

Report to Chief Officer (Highways and Transportation)

Date: 09 December 2014

Subject: Leeds Bradford Cycle Superhighway Section G – Traffic Regulation Order Advertisement

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Burmantofts & Richmond Hill, Gipton & Harehills, Killingbeck & Seacroft		
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 type="checkbox"/> Yes	<input checked="" 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 Leeds City Council, City of Bradford Metropolitan District Council and West Yorkshire Combined Authority (WYCA) have successfully bid for Cycle City Ambition Grant funding to promote cycling in Leeds and Bradford, a part of which covers the construction of a cycle superhighway.
- 2 This scheme forms part of the Best Council Plan under the Promoting Sustainable and Inclusive Economic Growth objective. It complements the Leeds Core Cycle Network which will encourage greater cycle use. This will help reduce CO₂ emissions, reduce congestion and contribute to improving the health of the residents of Leeds. This is consistent with the Best Council Plan which prioritises helping inactive people become more active in 2014/15 and will also contribute to the Tour de France legacy.
- 3 Reports were approved by the Chief Officer (Highways and Transportation) in April and September 2014 to advertise Traffic Regulation Orders along parts of the cycle superhighway route to facilitate the successful operation of the cycle superhighway within the existing highway boundary. It is proposed to promote a further package of Traffic Regulation Orders relating to Sections G of the scheme. These will help ensure that free flow of traffic is preserved on the highway on this part of the cycle superhighway and that the entirety of the route is safe for all road users. This report seeks approval to advertise these Traffic Regulation Orders.

Recommendations

- 4 The Chief Officer (Highways and Transportation) is requested to:
 - i) approve the proposed restrictions detailed in this report; and
 - ii) Instruct the City Solicitor to advertise two draft Traffic Regulation Orders, briefly comprising:
 - a) Parking loading and 24 footway and cycletrack restrictions as shown on drawing numbers EP-716969-TRO-091/092/093/094/095/096/097/098; and
 - b) A Movement Restriction Order to introduce mandatory cycle lanes as shown on drawing numbers EP-716969-TRO-091/092/093/094/095/096/097/098 and if no valid objections are received to request the City Solicitor to make seal and implement the Orders as advertised.

Purpose of this report

- 1.1 This report seeks approval for the advertisement of Traffic Regulation Orders associated with the construction of the cycle superhighway forming part of the Cycle City Ambition Grant scheme for Leeds and Bradford. The proposals in this report cover Sections G of the scheme and are the third set of restrictions advertised as part of the scheme.

2 Background information

- 2.2 The Grand Depart of the 2014 Tour de France successfully took place in Leeds in July 2014. The events and promotions surrounding the event will lead to an increase in the popularity of cycling, including city centre commuting. A “Legacy” proposal for Leeds is being developed to lock in the benefits of the Tour, and the development of the Leeds Core Cycle Network forms part of this proposal.
- 2.1 In August 2013 the West Yorkshire Integrated Transport Authority (now WYCA), 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.
- 2.2 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 (west of Stanningley)	Bradford Road from Dawson’s Corner to junction with Stanhall 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

2.3

*Table 2.3: Route of Cycle Superhighway between Bradford and East Leeds*A report was approved by the Chief Officer (Highways and Transportation) in April 2014 to advertise a package of Traffic Regulation Orders on three of the seven sections of the route (sections B, C and E). A further report was approved in September 2014 to advertise a second package of TROs on Section D of the scheme.

- 2.4 The cycle superhighway comprises a 2m wide cycle track physically segregated from the carriageway and the adjacent footway with kerbs. The cycle track is accommodated in the existing highway by reducing the width of the carriageway and/or widening the highway into adjacent council owned land.
- 2.5 At junctions, and where construction of the cycle track necessitates a significant reduction in carriageway width, parking and loading restrictions are necessary to protect through traffic on the carriageway and cycle track
- 2.6 Detailed design of Section G of the cycle superhighway is being undertaken by Leeds City Council's Engineering Projects department. This design work is ongoing and as part of this work it is now required to advertise the remaining part of the package of Traffic Regulation Orders covering this section.

3 Main issues

- 3.7 To facilitate the successful operation of the cycle superhighway within the existing highway boundary it is proposed to promote several Traffic Regulation Orders. These will ensure that the cycle superhighway operates free of obstruction by encroaching vehicles; that free flow of traffic is preserved on the remaining highway; that the entirety of the route is safe for all road users.
- 3.8 The cycle superhighway is being designed in 7 sections; there are three associated Traffic Regulation Orders within Leeds covering parking restrictions – West (Sections B, C, D & E), East (Section G) and City Centre (Section F) – a TRO covering movement restrictions, and a Speed Limit Order.
- 3.9 This report seeks approval for the advertisement of parking restrictions which comprise the third Order (East) – covering Section G – and the advertisement of a movement restriction Order in Section G.

Parking Restrictions

- 3.10 There are two key aspects to the parking restrictions contained in the proposed Orders. One part prevents the cycle superhighway from being obstructed by stationary motor vehicles. The second part prevents the carriageway being obstructed where widths have been reduced through the cycle superhighway design or where visibility needs to be protected. These two aspects address different needs and are not reliant on the other aspect being introduced; they have been designed however to be complimentary and care has been taken to develop a coherent scheme.
- 3.11 The parking restrictions within Section G covered by this report are detailed on attached drawings EP-716969-TRO-091/092/093/094/095/096/097/098 and comprise:
- i) No Waiting At Any Time
 - ii) No Parking Or Loading on Cycle Track or Footway
- 3.12 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 rather than a requirement for the Police to use their limited resources.

- 3.13 The remaining restrictions comprise No Waiting At Any Time. These restrictions are proposed at those areas where the scheme reduces the carriageway width such that any parking will compromise the safe free flow of traffic, or where parking will obstruct a location where the cycle track crosses a side road, or where reduction of visibility would be considered unsafe.

Movement Restriction

- 3.14 The Movement Restriction Order is detailed on attached drawings EP-716969-TRO-091/092/093/094/095/096/097/098. The restriction covers the introduction of mandatory cycle lanes at specific points where the cycle track crosses a side road. Introduction of these mandatory cycle lanes will prevent obstruction by parked vehicles and ensure that motor vehicles do not encroach into the lanes whilst being driven.

4 Corporate Considerations

Consultation and Engagement

- 4.1 The Police and other emergency services were consulted on the waiting and movement restriction proposals in Section G by email on 22nd September 2014.
- 4.2 The Police have no objections in principle to the proposed Orders. No further comments have been received from other services.
- 4.3 A full set of TRO consultation plans was sent to ward members on 24th October, together with a set of general arrangement plans. Two meetings were set up on the 30th October and the 5th November, and affected ward members were invited to attend one of these meetings. Alternative dates and times were also offered.
- 4.4 1 ward member attended the meetings. Comments were generally supportive of the proposals and the associated Orders.
- 4.5 1 ward member offered written support to the proposals via an email on 4th November 2014.
- 4.6 All further consultation materials will be issued to members ahead of the consultation/advertisement process. Any necessary meetings to discuss the proposals further will be held at members' convenience.
- 4.7 A briefing note was prepared for the Executive Member for City Development on 2nd December 2014, highlighting identified issues and resolutions.

- 4.8 Around a thousand residents in the area of the cycle superhighway have been leafleted to inform them about the scheme. Six formal public consultations sessions have been held along the route to date and 10 informal events have been held at local centres to hand out leaflets. There is also an interactive website which allows residents to provide feedback. All responses to these consultations have been collated and used to inform the design accordingly. A full consultation report is available.
- 4.9 An Equality Hub session was held on 31st March to which all members of the Leeds City Council Equality Hub were invited. The session allowed further comment to be made by these groups which has also been used during the design process. Equality hub members were also invited to attend all subsequent public drop-in sessions and were offered transport and interpretation services.
- 4.10 Following approval of this report a direct frontage consultation will be undertaken in concert with the statutory advertisement process. All representations will be considered as objections to the advertised proposals.
- 4.11 All objections which cannot be resolved following this advertisement will be reported to the Chief Officer (Highways and Transportation) for further consideration.

Equality and Diversity / Cohesion and Integration

- 4.12 An Equality Diversity Cohesion and Integration Screening was undertaken on the proposed scheme and is attached at Appendix A.

Key findings:

- 4.13 The parking restrictions necessary to facilitate operation of the scheme have been kept to the minimum required for free flow of traffic along the route. Parking and loading facilities have been provided where identified within the above consultations and all user groups have been given the opportunity to input into the design.
- 4.14 The scheme improves conditions for cyclists and pedestrians, and improves conditions generally for the mobility and visually impaired along the route. The package of supporting traffic regulations protects the route from parked vehicles which could impede progress along the carriageway – this benefits all users and particularly those with mobility issues who will have a clear path along the route.

Council policies and City Priorities

- 4.15 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'.

Resources and value for money

- 4.16 All costs associated with the proposals contained in this report are identified in the funding for the cycle superhighway within the CCAG scheme.

Legal Implications, Access to Information and Call In

- 4.17 The proposals contained in this report are not considered eligible for call in.

Risk Management

- 4.17.1 The consultation events used to develop the design of the physical works here have indicated that there is some underlying scepticism regarding the proposals. This has the potential to manifest as objections to the advertised Traffic Regulation Orders.
- 4.17.2 Objections to loading restrictions which are proposed either at all times before 7:00 hours; between 10:00 and 16:00 hours or after 19:00 hours will require the Council to hold a public inquiry to determine whether the objections should be upheld. Any requirement to hold a public inquiry will potentially delay the implementation of the Scheme.

5 Conclusions

- 5.1 Advertisement of the parking restrictions detailed above will protect the route of the cycle superhighway for through traffic.
- 5.2 The restrictions on the footway and cycle track will ensure that the cycle superhighway is not obstructed by parked vehicles and that cyclists and pedestrians can use the facility as it is designed. The restrictions on the carriageway will ensure that motor vehicles can pass and re-pass along the highway without hindrance and that visibility is maintained at junctions.
- 5.3 The introduction of mandatory cycle lanes will protect the route of the cycle superhighway from motor traffic where it leaves the cycle track to pass side roads.

6 Recommendations

- 6.1 The Chief Officer (Highways and Transportation) is requested to:
- i) approve the proposed restrictions detailed in this report; and
 - ii) Instruct the City Solicitor to advertise two draft Traffic Regulation Orders, briefly comprising:
 - a) Parking and loading restrictions and 24 hour footway and cycle track as shown on drawing numbers EP-716969-TRO-091/092/093/094/095/096/097/098
 - c) A Movement Restriction Order to introduce mandatory cycle lanes as shown on drawing numbers EP-716969-TRO-091/092/093/094/095/096/097/098 and if no valid objections are received

to request the City Solicitor to make seal and implement the Orders as advertised.

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 A

Equality, Diversity, Cohesion and Integration Screening



As a public authority we need to ensure that all our strategies, policies, service and functions, both current and proposed have given proper consideration to equality, diversity, cohesion and integration.

A **screening** process can help judge relevance and provides a record of both the **process** and **decision**. Screening should be a short, sharp exercise that determines relevance for all new and revised strategies, policies, services and functions. Completed at the earliest opportunity it will help to determine:

- the relevance of proposals and decisions to equality, diversity, cohesion and integration.
- whether or not equality, diversity, cohesion and integration is being/has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: City Development	Service area: Engineering Projects
Lead person: Chris Way	Contact number: 51392

1. Title: City Connect Cycle Superhighway Sections G – Traffic Regulation Order Advertisement			
Is this a:			
<input type="checkbox"/>	Strategy / Policy	<input type="checkbox"/>	Service / Function
		<input checked="" type="checkbox"/>	Other
If other, please specify			

2. Please provide a brief description of what you are screening
<p>In August 2013 the West Yorkshire Integrated Transport Authority (Metro), in partnership with Leeds City Council and Bradford Metropolitan District Council, were awarded £18.1m from the Department for Transport's Cycle City Ambition Grant fund. This was matched with over £10m of local funds to deliver the City Connect project. This includes a programme of cycle route provision and initiatives to promote and support cycling as a means to commute to work and for leisure. One of the main components of the project is the cycle superhighway between Leeds and Bradford.</p> <p>Detailed design of the cycle superhighway is being undertaken by Leeds City Council's Engineering Projects department. This design work is ongoing and as part of this work it is required to deliver supporting restrictions on the highway through a Traffic Regulation Order.</p> <p>To facilitate the successful operation of the cycle superhighway within the existing</p>

highway boundary it is proposed to promote a package of Traffic Regulation Orders. These will ensure that the cycle superhighway and associated footway operates free of obstruction by encroaching vehicles; that free flow of traffic is preserved on the remaining highway; that the entirety of the route is safe for all road users.

The cycle superhighway is being designed in 7 sections; there are three associated Traffic Regulation Orders covering parking restrictions (West, East, City Centre), a TRO covering movement restrictions, and a Speed Limit Order in Section C only.

Parking Restrictions

The parking restrictions comprise:

- iii) No Waiting At Any Time restrictions
- iv) No Parking Or Loading on Cycle Track or Footway restrictions

Movement Restriction

The Movement Restriction Order is detailed on attached drawing EP-716969-TRO-091-98. The restriction covers the introduction of mandatory cycle lanes across specific junctions, to protect cyclists from incursion by motor traffic.

3. Relevance to equality, diversity, cohesion and integration

All the council’s strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/lesser relevance to equality, diversity, cohesion and integration.

The following questions will help you to identify how relevant your proposals are.

When considering these questions think about age, carers, disability, gender reassignment, race, religion or belief, sex, sexual orientation and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

Questions	Yes	No
Is there an existing or likely differential impact for the different equality characteristics?	X	
Have there been or likely to be any public concerns about the policy or proposal?	X	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		X
Could the proposal affect our workforce or employment practices?		X
Does the proposal involve or will it have an impact on <ul style="list-style-type: none"> • Eliminating unlawful discrimination, victimisation and harassment • Advancing equality of opportunity 	X	

- | | | |
|--|--|--|
| <ul style="list-style-type: none"> • Fostering good relations | | |
|--|--|--|

If you have answered **no** to the questions above please complete **sections 6 and 7**

If you have answered **yes** to any of the above and;

- Believe you have already considered the impact on equality, diversity, cohesion and integration within your proposal please go to **section 4**.
- Are not already considering the impact on equality, diversity, cohesion and integration within your proposal please go to **section 5**.
-

<p>4. Considering the impact on equality, diversity, cohesion and integration</p>
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<p>If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.</p>

<p>Please provide specific details for all three areas below (use the prompts for guidance).</p>
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- | |
|---|
| <ul style="list-style-type: none"> • How have you considered equality, diversity, cohesion and integration? |
|---|

<p>The Police and other emergency services were consulted on the waiting and movement restriction proposals in Section G by email on 22nd September 2014.</p>
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<p>The Police have no objections in principle to the proposed Orders provided that enforcement of the No Parking Or Loading on Cycle Track or Footway restriction can be undertaken by Parking Services and does not create implications for Police resources.</p>
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<p>1 of the consulted Ward members has responded in writing to the proposal. An individual meeting to discuss these proposals have been held with 1 other member and the offer to discuss the proposals has been extended to all affected members.</p>
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<p>Around a thousand residents in the area of the cycle superhighway have been leafleted to inform them about the scheme. Six formal public consultations sessions have been held along the route to date and 10 informal events have been held at local centres to hand out leaflets. There is also an interactive website which allows residents to provide feedback. All responses to these consultations have been collated and used to inform the design accordingly. A full consultation report is available.</p>

<p>An Equality Hub session was held on 31st March to which key representatives of equality groups were invited. The session allowed further comment to be made by these groups which has also been used during the design process.</p>

<p>As a result of these comments the final scheme design has evolved to meet the needs of all users. This includes provision of formal and informal crossing points and design of the signalised junctions to accommodate crossing movements. The TRO design has also evolved in parallel with the scheme design.</p>

- | |
|---|
| <ul style="list-style-type: none"> • Key findings |
|---|

<p>The parking restrictions necessary to facilitate operation of the scheme have been kept to the minimum required for free flow of traffic along the route. Parking facilities have been</p>

provided where identified within the above consultations and all user groups have been given the opportunity to input into the design.

The scheme improves conditions for cyclists and pedestrians, and improves conditions generally for the mobility and visually impaired along the route. The package of supporting traffic regulations protect the route from parked vehicles which could impede progress along the footway, cycle track or carriageway – this benefits all users and particularly those with mobility issues who will have a clear path along the route.

- **Actions**
(think about how you will promote positive impact and remove/ reduce negative impact)

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.

Date to scope and plan your impact assessment:	n/a
Date to complete your impact assessment	n/a
Lead person for your impact assessment (Include name and job title)	n/a

6. Governance, ownership and approval
Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Kevin Chesworth	Project Manager	8/12/12

7. Publishing
This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

If this screening relates to a **Key Delegated Decision, Executive Board, full Council** or a **Significant Operational Decision** a copy should be emailed to Corporate Governance and will be published along with the relevant report.

A copy of **all other** screening's should be sent to equalityteam@leeds.gov.uk. For record keeping purposes it will be kept on file (but not published).

Date screening completed	8/12/12
If relates to a Key Decision - date sent to Corporate Governance	n/a
Any other decision – date sent to Equality Team (equalityteam@leeds.gov.uk)	9/12/12