



**Report of Director of City Development
Report to Executive Board**

Date: 21st November 2018

**Subject: Outer Ring Road Cycle Superhighway Design and Cost Report
Capital scheme number 32944**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Alwoodley, Moortown, Roundhay, Harewood and Cross Gates and 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:	
Appendix number:	

Summary of main issues

1. As part of the ambition to develop cycle infrastructure Leeds City Council seek to deliver a 4.8 km fully segregated off-road cycle route on the Leeds Outer Ring Road from the new junction created by the East Leeds Orbital Route (ELOR) at Red Hall to King Lane in Alwoodley (one of the Advanced Junctions for the ELOR project). The route will provide a link from the new East Leeds Extension (ELE - estimated 5000 new dwellings) housing development into existing residential areas of North East Leeds and areas of employment and services. This would provide a sustainable link between the new and existing communities adjacent to the Ring Road and increase connectivity in North East Leeds, and form the first part of the aspirational Outer Ring Road (ORR) cycle superhighway.

2. Leeds City Council has been successful in securing the funding for the scheme from the Department for Transport's (DfT) National Productivity Investment Fund (NPIF). Initial consultation and assessment work has been completed and design work is underway within LCC. The project will help meet objectives of the Leeds *Inclusive Growth Strategy*, the *Cycling Starts Here* strategy and the *West Yorkshire Transport Strategy 2040*.

Recommendations

3 Members of Executive Board are recommended to:

- Approve the design and cost to implement the cycle superhighway along the ORR between the new ELOR junction at Red Hall and King Lane (set out in section 3 of

the report and shown on the drawing number 2018CAP01/LCC/WHT/XX/DR/CH/MI_01 in Appendix 1) and to give authority to incur expenditure of £3,200,000; to be wholly funded from the DfT National Productivity Investment Fund grant, as Phase 1 of the ORR cycle superhighway.

- Grant approval for the invitation of tenders for works set out 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.
- Approve, with reference to the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway shown on the drawing 2018CAP01/LCC/WHT/XX/DR/CH/MI_01 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.
- Delegate authority to promote cycle track orders, should they be required. Delegated authority would be given to the Director of City Development who would receive reports for progressing any specific cycle track orders from the Chief Officer (Highways and Transportation) through the Highways Board, and progress under the relevant powers in sections 115E, 115F and 115K of the Highways Act 1980 and other related legislation as appropriate.
- Give authority to the Chief Officer (Highways and Transportation) to receive reports concerning all Traffic Regulation Orders as required, necessary for, and related to the purposes of the scheme and to ensure progression of the same.

1. Purpose of this report

- 1.1 The purpose of this report is to seek approval for the Outer Ring Road Cycle Superhighway proposals and to gain authority to progress delivery of the Phase 1 scheme at a total estimated cost of £3,200,000 to be funded entirely through the (DfT's NPIF grant).

2. Background information

- 2.1 The provision of segregated cycle facilities along the A6120 ORR from east to west is a longstanding aspiration of Leeds City Council, reflected in the *Cycling Starts Here* strategy, the Cycle City Ambition (CC) and the proposed Core Cycle Network, approved by the Executive Board in 2017. Currently the Ring Road is a barrier to sustainable modes of transport and travel. The speed and volume of traffic and intermittent footways and infrequent formal crossings make its environment unsuitable to walking and cycling, with the congestion negatively affecting the viability of orbital bus services.
- 2.2 Last year, Leeds City Council submitted a successful bid to the DfT's NPIF. The fund was established by the DfT to provide solutions to known congestion issues, without simply providing additional road space. Leeds City Council's submission was for the provision of a safe, segregated cycle track, built to a 'superhighway' standard, on the ORR, starting at King Lane and tying-in at Red Hall with walking and cycling facilities provides as part of ELOR.
- 2.3 Areas of housing border the ORR and local areas of employment exist at both ends of the proposed scheme. Currently, the only realistic mode of travel between these is by car – the Ring Road only has an hourly bus service which does not run on Sundays and on weekdays finishes at around 5pm. The busy and fast flowing traffic and lack of a cohesive parallel alternative using residential streets means that, for some sections of the community, the ORR is a barrier rather than a link, limiting potential access to employment, education and leisure.
- 2.4 Models estimate the current share of cycle journeys to work in this area at 1.2%, below Leeds average of 1.7%. The modal share for all cycle journeys in the area is currently 1.7%, (with Leeds average being 3.2%). Scenarios developed by consultants indicate that this would increase to 3.8%.
- 2.5 The scheme is designed to integrate with existing and future cycling facilities, including excellent cycle provision on the new ELOR road (which has embraced "Living Streets" principles), with the radial routes linking into Leeds City Centre, and the enhanced cycling facilities which will be provided by the Leeds Public Transport Investment Programme. At the major Ring Road junctions (King Lane, Harrogate Road, Shadwell Lane and Roundhay Park Lane), the scheme will utilise the cycling provision which has been designed for the key junctions as part of the ELOR Advanced Junction Improvements project. Construction on these key junctions has already commenced.
- 2.6 The ORR cycle superhighway will also link with the two existing Core Cycle Network routes – the Alwoodley to City Centre route at King Lane and the Roundhay Park to Temple Newsam route. It will link the existing residential areas of Whinmoor, Wellington Hill, Moortown and Alwoodley as well as the new ELE communities with

the greenspace and leisure opportunities at Roundhay Park, and provide good quality crossings of the Ring Road which currently acts as a barrier between the inner and outer communities, greenspace and active recreation opportunities, identified as key to improving health and wellbeing. It will also act as a link to education, particularly for secondary schools, offering greater choice and reducing travel costs.

3. Main issues

- 3.1 The proposed scheme will introduce a new bi-directional cycle track on one side of the carriageway in the existing wide verges, with suitable Toucan crossings provided to enable convenient access from both sides of the Ring Road. The exception to this is the proposed bi-directional cycle track in the central reserve between the A61 and Lingfield Drive, linking via Toucan crossings to a bi-directional cycle track in the northern verge. The facility would then link to both sides of the Ring Road via the existing Toucan crossings located on the Ring Road near Lingfield Road. The proposal would minimise the interaction of pedestrians and cyclists in this section where the footfall is higher, with residential properties located nearby.
- 3.2 Given the nature of the Ring Road, there are few accesses or junctions to negotiate, and the majority of these are the ELOR advanced junctions which have high quality cycling provision (in line with current best practice) designed in. The impact on frontages will be minimal and the scheme will not affect the existing capacity of the Ring Road.
- 3.3 The scheme will also include a separate provision of a parallel continuous footway through joining up and formalising and improving the existing sections. It aims to minimise the interaction between pedestrians and cyclists, restricting shared areas to the vicinity of Toucan crossings. Few, if any, bus stops will be affected. The extent of the proposals is shown in Appendix 1 on the drawing number 2018CAP01/LCC/WHT/XX/DR/CH/MI_01.
- 3.4 The current programme is for construction works to commence on site in spring 2019.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 The scheme forms part of the future Core Cycle Network and is part of the ambition identified as part of *Cycling Starts Here* strategy, which has been developed in city – wide consultations with stakeholders and residents. The Leeds Transport Conversation has identified the need to improve walking and cycling provision to link neighbourhoods together, which this scheme aims to do.
- 4.1.2 Key stakeholders / beneficiaries have been engaged from the outset of the project through the Leeds Cycling Consultation Forum and its technical sub-group, and will continue to input into designs as they evolve. The sub-group members have had extensive input into the design of the cycling and pedestrian facilities at the ELOR advanced junctions.
- 4.1.3 Ward members have been notified by e-mail and consulted by letter. A supportive response was sent in as well as a question over the deadline; no adverse comments were received. Internal consultation on the proposals has been

undertaken with officers throughout the development of the scheme and this continues as the scheme is finalised.

- 4.1.4 The Executive Member for Regeneration, Transport and Planning was briefed on 4th October 2018.
- 4.1.5 Public consultation was undertaken between 3rd September and 28th September 2018; this was supported by explanatory literature that was also delivered to all residential and business properties fronting the proposed route. The information and plans contained in the public consultation letter were also available on the Leeds City Council website (<https://www.leeds.gov.uk/parking-roads-and-travel/road-improvement-schemes/a6120-leeds-outer-ring-road-cycle-superhighway>).
- 4.1.6 Feedback from the internal and external stakeholders has been reviewed by the project team. Designs have been shaped to accommodate the comments received whenever possible and the drawing provided in Appendix 1 reflects these minor changes. Prior to the final works delivery stage the proposals and programme will be publicised and letters to affected businesses and residents provided accordingly.
- 4.1.7 The development of cycling in the city and provision of improved high quality cycling facilities has been supported by the cycling strategy consultation concluded in 2016 and by feedback from the Transport Conversation, which is shaping the emerging new transport strategy for Leeds.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An Equality and Diversity Cohesion and Integration (EDCI) screening has been prepared, and is included in Appendix 2. The screening identified the following impacts:
 - 4.2.1.1 A major positive impact on children and young people in enabling them to travel independently, in line with the Child Friendly City ambition.
 - 4.2.1.2 A positive impact on older people, both by potentially enabling more older people to cycle and by providing separate pedestrian and cycling facilities. The provision of crossings also has a major positive impact in enabling children, older people and disabled people to get around their local area safely. The walking and cycling facilities will also help mobility scooter users by providing wide, direct and relatively level route from areas of housing to local facilities.
 - 4.2.1.3 Having an 'inclusive' cycling provision that can be used by families and young children is also likely to benefit women. Women are known to undertake more journeys that are shorter in distance, and are more likely to be making multi-purpose trips involving e.g. childcare and shopping; at least some of the shorter trips can be undertaken by bike, given the right facilities, environment and support, once the fear of traffic is removed.

4.3 Council policies and best council plan

- 4.3.1 The scheme supports the aspirations of the Leeds Transport Vision, namely;
 - *Prosperous Leeds – A transport system for Leeds that facilitates a prosperous, sustainable economy for the City, the City Region, the North,*

cementing our long-term economic competitiveness both nationally and internationally.

- *Liveable Leeds – A transport system which helps Leeds to be a great place to live and work for everyone.*
- *Healthy Leeds – A transport system that has a positive effect on people’s health and wellbeing and raises health standards across the city through the promotion of walking and cycling and the reduction of air pollution.*
- *Sustainable Leeds – A transport system that does not harm the environment and will specifically reduce the impacts of air and noise pollution, greenhouse gas emissions and energy consumption.*

It also contributes positively to the key areas of the Inclusive Growth Strategy by helping support more healthy, active lifestyles and reduce inequalities in terms of access, health and road traffic collisions.

- 4.3.2 Leeds has the ambition to be the Best City for Health and Wellbeing. The Leeds *Health and Wellbeing Strategy 2016-2026* aims to get more people more physically active more often in a bid to become the most active big city in England and it recognises that active travel is one of the best ways of incorporating physical activity into daily lives. It means ‘making active travel the easiest and best option wherever possible, with lots more walking and cycling due to good infrastructure’ as well as behaviour change programmes. 4.3.3 The Leeds *Cycling Starts Here Strategy* represents a city-wide partnership approach to developing and delivering improved opportunities for everyone to cycle. Among its objectives is completing the Leeds Cycle Network, incorporating the six planned Superhighways and including Leeds Orbital Route.
- 4.3.3 The *West Yorkshire Transport Strategy 2040* envisages that inclusive growth will be enabled by engaging with those not currently connected to economic growth because of their transport needs to create connections that ensure that good jobs are accessible to everyone with the potential to work, including the most disadvantaged groups and those with disabilities. It will encourage healthy, active travel with improved walking and cycling facilities and aim to ensure that health benefits of increased active travel are not compromised by increased risk of injury on the roads.
- 4.3.4 The *West Yorkshire Transport Strategy 2040* is thus ‘seeking to reduce isolation through improving road safety and encouraging pedestrian friendly environments, paying particular attention to the safety and accessibility needs of older people and those with disabilities’.
- 4.3.5 The *Leeds Inclusive Growth Strategy 2018-2023* echoes these aspirations in its three key themes: People -supporting healthy, active lifestyles through the provision of green and transport infrastructure; Place –includes infrastructure such as transport, green infrastructure and low carbon; and Productivity - connecting people to jobs, transforming the role of local centres as economic and service hubs.
- 4.3.6 By facilitating modal shift, the scheme could make a positive contribution to low carbon futures and reducing air pollution, with the ORR being the proposed boundary of the Leeds Clean Air Zone (CAZ).

4.4 Resources and value for money

4.4.1 This scheme is funded from the NPIF with a scheme-specific grant of £3,200 000. The funding from the NPIF has to be expended by the end of the 2019/20 financial year.

4.4.2 Capital funding and cash flow:

Estimated Capital Expenditure by type	TOTAL £000's	FORECAST				
		2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's
LAND (1)	0.0					
CONSTRUCTION (3)	2400.0	100.0	2300.0			
FURN & EQPT (5)	0.0					
DESIGN FEES (6)	400.0	100.0	300.0			
OTHER COSTS (7)	400.0	100.0	300.0			
TOTALS	3200.0	300.0	2900.0	0.0	0.0	0.0
Total overall Funding						
(As per latest Capital Programme)	TOTAL £000's	FORECAST				
		2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's
LCC Supported Borrowing	0.0					
LCC Departmental Borrowing	0.0					
Revenue Contribution	0.0					
Government Grant	3200.0	300.0	2900.0			
Other Grant	0.0					
Private Sector Contributions	0.0					
Section 106 / 278	0.0					
Any Other Income (Specify)	0.0					
Total Funding	3200.0	300.0	2900.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0

Capital scheme number 32944

4.4.3 The £126 Million ELOR features cycling provision on both sides, with direct utility cycling on the inside, and leisure routes on the outside. ELOR is funded through an innovative partnership between Leeds City Council and a consortium of housing developers and it will provide direct links to the proposed cycling provision on the ORR as well as onwards links. The timeframe for both programmes means that the benefits of each element for walking and cycling can be built upon and maximised by the other elements.

4.4.4 Following the approval of the invitation to tender as set out in Section 6.1.2 below, a contractor for the works will be appointed following Leeds City Council corporate procurement procedures, on the best value for money basis.

4.5 Legal implications, access to information, and call-in

4.5.1 Nothing contained in this report, or attached appendices, is deemed confidential. The proposals contained in this report are eligible for call in.

4.5.2 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 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.

4.6 Risk management

- 4.6.1 The funding for the project comes from the central government and, under the terms of the grant, has to be spent by March 2020. This means that the project needs to be substantially completed by that date. If the project is not progressed, or substantially completed by that date, the risk exists of the entirety of the DfT's funding being lost.
- 4.6.2 The amount of funding available from the DfT is fixed and Leeds City Council carries the risk of the project costs escalating or the overrun of the timing of delivery. However, Leeds City Council has previously delivered similar cycle schemes to very tight deadlines in more difficult areas, with greater constraints on space and competing usage, and the funding amount secured to deliver the project reflects this.
- 4.6.3 Given that there are very few active frontages and no implications for on-carriageway capacity or parking, objections to the scheme are unlikely and none have been received.

5. Conclusions

- 5.1 The proposed cycle track will provide the first part of the orbital cycling route along the ORR, where public transport links are very poor and the current environment on the highway makes it impossible to use by sustainable modes. Lack of such routes, and links between neighbouring communities, has been identified as a specific barrier in the Leeds Transport Conversation and this fully funded proposal will begin to address this.
- 5.2 The project provides a unique opportunity to link seamlessly with cycling facilities being provided as part of the East Leeds Orbital Advanced Junctions programme, which means that the links into existing and new communities will become available to maximise use. The funding has been secured as part of a competitive bidding process from the DfT and will not be available for an alternative use.

6. Recommendations

- 6.1 Members of Executive Board are recommended to:
 - 6.1.1 Approve the design and cost to implement the cycle superhighway along the Outer Ring Road between the new EOLR junction at Red Hall and King Lane (as set out in Section 3 of the report and shown on the drawing number 2018CAP01/LCC/WHT/XX/DR/CH/MI_01 in Appendix 1) and to give authority to incur expenditure of £3,200,000; to be wholly funded from the DfT National Productivity Investment Fund grant, as Phase 1 of the Outer Ring Road cycle superhighway.
 - 6.1.2 Grant approval for the invitation of tenders for works set out in paragraph 6.11 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.
 - 6.1.3 Approve, with reference to the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway shown on the drawing 2018CAP01/LCC/WHT/XX/DR/CH/MI_01 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.

- 6.1.4 Delegate authority to promote cycle track orders, should they be required. Delegated authority would be given to the Director of City Development who would receive reports for progressing any specific cycle track orders from the Chief Officer (Highways and Transportation), and progress under the relevant powers in sections 115E, 115F and 115K of the Highways Act 1980 and other related legislation as appropriate.
- 6.1.5 Give authority to the Chief Officer (Highways and Transportation) to receive reports concerning all Traffic Regulation Orders as required, necessary for, and related to the purposes of the scheme and to ensure progression of the same.

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.