

**Name of meeting:** Cabinet  
**Date:** 9<sup>th</sup> February 2016

**Title of report:** West Yorkshire Transport Fund – Scheme Principles

<b>Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?</b>	Yes – significant effect on two or more electoral wards
<b>Is it in the <a href="#">Council's Forward Plan</a>?</b>	Yes
<b>Is it eligible for “call in” by <a href="#">Scrutiny</a>?</b>	Yes
<b>Date signed off by <u>Director</u> &amp; name</b>	Jacqui Gedman - 29.01.16
<b>Is it signed off by the Director of Resources?</b>	David Smith - 28.01.16
<b>Is it signed off by the Assistant Director - Legal, Governance and Monitoring</b>	Julie Muscroft - 29.01.16
<b>Cabinet member <a href="#">portfolio</a></b>	<b>Cllr Peter McBride</b> - Portfolio Holder for Transportation, Skills, Jobs and Regional Affairs

**Electoral [wards](#) affected:** All  
**Ward councillors consulted:** None

**Public or private:** Public

## 1. Purpose of report

To request Cabinet consider a number of forthcoming sensitive issues which are likely to arise from the development of the Kirklees WY Transport Fund schemes and to approve the key highway design principles set out in the recommendation

Some key issues around how we improve/develop our main transport corridors to deal with traffic congestion problems are likely to be publicly contentious and may lead to Cabinet having to make some difficult decisions. This paper sets out where the key issues may arise as well as a series of proposed principles to help mitigate concerns.

## 2. Background

### 2.1 . The West Yorkshire Plus Transport Fund (WY+TF)

In its Local Plan and Economic Strategy documents, the Council has recently set out its ambitions for Kirklees to 2031. Accommodating the transport needs of 32,000 new jobs and 29,000 new homes in Kirklees means that improvements to our main roads and transport links is a real need for the district going forward.

To address this need Kirklees, together with Leeds, Bradford, Wakefield and Calderdale councils, York and the West Yorkshire Combined Authority have created a government funded West Yorkshire Transport Fund (henceforth known as WY+TF) which will facilitate major investment in transport to create an environment where economic growth can occur. This is to be achieved through the delivery of two complementary packages of schemes: Core Projects and Gateway Schemes.

#### **Core Projects are**

Projects which are the catalysts and enablers of change, have the greatest direct short term economic impact (in terms of jobs supported per £ invested), and self-generate further funding to reinvest in more transformational projects.

#### **Gateway Schemes are**

Schemes that improve the entry to our cities and towns and will often involve significant partner investment.

In July 2014, the Government announced that the West Yorkshire Combined Authority had secured funding to establish a £1bn fund over 15 years.

Funding for the first 6 years has been promised from the Government but the following 9 years funding is dependent upon successful delivery of the WY+TF programme and corresponding economic growth during the initial 5 years.

The principal objective of the WY+TF is to stimulate economic growth by improving connectivity across the region: connectivity in terms of people to jobs, businesses to businesses and goods to markets.

Other complementary objectives are:

- Improved accessibility to employment from the 'deprived wards' greater than the West Yorkshire average
- Equitable distribution of improved accessibility geographically, with all Districts seeing an improvement greater than half the West Yorkshire average
- A nil carbon change due to implementation of the overall package of schemes.

**Table 1** indicates the full list of schemes in Kirklees. The value of which is circa £150million.

## **2.2 Proposed Principles**

The key highway design principles that Cabinet are asked to consider are:

- Balancing strategic needs against local concerns
- Creating “Gateways” for our main town and urban centres
- The acquisition/appropriation of land for highway purposes
- The future use and management of the “road-space” (see paragraph 2.6) of our key transport corridors
- The environmental and economic benefits of “greening up” (see para 2.7) our key transport corridors (Green Streets).

These are each addressed in turn below.

## **2.3 Strategic needs/local concerns**

Nationally accepted research has shown that good transport links underpin the development of business and the creation of new jobs.

As part of the WY+TF, the West Yorkshire councils are in the process of identifying a Key Route Network (KRN) which comprise roads connecting the “Core “ and “Key” West Yorkshire centres on which the majority of the region’s road travel takes place. All of the Kirklees proposed schemes in the WY+TF are positioned along our part of the West Yorkshire KRN.

To get the best economic performance from our KRN it is important that the majority needs of the travelling public (strategic needs) are carefully considered against the individual needs of local residents/local businesses. Examples to consider are: should more time be given to main road traffic rather than to minor road traffic at traffic signal junctions at peak travel times? Should parking on our main roads/near key junctions be allowed at any time?

## **2.4. Creating Gateways to our Main Centres**

Due to the historic urban development of Kirklees the existing gateways to our main town centres are often indistinguishable from the general urban area. They do not provide any advance notice to travellers that they are approaching our major centres nor create any sense of identity and ownership.

Visitors’ perception of the character and attractiveness of a place are greatly influenced by its main access corridors and entrances. These corridors and entrances should therefore be used to help create a cohesive identity and reflect the desired image of our district.

The majority of our existing gateways are large expanses of road surfacing, traffic signs/signals and barriers with low levels of greenery. These gateways could be

enhanced through public realm improvements, green streets treatment or private development improvements; or a combination of all three.

As part of our WY+TF schemes, we aim to introduce environmental improvements and additional greenery to some of our gateways, as well as improving traffic flows.

## **2.5. Land acquisition/appropriation**

Implementation of scheme proposals are likely to involve widening roads, creating new link roads and undertaking junction improvements.

Wherever possible all attempts will be made to constrain such highway improvements to within the existing highway boundary, but this may not always be possible or indeed desirable. In such cases and to ensure we can deliver the long term improvements needed, third party owned land may be required to form part of the new highway.

Negotiations with landowners will be extensive but if they do not prove successful it may be necessary for the Council to acquire the land it needs by compulsory purchase powers under the provisions of Highways Act 1980, the Acquisition of Land Act 1981 or other enabling powers.

The council will endeavour to purchase any land it requires by negotiation and agreement with the land owner/leaseholder, but experience has shown that twin-tracking of negotiation and compulsory purchase order processes (CPO) are often the best way of obtaining the third party land needed. However each case where a CPO is considered necessary will be the subject of a further Cabinet report

## **2.6 Use and Management of Road Space**

It will also be prudent to review how adjacent road-space is used and managed if we are to consolidate and maximise the network reliability, reduced journey times and the air quality benefits we gain through major scheme implementation.

Stopping to park, load/unload or to board and alight from vehicles can often cause or add to overall traffic delay, particularly where this reduces the available road space for moving traffic. Where there is a full and justifiable benefit to do so, the Council could restrict parking, or loading during peak traffic periods or, if strictly necessary, for longer periods of the day.

Where parking restrictions are to be considered, officers will consult with those frontages directly affected by the proposals to see if alternative solution/s can be found, e.g. the council may be able to provide alternative parking facilities for those residents/businesses affected by the measures.

At the same time though it needs to be recognised that such facilities may not always be affordable or practical to deliver.

## **2.7 Green Streets/Green Corridors**

The West Yorkshire Combined Authority (WYCA), in collaboration with Yorkshire West Local Nature Partnership has adopted a policy of using Green Streets principles as a unique selling point for the city region to attract investment and help it to compete in the global marketplace.

If the principles of “best practice” green infrastructure are embedded into the core of the WY+TF schemes, WYCA will combine economic growth and a sustainable approach to communities and the environment.

“Best Practice” green infrastructure will be considered for each and every Kirklees scheme, to further support the economic growth agenda of the WYTF and the overall benefits to districts.

## **3 Implications for the Council**

### **3.1 Strategic needs/local concerns**

How we make best use of our main roads and transport corridors in future will be critical to keep our economy growing and for increasing employment opportunities.

Any key congestion problems identified during scheme development will be carefully investigated and all options for improvement considered. This will include balancing the needs of local businesses and residents against the overall strategic transport needs of the district.

Councillors need to be aware that if an acceptable balance cannot be found, then strategic issues may have to be prioritised in preference to local concerns and such measures as parking controls/turning restrictions may have to be applied to keep delays on our main roads to a minimum.

### **3.2 Creating Gateways to our town centres**

The highway network is one of the Council’s major assets. Investing in this asset will bring about significant improvements for all.

Creating attractive gateways into our towns will be part of our programme of schemes and will complement the overall journey time improvements we make. This work will not cost more than traditional existing layouts in both implementation and/or maintenance costs.

### **3.3 Land acquisition/appropriation**

The decision as to whether or not to progress a Compulsory purchase Order (CPO) is one which would need to be made by Cabinet for each scheme.

Government guidance states that a CPO should only be made where there is a compelling case in the public interest and sufficient to justify interference with the human rights of those with an interest in the land.

From experience Officers consider that twin-tracking of negotiation and compulsory purchase order processes (CPO) are the most efficient way of securing the land needed.

### **3.4 Use and Management of Road Space**

To keep traffic moving smoothly on the WY Key Route Network, it is often necessary to use parking restrictions such as yellow lines and marked areas to distinguish between places that drivers can and cannot stop or park.

As part of our WY+TF schemes and our work with the Combined Authority we will investigate how existing road space is used. If by managing road space differently we can create more traffic capacity at low capital cost, then this will be considered. Such control measures may be for example Yellow Lines, introducing more parking restrictions/controls ) or Red Routes, which restrict parking, loading or waiting at specified times.

Standard practice in major cities for Red Routes is to operate 24 hours a day, 7 days a week, 365 days a year, but consideration as to what is appropriate on our district's major roads will need to be carefully considered, together with any local implications.

Implementing parking restrictions is often controversial. Some residents/business owners may be in support but equally some are very likely to be against the implementation of any parking restriction.

An increase in proposed parking restrictions/TROs on our major roads is likely to trigger public objections from businesses and residents that Cabinet will then need to consider.

### **3.5 Green Streets/Green Corridors**

Our schemes will not only bring about improvements in reducing journey times but also have a focus on the better appearance and integration of roads and structures with the local environment.

Such improvements will make our major transport corridors a more attractive environment, thereby underpinning our economic growth and making for a more pleasant journey experience.

### **3.6 Financial**

The funding for our schemes will come from the WY Combined Authority as part of the overall £1B West Yorkshire + Transport Fund.

This 10 year plus infrastructure fund has been established by combining **Local Growth Fund** and **Major Highways** grant funding from central government, with low-

level top slicing of the WY Local Transport Plan allocation and a proposed contribution from the WY ITA levy.

Any schemes included in the WY+TF have to meet strict criteria around jobs growth, journey time savings and a set threshold of GVA generated/per pound invested.

The Kirklees monies are not transferable to other local schemes; an initial list of the top 60 schemes across West Yorkshire already having been reduced to a final list of 26 projects through an economic evaluation process

#### **4. Consultees and their opinions**

No consultees have been approached for their views in the preparation of this report.

Widespread consultation with local communities and landowners will underpin and inform the development of all the Kirklees WY+TF schemes.

#### **5. Next steps**

Detailed feasibility work has started on a number of our schemes.

As detailed options for implementation are developed they will be presented to Cabinet for consideration. These options will clearly highlight the application of the design principles identified above and the benefits that implementation of the schemes will bring.

#### **6. Officer recommendations and reasons**

Officers recommend that Cabinet **approve the following key highway design principles as a basis for the design and development of the Kirklees WY+TF schemes:-**

- Strategic and local needs will need to be carefully considered but where there is a strong evidenced need for measures in support of overall benefits, strategic priorities may/will take preference over local ones.
- Gateways will be created on our main roads on approaches to our main town and urban centres.
- Where schemes require third party land acquisition for highway purposes, such land will be acquired using CPO powers where agreement cannot be reached by negotiation. Each case where a CPO is considered necessary will be the subject of a further Cabinet report.
- To improve the capacity and reliability of our existing transport corridors the use and management of road space will be considered and control measures proposed if congestion benefits will be achieved. Such measures to also consider potential mitigation measures for economic and environmental frontage activities.
- The environmental and economic benefits of greening up our key transport corridors (Green Streets) is supported

The outcome of the application of these principles on all our Kirklees WY+TF schemes will be included in future individual project reports as they are developed and presented to Cabinet for consideration/approval.

**7. Cabinet portfolio holder recommendation**

The Cabinet Portfolio Holder, Cllr Peter McBride, supports the officer recommendation for Cabinet to approve the key highway design principles.

**8. Contact officer and relevant papers**

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**Background papers**

Report: 'An update on the Leeds City Region 'Growth Deal' - presented to Cabinet Briefing on 18<sup>th</sup> August 2014

**9. Assistant Director responsible**

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## Tables, Figures and Appendices

**Table 1 – Transport Fund Schemes**

<b>WY+TF Project name ( Kirklees Schemes )</b>	<b>Programme Entry</b>	<b>Beneficiary</b>
M62 new junction 24a on A641 Bradford Road, Huddersfield	YES	Kirklees Calderdale
Bradford - Huddersfield A641 corridor improvements (including Brighouse bypass)	YES	Kirklees Bradford Calderdale
Halifax - Huddersfield A629 corridor and Halifax Town Centre	YES	Kirklees Calderdale
A62 Corridor Improvements (Huddersfield - Heckmondwike)	YES	Kirklees
A644 Dewsbury to Brighouse	YES	Kirklees Calderdale
A653 Leeds - Dewsbury Corridor	YES	Kirklees Leeds
Highway Network Efficiency including UTMC	YES	All
Area wide bus package	YES	All
Rail package (station parking and rolling stock)	YES	All
Rail Station Gateways	YES	All