

Report of: LPTIP Programme Manager
Report to: Chief Officer (Highways & Transportation)

Date: 5th May 2020

Subject: Leeds Public Transport Investment Programme (LPTIP) A58 – Beckett Street

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): Burmantofts & Richmond Hill, Gipton & Harehills		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for call-in?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number:		
Appendix number:		

Summary

1. Main issues

- The A58 Beckett Street Corridor Improvement forms part of the Leeds Public Transport Investment Programme (LPTIP), and comprises alterations to the road layout to provide new inbound and outbound bus lanes, a new bi-directional cycleway, alterations to bus stops including improvements to bus passenger waiting facilities, improved crossing facilities, alteration to the car parks outside St James University Hospital and landscaping along the corridor.
- The proposed scheme is planned to improve bus journey times and reliability, to reduce pedestrian waiting times, provide a better bus passenger waiting environment, provide a safe, high quality environment for cyclists and assist in regeneration of the area.
- Approval for the expenditure of funding from LPTIP for the detailed design and construction of the Beckett Street scheme (as part of A58 Bus Corridor Improvements scheme) was granted at the January 2020 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. LPTIP has appointed two construction partners through a competitive tender process in 2018. Design works can be conducted through the LPTIP Framework or the H&T Consultancy Framework.

- The scheme is not anticipated to have significant implications for LCC resources post-construction.

Recommendations

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

- (i) Note the Executive Board approval in January 2020 to authorise the detailed design and construction of the A58 Beckett Street including York Street;
- (ii) Approve the preliminary scheme design for Beckett Street; and
- (iii) Request the City Solicitor to advertise draft Traffic Regulation Orders and if no valid objections are received, to make, seal and implement each Order as advertised.

1. Purpose of this report

- 1.1 To seek approval for the preliminary design of the Beckett Street section of the LPTIP A58 Corridor Improvement Scheme
- 1.2 To request approval to continue to the detailed design and undertake construction of the scheme.

2 Background information

- 2.1 In June 2017 the Executive Board approved £15.3m of expenditure to progress LPTIP, including progressing the schemes making up the A58 Corridor.
- 2.2 The Outline Business Case for the A58 Corridor Improvement Scheme was submitted to WYCA in October 2019 and approved on the 11 November 2019.
- 2.3 In January 2020, Leeds City Council Executive Board approved the expenditure of £14.54m to be funded from the LPTIP Capital Programme for the detail design and construction of the A58 Beckett Street including York Street.

3 Main issues

- 3.1 An essential component of the LPTIP target to contribute to doubling bus patronage is to improve the reliability and times of bus journeys. Improvements therefore need to be made on the key bus corridors coming into the city and within the city centre itself.
- 3.2 The LPTIP includes five Bus Corridor Improvements projects, each targeting a key radial route into Leeds city centre. The A58 Corridor is primarily an intervention on Beckett Street between the A64 Woodpecker Junction and St James University Hospital (SJUH).
- 3.3 The issues affecting Beckett Street at present are as follows:
- All day congestion on Beckett Street caused by traffic accessing SJUH and the local area.
 - Significant delays and reliability issues caused to bus services affecting more than 14 services per hour per direction in the off-peak and 20plus in the peak periods.
 - Congestion on Beckett Street at the junctions with the A64 and Lincoln Green Road
 - The bus stop outside SJUH is the busiest in Leeds outside the city centre but suffers from narrow footways and poor waiting facilities. The bus stop layby can only accommodate one bus leading to difficulties boarding a second service and delays to all traffic from buses blocking the road.
 - Larger vehicles (including buses) can struggle to pass buses waiting at bus stops on the corridor reducing junction efficiency and leading to further delays
 - Poor crossing facilities on the junctions presenting risk to pedestrians
 - A lack of cycle facilities on a key route to a major employment site

Scheme proposals

- 3.6 The improvements are located over two sections of carriageway north and south of the junction with Lincoln Green Road:
- The southern section is widened to accommodate a new section of bus lane outbound. The existing inbound bus lane will be retained but relocated to the west to enable a 3m bi-directional cycleway on the eastern side of the carriageway. This is achieved by widening into the existing highways verge to the west with no loss of space for existing traffic.
 - The northern section is widened to accommodate new bus lanes outbound and inbound and continuing the new bi-directional segregated cycle facility along the eastern side of the carriageway where it terminates at Museum St. This is achieved by widening into existing highways verge on both sides and adjacent verge on the eastern side with no loss of space for existing traffic.
 - Outside SJUH the existing LCC car parks are being altered at a cost of 9 spaces to provide more space to accommodate improved bus stop facilities and a widened footway to better provide for pedestrian movement
 - Landscaping to the remaining greenspace to provide more trees, improve the visual aesthetic and liveability of the area.
 - Sustainable highway drainage (SUDs) in the form of swales to supplement underground attenuation (see landscape drawings for locations).

- 3.7 The scheme is anticipated to have the following benefits:
- Improved bus journey times and reliability for movements along Beckett Street and Burmantofts Street.
 - Improvement in junction efficiency leading to reduction in journey times for all traffic.
 - Improved safety for pedestrians by reducing time spent waiting on the junction and provision of signalised pedestrian crossings across all arms of the Lincoln Green Road junction.
 - Improved safety for cyclists by providing a segregated facility
 - Encouraging modal shift from car to public transport and other sustainable modes along the A58 corridor.
- 3.8 Traffic Modelling was conducted using a Transyt model. Key points from the results are
- Based on existing traffic flows the scheme will result in small benefit in junction capacity in the AM and PM peak periods due to the removal of buses to a separate lane.
 - The introduction of bus lanes will reduce delays to buses by 20-40% in the AM peak period and 40-60% in the evening peak
 - Introduction of MOVA control system on the Lincoln Green junction would be expected to improve junction efficiency by 3%
- 3.9 The proposals will improve the operation and efficiency of the junction and will contribute to the wider operation and efficiency of the A58 bus corridor to reduce journey times and significantly improve reliability, supporting greater bus frequencies and patronage.
- 3.10 The required Traffic Regulation Orders (TROs) are to restrict the bus lanes to authorised vehicles 24 hours a day, 7 days a week. And to prevent parking in the segregated cycle lane.
- 3.11 A Stage 1 Road Safety Audit has been commissioned. One significant concern was noted that that Eastbound HGVs traveling from Beckett St into Lincoln Green Road would have to straddle the adjacent lane to complete the turn in one movement. The current kerb radius is 4m and the scheme is upgrading this to 10m. While not resolving the problem it is improving the situation. All other concerns were minor and have been addressed by the design team with two being reviewed in detailed design.
- 3.13 The Beckett Street scheme (excluding York Street) cost estimate is £13,956,300 comprising:
- £10,698,700 Design & Build Contractor Costs & Contingency
 - £925,500 Utilities
 - £2,332,100 Fees (staff costs)
- 3.14 Construction of the Beckett Street Improvements scheme is programmed to be delivered between August 2020 and June 2021 and, with the programme to be agreed with the council's delivery partner as part of the process of scheduling all works within the LPTIP Bus Corridor Improvement package.

4 Corporate considerations

4.1 Consultation and engagement

- 4.1.1 Phase 1 of public engagement on high level concepts for the A58 Bus Corridor improvements took place in Feb/March 2018. Further consultation on the A58 Beckett Street improvement scheme was conducted in July / August 2019
- 4.1.2 Feedback from Phase 1 for Beckett Street attracted 13 respondents with 85% of feedback positive or neutral. The majority of specific comments received believed the scheme would reduce congestion, be better for buses, better for cyclists and improve safety and air quality.
- 4.1.3 Feedback for Phase 2 was significantly higher attracting 2000+ visitors to the scheme website and 152 responding online or via paper form at the two public events. The two public events attracted 75 at SJUH and 7 people at Lincoln green Community Centre.
- 4.1.4 Positive and slightly positive accounted for 72% (51% and 21%) of responses received with only 16% feeling negative or somewhat negative. Comments again focused on better for buses, better for cyclists, better for pedestrians, safer and will improve congestion.
- 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 along the A58 corridor. The engagement with Members has and will continue as the scheme progresses. It is envisaged such engagement would continue up to and during any construction period. Local ward members have been verbally supportive of the scheme and the cumulative effects it will bring to the ongoing regeneration of the area.
- 4.1.6 Ward members for Burmantofts & Richmond Hill were last consulted at a meeting on 9th January 2020 and provided verbal feedback relating to the landscape design. They have been invited to provide written comment.
- 4.1.7 Ward members for Gipton and Harehills were invited to a meeting in June 2019 prior to public consultation. They have been informed of this report and invited to provide written comment on the proposals.
- 4.1.7 The preliminary designs for Beckett Street were shared with bus operators in May 2019. At the meeting representatives were supportive and provided some comments that were incorporated into the design.
- 4.1.8 Additional meetings have been held with
- Leeds Teaching Hospitals Trust Estates and Facilities team, whereby they were supportive of the scheme providing no delays were generated for Ambulances. There was concern about the long term loss of 9 parking spaces and the short term disruption during construction. Engagement will be continued throughout design and delivery.
 - The owner of the site of the demolish Florence Nightingale Public House which is now a private car park. The landholder was supportive of the scheme and has agreed to a land swap to better facilitate the new bus stop outside SJUH.
 - Bridge Community Church were contacted and invited to comment on the proposals.

4.2 Equality and diversity / cohesion and integration

4.2.1 An EDCI screening has been undertaken for the Beckett Street Scheme as part of the A58 corridor and was submitted to WYCA with the Outline Business Case in October 2019. The screening found that there were no issues of concern. This is attached as Appendix 1.

4.3 Council policies and best council plan

4.3.1 The anticipated benefits of using the £183.3m LPTIP to create improvements to the Leeds transport network has the potential to contribute to the vision for Leeds 2030 to be the best city in the UK, and 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.

4.3.3 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'.

Climate Emergency

4.3.4 In March 2019 the Council declared a Climate Emergency with the key target of reducing carbon emissions in Leeds District. As of 2015 Transport contributes one third of the Carbon Emissions.

4.3.5 By delivering a reduction in bus journey times, and improved journey time reliability, the Beckett Street Improvements scheme is expected to generate modal shift from private car to bus and cycling. 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 citywide LPTIP schemes.

4.3.6 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.

4.3.7 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.

4.3.8 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.

- 4.3.9 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 maximise the efficiency of the existing network, especially when enhanced priority is provided for buses.
- 4.3.10 At preliminary design the proposals are expected to impact on 36 existing trees, of which 29 are deemed mature. The delivery partner is working to minimise tree loss as much as possible and will attempt to leave trees insitu should the root area not be as large as expected.
- 4.3.11 As part of the landscape proposals, 112 new trees are proposed to be planted to mitigate the loss of up to 36 existing trees.
- 4.3.12 The Beckett Street Improvements 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 approvals requested in this report are 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) as previously approved by Executive Board. Construction will progress when necessary funds have been allocated. Further funding approvals will be required from the Combined Authority for spend from the in line with the programme assurance framework agreed with the DfT.
- 4.4.2 The Beckett Street scheme (excluding York Street) cost estimate is £13,956,300 comprising:
- £10,698,700 Design & Build Contractor Costs & Contingency
 - £925,500 Utilities
 - £2,332,100 Fees (staff costs)
- The spend profile is anticipated to mostly fall in the 2020/21 financial year.
- 4.4.3 Delivery of the scheme is to be undertaken by the Council's delivery partner appointed by competitive procurement completed in 2018.
- 4.4.4 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. There are no specific legal implications arising from this report.

4.6 Risk management

- 4.6.1 The LPTIP contributes to the progression of the Council's interim Transport Strategy and the West Yorkshire Transport Strategy. If the programme is not implemented or

delayed this will adversely affect the benefits for these strategies. 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.

5 Conclusions

5.1 Leeds is a successful city and its economy continues to grow. Improving the existing transport network is an important enabler helping Leeds to be a prosperous, liveable and healthy city. Accordingly, the £173.5m funding allocated from DfT added to local funding creates an opportunity to deliver £270m of improvements to public transport in Leeds in the short to medium term. These will include a transformation of the bus network, plans for new rail stations at key employment growth locations, build some world class city centre gateways and pave the way for ambitious longer-term plans emerging through the Leeds Transport Strategy.

5.2 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, working and visiting the city and contribute to its on-going growth and economic success.

6 Recommendations

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

- (i) Note the Executive Board approval in January 2020 to authorise the detailed design and construction of the A58 Beckett Street including York Street;
- (ii) Approve the preliminary scheme design for Beckett Street; and
- (iii) Request the City Solicitor to advertise draft Traffic Regulation Orders and if no valid objections are received, to make, seal and implement each Order as advertised.

7 Background documents

7.1 None

8 Appendices

8.1 Beckett Street EDCI Screening

8.2 Drawings pack including:
General Arrangement
Drainage
Landscape
Traffic Signals
Traffic restriction order

Equality, Diversity, Cohesion and Integration Screening

As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Highways
Lead person: Robert Mason	Contact number: 0113 378 4796

1. Title: LPTIP: A61N Bus Corridor Improvements (Harewood Junction)
Is this a:
<input type="checkbox"/> Strategy / Policy <input type="checkbox"/> Service / Function <input checked="" type="checkbox"/> Other
If other, please specify
Highways and Transportation scheme as part of the Leeds Public Transport Investment Programme (LPTIP).

2. Please provide a brief description of what you are screening
<p>As part of the Connecting Leeds Programme Leeds City Council and West Yorkshire Combined Authority (WYCA) are seeking to double bus patronage by reducing journey times and improving reliability of public bus services, and make changes which provide a better bus experience for users.</p> <p>St James University Hospital (SJUH) on Beckett Street is an important destination and employment site in the city attracting a large amount of trips. The bus stop opposite SJUH is the busiest stop outside the city centre and congestion on Beckett Street exists throughout most of the day. The proposed intervention creates a larger bus stop and wider footway outside the hospital to create an improved waiting area, and creates new inbound and outbound bus lanes between SJUH and the A64 to benefit bus trips. This also includes a new bi-directional cycleway linking SJUH to the City Connect Cycleway.</p>

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?		x
Have there been or likely to be any public concerns about the policy or proposal?	x	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		x
Could the proposal affect our workforce or employment practices?		x
Does the proposal involve or will it have an impact on <ul style="list-style-type: none">• Eliminating unlawful discrimination, victimisation and harassment• Advancing equality of opportunity• Fostering good relations		x

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?**

(**think about** the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected).

Connecting Leeds was developed off the back of extensive consultation as part of the Leeds Transport Conversation. This process involved engaging a wide range of groups including but not limited to Child Friendly Leeds, Older People's Forum, Access Groups, BME Hub, Disability Hub, LGBT* Hub, Hub Reps Network, Womens' Lives Leeds, Access and Use-Ability Group, Physical and Sensory Impairment (PSI) Network and the Equalities Assembly Conference.

Prior to engaging stakeholders (including the general public) on the Connecting Leeds projects Leeds City Council and their development partner WSP appointed a Leeds based engagement specialist service provider called Leeds Involving People (LIP). LIP coordinated input from several individuals from the seldom heard groups they work with into the Stakeholder Engagement Strategy. The strategy has a clear focus on engaging seldom heard groups and ensuring all materials are accessible, legible and easily consumable.

We have also engaged with numerous key stakeholders / community groups including the local ward councillors and Leeds Teaching Hospitals Trust.

- **Key findings**

(**think about** any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

The proposed improvements promote more inclusive access to all user groups who utilise public transport by improving journey time, reliability of service and user experience.

The creation of a new cycleway is expected to promote more sustainable and active travel with associated health and environmental benefits.

The small loss of greenspace will be offset by increased planting in the area providing environmental and aesthetic benefits.

- **Actions**

(**think about** how you will promote positive impact and remove/ reduce negative impact)

The highway works for the scheme, and their impact on equality characteristics, are as follows:

The extra space required for carriageway is mainly taken from existing highways verge which will reduce the visual aesthetic of the area to local residents and passing traffic. As this is cropped grass it is expected to be limited.

Some space will be required from existing Parks greenspace, however the intent is to minimise loss of trees as much as possible and provide planting of additional new trees and highways verge planting to offset the loss in visual aesthetic and improve the local environment.

Removal of buses to bus lanes and improvements to the traffic signals should result in a small benefit to vehicles moving through the area. Due to the reconfiguration of the car parks to accommodate the improved bus waiting facility, there will be a loss of nine car park spaces which may impact on car users, this will be limited as there are expected to be 110+ spaces remaining.

Local residents will benefit from improved bus services and the new cycleway. There will be improved crossing facilities allowing for easier access over Beckett Street improving accessibility to the Shakespeare Academy.

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.	
Date to scope and plan your impact assessment:	N/A
Date to complete your impact assessment	N/A
Lead person for your impact assessment (Include name and job title)	N/A

6. Governance, ownership and approval		
Please state here who has approved the actions and outcomes of the screening		
Name	Job title	Date
John White	Leeds Public Transport Improvement Programme Manager	Feb 2020
Date screening completed		Feb 2020

7. Publishing	
Though all key decisions are required to give due regard to equality the council only publishes those related to Executive Board, Full Council, Key Delegated Decisions or a Significant Operational Decision .	
A copy of this equality screening should be attached as an appendix to the decision making report:	
<ul style="list-style-type: none"> • Governance Services will publish those relating to Executive Board and Full Council. • The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions. • A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record. 	
Complete the appropriate section below with the date the report and attached screening was sent:	
For Executive Board or Full Council – sent to Governance Services	Date sent: N/A
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent: N/A
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent: N/A