

# Report of the Strategic Director (Regeneration) to the meeting of the Keighley Area Committee to be held on 3 December 2015.

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## Subject: Keighley Town Centre Traffic Management Measures

### Summary statement:

This report provides feedback following public consultations on proposed Traffic Management Measures in Keighley town centre.

It offers the Area Committee options to continue development and implementation of a clockwise gyratory scheme for the town centre or to consider the investigation of alternative solutions.

**Wards:** 15 Keighley Central  
16 Keighley East  
17 Keighley West

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**Portfolio:**  
Housing, Planning & Transport

**Overview & Scrutiny Area:**  
Environment and Waste Management



## 1. SUMMARY

- 1.1 This report provides feedback following public consultations on proposed Traffic Management Measures in Keighley.
- 1.2 It offers the Area Committee the option to continue development and implementation of a clockwise gyratory scheme for the town centre or to consider the investigation of alternative solutions.

## 2. BACKGROUND

- 2.1 Keighley Town Centre experiences high levels of congestion in the morning and evening peak periods and often at other times of the day. The local highway network is constrained by physical features such as bridges and buildings and consequently there is limited scope to provide major highway improvements without significant cost and potential damage to the fabric of the town.
- 2.2 A report to this Area Committee in January 2015 reported on progress on development of a one-way gyratory arrangement in Keighley town centre and described the advantages and disadvantages of the scheme, whilst highlighting the relatively restricted economic benefits of the scheme and risks around the impact of future traffic growth.
- 2.3 At that meeting the Area Committee resolved:
- That this Area Committee support the continued development of a clockwise gyratory scheme for Keighley Town Centre....., and
  - That a consultation is undertaken on the gyratory scheme and the outcome of the consultation be reported back to this Area Committee.

### **Keighley Gyratory Consultation Feedback**

- 2.4 In accordance with the above resolution a two part consultation has been carried out. Details of the arrangements and comprehensive feedback and analysis of results is given in the report attached in Appendix 2.
- 2.5 Briefly the consultation comprised an initial written consultation with local businesses, stake holders and local residents, followed by a two day drop in event at the Airedale Shopping Centre supported by a leaflet and on-line questionnaire.
- 2.6 Key facts :
- 282 businesses, stakeholders and local residents contacted through the written consultation.
  - 450+ members of the public attended the drop-in event.
  - 46% in favour, 43% against, 11% undecided.
  - 323 questionnaires returned, some with detailed written comment.
  - Written comments from businesses and stakeholders.

Key feedback:

- Wide acceptance that there is a problem with congestion in Keighley town centre.
- Good idea, it should be built as soon as possible.
- Something needs doing, but this isn't the right solution, doesn't address problems on North Street, or should cover a wider area.
- Concerns about turning bans and impact on accessibility to businesses (including Sainsbury's) and the railway station.
- Negative perceived impact on bus journey times.
- Not value for money or cost effective.
- Lack of provision for pedestrians and cyclists.
- Lack of support from major businesses and employers.

### **Keighley Gyratory ongoing development**

- 2.7 In preparation for the consultation a micro-simulation traffic model was developed which was based upon 2010 traffic flows (factored with predicted future traffic flows). Following the consultation, a further interrogation and review of the micro-simulation model was undertaken with a review of traffic growth since development of the model.
- 2.8 This review confirmed a positive 2026 design year benefit to cost ratio (BCR) of 1.4 to 1. However, closer analysis of results shows that post 2020 journey times deteriorate to a point where there are no benefits compared with do nothing. In traditional transport assessment terms a BCR of 1.4 to 1 is considered to indicate low value for money. It is important to understand that this BCR only takes into account journey times and does not consider wider benefits such as increase in economic performance due to facilitation of development.
- 2.9 The review has also looked at actual recent traffic growth in the Keighley area. This has indicated that growth has exceeded forecasts taken from the national government model TEMPRO which were used in the transport model. For example the model assumes traffic growth to increase by 1.3% per annum but recent traffic counts indicate that the actual growth has been 1.86% per annum on Cavendish Street and 1.68 per annum on North Street. Though it is not possible to reflect this growth in the current model, it does cast further doubt upon the reliability of the already limited economic benefits. Additionally, updated and more sophisticated traffic models are to be developed next year providing improved coverage for the Bradford district and surrounding area which will better reflect current traffic flows and journey patterns. This will offer a more reliable indicator of the future performance of the gyratory and/or other supporting schemes.
- 2.10 The January 2015 report recognised the need for further improvement post 2026 and suggested one possible solution - to improve the junction of Cavendish Street and Bradford Road / East Parade.
- 2.11 Having now identified limited and divided public and business support for the gyratory proposals and in view of the many comments received; officers have revisited the issue and have concluded that other solutions may exist to either extend the life of the gyratory option, or offer solutions with greater benefits and a more holistic consideration of Keighley's town centres wider traffic and accessibility issues. Such options vary in size, complexity, cost and deliverability but offer potential that is worth considering further.

- 2.12 Funding opportunities will need to be considered as part of any further investigations but may include the re-allocation of funds identified for the gyratory scheme and the possibility of assistance from the West Yorkshire + Transport Fund where individual works fulfil the funds requirements.

### **3. OTHER CONSIDERATIONS**

- 3.1 The Council is preparing the Bradford District Local Plan. The emerging Local Plan-Core Strategy, which is currently being examined by the Planning Inspector, indicates future housing and economic growth areas across the Bradford District, including Keighley up to 2030. The Council is currently working on the Local Plan - Site Allocations Development Plan Document, which will designate sites for housing and economic growth including supporting infrastructure such as highway improvements.
- 3.2 The Transport Committee at the West Yorkshire Combined Authority have approved the preparation of rail station development plans for a number of stations across West Yorkshire. Keighley has been identified as a priority and work will commence shortly to identify how to improve the customer experience at the station and access between the station and the town centre.
- 3.3 The gyratory scheme provides few measures and little benefit for cyclists. However alternative works give the opportunity to consider the integration of more cycling friendly provision into highway development schemes in the area and contribute to the better understanding and development of cycle specific infrastructure in and around Keighley. Such work might help to ensure that future highway focused schemes and planning consents do have a good consideration for cycle route development.

### **4. FINANCIAL & RESOURCE APPRAISAL**

#### **4.1 Financial Appraisal**

- 4.1.1 At its meeting on 12 March 2013, the Council's Executive made an allocation of £1.168m towards a scheme for Keighley Town Centre (from Department for Transport funding allocated to the Council by the former Regional Transport Board). Executive had previously resolved that this funding should be used to support locally important transport schemes. An allocation of £200,000 had also previously been made in the Local Transport Plan Implementation Plan 1, to help begin to deliver improvements in Keighley and a developer contribution (Stainsby Grange) of £50,000 has also been secured. Additionally the provision of pedestrian crossings on East Parade would be funded from the development as well as Variable Message Signs at strategic locations in the town to help manage traffic flows and provide alerts of major incidents affecting traffic. Although some funding has already been spent in the development of the scheme, the funding available is sufficient to cover the cost of the gyratory scheme if progressed with the continued support of the Area Committee. Alternatively with the approval of the Executive, the balance of the funding could be re-allocated towards the investigation and development of alternative solutions.

## **4.2 Resource Appraisal**

- 4.2.1 The staff resources required to develop the proposals described in this report would be funded through the capital budget allocated to the project.

## **5. RISK MANAGEMENT**

- 5.1 The Council has performance management processes to manage risk in a timely and effective manner. The proposals included in this report will be subject to these processes.

## **6. LEGAL APPRAISAL**

- 6.1 The proposals identified in this report can be implemented through the Council's role as Highway and Traffic Regulation Authority.

## **7. OTHER IMPLICATIONS**

### **7.1 EQUALITY AND DIVERSITY**

- 7.1.1 The proposals referred to in this report will take into account the needs of people with specific access needs and vulnerable road users. The project consultation process will be undertaken, and recommended scheme determined, with due regard to Section 149 of the Equality Act 2010.

### **7.2 SUSTAINABILITY IMPLICATIONS**

- 7.2.1 Alternative options will assist in the regeneration and sustainability of Keighley by reducing the overall level of traffic congestion in the town centre from that which would have occurred without the scheme and the one-way gyratory scheme post 2020.

### **7.3 GREENHOUSE GAS EMISSIONS IMPACTS**

- 7.3.1 A detailed assessment has not been made on the impacts of the proposals on CO2 emissions. It is considered, however, that there could be some additional emissions from the longer journeys that would need to be made by some vehicles with the one-way gyratory scheme. However, alternative options should reduce levels of congestion.

### **7.4 COMMUNITY SAFETY IMPLICATIONS**

- 7.4.1 The safety of all road users will be considered during the detailed design of the proposals. The provision of safe pedestrian crossing points in the town centre has been a priority in the initial development of the gyratory scheme. There is limited scope to provide cycling facilities with the one-way scheme due to the physical constraints. However, with alternative options where road widening is involved, further consideration could be given to providing improved cycling facilities.

## **7.5 HUMAN RIGHTS ACT**

7.5.1 There are no implications on the Human Rights Act.

## **7.6 TRADE UNION**

7.6.1 There are no Trade Union implications.

## **7.7 WARD IMPLICATIONS**

7.7.1 This report has described many of the impacts of the proposals on local wards. Ward Members and the Area Committee will be consulted on the proposals throughout their development.

## **8. NOT FOR PUBLICATION DOCUMENTS**

8.1 None

## **9. OPTIONS**

9.1 The Area Committee could support the continued development and implementation of a clockwise gyratory for Keighley Town Centre as set out in the Area Committee report of January 2015 as an affordable scheme whilst accepting that there is divided public support.

9.2 The Area Committee could decide in the light of divided public support and current traffic growth trends to refer the scheme back to the Executive to request further work to identify options that achieve a longer term solution to traffic problems, higher benefits and value for money and that reflect forthcoming planning and development initiatives in Keighley.

## **10. RECOMMENDATIONS**

10.1 The Area Committee selects one of the two options presented in section 9 above.

## **11. APPENDICES**

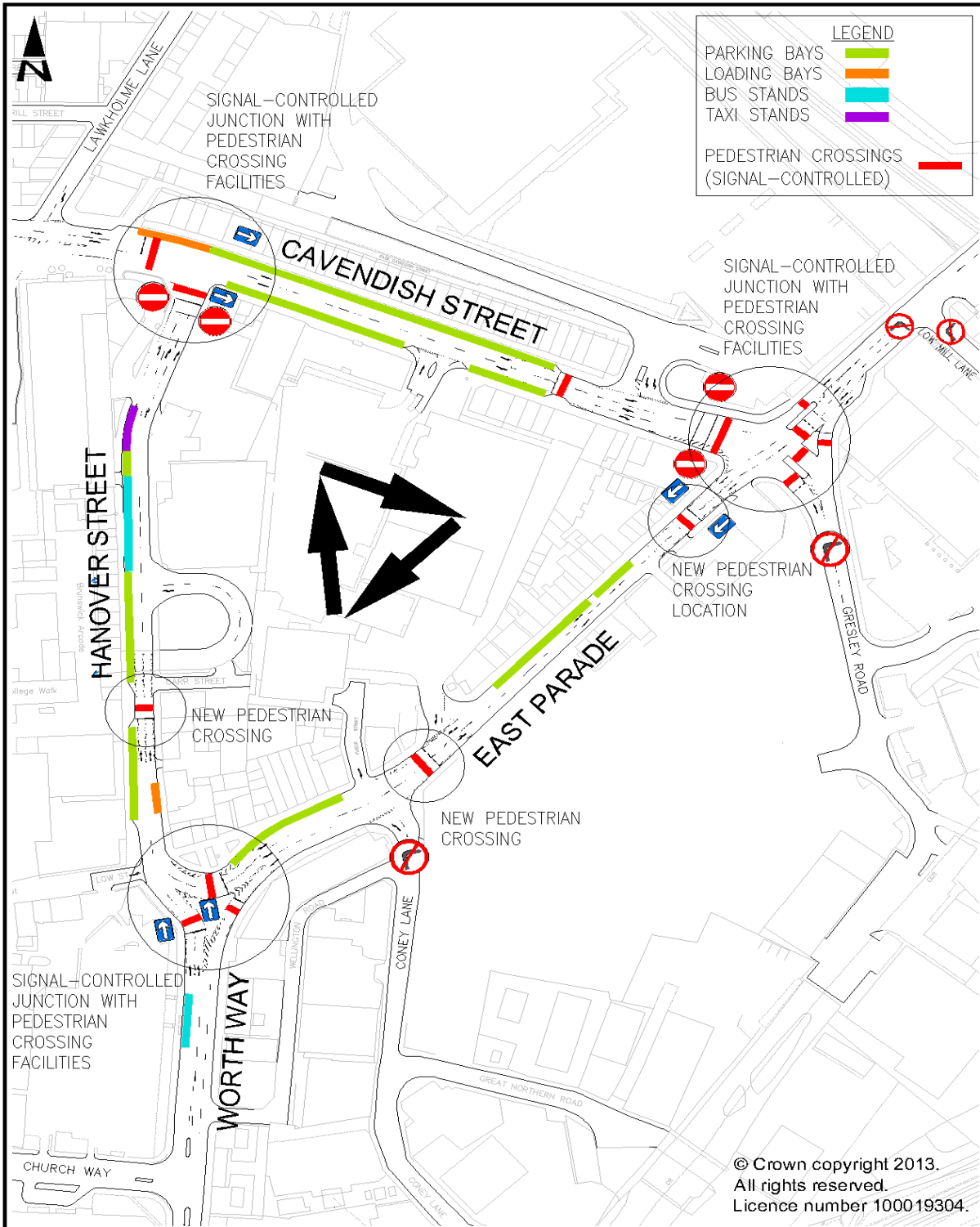
11.1 Appendix 1 - Keighley Town Centre Gyratory – General layout plan

11.2 Appendix 2 – Consultation Response report

## **12. BACKGROUND DOCUMENTS**

12.1 Report to Keighley Area Committee – 11 April 2013 - Keighley Transport Improvements

12.2 Report to Keighley Area Committee – 22 January 2015 - Keighley Town Centre Traffic Management Measures



<b>City of Bradford MDC</b> <a href="http://www.bradford.gov.uk">www.bradford.gov.uk</a> Department of Regeneration and Culture Strategic Director: Kate Vero MA MBE MBIA FHSA Planning, Transportation & Highways Services Highway Design				Design	Drawn	Checked	Released	Project	
				Scale: 1:1000	NTS	Approved	RTB	AS	KEIGHLEY TOWN CENTRE GYRATORY
	A	Original	AS	22/12/14	For use to Contract			DEC 2014	Drawing Title
	Revision		Initials	Date					APPENDIX 1 GENERAL LAYOUT
	Official								Supervising No: MH/101986/GL-1A

## APPENDIX 2

### Keighley Gyratory proposals - Consultation Response

#### **Background:**

A report on Keighley town centre traffic management presented to Keighley Area Committee on 22<sup>nd</sup> January 2015 recommended that consultation was undertaken on a gyratory scheme and the outcome of the consultation be reported back to the Area Committee. This report details the outcome of that consultation.

#### **Response overview:**

Overall feedback from the consultation was mixed with a wide variety of views expressed.

- 81% of respondents believe that Keighley has a problem with congestion
- 46% support the proposals, 43% are against and 11% don't know.
- Respondents are not convinced that the current proposals offer the right solution.

#### **Detailed feedback:**

Consultation on the gyratory proposals was undertaken in two phases.

The first phase involved consulting those businesses and residents directly impacted by the scheme. Letters providing details of the proposed gyratory were distributed to businesses and retailers located on Cavendish Street, East Parade, Hanover Street and surrounding streets. Retailers in the Airedale shopping centre, Sainsburys, Metro, bus operators and statutory consultees (such as the emergency services) were also contacted as part of the first phase of the consultation.

The second phase included a public consultation which was held on the 11<sup>th</sup> and 13<sup>th</sup> June 2015. Posters advertising the consultation were displayed in the Airedale shopping centre, bus station and library. Publicity about the proposals was provided in the Keighley News and also on the Councils website. In the week prior to the consultation leaflets were also distributed to both shoppers and businesses in the town centre.

Additional consultation was also undertaken with B-Spoke, which is a group which represents cyclists across the Bradford district, and information provided to the Mobility Planning Group whose members are drawn exclusively from the disabled population.

Response to the first phase was disappointing with only nine responses provided despite contacting two hundred and eighty two residents / businesses. A summary of the written responses is included later in the report.

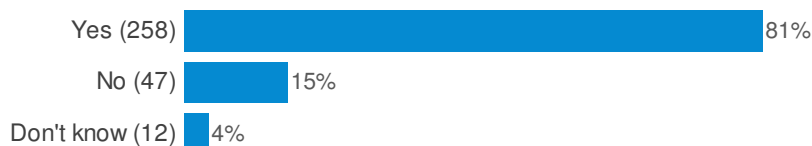
The second phase of the consultation held in the Airedale Shopping Centre elicited a far greater response from the public. The consultation included an exhibition consisting of a series of information panels highlighting the impacts of the scheme including visuals indicating how Hanover and Cavendish Street would look if the Gyratory was implemented. Council officers were present to answer questions and to encourage those attending to complete a short questionnaire which they could complete straight away or return either on-line or by freepost.

In total at least 450 people attended the public consultation over the two days with around a third of the total attending the Thursday session and two thirds on the Saturday. A total of 323 consultees completed the questionnaire of which 136 completed on-line and 187 either returned by freepost or returned on the day of the consultation.



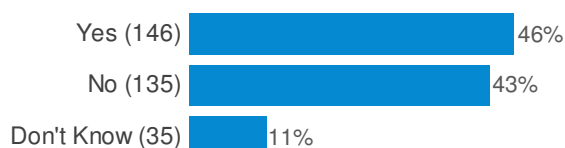
The responses to each individual question are provided below –

**Question 1 – Do you think there is a problem with congestion in Keighley town centre?**



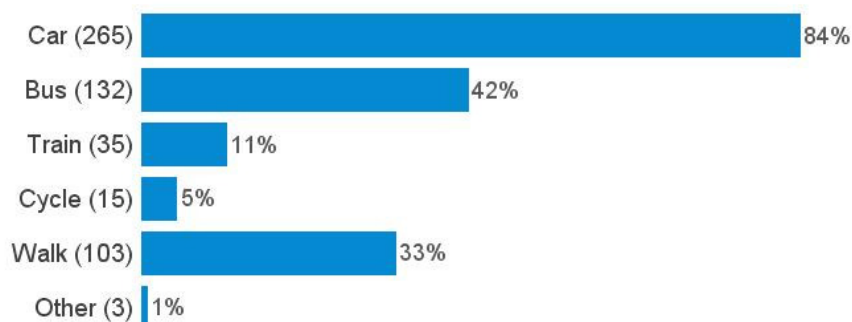
It is clear from the response that congestion is a problem for residents and businesses.

**Question 2 – Do you think the Keighley one-way system is a good idea?**



A mixed response which does not provide overwhelming support for the scheme as proposed. The reasons why the public are not in favour of the proposals are provided later in the report.

**Question 3 – How do you usually travel into Keighley town centre?**



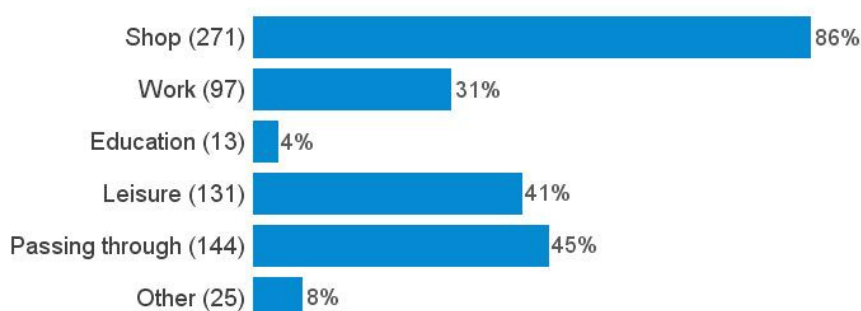
Multiple responses were allowed to this question as it was felt the majority of people would use more than one mode of transport. The overwhelming majority of people travelled by car into Keighley but also quite a large proportion used the bus or walked. The table below compares the travel mode by the response to the question Do you think the Keighley one-way system is a good idea?

Mode	For	Against	Don't Know
Car	46%	43%	11%
Bus	48%	38%	14%
Train	43%	43%	14%
Cycle	27%	60%	13%
Walk	41%	45%	15%

It appears from the data that Bus users are in favour and cyclists are against the proposals but there is no clear evidence that other users are either in favour or against the gyratory.

158 responses to question 3 only ever used one mode of transport. Of these 85% only used their car and 46% of people who only ever travelled by car were in favour and 47% were against the scheme with 7% saying they didn't know.

**Question 4 – Why do you usually travel into Keighley town centre?**



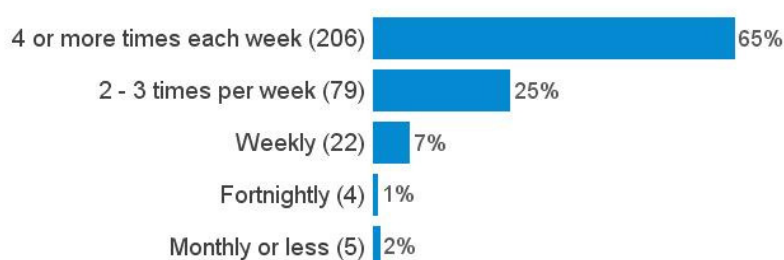
Multiple responses were allowed to this question as it was felt the majority of people would have various reasons for travelling into the town centre. The majority of respondents travelled into Keighley to shop. A high proportion also passed through or came for work or leisure purposes. The table below compares the reason for travelling with the response to the question Do you think the Keighley one-way system is a good idea?

Reason	For	Against	Don't Know
Shop	50%	38%	11%
Work	41%	49%	9%
Education	15%	85%	0%
Leisure	44%	44%	11%
Passing through	52%	35%	13%
Other	40%	40%	20%

From the information presented above it appears that those who shop and pass through Keighley are slightly in favour of the scheme whilst those who work or travel for education reasons are against the proposals.

A total of 96 respondents only came into Keighley for one reason. Of these 59% only came to shop and 54% oppose the gyratory. 28% only came to work and of these 70% were in favour of the scheme. These results are the opposite of those who come into Keighley for multiple reasons. The sample sizes for sole responses other than Shop and Work were too small to analyse.

**Question 5 – How often do you travel into or through Keighley town centre?**

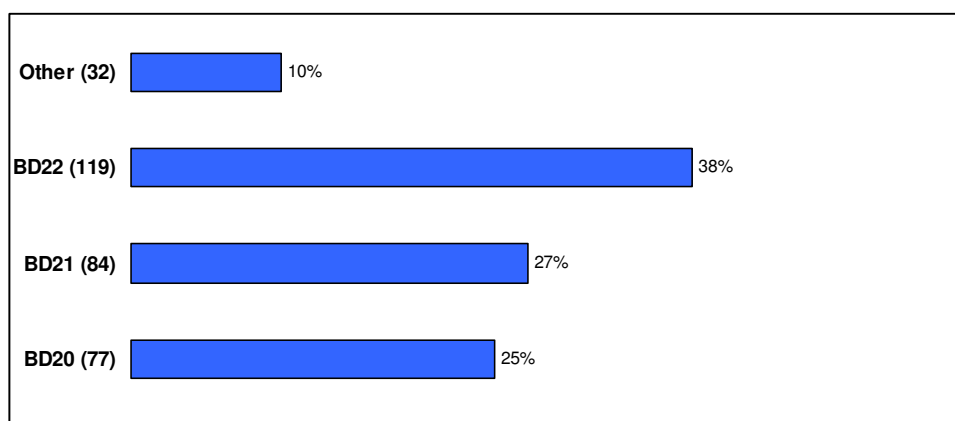


The majority of people who responded travel into Keighley at least 4 times a week and 97% travel into the town at least weekly. The table below compares the response above with the question Do you think the Keighley one-way system is a good idea?

Mode	For	Against	Don't Know
4 or more times each week	45%	44%	11%
2 – times per week	49%	37%	13%
Weekly	36%	55%	9%
Fortnightly	100%	0%	0%
Monthly or less	41%	45%	15%

The results from the data do not give a clear indication if the number of times the respondents visit has any impact on how they feel about the scheme.

**Question 6 – What is the first part of your postcode?**



The majority of respondents lived in the following postcode districts BD20, BD21 or BD22. The table below compares the response above with the question Do you think the Keighley one-way system is a good idea?

Postcode	For	Against	Don't Know
BD20	45%	43%	12%
BD21	36%	54%	11%
BD22	50%	36%	13%
Other	56%	38%	6%

From the above data it is clear that BD21 residents tend to oppose the gyratory, BD22 and Other postcodes are in favour and BD20 are split in their opinions. The geographical distribution is indicated on the diagram at the end of this report.

**Question 7 – Do you have any comments regarding the proposed Keighley Town Centre on-way system?**

Out of the 323 who responded to the questionnaire, 221 provided detailed comments which included diagrams and maps. It was possible from the comments to group concerns about the scheme together under various issues / concerns and these are detailed in the table below.

Number of Comments	Issue / Concern
23	It does nothing to solve the problems on North Street
23	Access to Sainsbury's Supermarket (including Petrol Station located off East Parade) and Aldi / Iceland (Gresley Road) is severely restricted by the proposed scheme
22	Access to Low Mill Lane (only access to railway station car park). If right turn off Bradford Road into Low Mill Lane is banned, this will lead to an increase in traffic accessing the railway station car park from the Parkwood Street area.
20	The scheme is a waste of money and the funds should be spent elsewhere
15	Scheme does not go far enough and should include a wider area - gyratory including Hard Ings Road, Bradford Road, Worth Way, South Street and North Street
13	Too many sets of traffic signals

8	There is not an existing congestion problem in the town centre
7	East Parade is too narrow. Remove on-street parking
7	Scheme will make town centre more difficult for pedestrians and there is no consideration for cyclists
6	Undertake a trial of the scheme before implementing fully
6	Keighley needs a bypass
5	It will negatively affect bus journey times
3	It will put people off coming into Keighley Town Centre
2	It will worsen air quality in Keighley
2	The 20 mph zone will not work and needs to be enforced to work.
2	East Parade needs resurfacing.

Council officers also recorded feedback from the public at the consultation event. Many of these responses are reflected in the table above but additional comments included concerns about Heavy Goods Vehicle (HGV) manoeuvrability, congestion caused by bus movements as they exit the bus station, abuse of Lawkholme Lane, the right turn ban out of West Lane, and incorrect road signage.

There were also many positive comments about the proposals and these are grouped below -

Number of Comments	Supportive
28	It's a good idea
24	It needs building as soon as possible
4	Get on with Hard Ings road at the same time

As mentioned earlier in the report written responses from businesses directly impacted by the Gyratory was requested as part of phase 1. These are summarised as follows:

Sainsbury's supermarket – they are against the scheme as it would impact on the vitality and viability of their store and the town centre. Sainsbury's is an anchor store for Keighley with many people linking their trips with a visit to the supermarket and one into the town centre. The current proposals will deter shopping in Sainsbury's as the majority of shoppers will see their journey times increased by five minutes. This will adversely impact linked trips into the town centre.

Sainsbury's Petrol Station – Against the scheme as the petrol station is reliant on passing trade which will be restricted by the proposals. 50% of their potential users will have their journey times increased by five minutes.

Transdev (Keighley & District buses) – Feel it will have a negative impact on their bus services. The scheme does nothing to address the congestion issues on North Street or Oakworth Road / South Street. A contra flow bus lane northbound on Cavendish Street should be included in the gyratory proposals.

The Toy Shop – Concerned that the proposals could drive trade to out of town shopping centres.

Councillor Mallinson – The scheme is a quick fix, dangerous for pedestrians, provide poor access to the train station and will lead to increased rat-running.

Watch & Transport Committee of Keighley Town Council – In favour of the proposed scheme.

Airedale Shopping Centre – In favour but raised an issue with how they manage Waste bins. which requires fork lift trucks to travel between the Towngate service area and the 1<sup>st</sup> floor service area (via ramp) in both directions on East Parade, around 5 times a day.

West Yorkshire Combined Authority (Metro) – Generally in favour but concerned about the negative impact on certain bus services and feel the scheme is detrimental to rail users. A bus lane northbound on Cavendish Street should be provided.

Northern Rail – against the scheme as they are concerned over restricted access to the station car park and they feel that many vehicles will u-turn using the station forecourt.

BSpoke which represents cyclists across the Bradford district provided the following response to the proposals –

“It does not enhance provision for cyclists but making it worse, does nothing to take into account the basic requirements of safety, directness and balance (between motorised transport and other modes), the scheme is not cost effective and is not future-proof (future traffic growth and strategic development).”

