



SCRUTINY BOARD (INFRASTRUCTURE, INVESTMENT & INCLUSIVE GROWTH)

Meeting to be held in Civic Hall, 1st Floor West, LS1 1UR on
Wednesday, 4th September, 2019 at 10.00 am

(A pre-meeting will take place for ALL Members of the Board at 9:45am)

MEMBERSHIP

N Buckley	–	Alwoodley
L Cunningham	–	Armley
N Dawson	–	Morley South
K Dye	–	Killingbeck and Seacroft
J Goddard	–	Roundhay
R Grahame	–	Burmantofts and Richmond Hil
C Hall	–	Rothwell
K Maqsood	–	Gipton and Harehills
M Shazad	–	Moortown
J Taylor	–	Horsforth
P Truswell (Chair)	–	Middleton Park
P Wadsworth	–	Guiseley and Rawdon

[Type here]

Principal Scrutiny Adviser:
Steven Courtney
Tel: 37 88666

A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
1			APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)	
2			EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC 1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report. 2 To consider whether or not to accept the officers recommendation in respect of the above information. 3 If so, to formally pass the following resolution:- RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-	
3			LATE ITEMS To identify items which have been admitted to the agenda by the Chair for consideration. (The special circumstances shall be specified in the minutes.)	

4		DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.	
5		APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTES To receive any apologies for absence and notification of substitutes.	
6		MINUTES - 31 JULY 2019 To approve as a correct record the minutes of the minutes of the meeting held on 31 July 2019.	1 - 4
7		LEEDS PUBLIC TRANSPORT INVESTMENT PROGRAMME - GENERAL UPDATE To consider a report from the Director of City Development providing a general update on Leeds Public Transport Investment Programme (LPTIP); including programme governance, spend to date and forecast and scheme delivery status.	5 - 20
8		LPTIP: A660 LAWNSWOOD JUNCTION PROPOSALS To consider a Joint Report of Director of City Development and Head of Democratic Services setting out concerns specifically relating to replacing the Lawnswood roundabout with a multi-lane light-controlled intersection; alongside the associated Director's response.	21 - 58
9		POLICY REVIEW - POWERED TWO WHEELER ACCESS TO WITH FLOW BUS LANES To consider a report from the Head of Democratic Services that introduces a range of information associated with powered two-wheeler access to with flow bus lanes; including information from Leeds Motorcycle Action Group and the associated response from the Director of City Development.	59 - 82

WORK SCHEDULE

To consider the Scrutiny Board's work schedule for the remainder of the 2019/20 municipal year.

DATE AND TIME OF NEXT MEETING

Wednesday, 9 October 2019 at 10:30am (pre-meeting for all Scrutiny Board members at 10:00am).

THIRD PARTY RECORDING

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts on the front of this agenda.

Use of Recordings by Third Parties – code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

SCRUTINY BOARD (INFRASTRUCTURE, INVESTMENT & INCLUSIVE GROWTH)

WEDNESDAY, 31ST JULY, 2019

PRESENT: Councillor P Truswell in the Chair

Councillors N Buckley, L Cunningham,
N Dawson, K Dye, J Goddard, C Hall,
K Maqsood, K Renshaw, M Shazad,
J Shemilt and J Taylor

11 Declarations of Disclosable Pecuniary Interests

There were no declarations.

12 Apologies for Absence and Notification of Substitutes

Apologies for absence were submitted on behalf of Councillors R Grahame and P Wadsworth.

Councillors K Renshaw and J Shemilt were in attendance as substitutes.

13 Minutes - 19 June 2019

RESOLVED – That the minutes of the meeting held on 19 June 2019 be confirmed as a correct record.

14 Leeds Inclusive Growth Strategy - One Year On

The report of the Head of Democratic Services provided the Board with an update on the Inclusive Growth Strategy. The report of the Director of City Development which was submitted to Executive Board on 24 July 2019 was included with the Agenda.

Eve Roodhouse, Chief Officer, Economic Development gave the Board a presentation. The following was highlighted:

- Progress on the 12 big ideas
- Focus on projects and data
- Updates on pledges and future work
- Overview of the Leeds Economy
- Climate Emergency
- Methods of measuring Inclusive Growth

In response to Members comments and questions, the following was discussed:

Draft minutes to be approved at the meeting
to be held on Wednesday, 4th September, 2019

- Methodology used for measuring the numbers of people living in poverty.
- Reducing transport costs in the City – information for this was provided by the Climate Change Commission.
- Measuring progress against the Big Ideas would include disparities between deprived and well off areas.
- Poverty levels for the older population.
- Growth in employment for digital skills and also in lower paid jobs.
- Development of a climate innovation area.
- How initiatives and employers could contribute to Inclusive Growth.
- Attracting investment and people to live in the City and impact on inclusive growth and sustainability. Investors in the city had to take account of these issues under terms of grants awarded by WYCA and LEP and monitoring was undertaken.
- How to reach people in the more deprived areas of the city.
- Consideration of data relating to attainment in schools and how this can be linked to economic performance.

RESOLVED – That the report be noted.

15 Scrutiny Inquiry into Leeds Inclusive Growth Strategy - Directors Response and Centre for Local Economic Strategies Report

The report of the Director of City Development and the Director of Resources and Housing provided responses to the recommendations of the Scrutiny Inquiry into the Leeds Inclusive Growth Strategy 2018-23.

A copy of the Centre for Local Economic Studies (CLES) report – Progressing Procurement Processes and Practices in Leeds was appended.

The following were in attendance for this item:

- Eve Roodhouse, Chief Officer, Economic Development
- Sue Wynne, Chief Officer, Employment & Skills
- Dean Backhouse, Procurement Manager

Key issues highlighted related to procurement and social value. With regard to the Centre for Local Economic Studies (CLES) report, the following was highlighted:

- There were 9 main anchor organisations in the city who were looking at ways to contribute to Inclusive Growth. Each of the anchor organisations had carried out a self-assessment and identified the following three priorities:
 - Procurement
 - Employment
 - Healthy Workplaces
- CLES had developed a system for measuring the impact of procurement.

- Information analysed for the report covered geography, industrial classification, types and size of employers, influenceable spend, employee contracts and those on a living wage.
- Details of the spending the anchor organisations make on procurement of goods and services, suppliers from the super output areas and small and medium enterprises.
- Details of staff employed by suppliers including those on permanent contracts and paid the living wage.
- There had been meetings with procurement teams from the anchor organisations to look at collective action. How to support local businesses and those in the most deprived areas.
- There were areas of focus and these would be reported back to the Board in September.
- The new procurement strategy was approved by Executive Board in June and this had a focus on social value.

In response to Members comments and questions, the following was discussed:

- The range of issues covered by social value and how to get these into the procurement process.
- Evaluation and weighting of social value in the procurement process.
- The living wage could be encouraged as part of the procurement process but not be made a statutory requirement.
- Support for smaller organisations with the procurement process – there was ongoing work with the third sector and small and medium enterprises.
- A social value guidance document had been produced for commissioners to use.
- Inclusion of social value in terms and conditions and how this could be monitored under contract management.
- There was a focus on more deprived wards in relation to employment and skills.
- There was a commitment to an event with regards to promoting the real living wage.

RESOLVED – That the responses to the inquiry recommendations as detailed in the report be noted.

16 Financial Health, Out-Turn Report 2018/19

The report of the Head of Democratic Services provided information relating to the out-turn position with regard to the financial health for areas aligned with the Board's terms of reference. A copy of the Financial Performance report submitted to Executive Board in June 2019 was appended.

The following were in attendance for this item:

- Jill Stuart – Principal Finance Manager

- Ed Mylan – Chief Officer for Resources and Strategy

Members' attention was brought to the City Development Budget. There was £143 million of expenditure and £111 million of income needed to be generated making a net budget of £32 million. In 2018/19 there had been an overspend of £1.8 million. There had been a higher than expected increase in electricity tariffs and this had been partly offset by reduced costs in winter maintenance due to the mild winter. There was a reduction in projected fee income due to expected building sales not happening. Overall there was a £3million underspend for the Council.

Further discussion included costs relating to planning fees and appeals and increased security costs on festivals and events.

RESOLVED – That the out-turn summary for the 2018/19 financial year be noted.

17 Work Schedule

The report of Head of Democratic Services presented the Board's Work Schedule for the remainder of the current municipal year. A copy of the work schedule was appended to the report along with minutes of the Executive Board meetings held on 16 May and 26 June 2019.

With regard to the request for Scrutiny regarding the proposal for a car park at Kirkgate Market it was agreed to add this to the Work Schedule.

A request was made for the West Yorkshire Camera Safety Partnership to be invited to the meeting in October for the item on Casualty Reduction and KSI.

RESOLVED – That the work schedule be noted and updated accordingly.

18 Date and Time of Next Meeting

Wednesday, 4 September 2019 at 10.30 a.m. (Pre-meeting for all Board Members at 10.00 a.m.)

Report of Director of City Development

Report to Scrutiny Board (Infrastructure, Investment & Inclusive Growth)

Date: 4 September 2019

Subject: Leeds Public Transport Investment Programme – General Update

Are specific electoral wards affected? If yes, name(s) of ward(s): All	☒ Yes ☐ No
Has consultation been carried out?	☒ Yes ☐ No
Are there implications for equality and diversity and cohesion and integration?	☒ Yes ☐ No
Will the decision be open for call-in?	☒ Yes ☐ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes ☒ No

Summary

1. Main issues

- LPTIP aims to transform the bus network, and commits to moving towards doubling patronage on the affected corridors. The city's strategy for dealing with congestion on key routes into the city centre, where only limited amounts of road space exist, is to encourage greater use of public transport amongst those for whom travel by bus offers a viable option.
- With anticipated local and private sector contributions the total LPTIP investment package is worth £270m. At present the total public LPTIP funding confirmed comprises the contributions from DfT (£173.5m), LCC (£8.8m) and WYCA (£0.97m) totalling £183.3m. Schemes to be delivered from this funding are required to be substantially completed by 2020/21.
- Actual spend to date across the LPTIP programme is £16.1million. Just under £60m is forecast for 2019/20 and £111m is forecast for 2020/21.
- The LPTIP serves to make progress towards the Leeds Vision. If the programme is not implemented, Leeds will not be able to develop in the way articulated above.
- The proposals described in this report mark important first steps in implementing several programmes benefitting from LPTIP funding and will make a significant contribution to the quality of life of people living, working and visiting the city, contributing to its on-going growth and economic success.

2. Best Council Plan Implications

- Leeds' transport infrastructure represents a major challenge for the City. Years of under investment and its impact on the City's economy and quality of life means a comprehensive package of interventions are required over the next decade. Accordingly, in order to achieve our stated ambitions, the Council is leading on major schemes within the £1bn West Yorkshire Transport Fund and working in partnership with the West Yorkshire Combined Authority (WYCA) on various projects under the auspices of the £183.3 million LPTIP fund.
- The anticipated benefits of using the £183.3m to create improvements to the Leeds transport network has the potential to contribute to the vision for Leeds to be the best city in the UK and the Best Council Plan 2019/20 to 2020/21 priorities for inclusive growth, sustainable infrastructure and being a child-friendly city. The LPTIP funded projects will also contribute to the objectives of the Local Development Framework, Leeds Core Strategy, emerging WYCA Transport Strategy, and Strategic Economic Plan.

3. Resource Implications

- There are no specific funding implications to this report. Details of the LPTIP programme and finance are contained within the report and subject to the normal financial approvals and procedures.

Recommendations

- Scrutiny Board members are requested to note and consider this LPTIP update report.

1. Purpose of this report

- 1.1 To consider a short report on the LPTIP including programme governance, spend to date and forecast and scheme delivery status.

2. Background information

- 2.1 LPTIP comprises a programme of funding of £270 million to be invested in a number of public transport schemes across Leeds. At present the total public LPTIP funding confirmed comprises the contributions from DfT (£173.5m), LCC (£8.8m) and WYCA (£0.97m) totalling £183.3m. Schemes to be delivered from this funding are required to be substantially completed by 2020/21.
- 2.2 Working with other partners, including the Combined Authority, Network Rail, bus operators and key businesses, a comprehensive package of interventions has been brought forward and is now being progressed. Projects progressed with LPTIP funding include:
- bus priority corridors;
 - creation and improvement of the City Centre 'Gateways';
 - expansion of existing bus and rail park & ride sites and creation of new sites;
 - improvements to rail stations accessibility and creation of new stations; and
 - complementary investment in bus services and low emission vehicles.

Each scheme is being progressed as a separate project with a separate business case, albeit the objectives of each independent scheme align with the overall aim of other LPTIP funded schemes in the intention to improve public transport provision across Leeds.

- 2.3 The Strategic Outline Business Case proposed a package of public transport improvements that, taken together, will deliver a major step change in the quality and effectiveness of our transport network. Headline proposals, include:
- a new Leeds High Frequency Bus Network – over 90% of core bus services will run every 10 minutes between 7am and 8pm;
 - development of three new rail stations for key development and economic hubs serving Leeds Bradford Airport, Thorpe Park and White Rose;
 - 2,000 additional park and ride spaces with the first new site opening at Stourton;
 - 1,000 more bus stops with real time information;
 - making three more rail stations accessible at Cross Gates, Morley and Horsforth;
 - creating 21st Century interchanges around Vicar Lane, the Headrow and Infirmary Street and improved facilities in our district centres; and
 - providing improved connectivity across areas.
- 2.4 Quicker and more reliable journeys will encourage a greater proportion of people to travel by bus, reducing congestion. Delivering quicker bus journeys and more reliable services along any part of the bus route offers a benefit to passengers traveling by bus along any other part of the route. Doubling bus patronage on the routes could take over 1,800 vehicles off the road. With 35,000 new jobs expected to be created in the city centre over the next 20 years, without a better bus network, congestion impacts could negatively affect the customer experience.

- 2.5 In the LPTIP area, total bus patronage in 2018 added up to 32.8 million passengers. This was an increase of 0.28 million (0.9%) on the previous year's figures, and in practice represents a return to the baseline figures, after the decrease in patronage experienced between 2016 and 2017.
- 2.6 The Council's work on this agenda has been monitored and reviewed by a Cross-Party Members' Group and national transport experts via the Expert Advisory Panel. Please see **Appendix 1** for membership of the Cross Party Members' Group who meet at least quarterly to review progression of the Transport Conversation and the development of the Leeds Transport Strategy over the short, medium and longer term. The Expert Advisory Panel has found these programmes to be soundly based and reflective of the evolving focus of the transport strategy and to be fit for the transformational purposes for which they are intended.

3 Main issues

Programme governance

- 3.1 The aims and ambitions of the package of public transport programmes being progressed utilising LPTIP funding have been informed by the ongoing Transport Conversation and the schemes have been selected to deliver the following aspirations:
- move towards doubling bus patronage from 2016 levels within 10 years;
 - support economic growth by unlocking transport constraints in key growth areas and across the city;
 - align with the emerging Leeds Transport Strategy, West Yorkshire Transport and Bus Strategies, as well as the national/pan northern growth strategies including HS2 and Northern Powerhouse Rail;
 - improve health outcomes especially air quality by reducing transport emissions and making a significant contribution towards compliance with DEFRA's legal requirement of the city and make improvements to encourage people to walk and cycle in the City Centre;
 - complement the existing schemes being delivered through the WYTF such as Leeds City Centre Package and the Corridor Improvement Programme;
 - reflect the key messages from the Transport Conversation in terms of improving public transport operation and quality;
 - to leverage match funding from the private sector, both public transport providers and developments / businesses which will benefit from the public investment;
 - Cognisance of and adaptability for the delivery of the longer term strategy.
- 3.2 To progress the programme of schemes a development partner (WSP) and two delivery partners (John Sisk and BAM Nuttall) have been appointed to progress the schemes.
- 3.3 A Programme Board has been established to manage delivery of the Programme with Package Boards responsible for each project. Risks are actively managed through these Boards with due regard given to risk management through project governance. In addition, these Boards have extensive and varied expertise in acting in the assimilation and delivery of such projects.

- 3.4 Individual scheme milestones have been developed. However the broad milestones for the programme are set out below:

Milestone	Date
WYCA and LCC approvals for initial spend	June 2017
LCC Development Partner appointed	August 2017
Initial Outline Business Case package/scheme approval sought:	Q4 2017/18 (most advanced schemes)
LCC Delivery partner appointment	August 2018
Construction and Delivery	2018/19–20/21

Delivery progress

Bus Priority Corridors

- 3.5 Investment in a number of key routes into the city centre to reduce bus journey times and improve bus service reliability thereby improving access to jobs and services. High quality bus priority corridors and /or bus priority measures will be provided which address traffic hotspots along the following key corridors;

- A61 South
- A61 North
- A660
- A58
- A647
- A65

Bus Park and Ride

- 3.6 New park and ride facilities will be developed at Stourton, South of the city and Alwoodley in the North of the city. There will be further expansion of the schemes at Elland Road and Temple Green. These schemes will effectively more than double the city park and ride capacity. Adding to the provision at Elland Road and Temple Green, both of which are operating at or beyond capacity and where growth in use has significantly out preformed the initial forecast growth rates.

City Centre gateways

- 3.7 City centre road layouts and infrastructure will be redesigned to reduce congestion, cater for the projected increase in bus patronage, improve transit times for buses and enhance the pedestrian environment along key arrival and departure points and corridors, including:
- The Headrow
 - Infirmary Street
 - Corn Exchange
 - Woodhouse Lane / Albion Street
 - Leeds Bus Station

Rail

- 3.8 The stations programme led by WYCA is currently completing development up to outline business case Governance for Railway Investment Projects (GRIP) stage 3,

three new rail stations across the city at proposed sites serving Leeds Bradford Airport, Thorpe Park and White Rose with accessibility improvements at a further three station; Cross Gates, Morley and Horsforth. Furthermore it is proposed that the car park facilities at New Pudsey are expanded to increase its capacity within the Leeds Bradford corridor. There is also a proposal to upgrade Leeds station as a centrepiece for the regional transport network. WYCA are also leading a package of station access investments for Horsforth and Crossgates with a third station, Morley, now expected to be covered by the Network Rail scheme for Trans-Pennine Route Upgrade. These measures will; increase the accessibility to the rail network particularly housing and economic growth areas, provide a greater number of park and ride places and improve the poor surface access to the airport.

Bus Transformation

- 3.9 This includes a review of local service connectivity throughout the Leeds district with funds made available for community led transport projects. The potential for Bus top up grants will be considered and promoted by WYCA where essential to supporting the city reach the standard for low emissions by 2020. The package will further support real-time information improvements at bus stops and transport hubs. These measures will increase accessibility and improve the customer experience on the buses.

Mass Transit

- 3.10 Development of a longer term approach to mass transit taking on board the present developing and expanding offer from the heavy rail system as part of concluding the work on the future city Transport Strategy and the ongoing development of the HS2 Growth Strategy and planning. Work to develop future options is taking place under the direction of the Combined Authority as part of the West Yorkshire Connectivity Study being undertaken in collaboration with the local authorities.
- 3.11 In addition there will be investment from Bus Operators to upgrade their vehicles including a commitment from First West Yorkshire to introduce to the network 284 new vehicles at a Euro VI standard (low emission) to replace Euro IV and the majority Euro V buses – with a commitment to enhance this where feasible through the deployment of Ultra Low Emission Buses.
- 3.12 A delivery progress update on each of the packages is attached at **Appendix 2**.

Spend to date and forecast

- 3.13 In December 2016, Executive Board agreed the submission of a Strategic Outline Business Case (SOBC) for the LPTIP to DfT for £173.5 million for public transport. With anticipated local and private sector contributions, the total investment package is worth circa £270 million. At present, the total public funding confirmed comprises the contributions from DfT (£173.5m), LCC (£8.8m) and WYCA (£0.97m) totalling £183.3 million. This funding will begin to make a small step in addressing the historic government under-investment in transport infrastructure in Leeds.
- 3.14 The funding from the DfT is made through WYCA and expenditure approvals will be through the WYCA Assurance Framework process.
- 3.15 Budget cost estimates have been established for each package within the programme. As packages progress individual scheme budget will be developed and

further approvals will be sought to progress these schemes to detail design and construction.

- 3.16 Spend is planned to go up in 2019/20 as a result of major projects starting construction later in 2019.

LPTIP Actuals 2017/18 & 2018/19 and estimates for remaining 2 years

Packages	2017/18 Actual £000s	2018/19 Actual £000s	2019/20 Total Est £000s	2020/21 Est £000s	2021/22 Est £000s	Total 2017 to 2021 £000s	Over Prog P1 & P2.1 £000s	Potential Funding £000s
1 Bus Priority	421	2,922	13,907	32,470	0	49720	9517	13521
2 Park & Ride	637	2,784	15,778	21,301	0	40500	18292	3261
3 City Centre Gateway	102	1,503	13,468	13,927	0	29000	770	9985
Bus Infrastructure	1160	7209	43153	67698	0	119220	28579	26767
4 Rail	223	684	9,166.5	24,426		34499		
5 Bus Delivery	1261	1,552	6,409	16,848		26070		
6&7 Management Costs	573	702	1,226	1,768	108	4377		
	3217	10147	59955	110740	108	184167	28579	26767

- 3.17 **Bus Priority Corridors** – Funding available £49.7m, authority to spend in place £44.5m. Total spend to mid-August 2019 £5.5m with a further £11.7m expected in 2019/20 and £32.5m in 2020/21.
- 3.18 **Park & Ride** - Funding available £40.5m, authority to spend in place £35.9m. Total spend to mid-August 2019 £5.8m with a further £13.4m expected in 2019/20 and £21.3m in 2021. A report was presented and approved at July Executive Board for the Alwoodley park and ride £14m and the Temple Green park and ride £5.5m on top of the £1.43m approved at December Executive Board for the land purchase.
- 3.19 **City Centre Gateways** - Funding available £29m, authority to spend in place £29.2m. Total spend to mid-August 2019 is £2.1m with a further £13m expected in 2019/20 and £13.9m in 2020/21.
- 3.20 **Rail** – Funding available £34.5m, authority to spend in place £3.45m, Spend to mid-August 2019 £1m with a further £9.1m expected in 2019/20 and £24.4m in 2020/21. The £11.2m which was slipped into 21/22 has now been returned to 2020/21.
- 3.21 **Bus Delivery** - Funding available £26.07m, authority to spend in place £4.6m. Spend to end of June 2019 £2.83m with a further £6.4m expected in 2019/20 and £16.8m in 2020/21.
- 3.22 **Programme Management, Communications & Marketing** - Funding available £4.4m, authority to spend £1m, total spend 2017/18 & 2018/19 is £1.28m with an estimated £1.2m projected in 2019/20. Retrospective approvals are being sought from WYCA with spend being transferred into package schemes where directly attributable.

- 3.23 For priority schemes P1 and P2.1 in the Bus Infrastructure packages we are currently showing an over programming of c£28.6m which will be reduced by value engineering schemes in partnership with contractors and consultants and where possible alternative funding is being sought. At mid-August we are projecting up to £27m of alternative funding from a mixture of funding sources.

4 Corporate considerations

4.1 Consultation and engagement

- 4.1.1 LPTIP was developed off the back of extensive consultation as part of the Leeds Transport Conversation. This process involved engaging a wide range of groups including but not limited to Child Friendly Leeds, Older People's Forum, Access Groups, BME Hub, Disability Hub, LGBT* Hub, Hub Reps Network, Womens' Lives Leeds, Access and Use-Ability Group, Physical and Sensory Impairment (PSI) Network and the Equalities Assembly Conference.
- 4.1.2 The consultation and engagement strategy for LPTIP has been extensively planned, making best use of on-line, social media, off-line publicity, stakeholder meetings, local consultation events, specific children and youth focused questionnaire and a range of additional neighbourhood forum and local community events- either where these have been requested, or to explain details, and scheme impacts as locally and specifically as possible.
- 4.1.3 The sequencing of the consultation sits alongside the programme and delivery stages of the project and moves according to the steps that projects reach within the overall programme and delivery plan.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 Road safety affects everyone. However, certain groups are more likely to suffer the adverse effects of traffic, be it in terms of the likelihood of collision or poorer outcomes if they are involved in a road traffic collision.
- 4.2.2 Key stakeholders have been identified by WSP and LCC, including members of the Access and Use-ability group, who will play a crucial role in ensuring that the schemes will be delivered successfully, as well as be operated and maintained in future.

4.3 Council policies and the Best Council Plan

4.3.1 Best Council Plan Implications

- Outcome: Be safe and feel safe.
- Outcome: Move around a well-planned city easily.
- Sustainable Infrastructure: Improving transport connections, safety, reliability and affordability.
- Sustainable Infrastructure: Improving air quality, reducing pollution and noise.
- Priority: Health and wellbeing - Supporting healthy, physically active lifestyles.

4.3.2 Climate Emergency

By improving bus journey times and reliability, and improving facilities for cyclists, the LPTIP improvements are anticipated to encourage modal shift from private car to bus and cycling. This is expected to result in a reduction in greenhouse gas emissions. The anticipated reduction in car usage will also have a beneficial impact on air quality. Transport modelling undertaken in support of the OBCs supports that the schemes will take cars off the road and therefore have a positive effect on greenhouse gas emissions. This is valued in the OBCs using Marginal External Costs. Assessment of business cases is done through Combined Authority's established processes as agreed by the Department for Transport.

4.4 Resources, procurement and value for money

- 4.4.1 The necessary funding approvals would be sought from Executive Board and the WYCA Assurance Framework to release any expenditure. There are no budget implications for Scrutiny Board.

4.5 Legal implications, access to information, and call-in

- 4.5.1 There are no specific legal implications arising from this report for Scrutiny to consider.

4.6 Risk management

- 4.6.1 The LPTIP serves to make progress towards the Leeds Vision. If the programme is not implemented, Leeds will not be able to develop in the way articulated above.
- 4.6.2 Given the timescales available to assemble the high level programme, there will need to be some flexibility to adjust the programme to meet cost, programme and deliverability changes.

5 Conclusions

- 5.1 Leeds is a successful city and its economy continues to grow. Improving the existing transport network is an important enabler helping Leeds be a prosperous, liveable and healthy city. The proposals described in this report mark important first steps in implementing several programmes benefitting from LPTIP funding and will make a significant contribution to the quality of life of people living, working and visiting the city, contributing to its on-going growth and economic success.

6 Recommendations

- 6.1 Scrutiny Board members are requested to note and consider this report.

7 Background Documents¹

None used

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

This page is intentionally left blank

Connecting Leeds

Appendix 1 - Transport Strategy - Cross Party meeting May 2019 updated

Membership

Cllr Kim Groves (WYCA)	Deputy Exec Member	Labour	Middleton park
Cllr Lisa Mulherin	Executive Member Regeneration, Transport & Planning	Labour	Ardsley and Robin Hood
Cllr David Blackburn		Green Party	Farnley & Wortley
Cllr Angela Gabriel		Labour	Beeston & Holbeck
Cllr Neil Buckley		Conservatives	Alwoodley
Cllr Alan Lamb		Conservatives	Wetherby
Cllr Alice Smart		Labour	Armley
Cllr Fiona Venner		Labour	Kirkstall
Cllr Carmel Harrison		Liberal Democrats	Rothwell
Cllr Mark Dobson Cllr Sarah Field Cllr Suzanne McCormack (TBC)		Garforth & Swillington Independents	Garforth & Swillington

Attendees:

Gary Bartlett, Andrew Hall, Yvonne Roberts, Paul Foster, John White, Sabby Khaira (LCC)
Dave Pearson (WYCA)

Presenters: TBC



This page is intentionally left blank

Appendix 2: LPTIP delivery progress		
Bus Priority Corridors	Summary	Forecast Spend 19/20
A660 Improved Highway Works including bus priority and signal improvements	The OBC for the A61S, A61N and the A647 have been approved. The Council's Executive Board have approved the detail design and construction of the A61S, A647 and the early interventions, A61N and the A65. Design elements progressing, some being finalised for early interventions. Construction is expected to start on the A61S in August/September. Prioritisation of scheme cost/deliverability/ outputs is being explored with WYCA Project Appraisals Team. - A61S FBC and FBC+ approval expected August 2019 with construction due to start Sept 2019. - A58 – OBC Approval expected October 2019. - A660 - OBC Approval expected December 2019. - A65 - OBC Approval expected December 2019.	1,452,096
A61 North Improved Highway works including bus priority, signal and junction improvements and segregated cycle provision.		3,608,924
A58 Improved Highway works including bus priority, signal improvements and segregated cycle provision.		78,041
A647 Improved Highway Works including bus priority and signal improvements		428,993
A61 South Improved Highway works including bus priority, signal improvements and segregated cycle provision.		7,421,272
A65 Signal equipment upgrades including installation of adaptive signal technology.		300,000
Enabling works Local junction improvement schemes at Moortown Corner, Holt Lane and Gloucester Terrace		617,549
Park & Ride		
Stourton New 1200 space site	Elland Road FBC+ approved, Stourton FBC approval being considered. Construction on site has started at Elland Road in May (at LCC risk). Alwoodley and Temple Green approval by the Council's Executive Board for the detail design and construction in July 2019.	11,130,148
Alwoodley Gates New 500 space site		36,424
Elland Road 550 Space expansion		4,611,805
Temple Green 380 Space expansion		0
City Centre Gateways		
Woodhouse Lane Public realm, bus, cycle and pedestrian infrastructure improvements	Headrow OBC approved through the WYCA assurance process. The Council's Executive Board have approved the detail design and construction for the Headrow and Infirmary Street. FBC submitted for Headrow (in June) and construction has commenced in August 2019. Design work for the Corn Exchange is progressing.	843,851
Infirmary Street Public realm, bus, cycle and pedestrian		531,000

infrastructure improvements		
Corn Exchange Public realm, bus, cycle and pedestrian infrastructure improvements		3,848,603
The Headrow Public realm, bus, cycle and pedestrian infrastructure improvements		8,774,627
Rail		
Rail Accessibility	Development Services Agreement signed and agreed with NWR for feasibility works (GRIP2/3) at Horsforth and Cross Gates stations. GRIP stage 2 to be delivered July 2019, preferred options at each station identified early 2020.	728,655
New Pudsey parking improvements	Fee proposals and indicative programme from Northern Agreed. S56 agreement in draft, discussions between the Combined Authority Legal and Northern are ongoing.	360,958
Leeds Rail Station Enhancements	Atkins appointed to develop SOBC. Anticipate the £529k funding will be spent by August 2019.	1,268,542
White Rose Station	Public engagement undertaken Summer 2018. Majority of respondents (71%) were happy with the proposal for the new station. GRIP3 AIP design underway, expected submission Summer 2019. Outline Business case submission to CA June 2019.	1,890,708
Thorpe Park station	Public engagement undertaken Summer 2018. Majority of respondents (64%) were happy with the proposal for the new station. GRIP3 AIP design underway, expected submission Summer 2019. Outline Business case submission to CA June 2019. Difficulties of getting design agreed due to interface with Northern Powerhouse Rail, Transpennine route upgrade	2,324,288
LBA Parkway	Public engagement undertaken between Feb 2019 and April 2019. Results under analysis by Combined Authority. GRIP3 AIP sign off for M&E telecoms packages. Civils pending further review by Network Rail. Draft OBC under review, submission to CA Summer 2019.	2,578,145
Bus Delivery		
Transport Hubs and connecting communities	Working with LCC highways engineers to develop detailed designs and cost estimates for shortlisted schemes.	1,921,434
Realtime Information	Phase 1 – 474/490 new displays have been installed taking delivery of this phase to 97% completion. Remaining 16 installations are on hold due to shelter liability. 100% completion expected by September 2019.	1,953,777

	Phase 2 – procurement of a supplier of long life battery powered, pole mounted RTI units has commenced. Costs identified through this process will allow a Full Business Case (FBC) plus finalised costs to be submitted, allowing this phase to move to delivery.	
Leeds Bus Station Enhancements	Stage A of the project has completed and a preferred approach agreed. OBC is in development and a list of shortlisted options drawn up.	1,210,456
Core Network Visualisation	Transdev have been appointed to develop the maps and concepts. Initial design ideas well received by operators and Bus Delivery Board members. OBC for delivery of the principles on flags and bus shelters in development.	297,000
Low Emission Bus Top Up	Clean bus technology fund delivery is complete. ULEB funding has been agreed, this will be used to support the development and delivery of the electric buses for Stourton Park and Ride. Supplier day 14 th June was held to engage both bus operators and the manufacturers.	624,000
Demand responsive travel	A procurement specialist has been appointed to support the development of the tenders.	368,100
Digital Hub	Interviews have taken place to appoint a full time Project Manager, there has been no appointment due to the quality of the candidates. This has led to a delay to be programme. Leeds University PHD student is assisting with the research and development of the pilot study.	825,477
Provision Of New Buses	126 new buses already provided and a further 74 due in the next few months	
Bus Operator Partnership	The West Yorkshire Voluntary Partnership Agreement is working towards an approval for signing by Transport Committee on the 5 th July.	
Programme Management		
Monitoring and Evaluation	Work with operators ongoing on establishing patronage data in more detail and ensuring the process is as robust and efficient as possible.	94,844
Programme Management	Resource planning underway as schemes move to construction phase. New park and ride (P&R) board established for procurement of electric buses and procurement of services for new P&Rs.	302,993
Programme PR, Comms' & Marketing	First phase of public consultation completed and data analysed, outcomes considered during scheme design. Further engagement in progress for bus corridors. LBA parkway public consultation due to commence in February.	192,567
Package Management	Package managers working on delivering schemes and also prioritisation of funding and package budgets. 'war room' style office for cross programme co-working being established with delivery partners. Due to open in February.	152,243

Legal	Partnership agreement completed. Scheme proformas to be updated as schemes move to delivery.	38,349
Finance Management	WYCA systems to be updated so that claims form LCC are made through PMIS system.	76,973
Assurance of Programme	Working closely with PMO to ensure schemes progress efficiently through assurance framework. Some delays to decisions anticipated due to elections / purdah.	320,004

**Joint Report of Director of City Development and Head of Democratic Services
Report to Scrutiny Board (Infrastructure, Investment & Inclusive Growth)**

Date: 4 September 2019

Subject: LPTIP: A660 Lawnswood junction proposals

Are specific electoral wards affected? If yes, name(s) of ward(s): Weetwood, Adel	☒ Yes ☐ No
Has consultation been carried out?	☒ Yes ☐ No
Are there implications for equality and diversity and cohesion and integration?	☒ Yes ☐ No
Will the decision be open for call-in?	☒ Yes ☐ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes ☒ No

Summary

1. Main issues

- LPTIP aims to transform the bus network, and commits to moving towards doubling patronage on the affected corridors. The city's strategy for dealing with congestion on key routes into the city centre, where only limited amounts of road space exist, is to encourage greater use of public transport amongst those for whom travel by bus offers a viable option.
- The existing Lawnswood roundabout is located in Weetwood, north Leeds, at the junction of the A660 and the outer ring road (A6120). The A660 is also a key corridor in the wider LPTIP programme for bus corridor improvements.
- Forecast traffic growth will mean the Lawnswood junction (if left unchanged) will begin to operate at or close to capacity more frequently and for longer periods, significantly increasing delays at the junction. There are currently no cycling facilities at this junction and very limited pedestrian facilities. As a consequence the junction is potentially a significant deterrent to cycling trips on this corridor beyond the Outer Ring Road and to pedestrian movement.
- The Lawnswood Junction is ranked second in the city for the number of accidents. The "sites for concern" report recommends that signal control be introduced to the junction to improve road safety.
- An Outline Business Case (OBC) was developed to progress a signalised crossroads option to consultation stage.
- Following two periods of consultation the current position is that the original OBC scheme has been paused post consultation with the design consultants undertaking a review to look at alternative options with particular emphasis on the improvement

of road safety and bus priority and having full regard to . There are now currently four options being reviewed.

- This report considers the request from Councillor Jonathan Bentley regarding concerns specifically relating to replacing the roundabout with a multi-lane light-controlled intersection.
- This report also presents concerns highlighted by a local residents group.

2. Best Council Plan Implications

- Leeds' transport infrastructure represents a major challenge for the City. Past under-investment and its impact on the City's economy and quality of life means a comprehensive package of interventions are required over the next decade. Accordingly, in order to achieve our stated ambitions, the Council has secured funds from the £1bn West Yorkshire Transport Fund which and is working in partnership with the West Yorkshire Combined Authority (WYCA) on various projects under the auspices of the £183.3 million LPTIP fund.
- The anticipated benefits of using the £183.3m to create improvements to the Leeds transport network has the potential to contribute to the vision for Leeds to be the best city in the UK and the Best Council Plan 2019/20 to 2020/21 priorities for inclusive growth, sustainable infrastructure and being a child-friendly city. The LPTIP funded projects will also contribute to the objectives of the Local Development Framework, Leeds Core Strategy, emerging WYCA Transport Strategy, and Strategic Economic Plan.

3. Resource Implications

- There are no specific funding implications to this report. Funding requirements in relation to any future scheme proposal at this site will follow the normal financial reporting, approvals and procedures.

Recommendations

- That the Scrutiny Board considers the details presented in this report and determines any further scrutiny activity and/or actions as appropriate.

Purpose of this report

- 1.1 To consider concerns specifically relating to replacing the Lawnswood roundabout with a multi-lane light-controlled intersection; alongside the associated response from the Director of City Development.

2. Background information

- 2.1 With anticipated local and private sector contributions, operator investment the Leeds Public Transport Investment Programme (LPTIP) is valued at a total value c. £270million. At present the total public funding confirmed comprises the contributions from Department for Transport (DfT), £173.5million; Leeds City Council (LCC), £8.8million; and West Yorkshire Combined Authority (WYCA) £0.97million altogether totalling £183.3m. Schemes to be delivered from this funding are required by the DfT to be substantially completed by 2020/21.
- 2.2 Working with other partners, including the Combined Authority, Network Rail, bus operators and key businesses, a comprehensive package of interventions has been brought forward and is now being progressed. Projects progressed with LPTIP funding include:
 - bus priority corridors;
 - creation and improvement of the City Centre 'Gateways';
 - expansion of existing bus and rail park & ride sites and creation of new sites;
 - improvements to rail stations accessibility and creation of new stations; and
 - complementary investment in bus services and low emission vehicles.
- 2.3 Each scheme is being progressed as a separate project with a separate business case, albeit the objectives of each independent scheme align with the overall aim of other LPTIP funded schemes in the intention to improve public transport provision across Leeds.
- 2.4 Quicker and more reliable journeys will encourage a greater proportion of people to travel by bus, reducing congestion. Delivering quicker bus journeys and more reliable services along any part of the bus route offers a benefit to passengers traveling by bus along any other part of the route. Doubling bus patronage on the routes could take over 1,800 vehicles off the road. With 35,000 new jobs expected to be created in the city centre over the next 20 years, without a better bus network, congestion impacts could negatively affect the customer experience.
- 2.5 A report providing an update with the wider LPTIP is provided elsewhere on the meeting agenda.

Request for Scrutiny

- 2.6 In January 2019, a request for scrutiny was submitted by Councillor Bentley regarding the A660 Lawnswood junction scheme. The request was subsequently accepted by the Scrutiny Board. Given the passage of time, and at the request of the Chair of the Scrutiny Board, Councillor Bentley was invited to identify any further / relevant matters relating to the original request accepted by the Scrutiny Board. A local residents / community group was also contacted and invited to provide any further details that may assist the Scrutiny Board consider the matter in more detail.

- 2.7 As such, the following details are presented at Appendix 1 for consideration by the Scrutiny Board:
- The initial concerns raised by Councillor Bentley in January 2019.
 - Some additional matters recently raised by Councillor Bentley.
 - Details provided by representatives of a local residents / community group.
- 2.8 Details presented elsewhere within this report seek to address the concerns raised.

3 Main issues

Justification for scheme

- 3.1 LPTIP aims to transform the bus network, and commits to moving towards doubling patronage on the affected corridors. The city's strategy for dealing with congestion on key routes into the city centre, where only limited amounts of road space exist, is to encourage greater use of public transport amongst those for whom travel by bus offers a viable option.
- 3.2 The existing Lawnswood roundabout is located in Weetwood, north Leeds, at the junction of the A660 and the outer ring road (A6120). Forecast traffic growth will mean the Lawnswood junction (if left unchanged) will begin to operate at or close to capacity more frequently and for longer periods, significantly increasing delays at the junction. The average bus journey time through the junction is expected to extend towards 6 minutes by 2020 unless significant changes are made. In addition reliability on the route ranges between 8 minutes but the proposals would have eliminated this range and protected services from future traffic growth.
- 3.3 The A660 is the busiest corridor for cycling in Leeds (according to DfT traffic counts). Although significant investment has been made improving cycling infrastructure elsewhere in the city, little has changed on the A660 in the past 5 years, largely due to the history of the route and several abandoned transport schemes. There are currently no cycling facilities at this junction and consequently the junction acts as a significant deterrent to cycling trips on this corridor beyond the Outer Ring Road.
- 3.4 The Lawnswood Junction is ranked second in the city for the number of road injury collisions recorded in the preceding 5-year period, 30 collisions were recorded between 2013 and 2017, 10 of which were recorded in 2017 (2018 Road Injury Sites for Concern Report). Of these 14 involved pedal cyclists and 3 motorcyclists. Since the start of 2018 up to August 2019 there have been 4 collisions (3 involving cyclists). Over this entire period five of the six serious injury collisions involved cyclists, however over the same period there were no pedestrian casualties. A recent rise in the number of collisions accidents has contributed to the junction being elevated in the rankings from sixth in the preceding 2017 report. Only Armley Gyratory has recorded a higher number of collisions accidents in the city, where a substantial improvement scheme is also proposed. The sites for concern report in 2018 identified that traffic signal control was being considered for the site. No other remedial measures were identified.
- 3.5 The lack of facilities for pedestrians can make accessing bus stops difficult, particularly for the elderly and mobility impaired as well as being a barrier to wider mobility at this location. The introduction of crossing facilities at the junction will therefore also contribute to improving bus passenger experience and making services more attractive.

Options appraisal

- 3.6 Approximately 54,000 people live within walking distance of bus services using the bus corridor between Adel and Leeds. One in four workers who live on the route commute to Leeds city centre and could therefore potentially travel by bus. However, only 20% of those that could currently do so.
- 3.7 Traffic survey data suggests that flows and turning proportions vary significantly at the junction throughout the morning peak period. Early in the peak (07:15-07:45), an average of 544 vehicles enter the A660 towards Headingley. Later in the peak (08:15-08:45), this flow drops to an average of 270 vehicles due to the congestion associated with general traffic levels significantly exceeding available capacity (delays resulting as traffic merges from two lanes to one prior to the start of the existing bus lane to the south of the junction).
- 3.8 Forecasts indicate future growth in traffic which would exacerbate the current problems. With multiple constraints on the network, especially the A660 through Headingley, it will not be feasible to provide for all potential traffic growth so potential solutions have been focussed on accommodating general traffic when and where practical, whilst protecting and improving bus journey times during peak traffic periods.
- 3.9 Following the consideration and discounting of alternative options as part of the optioneering process employed at the earlier feasibility design stage, two options were advanced to preliminary design:
- Signalised crossroads at A660/A6120 junction (see Appendix 2); and
 - Signalised roundabout at A660/A6120 junction (see Appendix 3).
- 3.10 The concept of a 'do-minimum' proposal, involving isolated introduction of pedestrian and cycle crossing facilities to the existing highway network, was initially discounted as it would have a negative impact on general traffic and bus journey times whilst also failing to fully address the issues of cyclist safety on the roundabout (failure to give way). This is partly because not all cyclists will choose to use toucan crossings when off the desire line.
- 3.11 Taking into account the advantages and disadvantages of the two proposals, it was recommended to the LPTIP Package Board in May 2018 to progress only the signalised crossroads option to consultation stage and not progress the signalised roundabout option any further.
- 3.12 The reasoning behind this recommendation was as follows:
- Whilst the signalised roundabout option provides the least risk to trees within the central reserve on the A660, its disadvantages in terms of operation and safety significantly outweigh any associated benefits. Most notably, the scheme offers only limited ability to accommodate and control traffic through the junction, with modelling predicting queuing on the A660 to be worse than what is currently observed.
 - The signalised crossroads provides a much more operationally robust solution which can be configured to be responsive to traffic (using MOVA) and provide active bus priority. In combination with proposed bus lanes and signal control of Otley Old Road, it provides an improvement in capacity and the ability to manage the network in line with strategic objectives, including improving bus journey times.

- The benefits to the safety of the junction for all users was considered to outweigh the loss of trees. Further options and mitigation measures are being reviewed to minimise those at risk in advance of further consultation.

Approvals

- 3.13 The cost of the scheme at Outline Business Case was £13.5 million this included works to the north at Holt Lane as well as the introduction of a bus cycle corridor on the approach to the junction from Adel. The OBC also had a Benefit Cost Ratio of over 3.4, which offered high value for money against Department of Transport assessment criteria. The OBC was taken to Combined Authority Project Appraisal Team on 14 May 2019 but was never taken to the approval stage or Executive Board following consultation with the new Executive Member. A Public Transport S106 contribution of £644,820.24 and a Highways S106 contribution of £133,765.70 were also secured.

Scheme consultation and engagement

- 3.14 Phase 1 of public engagement for the Adel to Leeds route took place in July/August 2018. In total over 350 people attended five public events completing feedback forms and speaking with Leeds City Council officers and their consultants. During the same period over 8,000 people visited the relevant webpages on the Commonplace online portal which hosted the materials and offered consultees the opportunity to provide feedback. A total of 369 individual respondents provided feedback with the majority (57%) being negative/slightly negative, 31% slightly positive/positive and 12% neutral.
- 3.15 Prior to any further public engagement on the principles of transforming the junction WSP and LCC officers met representatives of the First Group who operate a number of high frequency services through (north to south) and across (west to east) the junction in question. Local Ward members and the relevant Executive Board members were offered and received private briefing sessions to discuss the scheme with officers. In addition discussions took place with civic groups such as the Leeds Cycling Campaign (on several occasions), local residents groups and local landowners such as the University of Leeds and the Weetwood Hall Estate
- 3.16 Feedback from consultees was used to refine the design of the scheme and prompted Leeds City Council and its design consultants to undertake additional work to explore alternative options. The latest proposals were different to those presented earlier in the year. Work was still ongoing to develop the scheme and more input was due to be sought from residents and other stakeholders up to and during future development stages.
- 3.17 Further consultation on revised plans for the Lawnswood junction and Otley Old Road took place in September 2018, with a public meeting hosted on 13th September at the Lawnswood YMCA and subsequently via the consultation platform Commonplace.
- 3.18 Whilst the revisions had sought to address where possible concerns raised at the first round of consultation, responses at the September 2018 consultation remained predominantly negative. Overall, 65% of responses at this stage were negative, and 20% positive. Respondents indicated that they believed the updates made had improved the proposals.

- 3.19 Local Lawnswood residents also put forward their own suggestions as to what type of scheme should be delivered at the junction. They would like to see toucan crossings introduced on four arms of the junction. Road markings would be used on the roundabout itself to stop traffic blocking back across the junction in the event a pedestrian or cyclist using one of the crossings. Although initial modelling indicated this solution would deliver highway dis-benefits more work was undertaken, using a more robust modelling software platform (Visum) to fully understand the impacts/benefits.
- 3.20 As a result of feedback from residents, the community and elected members further reviews and consideration of the design proposals was instituted late in 2018 and continued into the present year. Subsequently meetings have taken place with local residents and ward members, but as no proposals have been confirmed since this time no further formal consultation or engagement has taken place.

Environmental impact

- 3.20 The most advanced designs indicated a requirement for removal of 17 trees as a result of changes to the road layout. This had increased slightly from the numbers previously communicated in early consultation as a result of changes to the design to introduce a new right turn into the Weetwood Hall estate from Otley Road.
- 3.21 A further 20 trees could potentially be impacted due to works being required within the root zone – but this did not mean they would need to be felled. Depending on their location, some would have been at greater risk than others due to the extent of works necessary within their root zone. However, best practice construction techniques (including hand digging, where appropriate) was proposed to be employed to minimise the risk of tree loss.
- 3.22 Initial landscaping design included proposals to plant up to 400 new trees as part of the scheme. Up to the point where design work stopped we had only identified opportunities to plant trees within the highway boundary but planned to work with the local community to identify further opportunities for tree planting on adjacent land outside the Council's ownership. It was planned that wherever possible extra heavy standard or semi mature trees will be planted.
- 3.23 The proposals meant that some grass verges and grassed central reservations would have to be reduced in width. Any verges retained were required to avoid falling below a minimum width of 1 metre to ensure they could be maintained in good condition.
- 3.24 Whilst conversion of the roundabout involved the loss of the central island, the design team were exploring ways to introduce new landscaping features as part of the junction design, including opportunities for landscaping and seasonal bulb planting in the islands created by the various left turn slip roads.

Way forward

- 3.25 Following the consultation exercises and a review earlier this year. In consultation with the Executive Member for Climate Change, Transport and Sustainability the scheme concept and principles have been revisited. Whilst the principles embedded in LPTIP have been retained it is agreed that in the circumstances at the site are such that improving its road safety record should be a priority.

- 3.26 In the context of this further review alternative proposals that have been suggested by consultation respondents have also been assessed alongside other potential options, retaining the possibility of a signalised junction in scope for a scheme. A key element is seeking to reduce the impacts of any scheme on the environment including landscaping trees and planting.

Option 0) Do-minimum to the existing junction

- 3.27 This approach would look to introduce cycle lane facilities through the existing roundabout and bus lanes as practicable. It has not been pursued beyond an initial assessment since it was concluded that this approach did not manage traffic speeds and conflicts within the circulatory area. Therefore in this regard and without much more fundamental changes could not be expected to achieve meaningful improvements to road safety for cyclists or pedestrians.

Option 1) Introduction of Toucan crossings over the entry/exit slips

- 3.28 In the short term it is envisaged this change will lead to a 10-20% increase in delay (second per vehicle) during the AM peak period. During the AM peak hour it is likely southbound queues will extend north towards Otley Old Road and lead to longer delays here also. In the longer term the scheme will have a similar detrimental impact but it should be noted journey times are expected to increase significantly meaning this solution would have a minimal impact on an already bad situation (in terms of traffic flow). Appendix 4 illustrates this.
- 3.29 It is not known what proportion of cyclists would use the toucan crossings as many of the cyclists who travel through this junction are confident commuters. This being said it would offer all cyclists a safe facility not available at present. A road safety audit has not yet been done but it is unlikely this scheme will address road safety concerns relating to cars and general traffic as most incidents involve failure to give way. The junction itself would remain uncontrolled.
- 3.30 Given this intervention is not optimal in terms of its utility for cyclists users involving significant extra time in using the junction and therefore not likely to be attractive to such users and that a likely negative impact on traffic flows including bus journey times funding streams such as LPTIP it is not considered to be a good option.

Option 2) Introduction of Toucan crossings over the entry/exit slips & a bus lane along the A660

- 3.31 Noting the marginal negative impact option 1 would have on general traffic and buses consideration has been given to its introduction alongside a bus lane on the A660 between Lawnswood cemetery and Lawnswood roundabout (southbound). This is a variation on Appendix 4.
- 3.32 Modelling suggests delivering this bus lane creates significant problems at the junction of the A660 and Otley Old Road. As noted above the introduction of option 1 would have a negative impact on the performance of this junction. Once the bus lane is introduced journey times for general traffic extend by 40%+ in the short term. Buses traveling along the A660 itself would benefit but any buses traveling southbound on Otley Old Road would suffer significant detriment.
- 3.33 Option is similar for (1) above. In addition the method of traffic control suggested here is not best practice and it is considered that to effectively use the Toucan

crossing designed for pedestrian and cyclists to meter and actively manage traffic through the junction present potential road safety issues through the potential for confusion to both drivers and pedestrian by such use of traffic signals. This approach could not therefore be recommended.

Option 3) Full signalisation of the roundabout

- 3.34 This option is a variation to the signalised roundabout (Appendix 3) that was considered in the previous option development and consultation. It is being evaluated with revised traffic signal modelling and detailed assessment of the environmental impacts.
- Re-instated left turn from Otley Old Road onto Otley Road (northbound) – as a result of concerns that the banned left turn out of Otley Road would lead to rat-running and increased journey times.
 - Minor changes to U-turn facilities on Otley Road to allow for storage of more than one vehicle and deceleration space – due to previous concerns that u-turning traffic would block traffic travelling towards the junction.
 - Improved pedestrian crossing facilities on Otley Old Road to access city bound bus stop – due to previous concerns raised about safe access.
 - Changes to traffic island and signalised crossing close to numbers 11/15 Otley Old Road – due to previous concerns raised about safe access to the properties.
 - Relocation of 30mph limit on Otley Old Road to junction of Otley Road – due to vehicles travelling too fast on Otley Old Road, making it difficult to cross safely.
 - Repositioning of grass verge and cycle/footway on the Outer Ring Road – due to previous concerns about the loss of verge and trees outside properties on the Outer Ring Road and the proximity of the proposed shared cycle/footway to private drives.
- 3.35 This is considered to have the potential to provide the significant improvements to road safety desired at this site and to also provide the required dedicated pedestrian facilities as well introducing more direct control of the junction. Whilst providing some extra degree of control to traffic it is less flexible in terms of providing bus priorities. The option also eliminates the tree loss to a great extent of the initial signalised crossroads option, although there will be some lesser implications in terms of providing for the required pedestrian crossing points. This option on balance may have the best potential for locking in permanent and significant improvements to road safety and therefore worthy of further development.

Commentary

- 3.36 Whatever option is chosen it is key that it is a design fit for the future that addresses road safety. Given the focus of any revised recommendations is likely be around road safety concerns which is a different scope to that of the previous scheme alternative funding routes are also being investigated alongside the place of LPTIP budget. This is taking place alongside on-going review and challenge to the wider LPTIP budget.
- 3.37 Treatment of the A660 Lawnswood junction was being considered as part of a whole route approach to the A660 bus corridor. In common with this scheme no further proposals have been shared regarding the corridor as whole. Work is continuing reflecting again on the consultation findings from 2018 to identify

appropriate and achievable interventions to improve bus service operation, reliability and journey times in line with the LPTIP aims.

- 3.38 It is also noted that any improvements to the A660 Lawnswood junction will also sit within the wider context of the A6120 Leeds Ring Road which is part of the national Major Route Network and the only Primary Route within the north of the city providing for strategic orbital journeys around and within the city. Future proposals at Lawnswood would complement the strategy for this route and past, present and planned improvements.
- 3.39 No further consultation has taken place regarding proposals for this junction since early 2018 during the period when progress was paused and reviews were being undertaken. A resumption of consultation and engagement will be given further consideration following the conclusions of this Board and the completion of the remaining review work now in progress.

4 Corporate considerations

4.1 Consultation and engagement

- 4.1.1 LPTIP was developed off the back of extensive consultation as part of the Leeds Transport Conversation. This process involved engaging a wide range of groups including but not limited to Child Friendly Leeds, Older People's Forum, Access Groups, BME Hub, Disability Hub, LGBT* Hub, Hub Reps Network, Womens' Lives Leeds, Access and Use-Ability Group, Physical and Sensory Impairment (PSI) Network and the Equalities Assembly Conference.
- 4.1.2 The consultation and engagement strategy for LPTIP has been extensively planned, making best use of on-line, social media, off-line publicity, stakeholder meetings, local consultation events, specific children and youth focused questionnaire and a range of additional neighbourhood forum and local community events- either where these have been requested, or to explain details, and scheme impacts as locally and specifically as possible.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 Road safety affects everyone. However, certain groups are more likely to suffer the adverse effects of traffic, be it in terms of the likelihood of collision or poorer outcomes if they are involved in a road traffic collision.
- 4.2.2 Key stakeholders have been identified by WSP and LCC, including members of the Access and Use-ability group, who will play a crucial role in ensuring that the scheme will be delivered successfully, as well as be operated and maintained in future.

4.3 Council policies and the Best Council Plan

4.3.1 Best Council Plan Implications

- Outcome: Be safe and feel safe.
- Outcome: Move around a well-planned city easily.
- Sustainable Infrastructure: Improving transport connections, safety, reliability and affordability.
- Sustainable Infrastructure: Improving air quality, reducing pollution and noise.

- Priority: Health and wellbeing - Supporting healthy, physically active lifestyles.

Climate Emergency

- 4.3.2 By improving bus journey times and reliability, and improving facilities for cyclists, the Lawnswood Junction improvements proposed through LPTIP were anticipated to encourage modal shift from private car to bus and cycling. This would have resulted in a reduction in greenhouse gas emissions. The anticipated reduction in car usage would also have had a beneficial impact on air quality. Transport modelling undertaken in support of the Business Case would have taken cars off the road and therefore would have had a positive effect on greenhouse gas emissions. This was valued in the OBCs using Marginal External Costs.

4.4 Resources, procurement and value for money

- 4.4.1 The necessary funding approvals would be sought from Executive Board and the WYCA Assurance Framework to release any expenditure. There are no budget implications for Scrutiny Board.

4.5 Legal implications, access to information, and call-in

- 4.5.1 There are no specific legal implications arising from this report for Scrutiny to consider.

4.6 Risk management

- 4.6.1 A Programme Board has been established to manage delivery of the Programme with Package Boards responsible for each project. Risks are actively managed through these Boards with due regard given to risk management through project governance. This supports the processes of formal decision making and reporting.

5 Conclusions

- 5.1 The LPTIP aims to transform the bus network, and commits to moving towards doubling patronage on the affected corridors. The city's strategy for dealing with congestion on key routes into the city centre, where only limited amounts of road space exist, is to encourage greater use of public transport amongst those for whom travel by bus offers a viable option.
- 5.2 Improvements at the Lawnswood roundabout have the potential to benefit thousands of users. Improving the existing transport network is an important enabler helping Leeds be a liveable and healthy city.
- 5.3 The junction ranked second in the road injury sites for concern review for the city with collisions involving cyclists being half the total number. The most common cause of conflict at the roundabout is drivers failing to give way when approaching the junction. It is believed that traffic signal control of the junction and the provision of dedicated facilities will significantly reduce these conflicts, casualty risk and the number of collisions.
- 5.4 The results of previous consultation exercises have been considered alongside a wide range of other inputs such as traffic modelling evidence and Leeds City Council transport policy when looking at all options to take forward.
- 5.5 In terms of alternative schemes to the original proposals which sought to provide an element future proofing and room for growth in bus use and anticipated increases in

general congestion delays, the revised options which give priority to seeking an effective road safety solution do not meet these to the same degree. Therefore the benefits will rest more upon their ability to reduce the road collision record.

- 5.6 As a result of the review work it is not necessarily considered that a revised scheme would fulfil the criteria for funding solely from within the LPTIP programme. Other sources of funding are being investigated before progressing more detailed work and for this reason its programming and deliverability as part of the LPTIP is being reviewed.

6 Recommendations

- 6.1 That the Scrutiny Board considers the details presented in this report and determines any further scrutiny activity and/or actions as appropriate.

7 Background Documents¹

None used

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Request for scrutiny from Councillor Jonathan Bentley

A request for Scrutiny was submitted by Councillor Bentley on the A660 Lawnswood junction scheme in January 2019. Concerns specifically related to replacing the roundabout with a multi-lane light-controlled intersection, particularly highlighting:-

- Local residents' concerns and questions are not being adequately addressed. Although the traffic planners are claiming improved bus journey times the evidence for this is not compelling. Residents have countered with evidence of their own.
- Traffic planners are citing improved road safety for cyclists and pedestrians. Residents have proposed alternatives which they claim would deliver the road safety improvements without the need to remove the roundabout.
- The congestion on the A660 is caused by problems further down in Far Headingley, Headingley and Hyde Park not at the Lawnswood end of the A660. It is felt that the decision to start the work at Lawnswood is flawed. It is also speculated that the decisions with regard to Lawnswood are more about the Council's plans for the whole of the Outer Ring Road and that LPTIP funding should not be used for this.
- The cost of the scheme is estimated at about £10 million. This seems a disproportionate amount compared to the benefits claimed.
- There is a significant environmental impact including the destruction of mature trees and the removal of a landmark floral roundabout.

Additional matters highlighted by Councillor Jonathan Bentley

Since the date of original consideration Councillor Bentley has also highlighted the following further issues:-

- Following the local elections Cllr Mulherin, as the new executive member responsible, instructed officers to review the proposals. Cllr Mulherin changed the principal reason for the proposals from the original objective of improving bus journey times to one of improving safety of pedestrians and cyclists.
- The residents' group had already submitted proposals that would improve pedestrian and cyclist safety whilst retaining the roundabout.
- There is confusion as to the future of the Lawnswood roundabout. The local MP has put out an announcement that it has been "saved" but this has not been confirmed by the Council.
- There has been no consultation with residents as part of the review now being undertaken.
- There is concern that £380,000 had been spent on the original proposals, without any tangible outcome other than a "return to the drawing board"

This page is intentionally left blank

Local Residents' Report on

Proposed Changes to the Lawnswood Roundabout

***Prepared for the LCC Scrutiny Board for
Infrastructure, Investment and Inclusive Growth***

***Meeting to be held on
Tuesday 4th Sept 2019***

graham.sugden27@gmail.com

Local Residents' Report to the LCC Scrutiny Board

Contents

- **The Lawnswood Roundabout**
- **An Aerial View**
- **Why We Are Here**
- **Who We Are**
- **How We Have Tried to Engage with LCC Timeline**
- **Areas of Concern**
 - Public Consultation
 - Control of Projects
 - Decision Making
 - Communication
- **Summary and Recommendations**
 - General Points
 - Specific points in relation to Lawnswood
- **Appendices**

Local Residents' Report to the LCC Scrutiny Board

The Lawnswood Roundabout



Would you advocate destroying this?

Local Residents' Report to LCC Scrutiny Board

An Aerial View

Page 38



We think that this change does not enhance the environment

Local Residents' Report to the LCC Scrutiny Board

Why We Are Here

- **Original Proposal**

- Main focus on improving bus journey times
- Safety for pedestrians and cyclists a secondary concern
- Destruction of 49 mature trees and indicated cost of £10m

- **Points from Cllr J Bentley January 2019, reflecting concerns over:**

- Public consultation
- Decision making processes
- Value for money
- Environmental impact

- **Subsequent Developments**

- Change of portfolio lead
- “Back to the drawing board” decision – bus time improvement now accepted as not achievable
- Current focus of planning is understood to be on pedestrian and cyclist safety

Local Residents' Report to the LCC Scrutiny Board

Who We Are

- **Group of local residents have self-organised to oppose poorly conceived plans**
 - Facebook page with 591 members
 - Petition with ca 1,600 signatories
 - Engaged with local MP and Weetwood ward LCC councillors
 - Engaged with planning consultants and council officers
 - Linked in with other campaign groups (eg Leeds Youth Strike 4 Climate X)
 - Media presence on Look North and YEP
- **Deep frustration in our experience with LCC in this matter**

Local Residents' Report to the LCC Scrutiny Board

How We Have Tried to Engage With LCC Timeline

- Public review of plans 1 in Headingley Jun 2018
- Deputation at council meeting 12 Sept 2018
- Public review of plans 2 at Lawnswood YMCA 13 Sept 2018
- Meeting held with LCC's Andrews Hall and Wheeler 15 April 2019
- Plans "paused for review" April 2019
- Local elections leading to change of portfolio lead 02 May 2019
- "Lawnswood Roundabout Saved" (political announcement) 07 Jun 2019
- Invited to attend September scrutiny meeting 15 Aug 2019
- Scrutiny meeting 04 Sept 2019

"We have not been able to secure a meeting with a LCC Executive Member"

Local Residents' Report to the LCC Scrutiny Board

Area of Concern: Public Consultation

- **Should begin at the start of the project, not as an add-on at the end**
 - Should begin when all options are on the table (Appendix 3)
- **Public consultation should engage local experts – the residents**
 - Starts at the project outset, not after draft plans have been made. Continuous thereafter
 - Is free (unlike expensive paid professional consultants)
 - Quickly screens-out obvious “non starters”: eg “Headingley is the problem, not Lawnswood”
 - Builds trust with the community at an early stage, avoids “entrenched positions” developing
 - For examples of the quality of local people’s input, see Appendix 2
- **Consultation made over the plans was:**
 - Too late in the process, “11th hour”
 - Badly organised – “chaotic and fragmented”
- **The waste of £0.4m public money was avoidable**
 - *Have any lessons been learned from other aborted projects, Supertram etc? Why has no new consultation taken place for the “back to the drawing board” plans?*

Local Residents' Report to the LCC Scrutiny Board

Area of Concern: Control of Projects

- **A successful project starts with a rigorous planning brief**
 - Defines the space in which the planners have to find an acceptable solution
 - Contains a **clear problem statement** - why do we think action is needed?
 - Sets out the **stakeholder engagement approach** (inc public consultation)
 - References appropriate strategies – identify and **embed strategy in operational planning**.
 - Defines any “**red lines**” Eg “the area is a garden gateway for North Leeds and this essential nature should be maintained and enhanced”
 - **Signed-off** by an Executive Member. Clear ownership/leadership – “don’t blame the planners”
- **Forms part of a robust **stage-gate control process****
 - Controls the entire lifecycle of a project, ideation through to post project review
 - Evaluation at each gate, using weighted scoring against defined acceptance criteria

The Lawnswood project shows no evidence of any of the above and is in clear conflict with “Making Leeds Green” and Climate Change Emergency

Local Residents' Report to the LCC Scrutiny Board

Area of Concern: Decision Making

- **Why was Lawnswood the focus of bus journey time improvement plans?**
 - Downstream bottlenecks towards Headingley and beyond are the issues
 - **Building a “Lawnswood Flyover” would not decrease journey times**
 - Any connection to a stealth plan to build a northern orbital road?
 - Was the non-achievable bus time improvement used merely to justify funding from LPTIP?
 - Plans have all the hallmarks of a “top down” led project rather than public demand
- **Why were environmental matters not given higher weighting?**
 - Landmark Garden Gateway set to be destroyed, 49 mature trees lost, over-urbanise
 - Increased pollution near a school from idling engines held at lights?
- **The same arguments were advanced consistently for 9 months**
 - **Q: Why did it take a change in portfolio lead to arguments recognise these arguments?**

“If the local community had not fought so hard, deeply flawed plans would have been implemented”

Local Residents' Report to the LCC Scrutiny Board

Area of Concern: Communication

- **Why was the decision to “go back to the drawing board” made**
 - as a Labour Party Political communication, rather than a communication from LCC?
 - Delayed for a week after the decision
 - State that the roundabout is “saved”. This is not the case
- **Everyone likes to criticise “the Corporation”** *but is LCC aware of how its lack of communication gives rise to a lack of trust? Example – the recent removal of a mature cherry tree on the ring road. Conspiracy theories were flying.*

Local Residents' Report to the LCC Scrutiny Board

Summary and Recommendations

- **LCC needs to develop an effective stakeholder engagement policy**
 - Strong public perception of being “arrogant” – lack of public trust
 - Transformational journey - become customer-centric, listening and learning organisation
 - One element of this is developing an appropriate public consultation process.
- **Develop a robust stage-gate process to control projects**
 - Prevent bad ideas from progressing forward and consuming valuable resources
 - Covers entire lifecycle - from ideation through to post-project review
 - Includes an appropriate planning brief to start with
 - Clear ownership by a sponsoring LCC Executive member
 - Formal evaluation at each stage gate, with objective weighted scoring against criteria

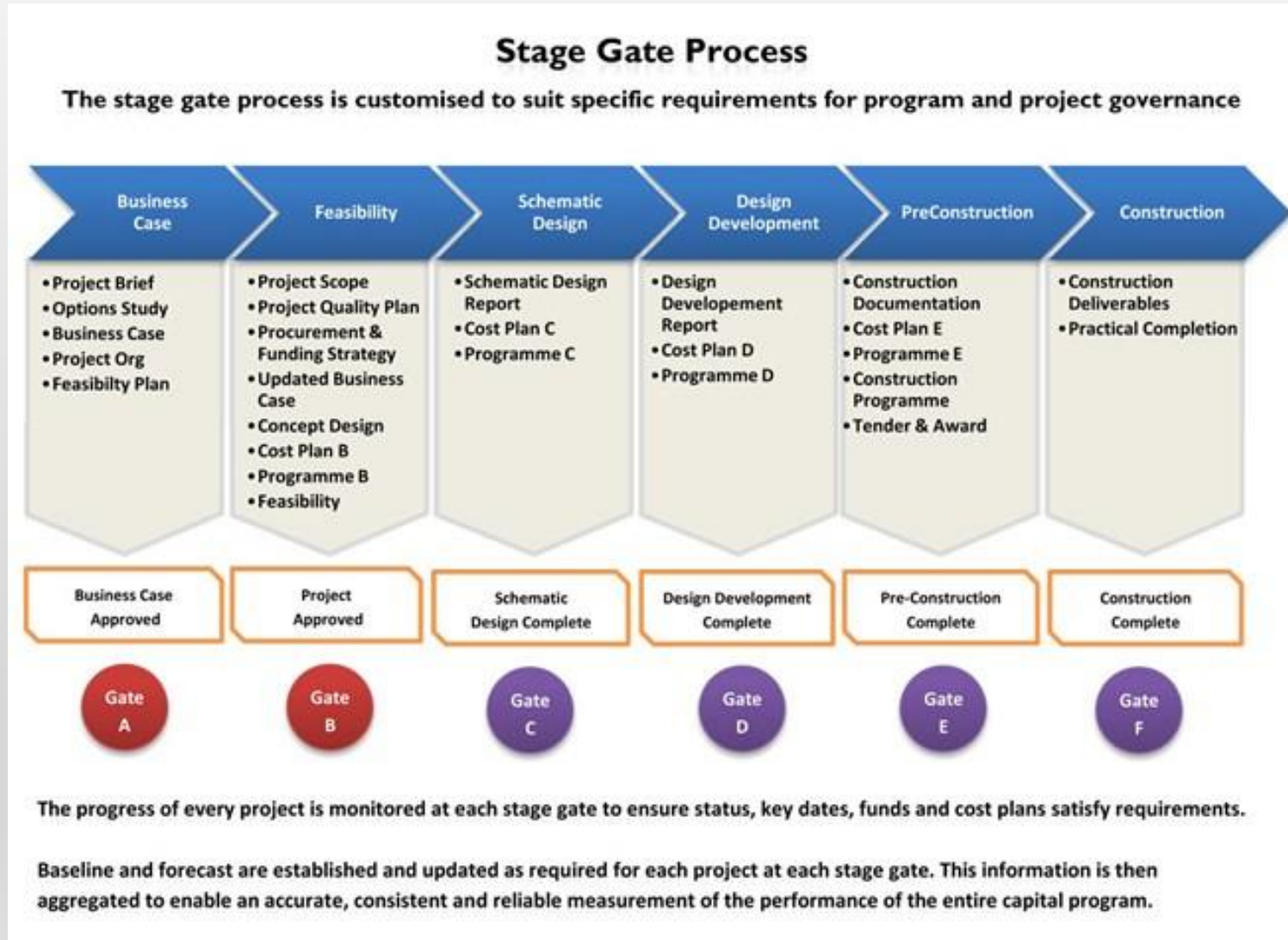
Local Residents' Report to the LCC Scrutiny Board

Appendices

- **A. Example of a Stage Gate Process**
- **B. Example of Input Available from Local Resident**
 - Lived next to the Lawnswood Roundabout for 31 years
 - Assistant Head Teacher at Lawnswood School for 19 years
 - Children attended Lawnswood School
- **C. Article from the Guardian by George Monbiot, dated 22 Aug 2018)**

Local Residents' Report to the LCC Scrutiny Board

Appendix A: Example of a Stage Gate Process



Appendix B – Concerns raised by the residents' group re the proposals for Lawnswood Roundabout.

G Sugden 21/8/2019

A little over a year ago WSP put forward a scheme to replace Lawnswood Roundabout with an acre of tarmac and a six-lane highway involving 12 sets of traffic lights and, in the process, remove many mature trees, grass verges and flower beds. The destruction of this well-known(loved) green gateway into the city from the North would be nothing short of catastrophic.

We wish to raise our concerns over the viability of the scheme, its impact on the environment, the pupils at Lawnswood School and residents.

Flaws with the proposal

- Creation of right turn lanes into Lawnswood School and Weetwood hotel cutting across 2 lanes of fast flowing traffic.
- The increased risk of accidents caused by accelerating vehicles through green/amber lights.
- Lack of time for right turning cyclists to cross the large central area before oncoming traffic on green.
- The proposals will increase the volume of traffic having to use the surrounding side streets to navigate their journeys towards various parts of the City. This will cause disruption, noise and air pollution to more residential areas.
- Creation of joint cycle and footpaths will result in increased dangers for pedestrians.
- Grass verges are being removed from in-front of a considerable number of residential properties to make way for a combined pedestrian and cycle lane. Currently the width of the verges provides a place for the residents to stop and view the traffic situation in relative safety before joining the Ring Road. With the proposed changes this visibility is removed and the danger to pedestrians and cyclists is significantly increased.
- The use of taxis and access to these for residents with mobility needs is significantly affected, increasing risk to life and endangering pedestrians and cyclists.
- The proposed cost of £10 million does not represent good value for money as much cheaper alternatives are possible.

Lack of data

- On numerous occasions we have requested the consultants to provide data and evidence from simulation models to support the benefit from such major changes to the area. We feel let down that the requested information has not been forthcoming. Our view is that either this information is not available, and the impact of the changes have not been adequately modelled, or that the information is not conclusive to support such a significant scheme.
- For example, seeking to find out:
 - whether WSP have modelled a simple signalisation of the existing roundabout.
 - whether WSP have modelled signalisation of a slightly smaller roundabout with unsignalised left turn slip roads but with a pedestrian crossing across the ring road (Horsforth side).
 - how the predicted delays with these designs compare with those under their current proposal and with the current layout.
 - -whether the modelling of their proposal allows for the fact that the signal timings will have to allow for right turning cyclists (there is no way to force cyclists to use the toucan crossings and allowing for cyclists turning right will reduce the efficiency of their design quite significantly).

Bus times

- The proposal claimed that significant improvements to bus times would occur given its implementation. Data uploaded from thousands of bus journeys proved that their claims were mathematically impossible to achieve.
- WSP claimed that the major benefit from the proposed change is that the bus journeys through Lawnswood roundabout towards Leeds will be improved by the use of priority traffic lights. However, this benefit is flawed since the build-up of traffic currently is due to the flow of traffic narrowing from two lanes into a single lane from the roundabout heading into West Park junction.
- All bus users on the A660 are aware that the hold up to traffic on the route is not the roundabout but in getting through Headingley Centre (Arndale Centre). Yearlong data shows that bus speeds are three times faster across the roundabout than through Headingley

Increased air pollution

- At present the traffic flows freely at the roundabout for over 20 hours per day on weekdays but the installation of 12 sets of traffic lights will always result in stationary traffic with the inevitable increase in pollution. It is now well documented that stationary traffic produces significantly more pollutants than moving traffic.
- Increased pollution is a major concern to the staff, governors and pupils at Lawnswood School which is situated next to the roundabout. Currently the air pollution in the area is low. On a scale of 1 to 6, with 1 being Good and 6 being Heavily Polluted, Lawnswood Roundabout features at 2 and Lawnswood School at 1 (Source: MappAir100 by EarthSense). There is no evidence that the health of these pupils has been taken into consideration.
- The initial plans indicated that up to 49 trees were in danger of being removed near the roundabout and within the school grounds. These lost trees will of course cease to absorb pollutants and traffic noise.

Alternative proposal

The health and safety issues for both cyclists and pedestrians can be addressed in a far more sympathetic manner to the environment and at a far lower cost. We believe that this can be achieved by adding

- Toucan crossings to the other three arms of the roundabout similar to the one south of the roundabout which is used by the pupils at Lawnswood School
- MOVA lights with Toucan crossings. Intelligent lights to be used at peak times.
- Box junctions - vehicles will keep junctions clear to allow traffic to flow.

Our proposal would;

- Eliminate the need for the right turnings at Lawnswood school and Weetwood Hall.
- Save the roundabout, trees and green spaces.
- Be less polluting
- Cost significantly less

Moving forward;

We understand that Councillor Mulherin has rejected the original proposal and asked for it to be redrawn with an emphasis on safety for pedestrians and cyclists which we support. We would however like the council to be far more open in its planning and in particular;

1. Involve local residents in the early planning stages
2. Release the data and simulation models showing the benefit of the proposed scheme and the value for money from its expenditure.
3. Retain the beauty of the area by saving Lawnswood roundabout.

Local Residents' Report to the LCC Scrutiny Board

Appendix C

Article Written by George Monbiot. Appeared in "The Guardian" dated 22 August 2018

See sections that we have highlighted in red/ underlined

"Decisions about the Oxford-Cambridge expressway, and the vast conurbation it will create, are made behind closed doors"

Where democracy counts most, it is nowhere to be seen. The decisions that shape the life of a nation are taken behind our backs. With occasional exceptions, public choice is reserved for trivia. The most consequential choices, as they are the longest lasting, arguably involve major infrastructure. The number of disasters in this field is remarkable. A classic paper by the economic geographer Bent Flyvbjerg, *Survival of the Unfittest*, explains that there is an innate tendency on the part of policymakers to choose the worst possible projects, as a result of the lock-in of fixed ideas at an early stage. This is caused, his evidence shows, not by accidental error or even delusional optimism, but by "strategic misrepresentation". Advisers become advocates, and advocates become hucksters boosting their favoured projects.

The schemes that look best on paper, and therefore are most likely to be adopted, are those that have been scrutinised the least. Democratic debate would reveal their flaws. This is why planners who wish to leave their mark treat it as a threat. To the megalomaniacs who draw lines on maps, public opinion is like landscape features: it must be cleared out of the way.

A striking example is the government's plan for an Oxford-to-Cambridge expressway. A decision to which we have not been party, which will irrevocably change the region it affects, is imminent. The new road, says the plan, will support the construction of a million homes.

To give you some sense of the scale of this scheme, consider that Oxfordshire will have to provide 300,000 of them. It currently contains 280,000 homes. In 30 years, if this scheme goes ahead, the county must build as many new houses, and the infrastructure, public services and businesses required to support them, as have been built in the past 1,000. A million new homes amounts, in effect, to an Oxford-Cambridge conurbation.

But none of this is up for debate. By the time we are asked for our opinion, there will be little left to discuss but the colour of the road signs. The questions that count, such as whether the new infrastructure should be built, or even where it should be built, will have been made without us.

The justification for this scheme is not transport or housing as an end in itself. Its objective, according to the National Infrastructure Commission, is to enable the region "to maximise its economic potential". Without this scheme, the commission insists, Oxford and Cambridge and the region between them "will be left behind, damaging the UK's global competitiveness".

This reasoning, you might hope, would prompt some major questions. Is continued growth, in one of the wealthiest regions of the world, desirable? If it is desirable, does it outweigh the acceleration of climate breakdown the scheme will cause? When air pollution already exceeds legal limits, are new roads and their associated infrastructure either appropriate

or safe? And are we really engaged in a race with other nations, in which being “left behind” is something to be feared?

But these questions are not just closed to debate. They are not even recognised as questions. The megalomaniacs with their pencils, the rulers with their rulers, assume that their unexamined premises are shared by everyone.

All the tendencies Flyvbjerg warned against are evident. Instead of asking “Do we need this scheme?”, the government agency Highways England, which is supposed to offer objective advice, opens its webpage with the heading “Why we need this scheme”. It claims, against the evidence, that the expressway will enhance the “attractiveness of the region” and “provide a healthy, natural environment, reducing congestion”. It is the kind of propaganda you would expect in a totalitarian state.

The National Infrastructure Commission, which also advises the government, ignores some issues altogether, such as how water for another million homes will be provided in a region where demand already exceeds supply. It makes glancing reference to another massive problem: the extra traffic the new road links will generate will exacerbate congestion on existing roads. Its answer? Expand them as well.

A recent study by the Campaign to Protect Rural England shows that, far from relieving congestion, new road schemes create new traffic – a tendency first noted in 1925 and ignored by transport planners ever since. But the treadmill must keep turning. The bypasses must be bypassed with new bypasses, new jobs must be created to match the new housing, and new housing must be built to match the new jobs. Growth must continue, until it destroys everything it claims to enhance.

To this end, on 26 July the housing minister, Kit Malthouse, wrote to local authorities in the region, insisting that they submit proposals for building the million homes by 14 September. In seven weeks, during the parliamentary recess and the school holidays, they must propose new cities, some of which should house 150,000 people.

The government says it will announce which of three possible corridors for the expressway it will choose by the end of this summer. The choice will be made by the transport secretary alone, after which public consultation will commence. But once the corridor has been chosen, only the trivial issues remain.

As the infrastructure commission’s report makes clear, there is really only one option for the route the new road can take. It might be possible for objectors to argue that the course of the road should be shifted by 100 metres here or there, but all the significant questions will be beyond the scope of the inquiry.

By imposing this decision, the government ignores its legal obligations. It has failed to conduct a strategic environmental assessment before the corridor decision is made, as the law insists. **Under the Aarhus convention, public participation must begin while “all options are open”.** But neither people nor law can be allowed to disrupt a grand design.

This is not democracy. This is not even a semblance of democracy. Yet the consequences of such decisions will be greater than almost any others that are made, because they are irreversible. The bigger the question, the less we are asked.

This page is intentionally left blank

-  PROPOSED NEW FOOTWAY
-  PROPOSED NEW CARRIAGEWAY
-  EXISTING CARRIAGEWAY
-  LANDSCAPED AREAS
-  PROPOSED RAISED CYCLEWAY
-  PROPOSED CYCLE LANE
-  PROPOSED SHARED USE (CYCLE/FOOTWAY)
-  BUS SHELTER
-  PROPOSED SIGNALISED CROSSING (TOUCAN)
-  PROPOSED SIGNALISED CROSSING (PELICAN)

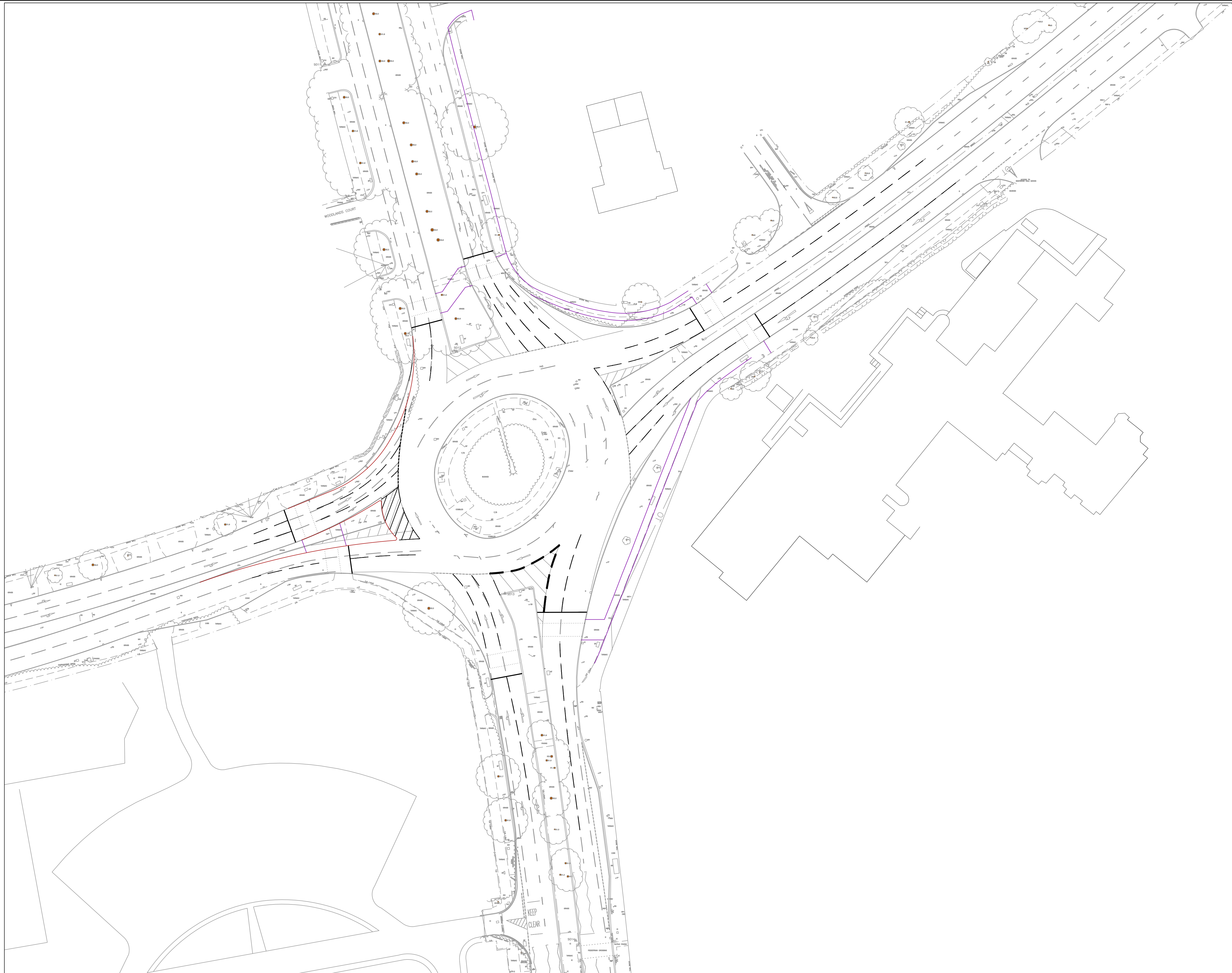
REFER TO DRAWING LPTIP-WSP-LWR-DR-CH-GA_02_

SEE INSET

INSET

REV					DRAWN	CHECK	DATE	CDE
CREATED BY:	TSV	30-06-17	CURRENT ISSUE:					
				CHECKED		CDE APPROVAL		
PURPOSE OF ISSUE:								
WORK IN PROGRESS								
APPROVAL STATUS:				DRAFT			CDE STATUS: S0	
LPTIP - LAWNSWOOD ROUNDABOUT IMPROVEMENT WORKS								
SIGNALISED ROUNDABOUT OPTION								
SHEET 1 OF 2								
 Leeds CITY COUNCIL								
SCALE:	1:500					ORIGINAL SHEET SIZE:	A1	
No:	LPTIP-WSP-LWR-DR-CH-GA_101					REV:	P1.0	
DATE:						ID:	29942*	

This page is intentionally left blank



© Crown Copyright and database rights 2019 Ordnance Survey. LA100019567.
You are permitted to use this data solely to enable you to respond to, or interact with,
the organisation that provided you with the data. You are not permitted to copy,
sub-licence, distribute or sell any of this data to third parties in any form.

P1.0 FIRST ISSUE		TC		AP		04/19					
REV				DRAWN		CHECK		DATE		CDE	
CREATED BY:		TC		03/2019		CURRENT ISSUE:					
				CHECKED						CDE APPROVAL	
PURPOSE OF ISSUE:				WORK IN PROGRESS							
APPROVAL STATUS:				DRAFT				CDE STATUS: S0			
LPTIP - LAWNSWOOD ROUNDABOUT IMPROVEMENT WORKS											
PROPOSED TOUCAN CROSSING LOCATIONS											
											
Leeds CITY COUNCIL											
SCALE:		1:500						ORIGINAL SHEET SIZE		A1	
No:		LPTIP1-WSP-LWR-XX-SK-CH-GA_09_						REV:		P1.0	
DATE:		APRIL 2019						ID:		29942*	

This page is intentionally left blank

Report of Head of Governance and Scrutiny Support

Report to Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Date: 4 September 2019

Subject: Policy review – Powered two wheeler access to with flow bus lanes

Are specific electoral wards affected? If yes, name(s) of ward(s):	☐ Yes ☒ No
Has consultation been carried out?	☒ Yes ☐ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes ☒ No
Will the decision be open for call-in?	☐ Yes ☒ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes ☒ No

Summary of main issues

- At its meeting in June 2019, the Scrutiny Board (Infrastructure, Investment and Inclusive Growth) considered and accepted a request for scrutiny from Leeds Motorcycle Action Group (MAG) regarding the policy of motorcycle use of bus lanes in Leeds.

Submission by Leeds Motorcycle Action Group (MAG)

- The details presented to the Scrutiny Board are repeated at Appendix 1. In addition, further details presented by Leeds MAG include the outcome of a survey undertaken by MAG at the National Motorcycle Show in 2018 – presented at Appendix 2.
- Representatives from Leeds MAG have been invited to attend the meeting to expand on the information presented and address any questions from the Scrutiny Board.

Report of the Director of City Development

- In recognition of the issues raised by MAG, the Director of City Development has been asked to provide a response. This is presented at Appendix 3.
- The report from the Director of City Development includes details of the Corporate Considerations to be considered by the Scrutiny Board.

6. Appropriate officers will be in attendance at the meeting to expand on the issues presented in the attached report and address any questions from the Scrutiny Board.

West Yorkshire Combined Authority (WYCA)

7. As some of the information highlighted by MAG reference the West Yorkshire Combined Authority Transport Strategy; representatives from WYCA have been invited to attend the meeting to contribute to the discussion and address any questions from the Scrutiny Board.

Recommendations

8. The Scrutiny Board (Infrastructure, Investment and Inclusive Growth) is asked to consider the details presented in this report and the associated appendices and determine any further scrutiny activity and/or recommendations, as appropriate.

Background papers¹

9. None used

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Request for Scrutiny – Leeds Motorcycle Action Group

3rd April 2019

In 2017 the West Yorkshire Combined Authority published their 20 year transport plan which recommended that motorcycles should be allowed in bus lanes wherever possible. The other 4 councils in the West Yorkshire Combined Authority area are moving forward with implementing this measure

However, following an extensive search of public documents and a number of Freedom of Information Act requests, we were surprised to discover that this does not appear to have been discussed or signed off by the Infrastructure, Investment & Inclusive Growth Scrutiny Board at Leeds City Council. We are therefore requesting that it is discussed at the next board meeting in line with the procedure listed at <https://www.leeds.gov.uk/your-council/councillors-and-democracy/scrutiny>.

The documents that we did manage to obtain consist of a short review of 4 schemes where motorcycles were allowed in bus lanes and a partial list of authorities which excludes York and all the authorities in West Yorkshire. These are available from https://www.whatdotheyknow.com/request/bus_lane_research#incoming-1336633. Some of the authorities on the list have since changed their stance and do allow motorcycles to use bus lanes. These documents support a letter sent by Gwyn Owen to the Combined Authority in February 2016 suggesting that further trials are necessary before making a decision. When we asked for details of when this was signed off, we were given minutes from a meeting of the scrutiny board from 2012 which was more about allowing hackney carriages into bus lanes and only mentioned motorcycles in passing. These minutes are also available from the above link.

Allowing motorcycles in bus lanes would have positive benefits for all traffic. It would reduce congestion and air pollution, reduce reliance on private cars, and improve safety for motorcycle riders, who are one of the categories of Vulnerable Road User as defined by the government and highlighted as a specific concern in the WYCA strategy. Because the other 4 district councils in West Yorkshire, plus York and Sheffield, have agreed to do this, it will also ensure a consistent approach across the county.

Extract of Request for clarity sent by Principal Scrutiny Adviser

12 April 19

It would seem that you are seeking support for allowing motorcycles to utilise bus lanes in Leeds, which would come under the remit of the highways authority and is a Leeds City Council function. The highways authority are the decision makers regarding the use of bus lanes. I would be grateful if you could confirm that you are making a formal request for Scrutiny to consider this? (rather than the governance arrangements around the WYCA transport plan). Any additional information you may wish to provide is also welcome, including details of any engagement you may have already had with the Highways Service.

Response from Leeds Motorcycle Action Group

16 April 19

We've been trying to get this issue signed off for some time. We've had discussions with the West Yorkshire Combined Authority and officers at Leeds City Council over the last few years. However Leeds City Council does not seem to want to implement it. The timeline of events is as follows:

- Autumn 2013 - Leeds Motorcycle Action Group approach LCC requesting that motorcycles be allowed access to bus lanes.
- Winter 2013 - had a meeting with representatives of LCC including Andrew Hall and Gwyn Owen. We were asked to delay our request until after the Grand Depart in summer 2014 which we agreed to.
- Summer 2014 - re engaged with LCC and we're told by Andrew Hall, that decisions like PTW access to bus lanes would now be under the umbrella of the new West Yorkshire Combined Authority (which Leeds was a part of)
- Winter 2014 - engage with WYCA to improve safety of motorcyclists throughout the county. Culminating with a five point plan being put forward to improve PTW use for all.
- These were adopted by the WYCA after several meetings and in August 2017, Motorcycle access to with flow bus lanes was incorporated into the WYCA 20 year transport strategy for the country.
- Throughout 2018 we approached the individual councils, four of which are all moving towards implementing this part of the WYCA strategy.
- LCC have refused to engage with us to discuss the implementation until we met with Councillor Richard Lewis (Executive Member for Regeneration, Transport and Planning) three times in late 2018. This culminated in him stating that Leeds City Council wouldn't be told what to do by the WYCA and Leeds would have to do their own consultation on the matter (despite the WYCA already spending tens of thousands on an independent study which was wholly positive and agreeing to implement it throughout the county)
- We have put a formal complaint in against Richard Lewis and have also received answers to several FOI requests from LCC.

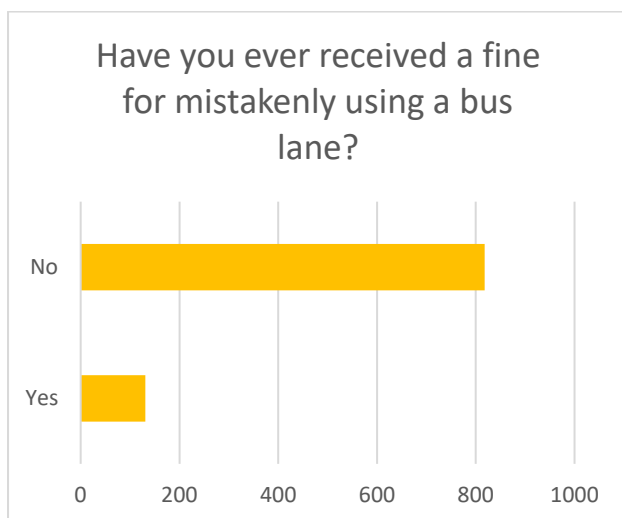
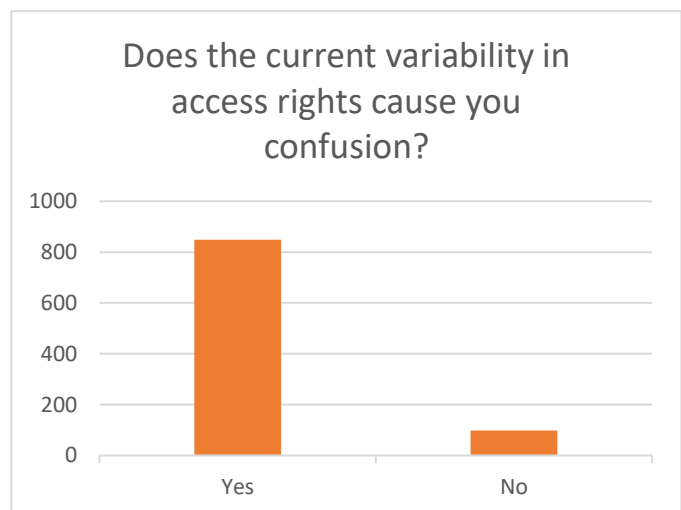
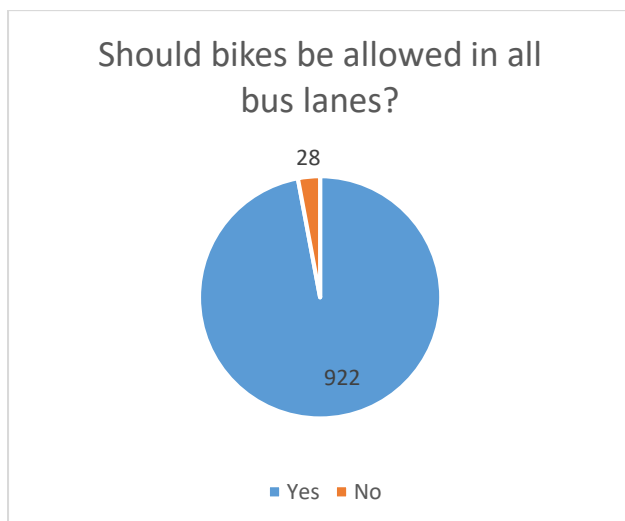
Our experience of discussing this with officers at Leeds City Council has not been positive. Meetings have been postponed or cancelled at short notice and making a decision on it keeps being put off. We would therefore request that it is discussed at the next meeting of Leeds highways authority or the scrutiny board as appropriate. We would be able to attend any meeting to answer any questions they may have.

Feedback Survey Results

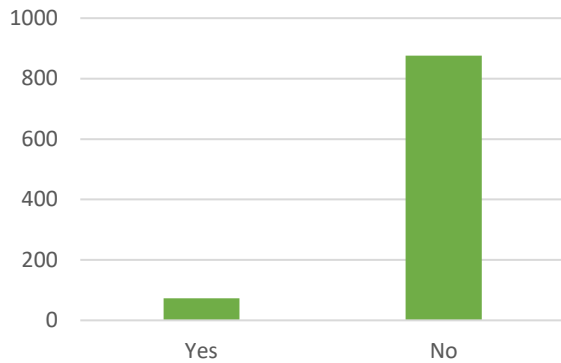
A series of 4 press releases were sent out to the full MAG email list on Thursday 15th November and Friday 16th November to encourage engagement at our Motorcycle Live 2018 stand. Within each of the press releases were a set of questions which were related to four areas of our current campaigning. The question were made into an online questionnaire and a paper variant for the show. The total of completed questionnaires was 953 in 12 days. Of which 508 were confirmed members, 339 non-members and 106 not stating either response. 43% of survey responses were in the first 12 hours, 27% were in the following 24 hours (second day) and the remaining were during the ten days of the show at the NEC.

A few lessons have been learnt regarding the survey and these have been taken on board for the future. Some comments received stated that the questions were very leading and only have a yes/no response available meant some were unable to answer some of the questions. This survey was prepared in a similar way in how we have found the local government/government consultations have been prepared and once explained the respondent understood the point that was being made. However the results speak for themselves.

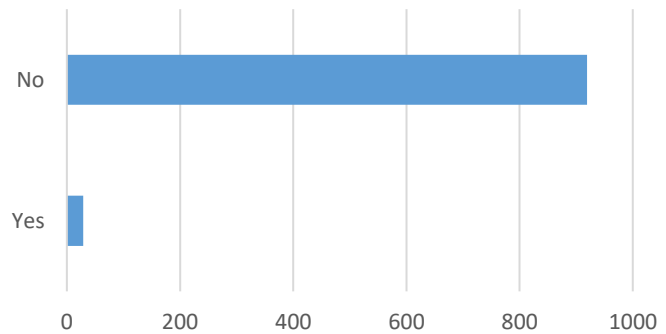
Bus Lanes



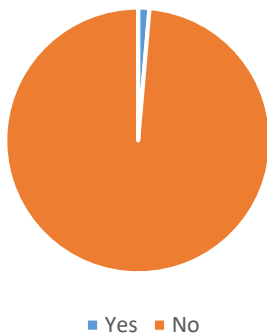
Do you think you increase risks to cyclists when sharing a bus lane with them?



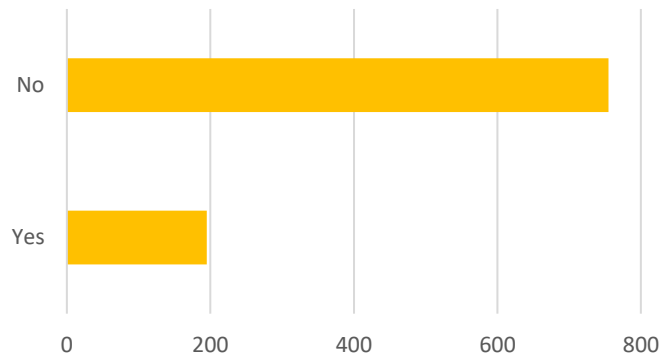
Do you think you pose a greater risk to pedestrians when you ride in a bus lane?



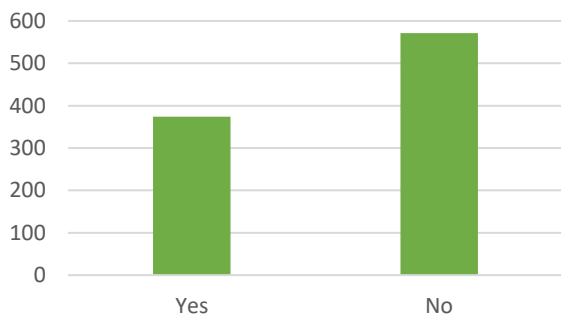
Do you think you disrupt buses when you use a bus lane?



Do you think motorcycles should have segregated lanes like cyclists?



Do you think motorcycles should be allowed to use cycle lanes?

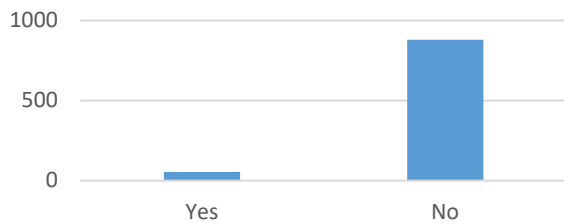


What is the one reason, if any, for allowing motorcycles to use bus lanes?

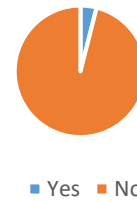
SAFER
TRAFFIC FLOW
SAFETY
FILTERING
EASE CONGESTION
EMPTY BUS LANES

Clean Air Zones

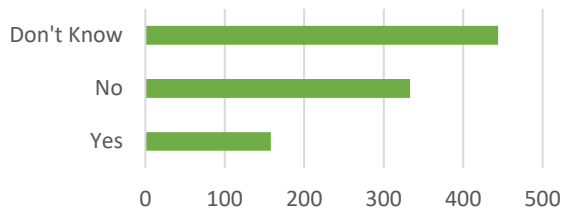
Is it right to charge older motorcycles to enter clean air zones?



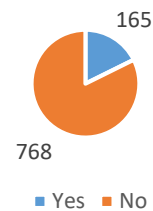
Would charging older motorcycles really improve air quality?



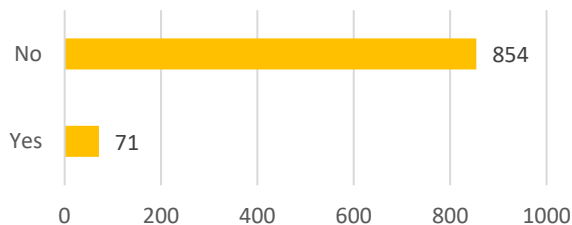
Are electric motorcycles more eco-friendly than petrol motorcycles?



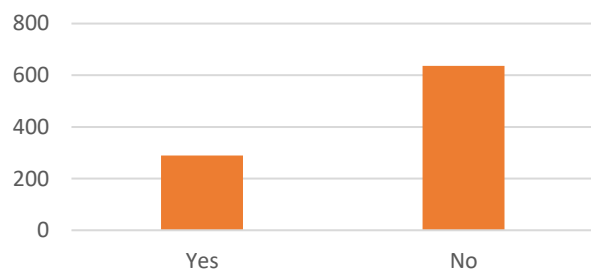
Is there a case to exempt smaller motorcycles but charge larger ones?



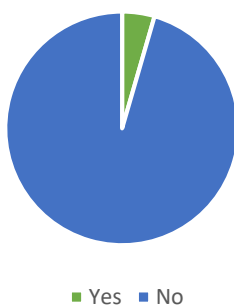
Are you prepared to give up your ICE motorcycle to improve air quality?



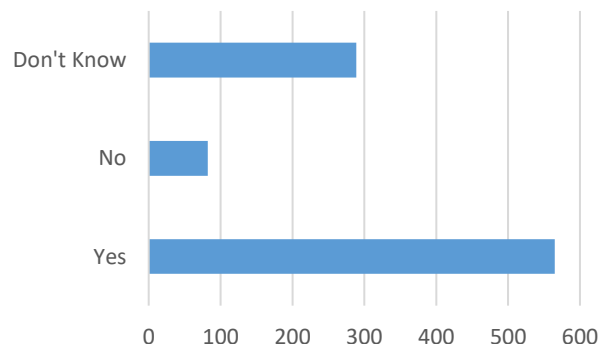
Are the claimed benefits of cleaner air realistic?



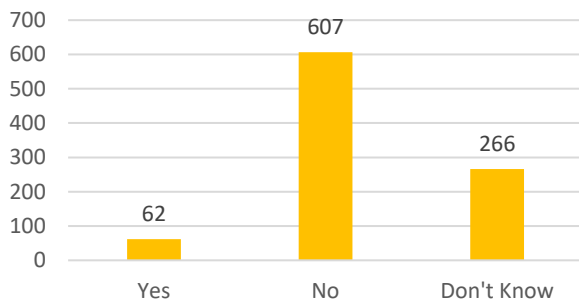
Is it fair to punish riders who can't afford to upgrade their bikes?



Will there be an impact on the classic/vintage bike scene?

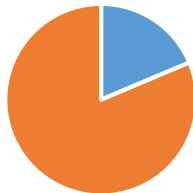


Will Sadiq Khan's extreme policies have a measurable impact on health?



Road Safety

Do you think the level of risk in motorcycling outweighs the benefits of motorcycling?



■ Yes ■ No

What do you think will make the roads safer for you as a rider?

ROAD CONDITIONS

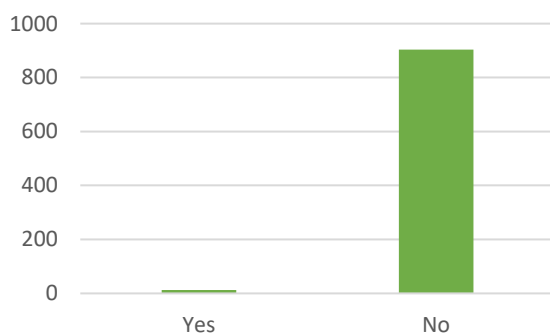
POT HOLES

BETTER CAR DRIVER TRAINING

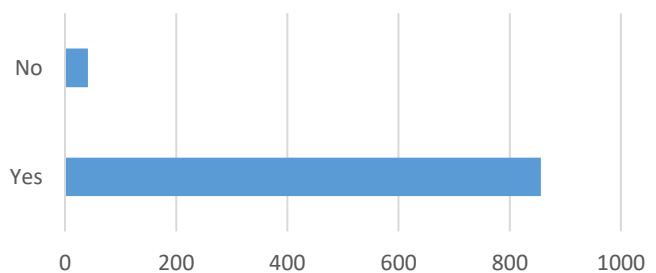
LOOKING FOR MOTORCYCLISTS

PART OF CAR DRIVER TEST

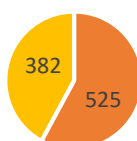
Do you think you can ever be 100% safe on the road?



Do you think more motorcyclists on the road makes biking safer or more dangerous?



Are motorcyclists seen as a problem that needs to be fixed?



■ Yes ■ No

What is the most important point of focus to improve road safety for motorcyclists?

AWARENESS

ROAD USERS

CAR DRIVERS

EDUCATION

ROAD CONDITIONS

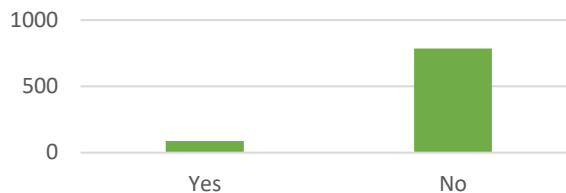
Motorcycle Theft

Has the bike theft epidemic been solved?

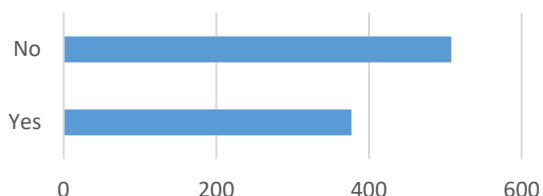


■ Yes ■ No

Are the police in your area doing enough and do they know the theft levels on their patch?



Is funding a legitimate reason for lack of response in your area?

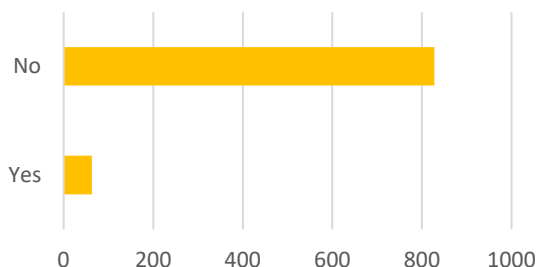


Are the courts doing enough and are sentences sufficiently harsh?

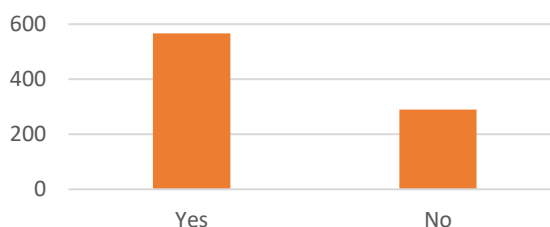


■ Yes ■ No

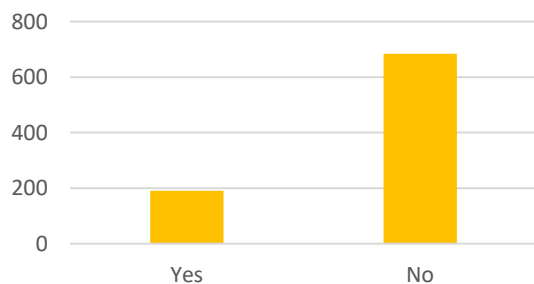
Are councils and developers providing secure parking facilities?



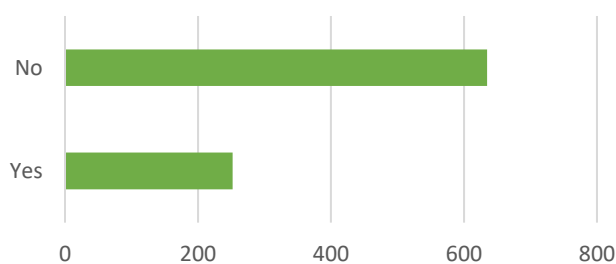
Can the insurance trade help to alleviate the impact on victims of bike theft?



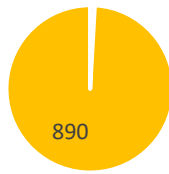
Is the industry doing enough to make bikes harder to steal?



Are bikers to blame for not using enough locks and chains?

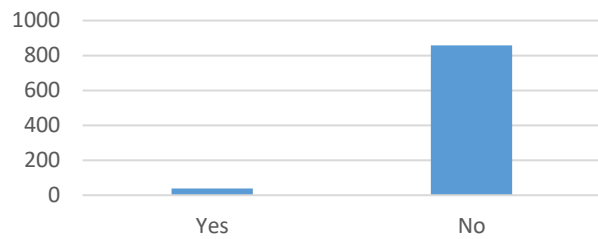


Is it really a victimless crime?



■ Yes ■ No

Should we view current levels as an acceptable level of crime?



Additional comments

SECURE PARKING
BETTER SENTENCING
UNACCEPTABLE
VIOLENCE
MORE POLICE
JUST A CRIME NUMBER

Conclusion

Bus Lanes - It is quite clear from the results that the majority fully support our bikes in bus lanes campaign. Access to them reduces congestion so therefore air pollution. It is felt that it is safer to use them and all authorities should follow the same guidelines to stop this confusion.

Clean Air Zones – Again the results speak for themselves supporting modal shift to motorcycling as it is a solution rather than a problem. Almost half of the respondents did not know if electric motorcycles are more eco-friendly than petrol motorcycles. Over 92% do not want to give up their ICE motorcycles.

Road Safety – It is felt that more bikes on the road will improve motorcycle road safety. The condition of the road itself is an issue but the biggest area for improvement is the awareness and education of other drivers and this supports our theory that bikers make better car drivers.

Motorcycle Theft – The theft epidemic has not been resolved and there are many areas that need improvement, such as the police are not doing enough (this is not necessarily down to funding), sentencing levels are insufficient, secure bike parking, along with the industry to improve bike security. The current level of bike theft is unacceptable.

Report of Director of City Development

Report to Scrutiny Board (Infrastructure, Investment & Inclusive Growth)

Date: 4 September 2019

Subject: Policy review – Powered two wheeler access to with flow bus lanes

Are specific electoral wards affected? If yes, name(s) of ward(s):	☐ Yes ☒ No
Has consultation been carried out?	☒ Yes ☐ No
Are there implications for equality and diversity and cohesion and integration?	☒ Yes ☐ No
Will the decision be open for call-in?	☐ Yes ☒ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes ☒ No

Summary

1. Main issues

- This report responds to a request from the Board to discuss Leeds City Council's current policy around motorcycle access to bus lanes.
- Powered Two Wheelers (PTW) are not permitted in bus lanes in Leeds but they are allowed to use High occupancy vehicle lanes. The Motorcycle Action Group (MAG) support a change of the current policy and would like Leeds to allow to PTW use with flow bus lanes. This report presents the issues surrounding this policy position and provides supporting evidence to show what is being done regionally and nationally.
- West Yorkshire Combined Authority have detailed within their Transport Strategy 2040 to improve road safety conditions and facilities for motorcyclists, and, where possible, a phased programme of allowing motorcycles to use bus lanes. In West Yorkshire at present motorcycles are only permitted in one Wakefield bus lane, on a trial basis.

2. Best Council Plan Implications

- This report rehearses the issues in relation to the request for motorcycles to be allowed to access bus lanes in the city in terms of their contributions to the "Be safe and feel safe" and "move around a well-planned city easily" outcomes and identifies

issues both positive and negative. The position in terms of Sustainable infrastructure is also similar as are those for health and well-being.

- Overall whilst bus lanes may offer added utility and convenience for PTW users with potentially neutral effect on sustainability, issues in terms of the continued utility and functionality for supporting the growth in bus use and reliability which are identified alongside aspects of potential concerns with respect to road safety.

3. Resource Implications

There are no resource implications arising from this report. However, if there were to be a change in policy this would require modifications to the Traffic Regulation Order, associated signing and lining alterations, onsite assessments and road safety audits, an education campaign and any future monitoring.

Recommendations

- Scrutiny Board members are requested to note and consider this report.

1. Purpose of this report

- 1.1 This report provides general background and information relating to the policy position surrounding Powered Two Wheelers (PTW) to use of bus lanes.

2. Background information

- 2.1 In April 2019 the Motorcycle Action Group (MAG) requested a review of Leeds City Council's current policy to not allow PTWs to use with flow bus lanes.
- 2.2 PTWs are not permitted in bus lanes in Leeds but are allowed to use high occupancy vehicle lanes of which there are three (A647 Stanningley Road, A63 Pontefract Lane and Roundhay Road). Riders of PTWs also have the option, subject to the conditions, to 'filter' through slow moving queueing traffic as per Rule 88 of The Highway Code.
- 2.3 The general purpose of bus lanes is to improve the reliability of bus services by giving priority to buses over other vehicles on congested parts of the road network. It is acknowledged that buses have greater efficiency of road space over many other motorised traffic modes and therefore the use of a bus lane puts greater emphasis on the through put of people rather than the number of vehicles.
- 2.4 In Leeds there is currently a total of 35 bus lanes varying in length, road characteristics, hours of operation and direction of travel (inbound/outbound). This equates to approximately 22.3km currently in operation. Taxis and cyclists are generally permitted to use bus lanes because they're classed as sustainable travel modes and, more specific to cyclists, it addresses road safety concerns.
- 2.5 In terms of the vision for Leeds moving forward, Leeds City Council are progressing the Leeds Public Transport Investment Package (LPTIP); this is a £270 million investment in bus improvements. It consists of:
- **Major Bus corridor improvements** including increased priority on A58 north-east, A61 north and south, A647 and A660.
 - **New Leeds High Frequency Bus Network:** over 90% of core bus services (on main bus corridors) will run every 10 minutes between 7am and 8pm. Network reviews will optimise travel times and create new routes.
 - **New bus provision:** Bus operators in Leeds have been investing in new, cleaner, vehicles which reduce NOx emissions by nearly 90%. Facilities will include audio & visual next stop announcements, free Wi-Fi, improved seating and USB/wireless charging opportunities.
 - **City centre bus gateways:** Improvements to Leeds City centre simplifying the road layouts to reduce congestion, increase bus priority, and improve pedestrian and waiting environments.
 - **1,000 upgraded existing bus stops** with real time information (RTI) information displays together with real time travel information on mobile devices and new ways to pay for travel.
- 2.6 Leeds Interim Transport Strategy 2016 recognises buses as an essential part of the network with buses making up 15% of commuter journeys and the role they play in

reducing congestion and improving air quality. Through the delivery of LPTIP the aim is to transform the bus network and achieve the ambition to double bus patronage by 2026. The LPTIP business case relies heavily on the unhindered benefits buses receive from the bus priority measures implemented.

- 2.7 Leeds City Council are also pursuing a number of measures to encourage motorcycling, these include proposals to increase secure motorcycle parking in the city centre, gain acceptance of the Motorcycle Design Toolkit and establishing a single motorcycle point of contact.
- 2.7.1 The picture regionally is mixed in relation to PTW using bus lanes. Following an independent study carried out by Aecom in 2016, West Yorkshire Combined Authority within the West Yorkshire Transport Strategy 2040, support a phased approach to allow PTW in bus lanes, subject to the conditions. Policy 29 within the document states:
- “We will improve road conditions and facilities for motorcyclists, designing our infrastructure to remove issues that could affect motorcycle safety, introducing, where possible, a phased programme of allowing motorcycles to use bus lanes....”*
- 2.8 The initial proposals for the phasing included a trial within Wakefield in one bus lanes that started late 2016 and a further trial within Calderdale which has yet to take place.
- 2.9 In West Yorkshire currently Leeds, Calderdale, Bradford & Kirklees do not permit PTWs in bus lanes. Discussions with the West Yorkshire authorities over the principle of PTWs in bus lanes are ongoing.
- 2.10 Nationally there isn't a clear decision on this subject. Current guidance, the Department for Transport's Traffic Advisory Leaflet 02/07: The Use of Bus Lanes by Motorcycles encourages an objective assessment of each bus lane with a list of issues that should be considered. These include;
- The safety implications involved in restricting motorcyclists to general traffic lanes, against the possible problems of allowing motorcyclists into the bus lane;
 - The effect on other vulnerable road users, especially pedestrians and cyclists;
 - The possible impact on bus journey time reliability due to additional traffic in the bus lane;
 - The reduction in congestion for other traffic on routes currently used by motorcyclists;
 - The potential for modal shift if motorcycling is seen as a more convenient means of transport;
 - The potential for overall improvements in transport efficiency;
 - Local publicity to help advise road users of a policy change; and
 - Continuity of bus lane routes which admit motorcycles.
- 2.11 DfT advice also notes various monitoring and research projects have been carried out to determine the effects of these schemes on both motorcyclists and other road users. However, the research does not lead to clear conclusions and goes on to suggest both potential benefits and disbenefits.

- 2.12 Five out of the 10 Core cities currently do not permit motorcycles in bus lanes and Transport for London only allow PTWs in red route bus lanes. Leeds City Council has carried out its own research and made contact with 75 local authorities, 29 of whom allow Motorcycles in bus lanes (see appendix A).
- 2.13 On all the available evidence regarding PTWs in bus lanes the results are mixed and largely inconclusive; there are also conflicting views on the outcomes of some of the Transport for London (TfL) research.
- 2.14 The first study carried out on behalf of TfL took place in 2010 to assess the impact of an experimental scheme to allow motorcycles onto with-flow bus lanes. The study reviewed data that was collected over a 10 month period. As brief summary of the findings are detailed below;
- There was a small increase (4%) in the number of motorcycles using main routes.
 - Bus and general traffic lane speeds were largely unaffected.
 - PTW speeds increased as did the number of motorcycles exceeding the speed limit. On 30mph routes, the number of PTWs travelling at or exceeding the speed limit increased from 37% before the change to 46.7%.
 - Collision rates involving cycles significantly increased.
 - Motorcycle collision rates appeared to rise significantly. The increase in PTW collisions generally involved cars turning left into and out of side roads.
 - The severity level of PTW collisions increased. 25% increase of collisions with slight injuries, and a 50% increase of serious injuries.
- 2.15 A second study was conducted by TfL in 2011 and used an additional 10 months of data to compare with the original study's findings. The most significant findings of this study were:
- Collision rates for motorcyclists had not changed significantly from the first trial, suggesting those findings were reliable.
 - Collision rates of cyclists with motorcyclists on Transport for London Road Network bus lane roads increased significantly compared to elsewhere, though numbers were small.
 - Motorcycle collision rates had also increased significantly on enforcement corridor sites.
 - Cyclist & pedestrian collisions had not changed significantly.
 - PTW collisions predominantly involved cars and over 80% of injuries were slight.
 - 40-50% of motorcyclists were exceeding speed limits, consistent with the previous trial.
- 2.16 With regards to the Wakefield trial, this was carried out on a new bus lane that became operational in December 2016. A study was undertaken after 1 year and then a standalone survey was carried out in June 2018. This piece of work primarily focused on usage, accidents and public feedback. The conclusion of the Wakefield trial states 'The survey results reveal a modest level of motorcycle usage of the bus lane. The actual level is somewhat seasonal & climate sensitive which mirrors motorcycle use in general. However there appears to be a significant proportion of motorcyclists who are choosing not to use the bus lane. The scale of sample is relatively low & the outcome of the evaluation is not totally conclusive.'

- 2.17 There is of course the environmental impact that needs to be considered. The European Commission's Motor Vehicle Emissions Group noted that in comparison to cars, motorcycles could achieve a saving in fuel of 55% to 81% on urban journeys. Motorcycles also produce fewer harmful emissions. A motorcycle produces 43% fewer particulates, 45.5% fewer Sulphur Oxides, 50% fewer Hydrocarbons, 50% fewer Oxides of Nitrogen, 50.3% less Carbon Monoxide and 64.7% less Carbon Dioxide per kilometre than a car.
- 2.18 The past five year full accident history shows that there have been a total of 906 collisions (all severities) on Leeds City Council's road network that involved a PTW. Only 23 (2.5%) of the collisions occurred on a section of road where a bus lane was present and the motorcycle was travelling with flow or crossing the bus lane. See appendix 2 for a summary table.

3. Main issues

- 3.1 The key considerations around whether or not PTW should be allowed access to bus lanes relate to three main issues;
- Impact on road safety
 - Impact on bus priority
 - Environmental impact
- 3.2 In all of the above there is insufficient and inconclusive evidence to support a position as to whether PTW should be allowed to use bus lanes.
- 3.3 What is known is that road space is a finite resource with limited capacity. Bus lanes are primarily introduced as a method of improving journey time reliability of bus services and in turn makes this mode of transport a more attractive proposition for commuters on what are generally congested parts of the road network. In order for these to work effectively the number of priority users must be limited otherwise the overall benefits of the bus lanes are eroded. Allowing PTWs to use existing bus lanes increases the number of vehicles using this type of provision and may erode the benefits to public transport users and impact on Leeds City Council's ability to achieve its ambition of doubling bus patronage by 2026.
- 3.4 There are a number of potential safety issues that need to be considered if PTWs are allowed to use bus lanes. These relate to speeding, conflict with non-motorised users (NMUs), lane changes/overtaking manoeuvres primarily due to buses picking up and dropping off and variations in bus lane width, as well as visibility concerns both in terms of general traffic exiting and entering side roads and turning across the path of motorcycles.
- 3.5 The complexity and scale of the bus priority measures in Leeds compared to other neighbouring authorities complicates allowing PTWs access to all bus lanes. Any potential change or trial of PTWs in bus lanes would have to consider these issues on a case by case basis. However, continuity across this type of provision is a key consideration and because of the differences and suitability between some of the bus lanes within Leeds it might not be possible to achieve this, which could lead to misunderstanding and/or contravention of restrictions.
- 3.6 The table below highlights the advantages and dis-advantages of allowing motorcycles to use bus lanes:

Advantages	Disadvantages
Reduction in congestion for other traffic on routes used by motorcyclists.	- Potential delays to bus services and reliability. - Potential for congestion in general traffic lane due to increase triggering of bus gate and longer green times on bus lane.
Potential modal shift from cars to motorcycles with reduced emissions.	- Possible impact on bus journey times as additional traffic in bus lanes. - May be perceived negatively by cyclists and pedestrians, which could reduce walking and cycling levels.
Possible reduction in motorcycle casualties as less conflict with general traffic.	- May be perceived negatively by cyclists and pedestrians, which could reduce walking and cycling levels. - Potential road safety risks for motorcyclists, particularly in terms of lane changes and manoeuvres at side roads.
Lower fuel consumption and reduced journey times for motorcycle riders.	Inconsistency across the city and the districts. Motorcycle riders will have to check individual lanes to see if they can access.
In line with West Yorkshire Transport Board recommendation.	Increased pressure from other user groups to access bus lanes, including private hire vehicles.

- 3.7 Bus lanes require a Traffic Regulation Order (TRO) which provides the legal basis for enforcement, they also have to be clearly signed in accordance with current regulations. If PTWs were permitted access to bus lanes then it would require changes to both the TRO's and also the associated signage. There are currently no estimated costs for this change.
- 3.8 Allowing PTWs access to bus lanes will increase the frequency or the length of time which priority is afforded at signalised bus gates. Although in theory this change might reduce the number of vehicles with the general traffic lane, it could have a negative impact and create further delays through more frequent triggered or extended green times on the bus lane.
- 3.9 Finally, Leeds City Council continues to monitor the regional and national situation closely, however, it is worth noting that the Transport Policy team regular receive requests for bus lane access from other vehicle groups, including private hire.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 There are no specific consultation and engagement implications pertaining to this report. Individual bus priority schemes have been subject to scheme specific consultations as will any change of transport planning policy.
- 4.1.2 The Leeds Public Transport Investment Programme (LPTIP) was developed off the back of extensive consultation as part of the Leeds Transport Conversation. This process involved engaging a wide range of groups. Connecting Leeds have advised the biggest theme to come out of LPTIP feedback from motorcyclists is the request to allow PTWs to use bus lanes.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An EDCI is not required for this report. Appropriate EDCI screenings/assessments are undertaken for individual bus priority schemes in the course of project development and reporting. Similarly where a change in policy or process were to be introduced an EDCI screening or assessment would be undertaken.

4.3 Council policies and the Best Council Plan

4.3.1 Best Council Plan Implications

- Outcome: Be safe and feel safe. Allowing motorcycles in bus lanes would be positive for motorcyclists, possibly negative for pedestrians and cyclists.
- Outcome: Move around a well-planned city easily. Allowing motorcycles in bus lanes would be positive for motorcyclists, possibly slightly negative for bus users.
- Sustainable Infrastructure: Improving transport connections, safety, reliability and affordability. Allowing motorcycles in bus lanes would be positive for motorcyclists, possibly negative for pedestrians and cyclists on safety.
- Sustainable Infrastructure: Improving air quality, reducing pollution and noise. Allowing motorcycles in bus lanes would be positive if it encouraged mode shift from cars to motorcycles. Negative if it discouraged walking and cycling.
- Priority: Health and wellbeing - Supporting healthy, physically active lifestyles. Reducing health inequalities and improving the health of the poorest the fastest. KPIs Children who are a healthy weight at age 11. Percentage of physically active adults. Negative if it discouraged walking and cycling.

Climate Emergency:

- 4.3.2 Bus lanes play a key role in addressing bus reliability issues and supporting modal shift, which in turn contributes to achieving a more sustainable and lower carbon approach to transport provision now and in the future. Therefore there is a need to ensure that this type of priority measure works effectively and safely so that the benefits are maximised.
- 4.3.3 West Yorkshire Transport Strategy 2040: 'Motorcycles are another convenient, affordable and efficient form of transport in their use of fuel and of road space. Levels of motorcycle usage could increase due to the lower costs associated with motorcycles and the limited alternative transport options in some areas. Policy no: 29 We will improve road conditions and facilities for motorcyclists, designing our infrastructure to remove issues that could affect motorcycle safety, introducing, where possible, a phased programme of allowing motorcycles to use bus lanes;'

- 4.3.4 Leeds Transport Vision Healthy and Sustainable Leeds objectives. Allowing motorcycles in bus lanes would be positive if it encouraged mode shift from cars to motorcycles. Negative if it discouraged walking, cycling or public transport usage.
- Healthy Leeds - A transport system that has a positive effect on people's health and wellbeing and raises health standards across the city through the promotion of walking and cycling and the reduction of air pollution.
 - Sustainable Leeds - A transport system that does not harm the environment and will specifically reduce the impacts of air and noise pollution, greenhouse gas emissions and energy consumption.
- 4.3.5 Allowing motorcycles in bus lanes would potentially have negative impacts on the Leeds Cycling Starts Here Strategy aims:
1. Make cycling a natural everyday choice
 2. Improve safety, convenience for cycling and health and wellbeing across the city
 3. Improve environmental sustainability, better air quality and reduce pollution of all types

4.4 Resources, procurement and value for money

- 4.4.1 There are no resource implications arising from this report. However, if there were to be a change in policy there would be resource implications in order to facilitate the necessary amendments to the Traffic Regulation Order, associated signing and lining alterations, on site assessments and road safety audits, an education campaign and any future monitoring.

4.5 Legal implications, access to information, and call-in

- 4.5.1 There are no legal implications arising from this report which is for Members' information and consideration only. A change of the policy would require amendments to the existing Traffic Regulation Orders.

4.6 Risk management

- 4.6.1 There are no specific risk management implications. The report details some of the concerns that may arise if PTW are allowed to use with flow bus lanes within Leeds and the consequences this may have on road safety, sustainable travel choices and bus service reliability.

5. Conclusions

- 5.1 This report has provided information to Members' detailing Leeds City Council's current policy position to not allow PTWs to use with flow bus lanes. The Motorcycle Action Group would like this policy changing, however, both locally and nationally, there are inconsistencies and inconclusive evidence to address concerns relating to the impact a change of policy might have on road safety and bus services (reliability/journey times). The report has rehearsed the Strategy position and operational considerations related to this request and the Council's current position particularly reflection the future role of bus lanes in the effective provision of quality bus services in the context of the LPTIP and the ambition to double bus use by 2027.

6. Recommendations

- 6.1 Members for the Scrutiny Board (Infrastructure, Investment & Inclusive Growth) are requested to note and consider the contents of this report.

7. Background documents¹

- 7.1 None

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1: List of local authorities Leeds City Council has contacted

Contacted authorities	Currently Allowed?
Barnsley	No
Bedford	Yes
Belfast	Yes
Birmingham	Yes
Blackburn with Darwen	No
Blackpool	No
Bolton	No
Bournemouth	No
Bradford	No
Brighton and Hove	Yes
Bristol	Yes
Buckinghamshire	Partial (1 Lane only)
Bury	No
Calderdale	No
Cambridgeshire	Yes
Cardiff	Yes
Central Bedfordshire	No Bus Lanes in Borough
Cheshire West and Chester	No
Coventry	Yes
Derby	Partial (2 lanes only)
Devon	No
Doncaster	Yes
Dudley	No
Durham	Yes
East Sussex	Yes
East Yorkshire	Yes
Edinburgh	Yes
Essex	Yes
Glasgow	No
Halton	No
Hull City Council	Yes
Kirklees	No
Knowsley	No Bus Lanes in Borough
Lancashire	No
Leeds	No
Leicester	No
Leicestershire	No
Liverpool	No
Luton	No
Manchester	No
Newcastle	Yes
Newport South Wales	Yes
North East Lincolnshire	Yes
North Lincolnshire	Yes
Norwich City	No
Nottingham	No
Nottinghamshire	No

Oldham	No
Peterborough	Yes
Plymouth	Yes
Poole	No
Portsmouth	No
Reading	Yes
Rochdale	No
Salford	No
Sefton	No
Sheffield	Yes
South Gloucestershire	Yes
South Hampshire	No
Southampton	No
Southend on Sea	No
St Helens	No
Stockport	No
Stoke on Trent	No
Sunderland	Yes
Swansea	No
Tameside	No
Trafford	No
Wakefield	Partial (1 lane only)
Walsall	Yes
Warrington	No
Wigan	No
Wirral	No
Wokingham	No
Wolverhampton	No

 = Core City

Appendix 2: Recorded Road Injury Collisions involving PTW within Leeds District

Table 1 – Total number of recorded injury collisions involving PTW in Leeds for the previous five years.

Year	2014	2015	2016	2017	2018
Total No. of PTW collisions	204	197	189	177	144

Note – 2019 data isn't provided because the information is incomplete.

Table 2 – Total number of recorded injury collisions for the past five years involving PTW where a bus lane is present and the motorcyclists is travelling with the bus lane flow or crossing it.

Bus priority Lanes	2014	2015	2016	2017	2018	Total
A63 East Leeds Link IB HOV Lane, AM Peak (0700-1000)	1					1
A63 East Leeds Link OB HOV Lane, PM Peak (1600-1900)					1	1
A64 York Road OB Bus Lane, with bus gate at end			1			1
A647 Stanningley Road IB HOV Lane, AM Peak (0700-1000) and PM Peak (1600-1900)	1					1
A653 Meadow Road/Victoria Road IB Bus Lane, segregated north of Sweet Street	1					1
A660 Otley Road IB bus lane, AM Peak (0730-0930)	1	2	1	1		5
B6159 Selby Road IB Bus lane, leads to IB guideway on B6159 Selby Road		2				2
Burmantofts Street IB Bus Lane					1	1
Canal Street OB Bus Lane, with bus gate at end	1					1
Chapeltown Road IB Bus Lane, AM Peak (0730-0930)		1				1
City Centre Public Transport Box, varying access restrictions & times	2	1	2	1		6
Cross Gates Road IB Bus Lane, AM Peak (0730-0930)			1			1
Tong Road IB Bus Lane, AM Peak (0730-0930)					1	1
Total of PTW (with flow) where a bus lane is present	7	6	5	2	3	23

This page is intentionally left blank

Report of Head of Democratic Services

Report to Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Date: 4 September 2019

Subject: Work Schedule

Are specific electoral wards affected? If yes, name(s) of ward(s):	☐ Yes ☒ No
Has consultation been carried out?	☒ Yes ☐ No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes ☒ No
Will the decision be open for call-in?	☐ Yes ☒ No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	☐ Yes ☒ No

1. Purpose of this report

- 1.1 The purpose of this report is to consider the Scrutiny Board's work schedule for the remainder of the current municipal year.

2. Background information

- 2.1 All Scrutiny Boards are required to determine and manage their own work schedule for the municipal year. In doing so, the work schedule should not be considered a fixed and rigid schedule, it should be recognised as something that can be adapted and changed to reflect any new and emerging issues throughout the year; and also reflect any timetable issues that might occur from time to time.

3. Main issues

- 3.1 The latest iteration of the Board's work schedule is attached as Appendix 1 for consideration and agreement of the Scrutiny Board – subject to any identified and agreed amendments.
- 3.2 The work programme was updated to reflect the Board initial discussions in June 2019 and is routinely considered by the Scrutiny Board at each formal board meeting.
- 3.3 Traditional items of Scrutiny work have been incorporated into the work schedule, which involve recommendation tracking of work previously undertaken by the

Scrutiny Board; performance monitoring reports and any Budget and Policy Framework items.

- 3.4 Draft Executive Board minutes from the meeting held on 24 July 2019 are attached as Appendix 2. The Scrutiny Board is asked to consider and note the Executive Board minutes, insofar as they relate to the remit of the Scrutiny Board; and identify any matter where specific scrutiny activity may be warranted, and therefore subsequently incorporated into the work schedule.

Developing the work schedule

- 3.5 When considering any developments and/or modifications to the work schedule, effort should be undertaken to:
- Avoid unnecessary duplication by having a full appreciation of any existing forums already having oversight of, or monitoring a particular issue.
 - Ensure any Scrutiny undertaken has clarity and focus of purpose and will add value and can be delivered within an agreed time frame.
 - Avoid pure “information items” except where that information is being received as part of a policy/scrutiny review.
 - Seek advice about available resources and relevant timings, taking into consideration the workload across the Scrutiny Boards and the type of Scrutiny taking place.
 - Build in sufficient flexibility to enable the consideration of urgent matters that may arise during the year.
- 3.6 In addition, in order to deliver the work schedule, the Board may need to take a flexible approach and undertake activities outside the formal schedule of meetings – such as working groups and site visits, where necessary and appropriate. This flexible approach may also require additional formal meetings of the Scrutiny Board.

Developments since the previous Scrutiny Board meeting

- 3.7 The work programme has been developed to reflect the areas of focus as raised by the Scrutiny Board on 19 June 2019.

Scrutiny Board meeting – 31 July 2019

- 3.8 Furthermore, at the meeting in July 2019, the Board also agreed to the request for scrutiny associated with the development of a short-stay car park at Leeds Kirkgate Market. The precise timing of this aspect of work is yet to be fully determined and is therefore currently presented as unscheduled. It should be noted that Councillor Dobson – who submitted the request for scrutiny – has been advised of the Board’s decision to include this within its work schedule, and that the timing is yet to be confirmed.

Full Council – 10 July 2019

- 3.9 At its meeting on 10 July 2019, Full Council passed the following resolution in relation to supporting residents with a learning disability into employment:

This Council therefore re-commits to further enhance the lives of those with a learning disability by:

- *providing a strong focus in assisting all those with a learning disability the opportunity of work through the on-going establishment of the Learning Disability Hub and a targeted Jobs Fayre.*
- *welcoming a deputation of residents with a learning disability to address Council on what they would like to see the Council do to assist them further.*
- *asking the appropriate Scrutiny Board(s) to evaluate the work we are doing to create meaningful jobs across the city for those that want one, by:*
 - *Creating a greater number of meaningful employment/jobs within the Council.*
 - *Exploring how we can further work alongside DAWN and others to ensure those jobs have the support mechanisms needed to help individuals with a learning disability to 'get into' and 'stay in' employment.*
 - *Increasing the employment figures for people with learning disabilities.*
 - *Using its influence to encourage its partners in the public, private and the third sectors to do the same.*
 - *Supporting the Yorkshire Evening Post campaign 'Let's work together'.*

3.10 Given the links with some of the ambitions of the Council's Inclusive Growth Strategy; the Scrutiny Board (Infrastructure, Investment and Inclusive Growth) is the most appropriate Scrutiny Board to evaluate the work being undertaken by:.

- Considering a specific report / agenda item at its October or November meeting; or,
- Considering the specific actions in January 2020, in the wider context of the Inclusive Growth Strategy.

3.11 The Scrutiny Board may also wish to consider expanding the scope of its consideration beyond residents with a learning disability.

3.12 In considering its preferred approach, the Scrutiny Board is advised that the Chief Officer for Employment and Skills has also been asked to present a report to Executive Board, most likely in October 2019, updating on progress against the 'Being Me' strategy along with recommendations of how the Council's ambition can be achieved.

4. Consultation and engagement

4.1.1 The Vision for Scrutiny states that Scrutiny Boards should seek the advice of the Scrutiny officer, the relevant Director(s) and Executive Member(s) about available resources prior to agreeing items of work.

4.2 Equality and diversity / cohesion and integration

4.2.1 The Scrutiny Board Procedure Rules state that, where appropriate, all terms of reference for work undertaken by Scrutiny Boards will include 'to review how and to what effect consideration has been given to the impact of a service or policy on all equality areas, as set out in the Council's Equality and Diversity Scheme'.

4.3 Council policies and the Best Council Plan

- 4.3.1 The terms of reference of the Scrutiny Boards promote a strategic and outward looking Scrutiny function that focuses on the best council objectives.

Climate Emergency

- 4.3.2 When considering areas of work, the Board is reminded that influencing climate change and sustainability should be a key area of focus.

4.4 Resources, procurement and value for money

- 4.4.1 Experience has shown that the Scrutiny process is more effective and adds greater value if the Board seeks to minimise the number of substantial inquiries running at one time and focus its resources on one key issue at a time.
- 4.4.2 The Vision for Scrutiny, agreed by full Council also recognises that like all other Council functions, resources to support the Scrutiny function are under considerable pressure and that requests from Scrutiny Boards cannot always be met.

Consequently, when establishing their work programmes Scrutiny Boards should:

- Seek the advice of the Scrutiny officer, the relevant Director and Executive Member about available resources;
- Avoid duplication by having a full appreciation of any existing forums already having oversight of, or monitoring a particular issue;
- Ensure any Scrutiny undertaken has clarity and focus of purpose and will add value and can be delivered within an agreed time frame.

4.5 Legal implications, access to information, and call-in

- 4.5.1 This report has no specific legal implications.

4.6 Risk management

- 4.6.1 This report has no specific risk management implications.

5. Conclusions

- 5.1 All Scrutiny Boards are required to determine and manage their own work schedule for the municipal year. The latest iteration of the Board's work schedule is attached as Appendix 1 for consideration and agreement of the Scrutiny Board – subject to any identified and agreed amendments.

6. Recommendations

- 6.1 Members are asked to consider the matters outlined in this report and agree (or amend) the overall work schedule (as presented at Appendix 1) as the basis for the Board's work for the remainder of 2019/20.

7. Background documents¹

- 7.1 None.

¹ The background documents listed in this section are available to download from the council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

This page is intentionally left blank



Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Work Schedule for 2019/2020 Municipal Year

June	July	August
Meeting Agenda for 19 June at 10.30 am.	Meeting Agenda for 31 July at 10.30 am.	No Scrutiny Board meeting scheduled.
Consider potential areas of review (including public request for Scrutiny) Performance Report (PM)	Directors Response – Inclusive Growth Inquiry (Including CLES report and Inclusive Growth Strategy, One Year on) (All IGS big Ideas) Finance – Outturn 2018/19 (PM)	
Working Group Meetings		
Site Visits		

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

Inclusive Growth Strategy

PEOPLE, **PLACE** and **PRODUCTIVITY** - Relevant **BIG** Ideas **3, 4, 5, 6, 7, 8, 9, 10**



Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Work Schedule for 2019/2020 Municipal Year

September	October	November
Meeting Agenda for 4 September at 10.30 am	Meeting Agenda for 9 October at 10.30 am	Meeting Agenda for 20 November at 10.30 am
Leeds Transport Strategy including Progress on the Leeds Public Transport Investment Programme A660 – Lawnswood Junction Proposals (Big Idea 6,7 & 8) Policy Review – Motorcycle use of bus lanes	Climate Emergency – Themed discussion (invite Cllr Walshaw and Cllr Mulherin) Casualty Reduction and KSI (Including Road Traffic ASB) (PM)	Advancing Bus Service Provision Inquiry – comprehensive progress review (RT) (Big Idea 6,7 & 8)
Working Group Meetings		
Site Visits		

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response



Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Work Schedule for 2019/2020 Municipal Year

December	January	February
No Meeting	Meeting Agenda for 8 Jan at 10.30 am	Meeting Agenda for 19 Feb at 10.30 am
	Performance report (PM) Financial Health Monitoring (PSR) 2019/20 Initial Budget Proposals (PDS) Best Council Plan (PM – BPF) Recommendation tracking – Inclusive Growth Inquiry (RT) (All IGS big Ideas)	Housing Mix Inquiry – Recommendation Tracking and Update (see minutes) (RT) (Big Idea 5 & 8) Digital Inclusion – Recommendation Tracking (RT) (Big Idea 9) Recommendation Tracking – Information Advice and Guidance Provision in Leeds (Big Idea 3)
Working Group Meetings		
Site Visits		

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

Scrutiny Board (Infrastructure, Investment and Inclusive Growth)

Work Schedule for 2019/2020 Municipal Year

March	April	May	Unscheduled
No Scrutiny Board meeting scheduled.	Meeting Agenda for 8 April at 10.30 am	No Scrutiny Board meeting scheduled.	
	Inquiry – Agree Final Report(s) if any Sustainable Development Inquiry (RT and update on specific recommendations) (Big Idea 5 & 8) Local Flood Risk Management Strategy – Annual Review (PM) (Big Idea 8)		Kirkgate Market Car Park Development (Request for Scrutiny).
Working Group Meetings			
Site Visits			

Scrutiny Work Items Key:

PSR	Policy/Service Review	RT	Recommendation Tracking	DB	Development Briefings
PDS	Pre-decision Scrutiny	PM	Performance Monitoring	C	Consultation Response

EXECUTIVE BOARD

WEDNESDAY, 24TH JULY, 2019

PRESENT: Councillor J Blake in the Chair

Councillors A Carter, R Charlwood,
D Coupar, S Golton, J Lewis, L Mulherin,
J Pryor, M Rafique and F Venner

SUBSTITUTE: Councillor A Lamb

29 Exempt Information - Possible Exclusion of the Press and Public

RESOLVED – That, in accordance with Regulation 4 of The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012, the public be excluded from the meeting during consideration of the following parts of the agenda designated as exempt from publication on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the public were present there would be disclosure to them of exempt information so designated as follows:-

- (a) That Appendices 2, 3 and 4 to the report entitled, 'Design and Cost Report: Development of a New Film / TV Studio', referred to in Minute No. 43 be designated as being exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information within the appendices contains details regarding the financial or business affairs of a particular person (including the Council). It is considered that the public interest in maintaining the content of those appendices as being exempt from publication outweighs the public interest in disclosing the information, as disclosing it at this stage would prejudice the Council's commercial position and that of third parties;
- (b) That Appendix 2 to the report entitled, 'Creative and Digital Workspace Fund', referred to in Minute No. 44 be designated as being exempt from publication in accordance with paragraph 10.4(3) of Schedule 12A(3) of the Local Government Act 1972 on the grounds that the information within the appendix provides the identity and investment plans of the Hope House social investors, and its release may prejudice their commercial interests. Withholding that information is considered to outweigh the public interest benefit of its release, as there is a risk that if the details of the social investors are made public, they may withdraw their support from the project.

30 Declaration of Disclosable Pecuniary Interests

There were no Disclosable Pecuniary Interests declared at the meeting.

31 Minutes

RESOLVED – That the minutes of the previous meeting held on 26th June 2019 be approved as a correct record.

32 Substitute Member

During the Board's consideration of agenda item 13 (Council Housing Growth Property Acquisitions Programme) Councillor A Carter left the meeting. At this point, under the provisions of Executive and Decision Making Procedure Rule 3.1.6, Councillor A Lamb was invited to attend the remainder of the meeting on behalf of Councillor A Carter. (Minute No. 40 refers).

RESOURCES

33 Financial Health Monitoring 2019/20 - Quarter 1

The Chief Officer (Financial Services) submitted a report which presented the projected financial health position of the Authority following the first quarter of the financial year.

Members welcomed the report's recommendation to submit proposals to the September Executive Board meeting to address the projected overspend within the Children and Families directorate.

Responding to a Member's enquiry, the Board received further information regarding the budget pressure within the Children and Families directorate which related to Children's Centre fee income, with Members receiving detail on the important role played by the centres and the actions being taken in Leeds regarding the early years offer provided. Further to this, it was requested that information be submitted to a future Board which presented Leeds' position regarding the provision and take up of key Children's Services during the current challenging financial climate, when compared with other Local Authorities.

The Board also received further information regarding the currently projected overspend in the waste management service, which it was noted in part related to the ongoing refuse review being undertaken, with the key role of Scrutiny in that review process being highlighted. It was further highlighted that despite the current projected overspend in waste, overall the directorate was projecting a balanced budget.

Members also discussed the nature of the monthly financial health monitoring report to the Board, the strategic level of data it presented to Members, which it was noted could be supplemented with Member briefings where appropriate, and the key role the report played in helping the Executive regularly monitor the financial position of the Authority. In relation to this, emphasis was also placed upon the work which continued to be undertaken behind such budgetary data by officers who looked to ensure that the Council's services were provided as effectively as possible.

RESOLVED –

- (a) That the projected financial position of the Authority as at Quarter 1 of the financial year, be noted;
- (b) That the Director of Children and Families be requested to identify proposals to address the projected overspend in that directorate, with such proposals being incorporated into the next Financial Health Monitoring report to be submitted to Executive Board in September 2019;
- (c) That information be submitted to a future Board which presented Leeds' position regarding the provision and take up of key Children's Services during the current challenging financial climate, when compared with other Local Authorities.

34 Medium Term Financial Strategy 2020/21 to 2024/25

The Chief Officer (Financial Services) submitted a report presenting the Council's updated Medium Term Financial Strategy which had been extended to cover the five year period 2020/21 – 2024/25 for the Board's approval.

Responding to a Member's enquiry, the Board noted that the capital programme was an area that would continue to be monitored and robustly reviewed. Members welcomed the clear presentation in the report of the current position regarding the Minimum Revenue Provision (MRP). Also, it was noted that the approach being taken in regard to the MRP had been previously agreed at full Council, and in response to a Member, it was highlighted that the effective management of the Council's assets was a key consideration, including any assets deemed to be surplus.

Members also highlighted the importance of the Leeds' Housing Infrastructure Fund (HIF) bid, and the significant impact that a successful bid would have upon the city.

Responding to a Member's comments, the Board was advised that the Council would continue to liaise with, and make representations to Government on key issues, such as looking to gain the latest information on funding opportunities and policy, whilst further detail on the Local Government Funding Settlement was awaited.

RESOLVED –

- (a) That the 2020/21 – 2024/25 Medium Term Financial Strategy for both General Fund services and the Housing Revenue Account, as detailed within the submitted report, be approved;
- (b) That it be noted that the budget saving proposals to address the estimated budget gaps will be brought to Executive Board in advance of the Initial Budget Proposals to be received by Executive Board in December 2019;

- (c) That it be noted that the Chief Officer (Financial Services) will be responsible for the implementation of the resolutions arising from the submitted report;
- (d) That the adoption of the revenue and capital principles, as set out in Annex 1 to the submitted report, which must be complied with in respect of the arrangements for the financial management of both the Revenue budget and the Capital Programme, be approved.

35 Capital Programme 2019/20 - 2022/23 Quarter 1 Update

The Chief Officer (Financial Services) submitted a report providing an update on the Council's Capital Programme 2019/20 – 2022/23, as at Quarter 1 of the current financial year.

RESOLVED –

- (a) That an injection of £373.8k in relation to Capital Receipts, which will be utilised by Ward Councillors under the Capital Receipts Incentive Scheme (CRIS) as detailed at Appendix C to the submitted report, be approved;
- (b) That the latest position on the General Fund and HRA Capital Programmes, as detailed within the submitted report, be noted;
- (c) That it be noted that resolution (a) above, regarding the injection of £378.3k of funding will be implemented by the Chief Officer (Financial Services).

36 Health, Safety and Wellbeing Performance and Assurance Report

Further to Minute No. 179, 18th April 2018, the Director of Resources and Housing submitted a report which reviewed the Council's performance in respect of health, safety and wellbeing matters over the period 1st April 2018 to 31st March 2019. The report provided related assurances where appropriate, highlighted the improvements which had been made in this area and identified the challenges ahead.

In presenting the report, the Executive Member for Resources highlighted that he had requested that further work be undertaken on the increase in verbal / physical assaults upon Council staff, as detailed within the annual report.

RESOLVED – That the contents of the submitted report be noted, with it being recognised that a robust, yet proportionate approach to risk management within the Council continues to be applied.

CLIMATE CHANGE, TRANSPORT AND SUSTAINABLE DEVELOPMENT

37 HS2 Phase 2b Design Refinement Consultation - Proposed Response

The Director of City Development submitted a report presenting an update on HS2 Ltd.'s proposed route refinement to the Phase 2b route in Leeds, and which sought approval for the principles of the proposed City Council response to the design refinement consultation exercise being undertaken.

Responding to a Member's comments, the Board was advised that the specific consultation exercise, as detailed within the submitted report, was being driven by the issue of cost efficiency and build ability when considering the line of route for the southern approach into Leeds station.

Also in response to a Member's comments, it was highlighted that should any residents affected by the HS2 proposals not be able to access related information, then that should be brought to the attention of HS2 or the Council, who could raise it with HS2 on their behalf.

Responding to a Member's concerns and comments, which included the need for the provision of high quality mitigation in affected communities, further information was provided to the Board. This included clarification on what the specific consultation exercise, as detailed within the report covered, how the Supplementary Planning Document (SPD) for the South Bank presented the Council's ambition for that part of the city and how the SPD process could help to embed the Council's vision for the line of route into the station. Following this, officers offered to provide the Member in question with a briefing on related matters.

Also, Members were advised of the active role that the Council continued to play in terms of the level of feedback and challenge it provided to HS2, where appropriate.

The Board also discussed the benefits of HS2 for the city and the region, whilst the importance of the Council continuing to monitor the national position in respect of HS2 was highlighted.

RESOLVED –

- (a) That the principles of the proposed City Council response to the consultation exercise, as outlined within sections 3.9 to 3.21 of the submitted report, be approved;
- (b) That the necessary authority be delegated to the Director of City Development in consultation with the Executive Member for Climate Change, Transport and Sustainable Development to enable the Director to finalise and submit the Council's formal consultation response to the HS2 Ltd. Phase 2b design refinement consultation by the consultation deadline.

(Under the provisions of Council Procedure Rule 16.5, Councillor Golton required it to be recorded that he abstained from voting on the decisions referred to within this minute)

38 Leeds Public Transport Investment Programme: Alwoodley Park and Ride & Temple Green Park and Ride

The Director of City Development submitted a report which provided an update on the progress of delivering significant schemes during 2019/20 under the Leeds Public Transport Investment Programme (LPTIP) programme

of funding. Also, the report specifically detailed proposals regarding a new Alwoodley Park and Ride site and the expansion of the Temple Green Park and Ride site.

Responding to Members' enquiries, the Board received further information and assurance regarding the future provision of bus services in Leeds by First Bus, which would accompany the ongoing development of related infrastructure.

Also, the Board received further detail on the demand forecasting which was undertaken ahead of any Park and Ride proposals being made, with reassurance being provided that there was a robust case for the Alwoodley proposal. With regard to the proposed bus service for that site, the Board received an update, with it being noted that a separate procurement exercise would be undertaken by West Yorkshire Combined Authority.

Members welcomed the comprehensive Climate Emergency information contained within the submitted report.

It was requested that information be submitted to Board Members in the future which presented the initial findings following the introduction of cleaner buses on selected routes.

RESOLVED –

- (a) That the progress made since April 2016 in developing proposals for the relevant projects benefiting from LPTIP funding, together with the subsequent public consultation responses received, be noted;
- (b) That the submission of a planning application for the new Alwoodley Park and Ride site be approved, and that subject to the granting of planning permission and the funding approval of the West Yorkshire Combined Authority, approval also be given for the expenditure of up to £14.03m from the LPTIP Capital Programme which will carry out detail design and construction of the site;
- (c) That the submission of a planning application for the expansion of the Temple Green Park and Ride site be approved, and subject to the granting of planning permission and the funding approval of the West Yorkshire Combined Authority, approval also be given for the expenditure of £5.966m (the cost of the Business Case minus the purchase of the land which has previously been approved) from the LPTIP Capital Programme which will carry out detail design and construction of the site. In addition, the Board's approval also be given for an injection of £431,978.55 from S106 Developer Contributions;
- (d) That subject to ongoing consultation with the relevant Executive Member, as appropriate, it be noted that the Chief Officer for Highways and Transportation will be responsible for the implementation of the resolutions as outlined above.

(Under the provisions of Council Procedure Rule 16.5, Councillor A Carter required it to be recorded that he abstained from voting on the decisions referred to within this minute)

COMMUNITIES

39 Annual Report on the Strategic Approach to Migration in Leeds

Further to Minute No. 38, 25th July 2018, the Director of Communities and Environment submitted a report which provided an annual update on migration activity being delivered both on a citywide level and also with supported migrant populations in Leeds. The report also provided an update on key migration population trends in the past year and on national policy changes, specifically on the approach in place to support EU citizens living in Leeds obtain settled status.

RESOLVED –

- (a) That the annual update on migration activity taking place in Leeds, as detailed within the submitted report, be received and endorsed;
- (b) That it be noted that the Director of Communities and Environment and the Executive Member for Communities are responsible for leading this work through the Council's 'Stronger Communities' Programme, with it also being noted that the Chief Officer (Communities) is responsible for leading on the work of the Leeds Strategic Migration Board;
- (c) That a further update on the progress being made in this area be submitted to the Board in July 2020.

40 Council Housing Growth - Property Acquisitions Programme

Further to Minute No. 22, 26th June 2019, the Director of Resources and Housing submitted a report which sought the necessary 'authority to spend' to support a new 2-3 year programme of up to 180 property acquisitions (and refurbishments), which followed the earlier injection into the Capital Programme at the Council meeting in February 2019. In addition, the report also sought the Board's approval of the updated Property Purchase Policy.

Members discussed the approach and criteria being proposed. During the discussion, emphasis was placed upon the need to ensure that the buying back of a property provided value for money and was a viable investment, whilst on the other hand, a concern was also raised about ensuring that the approach was not too restrictive.

Responding to Members' comments, emphasis was placed upon the need for any purchases to deliver value for money and enable the property to be brought up to the desired standard within the proposed 'per property' budget cap. It was clarified that the approach being taken was to focus on repurchasing former Council properties which had been bought under 'Right to Buy' provisions and that the 'Right of First Refusal' protocol had been identified as the main means to achieve this.

Reference was also made to the establishment of a Local Housing Company and the benefits that that would bring when looking to address housing need in the city.

RESOLVED –

- (a) That the progress made to date in terms of the property acquisitions, as set out in the submitted report, be noted, with the establishment of the project, the supporting processes, resources and the governance arrangements also being noted;
- (b) That 'Authority to Spend' of £22.5m to the Council Housing Growth Programme which will support a new 2-3 year programme of c.150-200 property acquisitions (and refurbishments), following the injection of the Capital required at February 2019 Full Council, be granted, and that the Board's support also be provided for any funding bids which are required to optimise the funding mix for these acquisitions;
- (c) That it be noted that the acquisitions (and refurbishments) will be funded via a combination of Housing Revenue Account (HRA) funding, blended with either retained 'Right to Buy' receipts or Homes England Grant; and that the necessary authority to approve the final funding mix for the acquisition (and refurbishment costs) be delegated to the Director of Resources and Housing;
- (d) That the current budget cap of £145,000 per property, as detailed within the submitted report, be noted, and that the necessary authority to amend this in line with future fluctuations in housing prices be delegated to the Director of Resources and Housing;
- (e) That the updated Property Purchase Policy, as presented at Appendix A to the submitted report, be approved, and that the implementation of the Policy be delegated to the Director of Resources and Housing.

(Under the provisions of Council Procedure Rule 16.5, Councillor Golton required it to be recorded that he abstained from voting on the decisions referred to within this minute)

(During the Board's consideration of this item Councillor A Carter left the meeting. At this point, under the provisions of Executive and Decision Making Procedure Rule 3.1.6, Councillor A Lamb was invited to attend the remainder of the meeting on behalf of Councillor A Carter)

41 To consider the future of the two Highways high rise housing blocks in the Killingbeck area of east Leeds

The Director of Resources and Housing submitted a report on proposals regarding the future of the two Highways housing high rise blocks in Killingbeck, Leeds. The report outlined how the blocks had exceeded their original design life and required significant investment to bring them up to the standards that the Council wished for its residents.

The submitted report and the appended options appraisal document set out several potential options for progressing this matter, as follows, with Option 3 being recommended to the Board:-

Option 1: Clearance and demolition over the next ten years;

Option 2: Clearance and demolition of the site;

Option 3: Clearance and demolition and redevelopment of the site with new build Council homes;

Option 4: Refurbishment of the blocks.

Responding to a Member's enquiry, the Board received further information on how the proposal to demolish the site and replace with new build properties was more financially and environmentally sustainable over a 60 year period than the proposal to refurbish the existing buildings. It was also highlighted that the building of new properties enabled the standard of accommodation to be improved in line with the Council's ambitions.

Confirmation was provided that consultation had been undertaken with the local Ward Councillors and the tenants who were supportive of the proposals.

Members' comments regarding the Climate Emergency text within the submitted report and the need for more comprehensive information to be added in future was acknowledged. It was highlighted that such comments would be taken into consideration when drafting future Board reports, however, it was emphasised that Leeds was one of the first Council's to routinely incorporate such information into its Executive reports. Also, it was noted that some subject areas were currently easier to provide a forecast or measure potential impact than others, a situation which would evolve as research in this field developed.

RESOLVED –

- (a) That the contents of the submitted report and the appended options appraisal document be noted;
- (b) That the properties of 62-121 Highways, Killingbeck, Leeds, West Yorkshire, LS14 6AS and 1-61 Highways, Killingbeck, Leeds, West Yorkshire, LS14 6AT be declared as being surplus to requirements;
- (c) That the Board's agreement be given to take out of charge the properties of 62-121 Highways, Killingbeck, Leeds, West Yorkshire, LS14 6AS and 1-61 Highways, Killingbeck, Leeds, West Yorkshire, LS14 6AT;
- (d) That the Board's agreement be given for the buildings on the site to be safely demolished, thus creating a clear site for future use;
- (e) That the serving of an initial demolition notice, in line with Housing Act processes, in respect of tenants wishing to exercise their 'Right to Buy', be approved;

- (f) That the Board's agreement be given for the site being developed as part of the Housing Growth programme, enabling new Council housing to be built on that site in the future;
- (g) That it be noted that a separate report will follow from the Council Housing Growth Programme, which will detail and request approval for the proposed replacement housing scheme.

INCLUSIVE GROWTH AND CULTURE

42 Leeds Inclusive Growth Strategy 2018-2023 - One Year On

Further to Minute No. 134, 19th December 2018, the Director of City Development submitted a report presenting the appended 'Leeds Inclusive Growth Strategy: One Year On' report, which set out the progress which had been made on the Inclusive Growth agenda over the past 12 months.

Members highlighted the importance of the business sector in the continued development of the Strategy, with a Member emphasising the Government's national role in the stimulation of growth.

Emphasis was placed upon the need for the strategy to promote environmentally sustainable growth, in addition to it promoting inclusive growth, with the example of strong local economies being given as a way of encouraging such sustainable growth.

Members acknowledged the importance of the work being undertaken on creating bespoke performance indicators for Leeds, to ensure effective measurement of progress in this area.

RESOLVED –

- (a) That the contents of the submitted report, together with the 'Leeds Inclusive Growth Strategy - One Year On' report, as presented at Appendix A, be noted, its findings be welcomed, and that the Board's congratulations be extended to all the people involved in delivering the projects that benefit Inclusive Growth across the city;
- (b) That agreement be given to support the new 12 'Big Idea Ambassadors' initiative and also the Inclusive Growth Delivery Partnership;
- (c) That it be noted that the Director of City Development is the lead officer for the implementation of the Leeds Inclusive Growth Strategy.

43 Design and Cost Report: Development of New Film / TV Studio

The Director of City Development submitted a report which outlined plans to develop a new large scale Film and TV studio in the city, located on Whitehall Road to the west of the city centre, which would look to deliver a significant increase in capacity to film high end TV and feature films in the city.

The submitted report set out several options regarding the Council's potential involvement in progressing this matter, with the report proposing that actions be taken in line with Option 3, as follows:-

- Option 1: The Council designing and constructing a new facility at a new site;
- Option 2: The Council taking a head lease of the Polestar site and financing the fit out works for an operator;
- Option 3: The Council facilitating the delivery of a studio through a property transaction and a loan;
- Option 4: No Council involvement.

Following consideration of Appendices 2, 3 and 4 to the submitted report designated as being exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which were considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That the positive response from the Film / TV sector following the Channel 4 announcement be welcomed, and that the progress being made to maximise the economic benefits associated with Channel 4 locating to the city, be noted;
- (b) That agreement be given for the Council to take steps to facilitate the delivery of a new TV and Film studio at the former Polestar Petty Factory at Whitehall Road, with the economic and regeneration benefits of the Council doing so, being noted;
- (c) That agreement be given for the Director of City Development, in consultation with the Chief Officer (Financial Services), the Executive Member for Resources and the Leader of the Council:-
 - (i) To develop and enter into a head lease with NIB Pension Fund, as per the principles and Heads of Terms, as contained within exempt appendices 2 and 4 of the submitted report; and
 - (ii) To develop and enter into a lease and other legal agreements with Versa (Whitehall Road) Limited, as per the principles and Heads of Terms, as contained within exempt appendices 2 and 3 of the submitted report;
- (d) That agreement be given to inject £1.6m into Capital Scheme Number 33054/TVF/000 in order to finance a loan to Versa (Whitehall Road) Limited for external acoustic works; and that the necessary authority be delegated to the Director of City Development and the Chief Officer (Financial Services) to enable the Director and Chief Officer to provide 'authority to spend' up to that amount in order to provide the loan, subject to the completion of legal agreements with Versa (Whitehall Road) Limited.

44 Creative and Digital Workspace Fund

The Director of City Development submitted a report regarding the results of independent market research which had been undertaken into the provision of

workspace for the creative and digital sector in the city centre/city fringe. The report sought approval for a number of investments which would look to sustain and enhance the provision of creative workspace in locations where this provision was considered to be at risk.

Responding to a Member's enquiry, the Board received further information on the ways in which those creative businesses identified in the report would encourage Inclusive Growth within the communities where they were located in line with the Council's Inclusive Growth Strategy.

Following consideration of Appendix 2 to the submitted report designated as being exempt from publication under the provisions of Access to Information Procedure Rule 10.4(3), which was considered in private at the conclusion of the meeting, it was

RESOLVED –

- (a) That the findings of the Council's research together with the feedback received from the recent 'call for evidence', which had been undertaken, be noted;
- (b) That approval be given for the decision to use the Creative and Digital Workspace Fund to support projects which enable the not-for-profit sector to refurbish and secure the long term future of affordable workspace for creative industries in city centre / city fringe locations;
- (c) That subject to the information contained within exempt Appendix 2 to the submitted report, approval in principle be given for the Council's support for the first three projects: namely, Leeds Media Centre; the Leeds Arts Hostel and Hope House, as follows:-
 - (i) **Leeds Media Centre:** To provide a grant of £800,000 to the Council's operator, Unity Property Services Limited, (with £300,000 allocated from the Creative and Digital Workspace Fund and £500,000 funded directly by the Council), which will be offset by an increase to the rent paid to the Council by the Unity Property Services Limited. Unity Property Services Limited will then use this £800,000 capital contribution as match funding to deliver a £1.6m refurbishment and reconfiguration of the premises;
 - (ii) **Leeds Arts Hostel:** To provide up to £150,000 grant to East Street Arts to support the strategic relocation of the Leeds Arts Hostel to Mabgate;
 - (iii) **Hope House:** To provide up to £450,000 grant to Music and Arts Production Leeds in order to secure the long term future of Hope House as a creative workspace and as a contribution towards the proposed refurbishment;
- (d) That it be noted that the Director for City Development will be responsible for the implementation of the resolutions, as detailed above;

- (e) That based on resolution (c)(i-iii) above, approval be given for the necessary authority to be delegated to the Director of City Development to enable the Director to finalise the detailed terms before entering into the new contracts and funding agreements associated with Leeds Media Centre, the Leeds Arts Hostel and Hope House;
- (f) That it be noted that the Director for City Development will seek to support further requests for assistance to sustain and improve the provision of creative workspace through the remaining £100,000 in the Creative and Digital Workspace Fund and the remaining funds in the Tech Hub Fund;
- (g) That approval be given for the decisions taken by Executive Board in respect of resolutions (c)(i) and (c)(iii) above, to be exempted from the Call In process, for the reasons of urgency, as set out in paragraphs 4.5.5 - 4.5.8 of the submitted report, with it being noted that resolution (c)(ii) (above) will remain eligible for Call In.

(The Council's Executive and Decision Making Procedure Rules state that a decision may be declared as being exempt from the Call In process by the decision taker if it is considered that any delay would seriously prejudice the Council's, or the public's interests. In line with this, resolutions (c)(i) and (c)(iii) (above) were exempted from the Call In process, as per resolution (g) above, and for the reasons as detailed within sections 4.5.5 – 4.5.8 of the submitted report)

ENVIRONMENT AND ACTIVE LIFESTYLES

45 A Waste Strategy for the City of Leeds

The Director of Communities and Environment submitted a report which presented for the purposes of the Board's approval a new waste strategy for the city, as an interim strategy until 2021.

As part of the introduction to the report, the Executive Member for Environment and Active Lifestyles highlighted the current position nationally with regard to waste, the reasons why an interim approach had been identified as the appropriate way forward and highlighted the role that the Council would play in the delivery of the city strategy.

Responding to Members' concerns which included the speed at which the Council was progressing this issue, the Board was provided with an update on the Government's current position on this matter and how an interim strategy for Leeds had been developed in order to provide some interim commitments and prepare for the inevitable national requirements that will follow in this area, as and when they were agreed by Government. The Board was advised that a longer term strategy would follow when the national position was clearer.

It was noted that a cross-party Member working group had been involved in the development of the interim strategy, which was alongside the

consideration that Scrutiny Board (Environment, Housing and Communities) continued to give to the matter. Emphasis was also placed upon the proposed 'Key Commitments' of the Council which formed part of the strategy, as detailed within the report.

With regard to the actions being undertaken in respect of the refuse review, Members received an update on this, with it being noted that it had developed into a much more comprehensive piece of work, thanks to the significant contributions from the Scrutiny Board.

Following a further update on the work that continued to be undertaken in this area, it was requested that a report be submitted to a future Board providing an update on how the waste agenda had evolved in recent years, the refreshed approach being taken across the city and how the Council was developing its work with groups, such as young people, in order to harness the appetite there was for this agenda.

RESOLVED –

- (a) That in noting the contents of the submitted report, the interim waste strategy for the city, as presented at paragraph 3.5, be approved, and that a comprehensive updated waste strategy be submitted to the Board for consideration by 2021;
- (b) That a further report be submitted to a future meeting of the Board providing an update on how the waste agenda had evolved in recent years, the refreshed approach being taken across the city and how the Council was developing its work with groups, such as young people, in order to harness the appetite there was for this agenda.

HEALTH, WELLBEING AND ADULTS

46 Integrated Market Position Statement

The Director of Adults and Health submitted a report providing an update on the development of an Integrated Market Position Statement in respect of the adult social care market. The report also sought approval of the appended Position Statement for the purposes of publication.

RESOLVED –

- (a) That the Integrated Market Position Statement, as appended to the submitted report, be approved for the purposes of publication.
- (b) That it be noted that the Director of Adults and Health is responsible for the publication of this document following the Board's approval and following the expiry of the Call In process.

CHILDREN AND FAMILIES

47 Review of Leeds Child Safeguarding Partnerships

The Director of Children and Families submitted a report which provided an update on the progress made regarding the review of child safeguarding partnerships in the city and which set out the direction of travel for the future.

Responding to a Member's enquiries, the Board was advised that arrangements were currently on track for proposals to be implemented by September 2019. Also, assurance was provided on the safeguarding measures that would continue and be built upon in terms of cross-boundary provision.

Members also highlighted the need to ensure that the effectiveness of the proposals were monitored, with agreement being given that it would be appropriate for both Executive Board and the relevant Scrutiny Board to have a role in that monitoring process.

RESOLVED – That the new arrangements, as detailed within the submitted report, be noted, with it also being noted that a further report will be provided to Executive Board on the final arrangements in the Autumn.

LEARNING, SKILLS AND EMPLOYMENT

48 Equality Improvement Priorities Progress Report 2018 - 2019

Further to Minute No. 48, 25th July 2018, the Director of Communities and Environment submitted a report presenting the annual progress which had been made against the Council's Equality Improvement Priorities for 2018 – 2022. The report also outlined the reviewed, amended and completed priorities, as detailed at appendix 1 to the submitted report.

The Board noted the suggestions made in respect of the report, which were that future annual reports be submitted to the Members' Equality Group for consideration prior to being submitted to Executive Board and that it would be useful to show comparisons in the report with those that did not have a protected characteristic when presenting relevant data.

RESOLVED –

- (a) That the Equality Improvement Priorities Annual Report 2018 – 2019, as appended to the submitted report, be approved;
- (b) That approval be given to sign off the completed priorities for 2018/19;
- (c) That the new and amended priorities for 2019/20, be approved;
- (d) That a further report on such matters be submitted to the Board in July 2020;

- (e) That it be noted that the Director of Communities and Environment is responsible for the implementation of decisions made by Executive Board in respect of the submitted report.

49 Design & Cost Report for the Learning Places expansion of Beeston Hill St Luke's Church of England Primary School

Further to Minute No. 161, 21st March 2018, the Director of Children and Families submitted a report which provided background information in respect to the proposed expansion at Beeston Hill St Luke's Church of England Primary School, and which sought approval to incur expenditure necessary to support the proposed project and provided further context in respect of any associated risk and cost implications.

RESOLVED –

- (a) That the necessary 'authority to spend' on the Learning Places Programme for Beeston Hill St Luke's Church of England Primary School, at a total value of £4,295,000 and as detailed within the submitted report, be approved;
- (b) That the expenditure of £4,295,000 from capital scheme number 32737/BEE/000 for the construction work and associated fees for the expansion of Beeston Hill St Luke's Church of England Primary School, which is necessary to enable occupation from September 2020, be approved;
- (c) That the estimated scheme cost of £4,295,000 be noted, which includes: £3,220,000 for construction works, professional fees and survey costs of £485,000, £75,000 for loose furniture & equipment to support the expansion to 2 Form Entry and the setting up of Primary and Secondary SEN (Special Educational Needs) provision, £515,000 for supporting costs, together with a client held contingency commensurate to the scale and complexity of the project;
- (d) That it be noted that the officers responsible for the implementation of such matters are the Head of Service Learning Systems and the Head of Projects and Programmes, Asset Management & Regeneration, and that the necessary authority be delegated to those officers to enable them to enter into all other agreements required to deliver this project.

50 Outcome of consultation and request to approve funding to permanently increase learning places at Horsforth School from September 2022

The Director of Children and Families submitted a report which presented a proposal brought forward to meet the Local Authority's duty to ensure a sufficiency of school places. Specifically, the submitted report detailed the outcomes from a consultation exercise regarding a proposal to expand secondary school provision at Horsforth School and which sought a decision to fund the delivery of a scheme which would create the additional learning places required.

RESOLVED –

- (a) That the outcome of the consultation undertaken on the proposal to permanently expand Horsforth School from a capacity of 1125 to 1425 students by increasing the admission number in year 7 from 225 to 285, with effect from September 2022, be noted;
- (b) That the outcome of initial feasibility work, be noted, and that provisional approval be granted for the authority to spend (ATS) of £4.8m to deliver the proposed permanent expansion at Horsforth School;
- (c) That it be noted that the implementation of the proposals detailed are subject to funding being agreed based upon the outcome of further detailed design work and planning applications, as indicated at section 4.4.1 of the submitted report, with it also being noted that the proposal has been brought forward in time for places to be delivered for 2022;
- (d) That it be noted that the Head of Learning Systems is the responsible officer for the implementation of such matters.

51 The 3As Strategy: Improving the attendance, attainment and achievement of children and young people in Leeds

The Director of Children and Families submitted a report providing an update on the development of the Council's '3A's Strategy', which focussed upon the attendance, attainment and achievement of children and young people in Leeds, and which formed part of the overall drive to support all children and young people in having a successful start in life.

Following a detailed introduction, Members welcomed the submitted report.

With regard to the Local Government Association Peer Review, as referenced in the report, it was requested that the findings from that review be shared as appropriate, to enable Members to identify positive actions in this field which they could help progress in their local communities.

It was noted that issues relating to the 3A's Strategy were scheduled to be submitted to the Scrutiny Board (Children and Families) in the Autumn, and following a reference being made to the related issue of fixed term exclusions, it was noted that the issue of all exclusions together with related matters was also to be considered by the Scrutiny Board.

RESOLVED –

- (a) That the development of the '3A's Strategy', as outlined within the submitted report and as appended, be noted;
- (b) That the comments made by the Board regarding ways in which the Council as a whole can support the Strategy, be noted;

- (c) That it be noted that the lead officer for the '3A's Strategy' is the Deputy Director for Children and Families (Learning).

DATE OF PUBLICATION: FRIDAY, 26TH JULY 2019

**LAST DATE FOR CALL IN
OF ELIGIBLE DECISIONS:** 5.00 P.M., FRIDAY, 2ND AUGUST 2019