

Report of: LPTIP Programme Manager

Report to: Chief Officer of Highways & Transportation

Date: 16 July 2019

Subject: Leeds Public Transport Investment Programme (LPTIP); A660 Holt Lane Signalisation Scheme

Capital Scheme Number: 32771 / OTL / 000

Are specific electoral wards affected? If yes, name(s) of ward(s): Adel & Wharfedale	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
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? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary

1. Main issues

- The Holt Lane Signalisation Scheme forms part of the Leeds Public Transport Investment Programme (LPTIP), and comprises the signalisation of the junction of Holt Lane and Otley Road, including the provision of new signalised pedestrian crossings at the junction.
- The proposed scheme is planned to improve bus journey times and reliability, and to improve pedestrian facilities at the junction.
- Approval for the expenditure of funding from LPTIP for the detail design and construction of the Holt Lane Signalisation scheme was granted at the July 2018 Executive Board.

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. The project is being delivered by a delivery partner (BAM+Mott MacDonald), who were procured via a corporate procurement exercise undertaken in 2018.
- The scheme is not anticipated to have significant implications for LCC resources post-construction.

Recommendations

The Chief Officer (Highways and Transportation) is requested to:

- a) Note the Executive Board approval in July 2018 to progress the Holt Lane Signalisation scheme to detail design and construction;
- b) Approve the preliminary design of the proposed Holt Lane Signalisation scheme.
- c) Request the City Solicitor to advertise draft Traffic Regulation Orders to support the Holt Lane Signalisation scheme, and if no valid objections are received, to make, seal and implement the Orders as advertised. The Traffic Regulation Orders are described in the Summary TRO Plan and Summary TRO Schedule included in Background Documents 7.3 and 7.4, respectively.

1. Purpose of this report

- 1.1 To seek approval for the preliminary design of the Holt Lane Signalisation scheme.

2. Background information

- 2.1 In June 2017 the Executive Board approved £15.3m of expenditure to progress LPTIP, including progressing the A660 Bus Priority Corridor project. The Holt Lane Signalisation Scheme forms part of the LPTIP A660 Bus Priority Corridor project.
- 2.2 Approval for the expenditure of funding from LPTIP for the detail design and construction of a number of early intervention schemes identified on the five LPTIP Bus Priority Corridor projects was granted at the July 2018 Executive Board. This included the Holt Lane Signalisation scheme.

3. Main issues

- 3.1 The Holt Lane Signalisation scheme consists of the signalisation of the junction of Holt Lane with Otley Road, including the provision of signalised pedestrian crossings on all three arms of the junction.
- 3.2 The issues affecting the Holt Lane junction at present are as follows:

- Buses experience delays turning right out of Holt Lane onto the A660, with the A660 being generally free flowing at this location throughout the day;
- There is poor visibility for vehicles turning right out of Holt Lane;
- There are no signalised pedestrian crossing facilities at the Holt Lane junction;

- 3.3 The Holt Lane Signalisation scheme will aim to address these issues by:
- Signalising the junction of Holt Lane and the A660;
 - Creating a right turn pocket from the A660 into Holt Lane;
 - Introducing pedestrian crossing facilities on all spurs of the Holt Lane junction;
 - Introducing a bus layby for the southbound bus stop south of Holt Lane;
 - Linking the signals at this junction with those at the Farrar Lane junction, and at the existing pedestrian crossing sited between the two junctions, using MOVA.
- 3.4 The scheme is anticipated to have the following benefits:
- Improved bus journey times and reliability;
 - Improved pedestrian facilities.
- 3.5 The anticipated final cost of the Holt Lane Signalisation scheme is £990,000.
- 3.6 Modelling undertaken to assess the impacts of the scheme has shown that the proposed signalised junction will operate within capacity.
- 3.7 The introduction of signalised pedestrian crossing facilities at the junction of Farrar Lane and the A660 was considered for inclusion within this scheme. However, this has not been included in the final proposals due to concerns that the measure would negate the benefit to buses of the signalisation at Holt Lane, due to the reduction in capacity of the Farrar Lane junction. Delivering the Holt Lane Signalisation scheme without the intervention at Farrar Lane will still deliver important benefits for bus users and pedestrians.
- 3.8 The potential to acquire a small piece of land from the Lawnswood Arms in order to facilitate the introduction of cycle lanes in the immediate vicinity of the junction was investigated as part of this scheme. However, this has not been included in the final proposals because of concerns that it would (i) provide limited benefit due to the lack of existing cycle facilities proceeding in any direction beyond the boundary of the scheme, and (ii) the impact on green space, which was raised as a concern during public consultation.
- 3.9 Construction of the Holt Lane Signalisation Scheme is programmed to start in October 2019 and to be completed within the 2019/20 financial year. The precise programme is to be determined by the delivery partner as part of a process of scheduling all works within the LPTIP Bus Priority Corridor projects.
- 3.10 A Stage 1 Road Safety Audit has been undertaken for this scheme. The project team are currently working through the results of the audit, with no fundamental issues impacting the scheme design having been identified. A Stage 2 Road Safety Audit is currently underway.
- 3.11 Traffic Regulation Orders need to be progressed in support of the scheme. In order to protect the programme from delays, it is necessary to place the advertisements for the TROs in the near future. The TROs are fully outlined in the Summary TRO Plan and Summary TRO Schedule included in Background Documents 7.3 and 7.4, respectively. Broadly, the TROs will consist of:

- No waiting at any time on the western kerb line of Otley Road extending northwards from the junction with Holt Lane, to the scheme's proposed northern limit of works.
- No waiting at any time on the eastern kerb line of Otley Road, beginning at the new bus layby, and stretching northwards to the scheme's proposed northern limit of works.
- A new Bus Stop Clearway, on the eastern side of Otley Road, south of the junction with Holt Lane.

3.12 No further approval will be sought from Highways Board during Detailed Design, unless there is a significant deviation from the Preliminary Design. If there is a significant change in scope or deviation from the Preliminary 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 Phase 1 of public engagement for the A660 Bus Priority Corridor took place in July/August 2018. This included consultation on proposals at the Holt Lane junction, which at this stage included signalisation of the junction, as well as a cycle lane between Holt Lane and New Adel Lane. Some concerns regarding the proposals at Holt Lane were raised at this stage. These concerns focussed on:

- (i) Loss of green space;
- (ii) Loss of mature trees;
- (iii) The environment being made worse for pedestrians due to encroachment on the verge;
- (iv) Reduced safety; and
- (v) Rat running on nearby residential streets due to potential delays at the signals.

4.1.2 Following this initial period of public engagement, the proposed cycle lane was removed from the proposed scheme. This allowed the impact on green space to be reduced to a minimal level, and resulted in a scheme which did not involve the loss of any trees. The new proposals also had a clear benefit for pedestrians, with improved pedestrian facilities at the Holt Lane junction, and only a slight encroachment on the verge. Regarding safety, as highlighted in section 3.10, a Stage 2 Road Safety Audit is currently underway, with no fundamental issues having been raised by the Stage 1 Road Safety Audit. Safety for pedestrians is expected to be improved due to the introduction of signalised pedestrian crossings. Transport modelling undertaken to assess the proposed signalisation of the Holt Lane junction has shown that the junction will operate within capacity, hence the proposals are not expected to cause significant rat running.

4.1.3 Another round of public engagement was undertaken in October 2018, and focused specifically on the proposals at Holt Lane, alongside proposals at the Lawnswood junction. The proposals at Holt Lane presented at this stage included signalisation

of the Holt Lane junction, as well as the introduction of signalised pedestrian crossings at the Farrar Lane junction, but not the cycle lane proposed in Phase 1. Feedback from 85 respondents on the revised proposals for Holt Lane was positive (61%), with only 25% viewing the proposals negatively. Respondents recognised the proposals would benefit buses and pedestrians, ease congestion, and improve safety.

- 4.1.4 The preliminary design for which this report seeks approval includes the signalisation of the Holt Lane junction, including the provision of signalised pedestrian crossings at this junction. The proposals do not include the provision of signalised pedestrian crossings at the Farrar Lane junction. The inclusion of signalised pedestrian crossings at the Farrar Lane junction would have reduced the capacity of this junction, thereby prejudicing the improvement to bus journey times which is the key objective of the Holt Lane Signalisation scheme. The scheme as proposed still provides a clear benefit to pedestrians in the area, since it provides new, signalised pedestrian crossing facilities at the Holt Lane junction.
- 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 at Holt Lane and Farrar Lane. During August 2018 all local ward Members were offered briefing sessions to discuss the proposals in more detail. Comments were received which helped shape the approach to the second phase of consultation launched in early September. Members attended the public events held as part of this second phase and offered comments and raised queries both at the meeting and via email outside the meeting. Local ward members were given an update on the scheme design in September 2019, and are supportive of the scheme, although they wish to see the potential to introduce pedestrian crossing facilities at the Farrar Lane junction revisited in the future. Members will be kept abreast of the construction programme and any associated disruption.
- 4.1.6 Preliminary designs for the Holt Lane signalisation scheme were shared with bus operators in September 2018. The bus operators are supportive of the scheme.
- 4.1.3 Engagement with the Executive Member with responsibility for transport has been undertaken throughout the development of this scheme.
- 4.1.4 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.
- 4.1.5 The preliminary designs for the Holt Lane Signalisation scheme were shared with West Yorkshire Police, Ambulance and Fire & Rescue Services in July 2019. No objections to the designs have been received from these parties.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An Equality, Diversity, Cohesion and Integration Screening has been undertaken for the Holt Lane Signalisation scheme, and confirmed that a full impact assessment is not required. The screening is included in Background Document 7.2, and found that:
 - The proposed scheme 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 pedestrian crossing facilities will improve safety and accessibility, particularly benefitting the elderly, those with physical impairments, and carers supporting wheelchairs/pushchairs.

4.3 Council policies and the Best Council Plan

4.3.1 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).

4.3.2 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

4.3.3 By delivering a reduction in bus journey times, and improved journey time reliability, the Holt Lane Signalisation 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.

4.3.4 As part of the LPTIP proposals, bus operators are also investing in new bus fleets, with more efficient engines and reduced emissions. This will further strengthen the benefits of the scheme in terms of greenhouse gas emissions and local air quality.

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).

4.4.2 The estimated final cost of the Holt Lane Signalisation scheme is £990,000.

4.4.3 The Holt Lane Signalisation scheme will be funded entirely via WYCA LPTIP funding. The spend will occur in the 2019/20 financial year.

4.4.4 In July 2018, the Executive Board approved the expenditure of £5.19m from the LPTIP Capital Programme for the detail design and construction of a number of early intervention schemes identified on the LPTIP Bus Corridor Improvements projects. The Holt Lane Signalisation Scheme was included as one of these schemes.

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 BAM+Mott MacDonald. They were appointed to deliver the LPTIP Bus Priority Corridors via an OJEU led procurement exercise undertaken by LCC in 2018.

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 does not require a decision to be made on the spending of LCC funds. 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 Risk management

- 4.6.1 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.
- 4.6.2 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.
- 4.6.3 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.
- 4.6.4 Failure to deliver the Holt Lane Signalisation Scheme will prejudice the benefits to bus journey times and reliability which may be delivered by the A660 Bus Corridor Improvements project.

5. Conclusions

- 5.1 The proposals described in this report represent an important part of the LPTIP 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.
- 5.2 The proposed scheme is planned to improve bus journey times and reliability, and will thus help to encourage modal shift away from the private car, resulting in a reduction in greenhouse gas emissions, and improvement in local air quality.

6. Recommendations

The Chief Officer (Highways and Transportation) is requested to:

- a) Note the Executive Board approval in July 2018 to progress the Holt Lane Signalisation scheme to detail design and construction;
- b) Approve the preliminary design of the proposed Holt Lane Signalisation scheme;
- c) Request the City Solicitor to advertise draft Traffic Regulation Orders to support the Holt Lane Signalisation scheme, and if no valid objections are received, to make, seal and implement the Orders as advertised. The Traffic Regulation Orders are described in the Summary TRO Plan and Summary TRO Schedule included in Background Documents 7.3 and 7.4, respectively.

7. Background documents¹

- 7.1 Holt Lane Signalisation scheme general arrangement drawing
- 7.2 Equality, Diversity, Cohesion and Integration Screening: Holt Lane Signalisation scheme
- 7.3 LPTIP Holt Lane Summary TRO Plan
- 7.4 LPTIP Holt Lane Summary TRO Schedule

¹ 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.