

Report of the Strategic Director (Regeneration) to the meeting of Executive to be held on Tuesday 6th December 2016

AO

Subject:

Keighley Town Centre Traffic Management Measures

Summary Statement:

At its meeting on 8 March 2016 the Executive approved a strategy for short, medium and long term improvements to assist traffic flow around Keighley town centre and complement regeneration opportunities of key development sites.

This report updates Executive on progress and the current position of the project and seeks the delegation of decisions needed to progress and implement the works to the Strategic Director (Regeneration).

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Portfolio:

Regeneration, Planning & Transport

Overview & Scrutiny Area:

Environment & Waste



1. SUMMARY

- 1.1 At its meeting on 8 March 2016 the Executive approved a strategy for short, medium and long term improvements to assist traffic flow around Keighley town centre and complement regeneration opportunities of key development sites.
- 1.2 This report updates Executive on progress and the current position of the project, and;
- 1.3 Following further development of the strategy the report seeks the delegation of various decisions needed to progress and implement the works to the Strategic Director (Regeneration.)

2. BACKGROUND

- 2.1 Keighley Town Centre experiences high levels of congestion in the morning and evening peak periods and often at other times of the day. The local highway network is constrained by physical features such as bridges and buildings and consequently there is limited scope to provide major highway improvements without significant cost and potential damage to the fabric of the town.
- 2.2 An allocation of £1.168m was approved by Executive at its meeting of 12 March 2013 towards a scheme for Keighley Town Centre from the former Regional Transport Board. Initial studies into potential solutions to the congestion issues in the town centre proposed a one-way clockwise gyratory scheme. These proposals were further developed and taken to public consultation in June 2015. Following the consultation and consideration by the Keighley Area Committee and further referral Executive at its meeting on 8 March 2016 approved a strategy for short, medium and long term improvements, these being:
 - a) **Short term - Minor Works:** This option looked at a series of individual low cost interventions which could be delivered in 2016/17.
 - b) **Medium term – North Street widening and re-allocation of road space between junctions of Cavendish Street and High Street.** This scheme demonstrated a very high level of journey time savings and value for money but would require acquiring land from the former Keighley College site.
 - c) **Long term – Gresley Road one-way gyratory (including East Parade one-way and Bradford Road railway bridge):** This option requires significant capital investment but demonstrated the highest level of journey time savings of any option which was assessed. Again due to the significant capital investment costs this option only achieved a low/medium value for money assessment. However, discussions with Planning identified the potential for an alternative gyratory

alignment through the former Worth Valley shopping centre development site which could be discussed with the developer to allow either a contribution to the capital costs or a reduction in land costs thereby strengthening the value for money case. Early discussions have now been held with the developer to explore this possibility.

- 2.3 Following the 8 March 2016 Executive approval ongoing development work has included additional traffic surveys and modelling to ensure the package of measures are complimentary and robust, along with liaison with interested parties, transport operators, cycle groups etc. Ongoing progress with proposals for the former Keighley College site will allow the medium term proposals to be brought forward sooner than originally anticipated and work on this package is now progressing.
- 2.4 An important consideration in finalising the proposals has been to ensure, whilst addressing congestion and traffic flow issues, that due consideration has been given to all users e.g. pedestrians, cyclists and public transport whilst respecting and maintaining the character of the town centre setting and recent public realm investments.
- 2.5 A current detailed description of each option is included in Appendix A – Option Appraisal Matrix of this report with summarised costs as below.

Short Term Intervention (<12 months)	Medium Term Intervention (1-3 years)	Long Term Intervention (3-5 years)
Delivery of Option 2 package of interventions.	Subject to negotiations in relation to land requirements on the former Keighley College site.)	In discussion with the developer of the Worth Valley shopping centre site, and subject to future WT+TF fund investment.
£53,000	£810,000	£7,000,000

- 2.6 It should be noted that development work in conjunction with bus operators and the West Yorkshire Combined Authority (WYCA) has identified low cost/high benefit alterations to the bus station operation that can be implemented as part of the short term works, negating the need for the element of bus station alterations previously included in medium term proposals of the 8 March 2016 Executive report. This alteration to the bus station operation and re routing of some bus services along Cooke Street to join Cavendish Street achieves significant savings in bus journey times. Subject to the completion of minor enabling works within the bus station by WYCA it is expected that the new bus route will be operational in early 2017.
- 2.7 Preparation work for the short term interventions is well advanced and key to delivery and implementation of the various strategy elements is the approval of the design, procurement of works and processing of legal matters for which

specific Committee approvals are needed. It is proposed that this be through the delegation of authority to the Strategic Director (Regeneration).

3. OTHER CONSIDERATIONS

- 3.1 The delivery of the proposed strategy of short, medium and long term interventions affords the best possible opportunity for the Council to deliver a solution to the traffic issues in Keighley based on the findings of the appraisal work done by officers.
- 3.2 It is expected that implementation of those short term measures not subject to legal process can be achieved before April 2017. Implementation of the medium term works is dependent on land acquisition from the former Keighley College site and progress on building demolition and the proposed redevelopment. Current indications are that the site may be available from summer 2017.

4. FINANCE & RESOURCE APPRAISAL

- 4.1 An allocation of £1.168m has previously been allocated by Executive to works in Keighley town centre. The balance of this allocation would be sufficient to deliver the short-term and medium term measures identified in the current work packages.
- 4.2 Third-party contributions to the long term proposals, together with linking the GVA benefits of the road improvements to developments in the town centre, could be allied with the potential overlap of projects associated with Keighley rail station. Subject to further development and discussions, this could demonstrate a positive GVA improvement to attract additional investment from the Transport Fund to allow delivery of the long-term strategy within the proposed timescale.
- 4.3 Any potential residual budget from the West Yorkshire+Transport Fund Hard Ings Road project could, subject to appropriate approvals being obtained from the West Yorkshire Combined Authority, contribute funds towards delivery of the long- term strategy.
- 4.4 Subject to further development and discussions the balance of the long-term funding could be sought from the Transport fund and to this end a project Mandate is being prepared
- 4.5 The staff resources and specialist technical services required to develop the scheme referred to this report are funded through the scheme budget and exist within the Council's current establishment.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 Implementation of any of the proposals which would require use of the West Yorkshire+ Transport Fund would require compliance with the governance arrangements of the West Yorkshire Combined Authority (WYCA) which is defined in its Assurance Framework.

6. LEGAL APPRAISAL

- 6.1 The schemes identified in this report can be implemented through the Council's 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 the Highways Act 1980.

7. OTHER IMPLICATIONS

7.1 Equality & Diversity

The proposals identified in this report take into account the needs of people with specific access needs and vulnerable road users. The project consultation process discussed in this report was undertaken, and the recommended scheme packages determined, with due regard to Section 149 of the Equalities Act 2010.

7.2 Sustainability Implications

The delivery of the options described in this report will assist in the regeneration and sustainability of Keighley by reducing the overall level of traffic congestion in the town centre from that which would have occurred without the scheme.

7.3 Greenhouse Gas Emissions Impacts

A detailed assessment has not been made on the impacts of the proposals on CO₂ emissions.

7.4 Community Safety Implications

The safety of all road users will be considered during the detailed design of the proposals. The provision of safe pedestrian crossing points and cycling facilities (where possible) in the town centre has been a priority in the development of the proposals. As the scheme develops it will be subject to Road Safety Audits at appropriate stages in line with national guidance and the Council's Road Safety Audit policy.

7.5 **Human Rights Act**

There are no implications on the Human Rights Act associated with this report.

7.6 **Trade Union**

There are no trade union implications associated with this report.

7.7 **Ward Implications**

The scheme lies within the Keighley Central and Keighley East wards. Ward Members and the local community will be consulted on the proposals as the scheme reaches appropriate stages of development.

8. **NOT FOR PUBLICATION DOCUMENTS**

None

9. **OPTIONS**

9.1 Executive may decide to continue to support the proposed strategy for transport improvements in Keighley town centre and delegation of decisions to the Strategic Director (Regeneration) as described above.

9.2 Alternatively, Executive may wish to recommend an alternative approach in which case appropriate officer advice will be provided on the proposed solution.

10. **RECOMMENDATIONS**

10.1 That the Strategic Director (Regeneration), in consultation with the Portfolio Holder (Regeneration, Planning and Transport), be given delegated authority pursuant to Article 14.20 of the Constitution to:

- a. progress and approve the detailed design of the short, medium and long term schemes and undertake appropriate consultation including with the relevant Area Committees;
- b. undertake negotiations with landowners to secure by private treaty the timely acquisition and internal appropriation of land required for the implementation of the scheme;
- c. undertake negotiations with leaseholders of Council owned land affected by the scheme with a view to securing surrender of any extant leases;
- d. as may be required, secure the procurement of specialist external services having regard to the Council's Contract Standing Orders and EU procurement legislation in order to advise the Council on matters relating to the delivery of the proposals;

- e. Advertise any necessary legal orders required to facilitate the delivery of the strategy and to make any necessary applications to seek planning permission. Any objections to be referred to the Keighley Area Committee;
- f. Approve the implementation of the works.

11. **APPENDICES**

Appendix A – Option Appraisal Matrix

12. **BACKGROUND DOCUMENTS**

- 12.1 Report of the Strategic Director (Regeneration) to the Executive, 8 March 2016, Keighley Town Centre Traffic Management Measures.
- 12.2 Report of the Strategic Director (Regeneration) to Keighley Area Committee, 3 December 2015, Keighley Town Centre Traffic Management Measures.
- 12.3 Report of the Strategic Director (Regeneration) to Keighley Area Committee, 22nd January 2015, Keighley Town Centre Traffic Management Measures
- 12.4 Report of the Strategic Director (Regeneration and Culture) to Keighley Area Committee, 11 April 2013, Keighley Transport Improvements.

APPENDIX A – Option Appraisal Matrix

Option	Route Description	Cost	Journey Time Benefit	Value for Money
Note	For ease of comparison Option numbers are those used in the March 2016 Executive report.			
1	Do Nothing	£0	-	-
2	Short term: Low Cost measures to be implemented in the short-term and would complement many of the longer term interventions prioritised in terms of cost benefits	Total £53k	Medium	High
(a)	Traffic Light priority at East Parade / Bradford Road / Cavendish Street and North Street / Cavendish Street junctions. Traffic Light priority at the pedestrian crossings at North Street, Cavendish Street and Bradford Road (adjacent to rail station)	£25k		
(b)	Co-ordination of signal timings and pedestrian crossings along the length of North Street	£1k		
(c)	Linking of traffic signal timings of Cavendish Street / Bradford Road / East Parade junction with pedestrian crossing at Sainsbury's entrance.	£1k		
(d)	Changes the Green period for vehicles at existing pedestrian crossing between the railway station and Asda at Bradford Road.	£1k		
(e)	Provide two traffic lanes on North Street (southbound) between junctions with Cavendish Street and High Street. Includes re-configuration of traffic lane at North Street / Cavendish Street (southbound). (Now part of Option 3)	£0k		
(f)	Replace existing pedestrian crossing at Cavendish Street / Lawkholme Lane with staggered crossing. (not now required, benefits can be achieved via signal linking in Option 2c)	£1k		
(g)	Removal of 4 car parking spaces at East Parade (adj. 137-141).	£7k		
(h)	Dedicated right turn facility at North Street / Spring Garden Lane to replace existing yellow box junctions with 'Keep Clear' markings to protect right-turn into Spring Garden Lane.	£1k		
(i)	One-way street at Albert Street (towards Scott Street) to provide No Left Turn from Albert Street into North Street.	£5k		
(j)	Introduce a banned right-turn from North Street into Devonshire Street. (Not now required).	£0k		
(k)	Re-design of all yellow box junctions on North Street between junction with Cavendish Street and High Street.	£2k		
(l)	Re-design of yellow box junction at Bradford Road adjacent to Fire Station entrance.	£1k		
(m)	Re-design of yellow box junction at Cavendish Street / Sainsbury's car park entrance.	£1k		
(n)	Alterations to the operation of bus station and bus re-routeing. (was part of Option 3)	£2k		
(o)	Town centre cycle study	£5k		
3	Medium term: North Street widening and reallocation of road space between junctions of Cavendish Street and High Street. (Dependent upon acquiring land from former Keighley College site). Excludes alterations to bus station – now in Option 2n.	£810k	Very High	Very High
8	Long term: Gresley Road one-way gyratory (including East Parade one-way)	£7m*	Very High	Low/Medium

* Works cost only – land costs not yet defined