

**Report of LPTIP Programme Manager**

**Report to Chief Officer (Highways and Transportation)**

**Date: 18 May 2021**

**Subject: Leeds Public Transport Investment Programme (LPTIP); Bradford to Leeds A647 Bus Priority Corridor; Armley Ridge Road Traffic Regulation Order Objection report**

**Capital Scheme Number: 32771 / BFD / 000**

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

**1. Main issues**

- The Bradford to Leeds A647 Bus Priority Corridor scheme forms part of the Leeds Public Transport Investment Programme (LPTIP), and comprises bus priority measures between the Leeds-Bradford border and Armley Gyratory.
- The proposed scheme as a whole is planned to provide estimated bus journey time savings of 8 minutes inbound in the morning peak, and 7 minutes outbound in the afternoon peak, as well as improving bus journey time reliability.
- Approval for the expenditure of funding from LPTIP for the detail design and construction of the Bradford to Leeds A647 Bus Priority Corridor scheme was granted at the February 2019 Executive Board.
- Following the approval in October 2019 of the preliminary design of the A647 Bus Priority Corridor project by the Chief Officer (Highways & Transportation), a draft Traffic Regulation Order (TRO) was advertised from 6<sup>th</sup> April to 4<sup>th</sup> May 2021, which is required to deliver one element of the project within the Armley ward (specifically, prohibiting left turns into Armley Ridge Road from Stanningley Road).

- The proposed Order will improve safety for cyclists at the Stanningley Road / Armley Ridge Road junction. Appendix C (TRO Plan) shows a plan of the proposed Order, which is also described verbally in Appendix D (TRO Schedule).
- Three objections were received to the proposed Order. Detailed responses were provided to these objections by the scheme lead, however, no objections were withdrawn. This report seeks the approval of the Chief Officer (Highways and Transportation) to consider and overrule the reported 3 objections to the proposed restrictions detailed in Leeds City Council (Traffic Regulation) (Movement Restriction) (No.5) Order 2021.
- Further TRO advertisements relating to other elements of the A647 Bus Priority Corridor project will follow in due course.

## 2. Best Council Plan Implications (click [here](#) for the latest version of the Best Council Plan)

- By improving safety for cyclists on a key radial route, the proposed Traffic Regulation Order (TRO) will facilitate modal shift from private car to bicycle, thus helping to reduce greenhouse gas emissions, improve local air quality, reduce noise and support healthy, physically active lifestyles. This will support the Best Council Plan 2020-2025 priorities for Health & Wellbeing and Sustainable Infrastructure by:
  - i. Improving transport safety and affordability;
  - ii. Improving air quality, reduction pollution and noise; and
  - iii. Supporting healthy, physically active lifestyles.

## 3. Resource Implications

- Resources are in place within Highways & Transportation to manage the delivery of this scheme. The project is being delivered by a delivery partner (BAM+Mott MacDonald), who were procured via a corporate procurement exercise undertaken in 2018.
- The scheme is not anticipated to have significant implications for LCC resources post-construction.

## Recommendations

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

- a) Note the contents of the report;
- b) Consider and over-rule the objections raised to Leeds City Council (Traffic Regulation) (Movement Restriction) (No.5) Order 2021;
- c) Request the City Solicitor to make, seal and implement Leeds City Council (Traffic Regulation) (Movement Restriction) (No.5) Order 2021;
- d) Request the City Solicitor to write to the objectors informing them of the decision taken by the Chief Officer (Highways and Transportation).

## 1. Purpose of this report

- 1.1 This report details the 3 objections received to the proposed TRO prohibiting left turns from Stanningley Road to Armley Ridge Road, as shown in the plan included in Appendix C (TRO Plan).
- 1.2 The Chief Officer (Highways and Transportation) is requested to consider and over-rule the objections received and give approval to the implementation of the movement restrictions, and seal the Traffic Regulation Order as advertised.

## **2. Background information**

- 2.1 In June 2017 the Executive Board approved £15.3m of expenditure to progress LPTIP, including progressing the Bradford to Leeds A647 Bus Priority Corridor scheme to Outline Business Case.
- 2.2 The Outline Business Case for the A647 Bus Priority Corridor scheme was approved in February 2019.
- 2.3 Approval for the expenditure of funding from LPTIP for the detail design and construction of the A647 Bus Priority Corridor scheme was granted at the February 2019 Executive Board.
- 2.4 The Full Business Case for the A647 Bus Priority Corridor scheme was approved in March 2020.
- 2.5 In October 2019, the Chief Officer (Highways & Transportation) granted approval of the preliminary design of the A647 Bus Priority Corridor scheme, and requested that the City Solicitor advertise the draft Traffic Regulation Orders (TROs) required to implement the scheme. A draft Traffic Regulation Order (TRO) was advertised from 6<sup>th</sup> April to 4<sup>th</sup> May 2021, which is required to deliver one element of the project within the Armley ward (specifically, prohibiting left turns into Armley Ridge Road from Stanningley Road). Further TROs pertaining to the remaining elements of the scheme will be advertised in due course. The relevant TRO Schedule is included in Appendix D, and the TRO is shown in plan form in Appendix C.
- 2.6 Three objections were received to the advertised order. Detailed responses were provided to these objections by the scheme lead, however, no objections were withdrawn. This report seeks the approval of the Chief Officer (Highways and Transportation) to consider and overrule the reported 3 objections to the proposed restrictions detailed in Leeds City Council (Traffic Regulation) (Movement Restriction) (No.5) Order 2021.

## **3. Main issues**

- 3.1 Under its current layout, the signalised junction of Armley Ridge Road with Stanningley Road allows vehicles to turn left from Stanningley Road to Armley Ridge Road under the same signal phase as cyclists are able to proceed eastbound on Stanningley Road (although this left turn is currently subjected to a peak period ban, it is allowed outside of peak periods and at the weekend). This is the only signalised junction on the Bradford to Leeds Cycle Superhighway route where cyclists proceeding straight ahead run on the same phase as left turning vehicles.
- 3.2 There have been two road traffic collisions recorded within the past 10 years involving motor vehicles turning left into Armley Ridge Road colliding with eastbound cyclists on Stanningley Road. One collision resulted in a serious injury to the respective cyclist, and the other a slight injury. Whilst the serious injury was sustained prior to the introduction of the Cycle Superhighway segregated cycle facilities, the layout of the junction itself was broadly similar at the time of this incident to the current layout, with an advisory cycle lane passing through the junction on the eastbound carriageway of Stanningley Road. It has therefore been proposed that the left turn be subject to a full ban as part of the A647 Bus Priority Corridor scheme, which will remove the identified conflict and help to prevent further collisions. In addition to protecting existing cyclists, this will help to encourage modal shift from private car to bicycle.
- 3.3 Since the proposal to ban left turns into Armley Ridge Road from Stanningley Road was originally included in the design for the A647 Bus Priority Corridor scheme, another cyclist has been injured in a road traffic collision at this junction. The cyclist was travelling southbound on Armley Ridge Road, and collided with a vehicle turning left from Stanningley Road to Armley Ridge Road, resulting in a slight injury to the cyclist. This occurred in March 2021. The proposed prohibition of the left turn would help to prevent similar collisions from occurring in the future.

- 3.4 The latest figures available from the Department for Transport note that the average value of prevention of casualties in road traffic collisions is £2,029,237 for fatalities, £228,029 for serious injuries and £17,579 for slight injuries. This gives an indication of the value of action taken to prevent future personal-injury road traffic collisions, such as by the implementation of the proposed TRO.
- 3.5 Appendix A of this report, the objections summary table, details the concerns raised in objections to the proposed TRO, alongside Highways' responses to these objections.

## **4. Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 Two rounds of public engagement regarding the A647 Bus Priority Corridor proposals were undertaken in 2018, which included public drop in events, distribution of leaflets, advertisement in online and printed media and engagement with various local interest and community groups. The outcomes of this consultation exercise are detailed in Background Document 7.1 (REPORT LPTIP Bradford to Leeds A647 Bus Priority Corridor).
- 4.1.2 The consultation undertaken in 2018 also included meetings with residents of Stanningley Road, at which the proposal to ban left turns into Armley Ridge Road was discussed. Residents were unhappy with this proposal due to the associated diversions, and the inconvenience for journeys from these houses proceeding towards Kirkstall via Armley Ridge Road. These journeys will be diverted via the existing u-turn facility immediately west of Armley Ridge Road, and then via Cockshott Lane, which will add around 180 metres to these journeys.
- 4.1.3 The plans were presented to the City Connect Advisory Group (CCAG) and Cycle Forum during 2018 and 2019, both of whom were supportive of the proposals overall, and made no specific comments regarding the proposal to ban turns into Armley Ridge Road.
- 4.1.4 Emergency services were provided with plans for the A647 Bus Priority Corridor scheme in June 2019, including the proposal to ban left turns into Armley Ridge Road. No adverse comments were received.
- 4.1.5 The Local Ward Members (Armley) are generally supportive of the A647 Bus Priority Corridor scheme and have been briefed on the proposals several times, most recently in October 2020. They have raised no adverse comments to the proposed Traffic Regulation Order.
- 4.1.6 Engagement with the Executive Member with responsibility for transport has been undertaken throughout the development of the A647 Bus Priority Corridor scheme.
- 4.1.7 The preliminary designs for the A647 Bus Priority Corridor scheme were shared with the bus operator First in December 2018, with representatives of First attending a further briefing session in April 2019. First have stated that they fully support the LPTIP proposals for the A647 Bus Priority Corridor. A second bus operator, CT Plus, began operating services traversing the Armley Road / Ledgard Way junction in summer 2019, have since been briefed on the proposals, and have raised no objections.
- 4.1.8 In February 2021, letters were delivered to the residents on Stanningley Road, Gotts Park Avenue and Armley Ridge Road who would be most directly impacted by the proposal to ban the left turn from Stanningley Road to Armley Ridge Road (residents on Gotts Park Avenue were included as this street is on some of the diversion routes, which are detailed in Table 1). These letters highlighted our intention to advertise the relevant TRO, and gave recipients an opportunity to comment on the proposal. Responses were received from 11 residents, with the key issues raised being as follows:
- One resident commented that because there is a peak time ban already applied to the left turn, the proposed Order will not notably improve peak flow or safety. The project team notes in response to this that there are relatively small numbers of vehicles making this left

turn as a result of the peak time ban, and it is significant within this context that there have been three cyclists injured in road traffic collisions involving vehicles turning left into Armley Ridge Road within the past 10 years. This is the only signalised junction on the City Connect Bradford to Leeds route at which cyclists proceed under the same phase as left turning motor vehicles, and it is clear that addressing this issue will reduce the likelihood of conflict between cyclists and motor vehicles here.

- One resident suggested that the previous collisions involving injury to cyclists are not the fault of the form of the junction, rather they are due to poor driving. The project team notes in response that whilst the majority of road traffic collisions involve driver error, the layout of a junction has an influence on its safety. It is clear that banning the left turn will reduce the likelihood of conflict between cyclists and motor vehicles here.
- Two residents have suggested that the safety issue could better be addressed by allowing eastbound cyclists to proceed under a separate signal stage from cars turning left. However, amending the signal staging in this way would reduce the capacity of the junction for all movements, increasing queuing on the approaches and increasing delays for all modes. It is therefore considered that the most appropriate way to address the safety issue here is to ban the left turn.
- One resident suggested that the u-turn manoeuvres on Stanningley Road associated with the diversion routes will create more congestion on Stanningley Road. However, given that the number of vehicles affected by the proposed ban is very small (around 24 vehicles make this left turn between 7am and 7pm on a typical day), and that there are u-turn facilities available immediately west of Armley Ridge Road and at the Moorfield Road junction, it is very unlikely that the additional vehicles undertaking u-turns on Stanningley Road would block other traffic on Stanningley Road. The proposed left turn ban is therefore not expected to cause a worsening of congestion on Stanningley Road. Traffic modelling undertaken in support of this scheme has shown that the Armley Ridge Road junction will operate within capacity, and that the A647 Bus Priority Corridor project as a whole will reduce journey times for eastbound vehicles on Stanningley Road.
- Six residents have stated that Gotts Park Avenue experiences issues with speeding and is used as a rat run, and have expressed concerns that this scheme will worsen conditions here. Some of these residents have also suggested that traffic calming should be implemented on Gotts Park Avenue to address this. In response, the project team notes that only around 24 vehicles make the left turn into Armley Ridge Road between 7am and 7pm on a typical day. The impact on levels of traffic on Gotts Park Avenue would therefore be very small, even if all of the affected vehicles re-routed via Gotts Park Avenue. In practice, some of these vehicles will use alternative routes, such as performing a u-turn at the Moorfield Road junction before turning right into Armley Ridge Road. Vehicles will not be directed via Gotts Park Avenue, but rather will find the routes most convenient for their journeys. Additionally, a traffic speed and volume survey was undertaken on Gotts Park Avenue in 2018. The survey found that traffic volumes here were low, and that speeds were not sufficiently high to justify the introduction of traffic calming measures. It is therefore considered that there is no justification for implementing traffic calming measures on Gotts Park Avenue as part of these proposals.
- Two residents have suggested that traffic should not be directed via Gotts Park Avenue as a result of the proposed banned left turn, rather it should be directed to use the one of the existing u-turn facilities on Stanningley Road before turning right into Armley Ridge Road or Cockshott Lane. In response, the project team notes that vehicles will not be directed via Gotts Park Avenue, but rather will find the routes most convenient for their journeys. In many cases, the most convenient routes will avoid Gotts Park Avenue.
- Two residents suggested that given the small number of vehicles making the left turn into Armley Ridge Road, the safety issue may be considered minor, and therefore the left turn ban is not justified. In response, the project team notes the small number of vehicles

making the turn at present, but it is considered significant that there have been three cyclists injured in road traffic collisions involving vehicles turning left into Armley Ridge Road within the past 10 years, within the context of the small number of vehicles currently making this turn.

- One resident suggested that conflict between cyclists and left turning motor vehicles exists at all junctions, and is not a justification for banning a left turn. In response, the project team notes that the accident record at this junction indicates an issue with conflict between eastbound cyclists and left turning motor vehicles, which is not the case at all junctions. Additionally, this is a signalised junction, at which vehicles wishing to turn left into Armley Ridge Road move under the same phase as eastbound cyclists. The fact that motorists are making the left turn under signal control may lead in some instances to drivers neglecting to properly appreciate the need to be alert to the possibility of coming into conflict with eastbound cyclists. This potential for conflict is borne out by the occurrence of the two collisions highlighted.
- One resident stated that cyclists are regularly observed contravening the Highway Code in this location, that the cyclists are likely to have been at fault in relation to the two collisions between left turning motor vehicles and eastbound cyclists, and that therefore action to protect cyclists at this junction is not justified. In response, the project team note that the police reports for the 2 collisions highlighted indicate that the respective motorists were at fault in each case. Regardless of who was at fault, the accident record suggests that there is a safety issue which justifies intervention. The comments regarding cyclist behaviour have been passed on to West Yorkshire Police for their consideration.
- One resident expressed support for the proposal on the basis of its benefits in terms of safety for cyclists.

Table 1. Diversion routes and impact on journey length for journeys impacted by banned left turn from Stanningley Road to Armley Ridge Road.

<b>Origin</b>	<b>Destination</b>	<b>Shortest diversion route</b>	<b>Increase in journey length</b>
Stanningley Road, west of Cockshott Lane	Armley Ridge Road, south of Gotts Park Avenue	Turn left onto Cockshott Lane, turn right onto Gotts Park Avenue, turn right onto Armley Ridge Road	Maximum 250 metre increase
Stanningley Road, west of Cockshott Lane	Armley Ridge Road, north of Gotts Park Avenue	Turn left onto Cockshott Lane, turn right onto Gotts Park Avenue, turn left onto Armley Ridge Road  OR  Turn left onto Cockshott Lane, then turn right on Armley Ridge Rd	Diversion routes are shorter
Stanningley Road, east of Cockshott Lane	Armley Ridge Road, south of Gotts Park Avenue	Perform u-turn at Moorfield Road junction, turn right onto Armley Ridge Road	Diversion route is 700 metres longer

Stanningley Road, east of Cockshott Lane	Armley Ridge Road, north of Gotts Park Avenue	Perform u-turn at Moorfield Road junction, turn right onto Armley Ridge Road	Diversion route is 700 metres longer
Stanningley Road, east of Cockshott Lane	Armley Ridge Road, north of Cockshott Lane	Perform u-turn at the existing facility immediately west of Armley Ridge Road, then turn right at Cockshott Lane, before proceeding on to Armley Ridge Road	Diversion route is 180 metres longer

4.1.9 Following this informal round of consultation, the TRO was advertised on 6<sup>th</sup> April 2021, through notices placed in newspapers and on streetlights in the affected area. The Freight Transport Association and The Road Haulage Association were informed of the advertised Order, and made no adverse comments. Those responding to the preceding letter distribution were contacted directly to inform them that the advertisement period had begun. The objections received to the advertised TRO, and the responses from the project team, are summarised in Appendix A.

## **4.2 Equality and diversity / cohesion and integration**

4.2.1 By improving safety for cyclists on this key arterial route, this proposal will protect existing cyclists from risk of injury, and will help to facilitate modal shift to cycling, from other less sustainable, and less active modes of travel. The proposal will therefore help to reduce greenhouse gas emissions and noise, and to improve local air quality.

4.2.2 By improving the safety of non-car modes of transport, the proposal will improve transport provision for those unable to afford car ownership.

4.2.3 Banning the left turn will require some journeys to be diverted which will cause inconvenience for some drivers. However, the number of journeys affected will be very small, as highlighted in paragraph 4.1.8, and suitable alternative routes are available, as set out in Table 1.

4.2.4 A full Equality, Diversity, Cohesion & Inclusion Screening is included in Appendix B.

## **4.3 Council policies and the Best Council Plan**

4.3.1 The anticipated benefits of using the £183.3m LPTIP to create improvements to the Leeds transport network has the potential to contribute to the vision for Leeds 2030 to be the best city in the UK, and the following best Council Priorities:

- Inclusive Growth (Supporting growth and investment helping everyone benefit from the economy to their full potential)
- 21st Century Infrastructure (Improving transport connections, safety, reliability and affordability)
- Child-friendly city (Supporting all children and young people to reach their potential).

4.3.2 The strategy also contributes to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport Plan 3, WYCA Transport Strategy, and Strategic Economic Plan.

4.3.3 The proposed A647 Bus Priority Corridor scheme, which the TRO outlined in this report is required to implement, fits within the Best Council Plan strategic aims to promote

sustainable and inclusive economic growth by improving the economic wellbeing of local people and businesses and the 2018/19 Best Council Plan priorities on 'Low carbon' and 'Transport and infrastructure'.

### Climate Emergency

- 4.3.4 In March 2019 the Council declared a Climate Emergency with the key target of reducing greenhouse gas emissions in Leeds District. As of 2015, Transport contributes one third of Leeds' greenhouse gas emissions.
- 4.3.5 By delivering a significant reduction in bus journey times, and improved journey time reliability, the A647 Bus Priority Corridor scheme is expected to generate modal shift from private car to bus. The proposals also improve cycling infrastructure at key locations on the corridor, which will generate further modal shift away from private car. This will result in a reduction in greenhouse gas emissions, and an improvement in local air quality, as journeys are transferred to less polluting modes. The TROs to which this report relates are required in order to implement the A647 Bus Priority Corridor scheme.
- 4.3.6 An assessment undertaken in support of the Full Business Case + Target Cost for the A647 Bus Priority Corridor predicted that the scheme would take 348,752 car kilometres off the network per year as a result of modal switch from car to bus.
- 4.3.7 With the expected growth in the Leeds economy and tens of thousands of new houses, additional people moving capacity must be created on the city's highway network. Buses offer a cost and energy efficient means to provide this extra capacity. Well-designed bus priority schemes offer the potential for significant journey time savings and reliability improvements with minimal impact on other road users.
- 4.3.8 Continued reliance on car trips at the same rates as present will only generate more congestion, more emissions and reduce air quality. Providing capacity increases for general traffic within the main urban area of Leeds is not feasible or desirable due to land, environmental and social impacts.
- 4.3.9 The A647 Bus Priority Corridor scheme as a 'stand-alone' scheme offers real improvements for users of the buses on this corridor. As part of a full LPTIP package it contributes to a step-change in the city's public transport offer and move towards the aim of a carbon neutral city by 2030.
- 4.3.10 By improving safety for cyclists on this key arterial route, the proposed TRO detailed in Appendices C (TRO Plan) and D (TRO Schedule) will protect existing cyclists from risk of injury at the Armley Ridge Road / Stanningley Road junction. This will help to facilitate modal shift to cycling, from other less sustainable, and less active modes of travel. The proposal will therefore help to reduce greenhouse gas emissions and noise, and to improve local air quality.

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

- 4.4.1 The funding approvals requested in this report are to be allocated from the Leeds Public Transport Investment Programme which currently stands at £183.3m from contributions from the DfT (£173.5m), LCC (£8.8m) and WYCA (£0.97m) as previously approved by Executive Board. Construction will progress when necessary funds have been allocated. Further funding approvals will be required from the Combined Authority for spend from the LPTIP in line with the programme assurance framework agreed with the DfT.
- 4.4.2 The final cost of the A647 Bus Priority Corridor as estimated at the Full Business Case + Target Cost submission was £19.66m. The spend profile is anticipated to mostly fall in the 2020/21 and 2021/22 financial years.

- 4.4.3 Delivery of the scheme is to be undertaken by the Council's delivery partner appointed by a competitive procurement process completed in 2018.
- 4.4.4 The scheme is not anticipated to have significant implications for LCC resources post-construction.

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

- 4.5.1 This report is not eligible for call-in, as it does not require a decision to be made on the spending of LCC funds. There are no specific legal implications arising from this report.

#### **4.6 Risk management**

- 4.6.1 The LPTIP contributes to the progression of the Council's interim Transport Strategy and the West Yorkshire Transport Strategy. If the programme is not implemented or is delayed this will adversely affect the benefits of these strategies.
- 4.6.2 The schemes will be assured through the WYCA framework set up for the West Yorkshire Transport Fund, already approved by the Department for Transport. Progression through this assurance process in a timely manner is necessary in order to avoid delays to the overall programme delivery.
- 4.6.3 A Programme Board has been established to manage delivery of the Programme with Package Boards responsible for each package. Risks are actively managed through these Boards.

### **5. Conclusions**

- 5.1 Leeds is a successful city and its economy continues to grow. Improving the existing transport network is an important enabler helping Leeds to be a prosperous, liveable and healthy city. Accordingly, the £173.5m funding allocated from DfT added to local funding creates an opportunity to deliver £270m of improvements to public transport in Leeds in the short to medium term. These will include a transformation of the bus network, plans for new rail stations at key employment growth locations, and delivery of world class city centre gateways, paving the way for ambitious longer-term plans emerging through the Leeds Transport Strategy.
- 5.2 The advertised TRO to which this report relates is required in order to implement the A647 Bus Priority Corridor project. This project is an important part of the LPTIP and will make a significant contribution to the quality of life of people living, working in and visiting the city and contribute to its on-going growth and economic success.

### **6. Recommendations**

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

- i) Note the contents of the report;
- ii) Consider and over-rule the objections raised to Leeds City Council (Traffic Regulation) (Movement Restriction) (No.5) Order 2021;
- iii) Request the City Solicitor to make, seal and implement Leeds City Council (Traffic Regulation) (Movement Restriction) (No.5) Order 2021;
- iv) Request the City Solicitor to write to the objectors informing them of the decision taken by the Chief Officer (Highways and Transportation).

## **7. Background documents**

7.1 REPORT LPTIP Bradford to Leeds A647 Bus Priority Corridor

## **8. Appendices**

8.1 Appendix A – Summary of objections to proposed Traffic Regulation Order

8.2 Appendix B – Equality, Diversity, Cohesion and Integration Screening

8.3 Appendix C – TRO Plan

8.4 Appendix D – TRO Schedule

**APPENDIX A**

**SUMMARY OF OBJECTIONS TO PROPOSED TRAFFIC REGULATION ORDER**

**Leeds City Council (Traffic Regulation) (Movement Restriction) (No.5) Order 2021**

The following table summarises the objections received to the advertised Traffic Regulation Order. The third column of the Table lists the identification number(s) of the objector(s) making each specific objection. Each of the objections were made by individual residents.

Number	Summary of objection	Highways response	Objection no. comments within
1	That Gotts Park Avenue experiences issues with speeding and is used as a rat run, and that this scheme will worsen conditions here. Traffic calming should be implemented on Gotts Park Avenue to address this.	The project team notes that only around 24 vehicles make the left turn into Armley Ridge Road between 7am and 7pm on a typical day. The impact on levels of traffic on Gotts Park Avenue would therefore be very small, even if all of the affected vehicles re-routed via Gotts Park Avenue. In practice, some of these vehicles will use alternative routes highlighted in Table 1 of the main report, such as performing a u-turn at the Moorfield Road junction before turning right into Armley Ridge Road, as these routes will be shorter for many journeys. Vehicles will not be directed via Gotts Park Avenue, but rather will find the routes most convenient for their journeys. Additionally, a traffic speed and volume survey was undertaken on Gotts Park Avenue in 2018. The survey found that traffic volumes here were low, and that speeds were not sufficiently high to justify the introduction of traffic calming measures. It is therefore considered that there is no justification for implementing traffic calming measures on Gotts Park Avenue as part of these proposals. Nevertheless, speed and volume surveys will be undertaken on Gotts Park Avenue following the implementation of this proposal, and an assessment made at this stage as to whether further remedial measures are required.	1
2	That the cyclists are likely to have been at fault in relation to the two highlighted collisions between eastbound cyclists and left turning motor vehicles, and that therefore action to protect cyclists at this junction is not justified.	The project team note that the police reports for the 2 collisions highlighted indicate that the respective motorists were at fault in each case. Regardless of who was at fault, the accident record, in conjunction with the low volume of vehicles currently making the relevant left turn, suggests that there is a safety issue which justifies intervention. The comments regarding cyclist behaviour have been passed on to West Yorkshire Police.	2
3	That speeding is a major issue on Stanningley Road, with numerous associated collisions, including fatalities, and that this should be the focus of any efforts to improve road safety in the area, rather than the proposed Order. Additionally, that speed	This issue has been discussed with colleagues in the Traffic Engineering team. The Council is aware of the issues with speeding on Stanningley Road, but as an individual local authority, does not have the power to introduce fixed speed cameras, and must gain the approval of the West Yorkshire Casualty Prevention Partnership (WYCPP) in order to do so. Any application to install fixed speed	2, 3

	cameras should be introduced to address the issue with speeding.	cameras is judged against a set of criteria defined by the WYCPP. The A647 Stanningley Road was assessed against these criteria in late 2019, with the assessment indicating that the criteria for installation of fixed cameras were not met. As an alternative, the Council has installed mobile speed enforcement bays on the A647, which have allowed police mobile camera vans to capture over 1,700 speeding offences in this location between July 2020 and May 2021. This is a proactive response to the speeding issues here, and the number of offences captured demonstrates that there is a strong enforcement presence. Surveys carried out since enforcement began have found mean speeds below the posted limit. LCC is committed to tackling this issue, and will continue to monitor the situation.	
4	That cyclists are regularly observed cycling on the footway on this section of Stanningley Road, and in both directions within the Cycle Superhighway, causing conflict with pedestrians. Also that cyclists regularly disobey traffic signals in this location. One objector has reported that there have been collisions between cyclists and pedestrians in this location since the implementation of the Cycle Superhighway, as well as instances of cyclists assaulting and verbally abusing local residents.	The project team note that a 'before and after' survey conducted in support of the Cycle Superhighway project on the A647 suggests that less cyclists use the footway since the introduction of the Cycle Superhighway. Additionally, the layout in this location provides clear delineation between cycle lane and footway. The comments regarding cyclist behaviour have been passed on to West Yorkshire Police for their consideration, as the Council does not have the authority to enforce footway cycling, contravention of traffic signals or violent/abusive behaviour of cyclists. There is no reason to believe that banning left turns into Armley Ridge Road will increase the likelihood of dangerous, abusive or violent behaviour by cyclists. There have been no recorded personal-injury road traffic collisions in this location involving collision between pedestrians and cyclists since the introduction of the Cycle Superhighway, but it is acknowledged that these incidents may often not be reported to the police.	2, 3
5	That the proposed eastbound bus lane on Stanningley Road will worsen congestion and increase pollution.	It is noted that this objection does not relate directly to the proposed Order. Nevertheless, it is appreciated that some residents are concerned about how the proposal to convert the Stanningley Road High Occupancy Vehicle lane to a bus lane will impact general traffic. This issue has previously been discussed at meetings held with residents of Stanningley Road, at which the likely impacts of the proposals have been explained. The proposal to convert the HOV lane to a bus lane needs to be considered within the context of the A647 corridor as a whole, where the key constraint for eastbound traffic on Stanningley Road is the Ledgard Way junction itself. The A647 Bus	2, 3

		<p>Priority Corridor scheme includes a reconfiguration of the Stanningley Road / Ledgard Way junction, which will help to increase its capacity. By increasing its capacity, the project is expected to reduce average journey times for eastbound traffic on Stanningley Road by around 3 minutes in the morning peak period. The provision of a bus lane on Stanningley Road will also encourage modal shift from car to bus, thereby reducing transport related emissions.</p> <p>The impacts of this project in terms of journey times for eastbound vehicles on Stanningley Road and air quality on Stanningley Road will be monitored post-implementation, and will be compared with data for the period prior to implementation.</p>	
6	<p>That banning the left turn into Armley Ridge Road will cause inconvenience to those affected, and increase fuel consumption as a result of the associated diversion.</p>	<p>It is appreciated that some residents are concerned about the inconvenience caused by the proposal to ban the left turn into Armley Ridge Road. However, there are alternative routes available with modest increases in journey length, as detailed in Table 1 of the main report. For example, for residents on Stanningley Road wishing to travel towards Kirkstall, diverting via the u-turn facility west of Armley Ridge Road, before turning right into Cockshott Lane, results in a journey only 180 metres longer than would be achieved by turning left into Armley Ridge Road. In addition, the proposal will make cycling in this area safer, thus facilitating modal shift from car to bike, and has the potential to reduce car use, and therefore reduce emissions as a result.</p> <p>The A647 Bus Priority Corridor project as a whole is expected to significantly reduce bus journey times and improve bus reliability, thereby creating modal shift from private car to bus, with benefits in terms of reduced greenhouse gas emissions.</p>	2, 3
7	<p>That the Statement of Reason for the proposed Order is incorrect, as the proposed Order will not improve the amenities of the area, rather it will cause inconvenience due to the diversions associated with the banned left turn.</p>	<p>It is appreciated that some residents are concerned about the inconvenience of the diversions associated with the proposed banned turn. Overall, however, the project team is satisfied that the proposal does represent an improvement of amenity, by improving cycle facilities and road safety, and would also highlight that suitable alternative routes are available for the small number of drivers inconvenienced by the banned left turn.</p> <p>Banning the left turn will also enable the footway on the northwest corner of the Armley Ridge Road junction to be expanded, thus</p>	

		<p>creating more space for pedestrians and reducing crossing distance for pedestrians crossing Armley Ridge Road. Pedestrians will also experience shorter wait times at this crossing, as the crossing will be able to run at the same time as eastbound vehicular movements on Stanningley Road. This will improve the amenity for pedestrians in this area.</p> <p>If the left turn were not to be banned, it would be necessary to reconfigure the junction to allow eastbound cyclists to proceed under a separate signal phase from vehicles turning left into Armley Ridge Road, in order to reduce the likelihood of further collisions. This would reduce the capacity of the junction and thereby increase delays for all modes, and would reduce the benefits of the A647 Bus Priority Corridor proposals for buses, thereby reducing amenity.</p>	
8	That local residents should be exempted from the banned left turn, so that they are not inconvenienced.	<p>It is acknowledged that the proposed banned left turn will cause some inconvenience for residents. However, there are alternative routes available with fairly small increases in journey length, as noted under item 6. It would also be unsafe to exempt residents from the proposed banned left turn. If the ban is to be implemented, the signal staging at this junction would be amended so as to be consistent with this, for example with eastbound vehicles on Stanningley Road running at the same time as the pedestrian crossing of Armley Road. Allowing some vehicles to turn left here would put them in conflict with pedestrians using this crossing, as well as with eastbound cyclists, who would not be expecting vehicles to turn left into Armley Ridge Road.</p> <p>In addition, noting that prohibited turns cannot be enforced by cameras, exempting some vehicles from the prohibition would make it very difficult to enforce, and could encourage non-exempt drivers to follow the example of residents and undertake the prohibited turn.</p>	3
9	That local residents should be granted access to the proposed eastbound bus lane on Stanningley Road, as residents will otherwise be inconvenienced by having to queue with general traffic and will waste fuel and increase pollution as a result.	<p>It is noted that this comment does not relate directly to the proposed Order. Nevertheless, the project team would suggest that allowing residents to use the proposed bus lane would undermine its purpose. Bus lanes are effective where they provide an advantage to bus users, over and above private cars, as this helps to encourage people to use the bus rather than a private car. Allowing private cars to use the bus lane undermines this, firstly by negating the advantage of switching from car to bus, and secondly by potentially creating conditions where</p>	3

		<p>buses could experience delays within the bus lane, due to the presence of private cars within this lane. Allowing a select group of private cars to use the bus lane therefore undermines the purpose of the bus lane. The sight of a small group of exempt vehicles using the bus lane could also encourage drivers in general to use the bus lane illegally.</p> <p>More broadly, the A647 Bus Priority Corridor is expected to take 348,752 car kilometres off the network each year as a result of modal shift from car to bus, with the Stanningley Road bus lane being one of the key elements of bus priority driving this outcome.</p> <p>In addition, as highlighted in response to item 5, the A647 Bus Priority Corridor project will reduce journey times for eastbound vehicles on Stanningley Road, and will also reduce transport-related greenhouse gas emissions by encouraging modal shift away from private car.</p>	
10	That the occurrence of two collisions in 10 years between left turning motor vehicles and eastbound cyclists is not sufficient justification for the proposed Order.	Each road safety issue needs to be considered within its own context. The occurrence over a ten year period of two recorded personal-injury road traffic collisions between left turning motor vehicles and eastbound cyclists, supports the view that there is a road safety issue at the Stanningley Road / Armley Ridge Road junction. This view is strengthened by the fact that these collisions have occurred in the context of a peak period ban already being applied to this left turn, and the number of vehicles making this turn in a typical day being small as a result. The proposal to ban the left turn will help to address this safety issue.	3
11	That the identified safety issue could better be resolved by amending the phasing of the junction to allow eastbound cyclists to proceed under a separate phase from left turning motor vehicles.	Allowing eastbound cyclists to proceed under a separate signal stage from motor vehicles turning left would reduce the capacity of the junction for all movements, increasing queuing on the approaches and increasing delays for all modes. In particular, vehicles in the nearside lane (including buses) would need to be held at a red signal during the phase in which cyclists were allowed to proceed eastwards, and vice versa. This would reduce the benefits of the A647 Bus Priority Corridor scheme for buses and cyclists. It is therefore considered that the most appropriate way to address the safety issue here is to ban the left turn.	3
12	That the Cycle Superhighway project impacted on parking for residents of	It is noted that this comment does not relate directly to the proposed Order. Additionally, the A647 Bus Priority Corridor project will not	3

	<p>Stanningley Road, and that, whereas accommodations were made to provide parking for Helen Sykes clothes shop on the opposite side of Stanningley Road, no equivalent accommodations were made for residents.</p>	<p>reduce availability of parking on the section of Stanningley Road between Cockshott Lane and Armley Ridge Road. It is also noted that the frontagers on this section of Stanningley Road have off-street parking provision.</p>	
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**APPENDIX B**  
**Equality, Diversity, Cohesion and Integration Screening**



## 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 or 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:</b> Morgan Tatchell-Evans	<b>Contact number:</b> 0113 378 3655

### 1. Title: Connecting Leeds: A647 Bus Priority Corridor (Pudsey to City centre)

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify

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

The A647 Bus Priority Corridor scheme will deliver improvements to bus journey times and reliability on the A647, through the provision of new bus lanes, junction improvements and signals upgrades between the Leeds-Bradford border and Armley Gyratory. The scheme as a whole has been subject to a separate EDCI screening, which found that no impact assessment was required. The present screening document relates only to the proposal to introduce a Traffic Regulation Order banning left turns into Armley Ridge Road from Stanningley Road. Note that this turn is already subject to a peak period ban, but that this is proposed to be replaced with a 24 hour ban.

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

All the council's strategies and policies, service and functions affect service users, employees or the wider community – city wide or more local. These will also have a greater or 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"> <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).
<ul style="list-style-type: none"> <li>• <b>How have you considered equality, diversity, cohesion and integration?</b> (<b>think about</b> 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)</li> </ul> <p>A three month Transport conversation in the Autumn of 2016, generated 8,169 questionnaire responses, (along with feedback from 100 workshops, meetings and presentations) demonstrating a keen interest in engaging with the city on issues of transport, both now and in the longer term. The results of the Transport Conversation show a potential differential impact on women, older people and disabled people;</p>

potentially also on BME.

The Connecting Leeds Programme was developed from the Leeds Transport Conversation and extensive engagement with a wide range of groups such as Voluntary Action Leeds, Child Friendly Leeds, BME Hub, Disability Hub, LGBT Hub, Leeds Society for the Deaf and Blind, Physical and Sensory Impairment (PSI) Network, Womens' Live Leeds, Elderly Action groups and various groups representing accessibility and usability.

Leeds Involving People (LIP) are a key partner in ensuring that seldom heard groups are involved in shaping a transport strategy for Leeds that's inclusive and meets the needs of individuals, communities and the city. Through their involvement we have undertaken multiple Seldom Heard Group workshops throughout 2018 as part of the overall Connecting Leeds proposals.

Previous engagement on the A647 Bus Corridor Improvements project has included six public exhibitions, as part of phase 1 of LPTIP public consultation:

- 21<sup>st</sup> February 2018 – Bramley Community Centre, Bramley
- 24<sup>th</sup> February 2018 – Armley Leisure Centre, Armley
- 27<sup>th</sup> February 2018 – Pudsey Civic Hall, Pudsey
- 19<sup>th</sup> March 2018 – Armley Leisure Centre, Armley
- 21<sup>st</sup> March 2018 – Bramley Community Centre, Bramley
- 24<sup>th</sup> March 2018 – St James Parish Centre, Bramley

A further three A647 specific public exhibitions were held during the phase 2 LPTIP consultation as follows:

- 15<sup>th</sup> November 2018 – St Johns Methodist Church, Stanningley Road
- 17<sup>th</sup> November 2018 – Wesley Chapel, Armley
- 26<sup>th</sup> November 2018 – Pudsey Civic Hall

We have also engaged with community groups as follows:

Presentation and questions and answers session for a community group focused on older people	Bramley Lawn Community Centre
Presentation and questions and answers session at Mother and Baby Group	St James' Hall
Meeting with small group of A647 Stanningley Road residents	Armley One Stop
Presentation to the Stanningley Leeds baby and toddler's groups	St Thomas, Town Street, Stanningley

The following measures have been undertaken across all LPTIP projects during 2018 to promote engagement:

- Materials have been offered in braille and audio format. Where appropriate British sign language and other interpreters have been present at meetings to aid communications.
- Events have been marketed using a range of printed media (YEP), leaflets, flyers, posters (including on buses) and social media/e-newsletters.
- A dedicated email address and telephone line has been established to handle comments and enquiries.

- The materials provided feature large easy to read text and a use of symbols and colour schemes to help highlight the issues and opportunities.
- An interactive online engagement portal (Commonplace) has been created to collect contributions via tablets, PC's and smartphones.

Further stakeholder engagement has been undertaken during 2021 in relation to the proposal to ban left turns into Armley Ridge Road from Stanningley Road. This has involved distribution of letters to the residents most directly impacted by the proposal, and the posting of notices on streetlights in the area advertising the proposed Traffic Regulation Order.

As part of the scheme development process engineers and planners have applied the relevant DfT guidance and experience from previous Leeds projects (such as City Connect). The proposals will seek to promote social inclusion, social mobility, and accessibility and help create a transport system which benefits all in society.

- **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 key positive impact of the proposal will be to improve safety for cyclists at the Stanningley Road / Armley Ridge Road junction, by avoiding conflict between eastbound cyclists and left turning motor vehicles. This will improve access to opportunities for non-car owners, who are more likely to experience economic deprivation.

Potential negative impacts:

Banning the left turn will require some journeys to be diverted which will cause inconvenience for some drivers. However, the number of journeys affected will be very small – surveys indicated that only around 24 vehicles make the left turn into Armley Ridge Road between 7am and 7pm on a typical day. Suitable alternative routes are available, with fairly small associated increases in journey length. Those impacted will predominantly be car owners, who are less likely to experience economic deprivation.

- **Actions**

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

Extensive stakeholder engagement has been undertaken through the design process for this project, and this has helped to inform the designs, maximising the benefits and minimising the disbenefits. This engagement will continue as the project progresses through the construction phase.

**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:	
Date to complete your impact assessment	
Lead person for your impact assessment	

(Include name and job title)	
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<b>6. Governance, ownership and approval</b> Please state here who has approved the actions and outcomes of the screening		
<b>Name</b>	<b>Job title</b>	<b>Date</b>
John White	LPTIP Bus Infrastructure Programme Manager	5 <sup>th</sup> May 2021
<b>Date screening completed</b>		5 <sup>th</sup> May 2021

<b>7. Publishing</b>	
Though <b>all</b> key decisions are required to give due regard to equality the council <b>only</b> publishes those related to <b>Executive Board, Full Council, Key Delegated Decisions</b> or a <b>Significant Operational Decision</b> .	
A copy of this equality screening should be attached as an appendix to the decision making report:	
<ul style="list-style-type: none"><li>• Governance Services will publish those relating to Executive Board and Full Council.</li><li>• The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.</li><li>• A copy of all other equality screenings that are not to be published should be sent to <a href="mailto:equalityteam@leeds.gov.uk">equalityteam@leeds.gov.uk</a> for record.</li></ul>	
Complete the appropriate section below with the date the report and attached screening was sent:	
For Executive Board or Full Council – sent to <b>Governance Services</b>	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate <b>Directorate</b>	Date sent: 5 <sup>th</sup> May 2021
All other decisions – sent to <a href="mailto:equalityteam@leeds.gov.uk">equalityteam@leeds.gov.uk</a>	Date sent: