

Armley Gyratory – Bruce Gardens One-Way Trial

Date: 24 January 2024

Report of: Mark Philpott, Transportation Engineering Manager

Report to: Chief Officer (Highways & Transportation)

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

Brief summary

Phase 1 of the Armley Gyratory scheme, covering the highway capacity improvements, has been successfully completed barring some minor works. A review of the road marking design, conducted during August 2023, identified an important improvement which could be made to the Wellington Road / Bruce Gardens junction to improve road safety on Wellington Road and improve capacity at Armley Gyratory. This trial would convert Bruce Gardens to one-way out onto Wellington Road, allowing the two southwestbound lanes on Wellington Road to be 'ahead' only.

Stakeholder consultation has been undertaken with no objections received. It is proposed to trial this change for a period of about 12 months with a planned start date on Monday 20th May 2024. It will include seeking the views of local residents and businesses in the early days of the trial and monitoring the effectiveness of the change.

There are several options to be considered towards the end of the trial which will depend on the trial's success and the potential for funding any recommended permanent change. A further report will be brought forward at the appropriate time.

The changes will be delivered using an Experimental Traffic Regulation Order which can be in force for a maximum of 18 months before either being made permanent or being removed. This limits the duration of the trial period (as noted above, expected to be a 12 month period) and creates a formal mechanism for the trial to be monitored and for representations to be considered.

Recommendations

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

- a) Approve the implementation of the Bruce Gardens One-Way trial for a period of about 12 months noting the proposed start date of Monday 20th May 2024;

- b) Instruct the City Solicitor to advertise an Experimental Traffic Regulation Order to implement the trial, and subject to the consideration of any objections and any further amendments approved by the Chief Officer, to make, seal and implement the Orders as advertised;
- c) Note that the trial costs will be met from the approved Armley Gyratory budget; and
- d) Note that a further report will be brought forward in due course to seek direction on the permanent solution taking into account monitoring, evaluation and public and stakeholder feedback.

What is this report about?

- 1 As part of the ongoing review of the safety and operation of the new layout for Armley Gyratory, it is proposed to trial a change at the Wellington Road / Bruce Gardens junction for 12 months with a proposed start date of Monday 20th May 2024. If the change is successful, powers would be sought to make it permanent, or funding sought to implement an alternative scheme. The current proposal is to trial making Bruce Gardens one-way 'out', with a reserve option of banning the right turn into Bruce Gardens (whilst retaining a left turn in).
- 2 Works by LCC Highways and Transportation (H&T) on the highway changes for Armley Gyratory are largely complete. This includes the signalization of the Wellington Road entry from New Wortley, which has already made a positive difference for buses and motorists in safely entering the gyratory, and doing so with less delay.
- 3 Works to deliver the new footbridges have started, and these works will be on site until late spring 2024. This requires some of the temporary traffic management to be retained, which means that the new second lane exiting the gyratory heading towards Wellington Road (New Wortley), is currently coned off as shown in Figure 1. This new lane will be fully open for use from the middle of 2024.

Figure 1 New (second) lane exiting the Gyratory towards Wellington Road (coned off)

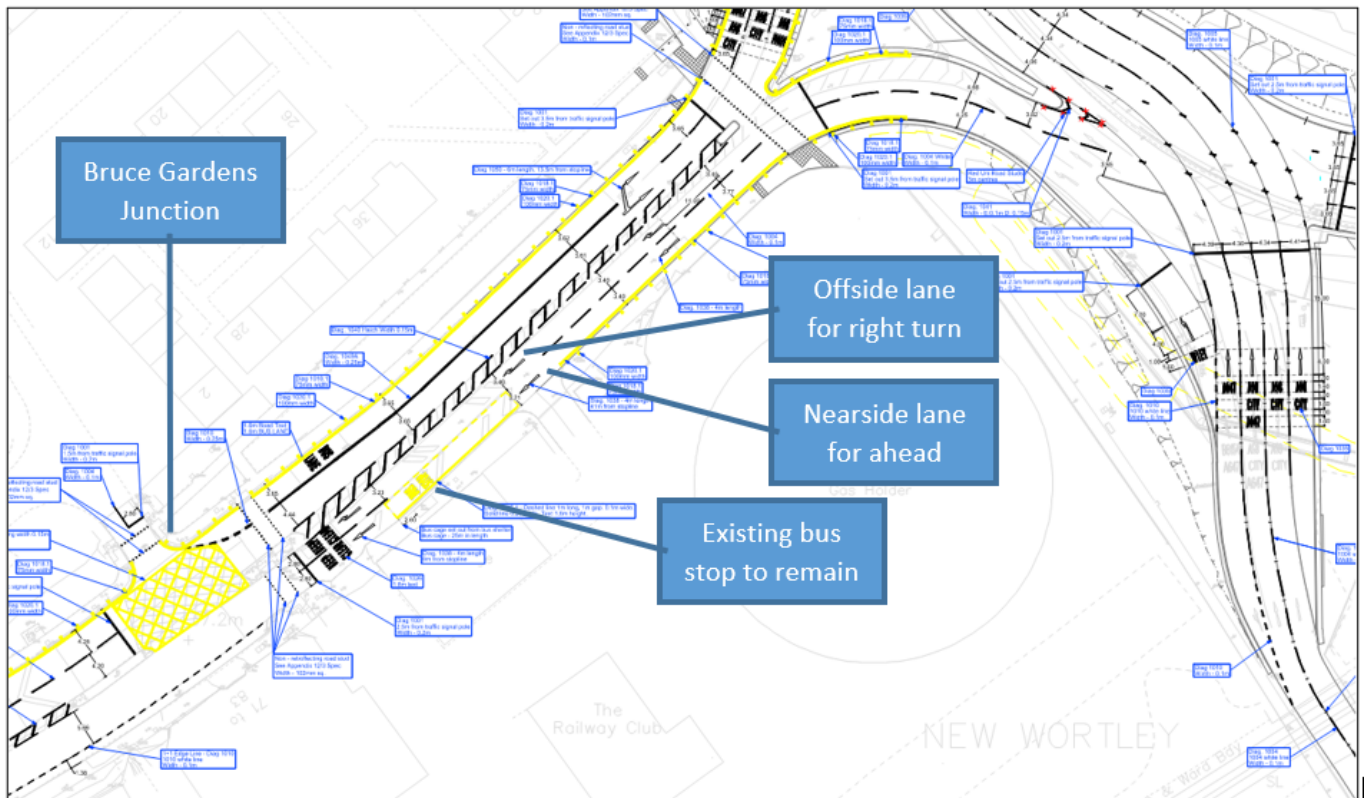


- 4 At present, traffic exits the gyratory in one lane, but can then flare out into two lanes, with the right hand lane being for the right turn into Bruce Gardens only, which turns right under its own

green signal. The left hand lane is for ahead traffic, but is obstructed by a bus stop, so some traffic goes ahead from the right hand lane if it is empty (which it shouldn't). The right turn road markings were omitted following resurfacing in anticipation of conducting this trial. In the interim, lane allocation signs have been provided.

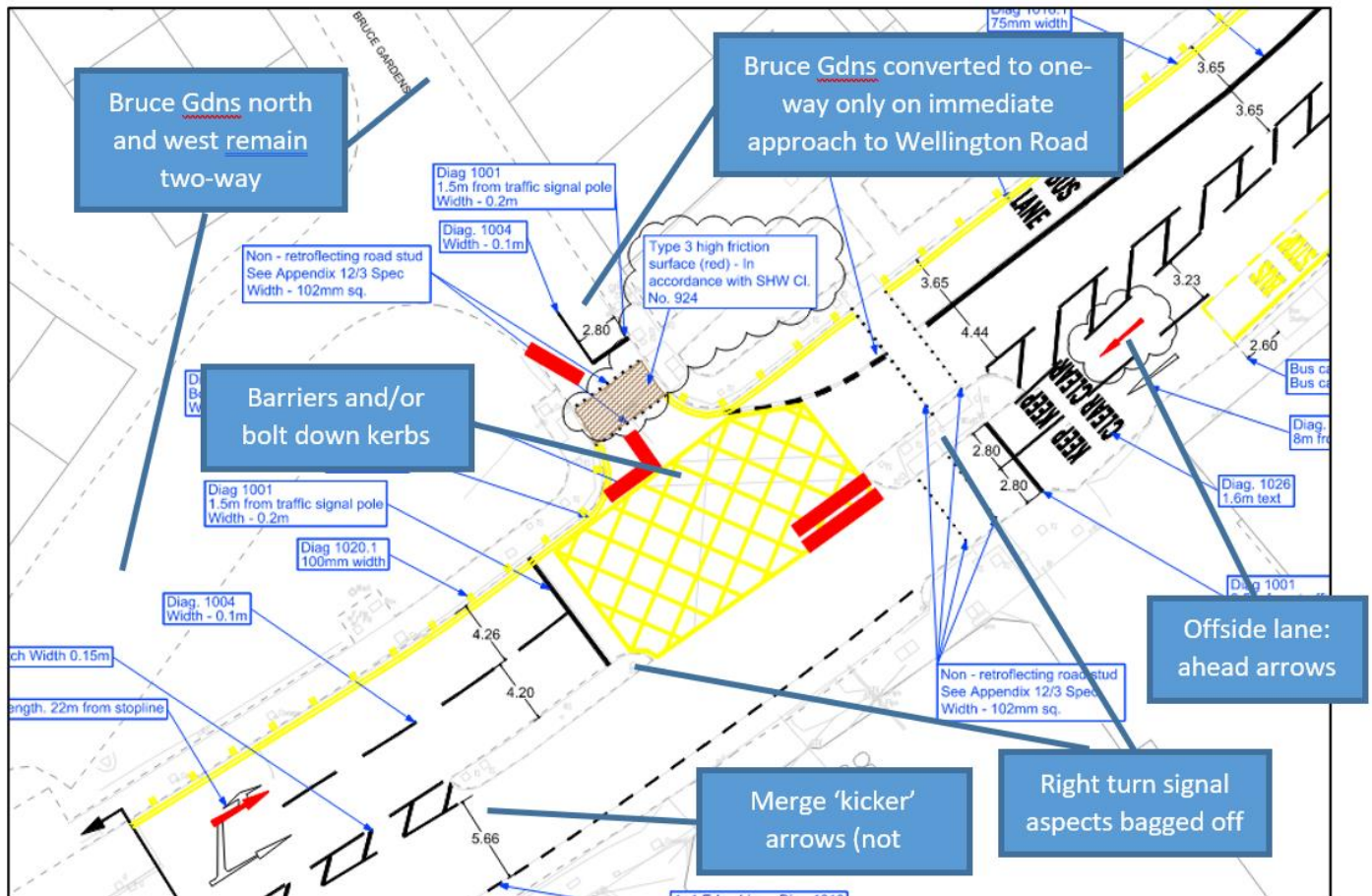
- 5 The junction of Wellington Road with Bruce Gardens is shown in Figure 2 as per the approved Armley Gyraory design, whilst the proposed trial arrangement is shown indicatively on Figure 3.

Figure 2 Currently approved design for Armley Gyraory to be implemented in the absence of the Bruce Gardens trial



- 6 Given the duration of the trial, it is proposed to initially implement it using cones, barriers and signs. Once the trial layout has been confirmed as appropriate, and taking into account any early feedback, it is proposed to amend the trial to utilise bolt down kerbs and other semi-permanent features such as bollards, to minimise the ongoing temporary traffic management costs of the trial. This approach will also provide some flexibility to extend the trial or make it permanent/semi-permanent if required. Bolt down kerbs have been used successfully in a number of locations in Leeds and have proved durable over several years.
- 7 The measures to be implemented for the trial will include:
 - a) New road markings including amendments to the offside south-westbound lane on Wellington Road and an adjustment of the bus lane bifurcation arrow heading north-eastbound, together with kicker arrows at the south-westbound merge.
 - b) Barriers, bollards, bolt-down features.
 - c) Signage including advance notice signs and diversion signs.
 - d) Bagging off right turn signal heads, and an adjustment to the signal operation.

Figure 3 Indicative Trial Layout at Bruce Gardens Junction



What impact will this proposal have?

- 8 This change would be primarily to improve safety for all road users by reducing the potential for collisions associated with late lane changes on the approach to the Bruce Gardens right turn; in addition, traffic flow will be improved on the exit from the gyratory improving the operation of the junction and reducing the potential for collisions associated with sudden braking.
- 9 The recent adoption of Vision Zero has led to reviews of some of the larger projects currently under delivery, and this has highlighted that whilst the previously approved layout was not inherently unsafe there were further improvements that could be made to further reduce the potential for collisions. The proposed trial detailed in this report will provide greater space for traffic to merge and further reduce the potential for collisions particularly around the existing bus stop.
- 10 The change will leverage the best value out of the investment at Armley Gyratory and benefit those who drive or use sustainable modes in this area:
 - a) Less queuing and delay. The proposed change will also be better for a large number of drivers who use Armley Gyratory either on Wellington Road or the A643 Ingram Distributor. This is because the change will enable more drivers to use the new extra (right hand) lane when using the Wellington Road exit from the gyratory. This will balance traffic flows better, and mean that the green time at the signals can be better used, which will reduce queues and delays including for buses (noting that we cannot provide bus lanes on the gyratory or through its exits).
 - b) It will also increase the potential window for the operation of the new signalized pedestrian/cycle crossing at the base of the footbridge ramp through more optimized signal

timings. The crossing runs across both inbound and outbound traffic movements together so efficiency benefits can help.

- c) Removing the right turn may help to keep traffic on Wellington Road, and reduce traffic through the residential areas on Bruce Gardens and Clyde Approach (which connects around to Green Lane).
 - d) Implementing this change enables the retention of the bus stop on Wellington Road which is conveniently close to a signalized pedestrian crossing. Any conflict relating to merging traffic may require the relocation of the bus stop to address the safety concern, to a less convenient location.
 - e) Finally, the change will also be good for pedestrians walking along Wellington Road and wanting to reach the pedestrian crossing, because if Bruce Gardens is made one-way, the existing signalized 'green man' facility across it can run at the same time as main road traffic. This will significantly increase the proportion of time that the green man appears.
- 11 With the trial, all road users can still get to where they need to, but the trial will require some drivers to take a different route. For 'through traffic' from Armley Gyratory, the alternative route is turning right into Green Lane from Tong Road and involves a minimal diversion. For local traffic with a destination on Bruce Gardens or Clyde Approach, it does mean doubling back from Green Lane, but for these drivers, if they are residents, they should benefit from lower traffic flows.
- 12 For a trip to a point part way along Clyde Approach, drivers would have to go an extra 560m (740m with the trial vs 180m now). This diversion could be as much as 0.9km (900m) maximum for a trip into Bruce Gardens (north) itself. This extra distance could cause some people to prefer the existing arrangement. Others may see the reduction in traffic as beneficial. This will also increase the distance travelled by emergency service vehicles if approaching from Armley Gyratory, unless emergency service vehicle drivers choose to enter the short one-way section of Bruce Gardens against the direction of flow.
- 13 Residents and other road users will have the opportunity to make formal representations as part of the trial through the Experimental Traffic Regulation Order process detailed below. The outcome of the trial and any representations will be subject to formal reporting to the Chief Officer for consideration.
- 14 An Equality, Diversity, Cohesion and Integration screening assessment is provided as Appendix A to this report. The screening has highlighted that the trial is not expected to have any adverse impacts, and if any are found during the trial, this can be reflected in any subsequent decisions.

How does this proposal impact the three pillars of the Best City Ambition?

Health and Wellbeing

Inclusive Growth

Zero Carbon

- 15 By making Wellington Road as safe as it can be whilst maximising the benefits of Armley Gyratory, the proposed trial supports Vision Zero in that it places a focus on road safety and a desire to implement a layout which is believed will be even safer than the layout currently approved.
- 16 By ensuring that the Armley Gyratory works to its full potential, and disruption from collisions is minimised, the inner ring road can fulfil a purpose consistent with the transport strategy which emphasizes the importance of providing for active modes and public transport especially within the city centre and immediate approaches and focussing car and goods vehicle movements on the inner ring road. One of the reasons for implementing Armley Gyratory was to enable the closure of City Square and the reallocation of roadspace away from traffic to other uses. This is best achieved if the throughput at Armley Gyratory is maximised. The Bruce Gardens trial should allow Armley Gyratory to perform to its potential by ensuring that the circulatory lanes

are optimally used. These changes therefore support the inclusive growth ambition by maximising accessibility for all modes which is especially important for communities on the edge of the city centre and businesses investing within the city.

- 17 The trial itself is a minor modification to the Armley Gyratory scheme. As noted above, Armley Gyratory has been implemented to help achieve other ambitions within the city centre related to sustainability (which contribute to the zero carbon agenda), as well as benefitting the local area in providing better walking and cycle links.

What consultation and engagement has taken place?

Wards affected: Armley.		
Have ward members been consulted?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No

- 18 The trial is a variation to the major scheme works at the Armley Gyratory. The consultation and engagement for Armley Gyratory has been reported previously.
- 19 Ward Members have been sent a briefing on this trial. They requested that a letter be issued to local residents. This is proposed to occur immediately prior to the trial – likely to be in the week preceding operation. One ward member was met on site to discuss the trial. He understood the issues and rationale and was content for the trial to run subject to informing local residents.
- 20 A briefing note was sent to stakeholders including the emergency services and West Yorkshire Combined Authority on Monday 20th November 2023. No responses have been received.
- 21 The Executive Member (Infrastructure & Climate) was briefed in August 2023.
- 22 The trial will require a review of any correspondence received during the Experimental Traffic Regulation Order advertisement as detailed below.

What are the resource implications?

- 23 The estimate of the total cost of the scheme is £13,250 which is a cost pressure on the Armley Gyratory budget.
- 24 Approval to expend the Armley Gyratory budget using injected capital from the West Yorkshire Combined Authority together with some Section 106 monies has previously been obtained.
- 25 Members of staff within Highways & Transportation are engaged in the development and running of this trial without consultant support at this time.
- 26 It should be noted that as soon as the success or otherwise of this trial can be reasonably firmly established, it will be necessary to agree a proposed permanent solution together with any additional budget for the delivery of that solution. Current indications are that this cannot be met from the Armley Gyratory budget.

What are the key risks and how are they being managed?

- 27 Several risks have been identified as follows together with appropriate mitigation. It is considered that the trial benefits outweigh the mitigated risks sufficiently to allow the trial to progress and to settle in before any consideration is given to withdrawing the trial.

Risk	Mitigation
Negative feedback from local residents and businesses	Ward members have been briefed. Community information will be shared on the Connecting Leeds newsletter and local residents will be written to, explaining the change. Correspondence will be monitored and

	responded to. Potential scheme amendments to be considered if appropriate.
Concerns from the emergency services once the trial is operational	Scheme details shared with the emergency services. Ongoing dialogue in the event of concerns raised. Potential scheme amendments to be considered if appropriate.
Collisions at the Bruce Gardens junction as a result of motorists not realising the change, or purposefully disobeying the new arrangement	Use of advance warning signs. Installation of barriers and/or bolt-down kerbs within the junction to make it as self-enforcing as possible if this proves feasible during design. Potential to seek enforcement support from WY Police or amend the scheme. Potential consideration of camera enforcement if the layout becomes permanent. Note that this risk is expected to drop within a few weeks of implementation as regular / local drivers get used to the arrangement.
Increased attractiveness of Clyde Approach and Bruce Gardens in the eastbound direction as a result of less opposing traffic flow. Unknown effect on traffic flows and speeds in this area, but small risk it could affect cyclists on carriageway.	Review of traffic signal timings. Monitoring of speeds through on site observations, reports and subsequent monitoring.
Amended driver routes and behaviour could have an as yet unidentified impact on road safety at other locations	To be monitored during the trial
Traffic chooses to route down Sutherland Street instead	This road is partly cobbled and not very attractive for motorists. However, should some extra traffic route this way it is not expected to cause significant problems. On site observations will be made to identify any significant issues and any relevant correspondence will be reviewed.
Risk of lack of funding being available within 12 months of the start of the trial for a permanent solution, requiring a trial extension	Use of semi-permanent features to allow extension of the trial or conversion to a permanent arrangement without incurring high costs. Appropriate consideration of relevant TROs. Identification of Section 106 or other funding over the course of the trial.

28 If the trial is not progressed, the identified risk of collisions on the section of Wellington Road from Armley Gyratory to Bruce Gardens could materialise, with a potential knock-on risk of changes being required which could lower the traffic capacity at Armley Gyratory, increasing congestion, and threatening the increased focus for traffic movements on the inner ring road, required to enable the achievement of transport strategy ambitions within the city centre if Armley Gyratory does not perform robustly as expected.

What are the legal implications?

29 An Experimental Traffic Order is made under Sections 9 and 10 of the Road Traffic Regulation Act 1984 and Sections 22 & 23 of The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. An Experimental Order is like a permanent traffic regulation order in that it is a legal document which imposes traffic and parking restrictions such as road closures, controlled parking and other parking regulations indicated by double or single yellow line etc. The Experimental Traffic Order can also be used to change the way existing restrictions function.

- 30 An experimental order can only stay in force for a maximum of 18 months while the effects are monitored and assessed. Changes can be made to the order during the first six months of the experimental period to any of the restrictions if necessary, subject to the approval of the Chief Officer (Highways and Transportation). In following six months of the experimental period the effects of these changes should be monitored. If the experimental order is changed again, then objections may be made within six months of the day that the experimental order is changed.
- 31 Changes to the legal order on site cannot be made until the Chief Officer (Highway and Transportation) has approved the amendments and until the originally advertised order has been amended and readvertised.
- 32 The Council cannot make any further changes to the experimental order once 12 months have elapsed from the date the order originally came into effect. The remaining portion of the 18 month experimental period are to compile feedback, review and analyse the outcome of the experiment to determine whether the changes brought in by the experimental order should be brought in on a permanent basis.
- 33 This final evaluation report should be presented to the Chief Officer (Highways and Transportation) within 3 months of the end of the 18 month period. This is to ensure that the legislative procedure is maintained and that the making and sealing of the legal order is completed within the 18 month period. If the experimental order is not sealed before the end of the 18 month period, then all road signs and markings must revert back to their original state.

Options, timescales and measuring success

What other options were considered?

- 34 Several options have been considered and presently either rejected or seen as less favourable than the proposed trial arrangements, as follows:
 - Ban the right turn into Bruce Gardens but allow the left turn in. This has the advantage that local traffic can still make use of the junction, and results in less risk of confusion because the diversion route goes around Armley Gyratory if Bruce Gardens is made one-way. However, this option runs the risk of encouraging drivers to ignore the banned right turn into Bruce Gardens as it will be physically more possible to make the turn. It is not the preferred option but may be viewed as a reserve arrangement which could be progressed perhaps in combination with movement violation camera enforcement.
 - An amended road marking layout which merges the two southwestbound lanes on Wellington Road into one lane before the Bruce Gardens junction. The option retains the right turn into Bruce Gardens and keeps all ahead traffic in the nearside lane only. This would require moving the bus stop (or removing it) away from its convenient location close to the pedestrian crossing because it would otherwise encourage vehicles to use the hatching. It could also lower the capacity of Armley Gyratory as fewer drivers may choose to use the offside lane exiting the gyratory. This option cannot be completely eliminated though and could be trialled as a reserve option especially if driver behaviour on the gyratory is different to that which is expected regarding lane use.
 - Reconstruction of the Bruce Gardens junction to widen on the northwestern side to allow creation of a third lane in a southwestbound direction. This has been eliminated on the grounds of time and cost for this trial, but may be a preferable permanent solution.
 - Closure of Bruce Gardens completely. This is not recommended because the traffic signals provide a safe and convenient exit onto Wellington Road. Closing it would put more pressure on the Green Lane junction.

How will success be measured?

- 35 It is proposed to undertake monitoring to ensure an understanding is gained of how this is working and identify any changes. This will include:
- a) Traffic counts (before surveys already undertaken)
 - b) Officer site visits
 - c) Review of any correspondence
 - d) Collision statistics
- 36 Given that the change is proposed to be implemented before completion of the Armley Gyratory works, a direct comparison pre- and post- trial implementation will have to be viewed cautiously as several factors will have changed as a result of implementing Armley Gyratory.

What is the timetable and who will be responsible for implementation?

- 37 Detailed design of the temporary traffic management is underway and it is proposed to start the trial before the new lane on the circulatory at Armley Gyratory is opened up (expected to occur during May). The trial is planned to start on Monday 20th May. The trial is expected to be complete 12 months after it starts.
- 38 Resurfacing of Wellington Road west of Bruce Gardens is currently budgeted but not programmed, and is likely to be delivered during 2025, therefore the trial will need to progress ahead of the resurfacing. The temporary traffic management arrangements for the resurfacing have not yet been agreed. Any opportunities or impacts will be managed through liaison between the relevant teams.
- 39 The Chief Officer H&T will be responsible for implementation. Reporting will be via Armley Gyratory project board.

Appendices

- Appendix A: Equality, Diversity, Cohesion and Integration (EDCI) screening

Background papers

- None

APPENDIX A – Equality, Diversity, Cohesion and Integration (EDCI) screening

Equality, Diversity, Cohesion and Integration (EDCI) 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.

Directorate: Highways & Transportation	Service area: Transport Strategy
Lead person: Mark Philpott	Contact number: 0113 37 87528

1. Title: Armley Gyratory: Bruce Gardens trial

Is this a:

Strategy / Policy

Service / Function

Other

**If other, please specify
Highways scheme**

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

Phase 1 of the Armley Gyratory scheme, covering the highway capacity improvements, has been successfully completed barring some minor works. A review of the road marking design, conducted during August 2023, identified an important improvement which could be made to the Wellington Road / Bruce Gardens junction to improve road safety on Wellington Road and improve capacity at Armley Gyratory. This trial would convert Bruce Gardens to one-way out onto Wellington Road, allowing the two southwestbound lanes on Wellington Road to be 'ahead' only.

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"> • 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)

This is a trial which will predominantly affect motorists, who have their access maintained via Green Lane. No changes are being made which affect pedestrian crossing locations, bus stops or bus services, footways etc and so the age or disability groups are unlikely to be adversely impacted. Those who fall into these categories nearby will be contacted as part of the planned letter drop to local residential properties.

It is unlikely to have an impact on other protected characteristics.

- **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)

It is thought that the net effect of the scheme will be to reduce traffic flows on Clyde Approach, which is in a deprived area, so could have benefits for some members of the community who are disadvantaged. However, the change is not expected to have a significant impact either negatively or positively.

This assessment has indicated that there could be some objection to the proposals because of the inconvenience caused through motorists taking a longer route. The detour for motorists varies from a few metres to just under 1km so cannot be considered to have a significant economic impact on those who do drive, whatever protected characteristic they may have.

As it is a trial, which can be removed or altered, feedback will be considered during the trial to inform any future decisions in keeping with the council's commitments on EDCI.

- **Actions**

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

Given that this review has not identified any differential impacts, no specific actions are proposed other than ensuring that any feedback is considered during the trial and the impact of the scheme reviewed for all users.

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)	

6. Governance, ownership and approval

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

Name	Job title	Date
Paul Foster	Transport Planning Manager	05/01/2024
Date screening completed		04/01/2024

7. Publishing

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**.

A copy of this equality screening should be attached as an appendix to the decision making report:

- 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.

Complete the appropriate section below with the date the report and attached screening was sent:	
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: xxxxx /2024