

Our transport vision for a 21st Century Leeds

DRAFT

Moving
Growing
Reshaping



Leeds
CITY COUNCIL

21st CENTURY LEEDS: THE VISION

Transport is a fundamental component of what makes a prosperous and liveable city. Getting our transport system right is a critical element of achieving our Best City ambition. For Leeds to be widely recognised as an exemplar 21st century city, that is considered to be inclusive for all, compassionate, friendly, and cutting edge by residents of any age, visitors and businesses alike, we need a transport system that enables the following;

Prosperous Leeds - A transport system that facilitates a prosperous and sustainable economy for Leeds, the City Region, the North, securing our long-term economic competitiveness both nationally and internationally.

Liveable Leeds - A transport system which helps Leeds to be a great place to live and work for everyone.

Healthy Leeds - A transport system that has a positive effect on people's health and wellbeing and raises health standards across the city through the promotion of walking and cycling and the reduction of air pollution.

Sustainable Leeds - A transport system that does not harm the environment and will specifically reduce the impacts of air and noise pollution, greenhouse gas emissions and energy consumption.



21st CENTURY LEEDS: HISTORICAL CONTEXT

Transport and the economy

Our city's growth has been predicated on, and in turn, shaped by our transport infrastructure. Leeds provides a strong historical illustration of how major investment in transport infrastructure has resulted in the transformational economic growth of a city - from the completion of the Leeds Liverpool Canal in 1816, to the Victorians who secured the city's central position on the railway network, to our emergence as a 'motorway city' in the 1970s.

Balancing competing demands

Reconciling the impact of traffic in towns across the UK has historically been problematic. Towns derive their economic and social rationale from the concentration of activities in one place and productivity benefits through density of land use, but as they grow - the movements they generate progressively worsen conditions on the street.

Investment from the 1970s, and focus on dealing with traffic demand through prioritising cars and separating pedestrians has created a legacy where traffic dominates parts of our city, with roads engineered for vehicle capacity rather streets that cater for people.

Whilst from a place making perspective this highways infrastructure especially around the edge of the city where inner ring road carries high volumes of traffic, represents a significant barrier to the movement of pedestrians and cyclists, from a transport and economic perspective the successful completion of a complete ring road keeps our whole city moving.

The 1990s - a new era of growth

In Leeds, we have a proven track record of reducing the impact of traffic in the heart of our city to enable quality urban realm. Millennium Square, once a car park is now a major civic and cultural asset. Briggate, once a congested through route for traffic, is now one of the retail jewels of the North.

The 1990s Leeds Transport Strategy was critical to the success of these urban realm improvements and facilitated major changes to the physical and social fabric of the city.

Key interventions included the introduction of 'The Loop' and completion of the Inner Ring Road. These new traffic circulation arrangements enabled traffic to bypass the central core. Alongside the Public Transport Box and new quality bus corridors, increased public transport accessibility supported a new era of development led growth for the city.

Leeds today

Twenty years on 'The Loop' now caters for a significant proportion of through traffic travelling across the city centre.

As our city continues to grow from a once tightly defined core 'The Loop' now bisects the pedestrianised core with other keys growth areas of the city - the Civic Quarter, West End, South Bank, Victoria Gate and Quarry Hill.

The resulting dominance of traffic in certain areas of the city centre and elsewhere contributes to pedestrian severance and limits the place making and economic potential of our city.



21st CENTURY LEEDS TODAY: GROWING A COMPACT CITY WELL

Knowledge economies - a new era for cities

City centres across the UK are changing, once traditionally the centre of business and retail activity in a city concentrated around the high street, now play a vital central role as the hub for bringing people together to not only exchange goods and services, but to exchange ideas and information, and drive commerce.

Leeds is also evolving, with major developments providing new jobs and new homes alongside more shopping and leisure facilities. Leeds is following the global trend towards highly skilled jobs, with financial services and knowledge intensive business services clustering in a compact environment.

Capitalising on this growth trend for Leeds

Capitalising on this current growth trend where an increasing share of the economy is located in concentrated areas of land, will require a transport system that can move more people to a denser and more productive city centre.

We will also need to ensure that our city is an attractive, welcoming, liveable and well-connected place - where people want to live and interact, firms want to congregate and do business, and premises can access the commercial opportunities of the subsequent high levels of footfall serviced by an efficient freight network.

Accessible to all, a transport system which facilitates a legible, walkable, cultural and child friendly city will enable everyone to benefit from the effects of the city's economic growth.



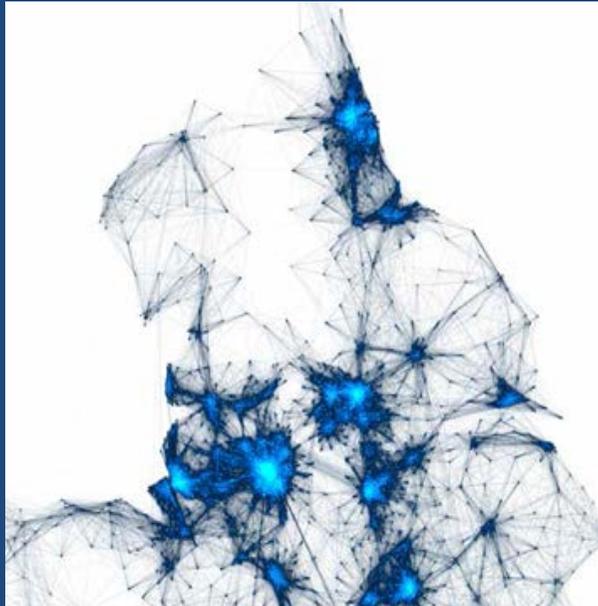
21st CENTURY LEEDS: THE HEART OF THE CITY REGION

A global northern powerhouse

Leeds City Region is at the heart of the country. Geographically it sits in the middle, at the cross roads of London, Edinburgh, Liverpool and Hull. It is at the centre of our national transport networks – from East Coast Mainline and TransPennine to the M1 and M62.

This is not all about the city of Leeds. Our distinctiveness as a city region is our polycentric nature. We are building on a strong foundation. We have world class assets across the region – be they in business, culture or heritage.

Excellent connectivity is key for the city region to reach its full potential, ensuring that the parts of the region can work effectively together, and each add value so that the sum of our parts is greater – with distinct towns and cities joining to form a single economy, the Northern Powerhouse starts here.



Our Strategic Economic Plan sets ambitious targets for 2021 – for an additional £5.2bn in economic output, 62,000 extra jobs with an overall ambition to be a net contributor to the public purse. We see rail as an essential element in supporting this economic activity and growth as it improves connectivity, opens up the labour market and is critical to the success of the Northern Powerhouse.

The renaissance in rail travel is well under way. Leeds railway station is a national piece of transport infrastructure. It is the busiest station in the North of England. 28million passengers use the station a year which is comparable to Kings Cross.

Securing High Speed Rail in Leeds will create stronger north to south connections and create a powerful connection to Sheffield, East Midlands and Birmingham. Alongside this, a new rail connection east to west across the Pennines will be a complementary investment that sees Leeds City Region at the heart of a globalised Northern Powerhouse.

Leeds City Region connectivity

West Yorkshire Combined Authority (WYCA) is developing a Single Transport Plan for West Yorkshire. The new plan will be a twenty year vision for developing an integrated transport network that supports the Leeds City Region Enterprise Partnership's Strategic Economic Plan for sustained and healthy economic growth - especially for jobs and housing.

We need to ensure that our local transport network is ready so that new labour market opportunities are accessible from across the region.

21st CENTURY LEEDS: A DEFINING MOMENT TO RESHAPE OUR CITY

A new direction in transport

We are fast approaching another defining moment in our city's history with an unrivalled opportunity to reshape our growing city centre.

For a number of years an increasing consensus about how the city should grow in the future to create a more people friendly city centre has emerged from the major city conferences held in 2008 and 2010.

We have an opportunity to nurture economic growth opportunities through a transport system that can move more people to a denser and more productive city centre.

Public transport provides for the optimum mass movement of people and helps to free up the city from traffic - not only for the growth of these industries but also to attract visitors and residents to create a family friendly city centre.

For Leeds to prosper as a 21st century city we need a new approach to the way we think about transport in Leeds and rethink the way we travel into and around the city centre.

New powers, funding and technology

We need a step change in the level of investment in transport. With infrastructure high on the government's agenda, technology advances happening and devolution a real possibility, the time is now through our transport system, to plan for a dramatic and positive change to the urban environment across our city.

Transport has been a main element in city devolution deals so far. Now is the time to ask for greater control to be passed to the local and regional level so we can determine our own priorities for funding.

Through partnership working with the West Yorkshire Combined Authority and Transport for the North we need to be ready to secure a step change in the transport offer across Leeds, the city region and the North.

There may be difficult decisions along the way as we decide how to allocate road space for different modes. Changes to the way we access the city centre will affect everyone and we will need to successfully balance these conflicting demands to create world-class connectivity for both people and goods.

15%

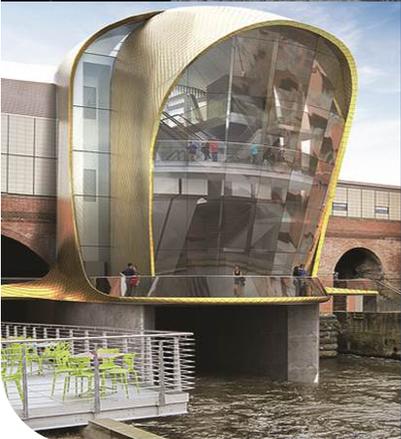
projected population increase by 2028

23%

predicated growth in Leeds traffic by 2028

70,000

additional dwellings needed by 2028



21st CENTURY LEEDS: A EUROPEAN FACING CITY

Leeds 2023 European Capital of culture

Leeds is bidding to be the 2023 European Capital of Culture. We will need to demonstrate through a programme of changes to roads, streets and public spaces that we are going to provide an urban realm offer comparable to premier European Cities.

Reducing the impact of traffic in our urban core will support our long term public realm ambitions for the city. Alongside a clear vision of what Leeds will look and feel like in 2023 and beyond - a central area with a civic arrival space, welcoming and easy to walk and cycle around. An accessible city centre park, with quality urban spaces, European style greened boulevards and well-connected cultural assets.

An example of a recent success is the closure of Merrion Street to traffic, which has created a vibrant additional area for street café culture.

Vision for a mass transit system

We support the introduction of an integrated mass transit system for West Yorkshire.

The West Yorkshire Single Transport Plan sets out the ambition for a 'metro-style' public transport network that integrates all transport modes, including High Speed Rail, into one system that is easily understood, easy to access by a range of options, offering quick and convenient connections.

We support the need for a city region wide system that can help move people easily and conveniently, particularly between our main city and town centers and between our rail and airport hubs. Different corridors will require different technology (NGT, light rail, heavy rail) but all should have the passenger experience at the heart of its design. We will work with the West Yorkshire Combined Authority to help make this a reality.



21st CENTURY LEEDS: A WORLD CLASS CITY

A key meeting place and interchange

City Square is one of the busiest pedestrian nodes in the city, forming a pivotal role in connecting the rail station to the office, retail and civic quarters, as well as providing a route to the arena and the universities from the station. It will also be one of the main routes into to the north of the city from the HS2 station.

A civic gateway

As the first point of arrival for many to our city, our railway station and City Square should reflect its landmark civic status, and both our identity and values as a city.

Across the city people have told us they want City Square to be more welcoming, animated by active uses that draw visitors into to a vibrant city centre. As key part of our cultural heritage and space of civic pride, above all the square should be a gateway which provides easy access to the economic, social and cultural opportunities of a knowledge rich city centre.

Reducing the impact of traffic

Currently the space struggles to provide seamless onward pedestrian connectivity from the station, or to encourage the 50,000 pedestrians passing through the square every day to dwell in the area. With the pedestrian crossing on Bishopgate Street carrying substantial volumes of pedestrians to and from the station, pedestrian facilities frequently become over crowded, with the balance between pedestrians and vehicles currently dominated by the 24,000 vehicles passing in front of the Queen's hotel.

Reshaping the city centre

The West Yorkshire plus Transport Fund City Centre Package will enable the creation of a world class gateway through the closure of City Square to vehicular traffic by 2021 (with the exception of buses, taxis and cyclists).

As well as creating a HS2 ready site, this package will reduce the impact of through traffic across the city centre by infrastructure improvements to Armley Gyratory, the Inner Ring Road and the M621. Alongside changes to the highway infrastructure in the South Bank this will provide a further catalyst for this key regeneration area of the city.

We are also exploring the benefits of introducing a 20 mph zone across the city. The closure of City Square also opens up opportunities for enhancing urban realm and reducing the impact of traffic in the North Bank, improving the setting and connectivity our cultural assets such as the Leeds Town Hall as well as improving connectivity between key areas of growth.



21st CENTURY LEEDS: UNLOCKING HOUSING AND EMPLOYMENT GROWTH

East Leeds Extension

The delivery of East Leeds Orbital Road is critical to unlocking the development capacity of the East Leeds Extension, stretching from Red Hall round the east side of Leeds this new road will connect into the existing highway infrastructure and link to the M1 motorway.

The new road will become a 4.3 mile route to provide the critical highway capacity to support all allocated and approved development in the East Leeds Extension and to relieve congestion on the existing network. It will also enable new public transport and support the provision of park and ride and bus services.

Leeds City Region Aire Valley Enterprise Zone

Excellent access which facilitates the movement of people and goods into, out of, and around Aire Valley Leeds is critical to the success of the overall vision for this key regeneration of the area.

Opened in 2008 the East Leeds Link Road provides a crucial highway link through the area - opening up development and job opportunities.

Building on this infrastructure an integrated transport package for the enterprise zone is prioritised as part of the West Yorkshire + Transport Fund. Aire Valley's Temple Green Park and Ride (due to open in 2016), will cater for trips from the north and east of the city with access via junction 45 of the M1. The bus service will also provide a high quality public transport link between the city centre and the Enterprise Zone.



Leeds Bradford Airport

The managed growth of Leeds Bradford Airport will support our ability to access international markets by providing a more extensive airline route network that will also enhance the ability of Leeds City Region and its businesses to attract inward to investment and tourism.

With investment in transport infrastructure to improve surface access, the airport would be well placed to grow to its forecasted 7million passengers by 2030.

21st CENTURY LEEDS: PROMOTING PEOPLE FRIENDLY QUALITY PLACES

Connected neighbourhoods

Excellent transport links to the district's centres for residents are critical to making Leeds a liveable city. Through a quality public transport network alongside excellent walking and cycling routes we want everyone to be able to access employment, leisure, shopping, education and health facilities.

Good connectivity plays a vital role in supporting attractive, legible and welcoming district centres and quality local environments - where people feel safe, social interaction is encouraged and local pride is fostered. To build on this we must make district centres more walking and cycling friendly.

Transport provision which links areas of social deprivation to jobs and opportunities of a prosperous city centre is also central to our vision. Improving local accessibility through an excellent public transport offer is also a key element of Leeds being an age friendly city. Whilst ensuring that people with disabilities have access to the transport network is an important part of Leeds being an equitable city.

More active and healthy travel

By investing in public transport and reducing the impact of traffic in our districts centres we will also become a more child friendly and healthy Leeds, where more young people can walk and cycle to school safely. Investment in safer, more pleasant streets as well as walking and cycling training will encourage many more local journeys to be made by sustainable modes.

Reducing the impact of traffic on local neighbourhoods

It is also important that the effects of transport are mitigated through the effective network management of traffic on our key routes and investment in our low emission strategy. Particularly as the effects of poor air quality are often felt across our most deprived communities. Future proofing developments, supporting low emission technologies and further greening of the public transport system are all key elements of our vision.



21st CENTURY LEEDS: A TRANSPORT SYSTEM THAT MAKES IT HAPPEN

For our city to fully realise the benefits of a devolution deal that secures greater local powers on transport and investment, which delivers an infrastructure fit for a 21st century city - we need to adopt the following key principles;

1. Reshaping our City Centre

- The city will seize the transformational opportunities of HS2 and Transport for the North to create a major rail interchange in Leeds City Centre cementing our long term international economic competitiveness.
- A larger more densely developed city centre will be easier to walk and cycle around with significantly reduced vehicular capacity and priority within in the central area.
- A world class arrival gateway will be created by closing City Square to traffic, re-routing through traffic on to the inner ring road through infrastructure improvements to the Armley Gyratory and the M621.
- A reduction the scale of highway infrastructure in the South Bank by reallocating space to sustainable modes enhancing the urban realm.
- Aligned to an urban realm strategy for the 2023 European Capital of Culture,

we will unlock the place making potential of the North Bank through reducing the impact of traffic.

- Explore long term strategic options for the Leeds Inner Ring Road.

2. Promoting people friendly quality places across the district

- Greater priority measures for pedestrians and cyclists and a new integrated approach to street design.
- Safer Streets 20 mph zones.
- Safer Roads Action Plan.
- A cycling strategy and investment in infrastructure for a cycling revolution.
- A low emission strategy for better air quality and carbon reduction.

3. Reducing the cost of doing business across the city

- Cars will still be a crucial part of our future economy. Journey time reliability will be improved through targeted highway efficiency orbital infrastructure improvements to alleviate congestion.
- Alongside investment in radial public transport for routine trips, space on our roads will then be freed up for those with fewer alternatives, servicing the needs of businesses and improving freight efficiency.

4. Enabling a new dimension of travel choice

- We will increase travel to the city centre by sustainable modes through high quality, high capacity public transport and cycle provision on more radial routes.
- Building on NGT a compelling ambition for a quality integrated mass transit system for the city will bring a new dimension of choice to public transport across the city.
- An attractive park and ride offer and car park strategy will support the visitor and business economy, while maximising the productivity of brownfield site uses and maintaining accessibility to the city centre.

5. Unlocking housing and employment growth

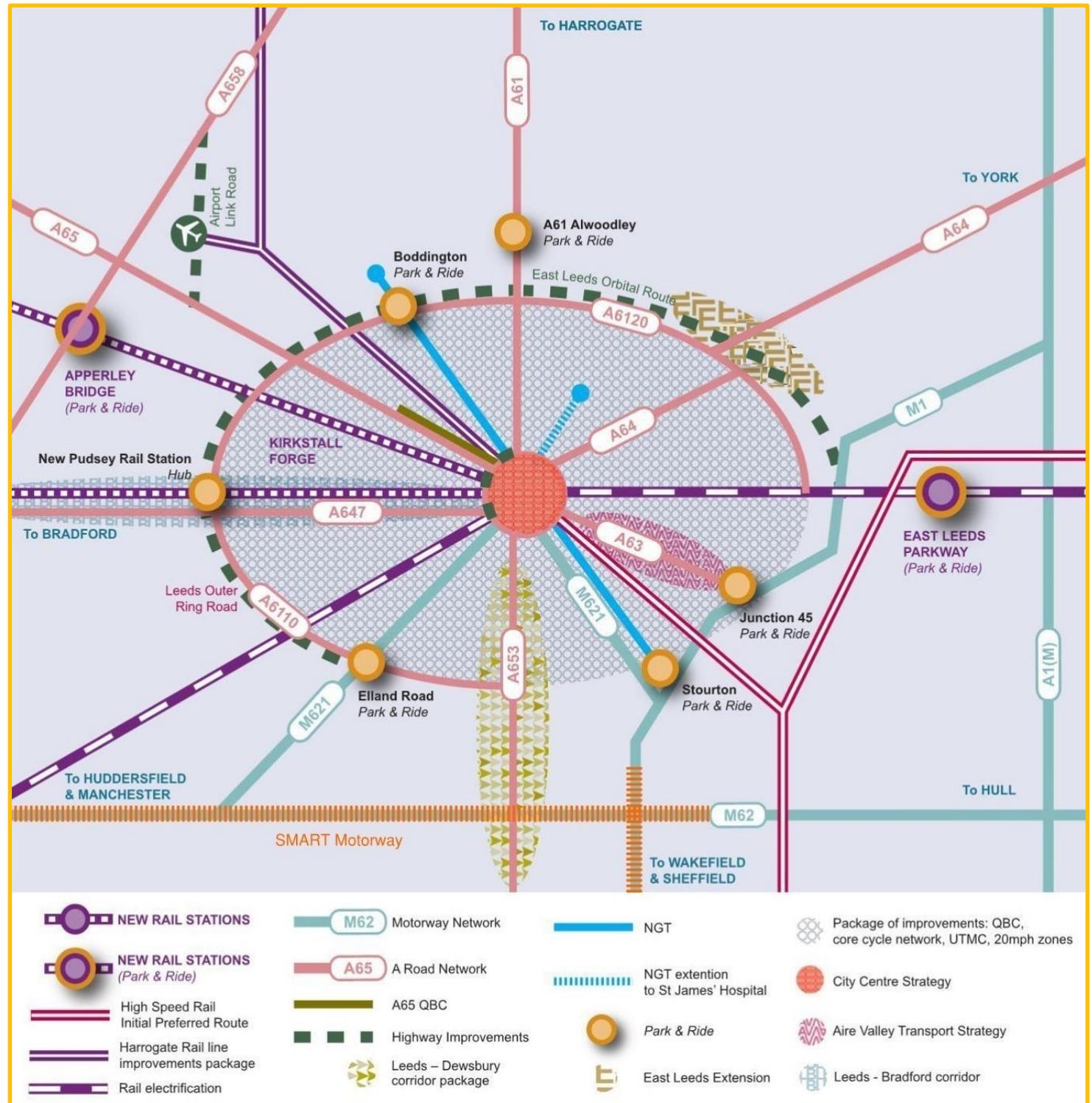
- We will unlock housing and employment growth through the provision of transport infrastructure to serve new developments, housing and employment.
- With a focus on sites of economic importance to the city and city region, including the Airport and the Aire Valley Enterprise Zone.

21st CENTURY LEEDS: DELIVERING OUR VISION

Schemes already prioritised in the West Yorkshire plus Transport Fund, together with existing major transport schemes such as City Connect, Kirkstall Forge station and NGT, represent a significant investment approaching **£900M planned by 2025**.

These are not isolated improvements but part of a pipeline of transport schemes spatially aligned to our strategic transport investment priorities to deliver housing and employment growth set out in the recently adopted Leeds Core Strategy.

The following tables set out how we intend to deliver our transport vision for Leeds as a 21st century city.



With a focus on delivery in the short to medium term, the Council alongside our partners are currently progressing a number of strategically important major transport schemes across the city.

21st CENTURY LEEDS: THE NEXT TWO YEARS

		Timescale	Funding
Elland Road Park and Ride	Major investment towards an integrated Park and Ride Strategy for the city.	Open	Funded
Temple Green Park and Ride	Providing a viable alternative for car commuters to reach the city centre.	2016	Funded
Quality Bus Corridors	A65 Quality Bus Corridor enhanced bus priority, complementing previous investment on the A61 Scott Hall Road, the A64 and A63 in east Leeds.	Open	Funded
Local Pinch Point Schemes	Orbital improvement signalisation schemes at Thornbury, Rodley and Horsforth to support housing growth.	2015	Funded
Leeds Station Southern Entrance	A new entrance to Leeds Station from the South Bank.	2015	Funded
City Connect 1	23km of segregated cycle superhighway connecting Bradford to East Leeds via Leeds city centre.	2015	Funded
Leeds Rail Growth Package	Two new stations with associated car parks on the electrified Airedale and Wharf dale lines.	2015	Funded
M1 Junction 44	Highways England improvement scheme to the strategic road network.	2015	Funded
Leeds Station Masterplan	A series of improvements to Leeds Rail Station, including improvements to the station entrance, Bishopgate St, Aire St and New Station St.	(Phase 1) 2016	Funded
Leeds Inner Ring Road Major Maintenance Scheme	A programme of essential maintenance work will ensure the continued availability of the critical Woodhouse tunnel.	2016	Funded

21ST CENTURY LEEDS: THE NEXT 7 YEARS

Timescale Funding

		Timescale	Funding
City Connect 2	City centre cycling connectivity supported by a cycling strategy for further investment in cycling infrastructure.	2018	Funded
21 st Century Mass Transit System	<ul style="list-style-type: none"> • Mass Rapid Transit with NGT Phase 1 with Park and Ride at Boddington and Stourton. • Leeds Park And Ride Strategy & NGT Phase 2. 	2019 TBC	DfT TBC Unfunded
WY+TF City Centre Package	Closing City Square to traffic with the exception of cyclists, NGT, buses and taxis, enabling the reduction of through traffic in Leeds city centre through infrastructure improvements to the M621 and Armley Gyratory and the South Bank.	2021	WY+TF
City Centre Urban Realm	Urban realm strategy and traffic study to facilitate a public realm programme for Leeds 2023 Capital of Culture Bid.	Quick wins - 2023	Unfunded
Local Development Framework Site Allocations	To enable housing development across the district through a package of measures which improve journey times and reliability for public transport and other road users.	2016 to 2026	Unfunded
Leeds Bradford Corridor	A package of measures to improve journey times and reliability for public transport and other road users along this corridor.	2021	WY+TF
Low Emission City Infrastructure	Low Emission Strategy alongside investment in new technologies and infrastructure seizes the opportunities to be at the forefront of technology innovation.	TBC	TBC
East Leeds Orbital Road	ELOR will unlock the East Leeds Extension housing developments through a proposed dual carriageway road from M1 Junction 46 to the A6120.	2021	WY+TF
Airport Road Improvements	Airport road improvements to facilitate the managed growth of the airport and reduce traffic levels on local roads.	2021	WY+TF

Looking to the future to deliver our transport vision for Leeds as a 21st century city – working in partnership with the West Yorkshire Combined Authority, we will seek to secure funding through a devolution deal which brings new levels of investment to the city and city region.

21ST CENTURY LEEDS: LOOKING TO THE FUTURE		Timescale	Funding
HS2 & South Bank Masterplan	Creating a HS2 ready site which maximises the benefits of the arrival of HS2.	HS2 Arrival 2033	Unfunded
21 st Century Mass Transit System	WYCA HS2 Leeds City Region Connectivity Package.	TBC	Unfunded
Leeds Inner Ring Road Long-term Strategy	Given the strategic importance of the LIRR, significant and costly on-going repairs a long term strategy for this significantly importance urban distributor is required.	2030	Unfunded
Airport Fixed Rail Link	A fixed rail link ambition to Leeds Bradford Airport.	TBC	Unfunded
Aire Valley Integrated Transport package (Phase 2)	Highway improvements to access development areas in the Leeds City Region Aire Valley Enterprise Zone.	Post 2022	WY+TF
Leeds Dewsbury Corridor	A package of measures to improve journey times and reliability for public transport and other road users along this corridor.	Post 2022	WY+TF
Leeds A6110 Outer Ring Road	Highway improvements package for the A6110 from M621 J1 to the A647 Stanningley bypass.	Post 2022	WY+TF

Across Highways and Transportation we will continue to work to make roads and pavements in Leeds as efficient, safe and well maintained as possible through the following key measures;

21ST CENTURY LEEDS: WHAT WE WILL KEEP ON DELIVERING

Network Efficiency	Urban Traffic Management control maintains network efficiency across Leeds through signals linked to the central control computer, utilising signals to deal with localised problems.
Highway Maintenance	Highways across the city will continue to be invested in through a programme of resurfacing and footway maintenance, ensuring that residents and visitors will benefit from convenient and reliable journeys on the highway network.
Road Safety Casualty Reduction	<ul style="list-style-type: none">• An annual programme of road safety education, training and publicity campaigns• Provision of pedestrian skills and Bikeability training.• A programme 20 mph zones for residential streets across the district.• Provision of safe pedestrian crossing facilities through physical measures to reduce the likelihood of collisions in response to community concerns and accident data.• Analysis of road traffic injury data to provide safety cameras at junctions with a high road traffic casualty record alongside the West Yorkshire Casualty Reduction Partnership.
Influencing Sustainable Travel Behaviour	<ul style="list-style-type: none">• Through the promotion of School Travel Plans we will implement a range of measures and initiatives including safer routes to school, walking buses, cycling facilities and scoot to school scheme.• Workplace Travel Plans, to promote sustainable travel to new developments.
Accessibility and Mobility	Provision of dropped kerbs and parking bays for blue badge residents, and addressing diverse issues of accessibility for disabled people across the district.

21st CENTURY LEEDS: DELIVERING OUR VISION

This document is a result of wide spread consultation and engagement from city centre conferences held in 2008 and 2010, as well as more recent consultation undertaken as part of the Council's Breakthrough Project .

People and places do not stand still. Given the opportunities of new powers and new levels of funding through devolution, it is important to restate within our existing policy framework what our 'best city' ambition means in terms of transport.

Transformational change

Achieving our vision requires transformational change in the following areas;

- The way we travel into and around the city centre.
- New levels of investment in transport across the city and city region.
- New Powers through greater devolution - this vision will provide a platform for engagement with West Yorkshire Combined Authority, and enable us to work proactively with Government.
- We will need to explore new opportunities for funding, including local contributions.
- We will need to think long term about our strategic highway assets.

This vision will enable us to build on the major programme of transport improvements already planned through the West Yorkshire plus Transport Fund.

Changing our highway infrastructure to create a more people friendly city centre will be challenging and take major capital funding. Greater devolution will help us explore innovative solutions to these challenges.

Transport has been a main element in city devolution deals so far. Now is the time to ask for greater control to be passed to the local and regional level so we can determine our own priorities.

Next Steps

We are keen to continue this conversation across the city to make sure that the vision is one that we can all support. As we develop our transport vision for Leeds as a 21st century city we will work alongside our partners in the West Yorkshire Combined Authority to fully integrate our vision and principles within the emerging Single Transport Plan for city region connectivity.

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