

Subject: Armley Gyratory Junction Upgrade Scheme – Preliminary Design

Date: 15 June 2021

Report of: Leeds City Centre Package (LCCP) Manager

Report to: Chief Officer (Highways & 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

- The Armley Gyratory scheme is a key enabler for the closure of City Square and helps facilitate the Best City ambition by creating opportunity for a World Class public space, releasing highway for improved realm in other City Centre locations, improving the environment, encouraging more City Centre living, enabling investment, improving health outcomes through improving active travel facilities, and future-proofing the City Centre for the arrival of key transport projects including Mass Transit and HS2.
- In addition, Armley Gyratory is key to unlocking the aspiration to remove unnecessary traffic from City Square in Leeds City Centre, by providing additional northbound capacity to accommodate reassigned traffic flows on strategic routes around Leeds City Centre
- 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 well-designed, efficient and effective so as to realise the benefits of the 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.

Recommendations

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

- a) Note the Highway Board Approval in May 2020 and Executive Board approval in April 2021 to progress the Armley Gyratory junction improvement scheme to detailed design and construction as part of the wider Leeds City Centre package of works;
- b) Note injection of an additional £5.08m (£3.58m for Armley Gyratory and £1.5m for City Square closure and complementary highway schemes) of West Yorkshire Combined Authority (WYCA) grant funding into the Capital Programme to progress scheme development within LCCP;
- c) Approve procurement of consultant support to progress the detailed design via the LCC Major Schemes Framework;
- d) Approve Asset Protection Agreement (APA) and Basic Asset Protection Agreement (BAPA) with Network Rail to undertake professional services in relation to the completion of detailed design;

- e) Approve the design and arrangement of proposed traffic restrictions which will be implemented by way of draft Traffic Regulation Orders (TRO) for the Armley Gyratory junction upgrade scheme;
- f) Authorise the City Solicitor to advertise a notice under the provision of Section 23 of the Highways Act 1980 associated with the provision of a pedestrian crossing and if no valid objections are received, to implement the pedestrian crossing as advertised;
- g) The required TROs will be secured using the powers contained within the Road Traffic Regulation Act 1984, the Highways Act 1980 and pedestrian and cycle facilities are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for segregated or shared joint use by pedal cyclists and pedestrians;
- h) To advertise the draft TROs as shown on the attached drawing number MBARC_A/LCC/XXX/XX/DR/CH/MI_026 shown in Appendix 3, and if no valid objections are received, to make, seal and implement the Orders as advertised.
- i) Note that the signal design element of the detailed design will be progressed in-house by UTMC team; and
- j) Note that the Chief Officer (Highways and Transportation) is responsible for the programme delivery, with a target completion date of December 2022.

Why is the proposal being put forward?

1. Noting the previous approvals by Highway Board (May 2020) and Executive Board (April 2021) accepting the principle of closing City Square to through traffic and the upgrade of Armley Gyratory.
2. 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 the 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.
3. 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.
4. In addition, Armley Gyratory is key to unlocking the aspiration to remove unnecessary traffic from City Square in Leeds City Centre whilst retaining the access for both buses and taxis, by providing additional northbound capacity to accommodate reassigning traffic flows on strategic routes around Leeds City Centre.
5. 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.

What impact will this proposal have?

Wards Affected: Armley, Beeston & Holbeck, Hunslet & Riverside, Little London and Woodhouse

Have ward members been consulted?

Yes

No

6. A key component of the (LCCP) is an upgrade to Armley Gyratory. Because of the scale and complexity of the scheme, its development has been progressed ahead of the remaining parts of the

LCCP, some smaller 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.

7. Although Armley Gyratory is a key enabler for the closure of City Square, and is beneficial for delivering new housing and other local developments, there are direct benefits for the local community, because at present the gyratory causes severance. The scheme includes investment in enhanced walking and cycling facilities through the provision of new or wider bridges with more accessible ramps, wider/ resurfaced footways/ cycleways. The intention is that this will help to better connect residents in New Wortley with the City Centre, Kirkstall Road and Whitehall Road (via the Monkbridge development). The landscaping will be improved to help personal security. The works presently include substantial structural works where the footways are narrowest under the railway bridges to provide a safer and more comfortable experience for vulnerable road users.
8. The scheme also addresses an existing road safety and delay problem, by signalling the existing 'give way' where Wellington Road (southern section) enters the gyratory. In addition it reduces the weaving traffic problems northbound on the A58 which are a concern for motorists.
9. Through 2020, the preferred option for Armley Gyratory has been modified by widening and realigning the existing circulatory carriageway whilst removing the 'cut-through' link from the central island. The impact on pedestrian and cycle connectivity has been mitigated through proposals to improve the existing footbridge across the south side of the gyratory and complete a better quality walking and (legal) cycle link towards Wellington Street alongside the eastern carriageway of the A58. The impact on active mode journey times was appraised and found to be minor, with some movements actually being quicker because of the removal of delay at the road crossings.
10. The new and upgraded pedestrian and cycle routes included in the proposed development will provide higher quality, more accessible routes around the junction. Existing pedestrian and cycle routes will be made safer and more pleasant with pruning and reshaping of existing trees, landscaping and footpath widening. This is complemented by improved crossing facilities, including the new signal-controlled pedestrian and cycling crossing across B6159 Wellington Road and also includes the replacement of the existing footbridges over the A643 Ingram Road and A58 Inner Ring Road, with a dedicated pedestrian and cycle bridges.
11. As part of the works, it is aimed to resolve existing flooding issues in the vicinity of the gyratory. This scheme also refreshes the surfacing on the roundabout and its approaches, as well as updating and upgrading aging bridge infrastructure resulting in a reduced need for disruptive maintenance in the future.
12. One of the key points of feedback from the residents of New Wortley was how the current gyratory is a barrier. From the responses received, 40% of the respondents wanted the new scheme to address poor pedestrian crossing provision. The proposed improvements will therefore improve access to jobs, education, culture and shopping for this neighbourhood with low car ownership, and at the same time encourage people to undertake short distance trips by active modes, which helps people's health and the environment.
13. The re-design, by reducing its effect on third parties and contaminated land, has brought the scheme down in cost by circa £15m - £20m, to £40.5m, ensuring that both Armley Gyratory and City Square can be fully funded from the LCCP in addition to the Infirmary Street Gateway, Meadow Lane (highways) and a contribution to Regent Street Bridge.
14. The provision of more appealing and accessible routes at Armley Gyratory for both pedestrians and cyclists by delivering new dedicated pedestrian and cycle bridges, signal controlled crossing and improved pedestrian and cycle routes will ensure safety for those wishing to cycle and walk. Improved landscaping will increase visibility for pedestrians and cyclists will ensure personal security which at the moment is compromised.

15. The proposals will provide better connectivity for the local residents of New Wortley and at the same time improve health and well-being. An Equality, Diversity and Integration (EDCI) screening has been undertaken, for more details refer to Appendix 4.

What consultation and engagement has taken place?

16. 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. The consultation asked for feedback on perceptions of the need for change and the principle of an improvement scheme.
17. In total, 265 responses were received via the council's Connecting Leeds website (<https://armleygyratory.commonplace.is/about>), by email, or by the return of completed questionnaires provided at public engagement events. 80% of respondents were dissatisfied with the existing Armley Gyratory, with concerns covering issues such as congestion, road safety (especially weaving traffic), and inadequate pedestrian and cycle facilities.
18. Alongside this public consultation, the council has maintained ongoing dialogue with statutory bodies such as Network Rail, Highways England, Historic England and non-statutory interest groups, i.e. Leeds Cycling Campaign, local residents and businesses, and Ramblers group with regards to the Armley Gyratory proposals.
19. Ward members for Armley, Beeston and Holbeck, and Hunslet and Riverside, the three wards within which the scheme sits, and Little London and Woodhouse, received updates on the scheme commencing with a briefing note in February 2018 and again in 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.
20. The feedback from the local ward members was generally positive with suggestions for enhancements including signalisation of B6154 Wellington Road and ensuring that pedestrian and cycles routes are as wide as possible.
21. A second consultation, this time on the preliminary design of the preferred option 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 August and 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.
22. The consultation on the preliminary design received 333 responses with 50% being satisfied/very satisfied, and 35% being dissatisfied/very dissatisfied. 50% of respondents were satisfied or very satisfied with the pedestrian and cycle routes. 48% of respondents were satisfied or very satisfied with other improvements proposed to pedestrian and cycle routes and crossings.
23. Local ward member briefings have been undertaken to provide scheme updates. Where concerns have been expressed in terms of scheme impacts in specific areas these have been addressed through modelled traffic flows with the relevant ward member on 24th June 2021.
24. At the same time the project team has undertaken internal consultation to obtain feedback from the key Highways and Transportation officers to inform the current design, most recent engagement was undertaken in December 2021. No major concerns were expressed as part of this engagement.

25. The Council also maintains regular engagement and discussion with adjacent landowners regarding the emerging proposals. Because the current design has minimum impact on third party land we've not received any major objections.
26. Because of the modifications made through 2020 to the preliminary design as consulted on during 2019, a further round of engagement was held in March/April 2021, to update stakeholders and those involved in previous rounds of consultation as to the changes, although the engagement has not explicitly sought feedback. The updated preferred preliminary design is presented in Appendix 1 and schematic engagement plan is shown in Appendix 2.

What are the resource implications?

27. Funding for the LCCP, including Armley Gyratory, will be obtained through the allocation of project grant funds from the West Yorkshire Plus Transport Fund. This funding is confirmed in the Funding Agreement between WYCA and LCC dated 1st May 2019.
28. The estimated value of the works for the current preferred option is £40.5m. Approval has been given by WYCA to continue incurring costs associated with scheme development up to £3.58m. The current spend profile is as follows:

Approved Development Funding	£3,580,000.00
Spend to Date (June 2021)	£538,657.46
Remaining Budget	£3,041,342.54
LCC Costs	£73,779.11
External Cost	£464,878.35

29. Detailed design and assimilation of the Full Business Case is expected to be undertaken using external consultants procured via LCC Major Schemes Framework. Some elements, such as signal design, will be progressed internally.
30. Scheme development has involved a review of scheme options, assessing those options against scheme objectives and considering performance, environmental impact, buildability, cost, etc. to arrive at a preferred solution to be taken forward. Information on options was presented to WYCA as part of the Outline Business Case submission.
31. Value for money is being assessed through the business case process, and, as Funder, WYCA will determine whether to invest in this scheme through to construction upon submission of the Full Business Case.

What are the legal implications?

32. This is a significant operational decision and it sits under and is the direct consequence of a previous key decision made by the Executive Board with an accompanying report titled 'City Centre Transformation – Enabling Schemes (Highways)' which was presented at 21st April 2021 Executive Board meeting.
33. A planning application is required and is expected to be submitted in late summer/the autumn and it is anticipated that this could be determined by the Local Planning Authority by January 2022.
34. An effective solution at Armley Gyratory cannot be delivered without acquiring land from third parties.
35. For the Armley Gyratory improvement scheme shown in Appendix 1, the council has identified the principal landowners across the area—five in number. Delivery of the highway capacity enhancements depends on land from only one party, National Grid, and discussions are on-going and we are comfortable in acquiring the land through negotiations.

36. Acquisition of the remaining land from the other four owners is required for delivery of the replacement footbridge across the A58(M). Discussions are well advanced. If required the programme can be adapted to allow an extended period of negotiation or if necessary compulsory purchase orders, without affecting the highways works programme. A provisional sum has been included for in the project budget to allow for compensatory payments associated with land acquisition.
37. Following appropriate acquisition of land, the gyratory proposals can be delivered using Traffic Regulation Orders (TRO's) as indicated on MBARC_A/LCC/XXX/XX/DR/CH/MI_026 shown in Appendix 3 and there is no requirement for Side Road Orders (SRO's). Should any circumstances arise where additional powers are needed for land acquisition or highways or additional land is required then these will be the subject of subsequent reports to and decisions by the Director of Development or Chief Officer (Highways and Transportation) as appropriate.
38. The required TROs will be secured using the powers contained within the Road Traffic Regulation Act 1984, the Highways Act 1980 and pedestrian and cycle facilities are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for segregated or shared joint use by pedal cyclists and pedestrians.
39. If any objections are received to the draft TROs once advertised by the City Solicitor, these will be the subject of further consideration by the Chief Officer (Highways and Transportation) and detailed within a supplementary report to Highways Board.

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

40. Key risks are as follows:

- Major stats diversion delays - ongoing consultation with statutory undertakers;
- Traffic disruption during construction – liaise with LCC network management and Planning for Growth Group to formulate a robust TM plan;
- Introduction of no waiting \ loading could instigate public inquiry – considered minimum risk as minor changes to existing no waiting and loading bays provided for maintenance purpose only;
- Additional air quality modelling due to the change in DMRB guidelines could impact on planning application submission – work with internal environmental and legal colleagues to see if the compliance assessment can be submitted as a stand-alone document, to minimise any impact;
- Structures works around the footbridges delays programme – consider phased delivery, deliver highways element first to facilitate closure of City Square;
- Tree loss and future maintenance– working with Parks & Countryside, Housing and Landscape teams and local ward members to identify suitable off-site planting. Initial maintenance will be via landscape contract and anything beyond this from LCC revenue budget.

41. The council has appointed the multi-disciplinary consultant AECOM, which is providing resource and expertise to lead on the preliminary design, business case and planning application. AECOM has facilitated a number of risk workshops to date to identify project risks.

42. Council officers work closely with WYCA officers on scheme assessment and appraisal to increase assurance and therefore reduce risk.

43. Construction procurement discussions include a particular focus on risk transfer.

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

Inclusive Growth

Health and Wellbeing

Climate Emergency

44. 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 to improve connectivity to this key area of the Strategic Road Network, while creating the capacity to remove through traffic from City Centre roads.
45. One of the key points of feedback received from the residents of New Wortley was how the current gyratory is a barrier, with 40% of respondents wanting the new scheme to address poor pedestrian crossing provision. The proposed improvements helps to connect New Wortley with the City Centre therefore improving access to jobs, education, culture and shopping for this neighbourhood with low car ownership, and at same encouraging people to undertake short distance trips by active modes, which helps people's health and the environment.
46. The Council declared a Climate Emergency in March 2019. The modelling required for the Full Business Case and Planning Application will assess the City Centre Package's impact on the environment including noise, air quality and carbon dioxide emissions. 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 Armley Gyratory scheme is the key enabler to achieving this.

Options, measuring success and timescales

a) What other options were considered?

47. Nine options were considered within the following four categories; at grade, single structure, double structure and full grade separation. Five of the nine options were taken forward from initial feasibility for further investigation. The options ruled out were assessed against deliverability and cost criteria, with all fully grade separated options ruled out due to affordability, timescales and disruption required for their deliverability. Option 1A was also ruled out since it provided insufficient capacity for vehicular movements, and concerns regarding the safety of movements on the east of the junction.
48. Five options were progressed to the shortlist for further assessment within the following three categories; at grade, single structure and double structure. Three of these options were rejected on the grounds of insufficient capacity for the reassigned traffic from City Square and high construction costs.
49. The remaining two options made the final shortlist and Option 1B was adopted as the preferred design at Project Board on 14/06/2018. Option 2A was rejected on account of cost, insufficient capacity to accommodate reassigned traffic and banned turns featuring convoluted alternative routing.
50. Option 2D was developed as an alternative design option following provision of a sketch from Leeds City Council UTMC team. Option 2D was rejected on account of cost, buildability within the preferred timescales, and insufficient modelled benefits over Option 1B, in particular to control and resilience.
51. Due to programme pressures on the overall LCCP Option 1B was re-designed, by reducing its effect on third parties and contaminated land, has brought the scheme down in cost by £15m to £20m to £40.5m ensuring that both Armley Gyratory and City Square can be fully funded from the LCCP in addition to the Infirmary Street Gateway, Meadow Lane (highways) and a contribution to Regent Street Bridge. This modified preferred option (Appendix 1) will be progressed to detailed design.

b) How will success be measured?

52. As part of the WYCA assurance process and to accompany the Full Business Case, a Monitoring and Evaluation Plan will be developed to assess Benefits Realisation. The data used to inform the

SMART objectives will be gathered from various sources such as modelling, questionnaires and on-site data collection.

53. The key scheme objectives are listed below:

- Key enabler for the closure of City Square and to facilitate the Best City ambition by creating opportunity for a World Class gateway and public space area;
- Improve capacity at the junction;
- Improve journey time reliability for buses;
- Improve provision for pedestrians and cyclists;
- Improve air quality;
- Incorporate Green Streets.

54. A SMART criteria table for each of the objectives will be run through the SMART criteria. The table identifies how an initial target can be set, and subsequently how we can monitor through modelling and appraisal, and what is required in terms of data collection to monitor. The objectives remain as presented in the Appraisal Specification Report and subsequent Outline Business Case, but refer to the fact that a target to make them fully 'SMART' can be set through the development of the Full Business Case.

c) What is the timetable for implementation?

55. The key highways milestone dates are listed below and a target completion date on site for Armley Gyratory of December 2022 with closure of City Square to all through traffic planned to facilitate possible Year of Culture events in 2023.

- Planning Application Submission: July 2021
- Detailed Design Freeze (highways element): September 2021
- Full Business Case Submission: October 2021
- Start On-Site: January 2022
- Highway capacity gains completion: December 2022
- Structure upgrade completion: July 2023

56. The scheme delivery will be phased with the critical highways works to be delivered first to deliver additional capacity to accommodate reassigned traffic from City Square and the structures work will follow thereafter.

Appendices

57. Appendix 1. General Arrangement Drawing for Preliminary Design

58. Appendix 2. Engagement Plan (March\April 2021)

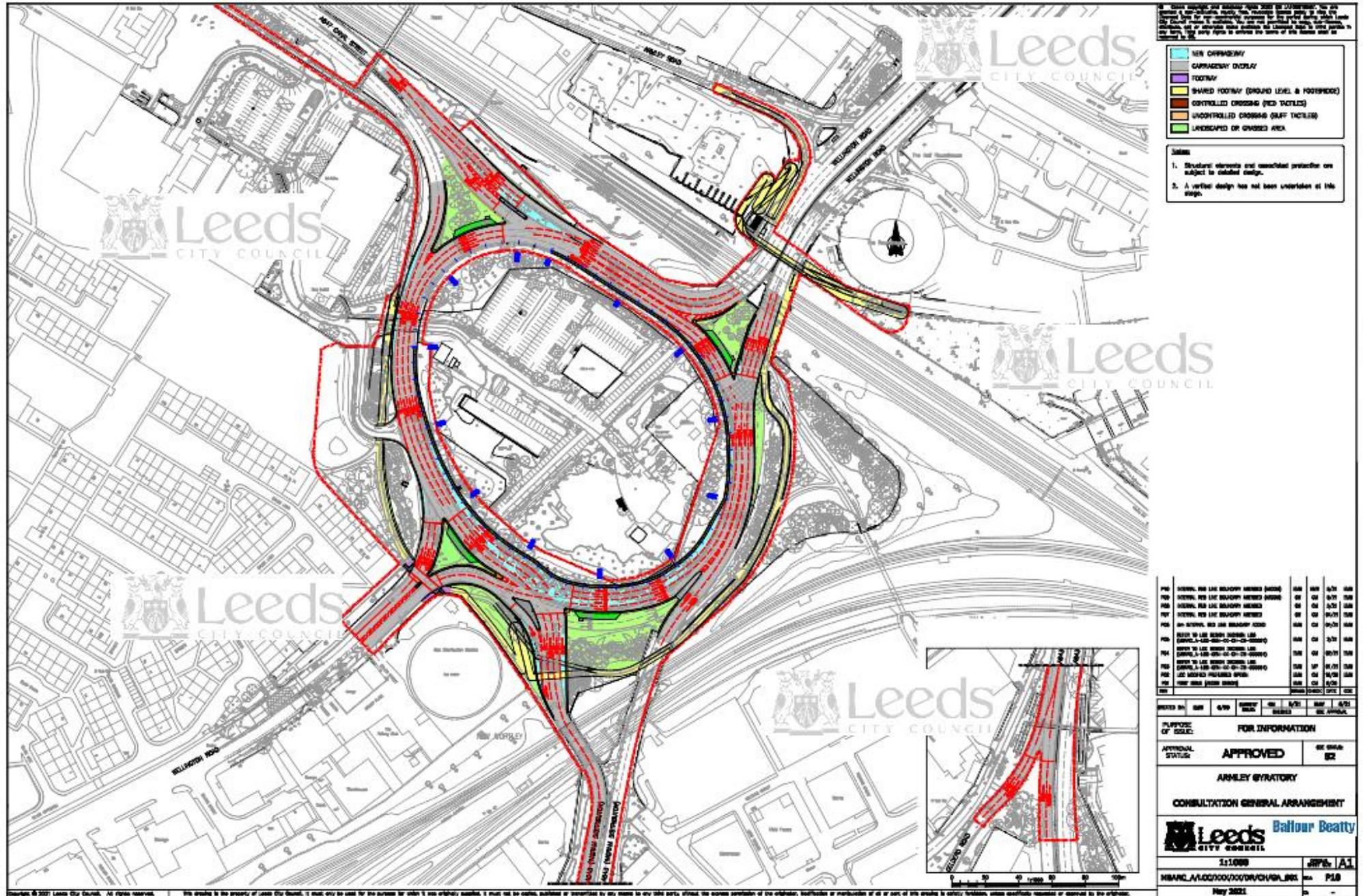
59. Appendix 3. Traffic Regulation Order Details

60. Appendix 4. Equality, Diversity, Cohesion and Integration (EDCI)

Background papers

61. Report to Executive Board (21st April 2021) - City Centre Transformation – Enabling Schemes (Highways)

Appendix 1. General Arrangement Drawing for Preliminary Design



Appendix 2. Engagement Plan (March \ April 2021)

