

Report of Principal Transport Planner

Report to Chief Officer of Highways & Transportation

Date: 21 May 2019

Subject: Leeds Public Transport Investment Programme (LPTIP); The Headrow (City Centre Gateways)

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|---|---|
| Are specific electoral wards affected? | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| If yes, name(s) of ward(s): Little London & Woodhouse. | |
| 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 type="checkbox"/> Yes <input checked="" 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: | |

1. Summary of main issues

- i) The December 2016 Executive Board agreed the submission of a Strategic Outline Case (SOBC) for the Leeds Public Transport Investment Programme (LPTIP) from DfT for £173.5m for public transport.
- ii) The SOBC and the subsequent Executive Board Report allocated approximately two thirds of the overall allocation towards Bus Infrastructure; Bus Corridors, Bus Park and Ride and City Centre Gateways. These are the Corn Exchange, Infirmary, Woodhouse Lane/Albion Street, and this the first one of those the Headrow.
- iii) The Headrow Gateway is a major route 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.
- iv) Approval is now being sought (after the approval for detailed design and construction at Executive Board on April 17th) from this Report for technical approval of the scheme and approval of the approach being taken with regard to the Parameters Schedule which form the key element of the contractual handover from the Development Partner to the Delivery Partner.

2. Purpose of this report

- i) Funding approval, and approval in principle was successfully obtained for the Headrow Leeds Public Transport Investment Programme at Executive Board on April 17th 2019.
- ii) This Report looks to obtain technical approval for the proposals, as they are handed over from the Development Partner to the Delivery Partner for detailed design and construction.
- iii) The Report also seeks approval of the Parameters Schedule issued by the Development Partner to the Delivery Partner, which highlights those issues which are yet to be resolved. Highways Board is requested to give authority for LP TIP Project Board to approve the resolution to these issues or by exception return to Highways Board.

3. Recommendations

3.1 The Chief Officer, Highways & Transportation is requested to:

- i) Note the Executive Board approval in June 2017 to progress the Headrow City Centre Gateway proposals.
- ii) Note the Executive Board approval on 17th April 2019 to progress the Headrow City Centre Gateway to detailed design and construction;
- iii) Approve the preliminary, of the proposed Headrow City Centre Gateway project to allow progression to detailed design and construction.
- iv) Highways Board is requested to give authority to the Development Partner (WSP in the Technical Assurance Role) and the LPTIP Package Board to approve the resolution to any issues which may emerge from the Parameters Schedule. If there is a significant change in scope or deviation from the Preliminary Design then the new solution may need a Highways Board decision if there is no general acceptance or agreement of the solution across LCC departments.
- v) Expect a further Report containing the Traffic Regulation Orders and further updates on the scheme as a whole as appropriate.

4. Background information

- i) Much of the context and policy background for this project is contained within the Executive Board Report (which is appended to this Report - Appendix 1), and this Report concentrates on the technical highway aspects and contractual elements of the proposals.
- ii) However in brief the December 2016 Executive Board agreed the submission of a Strategic Outline Case for the Leeds Public Transport Investment Programme (LPTIP) to DfT for £173.5m for public transport.
 - 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.

This was also aligned with the objectives of the Leeds Interim Transport Strategy which was also approved in autumn 2016.

- iii) This approach and these objectives were ratified by the Leeds Transport Conversation, which found there was real appetite from the general public to develop such proposals.
- iv) In June 2017 the Executive Board approved £15.3m of expenditure to progress LPTIP schemes, including £2.9m for progressing the City Centre Gateways of which the Headrow is one.
- v) The Outline Business Case for the Headrow was submitted to WYCA in October 2018 and was approved by the WYCA Investment Committee on January 9th 2019
- vi) The scheme has subsequently obtained approval from Leeds City Council's Executive Board for expenditure of £20.7M from the Leeds Public Transport Investment Package, to carry out detailed design and construction of the proposals.
- vii) The Executive Board also contained the approval for the Infirmary Street and Park Row proposals, which will be covered by a subsequent Highways Board Report.

5. Main issues

- 5.1.1 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 streets.

- 5.1.2 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.
- 5.1.3 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 quality 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.
- 5.1.4 The General Arrangement Drawings and the Cross- Sections are contained in Appendix 2 and Appendix 3.
- 5.1.5 The Headrow Gateway seeks to address these issues with the following proposals:-

Bus Priority

- Making Vicar Lane (from the Headrow to North St) two-way for buses (and for some loading traffic), will remove the bottleneck on the Headrow of westbound and eastbound buses turning into New Briggate, and northbound buses (briefly) having to travel west along the Headrow.
- Equally the closure of Cookridge Street at the junction of the Headrow, will allow buses to move far more efficiently and will also provide the opportunity for the re-development of Public Realm enhancements 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.
- The bus stops themselves have not only been 'tracked' using Computer Aided Design, but then the different types of stop layout have been tested at the Elland Road facility, to ensure they work in practice, i.e. that they are long enough and wide enough to allow buses to dock efficiently, and (thereby) not delay other buses behind. As a result of these tests several stops were extended or amended in some way.

- The traffic signals on the Headrow are an assortment of equipment some of which is more than 20 years old. As a result it is very difficult to provide consistent bus priority for the bus services which use and cross the Headrow. New signalling will enable a greater level of priority, while at the same time providing shorter waiting times for pedestrians.
- Replacing Access-Only orders along lengths of the Headrow which are only enforceable by the Police Service, with Bus Only orders which are enforceable by cameras operated by the Leeds City Council Parking Service.
- The time savings and reliability gains have been validated with a series of local junction modelling tests which have been approved by UTMC.
- To illustrate what all these measures will amount to; in the evening peak each on average west-bound bus will save circa 74 seconds, and eastbound buses circa 83 seconds. Northbound buses which only briefly touch on the Headrow will also gain almost a minute.

Public Realm & Materials

- The Headrow scheme facilitates Public Realm improvements to Cookridge Street and New Briggate. Delivery of these elements are in line with the Council's aspirations and 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 .
- The scheme as a whole provides for wider footways utilising high quality materials, which will provide better pedestrian amenity, and also provide an improved setting for the iconic buildings in the Victoria Gardens and Town Hall area.
- The Our Spaces document outlines an approach to materials provision with Platinum, Gold and Silver areas. In conjunction with the Public Realm team, and Highways Asset Management, for the City Centre Gateways Programme this has been refined into primary and secondary areas, where (for the purposes of this scheme) the area around the Town Hall, the Art Galleries and the Grand Quarter are designated primary, while those areas of less heritage significance are designated secondary.
- In the primary areas the running lanes will be a buff-colour with crossings and lay-bys in a contrasting shades of brown. The secondary areas will be a more conventional black surfacing. It is not proposed to introduce block paved crossings anywhere within these proposals.
- The footways will be constructed using a stone paving slabs of natural appearance in the primary areas. In the secondary areas the paving slabs will be buff coloured concrete with a ground surface (smooth but still non-slip) with concrete and exposed aggregate kerbs. The cycle-

way will be constructed using a coloured burnt red, and will be delineated with raised indicator kerbs (15-20mm upstand, sloped on both sides).

- The palette of materials has been agreed with the H&T Asset Management Team, the emphasis is on natural materials which will blend in well with the environment.
- It has been necessary to remove a small number of trees, predominantly in poor condition. However given the increase in footway widths it is envisaged that there will be as significant overall gain in the number of trees, particularly good quality trees likely to thrive on the Headrow. Their precise locations are subject to the detailed Ground Penetrating Radar Survey which will be available imminently. The locations of benches and other green infrastructure will complement those locations, and therefore are also shown as a guide.
- All the bus shelters will be replaced with a discrete, high quality design, which will complement the historic environment, in which the scheme is set.

Cycling

- The scheme includes enhanced cycling facilities in line with the Council's *Cycling Starts Here Strategy*, 'to make the city centre more cycle friendly'.
- In the west of the scheme a bi-directional segregated cycle route on the north side of the Headrow, will bring cyclists to the public transport box at the Cookridge Street /Park Row junction, and then provide high-quality options to the north along Cookridge Street (on to the City Centre Loop), and to the south on Park Row, which facilitates a key-link on the sought after North/South route between the City Station and the Universities.
- The scheme also provides a link off the City Centre Loop into a southbound contra-flow on New Briggate to allow cyclists to reach the Headrow and Briggate.
- The proposals also meet up with the recently implemented City Connect 2 scheme through Park Square and to the west which allows greater cycle connectivity from the original City Connect route all the way through into the northern part of the City Centre.

Hackney Carriages

- Extensive liaison has occurred with the Hackney Carriage trade based on the 'Unmet Demand Survey' which the Council's Licensing section are obliged to produce, and on additional survey commissioned by the Development Partner

which provided coverage in the areas the Unmet Demand survey was not obliged to do.

- The subsequent proposals are based on the evidence gathered in these surveys, and are based on the evidence that some of the existing provision for the Headrow is used for station stacking (the system where a Marshall at the station calls Hackney Cabs in order from around the ranks in the City) as demand in the station dictates.
- Only one Rank has been removed without a direct replacement (which the Trade aren't using) and new ranks are proposed outside the Broadgate development. (Appendix 5).
- After a number of constructive meetings this is likely to lead to a net loss of less than ten spaces on the Headrow, predominantly at the eastern end where a large bay was almost exclusively used for station stacking.
- The Hackney provision is also key to the needs of the Disabled, and although an interim situation has been agreed with the Hackney trade, this will be a subject to a joint meeting also at the extended session on June 18th (see below). Any further amendments are likely to involve changes to the proposed Traffic Regulation Orders rather than any significant changes in the highway lay-out.

Disabled Provision

The proposals for the entire length of the scheme will make the area far more accessible, and all the various elements have been discussed at a number of meetings with the different equality groupings. This will culminate on June 18th, where the Access and Usability Group, (amongst a number of other stakeholders) will review the proposals as it is proposed they will be constructed on the Headrow at a 'mock-up' in the Delivery Partner depot (Appendix 4).

- It is necessary to remove the Blue Badge Parking on the east side of Cookridge Street to create the public realm, however this is replaced by 5 spaces adjacent to it on the south side of St Anne Street, and 5 spaces at the eastern end of South Parade (on the junction of Park Row). Equally 4 spaces are removed on the west side of Vicar Lane at the junction of the Headrow, to facilitate the two way bus operation. This is replaced with four on the east side of Edward Street. One space will be removed on the eastern end of the length of blue badge parking on Mark Lane to facilitate delivery vehicle turning movements and safe pedestrian crossing movements. There will be a net increase in blue badge parking as a result of the scheme.
- Nearly all these measures require the removal of Pay and Display Parking. The Parking Manger has attended the Technical Group, which has developed these proposals and has also planned for the loss of revenue in the revenue projections for future years.

General Traffic Restrictions

- The proposals rely on more effective enforcement of existing restrictions, rather than creating new restrictions. This is achieved by converting a number of Access Only Orders (which can only be enforced by a Police officer), into Bus Only Orders which are enforceable by camera, by Leeds City Council. However there are a number of new turning restrictions to facilitate bus priority. Appendix 6 demonstrates these changes.
- This is likely to particularly effect the Private Hire trade, who utilise the absence of enforcement cameras to gain direct access to the Headrow. They will however be able to access Albion Street and parts of Vicar Lane, when all the restrictions are in operation, and the Headrow itself outside the controlled hours. The hours of operation will be covered by a subsequent report which will cover the Traffic Regulation Orders in more detail.
- Some additional restrictions will be introduced particularly eastbound on the Headrow to provide both bus priority and to create a better setting for the Town Hall/Victoria Gardens area. There are some new westbound restrictions to ensure bus priority along the most constrained section westbound (Appendix 6).
- General access will be maintained to all public and private car parks, and at specified times for loading and servicing of businesses.
- Further work is required on the detail of these proposals and the hours of operation of any restrictions, before the Traffic Regulation Order report is presented to Highways Board.

The District Heating Proposals

- The second phase of the District Heating Network (DHN) is proposed to be laid along the length of the Headrow and was also approved at the April Executive Board. 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 should be able to tailor their programme to ensure the most convenient schedule is achieved. The Delivery partners on both schemes are now working closely together.

5.2 Residual Issues.

- 5.2.1 The Parameters Schedule (Appendix 7) has been developed together by the Development Partner, the Delivery Partner and LCC during the completion of the Preliminary Design; Together these documents identify those areas in the design which have not been completed at the Preliminary Design stage, and highlights those specific issues which are to be resolved during Detailed Design. The Parameters Schedule explains the future requirements for Client

approvals and who is needed to help resolve the issue and agree the scope of work during Detailed Design.

- 5.2.2 Traffic Regulation Orders will be brought to Highways Board during Detailed Design for approval, all the other Preliminary Design scope of work listed in the Parameters Schedule has already been approved by LCC. During Detailed Design unless there is a significant deviation from the ethos of Preliminary Design then no further approval from Highways Board is needed. If there is a significant change in scope or deviation from the Preliminary Design then the new solution may need a Highways Board decision if there is no general acceptance or agreement of the solution across LCC departments.

6. Consultation and engagement

- 6.1.1 The programme as a whole and these proposals have been subject to the significant (and commended) Connecting Leeds consultation process. The initial Headrow proposals were an element of the Phase 1 consultation in summer 2018, and received overwhelming support.
- 6.1.2 Ward Members were sent an outline summary of the proposals, and then offered a meeting with the Project Team, which was subsequently set up. However in the event Ward Members were unable to attend, and a further briefing was sent along with an invitation to attend the Stakeholder drop in event held on the 20th March at Leeds Art Gallery. Ward members have been invited for further briefings, and to the AUAG event on June 18th.
- 6.1.3 The second phase of consultation for the Headrow Gateway (in tandem with the consultation for Infirmary Street and Park Row) ran from the 11th March through to 12th April, with a Stakeholder drop in event held on the 20th March at Leeds Art Gallery.
- 6.1.4 Key stakeholders were identified and around 100 businesses along the Headrow and Infirmary Street have been consulted. Initial feedback has been very positive. Further consultation is being undertaken with smaller businesses and concerns, regarding both the finished scheme and the arrangements during construction.
- 6.1.5 The Hackney Carriage proposals have been refined through a series of meetings with the Hackney Trade between January and April. The Current proposals are the product of these meetings, but will be subject to further discussion at a joint meeting held with the Access and Use-Ability Group (AUAG) on June 18th. A further follow-up meeting is scheduled to ensure that the proposals meet the needs of both groups.
- 6.1.6 The Private Hire trade have been engaged with at two separate meetings, on March 27th and March 28th, one with the Operators and one with the Drivers. They were made aware of the ramifications the proposals would have on their

operations. It is intended to address both groups again, as part of the consultation on the detail of the Traffic Regulation Orders.

- 6.1.7 The proposals have been continually reviewed and amended by a technical group comprising of key members of Highways & Transportation, City Centre Management and Regeneration.

7. Equality and diversity / cohesion and integration (ECDI)

- 7.1 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.
- 7.2 More direct engagement continues with the AUAG. Currently Officers have briefed the Group twice, and there will be a further all day meeting on June 18th, and it envisaged a further meeting will occur to agree the specifics from the all-day session. Thereafter subsequent briefings will be held, as the detail concerning Traffic Regulation orders emerge.
- 7.3 An (ECDI) 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 (Appendix 8).
- 7.4 An individual Equality Screening form has been completed for the Headrow Gateway to ensure due regard to equality issues and is included here. (Appendix 9).

8. Council Policies and Best Council Plan

- 8.1 The anticipated benefits of the Headrow Gateway proposals will contribute to the vision of Leeds being 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)
- 8.2 The LPTIP-funded projects will also contribute to the objectives of the Local Development Framework, Leeds Core Strategy, the WYCA Transport Strategy, and Strategic Economic Plan.

Climate Emergency

8.3 After the council's declaration of a climate emergency in March 2019, the proposals contained in this Report, will assist the Council in meeting its obligations in the following specific ways:-

- Significantly improve the bus experience, making bus journeys quicker, more reliable and more comfortable
- Improve the pedestrian offer with wider footways and better placed more direct crossings
- Improve the cycle offer with segregated facilities into the heart of the City Centre
- Significantly improving the number and the quality of trees
- Re-utilise high quality heritage materials as far as possible.

9. Resources and value for money

9.1 Funding approval has been obtained for the scheme from the Executive Board in April 2019, and approval of the technical details has been delegated to the Chief Highways Officer for approval through this report.

9.2 It is likely that the loss of Pay and Display parking bays will result in a loss of revenue of over £125,000 per annum, which the Parking Manager has been able to highlight in future year budget estimates. This will be offset by the expansion of the Bus Lane enforcement programme, both in the City Centre Gateway area, and on Bus Priority Corridors elsewhere in the LP TIP Programme.

10. Legal implications, access to information, and call-in

i) This report is not eligible for call-in, as it does not require a decision to be made on the spending of LCC funds. There are no specific legal implications arising from this report. Subsequent reports will deal with Traffic Regulation Orders, and other matters which may need to return to Highways Board.

11. Risk management

i) The schemes will be assured through the WYCA framework set up for the West Yorkshire Transport Fund, already approved by the Department for Transport. Progression through this assurance process in a timely manner is necessary in order to avoid delays to the overall programme delivery.

ii) A Programme Board has been established to manage delivery of the Programme with Package Boards responsible for each package. Risks are actively managed through these Boards.

iii) Co-ordination with the District Heating Network remains the key risk within the delivery of the scheme, and close co-ordination between the 2 delivery teams remains a key priority.

- iv) Currently it is envisaged that the scheme will plant a significant number of new trees. If the information from the Statutory Undertakers, is such that this proves difficult, then it may be difficult to justify the worth of the scheme given the Council's recently declared Climate Emergency. It may be necessary to propose moving possibly costly Statutory Undertakers equipment to ensure that the scheme does deliver sufficient green infrastructure.

12. Conclusions

- i) The proposals described in this report represent a key element of the LPTIP and will make a significant contribution to the attainment of the LPTIP targets of doubling bus patronage while increasing the quality of life of people living, working and visiting the city and contribute to its on-going growth and economic success.

13. Recommendations

13.1 The Chief Officer, Highways & Transportation is requested to:

- i) Note the Executive Board approval in June 2017 to progress the Headrow City Centre Gateway proposals.
- ii) Note the Executive Board approval on 17th April 2019 to progress the Headrow City Centre Gateway to detailed design and construction;
- iii) Approve the preliminary design as submitted, of the proposed Headrow City Centre Gateway project to allow progression to detailed design and construction.
- iv) Highways Board is requested to give authority to the Development Partner (WSP in the Technical Assurance Role) and the LPTIP Package Board to approve the resolution to any issues which may emerge from the Parameters Schedule. If there is a significant change in scope or deviation from the Preliminary Design then the new solution may need a Highways Board decision if there is no general acceptance or agreement of the solution across LCC departments.
- v) Expect a further Report containing the Traffic Regulation Orders and further updates on the scheme as a whole as appropriate.

14. Appendices

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| Appendix 1 | Executive Board Report |
| Appendix 2 | General Arrangement Drawings |
| Appendix 3 | Cross Sections |
| Appendix 4 | Public Realm Palette |
| Appendix 5 | Licensed Hackney Trade Proposals |
| Appendix 6 | General Traffic Restrictions |
| Appendix 7 | Parameters Schedule. |
| Appendix 8 | LPTIP Report Appendix A |

