

ELOR AND ANCILLIARY HIGHWAY WORKS - A64/SCHOLES LANE JUNCTION AND M1 JUNCTION 46

Date: 22 March 2023

Report of Engineering Projects

Report to the 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

Over 6 months has passed since the East Leeds Orbital Route (ELOR) successfully opened. Monitoring of the scheme continues and work on the ancillary schemes has intensified.

The A64/ Scholes Lane Junction improvements and the M1 Junction 46 improvements are necessary as a result of the construction of The East Leeds Orbital Route (ELOR). These schemes are identified in associated planning conditions.

For the Scholes Lane scheme, the A64 / Scholes Lane junction will be signalised and carriageway widening will introduce dedicated left and right turn lanes on Scholes Lane. This will increase capacity at the junction, where currently, queuing traffic can be a problem.

To satisfy the requirements of National Highways (NH), amendments are required to J46 of the M1. The work includes converting the twin roundabouts into a “dumbbell” arrangement and full signalisation of the junction along with adjustments to the adjacent Austhorpe Interchange Roundabout. These works are on NH’s area of jurisdiction.

The report also requests approval to spend on the ELOR main scheme, final settlement and retention. The ELOR programme remains within budget and agreed funding package.

Recommendations

The Chief Officer (Financial Services) is requested to:

- a) Inject £6,840,330 of additional roof tax envelope funding for ELOR phase 3, Scholes Lane Junction and M1 Junction 46, elements of the ELOR programme.

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

- b) Approve the design and implementation of the Scholes Lane scheme. Details are shown on drawing, 2021CAP01-LCC-HWT-XX-M2-CH-MaConsult-02, In Appendix A
- c) Approve the implementation of the National Highways Jct 46 scheme, under licence via Sections 6 and 8 of the Highways Act, 1980.

- d) Approve with reference to the powers contained in Section 66 (1) of the Highways Act 1980 to construct pedestrian footway as shown on drawing, 2021CAP01-LCC-HWT-XX-M2-CH-MaConsult-02
- e) Approve with reference to the powers contained in Section 62 (1) of the Highways Act 1980 to improve the highway as shown on drawing 2021CAP01-LCC-HWT-XX-M2-CH-MaConsult-02.
- f) Authorise spend of £6,840,330 which is made up of £2,826,000 for the ELOR phase 3 final settlement payment and retention together with the sum of £1,292,160 for the Scholes Lane junction scheme and £2,722,170 for the M1 junction 46 scheme.
- g) Note that further reports will be brought forward at the appropriate time to address the items in Paragraph 5.5.

What is this report about?

- 1.0 The purpose of this report is to:
- provide an update of the A64/ Scholes Lane Junction improvements and the M1 Junction 46 improvements schemes;
 - approve the design and implementation of the Scholes Lane scheme, which includes improvements to footways and the highway under Section 66 and 62 of the Highways Act 1980 and approve the release of funds from the ELOR funding envelope;
 - retrospectively approve the release of funds from the ELOR funding envelope to undertake the work at J46 on behalf of National Highways;
 - approve the release of funds from the ELOR funding envelope to cover the figures shown in recommendation f.
- 1.1 For the Scholes Lane scheme, the carriageway widening will introduce dedicated left and right turn lanes on Scholes Lane, increasing capacity at the junction. A key element of the scheme will involve signalisation of the junction and therefore will ease traffic movements and improve the traffic flow onto the A64 (York Road) from Scholes Lane. Road widening will also take place on the A64 (York Road) within the West bound carriageway, this will allow an extra lane for traffic travelling in the West bound direction and will therefore ease traffic movements. Traveling in the East bound direction towards York and turning right onto Scholes Lane from the A64 (York Road) will be made easier due to the signalisation of junction. An additional lane on approach to the junction in the West bound direction travelling from York into Leeds will increase capacity, enabling a straight on and right turn lane as well as a straight on and left turn lane which will improve traffic movements and will mean traffic traveling straight on will not need to slow down for vehicles turning left onto Scholes Lane. Footway and cycling improvements are also included within the scheme, linking to the new NMU facilities on the East Leeds Orbital Route.
- 1.2 For the Jct 46 scheme (which is confined to NH's network) two small sections of the double roundabout will be closed to form a dumbbell junction. The resulting junction will be signalised in its entirety. The road markings on the A63/A6120 Austhorpe Interchange Roundabout will also be amended. The A6120 William Parkin Way and A63 southern approach to the elongated roundabout will be widened to accommodate an additional lane. William Parkin Way will be future proofed and widened to three lanes at its junction with the new dumbbell roundabout. The northbound approach to the western dumbbell will be widened. To expedite its timely completion, work on Jct 46 commenced whilst the mainline ELOR contract was underway.
- 1.3 Executive Board approved the provisional financing package for ELOR in June 2017 and delegated authority to the Director of City Development to enter into a funding agreement with the West Yorkshire Combined Authority for grant monies from the West Yorkshire Transport

fund and to draw down the full amount of £82.35m of that grant allocation. Executive Board also approved the LCC provisional borrowing requirement of £43.68m. In November 2019 authority to spend £137m was given by the Director of City Development.

- 1.4 The budget for ELOR in relation to funding streams totals £150.5m with £90.3m WYCA grant, £54.5m to be recovered from roof-tax, £3m of capital receipts received and a developer contribution of £2.1m to be received.
- 1.5 This request for funding includes the M1 Jct 46 scheme and the Scholes Lane End scheme along with the contingency cost for the main ELOR scheme which has been realised due to unforeseen world events. ELOR's delivery coincided with a pandemic and spiralling inflation which brought about the spending of this contingency.
- 1.6 For the main ELOR scheme, substantial completion was issued to the contractor on 13 December 2022. The final outturn cost was agreed in early March 2023. The outturn will require an extra injection of £2,826,000. The swift conclusion of the outturn protects the council from further liabilities under the contract.
- 1.7 The Best Council Plan 2020-25 outlines how Leeds City will achieve its ambition to become the Best City in the UK and Leeds City Council the best local authority. This scheme follows the Best Council Plan priorities by contributing to:
- Inclusive growth (supporting growth and investment, helping everyone benefit from the economy to their full potential).
 - Health & Wellbeing (supporting healthy, physically active lifestyles).
 - Sustainable infrastructure (improving transport connections, safety, reliability, and affordability; improving air quality, reducing pollution and noise).
 - Child-friendly city (enhancing the city now and for future generations).

2.0 What impact will these proposals have?

The schemes are anticipated to have the following benefits:

- a) improve traffic flow, from Scholes Lane onto the A64 (York Road).
- b) improve traffic flow on the A64, from York to Leeds, West bound.
- c) improve footway facilities.
- d) improve traffic flow on the junctions accompanying the M1Jct 46 to accommodate the traffic associated with ELOR.

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

Health and Wellbeing Inclusive Growth Zero Carbon

- Improving Non-Motorised User (NMU) facilities which will promote sustainable travel.
- When the junctions become signalised it will generally decrease the speed by which vehicles will be travelling and therefore decrease emissions.

4.0 What consultation and engagement has taken place?

Wards affected: Harewood, Garforth and Swillington

Have ward members been consulted? Yes No

- 4.1 Ward Members for the Harewood ward have been involved in engagement, updates and general discussions periodically throughout the duration of the Scholes Lane scheme.
- 4.2 Ward members from the wards surrounding ELOR were consulted throughout ELOR's design process, its path through the planning permission process and its construction. The Jct 46 and Scholes Lane schemes were part of this discussion.
- 4.3 Emergency Services were consulted on 29/06/2022.
- 4.4 Bus operators were consulted on 11/07/2022 and no adverse comments were received in response to the consultation.
- 4.5 For the Scholes Lane scheme, local residents and businesses were engaged-with via another consultation event held at St Philips Church on Tuesday 22/11/2022.
- 4.6 Road Safety Audit; A Stage 2 Road Safety Audit on the proposed highway works has been undertaken in September 2022 for Scholes lane and July 2022 for Jct 46. Points raised by the Road Safety Audit team are carefully considered and any necessary changes to the proposals adopted accordingly.
- 4.7 Feedback from internal and external stakeholders has been reviewed by the project team and the individual scheme design has been shaped to accommodate the comments received wherever possible.

5.0 What are the resource implications?

- 5.1 ELOR requires financial contributions from both private and public sectors. Private contributions will be secured through the direct delivery of any relevant planning approvals in the ELE and Section 106 agreements secured in relation to these which will include the obligations for roof tax payments. The public funding has been obtained through the allocation of project grant from the West Yorkshire Transport Fund.
- 5.2 Executive Board approved the provisional financing package for ELOR in June 2017 and delegated authority to the Director of City Development to enter into a funding agreement with the West Yorkshire Combined Authority for grant monies from the West Yorkshire Transport fund and to draw down the full amount of £82.35m of that grant allocation. Exec Board also approved the LCC provisional borrowing requirement of £43.68m.
- 5.3 In December 2019 a report approved by the Director of City Development injected a further £7.98m grant on top of the initial £82.35m secured from WYCA giving a total of £90.33m grant and gave authority to spend of £137.01m for the delivery of the main scheme.
- 5.4 The estimated cost of ELOR is £150.5m with a funding envelope being split £90.33m (WYCA grant), £54.5m (Roof Tax Recovery) a £3m capital receipt and a £2.1m developer contribution in relation to other land agreements. This report is asking for injections totalling an additional £6.84m from within the funding envelope identified above.

5.5 To complete ELOR and its associated works there is an outstanding liability the maximum cost of which will be contained within the balance of funding £6.67m. These liabilities are made up of any Land Compensation Act part 1 claims, Statutory Utility diversion final account settlements and Downgrade/Enhancement works at the old ring road (now renamed B6902). The costs of these liabilities are not yet known. Future reports will be forthcoming when these provisions are known and will be contained within the overall funding package of £150.5m.

5.6 Capital Funding and Cashflow

East Leeds Orbital Route (ELOR)

Current Injections and new injection required for this Approval	TOTAL £000's	TO MARCH 2022 £000's	FORECAST		
			2022/23 £000's	2023/24 £000's	2024/25 £000's
Current ELOR Main Scheme to March 22	137010.0	115486.2	21523.8		
New Injections :-					
ELOR Main scheme Injection this Approval	2826.0		2411.0	415.0	
A64 Scholes Lane Junction this Approval	1292.2			1292.2	
M1 Junction 46 this Approval	2722.2		1790.0	932.2	
TOTALS	143850.4	115486.2	25724.8	2639.4	0.0

Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2022 £000's	FORECAST		
			2022/23 £000's	2023/24 £000's	2024/25 £000's
ELOR Main Scheme	2826.0	0.0	2411.0	415.0	
A64 Scholes Lane Junction	1292.2	0.0		1292.2	
M1 Junction 46	2722.2	0.0	1790.0	932.2	
TOTALS	6840.4	0.0	4201.0	2639.4	0.0

ELOR Funding	TOTAL £000's	TO MARCH 2022 £000's	FORECAST		
			2022/23 £000's	2023/24 £000's	2024/25 £000's
LCC Resources Roof Tax (01)	34815.0	23701.7	11113.3	0.0	
Capital Receipts (04)	9840.4	1454.7	5746.4	2639.3	
Community Infrastructure Levy (CIL)	8865.0		8865.0	0.0	
West Yorkshire Combined Authority (WYCA)	90330.0	90329.8	0.1	0.1	
Total Funding	143850.4	115486.2	25724.8	2639.4	0.0
Total Funding Injected to date	0.0	0.0	0.0	0.0	0.0

5.7 Further funding will be injected as and when outstanding future liabilities become known to a maximum of £6.67m.

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

6.1 Failure to approve the recommendations detailed within this report will prevent necessary measures from being implemented and therefore the benefits outlined above would not be attained.

6.2 It is a requirement of the planning consent (Ref: conditions 11 and 15) that these periphery schemes are implemented.

7.0 What are the legal implications?

7.1 All work described in the report lie within the framework of highways legislation and national and local standards for design where applicable. All other relevant legislation will also be taken into consideration, including duties under the Equalities Act 2010.

Options, timescales and measuring success

8.0 What other options were considered?

8.1 Feasibility designs and discussions have taken place to determine the most appropriate measures to introduce. The proposal being taken forward is the agreed best option.

9.0 How will success be measured?

9.1 The success of the scheme will be monitored by improved safety of traffic movements through the junctions.

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

10.1 Implementation of the schemes are anticipated to be complete within the 2023/24 financial year.

Appendices

- **Appendix A: Scheme Drawings**
- **Appendix B: EDCI**

Background papers

- None