

Dawsons Corner / Stanningley Bypass

Date: February 2024

Report of: Civil Engineering Manager (Major Schemes and Procurement) and
Transport Strategy Team Leader (Major 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

Brief summary

The A647 / A6120 Dawsons Corner / Stanningley Bypass has a strategic location on the transport network where the Leeds-Bradford corridor meets the Outer Ring Road. The A647 / A6120 Dawsons Corner junction is also located on the Bradford to Leeds City Connect Cycle Superhighway and facilitates access to the New Pudsey railway station.

The current junction layout is inadequate for pedestrians and cyclists, who find it difficult to cross the busy junction. There is also no dedicated bus priority provision at such a key strategic location which is only made worse by general traffic congestion at this location, especially in the peak periods.

A major improvement scheme has been developed working initially with West Yorkshire Combined Authority (WYCA) through the Corridor Improvement Programme (CIP) and more recently with the Department for Transport (DfT) through the Major Roads Network/Large Local Majors programme, for an integrated package of works to upgrade the junction and deliver essential safety critical joint repair works on Stanningley Bypass, delivering a resilient and capable solution at this key node.

In February 2023, DfT confirmed programme entry following submission of an Outline Business Case (OBC) with a maximum capped funding contribution of £43.446m towards an estimated total scheme cost of £51.926m, with the balance being a local contribution of £8.480m allocated from the WYCA CIP.

Work has continued on the detailed design of the overall scheme and, following a Stage 1 Early Contractor Involvement tender process, is now in a position to finalise the detailed design in preparation for awarding the Stage 2 contract for the construction works. The Full Business Case (FBC) and any outstanding statutory processes are expected to be complete to enable construction to commence in summer 2024, subject to a DfT decision on the FBC to release the MRN funding.

Recommendations

The Chief Highways Officer is requested to:

- a) Note the current position with MRN Programme Entry approval.
- b) Give approval to enter into funding agreements with both DfT and WYCA.
- c) Note that the split of funding from the DfT MRN programme could rise to 100% of total costs from the 85% (minimum) agreed at Programme Entry. At the time of writing, DfT guidance is awaited on the anticipated funding uplift..
- d) To approve the attached design (Appendix B) and note that further minor amendments may be incorporated during the Stage 1 Early Contractor Involvement (ECI) phase.
- e) Subject to approval of the FBC, give approval to award the Stage 2 construction contract and give approval to spend up to £51.926m to construct the scheme and undertake all related activities.
- f) Upon award of the DfT funding following FBC approval, inject DfT Major Roads Network (MRN) funding up to a maximum of £51.926m into the Capital Programme. In addition to the WYCA local contribution injected to date, inject any remaining WYCA contribution up to a total value of £8.48m, with a maximum combined DfT/WYCA figure of £51.926m..
- g) Approve expenditure of up to £8.48m, which will enable LCC to develop and complete the FBC, Stage 1 ECI contract, purchase the Workhouse Charity Land together with completion of any Safety Critical Emergency works on Stanningley Bypass undertaken before award of the Phase 2 contract.
- h) 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.

What is this report about?

- 1 The major improvement scheme at the Dawsons Corner junction and along Stanningley Bypass has been developed following previous approvals from Executive Board (September 2017 for the Corridor Improvement Programme, and June 2021 for land acquisition) and Highways Board (March 2020) to a point where programme entry and associated funding of £51.926m has been secured from DfT and WYCA subject to approval of FBC to be submitted in March 2024. Planning permission, subject to discharge of conditions, was granted in October 2022.
- 2 The next stage of scheme delivery is to;
 - progress FBC for DfT and WYCA,
 - discharge all the planning conditions,
 - complete any necessary statutory processes including planning and land assembly,
 - finalise scheme design with Early Contractor Involvement (ECI), and
 - subject to the satisfactory completion of the above award the construction of the Dawsons Corner and Stanningley Bypass scheme
- 3 This report seeks to obtain the necessary approvals to progress the above.

What impact will this proposal have?

- 4 This proposed scheme will;
- provide improved pedestrian and cycling facilities at the Dawsons Corner junction linking in with the Leeds Bradford Cycle Superhighway;
 - provide improved bus facilities with dedicated bus lanes on the A647 Bradford Road;
 - widen the carriageway on the A6120 Ring Road to improve the junction and accommodate a shared pedestrian / cycle route;
 - widen the A647 Stanningley Bypass to accommodate additional traffic lanes;
 - replace joints on the A647 Stanningley Bypass to mitigate potential road traffic collisions thereby enabling the current 50mph speed limit to be retained; and
 - deliver landscape mitigation for the removal of some trees at Dawsons Corner.
- 5 The resultant scheme will reduce congestion and delays at this junction helping to support economic growth across Leeds and Bradford. The reduction in congestion will also lead to a better environment in terms of improved air quality.

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

Health and Wellbeing

Inclusive Growth

Zero Carbon

- 6 The benefits of the scheme have been documented on the previous approvals. This approval is seeking authority to progress with the established scheme to secure and enable funding, award the construction contract and to construct the works which will support the three pillars.

What consultation and engagement has taken place?

Wards affected: Armley, Calverley & Farsley and Pudsey

Have ward members been consulted?

Yes

No

- 7 As part of the Leeds Public Transport Investment Programme (LPTIP), an initial round of public consultation on the identified issues and potential opportunities was undertaken between February and March 2018, to allow the public to express their views as bus users, cyclists, motorists, pedestrians, business owners or local residents. Over 3,700 contributions to the public consultation were received.
- 8 A second programme of public and stakeholder engagement was undertaken in November and December 2018 to obtain feedback on more detailed plans and ideas on specific sections of the A647 corridor, which included A647 / A6120 Dawsons Corner.
- 9 A further targeted scheme update was undertaken with local residents, businesses and the British Horse Society (BHS) in July 2021. We further arranged a site walkover with the BHS in March 2024.
- 10 The scheme has now been through planning process; therefore, all statutory consultees have been consulted.
- 11 Executive member for Sustainable Development and Infrastructure is updated via Connecting Leeds Fortnightly Briefings.
- 12 Ward members were provided a scheme update in September 2021 and then again on Stanningley Bypass Speed Limit Proposals in May 2023. Regular updates through monthly catch ups have been undertaken with key members. More recently (February 2024) a scheme

updates and request for support letter was provided to the two members of parliament as well as nine councillors whose wards are directly impacted by the proposed scheme. The Executive Member for Sustainable Development and Infrastructure was also copied into this correspondence.

What are the resource implications?

13 The proposals will be fully funded through contributions from DfT and WYCA totalling £51.926m. In October 2024 DfT announced as part of the Network North Road improvement schemes that they would be increasing funding for most existing MRN and Large Local Major (LLM) road schemes. These schemes, subject to successful business case approval, will benefit from an uplift in government contribution from 85% to 100% of their costs at the OBC stage. The specific guidance regarding the conditions and exclusions have not yet been communicated.

14 The detailed design has been undertaken in partnership with WSP through the H&T Core Services contract and a joint site team will be provided through a combination of LCC and WSP resource.

15 Capital Funding and Cashflow

	Prior years (Development)	23/24 (Development)	24/25 (Delivery)	25/26 (Delivery)	26/27 (Delivery)	Total
DfT	£0	£0	£8,146,497	£30,001,127	£5,298,200	£43,445,824
WYCA	£2,162,187	£1,749,210	£4,568,603	£0	£0	£8,480,000
Total	£2,162,187	£1,749,210	£12,715,100	£30,001,127	£5,298,200	£51,925,824

Approved funding from CA	£4,100,000	Change request approved by the Combined Authority on the 7 th December 2023 to uplift funding approval to £4.1m. DoV is currently being finalised by WYCA Legal. Q3 spend to be claimed 100% from WYCA
Spend to date on PIMS - last updated 08/01/24	£2,567,975	
Remainder of WYCA budget	£1,532,025	

FBC funding from DfT 23/24	£698,422	DfT confirmed they will contribute 2/3 of development spend (excluding land purchase). LCC have received one lump sum payment to be claimed in 23/24 Q4.
Spend to date	£0	
Remainder of DfT budget in 23/24	£698,422	

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

16 One of the key risks is in awarding the Phase 1 ECI works in advance of the full approval from DfT. However, WYCA have agreed to fund the ECI element estimated at £400k from the approved local contribution. Tender prices will be required to feed into the FBC and by fully utilising the decision-making time period, will enable the successful contractor to look at detailed

buildability issues and options, engage with statutory undertakers and the supply chain to be able to make a quick and efficient start on site following full approval.

- 17 LCC is also delivering the Levelling Up funded Connecting West Leeds programme of work on the Outer Ring Road between Pudsey and Horsforth. It is possible that the works could overlap therefore managing the network to minimise disruption will be key and will require collaborative coordination between LCC Network Management team, Planning for Growth board and the appointed contractor. This can also be seen as an opportunity to engage the same contractor and utilise one shared compound site.
- 18 A further key risk is the purchase of land required to construct the scheme. There is an initial cost to purchase the required land and should the scheme not progress, LCC will have the land asset. The value of the land has been agreed and any delay to the purchase could lead to the land value increasing.

What are the legal implications?

- 19 There are no specific legal implications included within this report, nor is any information contained within this report deemed to be confidential.

Options, timescales and measuring success

What other options were considered?

- 20 A long list of ten multimodal scheme options was appraised against the scheme objectives and wider policy context, which resulted in the decision to take four options through to the short list. A review of the four shortlisted options was then undertaken using an adapted version of the DfT's Early Assessment and Sifting Tool (EAST), which was tailored to the local context and issues and opportunities identified.
- 21 This second stage sift led to the identification of the Stanningley Bypass carriageway repair and Dawsons Corner junction improvement scheme as the preferred option, which was subsequently taken forward for economic assessment. Further information on the options development and sifting process was provided in the OBC (Options Appraisal Report, Appendix A).

Timescales

22 Key Programme Dates:

- Appraisal and modelling – to 15/02/24
- Quantified Cost Risk Assessment (QCRA) – 17/01/24 to 29/01/24
- LCC award Stage 1 ECI contract – 19/02/24
- Stage One Pre-Construction ECI – 01/04/24 to 31/08/24
- FBC Final submission to DfT – 27/03/24
- Baseline surveys – April / May 2024
- DfT FBC approval – end June 2024 (estimated)
- Construction – August 2024 to February 2026 (tbc by contractor)
- Scheme opening – Feb 2026 (tbc by contractor)
- Monitoring & Evaluation – Year 1: April 2027; Year 5: May 2031

How will success be measured?

- 23 As part of the FBC submission a Monitoring and Evaluation (M&E) Plan will be included. The focus of M&E will primarily include the following parameters in both a before and after situation:
- Journey times and level of delay for buses;
 - Journey times and level of delay for general traffic;

- Air quality;
- Use of active modes (walking and cycling);
- LCC maintenance events and associated costs;
- Level of collisions, particularly for pedestrians and cyclists; and
- Perceived improvements experienced by users (including bus users and general traffic) and residents/businesses.

24 Data collection scope will be developed in conjunction with our consultant partners and procured using the LCC Traffic Survey Framework. Data will be collected in three phases:

- Phase 1 – baseline/pre-implementation surveys (Spring 2024);
- Phase 2 – 1 year post implementation surveys (Summer 2026); and
- Phase 3 – 5 year post implementation surveys (Summer 2030).

25 To supplement the above data, we will also be undertaking analysis of journey times using TrafficMaster (or equivalent) data. Our in-house Environmental Studies team will also be organising air and noise monitoring surveys.

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

26 Subject to the successful approval of the FBC, construction will start in Summer 2024 with 18 month construction period with completion scheduled for Winter 2025/26.

27 The Chief Officer (Highways and Transportation) will be responsible for implementation.

Appendices

Appendix A – Scheme Extents

Appendix B – Dawsons Corner General Arrangement Drawing

Appendix C – Equality, Diversity, Cohesion and Integration Screening

Background papers

None.

Previous related reports

- Exec Board Report (September 2017) – *Key junction improvements CIP1*
- Highways Board Report (March 2020) – *Prelim design approval*
- Exec Board Report (June 2021) - *Acquisition of Workhouse Charity land*