

Report of: Gary Bartlett, Chief Officer Highways and Transport

Report to: Inner South Community Committee

Report author: Vanessa Allen, (0113 3481767)

Date: 6th December 2017 To note

Leeds Transport Conversation update –Inner South Transport Update

Purpose of report

1. Following on from the report, presentation and workshop undertaken with this committee last Autumn, this report will outline
 - The successful business case submission for the Public Transport Investment Programme (£173.5m) announced by the government on the 28th April 2017 (Department of Transport).
 - The above public transport funding proposals were developed in response to the feedback from the Transport Conversation engagement process in the Summer/ Autumn 2016 and both the Leeds wide and Inner South response is outlined in the report.
 - Outline of Leeds wide transport improvements, the Public Transport Investment Programme (LPTIP - £173.5m) as well as other transport improvements.
 - To identify and discuss the proposals and issues affecting the Inner South area.
 - Bus improvements including First Bus committed to spending £71m on buying 284 new greener buses and similar investment by other major operators.
 - The West Yorkshire Combined Authority (WYCA) proposal for bus network and Community hub improvements.
 - Identification of the longer term proposals and key issues for development of a 20 year Leeds Transport Strategy.

Decisions:

- For Members to note and feedback on the progression of the delivery plan for the £173.5 million proposals.
- WYCA inviting feedback on the network improvement and community hub proposals.
- To note the development of a longer term Leeds Transport Strategy.

Main issues

2. Leeds Transport last reported and presented to this committee on the 7th September 2016 and followed this up with a workshop (1st November 2016). The following section details the feedback from the Transport Conversation and specifically the feedback from this committee and community area, as well as a summary of the Leeds wide transport proposals and development of a Leeds Transport Strategy.

Leeds Transport conversation introduction:

3. Progression of the Transport Conversation and the £173.5 million programme proposals was reported to Executive Board on the 14th December 2016, with the subsequent submission of the LPTIP business case to the Department of Transport on the 20th December 2016. Approval to the funding was announced by the Government in April 2017.
4. The initial submission to the DfT was informed by a three month Transport conversation was initiated on 2nd August, until 11th November 2016, through an online survey questionnaire. Simultaneously, a number of other consultation mechanisms were used: a series of workshops with stakeholders, younger and older people forums and equality groups; community committee presentations and workshops; one to one discussions; liaison with the West Yorkshire Combined Authority (WYCA) Transport and Bus strategy's; and other City events. There was also a comprehensive programme of social media and traditional public relations activities. There was also a young person's survey conducted jointly by Leeds City Council and WYCA. Further details can be found in the main report on the Leeds Transport webpage (see background information).
5. The Transport Conversation generated 8169 questionnaire responses, along with feedback from 100 workshops, meetings and presentations and demonstrated a keen interest in engaging with the city on issues of transport, both now and in the longer term.
6. Alongside the Leeds Transport conversation, WYCA also undertook a consultation on a new West Yorkshire Transport Strategy and Bus Strategy (see background information).

Transport Conversation: Leeds response

7. The report showed that across the consultation there was a strong desire to travel more sustainably. In the workshops, letters and emails, many of the comments referred to wanting to improve public transport, walking and cycling routes. This is evidenced in the questionnaire survey, where those who currently drive to work and to non-work activities wanted to use a more sustainable mode for these journeys (56% and 47% respectively).
8. However, current options were not thought to meet the needs of respondents. The reliability, frequency of services, availability of services, time taken to get to their destination and poor interchange were all cited as barriers to using public transport. Very few people felt comfortable cycling in the city and the issue of safe cycling routes was raised by stakeholders.
9. Across the survey and other consultation mechanisms, respondents felt that investment in the Leeds Transport System was vital to improve the economy and the environment. Some suggested looking towards other cities such as Manchester and Nottingham for their tram systems, and London for its integrated ticketing. Countries further afield were also thought to be leading the way in their use of technology and use of electric and driverless vehicles.
10. In the survey respondents supported a combination of short and long term spending (61%). This was also raised by stakeholders who suggested a number of 'quick wins' to improve current travel in and around Leeds such as bus priority lanes and wider ranging longer term solutions of mass transit to meet the demands of a growing population.
11. There was an overarching desire for greater integration between modes both physically (i.e. joining bus and rail stations) and through a simpler and cheaper ticketing system. The need for better connections between local areas and key services such as hospitals, employment and

education sites were also highlighted. Greater links to areas outside Leeds were also mentioned including HS2 and the need for improved access to Leeds/Bradford airport.

12. Women, those from a BME background and people with disabilities are more likely to use public transport than others and therefore any issues with public transport were felt most acutely by these groups. Similarly, those in more deprived areas where car ownership is low also felt the impact of poor public transport links more than others. Poor reliability, lack of services and cost impacted these groups quite significantly reducing their ability to access services, employment and education.
13. The key themes from the feedback provided through the conversation are;
 - Reliability, poor service and lack of accessibility of public transport were highlighted as major problems. Accessing local services was also seen as very important leading to strong support for better bus services in the city.
 - Many people felt rail could offer a better and more sustainable journey, hence strong support for rail investment to improve capacity and access to the rail network.
 - There was strong support for making the city centre a better, more people focussed place, while also recognising the need to provide for pedestrians and cyclists across the city.
 - Reducing congestion on busy junctions and reducing the environment impact of transport was considered important.
 - People were open to change and wanted greater travel choices leading to considerable support for park & ride and a future mass transit system
 - The timing of investment was also considered with the majority favouring a balance of short term and long term interventions.

Transport Conversation - Inner South response:

14. As well as the overall analysis of the Leeds wide response there was some further analysis undertaken on a Community Committee area basis. The report for the Inner South area is included with the appendices. This showed that a total of approximately 480 respondents (6%) to the Leeds Conversation questionnaire were from the Inner South communities. The list below shows the top three priorities indicated by Inner South respondents, 246 respondents from Inner South commented on their priorities for transport investment;

Top three comments	Inner South %	Leeds overall %
• Invest in tram system	21	16
• Improvements to cycling facilities	17	18
• More reliable bus services	14	14

15. This response also highlighted other key issues as being needing to invest in key technologies(12%) as well as the tackling of traffic congestion, expanded rail service, improvements to pedestrian facilities, more frequent bus service, expansion of park and ride and a fully integrated transport system.
16. In addition to the questionnaire analysis there was further feedback received from this committee on the 7th Sept and the 1st Nov 2016. The feedback from these meetings was included as part of the overall assessment within the Transport Conversation and reflected many of the issues also highlighted in the Leeds wide response to the Conversation including the following issues of, more Rail Stations; Park and Ride; improving bus services; the increased need for walking and cycling in particular in the context of air quality and health. As well as the locally specific issues of

The summary of suggestions from the 7th September and the 1st November (see appendix for notes of the meeting).

Transport Improvements – 1st Nov 2016

- Innovation in buses required, real time, comfortable, more bus lanes, serve local communities
- Rat running through Belle Isle and Middleton,
- Fly parking in Hunslet
- Closure of City Square and its impacts and solutions for the Inner Ring Road.
- Pavements in South Leeds in a state of disrepair.
- Technology, this is what will unlock reliance on transport.
- Putting lid on Inner Ring Road – M621.
- Rail station suggested at Marsh Lane

17. In overall conclusion of the questionnaire and workshop responses, the respondents from the Inner South were significantly more likely to suggest improvements to reduce the environmental impact of the transport network (12% compared to 6% in the rest of Leeds) promoting bus, cycle and mass transit solutions and the wish to reduce car use in the City centre.

Leeds Transport – LPTIP transport improvements:

18. As outlined above, the Transport Conversation identified that people overall in both Leeds and the Inner South area wanted to see a better bus network, train service and cycle improvements and park and ride in the shorter term but also in the longer term wanted infrastructure improvements like a tram system.
19. In response, the LPTIP funding (£173.5M) awarded from central government is being targeted on public transport improvements across Leeds on both site specific improvements including rail stations and bus corridor upgrades, which are detailed below. These proposals are about offering a greater range and choice of transport options such as bus service wide improvements across Leeds, more park and ride, new and improved rail stations and an airport parkway, all creating new jobs.
20. The delivery and success of these schemes is dependent on working closely with the West Yorkshire Combined Authority along with key transport providers and bus and train operators. As well as business and the local community who we shall continue to engage with as the schemes progress. The LPTIP programme comprises of a package of public transport improvements that, taken together, will deliver a major step change in the quality and effectiveness of our transport network. The headline proposals include:

Rail improvements:

- Development of three new rail stations for key development and economic hubs serving Leeds Bradford Airport, Thorpe Park and **White Rose**.
- Making three more rail stations accessible at Cross Gates, Morley and Horsforth.

Bus Improvements:

- A new Leeds High Frequency Bus Network – over 90% of core bus services will run every 10 minutes between 7am and 8pm.
- Additional investment of £71m by First group to provide 284 brand new, comfortable, and environmentally clean buses with free Wi-Fi and contact-less payments which will achieve close to a 90% reduction in NOx emissions by 2020.
- 1000 more bus stops with real time information.
- Bus Priority Corridors : Investment in a number of key corridors to reduce bus journey times and improve bus service reliability including the following key corridors:
 - A61/A639 South: To provide a high quality bus priority corridor from the Stourton park & ride into the city centre;
 - A61 North: A series of bus priorities which address traffic hotspots, building on the existing Guideways in North Leeds;
 - A660: Improving bus journey times and reliability by investing in the Lawnswood roundabout and localised priority interventions;
 - A58 North East: Investment at key traffic hotspots to improve bus journey times along the corridor;
 - A647: Bus priority through the congested A647, linking to the park & ride expansion at New Pudsey railway station; and
 - Provision to examine the wider corridor network needs as part of the longer term 10 year plan for the bus network.

Park and Ride: Park & Ride is an important element of the emerging Transport Strategy for Leeds. Park & Ride is good for the city economy and the environment as it reduces parking in the city centre and also helps to reduce congestion and improve the city's air quality by reducing the number of cars entering the city centre.

- Building on the success of the first 2 park and rides (Elland Rd and Temple Green) with nearly 2000 spaces provided to date.
- A further 2000 more park and ride spaces are to be created with
 - A new site opening at Stourton Park and Ride in 2019.
 - The exploration of a north of the City, park and ride site.
 - Potential further expansion of Elland Road park and Ride

Mass Transit:

- As part of the LPTIP funding, a study is looking into the potential for a future mass transit and is explained further under the transport strategy.

Cycling and Active Travel:

- The LPTIP initiative will involve improvements to key public transport corridors as listed above under the bus priority improvement corridors (A58, A61, A647 and A660), improving

Transport Hubs and Connecting Communities: The LPTIP Programme also includes a significant focus on improving the bus offer for the City. Alongside the bus corridor and City Centre improvement works, there is also an opportunity to enhance and improve interchange facilities and identify gaps in the transport network, which could improve connectivity. The following projects will deliver:

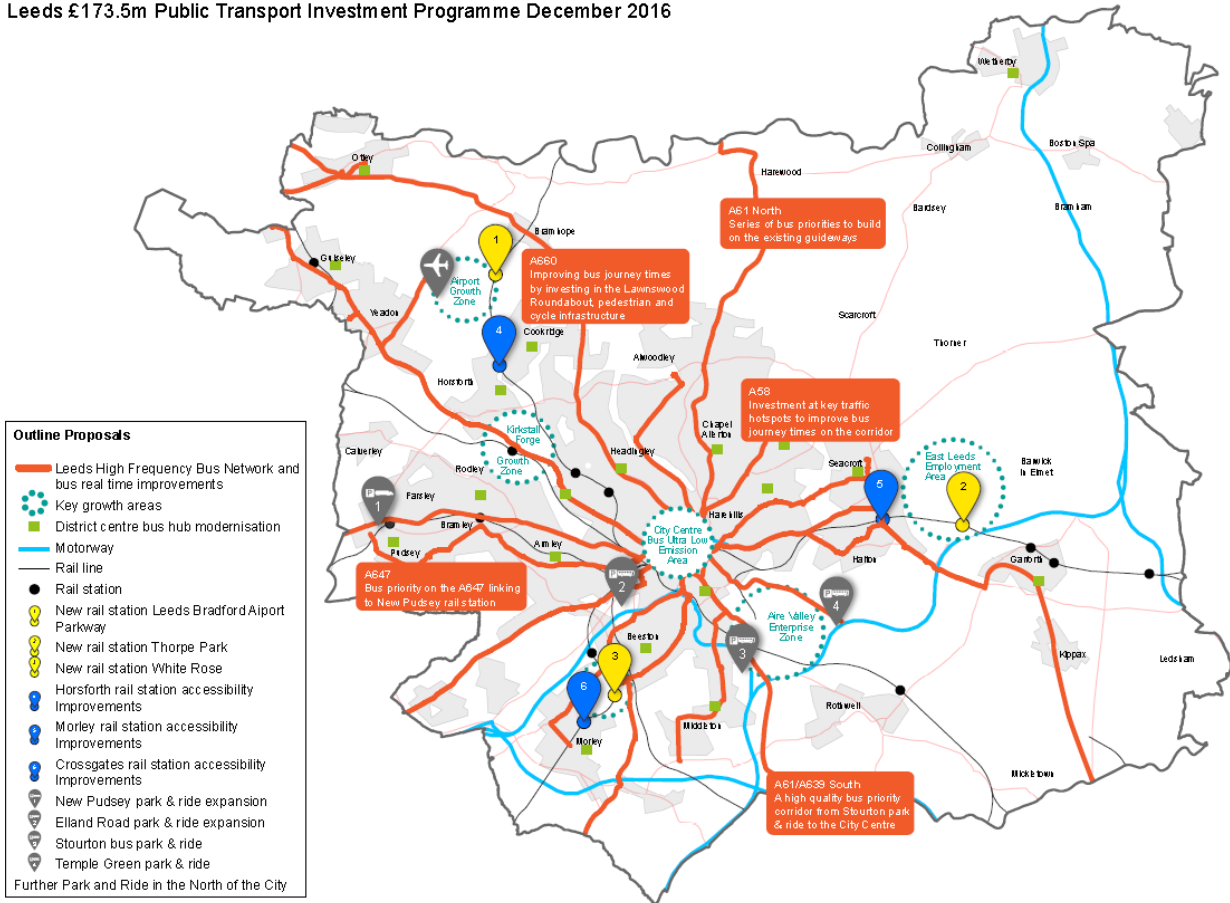
- 1. Transport Hubs** -investing £8m of capital funding to deliver new or upgraded facilities outside the City Centre which strengthen the role of community/ district centres as transport interchanges
- 2. Connecting Communities** -investing £5m of capital funding and targeting current revenue support to improve the connectivity within and between Leeds communities addressing travel demands which are not being met by the commercial bus network. Connecting Communities could also be delivered through improvements to walking and cycling routes.

Key principles

- Capital investment cannot exceed funding allocation
- Schemes need to be deliverable in the timescales (by 2021)
- Schemes are required to be value for money

The Potential options for the Transport Hubs and Connecting Communities schemes are currently under consideration and are taking into account transport and economic data, the Bus Strategy Consultation and Leeds Transport Conversation.

- A representative from WYCA will be attending the meeting and inviting comment on these proposals.



21. The LPTIP proposals described above are not the only programme of transport improvements proposed in Leeds. There are also an extensive range of other transport schemes over the next few years that are either recently implemented, under construction or under planning and are listed as a summary, appended to this report.

22. This list shows that there are substantial schemes underway in Leeds, however there are more planned to be taken forward through the emerging Leeds Transport Strategy which is covered below (para 31).

Transport improvements – for the Inner South area:

23. The following section details those schemes from both the LPTIP and other Leeds transport proposals to outline what is currently planned in and adjacent to the area.

24. **Stourton Park and Ride and A61/A639 bus corridor improvements:** Leeds City Council (LCC) and the West Yorkshire Combined Authority (WYCA) are working together to introduce a new Park & Ride site in Stourton, including associated Bus Corridor Improvements, adjacent to Junction 7 of M621. The bus service will also provide a high quality transport link along the A61 Low Road / Hunslet Road, past the education establishments, through Leeds South Bank area to the City Centre. The car park will provide 1100 spaces adjacent to the M621 (Jct 7) and provide pick up / drop-off point with departure lounge, real-time information, smartcard ticketing, car park security and welfare facilities. There will also be electric vehicle charging points, cycle facilities and new landscaping and amenity features that will contribute towards key city aims of reducing air pollution and congestion in the City Centre. More information on the scheme can be

found at <http://www.leeds.gov.uk/residents/Pages/Stourton-Park-and-Ride-Public-Engagement.aspx>.

25. Improvements to the A61 bus corridor improvements are an integral component the park & ride proposals and include the A639 Low Road / A61(south) Hunslet Road corridor from the Stourton park and ride site into the city centre. The corridor improvement works will include the following and further details can be found on the Leeds City Council website *: Engagement with Wakefield Council will also take place in terms of the value of this scheme for bus users in their area.

- A dedicated bus lane from the Thwaite Gate area both into and out of the city centre, to provide the high quality bus provision;
- Provision of a fully segregated cycle track from the Thwaite Gate area both into and out of the city centre, to provide a safety and high quality cycle route along Low Road and Hunslet Road;
- Major junction improvement at the Thwaite Gate/Wakefield Road/Pontefract Lane junction, to improve junction capacity and bus journey times;
- Improvements to all junctions along the Low Road and Hunslet Road route, by means of minor realignments and improvement of the traffic signal equipment to improve junction capacity, improve journey times and reduce congestion;
- The widening of Low Road between the Church Street and Sussex Avenue junctions to enable the provision of the bus and cycle lanes;
- The introduction of soft landscaping, planting and trees along various sections of the corridor to improve overall visual appearance of the Low Road/Hunslet Road route; and
- Improved pedestrian and cycle links from the local communities onto the corridor.

26. **Elland Road Park and Ride expansion** – a feasibility of the potential to expand the existing 800 space car park is being undertaken which is examining further demand for the site including taking into account the following factors;

- The recently opened Temple Green park and ride and the Stourton park and ride (see below)
- The regeneration plans for Elland Road football grounds.
- First Bus have confirmed that there has been no loss of local service as a result of the park and ride.
- The majority of users arrive at the site using the strategic road network.
- Improvements by Highways England at M621 J2 (as part of the wider J1 to J7 improvement scheme).
- LCC junction improvements at Armley Gyratory will also ease any future congestion.

27. **City centre bus gateways** - Simplifying the road layouts to reduce congestion, upgrading the pedestrian environment, improving signage and legibility and redesigning stop infrastructure is proposed at the following key gateway locations: The Headrow; Infirmary Street / Park Row; Vicar Lane (Corn Exchange) / Boar Lane / Lower Briggate.

28. **Bus services**; Bus operators in Leeds have been investing in new, cleaner, vehicles for their services that improve the customer offer. Many now come with audio and/or visual next stop announcements, have free wifi, improved seating and USB/wireless charging opportunities. Reallocation of buses within operator's fleets have also seen newer vehicles allocated to routes that serve Leeds. There is also commitments to further improvements to buses over the coming years through LPTIP and other funding streams. Continued network reviews to optimise travel times and serve more communities continue, along with the creation of fresh travel opportunities through new routes. The following bus improvements have been made in Inner South

- Service 60 Aireline (Leeds – Kirkstall – Calverley – Shipley – Saltaire – Bingley – Keighley) – upgraded October 2017 with 4 new buses Buses have audio and visual announcements (audio is Yorkshire)
- Coastliner (services 840, 843, 845 (York, Malton & East Coast)) The buses have audio (?) / visual announcements, higher specification interior.
- City Zap (Leeds – York (limited stop)) – been a success with patronage growing.
- City Zap (Leeds – Manchester (limited stop)) – starts November 5th 2017. New hourly service being introduced.
- Service 36 (Leeds – Harrogate – Ripon) – Every 10 mins during the day (Mon – Sat) between Leeds and Harrogate (every other bus continues to Ripon).
- Service 70/71 (Leeds – Wetherby – Harrogate) – Newer vehicles, better interior specification compared to previous buses and route(s) now branded.
- Arriva - New twin-deck vehicles (with a higher interior specification than the vehicles they replaced) for services 163/166 (Leeds – Cross Gates – Garforth – Kippax – Castleford) Also upgraded were service 189 (Leeds – Castleford – Wakefield) and services 254/255 (Leeds – Cleckheaton – Dewsbury or Halifax)

29. **M621 improvements;** The Highways Agency are developing solutions to increase the capacity of the M621 and improve journey time reliability along the route. The Highways Agency are looking at a number of ways to improve the M621 and their six week public consultation closed on 15th October 2017. The results of the consultation will be used to help refine designs and select a preferred option in spring 2018.

30. **New Rail station at Millshaw/ White :** The West Yorkshire Combined Authority are currently working on an outline business case for a new station at Millshaw, to be submitted to the Department of Transport in the autumn of 2018.

31. **HS2:** High Speed Two (HS2) is the Government's planned new, high speed railway from London to new stations in Birmingham, the East Midlands, Leeds and Manchester. HS2 is expected to bring major benefits to Leeds in terms of connectivity, the economy and jobs and work is proceeding on a growth strategy to capture these for the city and region.. During the summer the DfT reconfirmed the Phase 2b route with decisions about the route in the Sheffield area, proposals for the depot to be sited in Leeds within the Enterprise Zone and realignment of the Leeds Spur to include a tunnel beneath Woodlesford. Plans for the Northern Powerhouse Rail project are being progressed by Transport for the North alongside HS2 and the proposals for this scheme are expected next year. It is understood that there are significant local concerns around the impacts of the scheme on the locality and various public meetings have taken place in the area regarding the scheme and its anticipated impacts. Detailed engagement is proceeding with HS2 Ltd and engagement with the local community is also proceeding.

Leeds Transport Strategy:

32. The Transport Conversation showed us that whilst people want short term improvements they also want to see longer term thinking. In response to this, an emerging transport strategy is underway (see background papers), with the question of how does Leeds address its key transport challenges in the context of needing to contribute towards economic growth, inclusivity, health and wellbeing and City liveability over the next 20-30 years.

33. Reconciling these challenges will be crucial to the successful delivery of a long term transport strategy for Leeds and include;

- *Changing our highway infrastructure for quality place making, strong communities and a knowledge rich economy* – To create people friendly city and district centres, prioritising pedestrian movement can reduce vehicle capacity, which in turn may produce the economic dis-benefit of congestion unless considered within a wider strategic transport context.
 - *Promoting Leeds as a regional and northern economic hub* – The strength of Leeds economy has resulted in a large increase in commuting to Leeds from outside the district which the current transport system is struggling to accommodate. Delivering rail growth is an essential element of this strategy.
 - *Ensuring transports role in good growth, equality and connected communities* - The city must respond to community needs by connecting neighbourhoods, linking people to services and recognise that transport is a vital service that needs to be accessible for all.
 - *Improving air quality and decarbonising our transport system* - Traffic congestion exacerbates emissions of air pollutants, greenhouse gases and noise. The city must make a rapid improvement in air quality and meet legal obligations by 2020.
 - *Building on a transport system already under pressure* - With the adopted Core Strategy provision of 70,000 additional homes 493 hectares of employment land and 1 million square metres of office space by 2028, both existing and future growth means a substantial increase in travel demand, along with rising car ownership, with the consequence of increased peak congestion levels, delay and low network resilience.
 - *Gaining a city wide consensus on the role of mass transit and changing the way we travel* – High capacity high frequency public transport remains the most effective way of moving large numbers through limited road space. Building on our existing public transport network, we need a step change in the number of people using public transport, and a transport solution that that works with the grain of the city.
 - *Delivering public transport schemes through the reallocation of road space* - the key unresolved issue remains giving priority to major public transport schemes continues to cause considerable debate because of the need to prioritise them over other modes of transport.
 - *Delivering a long term strategy for our strategic transport assets* - short term repairs to the Leeds Inner Ring Road are becoming increasingly unviable. We need to explore long term options for this asset which keeps our city moving.
 - *Maximising the transformational benefits of nationally strategic projects* – realising the benefits of HS2 and successfully master planning Leeds Station into the fabric of the city, and mitigating the impact of the HS2 line of route into Leeds.
 - *Harnessing Technology and understanding future travel scenarios* - how to plan for new technologies, and how to integrate them with current modes and infrastructure.
34. As part of taking the strategy forward, a Leeds Transport Expert Panel was set up and first met in November 2016. The panel includes leading transport experts and senior figures from transport bodies and organisations from across the UK, along with representatives from business, education, planning, accessibility, equalities and campaign groups. The panel has considered future transport trends and challenges, and how transport can best facilitate the Council's 'Best City' goal and will continue to input into the strategy as it evolves.

Corporate considerations

Equality and diversity / cohesion and integration

35. Improving public transport, will improve local connectivity and in turn increases access to employment, education, and leisure services and facilities for all equality groups. The Transport Conversation has attended a number of different equality group meetings and has been and will continue to directly engage with these groups. Any specific impacts on equality characteristics will be examined in individual schemes.

Council policies and city priorities

36. The anticipated benefits for Leeds from the Transport Strategy development and LPTIP have the potential to contribute to the vision for Leeds 2030 to be the best city in the UK. Including the following Best Council objectives; promoting sustainable and inclusive economic growth, supporting communities and tackling poverty, building a child friendly city and contribute to the Councils cross cutting 'World- class events and a vibrant city center that all can benefit from' Breakthrough Project.'

37. The vision also contributes to the objectives of the Local Development Framework, the Leeds adopted Core Strategy, and the WYCA Transport and Bus strategies and Strategic Economic Plan.

Conclusion

38. The first phase of the Transport Conversation showed that across Leeds and in Inner South there was a similar call for both short and long term improvements; across the bus network, rail services, reduced traffic congestion in the City center; improved cycle and walking facilities as well as looking at large scale infrastructure improvements. Although there was a particular emphasis in Inner South on bus service network improvements.

39. Whilst the Conversation was particularly focused on securing the promised £173.5m from the government. It also sits in the wider context of the £1 billion of transport schemes identified through the Transport Fund and the interim Leeds transport strategy.

40. A presentation at the meeting will follow the main structure and content of this report and offer an opportunity for further discussion and feedback.

Recommendations

- To note the feedback from the Transport Conversation and its input into the £173.5m public transport improvements and informing a wider transport strategy for the City and the Inner South area over the next 20 years.
- To note the overall progression of Leeds Transport and LPTIP Schemes in Leeds overall.
- To note progression of the major transport schemes within the Inner South Area.
- To provide feedback to the West Yorkshire Combined Authority (who will be attending the meeting) on the proposals for the Transport Hubs and network proposals.

Appendices

- Inner South Workshop – notes of workshop 1st November 2016
- Aecom analysis of Inner South questionnaire responses
- Summary of Major Transport Schemes in Leeds – Extract from Leeds interim Transport Strategy (see below).

Background information

- Transport Conversation results report and the Leeds Transport Interim Strategy to be found at: [http://www.leeds.gov.uk/residents/Pages/Leeds-transport-conversations.aspx#http://www.leeds.gov.uk/docs/Leeds Transport Strategy.pdf](http://www.leeds.gov.uk/residents/Pages/Leeds-transport-conversations.aspx#http://www.leeds.gov.uk/docs/Leeds%20Transport%20Strategy.pdf)

- WYCA website – Bus and Transport strategies (<http://www.westyorks-ca.gov.uk/transport/>)