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**Leeds City Region  
Transport Strategy**

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Executive Summary

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Executive Summary

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## Executive Summary

### Introduction

Securing improvements in transport and connectivity is vital to realising the ambitions for the future prosperity, cohesion and sustainability of the Leeds City Region. This strategy sets out how transport should support the future development and prosperity of the Leeds City Region in the context of the transition to a lower carbon economy. The strategy identifies the main issues and priority challenges for transport, the wider policy and spatial outcomes that transport needs to support, and a framework for developing interventions to inform a delivery and funding plan. The strategy has been produced through a process of strong partnership working between relevant local authorities in the Leeds City Region, Yorkshire Forward, Metro, Department for Transport, Network Rail, the Highways Agency and wider stakeholders.

This Leeds City Region Transport Strategy replaces the Transport Vision that was launched in 2006. This update has built on the strengths of the previous Transport Vision – its comprehensive approach, vision and aspirations – whilst also reflecting the changing policy, economic background and funding context. The Strategy seeks to be realistic as well as ambitious. It sets out the framework for transport as opposed to a wish-list of specific scheme proposals. It identifies the wider spatial development and policy priorities for transport to support, and outlines the main transport outcomes to be addressed through future work to develop and deliver proposals for transport capital schemes as well as revenue based measures to support transport services, and wider interventions to manage demand for travel.

### The Leeds City Region

The Leeds City Region is a diverse area, covering a significant part of the Yorkshire and Humber region. It comprises the local authority areas of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield and York. It includes parts of North Yorkshire County and the Sheffield City Region (Barnsley is in both the Leeds and Sheffield City Regions).

With an annual economic output of around £46bn, and over 1.5m jobs, the Leeds City Region is the predominant economic driver of the Yorkshire and Humber region, with a substantial business and employment base in financial and business services and in other high value sectors and activities, including digital and media, higher education, research and development, tourism, advanced logistics, and government. The growth and expansion of the Leeds City Region economy in recent years has placed considerable pressures on the transport network to support and enable the commuter trips generated. Structural changes to the City Region's economy tend to mean that more jobs are being focused on fewer locations, with knock on impacts on highway and public transport capacity.

The City Region has several major cities, towns and business locations with a complex pattern of economic links between them, and several significant commuting destinations. Leeds is the largest economic centre and commuting destination. Other cities and towns are also important employment locations. The City Region also has significant areas of acute deprivation, particularly in some of the inner-urban areas, but also in some peripheral settlements. The City Region has rural areas and settlements, including National Parks, posing particular challenges for transport to provide access to jobs, services and tourism destinations.

The Regional Spatial Strategy forecasts over 350,000 new jobs would be created in the Leeds City Region between 2006 and 2026. However the recession has led to jobs growth stalling, and to the Leeds City Region reassessing likely trajectories for future economic growth. Whilst economic and jobs growth is forecast to resume, there will be longer timescales for achieving jobs growth targets set previously. Transport investment in the Leeds City Region is vital to ensure that the economic recovery is robust, to help put in place the underlying conditions for future economic competitiveness, and to meet increasing demand for travel that will stem from future economic and employment growth.

The Regional Spatial Strategy sets out the requirement to deliver over 14,000 net additional homes per annum in the City Region between 2008 and 2026, over 250,000 new dwellings in total. Almost one-third of these new homes will be located within the Leeds District. Bradford, Kirklees, Wakefield and York will become increasingly important areas of housing growth.

The congestion and overcrowding problems could be exacerbated in future years, given the scale of new houses and jobs forecast for the City Region.

### **Main Goals and Challenges**

This Transport Strategy does not seek to improve transport for its own sake; it seeks to support the delivery of wider policies. It aims to support the current economic and social roles and functions of key locations in the City Region, and to help stimulate and accommodate planned development and change. The Transport Strategy has been prepared in the context of the latest national approach to transport planning as set out by Government in *Delivering a Sustainable Transport System (DaSTS)* that has emerged following the Eddington report on transport and the economy the Stern report on the economics of climate change. DaSTS identifies five goals for transport and 16 challenges to address these goals. Seven of these challenges were identified as key priorities for the Leeds City Region:

- Deliver quantified reductions in greenhouse gas emissions;
- Reduce lost productive time;
- Improve the connectivity and access to labour markets of key business;
- Support the sustainable provision of housing;
- Enhance social inclusion and the regeneration of deprived or remote areas;
- Reduce the risk of death or injury due to transport accidents; and
- Contribute to the reduction in the gap between economic growth rates for different English regions.

Whilst the Transport Strategy needs to address each of the seven prioritised challenges, some of the challenges will need to be tackled at specific areas within the Leeds City Region. The urban areas, housing growth points and regeneration areas have been prioritised according to their importance to the City Region and the contribution they could make in the future. The identification of the City Region's spatial priorities has been influenced by the land use and housing policy framework for the City Region.

### **Spatial Priorities**

The spatial priorities for the Leeds City Region have been categorised into groups to reflect their relative importance. The spatial priorities include the main areas of economic activity and change, key transport corridors including those providing connectivity within the City Region as well as national links, and the priority regeneration areas. The spatial priorities are summarised below.

#### **Priority A:**

- developing an internationally recognised city region;
- developing the role of Leeds as a Regional City;
- transforming the Regional City of Bradford, improving access via TransPennine links to Manchester City region and Manchester airport and supporting movements within the Leeds City region along the TransPennine corridor; and
- Improving access to the Sheffield City region and London.

#### **Priority B:**

- developing enhanced and complementary roles for the Sub Regional cities and Towns (Barnsley, Halifax, Harrogate, Huddersfield, Wakefield and York) capitalising on their particular strengths and potential; and
- supporting the delivery of priority areas for regeneration and housing growth (Coalfield Regeneration Area in Wakefield District, Airedale – Bradford to Skipton, Aire Valley Leeds, South Dewsbury / North Kirklees, York NorthWest, East Leeds, East Bradford – West Leeds area; and
- Improving connectivity for rail freight to / from the Humber Ports.

### Priority C:

- Strengthening the service centre roles of the Principal Towns: Batley, Brighouse, Castleford, Cudworth, Dewsbury, Goldthorpe, Holmfirth, Hoyland, Ilkley, Keighley, Knaresborough, Penistone, Pontefract, Ripon, Selby, Skipton, Wetherby, Wombwell. These roles will be defined in more detail in local plans and priorities, in particular through Local Development Frameworks

The spatial priorities are set out in full Figure 1 and table 1 at the end of this Executive Summary.

### Interventions

The Transport Strategy sets out a framework for delivery that comprises:

- specific scheme proposals for which there is a strong degree of certainty or commitment to delivery in the short-medium term;
- Cross-cutting themes on which coordinated action and investment (including revenue funding) is needed; and
- Spatially specific outcomes which to be addressed through future development and delivery of (as yet unspecified) transport interventions.

The DaSTS challenges and spatial priorities were used to influence the work to consider options for intervention for transport. A number of options were generated which could improve transport on these corridors. These ranged from public transport and highway schemes through to “softer” measures encompassing ticketing. Some interventions were identified as a requirement across the Leeds City Region. These have been grouped together as a package of generic interventions which includes: local improvements, network management measures, safety enhancements, transport quality and integration measures. These schemes will be supplemented by a number of spatially specific interventions which will address known issues on key routes within the City Region. The level of detail provided for these schemes has been linked to the timescales for interventions which is strongly related to the availability of committed funding. The summary of interventions is set out in Figures 2 and 3.

The proposed options underwent a thorough sifting process followed by a review by stakeholders and partners (both local, regional and national) to ensure a deliverable programme of investment. The outcome of this stage highlighted that alongside development and delivery of transport capital schemes, concerted and coordinated action and investment in five key areas is required to tackle cross-cutting policy priorities:

1. reducing carbon emissions and improving energy resilience;
2. strengthening the coordination of bus;
3. tackling congestion;
4. developing a strategic framework for demand management; and
5. more effective land use policy/transport integration.

### **Funding and Delivery**

Recognising uncertainty around funding, the Strategy considers the implications of different funding scenarios. The City Region currently does not receive a proportion of national or regional transport funding commensurate with the size of its economy and population. Any reduction in future funding will result in scheme delivery being delayed and the scale of interventions being reduced, impairing the delivery of wider policy priorities for the City Region. The City Region will need to make its case for future funding based on its ability to deliver and its potential positive economic contribution it makes at national level.

The Transport Strategy sets out some main principles for future funding and delivery:

- Securing funding freedoms and flexibilities through the City Region's position as a fore-runner City Region, and exploiting existing scope for pooling and deploying funding more strategically – recognising that in the future the City Region will need to move beyond an "ask" for more funding to a proposition for greater freedoms for how it generates and uses funding;
- Establishing a clear position on what the City Region requires from the future development of national transport networks and influencing regional transport policy, including taking forward the DaSTS studies; and
- Prioritising scheme development so that the City Region has projects worked-up to a delivery-ready stage to exploit funding opportunities when they become available.

**Table 1. City Region Spatial Priorities.**

Priority		Description	Rationale (summary)
A	Conurbation	<b>To develop an internationally recognised City Region;</b> to raise our economic performance; to spread prosperity across the whole of our City Region, and to promote a better quality of life for all of those who live and work here.	The shared Leeds City Region vision, which provides the guiding framework for joint working at the City Region level.
A	Conurbation	<b>Develop the role of Leeds as a Regional City,</b> by accommodating significant growth in jobs and homes and continuing to improve the city centre’s offer of high order shops and services.	41,400 departures and 89,600 arrivals per day, plus 77,400 new houses and forecast additional 108,540 jobs. Wider Leeds economic role clearly recognised in wider policy.
A	Conurbation	<b>Transform the Regional City of Bradford</b> with significantly increased growth in economic development, jobs and homes through the renaissance of the city centre, and development and regeneration elsewhere.	36,900 departures and 40,100 arrivals per day, plus 48,600 new houses and 84,960 jobs. Significant transformation of Bradford proposed through RSS and RES policy.
A	Strategic National Corridor, Gateway	<b>Improve access via TransPennine links to Manchester City Region and Manchester Airport and support movements within the Leeds City Region along the TransPennine corridor.</b>	10,300 departures and 6,828 arrivals per day. Significant growth on this corridor is planned, both to the wider Manchester City Region and the Airport. Key links include the M62, A62 and the principal Transpennine rail route via Kirklees, and the Caldervale line.
A	Strategic National Corridor	<b>Improve access to the Sheffield City Region and London</b>	Links to London are critically important, particularly given the size of the business and financial services sector in Leeds. Connections to Sheffield are also important, given the size of the population catchment Key links include the M1, A1 and the East Coast Main Line
A	Gateway	<b>Improve access to Leeds Bradford International Airport</b> particularly by public transport.	7,150 passenger arrivals per day, with a significant increase in passenger numbers, with throughput expected to double by around 2015. The number of employees is also set to increase. Improving surface access links to support this growth is a clear policy priority for the City Region.
B1	Conurbation	Develop enhanced and complementary roles for the Sub Regional Cities and Towns, which capitalise on their particular strengths and potential:  <ul style="list-style-type: none"> <li>• <b>Barnsley</b> (including the Accessibility Improvement Zone and New Growth Point proposals)</li> <li>• <b>Halifax</b> (including Calderdale New Growth Point proposals),</li> <li>• <b>Harrogate</b></li> <li>• <b>Huddersfield</b> (including Kirklees Strategic Economic Zone)</li> <li>• <b>Wakefield</b></li> <li>• <b>York.</b></li> </ul>	  <b>Barnsley:</b> 12,400 departures and 5,400 arrivals per day, 18,720 new homes and 25,740 new jobs.  <b>Calderdale:</b> 19,400 departures and 16,300 arrivals per day, at least 12,060 new homes and 10,980 new jobs. <b>Harrogate:</b> 14,400 departures and 7,900 arrivals per day, 7,020 new homes and up to 7,380 new jobs. <b>Kirklees:</b> 43,400 departures and 25,300 arrivals per day, 30,600 new houses and 27,900 new jobs. <b>Wakefield:</b> 35,400 departures 28,000 arrivals per day, with 28,800 new houses and 20,520 new jobs <b>York:</b> 9,000 departures and 9,300 arrivals per day, with 15,300 new homes and 38,340 new jobs.

Priority		Description	Rationale (summary)
B1	Conurbation	<b>Coalfield Regeneration Area in Wakefield<sup>1</sup></b> – focus housing renewal and development and employment opportunities on the Five Towns at an appropriate scale for individual communities with a particular emphasis on transforming the town centres.	2,000 new houses proposed. Significant regeneration priority to transform residential offer, quality of life and access to employment, including as part of the New Growth Points proposals.
B1	Corridor	<b>Airedale (Bradford to Skipton)</b> – increasing employment opportunities and focusing development in Keighley and Skipton and urban eco settlement.	15,000 new houses and 10,400 new jobs. Important economic development objective and housing regeneration, including Urban Eco-settlement proposals along the Shipley – Bradford Canal Corridor.
B1	Corridor	<b>Aire Valley Leeds</b> - deliver housing regeneration, housing growth and economic development and urban eco settlement	Proposed location for a pilot Accelerated Development Zone (ADZ) as part of New Growth Point and Urban Eco-settlement which extends towards the city centre as part of the growth point proposals. The area generates a limited number of trips at present, but with between 10-15,000 new homes and up to 20,000 new jobs, it is anticipated this will generate significant transport implications
B1	Conurbation	<b>South Dewsbury / North Kirklees</b> - develop Dewsbury's role by delivering regeneration and housing renewal and development and urban eco settlement	4,800 new houses. Significant regeneration priority to transform residential offer, quality of life and access to employment, including as part of the New Growth Point and Urban Eco-settlement proposals.
B1	Conurbation	<b>York NorthWest</b> – new homes and a new central business district in the Sub Regional City of York and urban eco settlement	4,300 new houses and 5,300 new jobs. Important policy priority to provide new commercial expansion of city centre and delivery of new homes, including as part of New Growth Point and Urban Eco Settlement Proposals. Significant transport intervention and investment.
B1	Gateway	Improve connectivity for rail freight to / from the <b>Humber Ports</b>	The link to the Humber Ports is significant as a freight corridor, with the connection to the Leeds City Region forming part of a longer distance route to the rest of the UK.
B2	Conurbation	<b>East Leeds</b> - deliver housing regeneration, housing growth and economic development	2,000 new houses and 2,000 new jobs – major regeneration and transformation priority with transport implications.
B2	Conurbation	<b>East Bradford – West Leeds Area</b> – restructure and regenerate east Bradford and west Leeds to better support economic growth of both cities and LCR conurbation core	Housing and economic regeneration priority for Leeds City Region – will be facilitated by transport interventions, and will have transport impacts as travel patterns change.
C	Conurbation	Strengthen the service centre roles of the Principal Towns: Batley, Brighouse, Castleford, Cudworth, Dewsbury, Goldthorpe, Holmfirth, Hoyland, Ilkley, Keighley, Knaresborough, Penistone, Pontefract, Ripon, Selby, Skipton, Wetherby, Wombwell. These roles will be defined in more detail in local plans and priorities, in particular through Local Development Frameworks.	

**Notes:** *Housing and jobs growth are based on the District wide numbers for net additional new homes set out in the Regional Spatial Strategy (RSS) for the period up to 2008 to 2026 (table 12.1 of RSS) with the exception of the Growth Point, Urban Eco Settlement and other priority regeneration areas (Aire Valley Leeds, Airedale, Coalfield Regeneration Area*

<sup>1</sup> The Coalfield Regeneration area in Wakefield also includes linkages to both Leeds and Wakefield, and Sheffield / Doncaster / Barnsley, as specified in policy LCR2 of the RSS

*in Wakefield, East Bradford – West Leeds Area, South Dewsbury / North Kirklees, York NorthWest) where the housing growth figures are derived from relevant regeneration strategies. Through the Growth Points initiative some Districts are planning to deliver in excess of the housing numbers set out in the RSS. There is therefore double-counting of housing numbers within this table – see table 4.5 for the total new homes.*

*Employment forecasts are 'potential' growth estimates from the RSS (table 11.6 of RSS) for the period 2008-2026, although the timescales to achieve these forecasts may be extended due to the current recession. The RSS policy is to focus delivery of new jobs and homes in existing urban areas.*

*The number of journeys is based on the estimates of trip rates from the 2001 Census matrix commuter movements between selected centres and areas, and all other parts of the City Region.*

Figure 1: Spatial Priorities in the Leeds City Region

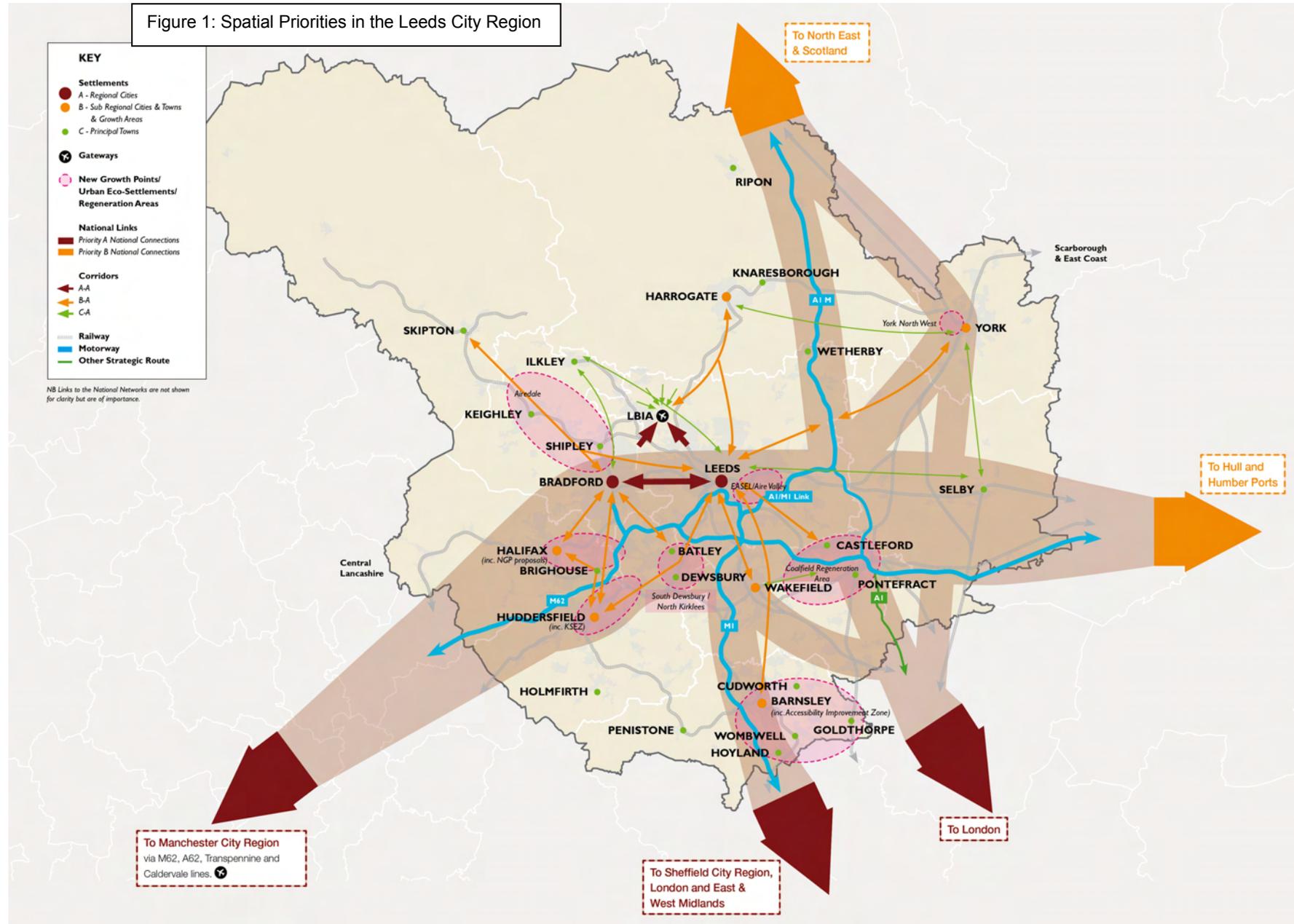


Figure 2: Summary of Interventions in the Leeds City Region (North, East, including Leeds)

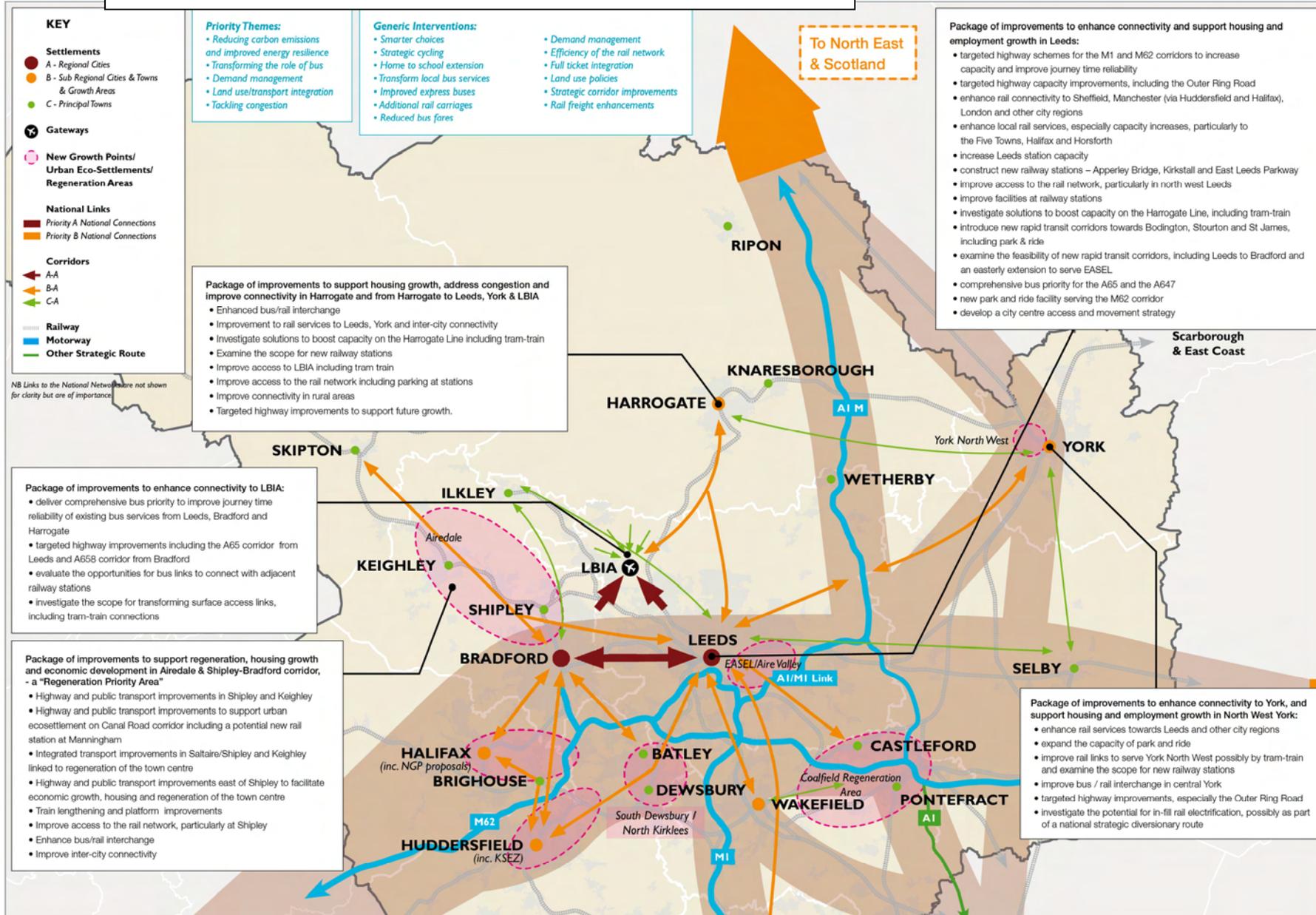


Figure 3: Summary of Interventions in the Leeds City Region (West)



Figure 4: Summary of Interventions in the Leeds City Region (South)

