

## Transforming Cities Fund – Leeds City Centre Cycling Improvements; Crown Point Road

Date: 18 May 2022

Report of: Traffic – Highways & Transportation

Report to: Chief Officer of Highways & Transportation

Will the decision be open for call in?  Yes  No

Does the report contain confidential or exempt information?  Yes  No

### What is this report about?

#### Including how it contributes to the city's and council's ambitions

- 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.
- To this end, Leeds Safer Roads Partnership have developed the Vision Zero 2040 strategy which sets out to eliminate road deaths and serious injuries in Leeds. The scheme which forms the subject of this report, is intended to aid this strategy by creating a safer road for cyclists through the introduction of the segregated cycleway and for pedestrians through improved signalised crossings and reduced widths of the carriageway.
- In June 2021 Leeds City Council's Executive Board endorsed a project delivered via the Transforming Cities Fund (TCF) to deliver six segregated cycling and walking routes around the city centre. These link together many of the high-quality segregated cycling and walking schemes delivered over recent years, including CityConnect and LPTIP projects.
- Since the Executive Board endorsement, industry-wide cost increases related to materials and fuel (and exacerbated by current international events) have resulted in the TCF project exceeding the available budget. This has resulted in a package of four schemes being delivered for the initial £7.1m budget, with the remaining two schemes being postponed pending future funding opportunities.
- The Crown Point Bridge scheme remains a key part of the package, delivering segregated cycling and walking infrastructure on Crown Point Road and Black Bull Street, and linking two established projects (CityConnect 2 and LPTIP A61(South)). This report seeks approval for the delivery of this scheme, including advertisement of TROs (Traffic Regulation Order) and creation of cycle tracks under the Highways Act 1980.

## Recommendations

- a) Note and approve the proposed layout of the Crown Point Road scheme as shown on drawing 861-LCC-18-DR-TM-01\_01 which is attached as an appendix to this report.
- b) Give authority to the designer to issue a package of drawings to the contractor and for the contractor to construct the scheme as shown on the attached plans.
- c) Give authority to incur expenditure of £750,000, to be funded entirely from the West Yorkshire Combined Authority's TCF as previously endorsed by Executive Board.
- d) Request the City Solicitor to advertise Traffic Regulation Orders and Movement Orders as detailed on drawing 861-LCC-18-DR-TM-TRO\_01 and, subject to no valid objections being received, to make, seal and implement the orders as advertised.
- e) 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 861-LCC-18-DR-TM-01\_01 as proposed cycle tracks are removed and that following the removal of the existing footways, cycle tracks are constructed under the powers contained under the provisions of section 65(1) of the Highways Act 1980 for segregated or shared joint use by pedal cyclists and pedestrians.

## Why is the proposal being put forward?

- 1 The TCF is a transformative package of improvements which aim to deliver a transport network that offers "accessible, affordable, and attractive...realistic alternatives to the car and the choice to make journeys that are sustainable (and) healthier." As part of this, TCF a package of cycling and walking projects has been developed for the periphery of Leeds City Centre which link together previously delivered active travel schemes into a coherent network.
- 2 In June 2021 Leeds City Council's Executive Board approved the detailed design and delivery of this package of 6 projects, budgeted at £7.1m.
- 3 Subsequent to this approval detailed contract costs have been obtained which value the package of 6 projects at £10.1m. These cost increases are as a result of a number of global factors affecting the construction industry at large, including increases in the costs of materials, increase in fuel costs and the removal of tax exemptions for red diesel, and general supply chain costs impacted by current international events.
- 4 As a result of these cost increases a number of discussions have been held with the West Yorkshire Combined Authority to determine a method of achieving the TCF ambition endorsed by Executive Board. As no additional funding is available at this time it is proposed to take forward four of the six projects, with the remaining two postponed until such time as additional funding is made available.
- 5 The selected four projects are:
  - Crown Point Bridge
  - Southern Gateway (Victoria Road/Neville Street)
  - Western Gateway (West Street gyratory)
  - Dewsbury Road

- 6 These projects offer the most direct links between existing infrastructure to create a coherent network and have fewest interdependencies with other city centre projects which are expected on site in the coming months.
- 7 The remaining two projects may be affected by other works which result in road space availability being challenging, and whilst there remains a committed ambition to deliver these works these will be postponed until such time as additional funding can be secured and these interdependencies being reduced.
- 8 The full financial approval of these schemes by the West Yorkshire Combined Authority is set to be completed in early July 2022, however in order to expedite the works on site this report brings forward details of the Crown Point Road scheme and seeks approval for the final design and the exercising of powers to facilitate delivery of the works.

### What impact will this proposal have?

#### Wards Affected: Hunslet and Riverside

Have ward members been consulted?  Yes  No

- 9 This scheme will create a major route into and out of the city centre from the south, linking several existing routes between Hunslet Road, East Street and the City Connect 2 route.
- 10 The proposals will alter the junctions of Armouries Way and Bowman Lane due to the introduction of the cycle lane and better pedestrian facilities. The frontage of the Ruth Gorse Academy is currently subject to a shared space however the proposals will separate the cyclists from pedestrians to create a safer environment.
- 11 The cycle lane will connect the National Cycle Route 66 at Armouries Way to several existing cycle routes in and out of the City Centre.
- 12 The scheme also develops cycling provision in and around the South Bank area, supporting City Centre growth and future projects in this area.
- 13 The proposal will also introduce a bus lane on Black Bull Street from Armouries Way to Hunslet Road to provide the buses opportunities to pass the queuing traffic in peak periods and tie into the existing bus lane on Hunslet Road.
- 14 The scheme introduces several improvements for pedestrians, with new formal crossings & widened footways along the length of the scheme making it safer and more convenient to traverse the City Centre by foot.
- 15 The scheme looks to complement works currently being undertaken on Crown Point Road (from Hunslet Road to Bowman Lane) as part of the City Park Scheme, and a proposed development on the junction of Black Bull Street & Hunslet Road which has cycle facilities and new footways being constructed. This is being done through collaborative working with the relevant teams to ensure that the schemes tie-in together safely.
- 16 The TCF programme as a whole was subject to an EDCI Screening, and the key finds are:
  - Safe cycling facilities and improved footways open up opportunities to people with disabilities, older people, and young people.
  - Reduced reliance on private car use will help make 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.

- Safe cycling facilities allow older and younger people, as well as those with mobility impairments, to travel more freely and with confidence.

### **What consultation and engagement has taken place?**

- 17 The package of all six TCF Schemes was approved by the Director of City Development and Leeds City Council's Executive Board in June 2021.
- 18 Consultation with Hunslet & Riverside Ward Councillors was undertaken in November 2021, one of whom responded in support of the improved cycling facilities and no response was received from the other two Councillors. Discussions have and will continue throughout the design and delivery process to keep Ward Councillors up to date with progress.
- 19 A consultation was completed through the West Yorkshire Combined Authority's "Your Voice" platform in January/February 2021, a summary of which is appended to this report, with the headline findings of:
  - 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
- 20 Direct consultation with affected frontages was sent on 14 February 2022 via email to inform them of the proposed works and ask for any comments or observations. No responses were received.
- 21 A consultation was sent to all internal Highways departments. Highway Maintenance have agreed to provide funding for some carriageway resurfacing works around the East Street junction where the block paved crossings have failed. Bridges Asset Management have also provided information of the bridge makeup and will be working collaboratively with the highway's project team to undertake some structural / surfacing works around the bridge deck joints.
- 22 The proposed changes to Crown Point Road and Black Bull Street were sent to the Transport Planning team to check that the road space reallocation by the introduction of the bus lane will not have a negative effect on the traffic flows. This was input into the City Centre modelling and approved by Transport Planning colleagues.
- 23 A Stage 1 Safety Audit was undertaken in February 2022 with several minor issues raised, all of which are remedied within the detailed design of the scheme. A Stage 2 Safety Audit is to be undertaken in June 2022 and any issues arising from this will be rectified before works begin on site.
- 24 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 West Yorkshire Combined Authority's TCF Quality Board who are all in favour of the works.

### **What are the resource implications?**

- 25 The TCF City Centre Cycling Project that this proposal forms a part of is funded entirely through the TCF.
- 26 An outline business case has been approved for the project, and a full business case was approved in principle by West Yorkshire Combined Authority on 24th March 2022, subject to tendered costs remaining within the funding envelope. As noted above, this has been subject to further discussions and a revised full business case covering the complete

package is being considered.

- 27 The TCF City Centre Cycling project is valued at £7.06m and will be delivered using Leeds City Council's framework contracts which have been competitively awarded.
- 28 The cost of the proposed scheme outlined in this report is £750,000.
- 29 The detailed design and project management of the scheme's delivery rests with Leeds City Council and will be carried out by the Traffic Engineering section, with the funding provided by the West Yorkshire Combined Authority through the TCF package.
- 30 Recent projects, including the CityConnect 3 works, and other routes have demonstrated that the design and delivery method outlined here will ensure a high-quality project with sufficient flexibility to ensure that the project reflects both user needs but also the needs of residents and businesses who are on or are adjacent to these routes.
- 31 Construction of the projects is expected to start in July 2022, with completion expected in spring 2023.
- 32 Maintenance of the new infrastructure will be undertaken as part of Leeds City Council's ongoing annual maintenance programmes as all new infrastructure will form part of the adopted public highway. Winter maintenance will be carried out as per the established practices for previous cycleways and will utilise existing equipment; costs for this work will be borne from the current winter maintenance revenue budgets.

### **What are the legal implications?**

- 33 A Traffic Regulation Order and a Movement Order are required to support the delivery of this project the details of which are detailed on attached Drawing No 861-LCC-18-DR-TM-TRO\_01 and comprises:
  - A No Motor Vehicle Parking or Loading on Footway on Cycle Track restriction for the whole length of the proposals to protect the new cycleway and adjoining footways.
  - A bus lane from Armouries Way to the existing bus lane onto Hunslet Road.
  - All existing No Waiting and No Loading restrictions will remain un-altered.
  - A bus only access on Duke Street from the A61 bound lane to the Crown Point Road bound lane.
- 34 The necessary Order(s) will be introduced using the powers contained within the Road Traffic Regulation Act 1984. Further, the procedural steps undertaken will fully comply with the requirements of the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996/2489.
- 35 The scheme also includes the removal of existing footway and installation of segregated cycle tracks along its entire length, with these tracks to be physically separated from the footway and carriageway. This is to be progressed using the powers available to the Council as local highway authority under the provisions of sections 66(4) and 65(1) respectively of the Highways Act 1980.

### **What are the key risks and how are they being managed?**

- 36 The project estimate includes funding for risk and contingency and the project team will continually review the project against the funding envelope to control costs.
- 37 The works will be delivered through a framework contract utilising early contractor involvement to identify any potential risk areas and therefore minimise risk during the delivery phase.
- 38 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. This includes any risk that could arise from objections to the Traffic Regulation Orders being submitted.

### **Does this proposal support the council's 3 Key Pillars?**

Inclusive Growth       Health and Wellbeing       Climate Emergency

- 39 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.
- 40 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.
- 41 This ambition contributes to several established aims, including reducing carbon emissions, increasing sustainable transport use, improving access to jobs for all and encouraging active healthy lifestyles. This lifestyle has been shown to improve the mental health of the individual with daily physical activity reducing the risk of depression and dementia by 20-30%.

### **Options, timescales and measuring success**

#### **a) What other options were considered?**

The scheme has been designed from first principles in line with Local Transport Note 1/20; Cycle Infrastructure Design which lays out how cycling infrastructure should be designed and delivered which has shaped much of the layout of the schemes.

As part of the design process, several different considerations and layouts were considered, particularly at signalised junctions, to ensure the safety, efficiency, and cost effectiveness of what is being delivered. The layouts that have been chosen to reflect the balance between these three factors, with providing high-quality and direct cycling infrastructure which is segregated from vehicular traffic and pedestrians.

The other option would be to not deliver this project and leave the area as it is currently. This would not deliver the benefits that are outlined within this report and would leave gaps between other pieces of cycling infrastructure in key strategic locations on approach to the City Centre.

#### **b) How will success be measured?**

The TCF fund offers an opportunity to provide high-quality segregated cycling projects, alongside similar pedestrian improvements which will make a major contribution towards Leeds City Council's ambition to deliver a comprehensive, city-wide cycle network.

The success of this project would create modern, sustainable infrastructure allowing residents to choose alternative travel choices away from private vehicles helping to achieve the goals of the Climate Emergency, Best Council Plan and helping create a healthier city.

**c) What is the timetable for implementation?**

The Crown Point Road scheme is expected to start in July 2022, with completion expected in January 2023.

**Appendices**

- 42 Appendix A: Drawing 861-LCC-18-DR-TM-01\_01d
- 43 Appendix B: Drawing 861-LCC-18-DR-TM-TRO\_01
- 44 Appendix C: EDCI Screening

**Background papers**

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