Leeds CITY COUNCIL

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Report of **Director of City Development**

Report to **Scrutiny Board (Sustainable Economy and Culture)**

Date: **22 March 2012**

Subject: **TRANSPORT PLANNING – SESSION 2**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): City & Hunslet and adjoining wards	☒ Yes	☐ No
Are there implications for equality and diversity and cohesion and integration?	☒ Yes	☐ No
Is the decision eligible for Call-In?	☐ Yes	☒ No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	☐ Yes	☒ No

Summary of main issues

1. At their 1 December 2011 meeting the Board agreed Terms of Reference for an "inquiry into the impact of existing major sources of travel movements within the City, and the plans being made to address the impact of known future developments on the City's transport infrastructure".

2. This report provides evidence to the second session of the inquiry covering:
   - Draft transport strategy for the city centre.
   - Traffic management strategies and plans.
   - Network management.
   - Promoting sustainable movement including the integration of pedestrians and cyclists.

3. Key challenges for transport provision are described in terms of ensuring adequate investment; managing demand for travel from a widening and potentially growing commuter catchment; supporting the development of the bus network; the major opportunity that a high speed rail network will bring; and ensuring good connectivity and mobility remains possible in local communities.

Recommendations

4. Members are requested to note and comment on this report.

1 Purpose of this report

1.1 This report provides information to the second session of the Board's inquiry into transport challenges and issues in the city as set out in the terms of reference agreed at their 1st December 2011 meeting.

2 Background information

2.1 A new Local Transport Plan 2011-26 was adopted by West Yorkshire Integrated Transport Authority in April 2011 and forms the statutory transport plan for West Yorkshire. A separate Local Implementation Plan for Leeds is being prepared to support the LTP which covers programmes for the period 2011-14 and sets out the basis for longer terms transport ambitions in the city within an overall framework for transport planning in West Yorkshire and the City Region.

2.2 At its meeting on 1st December last this Scrutiny Board agreed a programme of inquiry into transport planning issues. This report covers issues identified for the second session of inquiry, covering:

- Draft transport strategy for the city centre.
- Traffic management strategies and plans.
- Network management.
- Promoting sustainable movement including the integration of pedestrians and cyclists.

2.3 The context for the future transport planning in the city centre is set by the Local Transport Plan; the Vision for Leeds to be the best city in the UK by 2030; and by the vision for the city centre. The 2010 city centre vision conference identified the following transport themes as being of particular interest in terms of future strategy:

- City Square as a place free of traffic and severance from the rail station
- Development of interchange opportunities
- Measures to manage through traffic better and the role of better traffic signing
- The importance of good provision and priority for pedestrians
- Quality issues relating to bus services, including cost, information and services
- The role of park and ride in the future

2.4 This report builds on the overall position described to the Board's 27 January session on transport planning and sets the scene for the further planned sessions of the inquiry in due course.

Context for future transport planning in the city centre

2.5 Over 400,000 people work in Leeds District of which 32% (133,000) work in the city centre[i]. A significant proportion of those working in Leeds travel in from neighbouring authorities, and this figure is higher for those who work in the city centre. In 2008 it was estimated that 70% of people travelling to the city centre during the morning peak period started their journey from outside Leeds outer ring road. The population of Leeds has risen over the past decade to around 800,000 in 2010 and is forecast to increase more significantly in the future to almost 950,000 by 2026[ii]. How this growth will affect the proportion of longer distance commuters is uncertain as significant population growth is forecast throughout the city region.

2.6 The majority of people who travel to the city centre do so by public transport, walking and cycling. Surveys in 2008/09 showed that during the morning peak period 45% of those using the three main modes travelled by car (Appendix Figure 1) and this fell to 35% in the inter peak period.

2.7 Parking costs vary considerably within the city centre and surveys indicate that over 60% of drivers do not pay to park at all – this applies both to peak and off peak journeys, and perhaps surprisingly also includes inter peak shopping trips.

2.8 However, travel costs have risen significantly over the past decade as the Appendix Figure 2 shows. All these increases are on top of inflation. Bus fares in particular have grown substantially and in the immediate future rail fares are also set to rise.

2.9 The future level of employment growth in the city centre is extremely hard to forecast. The Regional Econometrics Model (REM) is used twice a year to make forecasts at a district and regional level, however, the current economic uncertainty means that forecasts vary significantly. For example, the autumn 2010 forecast was for a net growth of 44,000 jobs in Leeds district between 2010-26; the autumn 2011 forecast is for 74,600 over the same period.

2.10 In 2008, approximately 30% of jobs were in the city centre, however, it is not known how this proportion might change over time. Land already allocated for employment, or proposed for employment, could support over 200,000 jobs in Leeds District. Of this, around could 45,000 fall within the city centre (inside the IRR). Allocated land, however, only accounts for a proportion of employment as it excludes public sector jobs (local government, education, health), retail, hotels and catering. These sectors account for around a third of anticipated future employment growth in Leeds.

2.11 The REM forecasts do not provide detail on the location of the growth within Leeds, however, if the current proportion of city centre jobs is maintained this would represent between 13,000 and 23,000 additional jobs.

2.12 However, not everyone travels to work during the morning peak period on a weekday. For example, taking account of part time and shift working and other absences from work mean that typically only 45% of workers commute during the 0700-1000 period on an average weekday. Assuming that this proportion remains in the future, and with new technology it might well decline, this would reduce the average increase in demand for travel to the city centre down to 6-10,000 people during the peak period.

3 Main issues

Draft Transport Strategy for the City Centre

3.1 Leeds city centre is one of the key economic drivers for the city region. It is a major employment location, with around one third of all jobs in Leeds District being located there; the shopping centre is regionally significant, and is the fifth largest nationally in terms of retail floorspace; the main campuses of the city's two universities are located in the city centre along with the Leeds General Infirmary; it also forms a cultural and entertainment centre for the city, with a variety of theatres and museums, as well as cinemas, restaurants and bars. In recent years city centre living has attracted thousands of people to choose the city centre as a residential location.

3.2 Since the last time transport strategy for the city was thoroughly overhauled in the 1990's major changes have taken place both in terms of physical changes to the transport system and also as regards the policy and strategic background:

- Completion of the City Centre Loop, Public Transport Box and Inner Ring Road
- Regeneration of Leeds rail and bus stations
- The renaissance of City Square and creation of Millenium Square.
- Rapid expansion of development on the South Bank notably around Holbeck Urban Village and numerous vacant sites including the former Tetley's site.
- Planned Eastward expansion into the Eastgate / Harewood Quarter; Trinity Leeds on site in the central area; in the West End; and the Leeds Arena.
- Rail passenger growth into Leeds station exceeding expectations.
- Increasing traffic pressure on the Public Transport Box in terms of the needs for accessible bus stops and for accommodating taxi stands, deliveries etc.
- Cleared development sites south of the city centre that have increasingly been used for commuter parking often without planning consent.
- Continuing traffic and congestion in the M621 corridor.
- Government plans as yet undefined for a high speed rail route and station.
- Greater expectations for quality of space and urban realm.

3.3 Future development in the city centre will result in the creation of new employment opportunities, the expansion of the retail provision and the opening of the Leeds Arena. At the same time the population of Leeds is forecast to grow significantly. All this will result in the need to transport greater volumes of people into and out of the city centre, with resulting impacts upon the levels of congestion on the transport network, air quality and greenhouse gas emissions. There are also a range of transport pressures which will drive future strategy:

- Master planning for the further development of Leeds station with anticipated growth in passenger numbers of 60 to 100% over the next 20 years.

- Significant volumes of through traffic in the city centre, notably 25% of the 25,000 vehicles passing through City Square daily.

- Development in the West End and South Bank and implications for Meadow Lane gyratory where flows of 40,000 vehicles will impact on the urban realm.

- Holbeck Urban Village and the role Water Lane plays as part of the city centre traffic system.

- M621 congestion which is a growing concern for the Highways Agency.

- Supporting permeability and connectivity for cyclists and pedestrians.

- Accommodating public transport expansion for example: quality bus corridors; NGT routes; street running of TramTrains; and bus accessibility.

- High speed rail, subject to future announcements about a terminal in the city.

3.4 A future city centre transport strategy needs to tackle these challenges and therefore the following draft objectives for the city centre transport strategy have been developed:

- To facilitate the economic growth of Leeds city centre;

- To create a more accessible city centre that supports people to travel there by a range of sustainable choices;

- To support an improved environment and urban realm within the city centre to make it a more welcoming and attractive place for workers, shoppers and visitors;

- To reduce CO2 emissions associated with travel to the city centre.

3.5 The draft transport strategy therefore has two main components:

- Providing for increased travel to the city centre by sustainable modes, with key components being:

    - Better interchange public facilities

    - Development of the rail station as a regional transport gateway in terms of capacity for future demand and passenger facilities

    - Integrating walking and cycling into the city centre realm

    - Continuing the creation of better spaces and well integrated and seamless urban realm

    - Integrating the new and emerging development areas, including present committed developments and that expected to emerge in the West End and South Bank

    - Making best of use of information

- Reducing the impact of traffic within the city centre:
    - Reviewing and developing the traffic management system, including signing strategies
    - Redefining the role of the City Loop Road and Inner Ring Road
    - Managing more effectively the level and impacts of through traffic in the core areas of the city centre
    - Developing a parking strategy, especially the role of park and ride

3.6 Proposals for the first component relate to the provision of bus/NGT based park and ride; additional rail capacity; enhanced bus services; and improved facilities for walking and cycling to the city centre.

3.7 Proposals for the second component comprise changes to the traffic circulation system to reduce the amount of through traffic; associated improvements to the Inner Ring Road, including enhanced capacity at Armley Gyratory; the management of commuter parking provision and the development of park and ride.

Providing for increased travel demand

3.8 Based on the higher REM forecast (autumn 2011) referred to in paragraph 2.11, a potential scenario for accommodating peak commuting demand is illustrated in the Appendix Figure 3. This has been undertaken to demonstrate that even with fairly conservative assumptions there is scope to meet future demand. The park and ride capacity is based on NGT plus three other sites, but assumes only 66% of spaces are occupied by the end of the morning peak period. The range of rail capacity depends on the proportion of standing passengers (25% or 10%), but ignores the significant availability of spare capacity after 9 a.m.

3.9 For those travelling to the city centre from within the Outer Ring Road, there is significant spare capacity on existing bus services through the peak period and this will be enhanced by NGT. In addition, the implementation of the Leeds Core Cycle Network will deliver 17 radial routes into the city centre. Cycling levels have more than doubled over the past eight years, if they were to double again by 2026 this would represent an additional 1600 cyclists.

Urban Realm Improvements

3.10 A key part of the previous 1991 transport strategy was the re-routing and removal of traffic from the central area of Leeds. This has allowed significant pedestrian areas to be developed the most notable being Briggate, with subsequent enhanced urban realm for shoppers, visitors and residents.

3.11 The pedestrianised streets at the core of the retail area in Leeds have represented a significant civilisation of the city centre, providing a substantial redistribution of road space in favour of the more relaxed pace of pedestrian activity. Opportunities for street cafes and the encouragement of street entertainers do much to enhance the city centre as a destination for residents and visitors alike. Nevertheless, these

streets sit side by side with other central roads that have changed little in decades and detract significantly from the pedestrianised core.

3.12 As stated above, transport has a key role to play in allowing improvements to the urban realm in the City Centre. A key theme of the future City Centre strategy is:

- Achieving significant improvements to the environment of the city centre by the removal of extraneous vehicles – in particular through trips - and physical changes to the highways to lessen the impact of the remaining traffic;

3.13 This means reducing the impact of traffic in the most central area to allow increased pedestrianisation and an enhanced urban realm that is easier and safer to navigate by non-motorised modes. The delivery of this is anticipated to include the following elements:

- Implement new signing strategy for city centre to divert unnecessary traffic away from the loop road;
- Enhance urban realm on highways within Loop Road, including shared space proposals;
- Introduce measures to reduce the dominance of traffic on the Loop Road, including selective use of shared space design;
- Reconfigure access arrangements to create a cell system;
- Extend city centre pedestrianisation.

3.14 It is proposed that future traffic circulation is planned to provide for essential access to support the centre vitality whilst ensuring that through journeys are diverted to the most appropriate routes for such traffic. As such it is anticipated that progressively the road and public transport networks in the core of the city centre will be re-planned over time to reduce the dominance of traffic and enhance the environment for pedestrians and cyclists. This work will allow City Square to be partially pedestrianised by eliminating general car traffic and managing bus and local access traffic. In addition, the transformation of New Station Street into a pedestrian priority route from the station to the core retail area will require the relocation of the buses and taxis to a new interchange to the north of the station.

Traffic Management Strategies and Plans

3.15 The Council operates a sophisticated Urban Traffic Management and Control (UTMC) system within the city which plays a vital role in keeping traffic in Leeds moving. Both operationally and strategically UTMC aims to maximise usage of the existing infrastructure whilst benefiting all road users. Going forward UTMC will play a major role in the future development and delivery of a new strategy for the city centre. UTMC's role is achieved in a number of ways.

- *Setting signal timings.* Determining the proportions of green time given to each approach, and coordination strategy to keep the main routes through the city as clear as possible, minimise delay and queues and maximise safety. Timings are

time of day specific and the city centre and along many of the main traffic corridors leading into the city centre the traffic signals and linked together to co-ordinate the flows of traffic to gain maximum efficiency

- *Control.* A central control centre, which is staffed throughout the weekday and at busy weekends, provides for continuous monitoring of traffic in the city centre and across the District. It also provides for a direct interface with the public and our partners such as the police and Highways Agency. Action is taken if problems are seen to arise: altering signal timings, alerting the police, calling the signal maintenance team, ringing up contractors on site or via Network Management, informing the public via the LeedsTravel.Info web site, setting Variable Message Signs (VMS), and informing the media (via a media agency).

- *Planning for events or planned road works.* UTMC share in discussions about the effect of any disruption, how it can be minimised, time of day, alternative routing, etc. Prepare a set of appropriate signal timings and VMS settings. Agreeing use of temporary traffic signals.

- *Road improvements.* In considering the feasibility of possible road improvements the needs to all road users are fully considered – pedestrian delay being as important as vehicle capacity. The layout of new junction designs is optimised wherever possible for efficient operation. Signal equipment is carefully specified making the most of the latest technology to be operationally optimal and environmentally friendly.

- *New Developments.* The UTMC team are involved in assessing the traffic impact of major developments. The aim is always to facilitate the development if possible whilst ensuring that no additional congestion is created. This is usually more than simply reaching agreement on a developers Transport Assessment. Generally it entails a detailed review of their traffic figures, correcting and refining traffic models, working with them in designing junction layouts and traffic signals, checking the final design has capacity, caters properly for pedestrians, and is actually physically feasible.

3.16 In terms of traffic management plans for the future, these need to be rethought especially the role of the key strategy based on the three rings of the Inner Ring Road, Loop Road and Public Transport Box where a range of considerations come to the fore, including:

- Journey times preclude an expansion of the existing Loop without breaking it up into cells and sub-Loops to cater for access needs.

- Capacity of the IRR, particularly at Armley Gyratory.

- Environmental constraints in Holbeck Urban Village.

- Access to the station and quality of City Square urban realm as gateway to the city.

- Minimal scope for the diversion of the route around the North of the city centre where no suitable alternative routes exist.

- South Bank road networks will potentially be under greater pressure from new development plans with congestion likely to be exacerbated by re-development of industrial sites with mixed use and commercial office development.

- Access points and pressure on the M621.

- Longer term uncertainty about the future maintenance strategy for the IRR.

3.17 Taking these factors into account, work on the traffic analysis for the new city centre strategy has reached the following preliminary conclusions to-date:

- Separate Loops and local access measures such as traffic "cell systems" will better serve the accessibility and expansion of the city centre.

- City Square and access to the station can only be improved by reducing the volume of traffic, although provision for buses will continue to be needed.

- An increase in capacity at Armley Gyratory is needed to facilitate improvements to City Square and a reduction in the remaining through traffic passing through the city centre.

- The role of Meadow Lane Gyratory in South Bank can be played down only by the provision of new capacity further out of the city centre adjacent to the M621.

- The role of the M621 is critical to the city centre strategy and M621 Junction 3 should be reduced in significance and consideration given to the role of junction 2A.

- In due course traffic arrangements will need to reflect any future requirements of a high speed rail terminal.

- The role of the Inner Ring Road is likely to be a critical factor, particularly post 2030 when a longer term maintenance and operation strategy will be significant.

Network Management

3.18 The Highways and Transportation service has an established Network Management section whose primary role is to facilitate and co-ordinate the essential works and activities that take place on the Leeds highway network. This ensures that the Council meets the statutory network management duty placed on it under the Traffic Management Act 2004 (TMA).

3.19 The TMA and the New Roads and Street Works Act 1991 provide a number of controls that allows the council to place directions on how works may be undertaken. In particular these relate to directing the dates and times of works, to assist in co-ordination and to reduce resultant disruption. These controls will be further

strengthened if the Council is successful in its current bid to introduce a permit scheme for road works on the busier road network.

3.20 All works are currently notified to the Council and this information is recorded on a map-based electronic register of street works. This system aids the co-ordination process in highlighting potential clashes or particularly disruptive works. It does however have limitations mainly due to the sheer volume of works. Over 35,000 works were notified last year. The permit scheme should provide additional staff resource to help deal with this problem.

3.21 The role of Network Management is particularly critical in terms of the city centre. In addition to the register of works a number of other measures are currently undertaken to co-ordinate works and reduce disruption. Every 3 months a co-ordination meeting is held with work promoters where their work programmes are discussed and potential clashes or opportunities for collaborative working are resolved. In addition to this an internal city centre working group is also held quarterly with colleagues from Planning Services and City Centre Management to examine proposed works, developments and events. A plan and schedule to aid future planning is published following each meeting.

3.22 Larger works and developments are subject to scheme specific co-ordination meetings to ensure that all the relevant stakeholders are involved and can contribute to the planning process. These stakeholders include Urban Traffic Control, the Police and Metro. In the case of the Eastgate development enabling works, the developer funded a full time post to help facilitate this process. For last year's work to refurbish some of the Inner Ring Road structures a dedicated working group was formed. This group gave detailed consideration to the traffic management proposals, timing and publicity to ensure that the disruption was well managed.

3.23 The ongoing refurbishment of ageing utility and highway assets, regular public events and major developments in the city centre do make this co-ordination process increasingly challenging. However the systems and processes outlined have demonstrated a track record of success in managing the network in the city centre.

<u>Development Pressures</u>

3.24 Over the past ten years, there has been significant regeneration and development within both Leeds City Centre and at other key locations within West Yorkshire and the wider city region. The speed of development has, however, slowed in more recent years as a consequence of the economic downturn.

3.25 Within the city centre there are three major developments that will have a significant impact upon transport: Trinity Quarter, Leeds Arena and Eastgate.

Trinity Quarter.

3.26 The redevelopment of the area to the north of Boar Lane will provide spare for 120 retail units within a 1 million sqft development. It is scheduled to open in spring 2013.

3.27 No car parking will be provided on site, instead it relies upon shoppers using existing car parks within the city centre.

3.28 Deliveries to the scheme utilise the existing service yards accessed from Boar Lane, the entrance to the main service yard on Bank Street adjacent to the Square on the Lane will be widened.

3.29 The developer is jointly funding with the council the refurbishment of the lower section of Albion Street to the standards of the city centre pedestrian areas.

Leeds Arena

3.30 Located to the north of the Merrion Centre, construction of the Arena commenced in February 2011. When complete it will have a capacity of up to 13,500 and is due to open in early 2013.

3.31 No new car parking will be provided as part of the development. The majority of major events will occur on an evening, and consequently the venue will be served by existing city centre car parking. Woodhouse Lane and the Merrion Centre multi-storey car parks will be able to accommodate demand for the majority of events. On the largest events and Saturday matinees, other car parks around the city centre will be required to accommodate the demand.

3.32 A signage scheme is being developed to direct traffic to the arena and relevant car parks. In the first instance this will be to either the Woodhouse Lane or Merrion car parks, depending on the route into the city. Once these are full, drivers will be directed to other car parks. Pedestrian signing will direct people to the arena from arrival points such as the bus and rail stations as well as car parks.

3.33 A comprehensive review has been carried out of the traffic regulation orders in surrounding areas and changes will be made before the arena opens to make it illegal for drivers to park at times when there will be a potential demand from the arena customers. The adequacy of the provision will be reviewed over a two year period following opening of the arena.

3.34 The capacity of the highway network has been tested at key junctions around the city centre. The conclusion is that whilst some adjustment to traffic light timing will be required, there is sufficient capacity on the network to cater for the event. An arena specific signals plan will be developed by UTMC before opening of the arena, which will then be fine tuned as events occur.

Eastgate Development

3.35 The Eastgate Quarters development will provide space for 130 stores and restaurants, including over 1 million sqft of retail units. A new planning application was approved in 2011.

3.36 Unlike the Trinity and Arena developments, Eastgate will have a greater direct impact on the transport network because of the road closures that are required to allow it to progress.

3.37 The original transport work for the Eastgate development was undertaken in 2005-06 in support of the first application. A further planning consent was granted in 2011 for a reduced scheme. This removed the residential content and relocated the proposed John Lewis store within the development.

3.38 The key changes to the highway network within the site boundary are:

- To build over a number of streets, predominantly on the north side of Eastgate, the most significant in traffic movement terms being Lady Lane.

- To remove traffic from some streets, including all traffic other than the future NGT vehicles from Eastgate between Vicar Lane and the Eastgate Roundabout.

3.39 As a result of the above changes to the network and to accommodate the additional traffic that will come to the development, the following changes are proposed:

- The closure of Eastgate to traffic will require a new arrangement for bus routing, with services being diverted and others terminating at new locations.

- Other traffic, whether existing traffic using the city centre or new traffic attracted by the development, will be encouraged to use the Loop and the Inner Ring Road. Junction improvements are required along with alterations to signing and traffic management arrangements to provide capacity for these changes.

3.40 The construction of the scheme and highway changes are closely interlinked and through an agreement under Section 278 of the Highways Act 1980, the phasing of the works are controlled to ensure that the necessary highway works are put in place to accommodate traffic before it is diverted or roads are closed.

3.41 The development will remove approximately 1050 existing car parking spaces within the site area on surface car parks and provide a 2700 space multi storey car park accessed from Vicar Lane and Bridge Street. The assessment to establish the level of car parking required examined the operation of the shoppers car parks around the city centre. This confirmed that sufficient space would be available to accommodate demand during the construction period when the existing surface car parking was removed but the new multi storey car park had not been provided.

<u>Promoting Sustainable Movement including the integration and pedestrians and cyclists</u>

3.42 Walking and cycling in Leeds are promoted by a series of events, many of which take place on an annual basis. These include "Walk to School Week", "Walk the History of the Games", "National Bike Week" and "Go-Cycle". Each of these themes include numerous individual events to encourage participation in active travel.

3.43 Within the city centre, pedestrians are predominantly provided for by an existing established infrastructure of extensive pedestrianised streets and pedestrian crossing facilities. Detailing planning of new investment and improvements for pedestrians is taking place for major projects including providing for connectivity to the Leeds Arena, Trinity Leeds and Eastgate development sites. The Eastgate scheme will see pedestrianisation provision being extended to include Eastgate as well as enhanced pedestrian connectivity across New Market Street. In 2010, improvements were made in City Square to improve the crossing facilities from City Station across the City Centre Loop Road. This involved widening the crossing facility and reducing the crossing distance, which entailed reducing the number of traffic lanes from three to two.

3.44 Cycling is being accommodated and encouraged by a series of carefully considered routes which make up the Leeds Core Cycling Network. These lead to the Public Transport Box, which cyclists may use to access their destination in the city centre or to cross the city centre. Secure cycle parking and combined cycle/train journeys have been encouraged by the CyclePoint at Leeds City Station. Routes along the Headingley, Scott Hall, and Hunslet/ Middleton corridors are substantially complete. Further work is being undertaken to devise and implement a route which improves the connectivity from the North of the city centre across the Loop road to the rail station.

3.45 The future city centre transport strategy is intended to manage traffic levels and distribution to widen benefits further for both pedestrian and cycle movements.

Timing and programmes

3.46 The draft strategy is summarised on the maps contained in the appendix to this report. Map 1 shows an overview for Leeds district and Map 2 specific proposals for the city centre.

3.47 It is anticipated that the strategy will be rolled out in stages over a twenty year time frame, potentially concluding with the siting of a high speed rail terminal in the city, where the Councils' preference is for the Government to chose a city centre location. An indicative phasing could roll out along the following lines between 2012 and 2030:

PHASE A Initial measures package to support traffic management in City Square and the South Bank area. Potentially including urban realm and public transport measures in the City Square and station areas and the establishment of Park and Ride including the delivery of the NGT scheme

PHASE B Completion of the South Bank access package with extended traffic management including the M621 and Ingram Distributor Road. Delivery station access improvement package. Further development of NGT network

PHASE C North city centre traffic and urban realm package and completion of the full access package for proposed high speed rail terminal. Continuation of an NGT network and potentially street running tram trains as part of future rail development.

4 Corporate Considerations

4.1 Consultation and Engagement

4.1.1 The development of the Local Transport Plan was underpinned by a West Yorkshire wide process of engagement with Members, Stakeholders, transport users and residents. No further consultation on transport plans has been undertaken since this was concluded. The further development of the city centre transport strategy will be supported by a suitable engagement and consultation strategy.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 The development of the Local Transport Plan has been informed by the preparation of an Integrated Sustainability Assessment which has included assessing the impacts of the transport policies and strategy on these issues. In terms of more specific schemes and policy developments further equality and diversity screening and assessment will take place on an individual basis as proposals are developed further. A further EDCI scoping and assessment will follow as work on the draft city centre transport strategy is progressed further.

4.3 Council Policies and City Priorities

4.3.1 The development and progression of the Local Transport Plan and transport strategy specifically supports the delivery of the City Priorities to:

- Improve journey times and the reliability of public transport; and
- Improve the environment through reduced carbon emissions.

4.3.2 The development of specific transport strategy for the city centre will support the Vision for Leeds 2011 to 2030 and the goal of being the best city in the UK.

4.3.3 Development of the city centre transport strategy is also being informed by the Local Development Plan policies and the draft Core Strategy for the city.

4.4 Resources and Value for Money

4.4.1 This report does not provide detailed coverage of major expenditure plans. However, all significant schemes are the subject of a proportion appraisal to assess value for money, project benefit and the alignment with key policy before strategic decisions are recommended.

4.5 Legal Implications, Access to Information and Call In

4.5.1 This report has no specific legal or access to information implications.

4.6 Risk Management

4.6.1 This report has no risk management implications. Processes for risk and project management are in place for the delivery of LTP policies and programme and, in line with the Council's own practices and procedures, for Leeds highways and transportation schemes.

5 Conclusions

5.1 This report has presented the context for the future planning, development and management of transport in the city centre. It is anticipated that when concluded the development of a new transport strategy for the city centre will be developed on an incremental basis in a series of phases over the next 20 years to meet the emerging needs of the city as it develops in the future. Among these priorities will the emergence of the South Bank as a key area of the city centre, the management of traffic in the centre to create and support a city centre which meets the aspirations for Leeds as the Best City in the UK including its public and urban realm and the major impacts and changes that will are expected as a result of the Government's decision to develop a high speed rail network with a station in Leeds. This and the previous report to the Board in January have provided details of the overall basis for the forecasting of transport impacts and planning for new travel demands.

6 Recommendations

6.1 Scrutiny Board members are requested to note and comment on this paper.

7 Background documents

7.1 The following background documents relate to this report.

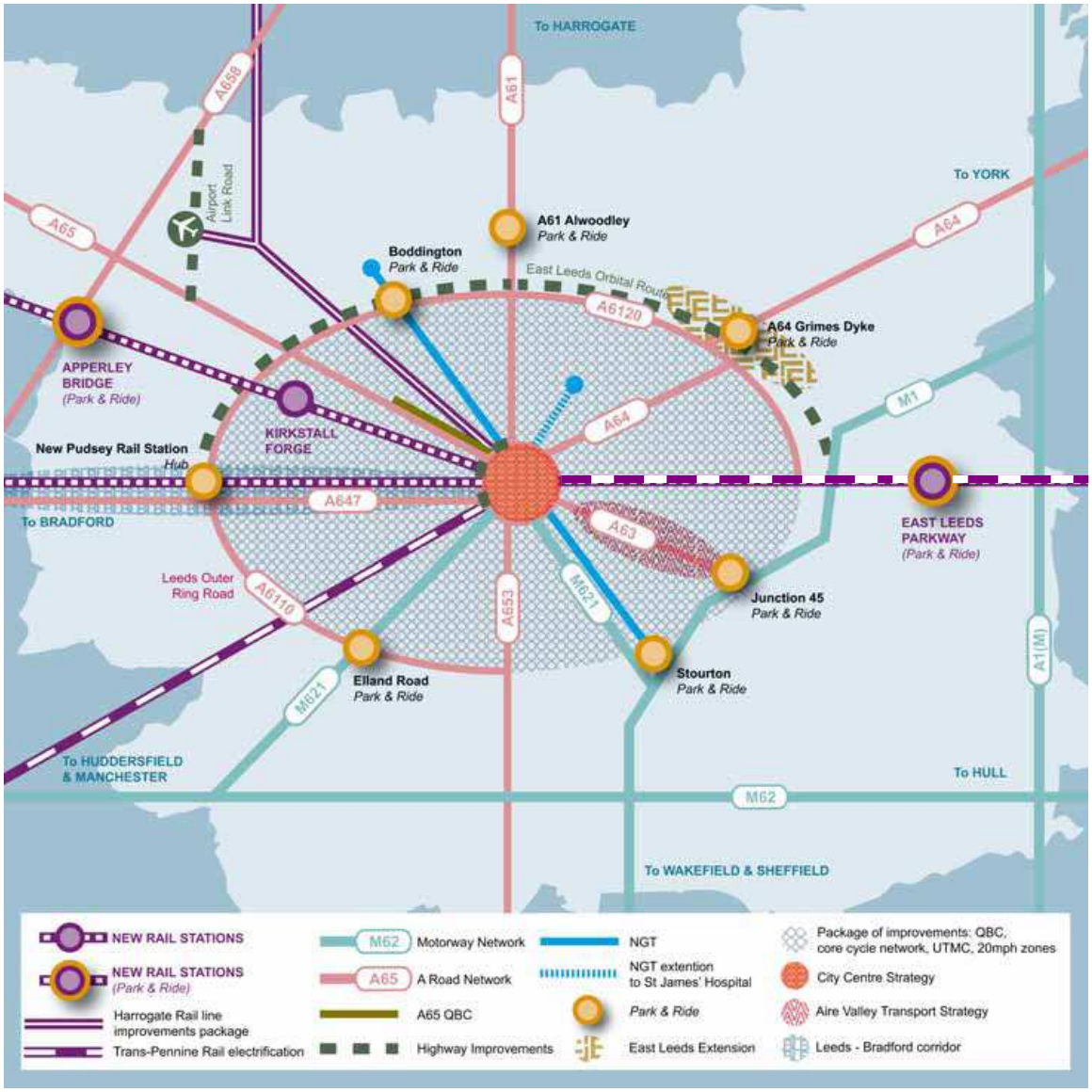
i) "My Journey West Yorkshire", West Yorkshire Local Transport Plan 2011-26, April 2011.

ii) Draft Leeds Local Implementation Plan and Strategy, January 2011.

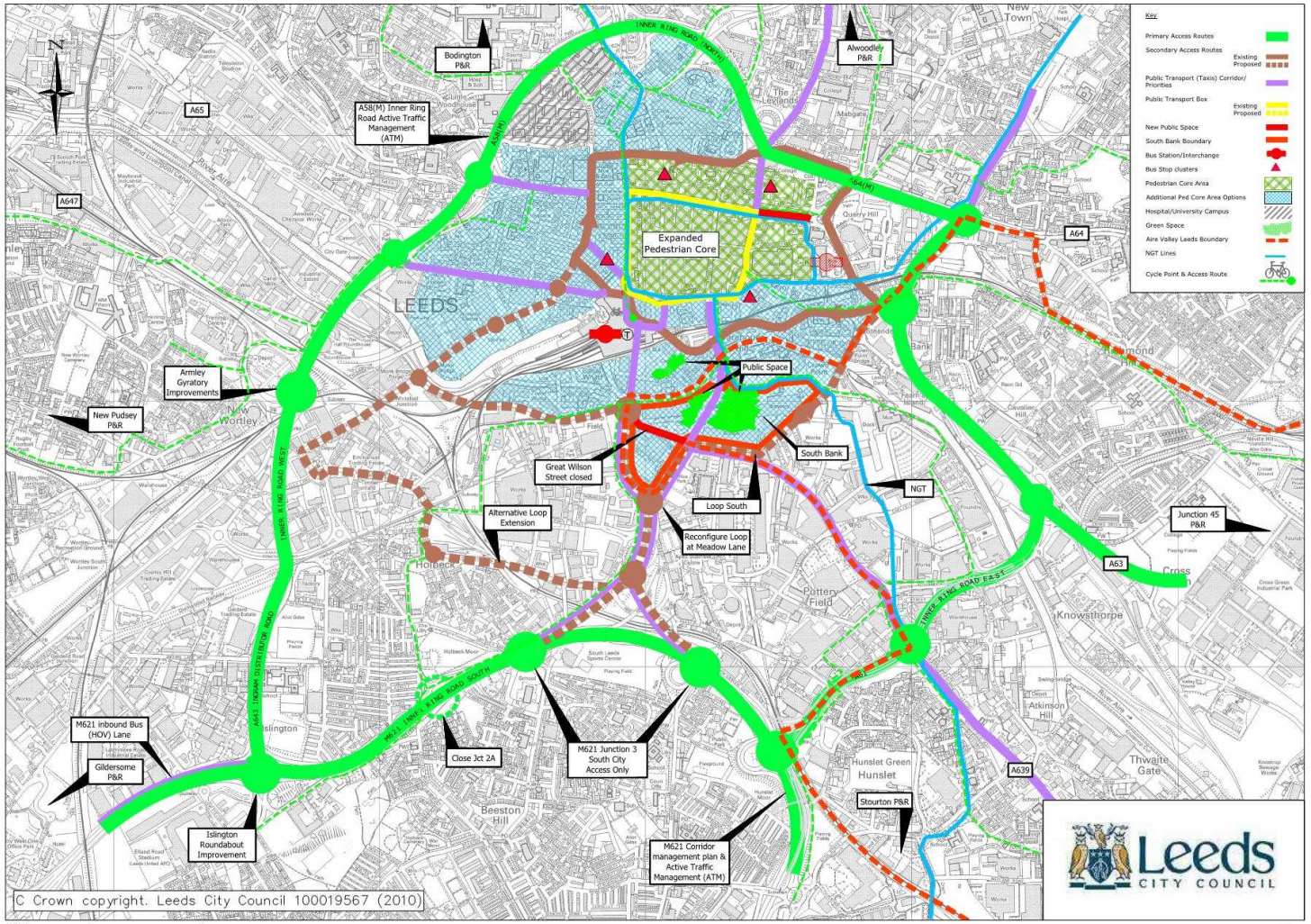
MAPS AND PLANS

TO BE COMPLETED FOR SUBMISSION TO THE BOARD PRIOR TO THE MEETING

Map 1 : Overview of Transport Interventions for Leeds 2011 to 2026



Map 2 : City Centre Interventions



City centre proposals

Map 7a

APPENDICES

TO BE COMPLETED FOR SUBMISSION TO THE BOARD PRIOR TO THE MEETING

Figure 1

MODE SHARE OF TRAVEL TO LEEDS CITY CENTRE (2008/09)

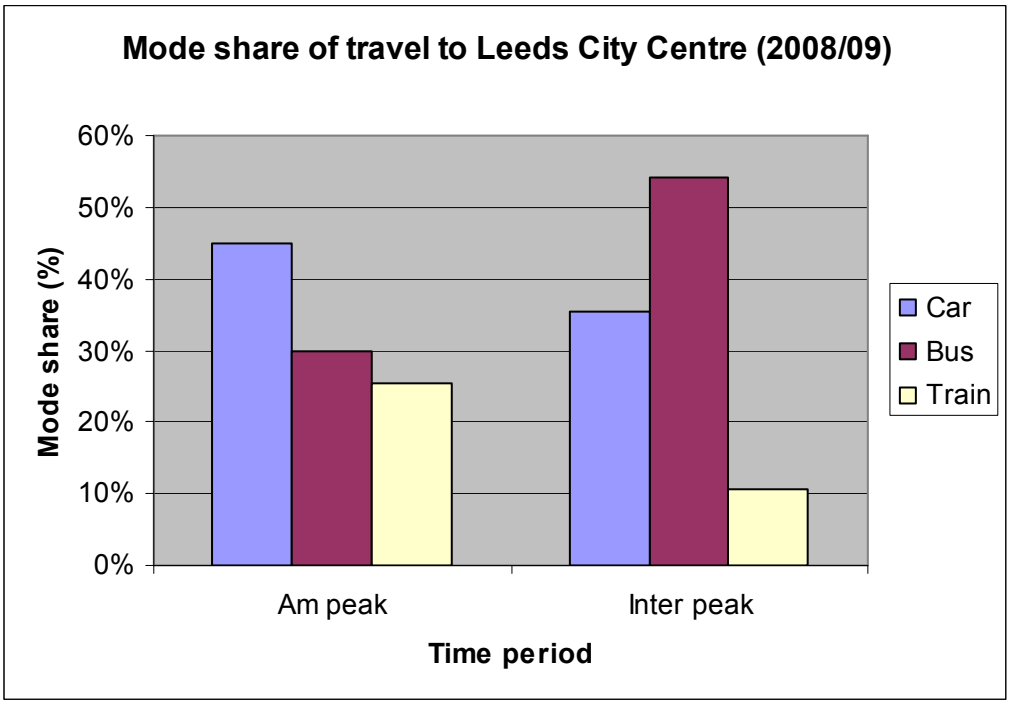


Figure 2

REAL INCREASES IN TRAVEL COSTS (2001-11)

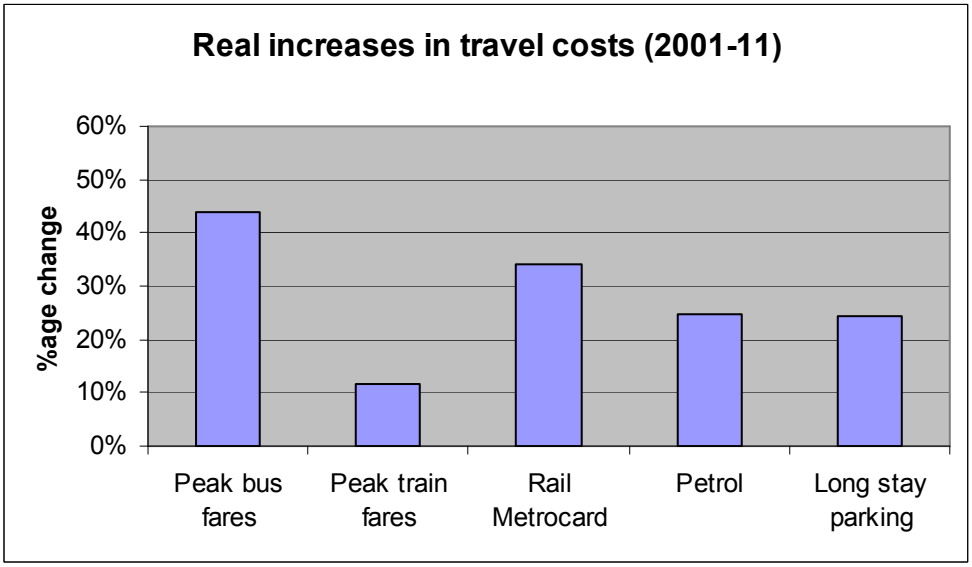
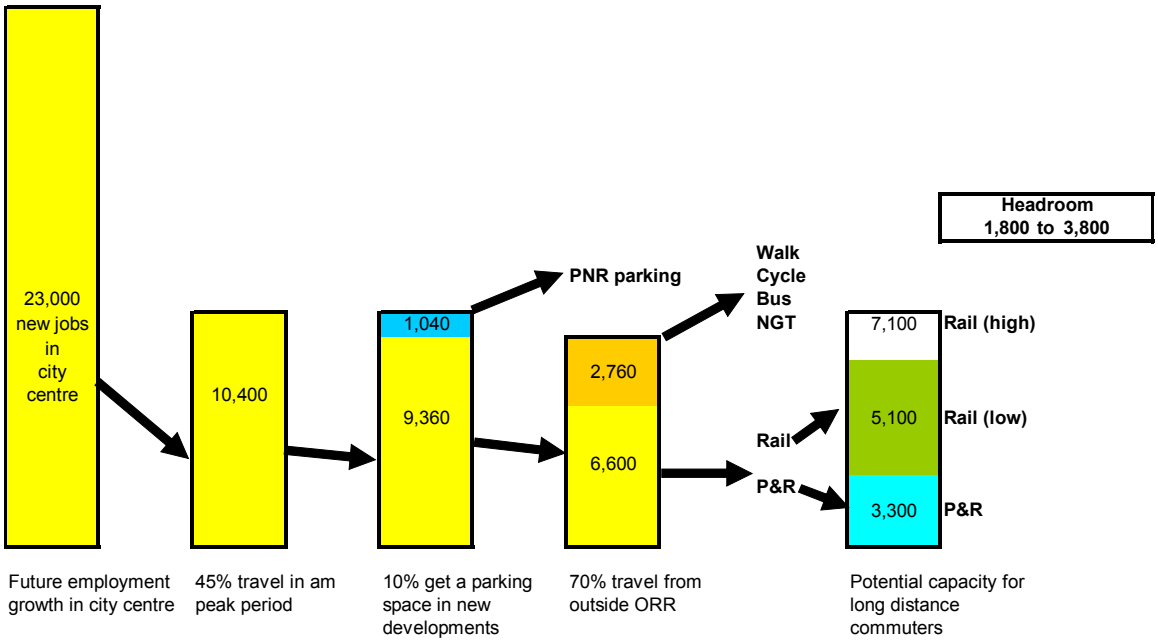


Figure 3

POTENTIAL ADDITIONAL COMMUTING DEMAND FOR TRAVEL TO LEEDS CITY CENTRE UP TO 2026

Potential commuting demand for travel to Leeds City Centre up to 2026



[i] Leeds Economy Bulletin Autumn 2010

[ii] ONS 2008-based population projections (May 2010)