

**Report of Gwyn Owen, Principal Transport Planner  
Report to the Chief Officer (Highways and Transportation)  
Date: 23 March 2021  
Subject: Local Transport Plan Integrated Programme 2021/22  
Capital Scheme Number: 99609**

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes   x No
Has consultation been carried out?	<input type="checkbox"/> Yes   x No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes   x No
Will the decision be open for call-in?	<input type="checkbox"/> Yes   x No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes   x No

## Summary

### 1. Main issues

- The Integrated Programme is based on the allocation of funding agreed as part of the West Yorkshire Integrated Transport Block Programme 2019-2022 and this is the third and final year of the three programme. The report outlines how the 2021/22 Local Transport Plan (LTP) Integrated Programme will help deliver objectives set out in the *West Yorkshire Transport Strategy 2040*, and the Connecting Leeds Transport Strategy and the three key objectives of the Strategy (to) :-
  - Tackle Climate Change
  - Deliver Inclusive growth
  - Improve health and wellbeing
- In recent years there has been a step change in strategic transport planning and delivery in the District. Work is now well underway on several major schemes forming part of the Connecting Leeds strategy, including the Leeds Public Transport Investment Programme, the City Centre Package, the Corridor Improvement Programme, the East Leeds Orbital Ring Road, and the Regent Street Flyover.
- This year's LTP Integrated Programme continues to focus on work streams not directly covered by the major programmes referred to above, mainly Road Safety

infrastructure schemes, improving Urban Traffic Control infrastructure, enabling safe and active travel through the continued provision of, pedestrian crossings and accessibility improvements. Perhaps the most significant single scheme in the Programme is the Healthy Streets scheme based in the Receptions area of Holbeck, which embodies each of these objectives.

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

The Best Council Plan 2019/20 – 2020/21 has an overarching ambition that Leeds becomes “A strong economy and a compassionate city”. This programme promotes that ambition in the following specific ways:-

### **Sustainable Infrastructure**

- 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, reducing flooding and other risks from future climate change.

### **Inclusive Growth**

- Supporting growth and investment, helping everyone benefit from the economy to their full potential

### **Age-Friendly Leeds**

- Developing accessible and affordable transport options which help older people get around

### **Resource Implications**

- There are no resource implications associated with this report.

### **Recommendations**

The Chief Officer (Highways & Transportation) is requested to approve in principle the programme of local integrated transport schemes, up to a maximum value of **£3.254 million** for 2021/22, subject to the formal approval of individual schemes as required by the Councils’ financial regulations.

## **1 Purpose of this report**

- 1.1 The purpose of this report is to present the planned programme of Integrated Transport Schemes for 2021/22.

### **Background information**

- 2.1 Historically, this Capital Programme constituted the main source of funding for integrated transport in Leeds from the *West Yorkshire Local Transport Plan (LTP)* via the Integrated Transport Authority which, in turn, was based on a direct grant provided by central government. Progressively, the direct capital grant has become smaller, with the Department for Transport (DfT) replacing much of the funding with bidding competitions (with which Leeds had had success). In 2014, the Combined

Authority secured a £1 billion Local Growth Deal settlement, which resulted in the establishment of the 10 year West Yorkshire plus Transport Fund (WY+TF) to finance the delivery of large, strategic transport projects to facilitate housing and employment growth.

- 2.2 The West Yorkshire Combined Authority adopted the West Yorkshire Transport Strategy 2040 in August 2017. The Transport Strategy is a single plan with multiple funding streams, including the Local Transport Plan Integrated Transport block, and Highway Maintenance block grant allocations provided by the Department for Transport (DfT), alongside the larger West Yorkshire-plus Transport Fund (which uses Local Growth Funds), plus other grant or aligned partner funding that becomes available.
- 2.3 The Transport Strategy is being delivered through a series of five year Implementation Plans (IPs) that contain specific programmes and projects. The first of these five year IPs covers the period 2017-2022, following earlier endorsement of a draft programme by the West Yorkshire Combined Authority Transport Committee. The Transport Committee oversees the development of the Integrated Transport Block (ITB) programme and its delivery. The programme is informed by the policy framework and targets of the West Yorkshire Transport Strategy 2040, and is developed by the Transport Committee and West Yorkshire District Portfolio Holders. The Integrated Transport Block is granted by government to local transport authorities to fund the delivery of smaller scale improvements to transport networks and facilities, to be spent at local discretion.
- 2.4 The *Transport Strategy 2040* ambitions and policies are centred on a number of core themes:-
- Inclusive growth, environment and wellbeing, aiming to ‘reduce traffic emissions to near zero [...] and reduce road accidents, aspiring to ‘zero tolerance’ on transport related deaths.
  - Road network: producing a ‘step change in reliability of journey times’
  - Smart futures: making the best use of advanced technology across all of our transport networks, including embracing new technology to tackle issues of congestion, air pollution and carbon emissions.
  - Asset management and resilience: making best use of our existing and future transport assets and ensuring that our transport networks are fit for the future and properly managed in a safe, environmentally friendly and cost effective way
- 2.5 Separate Local Transport Plan allocations that help deliver the core theme of asset management and resilience have been made for Maintenance and for Bridges and Structures (as part of LTP Highways Maintenance block funding), and are covered by a separate report.

## Main issues

### Funding Situation

- 3.1 In the 2020/21 financial year the Integrated Package is likely to spend in the region of £2.4m.
- 3.2 The core Local Transport Plan grant element for 2021/22 is £2.804m.
- 3.3 This will be augmented by the Healthy Streets allocation, which (West Yorkshire wide) was put on hold during the pandemic and thus the allocation is effectively £450k extra, i.e. £3.254M

### Implementation Plan

- 3.4 The ITB programme for the period 2019 – 2022 was developed with the input of all the West Yorkshire partner councils and the Combined Authority. This report presents the middle year of that programme 2021/22 and focusses on the three key areas of delivery:
  - **Asset renewal** – To “get the asset right” – was identified as a priority by the Transport Committee, to ensure that current highways and transport assets are in good operational condition and contribute to providing high levels of satisfaction and safety for users. The ITB investment would be supplementary to, and include assets not covered by the Highway Maintenance Block grant and will be targeted at the improvement of traffic signals and other traffic management equipment and improvements to bus shelters and stations;
  - **Healthy Safer Streets** - an umbrella approach to coordinate the delivery of road safety and active travel initiatives identified in the ‘Inclusive Growth, Environment, Health and Well-being’ and ‘Places’ core themes of the Transport Strategy, with a focus on creating safe and healthy street environments, which work well for all people and help them live active, healthy lives in areas of good air quality;
  - **Improving Public Transport** – delivered in Leeds through the Leeds Public Transport Investment Programme (and therefore not part of the ITB), designed to deliver £174 million worth of funding from the DfT allocation. The programme consists of infrastructure investment in the following key areas:
    - o Infrastructure to enable the transformation of the city bus network, including priority measures and a whole corridor approach to key routes (to include walking and cycling as support measures);
    - o Delivery of further P+R
    - o City centre gateways and bus hubs; and
    - o Delivery of new railway stations

Unlike the other Districts Leeds does not receive direct funding in this work-stream, however in 2021/22 the Capital Programme has identified some funding to develop an integrated bus and cycle scheme, initially identified by the LP TIP.

- 3.6 This process has ensured that the schemes included in the Programme are deliverable, will contribute to the objectives of the recently released Leeds Transport Strategy and the *West Yorkshire Transport Strategy 2040*. Each scheme will be subject to individual approval.

### **Programme**

- 3.7 As indicated above, Leeds receives direct funding under two of the above key areas (Asset Renewal and Healthy, Safer Streets). The Asset Renewal element is utilised by Network Management and delivered by UTMC.

- 3.8 The **Network Management** work-stream will help deliver the Smart Futures element of the Transport Strategy 2040, where intelligent traffic management systems are to be deployed to reduce traffic delay and disruption. It aims to develop more efficient Urban Traffic Control (Traffic Signals) and improve travel information as part of the First Implementation Period of the Transport Strategy Implementation Plan. It is concentrated in three main areas:

- Signal Modernisation Programme : A continuation of the signal modernisation programme to develop and to renew the traffic signals asset and increase resilience and operational flexibility;
- Telecommunications & CCTV: There is significant ongoing investment to upgrade the UTMC telecommunications infrastructure as part of schemes such as LPTIP and ELOR. There are some identified areas of the network where multiple additional sites can be connected to the fibre network at relatively low cost. Increased reliability of the telecoms infrastructure is particularly where additional pressure is expected as a result of significant changes to the road network.
- Detection Upgrade: The imminent publication of a report to introduce a policy for standalone signal controlled crossings highlights the use of new detection technology to improve conditions for walking and cycling. This package of works aims to expand the number of crossings operating with the new technology.

- 3.9 The **Safer, Healthy Streets** allocation includes an allocation for road safety schemes and sustainable and active travel. It covers traffic engineering Killed and Seriously Injured (Casualty Reduction) engineering schemes, pedestrian crossings, accessibility improvements, and active travel measures, which are discussed below. Although the allocation is allocated between Casualty Reduction (KSI) interventions and Local Traffic Management, Safety and Accessibility improvements, it remains flexible, with the mix of measures and schemes that best reflect local needs.

- 3.9.1 Casualty Reduction (KSI) Schemes: The 2021/22 Local Transport Plan – Casualty Reduction programme builds on the success of previous year’s approaches by again bringing forward a two year rolling programme of

feasibility and delivery. This year's programme contains 7 projects for delivery which have been identified and developed through previous feasibility work, and a further 12 feasibility studies to enable development of future works. A separate report details this programme, but briefly the delivery projects are:

- Chapeltown Road
- Regent Street
- Meanwood Centre
- Cross Gates Lane/Cross Gates Road
- Otley Road/Glen Road/Church Wood Mount
- A1(M) Junction 47
- Harehills Road

Areas of concern are identified through collision data analyses including Sites and Lengths for Concern and cluster analysis. These studies, coupled with the feasibility-delivery model detailed above, ensure that resources are targeted at those areas of greatest need as part of the ongoing drive to improve road safety in Leeds.

Collisions have been significantly reduced due to reduced traffic volumes during the Covid-19 restrictions, but these are expected to increase as traffic returns to normal levels and this heightens the need to continue this successful approach to delivering engineering interventions.

**3.9.2 Pedestrian Crossing Review:** The report makes recommendations for 2 new sites to be provided with formal pedestrian crossing facilities and a review of the road marking arrangements at all zebra crossings within the metropolitan district, with alterations to be made where recommended. The report also includes recommendations for 11 sites which either do not meet the criteria for the provision of a formal crossing, or locations where a formal provision is not appropriate at this time, but where crossing opportunities for pedestrians can be improved by the introduction of informal measures or an upgrade of existing infrastructure, which would benefit the locality.

**3.9.3 Healthy Streets:** A key feature of the programme is the proposal for Healthy Streets Demonstration Projects in each of the five West Yorkshire Districts.

The West Yorkshire Transport Strategy includes policies that promote the creation of high quality places for people through investments that enhance connectivity and also better manage the adverse impacts of traffic to improve personal safety, reduce air pollution, and provide better quality environments that are more conducive to social interaction and physical activity such as walking and cycling. The Healthy Streets approach provides a framework for putting people and their health at the heart of improving existing transport networks and places, and can also be applied to new developments.

The Combined Authority have proposed to deliver exemplar schemes in West Yorkshire that showcase what can be achieved by communities and various delivery agencies working together, and to adapt and refine these approaches for broader roll-out. The West Yorkshire allocation makes provision for a Healthy Streets demonstration project to be funded to the value of £1 million in each of the five West Yorkshire Districts. Leeds have chosen the recreations

area in Holbeck which experiences all of the issues referred to above. A series of successful engagement events had occurred with residents and it was envisaged that the scheme will be delivered relatively early in the Financial Year. However because of the direct and innovative engagement required to deliver the proposals the programme (on a West Yorkshire level) was put on hold last year, and the allocation has been rolled over into to 2021/22 and the programme has circa £900k to spend in 2021/22.

### **3.10 Sustainable and active travel:**

3.18 Cycling facilities are also included in the Transport Hubs and Connecting Communities programme within the LP TIP programme and within the Bus Priority and City Centre Gateways programme, as well as City Connect 3, with delivery in the next financial year. They will also form part of all the other major transport schemes, being developed in Leeds.

3.19 Last year much of the ITB funding was transferred to augment the Emergency Active Travel funding. This year the funding will be utilised to introduce off- road schemes in Leeds, on established cycling desire lines; the Wetherby Linesway and the 'The Trod' in Kippax. Both of these are jointly funded with Highway Maintenance and Parks and Countryside respectively.

We also have an integrated scheme which will combine both Bus Priority measures and cycling measures at the junction of Shaw Lane and the A660 in Leeds, which were initially progressed by the LP TIP and EAT programmes, but the measures could not be delivered within the funding window.

Again this year the programme will support access measures for the mobility impaired, with dropped kerbs and disabled bays around the District. In addition a small length of new footway will be provided at Hesketh Lane in Ardsley, to provide safe access to a park and playground.

### **Longer Term Aspirations**

3.20 The longer term strategy for the Council, looking forward as the Connecting Transport strategy and the WYCA Transport Strategy 2040 progress, the Council's aspirations will be advanced through a **Programme Development** funding work stream this year, which will create an efficient pipeline of schemes going forward, and funding to support bid development.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

4.1.1 All schemes within the programme will be subject to an appropriate level of consultation in the course of their development and delivery. The Annual Pedestrian Crossing Review and a number of the Casualty Reduction schemes have been subject to initial consultation and will be further consulted on through the detailed design process for individual schemes by the scheme promoter (Traffic

Management). Road safety schemes are supported by information and engagement campaigns and community engagement and promotion.

- 4.1.2 Each programme area or scheme included in the programme will be subject to individual approval and consultation in accordance with the Highways and Transportation Services consultation procedure, and are included in the H&T Annual Programme. Ward Members will be advised and consulted on each scheme during its development.
- 4.1.3 This is the third year of the programme, and initially both West Yorkshire Transport Strategy 2040, was subject to extensive consultation, and the ensuing Implementation Programme (of which this is the third year) was subject to consultation with Lead Members across West Yorkshire.
- 4.1.4 The programme is closely aligned with the Connecting Leeds Transport Strategy which has recently undergone extensive and successful consultation.
- 4.1.5 The programme has been developed in partnership with WYCA and reviewed against all other areas of the H&T service having due regard for the Highway Maintenance Programme and for any impacts on highway bridges and structures, and other programmes.
- 4.1.6 The Executive Member for Climate Change, Transport and Sustainable Development, has received a copy of the Report and was briefed on March 25<sup>th</sup>.

## **Equality and Diversity / Cohesion and Integration**

- 4.2.1 The West Yorkshire *Transport Strategy 2040* has been subject to extensive consultation with a specific focus on hard to reach groups and users with protected characteristics.
- 4.2.2 This report outlines how funding allocated as part of the Local Transport Plan Integrated Transport Block will help deliver the wider objectives of that strategy. This Report requests approval in principle for the Programme, and all the elements of the programme will require their own approval with an accompanying EDCI.
- 4.2.3 This concurs with the recently revised EDCI Guidance which states:-

*‘that evidence is provided that due regard to equality will be undertaken through a screening and/or equality impact assessment as part of future activity to inform the decision making process - for example: ‘equality screening will be undertaken as the programme is designed’.*

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

- 4.3.1 Leeds Transport Strategy: The measures described within this Report support the 3 key objectives of the Leeds Transport Strategy:
  - Tackling Climate Change
  - Delivering Inclusive growth
  - Improving health and wellbeing

- 4.3.2 West Yorkshire Transport Strategy 2040: Transport Strategy ambitions and policies have underpinned the process of preparing this programme. The majority of the funding for the proposals is from capital grant made to the Combined Authority from the Local Transport Capital Expenditure Settlement.
- 4.3.3 It also contributes positively to the key areas of the Inclusive Growth Strategy by helping support healthier, active lifestyles and reduce inequalities in terms of access, health and road traffic collisions.
- 4.3.4 This report will also contribute to the *Health and Wellbeing Strategy*, by enabling old people to remain independent, and more generally enabling the wider population to become more physically active.
- 4.3.5 As a significant element of the funding forming this year's capital programme is allocated to road safety, it will be contributing towards the Council's commitment to reducing the number of those killed and seriously injured as part of the West Yorkshire targets.
- 4.3.5 Environment Policy: The schemes will be undertaken in accordance with the principles of the Council's Environmental Policy.
- 4.3.6 This report will also look to achieve this by meeting the Best Council Priorities of:-
- *Keeping the streets clean and improving road safety*
  - *Enhancing the quality of our public realm and green spaces*

#### Climate Emergency

- 4.3.3 The types of measures proposed in this report namely improving facilities for cyclists and pedestrians thereby encouraging modal shift from private car to bus and cycling, are expected to contribute to a reduction in greenhouse gas (GHG) emissions. The anticipated reduction in car usage will also have a beneficial impact on air quality.
- 4.3.4 Measures such as these which encourage a modal-shift from private vehicles to bus, cycling and walking leads to a reduction in vehicle kilometres travelled
- 4.3.9 There will be some unavoidable negative effects during construction, such as embedded carbon involved with materials, construction traffic etc. Leeds City Council is working with their delivery partners to explore opportunities to reduce carbon emissions, for example, by effectively managing waste, low carbon, solar-panelled or electric fleet for construction staff, limited use of fuel powered generators, transporting plant and goods through recycling of materials, use of "Eco Cabins" for temporary site accommodation and welfare facilities that are equipped with low energy movement sensor lighting, push taps, efficiently insulated, solar-powered toilets on site etc.

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

- 4.4.1 This report describes the schemes which will comprise the LTP Integrated Capital Programme and will be funded from the parent scheme within the approved capital programme.

Parent Scheme Number: 99609

Title: LTP Integrated Transport Scheme

4.4.2 This year the overall programme figure is a maximum of circa £3.254m and does not contain over programming. The establishment of more robust forward planning for scheme preparation and development allows schemes to be brought forward to maximise the funding available, and reflects the fact that the Casualty Reduction programme is an ongoing programme, where schemes can be accelerated from the following year. The development budget for cycling and walking schemes will also enable the development and programming of schemes on a two year basis, as part of the forward plan, to maximise opportunities for utilising available West Yorkshire or central government funds.

#### **4.5 Legal Implications, Access to Information and Call In**

4.5.1 There are no significant legal implications arising from the proposed work forming the capital programme. All work will lie within the framework of highways legislation and national and local standards for design where applicable. All other relevant legislation will also be taken into consideration, including environmental legislation, and the duties under the Equalities Act.

#### **4.6 Risk Management**

4.6.1 The schemes in the planned programme serve to make progress towards a sustainable low carbon transport system which will better serve the people and economy of Leeds. If the programme is not implemented, development of the local transport network will be prejudiced and the benefits will be reduced.

4.6.2 Inevitably given the consultation process and the complexities of working on the highway some schemes will suffer delay. It is proposed to have the capacity to accelerate some schemes should other schemes experience difficulty.

4.6.3 Individual schemes will be subject to a Road Safety Audit and an EDCI where appropriate and further scrutiny by the H&T Board when they are presented for individual approval.

#### **5.0 Conclusions**

5.1 This report has set out the Leeds Integrated Transport Programme which has been prepared in partnership with the Combined Authority to meet the overall objectives of the Connecting Leeds Transport Strategy and the *West Yorkshire Transport Strategy 2040*. A robust process of project management and budget control is in place to ensure that the planned expenditure is delivered and the benefits of the programme are fully captured.

#### **6.0 Recommendations**

6.1 The Chief Officer (Highways and Transportation) is requested to approve in principle the programme of local integrated transport schemes, up to a maximum value of **£3.254 million** for 2021/22, subject to the formal approval of individual schemes as required by the Councils' financial regulations.

## 7.0 Background documents

7.1 None

## 8.0 Appendices

### 8.1 Appendix A - Proposed Allocation 2021-22

<u>Delivery Area</u>	<u>Programme</u>	<u>21/22 Allocation</u>
		£ 000's
Asset Renewal	Signal Modernisation Programme	597.0
Asset Renewal	Telecommunications & CCTV	240.0
Asset Renewal	Detection Upgrade	60.0
		<b>897.0</b>
Safer, Healthy Streets	Killed and Seriously Injured - Casualty Reduction Programme 21/22	678.5
Safer, Healthy Streets	Pedestrian Crossing Review	300.0
Safer, Healthy Streets	Access Measures for Disabled Residents	100.0
Safer, Healthy Streets	Cycle Parking	10.0
Safer, Healthy Streets	Cycle route construction - Wetherby Linesway	30.0
Safer, Healthy Streets	Cycle route construction - Kippax upgrade	50.0
Safer, Healthy Streets	Cycle route construction - Cycle Access Measures	20.0
Safer, Healthy Streets	Powered Two Wheeler Parking	28.5
Safer, Healthy Streets	Powered Two Wheeler Trial - Traffic Regulation Orders Etc.	20.0
Safer, Healthy Streets	Healthy Streets	450.0
Safer, Healthy Streets	Healthy Streets Carry Over from 2020/21	450.0
		<b>2,137.0</b>
Improving Public Transport	A660 Shaw Lane and Manor Farm Way )	100.0
	Manor Farm Way	20.0
		<b>120.0</b>
Capital Scheme Development		<b>100.0</b>
	* City Centre Northern Cycle Loop	
	* Further Measures at Horsforth Roundabout	
	* Further Cycle Route Devt	
	* Bus Lane segregation	
	* Supporting Bid Development	
<b>Total</b>		<b>3,254.0</b>