

Lawnswood Roundabout Improvement scheme – approval to proceed with further development

Date: 1st November 2023

Report of: Transport Strategy

Report to: Chief Officer (Highways & Transportation)

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

Brief summary

Lawnswood roundabout (junction of A660 Otley Road with A6120 Ring Road) has a long-standing poor road safety record, lacks formal facilities for pedestrians and cyclists, and has no capacity to prioritise bus movements. The report presents the preliminary design for a scheme which seeks to address these issues, and requests permission to complete the detailed design, develop and submit a Full Business Case, undertake stakeholder engagement, advertise the relevant draft Traffic Regulation Orders and issue the works via the Intermediate Contractor Works Framework. This further scheme development will require expenditure of funding from the City Region Sustainable Transport Settlement.

Recommendations

The Chief Officer (Highways & Transportation) is requested to:

- a) Instruct the City Solicitor to negotiate the terms of and enter in to on behalf of Leeds City Council a deed of variation to the April 2021 funding agreement between Leeds City Council and the West Yorkshire Combined Authority as previously amended on 12 January 2023;
- b) Approve the preliminary design of the Lawnswood Roundabout Improvement scheme;
- c) Instruct the City Solicitor to advertise draft Traffic Regulation Orders (“the Orders”) required to implement the Lawnswood Roundabout Improvement scheme, and if no valid objections are received, to make, seal and implement the Orders as advertised;
- d) Note the £12,949,080 of funding secured for development and delivery of the scheme, comprised of £825,807 from the West Yorkshire+ Transport Fund Corridor Improvement Programme Phase 2, £11,547,671 from the City Region Sustainable Transport Settlement subject to Outline Business Case approval by the West Yorkshire Combined Authority, and £575,602 of Section 106 Developer Contributions.
- e) Note the approval given by the Chief Officer (Highways & Transportation) in March 2021 for the injection of £825,807 from the Corridor Improvement Programme Phase 2 into the Leeds

City Council Capital Programme for the development of the Lawnswood Roundabout Improvement scheme;

- f) Approve the expenditure of a further £964,484, from the City Region Sustainable Transport Settlement, to carry out detailed design, develop and submit a Full Business Case, undertake stakeholder engagement, advertise the draft Traffic Regulation Orders and issue the works via the Intermediate Contractor Works Framework; and
- g) Note that the Chief Officer will be requested to make a further decision following completion of detailed design and receipt of tender returns for the main construction contract, to approve the detailed design and approve the expenditure of the remaining funds on delivery of the scheme.

What is this report about?

- 1 The existing Lawnswood roundabout, at the junction of the A660 Otley Road with the A6120 Ring Road, has a long-standing poor road safety record, offers no segregated facilities for pedestrians or cyclists, and has no capacity to prioritise bus movements, which experience significant delays at certain times of day. These issues impact on Leeds City Council's ability to deliver on ambitions for casualty reduction in the Vision Zero strategy, and for increased uptake of walking, wheeling, cycling and bus as outlined in the Connecting Leeds Transport Strategy. The proximity of the roundabout to Lawnswood School lends particular weight to the importance of providing safe crossing facilities in this location.
- 2 The proposed Lawnswood Roundabout Improvement scheme seeks to improve road safety for all modes, to improve pedestrian and cycling facilities and to reduce bus journey times and improve reliability. An extensive list of options to address the existing issues at the roundabout has been drawn up and reviewed by the project team, and the current proposal has been identified as the preferred option, after taking into consideration the relevant impacts, benefits, stakeholder feedback and anticipated costs. The preliminary design for the proposed scheme is shown in Appendix B.
- 3 Further development of the Lawnswood Roundabout Improvement scheme requires the recommendations set out above to be carried out.
- 4 A subsequent report will be required following completion of detailed design and receipt of tender returns for the main construction contract. This subsequent report will present the final costs, request approval of the detailed design, and request approval to proceed with delivery of the scheme.

What impact will this proposal have?

- 5 The proposed scheme will introduce a signalised roundabout at Lawnswood, with signalised crossing facilities provided for pedestrians and cyclists on each arm of the roundabout. Segregated cycle tracks will be provided on all approaches to the roundabout. The new traffic signals will be under Microprocessor Optimised Vehicle Actuation (MOVA) control, which has the facility to prioritise buses ahead of general traffic.
- 6 The existing roundabout has a persistently poor safety record. It was listed 8th on Leeds City Council's 2022 Sites for Concern report, and has been listed between 2nd and 8th on the list each year from 2016 onwards. Between 22/09/2018 and 21/09/2023, there were 6 serious injuries and 19 slight injuries recorded at the roundabout. The majority of collisions at the roundabout involve human error, such as vehicles entering the roundabout failing to give way to vehicles circulating the roundabout, or rear end shunt collisions on the approaches to the roundabout. Signalisation of the roundabout is expected to reduce the risk of collisions, by reducing the likelihood of these errors in judgement.
- 7 The existing roundabout has no formal crossing facilities, and no segregated facilities for cyclists. Given the high traffic volumes and speeds at the roundabout, the lack of active travel

facilities results in a roundabout which acts as a major barrier to walking, wheeling and cycling, which is particularly pertinent given the proximity to Lawnswood School. The proposed new crossing facilities and segregated cycle tracks will provide safe and attractive facilities for walking, wheeling and cycling, thus helping to facilitate increased uptake in these modes.

- 8 Buses experience significant delays at the roundabout under the current priority arrangement. The proposed new traffic signals will be under MOVA control, which allows bus movements to be prioritised ahead of general traffic. The scheme is expected to result in reductions to bus journey times, thus helping to generate modal shift towards buses.
- 9 The latest traffic modelling suggests that signalisation of the roundabout will result in slight increases to journey times for some general traffic movements, at some times of day. The majority of journeys would experience journey time increases of less than one minute; there is no reasonably practicable alternative design which would tackle the existing issues with road safety and poor active travel provision at the roundabout without impacting general traffic journey times.
- 10 The scheme will require the removal of up to three trees, which will be replaced at a ratio of three to one. Two more trees will need to be relocated as part of the scheme. Every effort has been made to minimise impacts on trees as part of the design process, and the anticipated tree losses are considered to be unavoidable if the scheme is to deliver safe and attractive facilities for active travel.
- 11 An Equality, Diversity, Cohesion and Integration screening assessment is provided as Appendix A to this report. The screening has highlighted that the proposed signalised crossings and segregated cycle facilities will particularly benefit older people, younger people, disabled people and carers who are more likely to find the existing roundabout difficult or impossible to negotiate under its current layout. The screening has further highlighted that younger people, disabled people, women, people from ethnic minorities and lower income groups have lower rates of access to a private car, and are therefore more likely to benefit from the active travel and bus benefits of the scheme.

How does this proposal impact the three pillars of the Best City Ambition?

Health and Wellbeing

Inclusive Growth

Zero Carbon

- 12 As highlighted in paragraph 7, the existing roundabout represents a barrier to active travel. By providing safe and attractive facilities for walking, wheeling and cycling, the scheme will allow more people to enjoy the health benefits of active travel, including students at Lawnswood School. As highlighted in paragraph 6, the scheme is also expected to reduce the risk of injuries occurring at the roundabout. In these two respects, the scheme supports the 'Health and Wellbeing' pillar.
- 13 By improving facilities for cheaper modes of transport (cycling, walking, wheeling and bus), the scheme reduces car dependence and improves access to opportunities for those unable to afford access to a car. In this respect, the scheme supports the 'Inclusive Growth' pillar.
- 14 By generating modal shift away from private car, the scheme is expected to reduce operational carbon emissions. It should be noted though, that the embedded carbon associated with construction is expected to outweigh the carbon savings associated with modal shift directly attributable to the scheme. This is common for highways infrastructure schemes. More broadly however, improvements to infrastructure across Leeds are necessary to facilitate the large modal shift which we know is needed to deliver on our ambitions to reduce carbon emissions. The scheme plays a part in transforming the transport infrastructure in Leeds to facilitate the large increases in active travel (and associated reduction in car use) targeted as part of the Connecting Leeds Transport Strategy. In this respect, the scheme supports the 'Zero Carbon' pillar.

What consultation and engagement has taken place?

Wards affected: Weetwood; Adel & Wharfedale.

Have ward members been consulted? Yes No

- 15 A public consultation exercise was undertaken for this scheme between 24th November 2021 and 19th January 2022, which included public drop in events, distribution of leaflets, advertisement in online and printed media and engagement with various local interest and community groups. Of the 607 respondents to the consultation, 52.8% reported feeling “Happy” or “Very Happy” towards the proposals, 12.3% felt “Not sure/ok about it”, and 35.0% felt “Unhappy” or “Very Unhappy”. Positive responses typically reported feeling that the proposals would improve cycling and walking provision, whilst negative comments tended to focus on perceived negative impacts on congestion and air quality.
- 16 Local Ward Members (Weetwood; Adel & Wharfedale) were consulted on the proposal on 1st November 2021. Feedback from Local Members raised the importance of providing local residents with opportunity to comment on the scheme and highlighted potential issues with safety for some residents accessing/egressing properties on the Ring Road. Local Ward Members will be briefed again once the detailed design drawings are complete.
- 17 The Executive Member (Infrastructure & Climate) has been briefed regularly regarding this scheme, most recently on 26th July 2023.
- 18 The broadly positive responses received during the consultation help to support the continued progression of this scheme. The design team are working to address concerns raised by stakeholders through changes to the design as far as is reasonably practicable.
- 19 Following the consultation exercise undertaken between November 2021 and January 2022, some targeted engagement has been undertaken with groups representing disabled people. This was due to no responses having been received from such groups during the consultation exercise. This targeted engagement included presenting the designs for the ‘Do Something – Preferred’ option to Leeds City Council’s Disability and Wellness Network (an LCC staff forum), and circulating materials to the Access and UseAbility Group. No adverse comments were received from these groups. Further engagement will be undertaken with these groups as part of the detailed design phase.
- 20 Further consultation with bus operators has been undertaken during 2023 and will be further progressed as part of the development of detailed design. Bus operators have raised some concerns regarding the possible negative impact on southbound buses on Otley Old Road of a proposed new bus lane on Otley Road – this bus lane is no longer proposed to be delivered as part of the scheme for which this report seeks approval. Bus operators also stated that measures to address the existing delays for southbound buses on Otley Old Road would be welcomed. A ‘Phase Two’ scheme is currently under development, which would introduce traffic signals at the Otley Road / Otley Old Road junction – this scheme would be expected to reduce delays for buses and general traffic on Otley Old Road. Further design work and consultation would be required prior to the possible delivery of this Phase Two scheme.
- 21 A group of residents living close to Lawnswood roundabout made a deputation to the 23rd March 2022 meeting of the Council, raising concerns regarding the value for money represented by the scheme, the purported lack of recent data justifying the scheme, the potential impacts of the scheme on local air quality, potential increases in journey times for motor vehicles, the visual impact of the scheme, and the perceived increased risk of road traffic collisions due to the possible removal of guard railing and introduction of a cycle track adjacent to houses on the Ring Road. A response was provided to this deputation in May 2022. It

should be noted that the deputation response states that emissions modelling was expected to be undertaken in summer 2022. There have been delays to the emissions modelling work, due to delays in completing traffic modelling for the scheme, but this work is now underway, and the project team expects to be able to share results with the residents in December 2023.

- 22 The project team attended West Park Residents Association in July 2023, providing an update on progress with the scheme. Attendees raised queries regarding the appraisal process, the data used in the appraisal, and the options considered as part of the development of the scheme, which have been answered by the project team.
- 23 Emergency services were provided with plans for the Lawnswood Roundabout Improvement scheme in October 2023. No adverse comments have been received.
- 24 The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 and the Road Traffic Regulation Act 1984 require local transport authorities to consult with The Freight Transport Association, The Road Haulage Association, the Chief Police Officer for the area and "such other organisations (if any) representing persons likely to be affected by any provision in the order as the order making authority thinks it appropriate to consult", before making any Traffic Regulation Orders (TROs). This consultation will be undertaken as part of the advertisement of the TROs required as part of this scheme.

What are the resource implications?

- 25 The most recent estimate of the total cost of the scheme was £13,050,442. This exceeds by £101,362 the £12,949,080 secured for development and delivery of the scheme, which is to be drawn from the West Yorkshire+ Transport Fund Corridor Improvement Programme Phase 2 (£825,807), the City Region Sustainable Transport Settlement (£11,547,671, subject to Outline Business Case approval by the West Yorkshire Combined Authority), and Section 106 Developer Contributions (£575,602). The project team anticipates that the funding gap of £101,362, which represents less than 1% of the most recent cost estimate, can be managed through value engineering. Work is already underway to identify opportunities to minimise construction and development costs, without compromising the benefits of the scheme.
- 26 This report requests approval for the expenditure of £964,484 of City Region Sustainable Transport Settlement funding required to carry out detailed design, develop and submit a Full Business Case, undertake stakeholder engagement, advertise the draft Traffic Regulation Orders and issue the works via the Intermediate Contractor Works Framework. Development and delivery of the scheme does not require use of Leeds City Council funds.
- 27 A funding agreement is currently in place which allows LCC to draw down on the funding allocated within the West Yorkshire+ Transport Fund Corridor Improvement Programme Phase 2. Approval to enter into this funding agreement was given by the Chief Officer (Highways & Transportation) on 22nd February 2021. Officers at WYCA have advised that an amendment to the funding agreement is required in order to facilitate the draw down of funds from the City Region Sustainable Transport Settlement.
- 28 The section 106 contributions allocated to this scheme have all been received by LCC, and come from the following developments:
 - 14/04270/OT Moseley Gardens, £191,256
 - 13/04008/OT DWP Government Buildings Otley Road, £93,535
 - 12/04051 Bodington Hall, £8,119
 - 12/04051 Bodington Hall, £20,288
 - 12/04051 Bodington Hall, £26,538
 - 12/02071 Bodington Hall, £107,674
 - 13/04008/OT DWP Government Buildings Otley Road, £128,192

- 29 Several members of staff within Highways & Transportation are engaged in the development of this scheme, and this will continue to be the case as the scheme progresses to delivery. Discussions with the relevant senior officers are ongoing regarding resourcing, and the project team are able to make use of consultant support where necessary.
- 30 The introduction of a new signalised junction will have an impact on the highways maintenance budget post-implementation. Routine maintenance for the new signals has been estimated to cost £3517 per annum (2022/23 prices). In addition, refurbishment of the junction would be expected to be required every 15 years, and to cost £200,000 on each occasion (2022/23 prices). These costs would be borne by LCC's highways maintenance budget. No other significant revenue impacts are anticipated.

What are the key risks and how are they being managed?

- 31 A Quantified Risk Assessment has been developed for the scheme, and is regularly updated in risk workshops chaired by the project manager. Money has been set aside within the budget to accommodate these risks, and individual risks are managed by the member of the project team best placed to manage and mitigate them. The most significant risks and associated mitigations are set out in the table below.

Risk	Mitigation
Cost estimates for statutory undertaking equipment diversions may be insufficient	Initial estimates for utilities works are considered conservative. C3 estimates have been requested, and most have been received. Trial holes were undertaken in summer 2023 to give greater certainty regarding works required. Design team to work closely with utilities companies, and look for opportunities to minimise costs where possible.
Scope may need to be changed in response to comments from LCC officers	The project team are in regular contact with key LCC officers to ensure that the scheme design has internal buy in. This will continue through the development of the scheme. Design freeze to be agreed ahead of tender process.
Costs increase due to inflation (more than anticipated in initial cost estimate)	Inflation cannot be influenced by the project team. Latest inflation forecasts will be monitored as the project progresses so that the impact on the scheme can be regularly reassessed. The inclusion of this risk in the risk register provides protection against increases in inflation. Every effort will also be made to seek the earliest practicable start on site, in order to minimise impact of inflation on cost.
Funding identified for delivery is reallocated, or identified funding is insufficient	Work closely with Combined Authority (CA) to ensure that proposed design fits with objectives of programmes from which funding is derived. Investigate alternative funding sources.
General inclement weather delays construction activities (excludes extreme, 1 in 10-year events)	Build time risk allowance into programme for winter working activities. Records to be taken by site supervision team.
Additional modelling required in response to comments from CA	Engage with CA to understand modelling requirements prior to modelling being undertaken.

- 32 If the scheme is not progressed, there is a very high probability that the risk pertaining to the existing poor road safety record will continue, resulting in further casualties, and impacting

progress against the Leeds Vision Zero 2040 strategy. There is also a risk that the roundabout will continue to act as a barrier to active travel, preventing achievement of targets set out in the Connecting Leeds Transport Strategy for increases in mode share of walking, wheeling and cycling.

What are the legal implications?

- 33 There are no specific legal implications associated with this decision, and there is no specific risk of legal challenge.
- 34 A TRO is required to support the delivery of this scheme, and will comprise:
- The introduction of a reduced speed limit on the A6120 Ring Road between its junctions with the A660 Otley Road and King Lane (currently national speed limit). The level of the new speed limit is to be agreed in consultation with West Yorkshire Police.
 - No parking, loading or unloading at any time on footway or cycle track, adjacent to all proposed new sections of segregated cycle track as indicated in Appendix B.
 - The existing morning peak period bus, taxi and pedal cycle lane southbound on Otley Road between Weetwood Approach and Burton crescent is to be extended northwards, such that it begins 56 metres north of the projected northwestern kerblines of Weetwood Approach.
 - New waiting and loading restrictions on the eastern kerblines of the A660 Otley Road, to coincide with the proposed new section of bus, taxi and pedal cycle lane.
- 35 The scheme involves the installation of segregated cycle tracks and areas of shared use by pedal cyclists and pedestrians, at the locations indicated in Appendix B. These provisions are to be created by Leeds City Council as the relevant highway authority under sections 65 and 66 of the Highways Act 1980.

Options, timescales and measuring success

What other options were considered?

- 36 An extensive optioneering process has been undertaken as part of the development of this scheme, with a total of 27 options being considered. After considering alignment with objectives and critical success factors, the optioneering process established that all practical options which would be expected to deliver on the scheme objectives involved full signalisation of the roundabout. Three options were considered in detail as part of the Outline Business Case produced for the scheme, as follows:
- Option 1 – design as shown in Appendix B, and as described in paragraph 5.
 - Option 2 – design as shown in Appendix B, but with the addition of a new 24 hour southbound bus, taxi and pedal cycle lane on Otley Road, between Lawnswood Cemetery and Lawnswood roundabout.
 - Option 3 – As Option 2, but with the addition of the introduction of traffic signals and improved pedestrian and cycle facilities at the Otley Road / Otley Old Road junction.
- 37 The options appraisal undertaken as part of the OBC resulted in the rejection of Option 2, as traffic modelling showed that the introduction of the proposed bus lane could create significant delays for buses and general traffic southbound on Otley Old Road. Option 3 was found to resolve this issue, as the proposed traffic signals at Otley Old Road would allow southbound vehicles on Otley Old Road to enter Otley Road under signal priority. However, Option 3 was found to be too costly to deliver using the currently allocated funding. Further development is therefore to be undertaken on Option 3, alongside development and delivery of Option 1.
- 38 Prioritisation processes have been undertaken with respect to funding from the Corridor Improvement Programme Phase 2, the City Region Sustainable Transport Settlement and Section 106 contributions, and the Lawnswood Roundabout Improvement scheme has been

prioritised for funding from these sources. The scheme is being treated as a high priority, particularly because of Lawnswood roundabout's long-standing poor road safety record and poor active travel facilities, the importance of which are strengthened by the proximity to Lawnswood School.

How will success be measured?

39 The following table sets out the Scheme Specific Objectives, and the metrics which are to be measured in order to identify the extent to which the scheme is successful in delivering on its objectives.

Scheme Specific Objectives	Measurable Results	Timeframe
Improve network safety for all road users	Halve the frequency of road traffic collisions within scheme extents	To be measured 5 years post scheme completion
Facilitate modal shift towards walking/wheeling	50% increase in pedestrian volumes	Measured 1 year after scheme opening
Facilitate modal shift towards cycling	50% increase in cycle traffic	Measured 1 year after scheme opening
Improve bus journey times	Reduction in average bus journey times within scheme extents	Measured 1 year after scheme opening
Improve punctuality of bus services	20% reduction in standard deviation of bus journey times	Measured 1 year after scheme opening

What is the timetable and who will be responsible for implementation?

40 Detailed design of the scheme is currently underway, and is expected to be completed in March 2024. The main construction contract is expected to be issued for tender in March/April 2024. Construction of the scheme is expected to start in September 2024 (subject to subsequent approval of the detailed design, and approval to proceed with delivery of the scheme, as noted in paragraph 4), and to be completed in September 2025.

Appendices

- Appendix A: Equality, Diversity, Cohesion and Integration (EDCI) screening
- Appendix B: Lawnswood Roundabout Improvement Scheme Preliminary Design

Background papers

- None

APPENDIX A – Equality, Diversity, Cohesion and Integration (EDCI) screening

Equality, Diversity, Cohesion and Integration (EDCI) 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 or has already been considered, and
- whether or not it is necessary to carry out an impact assessment.

Directorate: Highways & Transportation	Service area: Transport Strategy
Lead person: Morgan Tatchell-Evans	Contact number: 0113 37 83655

1. Title: Lawnswood Roundabout Improvement Scheme – approval to proceed with further development

Is this a:

Strategy / Policy

Service / Function

Other

**If other, please specify
Highways scheme**

2. Please provide a brief description of what you are screening

The existing Lawnswood roundabout (junction of A660 Otley Road with A6120 Ring Road) is an unsignalised roundabout with a poor safety record, no formal pedestrian crossing facilities, no segregated facilities for cyclists, and no capacity to prioritise bus movements. The report alongside which this screening form has been produced presents the preliminary design for a scheme which seeks to address these issues, and requests permission to proceed with further development of the scheme. Phase 1 of the proposed scheme would deliver the following elements:

- Introduction of a signalised roundabout at Lawnswood, under MOVA control.
- Introduction of signalised pedestrian and cycle crossing facilities at Lawnswood.
- Introduction of segregated cycle facilities on all approaches to the Lawnswood roundabout, and connecting the new crossing facilities.
- Reduce speed limit on A6120 Ring Road between Lawnswood roundabout and King Lane junction (currently national speed limit, 70 miles per hour).

By improving road safety and improving provision for public transport and active modes, Phase 1 seeks to reduce road casualties, improve mobility for people without access to a car, improve air quality and reduce noise and greenhouse gas emissions.

A Phase 2 has also been investigated alongside the development of the Phase 1 scheme. This would deliver the following interventions:

- Introduction of traffic signals at the junction of the A660 Otley Road with Otley Old Road, under MOVA control.
- Introduction of signalised pedestrian crossing facilities at this junction.
- Improvement of cycle facilities at this junction.
- Introduction of a southbound 24 hour bus, taxi and cycle lane on Otley Road, between Lawnswood cemetery and Lawnswood roundabout.

By introducing traffic signals at the Otley Old Road junction with the capability to prioritise bus movements, Phase 2 would reduce delays currently experienced by southbound buses on Otley Old Road. The introduction of signalised crossing facilities at the junction would make active travel in this area more accessible, and would also improve access to bus stops. The proposed bus, taxi and pedal cycle lane would protect buses from queues, and would enable cyclists to be segregated from general traffic. The present report seeks approval to proceed with further development of Phase 1 only, with any future delivery of Phase 2 subject to further development work, consultation, and securing of additional funding.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies and policies, service and functions affect service users, employees or the wider community – city wide or more local. These will also have a greater or 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. Also those areas that impact on or relate to equality: tackling poverty and improving health and well-being.

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 • Fostering good relations 	x	

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?** (think about the scope of the proposal, who is likely to be affected, equality related information, gaps in information and plans to address, consultation and engagement activities (taken place or planned) with those likely to be affected)

The needs of disabled people have been considered throughout the design process for this scheme. Engagement with LCC staff with expertise in inclusive design, and with groups representing disabled people, has been undertaken to inform the design. This engagement has included presenting the design of the Phase 1 elements to Leeds City Council's Disability and Wellness Network, and circulating materials to the Access and UseAbility Group. No adverse comments have been received from these groups. Relevant guidance such as 'Inclusive Mobility: a guide to best practice on access to pedestrian and transport infrastructure' and 'LTN 1/20 Cycle Infrastructure Design' has been used to inform the design of Phase 1.

A full public consultation exercise was also undertaken between November 2021 and January 2022, based on the Phase 1 design. This exercise included 3 public drop-in events, held at accessible venues, covering both weekdays and weekends, daytime and evening, in order to enable participation from the widest range of people. In addition, members of the project team attended meetings with key stakeholder groups including Cycle Forum, Lawnswood School and Lawnswood School student council, and local residents' associations. Consultation materials were distributed at community centres, religious buildings, nurseries, schools, sports facilities, universities and council estates. Consultation materials provided a contact email address and telephone number inviting recipients to request materials in alternative formats where required. These activities have enabled the project team to raise awareness of the scheme amongst, and facilitate input from, people with protected characteristics including disability, religion, caring responsibilities and young people.

The consultation exercise facilitated responses from a total of 607 people, of whom 121 were aged 65 or over, and 10 were aged 16-24. 205 responses were received from males, 95 from females and 4 from non-binary people (note that not all respondents disclosed their gender, and that respondents were not asked about gender reassignment). These figures demonstrate that older people were well represented amongst consultation respondents. Whilst responses from young people were limited, the meeting referred to above with Lawnswood School student council facilitated input from school students, and it should be noted that all reasonable effort has been made to engage with young people, for example by targeting consultation materials at university students as described above. Whilst women represented a relatively small proportion of consultation respondents, there were still a large number of consultation responses from women, ensuring that women's views were included in the consultation process. 0.7% of responses were from non-binary people, which is higher than the proportion of non-binary people in the UK according to the 2021 census (0.06%) – this demonstrates that non-binary people were relatively well represented. Respondents were not asked information about other protected characteristics, such as disability, race, religion, caring responsibilities or sexual orientation.

The impacts of the scheme on different modes of travel have been considered as part of the scheme development, and implications of these impacts for people with protected characteristics have been considered as part of this screening.

- **Key findings**

(think about any potential positive and negative impact on different equality characteristics, potential to promote strong and positive relationships between groups, potential to bring groups/communities into increased contact with each other, perception that the proposal could benefit one group at the expense of another)

Age

Phase 1 of the scheme proposes to introduce signalised pedestrian and cycle crossings on each arm of Lawnswood roundabout, replacing the existing informal crossings. The signalised crossings will make it easier and safer to cross the road, and, importantly, will improve the perception of safety for pedestrians in this area. The DfT's 'Inclusive Mobility' guidance highlights that signalised crossings can be particularly important for disabled people and older people, particularly on roads with high traffic speeds and volumes, such as at Lawnswood roundabout and the Otley Old Road junction. 61% of consultation responses from people aged 65+ were either positive or mostly positive, demonstrating strong support for the scheme amongst this age group.

According to Sustrans' 'Walking and Cycling Index 2021'¹, more than half of people aged 16-25 walk or wheel at least five times per week (a higher proportion than for other age groups). This highlights that improvements to pedestrian infrastructure may particularly benefit young people. By providing safer pedestrian and cycling facilities, the scheme will make active modes a realistic and attractive option for a greater number of people, particularly school students whose parents may currently be apprehensive about allowing them to cycle on the road, and older people (as mentioned above). As such, the scheme allows a greater variety of people to enjoy the health and mobility benefits of active travel. Consultation responses from people aged 16-24 were evenly split, with 5 negative or mostly negative responses, and 5 positive or mostly positive. The briefing with Lawnswood School Council found that the majority of students get to school by bus, with the lack of safe cycle routes cited as a reason for not cycling, and long journey times and poor reliability also putting some students off using the bus. By improving the quality of cycle provision in this key location, the scheme may benefit these young people by making cycling a realistic mode choice. The scheme is also expected to improve bus journey times, which will also benefit these students.

Carers

Signalised crossings and segregated provision for cyclists are both important to parents of young children - the DfT's LTN 1/20 Cycle Infrastructure Design guidance (referred to subsequently as LTN 1/20) highlights that most people with younger children will not feel comfortable cycling within the carriageway where traffic volumes exceed 2,500 vehicles per day, with speeds of more than 20 mph, which accounts for all arms of Lawnswood roundabout. Similarly, three respondents to the public consultation exercise highlighted that it is currently very difficult to cross in the vicinity of the roundabout whilst pushing a push chair. The scheme will therefore particularly benefit carers by providing safe, signalised crossings and segregated cycle facilities.

Disability

¹ Sustrans, 2021. Available here: <https://www.sustrans.org.uk/media/10527/sustrans-2021-walking-and-cycling-index-aggregated-report.pdf>

A recent report from Sustrans found that 35% of disabled people, compared with 21% of non-disabled people, did not have access to a car in 2021². Whilst disabled people generally walk and wheel less than non-disabled people, 45% of disabled people walk or wheel at least five days a week, and disabled people are less likely to feel safe and comfortable when walking or wheeling³. Similarly, whilst disabled people generally cycle less than non-disabled people, 12% of disabled people cycle at least once a week (compared with 19% of non-disabled people). It is therefore likely that some disabled people will benefit from the improved actual and perceived safety of the proposed scheme for walking, wheeling and cycling.

As highlighted in LTN 1/20⁴, a cycle (whether a standard cycle or adapted cycle) can act as a mobility aid enabling people to travel, and carry items or passengers. This can be the case for people who are unable to drive or walk long distances due to a health condition or disability, for whom cycling may be the only accessible mode of independent transport. Therefore, by providing safe and attractive facilities for cycling, the scheme will help to improve mobility and independence for disabled people. The cycle tracks proposed as part of this scheme are being designed so as to accommodate 4 wheeled cycles and other adapted cycles, which will ensure that the routes are accessible to all cycles.

The preliminary design for Phase 1 as presented at public consultation included an area of shared use (pedestrians and cycles) on the northern arm of the roundabout. Some respondents to the consultation raised concerns about this element of the design, and it is noted that LTN 1/20 advises against shared use areas where possible, highlighting (i) the potential for conflict between pedestrians and cycles, (ii) that shared use can create particular difficulties for visually impaired people, and (iii) that shared use can make an area feel unsafe to vulnerable pedestrians in particular. With this in mind, the next stage of design will seek to remove this shared use provision, replacing it with segregated routes for pedestrians and cyclists.

The National Travel Survey has highlighted that, in 2021, people who reported having difficulties travelling on foot, by bus, or both, tended to undertake slightly more trips by bus than the broader population⁵. By introducing MOVA technology at the new traffic signals, the proposed scheme will enable buses to be prioritised ahead of general traffic. The proposed signalised pedestrian crossings will also improve access to bus stops. In these respects, the scheme will benefit people reliant on bus services. However, it should also be acknowledged that the traffic modelling undertaken to date suggests that, while bus journey times on the main Otley Road route (6 buses per hour in each direction) will be slightly improved overall as a result of signalisation of the roundabout, southbound buses on Otley Old Road (4 buses per hour) are expected to experience longer journey times following implementation of Phase 1 of the proposed scheme – this would negatively impact disabled people using this particular bus route. A proposed 'Phase 2' of the currently proposed scheme, which would introduce a new southbound bus lane on Otley Road and would also signalise the Otley Old Road junction, would be expected to reduce bus journey times on Otley Old Road southbound.

² Disabled Citizen's Inquiry, available here:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1101190/nts0707.ods

³ Sustrans, Walking and Cycling Index 2021. Available here: <https://www.sustrans.org.uk/media/10527/sustrans-2021-walking-and-cycling-index-aggregated-report.pdf>

⁴ DfT, 2020. Available here:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/951074/cycle-infrastructure-design-ltn-1-20.pdf

⁵ Table NTS 0709, available here:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1101107/nts0709.ods

Gender

The most recent National Travel Survey found that, as of 2021, only 55% of women have access to a car as the main driver, compared with 65% of men⁶. This demonstrates that women are more reliant on other modes of transport. The benefits of the proposed scheme for buses and active modes will therefore particularly benefit women.

Women are more likely than men to perceive cycling as being unsafe, and women are also less likely than men to cycle regularly⁷. By providing safe and attractive cycle facilities, the scheme will make cycling a more attractive and more accessible option for a greater number of women, enabling a greater number of women to experience the mobility and health benefits of cycling. The benefits of the scheme for buses overall will be more likely to benefit women. However, the negative impacts for southbound buses on Otley Old Road in Phase 1 will also be more likely to impact women.

The project team have not been able to identify any reason why the proposed scheme should have a differential impact on people of non-binary gender. No responses to the public consultation exercise expressed concerns regarding impacts on people of non-binary gender.

Race

The most recent National Travel Survey found that, as of 2021, adults from ethnic minorities were less likely than white people to have access to a car as a main driver, with Black, African, Caribbean and Black British having particularly low rates of access to a car as a main driver⁸. This suggests that people from ethnic minorities may be more reliant on other modes of transport, and may therefore be more likely to benefit from the active travel and bus improvements delivered by this scheme. The negative impacts specifically for southbound buses on Otley Old Road in Phase 1 of the scheme may also be more likely to impact people from ethnic minorities.

A review of 2021 Census data has found that the residential areas in the vicinity of Lawnswood roundabout have broadly similar proportions of Asian, Asian British or Asian Welsh people, and people of Mixed or Multiple ethnicities as is the case for Leeds as a whole, whilst the proportion of Black, Black British, Black Welsh, Caribbean or African people is generally lower than the average for Leeds⁹. This means that, whilst some ethnic minorities are likely to benefit from the scheme, the benefits for Black, Black British, Black Welsh, Caribbean or African people may be lower than would be the case for a similar scheme implemented in other parts of Leeds. This scheme is one of many transport schemes currently under development by Leeds City Council, which will deliver benefits at various locations across the district. Transport schemes are typically prioritised in accordance with their fit with the Connecting Leeds Transport Strategy, as well as with other policy documents and with the objectives of relevant funding streams, and the Lawnswood scheme has been prioritised for development in this way.

Gender reassignment

The project team have not been able to identify any reason why the proposed scheme should have a differential impact on transgender people. No responses to the public consultation exercise expressed concerns regarding impacts on transgender people.

Religion or belief

⁶ Table NTS0206, available here:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1101187/nts0206.ods

⁷ Sustrans, Walking and Cycling Index 2021. Available here: <https://www.sustrans.org.uk/media/10527/sustrans-2021-walking-and-cycling-index-aggregated-report.pdf>

⁸ Table NTS0707, available here:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1101190/nts0707.ods

⁹ ONS, 2023. Available here: <https://www.ons.gov.uk/census/maps/choropleth/identity/ethnic-group>

The project team have not been able to identify any reason why the proposed scheme should have a differential impact on people of any particular religion or belief. No responses to the public consultation exercise expressed concerns regarding impacts on people of any particular religion or belief.

Sexual orientation

According to Sustrans' Walking and Cycling Index 2021¹⁰, LGBTQ+ people are more likely than heterosexual people to walk or wheel at least 5 days per week. This could mean that people of marginalised sexual orientations would be more likely to benefit from the improvements to pedestrian infrastructure proposed as part of the scheme.

Tackling poverty

The most recent National Travel Survey showed that, in 2021, lower income households were much less likely to own a car or van¹¹. This demonstrates that people living in poverty are likely to be more reliant on other modes of transport.

Research conducted by NatCen Social Research on the behalf of the DfT¹² has found that transport expenditure represents over 15% of total income for the lowest three income deciles, with car ownership and use accounting for the bulk of this expenditure. The research also highlighted that provision of cycling infrastructure can improve access to jobs. Separate research by KPMG has highlighted the importance of buses in supporting inclusive economic growth by ensuring that non-car owning households are not excluded from jobs and education¹³.

The proposed scheme will make active modes safer and more attractive, meaning that these cheaper modes of transport will be more accessible, allowing people to avoid the expense of car ownership and use. The scheme also improves bus services, thereby enabling costs of car ownership and car use to be avoided through the use of a more attractive bus service. This particularly benefits more economically deprived people, for whom transport costs represent a relatively high proportion of expenditure. It follows that more economically deprived people may be more likely to benefit from the overall improvements in bus journey times expected to be delivered by this scheme. The negative impacts for southbound buses on Otley Old Road expected through Phase 1 of this scheme may also be more likely to impact more economically deprived people, but Phase 2 of the scheme would be expected to resolve this issue.

Improving health and well-being

Sport England's most recent Active Lives survey¹⁴ found that around 33% of children in Leeds in school years 1 to 11 undertook less than 30 minutes of physical activity per day, and only around 49% achieved the Chief Medical Officers' guidelines of taking part in an average of 60 minutes or more of sport and physical activity per day. This is slightly above the national average of 47%, but remains as an issue representing negative health impacts for children in Leeds. Whilst around 64% of adults in Leeds achieved the Chief Medical Officers' guidelines of undertaking at least 150 minutes of physical activity per week, around 28% undertook less than 30 minutes exercise per week¹⁵.

Active travel represents an opportunity for increased physical activity, and given the proximity of the proposed scheme to a large high school, as well as the presence of four

¹⁰ Sustrans, Walking and Cycling Index 2021, available here: <https://www.sustrans.org.uk/media/10527/sustrans-2021-walking-and-cycling-index-aggregated-report.pdf>

¹¹ Table NTS0703, available here:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1101189/nts0703.ods

¹² NatCen Social Research, 2019. Available here:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/953951/Transport_and_inquality_report_document.pdf

¹³ KPMG, 2020. Available here: <https://www.cpt-uk.org/media/oo5kczge/greener-journeys-maximising-the-benefits-of-local-bus-services.pdf>

¹⁴ Tables 1-4 Levels of Activity, Sport England, 2022. Available [here](#)

¹⁵ Tables 1-4 Levels of Activity, Sport England, 2022. Available [here](#)

primary schools within 1km of the roundabout, it is especially important that the transport infrastructure in this area not create a barrier to active travel to school.

There exists potential for a high modal share for active modes for trips over the short distances between shops in Headingley and Weetwood and Lawnswood School, and residential areas to the north of the A6120. However, the unsafe nature of the existing Lawnswood roundabout and its lack of facilities for walking, wheeling and cycling are almost certainly suppressing demand for trips by active modes, and encouraging use of private cars in preference.

By making active travel safer and more attractive, the scheme will enable a greater number of people to enjoy the health benefits of physical activity.

By making active modes and public transport more attractive, the scheme is expected to encourage mode shift away from private car. Reducing car use helps to improve air quality, thereby helping to reduce the negative health impacts of emissions from transport, which include exacerbating lung or heart conditions, and increased susceptibility to respiratory infections and allergens. Similarly, reducing car use helps to reduce noise. This also has health benefits, as noise is thought to increase the risk of heart attacks and strokes.

Negative impacts

Traffic modelling undertaken during the development of the scheme has highlighted that some journeys through the roundabout are likely to experience longer delays following the implementation of the scheme. For most movements through the roundabout, increases in delays would be no more than 40 seconds, and some movements would experience reduced journey times. Through Phase 1 of the scheme, bus journey times are expected to benefit overall, although southbound buses on Otley Old Road are expected to experience a disbenefit (Phase 2 would be expected to resolve this issue). Care is being taken through the design process to minimise delays for traffic passing through the roundabout, including through the use of traffic models to assess the impact of variations to the design. The use of MOVA technology will also enable the traffic signals to respond to traffic conditions in real time, thus minimising delays, and will also enable buses to be prioritised ahead of general traffic. It is not possible to deliver the road safety and active travel benefits of the scheme without signalling the roundabout, with the associated disbenefits for some general traffic movements. Whilst the worsening of bus journey times southbound on Otley Old Road through Phase 1 of the scheme will particularly impact those groups most reliant on buses (including young people, women, some disabled people, ethnic minorities and people on lower incomes), these groups will also benefit from the bus journey time improvements on the main A660 route.

Whilst it has been highlighted earlier in this section that the scheme is expected to result in an overall reduction in car use, with associated benefits for air quality and noise, it is acknowledged that the air quality and noise impacts will vary spatially, and it is possible that small increases in air pollution or noise could occur in the vicinity of the roundabout, due to the changes in vehicle behaviour caused by signalisation of the roundabout. Work is under way to assess these impacts in more detail. Any worsening of air quality and noise in the vicinity of the roundabout could impact local residents, as well as students of Lawnswood School – however, the road safety and active travel benefits of the proposed scheme will also benefit these groups, and these benefits cannot be delivered without signalling the roundabout.

It is expected that the implementation of the proposed scheme will require the removal of two or three trees, of which two are mature, and the scheme will also impact on some grass verges. Two smaller trees will also need to be relocated as part of the scheme. This has been an area of concern for respondents to the consultation, and the design

team have sought to minimise these environmental impacts as far as possible through the design process. At least three new trees will be planted for each tree removed as part of the scheme, and these new trees will be sited as close to the roundabout as is reasonably practicable. It is not possible to deliver the safety, active travel and public transport benefits of the scheme without impacts on trees and green space.

- **Actions**

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

The previous section has highlighted a number of positive impacts of the scheme. The ongoing design work will look to strengthen these benefits. A robust design review process will be undertaken, with input from experts in road safety, accessibility, traffic engineering and active travel.

As described in the previous section, the potential negative impacts of the scheme on some motor vehicle journey times will be minimised as far as reasonably practicable through the continuing design process.

The previous section has also highlighted disbenefits for southbound buses on Otley Old Road. A 'Phase 2' scheme is currently under development, which would resolve this issue by signalling the Otley Road / Otley Old Road junction. Prioritisation of this scheme for funding and delivery will be considered in due course.

Work to assess the air quality and noise impacts of the scheme is underway. The need for any design changes or mitigation in response to the results of this analysis will be considered as the scheme progresses.

As described in the 'Key findings' section, the ongoing design work will seek to avoid 'shared use' areas which were included in earlier iterations of the design, which will improve the quality of the environment for pedestrians and cyclists, in particular visually impaired and vulnerable pedestrians.

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:	
Date to complete your impact assessment	
Lead person for your impact assessment (Include name and job title)	

6. Governance, ownership and approval

Please state here who has approved the actions and outcomes of the screening

Name	Job title	Date
Mark Philpott	Transport Planning Manager	20/11/2023
Date screening completed		20/11/2023

7. Publishing

Though **all** key decisions are required to give due regard to equality the council **only** publishes those related to **Executive Board, Full Council, Key Delegated Decisions** or a **Significant Operational Decision**.

A copy of this equality screening should be attached as an appendix to the decision making report:

- Governance Services will publish those relating to Executive Board and Full Council.
- The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.
- A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record.

Complete the appropriate section below with the date the report and attached screening was sent:

For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent: 20/11/2023