

Report of the Strategic Director of Place to the meeting of Regeneration and Environment Overview & Scrutiny Committee to be held on 23 October 2018

R

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 Regeneration and Environment Overview and Scrutiny Committee 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.

In accordance with Contract Standing Orders 2018/19 the report also informs the Committee of the proposal to procure works in excess of £2m

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 the Committee 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 informs the Committee of the intention to procure works in excess of £2m in accordance with Contract Standing Orders 2018/19.

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 Royds 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 21 July 2015 received Development Approval (Gateway 1) of the West Yorkshire Combined Authority (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 Compulsory Purchase Order (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 An Environmental Impact Assessment (EIA) screening opinion of the proposed highway improvement works by the Local Planning Authority determined that the Scheme does not constitute an EIA development. The scheme works are therefore considered to be Permitted Development under The Town and Country Planning (General Permitted Development) (England) Order 2015 (GPDO) and hence do not require express planning permission from the Local Planning Authority.
 - 2.7 A report updating Executive on progress, the current position and planned future programme was considered at its meeting on 11 September 2018.

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 39,633 hours shared between a total of 782,529 vehicles
- 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 area.

- 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 was made on 24 August 2018. In line with the Combined Authority's Assurance Process this submission has been assessed by the peer review panel and was subsequently considered by the Combined Authority's Project Appraisal Team (PAT) on 10 October 2018 with a positive outcome. Approval for full funding of the project will now 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.

Procurement and Programme for Delivery

- 3.6 In order to minimise delay to the scheme programme the contract for the construction of the scheme will be invited 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 Main construction works contract value is approximately £3m and falls below the current limit of £4.551m for full EU procurement compliance. Procurement will be in accordance with Council Contract Standing Orders 2018/19 and its toolkit. It is proposed that competitive tenders will be invited on an 'open tender' basis through the YORtender e.procurement portal. Tenders will include a social value requirement in accordance with the Council's Social Value and Inclusive Growth policy.
- 3.8 In advance of the main scheme construction small packages of work to improve the access to the adjacent allotments and ambulance station as well as other preparatory works will be undertaken by the Council's own direct labour organisation by direct award as each scheme is valued under £100k as permitted under Contract Standing Orders.
- 3.9 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.

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 will 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. Further air quality monitoring will be carried out before and after completion of the works in accordance with the scheme Monitoring & Evaluation plan.

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 ASSESSMENT

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

- 9.1.1 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.
- 9.1.2 The proposed procurement approach is considered the most appropriate option for the size and complexity of the scheme in order to achieve the current construction programme.

10. RECOMMENDATIONS

10.1 That the Regeneration and Environment Overview and Scrutiny Committee:

10.1.1 note the progress which has been made on the development of the improvements to Hard Ings Road, Keighley.

10.1.2 note the proposed procurement approach and timescales giving rise to the anticipated start of construction date of early in the 2019/20 financial year.

11. APPENDICES

11.1 Appendix A – Scheme Drawing

12. BACKGROUND DOCUMENTS

12.1 Scheme Files – 102582 and 103197

12.2 Report to Executive 11 September 2018 – West Yorkshire+ Transport Fund – Hard Ings Road Improvement Scheme, Keighley Progress Update and Arrangements for Delivery.

12.3 West Yorkshire Combined Authority Full Business Case submission – Hard Ings Road Improvement, Keighley August 2018

12.4 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.

- 12.5 Report to Executive 20 September 2016 – Improvement Line Review for Highway Schemes 2016.
- 12.6 Report to Executive 14 June 2016 – West Yorkshire+ Transport Fund Projects Compulsory Purchase Order and Side Roads Order Powers under Highways Act 1980.
- 12.7 Report to Executive 12 January 2016 – West Yorkshire+ Transport Fund – Hard Ings Road Improvements Update and Compulsory Purchase Order (Highways Act 1980).
- 12.8 Report to Executive 21 July 2015 – West Yorkshire+ Transport Fund Hard Ings Road Improvement Scheme Keighley.
- 12.9 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.