

Report of the Strategic Director – Regeneration to the meeting of Executive to be held on 20 September 2016.

V

Subject:**CityConnect 2 – Bradford Canal Road Corridor Scheme****Summary statement:**

The CityConnect 2 – Bradford Canal Road Corridor scheme is one element of the West Yorkshire wide CityConnect 2 programme designed to provide a segregated cycle super highway between Bradford and Shipley it will build on the success of the Bradford to Leeds Cycle Super Highway opened in June of this year.

The construction cost of this scheme is estimated to be £2.508m which will be funded from a proportion of the £22m Department for Transport Cycle City Ambition Grant together with a local contribution from the West Yorkshire Combined Authority; its delivery does not require any financial capital contribution from Bradford Council.

This report describes to Executive how the scheme design has been amended based on the findings of the recent consultation exercise and it seeks Executive's approval to the principles of the scheme design. The report further seeks approval to the implementation and delivery of the scheme.

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Portfolio:

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Overview & Scrutiny Area:

Environment & Waste

1. SUMMARY

- 1.1 After successfully securing £22m of funding in the second round of the Department for Transport's Cycle City Ambition Grant, Bradford Council along with the West Yorkshire Combined Authority have been working on plans for a new segregated cycle route in-between Bradford and Shipley.
- 1.2 The Bradford Canal Road Corridor Scheme valued at £2.5m is one of several proposed across West Yorkshire that are part of Phase 2 of the CityConnect Programme. The scheme is for a segregated cycle route to provide a safe link for cyclists between the growing residential areas along Canal Road and the employment and training opportunities in Bradford City Centre. It would also provide a connection to the Canal Road Greenway leading to Shipley and thence to the Airedale Greenway.
- 1.1. The scheme is intended to inspire more people to cycle more often. By developing and improving cycle routes and engaging with local populations through activity based projects the WYCA CityConnect team is working towards the vision of West Yorkshire being recognised as a great region for safe cycling. Increasing the level of cycling will improve air quality, lead to a healthier population, create a safer more attractive urban environment and improve the potential for economic growth through further access to employment and training. An additional 69,000 users annually are expected to be generated by the Bradford Canal Road Corridor Scheme.
- 1.2. This report to the Executive seeks:
- To inform the Executive about the outcome of the recent consultation exercise regarding proposals for the Bradford Canal Road Corridor Scheme, as reported in detail at Annex 1, and the subsequent changes made to the initial proposals.
 - Approval to the principles of the Bradford Canal Road Corridor Scheme amended as shown on the plan in Annex 3.
 - The delegation of authority to the Strategic Director Regeneration in consultation with the Portfolio Holder to:
 - a) Progress and approve the detail design of the scheme
 - b) Approve the processing and advertising of any Traffic Regulation Orders or other legal process linked to traffic calming measures, pedestrian and cycle crossings, and converting footways to cycle track;
 - c) Approve implementation of the works.
 - d) Enter into a Dedication Agreement or accept a Dedication as highways land of any land which will form part of the Bradford Canal Road Corridor Scheme which is not within the existing highway boundary.

2. BACKGROUND

- 2.1. CityConnect is a series of improvements to the local environment to encourage people to walk and cycle as part of their everyday journeys. It adopts principles of segregation and priority for cyclists which aim to address real and perceived safety concerns.
- 2.2. The CityConnect scheme is funded by the Department for Transport's Cycle City Ambition Grant. It consists of a number of schemes all intended to inspire more people to cycle more often. By developing and improving cycle routes and engaging with local populations through activity based projects, CityConnect is working towards the vision of West Yorkshire being recognised as a great region for safe cycling.
- 2.3. In July 2016, Bradford Council provided a 4 week consultation process allowing members of the public, local businesses, ward members and emergency services to comment on the proposed Bradford Canal Road Corridor Scheme. The consultation leaflet is included in Annex 2. The consultation aimed to engage with the future users as well as those impacted by the route and the measures proposed, also to influence changes to the proposals. The consultation report is included as Annex 1.
- 2.4. The Bradford Canal Road Corridor Scheme involves a new segregated cycle route running from the City Centre for approximately 2.3km along the Canal Road/Valley Road corridor. It predominately follows Valley Road which offers an attractive route for cyclists and provides a strategic link between the developing residential areas of Canal Road and employment and training opportunities in Bradford City Centre, and Bradford Forster Square railway station. It will also provide a good connection with the existing Canal Road Greenway which leads on to Shipley and the Airedale Greenway.
- 2.5. Valley Road carries approximately 3,000 vehicles per 12 hr weekday (v.p.d) at the northern end and 9,000 v.p.d at the southern end near the retail parks either side of Hamm Strasse. Valley Road is mainly used for accessing local businesses, the retail parks and railway stations. By comparison Canal Road, which carries 35,000 v.p.d and Manningham Lane which carries 14000 v.p.d are mainly used by commuter and through traffic.
- 2.6. The proposed route comprises of five sections which are:
 - Bradford City Centre to St Blaise Way roundabout;
 - Retail Park Section (St Blaise Way to Inkersley Road);
 - Industrial Section (Inkersley Road to Queens Road);
 - Junction at Valley Road/ Queens Road/ Bolton Lane; and
 - Hillam Road.
- 2.7. **Bradford City Centre to St Blaise Way.** A segregated two-way cycle superhighway along Canal Road and Valley Road. Part of this section is aligned within the site of the privately owned former Royal Mail House and, through the

planning process a Section 106 agreement will assure timely delivery of this section of the route. The route crosses Valley Road to pass in front of Travelodge where kerbs within the highway will be altered to provide separate ways for pedestrians, cyclists and motor vehicles.

- 2.8. **Retail Park Section (St Blaise Way to Inkersley Road).** The cycle superhighway continues along the eastern side of Valley Road, passing Halfords and crossing Hamm Strasse at the signalled junction. It continues northwards and crosses to the western side of Valley Road midway between the roundabout access to the retail park and the entrance to Lidl. The traffic lane widths on Valley Road will be narrowed but the number of lanes will remain the same. The traffic signals at Hamm Strasse will be modified to include a new signal stage for the cyclist crossing. In order to avoid affecting capacity by taking time out of the signal junction to accommodate the new cycle crossing stage it will only run on demand and at the same time as Valley Road traffic runs. For safety reasons to avoid conflict between cyclists and other vehicles turning across their path it will be necessary to prohibit vehicles turning left from Valley Road into Shipley Airedale Road. This will affect 600 vehicles out of a total of 26,000 v.p.d entering this junction. The crossing north of the roundabout will be a new type of crossing for cyclists and pedestrians now permitted by the Department for Transport. It is based on a Zebra crossing that incorporates a parallel crossing for cyclists and will be built on a new road hump to reduce the speed of traffic.
- 2.9. **Industrial Section (Inkersley Road to Queens Road).** The cycle superhighway then moves through the industrialised area of Valley Road to a signal controlled crossing at Queens Road. The route will be along the western side of Valley Road where there is currently no footway. The cycle track will be separated from motor vehicles with a new concrete kerb and space will be provided by narrowing the carriageway. In order to maintain access to business premises Valley Road will become a one-way street northbound and parking restrictions will be applied along most of the length of this section. Sufficient space on the carriageway should be available to meet the existing needs of businesses although people used to parking here on match days at Bradford City will be affected. On these occasions approximately 80 car spaces could be displaced.
- 2.10. **Valley Road/ Queens Road/ Bolton lane Junction.** Here, a new signal controlled junction will be provided incorporating signal controlled cycle and pedestrian crossings and a separate stage to enable Valley Road traffic to exit more easily into Queens Road. This new junction will be linked to the traffic signals at the Midland Road so the two junctions will operate as one and this will improve safety and ease the flow of traffic. There will be no-entry to Valley Road as this will be one-way northbound.
- 2.11. **Hillam Road.** The cycle superhighway continues through the industrial area to the existing cycle track on Canal Road near the crossing opposite Arnold Lavers. The route will be along the western side of Hillam Road and will be separated from motor vehicles and pedestrian routes with new concrete kerbs. Space will be provided by narrowing the footways on both sides of the road and widening the carriageway on the eastern side of Hillam Road. The carriageway width will remain the same as at present so that access to premises can be maintained

- whilst also maintaining space for lorries to park.
- 2.12. Informal consultations with individual businesses and groups held earlier in the year helped develop the proposals that were the subject of the consultation.
- 2.13. The formal consultation was held from 4th July to 29th July 2016 using several methods:
- Facebook and Twitter used to promote events and provide information to the public;
 - Letters and leaflets to 1800 addresses in the locality promoting the consultation events and providing information;
 - Two events at Bolton Woods Community centre on 20th July 2016 where leaflets, large scale plans and images, with members of the CityConnect design team being available to discuss detailed aspects of the proposals;
 - Key stakeholders identified and sent leaflets and event details via email.
- 2.14. Analysis of the questionnaires showed that overall, out of a total of 29 respondents 83% of all respondents were in favour of the proposals and 72% said they would use the scheme. 79% of respondents were in support of segregating traffic and cyclists along the route.
- 2.15. The majority of respondents were in favour of the local junction improvements which included restricting turning movements, parking and introducing one way roads.
- 2.16. Many comments referred to details of design, signing, enforcing parking restrictions etc all concerned that the new facility is used as intended and is a success.
- 2.17. All the businesses along Valley Road, Bolton Lane and Hillam Road have been contacted and meetings have been held with those most likely to be affected by the proposals. The aim was to understand how the businesses use the highway to access their premises and what effect any changes might have on their operations, deliveries and customer access.
- 2.18. Shaw Moisture Meters and Dulux Decorator Centre are concerned about the proposal to prohibit the right-turn from Bolton Lane on to Queens Road and the right-turn from Queens Road on to Bolton Lane. The alternative route would involve negotiating the Bolton Lane/ Canal Road junction and this they consider would be too dangerous and have a detrimental affect their businesses. The prohibited right turns have been removed from the amended proposals.
- 2.19. Trevor Iles is concerned that narrowing Valley Road outside their premises would result in a loss of on-street parking for customers and a waiting area for delivery vehicles. They are also concerned about the length of the alternative route to gain access to warehousing premises on an adjacent site due to the introduction of a one-way street. However, they do hold the view that the new traffic signals at the Queens Road junction and the one-way street would in other ways help their business and improve safety. The extent of the one-way street has been reduced in the amended proposals and road widths have been revised in order to try to

address these concerns.

- 2.20. Petros Textiles is concerned that narrowing Valley Road with a raised kerb would prevent the largest HGV delivery vehicles gaining access to their premises. They thought that new traffic signals at the Queens Road junction and the one-way street would help their business.
- 2.21. West Yorkshire Fellmongers has no particular concerns with the proposals.
- 2.22. Uriah Woodhead Building Merchants is concerned that narrowing Valley Road with a raised kerb could prevent HGV's gaining access to their premises. This could be addressed by altering the entrance gateway to the premises and is now included in the amended proposals.
- 2.23. The Royal Mail Delivery Office has no particular concerns with the proposals.
- 2.24. Undeveloped land adjacent to the railway would appear to provide an opportunity to build a cycle track in a linear park away from the highway. A preliminary investigation has identified that the additional costs for land and construction could be in the order approaching £1m and this, along with the timescale involved, puts this option beyond the scope of this scheme.
- 2.25. The CityConnect Advisory Group which comprises mainly cyclists experienced in using similar schemes has provided some very useful comments mainly concerning the details of the design with the intent of ensuring that the scheme is a success and used as intended. In particular they had concerns about the quality of the proposed design for the crossings at St Blaise roundabout and that the inconvenience caused to cyclist would encourage them to bypass the new facilities, preferring to cycle on the carriageway instead.
- 2.26. Following the consultation the proposals, which have been amended to address the issues identified, are shown in Annex 3.
- 2.27. The changes that have been made include:
 - Omitting the proposed No Right Turn for motor vehicles from Bolton Lane onto Queens Road – this not being essential to implement the scheme;
 - Omitting the proposed No Right Turn for motor vehicles from Queens Road onto Bolton lane – this also not being essential to implement the scheme;
 - Changes to the extent of the proposed one-way northbound for motor vehicles on Valley Road in order to link business premises – this can be accommodated without detriment to the scheme;
 - Review of the carriageway and cycle track widths on Valley Road;
 - Introducing a proposal for No Motor Vehicles on Leeming Street – this being essential to improve the safety and convenience of cyclists at St Blaise roundabout.

3. OTHER CONSIDERATIONS

3.1 The overall objectives of the CityConnect programme are:-

- To increase walking and cycling so that it becomes part of peoples healthy life plans.
- Make cycling a natural and popular choice for short journeys.
- Make cycling accessible to all, including low income and vulnerable groups.
- Improve access to employment, skills and education.
- Reduce CO2 emissions and improve local air quality.
- Create a safe environment for active modes.

3.2 The programme will complement other cycling activities within the Local Transport Plan which are being delivered across West Yorkshire.

3.3 The overall approach is designed to release the huge potential for significant increases in both cycling and walking through a long term strategy focusing on :-

- Environment – creating a cycle and pedestrian friendly environment that connects to the main centres, by providing a high quality network which is segregated where possible.
- Encouragement – a wide range of activities to encourage people to try cycling, consider walking, and to cycle and walk more often; and
- Engagement – establishing a framework with a wide range of third sector organisations, utilising their expertise, energy and enthusiasm.

3.4 It is intended that the programme will accelerate by seven years the delivery of the LTP target of 7.5% of journeys by cycle in 2026 (12% of journeys within the targeted geographical area).

3.5 Monitoring and Evaluation.

The grant requires that a monitoring and evaluation plan is set in place. This will include 'before' and 'after' cycle counts, household surveys and the collection (and subsequent analysis) of air quality and highway casualty data. This work will be led by the West Yorkshire Local Transport Plan partnership.

4. FINANCIAL & RESOURCE APPRAISAL

4.1 Funding for the Bradford MDC input to the programme will be provided by the Integrated Transport Authority in accordance with the principles established for the allocation of West Yorkshire Local Transport Plan funding.

4.2 On 2 March 2015, the West Yorkshire Combined Authority was awarded £22.107million of Government funding for a successful bid to the second DfT Cycle City Ambition Fund. Combined with an additional £8.171million of local match funding, this transformational package of infrastructure improvement schemes and behavioural change measures totals £30.278million.

4.3 Table showing the funding profile for the whole of CityConnect 2 programme.

£000s	2015-16	2016-17	2017-18	Total
DfT funding	1,414	6,751	13,941	22,107
Local Authority contribution	607	2,860	4,555	8,022
Third Party contribution	50	50	50	150
TOTAL	2,071	9,661	18,546	30,278

4.4 Table showing the breakdown of costs for the core infrastructure projects in the CityConnect 2 programme.

Schemes	Existing Match Funds (£)	DfT and new Match Funds (£)
Capital Works		
Leeds City Centre Upgrades	150,000.00	6,270,098.80
Canal Road Corridor	-	2,508,039.52
Castleford to Wakefield	-	2,978,296.93
Canal Towpath Upgrades 1) Upper Calder Valley (£3,400,936) 2) Airedale Greenway (£825,013) 3) Huddersfield to Golcar (£500,000)	180,000.00	4,489,651.78
Huddersfield Town Centre	-	1,567,524.70
Scarborough Bridge	1,000,000.00	1,935,593.00
Neighbourhood works	-	2,400,000.00
Revenue Projects		
Go:Walking (funding from LSTF)	40,000.00	510,000.00
Communication and engagement	-	1,500,000.00
Programme Costs		
Risk and Optimism Bias (held centrally)	-	4,653,009.14
Programme Management Team (delivery team)	-	323,029.56
Monitoring and Evaluation	-	323,029.56
Sub-total	1,400,000	29,448,272.99
TOTAL		30,848,272.99

4.5 City of Bradford MDC staff resources and specialist technical services required to develop and deliver the programme in accordance with this report are funded through the programme budget.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

5.1 The governance of this project is the responsibility of the WYCA and is controlled under their Assurance Framework. A rigorous project management system is in place for all West Yorkshire Transport Fund projects based around the OGC PRINCE2 (Projects in Controlled Environments) and MSP (Managing Successful

Programmes) methodologies. The scheme described in this report will be subject to these processes.

6. LEGAL APPRAISAL

6.1 The Council has powers under Section 65 of the Highways Act 1980 to implement cycling infrastructure programmes of this nature. The Council may also use Traffic Regulation Orders to secure the expeditious, convenient and safe movement of all traffic including cyclists. The Highway Authority may accept dedication of land not in its ownership as Highway Authority.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

The programme provides facilities for active travel, supporting equality and diversity.

7.2 SUSTAINABILITY IMPLICATIONS

This significant cycling programme has multiple benefits in terms of sustainability. It offers positive contributions to environmental, personal and community well being and because this is a significant piece of capital infrastructure its benefits and values continue to be generated over the long term.

7.3 GREENHOUSE GAS EMISSIONS

The programme focuses on accelerating the delivery of the LTP's target of increasing journeys by cycle, reducing CO₂ and improving air quality. It should aid a reduction of the Council's own and the wider District's carbon footprint and emissions from other greenhouse gasses.

7.4 COMMUNITY SAFETY IMPLICATIONS

The scheme will offer improved safety for cyclists and maintain facilities for pedestrians.

7.5 HUMAN RIGHTS ACT

There are no implications for the Human Rights Act 1998

7.6 TRADE UNION

There are no Trade Union implications arising from this report.

7.7 WARD IMPLICATIONS

The scheme lies substantially within the Bolton and Undercliffe Ward and the City Ward.

Members and the local community and businesses have been consulted on the

proposals to date. Further consultations will take place at the Order publication stage and at key stages of implementation.

8 NOT FOR PUBLICATION DOCUMENTS

None.

9 OPTIONS

9.1 Executive could choose to support the recommendations. This would ensure the programme can be delivered within the timescales necessary to utilise the DfT grant funding.

9.2 Executive could choose not to support the recommendations, but this would jeopardise delivery of the programme across the West Yorkshire Districts.

9.3.1 Executive could choose to make additional resolutions relating to this programme

10 RECOMMENDATIONS

10.1 That note is taken of the consultation exercise into proposals for the Bradford Canal Road Corridor Scheme, as reported in detail in Annex 1, and the subsequent changes made to the proposals, as shown in Annex 3.

10.2 That approval is given to the principles of the Bradford Canal Road Corridor Scheme, which includes the changes following the consultation, as shown on the plan in Annex 3.

10.3 That authority is delegated to the Strategic Director Regeneration in consultation with the Portfolio Holder to:

- a) Progress and approve the detail design of the scheme.
- b) Approve the processing and advertising of any Traffic Regulation Order or other legal process linked to traffic calming measure, pedestrian and cycle crossings, and converting footways to cycle tracks;
- c) Approve implementation of the works.
- d) Enter into a Dedication Agreement or accept a Dedication as highways land of any land which will form part of the Bradford Canal Road Corridor Scheme which is not within the existing highway boundary.

10.4 That any valid objections to the advertised Traffic Regulation Orders, traffic calming, crossing facilities and cycle tracks be submitted to the Executive and the Bradford East Committees for consideration or in the event of there being no valid objects the Traffic Regulation Orders be sealed and implemented and the traffic calming, crossing facilities and cycle tracks be implemented as advertised.

ANNEXES

10.1 Annex 1:- CityConnect Consultation Report, Bradford Canal Road Corridor, August 2016.

10.2 Annex 2:- Leaflet showing scheme proposals at time of July consultation

10.3 Annex 3:- Plan showing scheme proposals modified since July consultation.

11 **BACKGROUND DOCUMENTS**

11.1 Highways Act 1980

11.2 Road Traffic Regulations Act 1984

11.3 Scheme file number 103116