

# Lawnswood Roundabout Improvement Scheme – Deputation to Council

Date: 9<sup>th</sup> May 2022

Report of: Chief Officer, Highways and Transportation

Report to: Director of City Development

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

- This report addresses the Deputation received at the 23<sup>rd</sup> March 2022 meeting of the Council from residents of West Park, concerning the proposed Lawnswood Roundabout Improvement Scheme. The specific issues raised by the deputation and the project team's responses to them, are detailed in paragraph 13.
- The Lawnswood Roundabout Improvement scheme seeks to improve road safety for all modes, to improve pedestrian and cycling facilities and to reduce bus journey times and reliability. By making walking, cycling and bus use more attractive, the scheme is expected to facilitate modal shift away from private car, thus helping to reduce greenhouse gas emissions, improve air quality and facilitate higher levels of physical activity. The proposal therefore supports the Best Council Plan 2020-2025 priorities for Health & Wellbeing, Sustainable Infrastructure and Safe, Strong Communities by:
  - Improving transport safety and affordability; and
  - Improving air quality and reducing pollution; and
  - Supporting healthy, physically active lifestyles.

## Recommendations

The Director of City Development is recommended to:

- a) Note the contents of the report;
- b) Agree to the sharing of information as set out in the report; and
- c) Note that an Outline Business Case is currently being prepared for the scheme and is scheduled to be submitted through the Combined Authority's appraisal framework in autumn 2022. Further approvals will be sought from Executive Board and /or Officer delegations, as appropriate, in due course, in accordance with usual council procedures.

## Why is the proposal being put forward?

- 1 The Deputation received at the 23<sup>rd</sup> March 2022 meeting of the Council from residents of West Park, concerning the proposed Lawnswood Roundabout Improvement Scheme, has raised concerns about the impacts of this scheme and its value for money. This report responds to those concerns and sets out the reasons for the continued progression of the scheme.
- 2 The Lawnswood Roundabout Improvement scheme is intended to tackle the following existing issues at the roundabout:
  - Poor road safety record – There were 23 personal injury collisions at the roundabout between 2016 and 2020, with 13 involving cyclists and five resulting in serious injuries. The roundabout was ranked fifth on Leeds City Council’s most recent Sites for Concern report.
  - Poor facilities for pedestrians and cyclists – There are no signalised crossings at the roundabout, and no segregated facilities for cyclists on its approaches. The roundabout therefore acts as a barrier to walking and cycling.
  - No capability to prioritise buses – The lack of traffic signals at the junction means that there is no way to prioritise buses ahead of general traffic, which results in buses being delayed.
- 3 In order to address these issues, the scheme proposes to:
  - Introduce a signalised roundabout, with new crossings for pedestrians and cyclists integrated into the traffic signals.
  - Introduce segregated cycle tracks on each of the four approaches to the roundabout.
  - Introduce a southbound bus lane on Otley Road, between Lawnswood Cemetery and the former Weetwood Police Station site, via conversion of the existing nearside lane.
- 4 The Lawnswood Roundabout Improvement Scheme Consultation Materials included in Appendix B provide more detail regarding the proposals, including scheme plans.
- 5 The scheme is being developed using funding from Phase 2 of the Corridor Improvement Programme (CIP2), which is funded through the West Yorkshire+ Transport Fund. This funding is proposed to take the scheme to Outline Business Case stage. Funding for delivery of the scheme has been allocated within the City Region Sustainable Transport Settlement.

## What impact will this proposal have?

**Wards Affected: Weetwood; Adel & Wharfedale.**

Have ward members been consulted?

Yes

No

- 6 Detailed appraisal of the impacts of the scheme will be undertaken as the scheme passes through the West Yorkshire Combined Authority Assurance Framework. At this stage, it is anticipated that the impacts of the scheme will be as follows:
  - Improved safety at the roundabout for all modes, as a result of the introduction of signal control, provision of segregated facilities for cyclists, and provision of signalised crossings for pedestrians and cyclists.
  - Reduced bus journey times and improved reliability, as a result of prioritisation of buses at traffic signals, and provision of new bus lane.
  - Significant reduction in delays for general traffic during the peak periods.
  - Possible marginal increase in delays for general traffic outside of the peak periods.

- Mode shift from private car to active modes and bus, as a result of safer and more attractive provision for pedestrians and cyclists, and improved bus journey times and reliability. This is expected to result in reduced carbon emissions and improved air quality.
  - The scheme is expected to improve air quality overall as a result of reduced car use. The impact on air quality in the immediate vicinity of the roundabout is uncertain at present. Detailed emissions modelling will be undertaken to provide greater clarity regarding this.
  - Removal of two trees to facilitate improved pedestrian and cycle facilities, and potential removal of a third tree which is currently in poor condition and may be impacted by carriageway widening. Each tree removed will be replaced with at least three new trees.
  - Relocation of two small trees which cannot be retained in their current location due to amendments to carriageway alignment.
- 7 By improving facilities for pedestrians, cyclists and buses, the proposal will improve transport provision for those unable to afford car ownership.
- 8 A full Equality, Diversity, Cohesion & Inclusion Screening is included in Appendix A.

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

- 9 A public consultation exercise was undertaken for this scheme between 24<sup>th</sup> November 2021 and 19<sup>th</sup> January 2022, which included public drop in events, distribution of leaflets, advertisement in online and printed media and engagement with various local interest and community groups. Of the 607 respondents to the consultation, 52.8% reported feeling “Happy” or “Very Happy” towards the proposals, 12.3% felt “Not sure/ok about it”, and 35% felt “Unhappy” or “Very Unhappy”.
- 10 Local Ward Members (Weetwood; Adel & Wharfedale) were consulted on the proposal on 1<sup>st</sup> November 2021. Feedback from Local Members raised the importance of providing local residents with opportunity to comment on the scheme and highlighted potential issues with safety for some residents accessing/egressing properties on the Ring Road. The latter point is discussed in Table 1.
- 11 The Executive Member (Infrastructure & Climate) has been briefed regularly regarding this scheme, most recently on 24<sup>th</sup> March 2022.
- 12 The broadly positive responses received during the consultation help to support the continued progression of this scheme. The comments received will be considered as the designs progress, with concerns raised being mitigated where reasonably practicable.
- 13 Table 1 summarises the concerns raised by the deputation to which this report pertains, alongside the project team’s responses to these concerns.

Table 1. Concerns raised by deputation, and project team responses.

Concern raised by deputation	Project team response
<p>That the proposal to fully signalise the roundabout is not justified, and will not provide value for money. Relating to this, the deputation suggests that Leeds City Council should instead leave the roundabout in its current form, adding toucan crossings on each arm of the roundabout to improve facilities for pedestrians and cyclists.</p>	<p>The cost of the project is currently estimated at £8-10 million. A more detailed costing exercise will be undertaken as part of the production of an Outline Business Case, expected to be submitted during summer 2022. The Outline Business Case will also include analysis of the scheme benefits, and an assessment of value for money. The Department for Transport values the prevention of road traffic collisions at £2,303 per damage only collision, £24,960 per slight injury collision, £246,109 per serious injury collision and £2,120,669 per fatal collision, hence it is expected that the road safety benefits of the scheme will contribute significantly to value for money.</p> <p>Whilst the solution proposed by the deputation was considered as part of longlisting for this scheme, it has not been progressed for the following reasons:</p> <ul style="list-style-type: none"> <li>• The proposal would not improve safety for general traffic.</li> <li>• If the proposed toucan crossings were placed too close to the roundabout, they would cause queues to propagate back through the roundabout, thereby negatively impacting journey times for all vehicles, and potentially introducing new safety issues at the roundabout.</li> <li>• Placing the proposed toucan crossings farther from the roundabout would make them less attractive, thereby encouraging pedestrians to cross closer to the roundabout, away from crossing facilities, which would be unsafe. Cyclists would also be likely to remain within the carriageway, rather than using the proposed toucans.</li> <li>• The proposal would not enable bus movements through the junction to be effectively prioritised.</li> </ul>
<p>That there is a lack of recent data to justify the scheme.</p>	<p>The high-level traffic modelling undertaken to date in relation to this scheme has used survey data from 2017. Further surveys will be undertaken during the course of the project development as appropriate, and by agreement with the Combined Authority as part of the appraisal process. The road traffic collision data included in the consultation materials during the recent public consultation exercise was taken from the then most recent Sites for Concern report, which covered 2015-2019. The collision data reported within this document is based on data from the more recent Sites for Concern report, which covers 2016-2020. The collision data used to inform the Outline Business Case will cover the most recent full five years.</p>

<p>That the scheme will increase pollution, impacting students at the adjacent Lawnswood School. Relating to this, the deputation alleges that the project team have taken a 'wait and see' approach to the impacts of the scheme in terms of pollution.</p>	<p>By providing safer crossing facilities, the scheme will encourage more students to walk, scoot or cycle to school. Over 1,000 children go to Lawnswood School. By improving facilities for pedestrians and cyclists, and reducing bus journey times and improving bus reliability, the scheme is expected to encourage modal shift away from private car, thereby reducing greenhouse gas emissions and improving air quality overall.</p> <p>The precise impact on air quality in the immediate vicinity of the roundabout is unclear at this stage. The project team have commissioned some detailed emission modelling work to investigate this further, which is expected to be undertaken in summer 2022. This has been communicated previously to the residents making the deputation and it has never been the intention of the project team to adopt a 'wait and see' approach to the assessment of environmental impacts. Research shows that kerbside pollution dissipates very quickly with distance away from the kerb.</p>
<p>The deputation contends that traffic will be held at the roundabout to ease flow through Headingley.</p>	<p>There is no intention to use the proposed traffic signals in the way described.</p>
<p>That the proposed traffic signals at the roundabout will result in vehicles taking longer to navigate the junction, at most times of day.</p>	<p>The traffic modelling for this scheme is still in progress. The high-level results suggest that there will be a significant reduction in delay during the peak periods, but that there could be an increase in delay at some times of day, when traffic volumes are lower. This will be investigated in more detail as part of the Outline Business Case process, and any negative impacts on general traffic will need to be considered alongside other benefits and disbenefits as part of the appraisal process. The new traffic signals will be equipped with the latest Microprocessor Optimised Vehicle Actuation (MOVA) technology, which will minimise congestion by adapting traffic signal timings to variations in traffic flow, and will minimise the number of stops that vehicles have to make.</p>
<p>That the likelihood of road traffic collisions at the roundabout will be increased by the proposals, due to the possible removal of guard railing, and the introduction of a cycle track adjacent to houses on the Ring Road.</p>	<p>In its current format, the roundabout suffers from a poor road safety record. The majority of collisions involve conflict between circulatory traffic and vehicles entering the roundabout, or nose to tail impacts on the approaches to the roundabout. Signalisation of the roundabout is expected to reduce the likelihood of these conflicts, and the provision of segregated cycle facilities should help to reduce the likelihood of collisions involving cyclists (with cyclists accounting for the majority of casualties at the junction).</p> <p>The need for guard railing will be considered as part of the detailed design process. The proposed cycle track passing houses on the Ring Road will help to reduce the likelihood of conflict between cyclists and motor vehicles approaching the roundabout. A similar layout has been used where recently implemented cycle tracks pass properties on A647 Stanningley Road / Bradford Road and A64 York Road, with no increase in road traffic collisions involving access/egress to/from properties observed in these locations.</p> <p>A Road Safety Audit process will also be undertaken alongside the design work.</p>

That the introduction of traffic lights, additional street furniture, and loss of trees and grass areas will degrade the local environment. Related to this, the deputation states that the project team have been unable to provide “a visualised run through of the proposals”.

The issues with road safety and poor provision for active modes and public transport at the existing roundabout cannot be adequately resolved without signalisation of the roundabout. The existing design has sought to minimise impacts on trees and grass areas, whilst ensuring that the objectives of the scheme can be met. The visual impact of the new traffic signals and any other street furniture will be considered further during the detailed design stage. A visualisation of the proposed signalised junction was included in the materials presented during the recent public consultation exercise, and may be viewed at the following link - <https://lawnswoodroundabout.commonplace.is/proposals/about-the-scheme/step1>. The residents of the Ring Road have previously asked for an image clearly showing how the proposed signalised roundabout would look, including locations of traffic signal poles. The project team have agreed to produce such an image and expect to be able to share this with residents within the next few months (this has already been communicated to the residents).

- 14 In addition to the issues summarised in Table 1, the deputation asks Leeds City Council to:
- Examine the value for money aspect of the proposal.
  - Determine and release the data for the expected increase in carbon emissions as a result of longer journey times through the junction.
  - Release the data and simulation models showing the benefits of this proposal, share what alternatives have been considered and why these have been discounted.
- 15 As stated in Table 1, the value for money and impact on carbon emissions of the scheme will be assessed as part of the Outline Business Case process. The project team would be happy to share the results of this analysis with residents once they are available.
- 16 Similarly, the project team would be happy to share survey data and traffic models with residents once the Outline Business Case process has been completed, and to share a long listing document summarising the options considered, and the reasons for proceeding with the current design.

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

- 17 The funding required to develop this scheme to OBC stage is to be allocated from Phase 2 of the Corridor Improvement Programme, which is funded by the West Yorkshire+ Transport Fund. The Chief Officer (Highways and Transportation) has signed and agreed to the terms of a funding agreement between WYCA and LCC enabling the use of CIP2 funds for the development of the Lawnswood Roundabout Improvement scheme. Funding for delivery of the scheme has been allocated within the City Region Sustainable Transport Settlement.

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

- 18 This report is not eligible for call-in, as it does not require a decision to be made on the spending of LCC funds.
- 19 There are no specific legal implications pertaining to this report.

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

- 20 The Corridor Improvement Programme Phase 2 (CIP2) contributes to the progression of the Connecting Leeds Transport Strategy and West Yorkshire Transport Strategy. If the programme is not implemented or is delayed this will adversely affect the benefits of these strategies.
- 21 A risk register is in place for this scheme, which will be reviewed at regular intervals. Each identified risk is allocated to an individual, who is responsible for managing, mitigating or transferring risks. Key risks are highlighted at the appropriate programme board meetings.

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

Inclusive Growth       Health and Wellbeing       Climate Emergency

- 22 This proposal will contribute to Inclusive Growth by improving bus journeys and pedestrian and cycle facilities, thereby improving access to opportunities for non-car owners.
- 23 This proposal will contribute to improving Health and Wellbeing by making active travel more attractive, thereby supporting healthy, physically active lives.
- 24 This proposal will contribute to tackling the Climate Emergency by making bus journeys and active travel more attractive and thereby encouraging mode shift away from private car use.

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

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

25 Over twenty options have been considered as part of a long-listing exercise. The option currently being progressed was selected due to its alignment with the objectives of CIP2, and with the relevant policy environment.

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

26 Should the scheme progress to delivery, numbers of pedestrians and cyclists, bus journey times and patronage, traffic flows and speeds, the road safety record and air quality will be monitored following implementation of the proposals, and compared with data collected prior to implementation. This will allow the benefits of the scheme to be quantified.

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

27 The Outline Business Case is proposed to be submitted during summer 2022, with construction likely to begin in 2023, subject to progression through the relevant assurance framework.

## **Appendices**

28 Appendix A: Equality, Diversity, Cohesion & Inclusion Screening

29 Appendix B: Lawnswood Roundabout Improvement Scheme Consultation Materials

## **Background papers**

30 None



# Appendix A



## 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: Transport Strategy</b>
<b>Lead person: Morgan Tatchell-Evans</b>	<b>Contact number: 0113 378 3655</b>

### 1. Title: Lawnswood Roundabout Improvement Scheme

Is this a:

Strategy / Policy

Service / Function

Other

**If other, please specify  
Highways scheme.**

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

The Lawnswood Roundabout Improvement Scheme is intended to improve road safety, improve facilities for walking and cycling, and improve journey times and reliability for buses passing through Lawnswood roundabout. The scheme comprises the following interventions:

- Introduction of traffic signals at the Lawnswood roundabout, with signalised crossings provided for pedestrians and cyclists.
- Provision of segregated cycle tracks on the approaches to the roundabout.
- Introduction of a southbound bus lane on Otley Road, between Lawnswood Cemetery and the former Weetwood Police Station site.

### 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)

The Lawnswood Roundabout Improvement scheme seeks to promote social inclusion and accessibility, and to help to create a transport system which benefits all in society. The design has been developed with reference to the relevant DfT and LCC guidance.

A public consultation process was undertaken between November 2021 and January 2022, which included presentation of the scheme at Resident's Association meetings and at public forums, as well as promotion of the consultation via social media, newspapers, leaflets, flyers and posters. An interactive online engagement portal (Commonplace) was used to collect contributions from respondents. Leeds Involving People were involved in the consultation process, and have promoted the consultation amongst seldom heard groups. The responses to the consultation will be considered as the designs progress, with due consideration given to equality, diversity, cohesion and integration.

- **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 impacts of the proposed scheme are overall positive across the equality strands. Positive impacts include:

- The anticipated improvements in bus journey times and reliability will benefit all bus users. There is potential greater beneficial impact on women, older people, younger people, and those unable to afford car ownership, all of which groups are more likely to use public transport.
- The anticipated improvements in provision for cycling and walking will benefit all those using active modes. There is potential greater beneficial impact on younger people and people unable to afford car ownership, who are more likely to walk or cycle.
- Road safety will be improved for all modes, which will particularly benefit vulnerable road users, including pedestrians and cyclists, who are most vulnerable to serious injury in road traffic collisions. There is therefore potential greater beneficial impact on younger people and people unable to afford car ownership, who are more likely to walk or cycle.

Potential negative impacts:

- The introduction of traffic signals at the roundabout has the potential to result in a slight worsening in delays for general traffic outside of the peak periods, with an associated slight negative impact for people most reliant on private cars and taxis, which includes some disabled people. Modelling work to be undertaken as the scheme progresses will help to determine the extent of this, but the scale of additional delay is likely to be less than one minute. This must be considered in the context of an anticipated significant reduction in delays during the peak periods, which will benefit the same groups who experience a disbenefit during

quieter periods. Significant benefits for pedestrians, cyclists and buses cannot be delivered without signalisation of the roundabout.

- The introduction of traffic signals at the roundabout has the potential to slightly worsen air quality in the immediate vicinity of the roundabout, although air quality is expected to be improved overall through mode shift away from private cars. The impact on air quality in the vicinity of the roundabout will be investigated through air quality modelling work, to be undertaken as the scheme progresses. The results of this modelling will be considered as part of the appraisal and approvals processes. If a worsening of air quality were to occur in the vicinity of the roundabout, this could have a particular impact on children attending the adjacent Lawnswood School, noting that children are particularly vulnerable to poor air quality due to spending more time outside. However, any improvement in air quality on the A660 corridor more broadly would also benefit children attending other schools close to the route, including Leeds City Academy (Woodhouse), and a number of primary schools in Headingley. The distributional air quality impacts in terms of levels of deprivation in the affected areas will be considered once air quality modelling is complete (a high level analysis of available Index of Multiple Deprivation data along the corridor suggests that more deprived areas are more likely to experience an air quality benefit as a result of the proposals).

- **Actions**

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

Extensive stakeholder engagement has been undertaken for this project, and the responses to this engagement will help to inform the designs as they progress, maximising the benefits and minimising the disbenefits.

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

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

**6. Governance, ownership and approval**

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

Name	Job title	Date
Paul Foster	Transport Planning Manager	9 <sup>th</sup> May 2022
<b>Date screening completed</b>		9 <sup>th</sup> May 2022

**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: 9 <sup>th</sup> May 2022
All other decisions – sent to <a href="mailto:equalityteam@leeds.gov.uk">equalityteam@leeds.gov.uk</a>	Date sent: