

Report to Chief Officer Highways and Transportation

Date: February 2017

Subject: St Peter's Street – Crossing and Bus Station Egress

Capital Scheme Number: 32651 / 000 / 000 and 32673 / BUS / 000

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): City and Hunslet	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

- 1 The Best Council Plan 2015-20 outlines how Leeds City will achieve its ambition to become the Best City in the UK and Leeds City Council the best local authority. According to the Best Council Plan, the success of the Best Council objectives: Helping deliver a well-connected transport system and enhancing the quality of our public realm will be partly measured through the percentage of city centre travel by sustainable modes.
- 2 With the Best Council Plan in mind, Leeds City Council is proposing to improve pedestrian facilities on A61 St Peter's Street in order to provide more direct crossing amenities that better cater for 'desire lines' and link destinations such as Leeds Bus Station, Victoria Gate and the West Yorkshire Playhouse. As part of the scheme it is also proposed that a new egress is created at Leeds Bus Station in order to minimise delays, particularly for southbound buses leaving the station, and allowing for better control and management of traffic heading northbound towards Eastgate roundabout. This layout would cater for coaches to remain on the public highway in order to access Leeds Coach Station and remove the need for them to travel through the bus station.

Recommendations

3. The Chief Officer (Highways and Transportation) is requested to:
 - i) Note the contents of this report;

- ii) Give authority to design and implement the scheme as detailed on Drawing No. TM-10-2496-GA-01a at a total cost of £460,000;
- iii) Give authority to incur the expenditure of £76,000 staff, design and supervision costs, and £384,000 Works costs, partly funded from the Local Transport Plan Transport Policy Capital Programme and the Leeds Transport Investment Capital Programme; and
- iv) Request the City Solicitor to:
 - a. Progress the dedication of land from West Yorkshire Combined Authority to become part of Leeds City Council's publicly adopted and maintained highway.

1 Purpose of this report

- 1.1 To seek authority to carry out detailed design and implementation of the works associated to the St Peter's Street Crossing and Bus Station Egress scheme.
- 1.2 To seek authority to incur a total expenditure of £460,000.

2 Background information

- 2.1 The A61 at St Peter's Street is a primary route that forms part of the city centre loop. St Peter's Street is dual carriageway for its full length.
- 2.2 St Peter's Street is situated to the east of the city centre and dissects destinations that generate significant footfall. Located to the west of St Peter's Street is Leeds Bus Station, Kirkgate Market and the Victoria Gate development. On the east there is the West Yorkshire Playhouse, BBC Yorkshire, Leeds College of Music and Northern Ballet.
- 2.3 On the 15th July 2015 a report was presented and approved at Leeds City Council's Executive Board recommending a partnership approach between West Yorkshire Playhouse and Leeds City Council to refurbish the theatre's building. The proposals for the building include the creation of a new main entrance on St Peter's Street in order to re-orientate the building to face the City and improve accessibility. In light of this future change there was a request that consideration is also given to how linkages between Quarry Hill, Victoria Gate and the Bus Station could be enhanced and the movement and experience of pedestrians improved.
- 2.4 Located to the north of St Peter's Street, near the junction of Dyer Street, there is a staggered pedestrian crossing facility that links into crossing facilities on Dyer Street. These crossings are safe and well used, but the environment is restrictive and the phasing can delay pedestrians.
- 2.5 Leeds Bus Station is used by over 1200 buses per day. In the busiest hour 91 departures take place, 46 of these services head north and either travel along Eastgate or Regent Street. The remaining 45 services head south along St Peter's Street.

- 2.6 All bus departures exit the bus station and join the highway network under signal control at Dyer Street before merging with general traffic. They are then required to merge for a second time on St Peter's Street. During busy periods, particularly the evening peak, traffic can be queuing from Eastgate roundabout along St Peter's Street making this type of manoeuvre difficult and causing delays to public transport services.
- 2.7 All southbound buses currently have to negotiate Eastgate roundabout before they get onto the southbound carriageway. In normal conditions this can take on average 90 seconds, however, during the evening peak this manoeuvre can take up to 180 seconds.
- 2.8 Currently all National Express coaches have to travel through the bus station in order to access Dyer Street and Leeds Coach Station. There are approximately 120 coaches that do this on a daily basis. The proposed design will cater for coach movements on the public highway and remove the need for them to travel through the bus station.

3 Main issues

- 3.1 The full design proposals are shown on Drawing No. TM-10-2496-GA-01a.
- 3.2 The aim of this scheme is to achieve improved pedestrian crossing facilities that provide more direct connectivity, better cater for pedestrian desire lines and minimise delays, while also improving how coaches access Leeds Coach Station and bus services exit Leeds Bus Station and join the road network.
- 3.3 The scheme will improve Leeds City Council's ability to manage traffic in this area. 45 buses per hour will no longer be required to use Eastgate roundabout via Dyer Street before heading southbound, and all traffic can exit Dyer Street and the bus station simultaneously thus improving the efficiency of the junction.
- 3.4 To achieve this it is proposed to:
- Widen and upgrade the bus station's emergency exit and convert this to be the new egress;
 - Create a gap within the central reservation to allow all southbound buses to turn right out of the bus station without having to travel around Eastgate roundabout;
 - Downgrade the existing bus station egress to become the new emergency exit; in the event of an emergency buses will enter the road network on York Street via the coach station;
 - The existing link from the bus station egress to Dyer Street will be closed and converted into footway. This change provides a larger area for pedestrians, improving the public realm and their experience. It also reduces the number of carriageways and crossing facilities required when crossing Dyer Street and St Peter's Street;

- Maintain the provision of a bus only lane on Dyer Street and provide access direct from St Peter's Street to allow all coaches to remain on the public highway and access the coach station at all times and removing the need for them to enter the bus station;
- Replace the existing staggered crossing across St Peter's Street with a more direct facility. The new crossing will have a straight alignment and it will also be wider to better cater for the demand. The new provision will measure 10m in width as opposed to the current width of 5m;
- Dedicate land from West Yorkshire Combined Authority to Leeds City Council's publicly adopted and maintained highway as detailed on Drawing No. TM-10-2496-MIS-01; and
- Kerb the existing bus layby on the eastern side of St Peter's Street to accommodate signalling equipment and in anticipation of CityConnect. The bus stop relocation and full reinstatement of the layby will be carried out through the CityConnect scheme.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Ward members: City and Hunslet Ward Members were consulted via email dated 17th August 2016. A further email dated Tuesday 29th November 2016 was sent providing an updated drawing. To date only one formal response has been received confirming support for the scheme and requesting that no additional guardrail is introduced.
- 4.1.2 Discussions have been held with both the Leader of the Council and the Executive Member for Regeneration, Transport and Planning, both of whom were supportive of the proposal.
- 4.1.3 Emergency Services: The emergency services were consulted via email dated 17th August 2016. To date only a response has been received from West Yorkshire Fire Service stating they have no concerns regarding the scheme.
- 4.1.4 West Yorkshire Combined Authority (WYCA): Full engagement has and will continue to take place with WYCA throughout the feasibility, design and implementation stages.
- 4.1.5 Resident, businesses and members of the public: The scheme has been presented at the Leeds Bus Partnership on Wednesday 5th October 2016, at this meeting a representative of First, Arriva and Transdev were present. The feedback regarding the scheme was overwhelmingly positive and service providers felt that this change would be a massive improvement on the current arrangement. National Express/Leeds Coach Station have also been consulted; to date no adverse comments have been received.

4.1.6 Colleagues developing the CityConnect proposals within the city centre have been consulted to ensure the aims of both schemes are not compromised and to design out any clashes.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An EDCI screening document has been prepared (Appendix 1) which shows that a full impact assessment is not required for this scheme. The main findings of the screening process are summarised below.

4.2.2 Positive impacts;

- Reducing the crossing distance for pedestrians;
- Providing an improved environment for pedestrians by increasing the footway areas;
- Reducing the number of carriageways that need crossing for pedestrians; and
- Improving connectivity between local amenities.

4.2.3 There are no negative impacts in relation to equality characteristics; this scheme is focused on providing improved infrastructure for both pedestrians and public transport.

4.3 Council policies and City Priorities

4.3.1 The Best Council Plan sets out a vision for Leeds to be a compassionate, caring city that helps all its residents benefit from the effects of the city's economic growth. Creating the right conditions and improvements to both the public realm and well-connected transport system will help support this key aim.

4.3.2 Environmental Policy; the proposals contained in this report are in accordance with Aims 6 and 7 of the Policy in that the proposals will aid to "reduce the impact of traffic in the city by changes to the road system" and "develop a safe, healthy local environment which provides the best quality of life for Leeds residents.

4.3.3 The proposal contributes to the policies in the West Yorkshire Local Transport Plan 2011-26 as follows:

Transport Assets:	P2.	Maintain to a suitable and sufficient standard.
Travel Choices:	P6.	Reduce length and frequency of trips.
Connectivity:	P14.	Improve interchange and integration.
	P22.	Develop networks and facilities to encourage cycling and walking.
	P24.	Additional capacity to address congestion.

4.3.4 Disabled/Mobility: The provision of improved pedestrian crossing facilities that has wider crossings and more direct routes will provide a positive aid to all pedestrians especially disabled.

Parent Scheme Number : 99609/000/000 and 32673/000/000
Title : LTP Transport Policy and Transport Investment Capital programmes

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no specific Legal implications included within this report, nor is any information contained within the report to be deemed confidential.
- 4.5.2 The decision was placed on the list of forthcoming Key Decisions and will be subject to Call-In.

4.6 Risk Management

- 4.6.1 The scheme is programmed to start on site this financial year before other identified and programmed schemes within the area commence. If it is not approved and started before February 2017 there is a risk that the next available opportunity to work on this section of the highway network will be in 2018.
- 4.6.2 Leeds Transport Investment Programme, which this scheme is part of, has not yet been approved by the Department for Transport. It is anticipated that the Department for Transport will grant approval in March 2017. At the Executive Board on the 14th December 2016, £8.8m of funding from NGT was included in the overall programme mitigating this risk.

5 Conclusions

- 5.1 Leeds City Council has an ambition to become the best council and to support this goal the scheme, as detailed in this report, looks to improve both pedestrian and public transport infrastructure on St Peter's Street, Leeds.
- 5.2 The scheme proposes improvements to pedestrian crossing facilities that will improve the public realm and connectivity between a public transport, cultural and retail destinations, while also providing significant improvements to the bus station that will ensure better management of the local road network and a reduction in unnecessary delays to bus services.

6 Recommendations

- 6.1 The Chief Officer (Highways and Transportation) is requested to:
- i) Note the contents of this report;
 - ii) Give authority to design and implement the scheme as detailed on Drawing No. TM-10-2496-GA-01a at a total cost of £460,000;
 - iii) Give authority to incur the expenditure of £76,000 staff, design and supervision costs, and £384,000 Works costs, partly funded from the Local Transport Plan Transport Policy Capital Programme and the Leeds Transport Investment Capital Programme; and

iv) Request the City Solicitor to:

- a. Progress the dedication of land from West Yorkshire Combined Authority to become part of Leeds City Council's publicly adopted and maintained highway.

7 Background documents¹

7.1 None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1

Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Services	Service area: Traffic Management
Lead person: David O'Donoghue	Contact number: 3787500

1. Title: St Peter's Street – Crossing and Bus Station Egress

Is this a:

Strategy / Policy

Service / Function

Other

If other, please specify : Highway scheme to improve infrastructure.

2. Please provide a brief description of what you are screening

The aim of this scheme is to achieve improved pedestrian crossing facilities that provide more direct connectivity, caters for pedestrian desire lines and minimises delays, while also improving how bus services leave the bus station and join the highway network.

The scheme will also improve the control and Leeds City Council's ability to manage traffic in this area. 45 buses per hour will no longer be required to use Eastgate roundabout and unlike before, traffic exiting Dyer Street and the bus station will be able to do so simultaneously thus improving the efficiency of the junction.

To achieve this it is proposed to:

- Widen and upgrade the bus station's emergency exit and convert this to be the new egress;
- Create a gap within the central reservation to allow all southbound buses to turn right out of the bus station without having to travel around Eastgate roundabout;
- Downgrade the existing bus station egress to become the new emergency exit; in the event of an emergency buses will enter the road network on York Street via the coach station;
- The existing link from the bus station egress to Dyer Street will be closed and converted into footway. This change provides a larger area for pedestrians, improving the public realm and their experience. It also reduces the number of carriageways and crossing facilities required when crossing Dyer Street and St Peter's Street;
- Maintain the provision of a bus only lane on Dyer Street and provide access direct from St Peter's Street to allow all coaches to remain on the public highway and access the coach station at all times and removing the need for them to enter the bus station;
- Replace the existing staggered crossing across St Peter's Street with a more direct facility. The new crossing will have a straight alignment and it will also be wider to better cater for the demand. The new provision will measure 10m in width as opposed to the current width of 5m;
- Transfer ownership of land from WYCA to Leeds City council (public highway) as detailed on Drawing No. TM-10-2496-MIS-01; and
- Kerb the existing bus layby on the eastern side of St Peter's Street to accommodate signalling equipment and in anticipation of CityConnect. The bus stop relocation and full reinstatement of the layby will be carried out through the CityConnect scheme.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	X	
Have there been or likely to be any public concerns about the policy or proposal?	X	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity • Fostering good relations 		X

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?** (**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

Ward members: City and Hunslet Ward Members have been consulted via email dated 17th August 2016. A further email dated Tuesday 29th November 2016 was sent providing an updated drawing. To date only one formal response has been received confirming support for the scheme and requesting that no additional guardrail is introduced.

Emergency Services: The emergency services were consulted via email dated 17th August 2016. To date only a response has been received from West Yorkshire Fire Service stating they have no concerns regarding the scheme.

West Yorkshire Combined Authority (WYCA): Full engagement has and will continue to take place with WYCA throughout the feasibility, design and implementation stages.

Resident, businesses and members of the public: The scheme has been presented at

the Leeds Bus Partnership on Wednesday 5th October 2016, at this meeting a representative of First, Arriva and Transdev were present. The feedback regarding the scheme was overwhelmingly positive and service providers felt that this change would be a massive improvement on the current arrangement. National Express/Leeds Coach Station have also been consulted; to date no adverse comments have been received.

- **Key findings (think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)**

The introduction of the St Peter's Street – Super Crossing and Bus Station Egress will provide positive impacts to all road users, especially those with mobility issues;

- Reducing the crossing distance for pedestrians;
- Providing an improved environment for pedestrians by increasing the footway areas;
- Reducing the number of carriageways that need crossing for pedestrians; and
- Improving connectivity between local amenities.

There are no negative impacts in relation to equality characteristics; however, this scheme is focused on providing improved infrastructure for both pedestrians and public transport.

- **Actions (think about how you will promote positive impact and remove/ reduce negative impact)**

To date the scheme has been well received from varying stakeholders and the positive impacts are welcomed by all.

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.

Date to scope and plan your impact assessment:	
Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Nicholas Hunt	Traffic Engineering Manager	30.11.16

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed

Date sent to Equality Team

Date published
(To be completed by the Equality Team)