

Report to the Chief Officer (Highways and Transportation)

Date: 11 October 2016

Subject: Kirkstall Road (A65) – Cycle Safety Improvement Scheme

Capital Scheme Number: 32369

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Kirkstall (Ward 22)	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" 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? If relevant, Access to Information Procedure Rule number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. The Best Council Plan 2015-20 outlines how Leeds City Council have a positive and distinctive vision for the future of the of the city. By offering greater access to a dedicated cycling facility the scheme 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 which in turn will help reduce congestion, drive down CO2 emissions and contribute to improving the health of the regions residents.
2. A65 Kirkstall Road is a main principal route into Leeds providing a direct route for both motorists and cyclists from the outskirts of Leeds into the City Centre. There are many large industrial, commercial and leisure complexes along the busy route that is made use of by both cyclists and motorists. The particular section covered within this report is between Woodside View and Weaver Street. In September 2012, the A65 Kirkstall Road opened the Quality Bus Initiative which delivered a range of benefits to bus users, cyclists and pedestrians. However the section detailed in this report was not subject to any alterations as part of this scheme due to site constraints.
3. Over the past five years there were 59 recorded injury accidents along this length. These accidents are as a result of varied causation factors with a large proportion involving Pedal Cyclist. From the 59 recorded injury accidents 56% involved a pedal cyclist or pedestrians. It has therefore been listed as a length for concern (LLR025).

4. Kirkstall Road A65 – Cycle Safety Improvement Scheme seeks to address the road safety issues experienced by cyclists by introducing segregated cycle infrastructure and improving cycle and pedestrian facilities.
5. The design of the scheme is influenced by the Copenhagen style cycle treatment. The Copenhagen style cycle treatment will give priority to pedal cyclists and pedestrians over vehicles entering and exiting the various side road junctions along this stretch.
6. The purpose of this report is to seek approval for the detailed design and implementation of the A65 Kirkstall Road – Cycle Safety Improvement Scheme.

Recommendations

7. The Chief Officer (Highways and Transportation) is requested to:
 - i) Note the contents of this report;
 - ii) Approve the detailed design and implementation of the package of works as detailed in section three of this report and shown in drawing TM-22-2409-GA-0;
 - iii) Give authority to incur expenditure of £245,000, comprising of £220,000 works cost and £20,000 staff fees and £5000 legal fees, all to be funded from the LTP Transport Policy Capital Programme; and
 - iv) Approve with reference to the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway and carriageway as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians.

1 Purpose of this report

- 1.1 The purpose of this report is to seek approval for the detailed design and implementation of a road safety scheme as set out in Section 3 and indicated on drawing TM-22-2409-GA-01

2 Background information

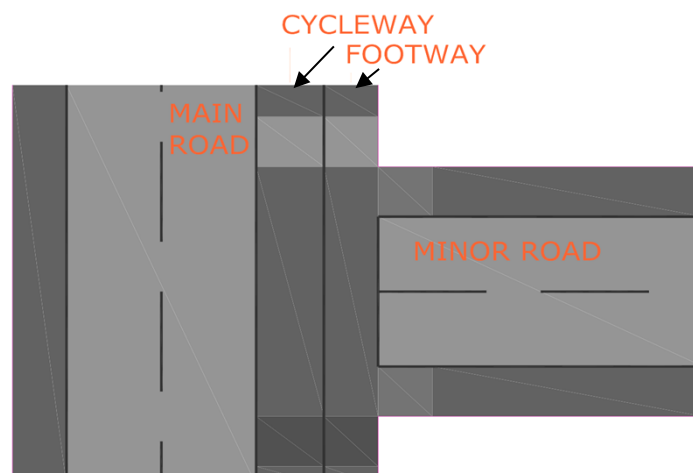
- 2.2 A65 Kirkstall Road is a main principal route into Leeds providing a direct route for both motorists and cyclists from the outskirts of Leeds into the City Centre. There are many large industrial, commercial and leisure complexes along the busy route that is made use of by both cyclists and motorists. The particular section covered within this report is between Woodside View and Weaver Street. In September 2012, the A65 Kirkstall Road opened the Quality Bus Initiative which was set to deliver a range of benefits to bus users, cyclists and pedestrians.
- 2.3 Over the past five years there were a total of 59 recorded injury accidents along this length. These accidents are a result of many varying factors. From the 59 accidents within this stretch 32 (54%) involved a pedal cyclist, and approximately 7 (12%) involved pedestrians. In several of the cycle accidents the event occurred when the cyclist was in the cycle lane, and was masked to the vehicles which

were turning up a side street. Below are tables detailing the severity and type of accidents that were recorded between Woodside View to Weaver Street between the dates January 1st 2011 - January 1st 2016.

Accident Severity		
Fatality	Serious	Slight
0	8	51

Accident Type		
Vehicle	Pedal Cycle	Pedestrian
20	32	7

- 2.4 The section between Woodside View and Weaver Street has been listed as a length for concern (LLR025) and was listed in the 2010-2014 Lengths for Concern Accident document.
- 2.5 The Copenhagen style junction is a blended crossing, designed to slow down vehicles when entering or exiting side roads and encourage vehicles to give way to pedestrians and cyclists crossing the road.



The first blended crossings were introduced in Clapham in June 2014. The opportunity to learn from elsewhere in the UK is limited, however in mainland

Europe they are common. This style of blended crossing is a consistent approach across the city in schemes currently under construction, such as CityConnect.

3 Main issues

- 3.1 The proposals within this report as detailed on TM-22-2409-GA-01 includes measures that will improve a large section of the A65 Kirkstall Road and address a significant road safety issue which cyclist are currently facing. The scheme detailed within this report proposes to;
- Provide a segragated cycle track between the lengths of Woodside View and Greenhow Road;
 - Reduce the overall carriageway width to introduce and facilitate the formal cycle facility.
 - Give priority to pedestrians and cyclist at side road junctions between the designated streets, and introduce side road speed tables to change priority to reduce vehicle speeds through the junctions and better facilitate safe cycle and pedestrian movement.
- 3.2 The introduction of the cycle track should not impact on the capacity of the route and should in no way hinder previous signalised junctions. Consultation has been taken internally, and to date no adverse comments have been received.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Leeds Cycle Forum was consulted and presented the draft scheme on TM-22-2409-GA-01. The forum members were in favour of the scheme and saw it as a change in a positive direction.
- 4.1.2 The Kirkstall Ward members were consulted regarding the proposals on 14th September 2016. The members are in favour of the scheme but have requested a meeting on 3rd October 2016 to discuss proposals further.
- 4.1.3 The Emergency Services have all been consulted regarding the proposals on 22nd September 2016. Ambulance and Roads Policing had no objections.
- 4.1.4 West Yorkshire Combined Authority have been consulted regarding the proposals on 22nd September 2016. There were no objections to the overall scheme, however they showed concern at the loss of highway space and relocation of street furniture.
- 4.1.5 Properties directly affected by the proposals have not been consulted to date. It is intended to formally consult via letter and plan in the near future.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 A screening document has been prepared (Appendix 1) an independent impact assessment is not required for the approvals requested.

4.2.2 Positive Impacts;

- Reducing the number of cycle and pedestrian related accidents on the highway network.
- Providing a safer environment for members of the public by improving pedestrian and cycle routes.
- Providing better more accessible pedestrian/cycle routes that vulnerable road users will benefit from.
- Giving priority to pedestrians and cyclist to allow for safer pedestrian route which will benefit wheelchair users.
- Ensuring that public transport is accessible to all users enabling them to travel to local amenities.

4.2.3 Negative Impacts;

- Reduce bus stop accessibility. Pedestrians will have to cross cycle lane to access the stop. This may be difficult for venerable users.
- The visual impaired may find it difficult to negotiate the priority at junctions.

4.3 Council policies and City Priorities

4.3.1 The proposals contained in the report have no implications for the council constitution.

4.3.2 Environmental Policy; the proposals contained in this report are in accordance with Aims 6 and 7 of the Policy in that the proposals will aid to “reduce the impact of traffic in the city by changes to the road system” and “develop a safe, healthy local environment which provides the best quality of life for Leeds residents.

4.3.3 These proposals directly assist the Council in addressing one of its Directorate Risks namely: - Rising number of cycling casualties as participation in cycling increases in advance of infrastructure.

4.3.4 The proposal contributes to the policies in the West Yorkshire Local Transport Plan 2011-26 as follows: P18. Improve safety and security, seeking to minimise transport casualties.

4.4 Resources and value for money

4.4.1 The total estimated cost are £245,000, compromising of £220,000 works cost and £20,000 staff fees and £5,000 legal fees, all to be funded from the LTP Transport Policy Capital Programme.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 There are no specific Legal implications included within this report, nor is any information contained within the report to be deemed confidential.
- 4.5.2 The scheme is not eligible for call in.
- 4.5.3 The scheme is in the annual programme and is expected to be completed in the 2016-2017 financial year.

4.6 Risk Management

- 4.6.1 There is no risk, over and above those expected when working in the public highway, generated by the proposals contained within this report.
- 4.6.2 If the scheme is not approved there is a risk that accidents will continue along this length of road and at side-road junctions.

5 Conclusions

- 5.7.1 The purpose of this report is to seek approval for the detailed design and implementation of a segregated cycle and pedestrian facility which gives priority to pedestrians and cyclists at various side junctions as detailed on drawings TM-22-2409-GA-01.
- 5.7.2 In order to improve the road safety and assist in cycle safety and therefore support economic growth along this section of A65 Kirkstall Road there needs to be measures taken to assist cyclist and pedestrians along here. Although there is a loss of carriageway it is only over short lengths and the proposals will have a considerable benefit to cyclist and pedestrians.

6 Recommendations

- 6.1 The Chief Officer (Highways and Transportation) is requested to:
 - i) Note the contents of this report;
 - ii) Approve the detailed design and implementation of the package of works as detailed in section three of this report and shown in drawing TM-22-2409-GA-0;
 - iii) Give authority to incur expenditure of £245,000, comprising of £220,000 works cost and £20,000 staff fees and £5,000 legal fees, all to be funded from the LTP Transport Policy Capital Programme; and
 - iv) Approve with reference to the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway and carriageway as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians.

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.

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: Highways & Transportation	Service area: Traffic Management
Lead person: Jack Young	Contact number: 0113 37 87502

1. Title: A65 KIRKSTALL ROAD – CYCLE SAFETY IMPROVEMENT SCHEME
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>This scheme aims to provide a dedicated cycle track by improving an existing cycle lane.</p> <p>A65 Kirkstall Road is a principal route in Leeds providing a direct route for both motorists and cyclists from the outskirts of Leeds into the City Centre. The particular section covered within this document is between Woodside View and Weaver Street has been listed as a length for concern (LLR025).</p> <p>Over the past five years there were 59 recorded injury accidents along this length. These accidents are as a result of varied causation factors with a large proportion involving Pedal Cyclist. From the 59 recorded injury accidents 56% involved a pedal cyclist or pedestrians.</p> <p>This scheme will provide a safer space helping reduce accidents in an area with an ongoing issue.</p>

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?	✓	
Have there been or likely to be any public concerns about the policy or proposal?	✓	
Could the proposal affect how our services, commissioning or procurement activities are organised, provided, located and by whom?		✓
Could the proposal affect our workforce or employment practices?		✓
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• 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**.

4. Considering the impact on equality, diversity, cohesion and integration

If you can demonstrate you have considered how your proposals impact on equality, diversity, cohesion and integration you have carried out an impact assessment.

Please provide specific details for all three areas below (use the prompts for guidance).

- **How have you considered equality, diversity, cohesion and integration?**

During the process of this scheme, consultation was undertaken with local councillors, Emergency services, West Yorkshire Combined Authority and Leeds Cycle Forum regarding the proposals. Detailed design was subject to this. Alterations have been made to give priority to pedestrians and junctions are more suitable to wheelchair and pushchair users. Cycle accidents are a key concern of this scheme, therefore a segregated cycleway will be applied which provide improved safety for cyclists in the vicinity of junctions.

Particular attention has been afforded to the needs of visually impaired pedestrians in shared use areas eg. Bus-stops and signalised crossings.

- **Key findings**

Positive impact:

1. Scheme improves the existing infrastructure to facilitate an affordable means of transport accessible to all income and employment classes;
2. Scheme creates a safer cycling environment for all ages, but in particular the more vulnerable in society – children and senior citizens;
3. Scheme creates a dedicated cycling facility suitable for all abilities, and will encourage cyclists with disabilities or impairments to make more journeys by cycle.
4. Scheme will improve access to employment, skill development and education for all socio-economic classes.
5. Scheme will support the integration of communities along the route;
6. Scheme provides priority for pedestrians at junctions.

Adverse impact:

1. More vulnerable pedestrians may feel uneasy mixing with cyclists in shared use areas such as bus-stops and signalised crossings. However, shared used area are being conspicuously designed.
2. Loss of parking provision – particularly Disabled parking through mandatory cycle lane and bus stopping order

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

- **Actions**

1. Hazard paving and signing could be introduced to alert pedestrians and cyclists of locations that require all users to be aware of surroundings and to be considerate.

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
Nick Hunt	Traffic Engineering Manager	4 th October 2016

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	4 th October 2016
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)	4th October 2016