

Report of the Strategic Director Place to the meeting of Bradford East Area Committee to be held on 11th July 2017.

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Subject:

CITYCONNECT 2 – BRADFORD CANAL ROAD CORRIDOR CYCLEWAY SCHEME (MOVING TRAFFIC) ORDER AND (WAITING LOADING AND PARKING) ORDER - OBJECTIONS

Summary statement:

This report considers objections to the recently advertised Traffic Regulation Orders associated with the proposed CityConnect 2 - Bradford Canal Road Corridor Cycleway scheme.

Wards: 04 Bolton and Undercliffe

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Portfolio:

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Overview & Scrutiny Area:

Environment and Waste Management



1. SUMMARY

- 1.1 The CityConnect 2, Bradford Canal Road Corridor Cycleway Scheme, in order to be implemented, requires changes to be made to the way in which the highways along the route are used. A number of Traffic Regulation Orders (TRO's) have been advertised for public consultation on the proposed changes and to consider if any amendments to the Orders can be made without unduly compromising the design and quality of the scheme. The proposed changes to the existing highway network aim to maintain or improve safety for all road users and to aid the flow of traffic.
- 1.2 This report considers objections to the recently advertised (moving traffic) Traffic Regulation Order and to the (waiting loading and parking) Traffic Regulation Order. It identifies factors and options to be considered and makes recommendations.

2. BACKGROUND

- 2.1 After successfully securing £22m of funding for Phase 2 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 continuous high quality segregated cycle route between Bradford and Shipley.
- 2.2 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, and it would connect to the Cycle Superhighway between Leeds and Bradford, which constituted Phase 1 of the CityConnect programme.
- 2.3. 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. The proposed route of the scheme is shown in Appendix 1.
- 2.4. The national cycling conference Cycle City Active City Bradford was held in May 2017. Bradford was chosen as the location to hold this event this year because 2017 is seen as a pivotal year for cycling in Bradford. The recently opened CityConnect Cycle Superhighway from Bradford to Leeds, the stunning new public space in the heart of the city and the Tour de Yorkshire were all factors in bringing this event to Bradford and there are plans for more cycling related activity to come during the year.
- 2.5 At its meeting of 20 September 2016 the Executive approved the principles of the



scheme. It delegated authority to the Strategic Director and the Portfolio Holder to:

- progress and approve the detail design of the scheme;
- 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 tracks;
- approve the implementation of the works.

Any valid objections to the advertised Traffic Regulation Orders were to be submitted to the Executive and the Bradford East Area Committee, as appropriate, for consideration.

2.6 The following Traffic Regulation Orders were formally advertised between 17 February 2017 and 10 March 2017 under powers contained in the Road Traffic Regulation Act 1984:

2.6.1 City of Bradford Metropolitan District Council (Moving Traffic) (Consolidation) (Amendment No.***) Order 20*** - Cycle Superhighway Bradford.

The general effect of which will be to introduce:-

- “prohibited left-turns” from Valley Road into Hamm Strasse and from Queen’s Road into Valley Road;
- “prohibited right-turn” from Queen’s Road into Valley Road;
- “prohibited entries” from Valley Road (northern section) into Valley Road (242 metres south of its junction with Queen’s Road) and also from Queen’s Road into Valley Road;
- “one-way traffic flows in a northerly direction” on a length of Valley Road (North/South) at a point 170 metres north of its junction with Valley Road (North/East) and on a further length of Valley Road (North/South) from its junction with Queen’s Road for a distance of 78 metres; and
- “prohibition of driving (road closure)” of a part of Leeming Street – for a distance of 15 metres from its junction with Valley Road.

There has been one objection to this TRO regarding prohibiting vehicles turning from Queen’s Road into Valley Road, prohibiting entry from Queen’s Road into Valley Road and restricting the one-way flow of traffic to a northerly direction on Valley Road. A summary of the objector’s concerns and officer comments is described in the following table:

Objector’s concerns	Officer comments
<p><u>Access to the builders merchants on Valley Road.</u> <u>Number of objectors 1.</u> Prohibiting vehicles from turning into Valley Road from Queen’s Road and prohibiting vehicles from travelling in a southerly direction along Valley Road will adversely affect business at the builders merchants. There are two vehicular</p>	<p><u>Valley Road one-way system and prohibited entry from Queen’s Road</u> The TRO is necessary: a) to avoid causing traffic congestion and endangering road users on Valley Road due to narrowing the carriageway from two lanes to one lane. The Order removes through traffic from one direction in order to allow the remaining traffic to flow freely in the opposite direction in the road width that</p>



<p>accesses on Valley Road and one on Canal Road serving the main site and a further vehicular access on Valley Road serving a developing site. Most customers, suppliers and deliveries that use the Valley Road accesses arrive travelling in a southerly direction from Queen's Road and also leave in a southerly direction along Valley Road.</p> <p>The Order, if implemented, will cause customers and suppliers to use longer alternative routes via either Manningham Lane and Hamm Strasse or Canal Road. They will incur longer journey times and greater fuel costs and will result in some people taking their business elsewhere. The business will incur greater delivery times and greater fuel and staff costs. The business will suffer and future plans to expand the business on the new adjacent site will be adversely affected.</p>	<p>will be available after the construction of the segregated cycle track.</p> <p>b) to avoid causing traffic congestion and endangering road users on Queen's Road due to the introduction of new traffic signals` at the junction with Valley Road. The Order will prevent the forming of a queue of traffic waiting to turn right into Valley Road from obstructing the main stream of traffic on the ring road.</p> <p>Narrowing the carriageway of Valley Road is necessary to provide adequate space within the highway for the segregated cycle track.</p> <p>The traffic signals at the junction of Queen's Road and Valley Road are necessary to provide a safe and convenient crossing for the cycle route across Queen's Road. They will also bring benefits for pedestrians and drivers by improving their safety and convenience when joining or crossing the ring road at Valley Road. The improved junction will help to address most of the safety issues at the Valley Road / Queen's Road / Bolton Lane junction, currently ranked 23rd in the list of Bradford Road Accidents Sites for Concern 2011 – 2015 report. In the last 5 years at this junction there have been 20 personal injuries recorded.</p> <p>A recent traffic survey carried out on a week day between 7 am and 5:30 pm recorded 1570 vehicles travelling south along Valley Road and 1772 vehicles travelling north. Of these, 136 vehicles arrived at the builders merchants, 82 coming from the north and 54 from the south. 126 vehicles left the premises, 52 heading north and 74 heading south. 10 Light Goods Vehicles (LGV's) arrived at the premises, 6 from the north and 4 from the south. 9 LGV's left the premises, 2 headed north and 7 headed south.</p> <p>The joinery workshop adjacent to the builders' merchants would also be affected</p>
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	<p>by the Order for the one-way system. LGV's currently tend to arrive at this site from the direction of Queens Road and leave heading south as this is the easiest way to access the oblique entrance to the premises. The Order will make accessing the premises more difficult, but the scheme proposals have allowed for improvements to the vehicular entrance on Valley Road which would assist the approach from the other direction.</p> <p>Without the TRO the flow of traffic would be more than the capacity of the road could accommodate and congestion would occur. There would also be dangers to all road users if vehicles mounted the footway and cycle track in order to pass one another.</p>
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2.6.2 City of Bradford Metropolitan District Council (Waiting Loading and Parking) (Consolidation) (Amendment No.***) Order

The general effect of which will be to introduce restrictions of:-

1. "no waiting and no loading/unloading at any time" along the full length of the Cycle Superhighway comprising lengths of Hillam Road, Valley Road, Bolton Lane, Queen's Road, Canal Road, Stanley Road and Lower Kirkgate, Bradford, and
2. "no waiting at any time" on lengths of Hillam Road, Valley Road, Bolton Lane, Queen's Road, North Holme Street and Canal Road, Bradford.

There have been two objections to this TRO. A summary of the objectors concerns and officer comments is described in the following table:

Objectors concerns	Officer comments
<p><u>Safe access to the freight depot, free flow of traffic and loss of on-street parking along Hillam Road.</u> <u>Number of objectors 2.</u> In summary the objections concern: Danger to cyclists; Hindering the safe movement of traffic along Hillam road; Undermining the provision of suitable adequate parking facilities; Loss in the number of on-street parking spaces required; Impact on the amenities of the locality including air quality.</p>	<p><u>Hillam Road – No parking on Footways and Cycle Track</u> The Order prevents parking on the new footways and cycle track. The TRO is necessary to remove dangers and obstructions to pedestrians and cyclists from vehicles parking on the footways and cycle track. Vehicles that park on footways can also cause damage to the walking surface and underground services and subsequent repairs can be a maintenance cost to the Council.</p> <p><u>Hillam Road – No parking on the west side of Hillam Road</u> The Order prevents parking on the west</p>



<p>Suggestions for alternative routes to consider have been made.</p> <p>Danger to cyclists: The proposed cycle track will cross the busy access to the company's depot and will bring cyclists into conflict with LGV's entering the depot. Cyclists will have priority and drivers may not see the cyclist crossing in front of them or behind them when vehicles are reversing into the depot. A collision may occur resulting in serious or fatal injuries.</p> <p>Safe movement of traffic and loss of on-street parking: There is currently insufficient off-street parking at the depot to accommodate employees' vehicles and LGV's that the business generates. Employees therefore park on-street and LGV's wait on-street for space in the depot to become available. Because there are no restrictions vehicles can park on both sides of the street and, <i>when parked on the footways</i>, there is enough room for other vehicles to pass and the road not to be obstructed. If no parking is available (<i>on the footways</i>)</p>	<p>side of the carriageway of Hillam Road alongside the new cycle track.</p> <p>The TRO is necessary:</p> <p>a) to maintain two lane widths for the movement of traffic thereby avoiding traffic congestion on Hillam Road due to parked vehicles that, if uncontrolled and allowed to park on both sides of the road, would narrow the available carriageway width for moving traffic down to one lane width.</p> <p>b) to remove the danger to cyclists and pedestrians due to vehicles parking alongside the cycle track and obscuring visibility between cyclists and drivers of vehicles turning to cross the cycle track.</p> <p>LGV's currently access the depot by crossing the footway where pedestrians have priority over crossing vehicles. Those dangers already exist for pedestrians and will remain. The same dangers also exist for cyclists using the road. The proposals will result in an additional segregated cycle track alongside the footway and so cyclists will be in a defined area that will be conspicuous with improved visibility between drivers and cyclists. Warning signs and road markings will be provided to emphasise to both cyclists and drivers the areas of increased risk. There is a duty on all road users, including lorry drivers and cyclists, to take care and drive / ride responsibly and not be a danger to themselves or others.</p> <p>The proposals will narrow the footways and thereby remove space that some drivers use to park. The space recovered will then be used for the segregated 3 m wide cycle track. There are no proposals to reduce the existing width of the carriageway below its current 9 metres and so the width already allocated for motor vehicle use will not be changed. Safe two-way movement of traffic will be achieved by preventing parking on one side of Hillam Road.</p> <p>Without this TRO the two-way flow of traffic would be impeded and also the inter-visibility between cyclist and drivers would</p>
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<p>LGV's waiting to enter the Depot will have to wait in the carriageway and other LGV's may not be able to pass.</p> <p>Air quality: Without the free flow of traffic more vehicles will have to wait in the carriageway with their engines running adversely affecting air quality.</p> <p>Alternative routes: It is suggested that taking the cycle route along North Avenue or Canal Road would allow the cycle track to be delivered without the need for the TRO's that would otherwise affect Hillam Road.</p> <p>If Hillam Road could not be avoided then positioning the cycle track on the east side of Hillam Road would be less harmful to business and less risky for cyclists.</p>	<p>be obstructed by parked vehicles alongside the cycle track. The danger to cyclists would be increased and their safety compromised.</p> <p>The TRO, if implemented will ensure the free flow of traffic.</p> <p>Taking the route along North Avenue would lead cyclists on to Manningham Lane and away from the Bolton Woods area. This would significantly increase the length and cost of the scheme and introduce steep gradients that are otherwise avoidable. It would not be feasible to construct a segregated cycle track along Manningham Lane, and this would result in taking space from the carriageway and as a consequence reducing traffic capacity. It would also take cyclists alongside a major road where the air quality would be a concern.</p> <p>Taking the route along Canal Road would have some advantages in terms of directness and gradient however, it would require taking space from the carriageway resulting in a reduction in the traffic capacity of this major road. There would also be a significant expense in providing a suitable crossing of Hillam Road at its junction with Canal Road. This route would also be adjacent to a very busy road where the air quality would be a concern.</p> <p>Positioning the cycle route along the east side of Hillam Road would necessitate narrowing the carriageway on the east side and widening the carriageway on the west side to maintain the width for vehicles. All the underground services are located in the footway on the west side of Hillam Road and these would require costly diversions to build the widened carriageway over the top of them. There would be fewer accesses to premises to cross but Hillam Road itself would need to be crossed near its junction with Canal Road. The cost of service</p>
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	diversions and a new crossing of Hillam Road at its junction with Canal Road would put the scheme outside the budget allocated for the scheme.
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2.7 Notices have been formally advertised between 17 February 2017 and 10 March 2017 under powers contained in the Highways Act 1980 and the Road Traffic Regulation Act 1984 informing of the proposal to construct road humps and raised pedestrian and cyclists crossings.

2.7.1 The locations will be along Valley Road, Holdsworth Street and Hillam Road.

There have been no objections to this Order.

3. OTHER CONSIDERATIONS

3.1 Prior to advertising the Orders a consultation exercise was held. Businesses were contacted and offered individual meetings to discuss any issues and concerns. Not all businesses took up that offer and some that did were not satisfied with the outcome. Others did engage in those meetings and where it was possible to make design modifications to the scheme then those businesses have been satisfied with the proposed Orders.

3.2 Consideration has been given to amending the TRO in order to reduce the length of the restriction for one-way traffic flow on Valley Road. The aim would be prevent vehicles entering Valley Road from Queens Road whilst still allowing two way flow of traffic along the rest of Valley Road for local traffic between business premises. Traffic could still enter Valley Road from the south only but would be able to leave in either direction. The carriageway would be widened to enable a car and a LGV to pass each other and some passing places could be provided to enable two LGV's to pass. However, this option would result in the cycle track width being less than the recommended width for a two- way cycle track and would compromise safety for cyclists. A high wall on one side and moving traffic on the other side would increase the danger to cyclists as the risk of cyclists catching their handlebars on the wall or with another cyclist whilst shying away from the edge of the cycle track nearest to passing motor traffic. This option would therefore not be recommended.

3.3 Consideration has been given to acquiring some land between Valley Road and the railway in order to build the cycle track away from Valley Road. The price being sought for the land, the high cost of enabling works and the timescale necessary to carry out the procedures required by Network Rail regarding acquiring land from them and working in close proximity to the railway is beyond the scope of this project. This, therefore, is not a feasible option.

3.4 Consideration has been given to an alternative route via Midland Road and Hamm Strasse. This route would introduce a steep hill in an otherwise level route and a



segregated cycle track along Hamm Strasse would require space to be taken from the carriageway thereby reducing the capacity of this major road. The higher level of air pollution along Hamme Strasse would be a concern for cyclist's health. This route, therefore, is not considered to be a feasible option.

- 3.5 Consideration has been given to the possibility of an alternative route along Canal Road. Although this route is level a segregated cycle track would require space to be taken from the carriageway thereby reducing the capacity of this major road. Feasible solutions for crossing side roads and accesses have not been found and the higher level of air pollution along this major road would be a concern for cyclist's health. For comparison, Canal Road carries 35,000 v.p.d. (vehicles per day) whereas Valley Road carries 3,000 v.p.d. This route is therefore not considered to be a feasible option.
- 3.6 The CityConnect Advisory Group which comprises mainly cyclists experienced in similar schemes have commented and provided advice throughout the scheme development process. The group support the current scheme proposals and the advertised TRO's.
- 3.7 Local ward members and the emergency services have been consulted on the advertised Orders and they have not raised any objections.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 Funding for the scheme will be provided by the West Yorkshire Combined Authority, as part of the £22.107 million Government funding for Phase 2 of the Cycle City Ambition Fund.
- 4.2 City of Bradford MDC staff resources and specialist technical services required to deliver and develop 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.



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 IMPACTS

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.

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS (for reports to Area Committees only)

None

8. NOT FOR PUBLICATION DOCUMENTS

None



9. OPTIONS

- 9.1 Committee could choose to overrule the objections to the (moving traffic) Order and confirm that the Orders be implemented as advertised. This would ensure that the scheme can be delivered within the timescale and budgetary constraints set by the Department for Transport (DfT) in order to receive grant funding. This option is supported by the City Connect Advisory Group and will enable the objectives of the design brief agreed with WYCA to be achieved.
- 9.2 Committee could choose to overrule the objections to the (moving traffic) Order and confirm that a modified (moving traffic) Order as shown in Appendix 2 be implemented. The scheme could be delivered within the timescale and budgetary constraints set by the Department for Transport (DfT) in order to receive grant funding although it would result in compromising the safety benefits for cyclists and the aims of the project would not be fully realised. This option is not supported by the City Connect Advisory Group and the objectives of the brief agreed with WYCA would not be achieved. The Council may also receive adverse criticism from groups and individuals wanting to see the road network made safer for cycling.
- 9.3 Committee could choose to uphold the objections to the (moving traffic) Order and the scheme proposals would be abandoned.
- 9.4 Committee could choose to overrule the objections to the (waiting loading and parking) Order and confirm that it be implemented as advertised. This would ensure that the programme can be delivered within the timescale and budgetary constraints and that the objectives of the programme can be achieved. This option is supported by the City Connect Advisory Group and will enable the objectives of the design brief agreed with WYCA to be achieved.
- 9.5 Committee could choose to uphold the objections to the proposed (waiting loading and parking) Order and that a modified (waiting loading and parking) Order be implemented to remove the restriction to on-street parking along Hillam Road. This gives priority to parking over the traffic movements and is likely to result in some congestion and road danger and raise concerns from other businesses on Hillam Road that did not object to the advertised Order. This option is not supported by the City Connect Advisory group and the objectives of the brief agreed with WYCA would not be achieved. The Council may receive adverse criticism from groups and individuals wanting the see the road network made safer for cycling.

10. RECOMMENDATIONS

- 10.1 That the objections be overruled and the (moving traffic) Traffic Regulation Order be sealed and implemented as advertised.
- 10.2 That the objections be overruled and the (waiting loading and parking) Traffic Regulation Order be sealed and implemented as advertised.



10.3 That the objectors be informed accordingly.

11. APPENDICES

11.1 Appendix 1 – Drawing showing the proposed route of the scheme and the general effect of the Orders.

11.2 Appendix 2 – Drawing showing the general effect of a modified (moving traffic) Order to reduce the extent of the one-way street restriction on Valley Road.

12. BACKGROUND DOCUMENTS

12.1 Scheme file number 103116.

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

12.3 Highways Act 1980.

12.4 Road Traffic Regulations Act 1984.

