

Report of the Director of City Development

Report to Executive Board

Date: 8 February 2017

Subject: Leeds City Centre Cycle Superhighway - City Connect 2 Proposals (Design and Cost)

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): Beeston & Holbeck, Burmantofts & Richmond Hill, City & Hunslet,		
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. The paper a "Tour de France Legacy for Leeds" approved by the Executive Board in June 2014 set out future plans for cycling in the city. Subsequently the successful bid by the West Yorkshire Combined Authority (WYCA) for funding for the City Connect programme from the Government's Cycle City Ambition Grant has enabled a new cycle superhighway to be built between Leeds and Bradford. A second round of funding now provides the opportunity to take forward a further stage of the ambition for connectivity across Leeds city centre.
2. Transport and connectivity has a key place in the vision for Leeds to be a compassionate, caring city with a transport system that helps all residents and visitors to benefit from the city's economic growth and opportunities. Cycling has an important place in this vision and the Best City ambition for a prosperous and liveable city where people want to live and work and which is accessible to everyone. In particular increasing cycling is demonstrated to have positive effects on people's health, wellbeing and on the environment through supporting reduced CO2 emissions and improved air quality.
3. The Council has a well established cycling strategy in place for creating a network of cycle routes for which the creation of high quality cycle superhighways on key corridors now plays a central part in building on existing cycle networks with a new and largely segregated quality cycling infrastructure. The City Connect 2 ambition is for a phased programme set out in section 3.1 for full connectivity within the city centre linking into both established routes and the recently constructed Cycle Superhighways (CS1 & CS2) connecting east, west and central Leeds with Bradford It also includes the

ambition to establish a southern superhighway (CS3) linking to the Education Quarter, south Leeds and Morley.

4. This report seeks endorsement for the principle of the City Connect 2 City Centre ambition and approval for implementation of the Phase 1 scheme providing connections into the CS1 and 2 schemes and linking routes to the North of the city with the South Bank area as detailed in section 3.6 of this report. The cost of Phase 1 is £6,497,000 and is to be funded by WYCA through their City Connect programme budget which includes Department for Transport grant support. Design and development of the remaining phases will progress as further funding and bidding opportunities arise, with further reports to Executive Board as required.

Recommendations

5. Members of Executive Board are recommended to:
 - a) approve the design and cost to implement Phase 1 of the City Connect 2 ambition (set out in section 3.6) and to give authority to incur expenditure of £6,497,000 comprising works costs of £4,634,000 and design/ supervision costs of £1,862,000, funded by WYCA City Connect programme budget which is funded through a DfT grant;
 - b) agree the principles of the Leeds City Centre Cycle Superhighway (City Connect 2) ambition proposals set out in section 3.1 of this report, subject to further design and development; and
 - c) grant approval for the invitation of tenders for works set out in paragraph 5a) above 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.

1. Purpose of this report

- 1.1 The purpose of this report is to seek approval for the Leeds City Centre Cycle Superhighway (City Connect 2) proposals and to gain authority to progress delivery of the Phase 1 scheme at a total estimated cost of £6,497,000 to be funded by the West Yorkshire Combined Authority (WYCA) City Connect programme with support of a Department for Transport grant.

2. Background information

- 2.1 The Council first adopted a policy for the development of a network of cycling routes in 2009 when the Executive Board approved proposals for establishing a 17 route network, since then significant progress in network development and delivery has been made. The staging of the Tour de France Grand Depart in 2014 and subsequently stages of the Tour de Yorkshire event has provided added impetus and to growth in cycling in the city, with the added prospect of the upcoming UCI World Championships 2019. Initially delivery of the strategy has been funded through the West Yorkshire Local Transport Plan supported by funding through Sustrans. More recently the Government's establishment of a Cycling City Ambition Grant (CCAG) has allowed the pace of delivery to be increased. This has allowed consideration to be given to stepping up the quality of cycle provision in the city through the development of a cycle superhighway concept for mostly segregated higher quality provision that is largely new to the city.
- 2.2 Proposals to establish a cycle superhighway programme, known as City Connect 1 connecting East Leeds, Leeds and Bradford city centres were prepared by the former West Yorkshire Integrated Transport Authority with Leeds City Council and City of Bradford Metropolitan District Council in 2013. The bid, which included the necessary public engagement and promotional activity, was matched by Local Transport Plan funds and was awarded CCAG funding by the DfT in August 2013. In 2015 funding from the second round of CCAG was awarded to West Yorkshire for a further package of cycling investment. Known as City Connect 2, this includes all five West Yorkshire districts and the city of York and so has provided a fresh opportunity to progress the cycling strategy for Leeds.
- 2.3 The City Connect 1 programme has delivered a 23km cycle superhighway connecting from Bradford City Centre, to Pudsey, Leeds City Centre and Seacroft (see attached photographs). This scheme is now in its final stages with monitoring being put in place and final technical audit processes now being concluded, including public and user feedback. The challenges encountered and lessons learned through delivery of the CityConnect1 scheme have been recognised and considered throughout the development of CityConnect2. Where necessary the fine tuning and modification of the measures is being progressed in terms of the scheme design. The City Connect 2 programme therefore has offered the opportunity to maximise the benefits and reach of the City Connect 1 investment through added new links and connectivity, especially in relation to the city centre.
- 2.4 The overall West Yorkshire and city of York City Connect 2 programme has the aim of getting more people to cycle more often and the objectives are as follows;

- To increase walking and cycling so that it becomes part of a healthy living plan
- To make cycling a natural and popular choice for short journeys
- To make cycling accessible to all low income and vulnerable groups
- Improve access to employment, skills and training
- Reduce CO2 and improve local air quality
- Create a safe environment for active modes

2.5 The ambition within Leeds is to provide an additional 10km of segregated Cycle Superhighways and the City Connect 2 proposals promoted in this report would deliver Phase 1 of this ambition. Phase 1 is funded by WYCA utilising the DFT's CCAG allocation. It consists of a number of projects throughout West Yorkshire, all intended to inspire more people to cycle more often. The installation of Cycle hubs and cycle parking to complement the ambition is being managed directly by WYCA and demand surveys are planned to inform the implementation of this strategy.

2.6 Further investment in additional Cycle Superhighway infrastructure in Leeds can be expected to benefit not only Leeds but the wider City Region given the focus of the regional economy on Leeds and the city centre in particular, both as transport, business, cultural and commercial centre. Improvements in the movement of people into and out of the City Centre, whether they be cyclists, pedestrians or public transport users, will have wider benefits and help to enhance greater travel choice options. This will complement both planned public transport through the emerging West Yorkshire Transport Strategy and the new Leeds Transport Investment Programme approved by Executive Board in December and currently with the Department for Transport. Expanding the network of quality Cycle Superhighways will allow the city to add further to its sustainability and place making credentials, as Leeds draws on its expertise in developing cycling infrastructure working with other leading authorities and practitioners.

3. **Main issues**

3.1 The objective of the Leeds City Connect 2 proposals is to provide high quality segregated cycle links to improve connectivity through and beyond the city centre, as part of the long term Leeds cycle network ambition as follows;

- To extend the benefits of City Connect 1 (comprising of Cycle Superhighway routes CS1 and CS2) into Leeds City Centre through the provision of segregated routes, improvements to cycle permeability and other complimentary measures;
- To provide a segregated Cycle Superhighway from Leeds City Centre to Elland Road (stadium and park and ride site) as the first of a two stage Cycle Superhighway (CS3) route linking to Morley and South Leeds.;
- To provide elements of a cycle superhighway around the City Centre; creating a complete loop; and
- To provide a segregated superhighway from the City Centre south-eastwards to access the Education Quarter and South Bank area.

- 3.2 The above scheme proposals are illustrated as shown in Appendix 1 and a plan and a description of the route is included in Appendix 3.
- 3.3 The overall scheme aims to provide full segregation from general traffic at many locations to allow safe and efficient movement by cyclists. The scheme will include: junction designs that accommodate cycles, segregated cycle crossings, improved pedestrian crossing facilities, cycleway bypasses of bus stops, cycle priority at side roads and signed links to and along quiet streets. These proposals will create a safer and more attractive environment for cycling in Leeds City Centre. At some locations, where vehicle traffic volumes are lighter and speeds lower, simpler measures are intended where cyclists will mix with traffic. The provisions also incorporates improvements and benefits to pedestrians and provision for the enhancement of the urban realm either as part of the scheme directly or by provision for future investment and development. The City Connect 2 ambition has been developed to incorporate the city's vision and development opportunities for other planned or anticipated schemes, such as:-
- Ruth Gorse Academy;
 - North Bank Traffic Management schemes;
 - Leeds Bridge Strengthening works;
 - Developer funded works on Northern Street/Whitehall Road; and
 - South Bank proposals.
- 3.4 Opportunities to deliver the wider cycling ambition through future development and by other transport/public realm schemes are also being considered. Wider City plans for a new traffic strategy for major traffic routes in the City Centre are being explored and opportunities to provide a step change in cycle facilities have been identified that compliment these ambitions. Many of these opportunities would also bring forward wider benefits for pedestrians, public transport integration and the urban realm through place making improvements. By realising these ambitions there is potential for the City Connect 2 ambition to be a catalyst for wider change along the corridors through which it is provided.

Delivery Process

- 3.5 The full City Connect 2 cycling ambition described in this report is consistent with the long term vision for the city cycle network. It is, however, acknowledged that the present City Connect budget cannot meet the full costs of delivering the whole aspiration at this time. As such an appraisal matrix has been developed to evaluate the component parts of the programme and identify the key elements for priority delivery within the current funding envelope having regard to design, potential demand and stakeholders views.
- 3.6 On the basis of the prioritisation process this report is recommending that Phase 1 of the scheme should target the available £6,497,000 budget identified for delivery of the elements identified in Appendix 2, comprising:

- Cycle Superhighway CS1 and CS2 extensions into the city centre, including connectivity measures on Wellington Street to City Square, Queen Street to Westgate and Leeds Bridge into the South Bank
- Superhighway connections from North to South through the centre along the line of St Peter's street.

- 3.7 As delivery proceeds the flexibility to link Phase 1 into emerging development opportunities, will be considered where this is cost effective within the overall funding envelope, such as at the Ruth Gorse Academy and Northern Street. In addition Phase 1 will also dovetail into proposals being developed for an integrated scheme to provide new enhanced pedestrian crossing facilities between Victoria Gate and the Playhouse/Quarry Hill and improved more efficient bus egress arrangements from the bus station.
- 3.8 Further development/funding opportunities will continue to be identified and followed to deliver the ambition beyond the available budget.

Traffic Regulation Orders

- 3.9 The proposals have been developed to provide the enhanced cycle scheme whilst ensuring the general traffic and vehicle movements are not prejudiced with essential vehicle access, parking and pedestrian movements being maintained. This includes the management and modification of traffic and parking arrangements and the Traffic Regulation Order (TRO) provisions needed to ensure the effective and safe operation of the proposed cycle superhighway. The TRO provisions will help ensure that the Cycle track operates free of obstruction by encroaching vehicles, that free flow of traffic and access is preserved on the remaining highway and that the entirety of the route is safe for all road users.
- 3.10 A "No Parking or Loading on Cycle Track or Footway" restriction is proposed for segregated cycle provision to ensure the free and safe movement of both cyclists and pedestrians by further deterring obstruction from vehicles mounting the track to park. This measure will address in particular risks to the integrity of the scheme posed by unauthorised footway parking which will fall within the scope of the Council's existing civil enforcement provisions.
- 3.11 The Chief Officer (Highways and Transportation) will promote and request the making of necessary Orders in accordance with the officer delegation scheme and the formal procedures and statutory processes.

Programme

- 3.12 The development of the scheme to-date has been funded through the WYCA City Connect programme. Approval of this report will allow the detailed design and procurement for Phase 1 of the scheme, identified above, to be concluded and delivery to commence in accordance with the West Yorkshire and York programme for completion by April 2018. The TRO process will proceed in tandem with this and delivery will be monitored by the Council's project team and the WYCA City Connect joint programme board.

4. Corporate Considerations

4.1 Consultation and Engagement

- 4.2 Prior to public consultation, local Ward Councillors were consulted on the proposal. Regular liaison has taken place with cycling forums and disability groups where specific design details have been discussed, feedback received and improvements made.
- 4.3 The scheme has also been subject to review through meetings held with the programme wide City Connect Advisory Group. This group comprises representatives of local cycling groups including Leeds Cycling Campaign, Cycling UK (The national cycling charity), WYCA and advisors, Living Streets (national charity for pedestrians), Leeds Public Health and Sustrans.
- 4.4 Internal consultation on the proposals has been undertaken with Officers throughout the development of the ambition and this continues as the scheme is finalised. The formal consultation was staged following the completion of the preliminary design for each of the sections.
- 4.5 An extensive public consultation exercise was undertaken with WYCA between 1st August 2016 and 9th September 2016 which was supported by explanatory literature that was also delivered to all residential and business properties fronting the proposed routes. Key stakeholders were identified and all were sent leaflets via email regarding scheme proposals and they were made aware of the consultation events, dates and locations.
- 4.6 The information contained in the leaflet was also available on the City Connect website (<http://cyclecityconnect.co.uk/projects/leeds-city-centre-improvements/>) and users were encouraged to login online to comment on the scheme.
- 4.7 The City Connect Facebook and Twitter pages were used to provide information to the public but also to promote the consultation events. Five consultation events were held in total in City Centre locations and in community facilities with members of the City Council design team and WYCA City Connect team in attendance to discuss all detailed aspects of the route design and scheme. A questionnaire was provided at the events and on-line to support the provision of views and comments. The venues and dates of the events are listed below.
- Wellington House on 9th August
 - Leeds Briggate on 10th August
 - St Matthews Community Centre 15th August
 - Trinity Shopping Centre on 6th September
 - St Johns Centre on 7th September
- 4.8 Feedback from the public consultation exercises has been reviewed with the WYCA City Connect project team. Wherever possible designs have been shaped to accommodate the comments received from Councillors, businesses, interest

groups including cyclists and the general public. A full copy of the consultation report is included in the background information.

- 4.9 The development of cycling in the city and provision of improved high quality cycling facilities has been supported by the cycling strategy consultation concluded earlier in 2016 and by feedback from the recently concluded city transport conversation, which is shaping the emerging new transport strategy for Leeds.
- 4.10 The potential need for TRO's identified in section 3.9 above was made known and further consultation on this matter will follow the statutory procedures in due course, including formal advertising and the notification of frontagers. Prior to the final works delivery stage the proposals and programme will be publicised and letters to affected businesses and residents provided accordingly.

4.11 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 4. The Cycling Infrastructure Impact Assessment was also referred to as part of the screening process.
- 4.13 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 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 improve access to employment, skill development and education for all socio-economic classes; and
- Scheme will support the integration of communities along the route.

Adverse impact: –

- In constrained locations, the footway width will be narrowed (typically to 1.8m). 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 parking/loading facilities (which in itself causes problems for pedestrians); although this will be mitigated against as the scheme will seek to relocate these facilities 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; and

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

4.14 Council policies and Best Council Plan

- 4.15 Implementation of the CCAG scheme is highlighted in Best Council Plan priorities of delivering a well-connected transport system, improving road safety and supporting economic growth and access to economic opportunities. By complementing the Leeds Core Cycle Network and encouraging greater and safer cycle use it will help reduce congestion; contribute to the improvement of air quality health and wellbeing and reduction in CO2 emissions.
- 4.16 The City Connect 2 ambition also contributes to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport Plan, emerging WYCA Transport Plan and the Strategic Economic Plan.
- 4.17 This programme will also complement the proposed Leeds Public Transport Investment Programme approved by the Executive Board in December 2016 for submission to the DfT with respect to the £173.5 million currently earmarked for investment in the city by the DfT for the city. The development of the cycling strategy and delivery of the superhighway programme will be a significant component in the draft Transport Strategy currently being developed to provide a long term plan for the city. This work will therefore contribute to the continuation of the city transport conversation that was inaugurated last year.

4.18 Resources and value for money

- 4.19 The budget of £54,960,000.00 for the City Connect programme (both City Connect 1 and City Connect 2) is held centrally and allocated by WYCA with management through the joint programme board of WYCA and six partner authorities as one combined programme. In line with this Leeds City Council has adopted the same approach.
- 4.20 Outline cost estimates to deliver Phase 1 of City Connect 2 (as set out in paragraphs 3.6) amount to £6,497,000, comprising £4,634,000 works costs and £1,862,000 design / supervision costs. This report seeks authority to spend this amount, fully funded by WYCA.
- 4.21 WYCA also provide LCC with separate funding for ongoing monitoring and evaluation of its City Connect projects.

4.22 Capital Funding and Cashflow:

Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2016 £000's	FORECAST				
			2016/17 £000's	2017/18 £000's	2018/19 £000's	2019/20 £000's	2020 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 2016 £000's	FORECAST				
			2016/17 £000's	2017/18 £000's	2018/19 £000's	2019/20 £000's	2020 On £000's
LAND (1)	0.0						
CONSTRUCTION (3)	4634.4		234.4	3900.0	500.0		
FURN & EQPT (5)	0.0						
DESIGN FEES (6)	1474.7	232.2	742.5	500.0			
OTHER COSTS (7)	387.9	45.7	242.2	100.0			
TOTALS	6497.0	277.9	1219.1	4500.0	500.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2016 £000's	FORECAST				
			2016/17 £000's	2017/18 £000's	2018/19 £000's	2019/20 £000's	2020 On £000's
WYCA City Connect	6497.0	277.9	1219.1	4500.0	500.0		
Total Funding	6497.0	277.9	1219.1	4500.0	500.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0

Parent Scheme Number: 32408

Title: Cycle City Ambition 2

4.23 Revenue Implications

- 4.24 There are revenue implications associated with the long term maintenance of the scheme which are being addressed through the City Connect programme board and dialogue between the City Council, district partners and WYCA.

4.25 Legal Implications, Access to Information and Call In

- 4.26 The Traffic Regulation Orders referred to in this report will be promoted in accordance with statutory requirements, taking into account the response to any objections that may result from these processes. Nothing contained in this report, or attached appendices, is deemed confidential. The proposals contained in this report are eligible for call in.

- 4.27 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 The works will be implemented under powers of the Highways Act 1980 in the Council's role as Highway and Traffic Regulation Authority and WYCA's role as Transport Authority

4.28 Risk Management

- 4.29 WYCA is managing the overall CCAG Programme and Finances including co-ordination of risk management. Allocation of contingency funds is dealt with on a case by case basis following change management protocols relating to agreed project cost tolerances. The DfT CCAG funding is currently required to be fully

spent by April 2018 and delivery of the project described here is feasible within this timeframe.

- 4.30 Unresolved objections to loading restrictions may have the potential to require the highway authority to participate in a public inquiry to determine the outcome. However, every effort has been taken through careful and extensive consultation to minimise this risk by shaping the design to address as far as possible any likely cause for such objections. Officers will work to resolve any objections arising as far as practicable.
- 4.31 The full cost estimate for all the phases of Leeds City Connect 2 ambition exceeds the available budget and the proposals described in this report reflect this. However, should further funds become available from the overall City Connect programme budget, or other sources, it will be feasible to bring forward additional phases of the Leeds elements accordingly. In this regard, therefore, the recommendations in this report provide for the Director of City Development to exercise the Delegated Authority to receive reports from the Chief Officer (Highways and Transportation) relating to the progression of the specific routes described in this report subject to the usual constitutional rules on decisions.

5. Conclusions

- 5.1 The City Connect 2 Leeds City Centre Cycle Superhighway scheme is a key infrastructure project of the City Connect Programme and will improve upon the step-change quality of cycle tracks and facilities provided as part of the Leeds Bradford Cycle Superhighway project. The ambition of the Council and key stakeholder partners is in the process of being realised with significant design and consultation progress being made since the success of the CCAG application.
- 5.2 The proposed programme for extending the cycle network described in this report contributes to the further development of the city's cycling legacy from major events and complements the measures in existing transport plans and those described in the new Leeds Public Transport Investment Programme and the recent cycling and city transport conversations.

6. Recommendations

- 6.1 Members of Executive Board are recommended to:
- a) approve the design and cost to implement Phase 1 of the City Connect 2 ambition (set out in section 3.6) and to give authority to incur expenditure of £6,497,000 comprising works costs of £4,634,000 and design/ supervision costs of £1,862,000 funded by WYCA City Connect programme budget which is funded through a DfT grant;
 - b) agree the principle of the Leeds City Centre Cycle Superhighway (City Connect 2) ambition proposals set out in section 3.1 of this report, subject to further design and development;
 - c) grant approval for the invitation of tenders for works set out in paragraph 6.1a) above 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;

7. Background documents¹

- 7.1 The following background documents relate to this report:
- 7.2 Route appraisal Matrix.
- 7.3 City Connect Consultation Report, Leeds City Centre Improvements, October 2016.

8. Appendices

- 8.1 Appendix 1 – Drawing no 732408-LCC-ZX-001-DR-EP-ZO-07: Leeds City Connect 2 Route Overview Plan
- 8.2 Appendix 2 – Drawing no 732408-LCC-ZX-001-DR-EP-ZO-08 : Leeds City Connect 2 Phase One Overview Plan
- 8.3 Appendix 3 – Route descriptions
- 8.4 Appendix 4 – 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.