

Report of the Strategic Director of Place to the meeting of Executive to be held on 11 September 2018

O

Subject:

West Yorkshire+ Transport Fund – Hard Ings Road Improvement Scheme, Keighley Progress Update and Arrangements for Delivery

Summary statement:

The purpose of this report is to provide Executive with an update on the development of the proposed £9.738m improvements to the A650 Hard Ings Road, Keighley which are to be delivered as part of the West Yorkshire+ Transport Fund portfolio as it progresses to submission of Full Business Case and its ultimate delivery.

The report also seeks Executive's approval to the delivery arrangements for this strategic transport scheme in relation to arrangements for the consideration of any objections received to promoted traffic regulation orders.

Steve Hartley
Strategic Director of Place

Report Contact: Richard Gelder
Highways Services Manager
Phone: (01274) 437603
E-mail: Richard.Gelder@bradford.gov.uk

Portfolio:

Regeneration, Planning & Transport

Overview & Scrutiny Area:

Regeneration & Environment

1. SUMMARY

- 1.1 The purpose of this report is to provide Executive with an update on the development of the proposed £9.738m improvements to the A650 Hard Ings Road, Keighley which are to be delivered as part of the West Yorkshire+ Transport Fund portfolio as it progresses to submission of Full Business Case and its ultimate delivery.
- 1.2 The report also seeks Executive's approval to the delivery arrangements for this strategic transport scheme in relation to arrangements for the consideration of any objections received to promoted traffic regulation orders.

2. BACKGROUND

- 2.1 The A650 Hard Ings Road carries a significant volume of traffic with an average of 34,000 vehicles using the road on a typical weekday. AM peak time traffic levels average 2,600 vehicles in the morning and 2,500 vehicles in the evening peak with traffic flows evenly balanced in both directions. It is a key commuter route carrying traffic from Keighley, Skipton and East Lancashire along Airedale to/from Leeds and Bradford. The Keighley retail park situated just off Hard Ings Road also generates a significant amount of traffic on a weekend, Saturday lunchtime traffic levels of Hard Ings Road approach those experienced in the commuting peaks during the week.
- 2.2 The lack of capacity on Hard Ings Road results in considerable congestion at peak times with traffic queuing on beyond both Bradford Road and Beechcliffe roundabouts. Beechcliffe roundabout currently operates over capacity, specifically for the traffic approaching from A629 which suffers long delays. The average queue length on the A629 approach to Beechcliffe Roundabout at peak times is around a kilometre.
- 2.3 The Hard Ings Road Improvement scheme which extends between the Beechcliffe and Bradford Road roundabouts involves widening the existing carriageway to provide two running lanes in each direction for the full extent of this section of Hard Ings Road which is approximately 0.7km. The scheme also includes:
 - Provision of traffic signals at the existing Beechcliffe roundabout to improve the efficiency and capacity of this junction;
 - An additional lane for traffic on the approach to Beechcliffe roundabout on the A629;
 - Installation of a signalised junction with pedestrian and cycle crossing facilities (Toucan crossing) at the junction of Hard Ings Road and Lawkholme Lane. (The signals will be linked and coordinated with the proposed signals at Beechcliffe roundabout and the existing signalised junction at Bradford Road to control traffic flow);
 - Traffic light priority will be introduced at Bradford Road roundabout to assist with bus journey times;
 - A shared, two-way cycle and pedestrian footway along the southern side of Hard Ings Road between Bradford Road roundabout and Keighley Retail Park and

between the proposed 'Toucan' crossing (at the junction with Lawkholme Lane) and Royd Way; and

- New and replacement of planting and landscaping, including "green infrastructure" to mitigate the visual impact of the road and provide replacement habitats for flora and fauna.

2.4 The initial draft scheme previously considered by Executive on 15 January 2015 received Development Approval (Gateway 1) of the WYCA Assurance Framework governance process in May 2015. Funding of £292,000 was allocated to the Council to cover the detailed development of the project proposals together with progression of all statutory processes and procedures associated with its delivery.

2.5 As reported to Executive at its meeting of 21 July 2015 the scheme required assembly of 7 separate parcels of land outside of the existing highway boundary for which the use of the Council's CPO powers under the Highways Act 1980 were approved should private treaty negotiations fail to secure land agreements. Whilst CPO powers were ultimately invoked resulting in two objections to the advertised order the need for a public inquiry (which had been scheduled for 30 January 2018) was ultimately avoided as negotiations were successfully concluded prior to the inquiry deadline date.

2.6 At its 21 July 2015 meeting Executive also resolved:

RESOLVED:

- (4) That further update reports are presented to Executive on the scheme development at appropriate stages of delivery.**

3. OTHER CONSIDERATIONS

Anticipated Benefits

3.1 The improvement of Hard Ings Road will increase capacity and reduce congestion on the A650 and adjacent routes. Journey time savings between the A629 dual carriageway section and the A650 Aire Valley Road (eastbound) are predicted to be 10% in the morning and 71% in the evening peak period, in the opening year of 2020. Journey time savings for vehicles travelling in the opposite direction are 18% and 31% in the morning and evening peaks respectively. These journey time savings reflect as a total time saving in the first year after opening across the morning and evening peak hours of 39633 hours.

3.2 The scheme also supports economic growth having the potential to open up the wider areas for new development and improves connectivity with other commercial centres around Keighley. The scheme will facilitate potential housing development in the immediate area assisting in facilitating achievement of the Core Strategy allocation of approximately 4,500 dwellings within the Keighley.

3.3 Additionally the scheme increases safety provision for cyclists and pedestrians through the inclusion of dedicated pedestrian/cycle crossing facilities on Hard Ings Road and shared footway facilities for cyclists and pedestrians.

- 3.4 Environmental benefits include improved air quality for local residents and green infrastructure improvements with new and replacement planting and landscaping to mitigate the visual impact of the scheme and provide replacement habitats for flora and fauna.

Assurance Process

- 3.5 Submission of the Full Business Case document to the Combined Authority is currently programmed to take place by 12 September 2018. In line with the Combined Authority's Assurance Process the submission will then be subject to peer review panel and Project Appraisal Team, (PAT) assessments which are anticipated to be completed by mid-October. Assuming a positive outcome the approval for full funding of the project will be considered by the Combined Authority's Investment Committee on 7 November 2018 with final approval being ratified at the Combined Authority meeting on 13 December 2018.

Programme for Delivery

- 3.6 Following approval of the Full Business Case by the Combined Authority's Investment Committee in November 2018 a report seeking approval to the issue of the tender documentation will be presented to the Regeneration & Environment Overview and Scrutiny Committee in accordance with Contract Standing Orders (contract value being in excess of £2m). In order to minimise delay to the scheme programme the contract for the construction of the scheme will be let subject to successful approval at both committees, prior to full funding approval by the Combined Authority in December. Engagement with the construction sector is on-going and interest in involvement in the delivery of the scheme by a range of contractors from across the city region is high.
- 3.7 In advance of the main scheme construction a small package of works to improve the access to the adjacent allotments and ambulance station will be undertaken. The Council's own direct labour organisation is currently in discussions to deliver this aspect of the scheme.
- 3.8 Construction of the main scheme is currently anticipated to commence early in the 2019/20 financial year with a construction period of approximately 54 weeks.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 Funding for the project is 100% derived from the West Yorkshire+ Transport Fund, there are no Council or third party contributions to this scheme. The estimated cost for this project is £9.738m which includes land and compensation costs together with appropriate allocations for contingency and risk.

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 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 has been and will continue to be subject to these processes.

- 5.2 A detailed risk log has been developed as part of the project development and will continue to be updated as the project proceeds through its various stages of delivery. This risk log is further supplemented by a quantified risk assessment (QRA) which allocates an indicative funding amount to cover the potential realisation of a risk during the delivery stages of the project. This QRA is an integral part of the full business case submission.
- 5.3 A key risk which has been identified by the project team based on previous experience of delivering strategic transport projects relates to the ability of the Council to effectively implement the traffic regulation orders associated with the scheme. Whilst it is not immediately assumed that there will be any objections received to the proposals the potential for delays in delivery of the scheme to programme could arise as a result of consideration of any such objections by the Keighley Area Committee. Previous strategic improvements have been delayed as a result of consideration of objections to orders by area committees who by way of mitigation of objections seek to amend the scope of the main scheme, thereby imparting additional cost and delay to the scheme. Whilst an element of cost increase of such a situation can, and has been, mitigated through the QRA process protracted delay in determining whether to implement an order or make minor alterations to the scheme proposals could impart costs far in excess of that provided for under the QRA.

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.
- 6.2 The Council used its specific power of compulsory purchase under the Highways Act 1980 rather than those powers contained in the Town & Country Planning Act 1990 in respect of the general economic wellbeing of the area in delivery of this project.
- 6.3 Promotion of traffic regulation orders associated with the project would be exercised by the Council under its inherent powers under the Road Traffic Regulation Act 1984 as local highway authority.

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.

7.2 SUSTAINABILITY IMPLICATIONS

Improvements to the traffic flow on Hard Ings Road corridor will assist in reducing the level of harmful pollutant emissions from vehicles on this key strategic corridor.

Introduction of dedicated cycle facilities will assist in encouraging greater use of cycling by providing a safe route for cyclists.

In addition, as part of the Core Strategy, there are long term growth aspirations for housing development in the Keighley Area (approximately 4,500 dwellings).

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

Kerbside monitoring on Hard Ings corridor recorded an annual mean of 33 $\mu\text{g}/\text{m}^3$ (concentration of air pollutant per cubic metre) which although below the national intervention standard of 40 $\mu\text{g}/\text{m}^3$ is a cause for concern if congestion levels increase along the corridor.

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 Human Rights Act implications arising as a consequence of this report.

7.6 TRADE UNION

There are no trade union implications associated with the contents of this report.

7.7 WARD IMPLICATIONS

The scheme predominantly lies within the Keighley Central Ward although elements of the Bradford Road roundabout cross into the Keighley East Ward. Members and the local community have been consulted as the scheme has progressed through the respective stages of development.

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

Not applicable.

7.9 IMPLICATIONS FOR CORPORATE PARENTING

There are no implications for corporate parenting associated with the contents of this report.

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

An Initial Privacy Impact assessment has been undertaken on the proposals relating to the improvement of Hard Ings Road. No issues were identified.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

9.1 Delivery of the Hard Ings Road Improvement scheme is a key output of the West Yorkshire+ Transport Fund and will be used as one of the benchmark measures by Central Government to assess the success of the West Yorkshire Combined Authority to deliver on transport infrastructure investment. The scheme has been subject to a number of delays throughout its development, most notably in relation to land assembly issues, which have delayed construction from the initially programmed 2017/18 date to 2019/20.

9.2 In order to ensure achievement of the current construction programme there are three options for consideration of the delivery strategy to deal with the risk highlighted in paragraph 5.3 of this report:

a) To delegate the consideration of any objections received to advertised traffic regulation orders to the Strategic Director of Place in consultation with the Portfolio Holder. This option would:

- Provide a more streamlined approach to consideration of objections ensuring that oversight of the strategic transport improvements of the scheme are balanced with local concerns.
- Ensure that current budget and programmes can be fully adhered to in relation to delivery of this project.
- However, such an approach would remove the opportunity of objectors to present their reasons for objection to the decision makers.

b) To have any objections received to the advertised traffic regulation orders brought back to Executive for consideration. This option would:

- Afford objectors the ability to make verbal representation to members of Executive in relation to their concerns about the traffic regulation orders proposed.
- Ensure that decisions taken are cognizant of the strategic transport infrastructure nature of the project and that decisions are taken with due regard to their implications in relation to project budget and

programme constraints.

- c) To maintain the existing arrangements and have the consideration of any objections considered by the Keighley Area committee. This option would:
- Afford objectors the ability to make verbal representations to members of the Area Committee in relation to their concerns.
 - It would however potentially increase the opportunity for the committee in trying to mitigate or resolve objections to adversely affect the delivery programme and budget of the project.

10. RECOMMENDATIONS

- 10.1 That Executive note the progress which has been made on the development of the improvements to Hard Ings Road, Keighley and the anticipated start of construction date of early in the 2019/20 financial year.
- 10.2 That Executive delegate consideration of objections to any advertised traffic regulation orders to the Strategic Director of Place in consultation with the Portfolio Holder.

11. APPENDICES

- 11.1 Appendix A – Scheme Drawing

12. BACKGROUND DOCUMENTS

- 12.1 Scheme Files – 102582 and 103197
- 12.2 Report to Executive 7 March 2017 – West Yorkshire+ Transport Fund – Harrogate Road / New Line Junction and Hard Ings Road Improvement, Keighley Compulsory Purchase Order (Highways Act 1980) Amendment.
- 12.3 Report to Executive 20 September 2016 – Improvement Line Review for Highway Schemes 2016.
- 12.4 Report to Executive 14 June 2016 – West Yorkshire+ Transport Fund Projects Compulsory Purchase Order and Side Roads Order Powers under Highways Act 1980.
- 12.5 Report to Executive 12 January 2016 – West Yorkshire+ Transport Fund – Hard Ings Road Improvements Update and Compulsory Purchase Order (Highways Act 1980).
- 12.6 Report to Executive 21 July 2015 – West Yorkshire+ Transport Fund Hard Ings Road Improvement Scheme Keighley.
- 12.7 Report to Environment and Waste Overview & Scrutiny Committee 28 July 2015 – Hard Ings Road Improvement Scheme Keighley – West Yorkshire+ Transport Fund.

12.2 West Yorkshire Combined Authority Gateway 1 submission – Hard Ings Road, Keighley.