

Report of: Gary Bartlett, Chief Officer Highways and Transport

Report to: Outer West Community Committee

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

Purpose of report

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

Decisions:

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

Main issues

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

Leeds Transport conversation introduction:

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

Transport Conversation: Leeds response

7. The report showed that across the consultation there was a strong desire to travel more sustainably. In the workshops, letters and emails, many of the comments referred to wanting to improve public transport, walking and cycling routes. This is evidenced in the questionnaire survey, where those who currently drive to work and to non-work activities wanted to use a more sustainable mode for these journeys (56% and 47% respectively).
8. However, current options were not thought to meet the needs of respondents. The reliability, frequency of services, availability of services, time taken to get to their destination and poor interchange were all cited as barriers to using public transport. Very few people felt comfortable cycling in the city and the issue of safe cycling routes was raised by stakeholders.
9. Across the survey and other consultation mechanisms, respondents felt that investment in the Leeds Transport System was vital to improve the economy and the environment. Some suggested looking towards other cities such as Manchester and Nottingham for their tram systems, and London for its integrated ticketing. Countries further afield were also thought to be leading the way in their use of technology and use of electric and driverless vehicles.
10. In the survey respondents supported a combination of short and long term spending (61%). This was also raised by stakeholders who suggested a number of 'quick wins' to improve

current travel in and around Leeds such as bus priority lanes and wider ranging longer term solutions of mass transit to meet the demands of a growing population.

11. There was an overarching desire for greater integration between modes both physically (i.e. joining bus and rail stations) and through a simpler and cheaper ticketing system. The need for better connections between local areas and key services such as hospitals, employment and education sites were also highlighted. Greater links to areas outside Leeds were also mentioned including HS2 and the need for improved access to Leeds/Bradford airport.
12. Women, those from a BME background and people with disabilities are more likely to use public transport than others and therefore any issues with public transport were felt most acutely by these groups. Similarly, those in more deprived areas where car ownership is low also felt the impact of poor public transport links more than others. Poor reliability, lack of services and cost impacted these groups quite significantly reducing their ability to access services, employment and education.
13. The key themes from the feedback provided through the conversation are;
 - Reliability, poor service and lack of accessibility of public transport were highlighted as major problems. Accessing local services was also seen as very important leading to strong support for better bus services in the city.
 - Many people felt rail could offer a better and more sustainable journey, hence strong support for rail investment to improve capacity and access to the rail network.
 - There was strong support for making the city centre a better, more people focussed place, while also recognising the need to provide for pedestrians and cyclists across the city.
 - Reducing congestion on busy junctions and reducing the environment impact of transport was considered important.
 - People were open to change and wanted greater travel choices leading to considerable support for park & ride and a future mass transit system
 - The timing of investment was also considered with the majority favouring a balance of short term and long term interventions.

Transport Conversation: Outer West response

14. As well as the overall analysis of the Leeds wide response, there was some further analysis undertaken on a Community Committee area basis. The report for the Outer West area is included as an appendix to this document. This showed that a total of 680 respondents (8%) to the Leeds Conversation questionnaire were from the Outer West communities. The list below shows the top three priorities for transport investment indicated by Outer West respondents from the questionnaire.

Top three comments	Outer West %	Leeds overall %
1. Criticism of cycling improvements/waste of money	17	6
2. Invest in tram system	16	16
3. More reliable bus service	15	14

15. The questionnaire response also highlighted other key issues as being; improvements to cycling facilities (12%), expanded rail service, tackling traffic congestion, cheaper/better bus fleets, better connections with surrounding areas and a more frequent bus service.

16. In addition to the questionnaire analysis there was further feedback received from this committee on the 28th Sept 2016. The feedback from these meetings was included as part of the overall assessment within the Transport Conversation and reflected many of the issues also highlighted in the Leeds wide response to the Conversation including the following issues of: more Rail Stations; Park and Ride; improving bus services; the increased need for walking and cycling in particular in the context of air quality and health. As well as the locally specific issues of congestion at Dawsons Corner, parking availability at New Pudsey Station and the connectivity between the rail station and Pudsey district centre and bus hub.
17. In overall conclusion of the questionnaire and workshop responses, the respondents from the Outer West were more likely to criticise money (Central government funding for cycling) spent on the cycling network, although there were also a substantial number of respondents who also wanted to see improvements in cycling. Respondents from Outer West were also significantly more likely to highlight the need to improve the road network/capacity (11% compared to 6% overall in Leeds) with a local emphasis on the interchange of Pudsey rail and bus.

Transport Improvements suggested – 28th September

- Improved bus services in Pudsey.
- New Pudsey train station improvements - car park full, interchange with bus services and improved walk and cycle connections, Security improved including lighting and CCTV.
- New local rail stations.
- Armley gyratory improvements required
- Signalise Five Lane Ends.
- River Aire crossings are bottlenecks, increase capacity of existing crossings and consider additional ones.

Leeds Transport – LPTIP transport improvements:

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

Rail improvements:

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

Bus Improvements:

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

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

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

Mass Transit:

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

Cycling and Active Travel:

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

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

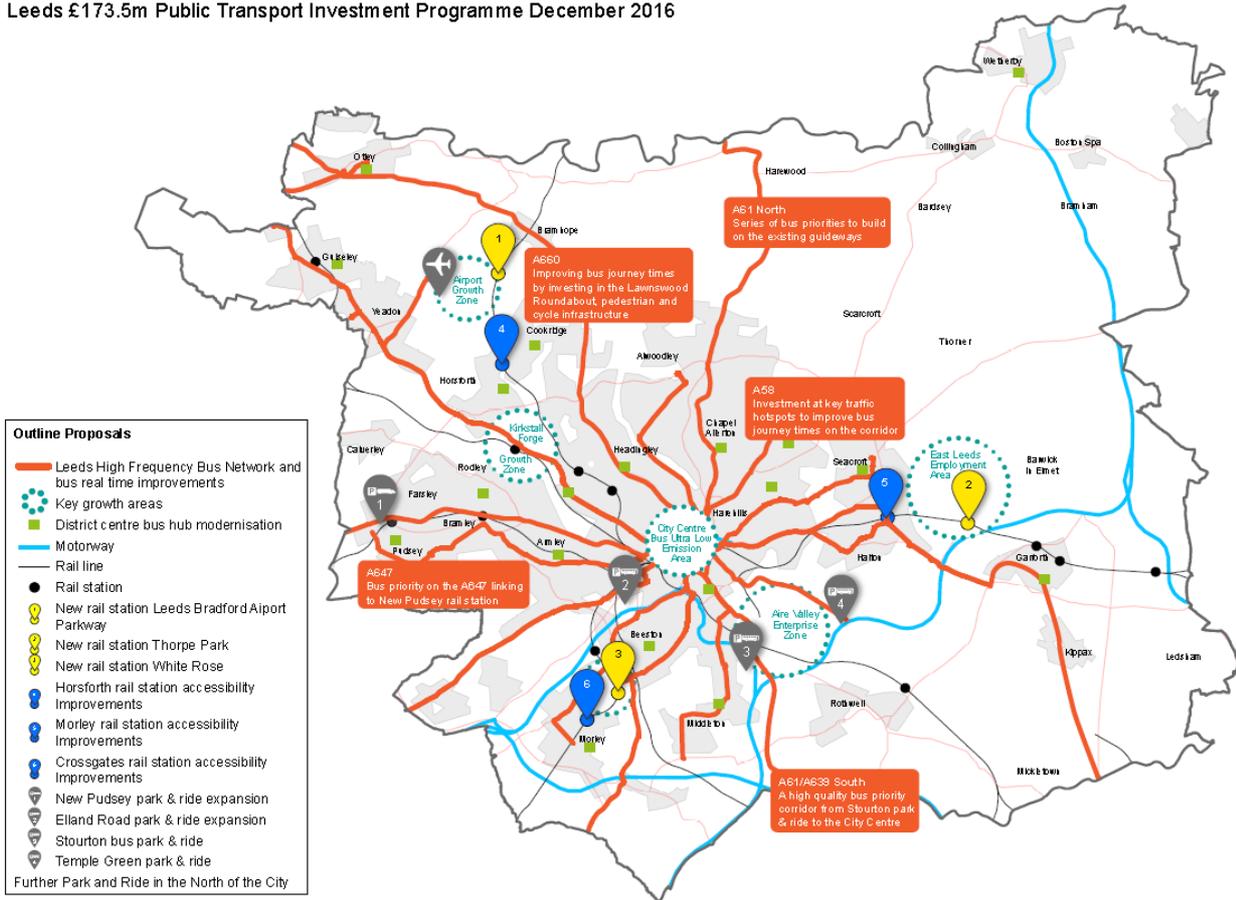
- 1. Transport Hubs** -investing £8m of capital funding to deliver new or upgraded facilities outside the City Centre which strengthen the role of community/ district centres as transport interchanges
- 2. Connecting Communities** -investing £5m of capital funding and targeting current revenue support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

Key principles

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

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

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



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

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

Transport improvements – for the Outer West area:

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

24. **New Pudsey Station:** has been allocated £500,000 LPTIP funding to develop an Outline Business Case during 2017-18 to extend the rail station car park capacity from the existing 452 car parking spaces, the new spaces have yet to be defined but potentially doubling capacity.

25. Additionally whilst there is existing provision of Sheffield Stands, shelter, and CCTV coverage at New Pudsey Rail Station there is an opportunity to install an enclosed cycle hub and connect cycle routes accessing the station from the City Connect Superhighway on the A6147 via the current footpath to the east of the station. There is no funding identified at this time, however the West Yorkshire Combined Authority intend to propose New Pudsey as a desirable scheme for any future rounds of cycle-rail funding and Northern Railways are in principle supportive of such a scheme.

26. **Dawsons Corner:** is a key strategic node on the Leeds road network and work is underway to deliver a fully remodelled and enlarged signalised junction, which provides:
- More capacity on each approach arm
 - Enhanced at-grade cycle facilities for the Leeds-Bradford Cycle Superhighway
 - Landscaping and other “green streets” features.
 - Pedestrian crossing facilities and footways to provide better connections with New Pudsey station.
27. Reducing congestion through increasing junction capacity at Dawson’s Corner will contribute towards the delivery of developments in West Leeds. Journey time enhancements to key bus routes between Leeds and Bradford will also increase the potential for residents in West Leeds to access new skills and increase opportunities for career progression and so assist Leeds in delivering more jobs and economic growth. It will also provide better cycle and pedestrian infrastructure, and help in increasing the capacity of New Pudsey car park (for park and ride) which will promote environmental improvements including better air quality for the area.
28. **Elland Road Park and Ride expansion:** Elland Road is performing well and is at capacity (800 cars) with the over flow car park (200 cars) being used on occasions. The hours of operation have also been extended and Sunday operation introduced. Consequently Highways are examining the feasibility of expanding the existing 800 space car park. This feasibility work is examining further demand for the site including taking into account the following factors;
- The recently opened Temple Green park and ride and the Stourton park and ride (see below)
 - The regeneration plans for Elland Road football grounds.
 - First Bus have confirmed that there has been no loss of local service as a result of the park and ride.
 - The majority of users arrive at the site using the strategic road network.
 - Improvements by Highways England at M621 J2 (as part of the wider J1 to J7 improvement scheme).
 - LCC junction improvements at Armley Gyratory will also ease any future congestion.
29. **City Cycle Connect Superhighway.** The West Yorkshire Combined Authority’s City Connect programme completed the Bradford to Leeds Cycle Superhighway in July 2016. A programme of monitoring and evaluation supports the programme and is ongoing. Automatic Cycle Counters have been installed at points across the route and over 400,000 trips by bike have been recorded since opening.
30. Phase 2 of CityConnect projects has started construction, with works starting in Leeds City Centre in October to link the Cycle Superhighways, visit segregated route through the city centre. The works will also link to the emerging education quarter and cycle loop around Leeds. This phase of works is expected to be complete in Summer 2018. Plans and further details can be found at www.cyclecityconnect.co.uk/Leedscitycentre
31. The programme is also supported by a Comms and Engagement project, which encourages and enables people to make journeys by bike or on foot. Working with schools, businesses and communities, there have been over 16,000 engagements made through the project. Nine schools have so far signed up to the Bike Friendly Schools project, which launched in March 2017, including Pudsey Primrose Hill and Stanningley Primary. These schools are benefitting

from cycle training as well improved cycle storage. 62 businesses are currently engaged in the Bike Friendly Business programme, with 14 accredited so far. In November 2017, a community grants scheme was launched aimed at helping groups in communities deliver activity to promote getting to work and training through active means.



32. **A647 Corridor Improvements:** As part of £173.5m public transport funding ambitions to develop a Quality Transport Corridor along the A647, Leeds City Council is examining ways to improve the route between Armley Gyratory (on the edge of Leeds city centre) and the Leeds Road Gyratory (in neighbouring Bradford), particularly for bus users. This also includes consideration of Stanningley Road through Stanningley itself, as the principal route served by buses.
33. Work to date has highlighted a range of issues to be addressed through the Quality Transport Corridor scheme. These include:
- Significant delays and congestion at the Ledgard Way (Mike’s Carpets) junction, particularly travelling towards Leeds in the morning peak period and travelling away from Leeds in the evening peak period. The area around the junction also suffers from a poor quality pedestrian environment which deters walking, cycling and bus use by those living in the local area.
 - Further delays on all approaches to Dawson’s Corner (the A6120 junction with the Outer Ring Road), which occur at both peak and off-peak times.
 - Infringement of the High Occupancy Vehicle lane along Stanningley Road by single occupancy car drivers, reducing the benefit of the lane for legitimate users and impacting on the reliability of bus journeys.
 - Delays through Stanningley itself reducing the reliability of bus services, due to queuing at junctions, high volumes of turning traffic and on-street parking.
 - Poor pedestrian crossing facilities at a number of locations along Stanningley Road.
34. Work is currently underway to develop a range of indicative concepts with the potential to address the above issues and improve the route for all road users. Consultation to canvass views on these initial concepts will be undertaken early in the New Year.
35. **Thornbury Barracks:** the site is located on the A647 (at the junction with the B6154), which is the principal highway link between Leeds and Bradford, and is often known as the ‘Thornbury Barracks’. The junction suffered from significant congestion, was listed as a site for concern in terms of road safety. The site is on a designated Quality Bus Corridor and the high frequency 72 bus service has been recently upgraded with refurbished Streetcar

articulated vehicles. Funding for the project was secured by Leeds City Council through the Department for Transport's (DfT) Local Pinch Point bidding process. Improvements were completed in October 2015, and have been successful in reducing congestion. Peak period delays (vehicle mins) have fallen by 70% (am) and 78% (pm) at Thornbury; Delays over the full (12 hour) weekday have fallen by 66% at Thornbury.

36. **Rodley roundabout:** Leeds City Council obtained 'Pinch Point' funding from the Department for Transport in order to improve Rodley Roundabout at the junction of A657 Rodley Lane and A6120 Ring Road Farsley. The junction suffered from significant congestion and is part of a length for concern in terms of road safety. Improvements were completed in October 2015, and have been successful in reducing congestion. Peak period delays (vehicle mins) have fallen by 32% (am) and 43% (Pm) at Rodley. Delays over the full (12 hour) weekday have fallen by 36% at Rodley.
37. **Calder Valley Line :** The Calder Valley line is a two-track railway line running from Manchester Victoria to Leeds, connecting Preston, Blackburn, Accrington and Burnley with Halifax, Bradford and Leeds via Hebden Bridge. Over the coming years a series of improvements will be delivered on the Calder Valley line to reduce journey times and improve connectivity and commuter travel services between the key towns and cities. Improvements include upgrades to the tracks and signalling system of the line and the new station at Low Moor, which opened in April 2017.
38. **Bus Service improvements: Transdev: Service 60 'Aireine'** (Leeds – Kirkstall – Calverley– Keighley) – upgraded October 2017 with 6 new/newer buses. Buses have audio and visual announcements (audio is Yorkshire dialect).

Leeds Transport Strategy:

39. The Transport Conversation showed us that whilst people want short term improvements they also want to see longer term thinking. In response to this, an emerging transport strategy is underway (see background papers), with the question of how does Leeds address its key transport challenges in the context of needing to contribute towards economic growth, inclusivity, health and wellbeing and City liveability over the next 20-30 years.
40. Reconciling these challenges will be crucial to the successful delivery of a long term transport strategy for Leeds and include;
 - *Changing our highway infrastructure for quality place making, strong communities and a knowledge rich economy* – To create people friendly city and district centres, prioritising pedestrian movement can reduce vehicle capacity, which in turn may produce the economic dis-benefit of congestion unless considered within a wider strategic transport context.
 - *Promoting Leeds as a regional and northern economic hub* – The strength of Leeds economy has resulted in a large increase in commuting to Leeds from outside the district which the current transport system is struggling to accommodate. Delivering rail growth is an essential element of this strategy.
 - *Ensuring transports role in good growth, equality and connected communities* - The city must respond to community needs by connecting neighbourhoods, linking people to services and recognise that transport is a vital service that needs to be accessible for all.
 - *Improving air quality and decarbonising our transport system* - Traffic congestion exacerbates emissions of air pollutants, greenhouse gases and noise. The city must make a rapid improvement in air quality and meet legal obligations by 2020.

- *Building on a transport system already under pressure* - With the adopted Core Strategy provision of 70,000 additional homes 493 hectares of employment land and 1 million square metres of office space by 2028, both existing and future growth means a substantial increase in travel demand, along with rising car ownership, with the consequence of increased peak congestion levels, delay and low network resilience.
- *Gaining a city wide consensus on the role of mass transit and changing the way we travel* – High capacity high frequency public transport remains the most effective way of moving large numbers through limited road space. Building on our existing public transport network, we need a step change in the number of people using public transport, and a transport solution that works with the grain of the city.
- *Delivering public transport schemes through the reallocation of road space* - the key unresolved issue remains giving priority to major public transport schemes continues to cause considerable debate because of the need to prioritise them over other modes of transport.
- *Delivering a long term strategy for our strategic transport assets* - short term repairs to the Leeds Inner Ring Road are becoming increasingly unviable. We need to explore long term options for this asset which keeps our city moving.
- *Maximising the transformational benefits of nationally strategic projects* – realising the benefits of HS2 and successfully master planning Leeds Station into the fabric of the city, and mitigating the impact of the HS2 line of route into Leeds.
- *Harnessing Technology and understanding future travel scenarios* - how to plan for new technologies, and how to integrate them with current modes and infrastructure.

41. As part of taking the strategy forward, a Leeds Transport Expert Panel was set up and first met in November 2016. The panel includes leading transport experts and senior figures from transport bodies and organisations from across the UK, along with representatives from business, education, planning, accessibility, equalities and campaign groups. The panel has considered future transport trends and challenges, and how transport can best facilitate the Council's 'Best City' goal and will continue to input into the strategy as it evolves.

Corporate considerations

Equality and diversity / cohesion and integration

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

Council policies and city priorities

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

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

Conclusion

45. The first phase of the Transport Conversation showed that across Leeds and in Outer West there was a similar call for both short and long term improvements; across the bus network, rail services, additional park and ride; reduced traffic congestion; improved cycle and walking facilities as well as looking at large scale infrastructure improvements. Although there was a particular emphasis in Outer West on bus service network improvements.
46. Whilst the Conversation was particularly focused on securing the promised £173.5m from the government. It also sits in the wider context of the £1 billion of transport schemes identified through the Transport Fund and the interim Leeds transport strategy.
47. A presentation at the meeting will follow the main structure and content of this report and offer an opportunity for further discussion and feedback.

Recommendations

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

Appendices

- Outer West Workshop –notes of workshop 28th Sept 2016
- Aecom analysis of Outer West questionnaire responses
- Leeds Transport: Summary of Major Transport Schemes

Background information

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