

Crown Point Road Highway Scheme

Date: 29 June 2021

Report of: Transportation Engineering Manager and Team Leader Transport Planning (Projects)

Report to: Chief Officer (Highways and Transportation)

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

What is this report about?

Including how it contributes to the city's and council's ambitions

- Since 2008 the council has been working towards a major transformation of Leeds City Centre through the closure of City Square and repurposing of the highway network in the South Bank. This will extend the city centre south of the river, regenerating the area through delivery of major development and significant areas of new greenspace. In 2016, the highway elements of this 'City Centre Package,' including works to Crown Point Road, received outline business case approval from the West Yorkshire Combined Authority.
- Funded by the Get Building Fund, the Crown Point Road highway scheme now seeks to transform Crown Point Road from a two / three lane vehicle-dominated distributor road to a narrower city centre-style street, with safe and attractive facilities for bus users, pedestrians and cycle users, new green infrastructure and high quality materials, which will benefit street users and building occupiers alike.
- The new highway layout provides significantly enhanced provision for pedestrians and cyclists together with high quality public transport waiting facilities. The retained carriageway will have sufficient capacity and resilience to meet the needs of the bus services, general traffic, loading vehicles and emergency vehicles that need to use it.
- The scheme is a key element of the regeneration of the South Bank and the creation of a globally distinctive destination. The vision as published in the Leeds South Bank Supplementary Planning Document (SPD) highlights the need to create a greater definition around key city centre routes through the creation of a City Boulevard and more intensive use of the Inner Ring Road. The proposed scheme on Crown Point Road is key to the successful delivery of a major new public green space delivered through significant private sector investment in residential and commercial development on the adjacent Tetley Brewery site.
- In April 2021, Executive Board approved 'the indicative layout proposals developed to date for the Crown Point Road calming and greening scheme' and approved 'the progression of the scheme to the next phase of design.'
- This paper seeks Chief Officer (Highways and Transportation) approval for the preliminary design of the Crown Point Road highway scheme, recommends that the City Solicitor is instructed on all elements relating to the relevant Traffic Regulation Orders required to implement the scheme, and (subject to clearing any remaining statutory processes) authorisation to implement the scheme.

Recommendations

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

- a) Note the Executive Board approval on 21st April 2021 to progress the Get Building Fund schemes including Crown Point Road;
- b) Approve the preliminary design for the Crown Point Road highways scheme, which is shown in Appendix A, to allow the scheme to progress to detailed design and construction;
- c) Authorise expenditure of £3.75m from capital scheme No. 33401/CRO/000 for the Crown Point Road highway scheme in accordance with the approved preliminary design;
- d) Approve that the lengths of existing footway and carriageway that are to be converted to cycle tracks (as shown in the drawings in Appendix A) are removed as footway and carriageway and that, in their place, cycle tracks are constructed under the powers contained under the provisions of Section 65(1) of the Highways Act 1980 for segregated use by pedal cyclists, or for shared joint use by pedal cyclists and pedestrians, where this is the case;
- e) Request that the City Solicitor revoke and/or amend any existing Traffic Regulation Orders (TRO) as necessary and to advertise the new TROs that are required for the scheme (Appendix D) and, if no valid objections are received, to make, seal and implement the TROs as advertised;
- f) Give authority to display notices on site under the provisions of Section 23 of the Road Traffic Regulation Act 1984 in order to inform the public of the proposed formal pedestrian crossings;
- g) Give authority to request the City Solicitor to draft and advertise a Notice under the provisions of Section 90C of the Highways Act 1980 for the implementation of traffic calming to complement some of the proposed pedestrian crossings;
- h) Accept the dedication of land on the former Tetley Brewery site and enter into the required deed. The extents of the land to be dedicated are shown in Appendix B;
- i) Approve the use of the Contractor Framework to procure a contractor to construct the scheme as per the approved preliminary design; and
- j) Note that the proposed preliminary design is predicated on a reclassification of the route from its 'A road' status, and the details and implications of this will be the subject of another report.

Why is the proposal being put forward?

- 1 The city has a long-standing ambition to reduce the dominance of motor vehicles in the City Centre, the history and details of which were articulated in the April 2021 Executive Board report approving the 'in principle' closure of City Square and construction of a major improvement scheme at Armley Gyratory to facilitate this. The vision, although originally developed in 2008, is an essential component of the current draft Transport Strategy, supporting the Climate Emergency declaration, and complements long term regional and national transport infrastructure schemes (such as Mass Transit and HS2). The vision is part of the Council's approach to adapt the city's infrastructure so it can grow to meet the needs of the Region, playing its part in 'levelling up' the North.
- 2 This ambition extends into the South Bank area to support housing and employment growth and the creation of substantial new green spaces in the area. This vision, which seeks to double the size of the city centre, is set out in the South Bank Leeds Regeneration

Framework (adopted in July 2018 following public and stakeholder consultation). As a major piece of highway infrastructure in the South Bank, the transformation of Crown Point Road is key to realising this vision and redefining the highway network within the city centre. Appendix E sets the policy history and regeneration context.

- 3 Crown Point Road is part of the A653, a primary route, which carries a very high proportion of through traffic movements, reflective of the convenient and direct route for trips travelling eastbound on the M621 (leaving at Junction 3) heading for onward destinations beyond the Crown Point gyratory north of Crown Point Bridge. To help realise the above strategy, it is proposed to make more intensive use of the Inner Ring Road especially the A61 eastern section known as the Inner Ring Road (IRR) Stage 6/7, including the John Smeaton viaduct. Through amendments to signing, minor changes in the road layout, and adjustments to signal timing plans and detection, it is proposed to switch about 20% of the current traffic away from Crown Point Road and onto the A61 IRR to facilitate the reallocation of roadspace and maintain bus network performance. The A61(S) Leeds Public Transport Investment Programme (LPTIP) bus priority and cycling scheme has been designed with this in mind.
- 4 Crown Point Road is currently a two lane, one-way carriageway, with additional turning lanes and hatched lengths, providing a northbound link from Great Wilson Street to Crown Point Bridge. Footways are fairly narrow given the vehicle speeds and road width, and there is no segregated cycle infrastructure. While the road performs an important movement function for buses and general traffic, its current design results in an environment that is dominated by space for motor vehicles, promotes high vehicle speeds and presents a barrier to safe and convenient pedestrian and cycling movements. There is no soft landscaping or trees, resulting in a visually unappealing environment.
- 5 Crown Point Road bisects the Tetley Brewery site where the developer Vastint has plans for extensive residential and commercial development as well as a major new green space on both sides of Crown Point Road. The first phase of the Vastint scheme received outline planning permission in 2018 and development work commenced in 2020. Crown Point Road, in its current guise, does not reflect the ethos of the development proposals to create a pedestrian and cycle friendly environment for residential and commercial development anchored by a new green space. The current design of the highway is also not in keeping with other existing and expanding land uses in the area, including the nearby Education Quarter supporting 10,000 students (comprised of the Ruth Gorse Academy, Leeds City College, University Technical College and College of Building) and creative organisations (including Duke Studios and The Tetley).
- 6 In August 2020, the government awarded £52.6m to the West Yorkshire Combined Authority from its Get Building Fund. This included £8.6m for the Leeds City Centre 'Grey to Green' (G2G) Package of public realm and infrastructure improvements. Within the G2G Package, £3.75m is allocated to a highway scheme to transform Crown Point Road.
- 7 This scheme proposes to transform the layout of Crown Point Road, reallocating space to enhance provision for vulnerable road users through the reduction of the running width of the carriageway to one 4.5m-wide lane. Former carriageway space will be reallocated to provide wider footways, loading bays, a two-way protected cycleway, space for green infrastructure and cycle parking. Two, wide signalised pedestrian crossing will be provided, alongside new trees, and high-quality paving materials will be used for footways. A single high capacity, highly visible bus stop will be retained in a prime location, enabling easy access to the surrounding developments and for onward journeys towards the city centre, in a generous bus lay-by that is long enough to accommodate at least two buses. A new shelter will be provided at the bus stop.
- 8 The redesign of Crown Point Road to reduce the speed of traffic using the route and to provide a more pedestrian-friendly design will help to unlock the second major phase of the City Park, which will further enhance the connections to the Education Quarter, providing

students with sustainable links to nearby transport hubs. It will also enhance the environment for the creative industries based in the area.

- 9 In April 2021, Executive Board approved ‘the indicative layout proposals developed to date for the Crown Point Road calming and greening scheme’ and approved ‘the progression of the scheme to the next phase of design.’
- 10 The scheme proposals and benefits are summarised under the subject headings below:

Carriageway narrowing

- On the section of Crown Point Road between Great Wilson Street and Bowman Lane, the scheme will narrow the carriageway from a two lane carriageway, with additional turning lanes, to a one lane carriageway of 4.5m in width. This narrowing has been facilitated by the LPTIP works on Great Wilson Street, which have reduced the double right turn into Crown Point Road to a single lane, and flow on Crown Point Road will consequently drop by 20% (based on pre-COVID modelling) when revised signal timings are factored in.
- The carriageway will flare to two lanes in the eastbound direction at Bowman Lane, as the adjacent Transforming Cities Fund scheme currently proposes to retain two eastbound lanes over Crown Point Bridge, alongside the provision of a protected cycleway.
- Subject to confirmation of the affordability and satisfactory agreement on the construction details, it is currently proposed to construct the 4.5m wide carriageway using 0.5m edge strips (in the channel line) using setts on a rigid concrete base, with a 3.5m hot rolled asphalt running lane. The benefit of this approach is that it will reduce the visual appearance of the carriageway whilst still providing resilience which a 3.5m kerb-to-kerb carriageway width would not provide (see comments below about resilience).

Pedestrian and cycling benefits

- The scheme reallocates the former carriageway space to provide wider footways across most of the length of Crown Point Road and a protected bi-directional cycleway, which is 3m in width with occasional narrowing to 2.5m at pinch points.
- The scheme provides two wide signalised pedestrian crossings, creating visible gateways into the City Park area. This is an improvement on the existing single, narrow pedestrian crossing. These facilities cross both the cycleway and the carriageway in one movement, reducing conflicts between pedestrians and both motor vehicles and cycle users.
- The narrower carriageway will reduce vehicle speeds thereby reducing vehicle noise and foster a safer and more pleasant pedestrian environment.
- The cycleway is separated from the footway with an upstand and the colour of the cycleway will contrast with the surrounding footway, so that it is detectable to blind and visually impaired users. Shared space has been avoided to further minimise conflicts between cycle users and pedestrians. These interventions are informed by guidance in LTN 1/20. Adhering to this document is now a requirement for any schemes (as is this one) funded by central government.
- Zebra crossings are provided at appropriate locations for pedestrians to cross the cycleway.
- A bus stop by-pass arrangement has been designed to minimise conflicts between cycle users and bus users at the bus stop. This includes a suitable area for passengers

to wait and zebra crossings for bus users to move between the waiting area and the footway.

- The cycleway connects with protected cycling infrastructure on Great Wilson Street (currently under construction as part of the A61(S) LPTIP scheme) and proposed cycling infrastructure on Crown Point Bridge, Black Bull Street and Bowman Lane (to be delivered by the Transforming Cities Fund scheme). Thus, the scheme contributes to the creation of a safe, accessible, legible and comprehensive city centre cycling network, which will be increasingly important as further development comes forward in the South Bank.

Bus Stop Infrastructure

- Almost 30 buses per hour use Crown Point Road, but since these services all terminate at either the bus station or the city centre, the existing bus stops are primarily used for alighting. However, it is noted that service patterns may change in response to user demand, following the development of the park and the Tetley Brewery site.
- The two existing bus stops on Crown Point Road (which serve almost identical services) will be consolidated into a single bus stop, which will sit in a lay-by. This creates a significantly enlarged and enhanced area for passengers to alight onto reflective of the increased demand generated through the regeneration of the area.
- The bus lay-by is long enough for two buses to wait in the stop simultaneously to avoid blocking the road for general traffic (and subsequent buses).
- A new bus shelter will be provided, which will cater to existing users and future-proof the stop for an increase in demand following development in the area.
- The increased distance of the bus stop from Crown Point Shopping Park is offset by the new direct pedestrian crossing now delivered by the LPTIP scheme. It should be noted that the bus stop location must move north as a result of the Vastint planning application and the proposed 'Road Y', not as a result of the road narrowing. The stop will be well located for movements to/from the train station vicinity and Education Quarter through Phase 1 and Phase 2 of the park respectively.

Green infrastructure and public realm

- The wider footways create opportunities for tree planting and the provision of soft landscaping (with precise proposals to be determined at the detailed design stage following ground surveys), which together with the tree provision in Aire Park will enhance air quality, provide cooling in the summer, and improve the environment for pedestrian and cyclists.
- The narrower carriageway will result in a less vehicle-dominated environment in the vicinity of Aire Park, which will ultimately straddle both sides of Crown Point Road. This will enhance the setting of the park and the forthcoming residential and commercial development, maximising the development potential and helping ensure the success of the South Bank in contributing capacity for city-centre living.

Loading bays

- As the carriageway will be reduced to one lane, on-carriageway loading will not be possible. Consequently, adequate loading bays have been provided for existing and future occupiers of Crown Point Road, including the Indigo Blu building, the Crown Hotel (future), Duke Studios (existing) and future phases of the Vastint scheme.
- While Duke Studios currently loads from Sheaf Street and Cudbear Street, it is proposed that as part of a future phase of the Vastint development, Sheaf Street and Cudbear Street will be closed to motor vehicles as part of an extension of the park to the east of Crown Point Road and the delivery of additional commercial and residential development. The present scheme future-proofs the highway network for this by

providing a loading bay on Crown Point Road for Duke Studios, so that they can load from this location when Sheaf Street and Cudbear Street are no longer available.

Network resilience

- While the scheme will increase the capacity of Crown Point Road for pedestrian and cycle users, the narrowing of the carriageway will decrease its capacity for motor vehicle traffic, consistent with the strategy for diverting traffic via the Inner Ring Road and achieving a 20% reduction on Crown Point Road. In the absence of a revised signal strategy, the capacity constraint would be the pedestrian crossing by the Tetley, with a temporary queue forming when the pedestrian crossing strikes. However, the signal timings at the amended junction on Great Wilson Street at the southern end of Crown Point Road will be adjusted to manage the flow into the street, and avoid traffic queuing back into the junction. It should be noted that Crown Point Road will flare to two lanes east of Bowman Lane up to the stop-line at its junction with East Street, preventing a recurrence of the congestion observed during a previous City Connect trial when the Crown Point Road northbound approach to East Street was reduced to only one lane plus a short flare. Thus Crown Point Road will be actively managed to be free-flowing (notwithstanding temporary queuing caused by the first pedestrian crossing 'striking'), as the signal strategy will ensure that the 'capacity in' at Great Wilson Street is less than the 'capacity out' at the East Street gyratory, avoiding the development of queues along the length of Crown Point Road.
- AIMSUN modelling has been undertaken to assess the impact of the scheme on the performance of the wider city centre highway network, taking into account the closure of City Square, Armley Gyratory improvements, the upgrade of the M621 by Highways England and recent/planned interventions in the city centre including the Leeds Public Transport Investment Programme and City Connect. This exercise showed that the flow on Crown Point Road can be made to drop by 150-200pcu/hr, with the difference in flow largely picked up by the IRR (East).
- The key findings of this modelling are that the narrowing of the carriageway will not result in additional network delay under typical peak-time conditions, because traffic signals will be optimised on the A61/A653 East Street part of the IRR and around the Crown Point gyratory to facilitate the amended traffic patterns.
- The modelling also indicates that bus journey times across the network are not worsened by the change. In terms of the key bus movements using Crown Point Road (Hunslet Road towards Leeds and turning right into Crown Point Road), the micro-simulation models indicates that even compared to a two-lane option where the nearside lane is a bus lane, the time penalty of the reduction to one lane is marginal at 6s in the AM peak and 10 seconds in the PM peak.
- The modelling indicates that the network performance is not worsened by the Crown Point Road highway scheme even if one lane is removed westbound on the IRR on East Street (mid-way between the junctions with the A63 and A653), which could occur, for example, during planned utilities or maintenance work. Although a lane reduction on East Street increases network delay relative to both lanes on East Street being open, the reduction in lanes on Crown Point Road does not cause further problems in such a scenario. This indicates that the narrowing of the Crown Point Road carriageway does not have an adverse impact on the typical performance of the wider highway network, with both the western and eastern river crossings of the IRR carrying more traffic to compensate.
- However, the modelling exercise indicates that, should Crown Point Road itself be blocked, there will be network congestion issues across the South Bank while the blockage is in place and for a period while the congestion clears. Whilst the design has sought to achieve an appropriate balance between competing factors, there remains a

residual risk of a significant degradation of network performance for the duration of the blockage and for a period afterwards while it clears. This is based on model testing with pre-COVID traffic levels and patterns, and with the model having a very limited ability to reroute traffic away from the congestion because of the (necessary) model assignment parameters and limited geographic extent of the model. These factors therefore result in a pessimistic forecast. This testing suggested a 10-13% additional average delay across the city centre for the peak hour based on a 20 minute breakdown.

- Simple calculations using information from Highways England on the frequency of breakdowns and the probability of these vehicles reaching a place of safety (that is, many vehicle problems do not result in instant inability to move the vehicle) have been used to estimate that the order of magnitude of breakdowns potentially occurring on Crown Point Road could be 5 times per year on the single lane section. Whether each of these would cause a blockage, or not, would depend on the vehicle type and location, and so the actual number of blockage incidents as a result of breakdowns is expected to be fewer than five.
- Because of the risk of blockage, though infrequent, consideration has been given to this in the design process and in specifying operational mitigation, as discussed below.
- A further resilience implication of the scheme is that any planned utility or highway maintenance work within the carriageway would need to take place at night, noting the local environmental implications for residents, as it would not be possible to maintain a running lane for motor vehicles and deploy the necessary temporary traffic management, unless the carriageway is closed for such works. Should such work need to take place in an emergency during the day, the carriageway would also need to be closed. Bus diversions will also need to be introduced and although the actual diversion route taken will be the decision of operators, informally it has been suggested by an operator that this would be via Leeds Bridge and Lower Briggate, though the IRR and East Street remain an option.
- During the development of the preliminary design, the carriageway was widened from 3.5m to the proposed 4.5m which provides more space for vehicles to pass a broken down vehicle. This increases the resilience of the network in the event of vehicle breakdown on this part of Crown Point Road. There will be various potential passing opportunities on this length of carriageway. In addition, at the detailed design stage the impact of a broken down vehicle will be minimised through the placement of street furniture and other vertical obstacles. The length of single carriageway is split in two by the bus lay-by, creating single carriageway lengths of 125m up to the bus stop lay-by and 145m after it, in addition to the passing opportunities using junction mouths and loading bays.
- As noted above from the modelling, the scheme includes off-site UTMC mitigation measures, which will optimise the signals at the East Street gyratory. It is also proposed to install an additional Variable Message Sign (VMS) on the approach and implement messaging using the available network of VMS around the city (especially on the southern approaches). Suitable signal detection is being provided and communications along Crown Point Road will enable coordination of the signals and a capable detection facility to minimise disruption. In addition, the new UTMC control room will facilitate real-time management of incidents and information sharing with bus operators and via available 'comms' channels.

Route status and traffic-calming

- As noted above, Crown Point Road is currently classified as a primary route (the A653) and carries a high proportion of through traffic, being an especially attractive through

route across the city centre, from M621 Junction 3 to north and east Leeds, with peak hour flows in excess of 1,000 vehicles an hour.

- Although the road will continue to play an important part in managing traffic flow within the city centre, because of its location leading up to a river crossing, its role in catering for through traffic will be diminished as the 'place' function of the street increases in importance compared with the 'movement' function. In keeping with the amended purpose of the street, and aligned to the City Boulevard concept of the South Bank SPD, it is proposed to reclassify Crown Point Road and the complementary route on Black Bull Street from their current 'A-road' status. This will necessitate re-signing of the routes affected, which is being addressed through the Leeds City Centre Package signing strategy. The details of the reclassification proposals will be the subject of a future report to the Chief Officer Highways & Transportation, once necessary consultation has been completed, and will cover the arrangements on the other affected roads as a result of the change.
- To complement the narrowing and realignment of the carriageway (both of which will reduce vehicular speeds), the scheme proposes vertical traffic-calming measures in the form of two raised tables, one at each of the signalised crossings, to manage traffic speeds with the intention of achieving the criteria enabling implementation of 20mph limits in the South Bank area should this subsequently be deemed practical (itself the subject of a future report if brought forward). This reclassification provides flexibility in design and management of the route, allowing the Highway Authority to better balance the 'place' and 'movement' functions as South Bank regeneration progresses. The traffic calming features are considered key to achieving appropriate speeds, given not just the general pedestrian environment, but also the proximity of and walking demand from the Educational Quarter, which as noted above serves 10,000 students. The design is consistent with other recent or ongoing city centre high quality schemes, which have adopted raised tables in areas of high pedestrian flow, including on key sections of the core bus network. Future development proposals and provision of attractive walking links from the Educational Quarter to destinations such as Leeds Station will mean that future pedestrian flows are expected to be high.

Alignment with former Tetley Brewery site development

- The Crown Point Road scheme will complement the delivery of a major mixed-use development on the former Tetley Brewery site by Vastint, which delivers on the objectives of the South Bank SPD. The extant outline consent for the first phase of this development, located north of Crown Point Road (and on which development work commenced in 2020) includes up to 850 residential units, 85,000m² of office space and 15,000m² of flexible commercial space, up to two hotels, and two hectares of public realm, part of which will form a new City Park, managed by the Council.
- By reducing the dominance of motor vehicle infrastructure on the edge of the first phase of the development and creating a safer environment for pedestrians, bus users and cycle users, the scheme will enhance the appeal of the development for residents, employers, workers and visitors. The scheme will have the same benefits for the proposed second phase of the development, located on the south side of Crown Point Road, and it will improve walking and cycling links between the two phases.

What impact will this proposal have?

Wards Affected:

Have ward members been consulted?

Yes

No

- 11 The proposal affects the Hunslet and Riverside Ward. Ward members have been consulted and they are generally supportive of the scheme (their comments are noted in the section below).
- 12 The South Bank Regeneration Framework SPD consultation, included comprehensive public consultation and the production of an Equality Impact Assessment. A key action in this assessment was to engage with the Leeds Equalities Assembly through the Equalities Hubs. Due to the Covid-19 pandemic, the Equalities Hubs have not been in session during the development of this scheme. However, the project team has engaged with the Leeds Access and Usability Group (AUAG), which represents disabled users, and the Disability and Wellness Network (DAWN), which represents disabled Leeds City Council staff members. The feedback provided by these groups is recorded above.
- 13 A dedicated EDCI Screening Report has been prepared for this highway scheme. This is included as Appendix C to this report.

What consultation and engagement has taken place?

- 14 Following approval from Executive Board in July 2016, Leeds City Council took the South Bank Planning Framework (SPD) to public consultation from August 2016 to December 2016. During this time, over 2,000 people took part in the conversation together with 32 stakeholders. Events were hosted in a variety of locations including Leeds Bus Station on 15th Sept and 28th Oct, and 4th, 10th and 17th Oct at Leeds Train Station. Workshops were held specifically on transport and infrastructure (WYCA was invited but did not attend). The results showed that 50% of respondents found that the lack of green space and open spaces were a challenge for the South Bank, and the dominance of roads and perception of disconnection from the city were also prominent challenges with 37% and 33% respondents raising them as challenges respectively. The results of the consultation and engagement exercises have been firmly integrated into the Grey to Green schemes, each of which responds sensitively to the results of the consultation and the points raised. The Grey to Green programme most notably improves or creates new open and green spaces across the city centre and South Bank. It also works to support the delivery of other projects to provide better transport links, improving the connections from the South Bank to the rest of Leeds. It also enables land for new homes, commercial and leisure developments to be unlocked, supporting the delivery of other aspects deemed a priority by respondents for the area. Overall, it can therefore be said that the Grey to Green projects adhere strongly to the results of the consultation and engagement exercises carried out to support the creation of the South Bank Regeneration Framework.
- 15 A briefing with the current Executive Member occurred on 7 June 2021. The current Executive Member is supportive of the scheme.
- 16 The previous Executive Member was briefed on the scheme in November 2020. The previous Executive Member was supportive of the scheme.
- 17 Ward Members were consulted on 28th October 2020 and 23rd February 2021. Ward members are generally supportive of the scheme and made no adverse comments or requests for change. Ward members enquired about the details of the tree species to be planted in the scheme area; this information will be provided to ward members when detailed proposals for tree species have been developed (which will occur during detailed design) and members will be invited to comment.
- 18 Several meetings have been held with Vastint, the developer of the adjacent Tetley Brewery site, on all aspects of the design and the interface with their development site, starting in August 2020. Vastint are supportive of the scheme.

- 19 A consultation meeting with representatives of the police, fire, hospital and ambulance services was held on 17th December 2020. These stakeholders raised concerns about the width of the carriageway in the scheme, which in the iteration shared at that time was 3.5m. They felt it would not offer adequate resilience for emergency service vehicles in the event of blockages on the network. Following some changes to the design, which included widening the carriageway to 4.5m and other measures to reduce the risk of an ambulance being held up by a broken down vehicle, a second consultation meeting was held with these stakeholders on 28th January 2021. This change satisfied the concerns raised by these representatives. In both of these meetings, emergency services' representatives asked whether the reduction in carriageway lane width to one lane was compatible with minimising congestion on the network. The project team advised that the transport modelling undertaken for the scheme indicates that, in combination with other planned changes to the network, the proposals for Crown Point Road do not result in additional delay to general traffic under normal peak network conditions. The emergency services' representatives have not raised any objections to the current preferred scheme.
- 20 The scheme has been presented to bus operators on several occasions including a discussion about the results of the AIMSUN modelling exercise, which indicated no adverse impact on bus journey times. The main bus operators that run services on Crown Point Road (Arriva and First) were briefed at Bus Delivery Board on 11th February 2021, following the circulation of Board papers containing modelling results indicating that the reduction to single lane running would not adversely affect typical bus journey times. Bus operators were consulted again on 9 March 2021 in a dedicated meeting on the scheme. Further engagement with bus operators then took place as part of the Council's Bus Operators and Infrastructure Group meeting on 12th May 2021 and in the form of a second dedicated meeting on the Crown Point scheme on 22nd June 2021. In the meetings and in separate correspondence, the main bus operator Arriva has raised four concerns about the scheme design.
- 20.1** First, the operator queried the proposals for raised tables in the scheme, which they felt were located too close to the bus stop; they asked that passenger comfort and safety be considered in the design and location of any vertical traffic-calming. The project team undertook to ensure that the design of raised tables is safe for bus users and follows the guidance for raised tables on bus routes (as being constructed in the city centre at present by LPTIP); the location of the crossing on approach to the bus stop cannot be moved southwards because it is on the key pedestrian desire line for the park. The raised tables are a key intervention to manage speed on Crown Point Road, which will remain a long, straight section of road, despite the carriageway narrowing; there is therefore a risk that speeding will continue in the absence of the raised tables, and the highway authority must take a balanced view of risk considering the totality of risk across modes noting that bus passengers who board and alight here will benefit from the reduced speeds. The raised tables have been located to ensure that bus turning movements do not conflict with the ramps for the tables and it should be noted that professional bus drivers should not set off until passengers are seated. Arriva raised the concern that because most of the routes are longer distance, and many services terminate at the bus station, that on Crown Point Road passengers may be standing as they start to gather their belongings. The Crown Point Road stop is approximately 700m from the bus station entrance and will have to pass seven subsequent stop lines, and bus passengers are advised to stay seated. Whilst the risk to passengers must be considered, it is believed from experience that there is an overall safety benefit when considering the needs of all road users from inclusion of the tables, particularly in light of the expected significant increase in footfall in the area, including students from the Education Quarter.
- 20.2** Second, the operator questioned the merit of reducing the carriageway width to one lane and asked whether the option of providing a bus lane, alongside a general traffic lane,

had been considered, to provide resilience in the event of delays on the network (or breakdowns – see point III below). The project team advised that the transport modelling undertaken for the scheme indicates that, in combination with other planned changes to the network, the proposals for Crown Point Road do not result in additional delay to buses under normal peak network conditions. For this reason, the provision of a bus lane on this section of Crown Point Road was judged by the Council to be unnecessary (as reported above), given the opportunity to provide wider footways, green infrastructure and a protected cycleway, if the carriageway was narrowed to one lane. The reliability concern, stemming from a risk of congestion elsewhere on the network, will be mitigated through the LPTIP bus priority measures being provided on the approaches to Crown Point Road together with signal timings to manage the flow of traffic into Crown Point Road. In the most recent meeting, the operator acknowledged that the modelling supported the scheme design under normal conditions, but disagreed that the proposed mitigation was sufficient to overcome to issue.

20.3 Third, related to the point above, the operator noted that, while the scheme may operate satisfactorily under normal conditions, they were concerned about the impact of a broken down vehicle on their operations. They questioned whether there was enough resilience in the design to avoid a vehicle breakdown causing significant delays to buses. As a result of this concern, the operator advised that they would seriously consider re-routing bus services from Crown Point Road to Leeds Bridge on a permanent basis should the scheme progress in its current form. The project team advised that the scheme has been designed to maximise opportunities for buses to pass broken down buses, such that the occasions when a broken down vehicle causes a blockage will be rare (see information on lengths of single lane running provided above). The project team noted that the permanent diversion of buses from Crown Point Road to Leeds Bridge would likely result in longer bus journey times and impair bus journey time reliability; the project team has undertaken to provide relevant modelled journey time information on this diversion scenario to operators once more detailed guidance is provided (current at time of writing). The resilience risk of a breakdown or obstruction will be mitigated through use of VMS, signal strategies and UTC control room communications with operators, in addition to the highway design. As noted under point II, the operator disagreed that the proposed mitigation would be effective.

20.4 Fourth, the operator questioned the value of combining the two existing stops into one stop as they believed the two existing stops were well-located for existing attractors, such as Brewery Wharf and Crown Point Shopping Park. The project team explained that the proposed single consolidated stop will be well-located for both existing and new attractors, including the city park and the Tetley Brewery site. Retaining two separate stops in the scheme would be difficult given the ambitions to widen footways and provide a cycleway, as each stop would require its own lay-by (and the new 'Road Y' eliminates any options significantly further south than the proposed location). In addition it creates the opportunity for highly visible bus provision, reinforcing the designation of the route to better accommodate public transport and vulnerable road users. When the Tetley Brewery site is delivered, there will be good pedestrian access from the new bus stop to Brewery Wharf and Crown Point Retail Park. Moreover, the proposed bus lay-by will be large enough to accommodate two buses simultaneously.

21 Officers at the West Yorkshire Combined Authority Network Management team (bus network management / operations/mobility services) were briefed on the scheme at Bus Delivery Board on 11th February 2021, with the conversion to single lane running explicitly stated. They were consulted on 5th March 2021 in a dedicated meeting on the scheme. A further meeting was held with officers at the Combined Authority on the Crown Point Road scheme (together with operators) on 22nd June 2021. The Combined Authority officers raised concerns about the idea of reducing the speed limit on Crown Point Road to 20mph. This idea, should it be advanced by the Council in the future as a formal proposal, would be subject to a separate approvals process and does not form part of the highway scheme covered by

this report. In subsequent correspondence (following the 5th March meeting) and in the June meeting, Combined Authority officers echoed the points made by the bus operators, particularly points I, II and III (described above). Moreover, Combined Authority officers indicated that without a peer review (proposed by First) they could not have confidence in the Council's modelling outputs; furthermore they did not agree with the trade-offs made. They felt the scheme would cause delays for buses and asked the Council to reconsider a two lane option (including one bus lane) for Crown Point Road. They also queried what work had been undertaken to understand customer impact, given that they believe the scheme will worsen reliability and journey times, and cause accidents and discomfort from provision of speed humps, and thus result in loss of bus patronage rather than working towards the 'doubling patronage' target. Combined Authority officers also expressed their concern about the impact of buses being re-routed from Crown Point Road over Leeds Bridge and up Lower Briggate, which they felt would have an adverse impact on the reliability of other bus services. Subsequent to the meeting on 22nd June, on 24th June the Director of Transport and Property Services restated the concern that the Crown Point Road narrowing was not consulted on as part of the A61(S) LPTIP scheme, and given that it is a part of the Core Bus Network single file operation is not desirable for the reasons stated in the meetings described above and desires to see joint working to revise the scheme to address their concern for buses. On the point of the A61(S) LPTIP consultation, the Crown Point Road scheme was unfunded at that time, although it was 'on the radar' as part of LCC's highway planning, it having been modelled as a single lane approaching the East Street gyratory as part of the City Centre Package Gateway 1 Outline Business Case approved by WYCA in 2016, and this drove the decision to reduce the right turn in to Crown Point Road to a single lane. Redesign of the scheme is currently impractical given the March 2022 deadline for expenditure, notwithstanding the significant benefits expected to be realised from delivery of the scheme design as it stands. Responses to the objections raised are addressed in this report..

- 22 The Leeds Access and Usability Group were consulted on 15th March 2021. This group is supportive of the scheme, including the proposal to provide two signalised pedestrian crossings that run over both the cycleway and carriageway in one movement.
- 23 The Council's Disabled and Wellness Network (DAWN) Group were consulted on 19th March 2021. This group is supportive of the scheme.
- 24 The Leeds Cycle Forum Sub-Group was consulted on 4th November 2020. This group is supportive of the scheme. The group made some design suggestions to improve pedestrian crossings over the cycleway at the bus stop, which will be explored as the design is progressed.
- 25 All organisations with frontages on or near Crown Point Road have been consulted on the scheme: Leeds College of Building, Leeds City College, Duke Studios / Sheaf Street, Indigo Blu, The Tetley and the Ruth Gorse Academy. These stakeholders were supportive of the scheme.
- 26 Duke Studios / Sheaf Street were consulted a second time, in April 2021, about a possible amendment to the scheme, which impacted their frontage. Duke Studios / Sheaf Street expressed their opposition to this change. As a consequence an alternative proposal has been developed, and so the amendment that was discussed with Duke Studios / Sheaf Street has been removed from the design as it is no longer required.

What are the resource implications?

- 27 The current estimated cost of the scheme, including 44% for optimism bias, is £3,107,052.78. This estimate is based on the preliminary design in January 2021 and it will be updated as the design is progressed further and the costs of all scheme elements are fully understood.

- 28 It should be noted that there is a gap between the scheme cost quoted above and the overall scheme budget. In April 2021, Executive Board approved 'the indicative layout proposals developed to date for the Crown Point Road calming and greening scheme' and approved 'the progression of the scheme to the next phase of design'.
- 29 The current estimate includes the cost of the UTMC resilience works to be delivered off-site, but it does not include the cost of survey work or internal fees. Moreover, the materials palette has not yet been fixed and this, of course, will affect the final cost.
- 30 Government funding from the Get Building Fund was awarded in August 2020, and is being managed by the West Yorkshire Combined Authority through their assurance process. Within the £52.6m award, £8.6m was allocated to the Leeds City Centre Grey to Green (G2G) Package. Within this package, £3.75m is allocated to the Crown Point Road highway scheme. The capital costs of the highway scheme will be wholly met by this funding source, though there is a high risk that the construction will need to start at risk if the assurance process is not complete by the required start date.
- 31 All ongoing revenue lifecycle maintenance costs arising from this scheme will be quantified as the scheme design develops and will be managed through existing revenue budgets.
- 32 The construction of the scheme will be procured through one of the council's Contractor Framework Contracts. Given the lack of flexibility around completion date in relation to the grant conditions and anticipated cost, use of the Contractor Framework (Minor Works) may be required/is likely to be used to expedite delivery.

What are the legal implications?

- 33 Permanent TROs are subject to The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996. It is intended that the TROs required will be secured using the powers contained within the Road Traffic Regulation Act 1984; the Highways Act 1980 and the Local Government Miscellaneous Provisions Act 1976. The TROs require that the entire length of Crown Point Road between Great Wilson Street and Bowman Lane will be No Waiting and No Loading At Any Time, except for the identified loading bays and the Bus Stop Clearway. Details of the proposed restrictions are shown on the plans in Appendix D.
- 34 The Proposed Scheme falls within the definition of Permitted Development under Part 9 (A)(b) of the General Permitted Development Order 2015 in that it comprises maintenance and improvements within and adjacent to the highway boundary.
- 35 The works do not fall within the category of works within Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended) which would require either an Environmental Impact Assessment to be submitted or an Environmental Impact Screening Opinion to be submitted to and determined by the Local Planning Authority.
- 36 The current highway design proposals are currently contained within the adopted highway and can proceed accordingly. However, the scheme requires that a portion of private land on the former Tetley Brewery site is dedicated as highway land in order to provide a bus stop by-pass of a safe and accessible standard for the cycleway, and to ensure appropriate footway widths are provided. Engagement with Vastint has taken place during the development of the scheme to obtain Vastint's acceptance of the proposed scheme, including the need to dedicate this area of land. Vastint will offer to dedicate this area of land as highway land and Leeds City Council will be invited to enter into the required deed. This legal process follows the provisions of Section 38 of the Highways Act 1980. The extents of the land to be dedicated are shown in Appendix B. The Chief Officer (Highways and Transportation) will be requested to accept the dedication of land at the former Tetley Brewery site and enter into the required deed.
- 37 This scheme includes cycle tracks on Crown Point Road and Bowman Lane (as shown in the drawings in Appendix A). Cycle tracks within the public highway are created by a highway authority under Section 65 of the Highways Act 1980.

- 38 This report is classified as a key decision and is eligible for Call-In.
39 There is no exempt or confidential information contained within this report.

What are the key risks and how are they being managed?

- 40 A risk register has been compiled for the scheme and the scheme is subject to regular risk review meetings.
- 41 The top six currently identified risks, reported to and managed by the Grey to Green Programme Board chaired by the Director of City Development, are:
- 41.1** An inability to meet the scheme objectives within the available budget;
- 41.2** The inability to deliver the scheme by the funding deadline of March 2022;
- 41.3** Delays or cost increases arising from interfaces with the adjacent Vastint development;
- 41.4** Delays or cost increases arising from interfaces with the District Heating scheme;
- 41.5** Objections to the scheme as a whole or individual components therein (such as the TROs proposed) from the public and / or key stakeholders; and
- 41.6** The discovery of abnormal ground conditions during construction.
- 42 All schemes in the Get Building Fund, including this scheme, are assured by the West Yorkshire Combined Authority.

Does this proposal support the council's 3 Key Pillars?

Inclusive Growth Health and Wellbeing Climate Emergency

- 43 The scheme benefits of enhancing Crown Point Road and supporting the development of adjacent sites will contribute to the vision for Leeds to be the best city in the UK and the Best Council Plan 2020/21 priorities for inclusive growth, sustainable infrastructure and becoming a child-friendly city.
- 44 The scheme will also contribute to the objectives of the Our Spaces Strategy, the Leeds City Region Growth Strategy, the West Yorkshire Transport Strategy, Leeds Integrated Station Masterplan, City Region Connectivity, Leeds Living and the Connecting Leeds Transport Strategy.
- 45 The South Bank Regeneration Framework includes a series of key moves to bring about the regeneration of the area. The proposal at Crown Point Road contribute to the following key moves:
- Connect the green and blue network;
 - Create a rationalised road hierarchy;
 - Create a legible and accessible public transport network;
 - Adapt heritage and link existing assets;
 - Create and revitalise centres;
 - Improve sustainability; and
 - Utilise culture to help place-making.
- 46 The scheme will facilitate the delivery of the city's longstanding ambition for a city centre park which is embedded in planning policy within the South Bank Regeneration Framework SPD. The Park will provide a major transformation across the South Bank in response to the climate emergency, with:
- 46.1** a net increase in biodiversity (including up to 500 new trees being planted);
- 46.2** the re-purposing of historic, high-speed highways as green space; and

46.3 enhanced walking and cycling connectivity between the city centre and south Leeds, reducing the severing effects of highway infrastructure.

47 By supporting the delivery of the park, the scheme support principles set out in the Inclusive Growth strategy, Health and Wellbeing Strategy and the Best Council Plan. The work to deliver the City Park supports the Best Council Plan 2020-2025 priorities on:

47.1 reducing health inequalities and supporting healthy & active lifestyles;

47.2 improving the city's transport connections for active travel

47.3 making Leeds the best city for children and young people to grow up in;

47.4 Making Leeds Public spaces and buildings accessible, safe, clean and welcoming and by promoting opportunities for older people to be healthy and active.

48 Improvements to the public realm and pedestrian and cycle connectivity will be achieved through high quality street design complementing the new city park setting and adjacent development proposals whilst promoting sustainable modes of transport improving the city centres accessibility in alignment with the Council's strategic objectives.

49 Good quality natural landscapes in urban areas deliver positive economic, social and environmental outcomes to the benefit of our cities and their residents and visitors. They provide spaces for events, relaxation, and exercise, walking and cycling. They are also home to millions of insects, plants and animals. The benefits of all our green and blue infrastructure are complex and varied. There are direct environmental benefits such as:

- Improved air quality through trees, shrubs, grass and water, which all help to capture carbon dioxide and other pollutants in the air
- Reduced heat island effects from buildings by trees deflecting, shading and absorbing sunlight
- Reduced risk of flooding through surface water run-off absorption by plant roots and soil and through sustainable urban drainage schemes including rain gardens that store water beneath ground
- Increased biodiversity through the provision of a wide range of native and non-native plant species including trees, shrubs and wildflowers.

50 The Council declared a Climate Emergency in March 2019. The removal of traffic from the city centre is a key part of the aspiration to make the city centre a more liveable, walkable environment supporting sustainable living and moving around on foot, by bike or public transport, through better facilities, cleaner air and world-class open spaces. Reallocation of roadspace is required to achieve these aims and the Crown Point Road scheme is the key enabler to achieving this.

Options, timescales and measuring success

a) What other options were considered?

51 Alongside the proposed scheme, which retains a one-way carriageway across the full length of Crown Point Road, two other high-level concepts were considered for the scheme:

51.1 Pedestrianise Crown Point Road between Great Wilson Street and Bowman Lane and convert Black Bull Street to two-way operation to take the displaced northbound traffic.

51.2 Pedestrianise Crown Point Road between Great Wilson Street and Cudbear Street, and re-route carriageway to the alignment of Cudbear Street with a link to Hunslet Lane.

52 Concept A was rejected because converting Black Bull Street to two-way operation would have major disadvantages for the educational institutions on Black Bull Street as traffic levels would increase on Black Bull Street, with all the attendant environmental and road safety issues this would cause. Moreover, the width required to create a new northbound

lane on Black Bull Street would preclude the planned provision of a continuous two-way protected cycleway on Black Bull Street, which is to be delivered by the TCF. This concept would also require major changes to be made to the recently complete LPTIP A61(S) scheme on Hunslet Road. In summation, this concept would benefit the environs of Crown Point Road to the detriment of Black Bull Street.

- 53 Concept B was rejected because re-routing the lower end of Crown Point Road to Cudbear Street would be incompatible with the masterplan for Phase 2 of the Tetley Brewery site, which will extend Aire Park along the alignment of Sheaf Street and Cudbear Street towards Hunslet Lane, and provide new residential and commercial development in this area. Moreover, a new and costly junction would be required at the intersection of Cudbear Street and Hunslet Lane, which would require major changes to be made to the recently completed LPTIP A61(S) scheme on Hunslet Lane. It would also render the recently completed LPTIP A61(S) works at the junction of Crown Point Road and Great Wilson Street largely obsolete. Since motor vehicles would still need to access premises on the lower end of Crown Point Road, as well as the new Road Y on the Tetley Brewery site, it is unlikely that it would be practical to fully pedestrianise the lower end of Crown Point Road, even if through traffic could be removed. Overall, the benefits of this concept would not be as extensive as they may first appear and it would reduce opportunities for future greening and development in the area.
- 54 In addition to the preferred design, a number of other options were considered for the highway cross-section:
1. A protected contra-flow cycleway and an unprotected with-flow cycle lane;
 2. Unprotected contra-flow and with-flow cycle lanes;
 3. A two-way protected cycleway on the south side of Crown Point Road.
 4. A layout largely identical to the preferred design but with a 3.5m carriageway.
 5. A carriageway composed of two lanes – one bus lane and one general traffic lane – but with no dedicated cycle provision.
- 55 Options 1 and 2 were rejected because they would offer a significantly lower standard of infrastructure for cycle users and due to the space required for the separate cycle lanes, they do not allow for significantly greater footway widths. A bi-directional cycleway offers a more efficient use of space.
- 56 Option 3 was rejected because, while it would remove the need for a bus stop by-pass, the links between the Crown Point Road cycleway and adjacent cycleways on Great Wilson Street and Crown Point Bridge would be more convoluted and time-consuming. There is adequate width to provide a high-quality bus stop by-pass, so this was not considered to be a major disbenefit of the preferred scheme.
- 57 Option 4 formed part of an earlier iteration of the scheme, but it was ultimately rejected because it would offer inadequate resilience for motor vehicles (including emergency vehicles) in the event of a vehicle breakdown, compared to the 4.5m-wide carriageway in the preferred design. This decision was informed, and subsequently validated, by feedback from the emergency services, as well as other internal stakeholders. The proposed vertical traffic-calming measures will help to control vehicle speeds.
- 58 Option 5 was rejected because the modelling undertaken for the scheme indicated that a bus lane is not required to maintain bus journey times. This is partly because the scheme area covers a relatively short stretch of the bus route and the carriageway flares to two lanes in the northbound direction at Bowman Lane on the approach to the stopline on the north side of the bridge. The nearby LPTIP A61(S) scheme has delivered extensive lengths

of bus lane for buses on these routes and the network of new camera-enforced bus gates in the city centre, included in the LPTIP schemes, will also offer major benefits for buses in the area. The additional width required for the bus lane would preclude the provision of protected cycling infrastructure and wider footways, which are key scheme goals. As noted earlier in this report, the expected frequency of the road being blocked is considered low, and given the minimal time savings in general operation it is considered that the benefits to be gained from the additional resilience do not outweigh the impact on the streetscape, severance, and vehicle speeds (including effects on road safety).

b) How will success be measured?

59 The scheme will be assessed using the Council's monitoring and evaluation procedure and the West Yorkshire Combined Authority's benefits realisation process.

c) What is the timetable for implementation?

60 Construction is programmed to commence in August 2021, for completion in March 2022.

61 The programme will be updated with more robust dates when the contractor is appointed and detailed programming work is undertaken. The impact of interfacing schemes on the programme (including Vastint's development programme and the Leeds district heating scheme) is not yet fully understood.

Appendices

62 Appendix A – Highway general arrangement drawings (preliminary stage)

63 Appendix B – Deed of Dedication Plan

64 Appendix C – EDCI Screening Report

65 Appendix D – Traffic Regulation Order (TRO) plan

66 Appendix E – Policy History and Regeneration Context

Background papers

67 None.