

**Report of Director of City Development**

**Report to Executive Board**

**Date: 17 April 2019**

**Subject: Leeds Public Transport Investment Programme: Headrow, Infirmary Street and Park Row City Centre Gateways and Harewood Junction**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Little London and Woodhouse, and Harewood.	
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. Leeds is a growing and successful city with the Best City Ambition for a Strong Economy and a Compassionate City. The proposals in this report support the priorities for sustainable Infrastructure and Health & Wellbeing by:
  - improving transport connections, safety, reliability and affordability;
  - Improving air quality, reducing pollution and noise; and
  - supporting healthy, physically active lifestyles.

These support the outcomes we want for everyone in Leeds to:

  - move around a well-planned city easily; and
  - enjoy happy, healthy, active lives.
  
2. In the city centre, there has been extensive development in recent years, reinforcing the city's position as a major retail and office location. The continued growth of Leeds' economy is crucial to helping achieve better economic outcomes across the region and the North. Alongside this, there is much housing growth planned in future years to contribute to national and Council housing target requirements.
  
3. Against this background of growth across the city, there has been a lack of investment over a number of years in Leeds' transport infrastructure and it is evident that the development of Leeds' transport infrastructure remains a challenge. Significant investment in the transport system is needed in the short, medium and

long terms to support the level of growth recently experienced and anticipated for the future.

4. To begin to address these transport challenges, the Council is leading on major schemes as part of the £1bn West Yorkshire Transport Fund, including the East Leeds Orbital Road and Airport Link Road. In addition, with £174 million of DfT funding, the Council is now well placed to progress the first cross cutting national investment in public transport in Leeds for decades. The model being used is now being replicated by the Department for Transport's Transforming Cities Fund.
5. The Leeds Public Transport Investment Programme (LPTIP) comprises a programme of funding of £270m to be invested in a number of public transport schemes across Leeds. Funding for LPTIP comprises that devolved by the DfT (following the cancellation of the Leeds New Generation Transport scheme) alongside that from the Council, Combined Authority, bus operators and developers. Schemes to be delivered from this funding are required to be substantially completed by 2020/21.
6. Working with other partners, including the Combined Authority, Network Rail, bus operators and key businesses, a comprehensive package of interventions has been brought forward and is now being progressed. We understand that First Bus have already introduced 105 of the latest high quality, clean buses into the fleet – including 8 hybrid electric buses for the Park and Ride sites. Similarly, 37 Arriva buses which meet the latest emission standards are operating in Leeds.
7. Projects progressed with LPTIP funding include:
  - bus priority corridors;
  - creation and improvement of the City Centre 'Gateways';
  - expansion of existing bus and rail park & ride sites and creation of new sites;
  - improvements to rail stations accessibility and creation of new stations; and
  - complementary investment in bus services and low emission vehicles.

Each scheme is being progressed as a separate project with a separate business case, albeit the objectives of each independent scheme align with the overall aim of other LPTIP funded schemes in the intention to improve public transport provision across Leeds.

8. In June 2017, Executive Board approved a total of £15.31m to progress the programme and carry out feasibility design on the projects. Then in July 2018 approval was given to progress the park and ride sites at Elland Rd and Stourton, the bus route between Stourton and the City Centre along the A61 Wakefield Road / Low Road / Hunslet Road and the Early Interventions.

In February 2019 approval was given to advance the A647 Bus Priority Corridor as part of the programme.

9. The Council's work on this agenda has been monitored and reviewed by a Cross-Party Members' Group and national transport experts via the Expert Advisory Panel. The Panel has found these programmes to be soundly based and reflective of the evolving focus of the transport strategy and to be fit for the transformational purposes for which they are intended.

10. The Headrow Gateway, Infirmary St and Park Row are major routes for buses, pedestrian and cycle users in Leeds City Centre and is home to a range of important commercial and cultural buildings. The scheme will deliver a series of improvements to bus infrastructure, public realm, pedestrian infrastructure and cycling infrastructure which will reduce delays, improve bus reliability and improve facilities for bus users. These will assist in the Council's ambition to double bus patronage. The schemes will also enhance the ability for people to move about the city on foot and by bicycle. Approval is being sought for the detail design and construction of this scheme.
11. Improvements to the Harewood junction will reduce delays for all traffic and improve bus journey reliability. Approval is being sought for the detail design and construction of this scheme.

## **Recommendations**

12. Executive Board is recommended to:
  - (i) Note the progress since April 2016 in developing proposals for the relevant projects benefitting from LPTIP funding and the subsequent public consultation responses.
  - (ii) Approve the expenditure of £20.7Million, from the existing LPTIP fund, to carry out detailed design and construction of the Headrow Gateway.
  - (iii) Approve the expenditure of £0.65m from the existing LPTIP fund to carry out detailed design and construction of the improvements to Harewood junction as part of the A61 North Bus Priority Corridor.
  - (iv) Approve the expenditure of and injection into the Capital Programme of £5.6m funded from the West Yorkshire Transport Fund (WYTF) to carry out detailed design and construction of the Infirmary Street and Park Row schemes.
  - (v) Subject to ongoing consultation with relevant Executive Members as appropriate, note that the Chief Officer for Highways and Transportation will be responsible for the implementation of the decisions outlined in this report.
  - (vi) Note that a separate report will be presented to Executive Board later in the year for approval to the detailed design and cost of the public realm proposals for Cookridge Street and New Briggate.

## **1. Purpose of this report**

- 1.1 The total value of the projects comprising the LPTIP programme of funding is approximately £270m. This report provides an update on the progress of significant schemes during 2018/19 and outlines the next steps for delivering the following under the auspices of this funding programme:
  - 1.1.1 Headrow Gateway (as part of the City Centre Gateways);
  - 1.1.2 Infirmary Street and Park Row improvement schemes (to complement the Headrow scheme); and the implementation of improvements to the busy junction of the A61 Harrogate Road and the A659, The Avenue at Harewood (part of the A61 North Bus Priority Corridor scheme).
- 1.2 Schemes to be delivered from this funding are required to be substantially completed by 2020/21. A number of reports will therefore be presented to Executive Board over the forthcoming year to enable LPTIP-funded schemes to progress accordingly.

## **2 Background Information**

- 2.1 Leeds' transport infrastructure represents a major challenge for the City. Years of under investment and its impact on the City's economy and quality of life means a comprehensive package of interventions are required over the next decade. Accordingly, in order to achieve our stated ambitions, the Council is leading on major schemes within the £1bn West Yorkshire Transport Fund and working in partnership with the West Yorkshire Combined Authority (WYCA) on various projects under the auspices of the £173.5m LPTIP-fund.
- 2.2 The LPTIP schemes, including the Headrow Gateway, are an important part of moving the City towards our Connecting Leeds Vision which looks to create:
  - a world-class connected city, that allows seamless end to end public transport journeys internationally, nationally, regionally and locally;
  - an ambitious city, that attracts and plans for inclusive growth;
  - a smart city that embraces innovative technology to efficiently use, manage and maintain the transport network;
  - a people-focused city, with well-connected neighbourhoods and a city centre that's easily accessible for everyone; and
  - a healthy city, that allows more people to walk, cycle and be more active, with reduced traffic and emissions to create cleaner air.
- 2.3 In December 2016, Executive Board agreed the submission of a Strategic Outline Business Case (SOBC) for the LPTIP to DfT for £173.5m for public transport. With anticipated local and private sector contributions, the total investment package is worth c.£270m. At present, the total public funding confirmed comprises the contributions from DfT (£173.5m), LCC (£8.8m) and WYCA (£0.97m) totalling £183.3m. This funding will begin to make a real difference in bringing the City in-line with transport infrastructure funding in other areas (particularly London) and preparing for future investment.

- 2.4 In June 2017, Executive Board approved up to £15.31m from the £173.5m to progress LPTIP-funded programmes and carry out feasibility designs. This programme of improvements is being jointly developed by LCC and WYCA.
- 2.5 In July 2018, Executive Board approved the carrying out of detailed design and construction, subject to planning approvals, of a new Park and Ride site at Stourton, further expansion of the Elland Ride Park and Ride site, bus route improvements along the A61 Wakefield Road / Low Road / Hunslet Road and the early interventions on the remaining key corridors. In February 2019, approval was given by Executive Board to advance the A647 Bus Priority Corridor as part of the programme.
- 2.6 The Strategic Outline Business Case proposed a package of public transport improvements that, taken together, will deliver a major step change in the quality and effectiveness of our transport network. Headline proposals, include:
- a new Leeds High Frequency Bus Network – over 90% of core bus services will run every 10 minutes between 7am and 8pm;
  - development of three new rail stations for key development and economic hubs serving Leeds Bradford Airport, Thorpe Park and White Rose;
  - 2,000 additional park and ride spaces with the first new site opening at Stourton;
  - 1,000 more bus stops with real time information;
  - making three more rail stations accessible at Cross Gates, Morley and Horsforth;
  - creating 21st Century interchanges around Vicar Lane, the Headrow and Infirmary Street and improved facilities in our district centres; and
  - providing improved connectivity across areas.
- 2.7 In addition, investment by bus companies is proposed to provide new, comfortable, and more environmentally clean buses with free wi-fi and contact-less payments. The aim is to achieve an estimated reduction of up to 90% in bus related NOx emissions by 2020. We understand that First Bus have already introduced 105 of the latest high quality, clean buses into the fleet – including 8 hybrid electric buses for the Park and Ride sites. Similarly, 37 Arriva buses which meet the latest emission standards are operating in Leeds.
- 2.8 The aims and ambitions of the package of public transport programmes being progressed utilising LPTIP funding have been informed by the ongoing Transport Conversation and the schemes have been selected to deliver the following aspirations:
- move towards doubling bus patronage from 2016 levels within 10 years;
  - support economic growth by unlocking transport constraints in key growth areas and across the city;

- align with the emerging Leeds Transport Strategy, West Yorkshire Transport and Bus Strategies, as well as the national/pan northern growth strategies including HS2 and Northern Powerhouse Rail;
- improve health outcomes especially air quality by reducing transport emissions and making a significant contribution towards compliance with DEFRA's legal requirement of the city and make improvements to encourage people to walk and cycle in the City Centre;
- complement the existing schemes being delivered through the WYTF such as Leeds City Centre Package and the Corridor Improvement Programme;
- reflect the key messages from the Transport Conversation in terms of improving public transport operation and quality;
- to leverage match funding from the private sector, both public transport providers and developments / businesses which will benefit from the public investment;
- Cognisance of and adaptability for the delivery of the longer term strategy.

In particular, Key City Centre Gateways (including the Headrow Gateway) no longer meet the transport and economic needs of the City. The existing transport network:

- cannot accommodate a further increase in car use;
- struggles to meet the expectations of bus users in terms of journey time and journey time reliability;
- creates environmental problems such as air pollution and greenhouse gas emissions;
- does not support or facilitate high quality public realm; and
- does not provide safe and attractive walking and cycling options.

The LPTIP investment offers an opportunity to implement significant improvements to these Gateways starting with the Headrow. This type of investment also allows for the iconic buildings of the Headrow to be put into a setting more appropriate for their importance.

- 2.9 It is also beneficial to bring forward proposals for Infirmary Street and Park Row, as these are complementary to the Headrow scheme and will avoid abortive works. Further, this will allow the enhanced bus routing options to occur immediately rather than in phases.
- 2.10 Each scheme / project proposed is being progressed as a separate project with a separate business case, albeit the objectives of each independent scheme align with the overall aim of other LPTIP funded schemes in intending to improve public transport provision across Leeds and facilitate delivery of key Council priorities and strategies.

### **3 Main Issues**

#### **3.1 Headrow City Centre Gateway**

- 3.1.1 The Headrow Gateway scheme is located in Leeds City Centre to the north of the pedestrianised core. The scope of the scheme includes the Headrow, Westgate, Vicar Lane between the Headrow and North Street, New Briggate, Cookridge Street

between the Headrow and Great George Street, Harrison Street, and small lengths of streets that intersect with these links.

- 3.1.2 The Gateway is a major route for buses, pedestrian and cycle users in Leeds City Centre and it is home to a range of important commercial and cultural buildings. The scheme will deliver a series of improvements to bus infrastructure, public realm, pedestrian infrastructure and cycling infrastructure.
- 3.1.3 The scheme will transform the area into a world-class Gateway to Leeds City Centre for bus users, pedestrians and cycle users. This will enable bus services to operate with fewer delays and provide high standard waiting facilities for bus users. Connectivity for pedestrians and cycle users will be enhanced, making the area safer and more inclusive. It will feature high quality public realm, new trees and increased footway widths which will improve the townscape and enhance the setting of heritage assets, such as the Town Hall and Victoria Gardens. This will make the centre more welcoming and attractive for visitors, residents and employees. Images of the proposals are shown in Appendices
- 3.1.4 The scheme will strengthen the provision for sustainable transport modes in the City Centre and the wider Leeds district. It will also improve the City Centre as a place to work, live, shop and other leisure activities. The Headrow Gateway will strengthen the position of Leeds as a Core City with a dynamic economy, an appealing environment and a vibrant cultural life. The scheme comprises the following interventions:
- changes to highway geometry;
  - general traffic restrictions;
  - footway widening;
  - provision of new green infrastructure;
  - provision of new public open spaces;
  - improved pedestrian crossings
  - provision of new protected cycle lanes;
  - removal or relocation of some on-street parking, loading and hackney carriage provision;
  - public realm enhancement; and
  - bus re-routing.

These interventions are designed to address the following problems

- delays to bus services caused by highway geometry;
- delays to bus services caused by general traffic;
- inadequate cycling provision;
- footway congestion;
- Hackney Carriage ranks not strategically located;
- lack of safe routes for cycling;
- lack of green infrastructure;
- pedestrian crossings that are indirect and not always on desired crossing-lines;
- tired bus shelters;
- low quality public realm; and
- lack of public open space.

3.1.5 The Headrow Gateway seeks to address these issues with the following proposals:

- Making Vicar Lane (from the Headrow to North St) two-way for buses and for some general traffic, which will remove the bottleneck on the Headrow of westbound and eastbound buses turning into New Briggate.
- This will also facilitate the closure to vehicular traffic of the lower section of New Briggate between the Headrow and Mark Lane (bar servicing which will mirror the servicing arrangements for Briggate) which will provide the opportunity for the re-development of New Briggate in line with the Council's aspirations. This will reduce the volume of traffic and improve the public realm and pedestrian experience around the Grand Theatre and Opera North which is currently undergoing improvements.
- The rationalisation of the carriageway and the footway widening, which will enable the long-term aspiration of the Council to improve the setting of the Town Hall, the Art Gallery and Victoria Gardens to be framed in a more attractive and user friendly setting.
- The closure of Cookridge Street at the junction of the Headrow, which will allow buses to move far more efficiently but will also provide the opportunity for the re-development of Public Realm enhancement on Cookridge Street in line with the Council's aspirations.
- Creating coherent alignments for east/west bus movements which will alleviate the current situation, where buses are often delayed due to the meandering nature of the current alignment, which does not always allow moving buses to pass stationary buses at bus stops.
- Provide high quality shelters with real time information, with stops which will be long enough to ensure buses can access and egress efficiently.
- Provide high quality cycle infrastructure (particularly from the west) which will allow access to the key north/south route from the station to the University area.
- Provide a much enhanced and pleasant pedestrian environment in line with the very heavy footfall.
- Enable those pedestrians to cross the road on their desire lines in a safe manner.

3.1.6 For the above to occur, there will be some rationalisation in both Pay & Display parking and Hackney Carriage Ranks. This will allow several bus shelters to be relocated to reduce the overcrowding at a number of stops along the Headrow, and for improvements in Public Realm. Furthermore, Hackney Carriage presence on the Headrow can cause delays to bus passengers. A number of ranks along the Headrow are primarily used as feeder ranks for the Station. Discussions are ongoing with the Hackney trade to reach agreement on the removal of these ranks which are used as waiting areas for the station and retain the provision for the

custom generated on Headrow itself. It is proposed to develop consolidated waiting areas elsewhere in the City Centre to replace those Ranks lost on the Headrow.

The loss of around 25 Pay and Display spaces will reduce the income to the Council by around £100-£250K annually.

General access will be maintained to all public and private car parks, and for loading and servicing of businesses.

The current "Access Only" orders will be replaced with Bus Lane orders, which can be enforced by camera. This will enable enforcement to be carried out more effectively thus improving compliance. The current "Access Only" orders require enforcement by a police officer, and this is not something the police are currently able to do on anything more than on an occasional basis.

Some additional restrictions will be introduced particularly eastbound to provide both bus priority and to create a better setting for the Town Hall/Victoria Gardens area.

- 3.1.7 As mentioned above, the Headrow scheme facilitates Public Realm improvements to Cookridge St and New Briggate. Delivery of these elements in line with the Council's aspirations will be the subject of a separate report for funding as these works are beyond the scope of the LPTIP funding which is targeted towards Public Transport Improvements.
- 3.1.8 The second phase of the District Heating Network (DHN) is proposed to be laid along the length of the Headrow in 2019 as described in a separate report to this meeting. The project teams for both schemes are working collaboratively to enable the pipework required for the heating scheme to be laid immediately in advance of the Headrow works as far as possible. Due to this early engagement, the DHN contractor is able to tailor their programme to ensure the most convenient schedule is achieved.  
  
A key benefit of working with the DHN project is to share costs so efficiencies can be found in both schemes.
- 3.1.9 These proposals for the Headrow should not prejudice any possible future mass aspirations for the City.

## **Infirmery St and Park Row**

### **3.2 Park Row**

- 3.2.1 Park Row divides the main financial and retail districts and is the link between City Square and The Headrow. Most of the City's major banks are located on the street along with many other large companies. Park Row is also important for the night time economy with a number of hotels, restaurants and bars located here and on surrounding streets including Greek Street and South Parade.

The street forms part of the western side of the Leeds Public Transport Box and is largely used by buses, taxis and cycles although it carries local access traffic from South Parade and Russell Street. It is a key bus route used by services linking all sides of the city. As a result the bus stops on Park Row are well-used.

Park Row is an important pedestrian thoroughfare with large numbers of people using the route every day to access shops, restaurants and bars. It is also an important route for commuters walking from Leeds railway station to the north of the city centre.

### 3.2.2 Key issues for bus users, pedestrians and cyclists on Park Row include:

- Narrow footways on Park Row which can lead to overcrowding and conflict at pinch points, especially those around bus shelters.
- The existing road layout and pedestrian crossing locations make crossing the road difficult.
- Facilities for cyclists on this key strategic cycle route are also minimal.
- Vehicles dominate Park Row, resulting in very little space for outdoor seating and public realm enhancements. Improvement of this provision would encourage people to relax and enjoy this part of the City Centre.

### 3.2.3 A number of opportunities have been identified to help address the existing issues and allow the area to realise its full cultural and commercial potential and become a much more desirable destination for everyone. The proposals for Park Row will also link with those on Infirmary Street and the Headrow, and complement the future vision for City Square which will be closed to general motor traffic, as follows:

- By linking to the proposals on Headrow and Infirmary Street, Park Row can be converted to one-way operation southbound with one running lane and bus lay-bys which will improve bus journey time reliability.
- A short section of two-way for limited access will be retained between Russell Street and Bedford Street ensuring businesses can still receive deliveries and that local access is maintained.
- The requirement for only one lane for traffic throughout its majority offers the opportunity to implement enhancements to pedestrian and cycling provision and public realm along Park Row, while ensuring this key route for buses is retained.

## 3.3 Infirmary Street

3.3.1 Infirmary Street is a significant transport interchange hub located to the north west of City Square. It services bus service terminations and routes to the North, East and West, facilitating onward journeys from the train station a short distance away. A busy pedestrian thoroughfare, Infirmary Street is the gateway which connects the city centre pedestrian core to the main financial district. The bars, hotels and restaurants bordering the street generate significant footfall along its narrow footways.

3.3.2 The street forms part of the western extent of the core City Centre and is a key interchange for City Centre buses and onward train journeys resulting in heavy use of the existing bus stops. Largely used by buses and taxis, Infirmary Street also

carries service traffic to a number of commercial units along its length and provides local vehicular access to private car parking facilities on Wine Street and Toronto Square.

### 3.3.3 Key issues for bus users, pedestrians and cyclists Infirmary Street include:

- While Infirmary Street has limited access to general motor traffic, the number of bus services accessing the interchange causes them to dominate the street, as do the number of bus shelters provided. The main bank of shelters is located on a dedicated island in the centre of the street intended to maximise the space; however, this has resulted in an uninviting glass barrier which separates the North and South footways and makes pedestrian crossing difficult.
- Infirmary Street's current alignment and operation has a negative impact on the wider strategic aspiration of reducing traffic on City Square and adjacent streets. Without intervention on Infirmary Street, there would be a significant reduction in bus access along the city's East to West routes.

### 3.3.4 Improvements developed focus on enabling buses to operate more efficiently by returning Infirmary Street to bi-directional travel for buses, cycles and hackney carriages. This ensures the proposals complement the future closure of City Square to general motor traffic. Priority will also be given to improving provision for pedestrian users through widened footways and public realm enhancements. The proposals for Infirmary Street are as follows:

- Infirmary Street will be returned to two-way operation, maintaining bus connectivity following the implementation of the City Square proposals.
- The dominating length of bus shelters will be removed from Infirmary Street to open the area up and allow increases in footway space on both sides for pedestrian access and potential future street activation.
- Pedestrian crossing provision will be enhanced throughout the area to provide better connectivity from the train station and wider area.
- To reduce traffic volumes on Infirmary Street, time restricted servicing arrangements will be introduced. This will not reduce the current level of servicing available to local businesses.
- Access provision to private parking arrangements will be maintained.

### 3.3.5 Internal consultation on both the Park Row and Infirmary Street proposals has been undertaken throughout the development and this continues as the scheme is finalised. Consultation is ongoing with WYCA Bus Network Planners and bus operators to ensure the scheme realises the bus network benefits.

### 3.3.6 It is proposed for the delivery of these schemes to be undertaken by the LPTIP Gateways delivery partner. The cost estimate of the Park Row and Infirmary Street proposals is £5.6m and this will be secured through the WYTF

## 3.4 Next Steps

### 3.4.1 The preliminary designs of each of the above elements will be reviewed in light of the feedback of the consultation and engagement. Approval of the preliminary

designs will be sought from Highways and Transportation Board, chaired by the Chief Officer for Highways and Transportation. However, if there are significant changes to the preliminary designs, these will be brought back to Executive Board for consideration.

3.4.2 It is envisaged to commence construction works in the Summer / Autumn 2019.

### **3.5 A61 North Bus Priority Corridor: Harewood junction improvement**

3.5.1 The junction of the A61 with the A659 and Harewood House access road in the centre of the village of Harewood suffers significant congestion, particularly in the AM peak and also during events at Harewood House. This delays the high frequency No.36 bus service, with journey times through the village taking double the amount of time at busy times of day compared to off-peak periods. Real time data shows delays of up to 10 minutes have been recorded, with this variation in journey time making bus services unreliable.

3.5.2 The proposals therefore focus on increasing capacity by improving efficiency of the junction through a series of small changes including:

- Introduce the latest technology to improve queue detection and coordinate the traffic lights in response to changing traffic and pedestrian flows, including improving the detection on the approach from Harewood House.
- Convert the existing pedestrian crossing to a straight across facility to avoid the need for pedestrians to wait in the middle of the road. This will also enable the central island to be reduced in width, allowing traffic to bypass stationary buses at the Leeds-bound bus stop.
- Restrict on-street parking during peak periods only along the southern side of The Avenue to increase the length of two lane approach and improve junction efficiency.

3.5.3 Whilst these improvements will not eliminate congestion entirely, together they will significantly reduce the extent of queuing and improve traffic flow to the benefit of all vehicles, including buses, and the resultant improvement in air quality. Improvements for pedestrians are also proposed.

3.5.4 Consultation on this scheme formally started on 11th March 2019 and will run for 6 weeks. Ward members were also consulted and no adverse comments have been received

3.5.5 The preliminary design of this schemes will be reviewed in light of the feedback from the current consultation and engagement. Approval of the preliminary design will be sought from Highways and Transportation Board, chaired by the Chief Officer for Highways and Transportation. However, if there are significant changes to the preliminary designs, these will be brought back to Executive Board.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

4.1.1 A three month transport conversation in the Autumn of 2016, generated 8,169 questionnaire responses, (along with feedback from 100 workshops, meetings and

presentations) demonstrating a keen interest in engaging with the city on issues of transport, both now and in the longer term.

- 4.1.2 The Transport Conversation and the £173.5 million programme proposals was reported to Executive Board on the 14<sup>th</sup> December 2016, and developed in response to the feedback from the Transport Conversation engagement process in the Summer/ Autumn 2016.
- 4.1.3 The report showed that across the consultation there was a strong desire to travel more sustainably. In the workshops, letters and emails, many of the comments referred to wanting to improve public transport, walking and cycling routes and respondents felt that investment in the Leeds Transport System was vital to improve the economy and the environment. The key themes from the feedback included issues around bus reliability, cost, poor service and lack of accessibility of public transport; many people felt rail could offer improved capacity and access; there was also a strong demand for mass transit (tram) and further park and ride provision. There was strong support for making the city a more people focussed place, including improved provision for pedestrians and cyclists, whilst reducing the impact of congestion and environmental impacts.
- 4.1.4 The first phase (1a) of the public consultation was undertaken in February 2018. The initial round of consultation on the City Centre Gateways was undertaken in between 20<sup>th</sup> June and 3<sup>rd</sup> August 2018 which focused on gathering feedback on nine separate proposals across the city centre including the Headrow at New Briggate, Victoria Gardens and Cookridge Street, Dortmund Square, Vicar Lane, above the Headrow and City Centre Bus stops.
- 4.1.5 A comprehensive programme of engagement was delivered which can be summarised as:
  - online consultation portal (Commonplace) with full details of the proposals;
  - public drop in events and exhibitions
  - presentations to stakeholders
  - outreach through attending several community groups and with Seldom heard groups;
  - printed literature with some 30,000 leaflets and flyers distributed (across all corridors);
  - social Media campaign;
  - community outreach;
  - promotion via real time displays in bus stops and on street; and
  - promotion through partner networks, advertising strategy and press coverage.
- 4.1.6 The consultation attracted a total of 2067 visits to the online materials with 1515 contributions made. In total over 76% of responses were positive and 12% negative with the remainder neutral.
- 4.1.7 The promotional events were well received with high footfall at the majority and good interaction and engagement from members of the public.
- 4.1.8 The second phase of consultation for the Headrow Gateway (in tandem with the consultation for Infirmary St and Park Row) ran from the 11<sup>th</sup> March through to 12<sup>th</sup> April, with a Stakeholder drop in event held on the 20<sup>th</sup> March at Leeds Art Gallery.

The feedback from the Consultation was broadly positive of the proposals presented.

- 4.1.9 Key stakeholders were identified and around 100 businesses along the Headrow and Infirmary Street have been consulted. Initial feedback has been positive. Further engagement is planned during the ongoing development of the scheme.
- 4.1.10 The Hackney Carriage trade have raised concerns over the loss of provision on the Headrow. Alternative locations have been proposed and discussions are ongoing.
- 4.1.11 The preliminary design incorporates amendments arising out of this phase of consultation and engagement.
- 4.1.12 Consultation and Engagement on the Harewood junction improvements ran from 11<sup>th</sup> February through to the 15<sup>th</sup> March. In advance of this meetings were held with the Harewood Estate and a Ward Member who raised no significant issues.

The feedback from the Public Consultation was largely supportive. However, the proposal to restrict peak time parking on The Avenue raised a number of objections from residents and parents dropping off for the Primary School, although it was well supported by the travelling public. These parking restrictions will be subject to further consultation prior to a formal decision being made on the implementation of a Traffic Regulation Order to introduce the parking restrictions

- 4.1.13 The Transport Conversation has continued through the development of:
  - A 'Connecting Leeds' Communications and Marketing Plan aimed at raising public awareness of Leeds' transport ambitions and the wide role connectivity plays in assisting inclusive economic growth for the city and Leeds City Region, improving health, greater social mobility through education, training and employment, and supporting independent lifestyles.
  - A Bi monthly Cross Party meeting chaired initially by Cllr Wakefield and now Cllr Groves which has had early sighting and involvement of the schemes as they progress.
  - Reporting and presentation to all 10 Community Committees (Transport sub committees and Forums) in late autumn 2017. Discussing the results of the Transport Conversation relating to their area and progression of both the LPTIP and other transport improvements proposed or on-going for that area.
  - The development of a phased programme of co-investment with other partners including identifying early wins with a clear narrative and story board of how these improvements would contribute to Leeds as a 'Best City' by 2030.

## **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 The LPTIP-funded programmes were developed from the Leeds Transport Conversation and extensive engagement with a wide range of groups such as Voluntary Action Leeds, Child Friendly Leeds, BME Hub, Disability Hub, LGBT Hub, Leeds Society for the Deaf and Blind, Physical and Sensory Impairment (PSI) Network, Womens' Live Leeds, Elderly Action groups and various groups representing accessibility and usability.

- 4.2.2 Leeds Involving People (LIP) are a key partner in ensuring that seldom heard groups are involved in shaping a transport strategy for Leeds that is inclusive and meets the needs of individuals, communities and the city. Through their involvement we have undertaken multiple Seldom Heard Group workshops throughout 2018 as part of the overall LPTIP proposals. This will continue forward in 2019.
- 4.2.3 From previous engagement and consultation, it is evident that transport has the potential to have a differential impact on equality groups with particular regard to gender, disability, race, age, younger and older people. Equality screening has taken place with key stakeholders, prior to consultation and engagement, to ensure actions are taken to highlight the positive impacts and reduce the negative impacts.
- 4.2.4 An individual Equality Screening form has been completed for the Headrow Gateway and Infirmary Street and Park Row to ensure due regard to equality issues. These are in Appendix A.
- 4.2.5 The Equality Screening form for Harewood junction is included in Appendix B.

### **4.3 Council Policies and Best Council Plan**

- 4.3.1 The anticipated benefits of using the £183.3m to create improvements to the Leeds transport network has the potential to contribution our vision for Leeds to be the best city in the UK and the following Best Council Plan 2019/20 to 2020/21 priorities:
- Inclusive growth (Supporting growth and investment, helping everyone benefit from the economy to their full potential)
  - Sustainable infrastructure (Improving transport connections, safety, reliability and affordability; Improving air quality, reducing pollution and noise)
  - Child-friendly city (Enhancing the city now and for future generations)
- 4.3.2 The LPTIP-funded projects will also contribute to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport Plan 3, emerging WYCA Transport Strategy, and Strategic Economic Plan.

### **4.4 Resources and Value for Money**

- 4.4.1 The funding approvals requested in this report are to be allocated from LPTIP which currently stands at £183.3m, comprising contributions from the DfT (£173.5m), LCC (£8.8m) and WYCA (£0.97m), Further funding approvals will be required from the Combined Authority for spend from the DfT and WYCA funding.
- 4.4.2 One of the conditions in the letter from the DfT is that investment decisions on individual components of the package will be made locally in accordance with the WYCA Assurance Framework previously agreed with the government. A parallel authorisation is currently being progressed through this assurance process with WYCA to release the expenditure requested in this report.

#### 4.4.3 Capital Funding and Cashflow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2018 £000's	FORECAST		
			2018/19 £000's	2019/20 £000's	2020/21 £000's
LAND (1)	1620.1	189.6	1430.5		
CONSTRUCTION (3)	59004.0		463.8	30595.8	27944.4
DESIGN FEES (6)	6380.0	1478.8	4191.2	710.0	
OTHER COSTS (7)	460.9	460.9			
<b>TOTALS</b>	<b>67465.0</b>	<b>2129.3</b>	<b>6085.5</b>	<b>31305.8</b>	<b>27944.4</b>
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2018 £000's	FORECAST		
			2018/19 £000's	2019/20 £000's	2020/21 £000's
LAND (1)	0.0				
CONSTRUCTION (3)	20700.0			20700.0	
DESIGN FEES (6)	659.0			659.0	
OTHER COSTS (7)	5600.0			5600.0	
<b>TOTALS</b>	<b>26959.0</b>	<b>0.0</b>	<b>0.0</b>	<b>26959.0</b>	<b>0.0</b>
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2018 £000's	FORECAST		
			2018/19 £000's	2019/20 £000's	2020/21 £000's
LCC SUPPORTED BORROWING	8932.2	189.6			8742.6
LPTIP GRANT DFT LCC	100000.0	1939.7	6085.5	53892.4	38082.4
SECTION 106 / 278	246.0			246.0	
WY + TF	5600.0			5600.0	
EUROPEAN GRANT (ERDF)	2867.5			2000.0	867.5
<b>TOTAL FUNDING</b>	<b>117645.7</b>	<b>2129.3</b>	<b>6085.5</b>	<b>61738.4</b>	<b>47692.5</b>
<b>Balance / Shortfall =</b>	<b>23221.7</b>	<b>0.0</b>	<b>0.0</b>	<b>3473.6</b>	<b>19748.1</b>

The above DfT funding element while based on the original DfT cashflow will change significantly as the programme progresses and detailed schemes are approved.

#### 4.5 Legal Implications, Access to Information, and Call-In

4.5.1 This report is classed as a key decision and is eligible for call-in.

4.5.2 There is no exempt or confidential information contained within this report.

4.5.3 There are no specific legal implications arising from this report.

## **4.6 Risk Management**

- 4.6.1 The LPTIP-funded schemes make progress towards delivery of the vision and objectives of the West Yorkshire Transport Strategy and the interim Leeds Transport Strategy. If the programme is not implemented, the level of growth in the city will be constrained due to the inadequacies of the transport infrastructure. In addition, the lack of a viable public transport alternative will limit the efficacy of the Council's Clean Air Zone – as car usage will not be reduced.
- 4.6.2 As previously stated, schemes to be delivered from the LPTIP funding are required to be substantially completed by 2020/21. Given these timescales, flexibility will be required in terms of adjusting the programmes to meet cost, programme and deliverability changes.
- 4.6.3 The schemes will be assured through the WYCA framework set up for the West Yorkshire Transport Fund, already approved by the DfT. Progression through this assurance process in a timely manner is necessary in order to avoid delays to overall deliverability.
- 4.6.4 A Programme Board has been established to manage delivery of the Programme with Package Boards responsible for each project. Risks are actively managed through these Boards with due regard given to risk management through project governance. In addition, these Boards have extensive and varied expertise in acting in the assimilation and delivery of such projects

## **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 be a prosperous, liveable and healthy city. Accordingly the £173.5m funding allocated from DfT, added to local funding, creates an opportunity to deliver £270m of improvements to public transport in Leeds in the short to medium term. These will include a transformation of the bus network, plans for new rail stations at key employment growth locations, creation of high-quality city centre gateways, and establishing a strong basis for progression of longer-term plans envisaged within the Leeds Transport Strategy.
- 5.2 The proposals described in this report mark important first steps in implementing several programmes benefitting from LPTIP funding and will make a significant contribution to the quality of life of people living, working and visiting the city, contributing to its on-going growth and economic success.

## **6 Recommendations**

- 6.1 Executive Board is recommended to:
- (i) Note the progress since April 2016 in developing proposals for the relevant projects benefitting from LPTIP funding and the subsequent public consultation responses.

- (ii) Approve the expenditure of £20.7Million, from the existing LPTIP fund, to carry out detailed design and construction of the Headrow Gateway.
- (iii) Approve the expenditure of £0.65m from the existing LPTIP fund to carry out detailed design and construction of the improvements to Harewood junction as part of the A61 North Bus Priority Corridor.
- (iv) Approve the expenditure of and injection into the Capital Programme of £5.6m funded from the West Yorkshire Transport Fund (WYTF) to carry out detailed design and construction of the Infirmary Street and Park Row schemes.
- (v) Subject to ongoing consultation with relevant Executive Members as appropriate, note that the Chief Officer for Highways and Transportation will be responsible for the implementation of the decisions outlined in this report.
- (vi) Note that a separate report will be presented to Executive Board later in the year for approval to the detailed design and cost of the public realm proposals for Cookridge Street and New Briggate.

## **7 Background documents<sup>1</sup>**

7.1 None.

## **8 Appendices**

- 8.1 Appendix A – Equality Impact Screening Assessment for the proposals on the Headrow, Infirmary Street and Park Row.
- 8.2 Appendix B – Equality Impact Screening Assessment for the proposals to improve Harewood junction.
- 8.3 Appendix C – Westgate Proposals
- 8.4 Appendix D – The Headrow from Oxford St to Cookridge St Proposals
- 8.5 Appendix E – Cookridge St Proposals
- 8.6 Appendix F – The Headrow from Park Row to New Briggate Proposals
- 8.7 Appendix G – New Briggate, Vicar Lane and North Street Proposals
- 8.8 Appendix H – The Headrow, New Briggate and Vicar Lane Proposals
- 8.9 Appendix I - Infirmary Street Proposals
- 8.10 Appendix J- Before and After Images

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<sup>1</sup> 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.