

Report of the Strategic Director – Regeneration & Culture to the meeting of Executive to be held on 13 January 2015.

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Subject:**West Yorkshire+ Transport Fund - Harrogate Road / New Line Junction Improvement****Summary statement:**

Following the West Yorkshire Combined Authority's (WYCA's) approval of the Gateway 1 submission for the Harrogate Road / New Line junction improvement scheme in December 2015 this report seeks:

1. Executive's approval to the principles of the Harrogate Road / New Line junction improvement scheme
2. Delegated authority to progress the scheme and associated Compulsory Purchase Order to be given to the Strategic Director (Regeneration & Culture) in consultation with the Portfolio Holder.

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Portfolio:

Housing, Planning & Transport

Overview & Scrutiny Area:

Environment & Waste



1. SUMMARY

1.1. Following West Yorkshire Combined Authority's (WYCA's) approval of the Gateway 1 submission for the Harrogate Road / New Line junction improvement scheme in December 2015 this report seeks:

- Executive's approval to the principles of the preferred approach to the Harrogate Road / New Line junction improvement scheme;
- Delegated authority to progress the scheme and associated Compulsory Purchase Order to be given to the Strategic Director (Regeneration & Culture) in consultation with the Portfolio Holder.

2. BACKGROUND

2.1. The A658 Harrogate Road / A657 New Line junction is situated on the corridor between Bradford and Leeds Bradford International Airport (LBIA). The crossroads are a significant congestion pinch point with delays on all four legs having a detrimental impact on journeys times between Bradford and LBIA, and also between Shipley / Airedale and Leeds. Both the A658 and A657 carry significant volumes of traffic. The A658 Harrogate Road is a key commuter route between Bradford, Rawdon and Harrogate as well as the primary access between Bradford and Leeds Bradford International Airport (LBIA). Typical weekday traffic flows exceed 20,000 vehicles on this section of the A658.

2.2. The A657 New Line provides access from Keighley, Shipley and Bingley into Leeds. Again this is a key commuter route with traffic flows exceeding 16,300 on a typical weekday. This is an important strategic junction and lies adjacent to a busy local centre and supermarkets at Greengates. A new railway station at Apperley Bridge, to the north of the junction, is due to open December 2015 and there is potential for significant investing in new housing in the vicinity.

2.3. Enhanced links to LBIA is a key priority identified in the Leeds City Region Transport Strategy. Bradford City Centre and the LBIA are identified as two of only three 'Priority A' locations in the Transport Strategy. Improving accessibility to LBIA is critical to ensure that businesses have access to markets in continental Europe, facilitating the growth of high value services and manufacturing and attracting inward investment.

2.4. The lack of capacity at the junction results in considerable congestion at peak times with traffic queuing on all four legs of with queues in some directions exceeding 1,000 metres. The average delay on each leg is indicated in Table 1. In addition to significant peak time congestion the junction can also suffer from considerable delays at times in the inter-peak and in particular on a Saturday with local traffic trying to access the Sainsbury supermarket, Farm Foods and associated retail park which are all located within 250m of the junction.

Time period	Southbound	Northbound	Eastbound	Westbound
08.00-09.00	4min 12 secs	58 secs	1 min 43 secs	3 min 10 secs
17.00-18.00	2min 52 secs	1 min 24 secs	1 min 26 secs	5 min 44 secs

Table 1 - Average delay into junction (CJAMS weekday 2013)

- 2.5. Despite the number of retail units and a primary school which contribute to footfall in the area there are no dedicated pedestrian facilities at the junction which poses a significant safety risk for local residents and school children. Surveys indicate that the nearby stand-alone pedestrian crossing is used by 46 primary school children in the AM peak and 76 in the evening peak. Between 2007 and 2012 there have been 23 accidents at this junction resulting in 2 serious and 33 slight injuries. The lack of dedicated facilities is also a barrier to walking and cycling.
- 2.6. Improvements to the Harrogate Road / New Line junction will improve traffic flow reducing congestion on both the A658 and A657, improve access to LBIA and the new rail station at Apperley Bridge. Improvements will also facilitate housing development in the immediate area, and improve safety and reduce severance for pedestrians and cyclists. There are currently 4 residential development sites which would deliver approximately 1,309 dwellings within the locality which are either allocated in the Replacement Unitary Development Plan or have existing planning permission. In addition, as part of the Core Strategy, there are long term growth aspirations for housing development (approximately 4,700 dwellings within North East Bradford) and economic development in particular linked to the new Apperley Bridge railway station and surplus land at Esholt Water treatment works.
- 2.7. Improving the Harrogate Road / New Line junction fulfils the objectives of the West Yorkshire Plus Transport fund and also those of the West Yorkshire local Transport Plan which include supporting economic growth and improved quality of life through safer walking, and cycling and reduced air pollution.
- 2.8. The scheme (shown attached on the drawing in Appendix 2) has the following objectives:-
- Reduced congestion on all approaches through the junction leading to anticipated reductions in vehicle delays in the order of 200 seconds by 2026 in the peak periods.
 - Increased safety provision for cyclists and pedestrians through provision of dedicated pedestrian crossing facilities on all arms.
 - Improved air quality for local residents.
 - Supporting the delivery of significant new housing developments in the short term as well as opening up long term development opportunities in the area through releasing transport constraints.
- 2.9. The creation of the proposed junction arrangement will substantially reduce peak period delays (by approximately 60%) at the junction benefiting a significant number of commuters who use this strategic corridor.
- 2.10. Consultations will be undertaken with the local community, ward members and key stakeholders through the detailed design stage of the project and a stakeholder management & communication plan has been developed as part of the Gateway 1 submission to facilitate this.

- 2.11. The preferred scheme currently requires 19 separate parcels of land outside the existing highway. Early negotiations with affected land owners are essential to avoid the potential requirement for Compulsory Purchase Order procedures. Opportune purchase approvals will be sought for the acquisition of properties placed on the open market through the Council's Project Appraisal Group (PAG).
- 2.12. Timescales for the project are extremely challenging with the aspiration to complete the project by December 2017.

3. OTHER CONSIDERATIONS

- 3.1. In developing a preferred approach a number of options were considered including a Do-Nothing option (as is), Pedestrian Facilities option (as is with pedestrian facilities), traditionally cross-roads and the P-Loop, the preferred option. The P-Loop proposal has undergone a number of iterations in seeking to reduce the amount of land required whilst allowing the junction to operate efficiently.
- 3.2. The layout of the scheme will remain subject to change as further refinement of the design takes place up to the Gateway 2 (Construction procurement approval) submission to WYCA.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1. The funding for the scheme is derived from two principle sources, (i) the West Yorkshire Transport Fund and (ii) private developer contributions via a Section 106 obligation on a 70%/30% split basis.
- 4.2. Initial funding for the project through to Gateway 1 submission from the West Yorkshire+ Transport Fund was secured through its mandate approval by TPAG on 28th February 2014 and the programme's interim budget allocation was agreed on 13th June 2014.
- 4.3. Through securing Gateway 1 approval in December 2014 further funding of £198,000 has been allocated to develop the detailed design and specification for the scheme through to Gateway 2.
- 4.4. The total funding from the Transport Fund for the Harrogate Road / New Line project which has been agreed in principle is up to a maximum level of £4.9m. However, payment of this funding is subject to satisfactory progress of the scheme through to Gateway 3 approval later next year (See Appendix 1 for gateway approval stages).
- 4.5. Just under £2m of funding has been secured from Miller Homes via the Section 106 agreement for the residential development at Simpsons Green as the private developer contribution to the project. An allowance of £1.709m has been made to land assembly necessary to deliver the scheme, inclusive of CPO procedures, and given the timescale for delivery of the project some of this allocation may need to be funded by the Council for later reimbursement by the Transport Fund through this third party contribution.
- 4.6. The staff resources and specialist technical services required to develop the scheme referred to in this report are funded through the scheme budget.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1. Responsibility for the governance of this project is the responsibility of the West Yorkshire Combined Authority (WYCA) and is controlled under their Assurance Framework. A rigorous project management system is in place for all 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.
- 5.2. A detailed risk log has been developed as part of the initial project development and will continue to be updated as the project proceeds through its various stages of delivery.

6. LEGAL APPRAISAL

- 6.1. The scheme identified in this report can be implemented through the Council's inherent powers as Highway and Traffic Regulation Authority. Any land required in order to implement the scheme which could not be acquired by negotiation with land owners may require the use of compulsory purchase powers under Section 250 of the Highways Act 1980.

7. OTHER IMPLICATIONS

7.1. EQUALITY & DIVERSITY

Due consideration has been given in writing this report to the Council's duties under Section 149 of the Equalities Act 2011.

The introduction of pedestrian facilities at this junction will improve the accessibility of the local area and will particularly benefit disabled people.

7.2. SUSTAINABILITY IMPLICATIONS

The improvement of this junction will support the future housing requirements for the District.

Improvements to the traffic flow on Harrogate Road will assist in reducing the level of harmful pollutant emissions from vehicles on this busy road and the A657 New Line.

Introduction of dedicated cycle facilities throughout the junction will assist in encouraging greater use of cycling through on both the Harrogate Road and New Line corridors.

There are currently 4 residential development sites which would deliver approximately 1,309 dwellings within the locality which are either allocated in the Replacement Unitary Development Plan or have existing planning permission. In addition, as part of the Core Strategy, there are long term growth aspirations for housing development (approximately 4,700 dwellings within North East Bradford) and economic development in particular linked to the new Apperley Bridge railway station and surplus land at Esholt Water treatment works

7.3. GREENHOUSE GAS EMISSIONS

Kerbside monitoring on Harrogate Road recorded an annual mean of 43 µg/m³ (concentration of air pollutant per cubic metre) which exceeds Government standards for particulate emissions.

Improvements to the traffic flow on Harrogate Road and New Line should reduce the level of CO₂ emissions from vehicles. A detailed assessment of the likely levels of savings resulting from the final proposal will be made as part of the Gateway 2 submission.

7.4. COMMUNITY SAFETY IMPLICATIONS

The scheme will facilitate the introduction of safe pedestrian and cycling facilities on this corridor as well as improving street lighting and providing other environmental improvements. These will have a beneficial impact on Community Safety.

7.5. HUMAN RIGHTS ACT

There are no direct Human Rights implications arising from the content of this report.

7.6. TRADE UNION

There are no Trade Union implications arising from this report.

7.7. WARD IMPLICATIONS

The scheme lies within the Idle & Thackley and Eccleshill wards. Members and the local community will be consulted as the scheme reaches appropriate stages of development.

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

9.1. Executive could choose to support the recommendations which would ensure that the Harrogate Road / New Line junction scheme could be developed within the timescale of completion by December 2017.

9.2. Executive could choose not to support the recommendations but this would jeopardise the delivery of a scheme which will contribute to the economic growth of the District and in turn would impact on the delivery programme of other projects within the West Yorkshire Transport Fund.

9.3. Executive could choose to make additional resolutions related to the scheme.

10. RECOMMENDATIONS

10.1. That the Executive resolve as follows:-

- a) That the proposal shown on drawing RC/M/MH/101463/30C be approved as the Council's current preferred approach to delivery of the Harrogate Road / New Line junction improvement as agreed by the West Yorkshire Combined Authority's Gateway 1 submission approval.
- b) That the Strategic Director Regeneration & Culture be authorised to manage the scheme programme as appropriate to meet any changing circumstances
- c) That the Strategic Director Regeneration & Culture be authorised to advertise any necessary legal orders required to facilitate the delivery of the project and to make any necessary applications to seek planning permission.
- d) That further update reports are presented to Executive following approval of Gateway 2 and Gateway 3 by the West Yorkshire Combined Authority.

10.2. That delegated authority be given to the Strategic Director Regeneration & Culture, in consultation with the Portfolio Holder to:

- a) Progress and develop the scheme proposals through the West Yorkshire Combined Authority Gateway Process and undertake appropriate consultation on scheme proposals.
- b) Undertake negotiations with leaseholders of Council owned land affected by the scheme with a view to securing the surrender of any extant leases.
- c) Investigate the ownership of land required for the delivery of the Harrogate Road / New Line junction improvement as shown on drawing RC/M/MH/101463/30C.
- d) Where appropriate to instigate negotiations for acquisition by private treaty or in the event of any unsuccessful negotiations to establish the scope of any eventual Compulsory Purchase Order.
- e) If necessary commence the preparation and promotion of any Compulsory Purchase Order required to facilitate the delivery of the proposals through acquisition of land necessary for the delivery of the scheme.
- f) Where necessary, issue requisition notices requiring those believed to have an interest in relevant property to provide title information and details of their interest in land;
- g) As may be required secure the procurement of specialist external services having regard to the Councils Contract Standing Orders and EU procurement legislation in order to advise the Council on matters relating to the delivery of the proposals for Harrogate Road / New Line junction.

11. APPENDICES

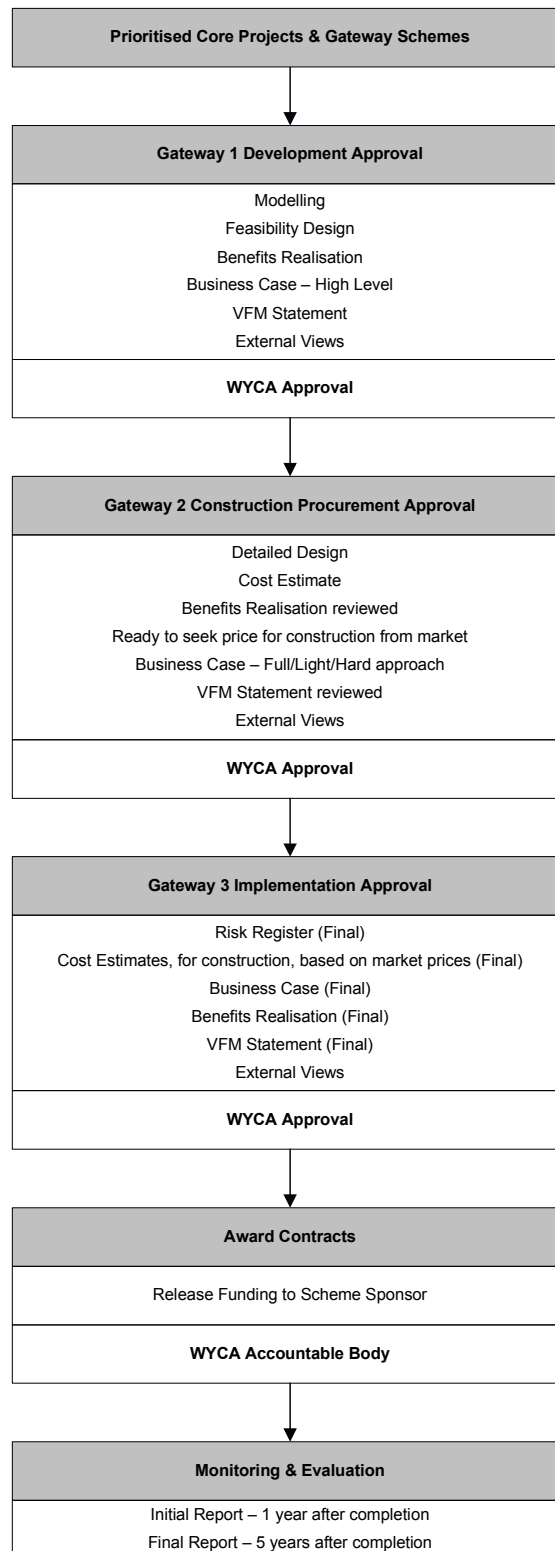
- 11.1. Appendix 1 – West Yorkshire Combined Authority Gateway Approvals Process
- 11.2. Appendix 2 – Drawing No. RC/M/MH/101463/30C

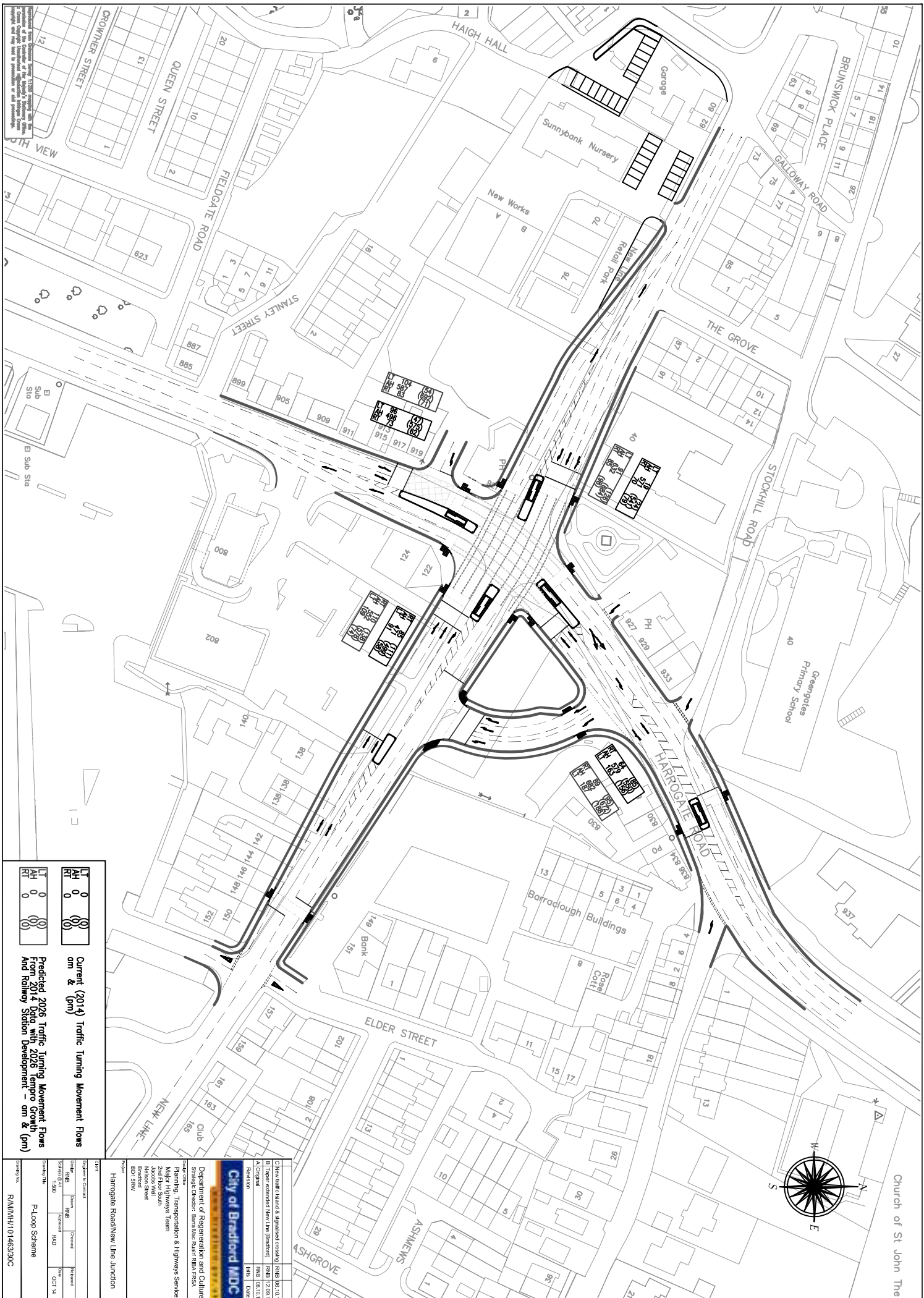
12. BACKGROUND DOCUMENTS

- 12.1. Scheme File – 102581
- 12.2. West Yorkshire Combined Authority Gateway 1 submission – Harrogate Road / New Line Junction
- 12.3. Report to Executive 2 October 2012 - West Yorkshire Plus Transport Fund
- 12.4. Report to Council 10 October 2012 – West Yorkshire Plus Transport Fund
- 12.5. Report to Executive 5 March 2013 – West Yorkshire Plus Transport Fund
- 12.6. Report to Council 18 March 2013 – West Yorkshire Plus Transport Fund

APPENDIX 1 – West Yorkshire Combined Authority Gateway Approvals Process

Programme & Investment Decisions





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Current (2014) Traffic Turning Movement Flows

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 0
 0

0
 0
 0

Predicted 2026 Traffic Turning Movement Flows
 From 2014 Data with 2026 Temporo Growth
 And Railway Station Development - am & (pm)

0
 0
 0

0
 0
 0

City of Bradford MDC

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 Strategic Director: Emma Kate Rutter FRSA

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 Bradford, West Yorkshire
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Harrogate Road/New Line Junction

Client	City of Bradford MDC
Project	Harrogate Road/New Line Junction
Phase	Final Design
Start Date	15/03/14
End Date	15/03/14
Author	James Wall
Checker	James Wall
Approver	James Wall
Date	15/03/14

City Line Traffic Signal & Signalised crossing. RAGB 106.310.2.4
 E1. Upper extended from Lane (Bradford). RAGB 112.021.2.4
 A1. Original. RAGB 106.310.2.4

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Harrogate Road/New Line Junction
 P-Loop Scheme
 15/03/14
 RMM/HR/101463930C