



Report of the Chief Officer (Highways and Transportation)

Date: 16 June 2020

**Subject: Local Transport Plan Integrated Programme Bus Hotspots Schemes –
Junction improvement to improve bus reliability at Evanston Avenue/Kirkstall Road**

Capital Scheme Number : 33302

Are specific electoral wards affected? If yes, name(s) of ward(s): Kirkstall	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Has consultation been carried out?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Will the decision be open 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

1. Main issues

- This report seeks permission to progress the design and implementation of a Bus Hotspot scheme which is to be funded from Local Transport Plan funding.
- The highlighted scheme was identified at the Bus Operations and Infrastructure Group which is a regular meeting between bus operators and Leeds Council departments in Highways & Transportation. Concerns about this junction have also been raised by local ward members in the past.
- Delays occur when motorists travelling inbound turn right into Evanston Avenue. The site constraints are such that any vehicle waiting for a suitable gap to make this manoeuvre blocks and prevents vehicles from continuing inbound.
- This report seeks approval to introduce a one way direction of travel on Evanston Avenue from its junction with Cross Evanston Avenue to A65 Kirkstall Road, to prevent turning movements into Evanston Avenue and therefore remove the need for traffic to wait on A65 Kirkstall Road which causes obstruction to the free flow of traffic. The proposal will prevent delays, reduce bus journey times and improving reliability on a major corridor into Leeds.

- The proposal will include changes to the layout of the junction and the introduction of a 'loading only' restriction on Evanston Avenue to assist local commercial premises, as can be seen on the associated drawing TM/21/0480/CON/01.

2. Best Council Plan Implications

- Outcome: Be safe and feel safe. This will increase pedestrian safety by simplifying the vehicle movements and improve walking facilities by increasing the pavement width.
- Outcome: Move around a well-planned city easily. Improving the junction and road design for buses will enable buses to move more efficiently around the city. This will improve pedestrian and cycle movement by simplifying the vehicle movements and improve walking facilities by increasing the pavement width.
- Sustainable Infrastructure: Improving transport connections, safety, reliability and affordability. Improving the junction and road design for buses will enable buses to move more safely, reliably around the city and improve connections.
- Sustainable Infrastructure: Improving air quality, reducing pollution and noise. Improving the junction and road design for buses will encourage greater bus use. Improving pedestrian facilities will encourage more walking,
- Priority: Health and wellbeing - Supporting healthy, physically active lifestyles. Reducing health inequalities and improving the health of the poorest the fastest. Percentage of physically active adults. Improving bus efficiency benefits bus users, particularly the poorest who do not have access to a car. Improving the safety of the junction for pedestrians encourages walking.

3. Resource Implications

- Proposed installation work at the total capital cost of £20,000. This is broken down as £5,000 staff and legal fees, and £15,000 works costs.

Recommendations

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

- i) note the contents of this Report;
- ii) subject to consultations with local ward members, approve the proposed detailed design and implementation of the scheme as shown on the associated drawing TM/21/0480/CON/01;
- iii) request the City Solicitor to advertise a Traffic Regulation Order to make Evanston Avenue one way from Cross Evanston Avenue to A65 Kirkstall Road and to advertise a separate Traffic Regulation Order to introduce a loading only bay within this same section and in the event of there being no valid objections, to make and seal the Orders as appropriate; and

- iv) give approval to spend £20,000 on this scheme, to be funded by the LTP Transport Policy Capital Programme (100% Government grant funding).

1 Purpose of this report

- 1.1 This report seeks approval from the Chief Officer (Highways & Transportation) to progress the detailed design and installation of a scheme as detailed in section 3 which aims to improve journey times, particularly for buses, along the A65 Kirkstall Road by removing delays that occur at the junction of Evanston Avenue.
- 1.2 The report also seeks approval from the Chief Officer (Highways & Transportation) to draft, advertise and, should no valid objections be received, introduce a Traffic Regulation Order to facilitate a one way direction of travel on Evanston Avenue as well as a 'loading only' bay, to assist loading practices for nearby commercial premises.
- 1.3 The report seeks approval to incur £20,000 costs to design and implement the scheme which will be fully funded from the Local Transport Plan Integrated allocation.

2 Background information

- 2.1 The highlighted scheme was identified at the Bus Operations and Infrastructure Group which is a regular meeting between bus operators and Leeds Council departments in Highways & Transportation. Officers have also been contacted by local ward members about this particular junction and their concerns about the delays that occur.
- 2.2 Following the introduction of the segregated cycle lane scheme on Kirkstall Road inbound in 2017, vehicles that had formerly driven into the informal cycle lane to pass stationary traffic waiting make the right turn into Evanston Avenue are now not able to do so. This change has been extremely successful in protecting cyclists and removing conflict that previously occurred, however, it has subsequently resulted in additional traffic queues and delays to bus services along this section.
- 2.3 The scheme aims to reduce bus journey times and improve reliability through the introduction of movement restrictions at the junction.. Kirkstall Road is a major bus corridor, serving on average fifteen bus services per hour into Leeds and there has been significant investment to improve bus efficiency with new bus lanes and infrastructure. This scheme will complement previous investments and build on the benefits for buses. The below table highlights current bus delays and inconsistency in journey time.

		Inbound	(0800-0900)		
Location	year of analysis	min	max	avg	
Evanston Avenue/ A65 junction	2016	4m28	11m23	7m45	(Kirkstall lights to Canal Rd)

Evanston Avenue/ A65 junction	2017 (autumn)	4m50	9m51	7m40	(Kirkstall lights to Canal Rd)
----------------------------------	---------------	------	------	------	-----------------------------------

- 2.4 Further investment is planned on Kirkstall Road with the introduction of the ongoing SCOOT traffic signal equipment upgrade and discussions have taken place to ensure this scheme fits with these future plans.

3 Main issues

- 3.1 To facilitate the improved flow of traffic along A65 Kirkstall Road, thus reducing bus delays, it is proposed to make Evanston Avenue one way from its junction with Cross Evanston Avenue to its junction with A65 Kirkstall Road as can be seen on the associated drawing TM/21/0480/CON/01. This in effect prevents traffic from turning into Evanston Avenue from A65 Kirkstall Road. This will remove the need for vehicles to wait in the carriageway at the point where other traffic cannot safely pass. There is a local alternative route, along the Leeds City Council adopted service road which runs from the access road to Cardigan Fields retail park, to Evanston Avenue and is a controlled signal junction with A65 Kirkstall Road.
- 3.2 To assist in preventing turns into Evanston Avenue from A65 Kirkstall Road against the new one way system, the junction radii shall be realigned to make clear the new arrangement, with associated road marking alterations and 'no entry' signage facing A65 Kirkstall Road.
- 3.3 By preventing both turning movements into Evanston Avenue, this simplifies the junction and will enhance safety for pedestrians and cyclists alike by only having to consider one lane of traffic when wishing to cross this junction.
- 3.4 It is also proposed to introduce a 'loading only' restriction on Evanston Avenue to assist local commercial premises, utilising the additional carriageway space created as a result of the new carriageway movement restriction and junction radii alignment. It is proposed that this restriction is in operation all seven days, 8am to 6pm, however this will be subject to consultation with those local commercial premises to best understand what measure would best suit them.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The highlighted scheme was identified and consulted on at the Bus Operations and Infrastructure Group which is a regular meeting between bus operators, West Yorkshire Combined Authority and the Leeds City Council Highways & Transportation service. Furthermore, Ward Members have approached Officers independently of the aforementioned Group, highlighting concerns regarding traffic flows at this junction and the impact on the wider strategic route and therefore requesting Officers investigate the possibility of improvement measures here.
- 4.1.2 Further consultation will be undertaken with Ward Members, Emergency Services and West Yorkshire Combined Authority on the details following approval of this report. Similarly, consultation will take place with local businesses and residents, as

well as Leeds City Council officers both within Highways and Refuse Services considering the nearby recycling facility. Any unresolved objections to the proposals will be reported back to the Chief Officer in a further report.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 A full Equality, Diversity/ Cohesion and Integration Screening (Appendix A) has been carried out on the proposals and has determined that an impact assessment is not required for the approvals requested. The screening process identified the following impacts:

Positive impacts:

- By preventing the obstructive waiting traffic on A65 and allow a constant inbound traffic flow, disruption to bus services at this point will be removed. Improved bus journey times and reduced delays support Leeds City Council ambition to promote the use of public transport, as well as benefitting those already using the route.
- The one way system and realignment of the junction radii, to create a narrower exit, will be of benefit to pedestrians and cyclists. Pedestrians will benefit through a reduction in time within the live carriageway when crossing the junction mouth. Both pedestrians and cyclists will benefit by having to only consider one direction of vehicular traffic.
- The provision of the loading only restriction will assist in removing current loading practices from the A65 Kirkstall Road, where they are noted to block footways and or the informal cycle lanes, which will be of benefit to pedestrians and cyclists.

Negative impacts:

- By forcing traffic wishing to access Evanston Avenue through the signalised junction with the entrance to Cardigan Fields retail park, there is potential for additional delays. Colleagues in Urban Traffic Management Control have been consulted and are comfortable with the proposals.

4.2 Council policies and the Best Council Plan

4.3.1 Best Council Plan Implications:

- Outcome: Be safe and feel safe. This will increase pedestrian and cycle safety by simplifying the vehicle movements and increasing the pavement width.
- Outcome: Move around a well-planned city easily. Increasing bus service reliability, speed and the accessibility of bus stops improves the ability of bus users to move around.
- Outcome: Enjoy happy, healthy, active lives. Increasing the reliability of bus services would be positive for bus users and potential bus users. Pedestrian and cycle activity will be encouraged by simplifying the vehicle movements at the junction and increasing the pavement width.

- Sustainable Infrastructure: Improving transport connections, safety, reliability and affordability. Increasing the reliability and accessibility of bus services would be positive for bus users and potential bus users. This scheme will increase pedestrian and cycle safety by simplifying the vehicle movements and increasing the pavement width.
- Sustainable Infrastructure: Improving air quality, reducing pollution and noise. Increasing the reliability of bus services is positive as it encourages mode shift from cars to buses.
- Priority: Health and wellbeing - Supporting healthy, physically active lifestyles. Reducing health inequalities and improving the health of the poorest the fastest. Percentage of physically active adults. Increasing the accessibility and reliability of bus services is positive as it encourages active lifestyles, particularly for those without access to a car. This scheme will increase pedestrian and cycle activity by simplifying the vehicle movements and increasing the pavement width.

4.3.2 Climate Emergency: Increasing the accessibility and reliability of bus services is positive as it encourages mode shift from cars to buses.

4.3.3 West Yorkshire Transport Strategy 2040: The schemes contribute to the target of 25% more trips bus by 2027 and the objective of a more reliable, less congested, better connected transport network.

4.3.4 The Leeds Integrated Programme as presented directly supports the aspirations of the Leeds Transport Vision, namely;

- *Prosperous Leeds - A transport system for Leeds that facilitates a prosperous, sustainable economy for the City, the City Region, the North, cementing our long-term economic competitiveness both nationally and internationally.*
- *Liveable Leeds - A transport system which helps Leeds to be a great place to live and work for everyone.*
- *Healthy Leeds - A transport system that has a positive effect on people's health and wellbeing and raises health standards across the city through the promotion of walking and cycling and the reduction of air pollution.*
- *Sustainable Leeds - A transport system that does not harm the environment and will specifically reduce the impacts of air and noise pollution, greenhouse gas emissions and energy consumption.*

4.3.5 Environment Policy: The scheme will be undertaken in accordance with the principles of the Council's Environmental Policy.

4.4 Resources, procurement and value for money

4.4.1 The £20,000 costs of this bus hotspot scheme will be funded from the Local Transport Plan Sustainable and Active Travel allocation. Consultation will take place with stakeholders including the relevant LCC internal departments to ensure value for money. The funding is broken down as £5,000 staff and legal fees, and £15,000 works costs.

Funding Approval :	Capital Section Reference Number :-		33302				
Previous total Authority to Spend on this scheme	TOTAL	TO MARCH 2020	FORECAST				
	£000's	£000's	2019/20	2020/21	2021/22	2022/23	2023 on
			£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 2020	FORECAST				
	£000's	£000's	2019/20	2020/21	2021/22	2022/23	2023 on
			£000's	£000's	£000's	£000's	£000's
LAND (1)	0.0						
CONSTRUCTION (3)	15.0			15.0			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	5.0			5.0			
OTHER COSTS (7)	0.0						
TOTALS	20.0	0.0	0.0	20.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL	TO MARCH 2020	FORECAST				
	£000's	£000's	2019/20	2020/21	2021/22	2022/23	2023 on
			£000's	£000's	£000's	£000's	£000's
LTP Government Grant	20.0			20.0			
Total Funding	20.0	0.0	0.0	20.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

4.5 Legal implications, access to information, and call-in

- 4.5.1 There are no significant legal implications arising from the proposed work. All work will lie within the framework of highways legislation and national and local standards for design where applicable. All other relevant legislation will also be taken into consideration, including environmental legislation, and the duties under the Equalities Act.

4.6 Risk Management

- 4.6.1 Risks will be minimised by consultation with stakeholders including the relevant LCC internal departments.

5 Conclusions

- 5.1 It is recommended to introduce the scheme proposed at the junction of Evanston Avenue with A65 Kirkstall Road, making Evanston Avenue one way from Cross Evanston Avenue to A65 Kirkstall Road with associated carriageway alignment alterations and the provision of a loading only restriction. The measure will remove the current obstructive traffic on A65 Kirkstall Road waiting to turn into Evanston Road, minimising delays to inbound bus services and potential turning conflicts at this point.

6 Recommendations

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

- i) note the contents of this Report;
- ii) subject to consultations with local ward members, approve the proposed detailed design and implementation implementation of the scheme as shown on the associated drawing TM/21/0480/CON/01;
- iii) request the City Solicitor to advertise a Traffic Regulation Order to make Evanston Avenue one way from Cross Evanston Avenue to A65 Kirkstall Road and to advertise a separate Traffic Regulation Order to introduce a loading only bay within this same section and in the event of there being no valid objections, to make and seal the Orders as appropriate; and
- iv) give approval to spend £20,000 on this scheme, to be funded by the LTP Transport Policy Capital Programme (100% Government grant funding).

7 Background Documents

7.1 None

8 Appendices

8.1 EDCI Screening

8.2 Evanston Avenue junction amendments proposal drawing.

Equality, Diversity, Cohesion and Integration Screening

APPENDIX A

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: Highways Services	Service area: Traffic Engineering
Lead person: Jonathan Waters	Contact number: 0113 3787492

1. Title: North West Leeds Bus Hot Spot TRO			
Is this a:			
<input type="checkbox"/>	Strategy / Policy	<input type="checkbox"/>	Service / Function
		<input checked="" type="checkbox"/>	Other
Provision of Traffic Regulation Order			

2. Please provide a brief description of what you are screening
The screening focuses on a report to the Highways and Transportation Board, requesting the authority to introduce a scheme on Evanston Avenue, Kirkstall at its junction with A65 Kirkstall Road, consisting of a one way direction of travel, carriageway alignment alterations and a loading only restriction.

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. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

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 harassment• Advancing equality of opportunity• Fostering good relations		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)**

Consultation will take place with Ward Members, the Emergency Services and West Yorkshire Combined Authority. All comments received from the consultation will be duly considered prior to scheme implementation.

- **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)

4.2.2 Positive impacts:

- By preventing the obstructive waiting traffic on A65 and allow a constant inbound traffic flow, disruption to bus services at this point will be removed. Improved bus journey times and reduced delays support Leeds City Council ambition to promote the use of public transport, as well as benefitting those already using the route.
- The one way system and realignment of the junction radii, to create a narrower exit, will be of benefit to pedestrians and cyclists. Pedestrians will benefit through a reduction in time within the live carriageway when crossing the junction mouth. Both pedestrians and cyclists will benefit by having to only consider one direction of vehicular traffic.
- The provision of the loading only restriction will assist in removing current loading practices from the A65 Kirkstall Road, where they are noted to block footways and or the informal cycle lanes, which will be of benefit to pedestrians and cyclists.

Negative impacts:

- By forcing traffic wishing to access Evanston Avenue through the signalised junction with the entrance to Cardigan Fields retail park, there is potential for additional delays. Colleagues in Urban Traffic Management Control have been consulted and are comfortable with the proposals.

- **Actions**

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

Comments received from members of the public towards the proposals will be duly considered in the design process. Should there be a comment raised that we feel requires accommodation within the scheme and is safe and reasonable to do so, then it shall be done.

Post-scheme implementation monitoring of the site will be carried out. Should there be a need for further works to alleviate post-implementation issues then this will be duly considered at the time.

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
Nick Borrás	Principal Engineer	18/5/2020
Date screening completed		18/5/2020

7. Publishing	
<p>Though all key decisions are required to give due regard to equality the council only publishes those related to Executive Board, Full Council, Key Delegated Decisions or a Significant Operational Decision.</p> <p>A copy of this equality screening should be attached as an appendix to the decision making report:</p> <ul style="list-style-type: none"> • Governance Services will publish those relating to Executive Board and Full Council. • The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions. • A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record. <p>Complete the appropriate section below with the date the report and attached screening was sent:</p>	
For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent:

