

Report of the Director of City Development

Report to Executive Board

Date: 6 November 2013

Subject: Chapeltown to City Centre Cycle Route

Capital Scheme Number: 16426 / 000 / 000

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): City and Hunslet, Chapel Allerton, Hyde Park and Woodhouse		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

Summary of main issues

1. The Leeds Core Cycle Network is being developed to provide better routes for cyclists in order to encourage more and safer cycle use and help inactive people become more active (as set out in the Best Council Plan as a priority for 2013/14). This network will also form a key part of the Tour de France legacy.
2. The Leeds Core Cycle Network will also help achieve the Leeds City Priority Plan 2011-2014; by making sure that people who are the poorest improve their health the fastest. It will do this by providing high quality cycle facilities that will enable residents of some of the most deprived areas (in terms of wealth and health) of the city to include exercise as part of their daily routine.
3. The successful West Yorkshire bid for the Cycle City Ambition Grant will accelerate development of the cycle network. This £29m project is for a range of measures including an east – west cycle superhighway linking the east of Leeds, through the city centre to Bradford. This scheme formed part of the commitments included in the successful Cycle City Ambition Grant bid, as did the adoption of standards reflecting best practice across the UK and Europe.
4. The Chapeltown to City Centre Route will provide a key link between the proposed cycle superhighway and popular cycle routes to the north of the City, and as such

has been designed to a similar high standard as the superhighway itself. This route will represent a step change in the provision for cycling in Leeds and is endorsed by cycle campaigners in the city.

5. Match funding for the scheme has been secured from the Sustrans' Link to Communities fund (£450,000 for 2013/14 out of a total scheme cost of £1,500,000) which aims to link people and communities to key destinations and encourage active travel use. The scheme will also form part of the Local Sustainable Transport Fund's "Getting Transport to Work" project. Additional Local Transport Plan funding (£500,000) has also been allocated from the Integrated Transport Authority from Implementation Plan 2 (for 2014/15).

Recommendations.

The Executive Board is requested to:

- i) Note the proposals contained in this report which are a key element of the Cycle City Ambition Grant.
- ii) Give authority to incur expenditure of £1,310,000 works costs, £140,000 staff costs and £10,000 legal costs, to be funded £1,010,000 from the LTP Transport Policy Capital Programme, and £450,000 from the Sustrans' Link to Communities fund. In addition to this authority to incur expenditure of £40,000 staff fees funded from the LTP Transport Policy capital programme was approved on an initial design and cost report in October 2011.
- iii) Note the report and approve (subject to TROs) the proposed highway works as outlined in Section 3.1 and indicated on the overview drawing included as Appendix 1 and General Arrangement drawings HDC/716426/GA/01c and HDC/716426/GA/02b contained in Appendix 2, at an estimated total cost of £1,500,000
- iv) approve the areas of footway to be converted to cycle track (see drawings TPP 32-02-009-SU1 and 2 included in Appendix 4), and fulfil the requirements of the Highways Act 1980, that allow this (see para 4.6.3);
- v) Instruct the City Solicitor to revoke relevant items currently in force in an existing movement restriction and waiting restriction Traffic Regulation Orders and to advertise draft Traffic Regulation Orders in relation to extending the length covered by various waiting and loading restrictions as indicated on drawing referenced HDC-716426-TRO-01 (see appendix 3) and, if no valid objections are received then make, seal and implement the orders.
- vi) and to note:
 - that should approval be forthcoming, works will be issued to term contractors once the call-in procedure has been cleared.
 - the proposed timescales for implementation as outlined in paragraph 3.2.
 - that the Head of Transport Policy will be responsible for implementation.

1 Purpose of this report

- 1.1 This report seeks the authority to fund construction of the works and related fees, in addition to giving authority to advertise proposed amendments to existing Waiting Restriction Traffic Regulation Orders and the provision of new Waiting/Loading Restriction Orders and, if no valid objections are received then make, seal and implement the orders. The total estimated cost of the proposed scheme is £1,500,000.

2 Background information

- 2.1 The Leeds Core Cycle Network is intended to provide better routes for cyclists in order to encourage cycle use, which in turn will help reduce the city's CO2 emissions, reduce congestion on the city's roads and improve the health of its residents. The primary aim of the network is to provide commuter routes to improve access to jobs and reduce reliance on the private motor car as a means to get to work.
- 2.2 An Executive Board on the 22 September 2009 approved a report which detailed the Leeds Core Cycle Network and since that time six routes (50km approx.) have been completed along with numerous improvements to the overall cycle network.
- 2.3 In August 2013 West Yorkshire secured over £18m of grant funding from the Cycle City Ambition Grant to create a cycle superhighway from the east of Leeds, through the city centre to Bradford. This route forms a key element of the proposals for the city centre and will link main roads to the north of the city to the superhighway.
- 2.4 This scheme was the subject of a successful bid to the Sustrans "Links to Communities" fund. The objectives of this fund are to:
- Link the places people live in with the places they want to get to
 - Encourage people to cycle or use another active mode on everyday journeys and increase cycling modal share
 - Meet an identified community need and demand
- £450,000 has been secured and is required to be spent by March 2014.
- 2.5 On 18 April 2011 Metro, on behalf of the Integrated Transport Authority submitted a Key Component bid for West Yorkshire to the Sustainable Transport Fund called 'Getting Transport to Work', incorporating an area package to support travel behaviour change; promotion of active travel and public transport; and complementary capital investment. A key element of the Leeds portion of the bid involves provision of a number of Leeds Core Cycle Network Routes linking areas of high housing density with employment sites. This scheme will provide one of the identified routes.
- 2.6 The proposals that make up the Leeds Core Cycle Network formed a key element of the bid that secured the Tour de France Grand Depart in July 2014. This scheme forms a key part of that network and its completion in early 2014/15 will coincide with

publicity around the Tour. It will provide a high quality and highly visible scheme delivered on the actual route of the Tour and be an indicator of Leeds City Council's ambition to secure a lasting cycling legacy and take advantage of the positive feeling the Tour generates.

3 Main issues

3.1 Design Proposals and Full Scheme Description.

- 3.1.1 The Chapeltown to City Centre Cycle route has been developed over the last two years. At an early stage, designs included proposals to provide two-way, unsegregated shared-use of the footways throughout the full length of the scheme.
- 3.1.2 Discussions with cyclists and visually impaired groups indicated that this approach would not provide a route of sufficient quality to encourage use of cycles and may cause conflict between cyclists and pedestrians, particularly where pedestrian numbers were high. As such segregation by kerb was proposed in busier areas and unsegregated shared-use footways were reserved for quieter areas.
- 3.1.3 The development of the Cycle City Ambition bid highlighted the importance of this route and the need to provide a cycle superhighway standard. This led to the design of fully segregated cycle tracks which will be wider than previously proposed and will reduce the amount of shared-use to an absolute minimum. Since then we have been liaising with cyclists and visually impaired users to produce a scheme which we are confident will provide a cycle route that is direct, convenient, suitable for novice and experienced cyclists and does not cause undue conflict with pedestrians. This high quality is reflected in the cost of the scheme.
- 3.1.4 Plans of the proposed works are attached. An overview is available in Appendix 1 and General Arrangement drawings HDC/716426/GA/01c and HDC/716426/GA/02b are included in Appendix 2.
- 3.1.5 Proposals include cycle lanes, tracks and cycle crossings to provide a high quality cycle route on Regent Street and Sheepscar Street South, between Eastgate Roundabout and Sheepscar Interchange, with a spur along Meanwood Road to allow a bypass of the Sackville Street one-way system
- 3.1.6 The lanes and tracks will be of standard shown to work in continental Europe and offer a higher degree of safety and convenience than that previously provided form cycle routes in Leeds.
- 3.1.7 Links and crossings will also open up routes on either side of Regent Street that will provide important connections across the corridor.
- 3.1.8 Although shared-use has been kept to a minimum, some small sections are still required, however these will be at locations where adequate width is available and where cycle speeds are likely to be low, for example at the approach to a cycle crossing.

3.2 **Programme** - The design and construction of the works will be delivered in the 2013/2014 and 2014/15 programme, procured using the Highways Term Contract. Estimated to start on site in December 2013 and an anticipated completion date in May 2014.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 Ward Members: Ward Members for Chapel Allerton, City and Hunslet, Hyde Park and Woodhouse were consulted by email and post on 4th May 2012; with reminders emailed on 3rd July 2012. No written responses were received but verbal approval in principle was given at a site meeting with Chapel Allerton members in September 2012. Ward members were consulted again on 19th July 2013 with no responses received

4.1.2 The consultation was raised at the North East (Inner) Area Committee on 18th June 2012.

4.1.3 Consultation was sent to visually impaired groups on the Equality Hub database. A verbal response was received that objected to the use of shared-use footways in general. The scheme was amended to address concerns and details of finalised proposals sent to groups on 19th July 2013. A letter of support from the visually impaired group concerned was received on 15th August 2013.

4.1.4 A consultation leaflet was posted to 8500 residents in areas around the proposed route. Leaflets and posters were also sent to Libraries, Community Centres and Residents Association Centres in these areas. Details were posted on Talking Point between 8th May 2012 and 3rd July 2012 with further details available on the Leeds City Council website. Sixteen responses were received by email. All were positive in the needs for a cycle route but most involved suggestions for improvement. Since this consultation numerous meetings have been held with cyclists to address points raised. This process had led to considerable improvements to the design.

4.1.5 The scheme has been discussed at the Leeds Cycling Consultation Forum and several design workshops have taken place with cyclists with the latest on 9th July 2013. The recommendations of users have been included in designs and the scheme is supported by the Leeds Cycling Campaign who state:

“Leeds Cycling Campaign supports the latest scheme to improve facilities for cycling between Chapeltown/Sheepscar and the City Centre via Regent Street and Eastgate. The Council are planning to provide a cycle facility separate from the pedestrian footway throughout most of this route, which will benefit both cyclists and pedestrians and prevent conflict, particularly with vulnerable and less mobile pedestrians. []. The scheme is a clear improvement on many previous cycle schemes in the city and we hope to see the plans turned into reality soon.”

4.1.6 Stage 1 and 2 Road Safety Audits have been undertaken in November 2011 and August 2013 respectively. Designs were amended in light of the recommendations and no significant issues are outstanding.

- 4.1.7 Metro (WYPTE): Metro were consulted by email dated 20 June 2012; Since then a number of discussions have taken place regarding placement of bus stops. Further consultation has also taken place in April 2013 with no further comments being received.
- 4.1.9 Emergency Services were consulted by email on 19th July 2012. Further consultation has also taken place in April 2013 with no further comments being received.
- 4.1.10 Frontages were sent letters and drawings by post on 19th July 2012. Revised designs were sent by post on 19th July 2013. No responses have been received, although some letters that were returned by Royal Mail have been followed up with hand delivered ones on 20th September 2013.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An Equality and Diversity / Cohesion and Integration Screening was carried out (see Appendix 5) and established that there isn't a need to undertake a full impact assessment. An Equality and Diversity / Cohesion and Integration for Cycle Infrastructure as a whole has been published previously.
- 4.2.2 The screening concluded that these new facilities will have the following positive impacts:
- These new facilities will have a positive impact for cyclists particularly elderly and young cyclists, who are most vulnerable, and help provide safe access to more jobs and services for them.
 - The proposals will help increase the level of less assertive cyclists, in particular females by providing safer facilities.
 - Thanks to adapted bikes, cycling is open to people with a range of disabilities and safer routes have a role to play in enabling people with disabilities to cycle.
 - It will also have a positive impact on pedestrians, the visually impaired, pushchair users etc. by providing a quality alternative to using footways for cyclists.
 - Better indication of which footways cyclists are allowed to use (and which are appropriate for their use) will help reduce use of footways less appropriate for cycle use elsewhere
- 4.2.3 Although lengths of footway to be converted to shared-use are to be kept to a minimum, the safety issues relating to the joint use of cycle tracks by cyclists and pedestrians will also be highlighted within led rides and training activities to be undertaken on this route as part of the Local Sustainable Transport Fund "go:cycling" project. To further ameliorate these concerns a *Considerate Cycling* campaign is being developed.

4.3 Council policies and City Priorities

4.3.1 The proposals are consistent with the Best Council Plan with sets helping inactive people become more active as a priority for 2013/14). The Leeds Core Cycle Network will also help achieve the Leeds City Priority Plan 2011-2014 Priority; of making sure that people who are the poorest improve their health the fastest.

4.3.2 Development of the core cycle network supports the Local Transport Plan objectives to improve connectivity to support economic activity, to make substantial progress towards a low carbon transport system and to improve quality of life. Furthermore, the scheme is consistent with the detailed aims and proposals of LTP3 specifically:

- Proposal 22: 'Define, develop and manage networks and facilities to encourage cycling and walking'; and
- Implementation Priority: 'Investment in low carbon modes of travel'.

4.3.3 The proposals are in line with the Leeds Vision 2030 which sets out plans for 'increased investment in other forms of transport, such as walking and cycling routes, to meet everyone's needs'.

4.4 Resources and value for money

4.4.1 **Full scheme estimate** The total estimated cost of the scheme is £1,500,000 comprising £1,310,000 works costs, £180,000 staff costs and £10,000 Legal costs.

4.5 Capital Funding and Cash Flow.

4.5.1 Funding: The scheme is to be funded £1,050,000 from the LTP Transport Policy Capital Programme and also with a £450,000 grant from the Sustrans Links to Communities fund.

4.5.2 Staffing: The design and supervision of the works can be carried out within the existing staff resources.

Complete the embedded table below:

Funding Approval :	Capital Section Reference Number :-						
Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2013 £000's	FORECAST				
			2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	0.0						
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	40.0	40.0					
OTHER COSTS (7)	0.0						
TOTALS	40.0	40.0	0.0	0.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2013 £000's	FORECAST				
			2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017 on £000's
LAND (1)	0.0						
CONSTRUCTION (3)	1310.0		850.0	460.0			
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	140.0	17.9	82.1	40.0			
OTHER COSTS (7)	10.0	4.9	5.1				
TOTALS	1460.0	22.8	937.2	500.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2013 £000's	FORECAST				
			2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017 on £000's
Government Grant - LTP	1050.0	62.8	487.2	500.0			
Other Grant - Sustrans	450.0		450.0				
Total Funding	1500.0	62.8	937.2	500.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Parent Scheme Number: 99609

Title: LTP Transport Policy Capital Programme

4.6 Legal Implications, Access to Information and Call In

4.6.1 The decisions taken in respect of this report are eligible for call in.

4.6.2 The scheme was placed on the Forward Plan in July 2013. No comments or queries have been received to date.

4.6.3 The approval of this report, including attached drawings TPP 32.02.009-SU1 and TPP 32.02.009-SU2 (see Appendix 2) and the erection of appropriate signage is sufficient to satisfy the requirements of the 1980 Highways Act with respect to converting footways to cycle tracks.

4.7 Risk Management

- 4.7.1 Not progressing the project will compromise the ability of the Council to meet the objectives of the Local Transport Plan and the council's responsibilities as the Highway Authority.
- 4.7.2 Levels of cycling do not increase in spite of these proposed interventions: In conjunction with other initiatives to change travel behaviour, this outcome is considered improbable given the benefits to individuals arising from cycling, the publicity given to cycling and the stated wishes of the public. Evidence from Cycling England's Demonstration Towns and Transport for London indicates that growth can be achieved by taking appropriate measures.
- 4.7.3 Failure to provide the scheme would mean loss of match funding of £450,000 from the Sustrans "Links to Communities" fund and mean we are unable to fulfil our commitments to the "Getting Transport to Work" project which would jeopardise match funding associated with other schemes in the Local Sustainable Transport Fund programme.
- 4.7.4 Failure to provide the scheme as indicated in the Cycle City Ambition Grant – Highway To Health would mean we are unable to fulfil our commitments described in the bid, and would leave the West Yorkshire ITA in a potentially difficult situation.

5 Conclusions

- 5.1 The proposed scheme aims to improve access to the city centre, shops, education and workplaces by bicycle within the urban area of Leeds. It will provide a key link to the Cycle City Ambition Grant cycle superhighway and represent a step change in the quality of cycle provision in the city. It is anticipated implementation will lead to reduced levels of congestion and air pollution, with improvements to sustainability and health.

6 Recommendations

- 6.1 The Executive Board is requested to:
 - i) Note the proposals contained in this Report which are a key element of the Cycle City Ambition Grant.
 - ii) Give authority to incur expenditure of £1,310,000 works costs, £140,000 staff costs and £10,000 legal costs, to be funded £1,010,000 from the LTP Transport Policy Capital Programme, and £450,000 from the Sustrans' Link to Communities fund. In addition to this authority to incur expenditure of £40,000 staff fees funded from the LTP Transport Policy capital programme was approved on an initial design and cost report in October 2011.
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- iv) approve the areas of footway to be converted to cycle track (see drawings TPP 32-02-009-SU1 and 2 included in Appendix 4), and fulfil the requirements of the Highways Act 1980, that allow this (see para 4.6.3);
- v) Instruct the City Solicitor to revoke relevant items currently in force in an existing movement restriction and waiting restriction Traffic Regulation Orders and to advertise draft Traffic Regulation Orders in relation to extending the length covered by various waiting and loading restrictions as indicated on drawing referenced HDC-716426-TRO-01 (see appendix 3) and, if no valid objections are received then make, seal and implement the orders.
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 - that should approval be forthcoming, works will be issued to term contractors once the call-in procedure has been cleared.
 - the proposed timescales for implementation as outlined in paragraph 3.2.
 - that the Head of Transport Policy will be responsible for implementation.

7 Appendices

- 7.1 Appendix 1 - Scheme overview drawings 1 and 2.
- 7.2 Appendix 2 - General Arrangement Drawings HDC/716426/GA/01c and HDC/716426/GA/02b
- 7.3 Appendix 3 - Traffic Regulation Order Drawing HDC-716426-TRO-01
- 7.4 Appendix 4 - Drawings showing areas of footway to be converted to cycle track drawings TPP 32-02-009-SU1 and TPP 32-02-009-SU2.
- 7.5 Appendix 5 - Chapeltown to City Centre Cycle Route Equality, Diversity, Cohesion and Integration Screening document.

8 Background Papers¹

- 8.1 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.