

## City Centre Transformation – Armley Gyratory Highways

Date: 26 July 2022

Report of: Civil Engineering Manager (Highways & Procurement)

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

### Brief summary

- The report seeks to inject and authorise expenditure for Armley Gyratory Phase 1 being the balance of funding £27.93m, noting the previous development funding £3.58m injection and authority to spend of May 2020.
- The report also seeks to inject the remaining funding £10.46m for phase 2 taking the overall funding injected to £41.97m as approved at WYCA Overview and Scrutiny Committee on 22<sup>nd</sup> July 2022. For Ph2 an FBC will be submitted in October 2022 and once through the PAT process we will then seek authority to spend from CO Highways & Transportation.
- This report also seeks approval from the Chief Officer (Highways & Transportation) to award Armley Gyratory Highways Phase utilising the SCAPE2 framework, which is delivered by Balfour Beatty Group Ltd T/A Balfour Beatty Civil Engineering, to undertake the works with a contract value of £19,400,000. The contract period is from the 14<sup>th</sup> June 2022 until 18<sup>th</sup> October 2023
- The works will deliver the additional capacity to the Strategic Road network required to compensate for the closure of City Square to private traffic.
- The works support the future aspirations to deliver City Square as a world class gateway to the city.

### Recommendations

The Chief Officer Highways & Transportation is requested to: -

- a) Note the previously approved injection and authority to spend of £3.58m in May 2020 for the development of Armley Gyratory Highways Phase.
- b) Inject the remaining funding of £27.93m and authorise the expenditure £27.93m for the delivery of Highways phase and development of the Structures design ahead of a second approval to proceed process in January 2023.
- c) Inject the phase 2, £10.46m, funded from WY+TF (West Yorkshire + Transport Fund) and seek authority to spend subject to approval of the FBC which will be submitted in October 2022.

- d) Approve the award of Armley Gyratory Highway Phase Scheme to Balfour Beatty Group Ltd T/A Balfour Beatty Civil Engineering, through the SCAPE2 Civil Engineering Framework, with a contract value of £19,400,000. This also includes £542k to develop the design of the Armley Gyratory Phase 2 Structures.

### **What is this report about?**

- 1 The report seeks approval from the Chief Officer (Highways & Transportation) to inject the remaining £27.93m for phase 1 and £10.46m for phase 2, authorising spend of £27.93m on phase 1 and awarding the contract for Armley Gyratory Highways Phase.
- 2 Utilise the SCAPE2 framework, which is delivered by Balfour Beatty Group Ltd T/A Balfour Beatty Civil Engineering, to undertake the works with a contract value of £19,400,000. The contract period is from the 14<sup>th</sup> June 2022 until 18<sup>th</sup> October 2023
- 3 The works will deliver the additional capacity to the Strategic road network required to compensate for the closure of City Square to private traffic.
- 4 The works support the future aspirations to deliver City Square as a world class gateway to the city.
- 5 The signalling improvements and changes provide improved Bus journey times from Armley and beyond with the introduction of new signal-controlled entry to the Gyratory from Wellington Road.
- 6 Pedestrian safety is improved by the introduction of the aforementioned signal control junction from / to Wellington Rd
- 7 The works form the first phase of the improvements to Armley Gyratory, the latter phase of works (approval not sought under this report) provide the significant improvements to the non-motorised user facilities including 3 nr new footbridges and widening of existing footpaths to promote active travel and pedestrian safety
- 8 The project obtains additional land corridor from the existing National Grid training centre to protect and provide for a future cycling corridor running Northbound along Canal St to connect with the recently installed cycling infrastructure.

### **What impact will this proposal have?**

#### Construction Phase Impacts

- 9 During the majority of the construction phase the works will be carried out offline, behind safety barriers. The working space has been afforded by providing narrow running lanes and a reduced 30mph speed limit.
- 10 These arrangements have been in place since the weekend closure of 8<sup>th</sup> -10<sup>th</sup> April and traffic has been monitored since this time with no significant adverse effects on the network as a result.
- 11 There will be a further series of weekend closures requires to accommodate works that cannot be carried out with running traffic including re-surfacing. It is anticipated the number of further closures will be 6-8 nr maximum.
- 12 The process of weekend closures will follow and build upon the lessons learnt from the successful closure of the Gyratory on 8<sup>th</sup> – 10<sup>th</sup> April 2022.
- 13 During certain elements of the works some parts of the Gyratory will be subject to night-time closures ranging from single lane closures to full road closures to install the necessary works.
- 14 The design team has been working closely with the Contractor and key stakeholders to plan appropriate, and adaptive, mitigation to manage the potential impact of the works on traffic disruption, bus service routing and local businesses. These measures include:
  - The use of advance warning signs on strategic routes into the city to inform of the works and advise alternative routing.
  - A positive and proactive communications strategy promoting alternative, sustainable travel options while maintaining awareness that Leeds is open for “business as usual”

- Enhancing the collaborative approach between Leeds City Council, WYCA and bus operators to limit impact on services through the promotion of public transport usage which will, in turn, reduce numbers of vehicular traffic on the network.
- 15 The Construction programme has been received by the Highways Strategy team as part of the ongoing City Centre Resilience modelling and the key traffic restrictions have been fed into the modelling which has been and is continuing to be used to evaluate and manage the impact of Armley Gyratory and the other City Centre package schemes as well as associated National Highways works on the M621.
  - 16 A CEMP (Construction Environmental Management Plan) was a pre-commencement planning condition requirement covering all all elements of the proposed construction activities from Noise to dust to management of deliveries and working hours. This has been developed between the project team and Balfour Beatty and has been approved.

### **How does this proposal impact the three pillars of the Best City Ambition?**

Health and Wellbeing

Inclusive Growth

Zero Carbon

#### **Health & Wellbeing**

- 17 Armley Gyratory provides a new pedestrian and cyclist linkage into the City Centre. This is a key improvement on the existing facilities which are a considerable blockage in journeys via and from Armley. These improvements are intended to greatly increase walking and cycling participation which provide well known Health & Wellbeing benefits.
- 18 Armley Gyratory is a key facilitator of the closure of City Square to private vehicular traffic is key element in creating a new pedestrian friendly and cycle connected space. It not only reduces air pollution by reducing through traffic through the city centre but it facilitates the future development of City Square as a world class piece of public realm. The pedestrianised square will provide a quieter and more relaxing environment for commuters and City Centre workers, it will provide additional outdoor food and beverage opportunities and it facilitates the wider City of Culture events providing a pedestrianised event space to be utilised over the forthcoming 12 months.

#### **Climate Emergency**

- 19 Armley Gyratory is a key facilitator project for the closure of City Square to private vehicular traffic. The strategy of closing City Square is a key part of Leeds City Council's response to the Climate Emergency. It provides part of the strategy to reduce private vehicle traffic trips through the City Centre, diverting vehicles onto the strategic network which is more efficient.
- 20 Trees are being replaced on a ratio of 3:1.
- 21 Drainage is being improved to reflect 1:100 event requirements.
- 22 Improvements to the Gyratory include the signalisation of Wellington Rd access onto the roundabout. This will enhance and protect bus journey times; it is an investment in public transport and is part of encouraging a modal shift in transport into and out of Leeds City Centre.
- 23 The enhancements to pedestrian and cycling facilities are part of Leeds City Council's agenda to promote modal shift from cars to Bus, Walking and Cycling..
- 24 There will be some unavoidable negative effects during construction, such as embedded carbon involved with materials, construction traffic etc. Leeds City Council will work with the Contractor to explore opportunities to reduce carbon emissions in line with the Council's climate emergency targets and will advise on this and the details of any measures they take to minimise carbon emissions, including effectively managing waste and transporting plant and goods through recycling of materials.

## Inclusive Growth

- 25 Delivery of the scheme facilitates refreshing key public spaces within the city centre core, through the wider MBARCS programme.

### What consultation and engagement has taken place?

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

Have ward members been consulted?       Yes       No

#### Armley Gyratory

- 26 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.
- 27 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 like congestion, road safety (especially weaving traffic), and pedestrian and cycle facilities.
- 28 Alongside this public consultation, the council has maintained ongoing dialogue with statutory bodies and non-statutory interest groups with regards to the Armley Gyratory proposals.
- 29 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.
- 30 A second consultation, this time on the preliminary design was held between Monday 12th August and Monday 23rd September 2019. The consultation included both online and offline elements, and two further drop-in consultation events in September 2019. Both the website and the events showcased the proposals and enabled local stakeholders and the wider public to view and comment on the Proposed Development. The events provided more detailed information about the Proposed Development and explained how the proposals had evolved since the options consultation in 2018, including how feedback from the public had been considered and influenced the current design.
- 31 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.
- 32 The Council also maintains regular engagement and discussion with adjacent landowners regarding the emerging proposals.

- 33 Because of the modifications made through 2020 to the preliminary design as consulted on during 2019, a 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, there will be an opportunity to comment formally as part of the public consultation process required once the Planning Application is submitted
- 34 Additional consultation has also taken place with
- a) DAWN : following engagement with the LCC Accessibility Officer (Bairbre McKendrick) regarding both the design of the future scheme with specific focus on the proposed pedestrian / cycling improvements and also the temporary construction impacts of the scheme it was agreed to produce an EDCI assessment of the impact of the scheme. This was presented to the DAWN forum for review and to welcome recommendations to be implemented by the project team. Feedback from the DAWN team was in line with the findings of the assessment.
  - b) New Wortley Residents Association: A presentation was given to the local community members of the NWRA by the project team in March 2022. Key issues raised were the impact of work on public transport.
  - c) LCC Housing & Regeneration: The project team are working with the Housing and Regeneration team to identify sites for provision of offsite planting for replacement trees to provide the 3:1 ratio for the trees lost during the construction works.
  - d) Bus Operators: engagement and consultation is ongoing with the local Bus operators through both BDB and BOIG and also via WYCA colleagues.
  - e) Blue light Organisations: as part of the ongoing communications strategy and traffic management interventions on the Gyratory will be communicated with the relevant emergency services.
  - f) Ward Councillors: engagement and consultation has been ongoing with LCC ward councillors both to provide responses to specific queries and concerns regarding the scheme and but also as part of the strategic communications process around road closures and scheme impacts.
  - g) An Executive Board report dated 21<sup>st</sup> April was presented to the LCC Executive Board (included in the appendices).

### **What are the resource implications?**

- 35 Armley Gyratory and the City Square highway works are currently fully funded from the West Yorkshire Plus Transport Fund, with funding agreements in place, with an allocation of £78.8m which is also to deliver Infirmary Street Gateway/Park Row, Meadow Lane, Regent Street bridge (£12m contribution) and City Square closure complementary highway schemes.
- 36 The release of this funding has been made in respect of Armley Gyratory under a phased approval to proceed. Phase 1 includes the delivery of the Highways Phase and the development of the Structures design ahead of a second Approval to proceed process in January 2023

37 There is currently a need to identify additional funding to fully deliver the complementary highway schemes. This gap does not jeopardise the scope or programme for delivering Armley Gyratory and City Square. The council and WYCA have agreed to underwrite any funding gap as per SIB decision 24<sup>th</sup> June 2022. LCC and WYCA remain committed to work together to identify funding opportunities that may assist in funding any funding gap.

### 38 Capital Funding and cashflow

#### Armley Gyratory Highways & Structures

Current Injection and authority to spend	TOTAL £000's	TO MARCH 2022 £000's	FORECAST		
			2022/23 £000's	2023/24 £000's	2024 & on £000's
CONSTRUCTION	0.0	0.0	0.0	0.0	0.0
DESIGN FEES	3,580.0	3,090.9	489.1	0.0	0.0
TOTALS	3,580.0	3,090.9	489.1	0.0	0.0
Injection and Authority to Spend required for this current approval	TOTAL £000's	TO MARCH 2022 £000's	FORECAST		
			2022/23 £000's	2023/24 £000's	2024 & on £000's
CONSTRUCTION ATS	24,214.0	0.0	4,740.0	14,000.0	5474.0
DESIGN FEES & OTHER ATS	3,716.0	0.0	3,074.0	0.0	642.0
* STRUCTURES PHASE injection only	10,460.0	0.0	0.0	0.0	10460.0
TOTALS	38,390.0	0.0	7,814.0	14,000.0	16576.0
Total overall Funding Corn Exchange Gateway	TOTAL £000's	TO MARCH 2022 £000's	FORECAST		
			2022/23 £000's	2023/24 £000's	2024 & on £000's
West Yorkshire Transport Fund Highways	31,510.0	3,090.9	8,303.1	14,000.0	6116.0
* West Yorkshire Transport Fund Structures	10,460.0	0.0	0.0	0.0	10460.0
Total Confirmed Funding	41970.0	3090.9	8303.1	14000.0	16576.0
<b>Total Funding Balance</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

\*Injection Only, authority to spend will come after FBC submission October 2022

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

The key risks are

#### 39 Existing ground conditions and services

40 The site has been subject to a considerable amount of site investigations comprising boreholes, trial pits, GPRS surveys, pavement condition surveys, WAC testing of excavated material, pile probing. These have indicated that there is much variability in the existing ground conditions across the site in terms of bearing capacity and the presence of much made ground. The presence of highly contaminated ground has not been discovered in the land that is required to be utilised for the widening works. The more heavily contaminated zones lie within the central section of the gyratory. The extensive analysis of the spoil and material indicate that overall it is at the non-Inert non-hazardous level. We have budgeted on this basis and have made specific risk allowances in the event we uncover material that is more heavily contaminated than this.

41 As the site has consistently been ascertained to be variable through the various SI's procured, we have taken a very conservative design view in terms of the baseline CBR we can expect the formations levels to achieve. This will reduce the risk of unexpected additional formation levels

and build up being required. We do however anticipate finding some extents of very low compressive strength and specific risk items have been allowed in respect if these items.

- 42 We have carried out extensive surveys to ascertain locations of existing services and worked closely and extensively with the various statutory authorities to assess what if any services require diversion or protection measures. We have already diverted a number of services including NPG 11KV services and are in the process of diverting some minor BT Openreach assets. Our lengthy excavations to ascertain the depths of the known NGN gas network proved fruitful and potential £1m + diversions were deemed unnecessary as a result. We have yet to finalise the diversion proposals associated with the existing Verizon cable assets, but we are actively engaging with them to find the solution which presents the best value and lowest delivery risk to LCC.
- 43 We expect that we will uncover some uncharted services and allowances have specifically been made in the project risk for this item.

### **What are the legal implications?**

- 44 There is a requirement to acquire some areas of land as part of the development.
- 45 HOT's have been agreed with National Grid for land required for the Highways Phase and exchange of contracts is anticipated before the end of July 2022
- 46 Negotiations are ongoing with the owners of Land adjacent the Roundhouse Building, Samara Developments and the Developers of the Monkbridge development and Network Rail. These areas of land are required for the development of the replacement Wellington Road Footbridge
- 47 AN Asset Protection Agreement is required for the proposed works to the Network Rail abutments. LCC Legal have agreed a number of amendments to the APA with Network Rail. The Agreement will be signed once the design is sufficiently developed to enable the outstanding appendices to be formalised (NR costs).

### **Options, timescales and measuring success**

#### **What other options were considered?**

- 48 The original scheme (The cut through link) scheme was originally put out for extensive consultation in 2018 and 2019. The scheme received overall positive support in its aspiration to address the existing issues with the existing junction and the need to transfer traffic from the City centre onto the Strategic road network.
- 49 Unfortunately due to funding constraints and the high level of risk associated with developing the new cut through design across a heavily contaminated previous gas storage facility, WYCA requested the scheme design be reviewed to accommodate a reduced capital scheme cost.
- 50 The current scheme for which we are requesting approval to award, met the requirements of the additional capacity on the network without the risk of the new link through the centre of the gyratory. In Autumn 2021 the scheme was again published as part of an updated public consultation.
- 51 Prior to the cut through scheme being assessed as the initial preferred option, LCC developed a number of options including tunnels, bridge options over the various rail lines and structures. These were dismissed on the basis of high cost, risk profile and programme.

### **How will success be measured?**

- 52 An increase in the numbers of pedestrians and cyclists using Armley following the opening of the scheme, when compared to baseline figures, whereby the junction is no longer a barrier to sustainable mode use.
- 53 A reduction in delay for bus services routing through Armley, in comparison to baseline figures prior to scheme construction.
- 54 Accommodate the rerouting traffic associated with the closure of City Square, maintaining the economic viability of the city centre.
- 55 An improvement to resilience at Armley following construction due to fewer flooding incidents.
- 56 Increase the capacity on the IRR and M621 orbital route by reconfiguring Armley Gyratory and implementing capacity improvements between Junctions 1-4 and Junction 7 M621 by 2022 to mitigate the negative impact of re-routing traffic associated with the closure of City Square and maintain the economic viability of the city centre.

### **What is the timetable and who will be responsible for implementation?**

- 57 Construction has commenced in July 2022
- 58 Completion of the highway's capacity element will be 15<sup>th</sup> February 2023
- 59 Completion of the widening works will be 27<sup>th</sup> March 2023
- 60 Overall completion of the Highways Phase will be 18<sup>th</sup> October 2023
- 61 Anticipated submission of ATP Phase 2 is January 2023
- 62 The structures phase does not form part of this Approval to award.

### **Appendices**

- 64 City Centre Transformation Scheme Highways Report Appendix 2 EDCI 090421

### **Background papers**

- 65 None

### **Related Document**

- 66 Executive Board Report April 21