

**Report to Chief Officer Highways and Transportation**

**Date: 19 May 2020**

**Subject: CITY CENTRE PACKAGE – ARMLEY GYRATORY**

**Capital Scheme Number : 33363**

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

- The Leeds City Centre package will transform the gateways to the city centre and how traffic will circulate within the City. It is critical for Leeds that the transport system is right to realise the benefits of this growing City Centre. Unlocking Armley Gyratory is a key part of this. Armley Gyratory currently constrains movement for all modes across the city and it is an important requirement to release capacity and improve movement on Strategic Road Network. Highways England is a key stakeholder in the project and consider Armley Gyratory as a priority to resolve alongside a strategy for the M621.
- Armley Gyratory is located in the south-west of the extended city centre and forms the western terminal point of the Inner Ring Road. The junction is a key node for trips from the M621 to the north of Leeds City Centre, and trips from West Leeds and Bradford to Leeds and the M621. As a result, it is one of the busiest junctions in West Yorkshire, and currently constrains movement on the Inner Ring Road for all modes across the city and it is an important requirement to release capacity for traffic and enhance provision for active travel modes.
- In addition, Armley Gyratory is key to unlocking the aspiration to pedestrianize City Square in Leeds City Centre, by providing additional northbound capacity to accommodate reassigning traffic flows out of Leeds City Centre.
- Over the next 5-10 years, Leeds city centre will be the focus of major changes through a series of infrastructure investments aimed at betterment and transformation of public transport and public realm. The works at the Armley

Gyratory are fundamental to the removal of unnecessary through traffic from the city centre, unlocking the potential of City Square and other public realm schemes.

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

The Armley Gyratory Highway Reconfiguration scheme is designed to align with the following Leeds City Council's Best City priorities as laid down in the Best Council Plan 2019/20 – 2020/21:

### Sustainable Infrastructure

- Delivers renewed and reliable infrastructure, reducing maintenance needs, and the cost and congestion associated with manging condition-related risks at the Armley Gyratory.
- Delivers improved resilience of this key element of the city's infrastructure.
- Through the wider Meadow Lane, Bishopgate Street, Armley Gyratory, Regent Street and City Square (MBARC) combined programme, facilitates the overall reduction in through traffic within the city centre, City Square and the around the train station.
- A reduction in traffic and increased landscaping opportunities will offset carbon levels and enhance air quality.
- Makes use of innovative technologies to create a modern, adaptive city (drainage, lighting, materials etc.)
- Delivers on Smart City enhancements adaptive to future needs and facilitating smoother traffic movements.
- Continuation of cycling infrastructure to provide enhanced connectivity between the centre and the wider metropolitan area.

### Housing

- Enhances connectivity and unlocks land for future housing growth.
- Promotes independent living by improving access to quality and reliable public transport infrastructure.

### Inclusive Growth

- Delivers the major regeneration of dated and deteriorating highway infrastructure.
- Boosts the local economy through social investment and locally-sourced workforce.
- Facilitates business rate growth and entices new investment by upgrading public infrastructure.
- Delivery of the scheme facilitates refreshing key public spaces within the city centre core, through the wider MBARC programme.

## **3. Resource Implications**

- Detailed design is expected to be largely undertaken using internal highways resources with design input provided by the Contractor, Balfour Beatty, via Early Contractor Involvement (ECI) procured under the Scape Civil Engineering Framework.
- Where internal resources are unavailable to deliver design packages within the programme timescales, these packages will be procured externally through a design and build contract within the Scape Civil Engineering Framework.
- Reduced risk of Contractor conflict between individual schemes and improved management of the local highway network throughout the programme. A combined

MBARC programme will increase Contractor agility and reduce the likelihood of incurring associated stand down costs.

- Internal staff resource required to manage the MBARC programme is not as great as that required to manage the projects individually.
- Early commercial input and market access via the Contractor to provide cost and quality surety and achieve timely, cost-effective and buildable solutions.
- Reduced risk of a lack of contractor interest in a buoyant market and failure to deliver to ambitious timescales.

## **Recommendations**

The Chief Officer Highways and Transportation is recommended to:

- i) Approve the preliminary design of the proposed Armley Gyratory alignment to allow progression to detailed design and construction.
- ii) Approve the commission of an Appraisal Specification Report (ASR) and Full Business Case (FBC) to progress the scheme to the next Combined Authority decision point.
- iii) Give approval to inject an additional £5.087m of West Yorkshire Combined Authority (WYCA) grant funding into the Capital Programme;
- iv) Give authority to spend £5.087m to undertake ASR, FBC, detailed design, early phase works and land acquisition associated with the delivery of the Armley Gyratory scheme to be wholly funded by the WYCA West Yorkshire Plus Transport Fund (WY+TF) .
- v) Authorise the procurement of Balfour Beatty via the Scape Civil Engineering Framework to provide Early Contractor Involvement into the detailed design process.
- vi) Authorise the procurement of the design and build contract via the Scape Civil Engineering Framework.
- vii) Authorise the submission of a detailed planning application upon completion of preliminary design

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

- 1.1 This report seeks to obtain technical approval for the preliminary design proposals for the Armley Gyratory Highway Reconfiguration and authorisation to incur expenditure to undertake detailed design and all works required to progress the scheme to the next Combined Authority decision point.
- 1.2 The report also seeks authorisation to procure external input into scheme development via a design and build contract under the Scape Civil Engineering Framework.

## **2. Background information**

- 2.1 Following a paper submitted in September 2016, Executive Board gave support to a series of planned interventions at key locations within the extended city centre area with the aim of closing City Square to general traffic and the redevelopment of this

pivotal area of city centre public realm as part of proposals put forward by the West Yorkshire Transport Fund City Centre Package

- 2.2 Enhancements put forward as part of the WYTF City Centre Package identified significant enhancements in the outer city centre aimed at providing increased capacity for through traffic on appropriate routes, thus reducing the need for vehicles to travel directly through the city centre. The main focus of this change is on the connectivity between the M621, Inner Ring Road, and Armley Gyratory, including associated junction improvements on adjacent A-road tributaries.
- 2.3 The City Centre Package (CCP) Strategic Outline Business Case was approved by WYCA in early 2016. Executive Board approved CCP for inclusion in a series of funding agreements between WYCA and LCC for delivery of the WY+TF in September 2016, and the agreement for CCP was entered into in May 2019. This confirms funding of £66.8m for the CCP subject to sign off of the Full Business Case and construction tender price.
- 2.4 A key component of the CCP is an upgrade to Armley Gyratory. Because of the scale and complexity of the scheme, its development is being progressed ahead of the remaining parts of the CCP, some elements of which are still being defined. It is important that momentum of the scheme development is maintained to maximise the opportunities for timely delivery thus unlocking the benefits which accrue from traffic removal in the city centre.
- 2.5 An initial consultation on scheme concepts ended on 13<sup>th</sup> April 2018 and showed support for the improvement. Design consultants were appointed to undertake options appraisal and develop the concept into a preliminary design. A further public consultation exercise was carried out between 12<sup>th</sup> August and 23<sup>rd</sup> September alongside a series of public consultation events.
- 2.6 An Outline Business Case was approved by the WYCA on 29<sup>th</sup> April 2020 and authorised the additional expenditure of £5.087m development costs to progress the scheme to Full Business Case. This included a £1.5m allowance to undertake early phase enabling works and to acquire private land prior to FBC+ approval. The money will be drawn down upon in June 2020 with works undertaken in the school summer holidays to minimise disruption to general traffic and buses and to de-risk the construction programme with advanced preparation works.
- 2.7 The City Centre Package (CCP) is a package of interventions that will remove traffic from central Leeds, with journeys re-routed via more suitable routes including the Inner Ring Road. This removal of traffic will provide an excellent opportunity for the city to enable areas of the city centre to transform so they meet the future transport and economic ambitions of the Council.
- 2.8 The ambitions of LCC include the transformation of the city centre area, and the removal of general traffic is an integral part of the vision for this part of Leeds. The CCP will be the package that will remove traffic at City Square and provide capacity enhancements to the key orbital route of the Inner Ring Road to accommodate re-routed traffic.
- 2.9 The CCP provides an excellent opportunity to deliver the ambitious plans for Leeds city centre and deliver the desired levels of economic growth. The CCP will provide an opportunity to review and transform the highway network in the South Bank and City Square areas, as a result of reduced traffic flows. These reduced flows will increase the attractiveness of the South Bank area for business to locate, in addition to the creation of spaces for residents, workers and visitors to use. In the future, roads within the South Bank that will see reduced traffic flow can be re-

aligned and re-purposed to facilitate the arrival of HS2 and the step-change in connectivity and accessibility high-speed rail will bring for the city and LCR, particularly for journeys to Birmingham and London. The closure of City Square will enable the transformation of this area, by removing the dominance of motor vehicles, promote sustainable travel and create a public space for people to use and spend time in. The removal of general traffic from City Square will contribute to improved air quality, bringing increased health benefits to people.

### **3. Main issues**

#### **Preliminary Design**

- 3.1 The Armley Gyratory Highway Reconfiguration scheme incorporates proposed alignment and operational changes to the existing gyratory system through the creation of a new area of carriageway, improving vehicle connectivity between the M621 and the Inner Ring Road and delivering the additional capacity required to mitigate against traffic displaced from the city centre.
- 3.2 The scheme also seeks to improve pedestrian and cycle connectivity between previously disconnected areas of Wortley and Armley and the city centre through lit, segregated footways and cycleways which run adjacent to carriageway and the provision of an accessible footbridge to the north of the gyratory.
- 3.3 Preliminary design of the revised layout and the associated highways structures has been undertaken by Aecom and broadly completed. The General Arrangement Drawing showing the preferred highway alignment is contained in Appendix B of this report.
- 3.4 A number of options were considered during the development of the design and the highway alignment proposed incorporates the capacity gains necessary to deliver place making opportunities along with significant improvement to pedestrian and cycling facilities whilst still remaining within the envelope of affordability of the WY+TF City Centre Package.
- 3.5 As an early design package and in light of anticipated traffic changes post-COVID 19, the works will be reviewed further to identify alternative interventions which could limit disruption expected as a result of the proposals and permit greater opportunities for value engineering whilst seeking to deliver the key objectives of the project.

#### **Structures**

- 3.6 In order to fully realise the increase in vehicle capacity at the junction as well as the proposed enhancements to non-motorised user provision, a number of interventions are required to existing highways and Network Rail structures.

#### Negas Underpass

- 3.7 Negas Underpass is located on the west side of Armley Gyratory. The single span concrete structure was constructed in 1977. It currently carries the A58 Armley Gyratory comprising 3 lanes of one-way traffic and a footway on the west side over an access road between the British Gas Training Centre and car park.
- 3.8 To accommodate the revised highway alignment, maximise capacity gains and improve at grade pedestrian/cycle access on the A58, there is a requirement to

widen this structure. Proposals to be considered during detailed design include the widening of the existing structure or the construction of a separate structure adjacent.

### 3.9 Network Rail Bridge Abutments (TJC3/15A)

- 3.10 This structure is located on Wellington Road to the north west of the Armley Gyrotory and consists of a 1.4m deep U-shaped pre-cast concrete accommodation bridge supported on stone masonry abutments. The structure previously carried a full live railway deck which has been decommissioned.
- 3.11 The existing line of the abutments limits the scope for footway widening along the western kerb line. The current hardstanding is of insufficient width to permit pedestrian access (600mm) and pedestrians are expected to cross the carriageway using the existing footbridge.
- 3.12 It is proposed that the abutments be demolished and rebuilt at a sufficient distance to permit an accessible footway to be constructed adjacent. This would necessitate a cantilever structure to support the existing U-beam.
- 3.13 The recommended treatment of this structure is the installation of a new contiguous piled wall finished with stone cladding. This will be developed further as part of detailed design and will be designed to accommodate any potential future rail loading as agreed.

### Wellington Road North Footbridge

- 3.14 Wellington Road North Footbridge is located to the north of the gyrotory and spans Wellington Road. It consists of a temporary steel bridge deck supported on reinforced concrete piers. The existing bridge ramps do not meet accessibility requirements.
- 3.15 It is proposed that the existing bridge be demolished and reconstructed with a new wider steel footbridge suitable for pedestrian and cycle access. The new footbridge will be constructed with accessible ramps.
- 3.16 The design team is currently investigating the internal resource implications of designing the structural elements and whether this is achievable within the constrained programme. It is anticipated that the design of all key structures will be procured externally via a design and build mechanism under the Scape Civil Engineering Framework.

### **Drainage**

- 3.17 An outline drainage strategy has been developed as part of Preliminary Design which seeks to improve the storage capacity of surface water runoff at the gyrotory and limit discharge into the drainage network. This strategy will be developed further as detailed design progresses and seeks to incorporate innovations in sustainable urban drainage systems. It is also intended to consider the wider drainage within the immediate area of the gyrotory and seek to resolve existing drainage issues where it is feasible to do so.

## **Non-Motorised Users**

- 3.18 The junction itself is a significant physical barrier to non-motorised users (NMU) movements within the local area and for longer journeys to and from the city centre. Consultation undertaken throughout the development of the design highlighted a number of issues with existing routes for NMU. These were largely viewed as being undesirable and their isolated nature, away from areas of illuminated carriageway and open sightlines, was also felt to be unsafe. As a result, these routes were often under-utilised.
- 3.19 There are a number of primary schools within the wider area of the junction and pupils could feasibly use the limited NMU routes to access, requiring them to cross the gyratory.
- 3.20 As with pedestrian provision, cycling provision around the junction is disconnected and indirect. While a number of the existing footbridges can be used by cyclists as off road routes, the majority prohibit use as a result of low parapets and limited width.
- 3.21 The scheme proposed at the Armley Gyratory seeks to address NMU connectivity concerns through the creation of direct, at-grade links through the junction. These routes are complimented through the provision of a new footbridge to the north of the junction providing improved connectivity between the adjacent proposed development sites and upgraded crossing facilities throughout the junction.
- 3.22 The proposals seek to enhance the existing pedestrian and cycle facilities at the gyratory to encourage mode shift to active modes. Unfortunately, the footway on the A643 under the existing railway could not be improved as part of this project as this would have required partial bridge reconstruction of the operational railway and was prohibitively expensive.
- 3.23 The final layout of the footway/cycleways will be developed at the detailed design stage in liaison with key stakeholders.

## **Planning**

- 3.24 A pre-planning application was submitted in March 2020. Comments received from the application will be addressed early in the detailed design process. Unfortunately, owing to the COVID 19 Outbreak the scheme was not presented at Pre-app Plans Panel; however, comments from Councillors and statutory stakeholders were received via correspondence.
- 3.25 A full planning application incorporating the comments is programmed to be submitted in May 2020.

## **Residual Issues**

- 3.26 Extensive ground investigation works are currently progressing to determine the condition of the ground within area of the junction. The results of this testing will inform detailed design options and negotiations with private land owners as part of land acquisition. Receipt of the testing results is expected in July 2020.
- 3.27 There are a number of areas of land currently under private ownership which are required to fully realise the benefits of the Armley Gyratory proposals. Leeds City

Council are currently discussing terms with adjacent land owners with a view to make offers. Design development and the results of the ground investigation are key to informing land requirements and compensation levels.

- 3.28 The current funding of £66.8M allows for the delivery of the Armley Gyratory scheme but falls well short of delivering other CCP interventions which are key to unlocking overall programme benefits. Discussions are on-going with the Combined Authority to resolve this issue.

## **4. Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 The Executive Member for Climate Change, Transport and Sustainable Development has been consulted on Armley Gyratory and the other individual schemes which form the MBARC programme and the principles behind the management approach.
- 4.1.2 The Council carried out a public consultation exercise between February and April 2018, covering the A647 LPTIP corridor from Armley Gyratory to the boundary with Bradford, under the Connecting Leeds brand. This comprised of online information, social and print media and drop-in events in Armley, Bramley and Pudsey. In total, 265 responses were received via the Council's website, by letter, by email, or by the return of completed questionnaires provided at public engagement events.
- 4.1.3 Alongside this public consultation, the Council has maintained ongoing dialogue with statutory bodies and non-statutory interest groups with regards the Armley Gyratory proposals.
- 4.1.4 The Green Streets Initiative has been progressed with the West Yorkshire Combined Authority and the Council's landscape planning and design officers to ensure robust attention is paid to any green or environmental mitigation measures proposed.
- 4.1.5 Ward members for Armley, Beeston and Holbeck, and Hunslet and Riverside, the three wards within which the scheme sits, and Little London and Woodhouse, have received updates on the scheme commencing with a briefing note in February 2018 and July 2019. They were invited to a member-only session in advance of the public consultation drop-in events in 2018. A separate drop-in event was also held at St Matthew's Community Centre at the request of local ward members to open engagement with residents with a specific focus on the Armley Gyratory.
- 4.1.6 A second consultation on the preliminary design was held between Monday 12th August and Monday 23rd September 2019. The consultation included both online and offline elements, and two further drop-in consultation events in September 2019. Both the website and the events showcased the proposals and enabled local stakeholders and the wider public to view and comment on the Proposed Development. The events provided more detailed information about the Proposed Development and explained how the proposals had evolved since the options consultation in 2018, including how feedback from the public had been considered and influenced the current design.
- 4.1.7 A flythrough simulating the proposed design was hosted online and shown at the events. This visualisation enabled attendees to view how vehicles, cyclists and pedestrians would travel around the proposed gyratory and to see how landscaping would likely look.

4.1.8 The Council also maintains regular engagement and discussion with adjacent landowners regarding the emerging proposals.

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

4.2.1 An Equality, Diversity Cohesion and Integration Screening (EDCI) has been undertaken on this report.

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

4.3.1 The Armley Gyratory Highway Reconfiguration scheme is designed to align with the following Leeds City Council's Best City priorities as laid down in the Best Council Plan 2019/20 – 2020/21:

### **Sustainable Infrastructure**

- Delivers renewed and reliable infrastructure, reducing maintenance needs, and the cost and congestion associated with managing condition-related risks at the Armley Gyratory.
- Delivers improved resilience of this key element of the city's infrastructure.
- Through the wider Meadow Lane, Bishopgate Street, Armley Gyratory, Regent Street and City Square (MBARC) combined programme, facilitates the overall reduction in through traffic within the city centre, City Square and the around the train station.
- Facilitates the overall reduction in through traffic within the city centre, City Square and the train station.
- Opens up areas for landscaping to offset carbon levels and enhance air quality.
- Makes use of innovative technologies to create a modern, adaptive city (drainage, lighting, materials etc.)
- Delivers on Smart City enhancements adaptive to future needs and facilitating smoother traffic movements.
- Continuation of cycling infrastructure to provide enhanced connectivity between the centre and the wider metropolitan area.

### **Housing**

- Enhances connectivity and unlocks land for future housing growth.
- Promotes independent living by improving access to quality and reliable public transport infrastructure.

### **Inclusive Growth**

- Delivers the major regeneration of dated and deteriorating highway infrastructure.
- Boosts the local economy through social investment and locally-sourced workforce.
- Facilitates business rate growth and entices new investment by upgrading public infrastructure.
- Delivery of the scheme facilitates refreshing key public spaces within the city centre core, through the wider MBARC programme.

### **Climate Emergency**

4.3.2 The drainage strategy for the improvements at Armley Gyratory has followed the principles of SUDs to reduce the demand on the existing drainage network during storm surges and future proof infrastructure to provide climate change resilience.

- 4.3.3 The proposals at the junction will result in landscaping changes. Tree loss is required in order to improve the safety of pedestrian and cyclist routes by increasing inter-visibility between users and to accommodate the new footprint of the Proposed Development. The design has been amended as fully as possible to reduce the impact on significant trees. Tree loss will be mitigated with a robust and high-quality scheme of new tree planting (at a minimum ratio of three trees planted for every tree lost) which represents an opportunity to increase the quality, impact, diversity and resilience of the local tree stock.
- 4.3.4 The proposals at the gyratory seek to remove the barriers that discourage pedestrians and cyclists from using the gyratory. Through high quality provision, with improved accessibility and connectivity for users, the improved facilities seek to encourage motorists to adopt more active modes.
- 4.3.5 There will be some unavoidable negative effects during construction, such as embedded carbon involved with materials, construction traffic etc. Leeds City Council will work with the Contractor to explore opportunities to reduce carbon emissions in line with the Council's climate emergency targets and will advise on this and the details of any measures they take to minimise carbon emissions, including effectively managing waste and transporting plant and goods through recycling of materials.
- 4.3.6 The analytical work for the Outline Business Case suggested that in isolation the implementation of Armley Gyratory could lead to a slight increase in carbon dioxide emissions over the life of the project. This was predicted as a result of the extra capacity attracting some vehicles to take a longer (albeit quicker) route, and the appraisal captured this as a disbenefit. However, it is important to consider the Armley Gyratory scheme in the wider context of the City Centre Vision and that it is currently a key component of the package of schemes required to enable an ultimate reduction in reliance on the private car, making the city centre less car dominated, providing roadspace for lower carbon modes such as walking, cycling and public transport and enabling the creation of greenspace and urban realm. The scheme therefore is expected to unlock the proposed closure of City Square, development of the park in the South Bank, and other complementary measures, all enabling people to adopt travel choices which are lower carbon, and encouraging city centre living by improving local air quality and connectivity. The cumulative impact of these schemes will provide a significantly different picture to the one presented in the Armley Outline Business Case and will therefore contribute positively to the measures being identified in line with the council's climate emergency declaration and the reduction over time of the city's carbon emissions.
- 4.3.7 A key objective the MBARC programme will deliver is an increase in green planting and bio-diversity across its main projects with specific focus within the boundaries of Armley Gyratory, City Square and Meadow Lane.
- 4.3.8 The communications plan for Armley Gyratory is closely aligned with that of Connecting Leeds which continues to promote a modal shift in travel behaviour and encourages greater use of greener, sustainable travel options, including public transport and active travel.

## 4.4 Resources, procurement and value for money

### 4.4.1 Capital Funding and Cashflow

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2020 £000's	FORECAST				
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
INTERNAL DESIGN FEES (6)	0.0						
OTHER FEES / COSTS (7)	0.0						
<b>TOTALS</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2020 £000's	FORECAST				
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's
LAND (1)	400.0		400.0				
CONSTRUCTION (3)	1100.0		1100.0				
FURN & EQPT (5)	0.0						
INTERNAL DESIGN FEES (6)	1587.0		1587.0				
OTHER FEES / COSTS (7)	2000.0		2000.0				
<b>TOTALS</b>	<b>5087.0</b>	<b>0.0</b>	<b>5087.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2020 £000's	FORECAST				
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's
LCC Corporate Borrowing	0.0						
Revenue Contribution	0.0						
Capital Receipt	0.0						
Insurance Receipt	0.0						
Lottery	0.0						
Gifts / Bequests / Trusts	0.0						
European Grant	0.0						
Health Authority	0.0						
Private Sector	0.0						
Section 106 / 278	0.0						
WYCA (WY+TF) grant	5087.0		5087.0				
Departmental Borrowing	0.0						
<b>Total Funding</b>	<b>5087.0</b>	<b>0.0</b>	<b>5087.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>Balance / Shortfall =</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

4.4.2 The estimated value of the works included in the Outline Business Case was £61.548m. Approval has been given by WYCA to continue incurring costs associated with scheme development up to £5.087m. Pleasdevelopment costs of £0.761m for Armley Gyratory have been incurred to date against the Leeds City Centre Package scheme which is funded by a separate WYCA grant.

4.4.3 While it is intended that the majority of the detailed design will be undertaken by Highways in-house design resources, elements of the design package may be contracted to external parties as a design and build package of works via the Scape Civil Engineering Framework.

4.4.4 The programme for delivery of the Armley Gyratory works is heavily restricted by its interdependencies with other city centre works as well as adjacent private developments. As a result, certainty over programme is essential and it is proposed

that the design team will work closely with the Scape delivery partner to identify value engineering and buildability opportunities and allow for robust programming.

#### **4.4.5 Procurement**

- 4.4.6 Armley Gyrotory is one of a number of high-profile and potentially disruptive schemes including Regent Street Flyover, Meadow Lane, City Square, Bishopgate Street Enhancement and Neville Street all of which are designed to deliver a key Council objective of closing City Square to general through traffic by 2023.
- 4.4.7 The complexity and interdependencies between individual projects is such that there is a strong risk of scope overlap, abortive works and dissonance should be managed separately.
- 4.4.8 Managing and procuring these schemes holistically would facilitate works on the ground to be comprehensively programmed as a sequence of overlapping schemes, designed by a series of separate and appropriate organisations and then constructed within a single point of established governance, and importantly only one contractual link between the council and works on the ground.
- 4.4.9 Accordingly, the Director of City Development has approved proposals for using a procurement framework that facilitates the coordinated delivery of the programme outlined.
- 4.4.10 It is proposed that Leeds City Council procure Early Contractor Involvement and any design and build packages which cannot be resourced from Highways' internal staff via the Scape Civil Engineering Framework.
- 4.4.11 This approach allows for Armley and the other individual schemes to be packaged together into a holistic programme of development and improvement works. This facilitates optimisation of efficiencies with works to be comprehensively programmed as a sequence of overlapping schemes, designed by a series of separate and appropriate organisations and then constructed within a single point of established governance
- 4.4.12 Only one contractual link would exist between the council and works on the ground, allowing contract management teams to exert more efficient control over ongoing network resilience concerns
- 4.4.13 Early engagement with design and construction delivery partners will minimise cost uncertainty and maximise value engineering opportunities.
- 4.4.14 The programme will also allow for an overarching communications and delivery strategy, especially in light of potential impact of long/medium-term disruption, and build long-term relationships with key internal and external stakeholders and managers of existing infrastructure and investment programmes to maximise collaborative working opportunities.

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

- 4.5.1 There are no legal implications for the contents of this report.
- 4.5.2 This is a key decision and is eligible for call-in.

## **4.6 Risk management**

- 4.6.1 Due to Covid19, there is a risk that resources currently proposed to develop detailed design and delivery of the scheme may be temporarily redeployed to other duties with a potential impact on the delivery programme. Furthermore, current working arrangement and guidance introduce additional difficulties in gathering responses to consultation exercises and may impact on obtaining planning permissions.
- 4.6.2 Currently the funding position of the City Centre Package, a programme of schemes to be funded under the WY+TF is over-subscribed. Discussions with the Combined Authority are on-going to resolve this matter. The risk for Armley Gyratory will be realised post FBC as the construction costs were not approved at the PAT meeting on the 29<sup>th</sup> April 2020. The greater risk sits with the other components of the City Centre Package as its delays their delivery and impacts upon affordability if not implemented simultaneously.
- 4.6.3 If approval of the procurement method fails to receive authorisation, there is a risk of significant delay to project implementation. This may require officers to undertake a lengthy tendering process, incurring additional costs not already accounted for.
- 4.6.4 The need to issue the works as a series of contracts rather than a single design and build contract means that there is a risk that the Council will be contractually obliged to cover preliminary costs and overheads in the event that the coronavirus response causes site operations to cease.
- 4.6.5 If the Armley Gyratory Highway Reconfiguration scheme within the MBARC programme is not successfully managed under a holistic approach, the complex interdependencies between the schemes and the tight time constraints on both delivery and funding elements could result in the loss of funding packages and an inability to realise key elements of the MBARC programme. This would result in a reduction in the overall benefits that could be achieved by the programme and would limit the individual success of the schemes.

## **5 Conclusions**

- 5.1 The Armley Gyratory is a key project in the wider City Centre Package and instrumental in the redistribution of private vehicle through traffic from the city centre and therefore reallocating road space for more sustainable modes in line with our Climate Change aspirations.
- 5.2 In addition, the complexity and strong interdependencies between Armley Gyratory and other individual MBARC projects are such that there is a high risk of scope overlap, abortive works and dissonance should they continue to operate autonomously.
- 5.3 In order to maximise the success of each of these projects and minimise the wider impact the works will have on the existing road network, the MBARC programme should be managed as one holistic programme of development and improvement works. This would provide opportunity for works on the ground to be comprehensively scheduled as a sequence of overlapping schemes with a single contractual link between Leeds City Council and the works promoter.
- 5.4 In order to achieve the current programme for delivery, it is necessary to progress with the detailed design of the junction at the earliest opportunity.

## **6 Recommendations**

- 6.1 The Chief Officer Highways and Transportation is recommended to:
  - i) Approve the preliminary design of the proposed Armley Gyratory alignment to allow progression to detailed design and construction.
  - ii) Approve the commission of an Appraisal Specification Report (ASR) and Full Business Case (FBC) to progress the scheme to the next Combined Authority decision point.
  - iii) Give approval to inject an additional £5.087m of West Yorkshire Combined Authority (WYCA) grant funding into the Capital Programme;
  - iv) Give authority to spend £5.087m to undertake ASR, FBC, detailed design, early phase works and land acquisition associated with the delivery of the Armley Gyratory scheme to be wholly funded by the WYCA West Yorkshire Plus Transport Fund (WY+TF) .
  - v) Authorise the procurement of Balfour Beatty via the Scape Civil Engineering Framework to provide Early Contractor Involvement into the detailed design process.
  - vi) Authorise the procurement of the design and build contract via the Scape Civil Engineering Framework.
  - vii) Authorise the submission of a detailed planning application upon completion of preliminary design

## **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.

## **8. Appendices**

Appendix A            Equality Impact Screening Assessment for the proposals

Appendix B            General Arrangement Drawing

## **APPENDIX A - EQUALITY IMPACT SCREENING ASSESSMENT**

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.

<b>Directorate: City Development</b>	<b>Service area: Highways and Transportation</b>
<b>Lead person: Mohammed Mahmood</b>	<b>Contact number: 87524</b>

<b>1. Title: Regent Street Flyover Essential Maintenance</b>
Is this a:
<input type="checkbox"/> <b>Strategy / Policy</b> <input checked="" type="checkbox"/> <b>Service / Function</b> <input type="checkbox"/> <b>Other</b>
<b>If other, please specify</b>

<b>2. Please provide a brief description of what you are screening</b>
<p>The Armley Gyratory Highway Reconfiguration scheme incorporates proposed alignment and operational changes to the existing gyratory system through the creation of a new area of carriageway, improving vehicle connectivity between the M621 and the Inner Ring Road and delivering the additional capacity required to mitigate against traffic displaced from the city centre.</p> <p>The scheme also seeks to improve pedestrian and cycle connectivity between previously disconnected areas of Wortley and Armley and the city centre through the introduction of illuminated, segregated footways and cycleways which run adjacent to carriageway and the provision of an accessible footbridge to the north of the gyratory</p> <p>Armley Gyratory is one of a series of major interventions throughout the city centre designed to facilitate the removal of general through traffic from City Square and unlock public realm/green space enhancements within the city.</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 and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

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"><li>• Eliminating unlawful discrimination, victimisation and harassment</li><li>• Advancing equality of opportunity</li><li>• Fostering good relations</li></ul>	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)

The Council carried out a public consultation exercise between February and April 2018, covering the A647 LPTIP corridor from Armley Gyratory to the boundary with Bradford, under the Connecting Leeds brand. This comprised of online information, social and print media and drop-in events in Armley, Bramley and Pudsey. In total, 265 responses were

received via the Council's website, by letter, by email, or by the return of completed questionnaires provided at public engagement events.

Alongside this public consultation, the Council has maintained ongoing dialogue with statutory bodies and non-statutory interest groups with regards the Armley Gyrotory proposals.

The Green Streets Initiative has been progressed with the West Yorkshire Combined Authority and the Council's landscape planning and design officers to ensure robust attention is paid to any green or environmental mitigation measures proposed.

Ward members for Armley, Beeston and Holbeck, and Hunslet and Riverside, the three wards within which the scheme sits, and Little London and Woodhouse, have received updates on the scheme commencing with a briefing note in February 2018 and July 2019. They were invited to a member-only session in advance of the public consultation drop-in events in 2018. A separate drop-in event was also held at St Matthew's Community Centre at the request of local ward members to open engagement with residents with a specific focus on the Armley Gyrotory.

A second consultation on the preliminary design was held between Monday 12th August and Monday 23rd September 2019. The consultation included both online and offline elements, and two further drop-in consultation events in September 2019. Both the website and the events showcased the proposals and enabled local stakeholders and the wider public to view and comment on the Proposed Development. The events provided more detailed information about the Proposed Development and explained how the proposals had evolved since the options consultation in 2018, including how feedback from the public had been considered and influenced the current design.

A flythrough simulating the proposed design was hosted online and shown at the events. This visualisation enabled attendees to view how vehicles, cyclists and pedestrians would travel around the proposed gyrotory and to see how landscaping would likely look.

The Council also maintains regular engagement and discussion with adjacent landowners regarding the emerging proposals.

This engagement further builds upon the wider consultation started by the Transport Conversation and Leeds Our Spaces Strategy.

- **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)

From both the Transport Conversation and the Our Spaces Strategy engagement and previous policy documents, transport has the potential to have a differential impact on all equality groups, with particular regard to the following;

- Gender; Research shows that women and men have persistently different transportation needs, travel behaviours and levels of access to services and infrastructure. Women tend to travel shorter distances, closer to the home, and make more trips; they travel for a wider variety of purposes; they walk more; they have less access to a car and are the main users of public transport, they make

more chained trips; their travel patterns tend to be shaped as polygons as compared to the more frequent commuting trips made by men. Women are more sensitive to safety concerns and tend to self-limit their movements and activities because of perceptions of risk, in the UK, they are less likely to cycle. Women are also overrepresented in social groups with specific transport needs and greater transport disadvantage: older people, people with special needs, single parents, and working parents who take responsibility for most caretaking tasks. Women's overall comparative disadvantage in terms of access to transportation negatively affects their professional development, economic status, leisure time, and personal wellbeing.

- Disability; Differential access to the transport system and the effect of transport policies, particularly (but not restricted to) for those with physical and sensory impairments, mental health issues or learning disabilities. Disabled people travel more frequently by bus than others, so public transport plays a vital role in ensuring that they can participate in community life and avoid social exclusion. They also may be affected to a greater extent by issues of reliability of public transport, modal integration (or lack thereof) and interchange and by issues such as overcrowding/ space availability. The availability of accessible infrastructure and walkable, level routes and access to information, including on board and at stops, will also have a differential impact on this equality group.

Disability can lead to a greater reliance on private transport (own car or taxi, or lifts from friends/ relatives etc). Journey times, distance and destinations as well as modal choice may be affected by disability.

- Race; Differential access to the transport system and the effect of transport policies, particularly for Black, Asian and Minority Ethnic people are around impacts on access to employment, education and training, which are vitally important issues for BAME communities as a means of overcoming disadvantages in the job market. Studies have also shown a differential impact in terms of the impact of traffic and road safety. They are also underrepresented among cyclists. It is thought that enabling travel by active modes may particularly benefit some members of the BAME communities in addressing health inequalities, including Type II diabetes and cardio-vascular health.
- Age; Both younger and older people are more at risk of being involved on a road traffic collision and suffer greater consequential effects – initiatives that contribute to road safety, especially of active modes, will have a beneficial impact on these sections of the population.

Young people rely very much on public transport, although many have personal security concerns when using public transport and this is coupled with the fact that in terms of actual risk they are the age group which are most likely to be the victims of violence and/or assault. Children exposed to traffic related air pollution are more at risk of asthma and child inactivity is a cause for future health concerns, which can be addressed through enabling the use of active travel modes.

Many older people are not able to drive because health conditions related to their age or find the cost of running a car prohibitive. Like with disabled people, there will be a differential impact in terms of distance travelled (including to access public transport in the first place), reliability, overcrowding and the need to

interchange or change modes. The presence and availability of evening and weekend services and infrastructure at stops/ stations will also have a differential impact in terms of the ability to access activities and leisure opportunities. The inter-district connectivity enabling access to local services has also been found to be particularly important to older people and people with disabilities.

While it is expected that there will be significant short term disruption during construction, undertaking these works at Armley Gyratory enhances the resilience of the wider network and preserves connectivity to key city centre infrastructure e.g. hospitals, commercial and finance units. The proposals will also deliver the increased capacity identified to allow the removal of unnecessary traffic within the city centre and will unlock other areas of the city for interventions which further improve bus connectivity and reliability and enhance the public realm/green space ask within Leeds.

- **Actions**

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

Sustainable Infrastructure and Inclusive Growth is at the forefront of the Armley Gyratory proposals with the objective being the major regeneration of the city's dated highway infrastructure and improve connectivity to this key area of the Strategic Road Network while creating the capacity to removing through traffic from city centre roads.

The proposals, along with other interventions within the wider package of works, seeks to provide the city with modern, connective routes compatible with all forms of transport and developed with the needs of all Leeds' citizens in mind. The desire for a child-friendly city has resulted in the design of the Our Spaces Strategy which seeks to ensure that all Leeds' public realm will be inclusive, hospitable, engaging and sustainable. Streets and spaces will be designed for people, enabling a greater range of activities and create environments where they choose to stay for longer.

The scheme also seeks to significantly improve local cyclist and pedestrian movements allowing for more direct journeys between the local area and the city centre and improving safety. The current dark and unwelcoming atmosphere of the segregated footways will be improved by bringing them kerb line adjacent and by improving sight lines and removing unlit spaces that attract crime.

The new proposals for Non-Motorised Users (NMU) will include wider accessible footways and push-button controlled crossing points at the junctions. In addition, the existing temporary footbridge to the north of the gyratory will be demolished and reconstructed with wheelchair accessible ramps in accordance with current guidance. This footbridge will provide enhanced connectivity between Armely, Wortley and the city centre and open up areas for development.

The Armley Gyratory project team are engaging with stakeholders at all levels and working with those directly impacted by the scheme to develop solutions which incorporate accessibility and sustainability as key components alongside the outcomes of these discussions.

**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:

Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

<b>6. Governance, ownership and approval</b>		
Please state here who has approved the actions and outcomes of the screening		
<b>Name</b>	<b>Job title</b>	<b>Date</b>
Gary Bartlett	Chief Officer (Highways and Transportation)	

<b>7. Publishing</b>	
This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.	
Please send a copy to the Equality Team for publishing	
<b>Date screening completed</b>	
<b>Date sent to Equality Team</b>	
<b>Date published</b> (To be completed by the Equality Team)	