

REPORT TITLE: To consider objections received for TRO No 1 2025 Lockwood Road Huddersfield Proposed Banned Turning Movements, Lockwood Bar

Meeting:	Cabinet Committee – Local Issues
Date:	15 August 2025
Cabinet Member (if applicable)	Cllr Tyler Hawkins
Key Decision Eligible for Call In	No Yes
<p>Purpose of Report: To consider objections received to the proposed Traffic Regulation Order TRO No 1 2025 Lockwood Road Huddersfield which includes banning turning movements between Lockwood Road and Bridge Street, except for buses and cycles. This is a part of the Huddersfield Southern Corridor Projects.</p>	
<p>Recommendations</p> <ul style="list-style-type: none"> • that the benefits of the scheme are assessed as outweighing the formal objections, and as such that the banned turning movements proposed be approved and implemented. • that no further consultation or engagement with the HCA is warranted • that no public inquiry into the objections should be organised. <p>Reasons for Recommendations</p> <ul style="list-style-type: none"> • the proposed Traffic Regulation Order is critical to the successful delivery of the Lockwood Bar junction improvement scheme, which forms a key part of the wider Huddersfield Southern Corridor project. Allowing vehicles other than buses and cycles to use the proposed junctions would reduce the effectiveness of the scheme which is aimed at reducing congestion and improving journey times. • if the banned movements were removed, there would be added costs to redesign the scheme, and the congestion benefits would be lost for this junction. • in order to provide an exemption for hackney carriages, a new Traffic Regulation Order would need to be progressed at an additional cost to the Council which may not be successful, would slow down the implementation of the proposals and reduce the scheme’s effectiveness. 	
<p>Resource Implications:</p> <p>The £13,617,159 Huddersfield Southern Corridor project is being funded by West Yorkshire Transport Fund as capital spend and is in the Council’s Capital Plan. As the 2-year validity window for installation had expired due to other pressures, the original proposals were re-advertised between 5 March 2025 to 2 April 2025 with no changes to the legal order or design proposals.</p> <p>If, as above, we were to have to remove the banned turning movements, then there would be additional costs to redesign the scheme and as all vehicles would then be able to use all of the junctions, the congestion benefits and the opportunity to improve bus services and journey times in this local area would be lost.</p>	

<p>If hackney carriages were permitted to use the bus and cycle route, there would also be an additional cost of the processing of another Traffic Regulation Order (TRO) and site delays at a cost of approximately £770,000.00 which would have to be borne by the Council which may still receive objections and/or not be successful. This figure is derived from 6 months of delay costs to the contractor currently on site, whilst a revised TRO is advertised, which would be less costly than descoping part of the site works, and retendering them to undertake the kerb, signage, surfacing, and drainage work associated with installing a revised TRO.</p>	
<p>Date signed off by <u>Executive Director</u> & name</p>	<p>David Shepherd : 18/08/2025</p>
<p>Is it also signed off by the Service Director for Finance?</p>	<p>Kevin Mulvaney : 18/08/2025</p>
<p>Is it also signed off by the Service Director for Legal Governance and Commissioning (Monitoring Officer)?</p>	<p>Samantha Lawton : 17/07/2025</p>

Electoral wards affected: Crosland Moor and Netherton/Newsome

Ward councillors consulted:

- **Newsome Ward councillors** - Cllr Andrew Cooper; Cllr Susan Lee-Richards; Cllr Karen Allison
- **Crosland Moor and Netherton Ward councillors** - Cllr Alex Vickers; Cllr Imran Safdar; Cllr Jo Lawson

Public or private: Public

Has GDPR been considered? Yes

1. Executive Summary

- The Lockwood Bar element of the Huddersfield Southern Corridors transportation scheme is currently on site. The link road has been completed and is not currently in use.
- The £13,617,159 project has been funded from capital, from the West Yorkshire Transport fund via the West Yorkshire Combined Authority (WYCA) and is in the Capital Plan.
- The Lockwood scheme will improve journey times between the south of Kirklees and Huddersfield Town Centre along the A616 corridor. The scheme will also provide active travel facilities to support a longer-term vision of a more cycle-friendly Kirklees.
- Several months after awarding the construction contract and before any changes to the junction could be constructed, the previously advertised traffic regulation orders TROs expired.

- The original TROs were re-advertised at the start of 2025, with no changes since they were first advertised in 2022 and no objections received at that time.

2. Information required to take a decision

2.1 Scheme and TRO Background

- The Huddersfield Southern Corridor project sought to deliver corridor improvements in four locations: A62 Queensgate, A616 Folly Hall, Longroyd Lane at A62 Manchester Road, A616 Lockwood Road.
- Folly Hall was constructed in 2023, there is currently a construction contract in operation to construct Lockwood Bar and Longroyd Lane.
- The Lockwood Bar scheme involves constructing a new link road from Lockwood Road to Bridge Street, to separate the traffic stream from traffic heading down Lockwood Road towards Meltham.
- The Scheme involves three TRO's, one of which is to ban direct turning movements between Lockwood Road and Bridge Street except for exemptions to buses and cycles, and for which four objections have been received.
- The scheme is designed to improve journey times along the Southern corridor and the design and subsequent advertising of traffic regulation orders are there to support the journey time improvements, for all vehicles.
- The proposed banned turning movements for other road users are to be replaced by using the new link road, however, to avoid having to move bus routes/stops on Lockwood Road buses will be exempt from this TRO.
- The new traffic regulation orders for the whole scheme were advertised between the 5 March and 2 April 2025 and 4 objections were received.

2.2 TRO Objections

All four objections were made by Hackney Carriage Association (HCA) members, and their full objections can be found in Appendix 2.

The objections cover 5 key areas and can be summarised as follows along with the officer response:

Objection 1 – The consultation was inadequate.

- In response to invitations for views in 2020 by the previous project manager, HCA members sent in correspondence but say that no reply was received. Some also reached out to Councillor Amanda Pinnock as the Chair of Licensing Committee at the time and no response was received.
- They have a grievance as they were not notified about the scheme, with HCA members stating they only learned of it recently in the Examiner paper.

In response

These proposals were advertised in the local press, on-street notices and on the Council's, website as is the legal requirement.

This is a procedural objection only that has no bearing on the merits of the proposal, although it may have other consequences. However, subsequent to receiving the objection the HCA has been contacted; please see Section 4 consultation details.

Objection 2 – The proposed traffic regulation order conflicts with Regional Transport Strategies.

- Objectors claim that Kirklees are the only WYCA authority to not allow Hackney Carriages to use bus lanes. All other authorities allow Hackney Carriages to access the bus lanes providing fairer access for both drivers and passengers.
- Objectors claim that WYCA has committed to Hackney Carriages forming part of all future transport plans.

In response

Kirklees currently does not permit hackney carriages (HC) into all bus lanes in the district as the default position.

The scheme does not propose to introduce a bus lane, rather it is proposing to ban a number of turns, at the junctions within the scheme, for all vehicles, allowing a specific exemption for buses and cycles at two of those turns. The only lane that is proposed to become a bus and cycle lane only is a 18m long right-turning pocket on Bridge Street approaching the traffic signals which can store a single 13m long bus at a time and this is not formally designated as a bus lane. This is on the approach to the stop line from which the right turn ban applies except for buses and cycles which are exempted.

Objection 3 – The proposed TRO will have a negative impact on local residents

- Objectors claiming that passengers will have to wait longer in traffic and that their fares will increase.

In response

Upon completion of the scheme construction all vehicles will be banned from turning directly between Lockwood Road and Bridge Street and vice versa, except for cycles and buses. However, the new Albert Street link road will be open to all traffic and replace the turning movements previously undertaken at the Lockwood Road/ Bridge Street junction.

Therefore, there will be no meaningful difference to journey times and fares before and after the scheme. Any Hackney Carriages wanting to travel to Woodhead Road would need to turn off onto the new Albert Street link before rejoining Bridge Street at the end of Albert Street. While any Hackney Carriages approaching the junction from Woodhead Road wishing to travel towards Huddersfield town centre will need to turn right on to Albert Street and join Lockwood Road 180 metres northeast of the junction.

There will be a minor inconvenience to passengers hailing taxis from a 50-meter strip on Bridge Street between the Albert Street junction and Lockwood Road, if they wish to travel to the town centre, as 5 -10 minutes might be added in peak times by using Swan Lane and Victoria Street rather than Lockwood Road directly.

Objection 4 – Including Hackney Carriages in the exemption for the turn bans would have no impact on the overall scheme.

- Claims that the total number of 224 Hackney Carriages vehicles licenced across the whole of Kirklees will have very limited impact on the junction functioning.

In response

Journeys through the scheme are expected to be unaffected or improved for Hackney Carriages, and private vehicles.

The scheme was initially designed not to accommodate any turning movements at all directly between Lockwood Road and Bridge Street. A small exception was required for buses to avoid having to relocate 2 important bus stops on Lockwood Road.

The scheme was not designed to emphasise bus priority, and bus lanes are being removed as part of the scheme. The concessions given to bus exemptions are to avoid re-siting bus stops and alterations to bus routes.

The Hackney Carriage numbers by themselves may be low enough to avoid blocking Bridge Street, with only a negligible loss of performance for the junction. However, there is a concern that exempting Hackney Carriages from the ban could result in abuse of the ban by potentially hundreds of licenced private hire vehicles.

For comparison, there are 224 registered Hackney Carriages in Kirklees, and 2,350 licensed private hire vehicles. There is also potential for this to encourage abuse by private vehicles. Unfortunately, the Council does not have legal powers of enforcement of turning bans on the Highway Network, and such abuse by non-exempt vehicles would result in increased congestion and potential road traffic accidents due to backed up queues through the Bridge Street / Lockwood Road junction.

Objection 5 – By not allowing Hackney Carriages to be exempt we are breaching legislation.

- Claims that the proposed TRO would be a breach of the Equality Act 2010 as Hackney Carriage vehicles are classed as Public Transport within Licensing legislation.

In response

Objectors allege that Hackney Carriages are legally classed as public transport, and as such exempting buses from the Traffic Regulation Order, and not Hackney Carriages, amounts to a breach of legislation and/or discrimination under the Equality Act 2010.

Hackney Carriages are not a protected class under the Equality Act 2010.

Officers in Licensing have referred designers and project managers to two pieces of government guidance:

- Statutory Taxi & Private Hire Vehicle Standards 2010.
- Taxi and Private Hire Vehicle Licensing Best Practice Guidance for Licensing Authorities in England (updated 2023).

The 2010 statutory standards do not comment on Hackney Carriage use of the public highway. They refer to vetting procedures of drivers to safeguard passengers.

The licensing best practice guidance separates between Hackney Carriages as public transport in some parts of the document but also states that taxis are a 'public transport service' in other parts of the document.

The licensing best practice guidance further states that the Transport Act 2000 requires local transport authorities to produce Local Transport Plans (LTPs) which consider the role of Hackney Carriages – although the focus in those plans is on pick up and drop off facilities, rather use of bus lanes.

The current Kirklees Council Local Plan (2019) references Kirklees' Transport Strategy. The latest Kirklees Transport Strategy has been in draft since March 2025 and mentions that Hackney Carriage vehicles fill an important gap between private and public transport. It further mentions aspirations to work with stakeholders to improve pick-up and drop-off areas.

Therefore, the proposed Traffic Regulation Order does not breach legislation, or other guidance and frameworks (Kirklees' Local Plan and Kirklees' Transport Strategy).

2.3 General consideration of objections

There will be an opportunity for objectors to address the Committee and air their views in a public forum, so Officers do not recommend that the objections need to be further tested through a public inquiry. However, Members must consider that option and determine accordingly.

3. Implications for the Council

3.1 Council Plan

This scheme has been developed in line with the Council's ambition to:

- Align with the Council's eight shared outcomes including "Sustainable Economy" as it seeks to improve journey times which will unlock growth and development and deliver public realm improvements and Active Travel Enhancements in Lockwood which could attract more customers to the local businesses.
- Align with the Council's four partnership strategies scheme:
 - The Environment Strategy to encourage active travel and green infrastructure.

- The Health and Wellbeing Strategy for the same reasons as above.

3.2 Financial Implications

- The scheme relies heavily on the proposed Traffic Regulation Orders to deliver the Council Plan's aligned benefits. In part, this is because any delays will increase the Council's costs which will impact delivery of the rest of the scheme.
- If it is deemed that the objections are valid and the scheme should be re-advertised to include hackney carriages. The potential for abuse by non-exempt private hire vehicles would require unbudgeted redesign to avoid introducing road traffic accidents due to non-exempt vehicles queueing through the Bridge Street / Lockwood Road junction, which has not been designed to accommodate them. Redesign and site delay costs would not be less than £770,000.

3.3 Legal Implications

- If the objections are upheld and Members decide to exclude Hackney Carriages from the proposed restrictions the TRO will need to be re-advertised to allow taxis to be included in the exemption to the turning movement bans.
- This scheme has been consulted on and advertised, as legally required by:
 - The Road Traffic Regulation Act 1984
 - The Local Authorities Traffic Orders (Procedure)(England and Wales) Regulations 1996 (1996 Regulations)
- Under Sec 122 of the Road Traffic Regulation Act 1984 the Council has to have regard to
 - a) the desirability of securing and maintaining reasonable access to premises.
 - b) the effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run.
 - bb) the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy).
 - c) the importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles; and
 - d) any other matters appearing to the local authority to be relevant

The report clearly concentrates on c) above, but so far as they are relevant to the proposals the other factors have been considered. Objections relating to access and effect on amenities are considered and evaluated in detail in the report with appropriate detailed recommendations being set out.

In addition, this TRO is part of a larger scheme aimed at ensuring the free and safe passage of all road users to achieve the above objectives. Without the TRO in place, some operational elements of this scheme cannot be lawfully introduced or enforced, which would restrict achieving the initial aims and ambitions of the scheme, on which the funding has been secured on.

- The Traffic Regulation Orders have been progressed in accordance with the statutory requirements of the Road Traffic Regulation Act 1984 and the 1996 Regulations. Formal consultation has been undertaken, and objections have been duly considered as part of this report.
- Under Regulation 9(1) of the 1996 Regulations, the Council must consider whether to hold a public inquiry before approving and making the order objected to. As none of the objections were made on the grounds of restrictions to loading and unloading, there is no obligation to hold a public inquiry (Reg 9(3) of the 1996 Regulations) but it is still for the Council to exercise its discretion in this respect. All of which, where relevant, are considered in the report above and below.

3.4 Climate Change and Air Quality

Under Sec 122 of the Road Traffic Regulation Act 1984 the Council has to have regard to, amongst other things

- the strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy);
- Kirklees Air Quality Strategy and Action Plan 2019 commits to improvements to congested junctions and supporting / encouraging active travel and modal shift on journeys to school.

The proposed TROs support the Council's commitments to addressing the climate emergency by enabling a shift towards more sustainable modes of transport. The introduction of banned turns with the exception of buses and cycles is expected to reduce private vehicle dependency, improve journey time reliability for public transport, and encourage active travel.

By prioritising low-emission travel options, the scheme contributes to improved local air quality and reduced carbon emissions along the A616. These measures form part of the wider strategy to promote clean growth and support Kirklees Council's environmental objectives.

It is expected that the journey time improvements along the A616 combined with the Folly Hall scheme already delivered will result in less congestion and is expected this

will result in air quality improvements at Lockwood bar with reductions in NO_x and PM₁₀ concentrations.

These climate improvements rely heavily on the proposed Traffic Regulation Orders.

3.5 **Other (e.g. Risk, Integrated Impact Assessment or Human Resources)**

- None other than that set out above under 'Legal Implications'

4. **Consultation**

- 4.1 The substance of the currently proposed TRO were first advertised in the local press from 5 April 2023 to 3 May 2023 and at that time, no comments or objections were received. As the 2-year validity window for installation had expired due to other pressures, the original proposals were re-advertised between 5 March 2025 to 2 April 2025 with no changes to the legal order or design proposals.
- 4.2 The overall scheme was subject to a number of consultation events including early engagement letters to local residents in 2018, website consultation in 2019, a consultation drop in session at the church on Lockwood Road in 2019 and consideration of a response from the Hackney Carriage Association in 2020 about the non-consideration of Hackney Carriages using bus lanes during its concept and design stages resulting in the approved detail design supported by West Yorkshire Combined Authority.
- 4.3 Consultation and public engagement also included the relevant Ward Councillors and statutory consultees, and no concerns were raised.
- 4.4 As a result of considering Objection 1, Officers met with representatives of the HCA on the 31st of July 2025.

Four representatives of the HCA attended the meeting, along with three council officers in attendance. The discussions highlighted the HCA frustration of not being properly consulted on the scheme and also their general objections not to allow Hackney Carriage taxis to use bus lanes throughout the district.

Arguments raised by the HCA were related to the TRO regarding the Bus and Cycle left turn from Lockwood Road to Bridge Street and Bridge Street to Lockwood Road. It was explained that the new link road that is currently being constructed would split traffic flows and ease travel time for those travelling from Huddersfield City Centre to Holmfirth. It was also pointed out to the HCA, that the current bus lane will be removed from the final layout allowing two lane traffic flow for all vehicles.

The HCA are concerned that they are not being listened to and have asked for a whole review as to why Kirklees Council are the only district to not allow taxis to use bus lanes/routes as they are also classed as public transport and governed by the Kirklees Council.

The HCA were told that due to the extent of the works on site and everything being passed at planning stage that their objections to the TRO's would now need to be discussed and resolved at the CCLI, and that they now need to put their arguments forward at that meeting.

5. Engagement

The overall scheme was subject to a number of public engagement events during its concept and design stages over the past 7 years as detailed in point 4.1.

Public engagement events included all relevant Ward Cllrs.

6. Options

6.1 Options considered

- Option 1: Deem the objections do not outweigh the proposed benefits and construct and implement the scheme, as advertised
- Option 2: Deem the objections to the proposed banned turns solely for buses and cycles do outweigh the benefits and abandon this element of the scheme.
- Option 3: Deem the objections to the proposed banned turns solely for buses and cycles do outweigh the benefits and readvertise the proposals to include an exemption for hackney carriages too.

6.2 Reasons for recommended option

- The officer recommendation is to proceed with option 1 on the basis that we are not providing any bus lanes in this traffic regulation order and are only creating a number of turning bans for all vehicles for which two of them will have exemptions for buses and cycles.
- None of these turning bans will cause HCAs to go on longer, slower, journeys as a result there should be no impact on costs to their customers.
- To avoid any delays to the installation of the scheme which would result in additional costs to the Council.
- To ensure the benefits of the scheme are met.

Councillor Hawkins (Portfolio Holder – Environment and Highways) fully supports officer recommendation.

7. Next steps and timelines

If the recommended options are approved and the benefits of the scheme, as advertised, are determined to outweigh the objections, and the objections put aside, a timeline will be developed to complete works, in conjunction with the contractor engaged to construct the engineering elements of the overall scheme.

If CCLI members deem that the objections **are not** determined to outweigh the anticipated benefits of the TRO proposals, then the engineering elements of the scheme, that do not rely on the implementation of said restrictions for their safe and effective operations will go ahead, we would need to redesign the junction to allow use by all vehicles at additional cost to the council and a loss of anticipated benefits from the scheme.

8. Contact officer

- Ayooob Akhtar (highways lead for the scheme)
- Muhammad Qadri (project manager for the scheme)

9. Background Papers and History of Decisions

- Cabinet meeting details on 13 November 2018 progress on scheme development was noted.

[Decision - West Yorkshire Plus Transport Fund Scheme Update | Kirklees Council](#)

- Cabinet meeting details on 10 September 2024 at which authority was delegated to the Service Director for Skills and Regeneration to award the contract to construct Lockwood Bar.

[Decision - Kirklees Major Transport Capital Schemes: Annual Report 2024 | Kirklees Council](#)

10. Appendices

- Appendix 1- TRO Plan
- Appendix 2- Full Objections (redacted)

11. Service Director responsible

Tony Galloway.