

**Report of the Director of City Development and the Director of Public Health**

**Report to Executive Board**

**Date: 18 December 2013**

**Subject: Cycle City Ambition Grant – Highway to Health**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Armley, Bramley & Stanningley. Burmantofts & Richmond Hill, Calverley & Farsley, City & Hunslet, Cross Gates & Whinmoor, Gipton & Harehills, Killingbeck & Seacroft, Kirkstall and Temple Newsam		
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. This Report updates Members on progress on the successful Cycle City Ambition Grant application – Highway to Health.
2. The Best Council Plan emphasises the need to *improve public health* and *Promotes Sustainable and Inclusive Economic Growth*. The objectives of the Cycle City Ambition Grant are similar with and route passing through areas of poor health, and low employment and seeking to connect those communities with employment opportunities in regeneration areas and the city centre.
3. A bid was submitted by the Integrated Transport Authority (Metro) on behalf of West Yorkshire on April 30th. The bid featured:-
  - A Cycle Super-Highway from Seacroft, across the Leeds district into Bradford city centre, which will represent a step change in the quality of cycle provision,
  - Key city centre linkages and extensive cycle parking,
  - The improvement of the Leeds Liverpool Canal Towpath,
  - 20mph schemes adjacent to the route; and
  - Funding directed towards promoting the facilities created.

4. The bid was able to capitalise on the success of the well-established Leeds Core Cycle Network, and the unique impetus provided by the Grand Depart of the Tour de France.
5. On August 12th 2013 the Prime Minister announced that West Yorkshire had been successful in its submission and granted the full amount from the application of £18.052m; together with match funding of £11.1m this gives an overall scheme cost of £29.2m.
6. The report outlines how the proposed bid will be delivered, via seven work streams, three of which will be led by Leeds City Council, including the key work stream of constructing the Cycle Super-Highway. Note is also made of the work taking place to maximise the opportunities presented by the Tour de France, Grande Depart.

## **Recommendations**

The Executive Board is requested to:

- i) Note the contents of the Report;
  - ii) Note the success of the Cycle City Ambition Grant bid - 'Highway to Health', and the £18.1m grant from the Department for Transport, as part of the overall programme of £29.2m;
  - iii) Support the programme delivery arrangements, through 7 separate work-streams, in partnership with the West Yorkshire Integrated Transport Authority and the City of Bradford Metropolitan District Council. Three of these work-streams will be led by Leeds City Council;
  - iv) Note that the Head of Transport Policy will be responsible for implementing the decision;
  - v) Request that a further report will be brought to Executive Board that will detail the contracting arrangements, provide detailed estimates and seek authority to spend.
- iv) Note:
- proposed timescales for implementing the project as outlined in section 3.3
  - the stages required to implement the decision as outlined in 3.4/3.6
  - that the Head of Transport Policy will be responsible for implementation.

## **1 Purpose of this report**

- 1.1 This report updates Executive Board on the progress in developing the Cycle City Ambition Grant – Highway to Health.
- 1.2 The report outlines how the programme will be delivered via seven work streams with Leeds City council leading on three.

## **2 Background information**

- 2.1 In February 2013 the Department for Transport announced the Cycle City Ambition Grant, a new source of funding. Bids were open to cities in the first and second wave of the City Deal process, in addition to the National Parks. A bid was submitted by the Integrated Transport Authority on behalf of West Yorkshire on April 30<sup>th</sup> 2013
- 2.2 The bid was able to emphasise the significant progress Leeds has made over recent years in developing cycling infrastructure. The Leeds Core Cycle Network - approved by Executive Board in 2009, will ultimately feature a network of 17 routes, 6 of which have already been completed. The value of the network has been recognised by the Third Sector, particularly Sustrans, who have made significant financial contributions into its development.
- 2.3 The Leeds Core Cycle Network was an important element of the bid that secured the Tour de France Grand Depart in July 2014 for Leeds. The Grand Depart provides a unique opportunity to encourage cycling of all categories, not just competitive cycling. The Cycle City Ambition Grant – Highway to Health will provide a high quality and highly visible legacy and will demonstrate Leeds City Council's ambition to secure a lasting cycling legacy and take advantage of the positive atmosphere which will be generated by the Tour.
- 2.4 The key element is a Cycle Super-Highway from Seacroft, across the Leeds district into Bradford city centre. In addition, key city centre linkages are to be provided, along with cycle parking, the improvement of the Leeds Liverpool Canal Towpath, 20mph schemes, and funding directed towards promoting the facilities created.
- 2.5 The Guidance emphasised the need to consider areas with poor health. It also stressed the need for any proposals to encourage economic growth and not merely to concentrate on areas within a district where cycling is strong. In Leeds the bid therefore concentrated on areas adjacent to housing and employment growth areas, and areas which experience poor health.
- 2.6 This meets the objectives of the best Council Plan, by *improving public health*, and also *Promoting Sustainable and Inclusive Economic Growth*, by *helping people get into jobs*, and *getting people active*.
- 2.7 The submission was for an overall amount of £29.2 million, with a local contribution of £10.894 million, which comprised £7.5 million LTP funding, plus local authority

contributions (e.g. staff time as 'in kind' contribution). Close working with Public Health colleagues has taken place; they have provided both extensive input and match funding into the bid.

- 2.8 On August 12th 2013 the Prime Minister announced that West Yorkshire had been successful in its submission and granted the full amount from the application of £18.052m. The granted works must be completed by September 2015 with all works to be completed by March 2016.
- 2.9 The Cycle Super Highway project commencing as it does in the year Leeds hosts the Tour de France Grand Depart 2014 will provide a fitting lasting legacy for cycling. The recent Members' State of City Conference focussed this year on transport and the outcomes are presently being reviewed which will in due course also feed into the work described here.
- 2.10 A range of complementary activities will be taking place during 2014; including the West Yorkshire Go Cycling project, the Access for Education (LSTF) school travel project; an expanded programme of Bikeability training for Years 6 and 7; and a cross directorate working group which is working on initiatives which will draw on the opportunity offered by the Tour to promote cycling as sport, for health and travel. Work on legacy is being co-ordinated across the key directorates and with the School Games Organisers.
- 2.11 This year the Children's Mayor of Leeds, has chosen for her manifesto "Life Cycle Leeds" which makes a number creative suggestion for helping more children to take up cycling, such as cycle paths to schools and a "Borrow-A-Bike" scheme for Leeds. A bike hire scheme, Velocampus, already operates for the universities and plans are being laid for a hire scheme at rail stations so it would be timely to re-evaluate other such opportunities.

### **3 Main Issues**

- 3.1 The Integrated Transport Authority is proposing to deliver the Highway to Health programme in seven work programmes

- 3.1.1 *Cross City Superhighway*  
(See Drawings 1 – 4)

The 23km Cycle Super -Highway stretches from Seacroft through Leeds City Centre, to the Bradford district boundary and on into Bradford city centre. It provides linkages with the key Housing Growth areas in East Leeds and the regeneration areas of the Aire Valley, West Leeds Gateway and the Leeds Bradford corridor. The Cycle Super-Highway is the main component of the Highway to Health programme and will represent a step change in the quality of cycle provision.

The east-west alignment allows the scheme to link areas of low employment with the employment areas of the Aire Valley, West Leeds Gateway, Kirkstall Forge and the emerging Southbank area, in addition to the two city centres. The scheme also provides linkages into the new housing areas in east Leeds and serves both the major hospitals.

Leeds City Council will lead on this project, working closely with Bradford Metropolitan District Council and assistance from the Council's Engineering Strategic Design Partner.

It is envisaged that Leeds will let a contract for these works, which will involve Leeds City Council undertaking highway construction works in the Bradford district.

Current Estimate: £16,434,000

### 3.1.2 Leeds City Centre Cycle Access Improvements (See Drawing 3)

Key city centre linkages to other Leeds Core Cycle Network routes and a link to the Southbank are provided. In addition high quality cycle parking in Leeds City Centre will be provided before the Tour de France Grand Depart.

Leeds City Council will lead on this project with assistance from the Engineering Strategic Design Partner.

Current Estimate: £ 1,704,000

### 3.1.3 Leeds 20 mph Schemes

To provide 20mph schemes adjacent to the route to enable safe cycle access to the cycle network, particularly the Cycle Super-Highway and ensure effective linkages with neighbourhoods adjacent to the proposals.

Leeds City Council will lead on this programme.

Current Estimate: £ 760,000

### 3.1.4 The remaining work-streams are:

Work-Stream	Description	Lead	Outlined Cost
Leeds Liverpool Canal Towpath Upgrade (Armley – Shipley)	The Canal Tow Path upgrade project will re-surface the towpath, to ensure it can be utilised on a year round basis. This will be a sealed surface sympathetic to the nature of the surroundings.	Bradford Metropolitan District Council and implemented by the Canals & Rivers Trust	Current Estimate £1,600,000
Bradford 20mph schemes	As per the Leeds 20mph schemes	Bradford Metropolitan District Council	Current Estimate: £140,000
Encouragement and Engagement	The development of a new collaborative approach to co-ordinating the encouragement (promotion, information, event and training) activities and engagement with cycling groups to seek their input to design as well as their support in championing cycling for a wider	Integrated Transport Authority	Current Estimate: £1,600,000

	audience. The Encouragement and Engagement project will also provide input on the traditional highway infrastructure consultation.		
Monitoring & Evaluation	A full monitoring and evaluation plan was required for the DfT Major Scheme Business Case. This plan includes undertaking 'before' and 'after' cycle counts, household surveys and the collection (and subsequent analysis) of casualty and air quality data.	Integrated Transport Authority, likely to be undertaken by a consultant, with a Project Executive from Leeds City Council.	Current Estimate: £318,000

- 3.2 The remainder of the £29.2m comprises £319,000 Project Management Costs and £3,437,000 contingency. A further £2,949,000 is represented by Supporting Schemes such as LCCN Route 9 Chapeltown – Leeds City Centre recently approved by Executive Board.
- 3.3 **Programme:** The grant funding is required to be spent by September 2015, while the match funding must be spent by March 2016. Given the scale, complexity and nature of the works this represents a very challenging timescale, particularly for work streams led by Leeds City Council.
- 3.4 It is anticipated that the works for the Canal towpath will begin in January 2014 and conclude at the end of May 2014.
- 3.5 Leeds City Centre Cycle Parking will begin on site in February 2014 and will be completed before the Tour de France Grand Depart. No other works will commence in the city centre until after early July.
- 3.6 With regard to the Super- Highway and the remainder of the City Centre works it is currently envisaged that work will begin on site in October 2014 to be completed by March 2016.

#### 4. Corporate Considerations

##### 4.1 Consultation and Engagement

- 4.1.1 The Executive Member for Development and the Economy was kept informed of the bid during its necessarily rapid development.
- 4.1.2 While the bid was being developed preliminary consultation occurred with Ward Members affected by the Cycle Super Highway and City Centre proposals, and a further briefing was offered. Two members responded positively to the bid proposals. No Members took up the offer of a briefing. Since the funding was received, a number of Ward Members have requested briefings which are now being arranged.

- 4.1.3 A large number of stakeholders were involved in the preparation of the bid including; the Chamber of Commerce, the West Yorkshire Police Service, Sustrans and Network Rail. Each stakeholder provided a letter of support for the bid.
- 4.1.4 Extensive further consultation is proposed throughout the programme which will begin with the Ward Member briefings and a series of events in December.

## **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 An Equality, Diversity, Cohesion and Integration Impact Assessment for Cycling Infrastructure identified that the type of high quality segregated provision intended for the Cycle Super-Highway and the City Centre is the most desirable both for the cyclist and for highway users from each of the equality strands.
- 4.2.2 It is currently not necessary for an Equality, Diversity, Cohesion and Integration Screening / Impact Assessment to be undertaken, as this is a high level strategic report. However, as the proposals are developed further, a screening and an impact assessment (if required) will be undertaken at the planning and design stage for each of the 3 elements led by Leeds City Council, and by the other Project leads as appropriate.
- 4.2.3 When the proposals are developed further a specific EDCI will be undertaken for each work-stream.
- 4.2.4 Although the majority of the scheme will be segregated, there will inevitably be shared use areas because of site constraints at certain locations. The perceived safety issues relating to the joint use of cycle tracks by cyclists and pedestrians will be highlighted within guided 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 *Safe and 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; *Promoting sustainable and inclusive economic growth - improving the economic wellbeing of local people and businesses*. The CCAG guidance invited bidders to develop schemes, not necessarily in areas with strong levels of existing cycling, but in areas with poor health and low employment, and invited bidders to consider how to link these areas with employment opportunities.
- 4.3.2 Development of the Leeds Core Cycle Network supports the three overarching 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 programme 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 The Integrated Transport Authority will reimburse Leeds City Council in accordance with the principles established for the allocation of West Yorkshire Local Transport Plan funding, whereby the Council is sent an amount quarterly subject to the agreed spend profiles.

4.4.2 A further Report will be presented to Executive Board once the detailed scheme and construction arrangements are concluded.

#### **4.5 Legal Implications, Access to Information and Call In**

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

#### **4.6 Risk Management**

4.6.1 As detailed above should any element of the project led by Leeds City Council overspend, the contingency for the programme as a whole is held by the Integrated Transport Authority and the risk is borne by them. Equally should the scheme underspend then the match-funding is likely to return into the West Yorkshire LTP funding allocation.

4.6.2 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 unlikely given the high quality measures being considered, the recognised benefits to individuals arising from cycling, the publicity given to cycling and the stated wishes of the public in terms of providing improved and safe infrastructure. Evidence from Cycling England's Demonstration Towns and Transport for London indicates that significant growth can be achieved by installing schemes of this nature.

### **5 Conclusion**

5.1 This report details the nature of the successful Cycle City Ambition Grant – Highway to Health, and describes the framework by which the programme as a whole will be delivered, and particularly the 3 work-streams led by Leeds City Council including the key Cycle Super-Highway. A further Report will detail the precise funding required and the contracting arrangements.



## **6 Recommendations**

The Executive Board is requested to:

- i) Note the contents of the Report;
- ii) Note the success of the Cycle City Ambition Grant - 'Highway to Health', and the £18.1m grant from the Department for Transport, as part of the overall programme of £29.2m;
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- iv) Request that a further report will be brought to Executive Board that will detail the contracting arrangements, provide detailed estimates and seek authority to spend; and to.
- v) . Note:
  - proposed timescales for implementing the project as outlined in section 3.3
  - the stages required to implement the decision as outlined in 3.4/3.6
  - that the Head of Transport Policy will be responsible for implementation.

## **7 Background documents<sup>1</sup>**

7.1 None.

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<sup>1</sup> 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.