



## Report of LPTIP Programme Manager

Report to: Chief Officer of Highways & Transportation

Date: 30 July 2019

Subject: Leeds Public Transport Investment Programme (LPTIP); A58 Bus Priority Corridor – York Street, City Centre element

Capital Scheme Number: 32771 / WET / 000

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If yes, name(s) of ward(s): Little London & Woodhouse		
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 checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Will the decision be open 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:		

## Summary

### 1. Main issues

- The A58 Bus Priority Corridor scheme forms part of the Leeds Public Transport Investment Programme (LPTIP), and comprises bus priority measures between Oakwood and the city centre boundary. A number of 'Early Interventions' within the LPTIP programme have been identified including the York Street (city centre) section of the A58 corridor. The design has therefore been accelerated for delivery before the rest of the corridor.
- York Street is serviced by over 50 buses per hour and provides a key link to the bus station, Corn Exchange and Eastgate for buses from the east and northeast of the city. Buses are frequently delayed by queuing traffic and waiting for other buses to alight passengers. The proposals to provide an inbound bus lane and increase available space for bus alighting are expected to save up to 60 seconds per bus at peak times.
- Approval to progress the A58 Bus Priority Corridor to Outline Business Case was granted at the June 2017 Executive Board.
- Approval for the expenditure of funding from LPTIP for the detail design and construction of the Early Interventions package was granted at the July 2018 Executive Board.

- Highways Board is requested to approve the detailed design of the York Street proposals.

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

- 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 21st-Century Infrastructure and Health & Wellbeing in:
  - i. Improving transport connections, safety, reliability and affordability;
  - ii. Improving air quality, reducing noise and emissions;
  - iii. Supporting healthy, physically active lifestyles.
- These support the outcomes we want for everyone in Leeds to:
  - i. Move around a well-planned city easily;
  - ii. Enjoy happy, healthy, active lives.

## **3. Resource Implications**

- Resources are in place within Highways & Transportation to manage the delivery of this scheme.
- Delivery of the scheme is to be procured through the Highway Works Term Contract (HWTC). It is proposed to use HWTC rather than the LPTIP Delivery Partner due to the interface with the City Connect 2 works on York Street which have been implemented by the HWTC contractor.
- The scheme is not anticipated to have significant implications for LCC resources post-construction.

## **Recommendations**

The Chief Officer, Highways and Transportation is recommended to:

- a) Note the Executive Board approval in June 2017 to progress the A58 Bus Priority Corridor to Outline Business Case;
- b) Note the Executive Board approval in July 2018 to progress the A58 York Street works element to detail design and construction;
- c) Approve the detailed design of the proposed York Street Bus Priority scheme.
- d) Request the City Solicitor to advertise draft Traffic Regulation Orders required to implement the York Street Bus Priority scheme, and if no valid objections are received, to make, seal and implement the Orders as advertised.

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

- 1.1 To seek approval for the detailed design of the LPTIP York Street Bus Priority scheme.

### **2. Background information**

- 2.1 In June 2017 the Executive Board approved £15.3m of expenditure to progress LPTIP, including progressing the Oakwood to Leeds A58 Bus Priority Corridor scheme to Outline Business Case.

- 2.2 The Outline Business Case for the A58 Bus Priority Corridor scheme is to be submitted to the WYCA in August 2019. The York Street scheme is being taken forward as an Early Intervention prior to funding approval.
- 2.3 Approval for the expenditure of funding from LPTIP for the detail design and construction of the Early Interventions package was granted at the July 2018 Executive Board (see relevant Executive Board report in Background Documents).

### **3. Main issues**

- 3.1 York Street is located in the city centre fringe and links Marsh Lane to Kirkgate Market being bisected by Duke Street (A61). The LPTIP works apply only to the eastern section between Duke Street and Marsh Lane.
- 3.2 The LPTIP scheme on York Street has a direct interface with the City Connect 2 (CC2) cycle scheme, the original design of which has been amended to better cater for bus provision. The specific LPTIP interventions on York Street are
- Significant extension to the 'floating' bus stop island to allow multiple buses to alight at the same time
  - Restriction of the western end of York Street to bus and access only in the inbound direction
- 3.3 The LPTIP scheme contractor will also implement various CC2 infrastructure such as a two-way segregated cycle track on York Street, resurfacing of St Cecilia Street, completion of the pedestrian crossing and one-way operation of St Peter's Square. These elements will be funded via a contribution from the CC2 scheme.
- 3.4 The scheme interfaces with the following projects
- City Connect 2 – two-way cycle lane has partially been constructed on York Street
  - District Heating – these works are now complete, but have had an impact on road closures and local frontagers
  - Corn Exchange gateway & bus station proposals– there no direct physical interfaces, but changes to traffic flow routing and reassignments overlap
  - Various local development including Quarry Hill / Yorkshire Playhouse
- 3.5 York Street is currently served by over 50 buses per hour in both directions.
- 3.6 The issues affecting York Street at present are as follows:
- York Street is currently signed from Marsh Lane as the route to the markets, bus station and rail station. Traffic surveys show that up to 400 vehicles per hour are turning left at the end of York Street towards the Loop.
  - The level of through movements on York Street has a detrimental impact on the large number of bus movements. These buses are frequently delayed getting into the bus stop area and then at queues on the approach to the junction with Duke Street. These are buses near the end of their journeys into the city centre and therefore carrying significant numbers of passengers – the buses are carrying significantly more people than the private vehicles using York Street.
  - The majority of private vehicles using York Street are not directly accessing the local area, but are passing through to access the Loop, bus station and markets area. Alternative routes via Marsh Lane, East Street and Kirkgate are available.

3.7 The scheme is anticipated to have the following benefits:

- These interventions will reduce bus journey times by up to a minute with around 50 buses per hour in each direction benefiting from the proposals. This represents a significant total time saving given the bus frequencies and high occupancies.
- The interventions will provide easier and safer access to bus stops from local destinations in an area of the city centre subject to significant development and growth. The area is key for visitors to the city centre as well as commuters, due the cluster of cultural and education buildings (Northern Ballet, Yorkshire Playhouse, BBC, College of Music etc)
- A renewal in street furniture and surfacing materials with improved quality materials.
- Significant reduction in through traffic flow on an important gateway to the city centre and cultural offering
- Completion of the CC2 works linking two key cycle routes

3.8 The first phase of public engagement for the A58 Bus Priority Corridor took place in Spring 2018. Subsequent stakeholder focused engagement has taken place for York Street. The section has also been covered by CC2 consultation.

3.9 The majority of the scheme will be undertaken within the highway boundary. However, a section of St Cecilia Street which requires resurfacing, is not within the adopted highway. A Section 228 process has been instigated.

3.10 A Stage 2 Road Safety Audit was undertaken for this scheme in June 2019 by Leeds City Council. The project team are currently working through the results of the audit, with no fundamental issues impacting the scheme design having been identified. The Designer's response and updated plans will be issued to LCC for approval prior to works commencing on site.

3.11 A new Traffic Regulation Order (TRO) will be required for the implementation of the York Street scheme. In order to protect the programme from delays, it is necessary to place the advertisements for the TROs in the near future. It should be noted that a partially sealed Order exists for the CC2 works in this area which includes a number of TROs on York Street, St Cecilia Street and St Peter's Square. Those CC2 TROs not yet sealed and implemented will be done as part of the LPTIP works. The additional TRO/s (requiring advertisement) will broadly consist of:

- 24-hour bus lane on York Street (westbound) between Brick Street and Duke Street. Access will be restricted to buses and authorised users only. (the lengths affected are shown on the GA drawing appended to this report)

3.12 A planning application for change of use and two storey side extension to form hostel and ground floor café has been submitted for 76 York Street (19/03515/FU), with the decision pending. The application maintains the existing access to the site which would be for servicing only; there is no parking proposed on site. The existing point has been taken into account in the CC2 and LPTIP design drawings with a dropped kerb to be provided for vehicles to cross the footway and cycleway.

3.13 No further approval will be sought from Highways Board during construction Design, unless there is a significant deviation from the Detailed Design. If there is a significant change in scope or deviation from the Detailed Design then the new solution may need to be presented to Highways Board for approval if there is no general acceptance or agreement of the solution across LCC departments.

## **4. Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 The first phase of public engagement for the A58 Bus Priority Corridor took place in Spring 2018. 42 respondents provided feedback on Commonplace for this location
- 29% viewed the proposal negatively
  - 71% considered the proposal as positive or neutral
- 4.1.2 The responses were considered as the designs were progressed during the remainder of 2018, with proposals amended in response to the issues raised where appropriate.
- 4.1.3 Site meetings have been held in May 2019 with
- The Big Issue (tenants in the St Anne's building)
  - St Anne's Centre
  - Oblong Furniture
- 4.1.4 These frontagers all raised concerns regarding the extended construction times for CC2 and District Heating, and now for LPTIP. The consensus was that the works should be completed as soon as possible. The St Anne's Centre wanted to understand how access would be provided for staff to park on their frontage to York Street and how cash collections via secure vehicles would be made. The process of exemptions within the TRO and camera enforcement was explained.
- 4.1.5 Engagement with elected Members began as part of the Leeds Transport Conversation in 2016, and has continued through the development of proposals for the A58 Corridor. The General Arrangement drawings and scheme summary have been issued to local Ward Members on 19/07/2019.
- 4.1.6 Engagement with the former Executive Member with responsibility for regeneration, transport and planning has been undertaken throughout the development of this scheme. The Executive Member was supportive of the scheme.
- 4.1.7 Approval for the expenditure of funding from LPTIP for the detail design and construction of this scheme was granted at the July 2018 Executive Board.
- 4.1.8 The proposals for the A58 York Street scheme were shared with the relevant bus operators (First) at various LPTIP reviews. The General Arrangement drawings and scheme summary have been issued to bus operators on 19/07/2019. Previous discussions with the operators have indicated a high level of support for the proposals on York Street.
- 4.1.9 The detailed designs for the A58 York Street proposals were shared with West Yorkshire Police, Ambulance and Fire & Rescue Services on 19/07/2019. No response has been received at the time of writing.

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

4.2.1 An Equality, Diversity, Cohesion and Integration Screening has been undertaken for the Early Intervention scheme (as part of the July 2018 Executive Board report) and confirmed that a full impact assessment is not required. The screening is included in the Background Documents, and found that:

- The proposed new bus lanes and other bus priority measures will promote sustainable travel, and will particularly benefit those groups with higher bus patronage, such as women, disabled people, young people and the elderly.
- Improvements to existing pedestrian and cycle crossing facilities, as well as cycle lane extensions, will improve safety and accessibility, and will encourage active and sustainable travel.

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

4.3.1 The proposed scheme fits within the Best Council Plan strategic aims to promote sustainable and inclusive economic growth by improving the economic wellbeing of local people and businesses and the 2018/19 Best Council Plan priorities on 'Low carbon' and 'Transport and infrastructure'.

4.3.2 The anticipated benefits of using the £183.3m LPTIP to create improvements to the Leeds transport network consist of contributions to the vision for Leeds 2030 to be the best city in the UK, and to the following best Council Priorities:

- Inclusive Growth (Supporting growth and investment helping everyone benefit from the economy to their full potential)
- 21st Century Infrastructure (Improving transport connections, safety, reliability and affordability)
- Child-friendly city (Supporting all children and young people to reach their potential).

4.3.3 The strategy also contributes to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport Plan 3, WYCA Transport Strategy, and Strategic Economic Plan.

### Climate Emergency

4.3.4 By delivering a reduction in bus journey times, and improved journey time reliability, the A58 York Street scheme is expected to generate modal shift from private car to bus. This will result in a reduction in greenhouse gas emissions as journeys are transferred to less polluting modes. The impact of the localised scheme will be amplified by the corridor approach on the A58, and citywide LPTIP schemes.

4.3.5 Bus operators are investing in new bus fleets, as part of the LPTIP proposals, with more efficient engines and reduced emissions. High quality interiors with improved passenger comfort and real time information will further make bus journeys on this corridor more attractive.

4.3.6 The LPTIP proposals build upon the new cycle and pedestrian infrastructure in the area, again this is expected to generate modal shift from private car to cycling.

4.3.7 With the expected growth in the Leeds economy and tens of thousands of new houses, a good number of these to the east and north of Leeds, additional people moving capacity must be created on the city's highway network. Buses offer a cost efficient and quick means to provide this extra capacity. Well-designed bus priority schemes offer the potential for significant journey time savings and reliability improvements with minimal impact on other road users

- 4.3.8 Continued reliance on car trips at the same rates as present will only generate more congestion, more emissions and reduce air quality. Providing capacity increases for general traffic within the main urban area of Leeds is not feasible or desirable due to land, environmental and social impacts. Advances in signal technology can maximum the efficiency of the existing network, especially when enhanced priority is provided for buses.
- 4.3.9 The York Street scheme as a 'stand-alone' scheme offers real improvements for users of the buses on this corridor. As part of a full LPTIP package it contributes to a step-change in the city's public transport offer and move towards the aim of a carbon neutral city by 2030.

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

- 4.4.1 The funding required to implement this scheme is to be allocated from the Leeds Public Transport Investment Programme which currently stands at £183.3m from contributions from the DfT (£173.5m), LCC (£8.8m) and WYCA (£0.97m). The York Street scheme is being taken forward as an Early Intervention with the Outline Business Case for the scheme for the corridor due to be submitted on 23 August 2019.
- 4.4.2 The anticipated final cost of the A58 York Street scheme is £580k.
- 4.4.3 The A58 York Street scheme will be funded entirely via LPTIP funding, although Leeds will have to provide the funding upfront until the corridor Full Business Case is approved in early 2020. The spend will occur in 2019/20.
- 4.4.4 In July 2018, the Executive Board approved the expenditure of LPTIP funding to carry out detailed design and construction of this scheme.
- 4.4.5 Resources are in place within Highways & Transportation to manage the delivery of this scheme.
- 4.4.6 Delivery of the scheme is to be undertaken by Colas via the Highway Term Contract, with LCC / WSP providing design, assurance and site supervision roles.
- 4.4.7 The scheme is not anticipated to have significant implications for LCC resources post-construction.

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

- 4.5.1 This report is not eligible for call-in, as it relates only to the approval of detailed design. Approval to carry out detailed design and construction of this scheme, and to expend the necessary LPTIP funding, was granted by the Executive Board in July 2018.
- 4.5.2 Subsequent reports will address any other matters which may require a return to Highways Board for approval.

#### **4.6 Programme**

- 4.6.1 The City Connect 2 works on York Street have recently been completed (mid July 2019). A partial road closure remains in place with an expectation that the HWTC will be on site by the end of August 2019. The works would then be completed before the end of the year.

## **4.7 Risk management**

- 4.7.1 The LPTIP serves to make progress towards the Leeds Long Term Transport Vision and Keeping the city moving. If the programme is not implemented, Leeds will not be able to develop in the way articulated above. Given the timescales available to assemble the high-level programme, there will need to be some flexibility to adjust the programme to meet cost, programme and deliverability changes.
- 4.7.2 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.
- 4.7.3 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.

## **5. Conclusions**

- 5.1 The proposals described in this report represent an important part of the A58 bus improvement corridor and wider LPTIP works and will make a significant contribution to the quality of life of people living in, working in and visiting the city and contribute to its on-going growth and economic success. Over 50 buses per hour will benefit from the proposals, delivering faster and more reliable journeys for bus passengers.

## **6. Recommendations**

- 6.1 The Chief Officer, Highways and Transportation is recommended to:
  - i) Note the Executive Board approval in June 2017 to progress the A58 Bus Priority Corridor to Outline Business Case;
  - ii) Note the Executive Board approval in July 2018 to progress the A58 York Street works element to detail design and construction;
  - iii) Approve the detailed design of the proposed York Street Bus Priority scheme.
  - iv) Request the City Solicitor to advertise draft Traffic Regulation Orders required to implement the York Street Bus Priority scheme, and if no valid objections are received, to make, seal and implement the Orders as advertised.

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

- 7.1 LPTIP A58 York Street General Arrangement and TRO Drawings
- 7.2 LPTIP Executive Board Report July 2018 (inc EqIA Screening)

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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.