

Report of Director of City Development

Report to Executive Board

Date: 20 September 2017

Subject: Key Junction Improvements (CIP Phase 1)

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If yes, name(s) of ward(s): Calverley & Farsley, Adel & Wharfedale and Horsforth		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input 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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number:		
Appendix number:		

Summary of main issues

1. Our vision is for Leeds to be a compassionate, caring city that helps all our residents benefit from the city's economic growth. Getting our transport system right is a critical element of achieving this Best City ambition. Leeds City Council (LCC) and West Yorkshire Combined Authority (WYCA) are working together to improve our transport system to support a city which is Prosperous, Healthy and Liveable and reflects our position at the heart of the Leeds City Region. The approach is currently being guided by the ongoing Transport Conversation, which is engaging as many people as possible to help shape the future of transport in Leeds, and the strategy required to achieve it.
2. As part of the Site Allocations Process, development of other major schemes and a review of existing network performance, LCC Transportation has identified a number of junctions which are congestion hotspots, which are constraining network capacity and/or could constrain the ability to deliver future development and hence support economic growth. Three key junctions have been selected with a view to implementing improvements by March 2021, subject to development of successful business cases and consultation. These are Dawsons Corner, Dyneley Arms and Fink Hill / Outer Ring Road. These are consistent with emerging priorities across the range of initiatives currently being progressed including the draft transport strategy and seek to address issues raised by respondents as part of the Transport Conversation.

3. A647 / A6120 Dawsons Corner – this is a key strategic location on the transport network, at the junction of the Leeds-Bradford corridor, Outer Ring Road, New Pudsey station and City Connect. The proposed junction is likely to be an enlarged signalised junction with a large footprint, which requires LCC to acquire land south west of the existing junction. The scheme objectives include accommodating development traffic, reduced bus journey times, reduced air quality problems from standing traffic, better pedestrian and cycle facilities, and facilitating more park and ride at New Pudsey Station.
4. A660 \ A658 Dyneley Arms –purchase of third party agricultural land would be required to provide a junction upgrade. The scheme's objectives include improving access to and from local district centres, assisting with accessibility to key growth points in North West Leeds, including Leeds Bradford Airport, and reduced journey time for buses. It is a key junction at the intersection of the Otley-Leeds and Bradford-Harrogate routes and the biggest source of delay and congestion on the A660 between the Outer Ring Road and Otley.
5. Fink Hill \ A6120 Outer Ring Road – the junction improvements will assist with accessibility to key growth sites in North Leeds by enhancing Outer Ring Road capacity whilst providing safer infrastructure for both pedestrians and cyclists. This is a key junction because it is close to the A65 / A6120 Horsforth roundabout and provision of sufficient capacity is important for the functioning of both the A65 radial route and the A6120 orbital route.
6. An initial funding package of £20M to £30M has been identified, with the majority of funds coming from the Corridor Improvement Programme (CIP). This is a West Yorkshire Plus Transport Fund (WY+TF) funded, West Yorkshire wide programme of highway interventions on strategic highway corridors, which aims to improve connectivity and accessibility to support economic growth. CIP is split into three delivery phases of which these junction improvements form part of Phase 1. For Dawsons Corner, some additional funding is expected to be required from the £173.5M Leeds Public Transport Improvement Programme (LPTIP) and developer contributions, but this will be fully considered once a scheme design has been selected and robustly costed.
7. On 29th June 2017 WYCA approved progression of CIP Phase 1 to Outline Business Case and have issued draft grant funding agreements, for each of the three schemes, which are currently being scrutinised by LCC Legal Services. To further develop the scheme designs and prepare business cases, it is proposed to appoint consultants to provide the required professional services. In the event of delay with the funding agreements, it is still proposed to commission the work, in line with recent practice, to prevent programme delay.
8. All schemes are at an early development stage and full consultation will be undertaken as soon as possible once proposals have been suitably developed. Upon completion of the above development work, including consultation, a further report will be presented to Executive Board to confirm the designs, report on consultation, value for money and deliverability, and to seek approval for construction.

Recommendations

9. Executive Board is recommended to:

- i) Support in principle the development of junction improvement schemes at Dawsons Corner, Dyneley Arms and Fink Hill, and land acquisition where required, noting that WYCA has approved in principle enough capital to substantially fund implementation under the Corridor Improvement Programme (CIP);
- ii) Give authority to spend £1.525M funded from the WYCA CIP grant to enable Phase 1 scheme development, in advance of signing of the grant funding agreements if required;
- iii) Note that officers will return to Executive Board to seek approval for construction of Phase 1 schemes, subject to the outcome of the development work and consultation; and
- iv) Note that the Chief Officer Highways and Transportation is responsible for the programme delivery, with a substantial completion date of March 2021.

1. Purpose of this report

- 1.1 This report seeks authority to spend up to £1.525M from the West Yorkshire Plus Transport Fund Corridor Improvement Programme, including the appointment of consultants to undertake design and develop business cases for three junctions, namely Dawsons Corner, Dyneley Arms and Fink Hill / Outer Ring Road.

2. Background information

- 2.1 Our vision is for Leeds to be a compassionate, caring city that helps all our residents benefit from the city's economic growth. Getting our transport system right is a critical element of achieving this Best City ambition. Leeds City Council (LCC) and West Yorkshire Combined Authority (WYCA) are working together to improve our transport system to support a city which is Prosperous, Healthy and Liveable. The approach is being guided by the ongoing Transport Conversation, which seeks to engage as many people as possible to help shape the future of transport in Leeds and the strategy to achieve it.
- 2.2 As part of the Site Allocations Process, development of other major schemes and a review of existing network performance, LCC Transportation has identified a number of junctions which are congestion hotspots, which are constraining network capacity and could constrain the ability to deliver future development and hence support economic growth. Three junctions have been selected with a view to implementing improvements by March 2021, subject to development of successful business cases and consultation. These are Dawsons Corner, Dyneley Arms and Fink Hill / Outer Ring Road.
- 2.3 An initial funding package of £20M to £30M has been identified, with the majority of funds coming from the Corridor Improvement Programme (CIP). Some additional funding is expected to be required from the £173.5M Leeds Public Transport Improvement Programme (LPTIP) and developer contributions, but this will be fully considered once schemes have been selected and robustly costed.
- 2.4 CIP is a West Yorkshire Plus Transport Fund (WY+TF) funded, West Yorkshire wide programme of highway interventions on strategic highway corridors, which aims to improve connectivity and accessibility to support economic growth. In order to achieve this, the programme aims to deliver a reduction in journey times for all traffic, with a higher reduction in journey times for buses. The Programme is split into 3 distinct delivery phases.
- Phase 1 – package of 13 junction improvements across WY to deliver junction improvements at key locations by 2021, at an estimated cost of £67.8M.
 - Phases 2 & 3 – includes wider corridor work across WY, which includes feasibility (Phase 2), development and delivery (Phase 3) of further schemes by 2025 at an estimated cost of £62.5M.
- 2.5 CIP Phase 1 includes design and delivery of the 3 identified projects in northwest Leeds, namely, Dawsons Corner, Dyneley Arms and Fink Hill, to deliver junction improvements at these key locations by 2021.

2.6 On 29th June 2017 WYCA approved progression of CIP Phase 1 to Outline Business Case and have issued draft grant funding agreements which are currently being scrutinised by LCC Legal Services.

2.7 WYCA funding eligibility is based upon a scheme's strategic fit to the Strategic Economic Plan (SEP) 2016. The proposed junction improvements contribute to the following SEP Headline Indicators:

Jobs created / safe guarded

- Delivery of Site Allocations including employment land and through better connectivity between Leeds and Bradford for bus, car and goods traffic.
- Facilitates development at LBA and associated transport improvements connected with the A65-A658 link road project.
- Improved journey times increases journey reliability (a key factor for highway users which have regimented work schedules)

Business created / assisted

- Delivery of Site Allocations including employment land and through better connectivity between Leeds and Bradford for bus, car and goods traffic .

Housing units completed

- Enabling delivery of proposed housing in this area as per Site Allocations.

CO₂ reduction potential

- Less congestion and smoother flow through the junction and wider network efficiency, coupled with improved cycle and pedestrian facilities encouraging modal transfer, and capacity which enables park and ride expansion should reduce CO₂ emissions during congestion.

2.8 As a consequence of these measures, we aim to provide economic and environmental benefits as follows:

- Provide improved facilities for pedestrians and cyclists
- Improve air quality and reduce carbon emissions
- Support economic growth and job creation
- Reduce congestion
- Reduce journey time variability

2.9 This package supports our overarching objectives:

- **Prosperous Leeds** – improved connectivity on the key corridors will generate economic growth by encouraging people to access a wider labour market. A better modern transport infrastructure makes the movement of freight and logistics more efficient and therefore stimulates economic growth through encouraging employers to re-locate.

- **Liveable Leeds** – improving congestion hotspots along key corridors creates efficient movement of people and therefore making cities more attractive to both live and work in and at the same time giving people access to a wider labour market. An improved public transport infrastructure lessens social exclusion.
- **Healthy Leeds** – providing safe walking and cycling facilities and improved bus priority encourages people to walk and cycle more and therefore stimulating mode shift towards more sustainable form of transport. This will improve air quality and reduce carbon emissions, while greater levels of physical activity will improve people’s physical and mental health and wellbeing.

2.10 Together with the full range of current programmes being progressed by LCC Development and WYCA, CIP serves to make progress towards the Strategic Economic Plan 2016 and Leeds Adopted Core Strategy. Not progressing these schemes will introduce extra risk to the Site Allocations process, threaten the delivery of station car park expansion at New Pudsey Station and these junctions will continue to act to constrain movement on the highway network with resultant economic and air quality impacts.

2.11 These proposals will build on recent successes such as the junction improvements at Thornbury Barracks and Rodley Roundabout and are consistent with current and future transport schemes and initiatives. In addition to the programme outlined in this report a further £450M is being invested in Leeds through the West Yorkshire Transport Fund and improvements are being undertaken to the local rail and motorway networks as well as the £173.5M approved by DfT for the LPTIP. Taken together these measures will allow easier and quicker access to jobs and services for the citizens of Leeds and neighbouring districts.

3 Main Issues

3.1 Dawsons Corner, Dyneley Arms and Fink Hill junctions have been selected for scheme development because of a combination of existing issues, forecast network constraints, opportunities for improvement, and deliverability to meet the funding programme as articulated below.

3.2 In line with current best practice, the design development will follow the Green Streets procedure to maximise environmental benefits and integrate them into the design process. The work will also consider the impact of the proposals on local air quality and will include an assessment of vehicle emissions with and without scheme options using analytical techniques commensurate with the stage of design development.

A647 / A6120 Dawsons Corner

3.3 This is a key strategic location on the transport network, at the junction of the Leeds-Bradford corridor and Outer Ring Road as well as New Pudsey station and City Connect. It is expected that the required layout will be an enlarged signalised junction with a large footprint, which is required to accommodate the significant conflicting traffic movements at this key node. The proposed junction upgrade requires LCC to acquire charity land south west of the existing roundabout as there

is not sufficient land within the highway boundary. The following problems and opportunities currently exist:

- The need to alleviate current peak capacity issues to reduce pressure on less suitable roads, improving the environment for residents. Opportunity to provide a step change in traffic capacity, maximising investment at Thornbury Barracks and Rodley junctions, to maximise use of the Outer Ring Road and A647 to/from Bradford and reduce air quality issues from standing traffic.
- Buses get delayed in traffic queues at this junction, and there is limited scope for segregating buses from traffic. Opportunity – to improve journey times between Leeds and Bradford for bus and other modes through capacity enhancement, and to complement other CIP / Leeds Public Transport Improvement Package (LPTIP) investment on the Leeds Bradford corridor, increasing bus patronage.
- Congestion at this location potentially constrains proposed Site Allocations in this area, as this is a key node in the network. Opportunity from new housing developments (over 1,000 dwellings) to secure S106 developer contributions towards this and other complementary schemes (such as a cycle route around the Outer Ring Road to connect housing with sites such as New Pudsey Station).
- Lack of high quality cycle facilities across the junction, on this cycle superhighway route. Opportunity to improve these as part of the scheme and contribute towards encouragement of travel by sustainable modes.
- The New Pudsey station car park can be full very early in the morning, despite a car park expansion in 2012, and further increases may be hampered by lack of traffic capacity at Dawsons Corner. Opportunity to expand the car park at New Pudsey station to increase the capacity of park and ride (funded elsewhere) and provide the needed traffic capacity as part of this scheme. Increasing park and ride capacity has the potential to reduce car vehicle kilometres with resulting benefits for the environment and the economy.

3.4 The scheme objectives are as follows:

- Accommodate the cumulative effect of traffic from future housing and other developments as per the Site Allocations Plan, to minimise the impact of traffic on less suitable roads.
- Facilitating accessibility to employment growth sites.
- Journey time enhancements for both public transport and private car users.
- Provision of better cycle and pedestrian infrastructure to encourage active travel.
- To facilitate increased capacity at New Pudsey Station car park for park and ride to reduce vehicle kilometres in Leeds and Bradford.
- To reduce air pollution caused by standing traffic at this congested location.

3.5 Dawsons Corner improvements would improve journey times on the Leeds-Bradford corridor where there are pockets of deprivation and poor access to jobs. By improving connectivity between two major cities in West Yorkshire, life enriching opportunities for local communities are more likely to materialise. The health of residents will be improved through the easing of congestion (promoting better air quality), promotion of sustainable transport and by minimising traffic pressure on local roads. The Transport Conversation feedback showed that respondents located in the Outer West area committee sector, where Dawsons Corner is located, were most likely to want investment in schemes to reduce congestion at busy junctions (78% of respondents identified this as a priority).

A660/A658 Dyneley Arms

3.6. An improved junction will require purchase of third party agricultural land. The following problems and opportunities currently exist:

- There is an opportunity to reduce congestion by improving highway conditions at the junction and by expanding capacity on the approaches to Dyneley Arms.
- Leeds City Council has conducted a junction hotspot exercise using Trafficmaster data (GPS sourced dataset providing detailed analysis of congestion), the junction was ranked within the top 30 most congested junctions in the Leeds District.
- Dyneley Arms acts as a crucial intersection connecting Wharfedale, North Yorkshire, Leeds Bradford Airport and Leeds. While there are no adjacent development sites, improvements to Dyneley Arms will facilitate access and increased demand to/from surrounding local areas including Otley, the Airport, proposed Airport Parkway station and the proposed Employment Hub north of the Airport.
- Possible synergy with the A65-Airport-A658 Link in realising improved connections and route choice between Otley and Leeds.

3.7 The scheme objectives are as follows:

- Assist with accessibility to Leeds Bradford Airport and key growth points in North West Leeds.
- Efficient movement of vehicles will boost business growth and productivity.
- Facilitating accessibility to employment growth sites (including the proposed Employment Hub at Leeds Bradford Airport).
- Journey time enhancement to bus routes.
- Improving access to and from local district centres.
- Reducing congestion will promote better air quality.

3.8 Improvements to Dyneley Arms will speed up journey times for those who are accessing new employment sites in Leeds City Centre, the Airport and Otley. Bus reliability will also improve which will assist in the realisation of connecting people with skills and jobs. The Transport Conversation feedback showed that respondents located in the Outer North West area committee sector, where Dyneley Arms is located, were most likely to want investment in new infrastructure to be prioritised on main routes approaching the city centre (81% of respondents identified this as a priority). This scheme would help to address this issue raised.

Fink Hill / A6120 Outer Ring Road

3.9 The junction improvements would allow for more efficient movements of both vehicles and pedestrians

3.10 The following opportunities currently exist:

- There is an opportunity to reduce congestion by improving highway conditions at the junction and by expanding capacity on the Outer Ring Road approaches to Fink Hill.

- A scheme would also maximise the value of any further investment on the Outer Ring Road to cater for future development or higher flows on the Outer Ring Road arising from other initiatives and would maximise the efficiency of the A65 Horsforth roundabout junction.
- Pedestrians in particular would benefit from improved, safe, controlled crossing facilities.
- There is the potential for junction improvements to form an element of the Ambition to develop the Ring Road Superhighway cited in West Yorkshire's successful bid for the Cycle City Ambition Grant.

3.11 The scheme has the following objectives:

- Will assist with accessibility to key growth sites in North Leeds.
- Provide journey time enhancements for both public transport and private cars users.
- Provision of safer infrastructure for both pedestrians and cyclists.
- Reducing congestion will promote environmental improvements and better air quality.
- Improved network capacity enhances accessibility between residential zones and recreational facilities.

3.12 Fink Hill improvements will complement works which have previously occurred on the Outer Ring Road and will help to future proof this part of the Outer Ring Road maximising the value of any future investment in the highway in this vicinity. Orbital bus services calling at White Rose, Pudsey and Farsley utilise this section of highway network in order to access Horsforth. The council is regularly called upon to improve junctions on the orbital bus routes in order to improve their reliability. Given that some of these routes connect areas where residents are skills deficient or struggle to access jobs, improvements to the operations of these services will increase the likelihood that the prospects of these communities are enhanced. As per Dyneley Arms, also located in the Outer North West area, this scheme would help to address the desire for investment to be prioritised on main routes approaching the city centre, given that the satisfactory operation of this junction is important for maximising the efficiency of the adjacent A65 Horsforth roundabout.

Next Steps

- 3.13 The next step is to consider options and confirm the preferred improvement scheme to be developed, including consultation. A business case will be developed for each, to consider the case for progressing through to implementation.
- 3.14 It is proposed to appoint consultants to undertake the preliminary design and outline business case work.
- 3.15 Approval is now sought to spend a total of £1.525M from the WYCA CIP budget to appoint said consultants and incur any necessary expense, including utilising in-house staff, the retained consultant WSP if required, and may include the acquisition of land required for the schemes and any associated expenses.
- 3.16 In the event of delay in concluding the funding agreements, it is recommended to progress the work at risk (which is minimal given the WYCA approval in place), in line with recent practice on other WY+TF schemes.

- 3.17 Upon completion of the above work package, including consultation, a further report will be presented to Executive Board to confirm the designs, report on consultation, value for money and deliverability, and to seek approval for construction.
- 3.18 Draft programme milestones for each scheme have been developed for liaison with WYCA to confirm deliverability by March 2021. These programmes will be subject to change once the consultant partner has been appointed and a full and detailed review has been undertaken.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 No specific consultation has been undertaken to date because the proposals are still in their infancy. Full consultation with stakeholders and the public is proposed as part of the scope of works recommended in this report.
- 4.1.2 The scheme outputs and outcomes aim to align with the feedback received from the ongoing Transport Conversation as noted in Section 3. Local communities, Ward Members and specific interest groups will be engaged to ensure that any emerging scheme proposals meet their aspirations wherever possible and take full account of local views.
- 4.1.3 Ward Members were contacted in August 2017 to begin engagement. Wider consultation and engagement with Area Committees, Stakeholders and Local Communities is scheduled to commence after November 2017, but opportunities to bring this forward are being sought and will be communicated if realised.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 Different highways users have different needs and these are sometimes conflicting. The Council is committed to continuing dialogue with a wide range of stakeholders to ensure that our highway network is designed in such a manner that it caters for both the needs of motorised vehicles and yet at the same time provides a safe environment for pedestrians, cyclists and wheelchair users. An equality screening has been completed for the Phase 1 schemes and this suggests no significant issues with potential benefits for the mobility impaired and children. The assessment is included as Appendix A. A full equality impact assessment will be undertaken for each scheme if required.

4.3 Council policies and best council plan

- 4.3.1 The anticipated benefits of the full Corridor Improvement Plan, and of Phase 1 in particular, creating improvements at key junctions on the Key Road Network (KRN), has the potential to contribute to the vision for Leeds 2030 to be the best city in the UK and address following Best City and Best Council ambitions, outcomes and priorities; good growth, resilient communities, transport and infrastructure and low carbon.
- 4.3.2 The strategy also contributes to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport Plan 3, emerging WYCA/Leeds Transport Strategies, and the Strategic Economic Plan.

4.4 Resources and value for money

- 4.4.1 It is proposed to report on alternative options as part of the business case. This work will capture the rationale behind the schemes and consider whether any other alternatives would provide better value for money. Note that the funding from WYCA for CIP Phase 1 cannot be diverted onto alternative solutions which fall outside of the remit of CIP. As such the option assessment work will be most productive in assessing whether the right design option has been selected at each location.
- 4.4.2 In order to progress the schemes through various design stages and obtain full planning approval it is proposed to appoint a professional services supplier to progress the substantive elements of the next stage of development work for Phase 1, supplemented by in-house staff.
- 4.4.3 Budget cost estimates have been established for each scheme within the CIP Phase 1 programme. As the schemes progress, further approval will be sought from Executive Board before construction, reporting on engagement and to confirm that the designs are deliverable, acceptable and meet the scheme objectives.
- 4.4.4 Funded through WY+TF, the CIP Phase 1 includes total funding of £67.8M across all five West Yorkshire Districts, with a Leeds allocation of £23.95M.
- 4.4.5 In order to meet the tight deadlines for the programme, the appointment process has been initiated for the next step in Phase 1. The Preliminary Design Brief includes consultancy support for the delivery of Preliminary Design, Scheme Assessment, Consultation, Programme Support and Planning Application submission. It is estimated that the cost for this will be between £0.5M to £1M based on recent experience and is within the forecast allocation from WYCA. This work is necessary to enable proper engagement on the proposals and to assess whether the schemes should progress to construction.
- 4.4.6 Further Authority to Spend for subsequent phases of CIP, or for any substantive changes to Leeds' contribution, will be requested in due course if required.

4.5 Legal implications, access to information, and call-in

- 4.5.1 This report is eligible for call-in. There are no specific legal implications arising from this report.

4.6 Risk management

- 4.6.1 The CIP serves to make progress towards the Strategic Economic Plan 2016 and Leeds Adopted Core Strategy. If the programme is not implemented, Leeds will not be able to develop an integrated, sustainable transport system which is fundamental in supporting the ambitions of the Core Strategy.
- 4.6.2 Given the complexity of the projects involved, the programmes developed to date by in-house staff will be subject to change as more detailed development progresses. Consideration is already being given to the risk of programme slippage affecting the spend profile and how this can be mitigated. A full risk assessment and contingency plan will be developed as part of the next stage of work.
- 4.6.3 The schemes will be assured through the WYCA framework set up for the West Yorkshire Transport Fund (WY+TF). Progression through this assurance process in

a timely manner is necessary in order to avoid delays to the overall programme delivery.

- 4.6.4 At present there is no CIP Programme Board established to manage delivery of the Programme. Consideration to establishing a board will be made by the Chief Officer Highways and Transportation as the governance and delivery arrangements are developed.
- 4.6.5 Interim milestones and/or key performance indicators will be identified to monitor progress and to ensure timely delivery of the programme and the agreements with key partners.

5. Conclusions

- 5.1 Leeds is a successful city and its economy continues to grow. Improving the existing transport network is an important enabler helping Leeds to be a prosperous, liveable and healthy city. Accordingly, supporting these junction improvements, and the wider Corridor Improvement Programme, creates an opportunity to deliver improvements at existing and future congested 'hotspots' on the Key Road Network (KRN), which in turn can deliver benefits for public transport, cyclists, pedestrians, private car users, aid movements of goods and services and have positive impacts on the environment.
- 5.2 These proposals will make a contribution to the quality of life of people living, working and visiting the city and contribute to its on-going growth and economic success.

6. Recommendations

- 6.1 Executive Board is recommended to:
 - i) Support in principle the development of junction improvement schemes at Dawsons Corner, Dyneley Arms and Fink Hill, and land acquisition where required, noting that WYCA has approved in principle enough capital to substantially fund implementation under the Corridor Improvement Programme (CIP);
 - ii) Give authority to spend £1.525M funded from the WYCA CIP grant to enable Phase 1 scheme development, in advance of signing of the grant funding agreements if required;
 - iii) Note that officers will return to Executive Board to seek approval for construction of Phase 1 schemes, subject to the outcome of the development work and consultation; and
 - v) Note that the Chief Officer Highways and Transportation is responsible for the programme delivery, with a substantial completion date of March 2021.

7. **Background documents**¹

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.