



**Report to the Chief Officer (Highways & Transportation)**

**Date: 06 October 2020**

**Subject: Lincoln Green & Mabgate – Walking & Cycling Improvements**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Burmantofts & Richmond Hill, Gipton & Harehills and Little London & Woodhouse	
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 type="checkbox"/> Yes <input checked="" 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:	

**Summary**

**1. Main issues**

- The Transport Hubs Improvements and Public Transport Access Schemes are a part of the Connecting Leeds Programme within the overall West Yorkshire Transport Hubs and Connecting Communities work stream. The aim of the project is to create new, or upgrade existing, facilities, to improve the waiting environment and travel information offer as well as enhancing connections between public transport hubs and local communities by improving walking and cycling links.
- The Transport Hub Improvement schemes will also achieve the overarching objectives of providing transport facilities that improve peoples' access to jobs and opportunities, bringing a major economic boost to the City and driving economic growth and value for the City Region. In addition to the overarching objectives, the scheme proposals also contribute to specific objectives that have been developed for the Transport Hubs and Connecting Communities work stream, these being:
  1. To increase patronage on public transport;
  2. To provide attractive, safe and direct pedestrian and cycle routes to public transport interchanges;
  3. To manage bus and rail movements effectively; and
  4. To improve air quality and environmental impacts in the district

- The proposals detailed in this report are aimed at providing a more inviting, safe and direct walking and cycling route from the bus station and Eastgate area of the city centre to St James's Hospital through the residential areas of Lincoln Green and Mabgate. They also offer enhanced routes and links to community facilities and the wider key public transport routes as well as strategic cycle corridors on Regent Street, Roseville Road, St Peter's Street and Beckett Street.
- In July 2020 Leeds City Council's Executive Board approved the principle of a project to deliver seven individual schemes as part of The Transport Hubs Improvements and Public Transport Access Schemes in Leeds. This project comprises of schemes in Bramley, Harehills, Cottingley, Lincoln Green & Mabgate, Pudsey, Middleton and Rothwell & Robin Hood.
- This report asks the Chief Officer to note the final design of the Lincoln Green/Mabgate scheme and to approve the design and delivery of the works on site.

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

- The Lincoln Green & Mabgate scheme will improve cycling and walking connectivity and accessibility to public transport and to the city centre, thus 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 as well as ensuring high quality public services will be partly measured by enhancing and improving the public transport provision, facilities and usage".

## 3. Resource Implications

- All costs associated with this report have been previously approved by the Council's Executive Board and the West Yorkshire Combined Authority's Project Assurance Team and are entirely funded from the West Yorkshire Combined Authority's Connecting Leeds programme.

## Recommendations

### Chief Officer (Highways & Transportation)

The Chief Officer is requested to:

- i) Note the contents of the report;
- ii) Note and approve the final layout of the Lincoln Green/Mabgate scheme as shown on the attached Drawing Nos TM/07/352/GEN/P1 to P3, TM/07/352/SLO, TM/07/352/TRO & TM/07/352/TRO/MO;
- iii) Give authority to issue the works to contractor and to construct the scheme as shown.
- iv) Note the required expenditure of £2,614,500, comprising £2,176,500 works costs, £100,000 Statutory Undertakers works costs, £336,000 staff fees and

£2,000 legal fees, all being funded from the Connecting Leeds programme as previously approved by the City Council's Executive Board.

- v) Authorise the City Solicitor to advertise and introduce a Traffic Regulation Speed Limit and Movement Orders to introduce waiting restrictions a 20mph speed limit and one-way traffic flows as shown on the attached drawing no. TM/07/352/SLO, TM/07/352/TRO & TM/07/352/TRO/MO and to advertise notices under the provision of Section 23 and 90c of the Highways Act 1980 associated with provision of a pedestrian crossing and traffic calming and if no valid objections are received, to make, seal and implement the Traffic Regulation Order and implement the traffic calming as advertised; and
- vi) 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 Drawing No TM/07/352/GEN/P1 to P3 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 segregated or shared joint use by pedal cyclists and pedestrians.

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

- 1.1 This report requests the Chief Officer (Highways & Transportation) to approve the final design and delivery of the Lincoln Green and Mabgate scheme at a total cost of £2,614,500, comprising £2,176,500 works costs, £100,000 Statutory Undertakers works costs, £336,000 staff fees and £2,000 legal fees, all to be funded from the Connecting Leeds programme.

## **2. Background information**

- 2.1 In 2016, the Leeds Transport Conversation took place, where over 8000 people engaged in shaping transport priorities for the city. This has subsequently informed the Connecting Leeds programme and it was clear from the consultation that for many communities across the district public transport is and will remain a critical and fundamental element in enabling longer journeys. The Conversation also highlighted the importance of getting to Leeds City Centre (the primary focus of the public transport network) but also of accessing jobs and services in local areas and of travelling between local neighbourhoods – journeys that are less well served by the main public transport corridors. Affordability of public transport can also be an issue, especially for inner city communities located close to the city centre.
- 2.2 The key themes identified in the Leeds Transport Conversation, which the Transport Hubs and Connecting Communities work stream will seek to address are:
  - a) Lack of accessibility of public transport;
  - b) Encourage integrated travel through the use of transport 'hubs' by adding well-lit paths and improved walking facilities and green infrastructure;
  - c) Better information provision at stops and transport hubs e.g. clarity and durability of timetable displays, real time information; and
  - d) The need for better cycle infrastructure to improve connectivity e.g. increased provision of cycle tracks and the promotion of existing routes to increase usage.

- 2.3 The proposals detailed in this report will help link local communities of Mabgate and Lincoln Green with facilities and opportunities in Leeds City Centre, including main city transport hubs and interchanges, employment, leisure and shopping facilities. They will provide a direct and safe link from the City Centre and those hubs to St James's Hospital – a major employer and teaching/ training facility in the city. They will also facilitate everyday journeys to school, shops and local community facilities, and link to the main public transport corridor and upcoming cycling on Beckett Street.
- 2.4 Furthermore, they will form a link between neighbouring communities by feeding into the wider cycle network (existing and proposed) including links to Sheepscar and Harehills via Regent Street and Roseville Road, to the Civic quarter and the Universities via Sheepscar and Claypit Lane cycle track (City Connect 3 route) and to the Cycle Superhighway (CS2) on York Road for journeys towards Osmondthorpe and Seacroft. Some of those journeys are indirect by public transport and require multiple buses.

### **3. Main issues**

- 3.1 The Lincoln Green area is one of the six neighbourhood priority areas with a diverse community located close to Leeds City Centre, where car ownership is low and accessibility into the city, either on foot or by bike is not attractive and can be difficult. Previous community engagement, including a street audit, has identified issues and barriers to active travel, including narrow footways, insufficient crossing opportunities, footways obstructed by parked cars and poorly maintained surface on footways and paths. At the same time there are opportunities to enhance both the walking and cycling links and user experience.
- 3.2 This scheme is aimed at addressing the issues identified and improving the walking and cycling opportunities for this community by improving the streetscape, reducing the impact of traffic, providing safe crossings and using a transformational approach to street design.
- 3.3 This scheme will provide a more inviting, safe and direct route from the Mabgate area of the city centre to St James's Hospital, whilst also providing enhanced routes and links to other areas of the local community; it will link with the wider key public transport routes and strategic cycle corridors on Regent Street and also the Connecting Leeds improvement scheme currently being developed and consulted on for Beckett Street.
- 3.4 The proposals for this scheme and location are split into three phases with the main works consisting of the following:

#### **Phase 1 – Mabgate/Cromwells/Lincoln Green.**

- The provision of a new footway and improvement of the existing pedestrian links between the Mabgate/St Marys Street junction and Cromwell Street;
- The provision of improved walking and cycling facilities on Argyle Road, Cromwell Street and Naseby View resulting in a shared pedestrian/cycling facility between the Mabgate area and Beckett Street;

- Improved walking and cycling provision around the periphery of the Lincoln Green local centre, namely a shared pedestrian/cycling use facility between the Cromwell's and Lincoln Green Road;
- Improved walking and cycling provision along Lincoln Green Road to provide a shared pedestrian/cycling use facility between Cherry Row and Beckett Street and reduce traffic speeds on Lincoln Green Road;
- The provision of lay-bys on both Lindsey Road and Glanville Street to remove pavement parking and provide more unobstructed pedestrian routes;
- The upgrade of the existing pedestrian crossing facility on Lincoln Green Road to a toucan crossing facility; and
- The provision of a speed table on St Mary's Street to provide an accessible at grade informal crossing facility.

### **Phase 2 – Lincoln Road/Cherry Row.**

- The provision of a segregated bi-directional cycle track along Lincoln Road and Cherry Row from Rectory Street to Lincoln Green Road to provide a safer and attractive cycle route through the local community;



A public realm improvement project on Sauchiehall Street, Glasgow, featuring a bi-directional cycle track, illustrating the proposed improvements on Cherry Row and Lincoln Road.

- The introduction of a new, attractive 'Mini-Holland' style of street scene design with reduced kerb upstand, removing the dominance of the motor vehicle on Lincoln Road and Cherry Road, particularly outside the Shakespeare Primary School.



- The introduction of a one-way traffic flow, a 20mph speed limit and varying parking restrictions on Lincoln Road to improve the overall local environment for pedestrians and cyclists and remove the dominance of the motor vehicle in the area;
- The provision of improved pedestrian routes along Lincoln Road and Cherry Row by means of new flagged footway constructions from Rectory Street to Lincoln Green Road to provide a more attractive, high quality pedestrian environment and encourage more walking in the local community;
- The extension of the Ferriby Towers car park to provide more off street parking for local residents and remove an element of the obstructive pavement parking that occurs around Ferriby Towers;
- The introduction of 'Playful Elements' exercise equipment for use by the local community, in conjunction with colleagues from Active Leeds;
- Improve the street lighting and street furniture provision Lincoln Road and Cherry Row;
- Enhance the environment of Lincoln Road and Cherry Row by planting trees/shrubs/greenery; and
- The provision of a new signing strategy to improve the cycling link from Cherry Row, along Mushroom Street to the Regent Street cycle infrastructure.

### **Phase 3 – Mabgate.**

- The introduction of a new, attractive 'Mini-Holland' style of street scene design with narrowed carriageway, one way traffic (except for cyclists) and wider footways to remove the dominance of the motor vehicle on Mabgate and provide a safer,

attractive and more useable public space. Kerb upstand, although reduced, will be retained to meet the needs of blind and partially sighted people.



- The introduction of a one-way traffic flow (except for cyclists) and varying parking restrictions on section of Mabgate, Argyle Road and Macaulay Street to improve the overall local environment for pedestrians and cyclists and remove the dominance of the motor vehicle in the area;
- The introduction of traffic signals and toucan crossing facilities at the Mabgate/Lincoln Green Road/Cherry Road junction to provide the safe and continuous link between the Mabgate and Lincoln Green area;
- Enhance the environment and area of Mabgate by planting trees/shrubs/greenery;
- Improve the street lighting and general street furniture provision along Mabgate;

#### 3.4 The aims of the scheme are to:

- Contribute to an overall increased patronage on public transport by providing better quality and safer pedestrian and cycling links to key bus and cycle routes on Regent Street, Beckett Street and Roseville Road, and to the major transport hubs in the city centre;
- Provide safer and convenient walking and cycle routes from the Eastgate area of the City Centre, through the Lincoln Green community to St James Hospital site and to local schools and community facilities;
- Contribute to an overall improvement in air quality and environmental impacts in the district by more people using sustainable and active modes of travel such as walking and cycling; and
- Support the future regeneration and uplift of the Mabgate area.

## **4. Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 The Executive Member for Climate Change, Transport and Sustainable Development has been consulted on the overall Transport Hubs Improvements and Public Transport Access Schemes and the six individual schemes and supports the Lincoln Green proposals
- 4.1.2 Ward Members for both Burmantofts & Richmond Hill and Gipton & Harehills were consulted and briefed on the Lincoln Green and Mabgate scheme by the West Yorkshire Combined Authority and the Ward Members support the proposals in their areas.
- 4.1.3 The community street audits commissioned by Public Health in the previous year have helped to identify walking and cycling links through the local areas, existing barriers and improvements; these have helped inform proposals contained in this report. A programme of local consultations with the various local communities, general public and affected properties was undertaken taken between 30<sup>th</sup> September and the 28<sup>th</sup> October, which included a public event at the Lincoln Green Community Centre on the 16<sup>th</sup> October, notices were posted on street and in bus shelters in the area and on-line consultation through WYCA's YourVoice platform.
- 4.1.4 The results of the public engagement showed that of the 35 representations made, 91% were in favour of the proposals, 5% were against the proposals and 4% were neutral/don't know. Of the 35 representations 71% stated that the proposals would encourage them to either walk or cycle more in the area, 5% stated that the proposals wouldn't encourage them to walk or cycle more and 5% stated they weren't sure.
- 4.1.5 Emergency Services and the bus operators have been consulted on the Lincoln Green/Mabgate proposals. No adverse comments were received in response to the consultation.
- 4.1.6 The Lincoln Green Core team (group of officers and local representatives focussing on the regeneration of the Mabgate and Lincoln Green area) have been appraised of these proposals and continue to be informed of progress as well as feed into the proposals from a regeneration perspective.
- 4.1.7 Feedback from internal and external stakeholders has been reviewed by the project team, specifically the feedback from colleagues in Housing, Regeneration and Planning and the scheme designs have been shaped to accommodate the comments received particularly in terms of future development in the area.
- 4.1.8 As part of the consultation process there has been continuous engagement with partners in Housing, Regeneration Planning as well as the Regent Street flyover team, all of whom have interests and ambitions for the Lincoln Green and Mabgate areas. The teams continue to work together to ensure that all the proposals being put forward dovetail with each other and ensure a collaborative working, with the Lincoln Green and Mabgate scheme being the catalyst for others to link into, for the greater good of the area.

4.1.9 Cycle Consultation Forum have been engaged through its sub-group, which had the opportunity to see the proposals, to comment and engage with designers.

4.1.10 Stage 1 & 2 Road Safety Audits have been carried out on the scheme proposals, with the feedback being reviewed by the project team and amendments being made to address the recommendations made.

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

4.2.1 The project contained within this report contributes 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, thus allowing access to the employment, leisure and retail offers from some of the most deprived parts of the city, all in line with the Leeds City Council's Best Council Plan 2018/19-2020/21 vision.

4.2.2 Accessible and safe public transport facilities and improved pedestrian routes open up opportunities to people with disabilities, older people and young people. Upgraded facilities create a safer environment for pedestrians and cyclists, and also have a strong impact in increasing the perceived level of safety for new, less confident, young, older or disabled cyclists by ensuring suitable level of provision to meet their needs. Reducing the reliance on private car use will help contribute to an overall improvement in air quality and environmental impacts in the district by more people using sustainable and active modes of travel such as walking and cycling.

4.2.3 Removing some of the barriers of motorised traffic and improving off highway links and enabling more active travel has the potential to improve community integration through offering opportunities to mix and interact.

4.2.4 Lincoln Green area is one of Leeds City Council's six priority neighbourhoods and 3rd most deprived Lower Super Output Area (LSOA) of Leeds. It has a diverse population, BAME community and new arrivals are significant in this area, with 28% white and 72% BAME, which is 3 times the Leeds figure.

4.2.5 The population profile shows that over half of Lincoln Green's population is under 29 and over 75% are under 39 which, by Leeds standards, is a very young population. There is also a very high proportion of 0-9 year olds, which is almost twice the city average. 49% of children in the area are classed as 'living in poverty'. Childhood obesity, smoking, diabetes and Chronic Obstructive Pulmonary Disease (COPD) stand out as the most prevalent issues.

4.2.6 It is therefore likely that any proposals within this area will positively affect specifically BAME communities, and will have an impact on children, older people, carers and disabled people.

4.2.7 An Equality, Diversity, Cohesion and Integration Screening has been undertaken and is attached as an Appendix.

## **Positive Impacts**

- Provision of wider and resurfaced footpaths will provide a uniform surface which will benefit all pedestrian users, but especially those with mobility issues, blind and partially sighted people, parents with prams and older people.
- Management of parking, including the provision of lay-bys and prevention of pavement parking, leaving unobstructed footways meeting the needs of all pedestrians, regardless of age or disability.
- Greater independence and choice for children travelling to school using more sustainable modes of travel and making it more pleasant to walk or cycle, encouraging a more healthy lifestyle
- Introduction of accessible formal and informal crossing facilities with associated tactile paving and signals; additional crossing points will be provided through the use of flat top traffic calming features and indicated with tactile paving.
- Increased greenery, trees and landscaping in the whole area – this benefits all people by providing spaces to rest, meet and relax, but may be of particular value to older people, children and those with poor mental health.
- Improving the streetscape along Mabgate, Cherry Row and Lincoln Road which will provide an uncluttered environment that is designed to give pedestrians and cyclist more of the available road space and new, even surfaces. This will improve road space for those with mobility issues, parents with prams, young and older people.
- Improve quality of life for the local community by removing the dominance of the motor vehicle. Changes to the traffic management in the Mabgate/Lincoln Green area by the introduction of 'one way' traffic flows will provide a safe environment for all pedestrians as vehicular traffic will only be approaching from one direction and therefore making it easier for pedestrians to cross the road.
- Improved lighting along various roads will improve the environment for all road users but especially women, those with mobility issues and those who are partially sighted.

## **Negative Impacts**

- Introduction of 'one-way' traffic flows on certain road maybe be perceived a negative for some vehicular road users as it may impact on their traditional traffic routes. This may affect older people and disabled people who may be more reliant on car travel and transport, including taxis and private hire. However, there due to the close proximity of the alternative route(s) there will be no significant detour and an increase in journey time and cost.
- Older people and disabled people are especially vary of mixing with cyclists. The project aims to ensure appropriate level of provision – retaining cycling in the carriageway where this is safe for all, providing segregated cycling facilities where appropriate, e.g. near the local primary school and only using shared use paths for very local 'connectors' where cycling flows are expected to be low, or where the main use is likely to be by school age children who would otherwise be cycling on a

narrow pavement. To minimise the potential for cyclists using widened footways appropriate provision has been made for the 'contraflow' use of the carriageway by bicycles.

### 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 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 the reduction of air pollution, noise and carbon emissions.

4.3.3 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 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**

- 4.3.6 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.
- 4.3.7 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.
- 4.3.8 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 estimated total cost to implement this scheme is £2,614,500, comprising £2,176,500 works costs, £100,000 Statutory Undertakers works costs, £336,000 staff fees and £2,000 legal fees, all being funded from the from the Connecting Leeds programme.
- 4.4.2 The detailed design and project management of the scheme delivery rests with Leeds City Council and will be carried out by the Traffic Engineering section, with the funding provided by the Combined Authority.
- 4.4.3 The schemes will be delivered under Leeds City Council Term Contract, awarded through a competitive tender process with construction of the schemes programmed to start in November 2020 with completion expected in September 2021.
- 4.4.4 In July 2020 Leeds City Council's Executive Board approved the principle, authority to spend and deliver of seven individual schemes as part of the overall £7.36 million Transport Hubs Improvements and Public Transport Access package, of which the Lincoln Green & Mabgate scheme is one.

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

- 4.5.1 Advertisement of Traffic Regulation, Speed Limit and Movement Orders and Section 23 and 90C notices will take place in accordance with statutory procedures and any objections received, will be properly considered for each respective scheme as per the normal reporting process.
- 4.5.2 The vast majority of the works are within the adopted highway and consequently can be delivered under the powers of Leeds City Council as the highway authority for Leeds. Those areas where works are to be undertaken on third party land (Housing), agreements and support for the works from those lands owners has been received.
- 4.5.3 The overall £7.36 million Transport Hubs Improvements and Public Transport Access package, was approved by the City Council's Executive Board in July 2020, although 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 throughout the priority neighbourhood of Mabgate and Lincoln Green and improve peoples' access to jobs and opportunities, bringing a major economic boost to the City and driving economic growth and value for the City Region. Approving these proposals will allow the benefits to the economy, air quality, health and road safety detailed above to be realised.
- 4.6.2 If the works are not carried out the unsafe and unattractive pedestrian and cycling routes from Mabgate through the local community to St James' hospital would not serve to encourage people to use more sustainable modes of travel and thus carbon emissions won't be reduced in the locality.

## **5. Conclusions**

- 5.1 The proposals contained within this report contribute to a number of corporate policies and targets such as, improving the Inclusive Growth strategy, promoting equality of access and opportunity and allowing access to employment, leisure and retail offers from some of the most deprived parts of the city, providing improved pedestrian and cycling routes, improving community cohesion and the overall improvement in air quality and environmental impacts in the district.
- 5.2 The lack of safe and attractive walking or cycling links between local neighbouring communities and public transport provision, has been identified as a specific barrier in the Leeds Transport Conversation and these fully funded proposals will address such an issue.
- 5.3 The provision of improved walking and cycling routes will also contribute to the Council's target for reduced carbon emissions by encouraging these transport choices as an alternative to short (and longer) car journeys.

## **6 Recommendations**

### Chief Officer (Highways & Transportation)

The Chief Officer is requested to:

- i) Note the contents of the report;
- ii) Note and approve the final layout of the Lincoln Green/Mabgate scheme as shown on the attached Drawing Nos TM/07/352/GEN/P1 to P3, TM/07/352/SLO, TM/07/352/TRO & TM/07/352/TRO/MO;
- iii) Give authority to issue the works to contractor and to construct the scheme as shown.
- iv) Note the required expenditure of £2,614,500, comprising £2,176,500 works costs, £100,000 Statutory Undertakers works costs, £336,000 staff fees and £2,000 legal fees, all being funded from the Connecting Leeds programme as previously approved by the City Council's Executive Board.

- v) Authorise the City Solicitor to advertise and introduce a Traffic Regulation Speed Limit and Movement Orders to introduce waiting restrictions a 20mph speed limit and one-way traffic flows as shown on the attached drawing no. TM/07/352/SLO, TM/07/352/TRO & TM/07/352/TRO/MO and to advertise notices under the provision of Section 23 and 90c of the Highways Act 1980 associated with provision of a pedestrian crossing and traffic calming and if no valid objections are received, to make, seal and implement the Traffic Regulation Order and implement the traffic calming as advertised; and
- vi) 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 Drawing No TM/07/352/GEN/P1 to P3 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 segregated or shared joint use by pedal cyclists and pedestrians.

## **7 Background documents**

7.1 None

## **8 Appendices**

8.1 Appendix 1 – Scheme Visuals

# 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.

<b>Directorate: City Development</b>	<b>Service area: Highways</b>
<b>Lead person: Nick Borrás</b>	<b>Contact number: (0113) 37 87497</b>

1. Title: **Lincoln Green & Mabgate – Walking & Cycling Improvements**

Is this a:

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

**If other, please specify**

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

The Transport Hubs Improvements and Public Transport Access Schemes are a part of the Transport Hubs and Connecting Communities work stream within the Connecting Leeds Programme. This package of works will improve connectivity between Leeds Communities, the City Centre and key destinations by delivering upgrades to existing transport hubs, by creating new or upgrade existing facilities to improve the waiting environment and travel information offer as well as enhancing connections within and between other public transport hubs and communities by improving specific local walking and cycling links.

The Lincoln Green & Mabgate – Walking & Cycling Improvement proposals include;

- Introduce a new, attractive style of street scene design to remove the dominance of the motor vehicle;
- Widen pavements to provide a more attractive environment;
- Enhance the environment by planting trees/shrubs/greenery
- Improve street lighting provision;
- Introduce one way systems to control traffic movement and provide an improved

- environment for pedestrians and cyclist;
- Improve general pedestrian links through the Cromwell's and the wider Lincoln Green community; and
- Signalise the Lincoln Green Road/Cherry Row junction to provide safe pedestrian and cycle crossing facilities

### 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. 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"> <li>• Eliminating unlawful discrimination, victimisation and harassment</li> <li>• Advancing equality of opportunity</li> <li>• Fostering good relations</li> </ul>		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)

Lincoln Green area is one of Leeds City Council's six priority neighbourhoods and 3rd most deprived Lower Super Output Area (LSOA) of Leeds. It has a diverse population, BAME community and new arrivals are significant in this area, with 28% white and 72% BAME, which is 3 times the Leeds figure.

It also hosts some of the services meeting the needs of the refugee and migrant groups, e.g. Leeds Refugee Forum. The Leeds Society for Deaf and Blind People is located on the edge of the area and will be a destination for both users and carers.

The population profile shows that over half of Lincoln Green's population is under 29 and over 75% are under 39 which, by Leeds standards, is a very young population. There is also a very high proportion of 0-9 year olds, which is almost twice the city average. 49% of children in the area are classed as 'living in poverty'. Childhood obesity, smoking, diabetes and Chronic Obstructive Pulmonary Disease (COPD) stand out as the most prevalent issues.

It is therefore likely that any proposals within this area will positively affect specifically BAME communities, and will have an impact on children, older people, carers and disabled people.

The proposals were informed by Community Street Audits that involved parents, children and older people. The audits have identified issues and barriers affecting the accessibility and usability of the local streets and paths as well as the main desire lines and active travel corridors, which are reflected in the scheme.

Stakeholder consultation has taken place directly via a series of briefing and public engagement sessions, posters on the highway, on social media platforms and various advertisement notices during the detailed design stage.

The public engagement ran from 30<sup>th</sup> September till the 28<sup>th</sup> October, with online advertisement and consultation via WYCA website.

A public consultation event was held at Lincoln Green Community Centre on the 16<sup>th</sup> October 2019. Street notices were also posted throughout the Lincoln Green and Mabgate areas for the duration of the engagement period

All comments received from every aspect of consultation and engagement were duly considered prior to scheme implementation.

- **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)

The 2018 Health Needs Assessment for the area recommended an increase in the number of quality spaces for communities to come together as one of the top priorities. These proposals will help achieve this.

**Positive Impacts**

**Improved quality of life through access to better environment**

- Improving the streetscape along Mabgate, Cherry Row and Lincoln Road which will provide an uncluttered environment that is designed to give pedestrians and

cyclists more of the available road space. This will benefit people with mobility issues, parents with prams, young and old people.

- Greater independence and choice for children travelling to school and to after school sports facilities in the area using active travel and making it more pleasant to walk or cycle, encouraging a more healthy lifestyle.
- Improve quality of life for the local community by removing the dominance of the motor vehicle, enabling physical activity and counteracting the prevalence of obesity and diabetes and increasing the life expectancy, which is 3 years below Leeds average;
- Increased greenery, trees and landscaping in the whole area – this helps community cohesion by creating dwelling, meeting and resting spaces; green spaces also benefit those suffering from stress, depression and poor mental health (data from local medical practices show a higher percentage of patients presenting with severe mental health issues, and this is significantly higher for BAME groups). This is likely to benefit BAME groups.
- Improved lighting along various roads will improve the safety and security (area has high incidence of crime, including theft and sexual offences) and the environment for all road users especially women, those with mobility issues and those who are partially sighted.

#### Wider footways and footpaths, with even surfaces

- Changes to the streetscape in the Mabgate/Lincoln Green area will provide a wholly new footway / carriageway surface along various roads within the scheme that will provide a uniform surface which will benefit all pedestrian users but especially disabled people including those with reduced mobility and blind people, parents with prams, children and the older people.
- Provision of wider and resurfaced footpaths will provide a uniform surface which will benefit all pedestrians, especially those with mobility issues, parents with prams and the elderly.
- Provision of dedicated parking laybys will remove the need for motorists to park indiscriminately obstructing the footway. This will benefit all pedestrians, particularly blind and partially sighted people, wheelchair users and people with reduced mobility and parents with pushchairs.

#### Improved crossing opportunities

- Improving the range of accessible crossing points by providing an informal crossing place on a traffic calming feature (flat topped road hump); the crossing itself is therefore at the height of the footway. This better enables parents/ carers with pushchairs to cross, as well as those pedestrians using wheelchairs and other mobility aids and those with limited mobility
- Providing an uncluttered environment which will benefit those with mobility issues, as well as blind and partially sighted people.

- Provision of formal and informal crossing facilities include features which benefit disabled pedestrians such as dropped kerbs for wheelchair users and tactile paving to assist blind and partially sighted pedestrians. Signal controlled crossings also have tactile and audible signals corresponding to the 'green man' phase.
- Changes to the traffic management in the Mabgate/Lincoln Green area by the provision of 'one way' traffic flows will provide a safe environment for all pedestrians as vehicular traffic will only be approaching on one direction and therefore making it easier for pedestrians to cross the road.

### **Negative Impacts**

- Traffic calming features will have an impact on drivers with some believing they damage vehicles and cause delays in journey times. This may impact some disabled drivers, especially those with a spinal/ back condition
- Introduction of 'one-way' traffic flows on certain road maybe be perceived a negative for some vehicular road users as it may impact on their traditional traffic routes. This may affect older people and disabled people who may be more reliant on car travel and transport, including taxis and private hire. However, there due to the close proximity of the alternative route(s) there will be no significant detour and an increase in journey time and cost.
- Older people and disabled people are especially vary of mixing with cyclists. The project aims to ensure appropriate level of provision – retaining cycling in the carriageway where this is safe for all, providing segregated cycling facilities where appropriate, e.g. near the local primary school and only using shared use paths for very local 'connectors' where cycling flows are expected to be low, or where the main use is likely to be by school age children who would otherwise be cycling or scooting to school on a narrow pavement. To minimise the potential for cyclists using widened footways appropriate provision has been made for the 'contraflow' use of the carriageway by bicycles.

### **• Actions**

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

- Mixing pedestrians and cyclists. The project aims to ensure appropriate level of provision – retaining cycling in the carriageway where this is safe for all, providing segregated cycling facilities where appropriate, e.g. near the local primary school and only using shared use paths for very local 'connectors' where cycling flows are expected to be low, or where the main use is likely to be by school age children who would otherwise be cycling on a narrow pavement. To minimise the potential for cyclists using widened footways appropriate provision has been made for the 'contraflow' use of the carriageway by bicycles.
- The traffic calming will be designed and introduced to current standards and guidance
- The effects of any change in the highway network will be monitored following

completion and if changes are deemed necessary then these will be considered. .

**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:	9 September 2020
Date to complete your impact assessment	9 September 2020
Lead person for your impact assessment (Include name and job title)	Nick Borrás, Principal Engineer

#### **6. Governance, ownership and approval**

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

<b>Name</b>	<b>Job title</b>	<b>Date</b>
Nicholas Hunt	Traffic Engineering Manager	9 September 2020
<b>Date screening completed</b>		9 September 2020

#### **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](mailto: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 <b>Governance Services</b>	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate <b>Directorate</b>	Date sent:
All other decisions – sent to <a href="mailto:equalityteam@leeds.gov.uk">equalityteam@leeds.gov.uk</a>	Date sent:

## Appendix.1 – Scheme Visuals

### Existing view of Mabgate from Bell Street



### Proposed view of Mabgate from Bell Street



**Existing view of Mabgate looking north**



**Proposed view of Mabgate looking north**



**Existing view of Mabgate looking north from Argyle Road**



**Proposed view of Mabgate looking north from Argyle Road**



**Existing view of Hope Foundry**



**Proposed view of Hope Foundry**

