



Report of: Gary Bartlett, Chief Officer Highways and Transport

Report to: Outer North West Community Committee

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Date: 27th November 2017 To note

Leeds Transport Conversation update – Public Transport Investment programme (£173.5m), Outer North West update, and Leeds Transport Strategy development

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 Outer North West 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 within the Outer North West area.
- Bus improvements including First Bus committed to spending £71m on buying 284 new greener buses.
- 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. LeedsTransport last reported and presented to this committee on the 5th September 2016 and followed this up with a Transport sub group meeting on the 6th October and a further workshop on the 8th November. 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. The programme was developed in response to the feedback from the Transport Conversation engagement process in the Summer/ Autumn 2016 and both the Leeds wide and Outer North West response is outlined in the report.
- 4. 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. Further details can be found in the main report on the Leeds Transport webpage (see background information).
- 5. The Transport Conversation utilised a wide range of media and consultation methods to reach as many Leeds residents, businesses and visitors as possible. This process 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. There was also a young person's survey conducted jointly by Leeds City Council and WYCA.
- 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 - Outer North West 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 Outer North West area is included as an appendix to this document. This showed that a total of 1006 respondents to the Leeds Conversation questionnaire were from the Outer North West communities. The list below shows the top three priorities for transport investment indicated by 593 questionnaire respondents from Outer North West.

Top three comments Outer I overall %	North West %	Leeds
1. Improvements to cycling facilities	22%	18%
2. Invest in tram system	16%	16%
3. Tackle traffic congestion, e.g. congestion charg share	e, car 15%	10%

15. The questionnaire response also highlighted other key issues as being; to prioritise a more reliable bus service; expanded rail; expansion of park and ride; improve journey times; rail link to the airport; investment in roads and improvements to pedestrian facilities; be creative bold and innovative; critism regarding money wasted on previous schemes; reduce the

- environmental impact of the transport network; deliver small scale joined up schemes; improve road network capacity.
- 16. In conclusion the top three priorities for respondents from the Outer North West for the delivery of transport investment mirrored those of respondents overall (see main report). A significantly larger number of respondents from the Outer North West raised the need to be creative/ imaginative and innovative. There were a few noticeable differences in the top priorities cited by respondents in the Outer North West. In particular, a significantly higher proportion of respondents highlighted the need to be creative/ imaginative and innovative (11% compared to 6% of Leeds overall).
- 17. Additionally support for improvements to cycling facilities and tackling traffic congestions was significantly higher amongst Outer North West respondents than others. A rail link to the airport and investment in roads were also particular issues for respondents from the Outer North West.
- 18. In addition to the questionnaire analysis there was further feedback received from this committee on the 5th September, the 6th October and the 8th November. The feedback from these meetings was included as part of the overall assessment within the Transport Conversation report and the notes from the workshop from the 5th September and the 8th November workshop are appended to the report (see appendix for notes of the meeting). In summary further bus improvement are required including ticketing issues, reliability, cross city connectivity and needing a park and ride; Train overcrowding and service frequency were mentioned; Road congestion was mentioned as a major issue on key A roads, promotion of cycling and walking was discussed as well as the promotion of an underground and mass transit system. The airport link road proposal it was suggested did not address issues of access to the airport.

Transport Improvements suggested at 8th Nov workshop include Roads

- Extend the A65 quality bus corridor to ONW.
- A65 needs a bus lane past Cardigans Fields Leisure Park.
- Address the traffic on Horsforth Ring Road

Rail

- Rail P&R opportunity at Rodley/Calverley.
- Poor train stopping pattern at Kirkstall Forge.
- Re-open Thackley tunnels to enhance rail services.
- Make Cross Gates station 4 tracks again.

Buses

- Use Bramley drivers on Hunslet depot routes to keep services running
- Buses should connect to rail stations (e.g. to Apperley Bridge & Horsforth stations).
- Links from Horsforth/Apperley Bridge to Leeds Bradford Airport.
- Security at P&R car parks (e.g. thefts at Apperley Bridge).

Leeds Transport – LPTIP transport improvements:

- 19. As outlined above, the Transport Conversation identified that people overall in both Leeds and the Outer North West 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.
- 20. 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.
- 21. 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;
 - o 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
 - o 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
 - o A new site opening at Stourton Park and Ride in 2019.
 - o The exploration of a north of the City, park and ride site.
 - o 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:

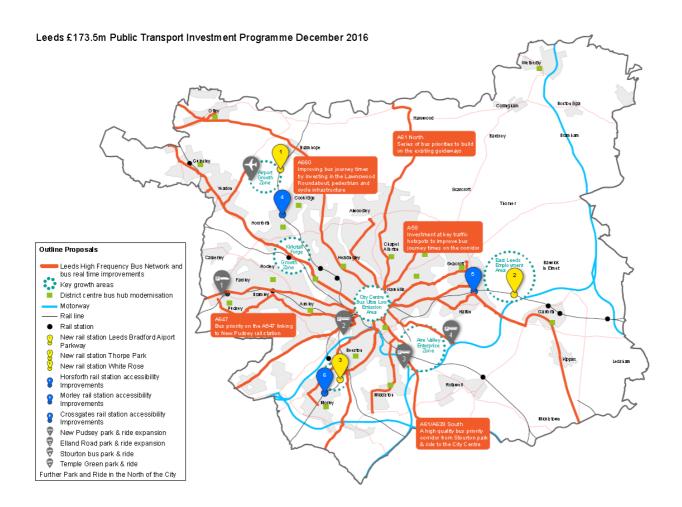
 The LPTIP initiative will involve improvements to key public transport corridors as listed above under the bus priority improvement corridors (A58, A61, A647 and A660), improving **Transport Hubs and Connecting Communities:** The LPTIP Programme also includes a significant focus on improving the bus 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. <u>A representative from WYCA will be attending the meeting and inviting comment on these proposals.</u>



- 22. The 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.
- 23. 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 and proposals – for the Outer North West area:

- 24. The following section details those schemes from both the LPTIP and other Leeds transport proposals to outline what is currently planned in the area.
- 25. **Bus Priority:** As part of £173.5m funding proposals, Leeds City Council have ambitions to develop a Quality Transport Corridor along the A660 from Adel through West Park, Weetwood, Headingley, Hyde Park, past the University of Leeds and into the city centre along Woodhouse Lane. Although primarily focused on improving bus journey times and reliability, efforts will also be made to improve cycling and pedestrian facilities alongside place making and green infrastructure.
- 26. Work to date has highlighted a range of issues to be addressed through the Quality Transport Corridor scheme. These include:
- Congestion and safety issues around Lawnswood roundabout on the A660 and the Outer Ring Road.

- Gaps in cycling infrastructure and hot spots for cycling and pedestrian related collisions.
- Footpaths and crossing facilities which do not adequately provide for high volumes of pedestrians.
- Congestion and safety issues at key junctions including Shaw Lane/St Anne's Road, North Lane, Clarendon Road and Hyde Park Corner, all of which impact on bus speeds, journey times and service reliability.
- **27.** Work is currently underway to develop a range of indicative concepts with the potential to address the above issues and improve the route for all road users. Public and stakeholder engagement activities aimed at canvassing views on these initial concepts will be undertaken early in the new year.
- 28. **Park and Ride:** Following the opening of Elland Road and Temple Green Park & Ride sites (in July 2014 and June 2017 respectively), the Leeds Public Transport Investment Programme (LPTIP) identified further Park & Ride opportunities in response to feedback that further park and rides are required in the city, covering both rail and bus modes. These included a bus based Park and Ride at Stourton to the south of Leeds City Centre, a parkway station near Leeds Bradford Airport which would operate as a Park and Ride in both directions and increased station parking at New Pudsey station.
- 29. Also included in the £173.5m funding is a proposal for a new Park & Ride site in north Leeds. This quadrant of the city (roughly between the A65 and the A64) is poorly served by heavy rail, public transport is bus based and the radial routes are heavily congested in peak times.
- 30. Such a site would be a further development of the Park & Ride strategy for the city, and complement the existing and proposed bus and rail Park & Ride opportunities and enhancements across the city. Park & Ride also contributes to the wider connectivity aims of the city and city region, and provides connectivity opportunities to HS2 and the remodelled Leeds Station.
- 31. A number of sites are currently being considered in the north Leeds study area, which broadly comprises the area bordered by the North Yorkshire/Harrogate border in the north, the A64 in the east, the A58(M)/A64(M) Inner ring Road in the south and the A65 in the west. The site needs to be in a location which avoids pulling too much traffic through the built up area while being close enough to the city centre to allow an attractive onward connection to be provided. It also needs to have enough space to provide parking for at least 400 cars.
- 32. A65-Airport-A658 Link Road and wider connectivity: Improving access to Leeds Bradford Airport and enhancing transport choices in north-west Leeds. This scheme is part of a long-term development vision which includes a proposed new railway station and rail park and ride serving the airport, the proposed airport employment hub, junction upgrades (including Dyneley Arms) and new pedestrian/cycle connections. The airport is of significant importance to the Leeds City Region economy, contributing over £100million a year, and is one of the fastest-growing airports in the UK. The current 3.3 million passengers per year are predicted to rise to 9 million by 2050. To support the future growth of the airport and to address current congestion issues, three highway improvement options were put forward for consultation in 2016 and are being developed ready for a further proposed consultation. The scheme will be funded primarily through the West Yorkshire Plus Transport Fund managed by WYCA.

- 33. **Dyneley Arms**; Improving the junction at Dyneley Arms is being considered to reduced congestion and improve highway conditions at the junction. Research has shown that this junction is ranked within the top 30 most congested junctions within the Leeds District.
- 34. Dyneley Arms acts as a crucial intersection connecting Wharfedale, North Yorkshire, LBA and Leeds. While there are no adjacent development sites, improvements to Dyneley Arms will facilitate access and increasing demand to/from surrounding areas. Junction improvements will assist with accessibility to key growth points with the aim of boosting business growth, productivity, and both domestic and international business. Improved accessibility to employment growth sites will assist Leeds in delivering more jobs.
- 35. Additionally, journey time enhancements to key bus routes in North West Leeds will also increase the potential for residents in the NW Leeds area to access new skills and increase opportunities for career progression, improving access to district centres in Otley, Pool, Bradford, and North Yorkshire.
- 36. By decreasing queuing at the junction, carbon emissions will be reduced. This assists with the realisation of the Strategic Economic Plan and its zero carbon agenda. There is also an opportunity to seek enhanced cycling facilities at a location where the topography can leave cyclists vulnerable.

37. East of Otley Bypass;

- **38. Traffic management:** Leeds recently acquired funding to implement 'SCOOT' which is a traffic management system to help improve traffic efficiency across Leeds. The focus of the project investment is in North West Leeds extending from the city centre to Guiseley, covering the A65 and A657 corridors. SCOOT will be mostly implemented at 35 junctions and 20 pedestrian crossings. This will help to reduce delay and improve air quality creating a more productive and cleaner Leeds.
- 39. **Northern Stations Improvement Fund:** Within the Northern Franchise there is a Stations Improvement Fund of £38m. The majority of money is aimed at middle and smaller sized stations (including Horsforth) and is focussed on bringing facilities and standards up to a consistent level, looking at areas such as seating, information, lighting and security, additional ticket machines and improved accessibility.
- 40. Horsforth station will become fully accessible by 2023.
- 41. **Horsforth roundabout** New traffic signals have recently been installed at Horsforth roundabout, to tackle congestion especially during peak periods, improve safety and provide pedestrian crossings. The congestion is due to high volumes of traffic approaching from both the A65 and the outer ring road, which converge at the roundabout. However Highways are aware that the signalisation scheme has not delivered the journey time savings that had been hoped for and work is ongoing to find ways of improving the situation. In the longer term we have recognised that a more significant improvement scheme will be required at this location.

#LeedsTransport Strategy:

- 42. 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.
- 43. 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.

44. 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

45. 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

- 46. 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.'
- 47. 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

- 48. The first phase of the Transport Conversation showed that across Leeds and in Outer North West there was a similar call for both short and long term improvements; across the bus network, rail services, additional park and ride; reduced traffic congestion; improved cycle and walking facilities as well as looking at large scale infrastructure improvements. Although there was a particular emphasis in Outer North West support for improvements to cycling facilities and tackling traffic congestions was significantly higher amongst Outer North West respondents than others. A rail link to the airport and investment in roads were also particular issues for respondents.
- 49. 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.
- 50. 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 Outer North West 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 Outer North West 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

- Outer North West Workshop notes of the meeting (5th September 2016) and workshop (8th November 2016)
- Aecom analysis of Outer North West questionnaire responses
- Summary of Major Transport Schemes in Leeds

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