

Report of the Strategic Director (Place) to the meeting of the Executive to be held on 12th September 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 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

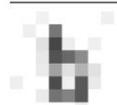


1. SUMMARY

- 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 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 and walk more regularly, and to make cycling a natural and popular choice for short journeys. 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 reduce carbon emissions and 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.
- 2.4 This scheme, which will significantly enhance cycling infrastructure in the District, will help deliver the objectives and outcomes in the West Yorkshire Local Emissions Strategy (WYLES) 2016 - 2021 which was adopted in December 2016. The scheme fully supports and accords with Strategic Objective 7 of the WYLES which states that "We will use the West Yorkshire Transport Strategy and Leeds City Region Strategic Economic Plan to help deliver the WYLES objectives, including improved cycling and walking provision; better public transport; low emission energy production and use, and sustainable infrastructure to deliver Good Growth". The Bradford District Low Emissions Strategy (LES) which was adopted in 2013, seeks



to promote and further develop cycling infrastructure in order to reduce emissions. The Canal Road Corridor Cycle Route is referenced in Appendix 1 of the Bradford District LES.

- 2.5 The proposed cycle route is included in the Shipley and Canal Road AAP dated May 2015. The report “Transport Study in Support of the Shipley and Canal Road Corridor AAP” refers to The CityConnect2 project and identifies the alignment of the route, it also refers to “The Cycle Route Study” carried out by Steer Davies Gleave in July 2014. The Project Brief was produced in December 2015 and as part of that process an assessment of all potential alternative routes was undertaken to ensure the option that could best deliver the objectives, desired outcomes and meet the constraints was developed and taken forward for consultation. The proposed route of the preferred advertised scheme follows the route identified in the Transport Study in Support of the Shipley and Canal Road Area Action Plan produced by consultant Steer Davies Gleave and is shown in Appendix 1.
- 2.6 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.
- 2.7 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:
- 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 tracks;
 - c) 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 for consideration.
- 2.8 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:
- 2.8.1 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:-

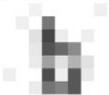
1. “prohibited left-turns” from Valley Road into Hamm Strasse and from Queen’s Road into Valley Road;
2. “prohibited right-turn” from Queen’s Road into Valley Road;
3. “prohibited entries” from Valley Road (northern section) into Valley Road (242 metres south of its junction with Queen’s Road) and also from Queen’s Road into Valley Road;



4. “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
5. “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:

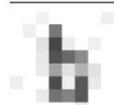
Objector’s concerns	Officer comments
<p><u>Access to the builders merchants on Valley Road.</u></p> <p><u>Number of objectors 1.</u></p> <p>Prohibiting vehicles from turning into Valley Road from Queen’s Road and prohibiting vehicles from travelling in a southerly direction along Valley Road will adversely affect business at the builders merchants. There are two vehicular 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</p>	<p><u>Valley Road one-way system and prohibited entry from Queen’s Road</u></p> <p>The TRO is necessary:</p> <p>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 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</p>



<p>affected.</p>	<p>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 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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2.8.2 City of Bradford Metropolitan District Council (Waiting Loading and Parking) (Consolidation) (Amendment No.***) Order

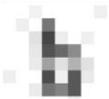
The general effect of which will be to introduce restrictions of:-



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></p> <p><u>Number of objectors 2.</u></p> <p>In summary the objections concern:</p> <p>Danger to cyclists;</p> <p>Hindering the safe movement of traffic along Hillam road;</p> <p>Undermining the provision of suitable adequate parking facilities;</p> <p>Loss in the number of on-street parking spaces required;</p> <p>Impact on the amenities of the locality including air quality.</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</p>	<p><u>Hillam Road – No parking on Footways and Cycle Track</u></p> <p>The Order prevents parking on the new footways and cycle track.</p> <p>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></p> <p>The Order prevents parking on the west 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</p>

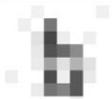


<p>may occur resulting in serious or fatal injuries.</p> <p>Safe movement of traffic and loss of on-street parking: There is currently insufficient off-street parking at the depot to accommodate employees' vehicles and LGV's that the business generates. Employees therefore park on-street and LGV's wait 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>) 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>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. Without this TRO the two-way flow of traffic would be impeded and also the inter-visibility between cyclist and drivers would 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>
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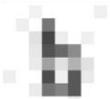
<p>If Hillam Road could not be avoided then positioning the cycle track on the east side of Hillam Road would be less harmful to business and less risky for cyclists.</p>	<p>Taking the route along Canal Road would have some advantages in terms of directness and gradient however, it would require taking 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 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.</p>
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- 2.9 Notices were 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 along Valley Road, Holdsworth Street and Hillam Road. There were no objections to this Order.
- 2.10 An objections Report was taken to the Bradford East Area Committee meeting on 11 July 2017 where it was resolved:-
- i) that the Committee recognises and welcomes the cycle link
 - ii) that the Committee is not content that the solution offered is a safer, more attractive urban environment that will make the positive contribution to Bradford's cycling ambition. The Committee also recognises the challenges of the current site.
 - iii) that officers are asked to fully investigate an alternative scheme in the urban green space alongside Valley Road, Bradford.
 - iv) that the consultation be extended to include people who work along Valley Road, Bradford, and whether they had access to the Cycle to Work scheme.
 - v) that the decision to overrule the objections be delayed until the above work is



undertaken and presented to the Committee.

- 2.11 On 13 July 2017, in accordance with Paragraph 8.6.2 (Part 3E of the Constitution) the decision of the Bradford East Area Committee was called-in by the Chair of the Corporate Overview and Scrutiny Committee as requested to do so by the Chair of the Environment and Waste Committee *“on the grounds that the Area Committee’s decision to defer approval of the project proposals puts the entire scheme at risk. The decision jeopardises a cycleway project that is a key element of our District Cycling Strategy and which is backed by the Bradford Cycling Campaign; and- crucially- risks losing altogether WYCA investment of £2.5 million that will benefit Bradford District as a whole for years to come”*. The decision was then referred to the Environment and Waste Management Overview and Scrutiny Committee for consideration.
- 2.12 At the meeting of the Environment and Waste Management Overview and Scrutiny Committee held on 25 July 2017 it was resolved:-
- i) that this Committee notes a) Paragraph 12.14 of Part 3E of the Constitution of the Council, which states that “area committees may not make a decision which affects, in a significant way, another area without first obtaining the agreement of the area committee for that area”, b) that part of the Bradford Canal Road Corridor Cycleway Scheme is located in the City Ward and therefore falls under the purview of the Bradford West Area Committee; and c) that the Bradford West Area Committee has not been involved in this decision-making decision process so far.
 - ii) that this Committee notes that the Executive resolved on 20 September 2016 that “any valid objections to the advertised Traffic Regulation Orders, traffic calming, crossing facilities and cycle tracks be submitted to the Executive” and that this action has not yet been implemented as required.
 - iii) that this Committee refers the decision back to the Bradford East Area Committee for further consideration of the advertised Traffic Regulation Orders in accordance with the resolution of the Executive dated 20 September 2016.
 - iv) that this Committee recommends that the Bradford East Area Committee refers this matter with its comments to the Executive for decision when it meets on 14 September 2017, according to the provisions of Paragraph 12.15 of Part E of the Constitution of the Council (which states that “an area committee or two or more area committees jointly may refer a matter in relation to an executive function to the Executive for decision”).
 - v) that, in the event that the Bradford East Area Committee does not refer this matter to the Executive for decision on 14 September 2017, this Committee recommends that the Executive determines this matter instead in accordance with Paragraph 12.16 of Part 3E of the Constitution of the Council (which states that “the Executive may require a matter in relation to an executive function due to be considered by an area committee to be determined by itself, in which case the delegation of that matter to the area committee shall cease to apply”).
 - vi) that this Committee notes, in any case, that the Executive has the option of determining this matter when it next meets on 12 September 2017 in accordance with Paragraph 12.16 of Part 3E of the Constitution of the Council and the Executive’s own resolution of 20 September 2016.
- 2.13 A meeting was held in City Hall on 10th August 2017 attended by the Portfolio



Holder (Regeneration, Housing, Planning and Transport), officers from the City Connect2 design team and representatives from some of the businesses located on Valley Road, namely Uriah Woodhead, West Yorkshire Fellmongers, Trevor Isles and P.F.Farnish. The businesses voiced their concerns regarding the proposals to make sections of Valley Road one-way to vehicular traffic and the problems that this would cause them, particularly in terms of deliveries, customer access, potential loss of trade and the potential negative effect that the scheme would have on future development plans. The businesses requested that the proposed route of the cycleway be re-considered with particular emphasis on the option of using Midland Road instead of Valley Road. The issues raised at the meeting have been further investigated and relevant points are included within Other Considerations in section 3 below.

3. OTHER CONSIDERATIONS

- 3.1 Prior to advertising the TRO's a consultation exercise was held for residents, businesses and the general public. Businesses were also contacted individually and offered one to one meetings to discuss any issues and concerns. Following these meetings, design modifications were made to the proposals and a revised scheme was presented to the Executive on 20 September 2016.
- 3.2 Since objections have been received consideration has been given to amending the Moving Traffic 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 a section 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 could be widened to enable a car and an HGV to pass each other and some passing places could be provided to enable two HGV'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 construct the cycle track adjacent to Valley Road, which would allow existing traffic flows on Valley Road to remain unchanged. During the initial design stage enquiries were made with the landowner about purchasing a strip of land to enable the construction of the cycleway, but the landowner was not prepared to sell a strip as this would render the remainder of the land unusable for development. However, he was prepared to negotiate selling the whole of the plot with a suggested price circa £500K. No sources of additional funding could be found for the acquisition of this land and so this option could not be advanced.
- 3.4 Since the Bradford East Area Committee meeting on 11 July 2017 a review has been carried out to reassess the potential for alternative routes a) through the land



between Valley Road and the railway; b) along Canal Road and c) along Midland Road. In addition, a survey to determine the structural integrity of the wall alongside Valley Road has been carried out.

- 3.5 A review of the land situation has been undertaken in July/ August 2017. Enquiries have found that the land has recently been advertised for sale with an asking price of £475K and negotiations between a third party and the current owner are now at an advanced stage. The purchaser has confirmed that they would not be willing to dispose of all or part of the site to Bradford Council, as to do so would render the site unusable for future development proposals.
- 3.6 A structural survey has recently been carried out on the existing stone wall located on Valley Road to assess its condition. Although the report has still to be finalised, indications are that a substantial cost will be involved in returning the wall to a sound condition. In the short term, relatively low cost measures could be carried out to protect cyclists from falling masonry, and these could be financed from the scheme budget. However, the responsibility for the safety and repair of the wall rests with the landowner, although the highway authority has powers to compel the landowner to carry out repairs or do the repairs itself and then re-charge the landowner when it is deemed that the hazard is a danger to the public. Due to the current situation regarding the land being subject to sale, it is unknown what the future plans are for dealing with the wall, but discussions will take place in due course.
- 3.7 Consideration has been given to an alternative route via Midland Road and Hamm Strasse. Although the geometry and width of Midland Road itself would enable a segregated cycleway to be constructed, this option would result in a longer, indirect route and introduce a steep hill in an otherwise level route. In addition, a segregated cycle track along Hamm Strasse would require space to be taken from the carriageway, thereby reducing the traffic capacity of this major road as the footway alongside Hamm Strasse is too narrow to convert into either a segregated footway and cycle track or enable a safe shared space for cyclists and pedestrians to be created because of constraints caused by the bridge and associated parapet walls. The higher level of air pollution along Hamm Strasse would also be a concern for cyclist's health. This route, therefore, is not considered to be a feasible option.
- 3.8 Consideration has been given to the possibility of an alternative route along Canal Road. Although this route is the most direct and level in terms of gradient, it was discarded due to the adverse effect on the traffic capacity of Canal Road and the lack of feasible solutions for crossing numerous side roads and accesses along the route. The footway on the west side of Canal Road is not wide enough to convert into a segregated footway and cycle track and as such, land adjacent to the back of the footway belonging to third parties would have to be acquired or the carriageway would need to be narrowed in order that all the changes could be made within the limits of the highway. The cost and timescale of acquiring any land is beyond the scope of the funding requirements and so the only option remaining would be to reduce carriageway space, resulting in a reduction of highway capacity. Since Canal Road is a strategic corridor on the highway network of the district the idea of reducing capacity was enough to discount this option. For comparison, Canal Road



carries 35,000 v.p.d. (vehicles per day) whereas Valley Road carries 3,000 v.p.d.

- 3.9 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.
- 3.10 Local ward members and the emergency services have been consulted on the advertised TRO's 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. The WYCA Transport Committee approved funding for the scheme at a meeting on 14 July 2017.
- 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.
- 5.2 Tenders have been invited and can be held until 15 August 2017 by which time a contract should have been entered into. The preferred Tenderer has agreed to extend this deadline but this relies on goodwill and may be withdrawn at any time. The risks of the Tenderer withdrawing their offer and the Council having to repeat the tender process increase as time goes on. If this was to happen then the Council and the Tenderers would have incurred abortive costs and there would be a further demand on the budget.
- 5.3 Discussions with the DfT have been held regarding extending the deadline for spending the grant money. They have agreed to extend the deadline as long as there is a commitment to delivering the scheme but again this depends on goodwill and may be withdrawn if that commitment cannot demonstrated.
- 5.4. If the scheme is not delivered on time and to budget there would be a risk of damage to the Council's reputation with the Government, WYCA and the general public in its ability to deliver major infrastructure projects.

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 TRO's to secure the expeditious, convenient and safe movement of all traffic including cyclists. Members must consider the objections to each of the TRO's on their merits and properly balance the weight to be given to those objections and to the Officer comments in deciding whether or not to overrule the objections

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

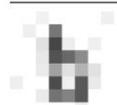
The programme focuses on accelerating the delivery of the LTP's target of increasing journeys by cycle, reducing CO2 and improving air quality. It should aid a reduction of the Council's own and the wider District's carbon footprint and emissions from other greenhouse gasses.

7.4 COMMUNITY SAFETY IMPLICATIONS

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

7.5 HUMAN RIGHTS ACT

Part II of The First Protocol of the Human Rights Act provides that every person is entitled to the peaceful enjoyment of his possessions. No one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law. This provisions does not, however, in any way impair the right of a State to enforce such laws as it deems necessary to control the use of property in accordance with the general interest. On balance Members are entitled to conclude that the general interest



prevails over any interference with private interests which might arise by the future implementation of the TROs

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.

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

- 9.1 The Executive 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, and reduce the risk and avoid the consequences of having to retender the scheme if the preferred Tenderer withdraws their offer. 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 The Executive 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. This option is not supported by the objectors. The Council may also receive adverse criticism from groups and individuals wanting to see the road network made safer for cycling.
- 9.3 The Executive could choose to uphold the objections to the (moving traffic) Order and the scheme proposals would be abandoned. There would be no realistic prospect of bringing back this scheme in the future as a portion of land at Royal Mail House that has been safeguarded for the scheme under a S106 agreement could not be held.



- 9.4 The Executive 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 The Executive 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.
- 9.6 In considering the above Options Members may also wish to consider whether its decision is urgent, for reasons to be recorded in the published decision, where any delay which may result from calling-in the decision may be prejudicial to the interests of the Council or a third party in accordance with Paragraph 8.7.4 of Part 3E of the Council's Constitution. This may include such issues as the timeframe which is such that the Contract for CC2 will need to be awarded in September 2017 to have any realistic prospects of completing the works by March 2018. A delay in approving the TRO's (if that were the decision) increases the risks of not delivering this scheme within the financial and timeframe constraints. Not delivering this scheme will have the consequences of increased costs to the Council and potential tenderers; Damage to the Council's reputation with Government, WYCA and the general public regarding its ability to deliver a programme of schemes on budget and on programmes which may also affect applications for future grants and devolved funding for major infrastructure projects; not delivering the tangible benefits that the scheme will bring to the general public, namely increased safety, fitness, air quality and an increase in sustainable and inexpensive modes of transport. The strategic cycle route link between Bradford and Shipley within Bradford's priority growth area would remain incomplete leaving the Canal Road Greenway disconnected; and there would be extra costs in carrying out any further investigation of alternative routes. It must be stressed that these are potential reasons for Members to consider a decision urgent for the purposes of Paragraph 8.7.4 but cannot influence members decision on the merits of the objections to the TRO's

10. RECOMMENDATIONS

- 10.1 That the objections be overruled and the (moving traffic) Traffic Regulation Order be sealed and implemented as advertised for the reasons stated in Paragraph 2.8.1 of this Report.
- 10.2 That the objections be overruled and the (waiting loading and parking) Traffic



Regulation Order be sealed and implemented as advertised for the reasons stated Paragraph 2.8.2 of this Report

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 Transport Study in Support of the Shipley and Canal Road Corridor AAP May 2015.

12.3 Report of the Strategic Director (Regeneration) to the meeting of Executive held on 20 September 2016.

12.4 Report of the Strategic Director (Place) to the meeting of the Bradford East Area Committee held on 11 July 2017.

12.5 Report of the Strategic Director (Place) to the meeting of the Overview and Scrutiny Committee held on 25 July 2017.

12.6 Highways Act 1980.

12.7 Road Traffic Regulations Act 1984.

