

Report of: Gary Bartlett, Chief Officer Highways and Transport

Report to: Outer East Community Committee

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Leeds Transport Conversation update – Public Transport Investment programme (£173.5m), Outer East 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 East 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 East 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 6th September 2016 and followed this up with a workshop (6th September 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 East 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 East 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 East area is included as an appendix to this document. This showed that a total of 478 (6%) respondents to the Leeds Conversation questionnaire were from the Outer East communities. The list below shows the top three priorities for transport investment indicated by 275 of the questionnaire respondents from Outer East who responded to this question.

Top four comments	Outer East %	Leeds %	
1. Invest in tram system	18%	16%	16%
2. More reliable bus service	15%	14%	14%
3. Criticism of cycling improvements/ waste of money	14%	6%	6%

15. In overall summary, support for investing in a tram system was mentioned more frequently by Outer East respondents than others. Respondents from the Outer East raised the need to invest in a tram system/ rapid mass transit in both open ended questions. The top three priorities for respondents from the Outer East for the delivery of transport investment mirrored those of respondents overall (see main report). However, respondents from the Outer East also had significantly heavier criticism of the money spent on cycling improvements to date.

16. In addition to the questionnaire analysis there was further feedback received from this committee on the 6th September workshop. The feedback from these meetings was included as part of the overall assessment within the Transport Conversation and included the following general issues of poor bus frequency, marginalised communities and concerns around housing allocations, The following locally specific summary of suggestions from the September workshop are included below (*see appendix for notes of the workshop*).

Outer East Transport Improvements suggested at Community Committee workshop – 6th September

- Garforth Rail station inaccessible
- Light rail from Allerton Bywater to Kippax to Garforth or Middleton?
- Rail links to Leeds Bradford Airport
- Bus service times
- Extend cycle routes
- Oyster card system
- Traffic lights at Charlie Sweeps Corner?

#LeedsTransport – £173.5m transport improvements:

17. As outlined above, the Transport Conversation identified that people overall in both Leeds and the Outer East area wanted to see a better bus network, train service and cycle improvements and park and ride in the shorter term but also in the longer term wanted infrastructure improvements like a tram system.
18. 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.
19. 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 provision for pedestrians and cyclists along these corridors.

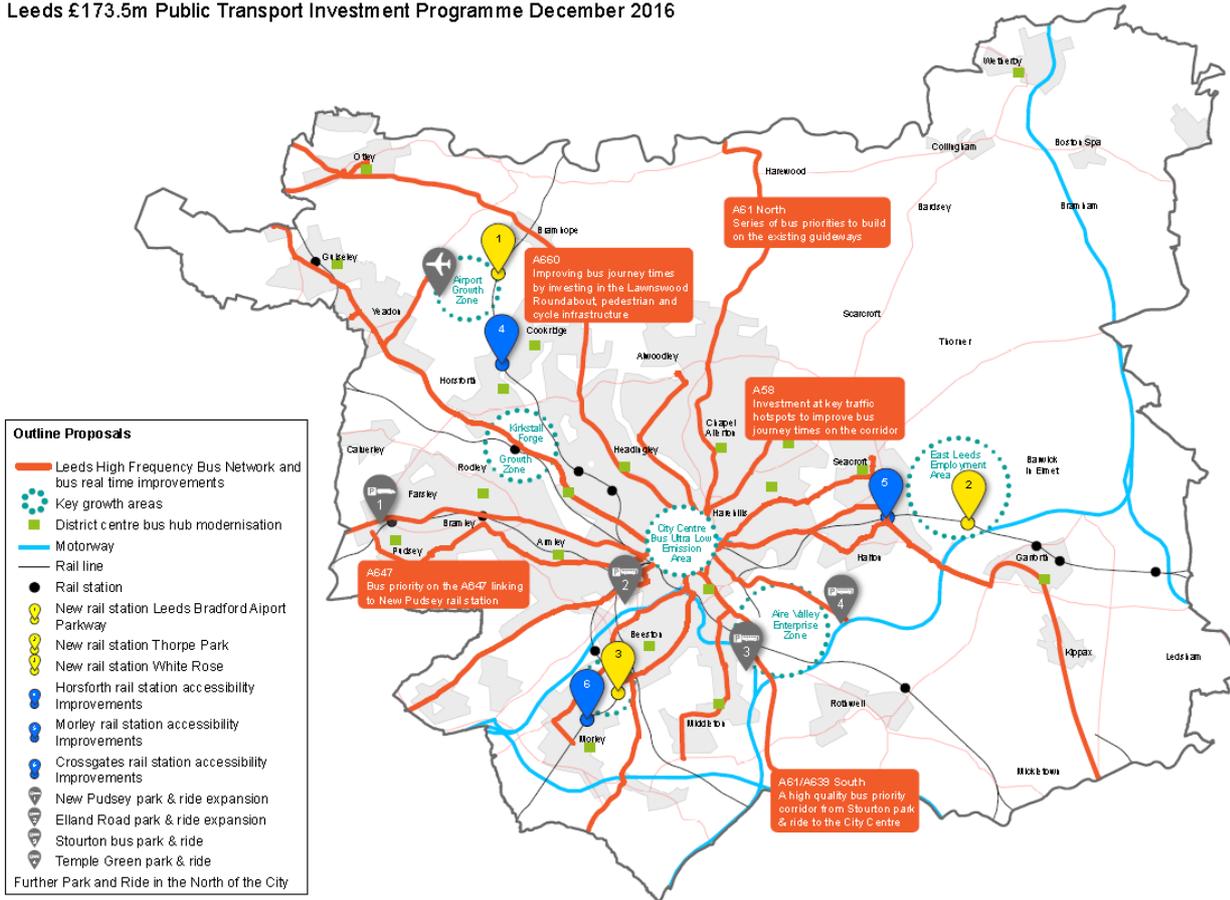
Transport Hubs and Connecting Communities: The LPTIP Programme also includes a significant focus on improving the bus offer for the City. Alongside the bus corridor and City Centre improvement works, there is also an opportunity to enhance and improve interchange facilities and identify gaps in the transport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



20. 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 of the Leeds Transport – scheme summary, appended to this report.

21. 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 East area:

22. **A58 Bus corridor improvements:** As part of LPTIP ambitions to develop a Quality Transport Corridor along the A58, Leeds City Council is examining ways to improve the route between Leeds city centre and Roundhay/Oakwood, particularly for bus users. This includes the two principal routes served by buses; namely Easterley Road-Harehills-Beckett Street (via St. James’s Hospital), and Roundhay Road-Harehills-North Street.

23. Work to date has highlighted a range of issues to be addressed through the Quality Transport Corridor scheme. These include:

- Significant delays and congestion along Beckett Street outside St James’s Hospital at peak times, with some of the worst inbound delays occurring during the evening peak period.
- Further delays in Harehills due to limited road space and complex demands for pedestrian and vehicle movements between the various businesses and side streets.
- Delays along Roundhay Road, with high demand stops around the Enfield Centre and various junction issues extending north between Barrack Road and Roseville Road. This section also suffers a high number of accidents, increasing the need for road safety measures.

- Slow bus journey times on approaches to Fforde Greene, in-part caused by on-street parking preventing available road space being used as efficiently as possible.

24. 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.

25. New buses and service improvements;

- Coastliner (services 840, 843, 845 (York, Malton & East Coast))– Replacement of some of the Coastliner fleet, introducing the new vehicles in late 2016/early17. The buses have visual announcements, higher specification interior than vehicles these buses replace.
- Service 70/71 (Leeds – Wetherby – Harrogate) – Newer vehicles, better interior specification compared to previous buses and route(s) now branded.
- New twin-deck vehicles (with a higher interior specification than the vehicles they replaced) for services 163/166 (Leeds – Cross Gates – Garforth – Kippax – Castleford) upgraded to Sapphire brand with audio/visual announcements.

26. **Cross Gates station – accessibility works;** By 2023 all rail stations will become accessible including upgrades planned at Cross Gates, Morley and Horsforth.

27. **City Cycle Connect Superhighway.** The West Yorkshire Combined Authority’s City Connect programme completed the Bradford to Leeds Cycle Superhighway in July 2016 funded by a central government funding pot for cycling. 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. The funding for the cycling was allocated directly from central government funding for cycling and could not have been spent on other infrastructure.

28. 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



29. **Temple Green park and ride;** The 1000 new car parking spaces complements the Elland Road Park and Ride (opened in 2014), catering for trips from the north and east of the city, with access via junction 45 of the M1. It provides a high frequency, express bus service using comfortable modern vehicles (using existing and additional bus priority measures) to give an

average journey time of 15 minutes to the city centre from the Temple Green site. The £8.5m scheme opened Monday 19 June 2017 and is being delivered as part of the West Yorkshire Transport Fund.



Park and Ride is an important element of the Transport Strategy for Leeds, with parking capacity for the city centre vital for the economy of the city. Park and Ride schemes help to reduce congestion and improve the city's air quality by reducing the number of cars entering the city centre.

30. **Northern Park and Ride;** Following the opening of Elland Road and Temple Green Park & Ride sites (in July 2014 and June 2017 respectively), the Public Transport Proposals identified above include examination of further Park & Ride opportunities, coverings both rail and bus modes. These include a bus based Park and Ride at Stourton to the south of Leeds City Centre, a parkway station near Leeds Bradford Airport which would operate as a Park and Ride in both directions and increased station parking at New Pudsey station.
31. Also included is a proposal for a new Park & Ride site in north Leeds. This quadrant of the city (roughly between the A65 and the A64) is poorly served by heavy rail, public transport is bus based and the radial routes are heavily congested in peak times.
32. Such a site would be a further development of the Park & Ride strategy for the city, and complement the existing and proposed bus and rail Park & Ride opportunities and enhancements across the city. Park & Ride also contributes to the wider connectivity aims of the city and city region, and provides connectivity opportunities to HS2 and the remodelled Leeds Station.
33. A number of sites are currently being considered in the north Leeds study area, which broadly comprises the area bordered by the North Yorkshire/Harrogate border in the north, the A64 in the east, the A58(M)/A64(M) Inner ring Road in the south and the A65 in the west. The site needs to be in a location which avoids pulling too much traffic through the built up area while being close enough to the city center to allow an attractive onward connection to be provided. It also needs to have enough space to provide parking for at least 400 cars.
34. **ELOR;** The ELOR will connect the Outer Ring Road at Red Hall around the east side of Leeds joining a new Manston Lane Link Road (MLLR) and connecting through Thorpe Park into

junction 46 of the M1 motorway. ELOR will be a 7.5km dual carriageway which will provide the capacity to support increased traffic from allocated development in the ELE and vehicular access into the development areas as well reducing the impact of traffic growth on the existing highway network.



An artist impression which shows what the road, surrounding landscaping and bridge crossings could look like.

Construction is currently programmed to start in Spring 2018 with completion by the end of 2021.

The planning application for ELOR has now been submitted, you can view and comment on the application via the [Planning Portal](#) using application reference **17/04351/**

#LeedsTransport Strategy:

35. 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.

36. 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 meters 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.

37. 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

38. 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

39. 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 centre that all can benefit from' Breakthrough Project.

40. 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

41. The first phase of the Transport Conversation showed that across Leeds and in Outer East there was a similar call for both short and long term improvements; across the bus network, rail services, reduced traffic congestion; improved cycle facilities (as well as criticisms of spending money on cycling) as well as looking at large scale infrastructure improvements such as a tram

system. Although there was a particular emphasis in Outer East on bus service network improvements.

42. 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.
43. 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 East area over the next 20 years.
- To note the overall progression of Leeds Transport and LPTIP Schemes in Leeds overall.
- To note progression of the major transport schemes within the Outer East 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 East Workshop – notes of workshop 6th September 2016
- Aecom analysis of Inner West questionnaire responses
- Summary of Major Transport Schemes in Leeds – Extract from Leeds interim Transport Strategy (see below).

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/>