

Report to Chief Officer Highways and Transportation

Report from Principal Traffic Engineer

Date: 23 March 2021

**Subject: Transforming Cities Fund – Leeds City Centre Cycling Improvements:
Holbeck Gateway Phase 1 Advanced Works**

Capital Scheme Number: 33223 / TCF / CCC

Are specific electoral wards affected? If yes, name(s) of ward(s): Beeston & Holbeck.	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
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? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

Summary

1. Main issues

- Leeds City Council has an ambition to deliver a safe and coherent network of cycling and walking infrastructure across the city, to help encourage sustainable active travel in line with the priorities of the Best Council Plan 2020-2025
- The Transforming Cities Fund offers local authorities the opportunity to deliver modern accessible transport infrastructure which allows people to make active travel choices and to reduce the dependence on the private car.
- As part of Leeds City Council's successful TCF bid a package of 6 projects has been developed to provide cycling and walking infrastructure around the city centre to link many of its recent high quality projects together to form an accessible and coherent network to facilitate active travel around the city, encouraging safe and sustainable travel in line with the ambitions and priorities of the city.
- As part of the development of this project a funding agreement has been secured with WYCA for £635,000 development costs and £600,000 advance works costs. It is proposed to use this advance works costs to deliver phase 1 of the Holbeck Gateway scheme which consists mainly of off-carriageway works.

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

- The proposals detailed in this report work towards achieving a safe and sustainable infrastructure for cycling and active travel linking many of the cycling and walking projects which have previously been delivered.
- As such the proposals contribute to the aims of 6 of the Best City Priorities of the Best Council Plan 2020-2025 including:
 - Sustainable Infrastructure
 - Health & Wellbeing
 - Inclusive Growth
 - Child-Friendly City
 - Age-Friendly Leeds
 - Safe, Strong Communities

3. Resource Implications

- The total value of the proposals in this report is £600,000, to be fully funded from the existing £1.235M funding agreement as part of the Transforming Cities Fund.
- The projects will be delivered by Leeds City Council's Traffic Engineering service as part of the overall TCF project.

Recommendations

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

- a) Note the work to date on the Transforming Cities Fund - Leeds City Centre Cycling projects and the existing funding agreement for advance works; and
- b) Give authority to incur expenditure of £600,000 to deliver phase 1 of the Holbeck Gateway project detailed in this report, to be entirely funded from the Transforming Cities Fund; and
- c) Request Legal Services to advertise Traffic Regulation Orders to support the works, principally requiring No Waiting At Any Time and a Prohibition of Parking And Loading on Footway and Cycle Track, and subject to no objections being received to make and seal the orders as advertised; and
- d) 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 694/LCC/HWT/XX/M2/TM/01_01 as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians.

1. Purpose of this report

- 1.1 This report seeks approval for the delivery of Phase 1 of the Holbeck Gateway, one of the 6 projects contained in the Transforming Cities Fund - Leeds City Centre Cycling package which is currently moving through the assurance process.
- 1.2 These projects link existing cycle routes together to form a coherent network, facilitating active travel choices and reducing dependency on the private car for short and medium length journeys.
- 1.3 Approving delivery of this project, valued at £600,000, will enable early realisation of the benefits of safe cycling facilities and enable an early start on the TCF City Centre Cycling package which is scheduled to complete by 2023.

2. Background information

- 2.1 The West Yorkshire Combined Authority, on behalf of the Leeds City Region, submitted proposals to the Department for Transport for a package of improvements valued at £317M funded from Transforming Cities Fund, designed to deliver a transport network which is “more accessible, affordable and attractive”. Its proposals aim to create “realistic alternative(s) to the car and the choice to make journeys that are sustainable, healthier, and that ultimately enable our towns and city centres to be re-shaped with people at their heart.”
- 2.2 This funding was approved by Government on 11th March 2020.
- 2.3 The TCF: City Centre Cycling project provides £7.06M for cycling infrastructure improvements in and around Leeds City Centre under the overall TCF banner, designed to facilitate and further encourage active travel to, from and through the city centre.
- 2.4 The CCC project was approved at outline business case by WYCA in 2020. The project team have now moved this forward to full business case which was submitted in January 2021 and is expected to reach MD sign off in April 2021. It must be noted that the TCF programme has very tight delivery timescales (TCF guidance states the fund will run between April 2021 and March 2023).
- 2.5 WYCA have approved a funding package of £1.235M from the £7.06M which enables development of the proposals to FBC+ (£0.635M) and early deliverables (£0.6M). A funding agreement has been provided for this work.

3. Main issues

- 3.1 The Holbeck Gateway is one of 6 projects forming the TCF – City Centre Cycling package. It provides a route linking through Holbeck into the western part of the city centre at Whitehall Road.
- 3.2 This project adds to existing work on this corridor and links it into a coherent route. It provides access to and from Holbeck and forms a network with the recently delivered CityConnect 2 and CityConnect 3 projects in the city centre and in south Leeds.
- 3.3 This route supports other initiatives in the area including the Healthy Streets project in the Receptions, and offers safe and easy access to employment and other opportunities in the city centre.

- 3.4 Phase 1 of the Holbeck Gateway project consists of a route running adjacent and over the A643 Ingram Distributor. It links from Lowfields Road, over the Ingram tunnel and to the end of Whitehall Road at the Spence Lane junction.
- 3.5 The project links to a number of existing pedestrian routes and accesses into local residential areas, with early delivery offering the chance to enable active use of these routes.
- 3.6 Delivery of this phase can be done without significant impact on the surrounding network given that most of the work is off-carriageway.
- 3.7 The project will involve widening and segregating the route, cutting back trees, improving street lighting and direction signage, and surfacing to a cycle superhighway standard.
- 3.8 Some limited TROs are required to protect the route from obstruction.

4. Corporate considerations

4.1 Consultation and engagement

- 4.1.1 A public consultation for this project was undertaken by the West Yorkshire Combined Authority through their Your Voice platform in January/February 2021, with the headline findings being:
 - A majority of users considered that at least part of the cycling experience in these locations was poor or very poor
 - A majority of respondents agreed that the proposals in this report would improve cycling around the city centre
 - A minority of respondents considered that the proposals would not encourage them to cycle more
- 4.1.2 Ward members have been briefed on a number of occasions, most recently at the Beeston & Holbeck ward members briefing on 7th January 2021, and have expressed strong levels of support for the project. Ward members will continue to receive updates and further communications throughout the development and delivery of the project. Other major stakeholders including the Combined Authority have been briefed and have also expressed support for the project.
- 4.1.3 Direct consultation will take place with affected frontagers as the project moves towards delivery. This approach has worked well on previous projects and ensures that residents, businesses and others have direct sight of the specifics of the scheme to ensure that their comments can be reflected in the final project.
- 4.1.4 User groups have been consulted during development of the schemes and will continue to be involved as the detailed designs are finalised. This includes Leeds City Council's Cycle Forum and WYCA's TCF Quality Board.

4.2 Equality and diversity / cohesion and integration

- 4.2.1 An EDCI screening was completed for this project and is included in Appendix B.
- 4.2.2 Key findings are:
 - Safe cycling facilities, and associated improvements to the adjacent footways, open up opportunities to people with disabilities, older people and young people.

- Segregated facilities reduce conflict between pedestrians and cyclists, which in turn has a positive impact on older people and people with disabilities.
- Safe cycling facilities allow older and younger people, as well as those with mobility impairments, travel more freely and with confidence that they can do so without conflict from motor traffic and other road users.

4.3 Council policies and the Best Council Plan

Best Council Plan

4.3.1 The proposals detailed in this report contribute to the cross cutting Best City priorities of the Best Council Plan 2020-2025 including:

- Sustainable Infrastructure
 - Improving transport connections, safety, reliability and affordability.
 - Improving air quality, reducing pollution and noise.
- 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.
- Child-Friendly City
 - Enhancing the city now and for future generations
- Age-Friendly Leeds
 - Developing accessible and affordable transport options which help older people get around
 - Providing opportunities for older people to be healthy, active, included and respected
- Safe, Strong Communities
 - Being responsive to local needs, building thriving, resilient communities.

4.3.2 A number of the KPIs in the Best Council Plan are supported by this project, including those focussed on sustainable transport, health and physical activity and road safety.

Climate Emergency

4.3.3 These projects make a major contribution towards Leeds City Council's response to the Climate Emergency. Cycling is a key alternative to the use of the private car for short and medium term journeys, and the provision of safe cycling infrastructure has been proven to increase cycle journeys on those routes.

4.3.4 Transport is a major source of CO₂ emissions that contribute to climate change. Private cars emit around 130g of CO₂ 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 CO₂ per car.

- 4.3.5 The proposals contained in this report contribute to the Leeds target of 50% reduction in carbon emissions by 2030 by improving facilities for cycling close to the city centre, facilitating linkages to further develop the cycle network, and to encourage these transport choices as an alternative to short (and longer) car journeys.

4.4 Resources, procurement and value for money

- 4.4.1 The TCF City Centre Cycling project is entirely funded through the Transforming Cities Fund.

- 4.4.2 The TCF City Centre Cycling project is valued at £7.06M, with £1.235M made available through a funding agreement for project development and early delivery. £600k is available for early delivery.

- 4.4.3 The Holbeck Gateway Phase 1 project has been valued at

£570,000 Construction

£30,000 Street Lighting

- 4.4.4 The works will be delivered using the existing framework contracts which have been competitively awarded.

Funding Approval :	Capital Section Reference Number :-							
Previous total Authority to Spend on this scheme	TOTAL £000's	TO MARCH 2020 £000's	FORECAST					
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	0.0							
FURN & EQPT (5)	0.0							
DESIGN FEES (6)	0.0							
OTHER COSTS (7)	0.0							
TOTALS	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Authority to Spend required for this Approval	TOTAL £000's	TO MARCH 2020 £000's	FORECAST					
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's	
LAND (1)	0.0							
CONSTRUCTION (3)	570.0			570.0				
FURN & EQPT (5)	30.0			30.0				
DESIGN FEES (6)	0.0							
OTHER COSTS (7)	0.0							
TOTALS	600.0	0.0	0.0	600.0	0.0	0.0	0.0	0.0
Total overall Funding (As per latest Capital Programme)	TOTAL £000's	TO MARCH 2020 £000's	FORECAST					
			2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024 on £000's	
LCC Supported Borrowing	0.0							
Revenue Contribution	0.0							
Capital Receipt	0.0							
Insurance Receipt	0.0							
Lottery	0.0							
Gifts / Bequests / Trusts	0.0							
European Grant	0.0							
Health Authority	0.0							
School Fundraising	0.0							
Private Sector	0.0							
Section 106 / 278	0.0							
Government Grant	600.0			600.0				
SCE (C)	0.0							
SCE (R)	0.0							
Departmental USB	0.0							
Corporate USB	0.0							
Any Other Income (Specify)	0.0							
Total Funding	600.0	0.0	0.0	600.0	0.0	0.0	0.0	0.0
Balance / Shortfall =	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

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 significant improvements to cycling and walking provision around the city centre, working towards Leeds' ambition for a comprehensive and coherent cycle network. Approving these proposals will allow the benefits to air quality, health and road safety detailed above to be realised.
- 4.6.2 A detail risk register has been developed for the project and will be updated on a regular basis.
- 4.6.3 Extensive consultation and engagement has taken place to develop support for the project and this is considered to minimise reputational risk to the project from negative publicity.

5. Conclusions

- 5.1 The Transforming Cities Fund – City Centre Cycling offers an opportunity to provide several high quality segregated cycling projects, with associated pedestrian improvements, which make a major contribution towards Leeds City Council's ambition to deliver a comprehensive cycle network across the city.
- 5.2 Use of the advance funding to deliver the Holbeck Gateway: Phase 1 project will allow early realisation of the benefits for this route, and make a start towards the overall deliver of TCF CCC which is scheduled for completion in March 2023.
- 5.3 Benefits include alternative and sustainable travel choices along this corridor, facilitating access to employment and other benefits of the city centre and supporting the other highway works in this area.

6. Recommendations

- 6.1 The Chief Officer (Highways & Transportation) is requested to:
 - a) Note the work to date on the Transforming Cities Fund - Leeds City Centre Cycling projects and the existing funding agreement for advance works; and
 - b) Give authority to incur expenditure of £600,000 to deliver phase 1 of the Holbeck Gateway project detailed in this report, to be entirely funded from the Transforming Cities Fund; and
 - c) Request Legal Services to advertise Traffic Regulation Orders to support the works, principally requiring No Waiting At Any Time and a Prohibition of Parking And Loading on Footway and Cycle Track, and subject to no objections being received to make and seal the orders as advertised; and
 - d) 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 694/LCC/HWT/XX/M2/TM/01_01 as proposed cycle tracks are removed and that following the removal of the footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for shared joint use by pedal cyclists and pedestrians

7. Background documents¹

7.1 None

8. Appendices

8.1 Drawing No 694/LCC/HWT/XX/M2/TM/01_01

8.2 Equality Assessment

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 B 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 & Transportation
Lead person: Chris Way	Contact number: 0113 37 87493

1. Title: Transforming Cities Fund City Centre Cycling		
Is this a:		
<input type="checkbox"/> Strategy / Policy	<input type="checkbox"/> Service / Function	<input checked="" type="checkbox"/> Other
If other, please specify		

2. Please provide a brief description of what you are screening
Detailed design and construction of Phase 1 of the Holbeck Gateway project consists of a route running adjacent and over the A643 Ingram Distributor. It links from Lowfields Road, over the Ingram tunnel and to the end of Whitehall Road at the Spence Lane junction, where phase 2 of the Holbeck gateway will run into the city centre.

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">• 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 project provides walking and cycling links from Lowfields Road and Elland Road stadium to Whitehall Road and Spence Lane. As part of the proposals, improvements are to be made to the footway provision, including informal crossing points.

The project offers opportunities to make significant improvements to the current pedestrian provision, including to those with mobility or other impairments.

The project 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.

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 Leeds City Council and WYCA 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.

- **Key findings**

Safe cycling facilities, and associated improvements to the adjacent footways, open up opportunities to people with disabilities, older people and young people.

Reducing the reliance on private car use will help making the streets more accessible through minimising pavement parking.

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.

Safe cycling facilities allow older and younger people, as well as those with mobility impairments, travel more freely and with confidence that they can do so without conflict from motor traffic and other road users.

- **Actions**

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

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.

5. If you are not already considering the impact on equality, diversity, cohesion and integration you will need to carry out an impact assessment.

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

6. Governance, ownership and approval		
Please state here who has approved the actions and outcomes of the screening		
Name	Job title	Date
Nick Hunt	Traffic Engineering Manager	1 st March 2021
Date screening completed		1 st March 2021

7. Publishing	
<p>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.</p> <p>A copy of this equality screening should be attached as an appendix to the decision making report:</p> <ul style="list-style-type: none"> • Governance Services will publish those relating to Executive Board and Full Council. • The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions. • A copy of all other equality screenings that are not to be published should be sent to equalityteam@leeds.gov.uk for record. <p>Complete the appropriate section below with the date the report and attached screening was sent:</p>	
For Executive Board or Full Council – sent to Governance Services	Date sent:
For Delegated Decisions or Significant Operational Decisions – sent to appropriate Directorate	Date sent:
All other decisions – sent to equalityteam@leeds.gov.uk	Date sent: