

Report of the Director of City Development

Report to Executive Board

Date: 16th July 2014

Subject: Leeds Bradford Cycle Superhighway (including 20mph zones)

Design and Cost Report

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Calverley & Farsley, Bramley & Stanningley, Armley, City & Hunslet, Burmantofts & Richmond Hill, Gipton & Harehills, Killingbeck & Seacroft, Cross Gates & Whinmoor		
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:		

Summary of main issues

1. The paper entitled "Tour de France Legacy for Leeds" considered by the Executive Board in June 2014 sets out the commitments and key objectives of the Cycle Yorkshire strategy. Associated with the aspiration of a positive legacy Leeds City Council, The City of Bradford Metropolitan District Council and The West Yorkshire Combined Authority successfully bid into The Department for Transport's (DfT) Cycle City Ambition Grant.
2. The Tour de France can help leave an array of legacies within the region, not merely of cycling but of the longer term and wider social, economic and environmental gain that increased non-motorised user numbers bring to a city. A significant element of the DfT grant funding covers the construction of a new dedicated cycle superhighway, readily linking Leeds and Bradford with a segregated route stretching 24km from Cross Gates to Bradford City Centre.
3. Offering greater access to a dedicated cycling facility the route will help to deliver the Best Council Plan Objective of Promoting Sustainable and Inclusive Economic Growth. By complementing the Leeds Core Cycle Network and encouraging greater and safer cycle use it will help reduce congestion, drive down CO₂ emissions and contribute to improving the health of the regions residents. All consistent with the Best Council Plan to prioritise aiding inactive people to become more dynamic in 2014/15.

4. The Leeds Bradford Cycle Superhighway and associated 20 mph zones specifically aim to overcome the current safety and infrastructure barriers to cycling by creating a high quality, largely segregated cycle track. With dedicated facilities at junctions, the scheme will be supported by 20mph zones surrounding the route.
5. To facilitate the successful operation of the cycle superhighway within the existing highway boundary it is proposed to promote a package of Traffic Regulation Orders. These will help ensure that it operates free of obstruction by encroaching vehicles, that free flow of traffic is preserved on the remaining highway and that the entirety of the route is safe for all road users.
6. A Section 8 (Highways Act 1980) agreement will be drafted which will enable Leeds City Council to undertake works associated with the scheme that would normally be the function of City of Bradford MDC.
7. The design, consultation and TRO programmes have dictated that the tender design package will comprise sections A to F (Bradford to Leeds City Centre). The detailed design and orders preparation of sections F and G will continue through the summer. Completion of the whole scheme is estimated for December 2015.

Recommendations

8. The Executive Board is recommended to:
 - i) Approve the scheme as described in this report;
 - ii) Inject £21.239M into the City Development Capital Programme;
 - iii) Grant approval for the invitation of tenders and subject to the tender sums being within the tendered budget, to approve and authorise the award of the Contract to undertake the construction of the scheme;
 - iv) Give authority to incur expenditure of £21.239M comprising works costs of £19.349M and design/ supervision costs of £1.89M, funded by West Yorkshire Combined Authority City Connect programme budget;
 - v) Note that the Chief Officer Highways and Transportation intends to enter into an agreement with City of Bradford Metropolitan District Council to undertake works on their highway.

1 Purpose of this report

- 1.1 The purpose of this report is to seek approval to implement the Leeds Bradford Cycle Superhighway Scheme as detailed in Appendix A at a total estimated cost of £21.239 million.
- 1.2 These costs will be funded from the West Yorkshire Combined Authority City Connect Programme budget of £29.261M which includes a DfT grant of £18.052M and £10.894M from the West Yorkshire Local Transport Plan fund.

2 Background information

- 2.1 The Grand Depart of the 2014 Tour de France will be leaving from Leeds City Centre on the 5th July. The events and promotions surrounding the event will lead to an increase in the popularity of cycling, including city centre commuting. A legacy proposal has been developed to capture the longer term benefits for the region in terms of health, access and recreation. A key part of this proposal is the investment in the development of cycle infrastructure linking the city centres of Bradford and Leeds, and beyond to large housing growth areas east of Leeds.
- 2.2 In August 2013 the West Yorkshire Integrated Transport Authority (Metro), in partnership with Leeds City Council and City of Bradford Metropolitan District Council, were awarded £18.1m from the Department for Transport's Cycle City Ambition fund. This was matched with over £10m of local funds to deliver the City Connect programme of engagement and encouragement initiatives and infrastructure projects of which the Leeds Bradford Cycle Superhighway is a key component.
- 2.3 The Leeds Bradford Cycle Superhighway will deliver a step-change in the provision of cycle infrastructure by creating high quality, largely segregated cycle tracks and off-carriageway crossings at signal controlled junctions. For design and programme purposes the 23km scheme has been divided into seven sections. The table below describes the route in each section:

Section	Route
Section A	Church Bank (from junction with Well Street) – Barkerend Road – Leeds Old Road – Leeds Road – Gain Lane (to junction with Intake Road) Southern Link: Leeds Road (from junction with Well Street) – Shipley Airedale Road – Harris Street Dick Lane (from junction from New Lane) to Thornbury Gyratory
Section B	Bradford Road from junction with Gain Lane to Dawson's Corner
Section C1	Bradford Road from Dawson's Corner to junction with Stanhall

Section	Route
(west of Stanningley)	Avenue
Section D (Stanningley Centre)	Bradford Road (from junction with Stanhall Avenue) – Town Street (junction with William Street)
Section C2 (east of Stanningley)	Town Street from junction with William Street – Stanningley Road – Back Lane – Lower Town Street – Henconner Lane
Section E	Stanningley Road (from junction with Henconner Lane) – Armley Road
Section F	Wellington Road (from junction with Armley Road) – Wellington Street – Boar Lane – Duncan Street – Call Lane – Kirkgate/ New York Street/ Harper Street – York Street – Marsh Lane (to junction with York Road)
Section G	York Road, to junction with Ring Road A6120

Table 2.3: Route of Cycle Superhighway between Bradford and East Leeds

- 2.4 In Stanningley Centre (Section D) streetscape improvements are proposed, in conjunction with a 20mph speed limit, to support the needs of cyclists, pedestrians and business owners in a constrained, urban environment.
- 2.5 The detailed design of sections A to E will be complete by the time of inviting tenders. Subject to obtaining the necessary approvals the contract to construct these sections will be awarded Autumn 2014. Construction of sections F and G may be undertaken as a variation to this contract.
- 2.6 The scheme also includes the creation of 20mph zones adjacent to the route of the Cycle Superhighway. This is an essential element of the City Connect programme to enable safe cycle access to the cycle network and ensure effective linkages with the surrounding communities and neighbourhoods.
- 2.7 The paper entitled “Tour de France Legacy for Leeds – Cycling Starts Here”, which sets out the legacy commitments and key objectives of the Cycle Yorkshire strategy, was discussed at the Executive Board meeting of 25th June 2014.

3 Main issues

3.1 The proportion of people that travel to work by bicycle ranges from 0.8% of journeys in Bradford to 1.9% in Leeds. This is well below the average for other parts of England (3.2%). The LTP3 consultation highlighted three key issues as barriers to greater levels of cycling:

- i. Lack of infrastructure;
- ii. Safety concerns;
- iii. Training/ education issues.

3.2 The Leeds Bradford Cycle Superhighway scheme specifically aims to address points i) and ii) above by creating a high quality, largely segregated cycle track generally within the existing adopted highway. With dedicated facilities at junctions, the scheme will be supported by 20mph zones surrounding the route. The following text summarises the key aspects of the scheme, highlighting the key issues encountered during the design process.

Link Design

3.3 Two main types of cycle track have been developed, namely Type 1 and Type 2. Type 1 comprises, typically, a 2m wide cycle track with a 600mm kerbed 'buffer' island, all installed between the footway and main carriageway. Type 2 comprises a 2m wide cycle track with kerb upstand, installed between the footway and main carriageway. Type 2 has been designed where less space is available within the adopted highway.

3.4 The majority of cycle tracks have been designed as one-way, however there are a few locations where sections of Type 1 are proposed as two-way.

3.5 Width to create the dedicated cycle track has been obtained from the existing footway and/ or carriageway such that standard widths are maintained. The table below shows the lane widths provided depending upon speed limit and bus/ HGV use. For narrower single carriageway routes, no parking or waiting restrictions are proposed.

Minimum general traffic running lane width (m)					
30mph			40mph		
Not a bus route	Bus route	'High' % of HGVs (>8%)	Not a bus route	Bus route	'High' % of HGVs (>8%)
3.0	3.0– 3.25	3.0– 3.25	3.3	3.3	3.3

Table 3.5: Minimum general traffic running lane widths

Treatment at Side Roads and Accesses

- 3.6 The risk of incidents increases considerably at junctions and careful consideration has been given to ensure that the right solution is proposed in the right location. The table below details the side road/ access treatment in each case:

<i>Type of side road/ access</i>	<i>Cycle provision</i>
Major	Cycle tracks ends, and surfaced coloured cycle lane continues across the side road. Motorised users on the side road give way to cyclists.
Minor (for Type 1 cycle track)	Type 1: Cycle track ends and leads onto a raised 'table' where motorised users give way in both directions Or Type 2: Cycle track continues across the side road. Motorised users on the side road give way to cyclists.
Private access	Cycle track continues as per link

Table 3.6: Cycle provision at side roads and accesses

Treatment at Bus-Stops

- 3.7 Bus stops have generally been retained in their current positions. Any modifications have been agreed with Metro. To create clear footway space any enclosed bus shelters will be replaced with cantilever type. To maintain a cycle route through a bus stop location, the footway and cycle track has been locally narrowed to create a contiguous refuge island for pedestrians waiting for, and alighting, the bus. Where space permits, for example at bus laybys, standard widths have been applied, with a bus shelter situated on the bus stop 'island'.

Treatment at Signal-Controlled Junctions

- 3.8 Significant liaison has taken place with Urban Traffic Control departments within Leeds and Bradford councils to provide, where possible, dedicated, single phase crossings for cyclists. Where this cannot be accommodated toucan (combined pedestrian/ cycle) crossings have been proposed. These dedicated phases for cyclists should help minimise the risk of conflict between a left turning vehicle and a straight-ahead cycle.

- 3.9 For dedicated facilities cycles will either be detected by loops in the cycle track or cyclists will stop and press the push-button unit. Near and far side cycle signals will indicate when it is safe to cross. To avoid confusion for other road users these signals will be louvred as necessary.

20mph zones

- 3.10 The proposed 20mph zones have been derived from onsite observations, speed surveys and accident information. Progress of the 20mph zones is reliant on the legal process and requires a number of features being proposed to be advertised. Speed Limit Orders being proposed are within the Leeds area adjacent to the Cycle Superhighway. Preliminary drawings of the proposed zones and outline plans of the overall scheme are included in Appendix A.
- 3.11 Traffic calming features will be introduced in accordance with current legislation and the scheme 20mph zone design strategy. The introduction of 'no stopping' restrictions will be provided at school entrance markings where the restrictions do not currently exist. The exact locations of these features will be determined during detailed design and confirmed before they are formally advertised.
- 3.12 Approval to advertise the Orders associated with the 20mph zones has been granted by the Chief Officer Highways and Transportation.

Traffic Regulation Orders

- 3.13 To facilitate the successful operation of the cycle superhighway within the existing highway boundary it is proposed to promote a package of Traffic Regulation Orders. These will help ensure that it operates free of obstruction by encroaching vehicles, that free flow of traffic is preserved on the remaining highway and that the entirety of the route is safe for all road users.
- 3.14 The "No Parking or Loading on Cycle Track or Footway" restriction is designed to address a key concern, namely that the cycle track will be obstructed by vehicles mounting the track to park. Footway parking is prevalent in many parts of the city, with vehicles parked either partially or fully on the footway, and clearly this would have a serious impact on the aim of the cycle superhighway to have an unobstructed route for cyclists. It is considered that introducing this restriction will allow the route to be kept unobstructed and allow civil enforcement of any transgressions.
- 3.15 The remaining restrictions chiefly comprise "No Waiting At Any Time", "No Loading At Any Time" and "No Loading 7am-10am and 4pm-7pm". These restrictions are proposed in those areas where the scheme reduces the carriageway width such that any parking – or in some cases loading – will compromise the safe free flow of traffic.
- 3.16 The scheme retains time limited waiting and permit parking in areas where this is already in operation. In some cases it has proved necessary to relocate existing time limited and permit parking. Additional time limited parking has been introduced at locations where the design of the cycle superhighway reduces the

available on-street parking, to assist local businesses by maximising the use of the remaining on-street space.

- 3.17 The introduction of loading restrictions has the potential to penalise businesses located on the cycle superhighway. "Loading Only" restrictions have been proposed at locations close to affected businesses to ensure that a suitable facility is available.
- 3.18 Change in speed limits, in combination with the change of character as a result of the scheme, are currently proposed in the following locations:
- Stanningley Road between Victoria Terrace and Elder Road –reduction from 40mph to 30mph;
 - Section D (Bradford Road/ Town Street) – reduction from 30mph to 20mph.

Works within City of Bradford Metropolitan District Council

- 3.19 Approximately 5.7km of the scheme is contained within the City of Bradford MDC; Section A as described in Table 2.3 above. The contract between Leeds City Council and the successful tenderer will include Section A. A Section 8 (Highways Act 1980) agreement will be drafted which will enable Leeds City Council to undertake works associated with the scheme that would normally be the function of City of Bradford MDC.

Tender Package and Implementation

- 3.20 The design, consultation and TRO programmes have dictated that the tender design package will comprise sections A to F (Bradford to Leeds City Centre). The detailed design and orders preparation of sections F and G will continue through the summer. Completion of the whole scheme is estimated for December 2015.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 An extensive public consultation exercise has been progressing since the beginning of 2014. Consultation material was developed following the staged completion of the preliminary design in each section. Copies of this information were available at consultation events and were also posted on the City Connect website (www.cyclecityconnect.co.uk/documentation). A summary of how the design has been modified to help address issues raised during the consultation exercise undertaken in March/April 2014 is included in Appendix B.

4.1.2 Key data for each section is shown in the table below:

Section	Period of consultation	No of formal events/ informal engagements	%age of consultees who support the scheme	%age of consultees who do not support the scheme
A	10/3/14 to 8/4/14	15	91	4
B	10/2/14 to 5/3/14	5	78	13
C		13		
D	14/3/14 to 13/4/14	4	tbc	tbc
E	24/3/14 to 8/4/14	13	72	10
F	2/6/14 to 27/6/14	tbc	n/a	n/a
G	30/6/14 to 25/7/14	n/a	n/a	n/a

Table 4.1: Key consultation data

- 4.1.3 Prior to public consultation in each section, local ward councillors were consulted on the preliminary designs. Feedback from the public consultation exercises was collated by the City Connect Communications and Engagement team. Wherever possible detailed designs were amended to accommodate the comments of councillors, business owners and the general public.
- 4.1.4 To ensure that the cycle track, footway and areas of narrow carriageways are kept free from parked vehicles traffic regulation orders have been drafted and reviewed by statutory consultees. Approval to advertise these orders within sections B, C and E has been received from the Chief Officer Highways and Transportation. Letters to affected frontages and advertisements will be distributed during June 2014.

- 4.1.5 Regular liaison has taken place with cycling forums and disability groups where specific design details have been discussed, feedback received and improvements made.
- 4.1.6 The scheme has also been subject of review by the City Connect Advisory Group. This group comprises representatives of Leeds Cycling Campaign, CTC (The national cycling charity), West Yorkshire Combined Authority and advisors, Living Streets (national charity for pedestrians), Leeds Public Health and Sustrans.
- 4.1.7 Ward members, emergency services and West Yorkshire Combined Authority have been consulted on the proposals for 20mph zones. Chief Officer Highways and Transportation approval to advertise the draft Orders was received. Publication of adverts and notices is ongoing to suit the phased delivery of the design and consultation.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 An Equality Diversity Cohesion and Integration Screening was undertaken on the proposed scheme and is attached at Appendix C. The Cycling Infrastructure Impact Assessment was also referred to as part of the screening process.

4.2.2 Key findings:

Positive impact –

- Scheme provides the infrastructure to facilitate an affordable means of transport accessible to all income and employment classes;
- Scheme creates a safer cycling environment for all ages, but in particular the more vulnerable in society – children and senior citizens;
- Scheme will improve access to employment, skill development and education for all socio-economic classes.
- Scheme creates a dedicated cycling facility suitable for all abilities, and will encourage cyclists with disabilities or impairments to make more journeys by cycle.
- Scheme will support the integration of communities along the route;
- Scheme will provide the investment in Stanningley Centre to support local cohesion.

Adverse impact-

- In constrained locations the footway width will be narrowed (to typically 1.5m), that may impact on wheelchair users and parents with pushchairs and young children. To alleviate the potential impact the design/ positioning of street furniture such as lighting columns and signposts will be carefully considered to ensure adequate width for carers and those with disabilities or impairments ;

- Certain businesses may perceive an adverse impact on their trade due to loss of footway parking (which in itself causes problems for pedestrians); although this will be mitigated against as the scheme will permit on-street parking in the vicinity of affected businesses;
- More vulnerable pedestrians may feel uneasy mixing with cyclists in shared use areas such as bus-stops and signalised crossings. However, cycle routes are being conspicuously designed in shared use areas using a combination of green coloured surfacing/ white cycle symbols -this will particularly assist pedestrians with hearing impairments. In addition crossings for cyclists will specifically include signals with cycle symbols to help minimise potential confusion.

We will continue promoting positive impacts through ongoing consultation and the longer term City Connect communications and engagement strategy.

4.3 Council policies and City Priorities

- 4.3.1 Best Council Plan: implementation of the Cycle City Ambition Grant scheme is highlighted in the Best Council Objective: promote Sustainable and Inclusive Economic Growth. It also contributes to delivery of the Best Council Plan objective, 'Supporting communities and tackling poverty' through the priority 'Supporting healthy lifestyles and getting people active'.

4.4 Resources and value for money

- 4.4.1 The total estimated costs for the current proposals (Sections A to G inclusive) is £21.239M, comprising £19.349M works costs and £1.89M design/ supervision costs. This will be funded from the West Yorkshire Combined Authority's City Connect programme budget of £29.261M which includes a DfT grant of £18.052M and £10.894M from the West Yorkshire Local Transport Plan fund.
- 4.4.2 The scheme risk allowance/ contingency fund is held at programme level by West Yorkshire Combined Authority. The figures presented in Table 4.4 below exclude any risk allowance or optimism bias.

4.4.3 Table 4.4: Capital Funding and Cashflow

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)	0.0						
OTHER COSTS (7)	0.0						
TOTALS	0.0	0.0	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)	19349.0		0.0	6978.0	12371.0		
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	1163.0		444.0	719.0	0.0		
OTHER COSTS (7)	727.0		0.0	261.0	466.0		
TOTALS	21239.0	0.0	444.0	7958.0	12837.0	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
WYCA City Connect	21239.0		444.0	7958.0	12837.0		
		0.0					
Total Funding	21239.0	0.0	444.0	7958.0	12837.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

4.4 Legal Implications, Access to Information and Call In

4.4.1 The orders referred to in 3.10 to 3.18 above may be objected to or challenged as part of their publication. Nothing contained in this report, or attached appendices, is deemed confidential. The proposals contained in this report are eligible for call in.

4.4.2 Planning advice has been sought on the scheme. Currently the proposed works are contained within the adopted highway or council owned land and as such has been classified as permitted development.

4.5 Risk Management

4.5.1 Objections to loading restrictions have the potential to require the highway authority to participate in a public inquiry to determine whether the objection should be upheld. Every effort has been made to identify potential objections during the consultation phase and to influence the design accordingly however the risk of objections remains and may not materialise until the formal advertisement process.

- 4.5.2 A business owner on Bradford Road has stated that the proposals will result in a loss of trade as customers would have to park in lane 1 of a three lane dual carriageway. Currently customers park on or overhang the footway. A bus lane (in lane 1) was originally proposed for this section of Bradford Road, but this was removed early in the consultation process. Traffic modelling has suggested that away from junctions, two lanes in each direction provide adequate capacity.
- 4.5.3 The Cycle City Ambition Bid stated that DfT funds would be fully spent by the end of March 2015. Delays to the project start and mobilisation of the consultation team have impacted on the original programme. Hence the revised spend profile is indicating that significant DfT monies will be required during 2015/16 to fund the scheme. Discussions are ongoing between West Yorkshire Combined Authority and DfT to ensure that the needs of the project are wholly met. However until this is resolved a significant funding risk exists.
- 4.5.4 As indicated earlier in 2.5 the detailed design of Sections F and G will continue during the tendering process with cost estimates being refined. There is the potential for the overall scheme cost to increase or anticipated savings not to be realised leading to further pressure on the programme budget. There is a risk that additional monies may not be approved by the Combined Authority which may require changes to the project scope and/or standard of provision. This is likely to have implications for quality, programme and possibly reputation.

5 Conclusions

- 5.1 The Leeds Bradford Cycle Superhighway scheme is the key infrastructure project of the City Connect Programme that will provide a step-change in the quality of cycle tracks and facilities. The ambition of Leeds City Council and key stakeholder partners is in the process of being realised with significant design and consultation progress being made since the success of Cycle City Ambition Grant application. Despite initial delays the project remains on target for contract award this autumn. Once completed the scheme will create a safer environment for active modes, improve access to employment and education, and help make cycling the natural and popular choice for short journeys.

6 Recommendations

- 6.1 The Executive Board is recommended to:
- i) Approve the scheme as described in this report;
 - ii) Inject £21.239M into the City Development Capital Programme;
 - iii) Grant approval for the invitation of tenders and subject to the tender sums being within the tendered budget, to approve and authorise the award of the Contract to undertake the construction of the scheme;
 - iv) Give authority to incur expenditure of £21.239M comprising works costs of £19.349M and design/ supervision costs of £1.89M, funded by West Yorkshire Combined Authority City Connect programme budget;

- v) Note that the Chief Officer Highways and Transportation intends to enter into an agreement with City of Bradford Metropolitan District Council to undertake works on their highway.

7 Background documents¹

7.1 None

8 Appendices

8.1 Appendix A

Drawing no EP-716969-MISC-004: City Connect Scheme Overview

Drawing nos TM-00-CSH-HB-01 to 04: City Connect 20mph zones, sheets 1 to 4

8.2 Appendix B

Summary of consultation issues and modifications

8.3 Appendix C

Equality, Diversity, Cohesion and Integration Screening

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.