

**Report of: Director of City Development**

**Report to: Executive Board**

**Date: 12 February 2020**

**Subject: Connecting Leeds: Corn Exchange Gateway**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If yes, name(s) of ward(s): Hunslet and Riverside, Little London and 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 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

- Leeds City Centre has seen extensive, fast paced development over the last decade including the delivery of Trinity Leeds, Victoria Gate, the ongoing regeneration of South Bank and the redevelopment of Quarry Hill. This has reinforced the city's position as a major retail and office location and ensured resilience across the City Region and the North of England. The continued growth of Leeds' economy is crucial to making a significant contribution to the quality of life of people living, working and visiting the city. Alongside this, now that the Council's Site Allocations Plan and the core Strategy Selective Review has been adopted there is significant housing growth planned in future years, up to 52,000 new homes to meet Council housing target requirements.
- In contrast to this background of growth across the city, Leeds' transport infrastructure has seen a lack of investment for decades and the development of Leeds' transport infrastructure remains a challenge if the city is to meet the ambitions set out in both the Inclusive Growth Strategy for 21<sup>st</sup> Century infrastructure and to be carbon neutral by 2030. Significant investment in the transport system is needed in the short, medium and longer term to support the ongoing growth of the city and to provide real choices for people around public transport.

- Connecting Leeds comprises a programme of funding of £270 million to be invested in a number of public transport schemes across Leeds. Funding for Connecting Leeds 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.
- By improving bus journey times and reliability, and improving facilities for cyclists and pedestrians these schemes are anticipated to encourage modal shift from private car to bus and cycling. This is expected to contribute to a reduction in greenhouse gas (GHG) emissions. The anticipated reduction in car usage will also have a beneficial impact on air quality, and links in with the proposed CAZ and its objectives of reducing nitrogen oxide particles.
- Working with 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. First Bus are contributing £71 million for 284 new low emission vehicles by 2020. Similarly, 37 Arriva buses which meet the latest CAZ emission standards are operating in Leeds.
- Projects progressed with Connecting Leeds funding include:
  - bus priority corridors;
  - creation and improvement of the City Centre 'Gateways' including the Headrow and the Corn Exchange;
  - 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 Connecting Leeds funded schemes in the intention to improve public transport provision across Leeds for Leeds Citizens.

- The Corn Exchange Gateway scheme centres on Call Lane, New Market Street, Kirkgate, Lower Briggate, Duncan Street and parts of Vicar Lane and Boar Lane. In the east it extends to New York Street, York Street and Cross York Street and in the south it stretches over Leeds Bridge to include Meadow Lane up to the Great Wilson Street junction.
- The scheme will deliver a series of improvements to bus infrastructure, public realm, pedestrian infrastructure and cycling infrastructure which will reduce bus 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. The cost of the scheme is £21.5m.
- It is the case that Leeds City Council is making a significant investment in the city's highway infrastructure through the Connecting Leeds Programme. There will

inevitably be some disruption during the implementation of the works. However this will be kept to a minimum.

- This implementation strategy should not only minimise disruption, but also facilitate a programme so the scheme can be completed within the funding window.

## **2. Best Council Plan Implications**

- 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, Inclusive Growth and Health & Wellbeing by:
  - Improving the city's transport and digital infrastructure and tackling climate change risks;
  - Improving transport connections, safety, reliability and affordability;
  - Improving air quality, reducing pollution and noise;
  - Improving the resilience of the city's infrastructure and the natural environment from future climate change; and
  - reducing health inequalities.
- 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.

## **3. Resource Implications**

- The funding injections and authority to spend requested in this report will be allocated from the Connecting Leeds Bus Infrastructure package which has currently secured funding of £155.9m, comprising contributions from the DfT £124.6m, LCC £9.9m, S106 Developer contributions £3.6m, WY+TF £15.0m and European funding of £2.8m. Further funding approvals will be required from the Combined Authority for spend from the DfT and WYCA funding.

## **Recommendations**

- a) Note the progress since April 2016 in developing the programme of schemes for construction benefiting from Connecting Leeds funding and the subsequent public consultation responses.
- b) Approve the injection of £6.1m from the City Centre Package programme (funded by the West Yorkshire plus Transport Fund) into the Connecting Leeds programme, for design and delivery of the Meadow Lane aspect of the Corn Exchange Gateway Scheme and its associated linkages into the city centre core.
- c) Approve the injections of S106 Developer contributions of £905,564 for the Corn Exchange Gateway scheme.

- d) Authorise the expenditure of £21.5m from the Connecting Leeds Capital Programme to carry out detail design and construction of the Corn Exchange Gateway.
- e) To note that, subject to consultation with the Executive Member for Climate Change, Transport and Sustainable Development, the Chief Officer, Highways & Transportation will approve the final version of the designs for construction.
- f) To note that the public realm proposals for the Corn Exchange will also be subject to further approval when the proposals have been refined and developed.

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

- 1.1 This report outlines the next steps for delivering the detail design and construction of the Corn Exchange Gateway under the Connecting Leeds programme.
- 1.2 Schemes to be delivered from this funding are required to be substantially completed by the end of 2021. A number of reports will be presented to Executive Board to enable Connecting Leeds funded schemes to progress accordingly.

## **2. Background information**

- 2.1 The Connecting Leeds schemes are an important part of moving the city towards our 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.
- 2.2 In December 2016, Executive Board agreed the submission of a Strategic Outline Business Case (SOBC) for the Connecting Leeds Transport Strategy to DfT for £173.5 million for public transport. With anticipated local and private sector contributions, the total investment package is worth circa £270 million. This funding will begin to make a small step in addressing the historic government under-investment in transport infrastructure in Leeds.
- 2.3 The SOBC proposed a package of separate public transport improvements that, taken together, will deliver a major step change in the quality and effectiveness of our transport network. Headline proposals, included:
  - a new Leeds High Frequency Bus Network – over 90% of core bus services will run every 10 minutes between 7am and 8pm;

- potential development of new rail stations for key development and economic hubs;
- 2,000 additional park and ride spaces with the first new site opening at Stourton;
- 1,000 more bus stops with real time information. The 500 LEDs in shelters are now complete. The 500 battery powered screens have just come through a procurement and will start being delivered on some trial sites before the full roll out;
- making three more rail stations accessible at Cross Gates, Morley and Horsforth; and
- creating 21st century interchanges around Vicar Lane, the Headrow and Infirmary Street and improved facilities in our district centres.

2.4 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. 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. Arriva have introduced 37 new buses which meet the latest emission standards and are operating on routes into Leeds.

2.5 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 Connecting Leeds 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 Corn Exchange scope**

3.1.1 The Corn Exchange Gateway scheme centres on the junction of Call Lane, Kirkgate, Vicar Lane, New Market Street and Duncan Street, but also stretches the length of New York, and York Street to the Bus station, and in the other direction along Duncan Street, south on Lower Briggate and across Leeds bridge to Meadow Lane stretching up to the junction with Great Wilson Street.

3.1.2 At the heart of the Corn Exchange Gateway lies the Corn Exchange building, probably Leeds' finest grade 1 listed building, designed by Cuthbert Broderick in 1863 (the architect who also designed Leeds Town Hall), in addition to the historic Kirkgate area which includes the First White Cloth Hall. It is also home to a group of busy bus stops, and a well-used cluster of pedestrian crossings with a historic casualty issue.

3.1.3 This City Centre Gateway no longer meets the transport and economic needs and ambitions of the City. The existing transport network:

- 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 put the high quality public realm and particularly the Corn Exchange building itself into a suitable setting; and
- does not provide safe and attractive walking and cycling options.

3.1.4 This Connecting Leeds investment offers an opportunity to implement significant improvements to these Gateways which has started with the Headrow scheme and now moves on into the Corn Exchange. This type of investment, aligning with the principle of 'This is Leeds' in the Our Spaces Strategy celebrates key heritage assets and landmark buildings and supports the redefinition of the setting for these, showcasing them for their significance and striking architecture, while developing the highway infrastructure sensitively around them.

3.1.5 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.

3.1.6 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 Corn Exchange Gateway will strengthen the position of Leeds as a Core City with a dynamic economy, an appealing environment and a vibrant cultural life.

3.1.7 The Corn Exchange Gateway specifically includes the following proposals which are shown graphically in the enclosed Appendices 1-3.

- The creation of a new piazza style area around the Corn Exchange, including trees, planting, raised grass areas and seating, which will be facilitated by the closure of a section of Call Lane and the northern section will remain open. . This proposal is currently being developed and will be brought back to Executive Board for further consideration once design works are finalised.
- Provide a simpler junction arrangement at Kirkgate, New Market Street/Vicar Lane, which will lead to both a safer and more pleasant pedestrian experience and more efficient bus movements, while also removing the need for buses to use the northern section of Call Lane.
- **Call Lane will be utilised for southbound buses and Lower Briggate will remain, one-way northbound for vehicles, with a two-way cycle lane.** This provides a more coherent cycle route into the city centre and provides wider footways to facilitate more pavement cafes.
- Lower Briggate will feature two northbound bus stops, which, when the bus services have ceased for the evening will revert to taxi pick-up areas for the night time economy, and further provision for night-time drop-offs/pickups is also being considered immediately to the south of Lower Briggate on the loop section of Call Lane.
- The possibility of weekend night-time closures of Lower Briggate is also under investigation.

- Meadow Lane will see a comprehensive change, being re-prioritised from a four-lane highway, into a much reduced (mainly two-lane) road through the emerging city park. This proposal for the re-prioritisation of Meadow Lane to release space as an element of a new City Park was first identified as part of the South Bank Planning Framework and now forms part of the South Bank SPD. The opportunity to bring this proposal forward as part of this programme of work is a significant step forward in the Council's and the City's commitment to the delivery of a new City Park and our ambition to be carbon neutral by 2030. These proposals will be part of a separate report to be taken to Executive Board.
- The cycle provision will feature a segregated bi-directional cycle lane to the east of the main carriageway on Meadow Lane, and this will continue up through Bridge End over Leeds Bridge and onto dedicated provision on Lower Briggate.
- While the principle of re-prioritising Meadow Lane has already been approved by Executive Board, further design work is needed to agree the optimal solution for the highway layout on Meadow Lane, and the relationship with the City Park. A key element of this will be further detailed discussions with the utility companies, regarding the re-location of their equipment.
- Further discussion will then be required with stakeholders to then optimise the design, for this scheme and the City Park.
- The area in the vicinity of the southern entrance of the bus station on York Street will have a treatment which will facilitate the improvements to the bus station.

3.1.8 As mentioned above, the Corn Exchange scheme facilitates public realm improvements to the area immediately around the Corn Exchange. The whole pedestrianised area is likely to be surfaced in York Stone with planting and new trees. The scheme may also facilitate a café at the gable end on the northern side of the proposed piazza to promote a place to dwell and appreciate the setting of the Corn Exchange. The closure of this section of Call Lane was first presented as part of the Our Spaces Strategy, which supports the delivery of new, vibrant, inclusive and world class public realm. The strategy identifies over 40 schemes for new and improved public realm and this intervention is seen as a key location that will deliver significant benefits to the businesses, bus users, pedestrians and the Corn Exchange itself.

The scheme will also unlock the enhancement of the 'Wrist' area between Meadow Lane and Bridge End, around the Adelphi pub. Delivery of these elements is 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 Connecting Leeds funding which is targeted towards Public Transport Improvements.

3.1.9 The Corn Exchange Outline Business Case was submitted to the Combined Authority for approval on 4<sup>th</sup> November 2019 and has been through the Project Appraisal Team approvals. The OBC was originally submitted with a £25.6m

scheme cost, but it has since been agreed to de-scope to a £21.5m scheme while further opportunities to reduce costs are being explored.

- 3.1.10 The £6.1m for the Meadow Lane and wider city centre core element of the scheme will be funded by the West Yorkshire plus Transport Fund and will be transferred from the City Centre Package to Connecting Leeds. S106 Developer Contributions of £0.9m will also be utilised towards the scheme with the remaining £14.5m funding coming from within the existing programme.
- 3.1.11 The current programme has construction commencing in June 2020 with an estimated completion date of December 2021.
- 3.1.12 These proposals for the Corn Exchange should not prejudice any possible future Mass Transit aspirations for the City.

## **3.2 Connecting Leeds Public Transport S106 contributions**

- 3.2.1 Development funds specific to public transport measures have been collected under Section 106 as follows. From 1998 to 2006 developer contributions were secured using SPG5 'Guidelines for Assessing Developer Contributions to Leeds Supertram', from proposals within 800m of a proposed tram stop towards the Leeds Supertram scheme. At the time of withdrawal of funding for Supertram and effective cancellation, a report went to DMT Technical Board on 11 November 2005 recommending that SPG5 monies collected or due in the future would be held and safeguarded for the 'Bus Rapid Transit' alternative or related 'Plan B' schemes.
- 3.2.2 Since 2007 developer contributions towards public transport have been secured via the 'Public Transport Improvements and Developer Contributions' SPD, however following the introduction of the Community Infrastructure Levy on the 12th November 2014, the number of contributions secured has reduced.
- 3.2.3 Paragraph 2.3.1 of the SPD sets out that contributions will be used to 'help finance and deliver the programme of public transport improvements and enhancements for Leeds identified in the Leeds City region Transport Vision, the Local Transport Plan, and the emerging documents of the LDF.
- 3.2.4 A summary of the proposed contributions is summarised in the table below. It is proposed to utilise these contributions for the proposals outlined in this report. Legal Services have been consulted on the proposals to allocate S106 funding towards Connecting Leeds schemes and have confirmed that the relevant funds can be directed towards the schemes.



## LPTIP City Centre Gateways S106 Contributions - Corn Exchange

Planning Reference	Site	Amount
07/06607/FU	WY Playhouse St Peter's Street Leeds	£56,000.00
09/02237/OT	Uni of Leeds - western Campus	£81,330.12
20/556/01/FU	East Street Mills, East Street	£26,000.00
12/03409/FU	Trinity Quarter	£37,146.29
11/00382/FU	Little Neville Street	£224,025.41
13/05506/FU	Land at Wellington Street	£279,234.65
14/04457/FU	Former Holbeck Police Station	£37,492.00
13/04885/OT	Land at Regent Street / Skinner Lane	£47,049.85
14/01998/FU	Sovereign Square	£76,068.95
13/01872	Premier Inn Whitehall Road	£27,556.14
10/03179/FU	Former Bellows Engineering Site, East Street	£13,661.00
	<b>Total</b>	<b>£905,564.41</b>

### 3.3 Construction

3.3.1 Although the overall scale and cost of the Corn Exchange Gateway is very similar to that of the Headrow Gateway, the impact on congestion and particularly bus reliability is likely to be far less significant. This is as a result of a combination of factors:-

- The Headrow Connecting Leeds scheme has been combined with the Leeds Pipes - District Heating scheme, and while having both schemes on site at the same time has led to some disruption, having both schemes on site concurrently will lead to far less disruption over time than having each scheme going on site consecutively. There are no proposals currently for the Leeds Pipes scheme to be laid anywhere on the Corn Exchange scheme.
- To minimise the disruption it has been necessary to instigate a one-way system for the Headrow, which has inevitably led to a certain amount of bus stop re-location and route diversion. The intention for the Corn Exchange is to retain bus routes on their existing routes and only move bus stops adjacent to their existing location.

## 4. Corporate considerations

### 4.1 Consultation and engagement

4.1.1 The preliminary designs of each of the above elements will be reviewed in light of the feedback of the scheme specific consultation and engagement. Approval of the preliminary designs will be sought from the 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.

4.1.2 The Corn Exchange Gateway consultation on Transforming Your City Centre opened to the public via the online portal, Commonplace, on 7 October 2019. The consultation was open to the public until 4 November 2019. Outreach drop-in

events were held throughout October at the Corn Exchange, Kirkgate Market and Leeds Bus Station. On-street outreach with the public in the area with the distribution of 9000 leaflets, cards and posters. E newsletters were also distributed and all materials were available online.

- 4.1.3 The scheme was presented in six sections, four sections of highway and public realm changes and two sections regarding use of the streets:
- The Corn Exchange and Call Lane;
  - Boar Lane and Lower Briggate;
  - Meadow Lane and Bridge End;
  - Kirkgate, New York Street and York Street;
  - Bus Priority, access and loading; and
  - Bus route changes.
- 4.1.4 During that time, 6700 people visited the online portal to read more, and had the opportunity to leave comments or agree with statements. In total, 2264 contributions were received from over 500 people. An analysis of the feedback online has been undertaken, suggesting that there is a high rate of positive feeling about the proposals.
- 4.1.5 From 1187 surveys received across all sections, 75% of responses were positive or very positive, with the majority, 51%, very positive. Responses were positive for all sections, ranging from 60% to 80% positive. This compares very favourably to Connecting Leeds corridor schemes for which the rate of positive responses was much lower.
- 4.1.6 Looking at the open, free text comments received online the outstanding opinion appears to be that the proposals offer a positive impact on the surrounding area for places in need of improvement. There is specific support for:
- Limiting access to the city centre by private car, including for environmental reasons; and
  - Improved public realm and greenery.
- 4.1.7 Particular concerns were raised around:
- Greater pedestrianisation leading to those with disabilities or mobility issues needing to walk further.
  - Cycling infrastructure, its extent, and conflict with pedestrians. There is a call for more dedicated infrastructure for cycling but also safety concerns for around conflicts between cycles and pedestrians are raised.
  - Businesses and some individuals regarding access and loading restrictions.
- 4.1.8 The consultation findings revealed concerns by businesses on and around Lower Briggate regarding the proposal that Lower Briggate should have two-way traffic. After a series of meetings these have been addressed by amending the proposals, whereby Lower Briggate is one-way northbound, and Lower call lane is one-way southbound.
- 4.1.9 Prior to the public engagement, more than 360 smaller 'Tier 2' businesses were visited to ask about their loading and delivery needs, and to make them aware of the upcoming consultation. Around 50 'Tier 1' businesses or organisations that might be affected more by changes to roads or which are large employers or interested groups were contacted.

4.1.10 Key messages from meetings and door-to-door engagement included:

- **Concerns around loading and delivery access** with regard to both space on the streets and times where deliveries are possible. Deliveries happen at all hours and many businesses do not have control over the times of their deliveries/loading – items come by post or bands arrive with kit when they arrive. Others are very flexible. Concerns are being addressed and considered as designs are reviewed.
- **Safety concerns in the Freedom Quarter** relating to the intersection between the night time economy, road safety, the welfare of vulnerable communities, and access to taxis. Additional meetings with businesses on Lower Briggate and Call Lane have been held to help understand the local need and consultation also undertaken with the Executive Member for Learning, Skills and Employment who has oversight on equality matters. Consequently, changes to the design are being considered as a result of meetings, including space for private hire taxi pick up. However businesses also strongly support elements of the design as presented and more work will be done to prioritise requirements.
- **Very positive responses to footway widening and increased footfall.** Quite a lot of comment that the balance of city space should move toward pedestrians.
- **Positive comments about funding reaching areas of the city centre** perceived to have been left behind.
- **Concerns raised by two key stakeholders on Meadow Lane** linked to their aspirations for development connected with the City Park and HS2.

4.1.11 Discussions are ongoing with Asda who have raised three main concerns on the Meadow Lane proposals:

- Access to the Asda petrol station for Asda staff leaving the Asda car park;
- Impact of signalising the access junction on staff trying to exit their car park; and
- Impact of the proposals on the Asda petrol station trade.

4.1.12 Following the meetings WSP have revised the designs for the Asda access junction to include a left turn out to enable staff to access the petrol station after leaving work. Further work is being undertaken to investigate the issues Asda has raised.

4.1.13 Discussions with Asda are ongoing to agree an optimal highway design that meets the aspirations set out in the South Bank SPD while taking into account Asda's concerns.

4.1.14 Meetings have also been held with Vastint, the owners of the Tetley Brewery site on the South Bank, as part of the development of the scheme. Vastint also submitted a formal response to the consultation, outlining their views on the scheme. Vastint are interested in the relationship between the scheme, their development proposals and the city's wider aspirations for the South Bank and the City Park. Further meetings will be held with Vastint to brief them on the development of the scheme and address the concerns they have raised.

4.1.15 The public and stakeholder consultation was also combined with regular meetings with the Executive Member for Climate Change, Transport and Sustainable Development, Ward Councillors for Hunslet & Riverside and Little London & Woodhouse received briefings via email and the Lead Member for Learning, Skills and Employment is being consulted as the Executive Member for Equalities.

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

- 4.2.1 The Connecting Leeds 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 as part of the overall Connecting Leeds proposals.
- 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 Equality, Diversity, Cohesion and Integration screening has been completed for the Corn Exchange gateway. The scheme proposals affect a number of businesses on Call Lane and on Lower Briggate. Many of the Lower Briggate Businesses serve in particular the LGBT+ community as part of the city's Freedom Quarter. As part of the consultation process, specific engagement took place with representatives of the LGBT+ Business Alliance and Councillors have been involved. Copies of the proposed layout were given to all businesses prior to the opening of public consultations and a Freedom Quarter walk and talk through the proposals was also organised.
- 4.2.5 The conclusions found that the impacts of the proposed changes are overall positive across the equality strands. The full assessment is included at Appendix 4.

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

- 4.3.1 The anticipated benefits of using the Connecting Leeds funding to create improvements to the Leeds transport network has the potential to contribute to the 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); and
  - Child-friendly city (Enhancing the city now and for future generations).

4.3.2 The Connecting Leeds funded projects will also contribute to the objectives of the:

- Our Spaces Strategy which promotes the creation of world class, inclusive and vibrant public realm;
- Inclusive Growth strategy which identifies 21<sup>st</sup> century infrastructure as one of the 12 big ideas;
- HS2 Growth;
- West Yorkshire Transport Strategy;
- Leeds Integrated Station Masterplan;
- City Region Connectivity; and
- Leeds Living.

#### Climate Emergency

- 4.3.3 By improving bus journey times and reliability, and improving facilities for cyclists and pedestrians these schemes are anticipated to encourage modal shift from private car to bus and cycling. This is expected to contribute to a reduction in greenhouse gas (GHG) emissions. The anticipated reduction in car usage will also have a beneficial impact on air quality, and links in with the proposed CAZ and its objectives of reducing nitrogen oxide particles and particulate matter
- 4.3.4 The Corn Exchange Gateway scheme is predicted to encourage a modal-shift from private vehicles to bus, cycling and walking that leads to a reduction in vehicle kms travelled of 174,474 km in opening year. This reduction is expected to be maintained throughout an assumed project reference lifespan of 60 years. As a result, the proposed scheme is expected to result in an emissions saving of 17 tCO<sub>2</sub>e in the first year and 611 tCO<sub>2</sub>e during a 60 year project reference lifespan.
- 4.3.5 This calculated emission saving is based on the estimated reduction in fuel consumption as a result of the predicted reduction in vehicle km from modal-shift. Road traffic emissions of vehicles removed were quantified using data provided by the Department for Transport's, Data book (Web TAG), taking into account the vehicle type split, fuel type and fuel consumption rates. Average speeds on UK A-roads were used, and it is assumed no HDVs are removed due to the scheme.
- 4.3.6 The scheme is also predicted to have some impacts on existing general traffic in and around the city centre. Due to the reallocation of some roadspace and the implementation of bus priority measures in line with LCC policy in this area, there will be less capacity for general traffic on the network. The traffic modelling undertaken shows that there will be some journey time impact for general traffic, which may lead to some increases in emissions. However, the transport modelling suggest that the reductions in emissions from modal shift will far outweigh any increase in emissions from general traffic, so that, overall, the scheme has a positive impact by causing a net reduction in greenhouse gas emissions.
- 4.3.7 The Meadow Lane element of the Corn Exchange scheme also unlocks the proposed City Park, which would increase the permeable surface area in the south of the city centre. This will improve resilience to changes in rainfall predicted to result from climate change.
- 4.3.8 The Connecting Leeds schemes will have both losses and gains in vegetation, although overall there will be a net gain in terms of trees. However, any effect of

vegetation change on GHG emissions is likely negligible in the context of any traffic changes.

4.3.9 There will be some unavoidable negative effects during construction, such as embedded carbon involved with materials, construction traffic etc. Leeds City Council are working with John Sisk and Sons to explore opportunities to reduce carbon emissions, for example, by effectively managing waste, low carbon, solar-panelled or electric fleet for construction staff, limited use of fuel powered generators, transporting plant and goods through recycling of materials, use of "Eco Cabins" for temporary site accommodation and welfare facilities that are equipped with low energy movement sensor lighting, push taps, efficiently insulated, solar-powered toilets on site etc.

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

4.4.1 The funding injections and authority to spend requested in this report will be allocated from the Connecting Leeds Bus Infrastructure package which has currently secured funding of £155.9m, comprising contributions from the DfT £124.6m, LCC £9.9m, S106 Developer contributions £3.6m, WY+TF £15.0m and European funding of £2.8m. 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.

## Connecting Leeds Bus Infrastructure package cashflow as at February 12th 2020

Injection into LPTIP programme as part of this report	TOTAL £000's	TO MARCH 2019 £000's	FORECAST		
			2019/20 £000's	2020/21 £000's	2021 & on £000's
LAND (1)	0.0				
S106 Developer Contributions	905.6		0.0	905.6	
Meadow Lane WY+TF	6100.0		0.0	6100.0	
<b>TOTALS</b>	<b>7005.6</b>	<b>0.0</b>	<b>0.0</b>	<b>7005.6</b>	<b>0.0</b>
Restated Authority to Spend and required for this Approval	TOTAL £000's	TO MARCH 2019 £000's	FORECAST		
			2019/20 £000's	2020/21 £000's	2021 & on £000's
Restated ATS position to date	143594.0	8185.4	46958.7	83591.0	4858.9
Corn Exchange Gateway approval	21506.0	184.0	970.0	19125.0	1227.0
<b>TOTALS</b>	<b>165100.0</b>	<b>8369.4</b>	<b>47928.7</b>	<b>102716.0</b>	<b>6085.9</b>
Total overall Funding LCC Capital Programme	TOTAL £000's	TO MARCH 2019 £000's	FORECAST		
			2019/20 £000's	2020/21 £000's	2021 & on £000's
LCC Supported Borrowing	8932.2	189.6		5988.7	2753.9
LCC Supported Borrowing Other	949.0			0.0	949.0
Section 106/278	3598.0	0.0	0.0	3598.0	
Government Grant DFT WY+TF	124587.8	8179.8	47928.7	68479.3	
European Grant ERDF	15002.0			15002.0	
	2829.0		0.0	2829.0	
<b>Total Confirmed Funding</b>	<b>155898.0</b>	<b>8369.4</b>	<b>47928.7</b>	<b>95897.0</b>	<b>3702.9</b>
<b>Net funding before Target Savings</b>	<b>9,202.0</b>	<b>0</b>	<b>0</b>	<b>6,819.0</b>	<b>2383.0</b>
Target Savings/Value engineering 6%	9202.0			6819.0	2383.0
<b>Total Funding Balance</b>	<b>0.0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

- 4.4.3 It is proposed to pro-actively value engineer the projects to reduce the costs before implementation begins. This process will be overseen by the Chief Highways Officer in ongoing dialogue with the Executive Member as appropriate.
- 4.4.4 Further funding which could potentially be at risk of being paid back to the DfT from within the overall programme may become available in the next 6 months. If this transpires the Bus Infrastructure programme is geared up to spend these funds together with all other additional external resources that become available.
- 4.4.5 All ongoing revenue lifecycle maintenance costs arising from this scheme will be quantified as the scheme design develops and will be managed through the Council's Medium Term Financial Strategy.

- 4.4.6 The Corn Exchange Gateway scheme involves the removal of Council Pay and Display Car Parks at Meadow Lane. Liaison with Parking Services has occurred as the scheme has developed, and the estimated reduction in parking income has been built into the Medium Term Financial Strategy.
- 4.4.7 This loss of income will be partially offset by the series of Bus Lane Enforcement Cameras which aim to ensure that the bus priority measures, are effective, and do provide some income for the Council. However if the cameras are effective over time then the revenue generated will reduce.

#### **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.

#### **4.6 Risk management**

- 4.6.1 The Connecting Leeds funded schemes make progress towards delivery of the vision and objectives of the West Yorkshire Transport Strategy and the interim Leeds Transport Strategy.
- 4.6.2 As previously stated, schemes to be delivered from the Connecting Leeds 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.
- 4.6.5 The decisions in this report are part of the mitigation measures in addressing the corporate risk 'failure to adequately maintain and manage the current transport infrastructure to keep the city moving'.

### **5 Conclusion**

- 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. Delivering the Corn Exchange gateway scheme as a key city centre scheme will make a significant contribution to the quality of life of people living, working and visiting the city, contributing to its ongoing growth and economic success.



## **6 Recommendations**

- a) Note the progress since April 2016 in developing the programme of schemes for construction benefiting from Connecting Leeds funding and the subsequent public consultation responses.
- b) Approve the injection of £6.1m from the City Centre Package programme (funded by the West Yorkshire plus Transport Fund) into the Connecting Leeds programme, for design and delivery of the Meadow Lane aspect of the Corn Exchange Gateway Scheme and its associated linkages into the city centre core.
- c) Approve the injections of S106 Developer contributions of £905,564 for the Corn Exchange Gateway scheme.
- d) Authorise the expenditure of £21.5m from the Connecting Leeds Capital Programme to carry out detail design and construction of the Corn Exchange Gateway.
- e) To note that, subject to consultation with the Executive Member for Climate Change, Transport and Sustainable Development, the Chief Officer, Highways & Transportation will approve the final version of the designs for construction.
- f) To note that the public realm proposals for the Corn Exchange will also be subject to further approval when the proposals have been refined and developed.

## **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.