



Report of the Chief Officer Highways and Transportation

Report to the Director of City Development

Date: 22 April 2020

Subject: Connecting Leeds: A660 Headingley to Weetwood Signals Upgrade Scheme

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If yes, name(s) of ward(s): Headingley & Hyde Park and Weetwood		
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 has been adopted there is much housing growth planned in future years, up to 51,000 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 21st 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.
- Traffic on major roads in Leeds has risen by approximately 12% between 2000 and 2015. The congestion experienced in North West Leeds for all vehicles is some of

the worst in the district. Combined with Leeds' growing population and economy, the failure to make the road network more resilient to dynamic traffic flows will result in further deterioration. Not only will this increase level of congestion, but it will decrease air quality and reduce the attractiveness of bus travel, disincentivising modal shift and potentially impacting development viability in this area.

- To begin to address these transport challenges, the Council is leading on major schemes as part of the £1 billion West Yorkshire Transport Fund (WYTF), including the East Leeds Orbital Road (ELOR). In addition, with £174 million of Department of Transport (DfT) funding, the Council is now well placed to progress the first national investment in public transport in Leeds for decades. The model being used is now being replicated by the DfT's Transforming Cities Fund (TCF).
- 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.
- 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 the end of 2020. Similarly, 37 Arriva buses which meet the latest CAZ emission standards are operating in Leeds. The A660 corridor has also seen air quality improvements recorded since the introduction of 'green low emissions buses' by First.
- 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.

- Improvements to the A660 will upgrade the traffic signal facilities between Headingley and Weetwood, improving bus journey reliability times to the thousands of people who travel along this corridor daily. Approval is being sought for the construction of this scheme at a cost of £1.25m, with contributions from Connecting Leeds and S106 funding.
- This corridor improvement will result in improved health outcomes and positive climate impacts as a result of improving air quality and reducing noise and

emissions by keeping buses and general traffic moving. These works will also support the Council's work to improve pedestrian and cycle safety on the A660.

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 £155.6m, comprising contributions from the DfT £124.5m, LCC £9.9m, S106 Developer contributions £3.4m, WYTF £15.0m and European funding of £2.8m. Further funding approvals will be required from the Combined Authority for spend from the DfT and Combined Authority funding.

Recommendations

The Director of City Development is asked to take the following delegated decisions following the £173.5m Executive Board approval in June 2017:

- a) Approve the injections of S106 Developer contributions of £326,016 for the A660 Headingley to Weetwood signals upgrade scheme.
- b) Approve the expenditure of £1.25m from the Connecting Leeds programme to construct the A660 Headingley to Weetwood signals upgrade scheme, subject to detail design approval which is delegated to the Chief Officer for Highways and Transportation.
- c) To note that, subject to ongoing consultation with the Executive Member for Climate Change, Transport and Sustainable Development as appropriate, the Chief Officer, Highways & Transportation will approve the final version of the designs for construction after further consultation with stakeholders and Members.

1. Purpose of this report

- 1.1 This report outlines the next steps for delivering the detail design and construction of the A660 signals upgrade between Headingley and Weetwood 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 for decision 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 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 separate public transport improvements that, taken together, will deliver a major step change in the quality and effectiveness of our transport network. Headline proposals, include:
 - 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 rail stations accessible at certain locations;;
 - creating 21st Century interchanges around Vicar Lane, Corn Exchange, the Headrow, Park Row 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 the end of 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 A660 Headingley to Weetwood Signals Upgrade

- 3.1.1 The A660 runs north-west from Leeds in Yorkshire via Headingley, Weetwood, Bramhope and Otley, with the A660 ending in Burley-in-Wharfedale. The proposed scheme comprises upgrades to the signal control strategy, as well as some assets, at traffic signal junctions and pedestrian crossings along a section of the corridor between Ashwood Villas and Spen Road between Headingley and Weetwood. The upgrade to the control strategy will enable the introduction of adaptive control in order to provide reductions in delays for all traffic and, in particular, for buses.
- 3.1.2 The scheme incorporates Microprocessor Optimised Vehicle Actuation (MOVA) technology at each site that is being upgraded. There are two reasons for the addition of the MOVA control strategy. MOVA can provide greater responsiveness and, in some cases, further reduce delay. Also, during off-peak hours, MOVA's greater responsiveness is beneficial for non-motorised users.
- 3.1.3 Bus priority is currently provided at traffic signals across Leeds through an existing system that uses 'virtual' detection zones. These zones trigger priority by sending data to LCC UTMC systems from the ticket machine when a bus travels through them. These zones will be reviewed and updated to adapt the detection zones to work more effectively with the MOVA control system.
- 3.1.4 The proposals will improve facilities for both walking and cycling. The scheme includes the upgrade of pedestrian detection to more reliable thermal imaging technology. At standalone pedestrian crossings this will further improve efficiency for all road users. Improved strategies for staggered pedestrian crossings, making use of the more sophisticated MOVA control, will also be developed to reduce total delay for pedestrians.
- 3.1.5 There is an aspiration to provide improved service for cyclists across the city, including extending green signals and safety clearance times for people cycling more slowly through junctions and options are being investigated in parallel to this scheme for how best to achieve it. The upgrade of traffic signal control technology will provide a platform to introduce future and emerging technology such as this with less disruption.

- 3.1.6 The Full Business Case (FBC+) was submitted to the Combined Authority on 1st April 2020 based on scheme costs as per the A65 signals upgrade scheme. The cost of the scheme is £1.25 million, including an allowance for risk and inflation. The indicative scheme Benefit Cost Ratio (BCR) is approximately 2:1, which means there are twice as many benefits as the proposed costs.
- 3.1.7 The scheme represents a very good deliverable value for money scheme that will support the Connecting Leeds objectives and will complement future A660 schemes in the programme. The scheme will not restrict any future scheme proposals for Lawnswood roundabout.
- 3.1.8 Approval of the detailed designs will be sought from Highways and Transportation Board, chaired by the Chief Officer for Highways and Transportation.
- 3.1.9 It is anticipated that upgrades to the existing A660 signals will start in summer 2020 and will be completed by March 2021.

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 are summarised in the tables 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 as they clearly fall within the remit of "public transport improvements".

A660 UTMC Signals Upgrade

Planning Reference	Site	Total
08/02354/FU	Carnegie Pavillion	£23,867.02
08/05700/FU	The Wise Owl, Otley Old Road	£44,686.57
09/03233/FU	St Michaels Court	£76,279.21
10/03603/FU	The Lounge Cinema, North Lane	£41,242.46
12/02071/OT	Bodington Hall	£136,940.95
	Total	£323,016.21

4 Corporate considerations

4.1 Consultation and engagement

4.1.1 The first phase (1a) of consultation on some of the schemes was completed in Spring 2018. Between June and August 2018 (Phase 1b) the remainder of the schemes were subject to public consultation that included the A660 corridor scheme. The Executive Member was briefed on the scheme in August 2019 and April 2020.

4.1.2 Prior to construction of this scheme, a workshop will be held to inform ward members of further detail on the scheme proposals. It is worth noting that the scheme has no impact on kerblines and comprises an upgrade to the existing signal infrastructure only.

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, Black and Minority Ethnic (BME) Hub, Disability Hub, Lesbian Gay Bisexual Transgender (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 throughout 2019 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 (EDCI) screening has been completed for the A660 Headingley to Weetwood signals upgrade schemes. The conclusions found that there would be minimal differential impact on equality characteristics, with some small positive impacts likely. The full assessment is included at Appendix A.

4.3 Council Policies and the Best Council Plan

4.3.1 The anticipated benefits of using the £183.3m to create improvements to the Leeds transport network has the potential to contribute our 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 21st 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 Analysis of MOVA applications have found benefits worldwide, most recently Transport Research Laboratory (TRL) demonstrated MOVA delivers a 12-15% reduction in vehicle delay. These reductions will help to unlock development opportunities in North West Leeds whilst enhancing the competitiveness of the bus as opposed to private car travel. Furthermore, studies have shown the reduction in stop-start traffic as a result of MOVA reduces pollutants and emissions by 3-8%; therefore, the air quality improvements will result in a more productive economy and healthy Leeds.

4.3.4 The A660 corridor has already seen an improvement in air quality with the introduction of green low emission buses by private operators on what is one of the busiest and most well used corridors in Leeds.

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 £155.6m, comprising contributions from the DfT £124.5m, LCC £9.9m, S106 Developer contributions £3.4m, WY+TF £15m and European funding of £2.8m. Further funding approvals will be required to complete the programme.

- 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 Combined Authority Assurance Framework previously agreed with the government. A parallel authorisation will be progressed through this assurance process with the Combined Authority to release the expenditure requested in this report.

Connecting Leeds Bus Infrastructure package cashflow as at March 18th 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	326.0		0.0	326.0	
Meadow Lane WY+TF	0.0		0.0	0.0	
TOTALS	326.0	0.0	0.0	326.0	0.0
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	163083.0	8369.4	47928.7	100699.0	6085.9
A660 Headingley to Weetwood signals	1250.0	0.0	0.0	1250.0	0.0
TOTALS	164333.0	8369.4	47928.7	101949.0	6085.9
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	3390.0	0.0	0.0	3390.0	
Government Grant DFT	124546.8	8179.8	47928.7	68438.3	
WY+TF	15002.0			15002.0	
European Grant ERDF	2829.0		0.0	2829.0	
Total Confirmed Funding	155649.0	8369.4	47928.7	95648.0	3702.9
Net funding before Target Savings	8,684.0	0	0	6,301.0	2383.0
Target Savings/Value engineering 5.5%	8684.0			6301.0	2383.0
Total Funding Balance	0.0	0	0	0	0

- 4.4.3 It is proposed to pro-actively value engineer the Connecting Leeds projects to reduce the costs before implementation begins. This process will be overseen by

the Chief Officer for Highways and Transportation in ongoing dialogue with the Executive Member as appropriate.

- 4.4.4 Further funding allocations are being sought, and if these transpire 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 revenue implications with regard to lifecycle maintenance costs will be met from existing budgets. The Connecting Leeds revenue implications will be addressed moving forward into the programme.

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 As previously stated, schemes to be delivered from the Connecting Leeds funding are required to be in contract (FBC+ approval) or substantially completed by the end of March 2021. The DfT have agreed to construction of schemes going past the March 2021 date by 12 months to a total of £20 million. Given these timescales, flexibility will be required in terms of adjusting the programmes to meet cost, programme and deliverability changes.
- 4.6.2 The schemes will be assured through the Combined Authority framework set up for the WYTF, already approved by the DfT. Progression through this assurance process in a timely manner is necessary in order to avoid delays to overall deliverability.
- 4.6.3 A Connecting Leeds 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.
- 4.6.4 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 A660 signals upgrade scheme as a key city centre corridor 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

6.1 The Director of City Development is asked to take the following delegated decisions following the £173.5m Executive Board approval in June 2017:

- a) Approve the injections of S106 Developer contributions of £326,016 for the A660 Headingley to Weetwood signals upgrade scheme.
- b) Approve the expenditure of £1.25m from the Connecting Leeds programme to construct the A660 Headingley to Weetwood signals upgrade scheme, subject to detail design approval which is delegated to the Chief Officer for Highways and Transportation.
- c) To note that, subject to ongoing consultation with the Executive Member for Climate Change, Transport and Sustainable Development as appropriate, the Chief Officer, Highways & Transportation will approve the final version of the designs for construction after further consultation with stakeholders and Members.

7 Background documents¹

7.1 None.

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.