

Report of Director of City Development

Report to Executive Board

Date: 14 December 2016

Subject: Transport Conversation update and Leeds Public Transport Investment Programme

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): All	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. Leeds is a growing and successful city. In the city centre there has been extensive development in recent years, reinforcing the city's position as a major retail and office location. In addition, outside of the city centre, key economic centres such as Thorpe Park, Leeds Bradford Airport and White Rose Centre continue to expand. The growth of Leeds' economy is crucial to helping achieve better economic outcomes across the region and the North.
2. Alongside the planned housing growth that is required in future years, it means significant investment in the transport system is needed in the short, medium and long term to support the level of growth anticipated. Our vision is for Leeds to be a compassionate, caring city with a transport system that helps all our residents benefit from the city's economic growth.
3. Getting our transport system right is a critical element of achieving the Council's Best City ambition. Accordingly the emerging Leeds Transport Strategy presented to Executive Board in October 2015 is being updated to reflect further development towards the realisation of our best city ambition for a strong economy in a compassionate city. Our headline aims are for a transport system to support a city which is:-
 - Prosperous
 - Healthy
 - Liveable
4. To move forward with the ambitions for our city, this report proposes a package of public transport improvements that, taken together, will deliver a major step change in

the quality and effectiveness of our transport network. Headline proposals, from an investment of £270m, include:

- 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.
- Development of three new rail stations for key development and economic hubs serving Leeds Bradford Airport, Thorpe Park and White Rose.
- 2000 additional park and ride spaces with the first new site opening at Stourton.
- A 1000 more bus stops with real time information.
- Making three more rail stations accessible at Cross Gates, Morley and Horsforth.
- Creating 21st Century interchanges around Vicar Lane, the Headrow and Infirmary Street and improved facilities in our district centres.

5. As a consequence of these measures, the outcomes of which are summarised in Appendix A, we aim to:

- Double bus patronage from 2016 levels in 10 years.
- Significantly improve air quality and reduce carbon emissions.
- Support economic growth and job creation
- Reduce congestion.
- Work towards all stations in Leeds being accessible.

6. This package supports our overarching objectives:

- **Prosperous Leeds** – more people using a modern and attractive bus service and greater access to the rail network will enable the city to better accommodate growth. Improving the city centre environment will help attract new businesses and improve the city's readiness for future opportunities such as HS2 and the European Capital of Culture.
- **Liveable Leeds** – the improvements to the city centre and district centres will make them more people friendly. People will have access to a wider labour market. The significant programme of projects will support new opportunities for skills development and new and better local jobs. People of all abilities will have more opportunities to connect to the rail network.
- **Healthy Leeds** – people friendly streets encourage more walking and cycling whilst improvements to our bus fleet and more people travelling by public transport will improve air quality and reduce carbon emissions.

7. These proposals will build on recent successes such as the Park and Ride site at Elland Road, the opening of Leeds Southern Station Entrance and Kirkstall Forge Railway Station, quality bus corridors and significant junction improvements. More is planned over the coming years through the West Yorkshire Transport Fund programme, including the opening of the new Temple Green Park and Ride site next year.

8. The additional investment recommended in this report is made possible following the Government announcement to make available £173.5m for “public transport improvements in Leeds”. With anticipated local and private sector contributions the total investment package is worth c.£270m.
9. With this funding opportunity, the recent renewed commitment to HS2 and the Northern Powerhouse agenda, the prospect of further devolution deals and the West Yorkshire Transport and Bus Strategies, it is an appropriate time to set a new strategic approach for transport in the city.
10. To inform the strategy and the allocation of the Government funding, the Council embarked on a conversation with the communities, businesses and residents of Leeds about the future of transport. From these engagements, including a survey completed by over 8,000 people, workshops and Community Committee meetings, the message from many was that we need to be ambitious for the future but the transport system is not working effectively and also needs immediate attention.
11. Our ambition remains to have a transport system that can move large numbers of people through the city. We will be reviewing the options for mass-transit solutions – be that light rail, tram-train or tram. However, developing and implementing such an option will take a number of years. As transport improvements are needed now the recommendation is for a Leeds Public Transport Investment Programme that will help deliver the proposals in paragraph 4 in the shorter term. This programme consists of transforming the bus network, developing new and existing rail stations and world class city centre gateways and high quality transport hubs across the District.
12. In order to advance the delivery of these improvements the Council and WYCA are having discussions with bus operators around a package of proposals involving investment by them in vehicles, fares, ticketing and route network which will complement capital investment in bus infrastructure by the Council. The first agreement to be reached is with First, the main bus operator in Leeds.
13. Alongside the delivery of this short term programme, the Leeds Transport Strategy will be developed further in the next year, building on and continuing the transport conversation to set out the long term interventions the city needs to become the ‘Best City’ for transport. This Executive Board Report sets out the proposed Leeds Public Transport Investment Programme and the next steps for the development of a longer term strategy to be published next year that will support our ambition for transport to create a prosperous, healthy and liveable city.

Recommendations

14. Executive Board is recommended to:
 - i. Agree the Programme of schemes to be included in the Leeds Public Transport Investment Programme which will utilise the £173.5m DfT funding plus complementary private sector investment, worth circa £100m;
 - ii. Approve the submission of an Outline Strategic Case to DfT for spending the £173.5m allocated to Leeds for public transport;
 - iii. Note the feedback from the Transport Conversation and how this has shaped the proposed Leeds Public Transport Investment Programme;

- iv. Agree that officers will return to Executive Board in Autumn 2017 with a further update on the Transport Conversation and the draft 20 year Transport Strategy, including commentary on the progress of mass rapid transit options;
- v. Agree that £8.8m LCC capital monies earmarked for NGT be included in this programme excluding an allowance for NGT funding committed to the Clay Pit Lane junction scheme;
- vi. Agree that monies identified in (v) be made available immediately to commence work on the preliminary designs of some of the schemes identified in (i);
- vii. Continue to negotiate with bus operators, developers and partners to leverage significant additional financial investments to support the Leeds Public Transport Investment Programme;
- viii. Note that the Chief Officer, Highways and Transportation is responsible for the programme delivery.

1 Purpose of this report

- 1.1 This report sets out the strategic case and emerging proposals for the Leeds Public Transport Investment Programme, which will be supplemented by private sector investment. It also sets out progress in taking forward the city's longer term transport strategy which will be developed next year, including a clear ambition to consider again the case for mass transit provision to meet the future needs of the city.
- 1.2 This report also sets out the results so far from the Transport Conversation and shows how this has guided the approach for scheme selection within the Leeds Public Transport Investment Programme.

2 Background information

- 2.1 Leeds is a growing and successful city. The city has bounced back strongly from the recession with job numbers now back to pre-recession levels, with more than 400,000 people working in the city and unemployment falling.
- 2.2 Substantial development has taken place with more than £4bn of schemes completed in the last 10 years. Key areas of growth include the city centre with commercial and retail developments such as Trinity, Victoria Gate, Sovereign Square and Wellington Place. In addition, the City's South Bank has also expanded our perception of the city-centre, with the opportunity to double its size. Our Universities continue to grow with major investment plans of more than £500m underway.
- 2.3 In addition, outside of the city-centre, areas of major housing, commercial and retail growth include the Enterprise Zone in the Aire Valley, Thorpe Park and the East Leeds Extension, Kirkstall Forge and the White Rose Centre, while passenger numbers continue to increase at Leeds Bradford Airport. LBA is currently one of the UK's fastest growing regional airports.
- 2.4 Looking forward it is clear that growth is set to continue with significant investment planned in both the city-centre and the wider Leeds catchment with substantial housing growth and the further expansion of key employment sites. Leeds is at the heart of a £62bn annual economy which generates 5% of the UK's total economic output and it is at the geographic centre of the North of England's economy.
- 2.5 Against this background, delivering long-lasting and meaningful improvements to the city's transport infrastructure will be critical to its future success in delivering sustainable development. The Council is clear that its economic and spatial plans should directly influence its transport plan – so that transport investment can be best tailored to meet current and future growth needs.
- 2.6 Members will recall that the emerging Leeds Transport Strategy came to Executive Board in October 2015 and set out our 20 year plan for communities across the City.
- 2.7 Accordingly, the development of the emerging Leeds Transport Strategy was built from the overarching themes as presented in the Leeds Transport Vision reported to Executive Board in October 2015 and outlined below. An update on progress towards our Transport Vision for a 21st Century Leeds' is contained within Appendix B. To realise our best city ambitions we need a transport system that enables a;

- **Prosperous Leeds** - A transport system for Leeds that facilitates a prosperous, sustainable economy for the City, the City Region, the North, cementing our long-term economic competitiveness both nationally and internationally.
- **Liveable Leeds** - A transport system which helps Leeds to be a great place to live and work for everyone.
- **Healthy Leeds** - A transport system that has a positive effect on people's health and wellbeing and raises health and environmental standards across the city through the promotion of walking and cycling and the reduction of air pollution, noise and carbon emissions.

2.8 In the context of the themes outlined above it is recognised that Leeds faces a number of transport related challenges including:

- Transport proposals must be closely aligned to support the economic growth of the city. Our proposals must recognise the importance of Leeds city centre as an economic hub, Leeds Station as the busiest station in the North of England, where demand continues to grow, together with growth points such as the Enterprise Zone, Thorpe Park and Leeds Bradford Airport. Businesses must be able to continue to work together with effective freight and logistics to serve their markets. (**Prosperous Leeds**)
- 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. The 2011 census showed 32% of households in Leeds have no car and as such public transport is essential to provide travel choices for a larger proportion of Leeds residents. (**Liveable Leeds**)
- The city must make a rapid improvement in air quality and meet the legal obligations by 2020. Therefore the strategy also needs to align with wider council objectives such as improving air quality as highlighted in The Director of Public Health: Annual Report 2016 presented to this board last month. (**Healthy Leeds**)
- The city needs to make a step change in the number of people using public transport. Current data indicates that only 18.5% of residents travel to work by public transport. Focusing on the city centre, 43% of commuters use public transport and 46% use car, with the remainder using active modes. Examples from other core cities show a greater proportion of public transport and active modes can be achieved with the right investment. (**Healthy Leeds**)

2.9 It is within the context of this vision and challenges that the £173.5m of Government funding has been prioritised. This will be a significant contribution to the implementation of the strategy but will only go so far. Our strategy will set out a pipeline of further investments that will require further funding. For medium to longer term investments, the Council will set out a plan next year that aligns with its economic growth strategy. The Council will continue the conversation with the City into 2017 to develop this strategy.

3 Main issues

Leeds Transport Conversation

3.1 Cllr Blake called for a "Transport Conversation" with the City which was launched at the Transport Summit on the 10th June. In total the online questionnaire had 8,169 responses. Officers also attended a multitude of public and community events including targeted stakeholder workshops, community committees, workshops with

young people, older people, equality groups and local forums. A full list of the events is included in Appendix C.

- 3.2 In parallel, the West Yorkshire Combined Authority has run two consultations on the West Yorkshire Transport and Bus Strategies. Officers from both organisations attended events across the city and the feedback from these consultations will be fed into the development of the Leeds strategy.
- 3.3 The Council acknowledges the time and commitment from the people of Leeds who filled in the survey, attended events and spoke with officials.
- 3.4 An independent analysis of the feedback from the questionnaire and conversation has been prepared and a the summary is provided in Appendix D.
- 3.5 The key themes from feedback provided at the Transport Summit and subsequent events and 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.
- 3.6 The Council will continue to analyse the detail of the conversation to date and develop its plans for further engagement in the New Year as the Leeds Transport Strategy develops.

Independent Advisory Panel

- 3.7 Recognising the challenges facing the city and as part of the transport conversation, an independent advisory panel comprising a broad cross section of expertise has been established to provide advice on all aspects of strategy development and with an early remit for supporting the process of developing the proposed investment package.
- 3.8 This expert advisory panel is bringing valuable knowledge and insight to the preparation and delivery of the ultimate programme, thereby ensuring through their independence, assurance of a credible and robust approach.
- 3.9 The panel has met twice and will meet further in the New Year as the process of confirming the long term strategy continues. They have provided challenge in terms of the rationale and content of the programme and also are helping to highlight the areas for further focus as the strategy is developed. Advice was provided more specifically

with respect of the strategic and economic basis for the package; the cohesion and modal integration of the measures concerned; communications and approach to achieving changing travel choices; ensuring the strong partnerships needed; and the approach to monitoring and benefits realisation. This input has been taken on board in framing the proposals with the intention to draw further on the skills and knowledge of the panel as the proposals are developed in further detail as the programme progresses.

Bus Operators

- 3.10 As bus services are de-regulated outside London, the bus companies have a direct contribution to make to transform the offer for passengers.
- 3.11 The Council and WYCA are having discussions with bus operators around a package of proposals involving investment by them in vehicles, fares, ticketing and route network which will complement capital investment in bus infrastructure by the Council. The first agreement to be reached is with First, the main bus operator in Leeds, and the Heads of Terms are at Appendix E.
- 3.12 It is anticipated that discussions with other operators will also leverage additional private sector investment towards improving bus services. The collaborative approach to working with the bus companies will mean that passengers see benefits sooner.

Leeds Transport Strategy

- 3.13 The Leeds strategy fits into the wider Northern Transport Strategy, the West Yorkshire Transport and Bus Strategies and supports the achievement of the Leeds City Region Strategic Economic Plan.
- 3.14 The Council recognises the importance of continued investment in the transport network and understands the importance of seizing new opportunities presented with emerging technologies. It is clear from the conversation that there is support for ambitious and bold plans on infrastructure in the City.
- 3.15 The Council's ambition remains to have a system that can transport large numbers of people through the city through some form of mass-transit – be that light rail, tram-train or tram – to support sustainable economic growth. Development of options has already started with work commissioned through WYCA to review city region connectivity. A more focussed review of options within the Leeds boundary will be started in the New Year.
- 3.16 Improved connectivity with other economic centres across the North will support our ambitions to improve the productivity of the North and help to rebalance the economy. The Council and WYCA have played central roles in the development of firstly Rail North and subsequently Transport for the North. Rail North is a good example of how Northern cities working together can achieve improved benefits for rail passengers as seen through the additional capacity that the new franchises will deliver over the course of the next two to three years.
- 3.17 HS2 is a key part of better connectivity between cities as is Northern Powerhouse Rail that will provide better east to west connectivity. Investment is also needed in our existing infrastructure such as the East Coast Mainline, the Trans-Pennine route and the electrification of key routes. Our local strategy fits within this context and aims to complement the national infrastructure.

- 3.18 Freight is a very important part of the economy and supports many of the key sectors, such as advanced manufacturing. Enabling more freight to be carried by rail and water can support more sustainable growth. With the river and canal running through the heart of the City, there is the opportunity to consider how it can play a more integral part of the transport network. The Council is also supportive of the work Transport for the North is doing to increase the role of rail freight and to enhance the role of northern ports and airports for both passengers and freight.
- 3.19 It is also important that the strategy is not just focussed on infrastructure improvements. Open data can support the development of more innovative apps to support the end to end journey, the digitalisation of the rail network can increase capacity and new technologies can change the impact of transport on the environment. The strategy has to be alive to future opportunities and try and assess their impact on what action is taken in the now. WYCA and the Council are working closely together on innovative projects and will seek to work more closely with innovators in the City and the universities in particular.
- 3.20 The Leeds Public Transport Investment Programme schemes will be designed with potential future upgrades in mind. For example we will develop proposals such as park & ride facilities to enable them to be upgraded to a tram based system in the future.
- 3.21 The Transport Conversation will continue and help shape the aims of the new Leeds Transport Strategy which will provide the context for the longer term interventions.
- 3.22 An interim strategy is at Appendix B which will be updated into a fuller strategy next year.

Leeds Public Transport Investment Programme

- 3.23 This section of the report sets out the detail of the programme of interventions to deliver a step change in the public transport provision in the city.
- 3.24 Following the allocation of £173.5m from the Government to make improvements to public transport in Leeds, the Department for Transport set out their expectations for the allocation of the money. The letter and the response from WYCA are included in Appendix F.
- 3.25 The schemes to be included within the Leeds public transport investment programme has been selected to deliver the following aspirations:
- Support economic growth by unlocking the transport constraints in key growth areas and across the city.
 - Align with the emerging Leeds Transport Strategy, West Yorkshire Transport and Bus Strategies, as well as the national/pan northern growth strategies including HS2 and Northern Powerhouse Rail.
 - Improve health outcomes especially air quality by reducing transport emissions and making a significant contribution towards compliance with DEFRA's legal requirement of the city.
 - Complement the existing schemes being delivered through the WYTF such as Leeds City Centre Package and the Corridor Improvement Programme.
 - Reflect the key messages from the Transport Conversation in terms of improving public transport operation and quality.

- Are deliverable within the short to medium term taking into consideration land requirements and public acceptability
- To leverage match funding from the private sector, both public transport providers and developments / businesses who will benefit from the public investment.
- Cognisance of and adaptability for the delivery of the longer term strategy.

3.26 An option generation and appraisal process has been undertaken to develop the proposed package. A long list of schemes was generated from existing feasibility work, internal and external workshops plus suggestions from the transport conversation process. Suggested schemes were grouped into strategic themes, then sifted and prioritised using the factors set out in 3.25 above.

3.27 As a result, it is proposed that the Strategic Outline Case which is put to Department for Transport, incorporates the following three key core elements:

- i. Transforming the bus network
- ii. Rail stations at key economic, housing growth and employment locations
- iii. World class city centre gateway, being HS2 ready and high quality transport hubs

3.28 Overlaid within each of these elements is the introduction of smart technology, open data and information sharing to maximise the benefits of the package and to ensure future proofing.

3.29 The core elements are described below and the components of the Leeds Public Transport Investment Programme are shown in greater detail in the schedule in Appendix G.

Transforming the bus network

3.30 Buses are an essential component of the network and are the most used form of public transport with 15% of Leeds working residents travelling to work by bus (compared with 3.5% using the train). They also provide a vital service to those without car (currently around 32% of households).

3.31 The 2011 census showed 32% of households in Leeds have no car and as such public transport is essential to provide travel choices for a larger proportion of Leeds residents.

3.32 Focusing on the city centre, 43% of commuters use public transport and 46% use car, with the remainder using active modes. Examples from other core cities, such as Nottingham and Manchester show a greater proportion of public transport and active modes can be achieved.

3.33 It is very clear from the Transport Conversation debate to date that for many communities across the district the bus will remain a critical and fundamental element of the transport strategy for years to come. There was also considerable support for park & ride to increase the bus offer in the city.

- 3.34 The aim is to double the number of bus passengers in ten years. This increase in the number of people using public transport will relieve congestion and support sustainable economic growth.
- 3.35 To achieve this public and private investment is required to reverse the downward trend in patronage by ensuring fast, high quality, reliable, frequent and relatively low cost services. This investment needs to tackle inherent problems affecting bus services in Leeds including a lack of integration, unreliable journey times, complex ticketing arrangements, poor community transport solutions, pricing levels and poor travel choice information. Older buses also contribute to poor air quality in some locations.
- 3.36 The Council and West Yorkshire Combined Authority have developed closer collaborative working with the bus operators to develop a package of improvements that will provide a better passenger experience. This collaborative approach means that passengers will see improvements sooner as the bus companies are willing to invest now alongside the bus priority measures the Council can provide.
- 3.37 The overall proposed package will therefore include a balance of capital investment for highway infrastructure matched by commitments by bus companies. These will build on improvements recently delivered or under construction and support the development of a Leeds High Frequency Bus Network which provide over 90% of core bus services will run every 10 minutes between 7am and 8pm.
- 3.38 The main measures are as follows:
- A comprehensive package of bus priority measures across the city to improve journey times on some of the most congested corridors such as the A647 Leeds /Bradford corridor and A61south Leeds / Wakefield Corridor.
 - A whole corridor approach will look at improving the travel experience for all users by dealing with bus delays through signal technology and bus priority measures, reduced waiting times and improving stop facilities while also improving the environment and the streetscape allowing better access for pedestrians and cyclists.
 - A strategic bus park and ride site at Stourton with express bus services to Leeds city centre.
 - The provision of a P&R facility in the North of the city (location to be determined).
 - Elland Road Park and Ride, recently expanded, has the potential for further expansion and for further services to run from it to serve other parts of the city.
 - Re-connecting communities - a consultation led review of community connectivity needs will adapt the low frequency, tendered network in response to this and fund or pump prime community led solutions.
 - Introduce modern, integrated real time infrastructure.
 - 284 new buses from First Group by the end of 2020 that will meet as a minimum Euro 6 Air Quality standards and offer a better passenger experience. This will mean the entire Leeds High Frequency Bus Network would be operated using Euro VI or Zero Emissions buses by 2020. This could deliver close to 90% reduction in NOx emissions by this fleet and close to 80% reduction in particulate emissions.

- A series of more modern district bus hubs across the City, which are serviced by an integrated network of bus services and community transport, with frequent and reliable onward access to the city centre and other key locations.

3.39 Together this package, delivered under a new enhanced partnership with the bus operators, will work towards generating a step change in the bus provision across the city, making it a much better alternative to the private car. The outcomes would be a reduction in bus journey time, improved reliability and modal shift generating a benefit to the environment and the economy.

Rail stations at key economic, housing growth and employment locations

3.40 Leeds city centre is the economic powerhouse of the City Region's economy, particularly for knowledge intensive and financial and professional services jobs. It is supplemented by a number of key growth points including Kirkstall Forge, White Rose Office Park and Retail Centre, Thorpe Park and Leeds Bradford Airport. Making a step change in the connectivity of key growth points via improved public transport is an important component of the proposals being brought forward.

3.41 Members will already be aware of the new rail halt that opened this summer at Kirkstall Forge. It is recognised that our rail network is vital to our transport system, enabling efficient and effective strategic connectivity into Leeds and to the wider Leeds City Region. There has been significant growth in rail use in recent years with more expected in the future following the capacity enhancing new Northern and Trans-Pennine franchises and HS2 and Northern Powerhouse Rail. The proposed programme will develop the opportunities for three new rail stations across the city, plus improvements for access at others as follows:

- A parkway station serving Leeds Bradford Airport, provides a rail link for airport passengers, supports employment growth surrounding the airport and provides strategic park & ride for the city and surrounding districts.
- A new station at White Rose to support the employment and retail centre via improved connectivity.
- A new station at Thorpe Park linked to employment and housing growth areas in the east of the city with a strategic park & ride function for the city and surrounding districts.
- Access improvements at Cross Gates, Morley and Horsforth rail stations so that all users can access all platforms
- Car park expansion at New Pudsey to increase its capacity for park & ride within the Leeds Bradford corridor.

3.42 This rail investment is consistent with the feedback from the survey where 74% of respondents agreed that investment in future schemes should improve capacity and access to the rail network. 53% of respondents supported an increase in park & ride options around the city, therefore parking expansion at new and existing rail station needs to contribute to city's park & ride options.

3.43 The inclusion of the rails stations within this programme will help focus partners to accelerate delivery. Leeds City Council will continue to work with WYCA, Network Rail, Rail North, DfT and the private sector to build on the feasibility work already

undertaken, carry out consultation and seek dedicated resources to aid scheme delivery and set out how they fit with other plans for the network.

- 3.44 These improvements to the rail network will bring significant benefits to the regional economy by improving connectivity within the city region and, improve access in the future to HS2 and Northern Powerhouse Rail. In addition, the Council's expects that all of these proposed rail halts will generate meaningful private sector funding contributions from neighbouring land-owners and developers.
- 3.45 A parkway at Leeds Bradford Airport has the advantage of utilising the existing Leeds Harrogate line and being capable of delivery at significantly less cost than a rail halt immediately adjacent to the airport terminal due to the challenging topography that would otherwise have to be addressed. It is also aligned with plans for major new commercial development adjacent to the airport and, as a strategic rail park & ride for outer North West Leeds and commuters from neighbouring districts, which would increase its patronage and enhance the business case. Taking account of all of these factors this option is considered to be a more deliverable proposition in the medium term, which would not obviate the potential for a rail halt adjacent to the terminal over the long-term should airport passenger numbers justify a business case for such a proposal.
- 3.46 White Rose is already an important centre for retail and jobs. Major employers at the White Rose Office Park includes HSBC and O2. In addition proposals are also coming forward for a 6th form college on the site. The retail centre is also expanding, including a new cinema and restaurants and the provision of a new rail halt at White Rose will complement existing use, planned growth and the new housing outlined in the Council's Site Allocations proposals.
- 3.47 Thorpe Park is also set to expand. Planning consent has been given for new a retail and cinema development as well as new housing. In addition, the provision of a new bridge over the railway to link in Manston Lane in the North will help facilitate further housing coming forward and will be the southern spur to the East Leeds Orbital which will facilitate a further 5,000 houses in the East Leeds Extension. The land to the north of railway is owned by Leeds City Council which facilitates the provision of strategic rail park & ride, which will help stimulate development at Thorpe Park and improve connectivity to Leeds city centre and further locations on the trans-pennine route.

World class city centre gateway, being HS2 ready and high quality transport hubs

- 3.48 With the arrival of HS2 to Leeds city centre, it is important that the city can provide a transport network that enables efficient onward connectivity. HS2 and Northern Powerhouse Rail opportunities will signify a step change in the provision of transport in the North and in the connectivity to Leeds. This fundamental change will transform how the city connects to the rest of the UK.
- 3.49 Already the busiest station in the north of England – passenger numbers using Leeds station are forecast to more than double over the next thirty years, reaching a level similar to those at Gatwick airport. As a major transport hub for the city, Yorkshire and the wider north of England as a whole, we need to plan for significant future growth in rail use into Leeds and across the city region. An Integrated 'T' shaped station in Leeds to accommodate HS2, Northern Powerhouse Rail and local and regional services, the Council has commissioned an Atkins led consortium, made up of a group of leading global design, engineering and project management consultants, to develop

the masterplan for Leeds Station to create a distinctive modern destination and fully integrated national transport hub. The Leeds Public Transport Investment Programme will facilitate delivery by building on the West Yorkshire Transport Fund, and other investments, to support the Leeds Station Masterplan once developed next year.

- 3.50 The Council is working with the West Yorkshire Combined Authority to commission the development of a HS2 growth strategy that will provide an economic assessment of the additional interventions needed to maximise the benefits of HS2, including options for funding. The Council is keen to see progress before HS2 arrives and this part of the investment package and longer term strategy will support better interchange within the city centre.
- 3.51 There is strong support within the Transport Conversation responses to take through traffic out of the city centre and to make the city streets more conducive to walking and cycling.
- 3.52 Many of the public transport arrival points in Leeds are located in iconic streets with a strong historic, cultural and architectural background. These arrival and departure points should link to Leeds Station, reflect our 'Best City' aspirations, enhance the public realm and improve the customer experience. Simplifying the road layouts to reduce congestion, upgrading the pedestrian environment, improving signage and legibility and redesigning stop infrastructure will deliver improvements at the following key gateway locations:
- The Headrow – key east west corridor in the city centre fronting Leeds Town Hall through the heart of the retail area.
 - Infirmary Street / Park Row – primary Leeds station gateway and links to business district, civic quarter, hospital and universities.
 - Vicar Lane (Corn Exchange) / Boar Lane / Lower Briggate - Gateway to and links between retail core, markets, South Bank and Leeds Station.
- 3.53 Improving the quality of the city centre transport network will increase the proportion of commuters to Leeds city centre travelling by public transport and active modes. Interchange in the city centre is a key component to successfully deliver the benefits of HS2 and Northern Powerhouse Rail across the district and city region.

Smart cities, technology and information

- 3.54 Along with the above investments smart ticketing is fundamental to releasing user benefits in terms of boarding times and delivering simple fare structures across multiple modes and operators. Ensuring Leeds is ready to embrace the Transport for the North smart programme is key to this aspiration being fulfilled.
- 3.55 Within the bus package there is a need for travel information to be shared with users to ensure planning of journeys can be done in real time, backed up by information at stops, city centre hubs and in the workplace to inform of delays and disruption.
- 3.56 Linking buses to the urban management traffic control system allows signals timings to be amended to give priority to approaching buses.
- 3.57 As previously mentioned, WYCA, the Council and the university have strong links and are working together on innovative projects. These relationships need to be strengthened. Leeds University has an international reputation in the field of transport

studies and the city can clearly benefit by working closely with them on the implementation of our transport strategy.

Next Steps

- 3.58 The Strategic Outline Case will be submitted to the DfT to set out the programme and Governance to secure the £173.5m based on the propositions above. The aim is to secure the funding to start in the next financial year and start delivery as soon as possible with the majority of schemes either delivered or well advanced by 2021.
- 3.59 The Council will continue the conversation with the city about the longer term Leeds Transport Strategy next year. The Council will also continue to work with WYCA to help shape the West Yorkshire Transport Strategy and Bus Strategy.
- 3.60 The Council welcomes the support of its partner organisations in the bus and rail industries and with the Combined Authority, Transport for the North and Government in the improvement of transport in Leeds and will continue to work with them.

4 Corporate Considerations

4.1 Consultation and Engagement

- 4.1.1 Details of the consultation responses from the recent Transport Conversation are included in Appendix D. Alongside the Conversation and joint cross-party Member Working Group has been established and has met twice during the process to-date.
- 4.1.2 In parallel, the West Yorkshire Combined Authority has run two consultations on the West Yorkshire Transport and Bus Strategies. Officers from both organisations attended events across the city and the feedback from these consultations will be fed into the development of the Leeds strategy.
- 4.1.3 Schemes already prioritised within the WY+TF together with future major transport schemes will be subject to the appropriate individual scheme consultation as they are developed. The next steps for the Public Transport Investment Programme, when funded, will be to take forward the detailed development and public engagement for the individual schemes and packages.
- 4.1.4 There has already been wide spread consultation and engagement on the overall aspirations of the transport strategy from city centre conferences held in 2008 and 2010, and more recent consultation undertaken as part of the Council's Breakthrough Project '*World-class events and a vibrant city centre that all can benefit from*' workshop and Transport Symposiums. Core Strategy Policies SP11, T1 and T2 were subject to formal consultation in accordance with the LDF.

4.2 Equality and Diversity / Cohesion and Integration

- 4.2.1 An Equality, Diversity Cohesion and Integration Screening (EDCI) has been undertaken on this report (Appendix H). The screening highlights that the proposed predominately public transport based bus programme has the potential for a positive impact on all equality characteristics. The interim conversation feedback, which includes consultation with all equality groups has informed the development of this programme. The Transport Conversation and our dialogue with equality groups will continue as we develop our longer term Leeds Transport Strategy. Individual schemes within this programme will also have their quality impacts assessed when they are taken through the approval process, where the appropriate EDCI assessment procedure will be invoked.

4.3 Council policies and the Best Council Plan

- 4.3.1 The anticipated benefits of using the £173.5m to create improvements to our transport system has the potential to contribute to the vision for Leeds 2030 to be the best city in the UK, and the following best Council objectives; promoting sustainable and inclusive economic growth, supporting communities and tackling poverty, building a child-friendly city and contributes to the Council's cross cutting '*World-class events and a vibrant city centre that all can benefit from*' Breakthrough Project'.
- 4.3.2 The strategy also contributes to the objectives of the Local Development Framework, Leeds Core Strategy, Local Transport Plan 3, emerging WYCA Transport Strategy, and Strategic Economic Plan.

4.4 Resources and value for money

- 4.4.1 The development of the transport strategy for Leeds is currently being met through existing resource within City Development. Any further resources needed to progress the development of schemes will be a consideration for City Development and the Resources Directorate. It is already evident that a strong delivery team and appropriate governance arrangements will need to be put in place to secure timely progression of schemes within the programme.
- 4.4.2 The DfT have indicated that the funding will be allocated to Leeds City Council in 2018/19 and 2019/20. Funding may be required prior to 2018/19 to ensure that the programme can be delivered before the end of 2019/20 financial year.
- 4.4.3 The programme will include £8.8m LCC capital monies earmarked for NGT. This figure excludes an allowance for NGT funding to be committed to the Clay Pit Lane junction scheme.
- 4.4.4 Land and property acquired for the NGT project could also be utilised to deliver the programme or through disposal to add to the programme funding.
- 4.4.5 Based on the £173.5m made available from the DfT, Leeds City Council capital funding, land and property acquired for NGT, the potential investment from First Bus and anticipated private sector developer contributions, the total investment package could ultimately be in the region of £270m which represents a significant leverage on government funding.
- 4.4.6 The scale of this funding programme will necessitate an increase in technical staff and engineering resources to ensure that the programme can be delivered.

4.5 Legal Implications, Access to Information and Call In

- 4.5.1 This report is eligible for call-in. There are no specific legal implications arising from this report.

4.6 Risk Management also KPIs measuring success scale and by when

- 4.6.1 The schemes in the planned programme serve to make progress towards the Vision outlined above. If the programme is not implemented, Leeds will not be able to develop in the way articulated above.

- 4.6.2 Given the timescales available to assemble the high level programme, there will need to be some flexibility to adjust the programme to meet cost, programme and deliverability changes.
- 4.6.3 It is anticipated that the schemes will be assured through the framework set up for the West Yorkshire Transport Fund, already approved by the Department for Transport.
- 4.6.4 Interim milestones and/or key performance indicators will be identified to monitor progress and to ensure timely delivery of the programme and the agreements with key partners.

5 Conclusions

- 5.1 Leeds is a successful city and its economy continues to grow. Improving our existing transport network is an important enabler helping Leeds to be a prosperous, liveable and healthy city. Accordingly, the £173.5m funding allocated from DfT creates an opportunity to deliver a range of improvements to transport in Leeds in the short to medium term. These will include a transformation of the bus network, plans for new rail stations at key employment growth locations, build some world class city centre gateways and pave the way for ambitious longer term plans emerging through the Leeds Transport Strategy. These proposals will make a significant contribution to the quality of life of people living, working and visiting the city and contribute to its on-going growth and economic success.

6 Recommendations

- 6.1 Executive Board is recommended to:
- i. Agree the programme of schemes to be included in the Leeds Public Transport Investment Programme which will utilise the £173.5m DfT funding and bring in significant complementary private sector investment.
 - ii. Approve the submission of an Outline Strategic Case to DfT for spending the £173.5m allocated to Leeds.
 - iii. Note the feedback from the Transport Conversation and how this has shaped the proposed Leeds Public Transport Investment Programme.
 - iv. Agree that officers will return to Executive Board in Autumn 2017 with a further update on the Transport Conversation and the draft 20 year Transport Strategy, including commentary on the progress on development of mass rapid transit options.
 - v. Agree that £8.8m LCC capital monies earmarked for NGT be included in this programme, excluding an allowance for NGT funding committed to the Clay Pit Lane junction scheme.
 - vi. Agree that monies identified in (v) be made available immediately to commence work on the preliminary designs of some of the schemes identified in (i).
 - vii. Continue to negotiate with bus operators, developers and partners to leverage significant additional financial investments to support the Leeds Public Transport Investment Programme;
 - viii. Note that the Chief Officer Highways and Transportation is responsible for the programme delivery.

7. Background documents¹

7.1 None.

8 Appendices

8.1 Appendix A - Leeds Transport Strategy: Investment Programme Infographic

8.2 Appendix B - Leeds Interim Transport Strategy

8.3 Appendix C - Leeds Transport Conversation Events and Engagement

8.4 Appendix D - Leeds Transport Conversation: Executive Summary

8.5 Appendix E - First Bus Proposals Heads of Terms

8.6 Appendix F - Correspondence with DfT

8.7 Appendix G - Leeds Public Transport Investment Programme

8.8 Appendix H - Equality, Diversity, Cohesion and Inclusion Screening

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.