

**Report of Principal Engineer (Civil Engineering)**  
**Report to Chief Officer, Highways and Transportation**  
**Date: 2 July 2019**  
**Subject: Outer Ring Road Cycle Superhighway – Procurement**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Alwoodley, Moortown, Roundhay, Harewood and Cross Gates and Whinmoor	
Has consultation been carried out?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Will the decision be open 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**

**1. Main issues**

- As part of the ambition to develop cycle infrastructure Leeds City Council seek to deliver a 4.8 km fully segregated off-road cycle route on the Leeds Outer Ring Road from the new junction created by the East Leeds Orbital Route (ELOR) at Red Hall to King Lane in Alwoodley (one of the Advanced Junctions for the ELOR project). The route will provide a link from the new East Leeds Extension (ELE - estimated 5000 new dwellings) housing development into existing residential areas of North East Leeds and areas of employment and services. This would provide a sustainable link between the new and existing communities adjacent to the Ring Road and increase connectivity in North East Leeds, and form the first part of the aspirational Outer Ring Road (ORR) cycle superhighway.
- Leeds City Council has been successful in securing funding of £3,200,000 for the scheme from the Department for Transport's (DfT's) National Productivity Investment Fund (NPIF). Initial consultation and assessment work has been completed and design work is underway within LCC. The project will help meet objectives of the Leeds Inclusive Growth Strategy, the Cycling Starts Here strategy and the West Yorkshire Transport Strategy 2040.
- The report seeks approval to procure the construction of the project through the Scape Civil Engineering and infrastructure framework.

## **2. Best Council Plan Implications** (click [here](#) for the latest version of the Best Council Plan)

The scheme contributes positively to the key areas of the Inclusive Growth, Health and Wellbeing, and Sustainable Infrastructure strategies as set down in the Best Council Plan by helping support healthier, active lifestyles, reduce inequalities in terms of access, health and road traffic collisions, and improving air quality by facilitating sustainable forms of travel.

## **3. Resource Implications**

- Reduced risk of Contractor conflict between proposed and existing works on the Outer Ring Road which would, in turn, reduce the likelihood of incurring stand down costs associated with such conflict.
- Savings on preliminary costs as the scheme can access existing site management resources and facilities.
- Access to existing site management resources minimises the need for additional Leeds City Council resources to supervise site operations associated with this scheme.

## **4. Recommendations**

The Chief Officer Highways and Transportation, is requested to:

- i) approve the procurement of the Leeds ORR Cycle Superhighway via the Scape Civil Engineering and Infrastructure framework.

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

- 1.1 The purpose of this report is to seek approval to procure the construction of the Leeds Outer Ring Road (ORR) Cycle Superhighway via the Scape Civil Engineering and Infrastructure framework.

### **2. Background information**

- 2.1 The provision of segregated cycle facilities along the A6120 ORR from east to west is a longstanding aspiration of Leeds City Council, reflected in the Cycling Starts Here strategy, the Cycle City Ambition (CC) and the proposed Core Cycle Network, approved by the Executive Board in 2017. Currently the Ring Road is a barrier to sustainable modes of transport and travel. The speed and volume of traffic and intermittent footways and infrequent formal crossings make its environment unsuitable to walking and cycling, with the congestion negatively affecting the viability of orbital bus services.
- 2.2 In 2017, Leeds City Council submitted a successful bid to the DfT's NPIF. The fund was established by the DfT to provide solutions to known congestion issues, without simply providing additional road space. Leeds City Council's submission was for the provision of a safe, segregated cycle track, built to a 'superhighway' standard, on the ORR, starting at King Lane and tying-in at Red Hall (with walking and cycling facilities provided as part of ELOR at this location).
- 2.3 The scheme is designed to integrate with existing and future cycling facilities, including excellent cycle provision on the new ELOR road (which has embraced "Living Streets" principles), with the radial routes linking into Leeds City Centre, and

the enhanced cycling facilities which will be provided by the Leeds Public Transport Investment Programme. At the major Ring Road junctions (King Lane, Harrogate Road, Shadwell Lane and Roundhay Park Lane), the scheme will utilise the cycling provision which has been designed for the key junctions as part of the ELOR Advanced Junction Improvements project. Construction on these key junctions is presently underway.

- 2.4 A report to the Executive Board entitled Outer Ring Road Cycle Superhighway Design and Cost Report was approved on Wednesday 21 November 2018. This report included approval for the invitation of tenders and, subject to the tender sums being within the tendered budget, approval and authorisation be given for the award of the contract to undertake construction of the scheme.

### **3. Main issues**

- 3.1 The Scape framework is a (national) competitively tendered framework contract with a single supplier. The framework is fully compliant with UK and EU procurement regulations and provides instant access to a well-proven delivery team. Leeds City Council has previously successfully employed the Scape framework to carry out work on its housing stock.
- 3.2 There are a number of considerations (listed between 3.1.2 and 3.1.6) that rationalise the procurement of construction of the Leeds ORR Cycle Superhighway through the Scape Civil Engineering and infrastructure framework.
- 3.3 A direct appointment would avoid the conflict of two contractors working within the same corridor – Network resilience issues associated with two separate co-ordinations and clashes at tie in points. In addition, the upcoming LPTIP A61 corridor works will also be constructed in the area adding greater complexity to co-ordination between potentially three separate contractors all with potentially conflicting aims working on the same site. Contractually this would likely be untenable due to interface and interdependency risks. There is also the risk of the various contractor's safety responsibilities being blurred.
- 3.4 In addition, savings on preliminary costs affording greater value for money to the Council as there are sites and teams already set up in the area working on ELOR advanced junctions and on main ELOR and these cost savings have the potential to be shared between the projects.
- 3.5 Acceleration of programme - Timescales for delivery of the construction (end of the 2019/2020 financial year) means traditional tendering procurement process reduces construction timescale resulting in risk to LCC if funding (fully funded from Government) is cut and construction is not yet complete. In addition given the conflicts of having more than one contractor working on the corridor the construction process could be subject to further delay.
- 3.6 Scape Group is a public sector partnership that offers a suite of fully managed frameworks that are available to any public body in the United Kingdom. The Scape Civil Engineering and Infrastructure Framework is structured to ensure complete legal transparency and full collaboration between all parties involved in scheme development and construction. Leeds City Council have access to this framework.
- 3.7 The Scape Civil Engineering framework suite is fully performance managed and operates in full compliance of UK, EU and Scottish procurement regulations. The client is free to award elements of the whole contract and commitment is phased through planned stages/milestones within the overall scheme duration. With no commitment beyond any live stages.

3.8 Efficiencies can be made by working together as a collaborative team from the outset. Time efficiency being afforded major benefits by avoiding the need for the more time consuming procurement methods for a scheme of this nature.

#### **4. Corporate considerations**

##### **4.1 Consultation and engagement**

4.1.1 Consultation and engagement is covered in the report to the Executive Board dated 21 November 2018.

##### **4.2 Equality and diversity / cohesion and integration**

4.2.1 An EDCI screening was prepared and is covered as part of the Executive Board report dated 21 November 2018.

##### **4.3 Council policies and the Best Council Plan**

4.3.1 The scheme supports the aspirations of the Leeds Transport Vision, namely;

- *Prosperous Leeds – A transport system for Leeds that facilitates a prosperous, sustainable economy for the City, the City Region, the North, cementing our long-term economic competitiveness both nationally and internationally.*
- *Liveable Leeds – A transport system which helps Leeds to be a great place to live and work for everyone.*
- *Healthy Leeds – A transport system that has a positive effect on people's health and wellbeing and raises health standards across the city through the promotion of walking and cycling and the reduction of air pollution.*
- *Sustainable Leeds – A transport system that does not harm the environment and will specifically reduce the impacts of air and noise pollution, greenhouse gas emissions and energy consumption.*

4.3.2 It also contributes positively to the key areas of the Inclusive Growth, Health and Wellbeing, and Sustainable Infrastructure Strategies as set down in the Best Council Plan by helping support healthier, active lifestyles, reduce inequalities in terms of access, health and road traffic collisions, and improving air quality by facilitating sustainable forms of travel.

##### Climate Emergency

4.3.3 By improving facilities for cyclists along the ORR, it is anticipated that the scheme will encourage modal shift from private car to cycling. This is expected to result in a reduction in greenhouse gas emissions. The anticipated reduction in car usage will also have a beneficial impact on air quality.

4.3.4 There will be some unavoidable negative effects during construction, such as embedded carbon involved with materials, construction traffic etc. Leeds City Council will work with the Contractor to explore opportunities to reduce carbon emissions and will advise on this and the details of any measures they take to minimise carbon emissions, including effectively managing waste and transporting plant and goods through recycling of materials.

#### **4.4 Resources, procurement and value for money**

4.4.1 The cost of this work is covered in the report to the Executive Board dated 21 November 2018, capital scheme 32944.

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

4.5.1 Nothing contained in this report, or attached appendices, is deemed confidential. The proposals contained in this report are eligible for call in.

4.5.2 Procurement advice has been sought to ensure that there is an acceptable level risk of challenge by procuring these works through the Scape Civil Engineering and Infrastructure framework.

4.5.3 The use of the Scape framework is fully compliant with Leeds City Council's procurement regulations.

#### **4.6 Risk management**

4.6.1 It is considered that there should be little risk of legal challenge to this method of procurement.

### **5. Conclusions**

5.1 Given the risks of not awarding through the Scape Civil Engineering and Infrastructure framework it is felt that this procurement route is the most efficient and cost effective way to construct the works within the timescales dictated by the funding package, i.e., to commence work on site during the current financial year.

### **6. Recommendations**

6.1 The Chief Officer Highways and Transportation, is requested to:

- i) approve the procurement of the Leeds ORR Cycle Superhighway via the Scape Civil Engineering and Infrastructure framework.

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

7.1 None.

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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.