

Report of Director of City Development
Report to Scrutiny Board (Sustainable Economy and Culture)
Date: 20 October 2011
Subject: LEEDS CORE CYCLE NETWORK PROJECT – CONSULTATION

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| Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Hyde Park and Woodhouse | <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: Appendix number: | <input type="checkbox"/> Yes | <input checked="" type="checkbox"/> No |

Summary of main issues

1. The Leeds Core Cycle Network is a programme for creating a network of cycle routes that link local communities together and connect with the city centre to provide for local journeys and travel into the city centre.
2. Proposals for the funding and implementation of the first four routes were considered and approved by the Executive Board on 14 October 2009. Prior to this Leeds City Council undertook a consultation exercise covering all the routes involved which is detailed in this report.
3. Subsequently issues arose particularly concerning consultation in relation to proposals in the vicinity of Woodhouse Moor and this report addresses a request for scrutiny of this matter.

Recommendations

1. Members of the Scrutiny Board are requested to note and comment on the content of this report.

1 Purpose of this report

- 1.1 This report provides an overview of the Leeds Core Cycle Network project and the associated consultation process in relation to subsequent issues raised by Hyde Park residents groups.

2 Background information

- 2.1 The Leeds Core Cycle Network is a network of 17 cycle routes intended to provide connectivity between local communities, major employment centres and to the city centre. The project is designed to cater for all types of cycle journeys on a network designed to meet national standards. It is expected to make local travel by cycle easier as well as supporting commuting, providing safer routes to school and access to leisure and recreation with the aim of decreasing transport related CO2 emissions and congestion whilst contributing improved accessibility and health for local communities.
- 2.2 A package of cycle routes was originally assembled as a bid for a major transport scheme in early 2009. Unfortunately, although a high cost / benefit ratio was demonstrated, the scheme was not made a regional priority. Alternative proposals for developing the scheme on an incremental basis through Local Transport Plan funding and by seeking grant funding from Sustrans were therefore pursued centred on a smaller package for four key routes as below:
 - Route 3 – Middleton to City Centre
 - Route 5 – West Park to City Centre
 - Route 15 – Alwoodley to City Centre
 - Route 16 – Wyke Beck Way (Phase 1)
- 2.3 The core network proposal and the four priority routes were approved by the Executive Board meeting on the 14th October 2009.
- 2.4 The four routes including Route 5 were substantially completed by the end of March this year. In line with agreements made with Sustrans, the Council is receiving grant funding which will total £811,000 from the Sustrans Links to School and Connect2 programmes. This includes £161,000 earmarked for Route 5.

3 Main issues

- 3.1 The Consultation for the Leeds Core Cycle Network (LCCN) as a whole was largely undertaken in the summer of 2009. This timing enabled consultation to tie in with Bike Week and take advantage of the heightened media interest. Consultation at outline design took the form of:

- Letters, including outline design drawings sent to Councillors in all wards covered by the network and where relevant affected by the four route schemes.
- Details of the Leeds Core Cycle Network as a whole, plus outline designs for each individual route, were posted on the Leeds City Council website.
- Posters and leaflets were sent to Community Centres directing those interested to outline drawings posted on the Council's internet pages.
- Exhibitions took place in the Leonardo Building reception, Central Library and Millennium Square (as part of a Bike Week event)
- Bike Week publicity including a two page spread on the project in the Bike Week leaflet which was sent to libraries, doctors surgeries, schools, businesses and individuals.
- Bike Week press release which centred on core network and attracted substantial media coverage.
- Presentation at Cycling Consultation Forum and the June 2009 North West Inner Area Committee Transport Sub-group.

3.2 Consultation response rates varied across the city. In total there were around 41 written responses with many more responses made face to face or at meetings. Feedback was generally positive but often included requests for changes to the proposals. These requests were all responded to and, in several cases led to substantial design changes, and further detailed engagement.

3.3 Additional consultation specific to Route 5 was posted to:

- Friends of Woodhouse Moor
- North Hyde Park Residents Association
- South Headingley Community Association
- Leeds Metropolitan University Cycle network
- University of Leeds
- Sustrans

3.4 Further consultation specific to Route 5 was undertaken after detailed design was substantially complete:

- Frontage consultation in October 2009 (at locations affected by proposals)
- Councillor consultation in March 2010
- Site notices (Section 23) related to installation of a proposed crossing.

3.5 Further details of all consultation undertaken is provided in Appendix 1.

3.6 Consultation responses related to Route 5 followed the same general pattern as in paragraph 3.2. Particularly in-depth dialogue took place with members of both of the universities' Bicycle User Groups and the Ash Road Residents Association.

Specific issues, including the route alignment through Batcliffe Woods, Church Woods and along Cardigan Road were discussed in-depth with relevant Ward Councillors, cyclists, community groups and individuals, and these discussions led to significant changes to the route alignment. Strong support for the proposals came from the universities, student unions and members of the Leeds Cycling Consultation Forum.

- 3.7 In terms of the Route 5 proposals in the Hyde Park area, the consultation process at outline and detailed design was followed in good faith using the postal system. However, it transpired as works began on site that local community groups and some residents had not seen the consultation letters nor, it appears, the site notices required for a new pedestrian cycle crossing. This has been investigated but no obvious reason for non delivery of the correspondence has been identified and apologies have been offered to the groups and individuals concerned. Processes for future consultation have also been re-evaluated and are due to be trialled shortly on schemes now in development.
- 3.8 As well as the complaints about a failure to consult, the community groups were concerned about elements of the scheme in the vicinity of Woodhouse Moor. Essentially the proposal was to integrate the existing Headingley cycle route established in 1995 into the route proposals. As such the works in and around Woodhouse Moor were to be limited to improved paths in the vicinity of the Wellington monument and the existing Toucan crossing at Clarendon Road, and to provide a new Toucan crossing over Hyde Park Road near to its junction with Brudenell Road. The aim of these proposals was to improve access to and from the existing perimeter cycle track on the Moor. (Appendix 2 shows the route)
- 3.9 When it became clear that there had been a problem with the consultation, detailed discussions were held with councillors, concerned residents and community groups on the Hyde Park area between December 2010 and March 2011. In response to the concerns, proposals for new toucan crossing on Hyde Park Road were reconsidered and at the present time have not been progressed. Alternative measures using road markings have been used to highlight the crossing point for cyclists at the junction of Brudenell Road with Hyde Park Road. This does not preclude the future introduction of a new Toucan crossing should that be deemed appropriate in the future. The proposed new path at Clarendon Road has been withdrawn due to there being no consensus from consultees, including the universities on the merit of the proposals.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 The main body of the report describes the consultation and engagement pertinent to this report.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 The development of the Local Transport Plan has been informed by the preparation of an Integrated Sustainability Assessment which has included assessing the impacts of the transport policies and strategy on these issues. A draft Equality

Impact Assessment is being prepared in relation to the development of the cycling infrastructure programmes.

4.3 Council Policies and City Priorities

4.3.1 The Leeds Core Cycle Network forms part of the Leeds investment programme within the approved West Yorkshire Local Transport Plan (LTP). The proposals contribute to the strategic themes of the LTP for Travel Choices and Connectivity and for the City Priority to “Improve the environment through reduced carbon emissions”.

4.4 Resources and Value for Money

4.4.1 The report has no specific resources implications.

4.5 Legal Implications, Access to Information and Call In

4.5.1 The report has no specific legal implications.

4.6 Risk Management

4.6.1 This report has no risk management implications.

5 Conclusions

5.1 The consultation has been undertaken for Route 5 as described in the original Executive Board report. All correspondence was sent in good faith through the postal system. However a number of intended recipients in the Hyde Park area did not see the original correspondence and as a result were only able to raise issues concerning the proposals at a later date. These issues have been fully followed through by officers working with local members which has led to the modification of the scheme proposals in the environs of Woodhouse Moor as this report describes.

6 Recommendations

6.1 Members of the Scrutiny Board are requested to note and comment on the content of this report.

7 Background documents

7.1 The following background documents are appended to the report:

- i) Appendix 1 – Consultation Summary
- ii) Appendix 2 – Leeds Core Cycle Network Route 5

Appendix 1

Consultation Summary

Consultation Details – Leeds Core Cycle Network

Below is a list of all consultations relating to Leeds Core Cycle Network Route 5 and the Leeds Core Cycle Network as a whole where it includes Route 5

7th May 2009 – Consultation letters and feasibility drawings sent to Ward Members (City & Hunslet, Headingley, Horsforth, Hyde Park & Woodhouse and Kirkstall).

7th and 14th May 2009 – Consultation letters and feasibility drawings sent to Emergency Services and Metro.

June 2009 – Consultation letters, posters and leaflets sent to Community Groups and centres around the City, 68 in total were contacted.

Consultation letters and feasibility drawings also sent to:

Friends of Woodhouse Moor (no postal address was available. Additionally an online (Headingley.org) address for the group did not function so delivery was arranged via South Headingley Community Association.)

North Hyde Park Residents Association

South Headingley Community Association

Leeds Metropolitan University Cycle Network

University of Leeds

June 2009 Bike Week– The Core Cycle network played a central part in Bike Week 2009. A double page spread was included in the Bike Week leaflet and this was distributed widely to surgeries, libraries, schools, businesses etc Posters specific to Leeds Core Cycle Network were also included in the mail outs. All these events were promoted in Bike Week related literature and press releases. Press coverage included a double page spread in the Evening Post.

LCCN related Bike Week events included drop-in sessions in the Leonardo Building Reception and libraries and a stand in Millennium Square during 'Cycle Try-out sessions' All sessions were advertised on posters at venues and on the LCC website prior to them taking place. Outline design drawings were made available at drop-n sessions and on the LCC website.

June 2009 – September 2010 – Feasibility and then Detailed Design drawings on internet for viewing by Ward Councillors

17th June 2009 – Details presented to North West Inner Area Committee Transport Sub-group.

June 2009 A link to the consultation was mounted on the Council's internet website through Talking Point.

July 2009 – Further consultation with University of Leeds and Leeds Met University.

16th October 2009 and 18th December 2009 Following substantial completion of detailed design the following frontages were consulted. A total of 112 frontages were consulted. Three responses were received from residents and two further responses were received from Royal Mail indicating delivery was not possible

In the Hyde Park the following frontagers were mailed:

231 Hyde Park Road
1 to 29 Kensington Court (individual letters to each flat)
161 Hyde Park Road

16th October 2009 – Formal Section 23 Notice of establishment of a pedestrian crossing (site visit on 23/10/09 showed notice had been removed and was therefore replaced).

5th March 2010 – Consultation email set to all affected Ward Members (City & Hunslet, Headingley, Horsforth, Hyde Park & Woodhouse and Kirkstall).

Appendix 2

Leeds Core Cycle Network Route 5