



## Report to Chief Officer (Highways and Transportation)

Date: 09 December 2014

Subject: Leeds Bradford Cycle Superhighway

**Highways Act 1980 – Sections 65 & 66**

**Highways Act 1980 – Section 90C**

**Road Traffic Regulation Act – Section 23**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s):		
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 type="checkbox"/> Yes	<input checked="" 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. Executive Board approval has previously been granted for the design and construction of the CityConnect cycle superhighway between Leeds and Bradford, including to the principle to construct cycle tracks along the approved route.
2. The design of the cycle superhighway proposes in the main to provide cycle tracks segregated from the footway and from the carriageway however there are a number of small areas where shared use (between cyclists and pedestrians) have proved necessary – these are principally at shared use signalised crossings.
3. There have also been several new formal pedestrian crossings created, and a number of locations where road humps have been used to create priority for cyclists.
4. Creating pedestrian crossings and road humps requires that the Highway Authority advertise notices to inform road users. Creation of shared space areas requires that the Highway Authority makes a formal decision to proceed with these areas. This report seeks authority to advertise these notices, and for the Chief Officer (Highways and Transportation) to note and agree the extents of shared space within the scheme.

### Recommendations

- 4 The Chief Officer is recommended to
- i) approve the contents of the report;
  - ii) instruct the City Solicitor give authority to advertise notices under Section 90C of the Highways Act 1980 and display on site a Notice under Section 23 of the Road Traffic Regulation Act 1984, to create vertical traffic calming features and new pedestrian crossings respectively at locations shown on the attached drawings (716969-B-001B-SU1 to 716969-G-11-SU38 (excluding dwgs 7169690-F-001-SU21 to 716969-F-007-SU27); and if no valid objections are received to the Section 90C traffic calming proposals to implement them as advertised; and
  - ii) approve with reference to the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway shown on attached drawings (716969-B-001B-**SU1** to 716969-G-11-**SU38** (excluding dwgs 7169690-F-001-**SU21** to 716969-F-007-**SU27**) as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians.

## 1 Purpose of this report

- 1.1 This report seeks approval to advertise notices under Section 90C of the Highways Act 1980 and the Road Traffic Regulation Act 1984, to create vertical traffic calming features and new pedestrian crossings, to support the new CityConnect cycle superhighway.
- 1.2 Fulfil the necessary legal requirements for converting footway into cycle tracks for shared use with pedestrians as shown on drawings 716969-B-001B-**SU1** to 716969-G-11-**SU38** (excluding dwgs 7169690-F-001-**SU21** to 716969-F-007-**SU27**).

## 2 Background information

- 2.1 The recent Grand Depart of the 2014 Tour de France left from Leeds City Centre. The events and promotions which surrounded the event will lead to an increase in the popularity of cycling, including city centre commuting. A “Legacy” proposal for Leeds is being developed to lock in the benefits of the Tour, and the development of the Leeds Core Cycle Network forms part of this proposal.
- 2.2 In August 2013 the West Yorkshire Integrated Transport Authority (Metro), in partnership with Leeds City Council and Bradford Metropolitan District Council, were awarded £18.1m from the Department for Transport’s Cycle City Ambition Grant fund (CCAG). This was matched with over £10m of local funds to deliver the City Connect project. This includes a programme of cycle route provision and initiatives to promote and support cycling as a means to commute to work and for leisure. One of the main components of the project is the cycle superhighway between Leeds and Bradford.

- 2.3 The cycle superhighway comprises a segregated cycle track running along the highway between the footway and the carriageway. Table 2.1 below describes the route of the cycle superhighway:

<b>Section</b>	<b>Route</b>
Section A	Church Bank (from junction with Well Street) – Barkerend Road – Leeds Old Road – Leeds Road – Gain Lane (to junction with Intake Road)  Southern Link: Leeds Road (from junction with Well Street) – Shipley Airedale Road – Harris Street  Dick Lane (from junction from New Lane) to Thornbury Gyratory
Section B	Bradford Road from junction with Gain Lane to Dawson's Corner
Section C1 (west of Stanningley)	Bradford Road from Dawson's Corner to junction with Stanhall Avenue
Section D (Stanningley Centre)	Bradford Road (from junction with Stanhall Avenue) – Town Street (junction with William Street)
Section C2 (east of Stanningley)	Town Street from junction with William Street – Stanningley Road – Back Lane – Lower Town Street – Henconner Lane
Section E	Stanningley Road (from junction with Henconner Lane) – Armley Road
Section F	Wellington Road (from junction with Armley Road) – Wellington Street – Boar Lane – Duncan Street – Call Lane – Kirkgate/ New York Street/ Harper Street – York Street – Marsh Lane (to junction with York Road)
Section G	York Road, to junction with Ring Road A6120

*Table 2.3: Route of Cycle Superhighway between Bradford and East Leeds*

- 2.4 The design, consultation and TRO programmes have dictated that the tender design package will comprise sections A to F (Bradford to Leeds City Centre). Completion of the whole scheme, including Section G (Leeds City Centre to Seacroft) is estimated for December 2015.
- 2.5 A report was approved by Executive Board in July 2014 giving authority to implement the CityConnect cycle superhighway scheme including the construction of cycle tracks within the adopted highway on the approved route.

### **3 Main issues**

- 3.1 Volume 5 Section 2, Part 4 TA 91/05, Annex 1, of the Legal Framework (England and Wales Only) states the following with regard to the conversion of footway to cycle track:
  - “Footway Conversion to Cycle Track A1.21. To convert all, or part, of a footway to a cycle track, all, or the appropriate part of the footway must be ‘removed’ under the powers in Section 66(4) of the Highways Act 1980, and a cycle track ‘constructed’ under Section 65(1). The process need not necessarily involve physical construction work, but there needs to be clear evidence that the highway authority has exercised its powers. This can be provided by a resolution of the appropriate committee”; and
- 3.2 In respect to the above the exercise of the highway authority’s powers will be shown by the approval of this report and the attached drawing (in which proposed sections of footway to be converted to cycle tracks for shared use with pedestrians are highlighted) and the erection of appropriate signage.
- 3.3 Although shared-use has been kept to a minimum, some small sections are still required, however these will be at locations where adequate width is available and where cycle speeds are likely to be low, for example at the approach to a cycle crossing.
- 3.4 The drawings included in this report do not include those for section F (City Centre). Drawings 7169690-F-001-SU21 to 716969-F-007-SU27 will be included in a later Highways Board Report once designs for sections F have been finalised. Section A has also been omitted as it falls within the Bradford boundary and is subject to the approval processes of Bradford Metropolitan District Council.
- 3.5 There is a likelihood that the exact location of shared-use footway will change as works progress. A further Highways Board Report will be submitted at a later date to cover and amendments required.
- 3.6 The detailed design of the cycle superhighway includes a number of new formal pedestrian crossings. The type of crossing selected is dependent on the existing road environment and the expected demand for their use.
- 3.8 Where cycle use is expected at an existing Puffin or Pelican crossing these have been upgraded to a Toucan facility allowing dual use by pedestrians and cyclists. Where pedestrian refuge islands have been removed as part of the introduction of cycle tracks these have been replaced with Zebra crossings.

- 3.9 Formal pedestrian crossings are introduced under Section 23 of the Road Traffic Regulation Act 1984.
- 3.10 Several different designs are proposed at the junction of the cycle superhighway with existing side roads. One of these junction designs requires the introduction of a speed table, set back from the junction, which allows priority to be given to cyclists over other road traffic.
- 3.11 Speed tables are classed as vertical traffic calming measures which are introduced under Section 90C of the Highways Act 1980.
- 3.12 The attached drawings detail the extents of new cycle track, the location of proposed new pedestrian crossings and the location of new vertical traffic calming features.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 Extensive consultation has taken place on the CityConnect scheme, as detailed in previous reports. This has included Engagement with Equality Groups which took place through the holding of a specific Equality Hub meeting on 31st March 2014. Letters were also sent to all Hub members inviting them to general consultation meetings, and offering assistance with travel and interpretation. The letters also offered one to one visits if meeting dates were inconvenient.
- 4.1.2 In addition the following consultation took place which was open to the general public:
  - A consultation leaflet was posted to residents living in the communities alongside the route along the full 23km length. These letters were supplemented by posters on the highway.
  - 98 events were held along the length of the route including 31 formal events specifically about the project, numerous informal events at supermarkets, major businesses and attendance at events such as local galas, Tour de France fan zones etc.
  - A scheme specific website was created ([www.cyclecityconnect.co.uk](http://www.cyclecityconnect.co.uk)) and a social media campaign was undertaken using Twitter and Facebook. The public were also encouraged to sign up to receive email newsletters, which have been sent out monthly.
  - Member consultation had taken place from January 2015 and is continuing as new phases of the scheme take place. Members were all consulted prior to public consultation taking place, on request during that consultation, and as part of the Traffic Regulation Order process. Engagement with Members will continue as the scheme progresses.
  - Emergency Services and West Yorkshire Combined Authority have been consulted as part of statutory consultations.

- Leeds Cycling Consultation Forum has been consulted at all meetings from April 2013 and a subgroup of that meeting has been meeting regularly to look at design details.
- A Stakeholder Group and Advisory Group have also been set up to steer the project.

4.1.2 A consultation summary report is included as Appendix D.

## **4.2 Equality and Diversity / Cohesion and Integration**

- 4.2.1 An Equality and Diversity / Cohesion and Integration Screening was carried out (see Appendix B) and established that there isn't a need to undertake a full impact assessment. The screening document contains also describes equality related consultation undertaken as part of the overall consultation programme. An Equality and Diversity / Cohesion and Integration for Cycle Infrastructure as a whole has been published previously.
- 4.3 The screening concluded that these new facilities will have the following positive impacts:
- These new facilities will have a positive impact for cyclists particularly elderly and young cyclists, who are most vulnerable, and help provide safe access to more jobs and services for them.
  - The proposals will help increase the level of less assertive cyclists, in particular females by providing safer facilities.
  - Thanks to adapted bikes, cycling is open to people with a range of disabilities and safer routes have a role to play in enabling people with disabilities to cycle.
  - It will also have a positive impact on pedestrians, the visually impaired, pushchair users etc. by providing a quality alternative to using footways for cyclists.
  - Better indication of which footways cyclists are allowed to use (and which are appropriate for their use) will help reduce use of footways less appropriate for cycle use elsewhere
- 4.4 Potential conflict between cyclists and pedestrians may arise despite the measures described above. Any residual risk will be mitigated against by highlighting the need for cyclists to be considerate to other highway users in led rides and training activities to be undertaken on this route as part of the Local Sustainable Transport Fund's "go:cycling" project, by a forthcoming "Safer Cycling" campaign to be led by Leeds City Council and by engagement and training work to be undertaken as part of the wider City Connect project.
- 4.5 Issues related to Equality will continue to be discussed with relevant groups and they will be notified in writing of the intention to provide shared-use where indicated in this report. Any appropriate alterations will be undertaken where

necessary following these discussions and will be reported to the Chief Officer in due course.

#### **4.6 Council policies and City Priorities**

- 4.6.1 Best Council Plan: implementation of the Cycle City Ambition Grant scheme is highlighted in the Best Council Objective: promote Sustainable and Inclusive Economic Growth. It also contributes to delivery of the Best Council Plan objective, 'Supporting communities and tackling poverty' through the priority 'Supporting healthy lifestyles and getting people active'.

#### **4.7 Resources and value for money**

- 4.7.1 All works and associated costs will be funded from the West Yorkshire Combined Authority's City Connect programme budget of £29.261M which includes a DfT grant of £18.052M and £10.894M from the West Yorkshire Local Transport Plan fund.

#### **4.8 Legal Implications, Access to Information and Call In**

- 4.8.1 The proposals in this report are considered eligible for Call In as they affect multiple wards.
- 4.8.2 The approval of this report, including attached drawings 716969-B-001B-**SU1** to 716969-G-11-**SU38** (excluding dwgs 7169690-F-001-**SU21** to 716969-F-007-**SU27**) and the erection of appropriate signage is sufficient to satisfy the requirements of the 1980 Highways Act with respect to converting footways to cycle tracks.

#### **4.9 Risk Management**

- 4.9.1 If the approvals detailed in this report are not granted the aims of the CityConnect cycle superhighway cannot be fully realised. Without these approvals the necessary advertisements cannot be undertaken and as a consequence key elements of the design - including creating new pedestrian and cycle crossings and vertical measures to prioritise cycling - cannot be undertaken.

### **5 Conclusions**

- 5.1 Approval of the advertisement of the notices under Section 90C of the Highways Act 1980, and Section 23 of the Road Traffic Regulation Act 1984 will support and facilitate the proposed cycle superhighway previously approved.
- 5.2 Construction of cycle tracks are done under powers granted in Section 65 of the Highways Act to local highway authorities.

### **6 Recommendations**

- 6.1 Chief Officer (Highways and Transportation) is requested to:
- approve the contents of the report; and

- ii) instruct the City Solicitor give authority to advertise a notices under Section 90C of the Highways Act 1980 and display on site a Notice under Section 23 of the Road Traffic Regulation Act 1984, to create vertical traffic calming features and new pedestrian crossings respectively at locations shown on the attached drawings (716969-B-001B-SU1 to 716969-G-11-SU38 (excluding dwgs 7169690-F-001-SU21 to 716969-F-007-SU27); and if no valid objections are received to the Section 90C traffic calming proposals to implement them as advertised
- ii) approve with reference to the powers contained in Section 66(4) of the Highways Act 1980, that the relevant lengths of footway shown on drawings 716969-B-001B-**SU1** to 716969-G-11-**SU38** (excluding dwgs 7169690-F-001-**SU21** to 716969-F-007-**SU27**) as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians;

## 7 **Background documents<sup>1</sup>**

7.1 Equality, Diversity, Cohesion and Integration Assessment – Cycling Infrastructure

## 8 **Appendices**

8.1 Appendix A – City Connect Leaflet A Final

8.2 Appendix B – City Connect Cycle Superhighway Equality, Diversity, Cohesion and Integration Screening document.

8.3 Appendix C - Drawings 716969-B-001B-SU1 to 716969-G-11-SU38 (excluding dwgs 7169690-F-001-SU21 to 716969-F-007-SU27) showing the extents of shared-use footways proposed for the scheme.

8.4 Appendix D – City Connect Consultation Summary Report.

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<sup>1</sup> 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.