



- 1 pedestrians, emergency services and people with disabilities
- 2 cyclists and horse riders
- 3 public transport users
- 4 taxis and motorcyclists
- 5 deliveries to local areas
- 6 shoppers travelling by car
- 7 other freight movements
- 8 other high occupancy vehicles
- 9 other private cars

**Table 9.1 Hierarchy of Consideration**

## INTRODUCTION

**9.1** Our aim is to have a highway network that is effectively managed through a strategic approach that conforms with the Plan objectives. This will be achieved by following a balanced policy to utilise this major asset to best effect through:

- developing integrated schemes which address the needs of all road users;
- introducing traffic management measures;
- limited further development of the highway network.

## HIERARCHY OF CONSIDERATION

**9.2** A ‘hierarchy of consideration’ has been adopted as part of the design process for all highway schemes. This will be used to ensure that the needs and safety of each group of road users are sequentially considered when a scheme is being prepared, that each group of users is given proper consideration and that schemes will not make existing conditions worse for the more vulnerable transport users. The adopted order is shown in Table 9.1.

**9.3** The actual priorities and facilities provided for different road users will depend on the location, particular circumstances and local demands. It is not always possible to provide adequate facilities for all road users. However, wherever possible, facilities will be provided for people with disabilities, pedestrians, cyclists and bus users.

*“more and more people are rejecting the car for more sustainable means. Please take more account of us and not merely the middle aged BMW owners who never think about the world outside their front door”*

## HIGHWAY NETWORK DEVELOPMENT

**9.4** Management of the highway network is essential in meeting the objectives of the Plan. Development of the network will allow improvements in town centres, complement integrated measures elsewhere on the network and is essential to achieve development of key sites.

**9.5** The heaviest traffic flows in West Yorkshire are carried on the strategic highway network, which comprises both local and national roads (trunk roads and motorways) and includes the Primary Route Network of routes which form part of the national road network.

During the Plan period we expect to gain responsibility for the 'non-core' trunk roads as the Government's trunk road review is implemented and these routes are de-trunked and transferred to local highway authority control.

### Local Roads

**9.6** Local highways form the greatest proportion of the highway network including most town and city centre and residential streets. Much of the traffic on the strategic network starts or finishes on the local network and it is essential to the movement of most bus services. The local road network includes the 868km of Principal Roads in West Yorkshire under local authority control and of which over a third are Primary Routes.

### Objectives

**9.7** The objectives for highway network development are:

- to assist in the economic regeneration of an area;
- to facilitate access to major new developments consistent with Regional Planning Guidance and Unitary Development Plans;
- to allow for the redevelopment of 'brownfield' land;
- to relieve local communities of through traffic, where appropriate;
- to facilitate the introduction of measures required for other elements of the Plan strategy.

### Strategy

**9.8** We intend to meet the objectives by:

- widening existing roads to provide adequate space for pedestrians, cyclists, buses and for all motor vehicles where extra capacity is required for new developments;
- limited building of new roads as an integral part of regeneration and environmental strategies and in particular to access key development sites.

**9.9** These measures will only be used when other possible alternatives have been tested and found not to provide satisfactory solutions. The measures will be implemented as part of wider ranging traffic management strategies for the areas within the underlying principle of seeking to achieve greater sustainability of the transport system.

### Trunk Roads and Motorways

**9.10** Trunk roads and motorways, which are the major part of the national Primary Route Network, perform a key role within the total road network. These roads which are managed for the Government by the Highways Agency, need to be considered within the framework of the Transport Plan Strategy. A co-ordinated approach to strategic route management is being followed by the Highways Agency, which is closely involving the local highway authorities in the strategy development process. Several important studies are currently ongoing and are expected to have a major influence on future policy.

The studies, in which the local authorities are playing a full participatory role, are:

- South and West Yorkshire Multi-Modal Study commissioned by the DETR to develop a strategy and proposals for future interventions to address strategic transport issues;
- M62 Route Management Strategy currently under preparation by the Highways Agency which will set out a ten year route development programme;
- M1/M621 Integrated Transport Study commissioned by the Highways Agency to examine issues associated with the Centre of Excellence in Integrated Transport initiatives in West and South Yorkshire.

**9.11** The key national road proposals of significance to West Yorkshire are:

- A1 route upgrade to motorway standard with priority being given to the Ferrybridge-Hook Moor and Wetherby-Walshford sections;
- A650 Bingley Relief Road, a PFI scheme scheduled for completion in 2004;
- local route management and safety measures, including measures as part of virtual de-trunking arrangements (and local safety schemes on the non-core network until de-trunking takes place).

### De-trunking

**9.12** The trunk road network has been divided into two categories: the "core" network of major national routes which will remain under Highways Agency control and the "non-core" network of routes which it is considered may be best managed locally. Transferring responsibility for these routes to the local authorities is supported since it is considered that it will provide a more coherent approach to the management of the local road network. This approach

will also enable the Highways Agency to concentrate on managing the remaining core network of motorways and the most strategic trunk roads which are of truly national significance.

**9.13** 'Virtual' de-trunking arrangements are in place for the West Yorkshire non-core network and, subject to appropriate financial provision and the resolution of any outstanding problems, the routes involved are expected to become local roads within the Plan period. The main issues arising from the de-trunking proposals are as follows:

- the need for route management strategy for the A650 Aire Valley Corridor to complement and maximise the benefits of the A650 Bingley Relief Road for the rest of the route. This will need to embrace current proposals and study work together with future work which will be informed through the work of the Aire Valley Integrated Transport Commission;
- the need for a long term route management strategy for the A6120 Leeds Outer Ring Road to bring together a combined approach for the entire route including the existing local road section of the route;
- strategies for the future management of the A58 and A646 routes within the Calderdale District to complement the local safety and traffic management measures to be undertaken by the Highways Agency prior to de-trunking;
- issues associated with other sections of the non-core network where the need for measures has been identified in the past, for example on the A65 route at Manor Park Bends.

### TRAFFIC MANAGEMENT AND CONTROL

#### Traffic Management

**9.14** Control of road traffic is essential in meeting the objectives of the Plan as:

- management of traffic is a significant element of most measures to assist buses (Chapter 7), pedestrians and cyclists (Chapter 8) and road safety (Chapter 10) and is an essential component of the Leeds Supertram system;
- traffic management, especially parking control, is one of the main demand management tools (Chapter 11) and will be important in achieving environmental objectives (Chapter 6);

#### Objectives

**9.15** The traffic management objectives are:

- to ensure the safe and efficient use of the available road space to benefit all road users;
- to allocate road space to priority users with emphasis on buses and on meeting the needs of vulnerable road users;
- to assist people with impaired mobility;
- to facilitate access to major new industrial, commercial and residential developments and to off-street car parks;
- to concentrate traffic onto the strategic road network and ensure appropriate use of the road hierarchy;
- to control the volumes and speed of traffic in any Air Quality Management Areas that are declared under the Air Quality Regulations.

#### Strategy

**9.16** The objectives are being implemented by:

- reducing speeds, especially near schools, in residential and other sensitive areas through measures such as traffic calming and home zones;
- modifying roads and junctions to give priorities or facilities to different road users;
- introducing bus priority measures;
- providing facilities for cyclists, pedestrians and horse riders;
- providing various restraint measures to reduce car travel;
- management of moving traffic and on-street parking through introduction of Traffic Regulation Orders;
- effective route and destination signing helping to reduce excess travel;
- traffic calming and route management to concentrate through traffic on major routes where it can be managed with least impact on local communities.

#### Urban Traffic Management and Control (UTMC)

**9.17** Traffic signal control systems are an essential tool for the management of traffic in town and city centres and along highway corridors. The effective linking and co-ordination of traffic signals aids the access and movement of vehicular traffic, including bus services.

### Objectives

**9.18** Our objectives for Urban Traffic Control are to provide traffic control systems which:

- are flexible enough to cope with variable flows of vehicles and pedestrians;
- take a balanced approach to control and attach greater precedence to the improvement of safety and the provision of facilities for pedestrians and cyclists;
- give priority to groups of road users such as buses and pedestrians;
- interface with the rapidly evolving Urban Traffic Management and Control applications;
- are sophisticated enough to provide control mechanisms for Air Quality Management Areas.



UTC Systems are being improved throughout the county.

**9.19** The UTC systems are being expanded and updated to:

- provide the most appropriate control strategies using either fixed-time plans or SCOOT where traffic conditions are varied;
- meet the latest control specifications for UTMC which allow for the development and integration of systems to provide, for example, the potential to give buses greater priority;

- modernise pedestrian crossings through the progressive replacement of Pelican crossings with the more user-friendly PUFFIN crossings;
- provide similar benefits at junctions to those provided by PUFFIN crossings;
- give priority to buses by using selective vehicle detection through transponders fitted to buses or through satellite based automatic vehicle detection systems.

### ENFORCEMENT



Enforcement cameras are currently being introduced on some bus services, such as the "Airedale Shuttle". These have the potential to provide evidence which may assist in the prosecution of drivers who violate bus priorities.

**9.20** The effectiveness of many traffic management, bus priority, speed reduction and road safety schemes is severely reduced by the lack of consistent and regular enforcement of traffic regulations. Effective enforcement is also essential in improving driver behaviour. Driver behaviour has contributed to the decline in walking and cycling and an improvement is necessary to allow these modes to grow.

**9.21** Decriminalisation of parking offences offers potential opportunities for addressing some of the issues. A study into the potential of decriminalisation has been completed in Leeds and the options for further progress are being evaluated.

Other districts are also considering the potential of decriminalisation.

**9.22** Proposals to transfer appropriate duties to traffic wardens or police civilians and for the wider use of cameras are welcomed. However, experience of the use of cameras shows that the police will have difficulties in resourcing the prosecution of offenders.

**9.23** It is essential that either a proportion of the income from fines is hypothecated to finance enforcement or a specific administrative charge is levied on offenders to cover costs. Experience in Leeds, where the funding of an additional £10,000 worth of policing of bus priorities in the city centre, leading to the Treasury receiving over £50,000 additional revenue in fines demonstrates how unsatisfactory the current situation is.

**9.24** The government's current attention to the hypothecation issue is strongly supported. In particular we would like to discuss the possibility of establishing a pilot project for new methods of enforcing traffic regulation orders especially bus priorities and support lobbying for legislation to allow this possibility.