



## Project and Programme Mandate

<b>Project Name:</b>	Leeds A6110 Outer Ring Road Improvements		
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### Revision History

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30/11/16	-	New document	-

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### Approvals

This document requires approval from the proposed Project Executive or Programme SRO before submission to the Portfolio Office. A signed copy should be placed in the project files and uploaded to Covalent [SharePoint].

Name	Signature	Title	Date Issue	of	Version

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### Distribution

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## Overview

**Purpose** Projects and Programmes require formal commissioning in order to trigger the start-up process.

At the West Yorkshire Combined Authority, this means that projects that form part of the West Yorkshire Plus Transport Fund (WY+TF) must be mandated by the Transport Portfolio Holders Advisory Group (TPAG).

TPAG are responsible for overseeing the development and delivery of the WY+TF as well as providing strategic advice relating to transport investments, scheme prioritisation and the application and testing of appraisal methods.

This template contains the minimum level of information required to seek approval to proceed with a project or programme.

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## Purpose

The purpose of this mandate is:

- to provide an update on the feasibility work progressed to date by Leeds City Council on the A6110 Outer Ring Road Orbital Route;
- to propose further development work on the A6110 Orbital route from the Stanningley By-Pass junction in the north as far as M621 junction 1 (Phase 1) and investigate the feasibility of improvements to the south east of the M621 (Phase 2);
- to outline an integrated A6110 package and subsequent options for phased progression of development work associated with integrated highway and public transport junction improvements, alongside walking and cycling infrastructure in the locality;
- to seek authorisation and funding for further development work on A6110 Outer Ring Road, to present an integrated package for Gateway 1 approval which maximises both opportunities for early delivery and the benefits of strong interfaces with existing WY+TF packages including the Mirfield to Dewsbury to Leeds (M2D2L) transport scheme and the City Centre package; and
- to request £286k to progress the Leeds A6110 Outer Ring Road Improvements scheme so that a Gateway 1 submission can be made by end Q4 2017/18.

## Background

### Strategic Context

The Leeds Outer Ring Road (ORR) forms the key strategic orbital route around Leeds providing for both local and long distance movements. A very large majority of these movements have no realistic public transport alternative.

The Council, as part of its Local Development Framework Core Strategy and its Leeds Transport Vision, is committed to improving both the strategic orbital network efficiency of the Leeds ORR and the public transport capacity of the key radial routes into the city, reducing the cost of doing business across the city for journeys where there is no realistic public transport alternative.

A key element of the Leeds Outer Ring Road Strategy is the transport developments associated with the East Leeds Extension, a large area outside the existing ORR identified for the development of about 5,000 homes. The main element of this is the East Leeds Orbital Route (ELOR), a 7.3 kilometre dual carriageway road which skirts the eastern edge of the housing allocation and provides a link between the existing ORR to the North of Leeds and the M1 to the East.



Alongside this, the Council was recently awarded Pinchpoint funding from the Department for Transport and has delivered improvements at key ORR junctions to the West of the city. These have included signalising roundabouts at Horsforth (at the junction with the A65) and Rodley (at the junction with the A657) with both schemes opening in the second half of 2015. While it is too early to give a definitive assessment of their performance, both developments have incorporated improvements for pedestrians and cyclists along with additional traffic control to accommodate current demand and facilitate access to future developments. On the principal highway link between Leeds and Bradford (A647), close to the ORR, the “Thornbury Barracks” roundabout junction has been significantly remodelled and signalised. The works included improving facilities for pedestrians, improving bus stops and cycle facilities as well as measures to reduce traffic congestion.

The A6110 forms the south west corner of the ORR and is the busiest section in terms of vehicle numbers with between 27,000 daily two-way flows (south of the junction with the Stanningley bypass) and 55,000 between the A62 and junction 1 of the M621. Congestion is evident on a daily basis, particularly at the junctions with the key radial A58 (Whitehall Road) and A62 (Gelderd Road) routes. The A6110 ends at the White Rose Shopping Centre, between the M621 and the M62, with much of the traffic flowing south on the A653 (Dewsbury Road) towards junction 28 of the M62.

### **Local Development Framework**

As part of the adopted Core Strategy and the emerging Site Allocations Plan (SAP) (currently at Publication Draft stage) there is a requirement to allocate substantial areas of land for housing in this area. Development from further afield will also increase flows. The effect of this has the potential to significantly increase traffic flows on the ORR. Therefore the already congested orbital corridor requires a series of potential improvement measures to accommodate this level of development. The employment and housing allocations near to the corridor are listed in Other Information below.

### **Leeds Dewsbury – Corridor – Strategic growth context**

The A653 Dewsbury to Leeds corridor scheme mandate has recently been revised and enhanced to consider the effects of the emerging Local Plan housing and employment site allocations. The scheme, now renamed Mirfield to Dewsbury to Leeds (M2D2L), will have an important link with the A6110 Outer Ring Road Improvements scheme as it includes highway improvements at the White Rose Shopping Centre and may also have impacts on the Elland Road junctions with the A6110. M2D2L is being taken forward by Leeds City Council and Kirklees Council and developing a proper interface with this scheme will be important in progressing the A6110 Outer Ring Road Improvements

### **Description of the Corridor**

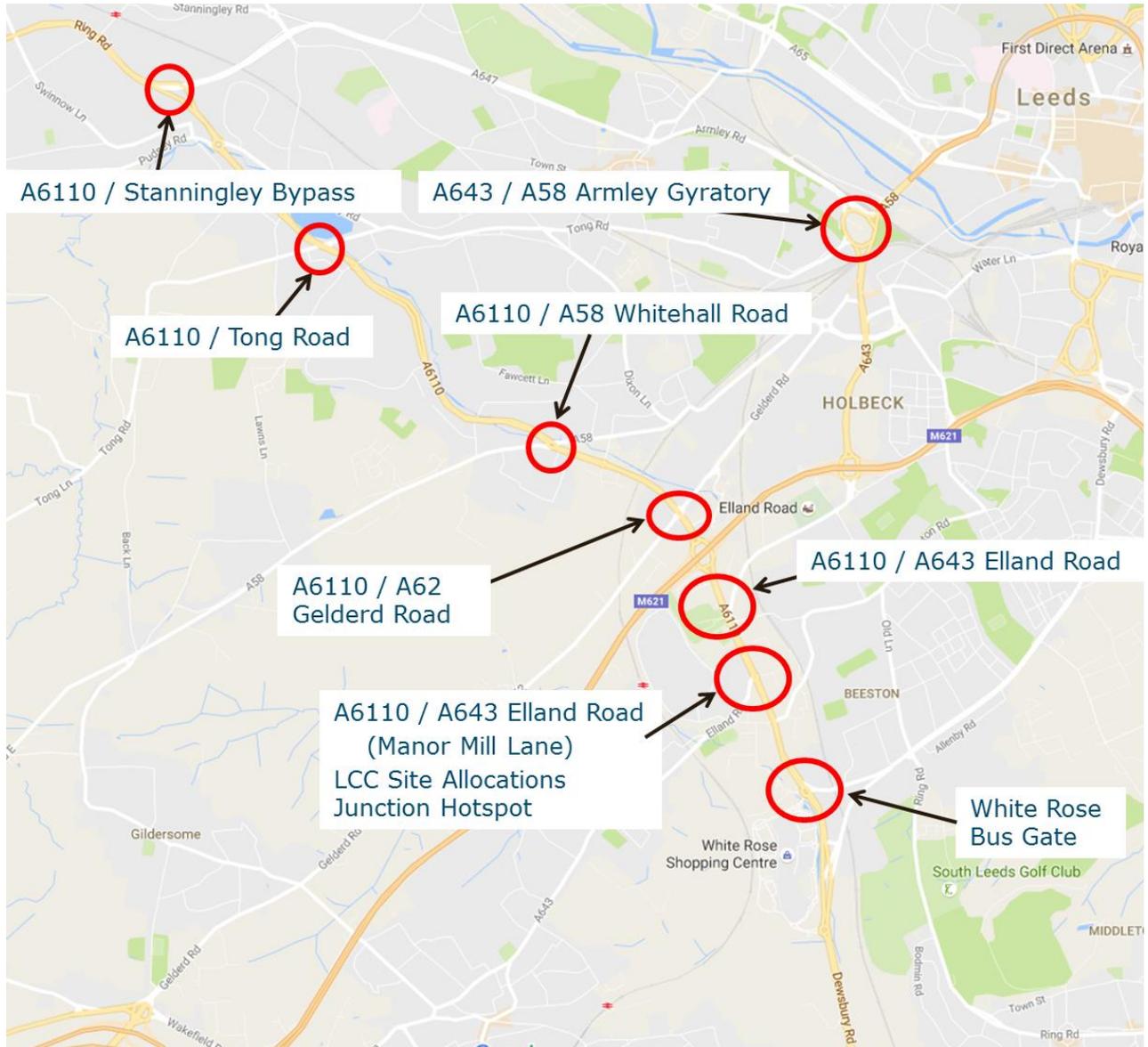
This proposal expands on the scheme outlined in the “Leeds A6110 Outer Ring Road Improvements” WY+TF scheme pro-forma, this was limited mainly to junction improvements at the A58 Whitehall Road and A62 Gelderd Road junctions.



This mandate considers a longer length of the same corridor, from the Stanningley Bypass junction in the north to the interface with the M2D2L scheme in the south which will be on the south east side of the M621. This means that the changes at the A58 and A62 junctions can be considered alongside related improvements to other junctions and the implications for the corridor as a whole considered. It also means that the traffic impacts associated with new developments along the corridor can be considered properly in terms of their effect on the corridor as a whole. Figure 1 shows a plan of the A6110 Outer Ring Road corridor.

As well as the M2D2L scheme there are linkages with the proposed City Centre Package which will involve significant changes to the A643/A58 Armley Gyratory junction and therefore have an effect on traffic on the A58 and the A62. Highways England are also planning to increase capacity on the M621 through junction 1, though at the moment it is not thought this will involve changes to the junction itself.

Mouchel carried out a feasibility study of identified options for the A58 (Whitehall Road) and A62 (Gelder Road) junctions (Mouchel, 2015). The resulting report included outline designs along with analyses of the potential level of operation and a high level cost benefit analysis for the options for these two junctions. The total cost of the two schemes would be £4.15m (including a 44% optimism bias/risk/contingencies factor) and their annual benefits would be £1.366m (with pedestrian crossings at the A58 junction) and £1.617m (without pedestrian crossings at the A58 junction). Based upon these costs and benefits, the improvements to these two junctions alone are likely to have a “very high” value for money.



**Figure 1: Plan of Corridor**

## Corridor Proposals

The corridor has been split into two sections, because the proposals for the northwest section of the corridor (section 1) are more developed than the proposals for the south east section (section 2).

### Section 1: Stanningley By-pass, A58 (Whitehall Road) and A62 (Gelderd Road) junctions as far as M621 (junction 1)

It is anticipated that the pedestrian and cycle facilities mentioned on the pro-forma will still be progressed, these are 4.5km of cycleway along the A6110, between Stanningley By-pass and junction 1 of the M621 and 6 pedestrian crossings over the same stretch. The former will link in to the CityConnect Cycle Superhighway which passes about 500m to the north of the A647 Stanningley By-pass junction.

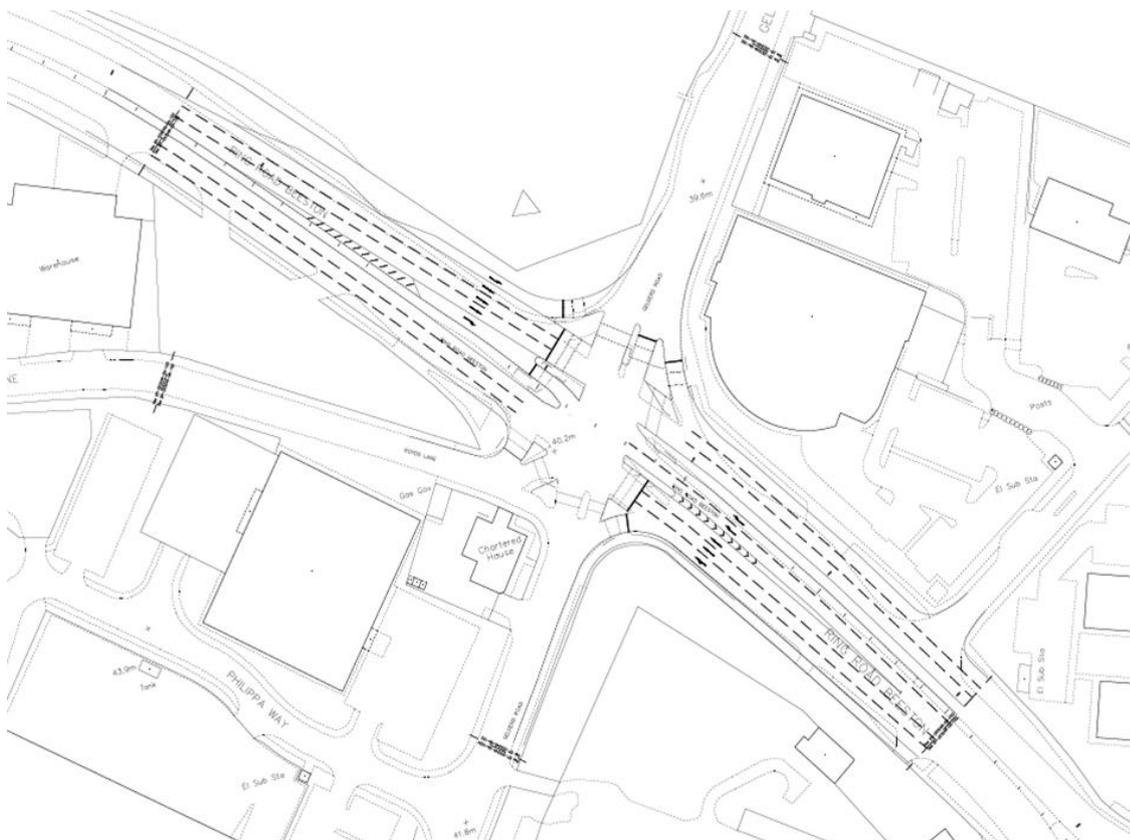
There are a number of junctions along the stretch of the corridor from Stanningley By-pass to the A58 (Whitehall Road) junction (including Tong Road). It is proposed to study whether changes to these junctions might be required given the other changes in the corridor.

A58 (Whitehall Road) junction - Mouchel (2015) includes a traffic analysis of this junction. The proposed layout of the remodelled A58 junction involves increases in the number of approach lanes and changes to the shape of the roundabout. Figure 2 shows a plan of the proposed layout of this junction. The proposed changes lie mostly within the existing highway boundary and therefore only a small amount of land purchase would be necessary.



**Figure 2: A6110/A58 proposed junction improvement**

A62 (Gelderd Road) junction - Mouchel (2015) includes a traffic analysis of this junction, the proposal studied was a signalised junction and therefore differed from the design identified in the WY+TF scheme pro-forma which was for a dumbbell roundabout. Figure 3 shows a plan of the proposed layout of this junction. Recent developments at the junction now mean that the land take necessary for the dumbbell design is not felt to be feasible. The revised junction design would lie within the existing highway boundary and therefore not require land purchase.



**Figure 3: A6110/A62 proposed junction improvement**

There are clear linkages with any proposed changes to the Ingram Distributor and the redevelopment of the Armley Gyratory junction associated with the City Centre Package.

There is also a linkage with Highways England plans to improve the M621 route. While this is thought not to include changes to junction 1 itself, the implications of the changes for changes in traffic flow on the wider network need to be taken into account.

## **Section 2: South east of M621 junction 1**

Proposals for improvements on this stretch of the A6110 are less well developed and depend on developments in the M2D2L scheme, the extent of which is still to be determined. For this stretch of the corridor, therefore, it is proposed to look at the



feasibility of improvements to the Elland Road junctions and the bus gate to the north of the White Rose Shopping Centre, working with the M2D2L scheme.

### **Timescales**

The timescales for development/delivery of the two sections of the route are different. Section 1 is more advanced and the proposals along this section could be developed relatively quickly, subject to the development of the City Centre Package and the Highways England proposals for the M621. Section 2 is more long term and depends on appropriate links with the M2D2L proposals.

## **Objectives**

### **Strategic**

The WY+TF objectives must be borne in mind when delivering the A110 Outer Ring Road Improvements. The primary objective of the WY+TF to be met across West Yorkshire and York is to:

- Maximise the increase in employment and productivity growth across West Yorkshire and York (irrespective of boundaries) by the delivery of transport interventions.

Objectives were also put in place to ensure an equitable distribution between districts and communities. Against the primary objective of supporting the maximum possible impact on GVA and employment, two accessibility minima have been agreed:

- A better than average improvement in employment accessibility for residents in the most deprived 25% of West Yorkshire communities; and
- Every West Yorkshire district to gain an average improvement in employment accessibility no less than half the average across West Yorkshire.

A further environmental objective was established as follows:

- The overall impact of the WY+TF's interventions would be carbon neutral at package level.

The project will also support the LTP objectives of improving connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region and improving Quality of Life through the provision of safer walking and cycling facilities.

### **Project**

The main objective of this scheme is to reduce delay, improve journey times and improve connectivity along the Leeds A6110 Outer Ring Road Corridor.



The scheme will also help to ensure that the full benefits of linked projects such as the City Centre Package, M2D2L and the improvements to the M621 are realised.

Other project objectives:

- Improve access to employment and housing sites along the corridor
- Improve safety for cyclists and pedestrians through the incorporation of new cycling and pedestrian facilities where feasible,
- To maximise facilities and journey time savings for Public Transport
- To integrate fully with radial corridors that intersect or are adjacent to the scope length of this study.

Leeds City Council are fully supportive of integrating the “Green Streets” approach that WYCA are committed to for new transport infrastructure.

In developing the scheme green infrastructure engineering solutions that can be incorporated into the scheme design from the early stages will be identified, maximising efficiencies. High quality green infrastructure will result in a high quality place that has improved air quality, reduced surface water flooding and enhanced retail attraction along the transport corridor, whilst promoting the use of cycling and walking, particularly where it connects areas of deprivation to areas of local jobs growth.

## Scope

The major deliverables anticipated at this stage with indicative dates are shown below:

Key Milestone	Date (Quarter/Financial Year)	
	Section 1	Section 2
Feasibility	Partially completed	Q4/17-18
Preliminary Design	Q2/17-18	TBC
Gateway 1	Q4/17-18	TBC
Detailed Design	TBC	TBC
Gateway 2	TBC	TBC
Procurement	TBC	TBC
Gateway 3	TBC	TBC

Award Works Contract	TBC	TBC
Finish Construction	TBC	TBC

### Interdependencies/Dependencies

There is project dependency on:

- other schemes, these include the City Centre Package and M2D2L;
- the timely completion of any land assembly processes (including CPO), note that this is a not a significant constraint for the A58 and A62 junctions assuming that the proposals pursued are similar to the improvements that are outlined in the feasibility assessment;
- the timely completion of Gateway Reviews;
- the availability of resources including internal LCC resource or outside consultant resource for design, modelling, appraisal, monitoring and evaluation and transport planning as well as external resources required for construction; and
- the development of a monitoring and evaluation plan that will be part of the development of the scheme. This will require resource after the completion of the scheme to complete the assessment of the impact of the scheme.

### Indicative Funding Source

Funding for the A6110 Outer Ring Road Improvements project is wholly derived from the West Yorkshire Plus Transport Fund. It is currently anticipated that there are no third-party contributions towards the costs of this project.

The original scheme pro-forma included an estimated capital cost of £19.0m (July 2012 price base and including optimism bias of 44%).

The feasibility study identified options for the A58 (Whitehall Road) and A62 (Gelder Road) junctions (Mouchel, 2015) and gave a total cost for the modifications to these two junctions only of £4.15m (including a 44% optimism bias/risk/contingencies factor). The reason for the significant difference between this and the original budget is that the design of the A62 junction was originally anticipated to be a much larger dumbbell roundabout which would have involved significant land purchase. This is no longer felt to be feasible and the design identified in the feasibility study is significantly smaller and lies entirely within the highway boundary.

This mandate requests allocation of **£286,000** from the WY+TF to progress the A6110 Outer Ring Road Improvements project to Gateway 1 (Section 1) and end of feasibility

study (Section 2) by the end of Q4 2017/18?. The works to be completed from this budget are:

Work Package / Element	Budget (£000s)	
	Section 1	Section 2
<b>Feasibility and Design</b> – Further work on assessing the feasibility of the improvements outlined and more detailed design (sufficient for Gateway 1)	30	50
<b>Topographic/Geotechnical/Traffic Surveys</b> – Detailed design work will require information about the existing sites to be collected. Traffic surveys may be required to collect inputs for the traffic model.	40	-
<b>Transport Modelling</b> – A significant element of generating evidence for the Gateway 1 Business Case will be the development and use of a transport model to predict future traffic.	80	-
<b>Specialist Advice (e.g. Land Valuation, CPO and Legal)</b> – Specialist advice about certain aspects of the scheme may be required, especially if land acquisition is required.	20	-
<b>Gateway 1 Report Preparation</b> – This includes preparation of the Business Case.	40	-
<b>Contingency Allowance (10%)</b>	21	5
<b>TOTAL</b>	<b>231</b>	<b>55</b>

## Constraints

- Personnel resources/appropriate skillsets either internal LCC resource or outside consultant resource.
- Stakeholder liaison/objection
- Planning process objection/CPO (this is not anticipated to be a significant issue)
- Time constraint flexibility/programme slippage
- Availability of appropriate models
- Physical constraints (topography, land drainage)

## Interfaces

Internal Interfaces are identified as follows:

- Local Plan site allocation work
- M2D2L
- City Centre Package

External Interfaces are identified as follows:

- Highways England M621 Improvement Scheme

## Quality Expectations

The design and quality of the scheme shall be in accordance with Design Manual for Roads and Bridges, LCC Standard Details, the Specification for Highway Works and the current version of Traffic Signs Regulations and General Directions.

Appraisal of the projects Cost Benefit Analysis (BCR) to be in accordance with DfT WebTAG or proportionate appraisal as appropriate.

After implementation, a study will be conducted to determine the benefit achieved through this scheme.

## Business Case Summary and Outline

The main objective of this scheme is to reduce delay, improve journey times and improve connectivity along the Leeds A6110 Outer Ring Road Corridor.

The WY+TF contribution to the scheme will be managed through the WY+TF Programme portfolio by WYCA. It will be continually evaluated from a VfM perspective along with other projects in the programme to verify its on-going viability as a Transport Fund project.

The Leeds A6110 Outer Ring Road Improvements Project will be overseen by an LCC Project Board which will include the project manager (responsible for day to day management) and the Senior Responsible Officer as well as appropriate representatives from corporate management (LCC), WYCA, project assurance and the internal interface activities (Local Plan Site Allocation, M2D2L and the City Centre Package).

## Associated Documents

The following documents are associated with the development of this mandate proposal:



- West Yorkshire Transport Fund - Scheme Proforma, Leeds A6110 Outer Ring Road Improvements, undated
- Mouchel, Leeds City Council Feasibility – A6110 Junctions Improvements Traffic Analysis, March 2015
- Project and Programme Mandate, West Yorkshire Transport Fund, Mirfield to Dewsbury to Leeds (M2D2L), August 2016
- LCC Site Allocations Plan (SAP), November 2015 Publication Draft

## Customers and Users

The following customer and user interfaces have been identified as part of the initial feasibility study.

- Members of the public
- National and local businesses
- Commercial carriers
- Local residents
- Public Transport Operators
- LCC – Members and Officers
- LCC – other departments e.g. Legal and Estates
- WYCA
- Highways England
- Adjoining local authorities including Bradford City Council, Wakefield District Council and Kirklees Council
- Utility providers
- Land owners and their agents

## Names of Key Personnel

Project Manager	Andrew Wheeler (LCC)
WYCA Programme Manager	Lisa Childs
Senior Responsible Officer	Gary Bartlett (LCC)

## Other Information

### Employment and housing allocations near to the corridor

The Working from the north (A6110/A647 Stanningley By-Pass junction) to the south (A653 Dewsbury Road/M62 junction 28), the Housing and Development sites within about 500m of the route are listed below. Note that many of them have been started, the table indicates the outstanding development at the time the SAP was consulted on (November 2015).

Stanningley by-pass to Tong Road:

Identifier	Type of development	HMCA Area	Capacity
HG2-77	Housing allocation	Outer West	64 units
HG3-16	Housing – safeguarded land	Outer West	120 units
HG1-190	Identified housing	Outer West	12 unstarted units
HG1-191	Identified housing	Outer West	0 unstarted units
HG2-81	Housing allocation	Outer West	200 units
HG1-192	Identified housing	Outer West	16 unstarted units

Tong Road to A58 (Whitehall Road):

HG7-2	Gypsies and travellers – new sites allocated	Outer West	4 pitches
EG1-16	Identified general employment	Outer West	0.2 ha
HG1-193	Identified housing	Outer West	6 unstarted units
HG2-82	Housing allocation	Outer West	40 units
HG1-205	Identified housing	Outer West	7 unstarted units
HG2-136	Housing allocation	Outer South West	279 units
HG1-323	Identified housing	Outer South West	4 unstarted units
HG1-324	Identified housing	Outer South West	0 unstarted units

MX2-6	Mixed use allocation	Outer West	35 units & 1.2 ha
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A58 (Whitehall Road) to M621:

HG2-137	Housing allocation	Outer South West	111 units
HG1-325	Identified housing	Outer South West	153 unstarted units
HG3-21	Housing – safeguarded land	Outer South West	315 units
EG1-67	Identified general employment	Outer South West	0.3 ha
EG1-29	Identified general employment	Inner Area	3.3 ha
EG2-12	General employment allocation	Inner Area	1 ha
EG2-14	General employment allocation	Outer South West	0.3 ha
EG1-46	Identified general employment	Outer South West	0.3 ha
EO1-11	Identified office employment	Inner Area	1.4 ha

M621 to M62:

HG1-326	Identified housing	Outer South West	0 unstarted units
EO1-22	Identified office employment	Outer South West	0.4 ha
EO1-23	Identified office employment	Outer South West	2.3 ha
HG2-151	Housing allocation	Outer South West	19 units
HG7-1	Gypsies and travellers – new sites allocated	Outer South West	4 pitches

HG1-351	Identified housing	Outer South West	114 unstarted units
EG2-19	General employment allocation	Outer South West	26.8 ha
HG3-23	Housing – safeguarded land	Outer South West	1050 units
EG1-60	Identified general employment	Outer South West	1.3 ha
EO1-39	Identified office employment	Outer South West	2.4 ha
EO1-24	Identified office employment	Outer South West	1 ha
EO1-25	Identified office employment	Outer South West	10.6 ha