

Connecting Leeds Transport Strategy Action Plan Annual Update 2022

Date: 19th July 2023

Report of: Director of City Development

Report to: Executive Board (updated for presentation to Infrastructure, Investment and Inclusive Growth Scrutiny Board)

Will the decision be open for call in? Yes No

Does the report contain confidential or exempt information? Yes No

Brief Summary

This report was originally presented to Executive Board in February 2023 with minor updates included on progress since that time. Additional information has been added on park & ride paras 39 to 55 upon the request of members of II&IG Scrutiny Board.

This report outlines the annual progress made on the Connecting Leeds Transport Strategy Action Plan since approval in October 2021.

The Transport Strategy fits into the wider context of the best city ambitions and with the Action Plan is an integral component for monitoring the impact any new interventions or policy has on tackling climate change, air quality and supporting economic and inclusive growth.

The report evaluates the progress and success of all the key measures using the four main themes of policy development, infrastructure, mobility & service and network management & maintenance as set out in the Action Plan and outline development programme for the next 12 months.

The report provides an extensive review of the current datasets used to measure success and challenges against key objectives outlined in the Action Plan using the key performance indicators provided which align with the Best City Ambition.

It is recognised that even by successfully delivering all the infrastructure and policy measures outlined in our Action Plan we will still need to do much more if we are to achieve our carbon reduction objections by 2030. It is also noted that our current and future funding position remains uncertain with

Recommendations

Executive Board is requested:

- a) To note the annual progress report of the Connecting Leeds Transport Strategy and associated Action Plan 2021-2024
- b) Note the progress and successes of the key measures outlined in the Action Plan and report and how these impact the wider context of the Leeds City Council Best City Ambitions.

- c) Note the progress against interim datasets and associated key performance indicators used to develop the Connecting Leeds Action Plan that support the aims and objectives of the Connecting Leeds Transport Strategy.

What is this report about?

- 1 The report provides an update on the Connecting Leeds Transport Strategy, Action Plan 1 development since the approval at the Executive Board meeting on the 20th of October 2021.
- 2 This reports seek to explain the importance of the Leeds Transport Strategy and Action Plan in the wider context of the Best City Ambitions to ensure all the various services align with the agreed key themes.
- 3 This report highlights the progress of each measure against key objectives outlined in the Action Plan using key performance indicators aligned with the Best City Ambition (see figure 2).
- 4 This report seeks to review the current datasets and associated key performance indicators used to develop the Connecting Leeds Action Plan and consider additional datasets and methodologies available which could provide more precise performance metrics which better reflect the impact of the specific measures aligned with the Transport Strategy.
- 5 The report provides an outline of the development programme for the next 12 months including a review of the current table of measures noting potential new schemes and policies aligned with the Transport Strategy.

What impact will this proposal have?

- 6 The importance of the Leeds Transport Strategy in the wider context of the city can't be underestimated. Leeds is a growing city with a population estimated at 812,000 (ONS 2021 census). Leeds continues to be the main driver of economic growth in West Yorkshire with around 470,000 people working in the city putting Leeds in the top five nationally for private sector employment. Continued strong private sector growth since 2010 has maintained the city's employment rate above average for the region.
- 7 Transport is also the main contributor to carbon emissions in Leeds with the Council making a commitment to a long-term air quality strategy in order to help ensure compliance with legal limits of emissions to bring about further air quality improvements and associated health benefits. Everybody needs to work together in order to drive change if we are to achieve our ambitious targets by 2030.
- 8 In order to achieve our ambitious vision we believe we need to take a targeted but flexible approach, which adapts to different opportunities and challenges across Leeds. Our planned interventions will intend to accelerate further reduction in carbon emissions from transport, but we need to be able to accurately measure our success against the objectives set out in our Action Plan.
- 9 A detailed Equality, Diversity, Cohesion and Integration (EDCI) screening document was included with the Connecting Leeds Strategy Report approved by Executive Board in October 2021 which covers this Annual Update Report. Copy of the original EDCI report is included in the Appendix.

Measuring Success of the Connecting Leeds Transport Strategy through our Action Plan

Monitoring of interventions and Policy

- 10 We will monitor, appraise, and evaluate performance against our targets on an annual basis to ensure the strategy is successful and that changes to our approach can be made if required.

11 Effective monitoring and evaluation will also allow us to better plan and prioritise the use of our resources over the lifetime of the strategy. Monitoring, appraisal, and evaluation are essential to ensuring the policies and proposals of our strategy are to be achieved and to ensure we stay on track.

Action Plan 2021-2024 - Progress and Key Successes.

12 The status of all the measures are documented against the 4 main themes which include policy development, infrastructure delivery, mobility and services, network management and maintenance.

13 Each measure was first evaluated to understand whether it would be delivered before the end of the current action plan in 2024.

14 It was noted that 43% of measures were already completed, 42% were on schedule to be completed by 2024 and 15% were unlikely to be completed by 2024 (see figure 1 below with further details in appendix).

Measure Timescale (by end of current action plan 1 in 2024)	Progress	Completion success rate
Completed within proposed timescale	Green	43%
On schedule to complete within proposed timescale	Amber	42%
Unlikely to complete within proposed timescale	Red	15%

Figure 1 – Percentage of measures due to be completed by 2024.

15 This will be updated annually, with additional schemes not outlined in the current Action Plan, added to the list of measures as required, with other complete schemes / interventions removed.

16 The measures that are red whilst considered unlikely to complete by 2024, several of these measures have since been successfully funded via CRSTS (City Region Sustainable Transport Settlement). This may reconfigure the timeline for these works to beyond the current action plan period to 2024 but are still expected to be delivered before 2030.

Part 1 - Action Plan Key Successes 2021/22

17 This section provides a summary of the key infrastructure and policy successes which have been completed and delivered in the last 12 months since the Connecting Leeds Transport Strategy was approved in October 2021.

Vision Zero

18 The Safe Roads Vision Zero 2040 Strategy targets to end deaths and serious injuries by road traffic in Leeds by 2040 and thus supports the Leeds Transport Strategy. This was consulted on extensively and then formally adopted by the city at Executive Board in October 2022. We know that incidents are preventable and Vision Zero shares responsibility for fatalities with road users, the local highway authority and the police. Both action plans will be implemented in parallel.

19 This Vision Zero Action Plan focuses on objectives that directly support the goal of eliminating deaths and serious injuries. Our Road Safety Scheme Programme will be guided by the Vision Zero Approach. Targeted interventions are being developed based on KSI data and include schemes on Chapeltown Road, Regent Street, Harehills Road and Meanwood

20 Relevant accident statistics, trends and associated key performance indicators related to the Vision Zero initiative can be found in Appendix 1

Road Space Reallocation and Streetscape

21 A Streetscape Reallocation Policy has been adopted in 2022, which prioritises space on our streets for sustainable transport. It will be used by all scheme designers, with training and best practice shared, to ensure the principles of the Connecting Leeds Transport Strategy materialise on our streets.

Bus Reform

22 Leeds has been working with the Combined Authority on Bus Reform. This includes work to establish an Enhanced Partnership, that builds on the 'Bus Alliance' between the CA, LCC and the bus operators.

23 Another associated workstream is around BSIP (Bus Service Improvement Plan) funding that has been awarded to the CA. This funding will deliver a reconfigured, enhanced, and expanded network of services.

Since September 2022 bus passengers in Leeds have benefited from lower and more consistently priced fares. Thanks to two new Mayor's Fares, single journeys are capped at £2 and the MCard DaySaver at £4.50, reduced from £5.50 – an almost 20% saving on the current price. Early data analysis at a West Yorkshire level would suggest that bus patronage in September increased by 5% compared with June 22. Bus travel by adult paying passengers in September 22 was around 10% higher than average monthly patronage in 2022.

24 As part of the wider Bus Reform work the CA are undertaking a franchising assessment, that LCC are feeding into, to explore franchising as an option to deliver better services in Leeds.

25 Additional funding has recently been secured by the CA with input from the districts, from a successful Levelling Up (round 2) bid for a 'West Yorkshire bus journey improvement scheme'. This is for improving the efficiency, safety, and accessibility of our core bus network and to enable safer and more accessible end to end journeys. The focus for Leeds will be to address outstanding bus 'hotspots' on the network to speed up journeys for passengers. Along with additional work to improve accessibility for all.

26 Since the pandemic bus services have been supported by Government interventions through payments of BSOG (Bus service Operators Grant) and Concessionary fares grants. This funding has been extended and will be replaced with BSIP+. However, current inflationary pressures and driver shortage continue to create challenges for operators in maintaining a viable stable network.

Improvements in Rail Service Provision

27 Leeds Station Sustainable Travel Gateway has completed works to improve pedestrian and cycling connectivity on Dark Neville Street connecting the Southern Entrance to the existing station and Bishopgate / Neville Street. The main works contract is underway and further details are contained in the Scrutiny Board report on this subject to be presented at the same meeting..

28 White Rose Station construction is on site and the platform supports were installed over Christmas with delivery still expected by the end of 2023. Thorpe Park and Leeds Bradford International Airport Stations are in design and business case development with both subject to a solution being developed to meet funding gaps.

29 TransPennine Route Upgrade works have commenced on the development of a new accessible Morley station due to open September 2024. Informal consultation on a potential Transport and Works Act Order (TWAo) for the TRU East of Leeds Station to Micklefield has been undertaken and is anticipated to be lodged with DfT Summer 2023.

- 30 Leeds Existing Station Programme to redevelop the existing city centre station is currently awaiting Government approval for funding to develop design and a Full Business Case is expected over the next 2 years.
- 31 Leeds Station Platform extensions programme is ongoing building on the completion of Platform 0 (new) and extensions to Platforms 1-7. Platforms 8 – 17 extensions are in feasibility design stage.
- 32 The Terms of Reference for the study into how to bring HS2 trains from East Midlands to Leeds and Leeds Station Capacity were announced in the Integrated Rail Plan for the North and Midlands published on 18th November 2021 have still not been published. Once the terms of reference have been published which government advises remains imminent the study is anticipated to take 24 months.

City Centre Package of Works

- 33 The implementation of schemes on Park Row, The Headrow, Corn Exchange and Meadow Lane have transformed these areas, provided improved bus reliability, safe and more accessible cycle facilities and enhanced public spaces including Cookridge Street and the first phase of Aire Park.
- 34 Building on these successful schemes, significant works are nearing completion in the city centre at City Square, Leeds Station, and Crown Point Road to create a world class city centre where people want to live, work and visit.
- 35 Armley Gyratory improvements are on site, which complements the work being undertaken by National Highways on the M621 and follows the successful completion of Regent Street Bridge to provide appropriate routes for strategic traffic around the city centre. Armley Gyratory additional traffic capacity potentially delivered by summer 2023 which will allow city centre works detailed above to progress.
- 36 The city centre cycle network continues to expand with the Western Gateway scheme on site and followed shortly by improvements on Crown Point Bridge and key links in the south of the city centre from Dewsbury Road to Neville Street. Funding from CRSTS has been secured to continue this network expansion with feasibility work underway ahead of public consultation in 2023.

LPTIP (Leeds Public Transport Investment Programme)

- 37 The LPTIP programme successfully finished delivery in 2022. A highlight was the world class gateways to the city centre as described above.
- 38 The package of public transport improvements was informed by the Transport Conversation and schemes delivered aspirations in line with the Leeds Transport Strategy. Key was increased use of public transport in a manner which contributes to carbon reduction by encouraging modal shift away from the private car and supporting inclusive growth by making it easier to access education, employment, and public services.

Park and Ride

- 39 This section has been updated from the February 2023 Executive Board Report to respond to requests from IIG Scrutiny Board to understand in greater detail the current performance and future strategy for park & ride in the city.
- 40 The first site in the city at Elland Road was opened in 2014 ahead of the Tour de France grand depart. The scheme provided 432 quality lined and lit spaces plus permission for 368 space overspill use on the existing match day car parking areas. In 2017 an additional 356 spaces and the terminal building were delivered. Continued growth in patronage warranted a further 570 additional spaces to a total of 1358 spaces and completion of the link road through the site as part of the LPTIP programme.

- 41 In 2017 Temple Green was opened with 993 spaces delivered with the West Yorkshire Transport Fund. In 2022 the expansion to 1391 spaces was completed.
- 42 The 1200 space Stourton site opened in 2021 and operates with an electric bus fleet with newly provided bus priority between the site and the city centre. The site also has 2840 solar panels with a generating capacity of 1.136MW. At the time of opening this was 17% of LCC's renewable energy production. The generated electricity powers the site building, lighting and EV charging with surplus fed back to the grid.
- 43 The innovation and construction quality of the Stourton P&R has won numerous awards below:
- Highways UK Excellence Awards – Major Project Award 2022
 - British Parking Awards 2022 – Evolution Award
 - Construction Industry Awards - Transport Project of the Year
 - Yorkshire Regional Energy Efficiency Awards - Large Project of the Year
 - Electrical Industry Awards - Electrical Project of the Year over £5m
 - 2x Terrapin Solar and Storage Awards – EV infrastructure project of the year and Commercial solar and/or storage project of the year
 - It has also been highly commended in a further 7 award categories

Customer Feedback Surveys

- 44 Customer surveys are regularly undertaken at all 3 sites with the latest in March 2022. The headline results are shown below:

	Elland Road	Temple Green	Stourton
Responses selecting that they would rate the P&R either good or very good overall	91%	89%	96%
Responses selecting that they were either likely or very likely to recommend P&R.	90%	86%	93%

Current and future service provision

- 45 All 3 sites in Leeds have a majority of commuter users and as such changes in post pandemic working patterns have affected park & ride even more than conventional bus services.
- 46 Post pandemic travel demand patterns have made running a commercially viable park and ride service more challenging. Services at Elland Road and Temple Green were suspended during lock downs in 2020. Once reintroduced the demand levels were significantly below pre pandemic levels. Patronage levels on Monday and Friday were much lower than the mid-week with Friday being similar to weekend levels.
- 47 The Stourton site opened in 2021 and has seen a steady growth in patronage. As with Elland Road and Temple Green the weekly profile is strongest on Tuesday, Wednesday and Thursday. Customer survey results show a significant proportion of Stourton users had previously used Temple Green as had been expected in the business case development.
- 48 The services are provided by First Bus through a contract with WYCA
- 49 In 2022 it was clear that the revenue was insufficient to cover the operating costs and LCC / WYCA and First Bus agreed a number of actions to meet the shortfall:
- a) Price increase - the base fare of £3 (which had not increased since 2014) was increased to £4, with discounts available for concessions, off peak and multiple ticket purchases.
 - b) Reduced frequency services during off peak
 - c) Later start and earlier finish of services

- d) Weekend services were withdrawn from Elland Road and Temple Green
 - e) Sunday service withdrawn from Stourton
 - f) LCC suspended the license fee for Elland Road and Temple Green
- 50 The fare increase was introduced in January 2023 and service changes in April 2023. It was immediately apparent that the reliability and quality of the service was insufficient, and agreement was reached to reintroduce additional peak hour services in May 2023 to maintain a reliable level of service.
- 51 Patronage is being monitored closely and all parties will encourage greater use of service (especially the leisure market) with the hope that a greater level of service can be reintroduced over the next year, especially weekend services at all sites.
- 52 There have been multiple ongoing incursions on to the sites by travellers especially at Temple Green. There has been intimidatory behaviour to site staff, damage to the building and vehicles and waste left on site. The data shows a reduction in use when travellers are on the site. The police are reluctant to use their powers to evict immediately and therefore the eviction process through the magistrates courts takes a couple of weeks each time. The site has been modified to attempt to prevent access, however by damaging fences or height barriers they have continued to get on to the sites. Work will continue to strengthen the sites to make entry to the sites more difficult, however a more holistic city wide solution for travellers might be a more effective strategy.

West Yorkshire Park & Ride Study

- 53 The West Yorkshire CA are currently undertaking a study into park & ride to fit with the development of Local Transport Plan 4 (LTP4) considering bus-based sites alongside rail based park& ride and future mass transit opportunities.
- 54 The study will look across the country to examine best practice and undertake demand assessments based on the current travel patterns which have been established post pandemic.
- 55 The following summarises the currently identified opportunities:
- a) As part of the LPTIP programme proposals for a bus based park & ride site at Alwoodley were developed to planning application stage for a circa 500 space site. The ability to commercially operate a dedicated bus service was unlikely and it was envisaged an existing express service would call at the site. The scheme has not progressed as the LPTIP budget was over-programmed. Post pandemic, the viability and demand for the site is being examined as part of the CA's park & ride study.
 - b) A site was identified in East Leeds at Winmoor on the A64 as part of the TCF programme bid. As with Alwoodley the viability and demand for the site is being examined as part of the CA's park & ride study. The site could also be delivered as part of an East Leeds mass transit line.
 - c) Across West Yorkshire a number of rail car park expansions are planned and have been delivered through various funding opportunities.
 - d) New stations are planned at Thorpe Park and LBA Parkway, both have park & ride spaces provided as part of the proposal and are a key element of the business case for these stations.
 - e) The WY mass transit vision 2040 shows a diagrammatic network with options for park & ride serving Leeds on the East Leeds and South Leeds to Dewsbury lines. As plans develop additional opportunities may be identified.

ELOR (East Leeds Orbital Route)

- 56 The council successfully delivered the biggest infrastructure project delivered by Leeds City Council since the completion of the Leeds Inner Ring Road half a century ago. Facilitating the East Leeds Extension, to create a planned major strategic growth area for the city. Along with the new link road the scheme provides continuous, segregated facilities for walking/cycling, pocket parks and an award winning bridleway.

Cycle Network Development

57 Three new segregated cycle routes completed; Dewsbury Road, Elland Road, and Clay Pit Lane. Further high quality cycle routes are being developed to create a coherent network across the city centre and on key radial routes. Funding for these has been awarded through Transforming Cities Fund (TCF), Levelling Up Fund (LUF), CRSTS and Active Travel Fund (ATF).

Local Rail Stations

58 A new White Rose Station is on site and development work continues to be progressed by the Combined Authority and Network Rail for new stations at Thorpe Park and LBA Parkway.

Car Club Policy

59 The council agreed and signed-off a new extended contract with Enterprise in Summer 2022. Leeds car club partner, Enterprise Car Club, offers an alternative to car ownership by providing the flexibility their rental packages offer.

Zero Emission Delivery Robots (Starship Technologies)

60 A trial agreement has been approved with Starship Technologies to provide a new and innovative last mile delivery service using zero emission autonomous personal delivery droids (PDDs). The trial was launched on the November 30th 2022. During the trial period residents in the participating area will be able to use the Starship delivery service to order groceries via an online app from two CO-OP stores located within the trial area. The service operates with 20 delivery droids (10 at each location).

Regent Street Bridge

61 The new flyover was completed in summer 2022 after 2 years of work through the covid pandemic. Since then, both the southern and northern structures were demolished and rebuilt, with over 120 metres of new bridge installed. The new layout underneath the flyover will improve walking and cycling facilities, as part of the Mabgate area regeneration.

Funding

62 In the last year several new funding pipelines have become available, as other funding streams like LPTIP and TCF (Transforming Cities Fund) have expired. A notable success of the over-programming approach of the LPTIP package, is that Leeds has several schemes considered 'shovel ready,' which have been able to secure or apply for funding from these new funding sources.

63 The City Region Sustainable Transport Settlements (CRSTS) has given Leeds, as part of the West Yorkshire allocation, a guaranteed funding package until the 2026/27 financial year.

64 Several Levelling Up Fund bids were submitted with a transport component in summer 2022. In January 2023, the Government announced the results of this competitive bidding process, with none of the Leeds's 6 bids being awarded funding. Alternative funding sources will be sought to take forward these schemes and deliver the benefits for Leeds. This disappointing outcome further highlights the need for the city to continue to explore alternative funding mechanisms and partnerships.

Inflation Review

65 In 2022 the Combined Authority undertook an inflation review across the WYTF and TCF portfolios to understand the implications of significant cost pressures caused by unusually high levels of inflation across the capital programmes. The Combined Authority and partner councils worked in partnership to address the inflation issues that are collectively being experienced on transport projects and associated schemes. This resulted in some projects being reduced in scope or paused and added to a future

funding pipeline. Schemes on the A64, A58 and A639 were reduced in scope and schemes on the A61 are being designed ready for future funding opportunities.

Mass Transit

66 LCC (Leeds City Council) continue to support the development of Mass Transit with the Combined Authority. A well connected, low-carbon transport alternative is only possible with a modern, integrated transport system, of which Mass Transit is an integral part. An updated Mass Transit Vision document has been published for consultation and significant development funding has been secured through the City Region Sustainable Transport Settlement (CRSTS).

Freight Policy

67 Decarbonisation of the freight sector is an essential part of the Leeds Transport Strategy which currently has not been measured in full. Leeds City Council has played a key role in the development of the Combined Authority rail freight study which is part of the wider Rail Strategy. A draft has been produced and will be published shortly. LCC has also fed into work on identifying potential new rail freight interchange sites across Leeds and West Yorkshire.

68 LCC has also worked with WYCA (West Yorkshire Combined Authority) on the feasibility work to use the river Aire to transport marine aggregate directly into Leeds with the potential to redevelop Stourton Wharf to receive goods.

69 Both rail and waterborne freight provide a more sustainable and low carbon alternative to road freight especially for bulk freight over longer distances.

70 LCC has successfully launched a E-cargo bike hire scheme to help promote a sustainable 'last mile' logistics service and reduce the reliance on LGVs. Early discussions have also been held with local and national cargo bike service providers to understand how these companies could operate successfully in Leeds.

Safe and sustainable travel (street charter)

71 A Street Charter will have the potential to bring together the elements and establish that core principles that are crucial for making our streets more inclusive as part of a single, simple, and easy to follow document, to foster understanding of the needs of all pedestrians, with a particular focus on understanding the barriers faced by key groups. It would expand Our Spaces strategy beyond the city centre. Detailed engagement has been undertaken with stakeholders and user groups to develop a draft charter for Leeds. After further consultation and engagement, planned in 2023, we then hope to finalise and launch the Charter.

Local Plan updates.

72 The Leeds Local Plan is in the process of being updated, an initial update has recently been published for public consultation with further updates due to be drafted and consulted on in 2023. The update has key objectives of Carbon Reduction, Flood Risk, Green and Blue Infrastructure, effective Place-Making and Sustainable Infrastructure in alignment with the Transport Strategy. The Local Plan update has commissioned a separate study on the concept of achieving 20-minute Neighbourhoods in Leeds. A '20-minute neighbourhood' scenario would be one with higher density, mixed use development that targets access to public green space, a range of affordable house types, public transport, and active travel. This can create the demand for associated services and business, employment, and public transport, with local services within a 15–20-minute walking distance at most and an emphasis on active travel.

Junction Signalisation Improvements

73 LCC is upgrading several major junctions that have been successfully funded, including at Fink Hill and Dyneley Arms junctions where works are currently in progress.

Pedestrian Crossing Review

74 The annual pedestrian crossing programme this year invested £275,000 on new and upgraded safe crossings across Leeds. These schemes contribute to both our vision zero goal and that of making walking the safe and easy way for people to get around their local communities.

Bike Share

75 An E-bike scheme for Leeds will provide people who travel within Leeds (be they residents, workers, or visitors) with an opportunity to access e-bikes and to use those bikes as an alternative to other modes of travel particularly for short distance trips. Public bike hire projects are becoming increasingly popular and well used in UK cities, and a fully electric bike hire scheme will be particularly suited to Leeds because of the hilly terrain. The procurement is now complete and we are working with the successful operator to develop and launch scheme in September 2023.

Climate Emergency Task Group

76 A project has been launched to develop and shape Highways & Transportation's response to the climate emergency through establishing processes and best practice workstreams which consider whole-life carbon assessments to ensure our infrastructure and communities are resilient and satisfy commitments made as part of our climate emergency declaration to respond to climate change.

77 This will particularly help to embed carbon literacy within the service and drive forward work to reduce carbon impact of core workstreams within Network Management and Maintenance. This will include reviewing the types of materials procured, current supply chains and new ways of working.

78 Our street-lighting team have made substantial progress on reducing the energy consumption of lighting in the city and are nearing completion of converting the city's streetlights to all be LED.

Summary of remaining infrastructure measures and policy

79 Since publication of the action plan, additional infrastructure schemes that will contribute to the success of the strategy have been added to the programme and are outlined below:

- The A660 corridor has substantial investment planned to transform the corridor to reduce congestion and use road space in line with our Streetscape policy which prioritises space on our streets for sustainable transport.
- At Lawnswood Roundabout plans will improve safety for all road users and provide safe convenient facilities for walking and cycling across the Lawnswood junction. Bus lanes on the approaches and signal technology will make bus services quicker and more reliable on Otley Road. The detailed design and business case for the scheme are being prepared ahead of construction starting in 2023.
- From the Shaw Lane junction in the centre of Headingley through to the university district, funding has been secured from the Active Travel Fund to upgrade the successful temporary scheme to give high quality segregated cycling provision on the corridor.
- A programme of works within the Connecting West Leeds secured through the Levelling Up Fund will create safe new links for walking and cycling, and address barriers and connect communities in the area.

Section Summary

80 The significant amount of infrastructure improvement schemes and policy measures outlined in Section 1 highlights the significant amount of work completed over the last 12 months. Successfully delivering large infrastructure schemes including ELOR, LPTIP and the awarding winning Stourton Park and Ride has shown we are capable of delivering large scale projects in Leeds.

81 This level of change across Leeds emphasises the importance that the Transport Strategy objectives at the centre of all schemes and policies in order to be successful in achieving our target of net-zero by 2030.

Part 2 – Action Plan Key Performance Indicators (KPIs)

82 This section focuses on the key KPI's and associated datasets used to measure success against our objections detailed in the Action Plan.

83 A series of Key Performance Indicators (KPIs) were identified in our Action Plan to accurately measure our success ensuring progress is made towards our objectives and targets.

84 It is also important that we continue to monitor and evaluate our progress and success of our first round of infrastructure investment and key policy interventions.

85 The following table sets out our data requirements to monitor our progress against our objectives which have been aligned with the three pillars of the Best City Ambition (see figure 2).

Best Council Ambition	Objective	Key performance Indicators (KPIs)
Tacking Climate Change	Reducing the need for travel and the number of car journeys.	<ul style="list-style-type: none"> • Estimation of Vehicle KM travelled in the district
	Leeds Carbon Neutral by 2030	<ul style="list-style-type: none"> • Estimated Carbon Emission from transport
	Encouraging people to choose active travel and public transport	<ul style="list-style-type: none"> • Increased in bus and rail patronage • Active lives surveys • Walking trips count • Pedestrian and cycle counts • Estimation of vehicle KM travelled in the city
	Encouraging and leading the uptake of zero emission vehicles	<ul style="list-style-type: none"> • Number of zero emission vehicles registered in the city
Delivering Inclusive Growth	Support individuals to access more employment opportunities through a comprehensive transport network	<ul style="list-style-type: none"> • Number of people with access to the public transport network • Number of people with access to the core cycle network • Travel to work survey
	Develop and regenerate places through continued investment in transport infrastructure	<ul style="list-style-type: none"> • Number of new developments (sustainable)
	Improve productivity by investing in more time and cost-efficient transport system	<ul style="list-style-type: none"> • Level of delay in the city • Time lost due to congestion • Cost of congestion
	Lower the cost of mobility, ensuring transport is affordable and accessible for everyone	<ul style="list-style-type: none"> • West Yorkshire travel tracker survey • Cost index of transport • Number boarding buses • Number of people supported into work
Improving Health and Wellbeing	Ensure walking and cycling are the first choice for the shortest journeys improving physical and mental health	<ul style="list-style-type: none"> • Active lives survey - % of physically active adults • Pedestrian and cycle counts • Estimation of vehicle KM travelled in the district
	Reduce the negative effects of transport on our local communities, improving air quality and reducing CO2 emissions	<ul style="list-style-type: none"> • Estimation of vehicle kilometres travelled in the district • Hospital admissions data
	Help make Leeds the best city to grow old in and a child friendly city through making streets accessible to all	<ul style="list-style-type: none"> • Estimation of vehicle kilometres travelled in the district
	Eliminate road deaths and serious injuries by adopting a Vision Zero approach to road collisions	<ul style="list-style-type: none"> • Estimation of vehicle kilometres travelled in the district • Number of killed or seriously injured people in Leeds

Figure 2 – Key Performance Indicators and Datasets used to measure success.

Transport Strategy Action Plan - Key Performance Evaluation

86 The success of each objective has been monitored and evaluated using datasets which best apply to each objective. This is found in Appendix 1 which contains full data on the 12 objectives and summarised in figure 3 which evaluate the 3 best council ambitions.

87 A summary across these themes is given below with fuller datasets available in the appendix:

Indicators	Objectives
1	Reducing the need for travel and the number of car journeys
2	Leeds Carbon Neutral by 2030
3	Encouraging people to choose active travel and public transport.
4	Encouraging and leading the uptake of zero emissions vehicles
5	Support individuals to access more employment opportunities through a comprehensive transport network
6	Develop and regenerate places through continued investment in transport infrastructure
7	Improve productivity by investing in more time and cost-efficient transport system
8	Lower the cost of mobility, ensuring transport is affordable and accessible for everyone
9	Ensure walking and cycling are the first choice for the shortest journeys improving physical and mental health
10	Reduce the negative effects of transport on our local communities, improving air quality and reducing CO2 emissions
11	Help make Leeds the best city to grow old in and a child friendly city through making streets accessible to all
12	Eliminate road deaths and serious injuries by adopting a Vision Zero approach to road collisions

Figure 3 – Indicators and Objectives

Tackling Climate Change

88 Reducing carbon emissions from transport to achieve net zero by 2030, as per the goal of the council's declaration of a climate emergency is acknowledged to be highly challenging in the transport strategy. A goal for a 43% reduction in CO2 emissions is the level that will be achieved if the mode split targets in figure 3 above were achieved by 2030.

89 As reported in the appendix under indicator 2, the Department for Business, Energy and Industrial Strategy produce estimations of Carbon Emissions from transport. In 2020 when the pandemic caused a substantial reduction in travel, we can see that in 2020 overall carbon emissions from Transport in the Leeds district reduced by 17%. Looking at road sources that the council have more direct control over; Local A roads reduced by 22.7% and local minor roads by 15% within the district. This dataset is not

directly comparable for methodology reasons with our 43% reduction goal but does illustrate the scale of the challenge.

- 90 The total distances travelled on our roads were still lower in 2021 than pre-pandemic in 2019. With a 13% reduction shown in Indicator 1. LGV (+2%) and HGV (5%) traffic though was higher in 2021 than in 2019. This highlights the importance of the freight strategies discussed at sections 38-41.
- 91 Indicator 4 on the uptake of zero emission vehicles showed encouraging signs in the last year. The number of publicly available EV charging points increased by 129 from October 21 to reach 418 in October 22. First buses now have 21 electric buses operational in Leeds, an increase of 12 on the previous year, First have 32 additional electric vehicles on order with electric charging facilities also planned to be installed at Bramley depot. The LCC internal fleet of zero emission electric vehicles has also significantly grown to now be 384 an increase from 2021 of a further 54 vehicles. This LCC total marks Leeds out as a national leader in this area.
- 92 Due to the pandemic reliable and meaningful data on mode share is less readily available. However, within indicator 2, a comparison is made of travel into the city centre and changes between 2019 and 2021. From this we see the proportion of trips into the city centre by car in the morning peak increased from a just over half (51.5%) to over two-thirds (69.2%). It has not been possible to obtain rail figures so the full modal split cannot currently be reported.

Delivering Inclusive Growth

- 93 The bus network has understandably had a difficult recovery post pandemic, with the challenge of driver availability and subsequent unreliability of service provision. Indicator 8 shows a provisional increase from 32.9 million (2020/2021) to 37.5 million (2021/2022) people boarding buses in the Leeds district, showing the network is recovering. Across the same timescale public satisfaction with the affordability of public transport decreased. The recent launch of 'Mayor's Fares' with single fares capped at £2 and multi-operator day tickets at £4.50 will help address the cost-of-living crisis.
- 94 Driver shortages are being addressed by operators with significant numbers of new staff being trained through the operators training programmes. This will help support further recovery, reliability and robustness in the bus network.

Improving Health and Wellbeing

- 95 Improving physical and mental health by ensuring walking and cycling are the first choice for the shortest journeys is a key focus of our transport strategy. Indicator 9 shows in 2022, compared to 2021, the rate of inactivity in Leeds reduced by 2.3%, equating to 14,000 residents moving from being classed as inactive (defined as less than 30 mins of exercise per week) to now being active.
- 96 The council's behaviour change team deliver to schoolchildren an extensive programme of training designed to help children safely walk and cycle in Leeds. From September 2021 to July 2022, over 10,000 pupils received road safety training and over 14,000 received Bikeability training.
- 97 By formally adopting the vision zero approach, Leeds City Council has committed to an ambition that by 2040 no one will be killed or suffer serious injuries on roads in Leeds.
- 98 As detailed within indicator 12 in the appendix, 2021 saw a disappointing rise in collisions totalling 1,404 (+409) in Leeds compared to 2020, with 19 (+8) deaths and 387 (+167) serious injuries occurring. These significant changes were also partly caused by a change in the metrics used by the Police to classify serious and slight injury which were changed in 2020/21. Future data should start to reflect true trends.
- 99 With the adoption of Vision Zero detailed reports on progress will be delivered to both Executive board and the Scrutiny Board for Infrastructure, Investment & Inclusive Growth.

Key Mode Split Targets

100 The Transport Strategy Action Plan has ambitious targets for modal shift in order to achieve our pledge to become carbon neutral city by 2030 and deliver the strategic vision of being a city where you do not need a car. A key factor in reducing the amount of carbon emission through transport is to simply reduce the distance travelled by car and increase the distance travelled by other modes in particular walking and cycling which are the only carbon free transport alternatives. These ambitious targets if, achieved will result in up to a 43% decrease in carbon emissions from transport by 2030 however our current policy projections suggest we need to do more. By 2024, we need to have made progress to have any chance of meeting our targets for 2030.

101 The following increase in the percentage use of each mode is required in order to meet our target mode split by 2030 (see figure 4) with more detailed analysis in Appendix 1.

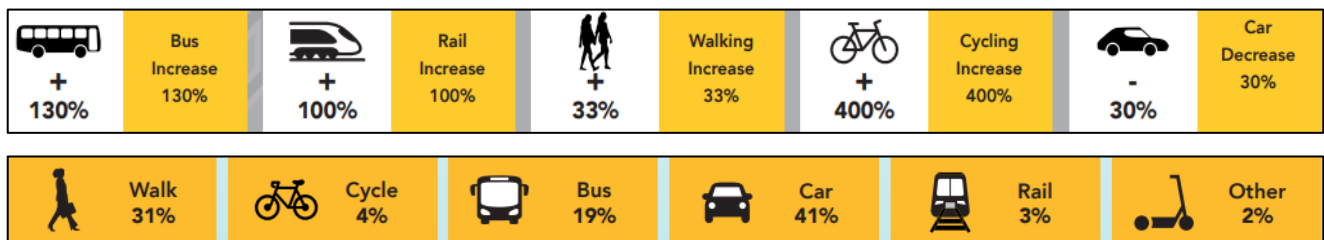


Figure 4 – Transport Strategy Modal Split targets by 2030

Data Challenges and Impact of Covid on Mode Split Analysis

102 The mode split targets are one of the main metrics to monitor success however there are still challenges accessing some of the required datasets and the ongoing impact of Covid-19 makes it difficult to provide meaningful annual trends. Further review of the current methodology is needed to maintain accuracy.

103 The current data is only available for 2019 and 2021 with 2022 data still to be finalised and published. Further work with internal LCC data count teams is needed to develop a more robust dataset and timeline for publishing to ensure this aligns with quarterly and annual reporting. Further details can be found in appendix 1 – Indicator 3.

Action Plan development programme for 2022-2023 - Key Actions

Continued scheme development.

104 The development of schemes included in the original Action Plan will continue with the hope that those schemes which have currently been held may benefit from new funding opportunities allowing them then to progress toward delivery by the Action Plan deadline of 2030. Examples include various corridor and junction improvement schemes. The table of measures outlined in our Action Plan will be updated to reflect any changes with delivery timescales.

Mass Transit route option

105 Development of the route options for Mass Transit in Leeds and West Yorkshire will continue through 2022–2023 with the development phase schedule to run until 2025. Potential route options through the City Centre and examples where mass transit could better connect suburban communities provide additional sustainable transport options and unlocking economic investment. Important that this process remains aligned with Transport Strategy and Action Plan as this continues to be an integral part of our carbon reduction agenda going forward.

WY LTP4 (Local Transport Plan 4) Development

106 DfT (Department of Transport) require all transport authorities to produce a Local Transport Plan in 2023/4. Guidance has not been published yet, but LCC (Leeds City Council) will work with The Combined Authority to produce a West Yorkshire Local Transport Plan (WYLTP). We will ensure the vision and big moves within the Connecting Leeds Transport Strategy are represented in the WYLTP

Park & Ride Future Study

107 WYCA has commissioned a further study to look at future Bus/Rail Park and Ride opportunities in Leeds and across West Yorkshire which will be consulted through 2023. Will ensure that any future development works will be measured against the Action Plan objectives and evaluated using agreed of new KPI's.

Parking Policy

108 An updated parking strategy is being developed, which relates closely to the choice, demand and use of public transport and other non-car travel-based travel modes and a part in contributing to the achievement of sustainable balance between travel mode, place making and the impacts on health and wellbeing and the environment – air quality and climate change. Effective parking management is an essential element of the Transport Strategy.

LCWIP (Local Cycling and Walking Infrastructure Plan) and ATF4 (Active Travel Fund 4) bids

109 We will continue to develop the LCWIP for Leeds. This will ensure we prioritise funding affectively to connect our communities with better active travel choices. It will help us achieve our vision of a comprehensive sustainable travel network. LCC has a track record of provide quality active travel infrastructure. When DfT make available further funding opportunities by invited bids through ATF4 we anticipate using this to help fund key priorities identified in our LCWIP.

Summary and Conclusion

110 This report highlights the importance of collaborative working across the Council to ensure alignment with the Connecting Leeds Transport Strategy. A further extensive review of the existing datasets is still required in order to generate more robust KPIs which better identify the impacts of any new measures and policies.

111 Covid-19 has brought unprecedented challenges for the Leeds economy and has changed the way we think about place and how we use our spaces, as well as how we travel, work and shop . The impact of covid on the quality and availability of key datasets through 2020 into 2022 makes it difficult to generate meaningful year on year trends, the impact of which will reduce in the future.

112 By 2024, we need to have made progress towards our Net-Zero carbon target although we admit this will extremely challenging and ambitious. We are closely monitoring the success of our first round of transport infrastructure investment through our Action Plan and will submit a progress report to Executive Board again in 2023.

How does this proposal impact the three pillars of the Best City Ambition?

Health and Wellbeing

Inclusive Growth

Zero Carbon

Health and Wellbeing

113 The strategy objectives are to ensure walking and cycling are the first choice for the shortest journeys, help make the city the best city to grow old in and child friendly through investment in our streets and eliminate road danger through adoption of a vision zero approach.

Inclusive Growth

- 114 The Inclusive Growth Strategy acknowledges the role of Transport in supporting and delivering inclusive growth in the city. Transport can help develop and regenerate places supporting the economy with the efficient movement of goods and people.

Zero Carbon

- 115 Our Transport Strategy and Action Plan form the Council's transport plan and as such continues to detail how the council seeks to work towards the 2030 net-zero target. Our strategy objectives are to reduce the need to travel and the number of car journeys, encourage people to choose active travel and public transport, improve the efficiency of the transport network and encourage the update of zero emission vehicles. The Strategy and Action Plan are aligned with our Air Quality Strategy 2021-2030 and its action plan.

What consultation and engagement has taken place?

Wards affected: All Wards consulted on the original Action Plan but not required for the progress update

Have ward members been consulted? Yes No

- 116 No further consultation has taken place since the Transport Strategy and Action Plan approval in October 2021

What are the resource implications?

- 117 There are no specific resource implications included within this update however we estimate there is a significant funding gap if we are to meet 2030 carbon targets and ambitions outlined in the Transport Strategy. Funding is needed both for ongoing maintenance and to deliver a number of key infrastructure programmes needed to facilitate the levels of transformational mode shift to active travel and public transport. We will continue to work with WYCA and call on national government for the support, powers, and funding to deliver the Connecting Leeds Transport Strategy.
- 118 We are also committed to starting a conversation with stakeholders in the district about how local contributions could contribute to the vital transport investment the district. The Department for Transport have indicated that local contribution will be a requirement of future funding settlements.
- 119 To reiterate the cost of delivering our long-term ambition in the Connecting Leeds Transport Strategy to become net-zero by 2030 is still significantly beyond the level of funding currently available.

What are the key risks and how are they being managed?

- 120 The Transport Strategy Action Plan and the implementation of the schemes and policies which it will guide have a fundamental part to play in addressing the corporate risk of the Climate Emergency on Keeping the City Moving.
- 121 There is always a risk to the Leeds economy through both policies and external pressures. The Council recognises that growing the economy has positive benefits to the city and that the enhanced connectivity through the Connecting Leeds Transport Strategy is a crucial component of delivering our Inclusive Growth Strategy ambitions.
- 122 The risks relating to the Climate Emergency are that the actions of the Connecting Leeds Transport Strategy do not adequately address the need to reduce carbon emissions in-line with the Council's and national objectives

123 Reductions have to be rapid and sharp in order to stay within the council's carbon budget so speed of delivery is a key risk to success, especially when persuasion rather than enforcement has to be used to change behaviours.

What are the legal implications?

124 Not applicable for this update.

Options, timescales and measuring success

What other options were considered?

125 Not applicable for this update.

How will success be measured?

126 Our targets are ambitious - the level of change required will require everyone to play a role and think about their own travel patterns in the context of the Climate Emergency. The Action Plan is an essential tool in monitoring our progress in the journey towards net zero by 2030.

127 By adopting a series of short-term action plans, we can reflect on both feedback on our Connecting Leeds Transport Strategy, the monitoring from the schemes we deliver as well as the city's economic recovery from COVID. Alongside our Key Performance Indicators this will inform future action plans, investment priorities and decision making.

128 Individual monitoring and evaluation reports will be produced for schemes recently completed and under construction such that the effectiveness of schemes can be compared against the original business cases. This information and lessons learnt will allow future schemes to be refined to maximise the benefit to the people of Leeds.

What is the timetable and who will be responsible for implementation?

129 The timeline set for development and implementation of the Transport Strategy Action Plan is detailed in the following table:

Action Plan 1 2021-2024	Action Plan 2 2024-2030	Action Plan 3 2027 - 2030
<ul style="list-style-type: none"> • Current action plan • Action plan development phase • Review proposed data sets and KPI's best used to measure performance of interventions. 	<ul style="list-style-type: none"> • Evaluate schemes and policies from the first action plan • Refine table of measures to include new schemes and policies • Continue to refine metrics utilising new datasets. 	<ul style="list-style-type: none"> • Continue to evaluate schemes and policies from Action Plan 2 • Refine table of measures to include new schemes and policies • Continue to refine metrics utilising new datasets.

Appendices

- Appendix 1 - Key Performance Indicators
- Appendix 2 - Appendix EDCI Transport Strategy Report

Background papers

- None.