

**Report of Principal Transport Planner**

**Report to Chief Officer (Highways and Transportation)**

**Date: 8 April 2021**

**Subject: Active Travel Fund – Tranche 2 Programme**

Are specific electoral wards affected?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If yes, name(s) of ward(s): Armley, Beeston & Holbeck, Bramley & Stanningley, Burmantofts & Richmond Hill, Calverley & Farsley, Chapel Allerton, Farnley & Wortley, Garforth & Swillington, Headingley & Hyde Park, Horsforth, Hunslet & Riverside, Kirkstall, Middleton Park, Moortown, Otley & Yeadon, Weetwood	
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:	

**Summary**

**1. Main issues**

- On the 23<sup>rd</sup> May 2020 the Secretary of State for Transport announced the Emergency Active Travel Fund (EATF) – this has since been renamed to the Active Travel Fund – which forms part of the Green Recovery Plan post pandemic. The funding was split into two tranches; this report focuses on Tranche 2.
- The Department for Transport confirmed on the 20<sup>th</sup> November 2020 that the West Yorkshire Combined Authority would receive £10.053m of Tranche 2 funding. Leeds City Council will receive £3.025m of this allocation (£2.7m capital and £0.325m revenue) to deliver the programme as set out in Appendix A.
- The intention of the Grant is to help deliver interventions that create an environment that is safe for both walking and cycling in Leeds. Interventions need to be compliant with current guidance and, unlike Tranche 1, the timescales enable for much more meaningful upfront engagement and consultation.
- £400k of match funding from S106 contributions and £100k of Integrated Local Transport Plan capital (LTP) will also be used to help deliver the programme.

- This report sets out a Leeds City Council’s programme of measures that make up the Active Travel Tranche 2 package that will support everyday active travel within Leeds and reflect the ambition within the Best Council Plan and draft Transport Strategy.

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

- The Best Council Plan 2019/20 – 2020/21 has an overarching ambition that Leeds becomes “A strong economy and a compassionate city”. Providing sustainable infrastructure is one of the priorities within this plan and one of the KPIs used to measure this ambition is the “increase in city centre travel by sustainable transport.”
- Approval of this programme will allow a number of schemes to be delivered that will support the growth of active travel, help deliver significant health benefits, improve well-being, mitigate congestion and improve air quality.

## 3. Resource Implications

- Leeds City Council Active Travel Fund Tranche 2 grant funding is £3.025m (£2.7m capital and £0.325m revenue). An additional £400k Section 106 contributions and £100k LTP funding will also be included making a total budget of £3.525m ((£3.2m capital and (£0.325m revenue). This funding will cover the development and delivery of the programme detailed in Appendix A.
- The £400k Section 106 contributions will be used to help deliver the proposed link between Horsforth and Rodley roundabout.
- The £100k LTP contribution will be used to deliver a junction improvement on the A660 where it meets Shaw Lane.
- The programme requires a multi-disciplinary team from within Highways & Transportation and colleagues in Communities, Active Leeds and Public Health to ensure the schemes are successful and delivered within the timescales.
- The majority of the programme is resourced using LCC staff, however, it has been identified that external design support will be required to carry out the detailed design for the Active Travel Neighbourhoods.

## Recommendations

The Chief Officer, Highways and Transportation is requested to;

- a) Note the contents of this report;
- b) Note the specific requirements associated to the funding in terms of timescales, consultation, compliance with LTN 1/20 and reallocation of road space;
- c) Review and approve the proposed list of schemes that form part of the Tranche 2 Active Travel Fund programme for Leeds City Council as described in Appendix A to this report and note that the total cost of the schemes exceeds the available budget;
- d) Give authority to commence engagement, consultation, detailed design, and implementation of the tranche 2 programme as detailed in Appendix A;
- e) Give authority to incur capital expenditure of £2.7m to deliver a package of schemes as detailed in Appendix A, being funded from a new Government grant;

- f) Give authority to request the City Solicitor to advertise any Traffic Regulation Orders (Movement Order, Waiting Restriction Order or Experimental Order) as required to address/ resolve the problems identified for each scheme as detailed in Appendix A, and if no valid objections are received, to make, seal and implement the Orders as advertised;
- g) Give authority to request the City Solicitor to draft and advertise a Notice under the section 90C of the Highways Act 1980 for the implementation of traffic calming features (speed tables and speed cushions) as required;
- h) Give authority to introduce cycle tracks to be 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; and
- i) To receive further reports as may be required to address any objections received to advertised notices or other matters arising from the detailed scheme proposals.

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

1.1 The purpose of the report is to seek approval for the delivery of a programme of works that make up Leeds City Council's Active Travel Fund – Tranche 2 package.

1.2 The report seeks approval to;

- Develop, design, consult and implement this programme
- Incur the necessary expenditure allocated to deliver the Tranche 2 ATF programme
- Enact the statutory requirements for the delivery of the programme

## **2. Background information**

2.1.1 For the majority of 2020 and a large parts of 2021 the UK has been in the midst of a global pandemic that has seen significant changes to the way people travel. Leeds, along with the rest of the England, has understandably seen reductions in traffic volumes and public transport use.

2.1.2 It is uncertain what the long term effects are on transport but it is clear that after several national lockdowns and more people working from home there has been a shift in terms of travel choices and travel behaviours.

2.1.3 One of the by-products of this experience and reduced traffic volumes saw an increase in local journeys, either utility or leisure, being done on foot or by bike.

2.2 On the 23<sup>rd</sup> May 2020 the Secretary of State for Transport announced the Emergency Active Travel Fund (EATF), now known as the Active Travel Fund (ATF) as part of the work to combat the COVID-19 pandemic. This funding has been made available to local authorities so that they can deliver changes to their road network and enable everyday safe walking and cycling.

2.3 Central Government has been clear in recent publications, policy and guidance related to walking and cycling that there is a need for local authorities to reallocate road space to enable safe space for walking and cycling.

2.4 The ATF has been split into two tranches; tranche 1 supports the installation of temporary/trial projects for the COVID-19 pandemic, tranche 2 relates to the creation of permanent infrastructure.

- 2.5 Leeds City Council has delivered the majority of schemes identified in Tranche 1 and have been successful through a bid from the West Yorkshire combined Authority in securing Tranche 2 funding.
- 2.6 In order to satisfy the requirements of the funding agreement, all schemes within this programme need to be committed and have a delivery plan in place by the end of March 2022.

### **3. Main issues**

- 3.1 The report is seeking authority to take forward Leeds City Councils Active Travel Fund – Tranche 2 programme which comprises a range of measures to enable safe walking and cycling. Below is a summary of the types of interventions;
- Active travel neighbourhoods
  - Segregated cycle provision – combination of light and kerbed segregation
  - School Streets
  - Cycle parking (short stay and long stay)
- 3.2 A more detailed list of the individual schemes has been provided in appendix A. The total value of the schemes currently exceeds the available budget as a result of carry over schemes from Tranche 1, monitoring and evaluation requirements that were introduced after the bid was submitted and to allow maximum flexibility in case any unforeseen issues arise. Work will be undertaken to prioritise the schemes.

#### **Reallocation of Road Space**

- 3.3 Central government “expects local authorities to make significant changes to their road layouts to give more space to cyclists and pedestrians. Such changes will help embed altered behaviours and demonstrate the positive effects of active travel”. The Department for Transport document states ‘If it is necessary to reallocate road space from parking or motoring to achieve this, it should be done.’ This principle and need for schemes to be designed in accordance with LTN1/20 needs to be approved from the start so that it can be incorporated and embedded within the design process.
- 3.4 It is fair to say that for some of the schemes within the package present clear challenges due to the site constraints and need to prioritise specific modes in order to provide LTN1/20 compliant schemes. The pandemic has also impacted on traffic flows and transport patterns. The combination of these difficulties has meant there has been limited data gathering and design assumptions in the initial development stages. Officers intend to continue to develop designs and identify issues, impacts and trade-offs as early as possible along with evidence to help with future decision making.

#### **Consultation & Engagement**

- 3.5 Within the funding agreement it stipulates - The Partner shall consult with bus operators, hauliers, Royal Mail, MPs, Local Ward Councillors, Emergency Services and local groups representing disabled people as appropriate, and shall demonstrate such consultation to the Combined Authority’s satisfaction before construction of schemes within the Project can commence.
- 3.6 There is a clear focus and emphasis within Tranche 2 for upfront engagement with communities/stakeholders and the need to evidence this. Leeds City Council value the input and feedback from any local community where changes are being

promoted and try to do everything possible to undertake meaningful engagement that will help steer and improve a scheme. This is particularly important when developing the Active Travel Neighbourhoods to ensure that there is community involvement and co-design.

- 3.7 To help with the community engagement regarding Active Travel Neighbourhoods, Leeds City Council will look to utilise the specialist services of Leeds Involving People. This approach has been hugely successful in other schemes, particularly in terms of having meaningful conversations with hard to reach groups affected by schemes.

### **Governance**

- 3.8 The progress of the overall programme and each individual schemes will be reported to the Cycle Superhighway Delivery Board and monitored by the Chief Officer (Highways and Transportation) and Heads of Service through this mechanism. This process covers scheme design, consultation, statutory process and project delivery. Any unresolved scheme related issues, particularly around reallocation of road space and potential impacts on the network will be reported to Highways Board.

## **4. Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 At this stage the detail and prioritisation has been assembled with input from the relevant officers from the Highway and Transportation service disciplines, but as the works programme develops, consultation on individual projects will be carried out as appropriate.
- 4.1.2 The Executive Member for Climate Change, Transport and Sustainable Development and member for Active Travel have been consulted on the ATF and proposed programme detailed herein.
- 4.1.3 Ward Members affected by the packages were notified of the schemes being considered when the bid was submitted.
- 4.1.4 Subject to approval of the programme each individual scheme will be subject to full consultation with Ward Members, Parish/Town Councils, local residents and businesses as appropriate prior to final detailed scheme being progressed. This will include any relevant statutory process, such as for Traffic Regulation Orders, where any objections received will be formally reported to the Chief Officer (Highways and Transportation).
- 4.1.5 Engagement with members of the public has already begun. Leeds City Council set up a Commonplace platform that invited comment to help identify areas of concern/locations that could be improved. This platform has since been updated to show what changes are being proposed in response to COVID-19 and our ambition. As and when more specific scheme details become available they will be made available to members of the public for further comment and feedback.
- 4.1.6 Safety Audits will be conducted where appropriate and where any road safety concerns are identified and which cannot be resolved to a satisfactory outcome prior to the commencement on site, these will be submitted to mini-SMT to review.

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

- 4.2.1 This report outlines how funding allocated as part of the Active Travel Fund will help deliver the wider objectives of the Transport Strategy. This Report requests approval in principle for the Programme and to develop the projects within it.
- 4.2.2 An Equality, Diversity, Cohesion and Integration (EDCI) Screening has been completed for cycle infrastructure (Appendix C) and an individual EDCI screening undertaken for Active Travel Neighbourhoods (Appendix D).

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

- 4.3.1 The Best Council Plan 2019/20 - 2020/21 outlines Leeds City Council's positive and distinctive vision for the future of the city that is inclusive and healthy. This package of measures will extend the provision of walking and cycling facilities and help to deliver the Best Council Plan Priorities as detailed below.
- 4.3.2 By minimising the negative effects of traffic the scheme will support Health and Wellbeing, Child Friendly City and Age Friendly Leeds by extending opportunities for healthy and physically active lifestyles, enhancing the city for future generations, alongside supporting independence and increasing safety of vulnerable road users.
- 4.3.3 By piloting the delivery of active travel neighbourhoods and lightly segregated cycle facilities the scheme will help deliver parts of the aspirational cycle network for the district, within the *Cycling Starts Here* Strategy and help achieve the strategy's main objective of "More People Cycling More Often".
- 4.3.4 This programme also aligns itself to the Interim Leeds Transport Strategy (December 2016) and Draft Transport Strategy in helping to develop quality environments for walking and cycling, and providing transport infrastructure which links areas of social deprivation to jobs and opportunities of a prosperous city centre.
- 4.3.5 The scheme also reflects the aims of regional and national strategies. The West Yorkshire Transport Strategy seeks to increase active travel and improve the transport network for vulnerable road users.
- 4.3.6 In 2017 the Government published its first *Cycling and Walking Investment Strategy* (The Strategy). The Strategy sets out the Government's ambition to make walking and cycling the natural choices for shorter journeys or as part of a longer journey. The Strategy supports the transformation of local areas: change which will tackle congestion, change which will extend opportunity to improve physical and mental health, and change which will support local economies. The Strategy's objectives, by 2020, are to:
- increase cycling activity, where cycling activity is measured as the estimated total number of cycle stages made
  - increase walking activity, where walking activity is measured as the total number of walking stages per person
  - reduce the rate of cyclists killed or seriously injured on England's roads, measured as the number of fatalities and serious injuries per billion miles cycled

- increase the percentage of children aged 5 to 10 that usually walk to school

### Climate Emergency

4.3.7 The focus of this programme is to support and grow everyday walking and cycling journeys within the city. The proposed changes to the road environment will remove barriers to the sustainable travel modes, provide additional protection and safer spaces and in turn increase the likelihood of sustainable travels choices, reduce the reliance on the private car and reduce vehicle emissions.

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

4.4.1 The funding assigned to the programme 2 is shown below;

<b>Source</b>	<b>Total</b>	<b>Capital</b>	<b>Revenue</b>
<b>Active Travel Fund – Tranche 2</b>	£3,025,500	£2,700,678	£324,822
<b>S106 Contributions</b>	£400,000	£400,000	£0
<b>LTP</b>	£100,000	£100,000	£0
<b>Total</b>	<b>£3,525,500</b>	<b>£3,200,678</b>	<b>£324,822</b>

4.4.2 A resource shortfall has been identified during the development of the package. It is felt that additional external resource to produce the detailed design of the Active Travel Neighbourhoods will be required. It is expected at this stage that this resource will be secured using the existing Consultants Framework contract.

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

4.5.1 There are no significant legal implications arising from the proposed work forming the programme. All work will lie within the framework of highways legislation and national and local standards for design where applicable. All other relevant legislation will also be taken into consideration, including environmental legislation, and the duties under the Equalities Act.

4.5.2 LCC Legal Officers have reviewed the content of the Funding Agreement and are happy with the content.

4.5.3 This report relates to a Key Decision and therefore will be eligible for Call-In.

## **4.6 Risk management**

4.6.1 The schemes in the planned programme serve to make progress towards a sustainable low carbon transport system which will better serve the people and economy of Leeds. If the programme is not implemented, development of the local transport network will be prejudiced and the benefits will be reduced.

4.6.2 Inevitably given the consultation process and the complexities of working on the highway some schemes will suffer delay. It is proposed to have the capacity to accelerate some schemes should other schemes experience difficulty. Any changes will be reported through the Cycle Superhighway Delivery Board.

4.6.3 Lots of lessons have been learnt both locally and nationally around the delivery and implementation of Active Travel Neighbourhoods. It is fair to acknowledge that depending on the treatment and level engagement and consultation this type of scheme can polarise opinion and create backlash. Clearly, it is not possible that

every scheme will reach or guarantee consensus from stakeholders but rest assured they will be developed following a comprehensive engagement and consultation process that seeks out and listens to local views that are representative of the community.

- 4.6.4 Resources – There is a significant risk that the availability of resources may impact on programme delivery. Leeds City Council have existing capital programmes that they are committed to delivering and there is the added threat that teams may be at reduced capacity due to the pandemic. A fortnightly task group has been set up to work through issues and identify resource demands and where required external resources will be brought in as and when required.
- 4.6.5 The resources issue is also applicable to the installation of schemes. Officers are working with multiple contractors and the Highways Depots to minimise the risk of limited resource availability and the impact this might have on existing workloads.
- 4.6.6 Reallocation of road space – In order to provide quality and safe pedestrian and cycle infrastructure it will require space that has previously been afforded to the motor vehicle to be reassigned to sustainable travel modes. It is a requirement of the funding that the scheme proposals meet the design standards within LTN 1/20 and this will require decision makers to prioritise active travel. If this isn't done there is a risk that schemes will have little impact, significantly reduced quality, adherence to current guidance and possible funding clawback.

## **5. Conclusions**

- 5.1 Leeds City Council have been awarded an additional £3,025,500 Government grant funding and secured an additional £500k match funding to introduce active travel measures that respond to the transport and public health challenges being experienced during the COVID-19 pandemic.
- 5.2 This report seeks approval for the programme in principle and to spend the grant funding on schemes that aim to support safe every day walking and cycling within the city.

## **6. Recommendations**

- 6.1 The Chief Officer, Highways and Transportation is requested to;
  - a) Note the contents of this report;
  - b) Note the specific requirements associated to the funding in terms of timescales, consultation, compliance with LTN 1/20 and reallocation of road space;
  - c) Review and approve the proposed list of schemes that form part of the Tranche 2 Active Travel Fund programme for Leeds City Council as described in Appendix A to this report and note that the total cost of the schemes exceeds the budget;
  - d) Give authority to commence engagement, consultation, detailed design, and implementation of the tranche 2 programme as detailed in Appendix A;
  - e) Give authority to incur capital expenditure of £2.7m to deliver a package of schemes as detailed in Appendix A, being funded from a new Government grant;
  - f) Give authority to request the City Solicitor to advertise any Traffic Regulation Orders (Movement Order, Waiting Restriction Order or Experimental Order) as required to address/ resolve the problems identified for each scheme as detailed in



Appendix A, and if no valid objections are received, to make, seal and implement the Orders as advertised;

- g) Give authority to request the City Solicitor to draft and advertise a Notice under the section 90C of the Highways Act 1980 for the implementation of traffic calming features (speed tables and speed cushions) as required;
- h) Give authority to introduce cycle tracks to be 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; and
- i) To receive further reports as may be required to address any objections received to advertised notices or other matters arising from the detailed scheme proposals.

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

7.1 None

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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.

## Appendix A

PACKAGE	DESCRIPTION	REALLOCATION OF ROAD SPACE	Risk associated to road space reallocation
<b>Tranche 1 Carry Over</b>			
<b>A660 - Phase 3</b>	Light segregated cycle provision between Shaw Lane junction to Lawnswood Roundabout (primarily outbound)	<ul style="list-style-type: none"> <li>Reduced central hatching and right turn pockets</li> </ul>	<ul style="list-style-type: none"> <li>N/A due to wide carriageway widths</li> </ul>
<b>Beeston ATN</b>	Develop a permanent ATN within the area bound by Beeston Road, Old Lane, Dewsbury Road and Cross Flatts Park	N/A	N/A
<b>Chapelton ATN</b>	Continue to develop and review existing trial	N/A	N/A
<b>Hyde Park ATN</b>	Continue to develop and review existing trial	N/A	N/A
<b>Tranche 1 Enhancements</b>			
<b>School Street Permanent</b>	Review existing school streets with a view to make these permanent changes	N/A	N/A
<b>Shaw Lane Junction</b>	Junction improvements to provide better provision for pedestrians and cyclists	<ul style="list-style-type: none"> <li>Inbound reduce to single straight ahead lane with hold the left arrangements</li> <li>Pre signals provided at the end of the bus lane</li> <li>Right turn into St Anne's Road prohibited</li> </ul>	<ul style="list-style-type: none"> <li>Potential for displaced traffic within residential area due to loss of right turn on St Anne's Road. Surveys confirm this the number of existing right turns are small, however, mitigation can be explored.</li> </ul>
<b>Kirkstall Road Amendments</b>	Widen the existing light segregated cycle provision to improve accessibility and maintenance of cycle route and extend scheme to Kirkstall Abbey	<ul style="list-style-type: none"> <li>Reduction/loss of central hatching and right turn pockets</li> </ul>	<ul style="list-style-type: none"> <li>Delays to buses and general traffic. There is some uncertainty in terms cumulative impact loss of right turn pockets will have.</li> </ul>
<b>North Eastern Package</b>			
<b>Harrogate Road cycle route</b>	Light segregated cycle provision between Harehills Lane and Street Lane	<ul style="list-style-type: none"> <li>Loss of on-street parking provision – particularly within Chapel Allerton centre</li> <li>Reduction/loss of central hatching and right turn pockets</li> </ul>	<ul style="list-style-type: none"> <li>Lack of support for the scheme due to loss of parking.</li> <li>Delays to buses and general traffic. There is some uncertainty in terms cumulative impact loss of right turn pockets will have.</li> </ul>

<b>Chapel Allerton ATN</b>	Boundary to be defined following engagement		N/A	N/A
<b>Western Package</b>				
<b>Sweet Street cycle route</b>	Light segregated cycle provision from Whitehall Road to Neville Street using Sweet Street	<ul style="list-style-type: none"> <li>• Creation of one-way streets</li> <li>• Loss of on-street parking</li> </ul>		N/A
<b>Wyther Lane Bridge</b>	Signalise the priority giveaway across the bridge and provide a widened footway for pedestrians	<ul style="list-style-type: none"> <li>• Widened footway thus reducing carriageway width</li> </ul>		N/A
<b>Armley &amp; Wortley ATN</b>	Boundary to be defined following engagement		N/A	N/A
<b>Eastern Package</b>				
<b>East End Park/ Richmond Hill ATN</b>	Boundary to be defined following engagement		N/A	N/A
<b>Southern Package</b>				
<b>Balm Road cycle route</b>	Light segregated cycle provision from the end of Belle Isle Road along Balm Road and Church Street	<ul style="list-style-type: none"> <li>• Reduction/loss of central hatching and right turn pockets</li> </ul>		N/A due to wide carriageway widths
<b>Middleton ATN</b>	Boundary to be defined following engagement		N/A	N/A
<b>Satellite Town Package</b>				
<b>Otley - Manor Park</b>	Off highway cycle provision through Manor Park		N/A	N/A due to this being an off highway route
<b>CityConnect Package</b>				
<b>Rodley to Horsforth Cycle Route</b>			N/A	N/A – cycle track to be provided within existing verge
<b>Please note – this scheme is subject to Levelling Up Fund Bid</b>	Segregated cycle provision within exiting verge on the Outer Ring Road			
<b>Elland Road Extension</b>	Segregated cycle provision extend the City Connect scheme along Elland Road and across the Outer Ring Road	<ul style="list-style-type: none"> <li>• Loss of central hatching and right turn pockets</li> <li>• Conversion of southbound nearside lane between Elland Road and Cottingley Drive to bi-directional cycle track</li> </ul>		<ul style="list-style-type: none"> <li>• Delays to buses and general traffic and queues on the Ring Road. There is some uncertainty in terms cumulative impact loss of right turn pockets will have. Surveys have been requested so that</li> </ul>

the changes can be modelled/assessed.

<b>Monitoring &amp; Evaluation</b>			
<b>ATNs</b>	Combination of opinion & mode shift surveys along with traffic counts (before & after)	N/A	N/A
<b>Cycle routes</b>	Cycle usage counts (before & after)	N/A	N/A
<b>ITB Package</b>			
<b>E-scooter Trial</b>	Under review	N/A	N/A
<b>Cycle Hub</b>	Provision of a cycle parking hub with Leeds	N/A	N/A
<b>Cycle Parking</b>	Various types of cycle parking provision both off and on highway	N/A	N/A

## **Appendix B – Package descriptions from Tranche 2 bid**

### **ACTIVE TRAVEL NEIGHBOURHOODS LINKING TO NEW CYCLE ROUTES**

Creating an “active travel neighbourhood” in North East Leeds (Chapel Allerton), involving segregated cycle lanes on busier roads and local improvements and some roads closed to motor traffic within the neighbourhood. These measures will help enable more people to make local journeys on foot and by bike, to shops, health services and workplaces in the area, as well reach cycle routes on main roads into the city centre which will be delivered through current investment programmes.

Creating an “active travel neighbourhood” in West Leeds (Armley, Wortley), involving segregated cycle lanes on busier roads and local improvements and some roads closed to motor traffic within the neighbourhood. These measures will help enable more people to make local journeys on foot and by bike, to shops, health services and workplaces in the area, as well reach cycle routes on main roads into the city centre which will be delivered through current investment programmes, including improvements to Armley Gyratory.

Creating an “active travel neighbourhood” in South Leeds (Middleton), and local improvements and some roads closed to motor traffic within Middleton, involving road space reallocation to create protected space for cycling on a busy main road connecting Middleton to Hunslet and the city centre. These measures will help enable more people to make local journeys on foot and by bike, to shops, health services and workplaces in the area and in Hunslet, as well connecting to cycle routes on main roads into the city centre which will be delivered through the Connecting Leeds programme.

Creating an “active travel neighbourhood” in the East Leeds (East End Park) with measures will help enable more people to make local journeys on foot and by bike, to shops, health services and workplaces in the area, and connect to the existing Cycle Superhighway route into the city centre.

Upgrades and making permanent selected Tranche 1 schemes including school streets, Active travel neighbourhoods in Beeston, Hyde Park and Chapeltown.

### **CYCLE PARKING/STORAGE**

Cycle parking and hub package continuing the established pop up cycle hub set up through tranche 1 to Autumn 2020, and responding to demands for cycle parking at local schools & major employers, particularly where these are located close to enhanced or existing high quality cycle routes with connections from surrounding communities.

### **CYCLE ROUTE IMPROVEMENTS (INCLUDING SEGREGATED CYCLE PROVISION AND JUNCTION IMPROVEMENTS)**

Extending the successful CityConnect cycle routes in Leeds to provide more people with access to high quality cycle facilities and expand the current network of protected cycle routes. This will see the creation of safe cycle provision along the Outer Ring Road in the north west

and south west of the city, providing connections between communities around the ring road and connecting to the existing Leeds-Bradford Cycle Superhighway, and the Elland Road route currently under construction

New cycle routes in Otley and Garforth, created by reallocating road space in towns where there is a high potential for cycling, but which are dominated by car traffic.

### **MONITORING AND EVALUATION**

Monitoring and Evaluation package to enable all partners to monitor the impacts of schemes in the programme

## Appendix C

# Equality, Diversity, Cohesion and Integration (EDCI) impact assessment



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. In all appropriate instances we will need to carry out an equality, diversity, cohesion and integration impact assessment.

This form:

- can be used to prompt discussion when carrying out your impact assessment
- should be completed either during the assessment process or following completion of the assessment
- should include a brief explanation where a section is not applicable

<b>Directorate: City Development</b>	<b>Service area: Highways and Transportation</b>
<b>Lead person: Kasia Speakman</b>	<b>Contact number:</b>
<b>Date of the equality, diversity, cohesion and integration impact assessment: May 2021</b>	

<b>1. Title: Cycling infrastructure</b>
Is this a: <input type="checkbox"/> <b>Strategy / Policy</b> <input checked="" type="checkbox"/> <b>Service / Function</b> <input type="checkbox"/> <b>Other</b>
<b>If other, please specify</b>

## 2. Members of the assessment team:

<b>Name</b>	<b>Organisation</b>	<b>Role on assessment team For example, service user, manager of service, specialist</b>
Kasia Speakman	Leeds City Council	Senior Transport Planner
David Ellis	Leeds City Council	
Vicki Franks	Leeds City Council	

**3. Summary of strategy, policy, service or function that was assessed:**

Promotion of cycling has been an ongoing practice that started in the early 1990s as a way of encouraging equality, diversity, cohesion and integration. It was aimed at redressing a long-term imbalance that existed between the needs of motorists and non-motorised highway users that particularly disadvantaged young, older and economically disadvantaged people, as well as some people with disabilities whose access to transport and the ability to use the highway was compromised by the fact they could not drive a car.

The initial consideration of these issues was undertaken in the early 1990s, and was based on the study of governmental and non-governmental reports and guidance and through recognition of local and national public demand found in meetings and surveys.

In 2017, following extensive public consultations, Leeds City Council published its current cycling strategy. *Cycling Starts Here* objective is to inspire more people to cycle more often, aiming for greater equality and diversity: be inclusive of all groups, individuals and communities, and promote participation across all groups.

The Strategy envisages an increase in the network of cycle routes, completing the Leeds Cycle Network, incorporating the six planned Superhighways and including Leeds Orbital Route. It is the provision of cycling infrastructure that is being assessed here.

There was broad support for making Leeds City Centre more cycle friendly and for enabling journeys by bike between neighbourhoods expressed in the Leeds Transport Conversation in 2016.

Since the last EDCI was prepared in 2018, there has been a step change in the level of provision of cycling infrastructure and the provision of segregated cycling infrastructure is becoming more widespread. In 2020 the DfT released new guidance on the provision of cycling infrastructure which includes the provision of segregated cycle tracks and junction infrastructure.

**4. Scope of the equality, diversity, cohesion and integration impact assessment**  
(complete - 4a. if you are assessing a strategy, policy or plan and 4b. if you are assessing a service, function or event)

**4a. Strategy, policy or plan**

(please tick the appropriate box below)

The vision and themes, objectives or outcomes	<input type="checkbox"/>
The vision and themes, objectives or outcomes and the supporting guidance	<input type="checkbox"/>

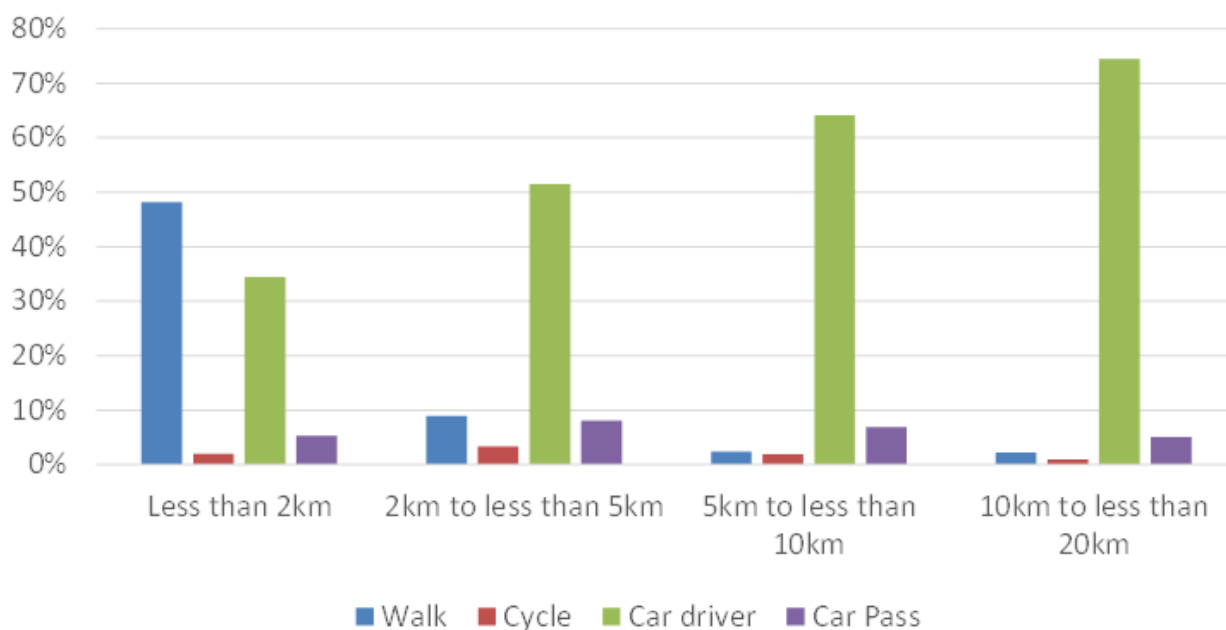


A specific section within the strategy, policy or plan	<input type="checkbox"/>
<b>Please provide detail:</b>	

<b>4b. Service, function, event</b> please tick the appropriate box below	
The whole service (including service provision and employment)	<input type="checkbox"/>
A specific part of the service (including service provision or employment or a specific section of the service)	<input checked="" type="checkbox"/>
Procuring of a service (by contract or grant)	<input type="checkbox"/>
<b>Please provide detail:</b>	
Highways and Transportation service that is involved in providing new highway infrastructure, or altering existing infrastructure.	

<p><b>5. Fact finding – what do we already know</b></p> <p>Make a note here of all information you will be using to carry out this assessment. This could include: previous consultation, involvement, research, results from perception surveys, equality monitoring and customer/ staff feedback.</p> <p>(priority should be given to equality, diversity, cohesion and integration related information)</p> <p>Potential impacts, both positive and negative, have been considered with the use of existing sources on information. This included published research, reports and examples of Best Practice, including: Cycling and Older People City BooM report, 'Making walking and cycling normal: key findings from the understanding walking and cycling' research project, 'Assessing Cycling Environments: Level of Service vs. Cyclist Perception Surveys', 'Shared Use Routes for Pedestrians and Cyclists: LTN 1/12; LTN 1/20, the results of the Leeds Transport Conversation involving 8000 respondents, responses received to consultations on the provision of cycling infrastructure in Leeds, <i>Inclusive Mobility</i>, RNIB Policy position statement on Cycling and Cycleways, <i>Wheels for Wellbeing Guide to Inclusive Cycling 2020</i>, experience of delivering the different types of cycling infrastructure, including the involvement of access groups and in-house expertise of working in the field of access and mobility.</p>
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## Commuting Mode Share, Leeds residents 2011



Research by Cardiff University indicates that around 40 % of shorter car journeys (under 3 miles, or 5kms) could be feasibly replaced by walking and cycling Both age and disability link with perceptions of the ease of undertaking short car journeys using alternative modes of transport – with those with limiting disabilities aged 50 and over being the least likely to think it would be easy to do this when walking and cycling are the alternatives specified.

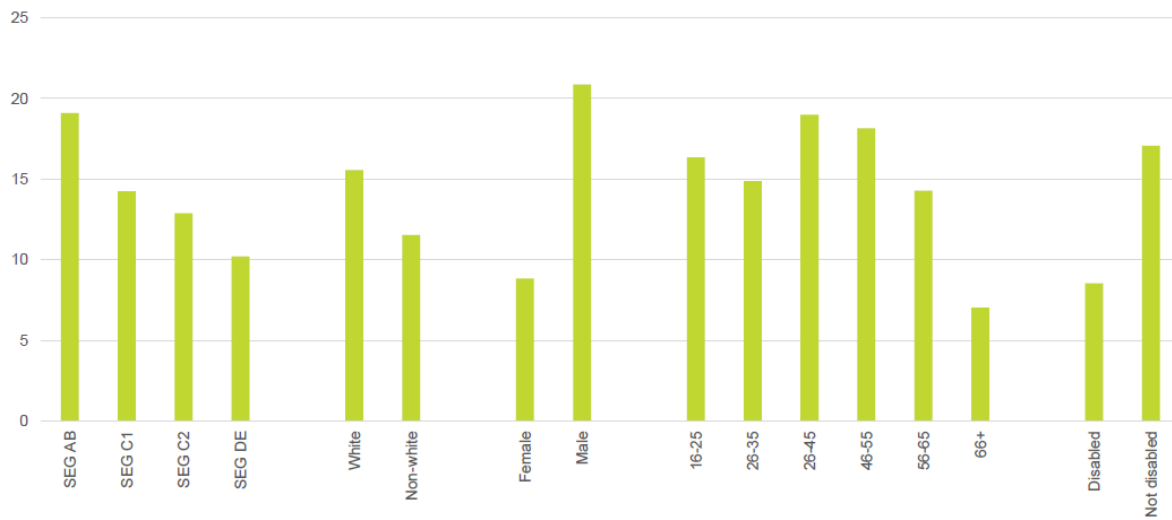
Among people with a limiting disability, those aged 50 and over (60%) are more than twice as likely than those aged under 50 (27%) to say they could not replace short car journeys with walking. This is a much larger gap than that seen between the age groups and categories of disability. A similar pattern can be seen for cycling. (*Disabled People's Travel Behaviour*). Research by Transport for London (which was quoted by the charity Wheels for Wellbeing in its publication "A Guide to Inclusive Cycling") found that 12% of disabled people cycle, compared with the equivalent figure of 17% for non-disabled people. According to a Wheels for Wellbeing survey carried out in 2018, which involved a sample of 200 disabled cyclists, the majority cycled at least once a week, most owned a two-wheeled cycle and approximately 65% used their cycle as a mobility aid.

Disabled people are twice as likely as non-Disabled people to be physically inactive, resulting in shorter average life expectancies. Disabled people tend to be more reliant for day-to-day travel on driving or being driven, either by door-to-door services, such as community transport services, or by taxis and private car hire. Disabled people are much more likely to be socially isolated and have smaller support networks than non-Disabled people. The Wheels for Wellbeing report concludes that 'Inactivity and social exclusion are harming Disabled people's physical and mental health, which in turn puts added pressure on the National Health Service (NHS).

Current levels of cycling in Leeds are low on the city scale; at 3% for cycling generally, and 4% of urban journeys to work. There tends to be age, gender and race bias in that women, older people, children and minority ethnic groups are underrepresented, especially among cycle commuters. However, such imbalance does not exist in countries with well-developed cycling infrastructure.

## Bike Life (12 cities, towns and city regions)

% of people of different demographic groups who cycle at least once a week



Traffic safety concerns have been identified as a major constraint on cycling in countries with low rates of cycling, high rates of car use, and large gender differences in cycling (Garrard et al., 2006; Goldsmith, 1992). These concerns appear to have a differential impact on women, perhaps because they are more risk averse than men (Byrnes et al., 1999). Women also report more near misses than men. Perceptions of whether cycling is safe are most negative in the most deprived areas which also tend to have more and faster traffic. Fear of harassment is also a significant barrier and higher levels of harassment exist, especially in relation to ethnicity, gender and disability. An academic article on Transport Psychology and Behaviour published in April 2019 indicated that 'over 50% of people who do not cycle regularly see cyclists as sub-human and feel justified in displaying aggressive behaviour towards them'. Inaccessible cycle infrastructure was cited as the biggest barrier to cycling for disabled people who do use bicycles.

**Are there any gaps in equality and diversity information**  
Please provide detail:

**Action required:**

**6. Wider involvement – have you involved groups of people who are most likely to be affected or interested**

Yes

No

Please provide detail:

<b>Action required:</b>

<b>7. Who may be affected by this activity?</b> please tick all relevant and significant equality characteristics, stakeholders and barriers that apply to your strategy, policy, service or function		
<b>Equality characteristics</b>		
<input checked="" type="checkbox"/>	<b>Age</b>	<input checked="" type="checkbox"/>
<input type="checkbox"/>	<b>Gender reassignment</b>	<input checked="" type="checkbox"/>
<input checked="" type="checkbox"/>	<b>Sex (male or female)</b>	<input type="checkbox"/>
<input type="checkbox"/>	<b>Other</b>	
<input checked="" type="checkbox"/>	<b>Carers</b>	<input checked="" type="checkbox"/>
<input type="checkbox"/>	<b>Race</b>	<input type="checkbox"/>
<input type="checkbox"/>	<b>Sexual orientation</b>	
		<input checked="" type="checkbox"/>
		<b>Disability</b>
		<input type="checkbox"/>
		<b>Religion or Belief</b>
<b>(Other can include – marriage and civil partnership, pregnancy and maternity, and those areas that impact on or relate to equality: tackling poverty and improving health and well-being)</b> <b>Please specify:</b>		
<b>Stakeholders</b>		
<input checked="" type="checkbox"/>	<b>Services users</b>	<input type="checkbox"/>
<input checked="" type="checkbox"/>	<b>Partners</b>	<input checked="" type="checkbox"/>
<input type="checkbox"/>	<b>Other please specify</b>	
<input type="checkbox"/>	<b>Employees</b>	<input type="checkbox"/>
<input type="checkbox"/>	<b>Members</b>	<input checked="" type="checkbox"/>
		<input type="checkbox"/>
		<b>Trade Unions</b>
		<b>Suppliers</b>
<b>Potential barriers</b>		
<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>

services	Built environment	Location of premises and
<input type="checkbox"/>	<b>Information and communication</b>	<input type="checkbox"/> <b>Customer care</b>
<input type="checkbox"/>	<b>Timing</b>	<input type="checkbox"/> <b>Stereotypes and assumptions</b>
<input type="checkbox"/>	<b>Cost</b>	<input type="checkbox"/> <b>Consultation and involvement</b>
<input type="checkbox"/>	<b>Financial exclusion</b>	<input type="checkbox"/> <b>Employment and training</b>
<input type="checkbox"/>	<b>specific barriers to the strategy, policy, services or function</b>	
<b>Please specify</b>		

**8. Positive and negative impact**  
 Think about what you are assessing (scope), the fact finding information, the potential positive and negative impact on equality characteristics, stakeholders and the effect of the barriers

**8a. Positive impact:**

Children:

That 'Children can travel around the city safely and independently' was the first of the children's 12 wishes on how to make Leeds a Child Friendly City. Children are not able to drive and therefore their transport choices for independent travel are limited. Improvements to cycling facilities ranked as the third most cited priority amongst young people (18%) in the recent Leeds Transport Conversation. Providing safe and convenient cycling infrastructure will have a positive effect on children and young people in terms of road safety, independence and health.

Cyclists account for 14% of child casualties and safe cycling infrastructure (designed for ages 8-80), especially where it enables access to school or to existing/ proposed cycle hubs and tracks, is likely to play a role in improving safety of child cyclists. Enabling people of all ages to undertake more journeys by bicycle would contribute to modal shift, especially for shorter, more local journeys and therefore has potential to improve air quality, which affects especially children but also older people.

Provision of a coherent and cohesive cycle network, including segregated cycle infrastructure and safe provision at junctions, would make cycling a realistic option to older children and young people, and to families. This, in turn, is likely to produce other

beneficial outcomes – improved social interaction, improved cardio-vascular health and fitness, lower incidence of obesity.

Recent research suggests that children in rear seats of vehicles have greater exposure to air pollution than those walking or cycling along a busy corridor. Research by Cardiff University indicates that around 40 % of shorter car journeys (under 3 miles, or 5kms) could be feasibly replaced by walking and cycling, with associated reduction in air pollution.

Provision of segregated cycling infrastructure has also got the potential to move pedestrians away from busy traffic and reduce exposure to pollutants, which would benefit children's health in particular as their lungs are in development stage.

This likely to have additional benefits for children's health, in particular reducing incidence of asthma.

Success measures include:

Increased number of children cycling to school, increased take-up Bikeability places in schools and increased number of schools with good quality cycle storage as well as reductions in injuries.

### Older People

Levels of participation in cycling start to decline for age groups above 44, and particularly above 65. However, participation amongst older age groups is still higher in cycling than it is for many other sports. Cycling in older age has particular health benefits including, particularly, retention of lower body strength and mobility and can enable journeys that are no longer feasible on foot. The growth in the popularity of e-bikes has enabled many older people to continue cycling or, in some cases, to take up cycling where support programmes are in place. However, older people face barriers to cycling beyond that of the strength and energy required for the activity.

Older people who wish to cycle benefit especially from dedicated cycling infrastructure, particularly traffic free or segregated routes. The fear of injury and concerns about safety are cited as the reasons preventing the majority of older people from contemplating cycling and the health consequences of a collision or fall are likely to be more severe. Age can result in reduced neck mobility which can make it difficult for older people to look over their shoulder, especially when turning right at a junction, and slower cycling speed impacts on the ability to clear the junction ahead of traffic. Older people deploy various coping strategies, including using the footway, which can then put them in conflict with other users. Dedicated infrastructure, including for example two stage right turns, will therefore have positive impact on older people – currently only 22% of over 60s nationally declare they are confident cycling on roads (as compared to over 40% of younger people) but 42% of older people indicated they would cycle more if there were more dedicated cycle paths (*Cycle Boom*). Provision of segregated cycle tracks would enable older cyclists to use main road corridors, minimising detours, turns and hills. It will also make cycling safer for older people – the number of cyclists aged 60+ injured in RTCs in 2016 was double that of the 5 year average on the previous 5 year period.

The Cycle Boom study highlighted both benefits of cycling to older people and specific barriers for older cyclists. The latter included reduced ability to look behind which

impacted on the ability to use busy roads and negotiate junctions. The ability to mount and dismount, negotiate space around pedestrians, dogs and obstacles is also diminished, especially when coupled with the loss of momentum on uphill sections.

With the advent and the subsequent reduction in cost of electric bikes these are becoming an increasingly attractive proposition for older people, especially those that have been cycling before. Thus the provision of safe, coherent segregated cycle facilities is likely to benefit those older people. It is also likely that cycle tracks will be of benefit to mobility scooter users whilst reducing potential conflicts with pedestrians.

Additionally, older people in particular are uncomfortable sharing facilities with cyclists when walking (reduced awareness of cyclists approaching from behind, reduced ability to move out of the way) – currently for any but the most experienced cyclist riding on the footway may be the only viable option. The provision of segregated cycle infrastructure is therefore likely to have beneficial impact on older people and where this has been provided, incidence of cycling on pavements have more than halved. Controlled crossings, often installed as part of cycling schemes, are also particularly appreciated by older people who may have concerns over their ability to cross the carriageway and effectively exploit any gaps in traffic.

The Leeds Transport Conversation has shown that travel within the neighbourhood and between adjacent neighbourhoods is especially important to older people. This is where bus services are often poor, with limited timetables and frequency and where cycling could help overcome the issue of distance.

### Disabled people

Due to inclusive bike design cycling is an activity open to people with disabilities but this group, like children, rely on the provision of safe and adequate cycling facilities. The provision of a safe, segregated facility is thus likely to benefit disabled people in two ways – by keeping cyclists away from the footway and by enabling those wishing to cycle to do so safely and comfortably. Having the continuity in the type of provision for cyclists would also make their movements and position within the street environment more predictable to blind and partially sighted people. Inaccessible cycle infrastructure was cited as the biggest barrier to cycling by disabled cyclists (Wheels for Wellbeing 2019 survey).

Thanks to adapted bikes, cycling as an activity is open to people with a range of disabilities, and is actively promoted in Leeds through Wheels for All programme. Safe and traffic free routes have a role to play in enabling people with disabilities to cycle and be active. This is especially important for deaf people who are unable to hear traffic behind them and some cyclists with a mobility impairment who may be less able to balance, stop/start or mount and dismount. Blind and partially sighted people are able to and do use tandems with a sighted companion but do need safe routes in order to enjoy cycling.

64% of disabled cyclists find cycling easier than walking, with the same proportion using their cycle as a mobility aid. Often this is because cycling is non-weight bearing, reduces pressure on the joints, aids balance and relieves breathing difficulties. For anyone with impaired mobility, cycling can also save significant energy and time.

Many disabled cyclists use their two wheel cycle as a mobility aid and yet this is unbeknown to the public, as well as most policymakers and politicians. It is also a concept little understood by local authorities, transport professionals and the police, which causes problems for disabled cyclists who may have no option but to cycle on footways, through 'cyclists dismount' zones or in pedestrianised areas. The provision of inclusively designed cycle infrastructure, without the need to dismount and push, will help this user group avoid conflict with other highway users or enforcement agencies.

Multi-user, off road routes can also cater for the needs of disabled users, especially those using motorised wheelchairs or mobility scooters and open up leisure and travel opportunities to them, if these are surfaced and reasonably level. Segregated cycle tracks of adequate width would enable the use of adapted bikes, and can make cycling an inclusive activity for disabled people, including as part of a mixed user group.

Provision of crossing measures associated with cycling infrastructure is also likely to benefit people with disabilities. Blind people in particular stand to benefit from signal controlled crossings, especially where they have a separate facility for cyclists.

Advanced signals for cyclists are more inclusive than advanced stop lines (ASLs) as disabled or older cyclists may need additional time to set off at a junction and clear it ahead of traffic, especially on a gradient.

Any modal shift away from private cars facilitated by corresponding growth in cycling is likely to benefit disabled people by reducing unsustainable demand for parking e.g. on footways and across dropped kerbs.

## Women

Women are more likely to depend on alternative modes of transport if they live in single car households, especially if they do not work full time. The feedback received through Leeds Transport Conversation indicates that women tend to rely on bus services more than men; they are also currently less likely to cycle. Studies have also shown that women cyclists, less likely to occupy the primary road position, are more likely to be involved in certain type of collisions, for example with HGVs turning left.

According to the Leeds Transport Conversation women were less likely to feel confident cycling in their local neighbourhood and less likely to rate current cycling infrastructure as good. A recent study has shown that 1 in 10 women cycle, with number of women cycling doubling during the Coronavirus pandemic, when traffic levels were considerably reduced.

Women are also much more likely to have family commitments – having inclusive cycling provision that can be used by families and young children may help unlock this mode for them, for example on a journey to school, or a family day out. Due to the above commitments, women can also be 'time poor' and struggle to devote time to physical activity especially when they are balancing work and childcare commitments. Segregated cycle infrastructure may enable women incorporate cycling into their daily routine, either as a journey to work or part of the school run.

Consistent with gender differences in risk aversion, female commuter cyclists preferred to use routes with maximum separation from motorized traffic. Improved cycling



infrastructure in the form of bicycle paths and lanes that provide a high degree of separation from motor traffic is likely to be important for increasing transportation cycling amongst under-represented population groups such as women. It can also improve their safety, giving female cyclists and potential cyclists an alternative choice to either cycling in traffic or cycling along a potentially dark, secluded 'quietway' such as a former railway line or a route through a park.

### Race

Cycling is the fourth most popular participation sport among ethnic minorities, particularly Chinese and Mixed communities, with the highest participation among young males. Given the overall proportion of the population, participation in cycling is only slightly higher for those from white communities (4.4%) compared with those from black and ethnic minorities (3.2%). Sport England research concludes that there is a significant latent demand for cycling among ethnic minority groups. Though mentioned by fewer BME respondents than others in the Leeds Transport Conversation, improvements to cycling facilities still ranked third overall in suggested top 10 priorities for transport improvements.

Some ethnic minorities, along with women, disabled and older people, are known to have lower levels of overall physical activity. This may influence certain health conditions linked to obesity; also, certain groups within the population may be more predisposed to certain conditions that healthy lifestyle may help prevent, e.g. Type II diabetes in Afro-Caribbean people. Ethnic minorities, especially if they are recent immigrants, may also live in communities with high indices of deprivation – research has shown that those communities suffer disproportionately from negative effects of traffic.

Infrastructure provision has the potential to address some of these inequalities by greater incentives to adopt cycling as a mode of transport.

### **Action required:**

Infrastructure needs to be designed to accommodate adapted bikes, tandems, trikes and cargo bikes in order to be fully inclusive and realise some of the potential benefits for disabled people, older people and women. The use of barriers has to be minimised, and any access controls need to be inclusive and cater for a variety of mobility aids. Develop programmes enabling and promoting cycling for women, BAME, disabled and older people. Support bike hubs and bike libraries. Continue delivering Bikeability in schools. Continue to provide secure cycle parking that caters for adapted cycles and consider its positioning in terms of desire lines, detectable navigation clues and other street furniture.

### **8b. Negative impact:**

#### Age and Disability

Like older people, disabled people, especially blind and partially sighted people and deaf people, have concerns over sharing facilities with cyclists due to reduced ability of detecting cyclists and ability to react.

For the above groups, there is an additional risk from not being able to hear or see cyclists approach and so an increased fear of collision. The statistics show very few

pedestrians are injured by cyclists and the majority of interactions involve an avoiding action or a stop. Nevertheless, just as perceived risk of cycling in traffic and particularly the experience of 'near misses' is putting people off cycling and creates demands for safe, segregated cycle infrastructure, the fear of collision and experience of near misses also affects confidence of disabled people, particularly blind and partially sighted, to leave the house and travel independently, or to make journeys they have been making before.

Certain specific measures, particularly paths shared by pedestrians and cyclists, raise fears of injuries among disabled groups, particularly blind and partially sighted people, deaf people and those with learning difficulties. Blind people may be less likely to use leisure routes such as Greenways, the canal towpath and other off highway routes that are shared and unsegregated. Contraflow cycling facilities on one-way streets can also increase uncertainty for blind and partially sighted people as to when it is safe to cross the carriageway as they would be unable to hear cyclists approaching and may not expect them. Cycleway designs which: create shared use areas or paths where cycles mix with blind and partially sighted pedestrians; which cut across pedestrian walkways without inclusive pedestrian crossing points; or where cycle/pedestrian segregation or right of way are not detectable; all present major barriers to people with sight loss.

Segregated cycle tracks can be an additional barrier in accessing bus stops or pedestrian crossings. Their presence can, at least initially, be confusing for blind and partially sighted people unfamiliar with the location. Shared Toucan crossings with no separate cycle track can lead to conflict with a blind pedestrian crossing, walking to or waiting at the rotating cone.

Although 'straight across' crossings can benefit pedestrians in reducing detours and delays, a longer crossing where pedestrians are expected to cross the carriageway and cycle tracks in a single stage can be daunting for people with a mobility impairment, including older people.

Provision of segregated cycling facilities, given the need for access to crossings and bus stop bypasses can fragment the footway and lead to some complex layouts; this is a particular risk when infrastructure is being retrofitted into existing street layouts.

### Women, carers and children

Facilities that fail to form coherent links of a certain standard can disadvantage women due to the childcare commitments mentioned above as they would not be able to use them when accompanied by children, for example on a journey to school. Facilities that compromise the usability of the footway, for example not leaving enough room to pass a pushchair, walk side by side or provide seating, also disadvantage women and carers as well as disabled people. Bus stop 'islands' that do not provide enough room for waiting passengers can also be problematic for the above groups, due to the risk of a child or a person being looked after, suddenly or inadvertently stepping out into a cycle track.

Segregated facilities located away from the main highway corridor (such as routes through park) create fear of crime that can also disadvantage women and other groups that can be more at risk of being targeted such as ethnic minorities, LGBTQ+ and children. There is a potential to be targeted for the theft of bikes.

### Race

There is a risk that, if cycling is perceived as a 'white, male, middle class' activity, some ethnic minority communities may feel disenfranchised from any programmes aimed at increasing the levels of cycling. Without adequate linkages and community involvement, there may also be a resentment at road space re-prioritisation and expenditure on facilities that are seen to benefit one group of society (white, male, middle class) at the expense of another.

**Action required:**

New standards advocated by LTN 1/20 advocate the provision of formal crossings of cycle tracks in busy areas. Typically, these would be Zebra crossings and there is a risk that blind and partially sighted people may be confused whether a crossing, or a specific type of crossing, applies to the cycle track only or to the whole of the highway. Work with the Police on normalising behaviour around the new crossings and new infrastructure.

Work with operators to include information that a stop is on an 'island' in their audio visual announcement on board.

Continue to investigate technical solutions that would help alert blind and partially sighted people to the presence of cyclists at crossing points (LED stripes with a pressure pad and a 'bleeper' are an emerging option)

The LTN 1/20 also advises minimising the use of shared facilities and the presence of a kerb or other physical boundary as a way of segregating pedestrians and cyclists.

Provision of cycling facilities should not happen at the expense of space required by people walking.

**9. Will this activity promote strong and positive relationships between the groups/communities identified?**



**Yes**



**No**

**Please provide detail:**

Development of cycling infrastructure and appropriate highway conditions leads to better connectivity between communities. There is a potential for improving mobility of women, children, older people and some people with disabilities. However, as outlined above, there is a risk that inappropriately designed or delivered cycling facilities will generate or exacerbate conflicts, for example between cyclists and disabled people.

**Action required:**

Apply LTN 1/20 design standards and continue to engage with equality groups on identifying inclusive design solutions. Campaigns on needs awareness, standards of behaviour and promotion of inclusive cycling (adapted bikes, bike libraries).

**10. Does this activity bring groups/communities into increased contact with each other?** (for example, in schools, neighbourhood, workplace)

**Yes**

**No**

**Please provide detail:**

Development of cycling infrastructure and appropriate highway conditions leads to better connectivity between communities but also to more frequent interactions between cyclists and pedestrians and cyclists and drivers.

**Action required:**

**11. Could this activity be perceived as benefiting one group at the expense of another?** (for example where your activity or decision is aimed at adults could it have an impact on children and young people)

**Yes**

**No**

**Please provide detail:**

There is a risk that provision of cycling facilities can be perceived as benefiting cyclists at the expense of accessibility of pedestrian environment (see above with regards to fragmentation of pedestrian facilities and increased difficulty in locating and using crossings and bus stops). There is a risk that inner city communities where cycling levels are low will see the road space re-allocation to cyclists as something they don't necessarily benefit from, and feel disadvantaged by, for example, loss of capacity or of parking opportunities.

**Action required:**

Apply LTN 1/20 design standards and continue to engage with equality groups on identifying inclusive design solutions. Consultation and engagement early in the scheme development to identify stakeholder concerns. Work with stakeholders to develop programmes that promote inclusion, equality and diversity in cycling, e.g. British Cycling Diversity and Inclusions Advisory Group, This Girl Can.

## 12. Equality, diversity, cohesion and integration action plan

(insert all your actions from your assessment here, set timescales, measures and identify a lead person for each action)

Action	Timescale	Measure	Lead person
Work with stakeholders to develop programmes that promote inclusion, equality and diversity in cycling, e.g. British Cycling Diversity and Inclusions Advisory Group, This Girl Can.	Ongoing	Increased participation by women, children, older people and disabled people	Vicki Franks/ Gill Keddy
Apply LTN 1/20 design standards and continue to engage with equality groups on identifying inclusive design solutions.	Ongoing	Improved accessibility of schemes on the ground, schemes meet the Cycle Level of Service Tool scoring and junction assessment tool score	Chief Officer as part of DDN and DCR process, project executives and SROs
Campaigns on needs awareness, standards of behaviour and promotion of inclusive cycling (adapted bikes, bike libraries).	Ongoing until 2040 as part of Vision Zero	Increasing cycling levels and reductions in KSIs  Reduction in sedentary activity  Increased uptake of bike libraries	Lynsey McGarvey/ Adrian Capon as part of Walk it Ride it Ross Bibby

Action	Timescale	Measure	Lead person
Work with the Police on normalising behaviour around the new crossings and new infrastructure.	Summer 2021	Uptake in cycling within the city centre, reduced presence of cyclists on footways	Becky Murray
Infrastructure needs to be designed to accommodate adapted bikes, tandems, trikes and cargo bikes in order to be fully inclusive and realise some of the potential benefits for disabled people, older people and women and children.	Ongoing	Increased participation across equality groups	Vicki Franks, Kasia Speakman Bairbre McKendrick
Continue delivering Bikeability in schools and work with stakeholders on delivery of Bikeability +	Ongoing	Number of children receiving training	Lynsey McGarvey
The use of barriers has to be minimised, and any access controls need to be inclusive	Ongoing	Increase in accessible cycling infrastructure	All

<b>Action</b>	<b>Timescale</b>	<b>Measure</b>	<b>Lead person</b>
and cater for a variety of mobility aids.			

<b>13. Governance, ownership and approval</b> State here who has approved the actions and outcomes from the equality, diversity, cohesion and integration impact assessment		
<b>Name</b>	<b>Job title</b>	<b>Date</b>
<b>Date impact assessment completed</b>		

<b>14. Monitoring progress for equality, diversity, cohesion and integration actions</b> (please tick)
<input checked="" type="checkbox"/> As part of Service Planning performance monitoring <input type="checkbox"/> As part of Project monitoring <input type="checkbox"/> Update report will be agreed and provided to the appropriate board Please specify which board <input type="checkbox"/> Other (please specify)

<b>15. Publishing</b>	
<p>Though <b>all</b> key decisions are required to give due regard to equality the council <b>only</b> publishes those related to <b>Executive Board, Full Council, Key Delegated Decisions</b> or a <b>Significant Operational Decision</b>.</p> <p>A copy of this equality impact assessment should be attached as an appendix to the decision making report:</p> <ul style="list-style-type: none"> <li>• Governance Services will publish those relating to Executive Board and Full Council.</li> <li>• The appropriate directorate will publish those relating to Delegated Decisions and Significant Operational Decisions.</li> <li>• A copy of all other equality impact assessments that are not to be published should be sent to <a href="mailto:equalityteam@leeds.gov.uk">equalityteam@leeds.gov.uk</a> for record.</li> </ul> <p>Complete the appropriate section below with the date the report and attached assessment was sent:</p>	
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 D

**Equality, Diversity, Cohesion and Integration (EDCI) 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 or 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 and Transportation</b>
<b>Lead person: Kasia Speakman</b>	<b>Contact number: 0113 3787533</b>

<b>1. Title:</b> Active Travel Neighbourhoods
Is this a:
<input type="checkbox"/> <b>Strategy / Policy</b> <input checked="" type="checkbox"/> <b>Service / Function</b> <input type="checkbox"/> <b>Other</b>
<b>If other, please specify</b>

<b>2. Please provide a brief description of what you are screening</b>
<p>Leeds City Council is piloting an innovative approach to creating more people –friendly local neighbourhoods through the Government’s Active Travel Fund (ATF) and enabling more local journeys to be made by foot and by bicycle. The project is creating three Active Travel Neighbourhoods in Leeds using temporary measures preventing through movements by motorised vehicles while maintaining permeability for people walking, cycling and using wheelchairs or mobility scooters.</p>

The aims of the Active Travel Neighbourhood are to:

- Create safer, quieter residential streets, using planters and changes to signing.
- Remove the ‘through’ traffic to prevent vehicles from outside the area using the residential area as a short cut and to maintain as much residential parking as possible.
- Make it safer for children to play out
- Make it safer and more pleasant to walk or cycle to local cafes, shops and parks.
- Allow safer connections for local residents to the new cycle infrastructure that is due to be installed.

Residents, visitors, deliveries and services will still have access to these residential streets but will need to use the adjacent distributor roads for journeys through the neighbourhood or to access the wider road network.

### 3. Relevance to equality, diversity, cohesion and integration

All the council’s strategies and policies, service and functions affect service users, employees or the wider community – city wide or more local. These will also have a greater or 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)

Potential impacts, both positive and negative, have been considered with the use of existing sources of information. This included published research, reports and examples of Best Practice, population data from the affected area, including socio-economic background, issues raised by residents and equality groups, e.g. Common Place consultation and empirical evidence of long-term working with communities across Leeds.

- **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 proposed ATN's span a range of communities, including diverse inner city areas of dense terraced housing. The areas with lower car ownership (at the MSOA level, 50 % of households don't have a car) than the Leeds average, have increased potential of walking and cycling as modes of choice for short journeys. The areas are generally bordered by key public transport routes with frequent services.

The schemes will make streets safer by reducing through traffic, reduce pollution and further encourage active travel, improving the health and access to opportunities of the residents and establishing lifetime healthy habits. It will also encourage exercise and enable social distancing during the Covid pandemic.

The Active Travel Neighbourhood improvements are likely to have positive impacts on a number of equality characteristics but in particular on lower income groups including children, young adults and older people, BAME, women and disabled people.

##### Low income and poverty

Many studies looking at equity have highlighted how the negative impacts of motorised transport are notoriously unevenly distributed, providing evidence of disadvantaged groups disproportionately affected by transport-related air pollution, traffic collisions, or climate change across most countries. The same groups are also often less able to travel because of restricted access to a car or to reliable public transport options, or have to spend a disproportionate amount of their income or time to travel. Therefore, they have restricted access to many key opportunities and social networks, in a well-known self-reinforcing cycle of transport disadvantage and social exclusion

Reducing the through traffic using residential streets will reduce pollution levels and encourage active travel, which will improve the health of the people in the area. Residents in the area are less likely to have access to private gardens and the scheme will

encourage residents to exercise and maintain social distancing during the Covid pandemic.

### Children:

Children are unable to drive and so rely to a greater degree on car-free travel – public transport, walking and cycling. That ‘Children can travel around the city safely and independently’ was the first of the children’s 12 wishes on how to make Leeds a Child Friendly City.

Recent research suggests that children in rear seats of vehicles have greater exposure to air pollution than those walking or cycling along a busy corridor so these improvements, coupled with potential reduction in congestion, is likely to have additional benefits for children’s health, in particular reducing incidence of asthma, especially in dense terraced areas. The reduction in through traffic is also likely to have a positive impact on children who under the age of 12 are unable to effectively judge traffic speeds or more complex manoeuvres. Comments received during the Commonplace consultation were in general very supportive including that ‘this scheme would make a lot of difference to how safe it feels to walk around this area.

### Older People

Making walking easier will encourage active travel which is particularly important during the Covid pandemic as it will encourage people to exercise and also allow greater social distancing.

Public transport has been operating at 50% capacity during the pandemic and the advice is to avoid using public transport and sharing vehicles. This potentially means reduced ability to travel outside of the area, especially for those who do not have a car. Creating a safer environment for walking and cycling will improve opportunities for older people to get around their local area.

Reduced levels of traffic are associated with more ‘neighbourliness’ (studies have shown that in streets with low levels of traffic people have more contact with their neighbours). There is potential for active travel neighbourhoods to facilitate more people-centred streets and reduce the feeling of social isolation and loneliness.

At the same time, older people who rely on taxis, private hire or lifts will be more affected by traffic restrictions due to longer journeys and changes to how they access their homes by car. Older people have expressed concerns over their ability to use taxis/ private hire (fears that drivers will refuse to pick up if the journey is too long, for example due to an increase of traffic on the distributor routes and inability to use alternative routes through local neighbourhood, or that the fares will increase). Other concerns were around carers’ and visitors’ ability to access their homes by car easily and conveniently, and potential reduction in the frequency of visits/ time spent during a visit.

### Disabled people

In terms of the positive impacts of ATNs, disabled people reported easier or more pleasant journeys; an increase in independence; a decrease in traffic danger and benefits to physical and mental health. There are particular benefits around creating safer crossing points near modal filters that will lead to reducing crossing times.

Criticisms included longer journey times for residents, as well as their visitors who provide care and support. This leads to travel becoming more exhausting, expensive, complicated or difficult. There were also cases of a negative impact on mental health, issues with taxis and a perceived rise in traffic danger.

It will be important to engage with both older and disabled people on specific impacts of the projects. These can be very localised and personal; however, they will have an acute effect simply by the virtue of being very local to where people live, and therefore having a profound effect on day to day travel.

### Women

The feedback received through Leeds Transport Conversation indicates that women tend to rely on bus services more than men. Women are also less likely to have access to a car, so improving active travel options will improve health, access to opportunities and reduce pollution.

Studies show that busy traffic on residential streets can also be a strong deterrent, especially for cycling with children under 17 and hence for women, more likely to be making school run trips.

Women are also more likely to 'chain' journeys into multi-purpose trips, for example combining the journey to work with a school pick up or drop off, or with shopping trips. These are less easy to do by public transport. At the same time, women are still less likely to drive or own a car than men, and emphasis on transport planning continue to be on the straightforward commuting trips.

Within a high density neighbourhood with many local amenities there is potential for a number of these trips (school journeys, shopping) to be made on foot or by bicycle if the hazard of traffic is reduced.

At the same time, women are more likely to have caring responsibilities, be it for children, older relatives or disabled relatives. This may necessitate some car journeys, for example when carrying items - delivering shopping. Women may also be time poor, juggling professional and care responsibilities. This often means car use necessitated by time constraints dictated by multiple responsibilities that need to be completed within a short time window rather than willingness to make local journeys on foot and by bike.

### BAME

The 2016 Leeds Transport Conversation showed different levels of car dependency for commuting in different ethnic groups. 44% of White respondents travelled to work by car, compared to 38% of BAME respondents. A 2015 ICL study has found that ethnic minorities and deprived communities in densely populated urban areas are disproportionately exposed to air pollution therefore reducing through traffic are likely to benefit this equality group in particular.

There are health disparities between different ethnic groups. Black and Asian people have a higher incidence of type 2 diabetes and cardiovascular conditions which a more active lifestyle can help prevent.

As 50 -60% of journeys to work in the area are under 5kms (3 miles), improving active travel options has the potential to improve health, access to opportunities and reduce air

pollution in the BAME communities. However, the vast majority of taxi and private hire drivers are from minority ethnic background so the measures to restrict through traffic movements may negatively impact on this specific group.

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

The Active Travel Neighbourhoods will be monitored to see whether traffic has reduced and road safety improved.

Work with community groups to develop the proposals and publicise improved active travel options.

There will be some disruption during the works but the impacts can be minimised – it will be important to publicise the proposed works early.

**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:	20/10/2020
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
<b>Date screening completed</b>		

**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: