



**Report of Director of City Development**

**Report to Executive Board**

**Date: 25 November 2019**

**Subject: City Connect 3 Leeds Package – Segregated Cycleways at Dewsbury Road (Phase 3), Elland Road and Clay Pit Lane**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Beeston & Holbeck, Little London & Woodhouse, Hunslet & Riverside	
Has consultation been carried out?	<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
Will the decision be open for call-in?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, access to information procedure rule number:	
Appendix number:	

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**Summary**

**1. Main issues**

- The West Yorkshire Combined Authority's City Connect programme is now an established part of the transport infrastructure improvements in West Yorkshire, targeting enhancements in cycling and walking provision across the Leeds City Region. The City Connect 1 project provided segregated cycleways between Bradford and Leeds, and the City Connect 2 project has developed the segregated cycle infrastructure across Leeds City Centre.
- As part of the City Connect phase 3 projects Leeds City Council are proposing to develop three additional routes to improve cycling and walking provision, two in the southern part of the city and one linking into the northern part of the city centre. These comprise projects along Dewsbury Road and Elland Road in the south, and Clay Pit Lane to the north of Leeds City Centre.
- Executive Board are asked to consider and endorse the proposed projects and approve the detailed design and construction of the project, the cost of which will be fully funded by the West Yorkshire Combined Authority's City Connect programme.

## **2. Best Council Plan Implications** (click [here](#) for the latest version of the Best Council Plan)

- These projects will improve cycling and walking connectivity into the city centre, allowing access to the employment, leisure and retail offers from some of the most deprived parts of the city, in line with the Leeds City Council's Best Council Plan 2018/19-2020/21 vision to be a city that is "compassionate and caring with a strong economy, which tackles poverty and reduces inequalities".

## **3. Resource Implications**

- The total value of the project is £6.14M, to be fully funded from the West Yorkshire Combined Authority's transport fund.
- The three Leeds schemes form part of the City Connect programme envelope of £12million. The funding covers project development costs, including detailed design, supervision, consultations and monitoring.
- The projects interface with other committed schemes, such as the City Centre Gateways and the A61 South, which are part of the Leeds Public Transport Improvement Programme.

## **Recommendations**

The Executive Board is requested to:-

- a) Note the success to date of the City Connect programme within Leeds
- b) Approve the proposed phase 3 projects to provide segregated cycleways on Dewsbury Road, Elland Road and Clay Pit Lane and approve the submission of the projects to the West Yorkshire Combined Authority as part of a full business case for final approval
- c) Give authority to incur expenditure of £6.14M to design and construct the cycleways, to be fully funded from the West Yorkshire Combined Authority's City Connect programme.

And to note:

- d) Construction of the scheme is programmed to commence in the spring of 2020 for completion by spring 2021; and
- e) That the Chief Officer Highways & Transportation will be responsible for implementation.

## **1. Purpose of this report**

- 1.1 This report seeks approval for the design and delivery of a package of 3 schemes to provide segregated cycleways linking to Leeds City Centre. These cycleways run along Clay Pit Lane, Dewsbury Road and Elland Road. The schemes form part of the Combined Authority's City Connect3 package of improvement to cycle infrastructure in West Yorkshire.
- 1.2 The total value of the project is £6.14M to be fully funded from the West Yorkshire Combined Authority's transport fund.

## **2. Background information**

- 2.1 Leeds City Council's Best Council Plan 2018/19-2020/21 outlines the overall vision "for Leeds to be the best city in the UK: one that is compassionate and caring with a strong economy, which tackles poverty and reduces inequalities. We want Leeds to be a city that is fair and sustainable, ambitious, creative and fun for all with a council that its residents can be proud of: the best council in the country."

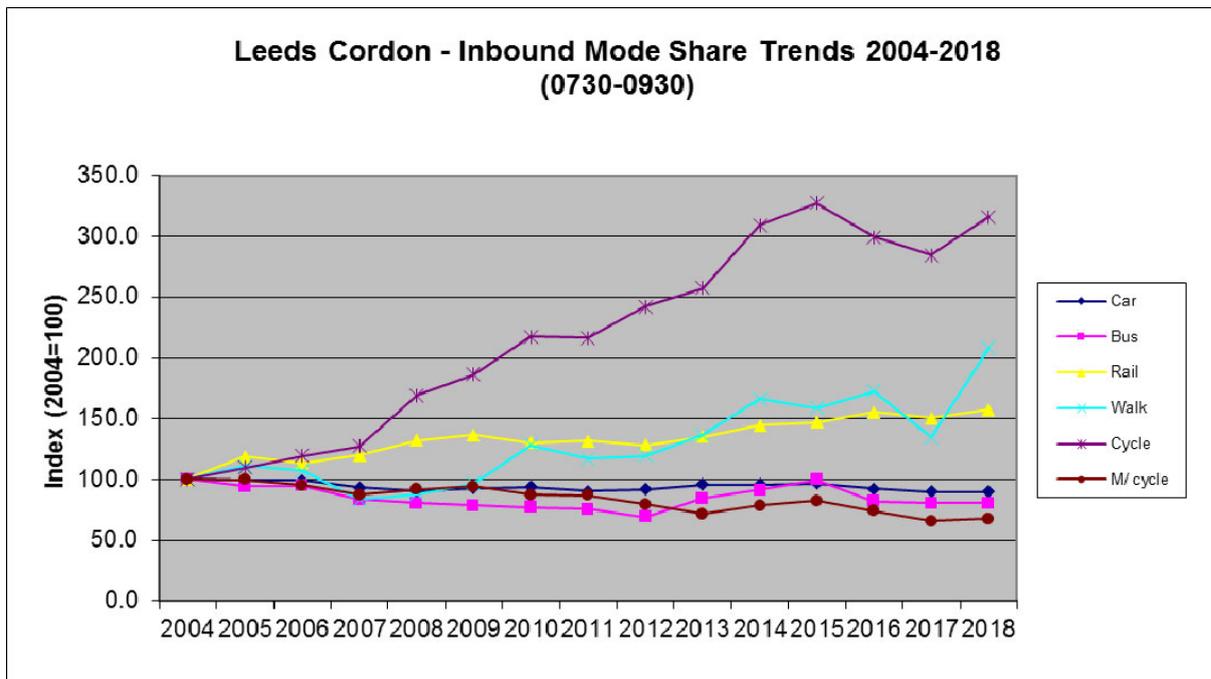
### Economy and Inclusive Growth

- 2.2 Leeds is a major economic hub in the North, producing economic output of £20.2bn per year, a third of the City Region's total output. Forecasts suggest that the Leeds economy is set to grow to be £29.5bn by 2036, an increase of 49% on 2016. The strength of the economy has seen substantial development activity across Leeds in the last decade with the scope and potential impact of new schemes in development even larger. The City Centre accounts for 27% of all jobs within the Leeds district, and connectivity to the City Centre for surrounding communities is important to provide access to these opportunities.
- 2.3 Supporting this economic growth is central to the Leeds City Region Strategic Economic Plan. Large job growth is expected in the city centre, and the SEP includes priority areas such as the city centre South Bank.
- 2.4 Improvements in connectivity to urban growth centres and the jobs they offer, along with major transport hubs such as Leeds Rail Station, will allow a larger proportion of the workforce to access more of the job market. At the same time congestion is a major issue capable of affecting economic growth, and a factor on the approaches to the city centre, even on major transport corridors. Enabling more people to reach the city centre without having to drive will make efficient use of available space on the highway without negative impacts on local communities in terms of road safety, air pollution and noise associated with major transport infrastructure schemes. An Intrix report indicates that cycle facilities, coupled with public transport investment, can ultimately help reduce congestion by 20%.
- 2.5 Despite Leeds improving employment labour market picture, the City still has significant pockets of deprivation. 21.2% of the population of Leeds live in the 10% most deprived areas of the country and it is ranked as one of the 30% most deprived Local Authority areas, with wards to the south and east of the city centre suffering some of the highest levels of deprivation. For people living in areas just outside of the city centre, with limited access to private car, the highly developed

road infrastructure that serves wider connectivity poses a barrier to accessing employment, education and recreation opportunities.

### Cycling as a transport choice

- 2.6 There is a growing demand for cycling to work, education and for leisure and health purposes. The City Centre cordon counts show a substantial increase in the number of cycling journeys as part of the morning peak commute. The number of inbound cyclists has risen from 571 (2004) per weekday to 1806 (2018), growth of over 200%. This is particularly noticeable post 2014, a year that corresponds with Leeds hosting the Grand Depart but also with substantial increases in the quality and quantity of cycle routes. DfT data for A roads in Leeds District provides a wider trend of all day cycling activity. This shows an increase in total cycle miles travelled per year from 3,995k (2000-02) to 6,671k (2016-18) an increase of 67%.



- 2.7 Routes with segregated or traffic free infrastructure show some of the most significant increases – the number of cyclists in Regent Street has tripled since 2010, on Armley Road it rose by 61% and on Bradford Old Road by 52% since 2014. Similar increases have been recorded on the canal towpath.
- 2.8 On the other hand, roads carrying high volumes and speeds of traffic and lack of dedicated cycling infrastructure have been identified through consultation to be the largest barriers to the uptake of cycling as a realistic alternative to the car due to safety concerns. In areas of South Leeds, only 5% of respondents in the 2016 Leeds Transport Conversation were satisfied with cycling infrastructure in their local area compared to the Leeds average of 37%. At the same time, the Leeds Transport Conversation highlighted the potential for a modal shift from car to bicycle, particularly for men of working age. This is a strong indication that the creation of dedicated segregated bike routes especially in areas close to the city centre, will help reduce the need for short car journeys.
- 2.9 Leeds Cycling Starts Here strategy recognises the scale of the city’s ambition for a network of user and age friendly cycle routes that connect people to places. The strategy recognises that cycling is an inclusive, cheap and carbon neutral mode of transport that has added health benefits through tackling inactivity and helping

reduce air pollution. Whereas the overall ambition is not funded, a number of workstreams and opportunities have been identified to deliver substantial sections of the overall network, such as the current and proposed works on the outer ring road and the projects delivered under the previous City Connect programmes.

- 2.10 Leeds has an ambition to deliver an ambitious cycle network covering over 800kms, including 6 cycleways to 'cycle superhighway' standard similar to the Leeds to Bradford City Connect 1 project. This network includes the orbital cycle highway, which will run on the outer ring road from Red Hall to King Lane, and the previous projects delivered under the City Connect programmes. The City Connect 3 proposals which are detailed in this report delivers two of the 6 projects, and form key parts of that major cycle network.

### CityConnect

- 2.11 City Connect is now a well-established programme forming part of the West Yorkshire Combined Authority's overall transport infrastructure package. Its aim is to encourage more people to travel by bike through the creation of high quality infrastructure.
- 2.12 The City Connect programme also offers support through engagement initiatives such as cycle training, cycle challenges, business and school support and behaviour change campaigns utilising dedicated funding streams where available.
- 2.13 Phase 1 of City Connect in Leeds provided infrastructure including the Leeds to Bradford Cycle Superhighway and upgraded towpaths which has just seen its first 1 million journeys. Phase 2, now largely completed, extended the links into the City Centre.
- 2.14 The City Connect phase 3 project outlined in this report is funded as part of £12million which has been allocated by the West Yorkshire Combined Authority. This funding forms part of the West Yorkshire-plus Transport Fund and the Leeds City Region Growth Deal – a £1billion package of Government investment through the Leeds City Region Enterprise Partnership (LEP), delivered by the West Yorkshire Combined Authority to accelerate growth and create jobs across Leeds City Region.
- 2.15 Within the above programme envelope of £12million, Leeds is looking to deliver three cycling schemes jointly worth £6.14million. The schemes have been selected in order to complement ongoing and recent cycling infrastructure improvements and for their ability to substantially contribute to the realisation of Leeds' cycling ambition and meet the criteria for Growth Deal funding by connecting residents of some of the most deprived areas to education and employment opportunities.
- 2.16 An Expression of Interest was submitted to the Combined Authority in March 2018, and was successful. The project has subsequently secured an Outline Business Case approval in July 2019. The project team is currently developing a Full Business Case, and the Executive Board's decision forms part of this process.

## **3 Main issues**

- 3.1 The three schemes put forward by Leeds City Council as part of the City Connect 3 programme are Elland Road, Dewsbury Road and Clay Pit Lane cycle tracks. Both Dewsbury Road and Elland Road lie within South Leeds and, together with cycling facilities planned as part of the A61 South public transport improvements, will help

transform cycling environment in that part of the city. The Clay Pit Lane scheme will provide a high quality direct cycle link from the existing segregated cycle facilities at Sheepscar (Meanwood Road and Regent Street) to the Civic Quarter and the Universities. The schemes were selected based on their strategic fit with the Growth Deal objectives and their synergies with other parts of the cycle infrastructure, existing and upcoming. The schemes essentially form key missing links in the infrastructure not covered by other funding streams and where no suitable alternatives are available. By helping form a complete and coherent network they have every potential to maximise benefits and usage.

### Clay Pit Lane

- 3.2 The proposals detailed in this report provide a segregated cycle track between Sheepscar junction and Woodhouse Lane. Clay Pit Lane has been designed as a fast and direct link to the Inner Ring Road for motor traffic and the volume and speed of cars create an environment that is hostile to cyclists. Current facilities include an outdated and substandard inbound cycle track and an unsegregated outbound cycle lane part way down Claypit Lane, adjacent to two lanes of fast moving traffic.
- 3.3 As part of the scheme, segregated facilities are proposed on both sides of the road, extending the existing facilities around Sheepscar junction (cycle and Toucan crossings) and linking the existing routes along Sheepscar Street South (and Regent Street) and Meanwood Road (and further to the Alwoodley route) as well as routes from North East Leeds to the Universities and the Civic quarter, the Arena and the Merrion Centre, and the West Park cycle route.

### Dewsbury Road

- 3.4 Dewsbury Road has fragmented provision for cyclists and a high incidence of cycle casualties. A cycle track is provided from the junction with Jack Lane to Hunslet Hall Road and another part of the segregated cycle route on Dewsbury Road has been completed as part of a major casualty reduction project between 2017-19. This covers the length from Hunslet Hall Road to Garnet Road. Beyond Garnet Road, Dewsbury Road is a busy dual carriageway with no facilities for cyclists.
- 3.5 The proposals detailed in this report seek to provide segregated cycle infrastructure between the existing infrastructure, which terminates at junction 3 of the M621, and Hunslet Hall Road, and also between Garnet Road and the Ring Road Beeston/Old Road.
- 3.6 These proposals will link with existing infrastructure on Ring Road Beeston to form a continuous segregated cycle provision between the new Middleton bike park and Leeds city centre, with direct access to the employment sites alongside Dewsbury Road, local shops, the One Stop Centre and local schools. It will also improve access by active modes to the Education Quarter.
- 3.7 The Dewsbury Road proposal will include a number of signalled crossings along its length, providing access to and from residential areas, employment opportunities and leisure facilities including the John Charles Centre for Sport.

### Elland Road

- 3.8 The Elland Road project starts at the Park and Ride site and provides a two way segregated facility through to Leeds Bridge, where it links with the city centre gateway project being delivered by the LPTIP programme which will transform the

environment along Meadow Lane. At the other end, it links to the P+R as well as the Leeds United football ground, the future ice skate rink and the Police headquarters.

- 3.9 The route passes through Holbeck, and provides access into the city centre, offering connectivity to the South Bank area and in the future to the proposed City Park at the former Tetley site.
- 3.10 The route passes through the Recreations area of Holbeck, which has areas of deprivation in the lowest 10% nationally and which forms part of the Healthy Streets project promoted by the Combined Authority. The project will thus offer sustainable low cost travel links to employment and other opportunities in Leeds City Centre and beyond.
- 3.11 The Elland Road proposal utilises the existing footbridge across the M621. Highways England are considering replacing this footbridge to complement the proposals in this report.

## **4 Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 The need to improve cycling facilities, especially in the Inner South, has been identified through both the Leeds Transport Conversation and the Cycling Starts Here ambition, which included public consultations and events.
- 4.1.2 The Executive Member for Climate Change, Transport and Sustainable Development has been consulted and supports these proposals.
- 4.1.3 Ward members were consulted in writing on 3<sup>rd</sup> June 2019 and at meetings held on 14<sup>th</sup> June 2019 and 9<sup>th</sup> July 2019. Members are in general support of the proposals.
- 4.1.4 City Connect Advisory Group have been consulted regarding the outline proposals, and will continue to be involved in the detailed design of the project. A presentation was delivered to the Leeds Cycling Consultation Forum and the designs have been discussed through the Forum's technical sub-group with leading cycling organisations.
- 4.1.5 A programme of local consultation with affected properties has taken place under the City Connect programme, and has involved Connecting Leeds. The programme included city wide on-line consultations through WYCA's YourVoice platform and a series of public consultation events with officers in affected localities. These included
  - 7<sup>th</sup> & 18<sup>th</sup> September                      Holbeck WMC/Slung Low
  - 14<sup>th</sup> & 19<sup>th</sup> September                      Dewsbury Road Community Hub
- 4.1.6 WYCA have produced a consultation report based on the online and in-person feedback. Whilst the response rate was modest there was general support for the ambition of the scheme, albeit the specific issues were not conclusive. The report is published alongside the agenda as background document 7.1.

4.1.7 The Town Teams (action groups focussing on business engagement) in the respective areas have been appraised of these proposals and further engagement is envisaged as the projects evolve to delivery.

## **4.2 Equality and diversity / cohesion and integration**

- 4.2.1 The projects contained within this report contribute to a number of corporate policies and targets aiming to improve equality and diversity, including the Inclusive Growth strategy, by promoting equality of access and opportunity. The facilities are being designed for an 8-80 age range, making cycling a practical option open to everybody, regardless of skills and experience. Practical support and training is available through City Connect to anyone not confident in their cycling skills and/ or basic bike maintenance and communities where cycling is not traditionally embedded, such as some ethnic minorities, may benefit from that.
- 4.2.2 Safe cycling facilities open up opportunities to people with disabilities, older people and young people. Segregated facilities create a safer environment for cyclists, and also have a strong impact in increasing the perceived level of safety for new, less confident or less capable cyclists. Reducing the reliance on private car use will help making the streets more accessible through minimising pavement parking.
- 4.2.3 Segregated facilities reduce conflict between pedestrians and cyclists, which in turn has a positive impact on older people and people with disabilities. Where shared facilities are required, for example at some crossings or around bus stops, these will be used as a last resort and designed to minimise the potential for conflict.
- 4.2.4 Removing some of the barriers of motorised traffic and improving street environment through enabling active travel has the potential to improve community integration through offering opportunities to mix and interact.
- 4.2.5 An Equality, Diversity, Cohesion and Integration Screening has been undertaken and is attached as an Appendix.

## **4.3 Council policies and the Best Council Plan**

- 4.3.1 The proposals detailed in this report contribute to the cross cutting priorities of the Best Council Plan 2018/19 – 2020/21 including:
- **21<sup>st</sup> Century Infrastructure** – Improving transport connections, safety, reliability and affordability. Improving air quality, reducing noise and emissions.
  - **Health & Wellbeing** – Reducing health inequalities and improving the health of the poorest the fastest. Supporting healthy, physically active lifestyles.
  - **Inclusive Growth** – Supporting growth and investment, helping everyone benefit from the economy to their full potential.
  - **Safe, Strong Communities** – Being responsive to local needs, building thriving, resilient communities.
  - **Child-Friendly City** – Helping young people into adulthood, to develop life skills and be ready for work.

- 4.3.2 The proposals contribute to the Key Priorities set out in the current Leeds Safer Roads Action Plan 2018-19:
- **Safer roads engineering interventions aimed at specific locations with high incidence and or severity of vulnerable road users.** These include making the street environment safer for walking and cycling.
- 4.3.3 The proposals also contribute to the Leeds Transport Strategy (Interim) 2016:
- **Prosperous Leeds** – a transport system for Leeds that facilitates a prosperous, sustainable economy
  - **Liveable Leeds** – support new opportunities for skills development and new and better jobs.
  - **Healthy Leeds** – a transport system that has a positive effect on people’s health and wellbeing and raises health and environmental standards across the city through the promotion of walking and cycling and the reduction of air pollution, noise and carbon emissions.
- 4.3.4 The proposals complement the transport objectives of the West Yorkshire Transport Strategy 2040:
- **People and Place** – put people first to create a strong sense of place – increasing access in a safe, inclusive way and encouraging walking and cycling for health and other benefits.
- 4.3.5 The West Yorkshire Transport Strategy 2040 also has targets for growing the number of journeys made by sustainable travel, including 300% more trips made by bicycle by 2027.
- 4.3.6 Policies of the West Yorkshire Transport Strategy 2040 include:
- 11** We will provide infrastructure on and off-road of the highest possible quality to provide safer and better journeys for cyclists, building on the step-change achieved by our City Connect programme including the Cycle Superhighway and canal towpath improvements.
  - 28** We will provide strategic and local networks of high quality walking and cycling routes that are safe and convenient to use and provide access to town centres, local services and the wider public transport network, with enhanced cycle parking provision for joined up ‘door to door’ journeys

#### Climate Emergency

- 4.3.7 Transport is a major source of CO<sub>2</sub> emissions that contribute to climate change. Private cars emit around 130g of CO<sub>2</sub> per km in the UK, and travel around 8500 miles per year on average (13,600km). This represents an average annual emission of 1.8 tonnes of CO<sub>2</sub> per car.
- 4.3.8 A recent study has found that walking and cycling can replace around 41% of short car journeys. This would equate to an additional 5% reduction in total carbon emissions from cars across the city.
- 4.3.9 The proposals contained in this report therefore contribute to the Leeds target of 50% reduction in carbon emissions by 2030 by improving facilities for walking and

cycling and encouraging these transport choices as an alternative to short (and longer) car journeys.

#### **4.4 Resources, procurement and value for money**

- 4.4.1 The main source of funding for the three schemes is the City Connect programme, through the West Yorkshire + Transport Fund. The proposals interface with a number of ongoing projects that will also deliver high quality cycling infrastructure, including the A61 South and the City Centre Gateways (Meadow Lane) as well as the Elland Road Bridge funded by the Highways Agency. Exploring the synergies with these programmes will maximise uptake and usage beyond that where an isolated facility is created, as well as delivering financial savings.
- 4.4.2 As noted above, this funding is separate from the previous City Connect projects, which were initiated through a Department for Transport grant and match funded from the Local Transport Plan.
- 4.4.3 The detailed design and project management of the schemes delivery rests with Leeds City Council and will be carried out by the Traffic Engineering section, with the funding provided by the Combined Authority. The Chief Officer (Highways & Transportation) will be responsible for the overall implementation of the project.
- 4.4.4 The schemes will be delivered under Leeds City Council Term Contract, awarded through competitive tender process.
- 4.4.5 Construction of these schemes is programmed to start in spring 2020 with completion expected in spring 2021.
- 4.4.6 Maintenance of the new infrastructure will be undertaken as part of Leeds City Council's ongoing annual maintenance programmes as all new infrastructure will form part of the adopted public highway. Winter maintenance will be carried out as per the established practices for previous City Connect cycleways and will utilise existing equipment; costs for this work will be borne from the current winter maintenance revenue budgets.

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

- 4.5.1 The package of Traffic Regulation Orders (TROs) to support the project will be presented for approval to the Chief Officer (Highways & Transportation) subsequent to the approval of this report.
- 4.5.2 Advertisement of these TROs will take place in accordance with statutory procedures and objections will be properly considered for each element of this scheme as per the normal reporting process.
- 4.5.3 All proposed works are within the adopted highway and consequently can be delivered under the powers of Leeds City Council as the highway authority for Leeds.
- 4.5.4 This report is eligible for Call-In.

## **4.6 Risk management**

- 4.6.1 The proposals outlined in this report offer improvements to cycling and walking provision along key corridors across south Leeds and a connection into the northern part of the city centre. Approving these proposals will allow the benefits to the economy, air quality, health and road safety detailed above to be realised.
- 4.6.2 The project estimate includes risk funding of 9.9% of the project value.
- 4.6.3 A detail risk register is being developed as part of the Full Business Case and will be updated throughout the life of the project. It is envisaged that the works will be delivered through a term contract with a Design and Build approach. This allows early involvement of the contractor to identify any potential risk areas and therefore minimise risk during the delivery phase.
- 4.6.4 Extensive consultations and engagement minimises any reputational risk to the project from negative comments and/ or publicity.

## **5 Conclusions**

- 5.1 The City Connect 3 programme presents an opportunity for Leeds to receive half of the funding for the entire West Yorkshire package, to deliver schemes that form missing links in the evolving cycling network. Because of similar delivery timescales, the schemes will add value to existing infrastructure and to upcoming schemes.
- 5.2 By helping build a coherent network, the proposed schemes will offer opportunities to access education, training and employment to those communities that are located within easy cycling distance from the city centre and other attractors, which are currently not available due to existing highway infrastructure.

## **6 Recommendations**

- 6.1 The Executive Board is requested to:-
  - (a) Note the success to date of the CityConnect programme within Leeds.
  - (b) Approve the proposed phase 3 projects to provide segregated cycleways on Dewsbury Road, Elland Road and Clay Pit Lane and approve the submission of the projects to the West Yorkshire Combined Authority as part of a full business case for final approval
  - (c) Give authority to incur expenditure of £6.14M to design and construct the cycleways, to be fully funded from the West Yorkshire Combined Authority's CityConnect programme.

And to note:

- (d) Construction of the scheme is programmed to commence in the spring of 2020 for completion by spring 2021; and
- (e) That the Chief Officer (Highways & Transportation) will be responsible for implementation.

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

- 7.1 South Leeds and Clay Pit Lane Cycle Improvements: Draft Headline Findings Report (WYCA).

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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.