

# Connecting Leeds

TRANSFORMING TRAVEL



## Connecting Leeds **Transport Strategy**

### Executive Summary

# Foreword

Our ambition for Leeds is to have a strong economy within a compassionate city.

To achieve this goal we are committed to delivering the priorities set out in our Inclusive Growth and Health and Well-Being Strategies, and doing all that we can to tackle climate change. The extent to which we are able to deliver success in these areas will be influenced by the action we take to transform mobility and connectivity in the city, the region and wider north.

We are a city ready to move forward together - sitting proudly at the heart of the Northern Powerhouse. With the arrival of High Speed 2 and Northern Powerhouse Rail transforming our intercity connections we need to ensure that mobility in Leeds in the next decade supports sustainable economic development for everyone. Delivering transformational economic growth not only in Leeds but across the city region and the north; creating a strong labour market with increased access to jobs and talent and opportunities for everyone is at the heart of our strategy.

Over the last few years we have seen significant transport investment which has made our city easier to walk, cycle and travel by public transport in. At the same time, the effect of overdependence on private cars on us, our families



and communities has become ever clearer. It has contributed to an increase in poor public health across our city, with streets that can often be polluted and unwelcoming places to live, walk or cycle. It is also bad for business with millions of pounds of lost productivity caused by congestion.

The Covid-19 pandemic has changed the way we live our lives, from how and where we work to how we spend our leisure time. Whilst we do not know the long term effects that this will have on our lives we do know that people want to walk and cycle more.

**Our vision for Leeds is for a city where walking, cycling and green public transport become the most appealing, practical and best value choices for many more journeys. Where streets are attractive spaces for everyone to enjoy.**

This strategy outlines how we aim to put walking, cycling and green public transport infrastructure first, the challenges we face as a city but also the opportunities there are to continue to transform travel in Leeds. The strategy will also set out big moves and how we are going to deliver the change required.

With the Climate Emergency declaration, how we manage and plan transport has important implications for our streets, public places, and future growth as a city but most importantly for everyone, who lives, works or travels in Leeds. We have started to take action to address the levels of congestion, crowding and unreliability on our transport network. However, there is more that can be done to improve everyone's experience of travel in our city.

There is no single solution. We need to continue to get people to move away from their cars to deliver an affordable, reliable, safe and zero carbon public transport network for the city which supports streets for people and unlocks the power of transport for a fairer, greener and more prosperous Leeds.

**Councillor Judith Blake. Leader Leeds City Council**

# Executive Summary

This executive summary provides an overview of the draft Connecting Leeds Transport Strategy. It outlines our vision, objectives and big moves which combined will support the inclusive growth strategy, climate emergency ambition and health and wellbeing strategies.



Our vision for Leeds is to be a city where **you don't need a car.**

Where everyone has an **affordable zero carbon choice** in how they travel.

We want to **Connect Leeds, Connect Communities, and Connect Businesses** together in the most sustainable ways.

## This means a city:

Where walking and cycling are the first choice for short journeys, creating safe and healthy environments where active travel is prioritised and road danger is eliminated;

With a fully integrated low carbon transport network with a network of modes – each of them accessible, viable and sustainable, which together will connect everybody with everything. By reducing transport's damaging impact on the environment, we will support Leeds commitment to becoming a carbon neutral city by 2030.

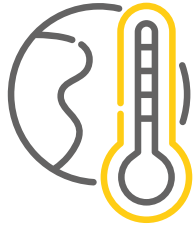
With decreased car dependence, with a shared go anywhere active and public transport network. That enables people to make choices that are right for them by providing smart, reliable, real time, multi-modal travel information, or making use of technology to decide not to travel at all.

With efficient land use for a well-connected productive city centre, moving more people not vehicles – prioritising mass transit, buses and active modes of travel.

That enables everyone to have equal access to the same opportunities. Where the cost of travel is reduced and people need to travel less.

# The Objectives

We want to ensure economic opportunities are available to everyone, create a healthy and caring city for all and through a range of travel choices address the climate emergency, by moving away from personal car ownership, towards a shared, go anywhere low carbon transport network. To support our vision for Leeds we have three over-arching objectives in the transport strategy.



## TACKLING CLIMATE CHANGE

Climate change is one of the greatest challenges we face globally and as a major city we have a key role to play. We declared a Climate Emergency in 2019 and pledged to make Leeds carbon neutral by 2030. In order to meet our 2030 target we must persuade people to adopt more sustainable travel choices by:

- ❑ Reducing the need for travel and the number of car journeys, especially at peak times
- ❑ Encouraging people to choose active travel and public transport
- ❑ Improving the efficiency of the transport network and make better use of our road space
- ❑ Encouraging the uptake of zero emission vehicles in freight, public and private transport



## DELIVERING INCLUSIVE GROWTH

Ensuring that as Leeds continues to grow, that this is inclusive and benefits all our citizens and communities. The Leeds Inclusive Growth strategy sets out 12 big ideas to encourage inclusive growth. In order to support the delivery of inclusive growth and make Leeds an attractive city for business to grow and invest in, we are going to:

- ❑ Support individuals access more employment opportunities through a comprehensive transport network
- ❑ Develop and regenerate places through continued investment in transport infrastructure
- ❑ Improve productivity by investing in a more time and cost efficient transport system
- ❑ Lower the cost of mobility, ensuring transport is affordable for everyone



## IMPROVING HEALTH AND WELLBEING

The Health and Wellbeing strategy sets out 12 priority areas to help Leeds become the best city for health and wellbeing. "We want Leeds to be the most active city in England" and our priority is to get more people active more often. To improve health and wellbeing we are going to:

- ❑ Ensure walking and cycling are the first choice for the shortest journeys improving physical health
- ❑ Reduce the negative effects of transport on our local communities, improving air quality and reducing CO2 Emissions
- ❑ Help make Leeds the best city to grow old in and a child friendly city through making streets accessible to all
- ❑ Eliminate road danger by adopting a Vision Zero approach to road accidents

# Big Moves

We have identified six big moves that will be the focus of the Transport Strategy. We believe these six big moves will move us towards achievement of our vision, objectives and targets.

Our Big Moves are supported by 12 policy areas, it is a combination of these policy areas that will deliver and ultimately enable our big moves to become successful.



## De-carbonising Transport

Reducing the need to travel, re-mode how we travel away from private car use and encouraging further uptake of alternative fuelled vehicles and the infrastructure they need.

### WE ARE GOING TO CONTINUE TO:

- Re-mode how we travel - making it easier to walk, cycle and use public transport.
- Reducing the need to travel - making it easier to access the same opportunities and amenities without having to travel as far.
- Support the uptake of alternative fuelled vehicles and associated infrastructure through publication of our Alternative Fuelled Vehicle Strategy
- Commit to all new infrastructure being carbon neutral and carbon negative where possible
- Continue to improve local environments through the planting of street trees, contributing to our wider ambition to create new woodlands through the planting of over 5.8 million trees

### WE ARE GOING TO:

- Trial new technologies to make it easier to adopt low carbon choices such as on-street electrical vehicle charging points
- Work with partners to make it easier for everyone to access services closer to home.
- Ensure low carbon mobility choices are available throughout Leeds, serving the routes and locations people need.

### WE MAY NEED TO CONSIDER:

- How we can further incentivise people to use the low carbon public transport network in partnership with the Combined Authority and bus operators.
- A low carbon zone, this could be similar to the Ultra-Low Emission Zone (ULEZ) in London, where the most polluting vehicles are subject to greatest charges based on CO2 emissions.



## Creating healthier streets, spaces and communities

Ensuring walking and cycling are the first choice for the shortest trips, creating places and spaces where people want to spend time which are inclusive and accessible to all.

### WE ARE GOING TO CONTINUE TO:

- Provide accessible, well designed space for walking and cycling, including developing local cycling and walking infrastructure plans for all Leeds Communities.
- Use street space more efficiently by tackling congestion and reducing traffic.
- Ensure our streets are safer for everyone by working with partners to reduce crime and anti social-behaviour
- Work with accessibility and inclusivity groups on the development of a street charter to reduce barriers to travel
- Maintain the Outer Ring Road as the primary route for vehicle trips around the city in order to support the transformation of our local streets.

### WE ARE GOING TO:

- Adopt Vision Zero approach to road safety, where all accidents are preventable and liability is shared between, road users, engineers and road operators
- Create and support an integrated, connected network for all modes, enabling longer trips to be undertaken sustainably building on the 20 minute neighbourhood concept
- Lobby for greater allocation of funding for these types of measures, which are currently more challenging to fund
- Monitor our Active Travel Neighbourhood trials to see if they encourage people to walk and cycle more but also reduce rat-running
- Review parking management measures across the Leeds district to include more spaces for cycles, car clubs and Electric Vehicle charging
- Tackle barriers to active travel including bike storage at home and access to training
- Develop a local shared ownership model for transport within communities through the provision of car clubs and bike sharing.

### WE MAY NEED TO CONSIDER:

- Different parking management measures to reduce vehicle dominated environments and incentives the uptake of alternatively fuelled vehicles.



## Transform the city centre

Continue to deliver and develop transformational change in the city centre as a place for people and seamlessly integrating all modes, supporting role of Leeds as a local, regional and national economic hub.

### WE ARE GOING TO CONTINUE TO:

- Deliver transformational change through the delivery of our new gateway locations on the Headrow, Park Row and the Corn Exchange making it easier to travel for pedestrians, cyclists and public transport users
- Invest in the city centre as a national, regional and local transport hub

### WE ARE GOING TO:

- Encourage and facilitate traffic to move around the city centre rather than through it with the closure of City Square.
- Create a network of open and green spaces within our streets that make the city centre more attractive supporting the Our Spaces Strategy
- Support the role of Leeds City Station, enhancing its role as a regional transport hub and enabling for the integration of high speed rail
- Maintaining the Inner Ring Road to help facilitate the transformation of the city centre whilst also ensuring we reduce the physical barrier it places between communities, making it easier for people to access the city centre.
- Review our parking strategy including park and ride facilities.
- Re-assess how we use our existing water and rail network to best service the city especially in relation to freight.

### WE MAY NEED TO CONSIDER:

- A workplace parking levy, this could charge employers who provide workplace parking, with monies raised being ring-fenced to invest back into transport.



## Enhance Public Transport

Building on the successes we have had in recent years in improving bus and rail services and working with partners to ensure the meet the current and future needs of users.

### WE ARE GOING TO CONTINUE TO:

- Work with partners to secure the investment needed to deliver transformational improvements to the rail network
- Work in partnership with the Combined Authority and the operators to create the best bus system which is an attractive and natural choice for everyone.
- Upgrade key bus corridors (including provision of additional bus priority measures) to provide fast & reliable high frequency bus services.
- Deliver City Centre Gateways to transform the public transport experience across the city.

### WE ARE GOING TO:

- Develop our park and ride offer on key radial routes across the city.
- Upgrade all key bus corridors across the city to provide a core network of high frequency bus services.
- Promote demand responsive transport services to offer flexibility and connectivity across the city in areas not well served by traditional bus services.
- Work with the Combined Authority, bus operators and technology firms to encourage service and product innovations.
- Create a well connected and seamless network of active travel and public transport infrastructure and services with integrated ticketing and payment options.

### WE MAY NEED TO CONSIDER:

- How different transport operating models could improve the public transport provision in the city
- How we can provide reasonably priced fares that further incentivise people to use the public transport network in partnership with the Combined Authority.



## New Mobility Solutions

Thinking about transport differently, focusing on shared mobility and how we pay for transport, encouraging flexible transport choices and using technologies to improve mobility in the city.

### WE ARE GOING TO CONTINUE TO:

- Consider new technologies and innovative approaches to delivery that can open new opportunities for travel including shared mobility and micro mobility modes.
- Continue our work with taxi and private hire vehicles to provide the best service for Leeds
- Continue to support the West Yorkshire Combined Authority in the development of the Demand Responsive Transport trial.

### WE ARE GOING TO:

- Deliver mobility hubs across the city where several modes can be accessed in one location integrating transport
- Ensure accessibility considered as a whole system across the council, with transport acknowledged as just a single element alongside spatial planning and technology
- Define our Shared Transport Vision to include car clubs, bikes and scooters

### WE MAY NEED TO CONSIDER:

- How autonomous vehicles can play a future role in mobility within the city.
- How we can support the better integration of freight services and local deliveries to reduce van mileage in the city
- Enhanced shared ownership models and how we can integrate shared transport modes into our existing mobility services, ensuring they are affordable and offer value for money



## Deliver a Mass Transit Network

Delivering a low carbon mass transit in Leeds, enhancing the transformational work already going on throughout the city through partnership with the Combined Authority.

### WE ARE GOING TO CONTINUE TO:

- Through the Bus Alliance, continue to deliver the Connecting Leeds and West Yorkshire-Plus Transport Fund investment programmes, to help transform our bus offer in the short term.
- Work in partnership with the Combined Authority to develop and deliver an advanced Mass Transit system as quickly as possible.

### WE ARE GOING TO:

- Ensure that the right mass transit solution is delivered that integrates instinctively with the city and unlocks the benefits for the people of Leeds at the earliest opportunity.
- Ensure that it integrates with our existing transport network, creating an affordable, zero – carbon network
- Work with partners to secure the investment needed to deliver transformational improvements to the rail network to support the Mass Transit network

### WE MAY NEED TO CONSIDER:

- The further opportunities mass transit can offer for the city including the opportunities for transit oriented development





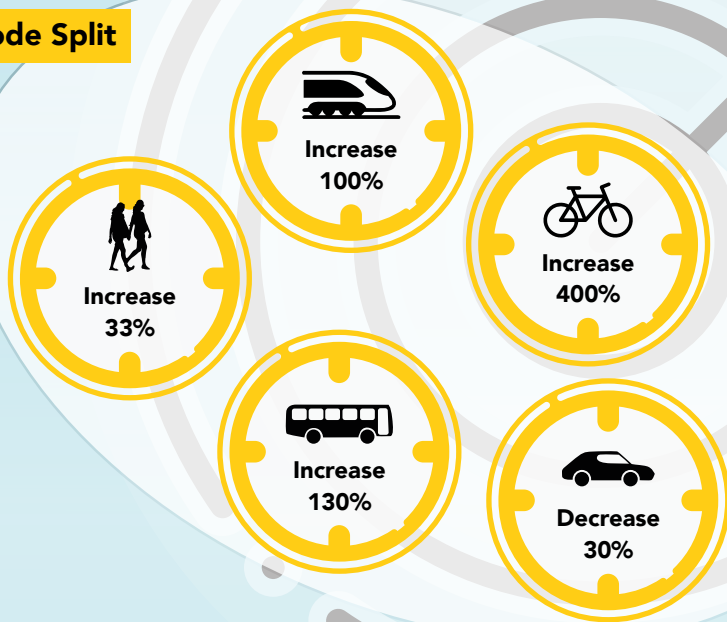
# Targets

In order to achieve our strategic vision for Leeds to be a city where you don't need a car. Our overall target comprises of four components:

## Climate Emergency

The Council is committed to making Leeds carbon neutral by 2030.

## Mode Split



## Distance Travelled

To support our mode split targets, we need to reduce the length of car trips made in the city by 30%. That is on average 900 car miles per year.

## Vision Zero

Zero people killed or serious injured on Leeds roads by 2040.

## Our Big Leeds Climate Conversation, you told us that:

- 94.8%** believe that the climate is changing
- 93.4%** believe that climate change is due to human activity
- More than two-thirds** of respondents (**67.1%**) say that they already walk or cycle journeys less than a mile.
- 13.2%** would take the bus or train more often
- 33.2%** would pick up deliveries from a central location
- The exception to this is that **more than a quarter (26.5%)** of respondents say that they would consider switching to an electric or hybrid car

## Our 2030 average trips components

- 31%** walking
- 41%** private car
- 2%** other
- 4%** cycling
- 22%** public transport

## What you can do to help?

- Leave the car at home one day a week
- Visit places by public transport
- Have a web meeting instead of travelling to the meeting
- Walk the children to school



# Meeting the Climate Emergency target

Meeting our pledge for Leeds to become carbon neutral by 2030 will be challenging. Transport accounts for 36% of all Carbon Emissions within Leeds. Our current policy projection will contribute to a reduction in CO2 emissions, however we need to do more to further reduce emissions. Our policies including our Bold and Big Moves detailed in this strategy will contribute up to a 43% reduction in CO2 emissions from transport by 2030.

The challenge in achieving net-zero carbon emissions is not one just facing Leeds, it is also facing regional and national government. The Department for Transport are currently working to a 2050 ambition for carbon neutrality and their policy projections are set out in Decarbonising Transport: Setting the challenge report. Recent announcements, bringing forward the ban on the sale of fossil fuelled vehicles to 2030 will help reduce carbon emissions however further policy actions are required.

Our Big Moves set out our focus areas for the transport strategy. To outline our proposals for each of the Big Moves, we have broken down each move into the following components:

## WE ARE GOING TO CONTINUE TO:

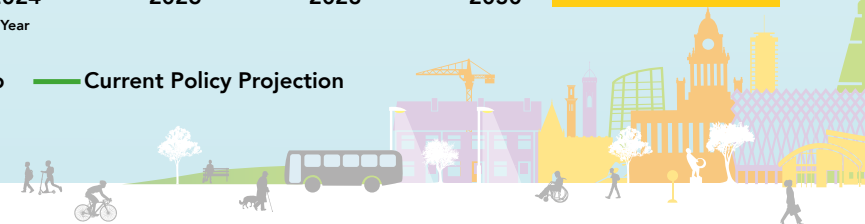
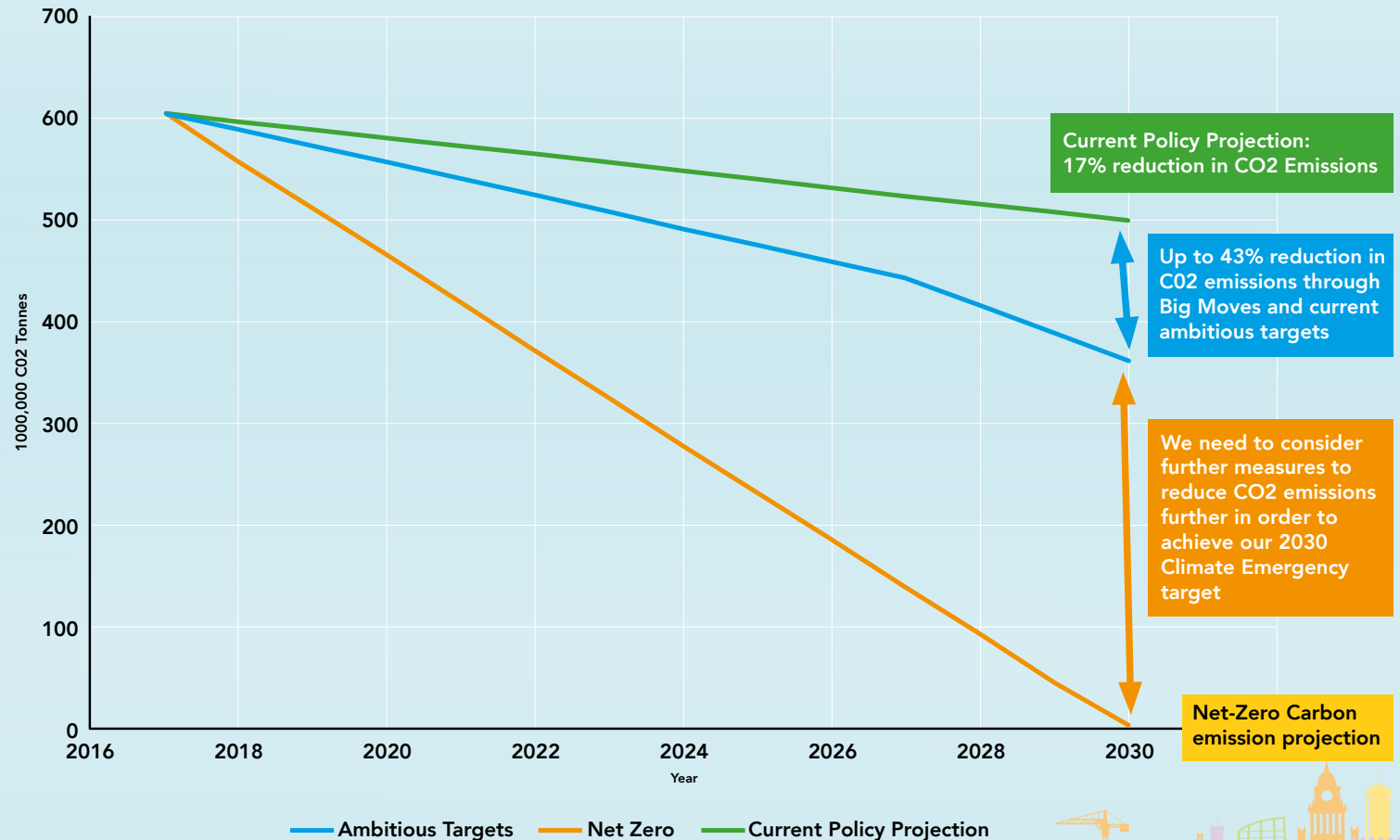
- This is where we outline what measures we are going to continue to do

## WE ARE GOING TO:

- Measures we are going to introduce as part of this strategy to work towards our targets

## WE MAY NEED TO CONSIDER:

- Measures we need to consider going forward in order to achieve our targets
- We will require support from Central Government to enable us to make these steps and changes to national policy to enable this to be achieved



# Achieving and Delivering the vision

Achieving the vision and meeting our targets will be challenging, we need others to help. In order to deliver our strategy we will develop a series of action plans, which will detail short, medium and long term measures, transforming mobility in Leeds and supporting our objectives to be the best city in the UK. It will only be by working together that we can achieve our vision.

## TO DELIVER THE VISION WE HAVE MADE A NUMBER OF IMPORTANT COMMITMENTS:

- We will guide the delivery of the transport strategy aligning it to support wider policies around creating an inclusive economy, health and wellbeing, well designed spaces and decarbonisation. We will lead by example. *#LeedsbyExample*
- As we deliver our Strategy we will continue to review the outcomes and where necessary make adjustments to ensure they remain relevant to achieving our goals.
- We will work collaboratively and adopt an open and committed approach to working with our partners.
- We will continue to explore a range of funding opportunities as they arise.
- We will engage with the citizens and businesses of Leeds to ensure the transport strategy meets their needs.

## TO DELIVER OUR AMBITIOUS STRATEGY, ACHIEVE OUR VISION AND MEET OUR OBJECTIVES, IT WILL TAKE A WHOLE CITY APPROACH WITH GENUINE ENGAGEMENT AND SUPPORT FROM CITIZENS, BUSINESSES AND PARTNERS.

- We ask the **citizens, visitors and businesses** to continue to engage with LCC to help inform the strategy, deliver our vision and work together to achieve these targets.
- We ask that the **Transport Expert Panel** we have established continue to support the development and delivery of mobility solutions in Leeds.
- We work in partnership with the **West Yorkshire Combined Authority** on a daily basis and will continue to do in the development and delivery of policies and priorities.

We believe that through this continued partnership approach better integration and outcomes can be delivered.

- We ask **The Government** to commit to a comprehensive long term funding package to give us certainty on our future transport investments and for co-ordination of different governmental policies.
- We ask that the government commits to the delivery of the eastern leg of **High Speed 2** to Leeds and that **Transport for the North** continues to work with us to enable the delivery of Northern Powerhouse Rail and other policies such as integrated ticketing.
- We ask **Network Rail** to work with us and the **Combined Authority** to bring forward the delivery of three new stations in Leeds as well as further improvements.
- We ask that **Highways England** works with us to reduce negative impacts of the Strategic Road Network on our the severance of our communities air quality or carbon emissions.
- We ask all **train operating companies and the DfT** to continue to invest in new greener rolling stock to increase capacity into Leeds Station and reduce overcrowding.
- We ask the **bus operators** to continue to work with us enhance bus services and vehicles across the city.
- We ask all developers support our vision for Leeds and help contribute to it and to continue to engage with us to support well connected development.

As part of our engagement strategy we are now seeking feedback on this draft strategy. Your feedback will be carefully analysed and will inform the final strategy for Leeds.

## Next Steps

Public Consultation

December – February

Review of all consultation responses

February – April

Publication of new Transport Strategy

Early Summer 2021