacent to the inbound traffic lane fronting the residential and commercial properties along Burley Road.

- 3.2.11 The existing footway at Burley Road/St Andrew's Street does not meet the current standards required under the 1995 Disability Discrimination Act (DDA). To enable the Authority to meet its legal obligations it will be necessary to close St Andrew's Street at its junction with Burley Road and the traffic will be accommodated by providing a new highway link road meeting design standards to the west of St Andrew's Street.
- 3.2.12 An assessment will be taken in accordance with the Noise Insulation Regulations 1975 following the installation of the proposed bus lane. A provisional sum for meeting the requirements of these regulations has been included in the scheme estimate.
- 3.2.13 Approval will also be sought under the officer delegation scheme to advertise draft Traffic Regulation Orders for the bus and cycle lane, waiting restrictions, road closures, and, if no objections are received, to make, seal and implement the Orders as advertised.

4.0 COMMUNITY SAFETY

- 4.1 The proposals contained within this report have no implications under Section 17 of the Crime and Disorder Act 1998.

5.0 PROGRAMME

- 5.1 It is intended to advertise the Traffic Regulation Orders in Spring/Summer 2006 with the works starting on site Autumn/Winter 2006/07, subject to no objections being received to the advertised Orders. Where possible preliminary works will be started before this date and orders for signal equipment will be placed.
- 5.2 The current completion target is Summer/Autumn 2007.

6.0 SCHEME DESIGN ESTIMATE

- 6.1 The estimated cost of the scheme is £3,275,000 works costs and £650,000 staff costs, comprising the following elements:

	TOTALS	Previous Approvals	S278	HM	NET
Construction Costs	£2,500,000				
Traffic Signal Costs	£80,000				
Statutory Undertakers Costs	£630,000				
Ancillary Costs	<u>£65,000</u>				
Total Works Costs	<u>£3,275,000</u>	0	150,000	190,000	2,935,000
Staff Costs	£650,000	340,000	30,000	0	280,000

- 6.2 This estimate includes a figure of £150,000 works costs and £30,000 staff costs for highway works associated with Burley Street S278 that will be met in full by the Developer.
- 6.3 This estimate also includes a figure of £190,000 works to be paid for out of the 2007/08 Highway Maintenance Budget.
- 6.4 This estimate also includes staff costs of £335,000 previously approved in reports to the Director of Development in, November 2003, September 2004 and April 2005.
- 6.5 This estimate also includes staff costs of £5,000 for the preparation of Traffic Regulation Orders which are the subject of a separate report to Joint Highways Board.

6.6 The net costs for approval in this report are therefore £2,935,000 works costs and £280,000 staff costs.

7.0 RISK ASSESSMENTS

7.1 Should the scheme not proceed then the site of concern will not be relieved and pedestrians will remain at a high risk of personal injury whilst crossing the road at the Burley Road/Willow Road/Cardigan Road junction without the aid of signalised pedestrian crossing points.

7.2 Buses would continue to incur the delays they are currently experiencing along this corridor and may not provide service upgrades planned as part of the Local Transport Plan.. Furthermore, any future increases in the general traffic flow would exacerbate delays to public transport undermining service quality and passenger confidence. Without the proposed investments in the infrastructure, operator investment in new "state of the art" vehicles on this corridor would be unlikely to take place. In fact as the general traffic flow increases the delays to public transport are likely to increase.

7.3 During the design process, geotechnical survey work has identified that there are cellars below the verge on which the bus lane is to be constructed. Therefore, the proposals include work to stabilise the cellars with new fill material. There is a risk that additional measures may have to be included, but this will not become evident until site work is underway.

7.4 Should any objections be received to the advertised draft Traffic Regulation Orders then the proposed start on site date maybe delayed dependent upon how quickly the objections can be resolved.

8.0 IMPLICATIONS FOR COUNCIL POLICY AND GOVERNANCE

8.1 Vision for Leeds 2004 – 2020: During consultations for the preparation of the "Vision", improving public transport was identified as the most important priority. One of the eight main themes of the "Vision" is to provide safe, sustainable and effective transport - meeting people's need to get about while affecting the environment as little as possible.

8.2 Corporate Plan 2005 – 2008: Two strategic outcomes identified in the Plan are:
all neighbourhoods are safe, clean, green and well maintained; and

all communities are thriving and harmonious places where people are happy to live.

8.3 Financial Plan 2005 – 2008: Within the Financial Plan, one of the objectives stated is to encourage greater use of public and sustainable modes of transport.

8.4 People Strategy: The proposed measures will provide a benefit for disabled, elderly and less agile members of the community wishing to use the available public transport services. Careful landscape treatment will enhance pedestrian safety.

8.5 Local Transport Plan: These proposals are fully in accordance with the objectives of the Plan. In conjunction with the planned introduction of a Quality Bus Corridor the proposals will ultimately make bus services a more attractive travel choice, thereby encouraging modal transfer from the private car as well as providing existing passengers with a greatly improved service. They will provide the catalyst for complementary operator investment in new vehicles and will contribute to the wider Yorkshire Bus Initiative.

8.6 Environmental Policy: The measures are in line with Aim 6 of the Policy, by introducing measures to encourage alternatives to the private car and improving overall road safety.

9.0 CONSULTATIONS

9.1 Ward Members: Ward Members were consulted during the feasibility and engineering assessment stages, and again at the detailed design stage. No adverse comments have been received at the time of drafting this report.

9.2 Public: A public exhibition was held at the Burley Library and the Burley Lodge Centre in February 2003.

9.3 Emergency Services: The Emergency Services were also consulted during the public Consultation and no adverse comments were received

9.4 Metro (WYPTE): Metro have been involved in the scheme and fully support the proposals. The proposals support the Yorkshire Bus Initiative the prospectus for which has recently been sent to all Members of the Council.

9.5 Further consultations will be carried out as part of the Traffic Regulation Order process. This will include consultation with local residents.

10.0 LEGAL AND RESOURCE IMPLICATIONS

10.1 Funding: The total estimated cost of the Burley Road Integrated Transport Corridor Scheme is £3,925,000 (£3,275,000 works costs and £650,000 staff costs), of which £3,555,000 can be met from the Integrated Transport Parent Scheme 99609 within the approved Capital Programme and is eligible for 100% Government Supported Borrowing (£340,000 staff costs have already been approved). The remaining £370,000 is to be funded by the S278 Developer (£180,000), and the Highway Maintenance Budget 2007/08 (£190,000).

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2005 £000's	FORECAST				
			2005/06 £000's	2006/07 £000's	2007/08 £000's	2008/09 £000's	2009 ON £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	340.0	47.3	73.7	219.0			
OTHER COSTS (7)	0.0						
TOTALS	340.0	47.3	73.7	219.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2005 £000's	FORECAST				
			2005/06 £000's	2006/07 £000's	2007/08 £000's	2008/09 £000's	2009 ON £000's
LAND (1)	0.0						
CONSTRUCTION (3)	2935.0			1000.0	1800.0	135.0	
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	280.0			85.0	180.0	15.0	
OTHER COSTS (7)	0.0						
TOTALS	3215.0	0.0	0.0	1085.0	1980.0	150.0	0.0

Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2005 £000's	FORECAST				
			2005/06 £000's	2006/07 £000's	2007/08 £000's	2008/09 £000's	2009 ON £000's
SUPPORTED CAPITAL EXPENDITURE (R)	3555.0	47.3	73.7	1304.0	1980.0	150.0	
	0.0						
	0.0						
Total Funding	3555.0	47.3	73.7	1304.0	1980.0	150.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

10.2 Staffing: The works involved can be carried out with existing staff resources.

11.0 CONCLUSIONS

11.1 The Burley Road Integrated Transport Corridor scheme is completely in line with the objectives of the Vision for Leeds and the Corporate Plan.

11.2 The Bus Lane element of the scheme has previously been identified as a Quality Bus Corridor in the Local Transport Plan.

11.3 The Burley Road/Willow Road/Cardigan Road Junction element of the scheme has been previously identified as a "Site for Concern", and improvements will increase pedestrian and vehicular safety.

12.0 RECOMMENDATIONS

12.1 The Executive Board is requested to:

- i) approve the Burley Road Integrated Transport Corridor proposal as shown on drawing number HDC/701093/C01 at an estimated total cost of £3,925,000;
- ii) approve expenditure of £3,215,000 comprising £2,935,000 works costs and a further £280,000 staff costs to complete the scheme design. These costs can be met from the Integrated Transport Scheme 99609 within the approved Capital Programme and is eligible for 100% Government Funding; and
- iii) note the previous approval of staff costs of £335,000 to be met from the Integrated Transport Scheme 99609 within the approved Capital programme;
- iv) note the contribution from a developer of £150,000 works cost and £30,000 staff costs for highway works associated with a S278 Agreement;
- v) note the contribution from the 2007/08 Highway Maintenance budget of £190,000; and
- vi) note that a separate report to Joint Highways Board has been approved giving authority to prepare draft Traffic Regulation Orders incurring staff costs of £5,000 which is to be met from the Integrated Transport scheme 99606 within the approved Capital Programme.