



Leeds
CITY COUNCIL



Development Department

Leeds Unitary Development Plan
(Review 2006)

Volume 1: Written Statement

LEEDS / UDP
REVIEW

6. TRANSPORT

6.1 INTRODUCTION

- 6.1.1 A co-ordinated approach to land-use and transport planning is integral to ensuring sustainable development and improving accessibility. The safe movement of goods and people is crucial to improving competitiveness in the local economy, whereas traffic congestion and consequent unreliable public transport increases the costs imposed on businesses thereby reducing competitiveness. Mobility enhances the quality of life, provides access to employment and other facilities, for example retail and leisure. However, transport has a major impact on the environment, particularly through the effect of road traffic on air quality. Continued road traffic growth and major road building is not sustainable in the longer term. The location and nature of development has a significant impact on the amount and mode of travel. An integrated approach is, therefore, required to tackle problems related to traffic and changes in travel behaviour, to achieve sustainable development, and to affect both travel demand, including the number and length of trips, and modal split.
- 6.1.2 The UDP's strategic aim is thus:
- SA2: to encourage development in locations that will reduce the need for travel, promote the use of public transport and other sustainable modes, reduce the journey lengths of those trips which are made by car, whilst promoting safe travel, economic development and protection of the environment;**
- 6.1.3 New development should be encouraged into locations that are accessible by a range of travel modes. This will encourage the use of alternative modes of transport other than the private car and also improve access to facilities for those without a car. Public transport needs to be reliable, safe and attractive to users and the measures adopted need to ensure the best use of transport assets for the effective and efficient movement of people.
- 6.1.4 Land use and transportation policies can have a crucial impact on the above. The UDP seeks to reconcile the demands of competing land uses and to ensure that the land use requirements of the competing activities can be met in sustainable locations. Detailed policies are set out in this chapter which when complemented by the Local Transport Plan are intended to contribute towards a safe, efficient and sustainable transport system which is available for all to benefit from.

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6.2 STRATEGIC CONTEXT: TRANSPORT AND SUSTAINABLE DEVELOPMENT POLICIES

National Planning Policy Context

6.2.1 The Government's policies relating planning to transport and its objectives for movement and transport planning are set out in a series of Planning Policy Guidance Notes (PPGs) and Planning Policy Statements (PPSs).

6.2.2 PPG1 – General Policy and Principles (1997) emphasises the Government's commitment to sustainable development. In relation to transport, local authorities are advised to integrate their transport programmes and land-use policies in ways that help to:

- Reduce growth in the length and number of motorised journeys.
- Encourage alternative means of travel, which have less environmental impact, and hence
- Reduce reliance on the private car.

It advises that the planning system should:

- Influence the location of different types of development relative to transport.
- Foster forms of development which encourage walking, cycling, and public transport use.

6.2.3 PPG12 - Development Plans (1999) stresses the role of development plans in integrating transport and land-use policies. The UDP should be in accordance with regional and local transport plans to create sustainable forms of development.

6.2.4 The Transport White Paper 'A New Deal for Transport: Better for Everyone' (1998) aims to achieve a better balance so that people are encouraged to use more environmentally friendly modes, such as public transport, and to use the car less. It aims to deliver an integrated transport policy, not only integrating different types of transport, but integrating transport with environmental and land-use planning policies.

6.2.5 The need to achieve sustainability and reducing the demand for travel are the main themes running through PPG13 – Transport (2001). PPG13 has three main objectives which are:

- Promote more sustainable transport choices.
- Promote accessibility to facilities and services by public transport, walking and cycling.
- Reduce the need to travel, especially by car.

Regional Planning Policy Context

6.2.6 RPG12: Yorkshire and the Humber (October 2001) provides the regional spatial strategy within which local authority development plans and local transport plans can be prepared. Chapter 7 of RPG12 is the "Regional Transport Strategy" and provides policy guidance for land use planning, transport infrastructure planning and demand management, which is consistent with the latest Government guidance. It picks up and elaborates on national guidance, especially in the area of:

- Integrating different transport modes and transport with other land use activities.
- sustainable transport and development.
- improved accessibility in an equitable and socially inclusive manner.
- reducing the need to travel especially by car.

Sub-Regional/Local Planning Policy Context

6.2.7 The West Yorkshire local authorities and Metro (the West Yorkshire Passenger Transport Executive) have collaborated to produce a joint Local Transport Plan which sets out a strategy and investment plan for the development of the West Yorkshire transport system over the five years to 2006. The West Yorkshire Local Transport Plan (WYLTP) reflects both the contextual national and regional guidance and the particular needs of the sub-region. The July 2000 WYLTP presents a West Yorkshire Transport Vision Statement which embraces the common themes of the individual visions for the future which each of the five constituent districts has. Prominent amongst the Transport Visions objectives are integration, sustainable growth, social inclusion and equal opportunities for access to transport, reduction of road traffic, and promotion of alternative modes of transport to the car.

6.2.8 No separate transport strategy for Leeds alone has been prepared since 1991 as policies have been consolidated into the WYLTP. However, the "Vision for Leeds" (1998) restated the Transport Strategy and Leeds' local strategic partnership, the Leeds Initiative, has through the Leeds Integrated Transport Partnership published in July 2002 "Integrated Local Transport for Leeds" summarised the key transport plans in the WYLTP as they affect Leeds for the next ten years. The "Vision for Leeds" (2004-2020) is also in conformity with the UDP Review transport policies.

Leeds Supertram

6.2.9 Shortly before the publication of the Leeds UDP Review Inspector's Report in November 2005, Central Government announced that it could not support proposals to re-instate the Leeds Supertram scheme following the withdrawal of funding for the tram proposal in July 2004.

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- 6.2.10 Clearly this decision has major implications for the City and a range of strategic, policy and implementation issues. In taking the City's transport strategy forward, the City Council is actively pursuing a range of alternatives and options with a number of partners and stakeholders including the West Yorkshire PTE and Central Government. Given the nature of these issues and the necessary processes to carefully consider the next steps, alternatives to the Supertram proposals will take time to become established.
- 6.2.11 In parallel to this approach, and following the Adoption of the UDP Review, the City Council is keen to continue to move towards the Local Development Framework (LDF), as part of the new Development Plan system (introduced as part of the Planning & Compulsory Purchase Act 2004). Integral to the Adopted UDP (2001) and UDP Review (2006) are a number of specific policies, proposals and cross references to the Leeds Supertram. Given the on-going work to develop alternative public transport proposals to the Leeds Supertram and the desire for early Adoption of the Review, no specific Modifications were made in the Review to delete references to the "Leeds Supertram". Clearly, once alternative public transport proposals have been developed, these in turn will need to be incorporated and developed where appropriate as part of the LDF process.

6.3 MAIN POLICIES

- 6.3.1 Following the previous comments, the approach of the UDP towards transport issues is reflected throughout the Plan in its control over the pattern of land uses. In terms specifically of transport infrastructure, the UDP transport strategy focuses in particular on public transport, reflected in the following strategic principle:

SP4: Priority in the introduction of new transport infrastructure is given to supporting public transport (including new forms), with some limited new road building.

- 6.3.2 In accordance with the key elements of the adopted WYLTP, Policy T1 reproduces the list of key themes on which the main transport resources will be targeted:

T1: TRANSPORT INVESTMENT WILL BE DIRECTED TOWARDS:

- i. IMPROVING THE QUALITY AND PROVISION MADE FOR ALTERNATIVE MODES TO THE CAR AND LORRY – BY IMPROVING FACILITIES FOR PUBLIC TRANSPORT AND OTHER SUSTAINABLE MODES INCLUDING WALKING AND CYCLING, PROMOTING BEST PRACTICE FOR**

FREIGHT DISTRIBUTION AND FACILITATING GREATER USE OF RAIL AND WATERWAYS FOR FREIGHT MOVEMENT;

- ii. **MANAGING THE USE AND CONDITION OF THE HIGHWAY – BY IMPLEMENTING COMPREHENSIVE STRATEGIES FOR IMPROVING ROAD SAFETY AND THE MANAGEMENT AND MAINTENANCE OF THE HIGHWAY NETWORK, BRIDGES AND STRUCTURES;**
- iii. **MANAGING THE DEMAND FOR TRAVEL – BY USE OF TRAVEL DEMAND MANAGEMENT MEASURES, PROMOTING THE ALTERNATIVES TO CAR USE, SUPPORTING INITIATIVES AND WORKING PRACTICES WHICH REDUCE THE NEED TO TRAVEL, IMPLEMENTING TRAVELWISE INITIATIVES AND ENCOURAGING THE DEVELOPMENT OF TRAVEL PLANS;**
- iv. **PROMOTING SOCIAL INCLUSION – BY IMPROVING FACILITIES FOR PEOPLE WITH IMPAIRED MOBILITY, IMPROVING ACCESS FOR PEOPLE FROM DEPRIVED COMMUNITIES AND SECURING PERSONAL SAFETY FOR TRANSPORT USERS;**
- v. **ENCOURAGING THE GREATER INTEGRATION BETWEEN TRAVEL MODES THROUGH SUPPORT FOR BETTER INTERCHANGE BETWEEN AND WITHIN TRAVEL MODES AND MEASURES WHICH BROADEN THE RANGE AND OPPORTUNITY FOR JOURNEYS TO BE MADE BY PUBLIC TRANSPORT.**

6.3.3 The UDP provides a strategy for the distribution of new development in the following Chapters. As the discussion in each case indicates, the pattern of new development proposed is significantly influenced by existing transport capacity constraints and opportunities, and by the need to take advantage of the scope provided by planned major transport infrastructure investment (for example the new M1-A1 road and the Supertram system). Consideration of development proposals not planned in the UDP (because they are below the 1 hectare size threshold for new proposals, or are otherwise unexpected i.e. "windfall" developments) needs to ensure that no new transport and highway problems are created, or existing ones exacerbated, requiring treatment under Policy T2:

T2: NEW DEVELOPMENT SHOULD NORMALLY:

- i. BE SERVED ADEQUATELY BY EXISTING OR PROGRAMMED HIGHWAYS OR BY IMPROVEMENTS TO THE HIGHWAY NETWORK WHICH ARE FUNDED BY THE DEVELOPER VIA PLANNING CONDITIONS ON PLANNING PERMISSIONS OR PLANNING OBLIGATIONS, AND WILL NOT CREATE OR MATERIALLY ADD TO PROBLEMS OF SAFETY, ENVIRONMENT OR EFFICIENCY ON THE HIGHWAY NETWORK; AND**
 - ii. BE CAPABLE OF BEING ADEQUATELY SERVED BY PUBLIC TRANSPORT AND TAXI SERVICES AND SHOULD ENSURE THAT NECESSARY INFRASTRUCTURE FOR NEW SERVICES IS INCLUDED IN THE DEVELOPMENT; AND**
 - iii. MAKE ADEQUATE PROVISION FOR EASY, SAFE AND SECURE CYCLE USE AND PARKING; AND**
 - iv. ADDITIONALLY IN THE CASE OF RESIDENTIAL DEVELOPMENT, BE WITHIN CONVENIENT WALKING DISTANCE OF LOCAL FACILITIES AND DOES NOT CREATE PROBLEMS OF PERSONAL ACCESSIBILITY.**
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6.3.4 The Highway Agency is responsible for motorways and trunk roads and developments affecting such roads will need to be subject to consultation with and the agreement of the Agency.

TRANSPORT ASSESSMENTS

6.3.5 PPG13 advises that where new developments are likely to have significant transport implications, developers will be required to prepare and submit Transport Assessments alongside their planning applications. Guidance on what would be deemed significant or material is set down in SPG5 Annex A; and, specifically in relation to the impact on the trunk road and motorway network, in DTLR Circular Roads 04/2001. In relation to the threshold of what is considered to be 'significant' in terms of Policy T2B please refer to para. 6.3.18.

6.3.6 Transport Assessments enable local planning authorities to assess such planning applications and provide the basis for discussion on the details of schemes. The scope of Transport Assessments should reflect the scale of development. For example, proposals will need to demonstrate accessibility to the site by all modes of transport in addition to the likely modal split. Details should also be provided of necessary measures to

improve access by walking, cycling and public transport, the mitigation of transport impacts and the achievement of the best practicable sustainable balance of travel mode, and the reduction of the need for parking associated with the development.

- 6.3.7 Development particularly comprising jobs, retail and leisure should not be designed on the assumption that the car will represent the only realistic means of access for the vast majority of people. Where developments of this nature are proposed outside the preferred locations identified and advocated in this UDP, the onus will be on the developer to demonstrate a transport case for the location and illustrate how the accessibility of the proposed development by all modes compares with other possible sites.
- 6.3.8 Smaller development proposals may not have significant transport implications but the cumulative effect of these developments can also undermine the effectiveness of the local transport strategy as well as having environmental implications, for example on air quality. In the case of developments that form part of a larger proposal the Transport Assessment must identify the mechanism for delivering the necessary transport measures as the smaller individual development proposals come forward.

T2B: ALL PLANNING APPLICATIONS LIKELY TO GENERATE SIGNIFICANT TRAVEL DEMAND MUST BE ACCOMPANIED BY A TRANSPORT ASSESSMENT.

TRAVEL PLANS

- 6.3.9 A Travel Plan is a strategy for managing multi-modal access to a site or development, focussing on encouraging and promoting access by sustainable modes. Effective Travel Plans can bring benefits both to existing communities and to new or expanding developments. They can assist in reducing traffic congestion, widening accessibility and reducing air pollution and other environmental impacts.
- 6.3.10 PPG13 advises that it would be appropriate for local planning authorities to require planning applications to be accompanied by a Travel Plan for developments which would generate significant amounts of travel. SPG5 Annex A defines those developments which the City Council expects to be significant generators of travel demand. In relation to the threshold of what is considered to be 'significant' in terms of Policy T2C please refer to para. 6.3.18.
- 6.3.11 The planning process, in particular development control, gives an opportunity to seek to modify travel demands and habits. This can be through a requirement for travel plans to be submitted either alongside planning applications or as a result of legal agreements entered into

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through section 106 of the Town & Country Planning Act 1990 (as amended by the Planning & Compensation Act 1991) or via a planning condition. For speculative proposals, where the identity of the end users is unknown, an interim Travel Plan should accompany the planning application to set out matters that need to be agreed prior to development taking place, and to provide a framework and timetable for later submission of a final, detailed Plan.

- 6.3.12 The presence of a Travel Plan will not be seen as mitigating the effects of a poor location, nor will it override the need to provide essential development related infrastructure such as measures to improve/increase walking, cycling links, public transport services and infrastructure or highway improvements.

T2C: ALL PLANNING APPLICATIONS WHICH ARE SIGNIFICANT GENERATORS OF TRAVEL DEMAND MUST BE ACCOMPANIED BY A TRAVEL PLAN.

PUBLIC TRANSPORT CONTRIBUTIONS

- 6.3.13 Development should be located where it is most accessible by sustainable modes of travel that have the capacity to cater for the additional trips generated as a result of the use proposed.
- 6.3.14 Where extra demand is placed on the public transport system via development proposals and the impact would be unacceptable, the Council in consultation with Metro (West Yorkshire Passenger Transport Executive) will consider what measures are required to mitigate this. National policies advocate this approach (i.e. PPG13 & Circular 05/2005) which also includes the use of contributions to improve accessibility through improved public transport infrastructure or services. Measures required will be strictly and proportionally related to the development in question and will not be used to rectify existing problems unless the development would exacerbate an already unacceptable situation. However, not every development can be made acceptable in public transport terms; sometimes it might just be the wrong use in the wrong location; or the proposal may need amendment in terms of design and scale.
- 6.3.15 Contributions by developers therefore need to ensure that public transport becomes a genuine alternative to the car that will significantly affect the modal split of travel to a development. Consequently, where development cannot be served adequately by public transport, planning applications may still be refused through this and other policies in the plan, and in the context of regional and national planning guidance.
- 6.3.16 Contributions to public transport over the life of the development would be unrealistic, but they should at least cover the initial years following the

completion of the development. Contributions include those towards the operating cost of services, the capital and operating cost of facilities and Metrocard multi-modal public transport tickets. However, services provided need to be viable in the long term. Therefore, developer contributions may be required where necessary to pump prime public transport improvement measures in areas where public transport accessibility is unacceptable.

- 6.3.17 It is essential to provide a genuinely attractive option of public transport early in the life of the development to provide users with a realistic alternative rather than becoming dependent on the car. It is not enough to anticipate that public transport operators will provide a service. Developers should discuss provision with Metro, public transport operators and the Council at an early stage. The appraisal and impact of prospective public transport interventions should be taken into account in the Transport Assessment. A SPD will be produced to provide guidance and further details.
- 6.3.18 In relation to the threshold of what is considered to be 'significant' in terms of Policy, the Adopted SPG5 fully acknowledges that in order to take account of the cumulative impact of new development, it could be argued that all new schemes should be liable to contributions to the necessary public transport infrastructure enhancements. However, it was considered to be inappropriate to seek contributions from small scale developments that did not generate or attract significant numbers of trips. Nor was it considered that this should apply to 'major' developments only. It is considered that the threshold of 250 trips per day is a level of trips which would, if catered for solely by the private car, aggravate existing problems of congestion and pollution in the City including accounting for the potential cumulative impact of such developments on the network. The review of draft SPG5A will assess whether it is still appropriate to use 250 trips as a determinant for what is considered to be 'significant' and how it will be applied in practice as far as Transport Assessments, Travel Plans, and seeking public transport contributions is concerned.

T2D: WHERE PUBLIC TRANSPORT ACCESSIBILITY TO A PROPOSAL WOULD OTHERWISE BE UNACCEPTABLE, THE COUNCIL WILL SEEK DEVELOPER CONTRIBUTIONS OR ACTION TO MAKE ENHANCEMENTS, THE NEED FOR WHICH ARISES FROM THE PROPOSAL:

- **TO LINK THE SITE TO PUBLIC TRANSPORT; AND/OR**
- **TO PROVIDE ADDITIONAL CAPACITY TO THE NETWORK; AND/OR**
- **TO IMPROVE PUBLIC TRANSPORT ENTRY POINTS; AND/OR**

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- **TO SUPPORT SERVICE IMPROVEMENTS WHERE REQUIRED TO ACHIEVE APPROPRIATE LEVELS OF ACCESSIBILITY.**

WHEREVER POSSIBLE MEASURES SHOULD BE COMPLETED BEFORE THE DEVELOPMENT IS COMPLETED/OPERATIONAL.

- 6.3.19 In some cases, there may be overriding reasons why it is desirable to achieve certain commercial, industrial or residential developments, which are being frustrated by access problems. In these circumstances, the City Council may consider the provision of access roads in order to ensure that the development and its desirable benefits can be implemented, giving priority (in line with Policy T31 below) to schemes encouraging road, rail or canal freight transfer:
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T3: WHERE ACCESS TO COMMERCIAL, INDUSTRIAL OR RESIDENTIAL SITES BY EXISTING PUBLIC HIGHWAYS IS INADEQUATE AND DEVELOPMENT IS BEING EITHER UNREASONABLY DELAYED OR DEVELOPERS HAVE LIMITED POWERS TO SECURE ACCESS FOR THEMSELVES, THE CITY COUNCIL WILL CONSIDER PROVISION OF ACCESS ROADS TO SITES, GIVING PRIORITY TO SCHEMES WHICH WOULD ENCOURAGE THE TRANSFER OF FREIGHT FROM ROAD TO RAIL OR CANAL.

Provision for non-vehicular users and people with special needs

- 6.3.20 As part of measures to make the City Centre a more pleasant, attractive and safe place to visit, extensive pedestrianisation has been achieved. The closure of Briggate to all traffic has been completed and an enhanced pedestrianisation scheme is being implemented. Likewise improvements for pedestrians have been made at City Square and Millennium Square. These improvements are making the City Centre environment more pleasant for pedestrians and enhancing their safety and comfort. As the City Centre continues to develop further pedestrianisation schemes will be considered at appropriate locations.
- 6.3.21 Pedestrianisation has not been limited to the City Centre. Purpose-built District Centres such as Hunslet already benefit from a traffic-free environment, and street closure and restricted access for parts of Morley and Rothwell Town Centres have been completed. Where appropriate, other centres (considered in Chapter 9 on shopping) will benefit in the same way as the City Centre from traffic calming and an enhanced pedestrian environment:

T4: PEDESTRIANISATION AND TRAFFIC CALMING SCHEMES IN THE CITY CENTRE AND IN THE TOWN CENTRES IDENTIFIED IN POLICY S2 WILL BE BROUGHT FORWARD WHERE APPROPRIATE.

6.3.22 Within the design of all highway schemes and new developments the needs of pedestrians and cyclists must be properly taken into account. Where appropriate special facilities should be introduced to produce conditions which are safe and secure, both in terms of minimising conflict with road vehicles and of personal safety, minimising opportunities for crime and violence:

T5: SATISFACTORY SAFE AND SECURE ACCESS AND PROVISION FOR PEDESTRIANS AND CYCLISTS WILL BE REQUIRED WITHIN HIGHWAY SCHEMES AND NEW DEVELOPMENT.

6.3.23 The special needs of disabled and less mobile people are fully acknowledged, as pedestrians, public transport users and as drivers. Specific provision will be required within new highway and paving schemes, and within new development. This provision could include specific parking bays and dropped kerbs. A "Shopmobility" centre for wheelchair and scooter loan has been established in the City Centre (1992); it is hoped to provide more facilities of this kind to improve accessibility for disabled people. Access to new developments, particularly to buildings open to the general public, will need to satisfy the requirements of disabled people and other people with mobility impairments:

T6: SATISFACTORY ACCESS AND PROVISION FOR DISABLED PEOPLE AND OTHER PEOPLE WITH MOBILITY PROBLEMS WILL BE REQUIRED WITHIN HIGHWAY AND PAVING SCHEMES, AND WITHIN NEW DEVELOPMENT.

6.3.24 Cycling is a healthy, non-polluting activity and is a very efficient way of travelling relatively short distances. It is a flexible form of transport capable of following routes not available to larger vehicles without detriment to the environment, and can be enjoyed by all age groups. Together with the development of safe cycle routes, provision for cycle parking within new development proposals will assist in the promotion of

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cycling as an increasingly important component of the WYLTP.

- 6.3.25 Cyclists are often discouraged through concerns about road danger, traffic and pollution from cycling to work or for pleasure. Cycle routes, advisory signing and other priority measures help to overcome some of these problems and encourage cycle usage. Priority needs to be given to routes which are attractive to cyclists themselves. There is a commitment to provide routes along the Headingley corridor, a major spur of the Trans-Pennine Trail along the Waterways Corridor, across the city along the waterfront and in the Wykebeck Valley as well as completion of National Cycle Network Route 66 in the Wetherby area. These are shown on the Proposals Map. Further cycle routes and cycle parking facilities are also being identified and developed, and these will need to be included where appropriate in new development proposals. Theft is a major concern to cyclists and deterrent to their use, appropriate and secure parking is therefore an essential part of WYLTP policies. Guidelines for cycle parking are included with car parking guidelines in Appendix 9 in Volume 2:

T7: DEVELOPMENT OF NEW AND IMPROVED CYCLE ROUTES AND FACILITIES WILL BE PROMOTED AND PROTECTED FROM DEVELOPMENT WHERE POSSIBLE.

T7A: SECURE CYCLE PARKING, REFLECTING THE GUIDELINES CONTAINED IN APPENDIX 9 IN VOLUME 2, WILL NORMALLY BE REQUIRED IN ASSOCIATION WITH NEW DEVELOPMENTS.

- 6.3.26 In a similar way to pedal cycles, the theft of motorcycles is recognised as a major issue and potential deterrent to motorcycling. The WYLTP has recognised this and increasing provision is being made for the on-street secure parking of motorcycles, it is important that such provision is also replicated at an appropriate level within developments.

T7B: SECURE MOTOR CYCLE PARKING, REFLECTING THE GUIDELINES CONTAINED IN APPENDIX 9 IN VOLUME 2, WILL BE REQUIRED IN ASSOCIATION WITH NEW DEVELOPMENTS

- 6.3.27 Whilst it is recognised that industrial traffic is essential to the economic

well being of industry, commerce and the community, industrial traffic can in the wrong places cause a nuisance by noise, fumes, visual intrusion, vibration and general road safety. Industrial traffic should be steered away from environmentally sensitive areas, particularly where people live, shop and take recreation. Suitable routes will be investigated:

T8: THE MOVEMENT OF INDUSTRIAL TRAFFIC THROUGH ENVIRONMENTALLY SENSITIVE AREAS WILL BE RESTRICTED WHERE SUITABLE ALTERNATIVE ROUTES EXIST.

6.4 TRANSPORT PROPOSALS

1. Public Transport proposals

General

6.4.1 The WYLTP recognises the need to develop an improved and effective public transport system which would not only raise the quality for existing users and provide improved essential transport for those without private transport means, but would also cater for generally growing travel demands and provide an attractive alternative to the car. Public transport, when working effectively, is clearly a more resource efficient and environmentally friendly method of transport. There are already congestion and environmental problems associated with the growing use of the private car. With the continued growth forecasts for car ownership and usage, it is necessary to try and encourage all forms of public transport, and especially those which can attract people from their cars and help minimise environmental problems. In order to meet these objectives, it is important that provision can be made for public transport in new development. Accordingly:

T9: AN EFFECTIVE PUBLIC TRANSPORT SERVICE WILL BE ENCOURAGED AND SUPPORTED WHERE PRACTICABLE TO GIVE APPROPRIATE ACCESS TO EMPLOYMENT, SHOPS, EDUCATION, HEALTH, RECREATION AND OTHER SOCIAL AND COMMUNITY FACILITIES. PUBLIC TRANSPORT INITIATIVES WHICH PURSUE THESE AIMS WILL GENERALLY BE SUPPORTED.

Rail

6.4.2 Improving rail services is a key part of the WYLTP. Leeds is the focal point of West Yorkshire's rail network. Nearly 70,000 passengers a day use Leeds Station and around two thirds of West Yorkshire rail

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passengers pass through it at the start or finish of their journey. The station has been comprehensively redeveloped to provide additional track and platform capacity. This should result in improved reliability and creates opportunities to expand local and inter-city services. However, elsewhere on the local rail network the capacity for the further development of local rail services is restricted by the existing infrastructure and rolling stock. Significant enhancements to both stations, signalling and track as well additional rolling stock will be required to realise the potential of the local network and such proposals will be supported.

- 6.4.3 Over recent years Metro has shown that investment in the rail network can be successful. This is reflected in the increase of passenger numbers from 11.5 million in 1994 to 16.6 million in 2002, an underlying growth of 6 per cent per annum.

T10: THE DEVELOPMENT OF THE LOCAL RAIL NETWORK WILL BE SUPPORTED SO AS TO MAXIMISE ITS POTENTIAL CONTRIBUTION TO THE PUBLIC TRANSPORT NETWORK

T10A: FORMER RAIL LINES WILL BE SAFEGUARDED FOR POSSIBLE USE AS CYCLEWAYS/ WALKWAYS AT:

1. STANKS TO SCHOLDS
2. OTLEY TO POOL
3. ALLERTON BYWATER

- 6.4.4 A number of former rail-lines have been identified which offer the prospect for the development of good off-road cycle routes as part of a long term network of such routes across Leeds and linking with routes in adjacent districts. Much of these prospective routes are already informally used by walkers and may have potential for cycle use. By safeguarding the routes from development for these uses, the possibility of future use of the routes for public transport improvements, which may come forward, would not be precluded.

- 6.4.5 The provision of additional Metro Train stations in suitable locations would improve accessibility and increase patronage of the railway network, and is included in the WYLTP. Support will be given to the PTA's priority for the provision of stations serving a substantial catchment of existing or planned development or offering wider transport benefits (including park-and-ride potential). Existing development may be sufficient to sustain new stations at locations including Armley, Beeston, Horsforth (Woodside), Kirkstall, Methley, Osmondthorpe and White Rose Centre. New development proposals in the UDP may justify stations at Elland Road and Austhorpe (Thorpe Park). New stations at Ardsley, Calverley and

Arthington would be primarily planned as Park and Ride facilities and Leeds Parish Church/Marsh Lane would provide interchange facility with the bus and coach stations. Some of these stations are currently under consideration with possible construction within the second LTP period (2006-2011). These locations are identified in Railplan 5 for consideration up to 2020 but with no firm dates. Their status is very much at the early stages of planning and subject to many factors such as the possible expansion of the LRT network, the availability of resources for construction and to address any other related infrastructure and service constraints:

T11: PROVISION OF NEW RAILWAY STATIONS WILL GENERALLY BE SUPPORTED.

New forms of public transport: Supertram and Guided Bus

6.4.6 An essential part of the WYLTP will be the provision of new forms of transport to carry passengers speedily and safely into the City Centre. The UDP needs to reflect this approach, for example by reserving land and making related development proposals. In general:

T12: THE INTRODUCTION OF NEW MODERN FORMS OF PUBLIC TRANSPORT SUCH AS SUPERTRAM AND GUIDED BUS WILL BE SUPPORTED.

6.4.7 On the basis of detailed studies, and with strong public support, a Light Rapid Transit "Supertram" system is considered most appropriate for Leeds, especially if linked with Park-and-Ride car parks on the edges of the main urban area (see paras. 6.4.16-19 below).

6.4.8 It is proposed to construct a City-wide network of Supertram lines (and Guided Bus routes - see para. 6.4.11 below), covering principally those corridors where no rail links exists. Diagram 2 illustrates this principle: Supertram lines are proposed in the South, North West (Headingley), and East sectors of the main urban area of Leeds. Statutory powers and funding has been granted for the construction of Leeds Supertram and work is proceeding to implement the network on which services are planned to begin in 2008. This network will serve local communities, commuters along each of the major corridors served and through the provision of Park and Ride facilities a wider catchment area. Supertram or other Rapid Transit system will help encourage journeys to be made by public transport rather than by car and thus will contribute to sustainability both in general and in the communities through which they pass. This will be a factor to be taken into account in decisions on the future location,

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scale and character of development along the routes.

T13: THE LINES OF THE PROPOSED SUPERTRAM ROUTES TO SOUTH LEEDS, HEADINGLEY AND EAST LEEDS, AND POTENTIAL STATION SITES, WILL BE RESERVED AND PROTECTED.

6.4.9 All these routes will, therefore, need to be safeguarded from other development in order to ensure that the proposals for the approved Supertram routes can be implemented.

6.4.10 Supertram routes will, wherever possible, be segregated from road traffic, running on road verges or central reservations. All planned routes will link outer suburbs with the City Centre, be provided with Park-and-Ride facilities, carefully planned to fit in with the street environment, integrated with traffic and bus operations, and will link key City Centre locations, for example Leeds Station. All Supertram stations will be at ground level, offering ease of access for those people with mobility difficulties, and will enhance the attractiveness and image of the City.

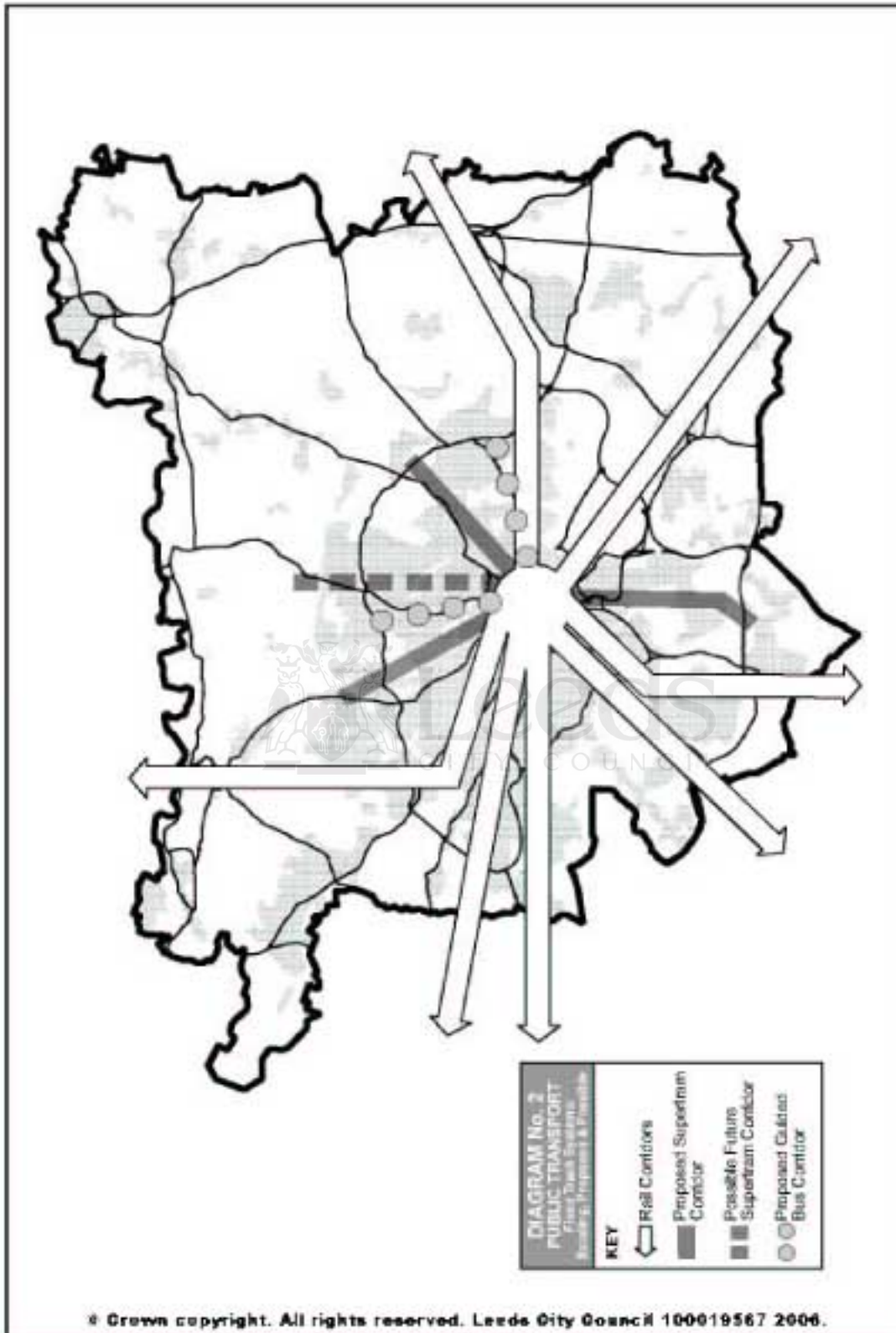
6.4.11 Complementing Supertram, Quality Bus Corridors which make extensive use of guided busways and bus lanes and other priority measures are also being considered. This system allows buses to use local roads in the suburbs before joining segregated guideways or bus lanes to bypass congestion on the main radial roads. These measures could speed up journeys on a number of routes. Quality Bus Corridors have now been completed on Scott Hall Road and York Road/Selby Road and further busway/bus lane based proposals have been prepared for Kirkstall Road.

6.4.12 In the longer term, both systems could be expanded further:

T14: FURTHER CORRIDORS WITH POTENTIAL FOR SUPERTRAM, GUIDED BUS OR BUSWAY SERVING OTHER PARTS OF THE DISTRICT WILL BE INVESTIGATED AND WHERE APPROPRIATE, BROUGHT FORWARD FOR IMPLEMENTATION.

Bus and Coach

6.4.13 Bus services account for around 95% of all journeys by public transport in West Yorkshire, and 16% of all commuter journeys. Buses are potentially up to 25 times more efficient in their use of road space for moving people than private cars. It is therefore far more efficient use of road space to give priority to buses, thus maintaining and improving journey speeds and most importantly improving the reliability of buses.



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- 6.4.14 A wide range of proposals are put forward in the West Yorkshire Bus Strategy which forms part of the WYLTP. Most of these are not specifically land use planning matters, but include not only Guided Bus but also the provision of bus lanes which remove buses from general traffic congestion, signal priority measures at junctions to reduce delays to approaching buses, improved ticket systems and better design of vehicles with particular attention to access for disabled people. Within the City Centre, traffic measures are proposed which will improve bus movements in the City Centre and make bus travel more attractive. Chapter 13 considers these in more detail. In addition, in order to provide for the future full accessibility of bus services by disabled people, measures are being developed and implemented at bus stops to complement the introduction of low floor accessible vehicles, including raised kerbs and measures to prevent illegal parking. Accordingly:

T15: MEASURES TO GIVE PRIORITY TO BUS MOVEMENTS AND IMPROVE VEHICLE ACCESSIBILITY WILL BE SUPPORTED.

- 6.4.15 Bus deregulation means that the basic pattern of bus services is determined by private operators, with only a limited number being influenced by support from Metro to support non-commercial, but socially necessary services. Whilst bus patronage may be influenced by land use proposals and by the type of priority measures described above, the UDP cannot be sure that particular services will continue to operate and provide the desirable level of accessibility for residents.

Park-and-Ride facilities

- 6.4.16 Encouragement to the establishment of Park-and-Ride facilities is an important part of the WYLTP. Although these facilities may take some time to develop and become an established feature of travel behaviour, ultimately they offer significant scope to reduce the growth in car usage, particularly of car commuting into the City Centre. Park-and-Ride facilities could be developed in association with each of the modes of public transport.
- 6.4.17 To encourage further train use, Park-and-Ride facilities need to be developed at existing and proposed rail stations, including secure cycle parking. Whilst limited facilities are already provided at most existing stations there is likely to be a need for increased capacity. There are opportunities for the provision of new Park-and-Ride stations at locations on the network, subject to the resolution of local access and highway matters.
- 6.4.18 Park-and-ride facilities at or near the outer ends of the Supertram routes will offer visitors and commuters the chance to leave their cars in a secure

place and travel easily and comfortably into the City Centre. These facilities are essential to the successful operation of the Supertram system. Similarly, the scope for park-and-ride facilities associated with bus services (including Quality Bus Corridors both conventional and Guided Busway) needs to be investigated, and support given where possible.

- 6.4.19 In order to plan ahead, where possible it is necessary to identify suitable sites now and to safeguard them for Park-and-Ride facilities. The criteria used for identifying suitable sites for guided bus and Supertram sites differed but proximity to proposed routes and size were key factors. For want of site opportunities of sufficient scale it has proved unavoidable to allocate 2 Park and Ride sites in the Green Belt. By so doing the Plan gives clear forewarning of a significant future land use to interested parties but avoids the site being regarded as available for any other development purpose than park and ride. The landscape design style of these 2 developments will be directed to maximising the compatibility of the park and ride sites with the surrounding landscape character. The possibility of obtaining developer contributions through planning obligations will be considered. Suitable locations are identified on the Proposals Map:

T16: PLANNING PERMISSION WILL BE GRANTED FOR PARK AND RIDE FACILITIES ASSOCIATED WITH RAILWAY STATIONS, RAPID TRANSIT SYSTEMS AND QUALITY BUS SERVICES, SUBJECT TO EVALUATION AGAINST THE FOLLOWING CRITERIA BEING MET. SUITABLE PROPOSALS SHOULD:

- **DEMONSTRATE A POSITIVE CONTRIBUTION TO THE OBJECTIVES AND TARGETS OF THE LOCAL TRANSPORT STRATEGY (THE LOCAL TRANSPORT PLAN),**
- **BE DERIVED FROM A THOROUGH ASSESSMENT OF POSSIBLE SITES,**
- **BE ACCEPTABLE IN TERMS OF IMPACT ON LOCAL AMENITY,**
- **BE ACCEPTABLE IN TERMS OF TRAVEL IMPACTS, INCLUDING TRAFFIC REDUCTION AND GENERATION,**
- **BE SITED AND DESIGNED TO MAXIMIZE ACCESSIBILITY BY NON-CAR MODES NOTABLY WALKING AND CYCLING.**

WHERE THEIR USE IS APPROPRIATE, SCHEMES NEED TO BE DESIGNED AND IMPLEMENTED IN ASSOCIATION WITH OTHER MEASURES, SUCH AS PUBLIC TRANSPORT IMPROVEMENTS, TRAFFIC MANAGEMENT AND PARKING CONTROLS.

PROPOSALS TO DEVELOP PARK AND RIDE SITES IN THE GREEN BELT WILL BE JUDGED IN ACCORDANCE WITH THE ADVICE CONTAINED IN PLANNING POLICY GUIDANCE NOTE 2

T17: LAND IS ALLOCATED FOR PARK AND RIDE PARKING AND RELATED FACILITIES AT THE FOLLOWING LOCATIONS:

1. STOURTON NORTH (SUPERTRAM – SOUTH LEEDS LINE);
2. BODINGTON, ADEL (SUPERTRAM – NORTH LEEDS LINE);
3. ADJACENT TO THE A64, SWARCLIFFE (SUPERTRAM - EAST LEEDS LINE);
4. LINGFIELD APPROACH, MOORTOWN;
5. PUDSEY STATION;
6. THORPE LANE/BRADFORD ROAD, TINGLEY (SUPERTRAM – SOUTH LEEDS LINE);
7. HARROGATE ROAD, ALWOODLEY GATES.

2. Highway Proposals

6.4.20 At a strategic level, one of the WYLTP and UDP's key elements is to concentrate traffic onto the "Strategic Highway Network" which:

- i. focuses longer distance and regional through traffic flows towards the Primary Route Network and away from the urban area generally;
- ii. defines a network of major routes across the District to improve accessibility and distribution across the urban area of long distance inter-urban traffic and local intra-city journeys;
- iii. provides a framework for the identification of appropriate radial routes for express and core public transport services and routes;
- iv. facilitates the development of better management of traffic flows within the City Centre which will improve access for public transport and pedestrian movement, and offer environmental benefits and increased safety;
- v. assist in development control and the determination of land use proposals;
- vi. assist in the development and implementation of traffic calming schemes, with particular reference to road safety;

- vii. assist in the development of routeing and traffic signing strategies;
- viii guide the allocation of highway construction, enhancement and maintenance resources;
- ix be used in Local Transport Plan submissions and bids for Government transport funding allocations for capital maintenance and improvements and other resources to support the network.

6.4.21 In developing the Strategic Highway Network, the UDP takes account of the Department for Transport and Highways Agency’s published programmes of trunk and motorway improvements. However, bearing in mind the consolidation of the trunk road network through the “de-trunking” process to a smaller core network of national strategic routes, the City Council, which is now responsible for all roads within the district with the exception of the M1, M62 & M621 Motorways and A1 & A64 trunk roads, will attempt to maximise their potential for removing extraneous traffic from the non Primary routes by the effective management and targeting of improvements to secure a more integrated approach to the management of strategic traffic flows. Highway proposals will be developed in the context of the WYLTP and latest government guidance in policy, implementation and design. This should lead to a more comprehensive approach to highway proposals.

6.4.22 Particular attention will be given to non-car users, pedestrians and cyclists in terms of their needs and provision of facilities. Environmental matters will also receive greater attention in terms of appraisal, design and implementation, reflecting the greater weight now given to all aspects of the environment.

6.4.23 The resulting Strategic Highway Network (Policy T18 below) therefore includes both road improvements to the national core network as proposed by the Department for Transport (Policy T19) and those supported by the City Council under Policy T20. The network and both sets of proposals are shown on the Proposals Map and listed, in detail, within Policies T19 and T20 respectively.

6.4.24 Reflecting Policy T1, and the issues set out in para. 6.3.2, priority for investment to maintain highways will be given to the Strategic Highway Network:

T18: PRIORITY WILL BE GIVEN TO THE DEFINED STRATEGIC HIGHWAY NETWORK IN THE ALLOCATION OF RESOURCES FOR INVESTMENT IN ROADS.

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T19: THE STRATEGIC HIGHWAY NETWORK WILL INCLUDE THE FOLLOWING DEPARTMENT FOR TRANSPORT NEW ROADS OR MAJOR ROAD IMPROVEMENTS, WORK ON WHICH IS EXPECTED TO COMMENCE WITHIN THE PLAN PERIOD:

- 1. A1 MOTORWAY – BRAMHAM TO WETHERBY UPGRADING**
- 2. A1 IMPROVEMENTS: FERRYBRIDGE - HOOK MOOR; WETHERBY (GRANGE PARK - YORK RD); WETHERBY (YORK RD) - WALSHFORD;**

T20: THE FOLLOWING CITY COUNCIL MAJOR HIGHWAY SCHEMES WHICH WILL FORM PART OF THE STRATEGIC HIGHWAY NETWORK ARE PROPOSED. WORK IS EXPECTED TO COMMENCE ON THESE WITHIN THE PLAN PERIOD:

- 1. INNER RING ROAD STAGES VII**
- 2. EAST LEEDS LINK**
- 3. EAST OF OTLEY RELIEF ROAD**
- 4. A6120 RING ROAD ROUTE STRATEGY**
- 5. A65 QUALITY BUS CORRIDOR**

6.4.25 Further details of the Department for Transport schemes in Policy T19 are as follows:

1. A1 Motorway – Bramham to Wetherby Upgrading

In June 2002 the Minister for Transport announced the addition of a scheme to upgrade the A1 to motorway between the A64 Bramham Crossroads Junction and Wetherby to the Targeted Programme of Improvements. This decision followed a Roads Based Safety Study of the A1 between Bramham and Barton. Proposals are subject to the outcome of the public consultation exercise undertaken by the Highways Agency in late 2002/early 2003.

2. A1 Improvements: Ferrybridge - Hook Moor

The dual three lane improvements on the A1 within Leeds District, from the A63 Selby Fork junction to Hook Moor, will primarily benefit through traffic. East and west traffic movements along the A63 Primary Route will also benefit by the provision of improved junction arrangements. One of the existing A1 carriageways will be retained to accommodate local traffic movements;

A1 Improvements: Wetherby (Grange Park - York Rd (B1224))

The Department for Transport will secure the improvement of this

relatively short length to dual three lane standard, in line with the proposals for the remainder of the A1 from Ferrybridge to Barton;

A1 Improvements: Wetherby (York Rd) - Walshford

These are largely outside Leeds District, but have some significance in terms of the proposed employment site in the triangular area to the north-east of Wetherby which would be formed by the new A1, the existing A1 and the Leeds boundary. A new junction with a link back to the existing A1 and Deighton Road is proposed just north of the Leeds boundary;

6.4.26 Further details of the City Council schemes in Policy T20 are provided below. The WYLTP identifies in detail those major highway schemes programmed to commence during the five year period 2001 to 2006. Beyond 2006, a number of scheme proposals are identified for commencement. A detailed programme for implementing these schemes has not been prepared since it is not possible to predict their timing which will be dependent on further evaluation and the development of detailed proposals.

6.4.27 The effective management of travel demand is playing a greater role in transport policy, thus the role of major highway construction is expected to diminish, particular in major urban areas. The WYLTP places great emphasis on the development of an integrated public transport system as an alternative to extensive major highway construction. Such proposals need to be responsive to operational and policy needs, not all of which can reasonably be forecasted or planned in detail beyond the five year programme time horizon.

6.4.28 Primarily, the Council is concerned to promote a forward programme which is both realistic in the demands made on both local and central government resources, and which contributes the maximum benefit to meeting the objectives for transport stated in the WYLTP and accepted by the Department for Transport.

6.4.29 Details of the City Council schemes in Policy T20 are as follows:

1. Inner Ring Road Stage VII

This City Council scheme essentially completes the inner ring around the City Centre, and thus will complete the removal of most through traffic from the City Centre. It therefore remains essential to the completion of the long term plan for improving the circulation and public transport systems in the City Centre. Together with proposals in the City Centre, it enables further improvements to be made to the City Centre environment. The main land use impact is to make some sites immediately around the existing City Centre more accessible, and thus more attractive to development, especially on the east side of the City;

2. The East Leeds Link

This proposal will provide an important link from the City Centre/Inner Ring road to the M1 Motorway, and thus to the east and north-east of Leeds, and remove some congestion on the A63, A64 and parallel "rat-runs". It is essential to the regeneration of the Aire Valley Leeds area and for the city to benefit fully from the completed M1 link to the A1. It will also give access to a significant area of potential development in the Cross Green areas;

3. East of Otley Relief Road

The route shown on the Proposals Map will provide an important link in the longer-term development of the road network, greatly improve environmental conditions in central Otley, and provide access for new development opportunities to the east of the town (see Chapters 7 and 8). The alignment shown on the Proposals Map differs from the previously protected route along the disused railway to the east of the town, which has been abandoned;

4. A6120 Ring Road Route Strategy between M1 at Austhorpe and Dawson's Corner at Pudsey

This is a strategic orbital route around the North of Leeds which accommodates both strategic long distance trips and local short distance trips. Following transfer of the former trunk road section to the local authority, Leeds City Council has commissioned a study to provide a fundamental review of the entire A6120 Leeds Outer Ring Road from Austhorpe to Pudsey with the objective of preparing a long term strategy for the future development and management of the route. The study will also take into account the Phase 3 Eastern Edge housing proposal;

5. A65 Quality Bus Corridor

A package of measures to improve public transport facilities and facilitate significant service quality improvements on the A65 corridor is being progressed. A scheme to provide extensive bus priority on congested sections of Kirkstall Road/Commercial Road/Abbey Road is being prepared and, as part of the A6120 Outer Ring Road Review (described in 4 above), the scope for improvements at the A6120 /A65 junction, including options to benefit bus services using the A65, is being examined. Additionally all the bus stops from the Inner Ring Road to the City boundary will be reviewed and upgraded to improve accessibility to services and provide better information and facilities for passengers. The scheme will also make provision for the needs

of cyclists and improve conditions for pedestrians. Issues related to known problems of 'rat running' and matters of road safety will also be considered separately, but in tandem with the detailed development of the scheme proposals;

6.4.30 In addition to those City Council schemes listed under Policy T20, forming part of the Strategic Highway Network, the following schemes, which will not form part of that Network, are also supported:

T21: THE FOLLOWING CITY COUNCIL HIGHWAY SCHEMES WHICH WILL NOT FORM PART OF THE STRATEGIC HIGHWAY NETWORK ARE SUPPORTED. WORK IS EXPECTED TO COMMENCE ON THESE WITHIN THE PLAN PERIOD:

- 1. THWAITE GATE LINK**
- 2. MANSTON LANE LINK**

6.4.31 Further details of the City Council schemes in Policy T21 are as follows:

1. Thwaite Gate Link

The alignment for a potential new link across the river Aire at Thwaite Gate is being protected to allow the potential improvement of accessibility from South Leeds into the Aire Valley Leeds area. There may be further or alternative links, including bridging the River Aire and Canal, which may replace the existing private link at Skelton Grange. These alternative links are being considered and may ultimately be the City Councils' preferred option to enhance the local highway network and improve access into the Aire Valley from the south;

2. Manston Lane Link

This scheme will improve public transport accessibility to existing and future development, and bring relief to existing residential areas subject to commercial traffic.

3. Road Safety

6.4.32 Road safety is a major concern. The reduction of road injuries is a national transport priority and a range of measures are identified in the WYLTP and local Leeds action plan for future targeting and expenditure on measures to tackle identified road safety issues. There is a range of non UDP measures which can be taken to improve road safety, including traffic calming schemes (paras. 6.3.20 & 21 and para. 6.4.34), better education, improved lighting, and crossing facilities. However, highway

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proposals which can ameliorate or eliminate accident sites for concern will be encouraged in order to improve overall road safety in line with Policy T1:

T22: PROVISION WILL BE MADE TO TACKLE THE MOST SEVERE ROAD SAFETY PROBLEMS OVER THE PLAN PERIOD AS A MATTER OF PRIORITY.

6.4.33 Traffic management measures are already included in the Council's highway programme. Many of these are designed to achieve environmental and road safety improvements, and cover a large number of methods, largely outside the scope of the UDP, including carriageway widening, junction improvements, one-way traffic systems, pedestrianisation schemes, measures to improve road safety, such as pedestrian crossings and cycleways, urban traffic control, HGV bans or weight limits, car parking provision and pricing policies (see below), highway maintenance and street lighting.

6.4.34 In addition, the importance of traffic calming measures is increasingly being recognised. Basically this involves the use of a range of physical and legal measures aimed at redesigning roads in environmentally sensitive built-up areas, in order to reduce danger to pedestrians and cyclists, and generally to improve the local environment. They can be used to shift the balance in favour of pedestrians in streets, to reduce the domination of motor vehicles and to create attractive environments and combined on an area-wide basis with a 20 mph speed limit they are a very effective casualty reduction measure. Home Zones are a relatively new technique in the UK, but in conjunction with traditional traffic calming approaches they offer the prospect in small local areas of creating more people and community friendly streetscapes. Measures can include street closures, speed humps, ramps, continuous footways, chicanes, designated parking spaces and planting. A comprehensive, District-wide, assessment has been undertaken to ensure that action is directed towards the most severe problems, where the prospects of improvement are the greatest. Accordingly:

T23: TRAFFIC MANAGEMENT AND TRAFFIC CALMING MEASURES WILL BE ENCOURAGED PARTICULARLY ALONGSIDE MAIN RADIAL ROADS AND WITHIN RESIDENTIAL AREAS.

6.4.35 Minor improvements for which land is being protected and which are hoped will commence within the Plan period are:

1. A660 Otley Road/Woodhouse Lane

Land is being protected for a junction improvement at Hyde Park Corner which it is anticipated will be introduced as part of the Leeds Supertram scheme;

2. A58 Roundhay Road/Roseville Road

Land is being protected for a rearrangement of this junction to improve traffic and pedestrian conditions.

4. City Centre Traffic Management

6.4.36 A thriving and successful City Centre lies at the heart of any future vision of Leeds. Many of the issues addressed in the WYLTP come together in the City Centre, and their resolution is a fundamental priority of that Strategy. Chapter 13 considers the UDP strategy for the City Centre as a whole, and most of the implications of the WYLTP for the Centre are examined in that Chapter. Some of the issues concerning car parking however have a District-wide significance, and need to be resolved outside the Centre, particularly in fringe City Centre areas, and thus are addressed here.

6.5 CAR PARKING

6.5.1 Car parking is an essential element in the overall strategy for transport and for the proper functioning of land use development. When new development is proposed, consideration has to be given to provision for related car parking and for servicing requirements of new developments to be achieved off the highway.

6.5.2 The City Council operates car parking guidelines. In all cases these identify a maximum level of provision which is considered appropriate to serve a particular type of development, having particular regard to the proposed land use, the location, the scale and nature of the development, public transport accessibility and the local highway network. Long-stay commuter parking in the City Centre is discussed in detail below. Parking guidelines are included in the Plan in Appendices 9A and 9B in Volume 2.

T24: PARKING PROVISION IN ALL DEVELOPMENT PROPOSALS SHOULD REFLECT THE DETAILED GUIDELINES CONTAINED IN APPENDIX 9 IN VOLUME 2.

6.5.3 In line with the strategy of reducing the need to use the car, proposals to create new long-stay car parking for those travelling to and from work by car, outside the curtilage of existing or proposed employment premises,

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will not generally be permitted. Exceptions may be made within the City Centre and Fringe City Centre Commuter Parking Control Area, and for park and ride schemes, for consistency with other Plan policies, and also where lack of parking within employment premises is causing, or would be likely to cause, serious problems in the surrounding area. The Policy does not apply to short-term parking for which there is a demonstrable operational need such as that for visitors to employment premises.

T24A: PLANNING PERMISSION WILL NOT BE GRANTED FOR NEW LONG-STAY CAR PARKING OUTSIDE THE CURTILAGE OF EXISTING OR PROPOSED EMPLOYMENT PREMISES EXCEPT:

- a. **WITHIN THE CITY CENTRE AND FRINGE CITY CENTRE COMMUTER PARKING CONTROL AREA, IN ACCORDANCE WITH POLICY CCP2;**
- b. **FOR PARK AND RIDE SCHEMES IN ACCORDANCE WITH POLICIES T16 AND T17;**
- c. **WHERE LACK OF PARKING WITHIN EMPLOYMENT PREMISES WOULD CAUSE SERIOUS TRAFFIC, SAFETY OR ENVIRONMENTAL PROBLEMS IN THE SURROUNDING AREA.**

PROPOSALS UNDER c. MUST BE SUPPORTED BY A TRAFFIC ASSESSMENT, INCLUDING APPRAISAL OF OTHER MEANS OF ACCESSIBILITY TO THE SITE, INCLUDING PUBLIC TRANSPORT. WHERE PLANNING PERMISSION IS GRANTED THE EXTENT OF PARKING ALLOWED WILL NOT EXCEED THAT WHICH WOULD OTHERWISE BE PERMISSIBLE UNDER THE CAR PARKING GUIDELINES, RELATED TO THE SCALE OF THE EMPLOYMENT USE.

Short stay (visitor and shopper) parking

- 6.5.4 The role of short-stay car parking in the City Centre is of particular importance, to support City Centre objectives. If the City Centre is to increase its success as a shopping and commercial centre, and provide a wider range of new leisure and entertainment facilities, there is a major need for adequate parking to serve shoppers, business and leisure customers, visitors to other facilities and tourists, otherwise they will be discouraged from coming to the City Centre with a knock-on effect on the success of those City Centre functions:

T26 IN THE CITY CENTRE THERE WILL BE A PRESUMPTION IN FAVOUR OF THE USE OF CAR PARKS IN THE CORE CAR PARKING POLICY AREA FOR SHORT STAY USERS UNLESS INSUFFICIENT DEMAND FOR SUCH FACILITIES EXISTS IN A PARTICULAR LOCATION.

6.5.5 Similarly, the functions of other Centres also need to be fully supported by adequate parking provision. On-street parking can cause several problems such as localised congestion, road safety risks, visual intrusion, and conflict of traffic with servicing and deliveries. On street parking control can help to keep these problems to a minimum by preventing parking in inappropriate locations, allow for servicing and help to ensure a supply of short stay parking spaces. Traffic management and calming schemes including pedestrianisation required to secure environmental improvements can also be assisted by the removal of on-street parking. However, the availability of short stay parking is essential in ensuring the viability and vitality of centres and all development, including changes of use, should normally include provision for off-street car parking reflecting the City Council's car parking guidelines:

T27: IN TOWN CENTRES IDENTIFIED IN POLICY S2, THE PROVISION OF OFF STREET PARKING, INCLUDING PUBLIC CAR PARKING, WILL BE ENCOURAGED.

Long stay (commuter) parking

6.5.6 Long-stay commuter trips create morning and evening peaks of road usage. Between 1990 and 2002, the number of vehicles in Leeds City Centre in the peak hours increased by 3%. On the radial roads leading to and from the City Centre, congestion and associated environmental problems occur, and increasingly commuters seek to avoid road problems by "rat-running" through adjoining areas.

6.5.7 An important objective of the WYLTP is to reduce the rate of traffic growth, particularly during the peak period and for journeys into the City Centre. Measures include additions to the Strategic Highway Network to seek to keep extraneous traffic out of the city and the City Centre in particular, the promotion of all forms of public transport to provide an attractive alternative to the car, park-and-ride facilities in the suburbs, the promotion of cycling and walking where appropriate, and traffic management and calming schemes to deter rat-running.

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- 6.5.8 It has long been recognised that the volume of car commuting and congestion is at least partly determined by the amount of affordable and available long-stay parking space. Therefore, positive management of the growth in long-stay parking provision will be used as a strategic tool to alleviate peak hour congestion and reduce environmental conflicts. Combined with other WYLTP measures to improve the quality and attractiveness of alternative modes of transport to the car parking policy will be used to manage the growth of car commuting to the City Centre. A balanced package of policies and standards must be used that recognise the economic and commercial requirements of the community whilst ensuring that the city and its transport systems function efficiently.
- 6.5.9 A car parking survey undertaken for the City Council in 1989 identified over 41,000 long-stay spaces available within a wider City Centre area. Of these, 23,000 were private spaces, over which planning policy can have little influence. Of the remaining 18,000 spaces, some were publicly available in a number of long-stay car parks, but most were on-street spaces on the fringe of the City Centre.
- 6.5.10 The management of the amount of private and public long-stay commuter parking is a long established policy concept in Leeds, as in all other major cities. The policies contained within the UDP represent an adjustment to current practice to take account of WYLTP objectives and changes in the form and extent of city centre development. The main ways by which long-stay parking can be kept in balance are by defining the number of spaces permitted as part of new developments, and by controlling the number of long-stay on-street or public off-street spaces available, usually through pricing policies which tend to be used to ensure that spaces reserved for short-stay users are not monopolised by long-stay commuters.
- 6.5.11 A car parking study commissioned by the City Council and the former Leeds Development Corporation in Autumn 1991 examined the impact of differing levels of parking provision on traffic and the potential to induce a modal switch to public transport. The findings of this study and the City Council's surveys and subsequent experience of parking choices has confirmed that, faced with pressure on central parking, many drivers have parked on the fringes of the City Centre, on-street, and increasingly in residential areas. However, whilst the impact of the proposed Supertram is yet to be realised experience from the two Quality Bus Corridors does demonstrate that some drivers and especially new users do choose public transport.
- 6.5.12 In line with the original study and subsequent monitoring the following policy conclusions have remained as the initial basis for parking policy:
- i. A recognition that parking policies are insufficient on their own to secure any significant transfer to public transport. Measures to manage the demand for City Centre parking, therefore, need to be

accompanied by Quality Bus Corridors and other measures identified in this chapter to provide an attractive alternative in combination with effective controls on the provision and management of long stay parking;

- ii. measures to restrict the spread of long stay parking and increase in commuter trips to the City Centre by car would have worthwhile benefits by limiting the growth in congestion over a widespread area;
- iii. measures to restrict on-street parking by non-residents will need to be taken over a large area around the City Centre to counter the natural tendency of commuters to park further and further from their destination as parking is restricted or becomes fully used.

6.5.13 Residents only parking would provide environmental benefits and reduce nuisance for the residents of those areas. Schemes may also need to be introduced in the areas outside the City Centre to allocate limited on-street parking to local firms and their visitors where they have no off-street parking and their viability would be threatened if the whole of any on-street parking was taken up by overspill parking from the City Centre. Implementation and enforcement of all these schemes could require significant resources, but are an essential element of the overall strategy.

Long stay (commuter) parking guidelines

6.5.14 Within the 'public transport box' in the City Centre, an area which mainly comprises the pedestrianised prime shopping quarter and a significant part of the City Centre Conservation Area, (considered in more detail in Chapter 13.5), there are few opportunities for major new developments. In strategic and local highway and environmental terms there would also be concerns about allowing increased long-stay parking provision as part of new development. However, where the possibility of a major redevelopment does occur, especially on the edge of the public transport box, there may be a need to adopt, by exception, a more flexible approach to ensure that an opportunity to secure a prestigious development for the city is not lost.

6.5.15 Elsewhere within the Core Car Parking Policy Area of the City Centre (an area bounded by the inner ring road to the north and the river to the south), long stay parking provision will be possible to service major new developments and the detailed policies and guidelines reflect the objectives of the WYLTP.

6.5.16 Outside the Core Car Parking Policy Area of the City Centre, within the Fringe City Centre Commuter Parking Control Area of the City Centre, less restrictive guidelines are defined. These less restrictive guidelines reflect generally reduced accessibility by public transport, local needs, localised congestion problems and the capacity of the local highway

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network.

- 6.5.17 The approach to managing the growth of long stay parking is therefore to implement a balanced package of measures: the above **guidelines for parking provision** in new development; introduction of **further on-street parking restrictions** backed by residents' and local firms' **parking schemes**; and support for initiatives to promote **park-and-ride**. Accordingly:
-

T28: THE GROWTH OF LONG-STAY COMMUTER CAR PARKING RELATED TO CITY CENTRE EMPLOYMENT WILL BE MANAGED AS FOLLOWS:

- i. **PARKING PROVISION IN NEW DEVELOPMENT SHOULD REFLECT THE CITY COUNCIL'S LONG STAY COMMUTER PARKING GUIDELINES WHICH DISTINGUISH BETWEEN:**
 - **WITHIN AND IMMEDIATELY ADJOINING THE PUBLIC TRANSPORT BOX, WHERE ADDITIONAL COMMUTER PARKING WILL BE DISCOURAGED;**
 - **THE CORE CAR PARKING POLICY AREA, WHERE THE PROVISION OF ADDITIONAL COMMUTER PARKING WILL BE RESTRAINED;**
 - **FRINGE CITY CENTRE COMMUTER PARKING CONTROL AREA, WHERE THE OBJECTIVE IS TO CONTROL THE GROWTH OF COMMUTER PARKING;**
 - **PRESTIGE DEVELOPMENT AREAS;**
 - ii. **FURTHER ON-STREET PARKING RESTRICTIONS WILL BE INTRODUCED, ACCOMPANIED BY SCHEMES GIVING PRIORITY TO RESIDENTS' PARKING AND THE NEEDS OF LOCAL FIRMS IN THE FRINGE CITY CENTRE COMMUTER PARKING CONTROL AREA;**
 - iii. **SUPPORT WILL BE GIVEN TO PARK-AND-RIDE SCHEMES INVOLVING METROTRAIN, SUPERTRAM OR BUS SERVICES, IN ACCORDANCE WITH POLICY T16.**
-

- 6.5.18 The detailed guidelines included in Appendix 9B in Volume 2 will be applied with a degree of flexibility appropriate to circumstances. The outer boundary of the Fringe City Centre Commuter Parking Control Area is defined on the main Proposals Map, and the Core Car Parking Policy Area is identified on the City Centre Inset Plan II.

COACH AND LORRY PARKING

- 6.5.19 Throughout the year Leeds attracts many visitors, both shoppers and tourists, who arrive by coach. This reaches a peak preceding Christmas, when up to 90 day trip coaches arrive each Saturday in December, primarily bringing shoppers. With completed leisure and tourism initiatives such as the Royal Armouries development, the demand for day trips is likely to significantly increase.
- 6.5.20 Leeds currently has no adequate permanent facilities to accommodate coach layovers. If Leeds is to retain and attract further coach trips, a facility is required for coach layovers. Such a facility needs to be relatively close to the City Centre (within about two miles), in a safe and secure location, with refreshment and toilet facilities readily available for coach drivers. Elsewhere within the City, coach layover facilities also need to be provided close to particular attractions e.g. other shopping centres and tourist attractions. Coach drop off and pick up points need to be identified within the City Centre itself. Scope for these is being considered as the detailed proposals for City Centre traffic management are developed (Chapter 13.5).
- 6.5.21 There is similar need to identify scope for lorry parking facilities, which are seriously lacking in the District. As with coach parking, space for the secure parking of large vehicles is required, together with facilities for drivers. However, in contrast to coach parking, scope for overnight parking is more critical, and appropriate locations need to be accessible to the main national and regional road network rather than close to the City Centre or other tourist attractions. Scope may exist for facilities at the junction of the M1 and the East Leeds Link Road. Accordingly:

T29: SUPPORT WILL BE GIVEN TO THE PROVISION OF LORRY PARKING AND COACH LAYOVER FACILITIES IN APPROPRIATE LOCATIONS.

T29A: SUPPORT WILL BE GIVEN TO THE PROVISION OF LORRY PARKING AND COACH LAYOVER FACILITIES AT THE JUNCTION OF THE M1 (POLICY T19) AND EAST LEEDS LINK ROAD (POLICY T20).

6.6 OTHER STRATEGIC FACILITIES

Leeds-Bradford International Airport

- 6.6.1 Leeds-Bradford International Airport is the regional airport and has potential for further passenger and freight growth, in order to better fulfil its regional role. The issue of aircraft noise has been extensively debated at

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two Public Inquiries. Previous limitations to flying hours were lifted by planning permission granted in January 1994, which allows night time flying, but subject to a range of safeguards. These include noise insulation to bedrooms in houses within a defined area, regular monitoring and reporting of night time flights and a package of highway improvements.

- 6.6.2 The Local Economy chapter considers the scope for development of land around the Airport for employment purposes, and identifies potential development sites. Development of the Airport could make the area a more attractive and high-profile location in which to invest.
- 6.6.3 Further development of the Airport will have implications for the amount of land required for the Airport's operational land requirements. The Airport Operational Land Boundary (AOLB) is identified on the Proposals Map. There are seven proposed additions and one deletion from the AOLB defined in the previously approved Local Plan, which are considered in detail in Chapter 14 (Aireborough, Horsforth and Bramhope). In addition, Chapter 14 gives details of both the new Airport Public Safety Zones and the Aerodrome Safeguarding Area, both of which are shown on the Proposals Map.
- 6.6.4 There are many advantages to the region of the further development of the Airport's regional function in terms of employment, commerce, and status of the region in an era of expanding international business, and in terms of catering for international and holiday travel needs of the region's residents and visitors. Some assumptions for growth at the airport have been incorporated into the UDP. These do not include proposals made in the recent Government White Paper "The Future of Air Transport" (December 2003). Leeds Bradford International Airport is preparing an Airport Masterplan, as indicated in the White Paper. The development implications of this will need to be considered in the context of the City Council's emerging Local Development Framework for the Leeds District. The retention and improvement of public transport links to the City Centre and elsewhere will also be encouraged by the Council.
- 6.6.5 Improved access for passengers and freight traffic will however need to be addressed if the Airport is to realise its potential as a major regional facility. The need for improvements is recognised in the Airport's Surface Access Strategy which is supported by the WYLTP. Passenger and freight growth of the Airport will be encouraged, but will need to reconcile environmental concerns in establishing whether there is any requirement to identify further land both for operational reasons and for employment, and to provide supporting transport infrastructure (including highway improvements):

T30: PROVISION WILL BE MADE FOR THE CONTINUED GROWTH OF LEEDS-BRADFORD AIRPORT SUBJECT TO IMPROVEMENTS TO TRANSPORT INFRASTRUCTURE.

Rail and Canal Freight

6.6.6 The movement of goods is an essential element of most commercial activities, and the subsequent demand for freight transport has resulted in a complex mix of road, rail, waterway and air freight. The City Council through the UDP is primarily concerned with ensuring that the availability of facilities for movement and access is not a deterrent to economic development, and with minimising environmental problems caused by industrial traffic.

6.6.7 In order to help minimise these environmental problems, it is important to promote the increased use of rail and waterways for freight movement, particularly for the transport of bulky and dangerous materials, and to encourage developers to take full advantage of the commercial opportunities offered by both modes. Potential rail users will be encouraged to locate at suitable sites, and where necessary provision for rail or canal access will be protected for potential users:

T31: POTENTIAL USERS OF RAIL OR CANAL FOR FREIGHT TRANSPORT WILL BE ENCOURAGED TO LOCATE AT SUITABLE SITES AND WHERE NECESSARY PROVISION FOR RAIL OR CANAL ACCESS WILL BE PROTECTED FOR POTENTIAL USERS.

6.6.8 Encouragement will be given to the use of the Aire-Calder Navigation for both commercial and recreational use, and the Leeds-Liverpool Canal for recreational use only.

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