

SCRUTINY BOARD (INFRASTRUCTURE, INVESTMENT & INCLUSIVE GROWTH)

WEDNESDAY, 4TH SEPTEMBER, 2019

PRESENT: Councillor P Truswell in the Chair

Councillors N Buckley, L Cunningham,
N Dawson, K Dye, J Goddard, R Grahame,
C Hall, K Maqsood, M Shahzad, J Taylor
and P Wadsworth

19 APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS

There were no appeals.

20 Exempt Information - Possible Exclusion of the Press and Public

There were no exempt items.

21 Late Items

There were no late items.

22 Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests.

23 Apologies for Absence and Notification of Substitutes

No apologies for absence had been received.

24 Minutes - 31 July 2019

RESOLVED – That the minutes of the meeting held on 31 July 2019 be confirmed as a correct record.

25 Leeds Public Transport Investment Programme - General Update

The Director of City Development submitted a report that provided a general update on Leeds Public Transport Investment Programme (LPTIP); including programme governance, spend to date and forecast and scheme delivery status.

The following was appended to the report:

- Transport Strategy - Cross Party meeting May 2019 updated
- LPTIP delivery progress

The following were in attendance:

- Councillor Lisa Mulherin, Executive Member for Climate Change, Transport and Sustainable Development
- Gary Bartlett, Chief Officer, Highways and Transportation, City Development
- Andrew Hall, Head of Transport Planning (Highways and Transportation), City Development
- John White, Civil Engineering Manager, City Development

Chief Officer, Highways and Transportation, introduced the report and highlighted a number of key points from within the report.

Members discussed a number of matters, including:

- *Notice of construction / road works.* Members provided some examples of recent construction works which had caused disruption to busy routes, and that local residents had not been given advance warning to enable forward planning before travelling. Members were assured that comments would be reported to the Leeds Rail Programme Board, and that the timeline of handling information would be considered for future projects within the programme.
- *Transforming Cities Fund.* In response to an update request on the timescales for Transforming Cities Fund projects, Members were informed that an initial bid had been submitted and that feedback from the Department for Transport was expected in October / November 2019. The full formal bid would then be submitted and a decision received by Spring 2020, and if successful, funding would be available until 2023.
- *Connecting Leeds Bradford Airport.* In response to a query, Members were informed that a train station was intended to be built close by to the airport, with a dedicated bus service from station to the terminal. It was confirmed that the link road scheme would not be reliant on the train station project proceeding.
- *Bus patronage targets.* Members sought assurance regarding the rationale behind the bus patronage ambition, and were informed that despite trends suggesting bus usage had declined nationally, there was evidence of a marginal increase in Leeds.
- *Train station refurbishments across the city.* There were a number of ward specific update requests relating to the progress of refurbishments of rail stations and car parking facilities across the city by Members. Members were informed that individual updates would be provided to ward Members outside of the meeting.

RESOLVED – That the contents of the report, along with the presentation, be noted.

26 LPTIP: A660 Lawnswood junction proposals

The Director of City Development and the Head of Democratic Services submitted a joint report setting out concerns specifically relating to replacing the Lawnswood roundabout with a multi-lane light-controlled intersection; alongside the associated Director's response.

The following was appended to the report:

- Request for scrutiny from Councillor Jonathan Bentley
- Local residents' report on proposed changes to the Lawnswood Roundabout
- Concerns raised by the residents' group re the proposals for Lawnswood Roundabout
- Article Written by George Monbiot - appeared in "The Guardian" dated 22 August 2018
- Maps showing proposed changes

The following were in attendance:

- Councillor Lisa Mulherin, Executive Member for Climate Change, Transport and Sustainable Development
- Gary Bartlett, Chief Officer, Highways and Transportation, City Development
- Andrew Hall, Head of Transport Planning (Highways and Transportation), City Development
- John White, Civil Engineering Manager, City Development
- Councillor Jonathan Bentley
- Mr Graham Sugden
- Mr Gareth Jones

Mr Jones addressed the Board of behalf of a local residents group and raised a number of concerns with previous plans for the Lawnswood roundabout, along with suggestions for management of the scheme moving forward, including:

- Local residents felt that public engagement during formulation of previous plans had felt like a 'box ticking exercise', and that a more timely and more robust consultation process was needed for future proposals for Lawnswood roundabout;
- Members were advised that queueing north of the roundabout between 8 and 9am, Monday to Friday, is due to bottlenecks further downstream, at West Park where the bus lane starts, and further down in Headingley. Therefore, local residents felt that prospective changes to Lawnswood roundabout would be ineffective at reducing congestion;
- Some concerns were expressed around the decision making process for the original plans, and local residents requested that a general review of the framework, processes and principles that govern projects be undertaken.

Councillor Mulherin, Executive Member for Climate Change, Transport and Sustainable Development, informed Members that the revised project brief

was predominantly focused on road safety, and particularly pedestrian and cyclist. Councillor Mulherin and officers present noted the concerns raised and lessons learned moving forward in the early stages of the revised scheme, particularly in regards to consultation.

Mr Sugden queried whether environmental impact assessments had been carried out for the options set out within the report, particularly for the pupils of Lawnswood School, and was informed that monitoring was taking place and that air quality issues for the school had been identified as modest.

Members provided further examples of areas surrounding the Lawnswood roundabout that were adversely affected by queueing traffic and contribute to the congestion along the A660. Members were advised that although congestion may not be a current pressure, consultants had advised that the roundabout will come under significant pressure in the future. Additionally, Members were informed that LPTIP schemes needed to evidence benefits to public transport in order to be eligible for Department of Transport funding. The revised brief (i.e. the focus on safety) meant that the funding of a revised scheme would also need to be a key consideration of any future proposals.

RESOLVED –

- a) That the contents of the report and all the information presented and discussed at the meeting, in particular the revised brief for the scheme and associated funding issues, be noted.
- b) That, in considering the future options detailed in the report and to ensure meaningful community engagement as part of the decision making process, the Director of City Development submit a further report detailing the planned consultation activity to the Scrutiny Board in due course.

27 Policy review - Powered two wheeler access to with flow bus lanes

The Head of Democratic Services submitted a report that introduced a range of information associated with powered two-wheeler access to with flow bus lanes; including information from Leeds Motorcycle Action Group and the associated response from the Director of City Development.

The following was appended to the report:

- Request for Scrutiny – Leeds Motorcycle Action Group
- Feedback Survey Results
- Director of City Development's response

The following were in attendance:

- Councillor Lisa Mulherin, Executive Member for Climate Change, Transport and Sustainable Development
- Gary Bartlett, Chief Officer, Highways and Transportation, City Development

- Andrew Hall, Head of Transport Planning (Highways and Transportation), City Development
- David O'Donoghue, Principal Transport Planner, City Development
- Ambrose White – Policy Officer (Transport), West Yorkshire Combined Authority
- Mr Richard Manton, Motorcycle Action Group Representative (Yorkshire and Leeds)
- Mr Colin Brown, Motorcycle Action Group, Director of Campaigns and Political Engagement

Mr Brown addressed the Board on behalf of the Motorcycle Action Group (MAG). Mr Brown noted that the West Yorkshire Combined Authority (WYCA) published a 20 year transport plan in 2017 that recommended that motorcycles should be allowed in bus lanes wherever possible. Mr Brown sought Members support in relation to a change in policy for Leeds to allow motorcycle access to bus lanes, in line with the guidance set out in the WYCA 20 year transport plan, and to ensure a consistent approach with all four other local authorities in West Yorkshire.

Mr Brown contested some of the narrative in the report of the Director of City Development in regard to possible implications of revising the policy to allow motorcycle access to bus lanes, specifically in relation to road safety, bus priority and air quality. Mr Brown noted that there was no evidence base set out in the report to support these claims. Mr Brown also noted that all trials allowing motorcycles to use bus lanes have become permanent. Mr Brown also advised that it is likely that motorcyclists who choose not to use bus lanes, do so to avoid facing fines, because of inconsistency across city borders.

Councillor Mulherin, Executive Member for Climate Change, Transport and Sustainable Development, commented on the varied approach across local authorities, and welcomed the Scrutiny Board's input to the discussion.

The West Yorkshire Combined Authority Policy Officer (Transport) addressed the meeting confirming the Combined Authority's commitment to encouraging appropriate consideration of motorcycle use of bus lanes. It was also confirmed that the Combined Authority had an overarching aim of improving facilities for motorcycle users across the constituent local authority areas.

The Scrutiny Board was also reminded of the Department for Transport guidance that encourages an objective assessment of each location on a case-by-case basis

Members considered all the information provided with the agenda and the details presented at the meeting. Members discussed a number of relevant matters, including:

- *The cost of implementation.* Members queried the costs associated with revising the Council's existing policy to adopt the suggested approach by WYCA. Members also queried the costs and practicalities

associated with operating a trial arrangement. The Scrutiny Board was informed that no detailed costing were currently available. However, the most expensive elements were likely to be associated with public consultation and the resource allocated to manage representations made to the Council. Members were also advised that the advertising cost would be relatively low. It was also highlighted that the total costs would be expected to be less than £100k overall.

- *Cyclist confidence and safety.* Members were informed that one cyclist lobbying group suggest that motorcycle access discourages cyclists who are less confident to use bus lanes. However, Members were also informed that this was not supported by surveys of cyclists. Mr Brown noted that cycle lanes and bus lanes are often combined, which separates motorcyclists from road bicycle users. Additionally, Mr Manton advised Members that most of the worries and frustrations that cyclists experience, are also the experience of motor cyclists, and that cycle lanes are protective to those road users but at the detriment of motorcyclists.

The Scrutiny Board also discussed the merits of operating a time-limited trial for Powered Two Wheelers (PTW) use of bus lanes in Leeds.

In summing-up the discussion, the Chair stated that the Scrutiny Board supported the principle of promoting the use of Powered Two Wheelers (PTW) as a mode of transport. In noting the Department for Transport guidance that encourages an objective assessment of each location on a case-by-case basis, the Scrutiny Board also supported the concept of trialling PTW access to bus lanes in Leeds and proposed that it be recommended that the Director of City Development:

- Develops proposals for a time-limited trial of PTW vehicle access to bus lanes in Leeds.
- Works in conjunction with Leeds Motorcycle Action Group to identify a suitable trial area.
- Identifies key performance measures (and baseline data) to help monitor the overall impact of the trial, including the ongoing / final assessment of any associated road safety issues.

RESOLVED –

- a) That the principle of promoting the use of Powered Two Wheelers (PTW) as a mode of transport be supported;
- b) That the Department for Transport guidance suggesting an objective assessment of each location on a case-by-case basis be noted;
- a) The Scrutiny Board recommends that the Director of City Development:
 - i. Develops proposals for a time-limited trial of PTW vehicle access to bus lanes in Leeds.

- ii. Works in conjunction with Leeds Motorcycle Action Group to identify a suitable trial area.
- iii. Identifies key performance measures (and baseline data) to help monitor the overall impact of the trial, including the ongoing / final assessment of any associated road safety issues.

c) That the contents of the report, along with the presentation, be noted.

Councillors N Buckley, P Wadsworth, K Maqsood and J Goddard left the meeting during discussion of this item.

(In line with standard practice, the Scrutiny Board will seek a formal response to its recommendations from the Director of City Development, in addition to updates on any associated progress, in due course.)

28 Work Schedule

The Head of Democratic Services submitted a report which invited Members to consider the Board's Work Schedule for the remainder of the current municipal year.

In noting the information presented, the Board discussed the following specific matters:

- (1) Scrutiny of the proposed development of a short-stay car park at Leeds Kirkgate Market.

It was proposed to await the outcome of the market trader ballot and how this might shape the proposals prior to any further consideration by the Scrutiny Board.

- (2) Full Council resolution (10 July 2019) regarding employment support for residents with a learning disability into employment.

It was proposed to broaden the scope to cover employment support to residents with all forms of disability; and incorporate this into the general update on implementation of the Inclusive Growth Strategy in January 2020.

It was also proposed to give consideration to the report of the Chief Officer for Employment and Skills updating Executive Board on progress against the 'Being Me' strategy along with recommendations of how the Council's ambition can be achieved. It was noted that as the report was expected to be considered by Executive Board in October 2019; it would then be presented to the Scrutiny Board at an appropriate meeting after this time.

RESOLVED – That the work schedule presented to the Scrutiny Board, alongside the matters noted at meeting being incorporated into an updated version, be agreed.

29 Date and Time of Next Meeting

Wednesday, 9 October 2019 at 10:30am (pre-meeting for all Scrutiny Board members at 10:00am).

The meeting ended at 12:40 pm.