

Report to the Chief Officer (Highways and Transportation)

Date: 21 January 2019

Subject: Leeds City Centre Cycle Superhighway (CityConnect2) – Phase 1, Revised Layouts: Duke Street and King Street/ Wellington Street, and Supplementary Traffic Regulation Order (Duke Street)

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): Hunslet & Riverside	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
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? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

The Leeds City Centre Cycle Superhighway (CityConnect2) scheme specifically aims to overcome the current safety and infrastructure barriers to cycling by creating high quality, largely segregated cycle tracks with dedicated facilities at junctions. The ambition helps to deliver the Best Council Plan priorities of delivering a well-connected transport system, improving road safety and economic growth along with providing access to economic opportunities.

Linking with the Leeds Core Cycle Network and encouraging greater and safer cycle use will help reduce congestion, drive down CO₂ emissions and contribute to improving the health of the region’s residents and visitors. All consistent with the Best Council Plan aim for everyone in Leeds to move easily around a well-planned city and enjoy happy, healthy active lives.

The principle of the full CityConnect2 ambition and delivery of the first phase scheme (Phase 1) was approved at Executive Board on 8th February 2017. Authority is now required to advertise supplementary Traffic Regulation Orders in order to progress the wider consultation process.

Recommendations

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

- i) instruct the City Solicitor to advertise the supplementary draft Traffic Regulation Orders comprising various waiting and movement restrictions all as shown on the drawings scheduled in Section 4 to include any necessary

revocation(s) of existing Orders in whole or in part and subject to no valid objections being received, to make seal and implement the orders 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 and carriageway shown on the marked up Drawings as shown in **Appendix 1** 732408-LCC-AX-DF4-DR-EP-MI_25 are removed and that following the removal of the footway designation, cycle tracks are constructed under powers contained under the provision of Section 65(1) of the Highways Act 1980 for shared joint use by cyclists and pedestrians; and
- iii) approve the revised layout at the junction of King Street and Wellington Street as shown on 732408-LCC-CX-DF4-DR-EP-MI_20.

1 Purpose of this report

- 1.1 The purpose of this report is to gain authority for the City Solicitor to advertise draft supplementary Traffic Regulation Orders for the Leeds City Centre Cycle Superhighway (CityConnect2) scheme.
- 1.2 To gain approval to change the designation of footways to cycle tracks where necessary along the proposed route and at the marked up locations shown in **Appendix 1**.
- 1.3 To gain approval to the revised layout at the junction of King Street and Wellington Street.

2 Background information

- 2.1 The CityConnect2 scheme is funded by the Department for Transport's Cycle City Ambition Grant. It consists of a number of projects throughout West Yorkshire all intended to inspire more people to cycle more often. By developing and improving cycle routes and engaging with local populations through activity based projects, CityConnect is working towards the vision of West Yorkshire being recognised as a great region for safe cycling. Increasing the level of cycling will improve air quality, lead to a healthier population, create a safer more attractive urban environment and improve the potential for economic growth through further access to employment and training.
- 2.2 Leeds City Council Executive Board approved the principle of CityConnect2's ambition and delivery of Phase 1 of the scheme on the 8th February 2017.
- 2.3 Phase 1 seeks to extend the benefits of City Connect 1 (comprising of Cycle Superhighway routes CS1 and CS2) into Leeds City Centre through the provision of segregated routes, improvements to cycle permeability and other complimentary measures.
- 2.4 The overall ambition including the Phase 1 proposals are shown in **Appendix 2**.

3 Main Issues

Duke Street

- 3.1 Following Executive Board approval, construction works commenced autumn 2017 and restarted May 2018 following termination of the contract with Carillion. Since this time the scheme has been amended on Duke Street to mitigate previously unforeseen risks to help deliver the project within the approved budget.
- 3.2 The revised layout maintains the existing arrangement where southbound traffic can pass through one of three (railway viaduct) arches, depending on destination. The cycletrack runs alongside the footway on the eastern side of Duke Street, as far as the signal controlled junction with Crown Point Road (A64). At this point, cyclists would cross via the existing toucan crossings onto a new section of cycletrack through the park/ landscaped area. The western end of this new route ties provides connectivity to the CC2 network on East Street/ Kirkgate.
- 3.3 To allow safe operation it is necessary to introduce supplementary Traffic Regulation Orders to support the delivery and implementation of this section of the route as shown in **Appendix 1**.

King Street/ Wellington Street

- 3.4 Part of the original proposal for this junction was to move the signal controlled pedestrian crossing some 15m east of its current location – from the frontage of no.19 Wellington Street to across the entrance of no.17 which is proposed to be re-developed. The developer, and his representatives, objected to this as they felt it could negatively impact on the proposed development particularly in terms of access by taxis and private hire vehicles.
- 3.5 The rationale for re-locating the crossing and how the junction as a whole was planned to operate was reviewed to see if the existing crossing could be retained in its current location, removing works that could potentially impact on the frontage of no.17.
- 3.6 The revised layout maintains the original west to east dedicated cycle route. The east to west cycle route is proposed to cross Wellington Street with pedestrians via a 'tiger' crossing at the location of the existing signal controlled crossing. A short length of mandatory cycle lane provides dedicated carriageway space for cyclists through to the junction with Thirsk Row.
- 3.7 The right turn from Wellington Street to King Street, which was proposed to be signal controlled, now remains as the current layout – give way to oncoming traffic. This manoeuvre is infrequent, with the main westbound flow leaving the city centre along Wellington Street and an additional lane for general traffic has been incorporated to avoid queuing buses baulking traffic flows on Wellington Street.
- 3.8 As proposed works outside no.17 would be removed by this revised layout, the developer is able to explore drop-off and pick-up options, adjacent to the bus-stop, with WYCA and related stakeholders. A meeting was held with the developer and Planning & Traffic colleagues in February 2019 and the principal of a single vehicle drop off point was agreed by all parties.

4 Supplementary Traffic Regulation Orders

- 4.1 To facilitate the successful operation of the cycle superhighway along Duke Street it is proposed to promote supplementary Traffic Regulation Orders. These will help ensure that it operates free of obstruction by encroaching vehicles, that the free flow of traffic is preserved on the remaining highway and that the route is safe for all road users.
- 4.2 The introduction of a mandatory cycle lane along Wellington Street from the western side of the 'tiger' crossing through to the stop line at the junction with Thirsk Row.
- 4.3 Relevant supplementary Traffic Regulation Order drawing included as Background documents is shown in the table below:

Drawing / Document Number	Description
732408-LCC-AX-DF4-DR-EP-MI_25	Duke Street Revised Layout with Proposed Restrictions
732408-LCC-CX-DF4-DR-EP-MI_20	King Street/ Wellington St revised layout

4.4 Parking restrictions

- 4.4.1 The parking restrictions covered by this report are detailed on attached drawing noted in the table above and comprise:

i) No Waiting At Any Time, No Loading At Any Time

These restrictions, on Duke Street, are consistent and no more onerous than the restrictions that are currently in place. It ensures that restrictions are consistent with new highway and kerbing arrangements.

5 Footway to Cycleway designation

- 5.1 There are a limited number of locations in where short sections of footway will need to be re-designated to cycle track to afford shared joint use by cyclists and pedestrians. Where necessary this will be promoted using the powers in Section 66(4) and 65(1) of the Highways Act 1980.
- 5.2 Marked up Drawing as shown in **Appendix 1** 732408-LCC-AX-DF4-DR-EP-MI_25 shows the locations where this re-designation will be required.

6 Programme

- 6.1 It is anticipated that supplementary Traffic Regulation Orders will be advertised during March 2019.

7 Corporate Considerations

7.1 Consultation and Engagement

- 7.1.1 External and internal consultation on the revised proposals for Duke Street has been undertaken with Officers and stakeholders during August/ September 2018.

- 7.1.2 The revised arrangements have also been subject of review by the City Connect Advisory Group. This group comprises representatives of Leeds Cycling Campaign, Cycling UK (The national cycling charity), West Yorkshire Combined Authority and advisors, Living Streets (national charity for pedestrians), Leeds Public Health and Sustrans.
- 7.1.3 Road Safety Audits (RSA), which have been undertaken on the new layouts, did not raise issues that could not be addressed through the design proposals. UTC has been consulted throughout the re-design process, and the revised layouts facilitate the required level of traffic management and control at these two signal controlled junctions.
- 7.1.4 An information update regarding Duke Street was also made available on the City Connect website (<http://cyclecityconnect.co.uk/projects/leeds-city-centre-improvements/>).

7.2 Equality and Diversity / Cohesion and Integration

- 7.2.1 An Equality Diversity Cohesion and Integration Screening was undertaken for the scheme and is attached at **Appendix 3**. The Cycling Infrastructure Impact Assessment is also referred to as part of the screening process.
- 7.2.2 Key findings:

Positive impact: –

- Scheme provides the infrastructure to facilitate an affordable means of transport accessible to all income and employment classes;
- Scheme creates a safer cycling environment for all ages, but in particular the more vulnerable in society – children and senior citizens;
- Scheme creates a dedicated cycling facility suitable for all abilities, and will encourage cyclists with disabilities or impairments to make more journeys by cycle;
- Scheme will improve access to employment, skill development and education for all socio-economic classes; and
- Scheme will support the integration of communities along the route.

Adverse impact: –

- In constrained locations, the footway width will be narrowed (typically to 1.8m). To alleviate the potential impact the design/ positioning of street furniture such as lighting columns and signposts will be carefully considered to ensure adequate width for carers and those with disabilities or impairments;
- Certain businesses may perceive an adverse impact on their trade due to loss of parking/loading facilities (which in itself causes problems for pedestrians); although this will be mitigated against as the scheme will seek to relocate these facilities in the vicinity of affected businesses;

- More vulnerable pedestrians may feel uneasy mixing with cyclists in shared use areas such as bus-stops and signalised crossings. However, cycle routes are being conspicuously designed in shared use areas using a combination of green coloured surfacing/ white cycle symbols -this will particularly assist pedestrians with hearing impairments. In addition crossings for cyclists will specifically include signals with cycle symbols to help minimise potential confusion; and
- We will continue to promote positive impacts through ongoing consultation and the longer term City Connect communications and engagement strategy Council policies and the Best Council Plan

7.3 Resources and value for money

- 7.3.1 Delivery of Phase 1 of City Connect 2 amounts to £6,497,000, comprising £4,634,000 works costs and £1,862,000 design / supervision costs and was approved by Executive Board on 8th February 2017. All costs associated with the Traffic Regulation Orders are included in this approval. The scheme is fully funded by the CityConnect 2 programme held by the West Yorkshire Combined Authority.

7.4 Legal Implications, Access to Information and Call In

- 7.4.1 The Traffic Regulation Orders referred to in this report may be objected to or challenged as part of their publication. Nothing contained in this report, or attached appendices, is deemed confidential. The proposals contained in this report are not eligible for call in.

7.5 Risk Management

- 7.5.1 Objections to loading restrictions have the potential to require the highway authority to participate in a Public Inquiry to determine whether the objection should be upheld. Every effort has been made to identify potential objections during the consultation phase and to influence the design accordingly to remove potential objections. However the risk of objections remains and may not materialise until the formal advertisement process.

8 Conclusions

- 8.1 The City Connect 2 Leeds City Centre Cycle Superhighway scheme is a key infrastructure project of the City Connect Programme and will improve upon the step-change quality of cycle tracks and facilities provided as part of the Leeds Bradford Cycle Superhighway project. Approval of the recommendations will allow formal consultation and advertising of supplementary Traffic Regulation Orders to commence on Phase 1 of the project.

9 Recommendations

9.1 The Chief Officer (Highways and Transportation) is requested to:

- i) instruct the City Solicitor to advertise the draft supplementary Traffic Regulation Orders comprising waiting restrictions all as shown on the drawings scheduled in Section 4 to include any necessary revocation(s) of existing Orders in whole or in part and subject to no valid objections being received, to make seal and implement the orders 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 and carriageway shown on the marked up Drawings as shown in **Appendix 1** 732408-LCC-AX-DF4-DR-EP-MI_25 are removed and that following the removal of the footway designation, cycle tracks are constructed under powers contained under the provision of Section 65(1) of the Highways Act 1980 for shared joint use by cyclists and pedestrians; and
- iii) approve the revised layout at the junction of King Street and Wellington Street as shown on 732408-LCC-CX-DF4-DR-EP-MI_20.

10 Background documents¹

10.1 Relevant supplementary Traffic Regulation Order drawings attached are shown in the table below:

Drawing / Document Number	Description
732408-LCC-AX-DF4-DR-EP-MI_25	Duke Street Revised Layout with Proposed Restrictions
732408-LCC-CX-DF4-DR-EP-MI_20	King Street/ Wellington St revised layout

11 Appendices

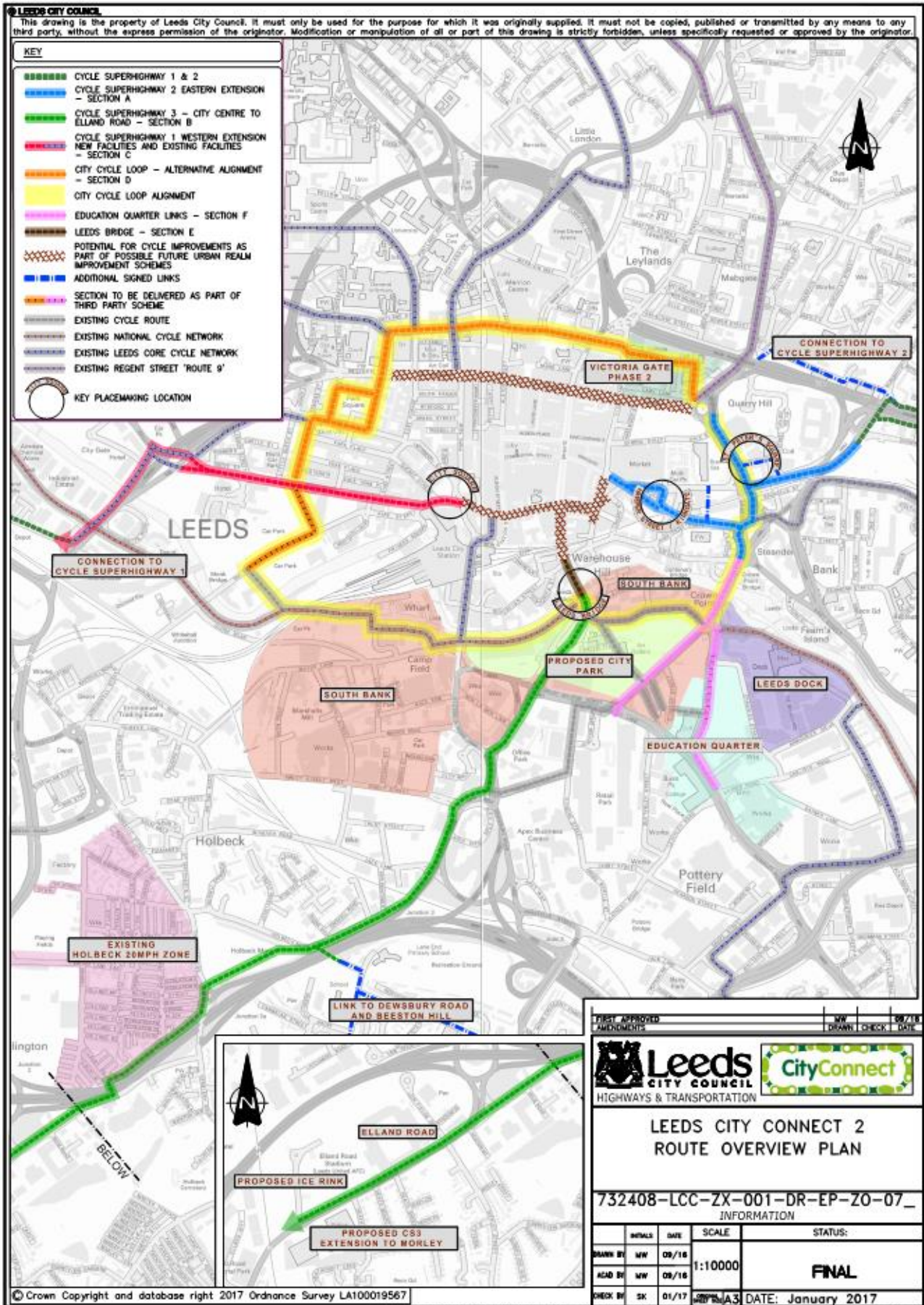
- 11.1 Appendix 1 – Drawing Nos. 732408-LCC-AX-DF4-DR-EP-MI_25 and 732408-LCC-CX-DF4-DR-EP-MI_20
- 11.2 Appendix 2 – Drawing no 732408-LCC-ZX-001-DR-EP-ZO_07_: Leeds City Connect 2 Route Overview Plan
- 11.3 Appendix 3 – Equality, Diversity, Cohesion and Integration Screening

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

Appendix 1

Drg Nos. 732408-LCC-AX-DF4-DR-EP-MI_25 and 732408-LCC-CX-DF4-DR-EP-MI_20
(pdfs attached)

Appendix 2



Appendix 3

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

Directorate: City Development	Service area: Highways and Transportation (Engineering Projects)
Lead person: John White	Contact number: 0113 37 87558

1. Title: City Connect 2

Is this a:

Strategy / Policy **Service / Function** **Other**

If other, please specify Infrastructure Project

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

The screening focuses on the report seeking approval to implement the proposals associated with the City Connect 2 Leeds City Centre Cycling ambition – see attached ‘Leeds City Centre Cycling Ambition’ leaflet.

In summary the works comprise the construction of a dedicated cycle track by redistributing the highway space currently assigned to the carriageway and footway. Where space permits a narrow kerbed island will be constructed between trafficked lanes and the cycle track to create a buffer. For narrower situations this buffer will be replaced by a low kerb such that cyclists will travel at a slightly higher level compared to vehicles on a stepped track.

Treatments at junctions have been determined to suit four types of side road/ accesses, namely major, minor, minor (with speed table) and private access. Bus stops have generally been retained in their current positions. Any modifications have been agreed

with Metro. Any shelters will be reused or replaced like for like. To maintain a cycle route through a bus stop location, two bus stop treatments have been chosen. The first where space is available is the bus stop by-pass where the cycle way runs between the footway and a pedestrian boarding area. The second is the bus stop boarder treatment where the cycleway remains at the front of the footway with the bus shelter and pedestrians to the rear of the footway. When the bus arrives this facility allows the pedestrian to alight/board over the cycleway.

Signalised junctions will be upgraded to provide, in the main, a dedicated crossing facility for cyclists. At more constrained junctions, or where a facility is required to allow cyclists to safely cross the carriageway toucan crossings will be installed.

To facilitate the successful operation of the cycle superhighway within the existing highway boundary it is proposed to promote a package of Traffic Regulation Orders (TRO). These will ensure that the cycle superhighway operates free of obstruction by encroaching vehicles; that free flow of traffic is preserved on the remaining highway; that the entirety of the route is safe for all road users.

3. Relevance to equality, diversity, cohesion and integration

All the council's strategies/policies, services/functions affect service users, employees or the wider community – city wide or more local. These will also have a greater/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 and any other relevant characteristics (for example socio-economic status, social class, income, unemployment, residential location or family background and education or skills levels).

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?**

The City Connect 2 Scheme has been the subject of consultation with emergency services, ward members, business groups, cycling forums, disability groups and the general public. To date consultation has taken place on all proposed sections of the scheme. Consultation commenced 1st August 2016 and closed on 9th September 2016. Residents and businesses along the routes of the proposed cycle superhighways were leafleted to inform them about the scheme. Five public drop-in sessions were held along the route. There was also an interactive website (<http://cyclecityconnect.co.uk/>) which allowed interested parties to provide feedback. All responses to these consultations have been collated and used to inform the design accordingly.

Particular attention has been afforded to the needs of visually impaired pedestrians in shared use areas e.g. Bus-stops and signalised crossings. Specific liaison with these groups has been undertaken, and their views have helped develop alternative design solutions in these areas.

- **Key findings**

Positive impact:

- 1. Scheme provides the infrastructure to facilitate an affordable means of transport accessible to all income and employment classes;*
- 2. Scheme creates a safer cycling environment for all ages, but in particular the more vulnerable in society – children and senior citizens;*
- 3. Scheme creates a dedicated cycling facility suitable for all abilities, and will encourage cyclists with disabilities or impairments to make more journeys by cycle.*
- 4. Scheme will improve access to employment, skill development and education for all socio-economic classes.*
- 5. Scheme will support the integration of communities along the route;*

Adverse impact:

- 1. In constrained locations the footway width will be narrowed (to typically 1.8m). To alleviate the potential impact the design/ positioning of street furniture such as lighting columns and signposts will be carefully considered to ensure adequate width for carers and those with disabilities or impairments;*
- 2. Certain businesses may perceive an adverse impact on their trade due to loss of parking/loading facilities (which in itself causes problems for pedestrians); although this will be mitigated against as the scheme will seek to relocate these facilities in the vicinity of affected businesses;*
- 3. More vulnerable pedestrians may feel uneasy mixing with cyclists in shared use areas such as bus-stops and signalised crossings. However, cycle routes are being conspicuously designed in shared use areas using a combination of green coloured surfacing/ white cycle symbols -this will particularly assist pedestrians with hearing impairments. In addition crossings for cyclists will specifically include signals with cycle symbols to help minimise potential confusion.*

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

- **Actions**

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

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:	N/A
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Date to complete your impact assessment	N/A
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Lead person for your impact assessment (Include name and job title)	N/A
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6. Governance, ownership and approval

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

Name	Job title	Date
Sabby Khaira	Principal Engineer	21/09/2016

7. Publishing

This screening document will act as evidence that due regard to equality and diversity has been given. If you are not carrying out an independent impact assessment the screening document will need to be published.

Please send a copy to the Equality Team for publishing

Date screening completed	20/09/2016
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Date sent to Equality Team	20/09/2016
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Date published (To be completed by the Equality Team)	
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