TRANSPORT COMMITTEE

MEETING TO BE HELD AT 3.00 PM ON TUESDAY, 19 SEPTEMBER 2023
IN COMMITTEE ROOM 1, WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS

A G E N D A

1. **APOLOGIES FOR ABSENCE**

2. **DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**

3. **EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**

4. **MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 27 JULY 2023**
   Copy attached.
   (Pages 1 - 10)

5. **PASSENGER EXPERIENCE UPDATE**
   (Pages 11 - 40)

6. **MASS TRANSIT VISION ADOPTION**
   (Pages 41 - 76)

7. **MASS TRANSIT-APPROACH TO PLACEMAKING AND DESIGN PHILOSOPHY**
   (Pages 77 - 176)

8. **LOCAL ELECTRIC VEHICLE INFRASTRUCTURE SCHEME**
   (Pages 177 - 180)

9. **PROJECT APPROVALS**
   (Pages 181 - 242)

Signed:

Chief Executive
West Yorkshire Combined Authority

MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON FRIDAY, 7 JULY 2023 AT COMMITTEE ROOM 1, WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS

Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Manisha Roma Kaushik (Deputy Chair)	Kirklees Council
Councillor Peter Carlill (Deputy Chair)	Leeds City Council
Councillor Peter Clarke	Bradford Council
Councillor Chris Hayden	Bradford Council
Councillor Liz Rowe	Bradford Council
Councillor Colin Hutchinson (Transport Engagement Lead)	Calderdale Council
Councillor Scott Patient	Calderdale Council
Councillor Ammar Anwar (Transport Engagement Lead)	Kirklees Council
Councillor Eric Firth	Kirklees Council
Councillor Matthew McLoughlin	Kirklees Council
Councillor Neil Buckley	Leeds City Council
Councillor Oliver Edwards	Leeds City Council
Councillor Abdul Hannan	Leeds City Council
Councillor Helen Hayden	Leeds City Council
Councillor Annie Maloney (Transport Engagement Lead)	Leeds City Council
Councillor Armaan Khan	Wakefield Council
Councillor Jakob Williamson (Transport Engagement Lead)	Wakefield Council
Councillor Peter Kilbane	City of York Council

In attendance:

Simon Warburton	West Yorkshire Combined Authority
Melanie Corcoran	West Yorkshire Combined Authority
Mick Bunting	West Yorkshire Combined Authority
Dave Haskins	West Yorkshire Combined Authority
Rachel Jones	West Yorkshire Combined Authority
Fiona Limb	West Yorkshire Combined Authority
Steffi Nolan	West Yorkshire Combined Authority
Ian Parr	West Yorkshire Combined Authority

1. Apologies for absence

Apologies for absence were received from Cllr Bolt, Cllr Caffrey, Cllr Ross-Shaw, and Cllr Salam.

The Chair welcomed the new and returning Transport Committee members for the 2023/24 municipal year. A round of introductions took place for the benefit of those present.

2. Declarations of disclosable pecuniary interests

There were no declarations of disclosable pecuniary interests.

3. Exempt information - possible exclusion of the press and public

There were no items that were identified as exempt from the press and public.

4. Minutes of the meeting of the Transport Committee held on 26 May 2023

Members requested a response to a query raised at the previous meeting regarding the insurance liability in the case of an accident involving an e-bike. Officers responded that an update will be circulated to the members outside of the meeting.

Members noted an error regarding the profits received by the council in the Leeds City Bikes scheme. The original passage:

The equipment would be owned by Leeds, with the operator receiving 25% of profits to reinvest into the scheme.

Should instead read:

The equipment would be owned by Leeds, with the council receiving 25% of profits to reinvest into the scheme.

Resolved: That the minutes of the meeting of the Transport Committee held on 26 May 2023 be approved and signed by the Chair.

5. Bus Service Improvement Plan Update

The Transport Committee considered a report to provide update regarding the state of the bus network and to seek delegation of approval for the BSIP+ funding. Officers clarified the £3,875,221 of BSIP+ funding would be used to ensure a faster response to the challenges faced by the bus network and the protection of services that might otherwise be cut by operators.

Officers noted the Transport Committee had previously approved the initial delivery costs of £6.23 million for development work, £3 million for tranche 1 of the Network Protection and Quick Win Enhancements, and £4.23 million for Enhanced Bus Services. Officers noted the breakdown of the issues

faced by the bus network, and the actions being taken to understand and address the challenges, with the next steps to agree which services should be supported with the first tranche of funding, to begin the delivery of the schemes previously agreed by the Transport Committee, and to engage with operators about the delivery of enhanced bus services. Officers noted that the Mayor's Fares Scheme was approved to continue until at least the end of March 2024, and there was a target for BSIP-funded support officers to become available in bus stations across West Yorkshire from October 2023.

The Chair expressed thanks to officers for their work, and noted the difficulty of making longer-term plans based on the funding cuts made by the government. The Chair noted that £3.8 million of confirmed funding had not yet been received, officers responded that a meeting with the Department for Transport would take place to attain more clarity regarding when the funding would be available. Members noted that delays to funding had prevented improvements and stability for the network and operators had already been asked to delay any changes to their services over the summer, but more than 70 changes had already been made and not all could be restored.

Members noted the withdrawal of services had an impact upon rural communities, and had disrupted residents getting to work, education, and health appointments. Members suggested that it was difficult for operators to justify service cuts when their profits had risen. The Chair noted the Mayor had previously written to transport operators regarding their profits, and how they may be used to prevent cuts to services. Members suggested transport operators be invited to district meetings so members of the public can hear about the changes taking place and pose any questions to operators.

Members questioned why the funding had not yet been received from the government, officers responded that the BSIP process had begun towards the beginning of the pandemic, and the disruption over that period had slowed an already slow process. Officers confirmed the Combined Authority had an agreement in place to receive the funding which had provided confidence, but actions were limited until the funding became available.

Officers acknowledged the impact of cuts to evening services, which had impacted younger community members who are often employed in the night-time economy. The Combined Authority had made it clear to operators and the Department for Transport that the bus network was fundamental to vitality of the centres and the confidence of public.

Members requested clarification on the proposed target to increase radial routes by 5%, and housing accessibility by 55%. Officers responded baseline figures were set in 2019, and the 5% increase would be based on that figure. The housing accessibility measures the amount of housing situated within 400 metres of a suitably frequent bus route, and increasing that figure would support modal shift from cars to public transport.

Members queried what would happen operators deemed the Super Bus routes to be unviable in the fourth and fifth year, and what promotion would take place. Officers responded engagement would be undertaken to develop

a greater understanding of the needs of each district, and passenger confidence would be developed over the first three years. The scheme suggested that by the fourth and fifth year the new routes would become commercially viable for operators to continue funding.

Members noted that some bus services end at 7pm on a Saturday but 9pm on a Sunday which had caused confusion among residents. Members noted that the Combined Authority has funded the Sunday service but operators had cut back on the Saturday service. Members suggested the Combined Authority should not be required to fund what should be core services, but the extra funding would go some way towards restoring services which had been cut as well as introducing new services to meet the needs of communities.

Resolved:

The approach to further development of the Bus Network Plan be endorsed, including the use of criteria to prioritise Combined Authority-funded interventions in the bus network in order to:
• Continue to provide socially necessary connectivity.
• Restore, stabilise and protect the network from further cuts
• Enhance and grow the network

Delegation on the £3,875,221 BSIP+ budget to the Interim Director of Transport Operations and Passenger Experience (Mobility Services and Transformation) in consultation with the partner councils, for the 2023/24 financial year be endorsed.

The next steps for delivery of the Bus Network Plan and wider BSIP programme updates be noted.

6. East Leeds Flexibus Trial Review

Members considered a report to provide an update on the outcome of an internal review of the East Leeds Demand Responsive Transport service. Officers clarified the decision made was to propose early termination of the trial, as per the agreed contract. Officers explained that the trial provided a flexible transport option for passengers, and allowed bookings to be made via an app for pickup and drop-off at specified locations. The trial intended to introduce a new service model and improve access to wider transport and reduce emissions, and would also allow officers to develop further knowledge on the efficacy of such services.

Officers informed members that the trial comprised of seven vehicles at a total cost £3 million, split approximately equally between the cost of vehicles and operating costs. The contract began in September 2021, and featured a break clause which could be exercised after 18 months of operation. The decision had been made to take the option to end the contract after reviewing the evidence collected by Go Travel Solutions following six months of operation. The evidence collected by the review showed that the service had 242 passengers per week spread across 620 trips for an average cost per journey of £16, which fell below the anticipated use set out

in the business case. Vehicle issues had also meant that it was not always possible to have all of the available vehicles in operation, further impacting the delivery.

Officers noted that approximately 22% of journeys made were to St James' Hospital, which showed the success regarding allowing key workers and residents to access employment and healthcare in an area with low vehicle ownership. Only 2% of journeys were to the Cross Gates rail station, and no journeys were made to park and ride services. Overall the trial did not indicate evidence of modal shift or greater connectivity to healthcare, employment, or educational settings. Officers explained that the cost pressures caused by inflation would further increase the overall cost for the remaining trial period. Officers reassured members that consultation with communities would be undertaken to establish the impact caused by withdrawal of the service, which would inform discussions about how best to meet the needs of the communities with new or existing services.

The Chair noted the trial was important to gather information, and that similar schemes across the country had arrived at similar conclusions. Members noted the trial could be effective in rural areas where transport options are more limited, and expressed hopes that the outcome would not prevent trials in other areas. Members added that smaller accessible vehicles may be better suited to serve areas with more difficult geography. Members queried the operating range of the electric vehicles which suggested they were required to return to the depot frequently and take more wasted trips as a result. Officers responded that the lessons taken from the trial would be used to inform future trials, such as the types of vehicles commissioned for use. Officers noted that the batteries for mid-sized buses were not as robust as those used for conventional buses, and members suggested that there were additional factors such as weather conditions that may affect the life of an electric vehicle battery.

Members questioned if an equality impact assessment had been undertaken. Officers responded that the only data collected from passengers were their name and email address and so only limited conclusions could be drawn. A breakdown of the names showed that 85% of service users identified with a female name which could suggest that female passengers were drawn by the safety offered by the service.

Members raised concerns that the withdrawal of the service meant the needs of the residents in East Leeds would not be met. Officers responded there were already measures in place to minimise the impact and that a team was working with St James' hospital to identify how connections with the hospital may be improved.

Resolved: The proposed early termination of the trial East Leeds Flexibus service in accordance with the terms of the trial be noted

7. Transport Policy Update

Members considered a report to provide an update on transport policy. Officers noted the verbal update provided at the previous meeting regarding

the Active Travel Fund. Officers noted the breakdown of the funding received, as well as the breakdown of the funding allocated to each West Yorkshire district. An additional meeting had been arranged with Active Travel England to assess any failed schemes before further funding becomes available in autumn 2024. Meetings with Active Travel England had also been held with Bradford and Leeds Councils

The Transport for the North Board had put its draft Strategic Transport Plan out for public consultation. The plan would provide a high-level opportunity for the north of England to speak with one voice, and provide further context about the needs of West Yorkshire alongside the Local Transport Plan. The consultation can be accessed online, and the consultation period ends in August, with the aim for the full plan to be in place by end of 2023.

The Rail North Committee met on 7 June 2023, and Cllr Susan Hinchcliffe was appointed as one of two Vice Chairs, with the other Vice Chair to be appointed at a future meeting. Other discussions took place regarding the business plans, the Manchester Taskforce, and TransPennine. The next meeting will take place on 13 September 2023.

The Chair requested the feedback from Active Travel England to be provided to districts as soon as possible to allow for the schemes to meet the criteria before the funding deadline. Officers confirmed the meetings would take place within the coming weeks.

The Chair noted that since the meeting of the Rail North Committee, it had been announced that ticket offices in rail stations would be closing across the UK. Members raised concerns about the closures particularly for the elderly and those with disabilities, and added that women and girls could also be vulnerable in unstaffed stations especially in the winter. Members noted that ticket office closures would make stations more inaccessible and discourage passengers from using the trains. The Chair noted that the closures were due to budget cuts from the government and there would only be a 21-day consultation period for the public.

Officers noted the majority of the approximately 1,000 ticket offices in the UK would close, and all of the 19 staffed offices in West Yorkshire would close except for Bradford, Huddersfield, and Leeds. Officers noted there were further implications regarding redeployment of staff, and the impact of waiting room closures. Officers noted that details were minimal and the consultation period was short, but Transport for the North had requested the consultation period to be extended up to 56 days. Members requested that the Chair write to the government to voice the concerns of Transport Committee members regarding the issues caused by the closure of ticket offices.

Members raised concerns that many members of the public were not digitally included and require face-to-face interaction at stations. Staff would also be heavily impacted by the changes which would reduce the expertise available and could make stations less safe as a result. Members added that the changes would result in fewer visitors to the region, affecting the whole of West Yorkshire.

Officers suggested that external transport engagement groups be consulted to increase the response to the consultation, members agreed to the suggestion.

Resolved:

That the updates provided in the submitted report be noted.

The Chair of the Transport committee write to the Department for Transport on behalf of the members to raise members' concerns regarding the closure of staffed railway ticket booths, and to request an extension of the 21-day consultation period.

Combined Authority officers to engage with disability and other transport interest groups regarding the rail station staffing consultation.

8. Project approvals

Members considered two projects progression through the assurance process.

Active Travel Tranche 4 and Capability Fund 2023

Officers outlined the scheme, which aimed to build on previous funding to deliver improved walking, wheeling, and cycling infrastructure for improved access to work and training. The funding would be received from Active Travel England and split between the five partner councils, and would develop a pipeline of delivery by assessing the feasibility of projects.

The Capability fund would develop policy initiatives for future schemes and contribute to the expansion of the behaviour change program.

Members noted that some of the included projects were closer to delivery than others, and questioned if they would be delivered simultaneously. Officers confirmed the projects would be treated individually which would allow for swifter delivery.

A638 Dewsbury Cleckheaton Sustainable Travel Corridor

Officers outlined the scheme, which would provide transport improvements along the A638 corridor between Oakenshaw and Dewsbury. The project was initially approved in June 2022, and approval was sought to increase the available funding to support development of the scheme, with inflation and improved cost accuracy contributing to the rise in initial cost. The scheme would improve the existing infrastructure including cycle lanes, barriers, and changes to the road layout to improve bus journey times and pedestrian access. Officers noted that the value for money assessments returned a low value, but members noted that such schemes do not always capture the improvements made to road users. Members welcomed the scheme, noting the improved links between Bradford and Kirklees would provide significant benefits to residents of both districts.

Resolved:

With respect to the Active Travel Tranche 4 and Capability Fund 2023, the Transport Committee approved that:

(i) The Active Travel Tranche 4 programme proceed through decision point 2 (strategic outline case) and work commence on development of individual project business cases as outlined in this report.

(ii) The Capability Fund programme proceed through decision point 2 (strategic outline case) to activity 5 (Delivery) subject to approval to proceed.

(iii) An indicative approval to the Combined Authority's contribution of £19,961,635 be given. The total scheme value is £19,961,635.

(iv) Delivery costs of £990,000, be approved in order to progress into activity 5 (Delivery) subject to approval to proceed. Grant funding agreements be entered into with the respective partner councils for the following projects: o £240,000 for the School Streets Fund scheme (West Yorkshire Combined Authority),
o £400,000 for the Eastern Gateway scheme (Leeds City Council)
o £350,000 for the Bentley's Residential Streets scheme (Leeds City Council)

(v) Development costs of £2,353,309 be approved in order to progress Active Travel Tranche 4 schemes to decision point 4 (via business justification case or full business case) and £150,000 for the Hebble Trail Development Works (Calderdale).

(vi) Delivery costs of £2,530,967 for the Capability Fund programme be approved in order to progress to activity 5 (Delivery) subject to an approval to proceed.

(vii) Taking the total scheme approval to £6,024,276.

(viii) The Combined Authority enter into a funding agreement with each partner council for the following amounts:
o Kirklees Council up to £436,477.
o Calderdale Council up to £1,370,000.
o Wakefield Council up to £719,390.
o Bradford Council up to £488,056.
o Leeds City Council up to £1,444,823.

(ix) Delegation be given to the Director of Transport Policy and Delivery to amend allocated funding amounts released as part of this decision as required.

(x) Future approvals be made in accordance with the assurance pathways and approval routes outlined in the submitted report,

subject to remaining within tolerances. Where further approval is required, the respective programme or schemes will return to the Transport Committee.

With respect to the A638 Dewsbury Cleckheaton Sustainable Travel Corridor, the Transport Committee approved that:

(i) The change request to the A638 Dewsbury Cleckheaton Sustainable Travel Corridor scheme to increase the Combined Authority contribution funding to £15,269,915, release £560,200 funding to support business case development and to reduce the outputs as detailed in the submitted report be approved. The total scheme value will increase from £12,884,315 to £15,799,977.

(ii) Development costs of £560,200 be given to progress the scheme to Activity 4 (full business case), taking the total approval to £1,927,670.

(iii) The Combined Authority enter into an addendum to the existing funding agreement with Kirklees Council for expenditure of up to £1,927,670.

(iv) Future approvals be made in accordance with the assurance pathway and approval route outlined in the submitted report.

9. Governance arrangements

The Chair outlined the report which provided a breakdown of the membership of the committee, as well as confirmation of the Transport Committee meeting dates for the 2023/24 municipal year. Members raised concerns that the change from the usual Friday meeting would cause inconvenience among the membership and clash with other district meetings, and members from Kirklees expressed their disapproval of the change of meeting dates. The Chair responded that holding meetings on Fridays caused issues for some members, and that changing the day and time of the week would allow for members who were unable to attend regularly. The Chair emphasised the importance of setting meeting dates in advance, but noted that the future dates could still be reviewed in conjunction with members if necessary.

Resolved: The Transport Committee noted the governance arrangements approved by the Combined Authority at the Annual Meeting on 22 June 2023.

The Active Travel Working Group be established for the municipal year 2023/24, with the terms of reference and arrangements as set out in Appendix 5 to the submitted report.

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Report to:	Transport Committee
Date:	19 September 2023
Subject:	**Passenger Experience Update Report**
Director:	Dave Haskins, Director Passenger Experience and Assets (Interim)
Author:	Dave Haskins, Director Passenger Experience and Assets (Interim)

Is this a key decision?	☐ Yes ☒ No
Is the decision eligible for call-in by Scrutiny?	☐ Yes ☒ No
Does the report contain confidential or exempt information or appendices?	☐ Yes ☒ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	☐ Yes ☒ No

1. Purpose of this Report

1.1 To provide an update on the public transport network in West Yorkshire, including an update on the Combined Authority's passenger facing activity.

1.2 The report contains an overview of the following:

- Bus and Rail network passenger trends
- Bus and Rail network service changes – recent and proposed
- Rail ticket office closure consultation exercise
- Bus and Rail network performance/reliability
- Rail network enhancements
- Passenger satisfaction and attitudes

2. Information

Bus Network

2.1 Data from First and Transdev shows that weekday bus patronage at the start of this year's school summer holidays was at approximately 66% compared to the pre-pandemic baseline week (March 2020), shown in **Appendix 1**. This is similar to the overall level at the start of the 2022 school summer holidays.

2.2 In late July 2023, use of adult tickets was 76% of baseline (March 2020) levels compared with 71% at the same point in 2022. In contrast, use of senior passes was 67% of baseline in late July 2023, compared to 67% in 2022. Ticket machine data shows that bus use peaked at 87% overall and 84% for adult tickets in May 2023. The observed fall in bus use since then appears to be largely seasonal, noting that transport to education sites reduces through June and July.

2.3 Service reliability continues to be impacted by traffic congestion and reduced availability of bus drivers and engineers; however bus operators are advising that staff shortages are easing.

Rail Network

2.4 Northern reports rail patronage at approximately 83% compared to pre-pandemic levels, with higher levels when services are stable. Leisure travel continues to lead the recovery, with some weekends regularly proving busier than pre-pandemic and events during the summer have seen an increased demand. Mondays have seen the weakest recovery. Commuter levels are remaining reasonably stable now at approximately 60% overall recovery, based on ticket types (though many commuters are using advance purchase tickets). In response, Northern are targeting several marketing initiatives for commuters.

2.5 TransPennine Express (TPE) reports demand at around 75% of pre-pandemic levels, which is the same level as reported to the previous meeting of Transport Committee.

2.6 LNER indicates demand is currently at 85% of pre-pandemic levels. This does represent a decline from the previous report to this meeting which could reflect both the summer holiday period and the impact of the ongoing strikes – which are affecting all operators serving our region. The Leeds to London services represents the most popular flow. Leisure demand is close to 100% compared to pre-pandemic levels, whereas business travel is slower to recover.

2.7 CrossCountry demand is about 70% of pre-pandemic levels with the leisure market also prevalent; Fridays, Saturdays and Sundays being the busiest days.

2.8 Average weekday footfall at Leeds rail station stood at 63% of pre-pandemic levels in July due to a rail strike day and overtime ban throughout the week starting 17 July. The following week saw rail station footfall increase to 74% of pre-pandemic levels. Weekend levels stand at 61% of baseline levels around the same time, but this low figure is due to rail strikes.

2.9 Strikes continue to impact demand significantly during the week of the strike but recovering in the week following.

2.10 **Summary of Network Changes**

Bus Network

2.11 Bus services had been sustained throughout the pandemic by a combination of Government and local government funding. In June 2023 the Government withdrew the Bus Recovery Grant (BRG) funding, which has reduced the overall amount of support for bus services in the region. This is partially offset by BSIP+ funding that is expected to come directly to the Authority over the next two financial years. BSIP+ funding is focussed on protection and reinstatement of the bus network. There is still an overall reduction in funding, meaning operators continue to review and adapt their networks in line with new passenger demands.

2.12 The Combined Authority have already stepped into retain several services / journeys however are unable to retain everything given our budget position. Whilst the bus network has reduced over the last decade in West Yorkshire to 79% of previous levels, as a result of the collaboration that has taken place with bus operators, the size of the network has not reduced by as much as the majority of other major conurbations (South Yorkshire 73%, Merseyside 70% and Greater Manchester 68%)

2.13 From 3 September service enhancements were introduced to the Keighley network and Aireline service (between Shipley and Leeds) as part of the enhanced bus services scheme. In Wakefield new services for the City Fields development are being planned which will create new links to Wakefield, Eastmoor and Pinderfields Hospital.

2.14 Bus service punctuality and reliability continues to be impacted by congestion. Operators are constantly reviewing timetables and have brought in several punctuality improvements from the start of September.

2.15 A full summary of all the latest bus service changes can be found at public-transport-changes-23-july-2023-14102.pdf (wymetro.com) (from 23 July) and public-transport-changes-2-sept-2023-14203.pdf (wymetro.com) (from 3 September).

Rail Network

Rail ticket office closure consultation

2.16 Train operators are proposing changes to the way they sell tickets and provide customer service at rail stations that are currently staffed. A consultation was launched on 5 July 2023 via the national Transport Focus body, to seek views from both passengers and stakeholders, which, if adopted, will see a large-scale reduction in the number of ticket offices open, and of the hours during which any station staff are available. Stakeholders were concerned about the length of time, which was provided for the consultation, which was considered completely inadequate. This resulted in an extension to the deadline to 1

September 2023, though this still represents a short timescale for a consultation with such far-reaching implications.

2.17 Transport Focus now has the task of collating all stakeholder/public responses. On 6 October final responses will be submitted to the Train Operating Companies (TOCs) by Transport Focus. Between the consultation closing and 6 October, Transport Focus will be engaging with TOCs to see if they can secure improvements to their proposals based on reviews. If not, they may have grounds to object to the proposals in those final responses. In addition, Transport for the North are also submitting a separate response, based on inputs from members, which will go directly to the Secretary of State alongside, but separate from, the responses from Transport Focus.

2.18 District partners were made aware of the consultation and information supplied to the Combined Authority, to ensure they had the opportunity to put forward their own representations via Transport for the North to ensure that any specific local considerations are included. District Partners have also been able to provide consultation responses direct to Transport Focus.

2.19 The initial information provided as part of the consultation was grossly inadequate across almost every area, including details of what future arrangements are proposed (hours / days, staffing numbers), what physical works are intended to enable the proposed changes, what transitional arrangements would be put in place, supporting data in terms of station usage and ticket sales and proposals for products currently only available from staffed stations. It was also felt that there was little or no evidence of proper and adequate consideration of the social and equalities impacts of all the proposals, potentially having grave impacts on those with protected characteristics and other groups within our communities who are already disadvantaged. Although more information has been provided in this regard, some areas remain only in draft form, making it difficult to comment on, and the information remains far from satisfactory.

2.20 The changes for West Yorkshire are significant. Only three of nineteen West Yorkshire stations are proposed to retain a ticket office (with TPE stating that they anticipate Huddersfield will close in the future, reducing this to two). Staff would still be available at stations where there was an existing ticket office, but for West Yorkshire stations the proposal sees a 59% reduction in staffing hours FTE (full-time equivalent) Monday-Saturday, and a 66% reduction on a Sunday. Six of 19 stations currently with a ticket office will no longer have any staff on Sundays. We are concerned that despite this initial redeployment of staff this may in practice lead to the station being de-staffed in the future, without further consultation, to cut costs, as it is only ticket offices that enjoy protection under the industry-wide agreements.

2.21 While the Combined Authority is aware that the ways in which rail travellers purchase tickets have changed and there is a case for altering the ways in which staff presence is provided at stations, these proposals are considered to be inappropriate and potentially deeply damaging. The stations with ticket offices planned for closure in West Yorkshire have a combined usage of more

than 12 million; in the North, around one ticket in six is still purchased at a ticket office. Station staff are essential to ensure our railways are accessible, safe and inclusive for everyone. They offer advice, guidance – and sometimes, simply a friendly face to people who may already be socially excluded and/or unused to public transport. Actual and perceived fears for personal safety on and around the railway are also likely to increase.

2.22 The consultation also seems to exclude vital themes of fares, ticketing, and retail reform, as well as consideration of the future role of stations – areas in which TfN is progressing vital work, work whose outcomes would be prejudiced if these proposals were implemented. The Combined Authority considers it essential that this work on fares and ticketing, and on "stations as a place", should be completed *before* widespread proposals are made to change ticket office provision.

2.23 The consultation response is included in **Appendix 2**.

2.24 Regional Mayors, including Mayor Brabin, have initiated a pre-action legal process as they believe that the consultations are legally inadequate, and the process is being carried out in breach of the requirements of Section 29 of the Railways Act 2005.

Northern

2.25 The next major timetable change on the rail network is on Sunday 10 December. On Northern, while few major changes are planned, and talk early this year about the threat of substantial services cuts has not been borne out, the operator remains under cost pressure from Government and certain cutbacks are proposed which cause the Combined Authority concern. This has resulted in a joint letter having been sent by the Mayor and Transport Committee chair to Northern. The principal concerns highlighted are:

- The withdrawal of a PM-peak additional train (the 17:53 departure) from Huddersfield to Penistone, Barnsley and Sheffield
- Shorter trains on the Leeds – Doncaster line (three cars vice four)
- Shorter trains on some trains on the Leeds / Bradford FS / Ilkley / Skipton network

Trans Pennine Express (TPE)

2.26 51 additional Sunday services were introduced on TPE[1] on 11 June, 12 of these being between Manchester Piccadilly and Huddersfield. This was an initial trial period for eight weeks, to be reviewed in August, although TPE have indicated that they propose to continue the services at least until the next timetable change, as it is considered to have been successful.

[1] The new operating company is called TransPennine Trains, TPT, but the name TransPennine Express is still used for the services, and for simplicity "TPE" is used in this paper.

2.27 TPE is proposing significant changes to services from the December timetable change, in effect to operate a temporary, reduced “emergency timetable” as part of their recovery plan to deal with the unacceptable performance levels that the operator has seen recently. The principle behind this is that while the ‘headline’ service frequencies would be reduced on several routes, the measure would eliminate, or nearly eliminate, on-the-day cancellations and night-before pre-cancellations (“p-coding”), by essentially only promising what TPE is confident it could delivery on the day.

2.28 It is understood that the reduced timetable would operate for up to a year, but that a phased increase of services may allow some to be reinstated sooner as the resource and training situation improves. At the time of writing, while the plans have been leaked into the public domain, their formal status is not clear in terms of whether the proposal has been approved by Rail North Partnership, nor are full details of the timetables, nor of what conditions are to be applied. The main details known so far of the proposal include:

- Withdrawing the Newcastle – Manchester train that runs in most hours, leaving the hourly Newcastle – Liverpool service.
- Retaining the hourly Teesside – Manchester Airport train
- Scarborough would only be served (hourly) by a shuttle from York, without the trains that run through from Manchester at present every other hour.
- Hull would still be linked to Manchester – but that train would also form the hourly stopping service from Leeds to Huddersfield via Dewsbury
- The hourly Manchester – Huddersfield stopping train would continue.
- It is understood that the planned new Manchester – Huddersfield – Wakefield – Castleford – York service would still go ahead, but the frequency and times are to be confirmed.

2.29 The temporary TPE timetable, by requiring less crew, should increase reliability and see performance improve and confidence return – which in turn should see an uplift in demand levels, which have lagged behind Northern and other operators. However, there are significant concerns that the reduced timetable will not provide enough train capacity to cope with peak demand, especially on the York – Leeds – Huddersfield corridor. This concern is heightened by a plan to remove a significant part of TPE’s train fleet, the “Nova 3” (Mark 5 + class 68) trains, entirely from the operator, apparently without any replacements introduced. The loss of 66 carriages from the TPE operation is a matter of serious concern. In particular, as TPE demand recovers and services are restored in 2024, a substantial capacity gap would be expected. It is not clear whether the loss of these trains, which represent around 18% of the TPE fleet, is intended to be temporary or permanent – but in practice once train crews’ competencies lapse (usually after six months not driving a given type), reintroducing the fleet would be significantly more complex and add expense. If this withdrawal proposal is confirmed, it is suggested that the Combined Authority should make clear its serious concern

and, if no proposals to maintain the fleet size and allow growth and recovery are put forward, object.

Cross Country

2.30 CrossCountry have no major changes to service provision in December apart from a few minor retimings. However, they do propose to remove their HST trains from service and replace them with Voyagers in October, as part of a government-mandated cost-cutting exercise. While CrossCountry have indicated that the busiest trains will be eight or nine car pairs of Voyager units, there is a concern that, with the Leeds–Sheffield route in particular always being heavily loaded, some busy trains will be only four or five cars, which will result in overcrowding and potentially increase dwell time at stations, which could increase delays. CrossCountry have agreed to monitor demand.

LNER

2.31 LNER have been seeking the go-ahead to introduce additional Leeds – London King's Cross trains on Sunday, when for much of the day the service is currently only hourly rather than half-hourly. The December timetable change sees the start of improvements to this by way of filling an important gap – further improvement is expected next June. In addition, several existing trains on a Sunday will be lengthened – though this means that in two cases, stops at Horsforth have to be removed.

Passenger Network Performance

Bus Network

2.32 Bus service performance is measured by reliability, which is the number of service journeys which actually operate, and punctuality, the percentage of buses operating on time (i.e., no more than 1 minute early or 5 minutes late) at the start of the route and at timing points along the route. The Bus Alliance collates figures on this from the three major bus companies in the region (First, Arriva and Transdev), the latest quarterly figures West Yorkshire wide are:

Month	**Reliability**	**Punctuality** *(from the first stop)*	**Punctuality** *(stops along the way)*
April 2023	96.8%	89.8%	81.3%
May 2023	97.2%	88.0%	78.3%
June 2023	97.4%	88.7%	79.8%

2.33 The bus industry target is for 99.5% of registered bus service mileage to be operated (reliability) and 95% of buses to run no more than 1 minute early or 5 minutes late (punctuality). The above results show performance significantly less than the target over the full period. The results are currently aggregated over all operators at all times of the week and the passenger experience at busier times may be worse than this in some places.

2.34 Transport Committee members have asked for a more detailed analysis of these results by area. There are a number of data issues to resolve to enable this and it is hoped to offer greater detail in this regard later in 2023.

Rail Network

2.35 Rail strikes which have continued to affect the rail network in West Yorkshire in recent months. At the time of writing no further strike dates have been set, although the RMT and ASLEF unions are expected to announce further dates.

2.36 Since the last update to Transport Committee, punctuality has seen a slight decline for Northern and TPE, and for cancellations Northern have increased slightly while TPEs have decreased. Time to 3 (Percentage trains calling at station stops within 3 minutes of the planned time) for the most recent four-week period 4 (July) sits at 81.5% for Northern and 69.47% for TPE.

2.37 Cancellations saw Northern at 4.41% (4.73% in the East region) and TPE at 5.06%. These figures exclude cancellations announced by the evening before ('P-coded'), which TPE continues to make extensive use of. More detail of those is detailed below.

2.38 On TPE, for the most recent period 4 (July), 11.9% (849) of services were cancelled (approximately 7.2% were P-coded and 4.7% were same day cancellations). On Saturdays in the same period 10.5% of services were cancelled (approximately 4.8% were P-coded and 5.7% were same day cancellations). Since the previous report to Transport Committee there has been a reduction in total cancellations (including P-coding) from 17% to 11.9%. This is a percentage change of –5.1%. The improving trajectory is welcome, but cancellations are being significantly impacted by ASLEF Action Short of a Strike days, where overtime is banned.

2.39 A revised recovery plan is being worked though by the new leadership team at TPE, full details of which are awaited, but are understood to include the temporary reduced timetable described in paragraph 2.28 above, but also a reduction in the TPE train fleet. It will be important to maintain pressure and secure accountability for the successful delivery of this, to ensure that any temporary measures fully protect the interests of passengers, and to ensure that no measures (such as fleet reduction) are introduced that will hamper the recovery and future growth of TPE.

2.40 Shortly after TPE was taken over by OLR a rest day working agreement was agreed and implemented on the 24 June 2023, which TPE suggest is the best way to accelerate their recovery plan. Since rest day working has been re-instated, performance has improved but, on days when an overtime ban is in operation as part of the Action Short of a Strike implemented by ASLEF, as part of the national dispute, performance significantly worsens again. In addition, during the summer TPE's resource position has been adversely affected by drivers taking holiday leave.

2.41 Northern are also struggling with their traincrew resource, which is directly impacting their cancellations and service delivery. There are a variety of reasons for this: sickness, increase in train diagrams (movements) at depots due to blockades, and people leaving the business. Coupled with strikes and actions short of strikes in the ongoing national disputes, the situation has been challenging. Northern are also focussing heavily on route learning and driver efficiency, which will help with cover in the long run, but it also takes people out of delivering the on-the-day service.

2.42 Network Rail is currently working with schools and carrying out a national campaign to reduce trespass on the railway, including a focus on level crossing misuse. Vegetation management is also a focus, especially on the Leeds to Wakefield Westgate line at present, not only reducing leaf-fall issues in autumn but improving drivers' sight-lines for signals.

2.43 During the recent Morley blockade which formed part of the TransPennine Route Upgrade (TRU) works, Northern took steps to provide strengthening (i.e., longer trains) to help with high passenger loadings. One of the main areas of concern which was picked up from passenger surveys following the blockade was relating to replacement buses including adequate signage on the front of the bus and to locate them on the station, varied quality of provision, cleanliness, and information provision about whether buses are running to time. These were discussed at the most recent Rail Forum Meeting, and it was agreed more performance data was needed in this regard and has been fed back to the TRU team as part of an ongoing lessons learned exercise.

Rail Network Enhancements

2.44 In August railway bridge upgrades in the Huddersfield area took place over several weekends. These upgrades will allow the number of railway lines to increase, by strengthening the bridge structures to support more weight. Over weekends in September and October engineers will replace approximately 650m amount of railway tracks. The essential upgrades will not only enable trains to travel at higher speeds in the future, but also significantly improve the overall reliability of services along the Transpennine route as the number of railway tracks will increase from two to four. Forthcoming TRU line closures are listed online here: https://thetrupgrade.co.uk/upcomingclosures/ .

2.45 Also, as part of the TransPennine Route upgrade programme, Network Rail have proposed a number of changes between Leeds and Micklefield. Works include replacing five level crossings with safer alternatives; raising, reconstructing, or removing a number of bridges to enable electrification; and installing some small-scale infrastructure. Network Rail are also proposing a number of temporary work compounds to facilitate the delivery of these improvements.

2.46 A Transport and Works Act Order (TWAO) is required to deliver these elements of the Transpennine Route Upgrade. On 17 July 2023 Network Rail submitted its Transport and Works Act Order application to the Secretary of State for the Leeds to Micklefield scheme.

2.47 The Combined Authority is supportive of the TRU programme. It is one of the biggest rail investments in our region – creating more jobs, and a faster and more frequent rail network – helping us to create a better-connected, brighter and stronger region for all. TRU is also one of key priority programmes identified in the emerging West Yorkshire Rail Strategy.

2.48 The Combined Authority have submitted a positive response to the Secretary of State on 27 August. We have highlighted several areas where there might be a potential impact on the bus network, and we are seeking further information on mitigation measures, timings, timescales and details on specific closures. We also highlighted that that rural areas could be disproportionately affected through road closures therefore it is important that Network Rail could provide us with the details so that Combined Authority could assess and mitigate the impact on our communities. Should there be cost implications for the Combined Authority / bus operators to run the diversional services, we are seeking the TRU programme to cover the cost to prevent areas being cut off from the public transport network.

2.49 We are also asking Network Rail to work closely with the Combined Authority and Leeds City Council to ensure that adequate mitigation measures can be in place with a robust communication strategy so that the timing and impact of any disruption can be mitigated and communicated to commuters well in advance.

2.50 Leeds City Council have also submitted a response to the TWAO consultation. Whilst they are fully committed to and supportive of the proposed programme, there are a number of areas where further collaboration is required to agree the detail of the scheme, particularly during the construction phases and to understand the extent and timeframe for each construction phase. We are seeking Network Rail to work closely with Leeds City Council to resolve those issues and provide the required details.

Passenger Satisfaction and Attitudes

West Yorkshire Public Perceptions of Transport Survey

2.51 The Annual West Yorkshire Public Perceptions of Transport Survey provides a long-running measure of views and attitudes towards transport and infrastructure in the region. Many of the questions have remained constant over the years, whilst some have evolved to address the priorities of the time. The latest survey uses a mixed methods approach (predominantly via telephone with a smaller sample from an online panel) of 1,800 West Yorkshire residents aged over 16 which is statistically representative of the population.

2.52 A number of questions in the survey form key indicators for the 2040 Transport Strategy and the State of the Region indicator suite, as well as indicators for the City Region Sustainable Transport Settlement (CRSTS) and the Bus Service Improvement Plan (BSIP) such as satisfaction with local bus services and affordability of public transport. In addition, the results also provide context to support the development of our bus strategy and the bus information strategy. The survey also contains questions relating to perceptions of safety on public transport in response to the Mayor's pledge on the safety of women and girls.

2.53 The key headlines from the survey include:

- **Satisfaction with the affordability of public transport has increased** (from an average score of 5.6 to 6.2 out of 10), whilst simultaneously satisfaction with the affordability of motoring has fallen.
- **Satisfaction levels with local bus services have declined to the lowest levels since the survey began** (with an average score of 5.9 out of 10 this year).
- **The importance of local bus services remains strong**; with an average score of 7.8 out of 10. **Women, residents aged over 65, ethnic minorities, residents living in the most deprived neighbourhoods, residents in full time education and regular bus users** (defined as those who use the bus at least once a week) all reported higher score for the importance of bus than their counterparts.
- **Satisfaction levels with local train services have also declined** (with an average score of 5.8 out of 10).
- **The share of people who use the bus regularly** (at least weekly) remains lower than pre pandemic levels; concessionary pass holders reported a 12% point decline in regular bus use.
- Self-reported **use of taxis has declined across all ages** relatively to pre-pandemic.
- **Confidence purchasing the best value bus ticket has increased**; 69% of people (excluding those who have a bus pass) reported being confident purchasing the best value bus ticket. This rises to 85% for regular bus users (use the bus at least weekly).
- **Satisfaction with the ease of purchasing a bus ticket increased to the highest levels since this question was introduced** (with an average score of 8.4 out of 10 in the latest survey).
- When asked about awareness of travel information sources, **bus RTI displays, operator websites, the Metro website and timetable leaflets all increased**, whilst awareness of MetroLine and Metro Messenger decreased.
- **Confidence in personal safety when travelling on public transport has fallen since last year**. There are clear gender differences in safety perceptions on public transport with females seeing a larger confidence decline than males. Confidence decreased at night more than during the day. Those aged 65+, people who use the bus infrequently and people

who are disabled have low confidence in personal safety on bus in the dark.

Transport Focus Surveys

2.54 Throughout the pandemic, Transport Focus conducted nationally representative research around travel use. The latest iteration of this research surveys 2,000 people nationally representative of the population of Great Britain every other weekend, who are screened to create separate survey reports for bus and rail use. These explore the journey purpose and satisfaction of those who used buses outside London or made a rail journey excluding London Underground in the last seven days, with weightings applied to the varying base numbers to make the results nationally representative. Reports are now published monthly.

2.55 The latest insights from surveys published 11 August 2023 were:

- 83% of bus passengers were satisfied with their journey overall, compared to 84% in the previous report.
- 85% of rail passengers were satisfied with their journey overall, compared to 84% in the previous report.
- For both bus and rail, satisfaction broadly increases with age, with a dip in the 35-54 cohort for bus.
- Compared to rail passengers, bus passengers reported higher levels of satisfaction with value for money (73% for bus vs 56% for rail) and crowding (87% for bus vs 71% for rail). Rail reported higher levels of satisfaction with journey time (85% for rail vs 81% on bus), punctuality (78% for rail vs 71% for bus) and frequency of service (70% for rail vs 65% for bus).

2.56 Transport Focus published research in July 2023 to explore why older and disabled free bus pass holders appear not to be going back to bus use following the pandemic. Based on an online survey, headline findings show:

- Of the 68% of concessionary pass users who reduced bus use during the pandemic, 33% have continued using the bus less than before the pandemic or reduced it further.
- Of those using the bus less frequently during the pandemic, 69% made fewer journeys for days out or leisure trips.
- 41% of those who reduced bus use in the pandemic, and then did not increase over the last year, say that this is because they are still making few or fewer trips for leisure reasons.
- 32% and 31% respectively say their bus use has not increased in the last year due to service reduction or reliability decline.
- Among those whose bus use increased over the last year, after falling in frequency during the pandemic, 41% say this is because they are making more shopping trips. 7% say that this is due to using the £2 flat

fare scheme in England (outside of London) to make journeys before 9.30am.

2.57 Transport Focus undertook research in March 2022 and again in March 2023 to understand how the pandemic, cost of living crisis, bus service changes and other contemporary factors have influenced bus use. Headline findings show:

- Despite recent improvements, overall bus patronage has been lost through the pandemic.
- Preference towards car use will be hard to overcome.
- Network and reliability improvements are clear needs.
- Capped fare schemes provide value for money and encourage use.
- Promoting bus services could encourage lapsed and non-users to return.

Department for Transport Research

2.58 DfT published an updated research report to explore how national travel patterns have changed following the pandemic. Headline findings are:

- The proportion travelling by public transport has fallen: 48% travelled by bus and 43% by train in November 2022 compared with 63% by bus and 63% by train in the pre-pandemic period.
- The proportions walking (68%) and cycling (26%) in November 2022 remained slightly below the levels reported for the pre-pandemic period (79% and 31%).
- However, the proportions who travelled by car as driver (71%) and by car as a passenger (77%) in November 2022 were similar to those in the three months before the pandemic (71% and 80%).
- A similar proportion of employed people travelled to a place of work at least once a week in November 2022 (78%) as immediately before the pandemic (January-March 2020) (82%). However, the frequency of travelling to work had fallen: 32% of employed people travelled to a place of work five days a week or more often in November 2022 compared with 47% immediately before the pandemic.
- Follow up interviews found participants had settled into new working patterns with little motivation to increase how frequently they travelled to workplaces due to increased flexibility, reduced commuting time and costs, and improved work-life balance.
- When respondents in November 2022 were asked what would encourage them to use public transport more, financial incentives were most commonly mentioned, with more frequent and punctual services.
- In response to the cost-of-living crisis, people's most reported way of saving money on transport was walking more: this was reported by 57% of people. Additionally, just under half (46%) said they had reduced the number of journeys they were making.

2.59 DfT commissioned research to explore what factors would increase bus usage at a national level through strategies and policies designed to drive behaviour change. Headline findings are:

- Bus usage is low due to car dominance.
- Buses underperform on key metrics including reliability and punctuality.
- Buses appeal most to existing users with particular demographic characteristics in age, ethnicity and location.

3. Tackling the Climate Emergency Implications

3.1 An important element of the Transport Recovery Plan agreed in 2020 is to try to embed increased levels of active travel and the opportunity to restore and grow public transport use to maintain improved air quality and achieve decarbonisation ambitions.

4. Inclusive Growth Implications

4.1 Sustaining an effective, stable and affordable public transport network is crucial in ensuring the post pandemic economic recovery is inclusive particularly to communities with limited access to private transport.

5. Equality and Diversity Implications

5.1 Ensuring an effective, stable, and affordable public transport network is important for equality and diversity.

6. Financial Implications

6.1 There are no financial implications directly arising from this report.

7. Legal Implications

7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

8.1 There are no staffing implications directly arising from this report.

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

10.1 That the Committee notes the updates provided in this report.

11. Background Documents

11.1 None

12. Appendices

Appendix 1 – Insights on transport network use

Appendix 2 – Rail ticket office consultation response

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Appendix 1 – Insights on Transport Network Use & Metro Branded Activity Measures

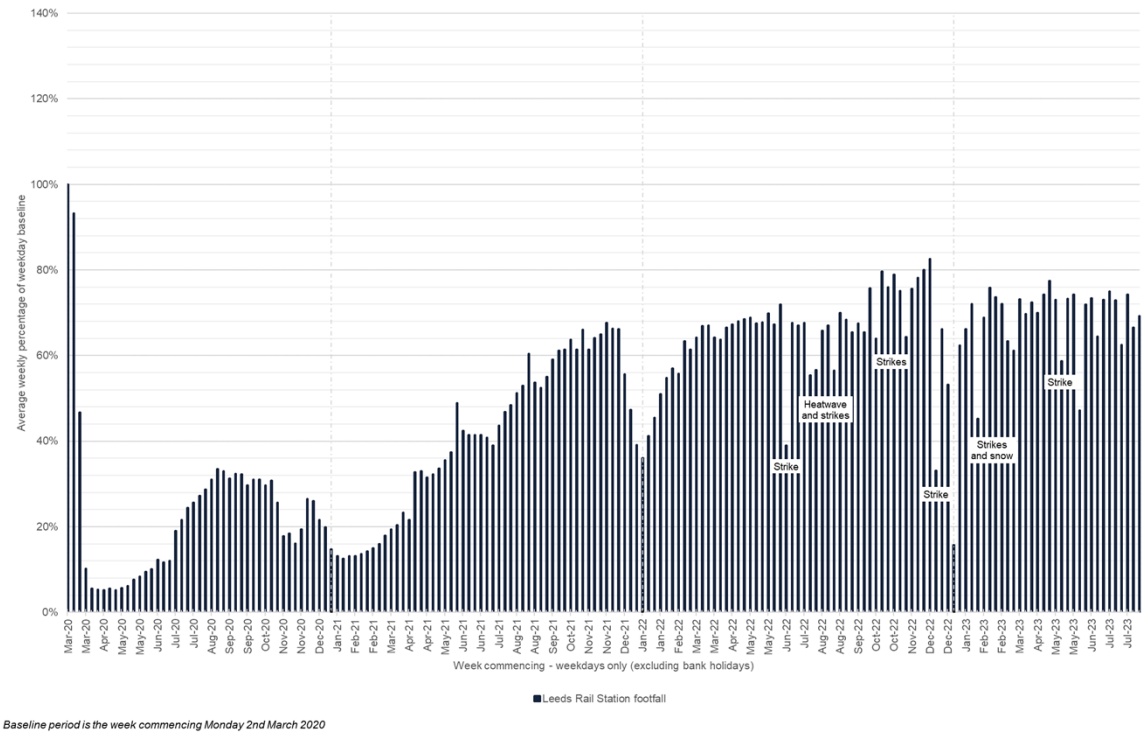
The content in this Appendix gives an insight into recent updates on transport network in West Yorkshire.

Dashboard

https://app.powerbi.com/view?r=eyJrIjoiNTA5ZjIzZWQtNDdiOS00ZGNiLTllNmQtNWZmZmQ0ZDBkMjRiIiwidCI6IjM0ZTkzYmZjLWVlNjYtNDM0NS1hNGZlLTgwNWI2N2U0ODBjMCIsImMiOjh9

Weekday footfall at Leeds station back to 74% in July following rail strike and overtime ban

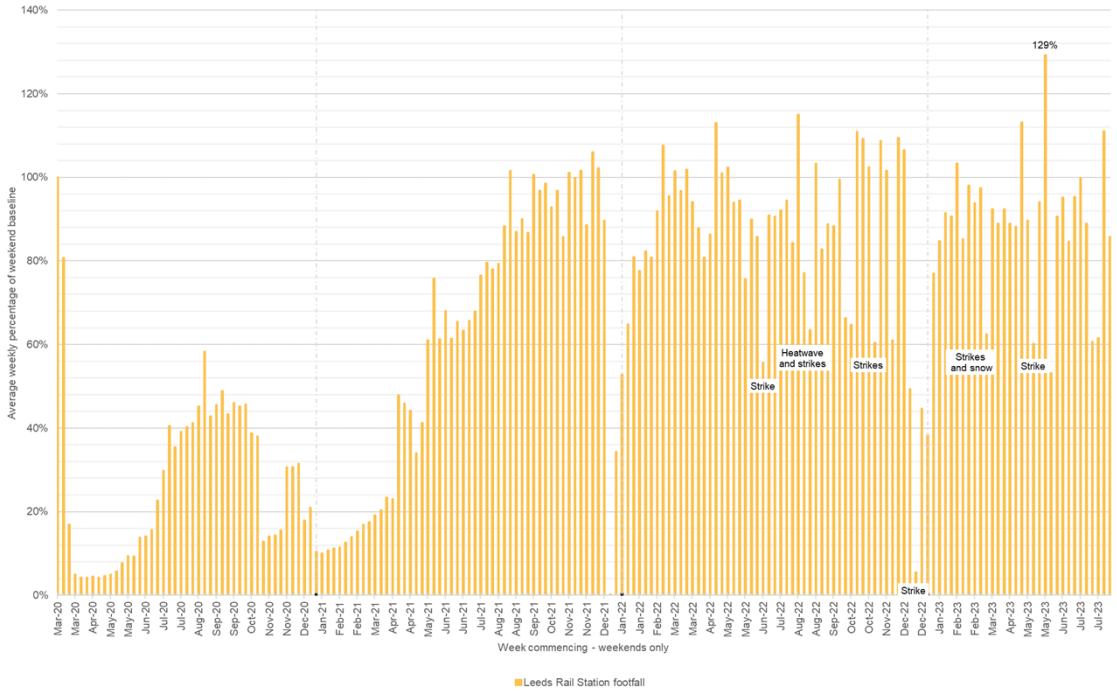
Average weekday footfall at Leeds railway station reached 74% of pre-pandemic levels following rail strikes and overtime ban in July. Footfall during the week starting 17 July was at 63% due to a strike day and overtime ban the entire week.



Baseline period is the week commencing Monday 2nd March 2020

Weekend footfall at Leeds station down to 61% following due to rail strike

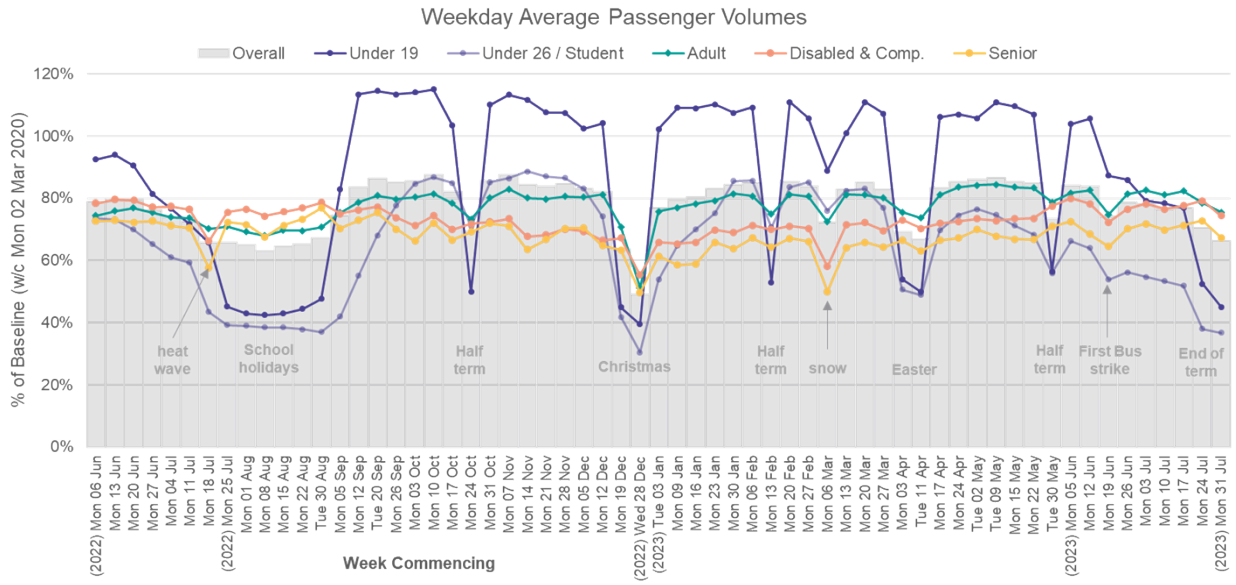
Average weekend footfall at Leeds railway station down to 61% due to rail strikes in July.



Baseline period is the week commencing Monday 2nd March 2020

Weekday bus use at start of school holidays similar overall to last year at 66% of baseline.

Weekday bus use at the start of school summer holidays was similar overall to last year at 66% of baseline. Use by adults up from 71% to 76% of baseline while use by seniors down from 72% to 67% of baseline.
Source: ticket machine data from First and Transdev.



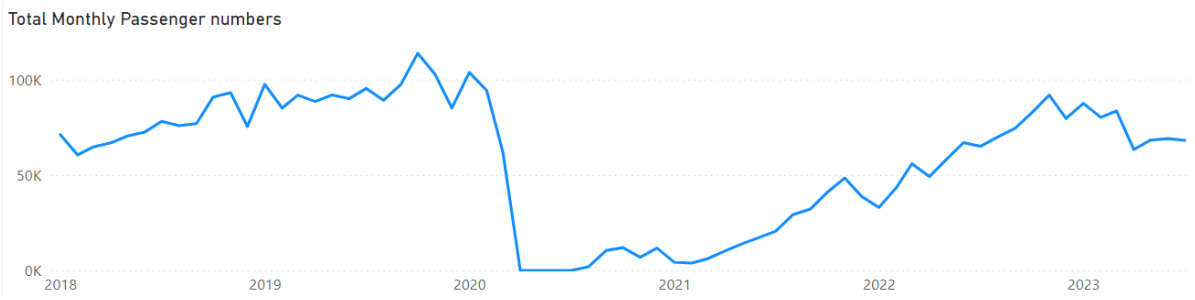
	% of baseline (week commencing Mon 02 Mar 2020)					
Week Commencing	Under 19	Under 26 / Student	Adult	Disabled & Companion	Senior	Overall
Mon 25 Jul 2022 (last year)	45%	39%	71%	75%	72%	66%

Mon 31 Jul 2023 (this year)	45%	37%	76%	74%	67%	66%

Content below is the latest extract from the Transport Committee PowerBi interactive dashboard managed by the Combined Authority Research & Intelligence team.

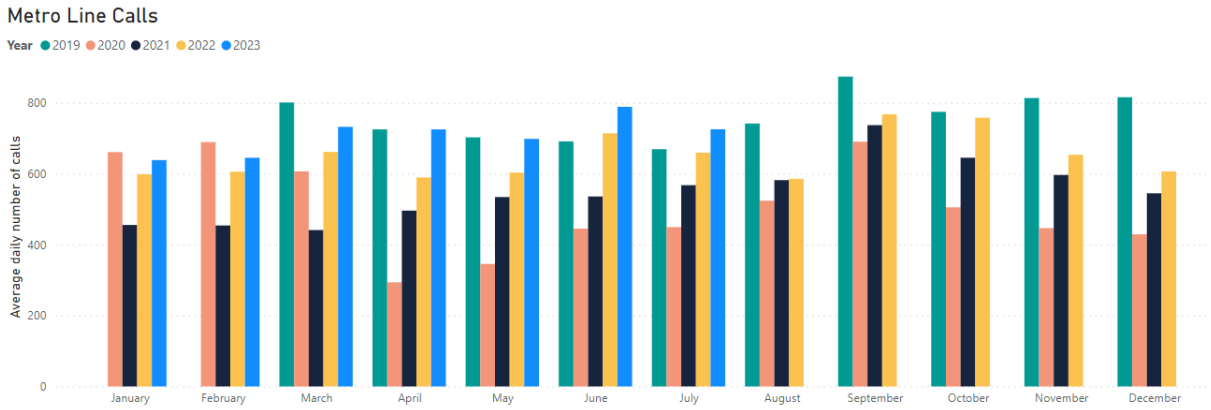
Use of Park and Ride Services

The chart shows the total number of Park and Ride journeys (using both smart and paper tickets) made by month of the year. In July 2023, the number of Park and Ride journeys was 72% of the equivalent number in July 2019 (although its worth noting Stourton Park and Ride wasn't operational in 2019).



MetroLine Calls

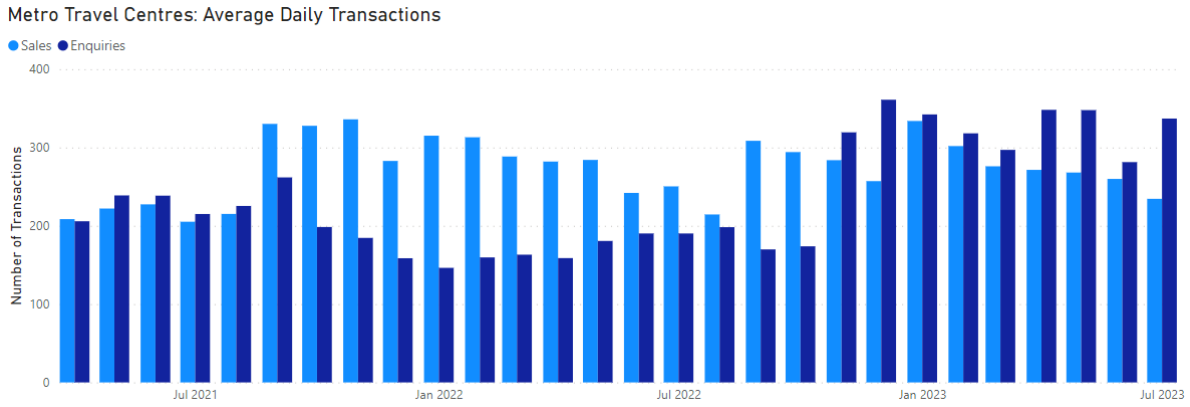
The chart shows the average number of weekday (Monday to Friday) calls to MetroLine by month. In July 2023, weekday call centre volumes were 8% higher than the equivalent pre-pandemic month in 2019.



Metro Travel Centres

The chart shows the average number of daily (Monday to Saturday excluding bank holidays) sales and enquiries made at travel centres by month of the year. This

information has been collected since April 2021. Customer counting equipment was used before this, but the data is not comparable. July 2023 sales volumes were similar to last July, however the number of enquiries at travel centres was considerably higher.



West Yorkshire Combined Authority

Draft Consultation Response to Rail Station Ticket Offices and Staffing

West Yorkshire Station Ticket Offices (staffed)

Northern			
Bingley	Garforth	Horsforth	Menston
Bradford Forster Square	Guiseley	Ilkley	New Pudsey
Bradford Interchange	Halifax	Keighley	Shipley (Yorks)
Cross Gates	Hebden Bridge	Leeds	Todmorden

Transpennine Express
Dewsbury
Huddersfield

LNER
Wakefield Westgate

Summary

This response sets out our views regarding the proposals with supporting evidence. This is without prejudice to our position regarding lawfulness of the consultation and any legal challenge we make in this regard.

- WYCA strongly object to the proposed programme of ticket office closures and reductions in staffing hours.
- We oppose consultations due to the inadequate timescale for responses, just 58 days, and the grossly inadequate information provided across almost every area of the consultation which we consider to be unlawful and to impact the most vulnerable
- Our view is that the consultations are legally inadequate, and the process is being carried out in breach of the requirements of s.29 of the Railways Act 2005.
- Station staff are essential if we want our railways to be accessible, safe and inclusive for everyone. The stations with ticket offices planned for closure in West Yorkshire have a combined annual usage of more than 12 million.
- Staffing at West Yorkshire stations is proposed to have 59% reduction in FTE (full-time equivalent) Monday-Saturday, 66% reduction Sunday. 6 of 19 stations currently with a ticket office will no longer have any staff on Sundays.
- The proposal will inevitably result in less people travelling by train at a time when more people need to be encouraged to travel by sustainable modes of

transport to meet climate change targets, tackle congestion and other wider sustainable transport objectives.

- We have an overarching concern that the reduction in staffing hours proposed will increase over time.
- We are concerned that the proposals as they stand would result in reduced usage of rail by passengers and overall loss of revenue, leading to further reductions in service levels and customer care – and in turn impact on economic growth.
- Reduction in station staffing will impact negatively on safety and security.
- We do recognise that the ways travellers use the railway have changed in recent years.
- We are concerned that only 3 of 19 West Yorkshire stations are proposed to retain a ticket office, and Transpennine Express detail that Huddersfield ticket office 'will close in the future'.
- No evidence has been demonstrated of proper and adequate consideration of the social and equalities impacts of all the proposals. We are concerned that this will have grave impacts on those with protected characteristics and other groups within our communities who are already disadvantaged including people with learning difficulties, anxiety and other mental health conditions.
- The provision of Equality Impact Assessments is incomplete, only 3 of required 19 are complete. The remaining are in a draft format and will not be available to review until after the consultation closing date.
- Staff will no longer have any direct ticket selling ability and will only be able to guide passengers in using self-service machines on the station or online on passengers own mobile device. Passengers, particularly those with protected characteristics may feel uncomfortable and anxious in this type of situation.
- 81 ticket types currently not available on station Ticket Vending Machines.
- Not all station Ticket Vending Machines are accessible, including not accepting cash.
- Clarification is required on the future operation of waiting rooms and toilets provided within ticket offices or in buildings adjacent to them which are currently opened and closed by existing ticket office staff. Ticket offices also have available bus information, timetables, vending machines and other facilities for passengers which will be lost without the use of ticket office buildings.

Outline

We write as Mayor of West Yorkshire and as Chair of the West Yorkshire Combined Authority's Transport Committee (and Leader of Bradford Council) in response to this consultation. We have already expressed in a letter to Rt Hon Mark Harper MP, Secretary of State for Transport on 07 July 2023 our grave concerns about this consultation that was launched into proposed radical cutbacks in the provision of station ticket offices and staffing across the North, and especially in West Yorkshire.

We are disappointed that the consultation has not been suspended as we consider it to be fundamentally flawed and unacceptable given the initial three-week consultation period timed at the height of the summer holiday season. Despite the time extension to eight-weeks, this is wholly inadequate. This has also been impacted by critical information from operators arriving later during the first week, operators notifying us of errors in consultation documents as late as 14 July 2023 and Equality Impact Assessments finally being made available by Northern but only in draft form. Each train operator has developed their consultation information separately which has created a number of anomalies across the information made available.

Train Operating Companies (TOCs) operating in West Yorkshire have launched these consultations, without identifying their legal effect or provenance, and have included proposals to permanently close a number of ticket offices. It is our view that the consultations are legally inadequate, and the process is being carried out in breach of the requirements of s.29 of the Railways Act 2005 because:

a. the proposal was for TOCs, as operators of stations, to discontinue the use of a part of some stations, namely the ticket office;
b. the ticket offices have, in the preceding five years, been used in connection with the provision of services for the carriage of passengers by railway;
c. the ticket offices were not secured within the meaning of s 45(1) of the Railways Act 2005;
d. the ticket offices were not excluded from the application of s 29 of the Railways Act 2005 by an order under s 38;
e. the closure of the ticket offices was not a "minor modification" within the meaning of s 34 of the Railways Act 2005;
f. there had been no compliance with s 29(3), (4) or (5) of the Railways Act 2005 (entitled "Proposal by operator to close station"); and
g. so far as the Consultation is concerned:
    1. TOCs have failed to publish impact assessment for the purposes of the Equality Act 2010, either in full or within the entire period of the consultation; and/or
    2. the information provided as part of the consultation is otherwise inadequate

We therefore provide this response to the consultations without prejudice to our position regarding the lawfulness of the consultation and any legal challenge we make in this regard.

By suspending the consultation, a more fit-for-purpose alternative could have been agreed. We believe that the process needs to have involved all partners (and wider stakeholders such as user groups) throughout, with Combined Authorities taking a key role in their areas, and in the case of the North be a process run jointly with (or led by) Transport for the North (TfN). We believe it would have been sensible for this process to take 6-12 months, with no decisions made on specific stations' staffing arrangements until it had been concluded.

In pressing these proposals forward, Government appears to have ignored the existing work which has been carried out and the role of TfN, and the wider spirit of devolution: a more top-down approach could not be imagined.

Our concerns relate as much to the substance of what is proposed as to the consultation itself.

The information provided was initially grossly inadequate across almost every area, including details of what future arrangements are proposed (hours/days, staffing numbers), what physical works are intended to enable the proposed changes, what transitional arrangements would be put in place, supporting data in terms of station usage and ticket sales, proposals for products currently only available from staffed stations. It should be noted that rail journeys are by definition two-ended, and many journeys are to or from locations outside West Yorkshire – we therefore need to know how the situation at the "other end" stations will be reflected in key cross-boundary journeys.

Vulnerable users without internet capabilities will be put off from accessing the railway. The impact on users with protected characteristics under the Equality Act is likely to be significant, and requires commensurate mitigation measures to make the proposals acceptable. Equality Impact Assessments are considered to be an important part of the consultation; initially only 2 out of 19 were made available. This number has been increased subsequently but all are in draft form and we are told that they will remain incomplete until after the consultation is over.

We would emphasise that we fully recognise that the ways in which travellers use the railway has changed in recent years, and will continue to do so, with traditional over the-counter purchases of tickets having declined. Along with our colleagues in TfN and beyond, we see this as a real opportunity to improve the passenger experience, as well as making the railway more efficient, by optimising ways in which staff presence is provided at our stations. Developing a concept to do this, however, means progressing with the work that is already underway on key themes like 'Stations As A Place' (focusing on what the function of stations should be within their varying communities, and how they should best fulfil that), as well as, crucially, on ticketing and fares reform, including the roll-out of the long-promised Pay-As-You-Go ticketing in the North, as well as considering new ways in which travel can be retailed. Until the ticketing and fares reforms are introduced, large scale ticket office

closures would be inappropriate, particularly as the ticket machines do not always make it easy for passengers to get the best value fare and do not all accept cash which is still vital for many people. With regard to the proposals themselves, we must emphasise that the amount of detail given is grossly inadequate and therefore we cannot comment comprehensively. However, the information provided demonstrates that the planned changes are wholly unacceptable and must not proceed.

Station Staffing

While consultees have been left in the dark as to what considerations are material for the purposes of this consultation, the proposals are so extreme in their scale and impact that they are plainly led purely by the desire to cut costs. With almost 85% of West Yorkshire's ticket offices closing, only 3 of the 69 stations in West Yorkshire would retain ticket offices (even LNER's Wakefield Westgate, with a footfall of around 2 million per year, would lose its office, and Transpennine Express detail that Huddersfield ticket office 'will close in the future') plus radically reduced opening hours at the three remaining ticket offices and the remainder of stations losing staff coverage of any type for much of the day. The stations with ticket offices planned for closure in West Yorkshire have a combined usage of more than 12 million. Station staff are essential to ensure our railways are accessible, safe and inclusive for everyone. They offer advice, guidance – and sometimes, simply a friendly face to people who may already be socially excluded, The proposed changes indicate a 59% reduction in the number of FTE (full-time equivalent) employees Monday-Saturday and 66% reduction on Sunday, including 6 stations that will no longer have any staff on a Sunday (percentage data excludes Wakefield Westgate, LNER request submission of a Freedom of Information request for any information not contained in their 'Station Reform' document).

The proposals for staff highlight how they will be more accessible in their new roles however having passengers roaming through the station trying to find staff is not only inconvenient but another issue to overcome for those with protected characteristics. Many blind, visually impaired and people with disabilities for example rely upon a ticket office as their first point of contact. Consideration needs to be given to having signposted identifiable location points at each station to make it easier for passengers to be able to locate staff. Passengers could also be searching for staff when they are on designated rest breaks. It is unclear how staffing levels work at locations with multiple platforms – how does one member of staff deal with two platforms (or more at Bradford Forster Square and Shipley) and multiple entry/exit points.

It would appear premature to implement these changes at a time when it is apparent the rail sector is experiencing service reliability issues that are severe on some routes and due to several factors in the aftermath of the pandemic. This is in addition to planned and unplanned engineering works, adding network disruption, all factors that erode customer confidence to travel. At such times availability of good customer service is vital.

Ticket offices play an important role in supporting the emerging dominant leisure market which has been building post-covid as evidenced by LNER. It can be

assumed that leisure travel requires increased customer support as the journeys are likely to be unfamiliar and longer distance.

Clarification is needed as to the role of existing ticket office staff performing duties to open and close station waiting facilities and toilets as it is not acceptable for these much-needed station facilities to be unavailable to passengers.

This is underlined yet further by the proposals second-guessing and undermining the work referred to above regarding the future role of stations and how they should be staffed, and their wider services provided, as well as questions of fares, ticketing and retail reform. It is unacceptable to prepare these proposals in isolation from those vital themes.

There appears to be no indication as to what would happen to the highly skilled and experienced staff currently on stations, who are badly needed on the railway.

Equality & Accessibility

While it is impossible to make properly informed observations without knowing to what end this consultation is actually directed, there is no evidence of proper and adequate consideration of the social and equalities impacts of all the proposals. This in itself constitutes a fundamental flaw, and indeed a failure to carry out and publish completed Equality Impact Assessments (EqIA) ahead of the consultation renders the legality of the proposals questionable (as referred to above only 3 completed EqIAs are available for stations in West Yorkshire the remaining are in draft form only). It seems clear that the impacts of the proposals as they stand – and as proposed to be imposed in isolation from any wider strategy to consider how station services are provided – would have grave impacts on those with protected characteristics and other groups within our communities who are already disadvantaged, including:

(a) People with disabilities – who are disproportionately reliant on ticket offices;
(b) Women; the young; the elderly; Black, Asian and minoritised communities; the LGBT community; and other minority groups who are disproportionately likely to face personal safety issues.
(c) The economically disadvantaged and socially included, such as those without bank accounts, without full or any access to the internet, and/or without smartphones.
(d) People with learning difficulties, anxiety and other mental health conditions who would be adversely affected by closure of the ticket offices and not being able to find staff.

The ticket office is a clear and obvious first point of contact. No information has been provided about where assistance staff are proposed to be located and how customers will be directed to access the services they will provide. Clear and obvious direction to a permanent point of access will be essential at every station. This needs to also consider people with disabilities who will find it difficult to travel further through a station to locate staff, those blind or visually impaired will struggle to identify who is a member of staff without a fixed designated point and deaf people

will not have the benefit of hearing induction loops. It has not been made clear what training station staff will have.

Potential mitigations identified in the Equality Impact Assessments to assist passengers with protected characteristics, for example step-free access and accessible ticket machines at some stations are subject to survey and funding being secured. No timescale for delivery is given and therefore it is concerning how these mitigations can be provided.

Handrails with braille signage already exist at some stations to aid wayfinding which may need to be amended. We are jointly working with Northern on their 'Accessibility and Inclusivity for All' project which includes installation of braille signage. Any changes will need to be factored into the project which will likely incur additional costs or result in abortive work.

As a result, the proposals potentially constitute the greatest retrograde step in modern times as regards the accessibility and social inclusivity of our transport network, running counter to our national and West Yorkshire commitments to reduce crime and focus on the safety of women and girls.

Ticketing and added assistance to passengers

The railways fare structure is extremally complicated and as such the proposals are detrimental particularly to those that rely on additional support to purchase a ticket and get the most appropriate value-for-money one for their journey, often saving money through split tickets as a result of the ticket office staff's extensive knowledge.

Staff will no longer have any direct ticket selling ability and will only able to guide passengers in using self-service machines on the station or online on passengers own mobile device. Passengers, particularly those with protected characteristics may feel uncomfortable and anxious in this type of situation.

Ticket office staff tend to be knowledgeable in bus connections, the reduction in staffing hours will impact adversely here. Integration between bus and rail is seen as key to driving modal shift from the private car.

There are no details as to whether stations will receive additional Ticket Vending Machines (TVMs).

We are aware that currently ticket machines at stations do not sell all ticket types with Northern reporting that 81 are not available and that many machines do not accept cash. Not all passengers will be able to apply discounts to tickets bought on machines. We still have examples of stations with only 1 ticket machine available. Ticket machines need to be available, accessible and well signposted (including in braille) on all station platforms with consideration given to all entry and exit points. Even with a good coverage of ticket machines there are many people with disabilities that find them inaccessible and unable to use them. The reliability of ticket machines is also concerning and general maintenance to ensure they are kept in operation needs to be improved.

A reduction in ticket office hours will inevitably result in a greater proportion of assistance to be provided by on board staff, which could in turn impact on their other duties which are safety critical in nature and potentially impart delay into a journey.

Cash paying passengers at stations with a cashless ticket machine will only have the option of buying a ticket on-board trains from a conductor as part of the proposed changes, providing they get a 'Promise to Pay' ticket from a ticket machine before they board. This will cause inconvenience to passengers and would require prominent instructions to be provided at stations informing passengers of the 'Promise to Pay' procedure.

The ability to purchase a ticket online is also affected by a lack of or poor connectivity in rural locations.

There are a several 'closed' stations in West Yorkshire, where automatic barriers are in place where tickets are required to gain access to the platforms. These include, for example, Dewsbury and Wakefield Westgate. If the proposal is to redeploy staff to assist customers on the platform, then customers will not be able to access this area unless they already have a ticket. The most logical place for staff to assist customers and sell tickets is in the current station ticket offices, which means busy concourses/platforms will not be clogged unnecessarily and tickets can be purchased ahead of the barriers.

We understand that development work is taking place for local retail outlets to be able to sell rail tickets (such as convenience stores). Staff at these outlets will require training to ensure they can provide a retail service which is accessible and fit-for-purpose.

The current fares system is well known for its complexity. As part of a fares reform the number of ticket types needs to be simplified, flexible and modernised across all operators. Alongside this, travel patterns are changing including part-time or flexible working and multiple work locations, ticketing needs to cater for everyone offering value-for-money.

West Yorkshire products including MCard will need to be considered to ensure sales of existing products remain available.

Station Facilities & Security

Clarification is required on the future operation of waiting rooms and toilets provided within ticket offices or in buildings adjacent to them which are currently opened and closed by existing ticket office staff. Ticket offices also have available bus information, timetables, vending machines and other facilities for passengers which will be lost without the use of ticket office buildings. The proposed reduction in staffing hours at our stations will impact the availability of these much-needed waiting facilities and arrangements for them to remain available to passengers needs to be supported.

There has been no information provided outlining any plans for the existing ticket office spaces once closed. It is unclear if they will simply be boarded up or repurposed as part of changes. Boarding up ticket offices impacts negatively on passengers feeling safe and secure.

A reduction in the wider station staffing will impact negatively on the safety and security of those travelling by rail, which in some cases will deter passengers from travelling altogether and deter current non-users further from considering rail travel as a journey option. Rail user car parking and cycle parking at stations are often visible from ticket offices and they may appear less secure and therefore less appealing if there aren't staff close by.

We are of the understanding that historically some CCTV was monitored from within the ticket offices by staff and will be seeking assurances that this has been migrated out already to a centralised point.

Maintenance Regime/Penalty Fares

It is important that if more reliance is placed on ticket machines in the future that the maintenance of these needs to improve to be more reliable and systems/process that link into this, such as penalty fares, are fair and transparent for passengers and considered with the changes.

Similarly help points are likely to be accessed more frequently so the maintenance of these and suitable staffing levels to answer the calls needs to be considered. Signage to them needs to be improved including accessibility requirements.

Appendix 1

West Yorkshire Rail Station Ticket Offices

Station	District	Operator	Annual Station Usage (ORR)	Ticket office	Staffing	Reduction in FTEs (full-time equivalent) Mon-Fri	Sat	Sun	Equality Impact Assesment Available
Bingley	Bradford	Northern	806,822	Close	On station - reduced hours	0	0	0	Draft only, (not available at start of consultation)
Bradford Forster Square	Bradford	Northern	1,301,266	Close	On station - reduced hours	-1.5	-1.5	0	Draft only, (not available at start of consultation)
Bradford Interchange	Bradford	Northern	1,762,388	**Open**	Reduction in ticket office times	-3	-3	-3	Draft only, (not available at start of consultation)
Ilkley	Bradford	Northern	936,760	Close	On station - reduced hours	-1.5	-1	-1	Draft only, (not available at start of consultation)
Keighley	Bradford	Northern	1,150,000	Close	On station - reduced hours	-2	-2	-2	Draft only, (not available at start of consultation)
Menston	Bradford	Northern	440,956	Close	On station - reduced hours	-1.29	-1.29	-1	Draft only, (not available at start of consultation)
Shipley (Yorks)	Bradford	Northern	1,004,806	Close	On station - reduced hours	-1.5	-1.5	-0.5	Draft only, (not available at start of consultation)
Halifax	Calderdale	Northern	1,165,010	Close	On station - reduced hours	-3	-3	-2	Draft only, (not available at start of consultation)
Hebden Bridge	Calderdale	Northern	569,720	Close	On station - reduced hours	-1	-1	-1	Draft only, (not available at start of consultation)
Todmorden	Calderdale	Northern	431,194	Close	On station - reduced hours	-1.43	-1.43	-1	Draft only, (not available at start of consultation)
Dewsbury	Kirklees	TPE	1,061,344	Close	On station - reduced hours	-2	-2	-2	Yes
Huddersfield	Kirklees	TPE	3,041,816	**Open**	Reduction in ticket office times	-2	-2	-1	Yes
Cross Gates	Leeds	Northern	311,984	Close	On station - reduced hours	-0.5	-0.5	0	Draft only, (not available at start of consultation)
Garforth	Leeds	Northern	344,700	Close	On station - reduced hours	-0.5	-0.5	0	Draft only, (not available at start of consultation)
Guiseley	Leeds	Northern	710,682	Close	On station - reduced hours	-2	-2	-1	Draft only, (not available at start of consultation)
Horsforth	Leeds	Northern	560,662	Close	On station - reduced hours	-1	-1	-0.5	Draft only, (not available at start of consultation)
Leeds	Leeds	Northern	19,263,472	**Open**	Reduction in ticket office times	-12	-12	-7	Draft only, (not available at start of consultation)
New Pudsey	Leeds	Northern	401,868	Close	On station - reduced hours	-1.29	-1.29	0	Draft only, (not available at start of consultation)
Wakefield Westgate	Wakefield	LNER	1,789,788	Close	On station - First to last train	No data made available			Yes, (not available at start of consultation)
						-38	-37	-23	

Report to:	Transport Committee
Date:	19 September 2023
Subject:	**Mass Transit Vision 2040 Adoption**
Director:	Luke Albanese, Director Mass Transit
Author:	Chris Dunderdale, Policy Officer, Mass Transit

Is this a key decision?	☐ Yes ☒ No
Is the decision eligible for call-in by Scrutiny?	☒ Yes ☐ No
Does the report contain confidential or exempt information or appendices?	☐ Yes ☒ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	☐ Yes ☒ No

1. Purpose of this report

1.1 To propose that the Transport Committee endorse the proposal to progress the Mass Transit Vision 2040 to the Combined Authority to seek approval to adopt the Vision as a supplementary document to the Transport Plan following the statutory consultation processes. Members are also invited to consider the subsequent amendments to the Vision 2040.

2. Information

2.1 Following the statutory consultation of the Mass Transit Vision 2040 document, the Mass Transit team are proposing the Vision is adopted by the Combined Authority, as a supplementary document to the current Local Transport Plan. The Mass Transit Vision statutory consultation was intended to provide a statutory footing for the Vision to be adopted as part of LTP4. However, timescales for the LTP4 consultation have now moved to late 2024. In light of this, the statutory footing secured though the recent consultation allows for adoption as a supplementary document to the current Transport Plan, and a subsequent adoption as part of the LTP4 at the appropriate time.

Mass Transit Vision Consultation January 2021

2.2 As the Committee will be aware, the Mass Transit Vision 2040 was produced alongside the Connectivity Infrastructure Plan. The purpose of the Vision was to outline plans for Mass Transit and how this relates with the wider vision for the future of transport in West Yorkshire. It builds on the connectivity concepts

outlined in the Connectivity Infrastructure Plan and is based on the same evidence and 'case for change'.

2.3 An initial version of the Mass Transit Vision 2040 document was published in January 2021, as part of the wider West Yorkshire Connectivity Infrastructure Plan engagement. We received 7,800 total responses to our surveys, polls, the interactive map and other stakeholder feedback. It is the largest engagement response of its type that the Combined Authority has received.

2.4 A detailed analysis of the findings was completed, and a report was produced to help inform changes to both documents. Following feedback from the engagement and wider work on the programme, a number of changes were made to the Mass Transit Vision document. This resulted in the addition of new pages, and several updates required to reflect the current status of the programme.

2.5 The update to the Mass Transit Vision document sat within the wider workstream to establish our approach to consultation for the Mass Transit Programme. This proceeds with business case and route development activity ahead of the Transport and Works Act Order (TWAO) process. Mott MacDonald were commissioned to work with the Mass Transit team to meet the consultation and engagement needs of the programme.

October 2022 Statutory Consultation

2.6 Following the 2021 public engagement, the main purpose of this statutory consultation was to seek support for the formal adoption of the Mass Transit 2040 Vision with stakeholders. The consultation was targeted towards a set list of statutory consultees, as well as other wider stakeholders. This is in contrast to the previous engagement, which focused on updating the public on our proposals for Mass Transit development over the coming years. Whilst the consultation page was open to responses from the public, the team focused on securing responses from the identified Statutory Consultees.

2.7 The consultation commenced 17th October 2022 and ran for 12 weeks and was hosted on Your Voice, the Combined Authority digital engagement hub.

Post Statutory Consultation Analysis and Re-engagement Exercise

2.8 As part of post consultation reporting and analysis in early 2023, the Mass Transit Team, along with colleagues from the Consultation and Engagement team felt that whilst we had secured key responses from statutory consultees, there were still some gaps in responses from key stakeholders.

2.9 The existing stakeholder list was reviewed and approved by the Combined Authority legal team and Pinsent Masons. The listed included stakeholders from both the DFT Guidance on Local Transport Plans and from the Town and Country Planning Act (TCPA) legislation.

2.10 It was also advised that Parish and Town Councils were not to be included in the re-engagement as they are not statutory consultees in Local Transport Act guidance. However, further engagement with this group is being agreed and prioritised as part of the Stakeholder Engagement Plan for political stakeholders.

2.11 The team re-contacted statutory consultees who had not yet responded to the consultation. During the re-engagement period, additional responses were received from nine statutory consultees:

- Cross Country
- Crown Estate Commissioners
- Freightliner
- National Highways
- North York Moors National Park Authority
- Northern Rail
- Office for Nuclear Regulation
- Theatres Trust
- Yorkshire Dales National Park Authority

2.12 The re-engagement period closed on 19th June 2023. A comprehensive Consultation Outcome Report has been produced, outlining all the feedback received as part of the consultation. This will be published on Your Voice after the Vision is finalised and further discussions have taken place with the district partners.

Post Statutory Consultation Amendments to the Vision

2.13 Following due consideration of consultation responses, no substantial material changes to the Vision were deemed necessary. However, a number of minor amendments were suggested for reasons of accuracy and consistency. The key themes from the consultation that were considered against the Vision for amendments, are summarised in Table 1, along with the response regarding any necessary amendments to the Vision.

2.14 The Mass Transit Vision 2040 document has been updated to reflect the suggested amendments; this is appended for consideration by the Committee.

Table 1 - Post Statutory Consultation Vision Document Amendments

Consultee	Key Theme	Response/ Vision Amendment
Leeds Conservative Group Office	Concern that the Vision is marginalising those with disabilities who cannot walk or cycle to engage with Mass Transit.	Text added to Vision - "'continuing to work with disability groups' and 'providing continued access to blue badge parking spaces". There is an intention to establish a design reference group which will provide the opportunity to gain advice from those with lived experience to ensure, as far as is possible, a barrier-free integrated public transport environment. Finally, all of the policies pursued for Mass Transit are thoroughly developed using equalities impact assessment.

Kirklees Council	The Mass Transit Vision needs to contain a commitment to working with Districts to adopt a series of minimum standards for such stops, based on Mobility Hubs best practice	Text added to Vision – “to examine best practice in the UK and internationally on stop design and relevant guidance' 'work with others on areas we're unable to develop ourselves”
Bradford Council	Mass Transit will need to serve Holme Wood directly and facilitate new development	No change to Vision – Holme Wood is already included in the vision, and the mass transit team will work with Bradford colleagues to develop options for Holme Wood though the wider programme development workstreams.
Consultation Key Theme	Vision needs to clearly state that it is not comprehensive at this stage due to being a Vision only.	Text added to Vision – “Our Vision sets out the aspiration for Mass Transit in West Yorkshire, but it is not set in stone. We will continue to work with our stakeholders and reflect the needs of local communities to evolve our approach over the coming years. Being adaptable to change will mean we are able to develop the best possible sustainable transport outcomes for the region as our needs evolve over time.”
Consultation Key Theme	Wetherby should be added to the regional map	Vision amendment - Wetherby added to the network map as a key regional location, rather than a mass transit stop/station.
Consultation Key Theme	Concern around length of programme and escalating costs / funding issues	No change to Vision, add to FAQs on website - The vision sets out the aspiration for delivery, but it is an early-stage projection of potential delivery timescales and costs. As stated in the vision, any changes to programme or cost will be dealt with as the programme progresses.
Consultation Key Theme	Light rail suggested for numerous areas – will we be sharing the rationale for modes chosen in each area?	No change to Vision, add to FAQs on website - A key part of programme development will focus on the rationale for route selection, and as a component, the mode selected for subsequent phases of the network. This work will also set out the rationale, and will be communicated with stakeholders and the public in due course through future consultation activity.
Consultation Key Theme	Clarify improvements to existing public transport will continue as mass transit is developed	No change to Vision, add to FAQs on website – We will continue to improve existing public transport though other programmes and funding streams. We want mass transit to complement these improvements – mass transit is a further investment in public transport, rather than at the expense of other modes.
Consultation Key Theme	Importance of continued engagement with stakeholders	No change to Vision, add to FAQs on website – This is outlined in the Vision and mentioned on the existing FAQs. We will give more information on the website/Your Voice page when we know the scope/timing of the first round of consultation for phase 1.

Consultation Key Theme	Rationale for some areas not included in the vision, however we will be ensuring connectivity with existing transport links AND explaining reasoning for areas that won't have it.	No change to Vision, add to FAQs on website – Vision already sets out some of the rationale for potential areas served by mass transit. This will be set out in more detail as part of the first phase consultation, and we will continue to work with stakeholders to ensure mass transit serves the right places. We will also work closely with colleagues to ensure mass transit is integrated into the wider bus, rail and cycling/walking network, and these continue

3. Tackling the Climate Emergency Implications

3.1 Carbon emissions generated by transport are currently at levels that, without significant intervention and changes to processes, a net zero carbon future by 2038 will not be achievable. Road transport is the biggest contributor to roadside air pollution with cars being the largest source of emissions. To meet the 2038 net zero target, and even with a shift to zero/low emission vehicles, analysis suggests that a reduction of total vehicle kilometres exceeding 20% is necessary, accompanied by an increase in the use of sustainable modes (walking and cycling) and public transport. Transit also has the opportunity to support improvements to air quality and contribute to carbon reduction goals by providing an attractive lower carbon, lower emission transport option. Increased capacity provided by transit will allow for additional capacity on congested corridors, which affords the opportunity to improve vehicle flows which in turn will improve air quality.

4. Inclusive Growth Implications

4.1 A central common theme of the Connectivity Plan, Mass Transit Vision is that investment in transport accessibility will make a positive contribution to driving forward inclusive growth. Our approach to transport seeks to provide practical alternatives to the private car that will help to tackle air quality issues and help provide access to jobs and education, especially for people currently less likely to access these opportunities. Our plans particularly focus on how to support the hardest to reach communities to realise economic opportunities.

5. Equality and Diversity Implications

5.1 Through the Combined Authority's role in managing the delivery of the Transport Strategy, the Connectivity Plan and bidding for funding, focus will be placed on ensuring that equality and diversity needs are addressed, with a particular emphasis on improving accessibility for all.

6. Financial Implications

6.1 There are no financial implications directly arising from this report.

7. Legal Implications

7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

8.1 There are no staffing implications directly arising from this report.

9. External Consultees

9.1 The Mass Transit Vision has been developed following consultation and engagement with key stakeholders. A period of statutory consultation has been completed to ensure that statutory consultees have had the opportunity to influence the documents evolution in advance of the proposal to adopt the Vision as a supplementary document to the Local Transport Plan.

10. Recommendations

10.1 That the Transport Committee note the intention to progress the Mass Transit Vision 2040 document to the Combined Authority to seek approval for adoption, supplemental to the Transport Plan.

10.2 Transport Committee members are invited to endorse the proposal to adopt the Mass Transit Vision 2040.

10.3 Transport Committee members are invited to provide any further feedback on the Mass Transit Vision 2040 document.

West Yorkshire Combined Authority

Tracy Brabin Mayor of West Yorkshire

West Yorkshire Mass Transit Vision 2040

A new transport system for a greener, more inclusive and better connected West Yorkshire

August 2023

West Yorkshire Mass Transit Vision 2040

What is Mass Transit?

Mass Transit is a large-scale public transport system in a metropolitan area. With its own brand and identity, typically Mass Transit would use one or more of modern high-capacity buses, trams and tram-train vehicles.

We have a bold and ambitious plan for a new form of transport for West Yorkshire. Alongside cycling and walking, and bus and rail, we see Mass Transit as essential to help our communities thrive and our economy flourish, bringing people and places closer together.

Mass Transit will require significant investment, but will deliver substantial benefits to West Yorkshire. It will support levelling-up. Mass Transit will:

- **Help combat climate change and provide climate resilient infrastructure.**
- **Connect West Yorkshire's important places.**
- **Support levelling up and help rebalance the economy.**
- **Improve health & well-being.**
- **Support economic recovery.**

By offering a new public transport option, which increases capacity and provides an attractive alternative to car travel, Mass Transit will support and facilitate:

A low emission, low carbon, inclusive future.

A bigger, stronger and rebalanced economy – increasing access to jobs, education and training.

Enhanced quality of life for West Yorkshire's residents and visitors.

Inclusive growth through improving transport for up to 675,000 people within the top 20% most deprived communities within West Yorkshire.

Sustainable development and regeneration of neighbourhoods, district centres, towns and cities – connecting up to 35 housing growth areas, 17 employment growth areas and five hospitals.

Our ambitious plans for Mass Transit

As Mayor and Leaders of West Yorkshire, we are committed to making public transport work for West Yorkshire, to connect more people with jobs, training and education opportunities, and to tackling the climate emergency on our way to becoming a net-zero carbon economy by 2038.

West Yorkshire Combined Authority has been developing a vision for the region's future transport system, engaging with communities so we know what people want and need.

Significant progress has already been made in addressing years of underinvestment in transport in the north. Now, with devolved powers, we can do even more.

Our plans for Mass Transit will help us to further redress this balance by enabling us to deliver a new integrated and inclusive transport network developed by people in West Yorkshire for people in West Yorkshire. Our plans set out how we can start delivering a new, high quality mass transit system, such as a tram, which will connect people across our region by 2040.

Transport emits the most carbon in West Yorkshire, with more than 90% of transport emissions coming from cars and vans. Enabling more journeys by public transport will be integral to us achieving our ambition to tackle the climate emergency and improve the quality of our air.

Mass Transit will be fully integrated with our ambitious plans for the future of our bus network, enabling us to make buses work for people by improving journey times and reliability.

Travel on foot and by bike has incredible potential to meet the demand for shorter journeys: 80% of us live in towns and cities, and car journeys of a mile or less can be walked in about 15 minutes. Walking is also a great way of travelling to mass transit stops and train stations as part of a longer journey.

Our vision is not just about investing in more of the same, it is about making transport more accessible and more inclusive. Everyone in our region has something to give and we need to make sure people can access jobs, education and training opportunities, which enable them to increase their skills and earn good incomes.

This goes beyond getting people from A to B. It is about getting all of us — our people, our communities, our businesses to where we want to be as a region.

Tracy Brabin
Mayor of West Yorkshire

Cllr Susan Hinchcliffe
Leader, City of Bradford Metropolitan District Council

Cllr Jane Scullion
Leader, Borough Council of Calderdale

Cllr Interim Leader
Leader, Council of the Borough of Kirklees

Cllr James Lewis
Leader, Leeds City Council

Cllr Denise Jeffery
Leader, Council of the City of Wakefield

A new transport system for West Yorkshire

We have a bold ambition to make West Yorkshire greener, more inclusive and better connected.

To achieve this we need an equally bold approach to public transport.

That is why we propose building a modern, world-class public transport system, using new forms of advanced Mass Transit.

Mass Transit, linked to cycling and walking, bus and rail, is integral to our vision for a sustainable public transport system fit for the 21st Century.

It will support the clean growth of our region. It will help us meet the demands of growing capacity and increased connections so our communities can better access jobs, education and opportunities.

This high-tech, seamless, sustainable Mass Transit system will connect West Yorkshire's cities, towns and district centres, serve areas of new housing development and employment growth, and provide links to inter-city rail services.

Mass Transit will help our communities to thrive and our economy to flourish, bringing people and places together. It will improve the look and feel of our towns and cities and reduce pollution.

Engagement

We published a draft of the Mass Transit Vision in January 2021, as part of the wider West Yorkshire Connectivity Infrastructure Plan. We wanted to know what West Yorkshire residents thought of our Vision and how we plan to implement it.

The public and stakeholder engagement ran from 27 January to 4 June 2021. It featured:

- **Online questionnaire survey** for views on proposals for all modes
- **Detailed Mass Transit Survey** for views on proposed corridors
- **Interactive map** to place comments on issues and propose changes
- **Focus groups** with young people, disability and interest groups
- **Social media campaigns**.

There were 430,000 social media views of the engagement material. We received 7,800 responses to our surveys, polls, the interactive map and other stakeholder feedback. It is the largest consultation response of its type the Combined Authority has received.

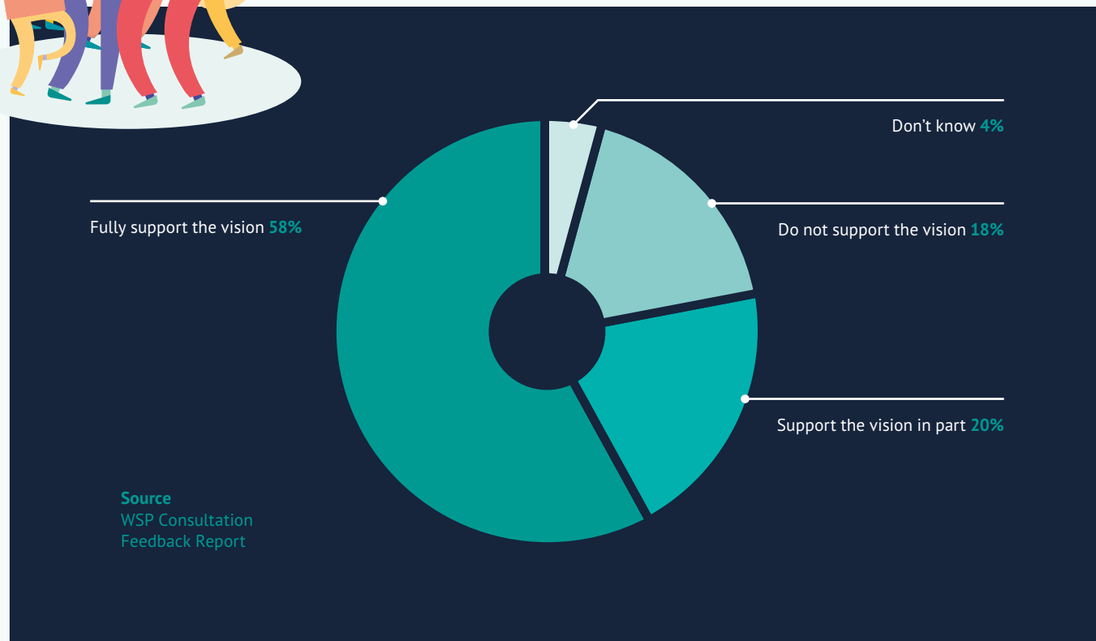
We are grateful to everyone who took the time to consider our plans and to respond. We have analysed and considered all the responses carefully – thank you.

Overall, the support for our Mass Transit Vision was strong. Around 80% of respondents said they supported the Vision, either fully or in part. Feedback can be broadly grouped as:

- Those who supported the Mass Transit vision and felt that it should have been delivered years ago.
- Those who suggested that Mass Transit was no longer needed due to changes to travel demand as a result of the pandemic.
- Those who were concerned around deliverability or the affordability of Mass Transit.
- Those who wanted Mass Transit to connect parts of West Yorkshire not identified within the Vision, or simply wanted greater investment in bus and rail.

Based on the feedback received, we have made a number of changes to the Vision, including:

- Placing greater emphasis on the role Mass Transit can play in addressing equality, diversity and inclusivity for communities across West Yorkshire.
- More clearly identifying Mass Transit's role helping to meet our climate and sustainability ambitions.
- Reviewing the Places to Connect by Mass Transit, particularly around Wakefield, north Bradford and .
- Refreshing how we will deliver Mass Transit, in the context of the Government's 2021 Integrated Rail Plan and City Region Sustainable Transport Settlement announcements.



Let's continue the conversation on Transit

This engagement exercise was the first time we have taken the views of West Yorkshire residents on our Mass Transit Vision. As the Vision is developed there will be further opportunities for residents and business to set out their views and for these to feed into the on-going development process.

Between 24 October 2022 and 16 January 2023, a further consultation was carried out with statutory consultees to gather initial feedback on the revised Vision.

A detailed report of the analysis of engagement responses has been published on the Combined Authority's website alongside this updated Mass Transit Vision.

Investing in West Yorkshire's future

“ Our vision for West Yorkshire is to be recognised globally as a great place to live with a strong, successful economy. Where everyone can build businesses, careers and lives, supported by a superb environment and world-class infrastructure.

Our four priorities:

Boost productivity

Enable inclusive growth

Tackle the climate emergency

Deliver 21st century transport

“ West Yorkshire Mass Transit is integral to delivering our priorities by helping to address our region's challenges.

Our Connectivity Infrastructure Plan is our broader plan for a modern, integrated transport system for West Yorkshire. It sets out how improved walk, cycle, bus and rail networks will help us meet our challenges, and the role that Mass Transit can play.

Our cities and towns have outgrown our transport system. Our reliance on the car is damaging business, the environment and people's health. Many in our most disadvantaged communities have not benefited from car travel and suffer most from its impacts.

Our transport networks are under increasing pressure. Roads are congested. Public transport can be overcrowded. Journeys can be unreliable. These are all costs to our economy.

They limit opportunities for people to access work, for businesses to connect with their customers and their suppliers, and how communities interact. Pollution from congested roads worsens serious public health and environmental problems.

A “business as usual” approach to transport will mean economic opportunities are not fully realised and effective action is not taken to decarbonise our economy.

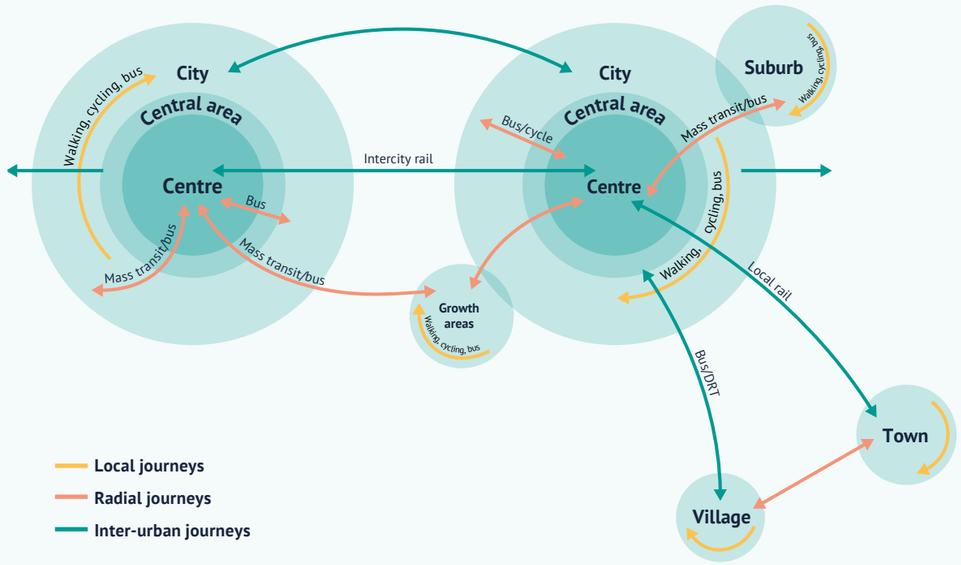
Our three challenges

Covid-19
West Yorkshire has been hit hard by the pandemic and by its economic and social impacts. Better public transport is central to our plan for supporting post-pandemic recovery in the longer term.

Connecting everyone
Not everyone has benefited from past economic growth and there is a risk that they will fall further behind as the country emerges from the Covid-19 pandemic. We need to overcome the transport barriers that limit access to jobs, training and essential services.

Climate change
The Combined Authority has committed West Yorkshire to reduce its carbon emissions to ‘net zero’ by 2038. Transport must decarbonise quickly. To enable clean growth, people will need to travel less by car and more by sustainable forms of transport.

One connected door-to-door journey



A flourishing, connected, low-carbon region is only possible with a modern, integrated transport system, of which Mass Transit is an integral part. We need transport options that work in harmony with each other and meet the specific needs of the different types of journey made in West Yorkshire.

We need to provide the right transport options in the right places, whether it's rural to urban, inter-city, between towns, for work or school, shopping or social, daily or occasional.

The best transport networks in other regions and countries integrate different forms of transport together, catering for all journey types and communities, while meeting local economic challenges and needs.

Some forms of transport are best suited to high volumes of travel, others are best for lower flows. Some are best for short journeys and others better for longer ones.

Our goal is to create an integrated and seamless transport system that best meets the needs all of the different journey types. A network that provides the right connections and right capacity, where it is needed while also providing a clean and low carbon way to travel.

We're committed to delivering a system which works for everyone. We will continue to work with people with disabilities, of all different ages and backgrounds to make sure that it's as inclusive as possible.

Our Connectivity Infrastructure Plan sets out how Mass Transit will be integrated within an improved door-to-door transport system for West Yorkshire.

Walking is popular for short everyday journeys. Safe, convenient and appealing walking routes to bus, Mass Transit and rail make public transport a more accessible and attractive option.

Cycling is an affordable and healthy way to travel for many. We plan to extend the network of on-street and dedicated cycle routes to better connect with Mass Transit.

Micro-mobility (e.g. e-bikes) creates new opportunities for shorter journeys.

Bus is best for many public transport journeys. Some bus services will be redesigned to connect with Mass Transit. Buses and Mass Transit will share infrastructure if needed and where practicable, while avoiding competition.

Mass Transit will provide fast, high capacity and direct connectivity, linking major current and future employments sites, areas of significant new housing, Park and Ride sites and areas of regeneration.

Rail and Mass Transit will serve different travel markets. Rail will be best for many longer public transport journeys. Mass Transit will connect with local rail services, inter-city services and Northern Powerhouse Rail.

Mass Transit will be an appealing alternative to **car** travel. Park & Ride will offer access to town and city centres. Road space may need to be reallocated from cars to allow Mass Transit to run free from congestion.

How Mass Transit addresses our challenges

Our regional objectives

Boost productivity

Helping businesses to grow and invest in the region and their workforce, to drive economic growth, increase innovation and create jobs.

Enable inclusive growth

Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities, towns and cities.

Tackle the climate emergency

Growing our economy while cutting emissions and improving our environment.

Our challenges

West Yorkshire's productivity is lower than the rest of the country. We need the economy to grow. We need to share better the benefits of growth.

West Yorkshire's population and the number of people working is forecast to grow. More people means more travel. We need new housing and new places for people to work.

Transport needs to add to people's quality of life, not detract from it. Traffic noise and congestion affect day-to-day lives. Traffic blights local communities.

Poor transport limits what people can do.

There is an urgent need to reduce transport's greenhouse gas emissions. Transport contributes to poor air quality. We need cleaner air.

Our Objectives for Mass Transit

Connect West Yorkshire's important places. Help people travel to jobs and education in a reliable, efficient and affordable way. Increase the job and training opportunities people can easily get to.

Support economic recovery. Improve connections between areas of housing growth and employment, education, health and leisure opportunities. Improve connections to new employment sites.

Improve health and wellbeing. Make travelling around West Yorkshire a more pleasant experience. Support improved public realm. Provide an attractive alternative to car travel.

Support levelling up and help rebalance the economy. Reduce transport barriers which limit travel horizons and so increase access to employment, education, health, leisure and other services. Improve connections to local and district centres. Be fully accessible to all. Support redevelopment and regeneration.

Help combat climate change, provide climate resilient infrastructure and improve air quality by being low emission and providing an attractive and sustainable alternative to car travel.

An evidence led approach to identifying transport investments priorities

Our Connectivity Infrastructure Plan identifies how we need to improve transport to benefit all our communities.

Our Connectivity Infrastructure Plan focuses on how transforming connectivity can help raise productivity, living standards and environmental quality for all.

The Plan's scope covers the whole of West Yorkshire: the local authority districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield.

Our Plan builds on the existing West Yorkshire policies as well as local, pan-northern and national priorities.

It's been developed with input from the National Infrastructure Commission and reflects their October 2020 principles for effective urban infrastructure.

In the Connectivity Infrastructure Plan, we identify the important places we need to connect. Based on the evidence, we identify the areas where there is opportunity for Mass Transit.

How we developed the Connectivity Infrastructure Plan:

1. **Create a single evidence base**

2. **Identify the key communities to connect**

3. **Identify the best transport for local communities**

4. **Identify options for improving connectivity**

5. **Sift options against our objectives**

Our evidence base

- Socio-economic characteristics
- Economic need (Index of Multiple Deprivation)
- Known transport constraints
- Forecast changes to travel demand
- Planned changes to transport networks
- Anticipated land use changes (new employment growth zones, major housing opportunities, etc)
- Transport-related environmental problems
- Local district plans

Our plan for regional growth

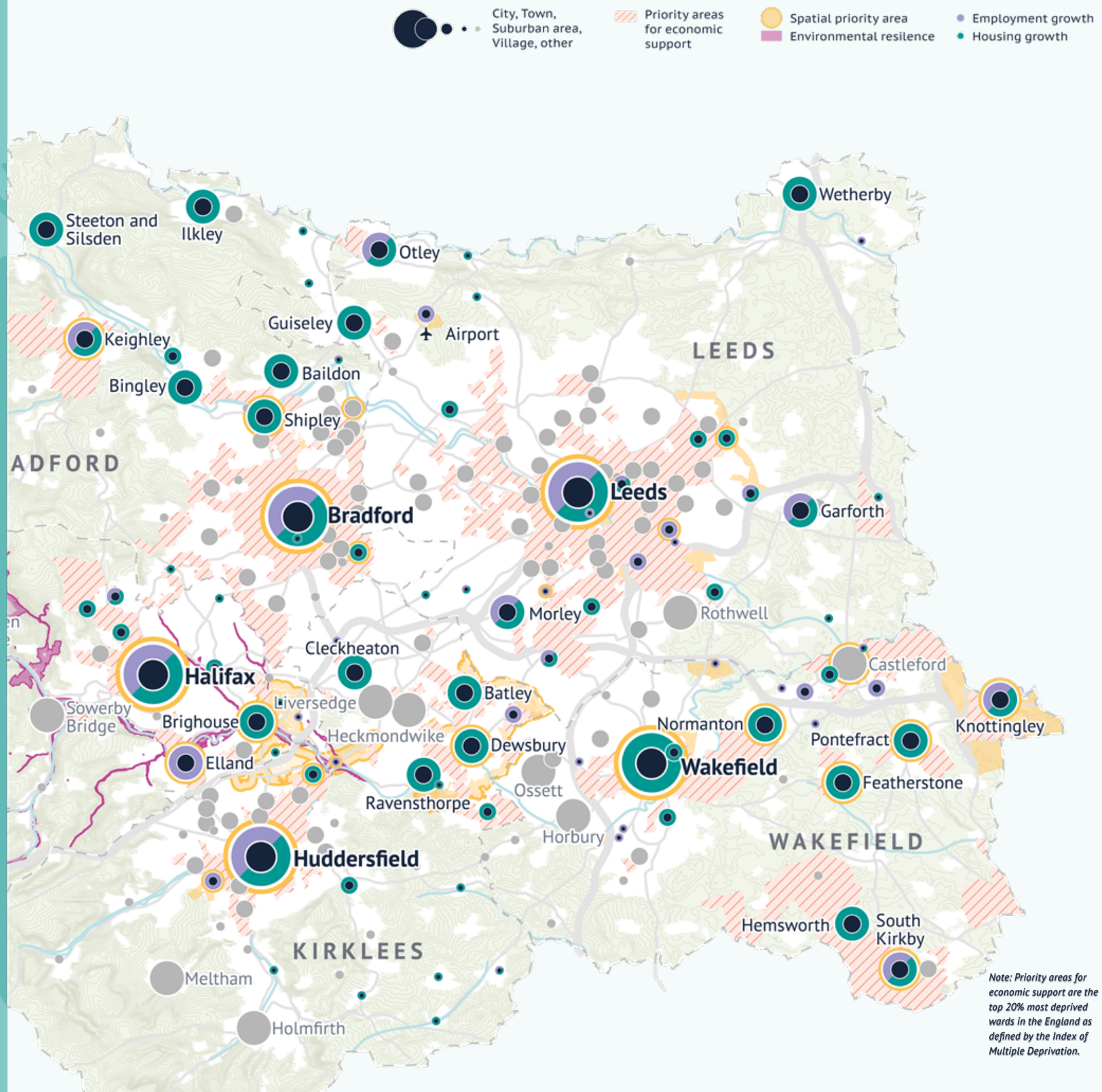
“” Understanding our places now and in the future is central to planning an effective and efficient transport system.

At the heart of northern England, West Yorkshire is a thriving place to live. It is increasingly attracting highly skilled, knowledge-intensive service sector workers, as well as new tourism, cultural and leisure opportunities.

However, transport congestion is limiting growth and air quality is a problem. Transport is the largest carbon emitting sector in West Yorkshire.

In order to develop an effective transport system, we need to understand each and every one of our places and communities. Then we can make sure everywhere and everyone is seamlessly connected.

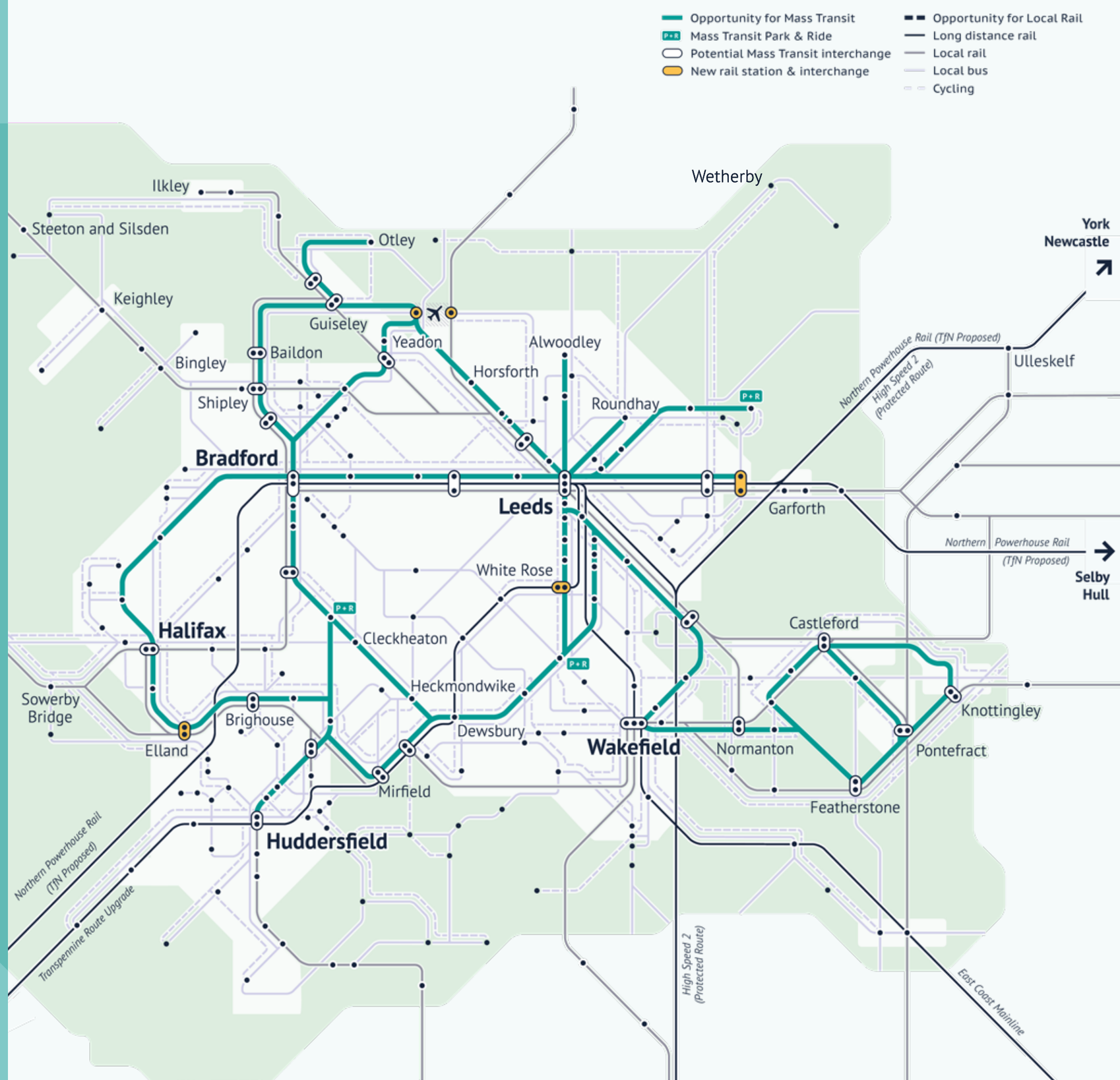
Leeds is the largest city in our region. West Yorkshire is also home to the cities of Bradford and Wakefield and the large towns of Huddersfield and Halifax. Alongside our other town and district centres, West Yorkshire is a great place to live.



The benefits of Mass Transit as part of an integrated transport system

Mass Transit, linked to cycling and walking, bus and rail, is essential to providing a public transport system fit for the 21st Century.

- A better, more balanced economy.
- Support new housing and opportunities for business growth.
- Sustainable development and regeneration of our towns and cities.
- Enhanced quality of life for West Yorkshire's residents and visitors.
- A low emission and low carbon future.

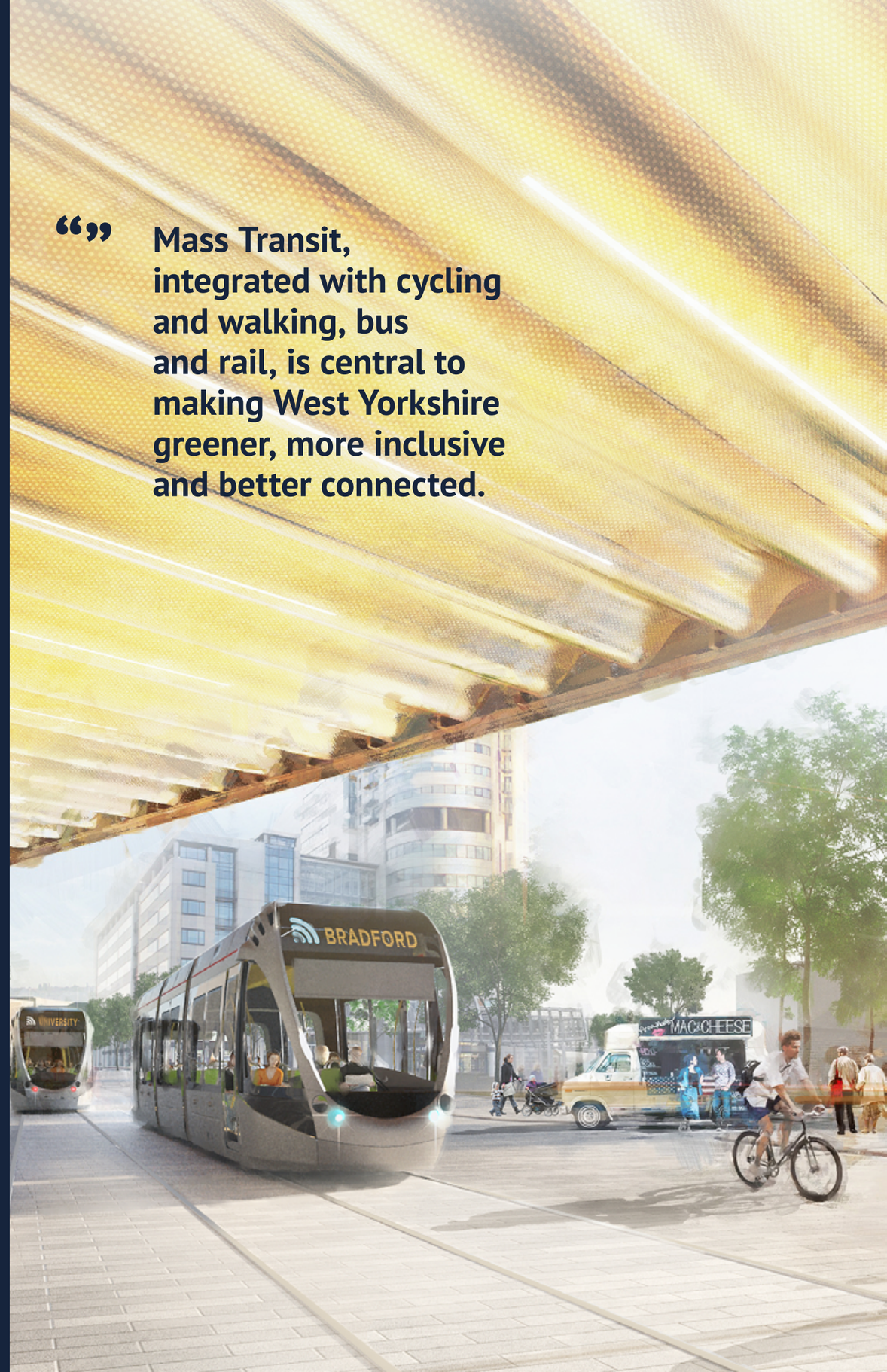


A bold ambition for a new West Yorkshire transport mode

Mass Transit will be a new form of transport for West Yorkshire. It will be integrated into the urban fabric of every community it serves.

Our design principles have been shaped by our goal to create a 21st Century transport system. Helping us meet our priorities to tackle the climate emergency, boost productivity and enable inclusive growth.

> **Mass Transit, integrated with cycling and walking, bus and rail, is central to making West Yorkshire greener, more inclusive and better connected.**



Our four design principles

People first

Designed for people of all ages and abilities, and safe and secure for all.

Reflect the region's diverse communities and cultures.

Easily accessible low-floor vehicles with multiple doors for quick and easy boarding.

Inclusive safe spaces around stops.

Affordable, easy to use, enjoyable and stimulating.

Environmental responsibility

Zero-emission at the point of use.

An attractive alternative to car travel.

Infrastructure resilient to climate change.

Landscaping to promote biodiversity, improve air quality and overall health.

Sustainable management of surface water.

Better connected

Integrated with local bus services. Bus and Mass Transit will share infrastructure where needed and practicable, while avoiding competition.

Connected to local rail services, yet independently operated. Link to HS2 and Northern Powerhouse Rail.

Cycleways that complement Mass Transit routes.

New and enhanced Park & Ride.

A sense of permanence and ease of use.

Celebrating West Yorkshire

Celebrate our built and natural environment.

Add to, and enhance, our urban spaces and support regeneration.

Respect existing spaces and neighbourhoods, building on their strengths.

Build and retain skills.

Be a symbol of pride for West Yorkshire.

People first

“We aspire for West Yorkshire’s Mass Transit System to be a best-in-class system for accessibility. Championing equality, diversity and inclusion will be at the heart of its development and design.

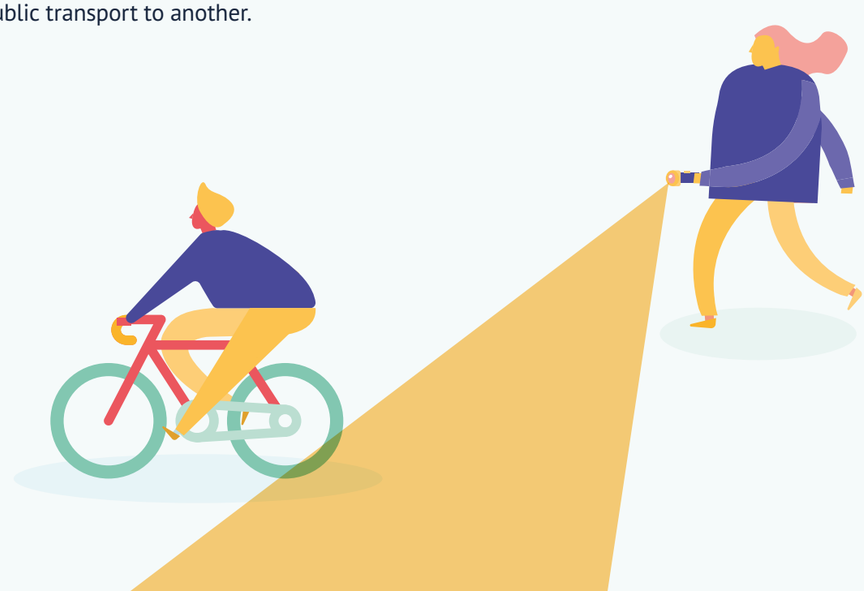
Mass Transit will be inclusive and accessible to all. Level boarding through multiple doors will mean it can easily be used by those with mobility impairments. It will be fully accessible to people who use a wheelchair and to people with a pram or a buggy. On the vehicle, there will be audible announcements and visual displays that tell passengers which stop is next. As well as being visually attractive, vehicles will be designed to avoid sensory overload.

Stops will be visually distinctive while complementing the local built environment. They will have shelters and real time displays. We will look at a wide range of new innovative ways providing real time information. Stops will be integrated with local walking and cycling routes. Some key stops will have dedicated cycle parking and charging facilities for e-bikes and maybe e-scooters too, subject to future legislation.

Mass Transit will be designed to be safe and secure. Ensuring the safety of all users will be at the heart of how Mass Transit is designed and operated. There will be particular consideration of safety for women and girls. Vehicles and stops will be monitored by CCTV, will be well lit and designed to be welcoming for all.

As well as being affordable, ticketing will be straightforward. People will be able to pay electronically or by cash, as they prefer. We want Mass Transit fares and ticketing to be integrated with bus and rail with no undue cost penalty when making a journey that needs a change from one type of public transport to another.

Our network will be designed to serve a wide range of communities acknowledging their unique needs, including those that have previously not benefited from a high capacity, quality public transport options. We will take a collaborative and partnership approach to the development our ambitious plans, to ensure communities and groups have a strong voice in shaping design of our Mass Transit system.



Environmental responsibility

Mass Transit is a key part of our pathway to net zero. It will be built to be resilient to climate change, and will provide a high quality sustainable travel alternative to the car.

To limit the impacts of climate change, we have to reduce carbon emissions. In West Yorkshire, our target is to reach 'net zero' by 2038 and to make substantial progress towards this target by 2030.

Transport is the biggest carbon emitting sector of the West Yorkshire economy. To meet our target, we must reduce transport's carbon emissions, and Mass Transit will play a key role in achieving this.

Mass Transit will be powered by electricity, either from overhead lines or from batteries. We are also considering emerging technologies like hydrogen power. However the system is powered, we are committed to using green renewable sources of power.

Electric cars will help us reach net zero, but we know that alone they are not enough. We all need to travel less by car. As part of an integrated public transport network, Mass Transit will be an attractive, clean and affordable alternative to travelling by car. As well as helping meet our net zero target, this will help improve air quality too.

Mass Transit will be linked to a wider network of cycling and walking infrastructure and other modes of public transport, meaning people will be able to make end to end journeys without needing to use a car.

We are actively investigating how to minimise the life cycle carbon and environmental impacts of building and operating Mass Transit and the materials, technologies and techniques that are used to minimise the impact of its construction.

Mass Transit is a key part of our pathway to net zero. It will be built to be resilient to climate change, and will be designed to help reduce flood risk.

The environment and nature will be integral to our design approach. We will design Mass Transit to support biodiversity, increase urban greening, support nature recovery and help West Yorkshire residents access open spaces.

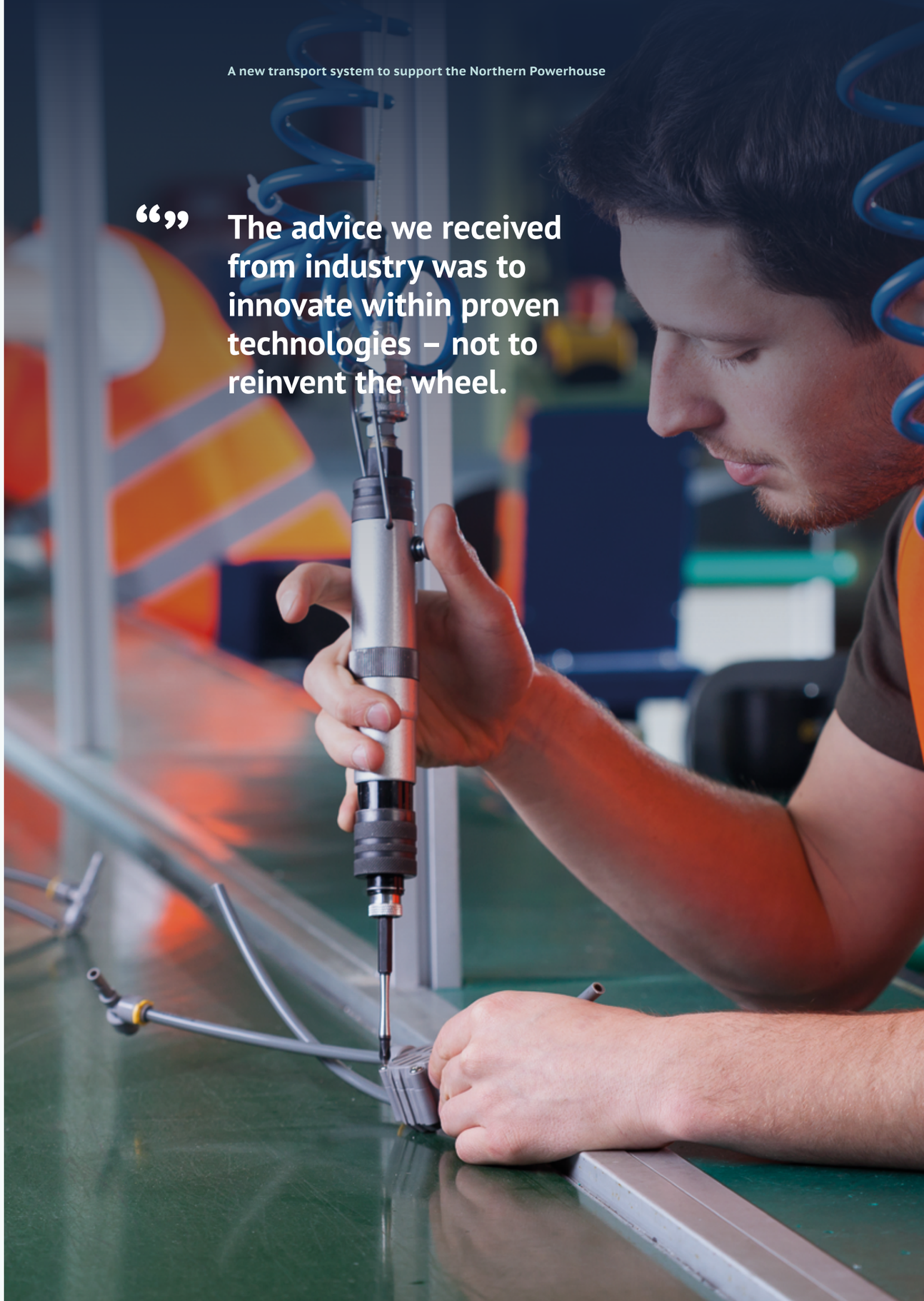
Learning from industry

> **We will continue to research innovative technologies that deliver the best solution for West Yorkshire.**

The Advanced Urban Transit Technologies – Worldwide Market Testing report can be found on the West Yorkshire Combined Authority website.
westyorks-ca.gov.uk/mass-transit

What we learned:

- Segregation from general traffic is important for journey reliability.
- Bus, Mass Transit and rail will each be important as part of an integrated transport network – the preference depends on the capacity need and the ambitions of the region.
- Technologies exist for autonomous operations, but only in a fully segregated environment. Mass Transit systems which require interface with car and/or pedestrians will continue to need a driver for safety and passenger assistance reasons.
- Battery technologies are advancing rapidly and it is realistic to plan for systems without overhead wires.
- World-leading cities are investing in modern Mass Transit alongside bus and rail, sometimes with more than one type of Mass Transit technology.



A blend of Mass Transit technologies, new to West Yorkshire

Belfast Glider, UK, © Albert Bridge

Birmingham Metro, UK, © West Midlands Combined Authority

Mulhouse Tram-Train, France

Artist impression of Coventry Very Light Rail, UK

	Advanced Bus Rapid Transit	Light Rail/Tram	Tram-Train	Ultra Light Rail
	Can run on street with other traffic and on bus-only alignments.	Can run on street with other traffic and on segregated alignments, which can be integrated with urban realm and green spaces.	Can run on street with other traffic, on segregated alignments like light rail/tram and on the same tracks as trains.	Can run on street with other traffic and on segregated alignments like light rail/tram.
	Rubber tyred vehicles.	Steel wheels on steel rails.	Steel wheels on steel rails.	Steel wheels on steel rails.
	Low-floor vehicles with multiple double doors for easy level boarding and alighting.	Low-floor vehicles with multiple double doors for easy level boarding and alighting.	Either high-floor to use existing platforms at railway stations, or low-floor serving new platforms. Multiple double doors for easy level boarding and alighting.	Low-floor vehicles with multiple double doors for easy level boarding and alighting.
	30-50 seats and an overall passenger capacity of around 120 people.	50-80 seats and an overall passenger capacity of around 200.	50-80 seats and an overall passenger capacity of around 200.	20-30 seats and can carry up to 70 people in total.
	Potential to be battery or hydrogen powered.	Overhead line but doesn't need to be from end to end if battery or hydrogen powered as well.	Overhead line but doesn't need to be from end to end if battery or hydrogen powered as well.	Overhead line but doesn't need to be from end to end if battery or hydrogen powered as well.
	Developing technology.	Proven technology.	Proven technology but interface with rail can make challenging to implement.	Developing technology.
	Belfast, Bogotá, Metz, Nantes.	Birmingham, Bordeaux, Dublin, Nice.	Karlsruhe, Mulhouse, Sheffield.	None in the UK. Coventry system is in development.

A skilled local labour force to deliver and operate Mass Transit

A modern Mass Transit network needs a skilled labour workforce to build and operate it. We need successful employers that provide good quality jobs and which invest in their workforce. This is essential to boosting productivity, increasing social mobility and enabling inclusive growth.

These jobs are in high demand, while the skills are in short supply. This creates a unique opportunity for new skilled jobs. We want as many people as possible from all walks of life across West Yorkshire to benefit from this opportunity. We will partner with and support development of small and medium-sized enterprises (SMEs) and other local businesses, ensuring they have skills and expertise required to participate in our supply chain.

Building and then operating Mass Transit can help us achieve our skills and employment goals by:

- Supporting innovation and productivity through higher-level skills.
- Working with industry to provide training and technical education, including re-training.
- Creating a culture of investment in workforce skills and supporting career progression.
- Providing an opportunity for a local world-class training capability.

How Mass Transit can support business growth

Mass Transit is more than a transport project.

Mass Transit can help attract inward investment and business growth. Providing fast, reliable and attractive public transport links between where people live and where there are jobs can help increase the job opportunities available to people looking for work. For businesses, it can help them get the right person into the right job. It also makes businesses more accessible to customers.

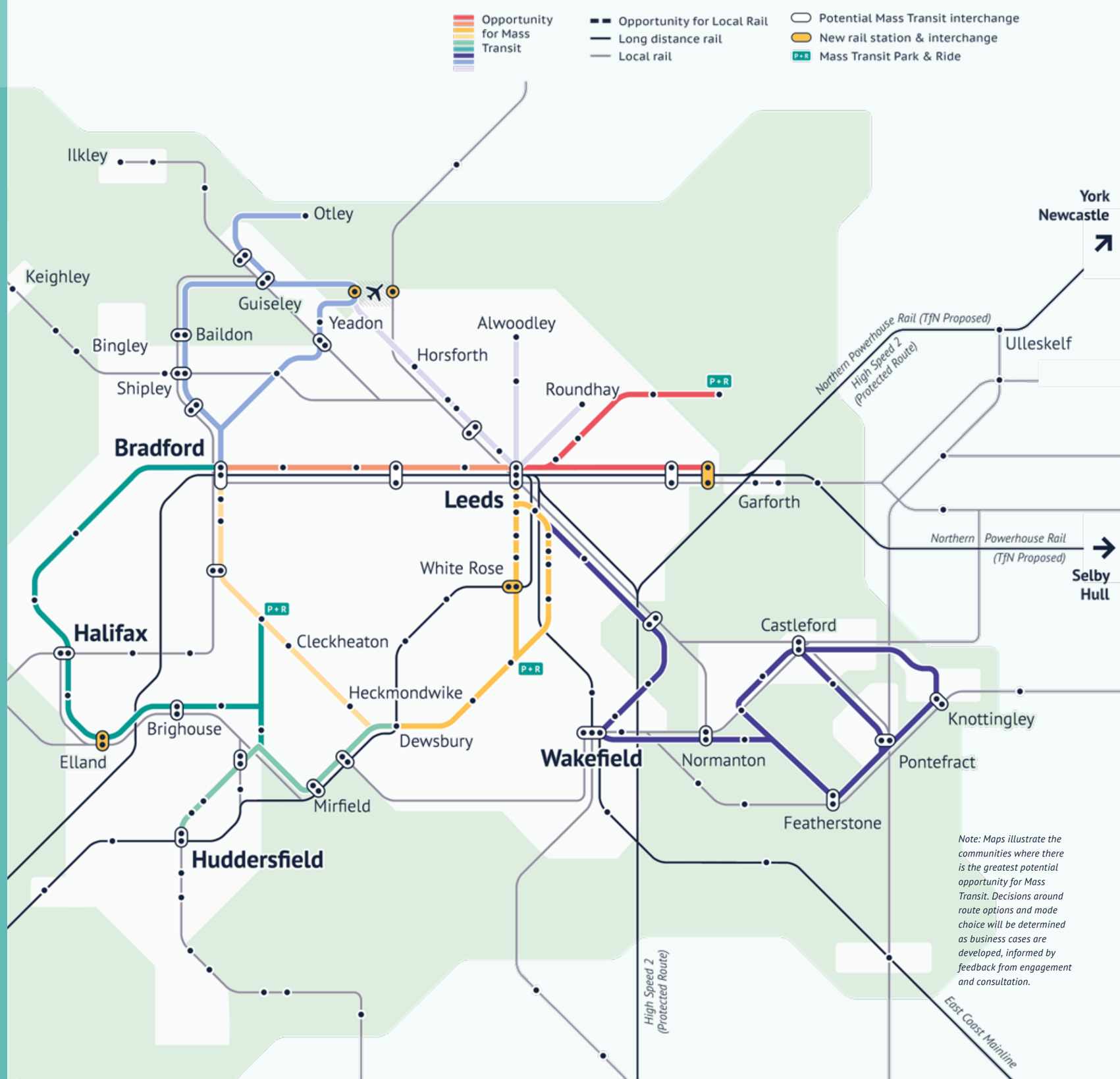
Further ways businesses can benefit from a Mass Transit scheme include:

- Giving business more confidence to invest in an area.
- Kick-starting development and regeneration of undeveloped or long-vacant sites.
- Supporting population growth in areas previously in decline.
- Making transport stops places that are attractive to locating a business.
- Helping give an area a buzz.

Our 2040 West Yorkshire Mass Transit vision

We set out in the following pages a summary of the case for Mass Transit in each of the following parts of West Yorkshire

As well as taking feedback on the draft vision into consideration, there has been further consideration of engineering feasibility.



East Leeds

City, Town, Suburban area, Village, other

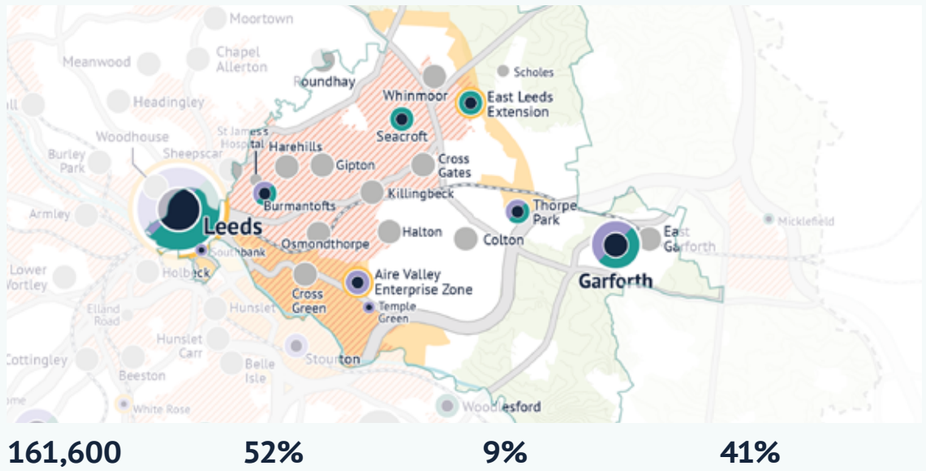
Priority areas for economic support

Spatial priority area

Environmental resilence

Employment growth

Housing growth



161,600
people live in East Leeds

52%
live within 20% most deprived communities in England

9%
use public transport to get to work

41%
of households don't have access to a car or van

East Leeds is a rich patchwork of well-populated areas and diverse communities including priority areas for economic support and regeneration.

Harehills is an older area of the city with large amounts of high occupancy terraced housing, resulting in one of the densest populations in West Yorkshire. St James's University Hospital is close to Harehills and is one of the largest hospitals in the North. Nearby, Seacroft and Cross Green are priority areas for economic support and regeneration.

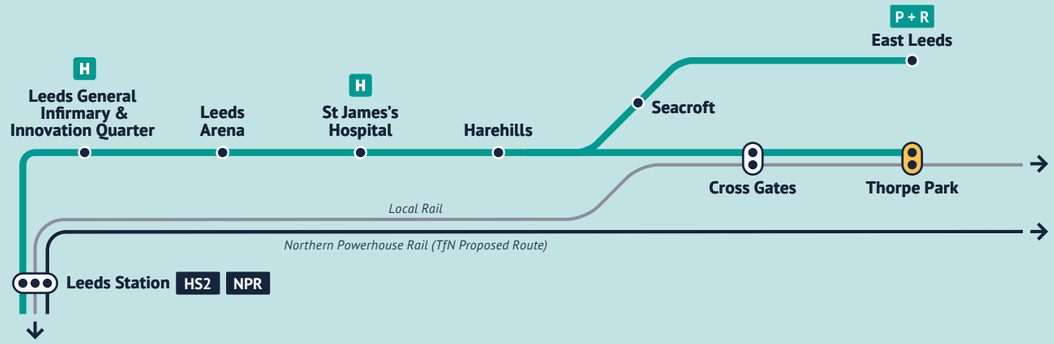
The area is primed for further residential growth, with new communities at Manston Lane and in the East Leeds Extension. The area is a key employment zone with hubs at Seacroft, Cross Gates and Thorpe Park and the Aire Valley Enterprise Zone. Thorpe Park alone will support 7,000 houses and 19,000 jobs. The area is a key employment zone with hubs at Seacroft, Cross Gates and Thorpe Park supporting retail and commercial jobs, and the Aire Valley Enterprise Zone.

Local communities generate a lot of local travel and key arterial routes into central Leeds from North Yorkshire and beyond pass through East Leeds. High levels of car traffic lead to congestion and pollution. East Leeds has some of the highest bus use in Leeds, but services are delayed by congestion. Trains from Cross Gates into Leeds are often overcrowded during rush hour.

Connect new & existing housing in East Leeds to the city centre.

Provide new public transport opportunity to communities in need of economic support.

Park & Ride for longer distance trips and interchange with rail at Thorpe Park.



Note: HS2 subject to further study

Potential Places to connect by Mass Transit

Opportunity for Mass Transit

Railway

NPR Northern Powerhouse Rail (TfN Proposed)

New rail station & interchange

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	**Shortlisted**	**Shortlisted**	Parked	Parked	Parked

Leading technology

With the capacity it can offer, and the opportunity to integrate into regenerated communities and new developments, **Light Rail/Tram** is the leading option.

Shortlisted
technology will be considered

Parked
technology unlikely to be appropriate but will be re-assessed through later development stages

Mass Transit will provide fast, high capacity connectivity, linking areas of economic need, new employment sites, areas of new housing. It would improve links to St James's Hospital.

With priority over traffic, Mass Transit would be an attractive alternative to car travel, including Park and Ride for longer distance trips from North Yorkshire and York heading to Leeds city centre.

Railway stations at Cross Gates, Garforth and East Garforth offer services to Leeds city centre. The new railway station at Thorpe Park would provide access to the local employment growth area, and interchange with Mass Transit.

Buses would continue to be important for East Leeds with routes recast to feed and integrate with Mass Transit.

New connections to the cycle superhighway route on A64 would provide a safe protected space. Local cycle connections would enable cycling to be a convenient option to access Mass Transit services.

Bradford – Leeds

City, Town, Suburban area, Village, other

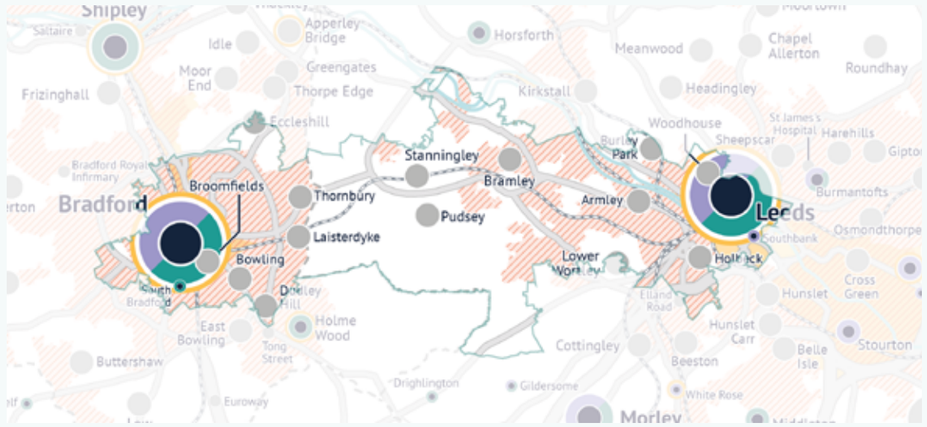
Priority areas for economic support

Spatial priority area

Environmental resilence

Employment growth

Housing growth



213,800
people live between Leeds and Bradford

58%
live within 20% most deprived communities in England

8%
use public transport to get to work

42%
of households don't have access to a car or van

Leeds and Bradford city centres are the largest centres of employment in West Yorkshire. The eight miles between the city centres are almost entirely built-up with a dense, high population.

Armley and Wortley close to Leeds city centre and Laisterdyke close to Bradford city centre are priority areas for economic support and regeneration. The communities in the corridor have a number of employment sites including at Stanningley.

Bradford's Southern Gateway is a major new development area earmarked as a site for a Northern Powerhouse Rail station, as well as new housing, employment and health infrastructure opportunities.

New housing and employment growth is planned elsewhere: a large urban extension planned at Holme Wood, and at many smaller sites between the two city centres. There will be new employment opportunities as Leeds city centre grows to the south and west.

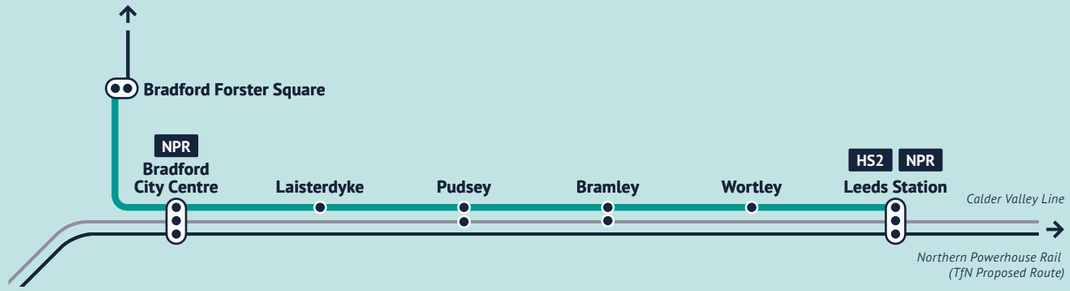
The corridor is served by the longer distance Calder Valley railway line, which experiences overcrowding. The Bradford ring road (A6177) and Leeds ring road (A6120) both pass through the area. There is congestion at key junctions such as Dawsons Corner.

Bus services connect the city centres and the communities between, but are delayed by congestion.

Better connect communities between Leeds and Bradford to employment, health, education, entertainment and retail opportunities.

Additional public transport capacity to serve growing population and employment.

Connect the Bradford Southern Gateway City Centre extension to employment growth areas.



Note: HS2 subject to further study

Potential Places to connect by Mass Transit

Opportunity for Mass Transit — Railway — NPR Northern Powerhouse Rail (TfN Proposed)

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	**Shortlisted**	**Shortlisted**	Parked	**Shortlisted**	**Shortlisted**

Leading technology

With the capacity it can offer, and the opportunity to integrate into regenerated communities and new developments, **Light Rail/Tram** is the leading option.

Shortlisted
technology will be considered

Parked
technology unlikely to be appropriate but will be re-assessed through later development stages

Mass Transit would provide frequent, high-capacity local connections between communities within the corridor, and the proposed Bradford Northern Powerhouse Rail (NPR) and Leeds NPR/HS2 stations. Mass Transit would link the areas of high demand and economic need with new employment and housing sites.

Transport for the North's NPR proposal would deliver the fast city centre to city centre connectivity, with journey times less than 10 minutes. Via the city centre, Mass Transit would connect the Bradford NPR station to Forster Square station. The Calder Valley line would serve longer distance journeys to Halifax, Hebden Bridge and beyond.

Buses would continue to be important for the communities in the corridor, with services recast to feed and integrate with Mass Transit

Further investment in facilities for cyclists would build on the success of the Leeds-Bradford Cycle Superhighway. Local cycle connections would enable cycling to be a convenient option to access Mass Transit services.

South Leeds – Dewsbury

City, Town, Suburban area, Village, other

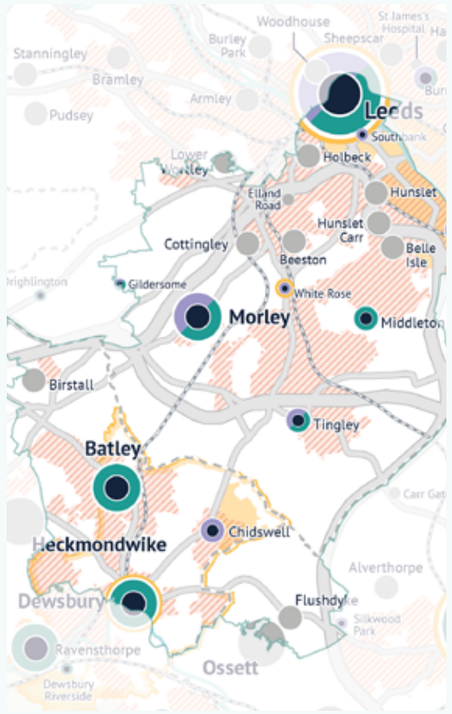
Priority areas for economic support

Spatial priority area

Environmental resilence

Employment growth

Housing growth



220,400
people live between Leeds and Dewsbury

7%
of journey to work by public transport

46%
live within 20% most deprived communities in England

35%
of households don't have access to a car or van

The area between Leeds and Dewsbury includes the towns of Batley, Morley and Tingley, as well as suburbs of Leeds such as Beeston, Hunslet and Middleton.

Dewsbury is a historic market town with a rich industrial past. Many of the communities between Leeds and Dewsbury are in need of economic support and regeneration. These include Hunslet, Beeston, Belle Isle and Batley, as well as parts of Dewsbury.

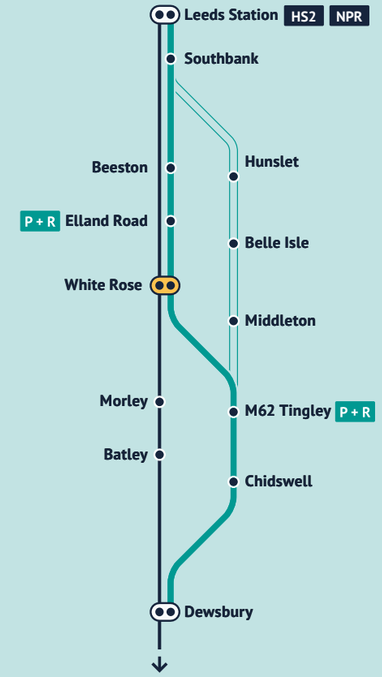
The M62 and M621 both cut through and sever the area. Leeds South Bank, including the HS2 station, is a Spatial Priority Area. South of the M62, North Kirklees is a Spatial Priority Area with housing and employment growth planned. Opportunities for employment and housing growth also include Tingley, Morley and Middleton.

There are high numbers of car trips, particularly from the M62 and M621 into Leeds and Dewsbury. Bus is the main public transport mode for local trips, with the trans-Pennine rail route providing fast connectivity from Dewsbury to Leeds. As a result of the congestion, the corridor has slow and unreliable bus journeys. While there are buses that run from Leeds to Dewsbury, the bus network in the Leeds suburbs is focused on the city centre. There are local routes centred on Dewsbury.

Connect new housing in South Leeds and North Kirklees to employment centres in Leeds and Dewsbury.

Provide faster and more reliable local public transport.

Park & Ride on the M62 at Tingley, to cater for longer distance trips to Leeds.



Potential Places to connect by Mass Transit

- Opportunity for Mass Transit
- Railway
- NPR Northern Powerhouse Rail (TfN Proposed)
- New rail station & interchange

Note: HS2 subject to further study

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	**Shortlisted**	**Shortlisted**	Parked	Parked	Parked

Leading technology

With the capacity it can offer, and the opportunity to integrate into regenerated communities and new developments, **Light Rail/Tram** is the leading option.

Shortlisted *technology will be considered*

Parked *technology unlikely to be appropriate but will be re-assessed through later development stages*

Rail will be the quickest way to travel between Dewsbury and Leeds city centre. Railway stations at Batley and Morley offer services to Leeds city centre and to Dewsbury. A new railway station at White Rose would provide access to the local employment growth area, and interchange with Mass Transit.

Mass Transit would provide fast, high capacity local connectivity, linking areas of high travel demand, economic need, new employment sites, and new housing. Park and Ride at the M62 Tingley junction to Leeds city centre will cater for trips from the motorway network.

Buses would continue to be important for South Leeds and for Dewsbury, supported by the bus priorities being introduced. Routes would be recast to feed and integrate with Mass Transit.

Local cycle connections would enable cycling to be a convenient option to access Mass Transit services.

With priority over traffic, Mass Transit would be an attractive alternative to car travel and could supplement and enhance existing park and ride provision.

Bradford – Dewsbury

City, Town, Suburban area, Village, other

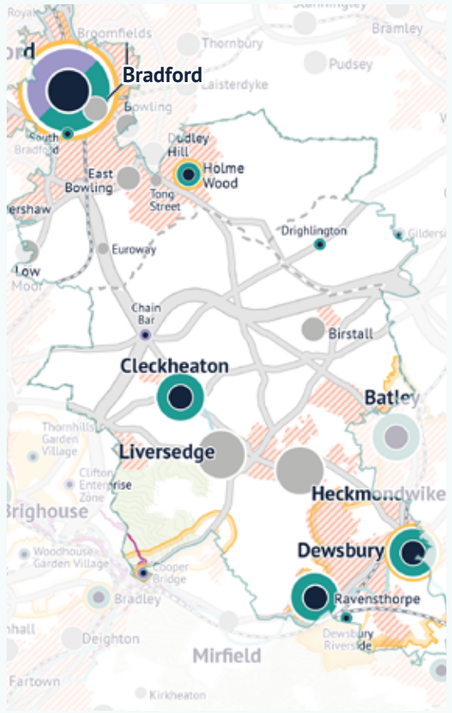
Priority areas for economic support

Spatial priority area

Environmental resilence

Employment growth

Housing growth



220,900
people live between Bradford and Dewsbury

5%
of journey to work by public transport

50%
live within 20% most deprived communities in England

33%
of households don't have access to a car or van

As well as the suburbs of Dewsbury and Bradford, the corridor includes the towns of Cleckheaton, Gomersal and Birstall.

Much of South East Bradford and communities such as West Bowling, East Bierley and Holme Wood are in need of economic support and regeneration. Bradford city centre is an important centre of employment, as well as cultural, leisure and other services. Dewsbury is a centre of employment, as are the intermediate towns.

This corridor includes a number of growth areas including M606, Holme Wood, Dewsbury Riverside and North Kirklees Growth Zone.

The area is divided by the M62. Arterial routes serving Bradford city centre experience high levels of congestion, as do other routes throughout the area. While rail routes pass through the area, they do not cater for movements within it. There are bus services throughout the area, but only the Bradford suburbs have a high frequency. Dewsbury and Bradford offer bus rail interchanges.

Support redevelopment and regeneration in Bradford Southern Gateway to the North Kirklees Growth Zone.

Enhance public transport between Leeds and Cleckheaton/ Heckmondwike.

Provide a Park & Ride on the M62 at Chain Bar junction, for longer distance trips. Better connections to Bradford and Dewsbury.

Potential Places to connect by Mass Transit

- Opportunity for Mass Transit
- Railway
- NPR Northern Powerhouse Rail (TfN Proposed)

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	**Shortlisted**	Parked	**Shortlisted**	Parked	Parked

Leading technology

Choice of technology would need to consider likely demand, revenue and benefits, as well as the implementation costs

Shortlisted *technology will be considered*

Parked *technology unlikely to be appropriate but will be re-assessed through later development stages*

Mass Transit would provide fast, high capacity connectivity, linking areas of economic need, new employment sites, and areas of new housing. The Park and Ride sites on the M62 at Chain Bar and at Odsal Top would provide onward connections to Bradford, Dewsbury and Leeds.

Rail would provide fast connectivity to Leeds and Manchester. Mass Transit would interchange with rail and Northern Powerhouse Rail in Bradford with enhanced trans-Pennine rail services at Dewsbury, and link the two Bradford stations.

Buses would continue to be important through the corridor. Routes would be recast to feed and integrate with Mass Transit.

Local cycle connections would enable cycling to be a convenient option to access Mass Transit services. Greenways and walkways would provide additional pedestrian access. Mass Transit will not lead to a reduction in the provision for cyclists.

With priority over traffic, Mass Transit would be an attractive alternative to car travel.

Huddersfield – Dewsbury

City, Town, Suburban area, Village, other

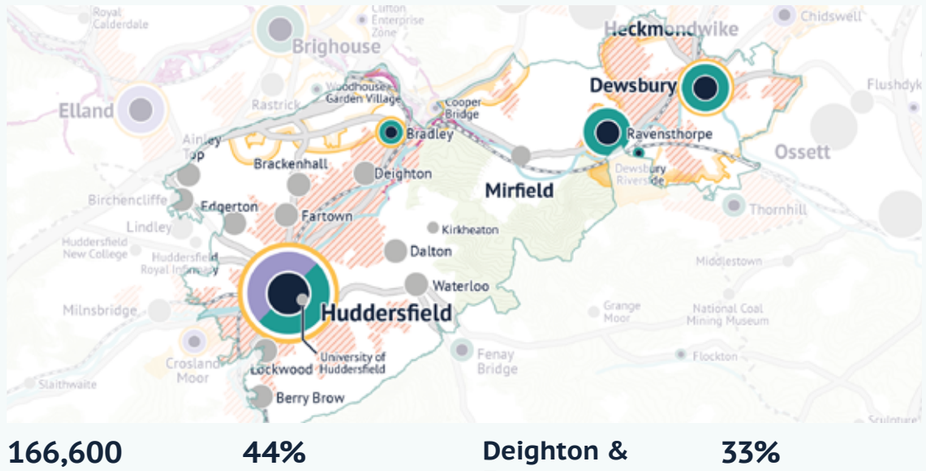
Priority areas for economic support

Spatial priority area

Environmental resilence

Employment growth

Housing growth



166,600
people live between Huddersfield and Dewsbury

44%
live within 20% most deprived communities in England

Deighton & Fartown are in the top 10% deprived areas for education in England

33%
of households don't have access to a car or van

Midway between Leeds and Manchester, Huddersfield is the biggest town in Kirklees. Dewsbury is a historic market town with a rich industrial past. This corridor covers the densely-populated urban valleys, bounded by steep hills. Average household income in the corridor is lower than both national and regional averages.

People in communities within the corridor, including in Deighton, Fartown and Elland, have low employment and skills prospects, low household income, and low car ownership. Several are within the top 10% of most deprived communities in the country. Many job opportunities rely on car access and are poorly served by other transport options.

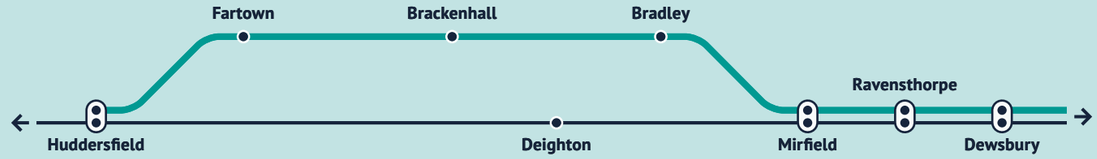
Housing growth is focused around Bradley, Mirfield and Huddersfield. There are also development sites at Brighouse, and Dewsbury Riverside. Key employment sites include Elland, Clifton Enterprise Zone and Cooper Bridge.

Huddersfield is a major destination. There are high levels of peak-time traffic and congestion on the M62 and roads in and out of Huddersfield, including the A640, A629, A641, A62 and A616. The railway stations of Deighton, Mirfield and Ravensthorpe provide connectivity to Dewsbury and Huddersfield. Bus services are slow and unreliable and are focused on Huddersfield and Dewsbury town centres.

Support redevelopment and regeneration in Bradley, Cooper Bridge and Dewsbury Riverside.

Enhance public transport between and Dewsbury.

Integrate and complement the Trans Pennine Route upgrade programme.



Potential Places to connect by Mass Transit

Opportunity for Mass Transit
Railway
NPR Northern Powerhouse Rail (TfN Proposed)
New rail station & interchange

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	**Shortlisted**	Parked	**Shortlisted**	Parked	**Shortlisted**

Leading technology

Choice of technology would need to consider likely demand, revenue and benefits, as well as the implementation costs.

Shortlisted *technology will be considered*

Parked *technology unlikely to be appropriate but will be re-assessed through later development stages*

Rail would be the quickest way to travel between Huddersfield and Dewsbury and beyond through the Transpennine Route Upgrade.

Mass Transit would provide fast, high-capacity connectivity, linking areas of economic need to employment opportunities and areas of new housing.

Buses would continue to be important through the corridor. Routes would be recast to feed and integrate with Mass Transit.

Local cycle connections would enable cycling to be a convenient option to access Mass Transit services.

Bradford – Halifax

City, Town, Suburban area, Village, other

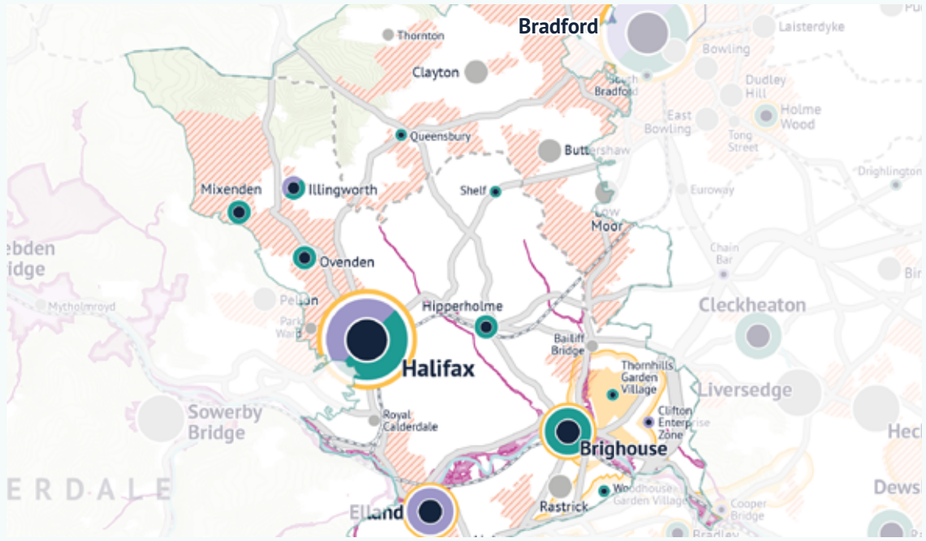
Priority areas for economic support

Spatial priority area

Environmental resilence

Employment growth

Housing growth



226,000
people live between Bradford and Halifax

45%
live within 20% most deprived communities in England

Ovenden, Mixenden, Park Ward and South Bradford are in the top 10% most deprived areas for education in England.

30%
of households don't have access to a car or van

As well as the western suburbs of Bradford, this corridor includes Halifax, Elland and Brighouse. Densely populated urban areas are concentrated in valleys, bound by steep hills.

Household income in the corridor is lower than both national and regional averages and just over half of the population is employed. Ovenden, Mixenden and Park Ward have low employment and skills prospects, low household incomes and car ownership. They are within the top 10% of the most deprived communities in the country. Many job opportunities rely on car access.

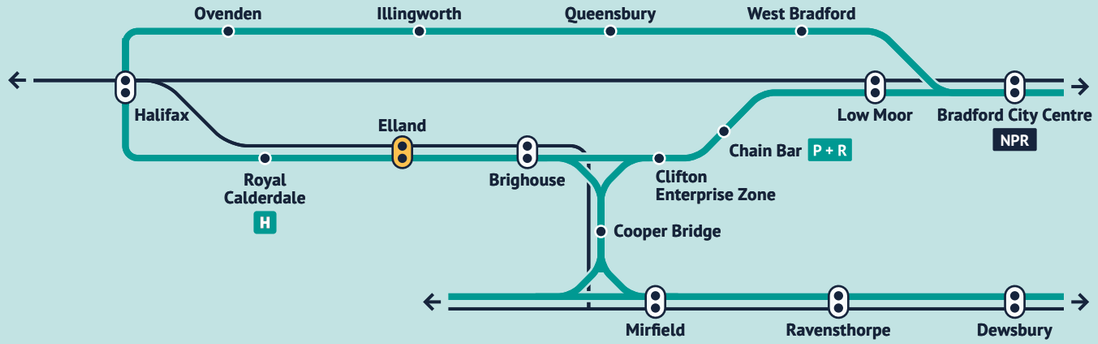
Housing development is planned in west Bradford. There are employment growth areas in Halifax, Elland, Clifton Enterprise Zone and Brighouse. There is traffic congestion, particularly on the M62 and at Stump Cross and Hipperholme crossroads. The A641, A629 and A58 are also congested. Traffic levels and congestion contribute to poor air quality .

Rail services link Halifax to Bradford and Huddersfield, and Brighouse to Dewsbury/ Leeds. Focused on north-south routes on the A629 and A641 and east-west on the B6145, local bus services are slow and unreliable.

Enhance connectivity of North Halifax and West Bradford.

Connect housing and employment growth areas in Elland, Brighouse and the Royal Calderdale Hospital to Bradford and Halifax.

Park & Ride on the M62 at Chain Bar, for longer distance trips, better connections to Bradford and Dewsbury.



Potential Places to connect by Mass Transit

- Opportunity for Mass Transit
- Railway
- NPR Northern Powerhouse Rail (TfN Proposed)
- New rail station & interchange

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	**Shortlisted**	Parked	**Shortlisted**	**Shortlisted**	Parked

Leading technology

Choice of technology would need to consider likely demand, revenue and benefits, as well as the implementation costs.

Shortlisted *technology will be considered*

Parked *technology unlikely to be appropriate but will be re-assessed through later development stages*

Mass Transit would link existing employment, regeneration and development sites and major hospitals to the new and existing housing areas. It would provide an alternative to the car to the communities within the corridor.

Rail would provide connectivity between Halifax, Bradford, Dewsbury and Leeds. Mass Transit would interchange with rail and Northern Powerhouse Rail in Bradford, and with the Calder Valley railway line at Low Moor, Halifax and at a new Elland railway station.

Buses would continue to be important through the corridor. Routes would be recast to feed and integrate with Mass Transit.

Local and strategic cycle connections and routes such as the Great Northern Railway Trail would enable cycling to be a convenient option to access Mass Transit services. Greenways and walkways would provide additional pedestrian access. Options will be considered for Mass Transit to use the disused Queensbury railway tunnel, although the initial priority is that it is retained and becomes a walking and cycling route.

Wakefield and Five Towns

City, Town, Suburban area, Village, other

Priority areas for economic support

Spatial priority area

Environmental resilence

Employment growth

Housing growth

210,100
people live between Leeds, Wakefield and the Five Towns

42%
live within 20% most deprived communities in England

6%
of journey to work by public transport

31%
of households don't have access to a car or van

South of Leeds towards Wakefield are Hunslet, Belle Isle, Cross Green, Rothwell and Woodlesford, each high density residential employment areas, separated by open space.

The city of Wakefield is an important commercial centre. The Five Towns – Pontefract, Castleford, Normanton, Knottingley and Featherstone – each have their own distinct identity. Throughout the area are communities with limited public transport access which are prioritised for economic support.

Employment growth is focused around Cross Green, Leeds Valley Park and the M62 corridor. Eastmoor (City Fields) in Wakefield is earmarked for new housing, as are Castleford, Knottingley and Featherstone and a number of sites located along the M62 corridor.

Road congestion is a problem in south Leeds and north of Wakefield and, around M62 Junction 31, and Castleford and Pontefract town centres. Air quality is a problem, with Air Quality Management Areas along the M62, as well as at Pontefract and Castleford town centres.

Wakefield has regular rail services from Westgate and Kirkgate stations, but while the Five Towns are linked to Leeds by rail, services are relatively slow and infrequent. As well as linking the Five Towns, bus routes link the area to Leeds and Wakefield city centres.

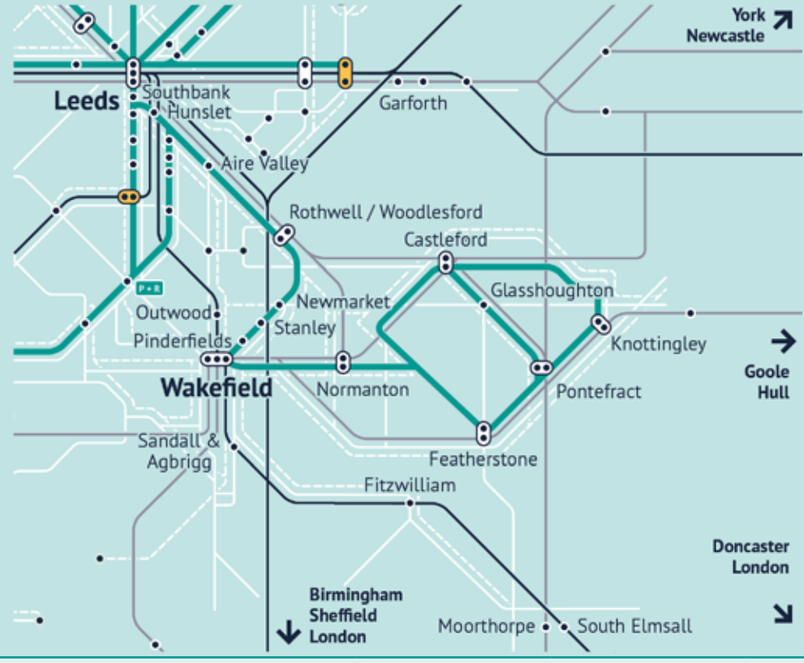
Potential Places to connect by Mass Transit

Opportunity for Mass Transit
New rail station & interchange
Railway
Local rail
Bus routes
Cycle routes

Better public transport links within and between the Five Towns, to Leeds and Wakefield, better connecting housing and employment sites.

Support development of new housing and new employment sites.

Potential to serve Pinderfields Hospital.



Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	**Shortlisted**	Parked	**Shortlisted**	Parked	**Shortlisted**

Leading technology

Choice of technology would need to consider likely demand, revenue and benefits, as well as the implementation costs, and future role of rail.

Shortlisted *technology will be considered*

Parked *technology unlikely to be appropriate but will be re-assessed through later development stages*

Coupled with significant investment in the local rail network between Castleford and Leeds, Mass Transit can connect Five Towns together and into the employment and housing growth areas in Wakefield on the higher demand corridors which are currently dominated by car travel.

Rail would continue to be the quickest way to travel between Leeds, Wakefield and East/South Yorkshire. Seamless interchange between rail and Mass Transit will be essential in Wakefield and within the Five Towns railway stations.

Buses would continue to play a key role across the district. Routes would be recast to feed and integrate with Mass Transit and would be developed to enhance bus services, particularly around the South East Wakefield, with new provision for cross border bus services.

Local cycle connections would enable cycling to be a convenient option to access Mass Transit services.

With priority over traffic, Mass Transit integrated with Rail, Bus and cycling networks, would be an attractive alternative to car travel.

Bradford and North West Leeds

City, Town, Suburban area, Village, other

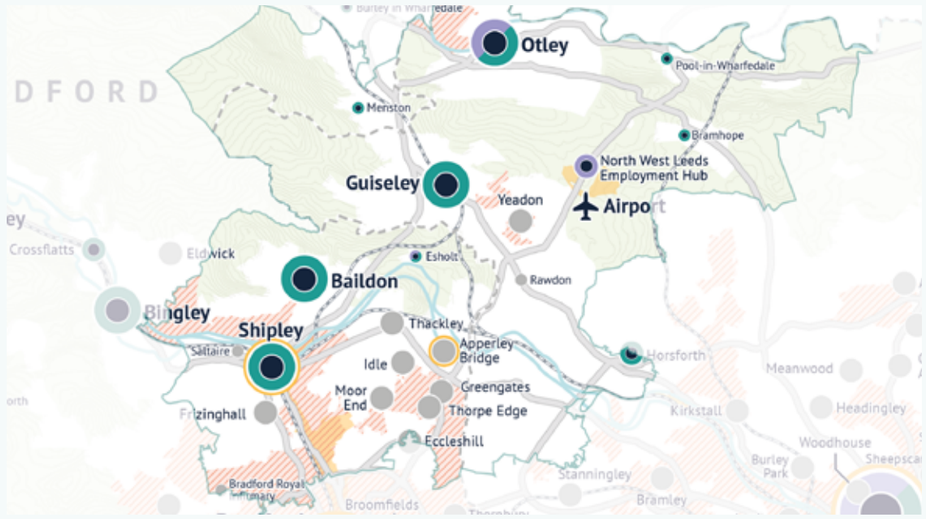
Priority areas for economic support

Spatial priority area

Environmental resilence

Employment growth

Housing growth



193,500
people live in this area

27%
live within 20% most deprived communities in England

Bradford & Shipley **are in the top 10% most deprived areas for education in England**

24%
of households don't have access to a car or van

The northern suburbs of Bradford, Shipley and the Saltaire World Heritage site, Yeadon, Guiseley, Menston and Otley, and Leeds Bradford Airport are all part of the corridor.

While some communities in the north of the corridor are relatively affluent, many in the northern suburbs of Bradford, such as Manningham, Greengates and Shipley need support to thrive and regenerate. They have low employment and skills prospects, low household income and low car ownership.

Leeds Bradford Airport is a centre of employment growth, and a major economic hub. The Shipley Canal corridor, Baildon, Menston and Otley are earmarked for growth.

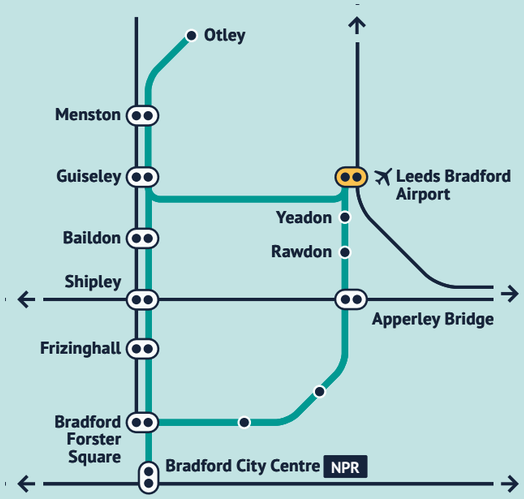
Employment and housing development is proposed at Apperley Bridge and Esholt. Housing developments are also proposed in Otley, Horsforth, Guiseley and Shipley.

While communities are characterised by low car ownership, there are high levels of congestion on arterial roads to Bradford city centre (such as A650 which also provides access to Manningham and Shipley), on the A65 and in local centres such as Otley. High frequency bus routes link northern Bradford to the city centre. Otley and Menston are also linked by bus to Leeds. The area is served by local rail, with connections to Bradford and Leeds city centres.

Be a fixed link between Bradford and the Airport.

Link to labour markets in Manningham, Idle and Eccleshill and support redevelopment and regeneration, in Bradford, Otley and the Airport.

Link Bradford railway stations to provide seamless and integrated cross-city public transport to Northern Powerhouse Rail.



Potential Places to connect by Mass Transit

- Opportunity for Mass Transit
- Railway
- NPR Northern Powerhouse Rail (TfN Proposed)
- New rail station & interchange

Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	**Shortlisted**	**Shortlisted**	Parked	**Shortlisted**	**Shortlisted**

Leading technology

With the capacity it can offer, and the opportunity to integrate into regenerated communities and new developments, **Light Rail/Tram** is the leading option for north of Bradford. For the eastern option, topography means **Advance Bus Rapid Transit** appears more appropriate.

Shortlisted *technology will be considered*

Parked *technology unlikely to be appropriate but will be re-assessed through later development stages*

Local rail will continue to be important, linking the Aire Valley with Bradford and Leeds city centres. It would link Bradford railway stations with Mass Transit, wider rail services and potentially Northern Powerhouse Rail. There is potential to reinstate the railway between Menston and Otley.

Mass Transit can provide fast, high capacity connectivity, linking areas of economic need to employment opportunities and to areas of new housing. There is the potential to improve links from Bradford and Otley to the Airport. With priority over traffic, Mass Transit would be an attractive alternative to car travel.

Buses would continue to be important through the corridor. Routes would be recast to feed and integrate with Mass Transit.

Local cycle connections would enable cycling to be a convenient option to access Mass Transit services. Greenways and walkways would provide additional pedestrian access.

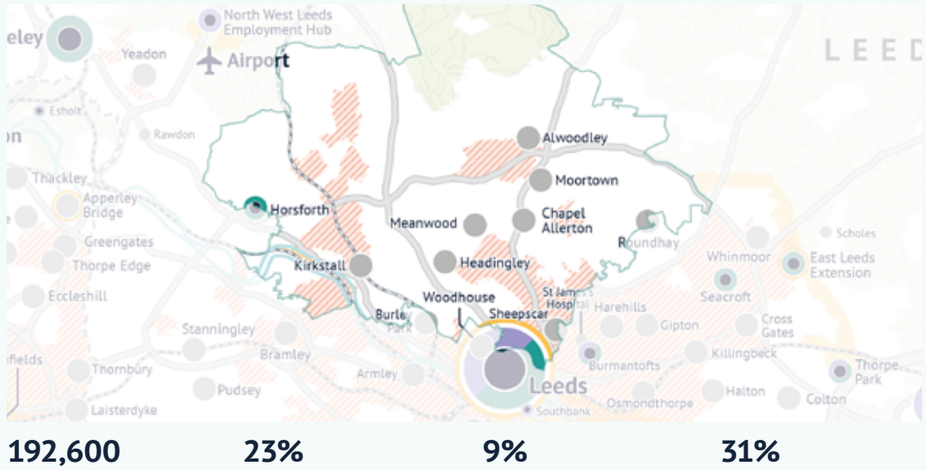
North Leeds

City, Town, Suburban area, Village, other

Priority areas for economic support

Spatial priority area
Environmental resilence

Employment growth
Housing growth



192,600
people live in North Leeds

23%
live within 20% most deprived communities in England

9%
of journey to work by public transport

31%
of households don't have access to a car or van

Mainly residential, North Leeds is an area of contrasts. It includes thriving areas such as Headingley and Chapel Allerton and suburbs such as Roundhay and Alwoodley, as well as Chapeltown, Holt Park and Kirkstall, which are priority areas for economic support and regeneration.

It includes the campuses of the University of Leeds and Leeds Beckett University. Inner city areas such as Kirkstall, Hyde Park and Chapeltown are dominated by high-density, low-income housing.

Employment growth is focused on the City Centre with commercial/financial services and the Innovation Quarter housing the universities.

To the west of the area, there are development sites in Horsforth, Kirkstall and the Airport.

The Ring Road (A6120) and radial routes including the A61, A660 and A65 are congested. The area is served by high frequency bus routes. At peak time, bus and rail services are overcrowded.

Rail in the area is restricted to only a few communities, with a fast but relatively low-capacity link, which is overcrowded at peak times. The main radial routes along the A65, A660 and A61 connect to communities north of the city such as Otley and Pool. Frequently congested, bus journey times on these roads are slow and unreliable.

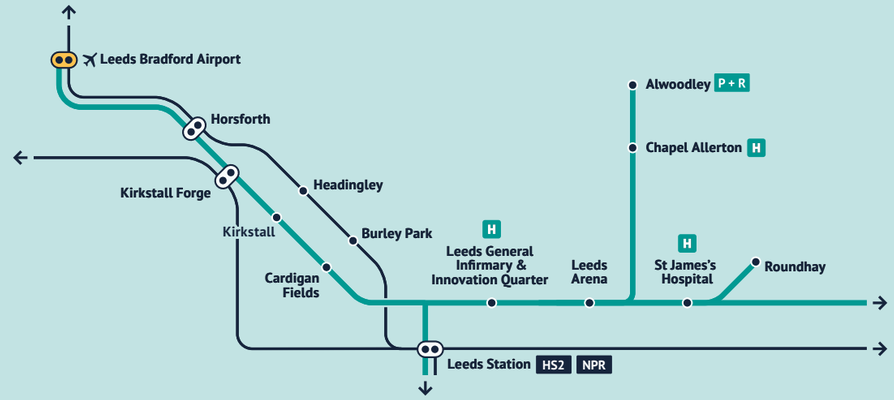
Improved links to the hospitals, universities, the Airport, and employment.

Better public transport links and greater capacity to the jobs and services in central Leeds, Leeds City Station, HS2 and Northern Powerhouse Rail.

Provide attractive high quality and reliable sustainable transport connections, reducing reliance on cars.

Potential Places to connect by Mass Transit

- Opportunity for Mass Transit
- Railway
- NPR Northern Powerhouse Rail (TfN Proposed)
- New rail station & interchange



Bus	Advanced Bus Rapid Transit	Light Rail / Tram	Ultra Light Rail	Tram-Train	Train
Shortlisted	**Shortlisted**	**Shortlisted**	Parked	**Shortlisted**	Parked

Leading technology

With the capacity it can offer, and the opportunity to integrate into regenerated communities and new developments, **Light Rail/Tram** is the leading option.

Shortlisted
technology will be considered

Parked
technology unlikely to be appropriate but will be re-assessed through later development stages

Mass Transit would provide fast, attractive, reliable and high capacity connections to the city centre, the Innovation District and Leeds General Infirmary. There are opportunities for Park & Ride, at Alwoodley for example.

It would provide interchange in Leeds with HS2 and Northern Powerhouse Rail, as well as existing rail services. Bus services would be recast to feed and complement Mass Transit. It would be integrated with local cycling and walking networks.

For most communities in North Leeds bus is the only available form of public transport. Bus is at the heart of our plans.

Post Covid-19, bus networks will need be revitalised, potentially with additional infrastructure to reduce bus journey times and improve journey reliability. With priority over traffic, Mass Transit would be an attractive alternative to car travel.

The immediate priority to improve access to the Airport is a new Airport Parkway railway station, which is currently in development. In time there may be the opportunity for extension of Mass Transit to the Airport.

Town and City Centres

Connect communities to inter-city and longer distance rail services

Increase transit capacity to get workers and visitors into town and city centres

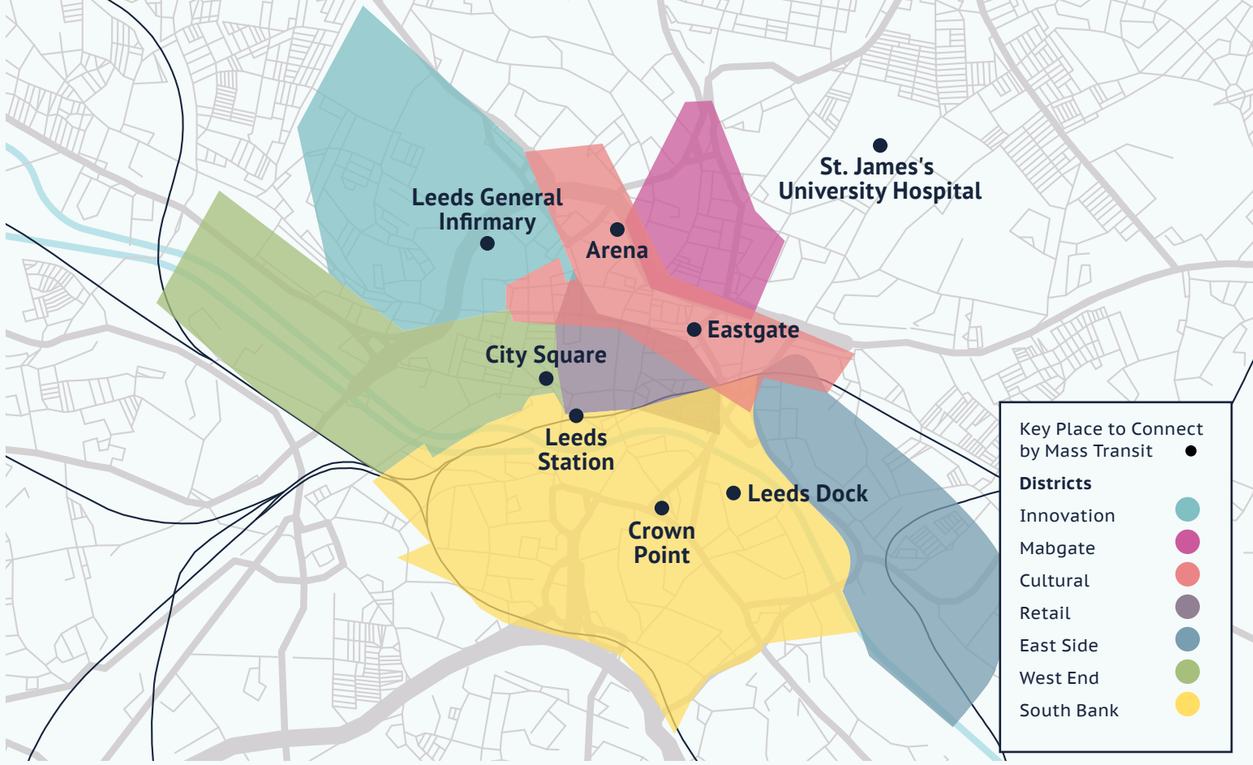
Connect the hospitals, colleges and universities to transit hubs

Our urban centres are engines for inclusive growth. They have the greatest concentrations of employment and social opportunity and are the most sustainable locations for new jobs, homes and leisure. Utilising their unique attributes and ensuring we maximise their performance to the benefit of all residents, communities and businesses is central to the success of our town, city and regional economies, especially as their role evolves in response to wider economic and social change. At the heart of this is ensuring that our urban centres have the right connectivity.

Across West Yorkshire, the goal is to make town and city centres places of inclusive opportunity for all residents. Mass Transit will build on the recent public transport investments, connecting communities to these hubs of economic and social opportunity.

Bradford is developing a major cultural and entertainment quarter to the west of the city centre and is UK City of Culture 2025. Bradford has exciting plans for further city centre pedestrianisation, increase green space in the city centre and improve access to Bradford Interchange, as well as create a cross-city public transport corridor. Mass Transit will offer the opportunity to create new links between the city's two railway stations, as well as connect the city centre to neighbouring areas of housing and employment growth.

Leeds city centre is at the heart of the largest city in the region. It is home to nationally significant financial, legal, health and creative clusters, and is a regional focus for retail, leisure, culture and the arts attracting millions of visitors annually.



Source: Leeds Inclusive Growth Strategy

Leeds city centre Growth Zones

Leeds city centre has been transformed in recent years as a place for people, with high quality public realm and green infrastructure, commercial, residential and cultural developments, with a huge pipeline of further investment.

Leeds Station is one of the busiest stations in the north, and there are plans to double its capacity by 2043. Adjoining this it is planned that City Square will become a world class gateway and civic space, together becoming a focal point for movement in the city.

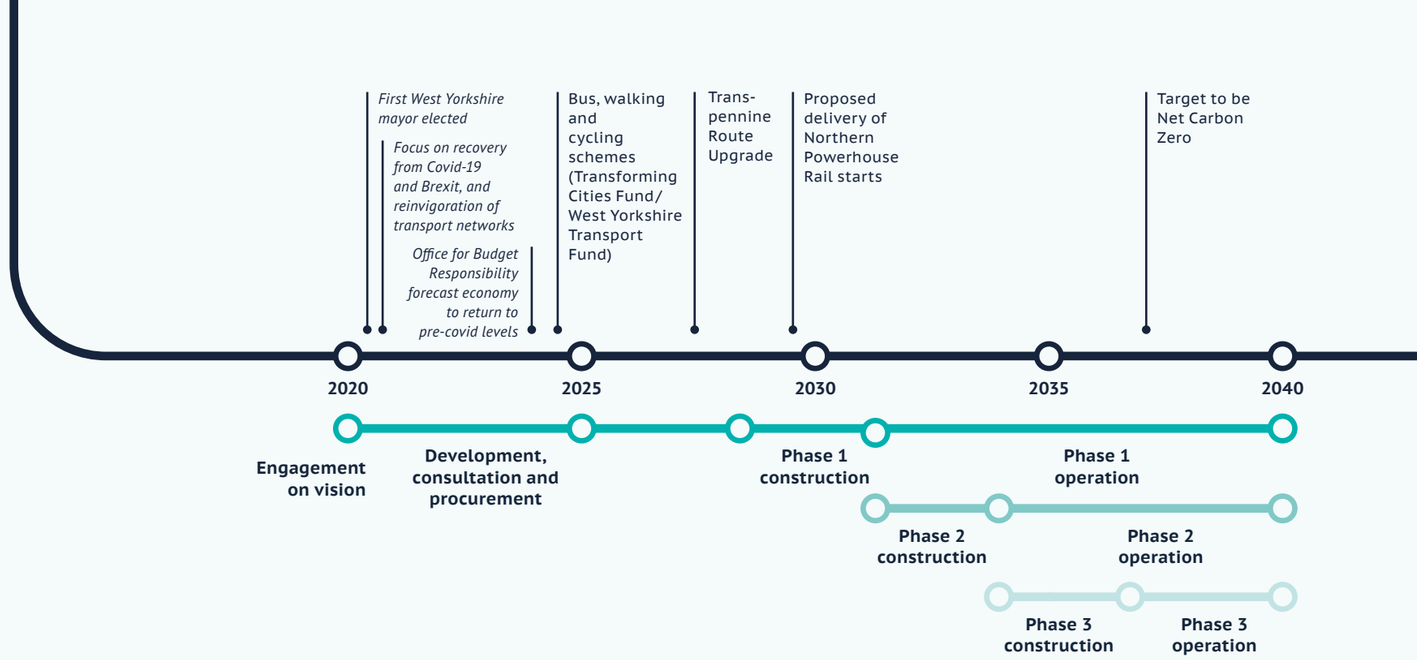
The regeneration of South Bank is well underway, with mixed use developments and key schemes including the country's largest new urban park and the regeneration of Temple Works to accommodate a new British Library North.

High quality office development has reshaped the West End as a new concentration of employment and economic activity, with more investment planned including two new state-of-the art wings at Leeds General Infirmary and an Innovation District centred on the hospital and the city's globally significant higher education teaching and research institutions.

Development of Quarry Hill and major new residential and mixed-use developments are redefining the eastern edge of the city centre. On the northern fringes opportunities are emerging to build connections with more established neighbourhoods in East Leeds.

Accelerating delivery of Mass Transit

Mass Transit will be expensive to construct, but also deliver substantial benefits making West Yorkshire greener, more inclusive and better connected.



Funding

West Yorkshire Mass Transit forms a central component of the West Yorkshire Connectivity Infrastructure Plan. Published by Government in November 2021, the Integrated Rail Plan confirms the funding for West Yorkshire Mass Transit.

> **We commit today to building a Mass Transit System for Leeds and West Yorkshire, and to supporting West Yorkshire Combined Authority over the long term to ensure that this time, it gets done. That work begins now, with £200m of immediate funding to plan the project and start building it, with the first services operational in the second half of this decade.**

Read the Integrated Rail Plan online by clicking here.

Phased delivery

The Vision sets the pipeline for the development of Mass Transit across West Yorkshire. As a pipeline, delivery of the whole network will take time and will be phased. As the most travelled area in West Yorkshire, Leeds city centre will be at the heart of the system and will be served by early phases. We will continue to work in partnership with Government to deliver our Mass Transit ambition.

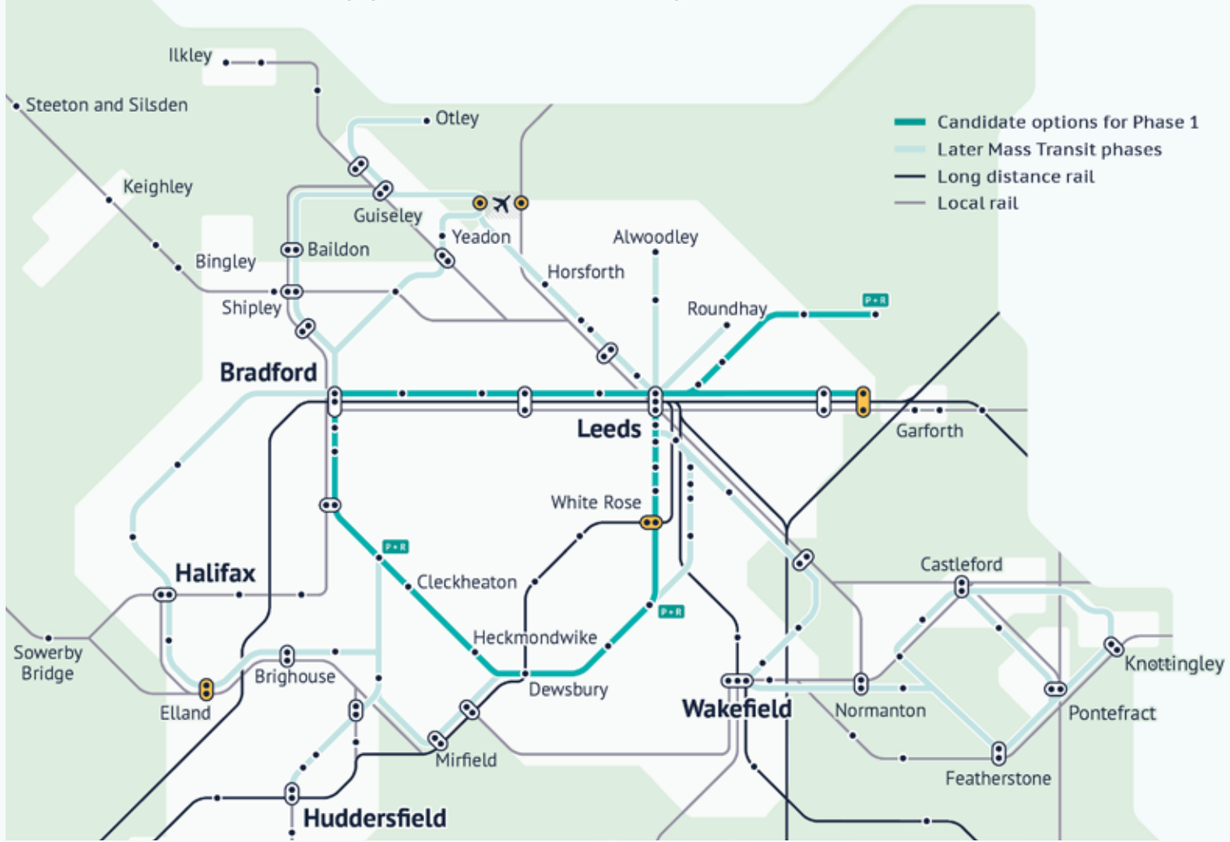
Our priorities are for a first phase of the network which:

- Has a strategic rationale and is operable as a standalone system.
- Offers value for money and is financially sustainable and affordable.
- Allows for network expansion and fits with our overall vision for transport set out in the Connectivity Infrastructure Plan.
- Works closely with local communities and economic regeneration partners through public and stakeholder engagement to develop an integrated transport network with Mass Transit at its core.

> **Our ambition is to have 'spades in the ground' for construction of phase 1 within the 2020s.**

We anticipate that the delivery of the first phase will be based around the corridors identified below, but so that no part of West Yorkshire is left behind development work will continue on all transit corridors.

Subject to Government funding decisions, we anticipate commencing public engagement on route and technology choices during late 2023 / 2024. We want construction to start during the 2020s. The timing, shape and form of the Mass Transit system will be subject to engineering feasibility, environmental assessment, and public and community engagement, and stakeholder support of its business case, and funding availability.



What is Mass Transit?

Mass Transit is a large-scale public transport system in a metropolitan area. With its own brand and identity, typically Mass Transit would use one or more of modern high-capacity buses, trams and tram-train vehicles.

We have a bold and ambitious plan for a new form of transport for West Yorkshire. Alongside cycling and walking, and bus and rail, we see Mass Transit as essential to help our communities thrive and our economy flourish, bringing people and places closer together.

Our Vision sets out the aspiration for Mass Transit in West Yorkshire, but it is not set in stone. We will continue to work with our stakeholders and reflect the needs of local communities to evolve our approach over the coming years. Being adaptable to change will mean we are able to develop the best possible best sustainable transport outcomes for the region as our needs evolve over time.

westyorks-ca.gov.uk/mass-transit

West Yorkshire Combined Authority

Tracy Brabin Mayor of West Yorkshire

Revised Version August 2023

Report to:	Transport Committee
Date:	19 September 2023
Subject:	**Mass Transit-Approach to Placemaking and Design Philosophy**
Director:	Luke Albanese, Director Mass Transit
Author:	Stacey White, Policy Manager, Mass Transit, Place and Environment

Is this a key decision?	☐ Yes ☒ No
Is the decision eligible for call-in by Scrutiny?	☒ Yes ☐ No
Does the report contain confidential or exempt information or appendices?	☐ Yes ☒ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	☐ Yes ☒ No

1. Purpose of this Report

1.1 This report provides an update on the Mass Transit Approach to Placemaking and Design Philosophy and seeks the Committees' endorsement of the principles set out to support design and route development activity.

2. Information

Mass Transit Vision 2040

2.1 The West Yorkshire Mass Transit Vision is for a bold and ambitious transport system which helps meet the priorities of tackling climate change, boosting productivity and enabling inclusive growth. Alongside walking, cycling, bus and rail, Mass Transit will help communities thrive, the economy to flourish and bring people and places closer together as part of an integrated transport vision.

2.2 Mass Transit will:

- Help combat climate change.
- Connect West Yorkshire's important places.
- Help rebalance the economy.
- Improve health and well–being.
- Support economic recovery.

2.3 Following public consultation, the draft Mass Transit Vision is now being finalised and will be taken to Transport Committee for approval to adopt.

2.4 Understanding the places the Mass Transit system connects is central to planning an effective and efficient transport system. The Approach to Placemaking and Design Philosophy sets out how a Mass Transit system will respond to the people and places it connects as part of an integrated public transport system that places walking and cycling first and equal to a Mass Transit system. In doing so, the needs of the car no longer take priority over the needs of other transport users or the value of place.

Approach to Placemaking

2.5 The Approach to Placemaking document will:

- Inform and set the approach to the design development work using placemaking design principles.
- Ensure that Mass Transit works with the grain of local places to enhance their existing character.
- Steer the integrated design and business case teams to ensure the value of placemaking is prioritised in scheme development.
- Provide information on good green infrastructure and a placemaking design toolkit.

2.6 The four design principles set out within the West Yorkshire Mass Transit Vision have been shaped by the goal of creating a 21st century transport system which helps meet the priorities of tackling climate change, boosting productivity and enabling inclusive growth. The 4 design principles are:

- People First
- Environmental Responsibility
- Better Connected
- Celebrating West Yorkshire

2.7 Mass Transit will be a new form of transport for West Yorkshire that will be integrated into the urban fabric of every community it serves. The Approach to Placemaking has a crucial role in delivering on the four design principles as set out below.

People first

- Designed for people
- Reflect the diverse communities
- Inclusive safe spaces
- Enjoyable and stimulating

Environmental responsibility

- Attractive alternative to private vehicles
- Resilient
- Landscaping, biodiversity and green infrastructure
- Health outcomes

Better connected

- Integrate services
- Ease of use

Celebrating West Yorkshire

- Celebrate the place
- Enhance urban spaces
- Respect neighbourhoods
- Symbol of pride

2.8 The Approach to Placemaking principles are written specifically for the West Yorkshire Mass Transit system. The principles require a collective and multi–disciplinary approach, identifying opportunities to strengthen the connections between the people and the places they use and share. This Approach to Placemaking emphasises the need to consider the physical environment and the social context. Good placemaking pays particular attention to the cultural and social identities that define a place, as well as the physical place.

2.9 The Approach to placemaking document sets out the importance of engagement in seeking to deliver against the principles and highlights a commitment to understanding the needs and views of local communities and their aspiration for how we realise the potential of mass transit as part of the design process.

Design Philosophy

2.10 The Design Philosophy sets out how the Mass Transit strategy and vision will be delivered by providing the framework for the development of designs for a bold and ambitious Mass Transit system. It defines an approach that requires designers to consider a priority order for the transport network, utilising Mass Transit as a facilitator for transformational change, ensuring that walking, cycling and the value of place are given priority over the needs of the car.

2.11 The Design Philosophy is underpinned by the other Mass Transit system strategies. This includes the Approach to Placemaking which prioritises place and the people who use those places, making sure that Equalities needs are considered from the outset, that the Sustainability and Carbon Strategy are at the forefront of decision making and that opportunities for Green Infrastructure in its widest sense are sought out and embedded into the design.

2.12 The Design Philosophy sets out how the benefits of a Mass Transit system can be maximised when the system provides a fast, efficient, reliable, and preferred alternative to the private motor vehicle. It briefly sets out what such a system could look like in its broadest sense and explains some of the system terminology. The document then outlines some of the design challenges and issues which need to be considered to deliver an effective region wide Mass Transit system. These difficult decisions will relate to how, where and what type of system corridor is needed so it is segregated from general traffic, and how that could be achieved within the different places that the system passes through.

2.13 The Design Philosophy sets out a high-level approach to Mass Transit corridor design and is not intended to be a detailed specification. Reference to the detailed standards and requirements which will apply are being captured and updated in a Mass Transit Design Guide. Whilst an initial version of the guide has been used to help achieve consistency in the emerging concept route designs, an updated version will be recommended for formal adoption prior to commencement of the next stage of route design (Feasibility Design).

Engagement with District Partners

2.14 The Mass Transit Vision, Approach to Placemaking and Design Philosophy have been developed in consultation with officers from all five local authorities encompassing a range of technical specialists including but not limited to Planning, Regeneration, Highways and Strategic Transportation. The feedback received has been used to revise the documents and ensure that the approach is one that is broadly supported across the region. Engagement will continue as the scheme develops.

3. Tackling the Climate Emergency Implications

3.1 Carbon emissions generated by transport are currently at levels that, without significant intervention and changes to processes, a net zero carbon future by 2038 will not be achievable. Road transport is the biggest contributor to roadside air pollution with cars being the largest source of emissions. To meet the 2038 net zero target, and even with a shift to zero/low emission vehicles, analysis suggests that a reduction of total vehicle kilometres exceeding 20% is necessary, accompanied by an increase in the use of sustainable modes (walking and cycling) and public transport. Transit also has the opportunity to support improvements to air quality and contribute to carbon reduction goals by providing an attractive lower carbon, lower emission transport option. Increased capacity provided by transit will allow for additional capacity on congested corridors, which affords the opportunity to improve vehicle flows which in turn will improve air quality.

4. Inclusive Growth Implications

4.1 A central common theme of the Connectivity Plan, Mass Transit Vision and Approach to Placemaking as part of that, is that investment in transport accessibility will make a positive contribution to driving forward inclusive

growth. Our approach to transport seeks to provide practical alternatives to the private car that will help to tackle air quality issues and help provide access to jobs and education, especially for people currently less likely to access these opportunities. Our plans particularly focus on how to support the hardest to reach communities to realise economic opportunities.

5. Equality and Diversity Implications

5.1 Through the Combined Authority's role in managing the delivery of the Transport Strategy, the Connectivity Plan and bidding for funding, focus will be placed on ensuring that equality and diversity needs are addressed, with a particular emphasis on improving accessibility for all.

6. Financial Implications

6.1 There are no financial implications directly arising from this report.

7. Legal Implications

7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

8.1 There are no staffing implications directly arising from this report.

9. External Consultees

9.1 The Mass Transit Vision, Approach to Placemaking and Design Philosophy have been developed in consultation with officers from our five local authority partners.

10. Recommendations

10.1 That the Committee endorses the Approach to Placemaking and Design Philosophy as a tool for influencing the Mass Transit route development activity and stimulating wider place-based opportunities.

10.2 That the Committee notes the intention to prepare an updated Design Guide prior to commencement of the next stage of route design (Feasibility Design). This will be presented to Transport Committee for endorsement in due course.

11. Background Documents

Mass Transit Vision 2040.

12. Appendices

Appendix 1 – Approach to Placemaking
Appendix 2 – Design Philosophy

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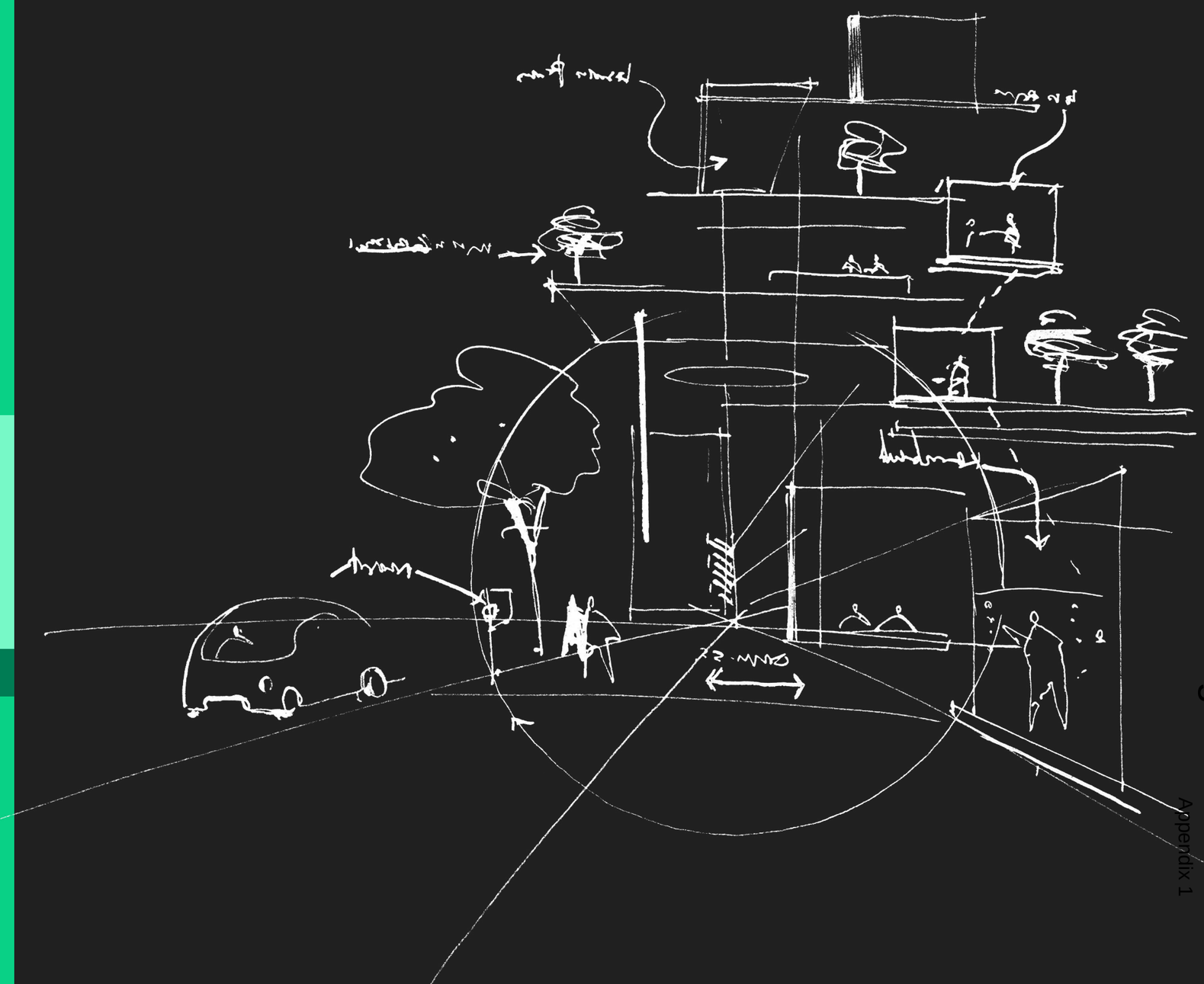
West Yorkshire Mass Transit

Approach to Placemaking



West Yorkshire Mass Transit Approach to Placemaking

Project No:	B2411900
Document Title:	Approach to Placemaking
Document No.:	B2411900-JAC-EGN-00_MLT_RWD-RP-LA-0001
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Document history and status

Revision	Date	Description	Author	Checked	Reviewed	Approved
	18 August 2021	Work in Progress draft for discussion	AL			
Revision 01	28 September 2021	Final Draft	AL, PB			
Revision 02	8 December	...	AL, PB			
Revision 03	21st July 2023		AL/SB	TT	PB	KC

Contents

1. Introduction

Our approach to placemaking puts people and places first, and this document sets out how this will be reflected through governance and design.

West Yorkshire Mass Transit Vision 2040

The West Yorkshire Mass Transit Vision is for a bold and ambitious new form of transport. Alongside walking, cycling, bus and rail, Mass Transit will help communities thrive, the economy to flourish and bring people and places closer together.

Mass Transit will:

- Help combat climate change.
- Connect West Yorkshire's important places.
- Help rebalance the economy.
- Improve health and well–being.
- Support economic recovery.

Understanding the places the Mass Transit system connects is central to planning an effective and efficient transport system.

This Approach to Placemaking document sets out how a Mass Transit system will respond to the people and places it connects.

Placemaking and the purpose of this document

This Approach to Placemaking document will:

- Inform and set the approach to the design development work through the use of placemaking design principles.
- Ensure that Mass Transit works with the grain of local places to enhance their existing character.
- Steer the integrated design and business case teams to ensure the value of placemaking is prioritised in scheme development.
- Provide information on good green infrastructure and a placemaking design toolkit.

"Our vision for West Yorkshire is to be recognised globally as a great place to live with a strong successful economy.

Where everyone can build businesses, careers and lives, supported by a superb environment and world class infrastructure."

West Yorkshire Mass Transit Vision – working draft for engagement, January 2021

Structure of this document

Chapter 1 sets out the role of placemaking in delivering the West Yorkshire Mass Transit Vision. It refers to the four design principles set out in the Vision and how placemaking delivers on those design principles (Working draft for engagement, January 2021).

Chapter 2 sets out the Placemaking design principles that are to be used by designers, and how they are to be used to deliver successful placemaking. It refers to the need for inclusive design and for social and cultural values to be given due consideration.

Chapter 3 sets the Approach to Placemaking in the context of West Yorkshire providing an overview of the distinctive places and landscapes through which the Mass Transit system could pass.

Chapter 4 are the typologies which show how the Approach to Placemaking applies to different character areas/typologies. It sets out how the design principles are to be applied to the design, demonstrates the parameters and thinking beyond just the route, putting the proposals into a wider physical and social context.

Chapter 5 sets out the approach to green infrastructure and how the principles of connectivity and multifunctionality can be used to deliver a wider range of benefits outcomes.

Chapter 6 is the Placemaking Tool Kit which provides a high-level set of tools for use in the design development, capturing how the design principles are to be applied and to support the Vision.

Appendix A presents the Pilot Study and is a separate document. The Pilot Study was undertaken on the Bradford to Leeds corridor to test the emerging Approach to Placemaking on a corridor. The study assisted in the refinement of the placemaking design principles, established the need to present typologies and examples of how the placemaking design principles are to be applied to each typology, the need to draw out more information on green infrastructure in its broadest interpretation and to provide a high-level toolkit for designers.

The role of placemaking in delivering the vision and addressing the challenges

The West Yorkshire Mass Transit Vision 2040 sets out the objectives of boosting productivity, enabling inclusive growth and the need to tackle the climate emergency. The Vision also sets out the challenges associated with those objected and what Mass Transit can do to overcome those challenges.

Our objectives	Our challenges	What Mass Transit can do
Boost productivity Helping businesses to grow and invest in the region and their workforce, to drive economic growth, increase innovation and create jobs.	West Yorkshire's productivity is lower than the rest of the country. We need the economy to grow. We need to share better the benefits of growth.	Connect important places across our region – helping people travel to jobs and education in a reliable, efficient and affordable way.
	West Yorkshire's population and the number of people working is forecast to grow. More people means more travel. We need new housing and new places for people to work.	Improve connections between areas of housing growth and employment, education, health and leisure opportunities. Improve connections to new employment sites.
Enable inclusive growth Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities, towns and cities.	Transport needs to add to people's quality of life, not detract from it. Traffic noise and congestion affect day–to–day lives. Traffic blights local communities.	Make travelling around West Yorkshire a more pleasant experience. Support improved public realm. Provide an attractive alternative to car travel.
	Poor transport limits what people can do.	Help reduce transport barriers which limit travel horizons and so increase access to employment, education, health, leisure and other services. Improve connections to local and district centres. Be fully accessible to all. Support redevelopment and regeneration.
Tackle the climate emergency Growing our economy while cutting emissions and caring for our environment.	There is an urgent need to reduce transport's greenhouse gas emissions. Transport contributes to poor air quality. We need cleaner air.	Help achieve net carbon zero and improve air quality by being low emission and providing an attractive and sustainable alternative to car travel.

Addressing the challenges – the role of placemaking.

Here we show how placemaking can contribute to addressing those challenges.

Recognise important places – identify places and celebrate their social and cultural values.

Improve connections – homes, employment, education, health and leisure are identified as distinct places.

A pleasant experience – deliver locally distinctive public realm enhancements which are welcoming, attractive and stimulating, and improve health outcomes.

Reduce transport barriers – Mass Transit to connect where people live and want to go and eliminate barriers between transport modes.

Connectivity – improve connections beyond the 'stop' as part of a seamless network of active travel in adjacent areas.

Accessible to all – overcome physical, social and cultural barriers.

Development – respond to and influence redevelopment and regeneration plans and proposals.

Carbon Zero – create attractive and welcoming places that make sustainable travel a natural first choice.

West Yorkshire Mass Transit Vision – working draft for engagement, January 2021

The four design principles

The four design principles set out within the West Yorkshire Mass Transit Vision have been shaped by the goal of creating a 21st century transport system which helps meet the priorities of tackling climate change, boosting productivity and enabling inclusive growth.

West Yorkshire Mass Transit Vision – working draft for engagement, January 2021

How placemaking delivers on those principles

Mass Transit will be a new form of transport for West Yorkshire. It will be integrated into the urban fabric of every community it serves.

The Approach to Placemaking has a crucial role in delivering on the four design principles as set out below.

People first

- Designed for people
- Reflect the diverse communities
- Inclusive safe spaces
- Enjoyable and stimulating

Environmental responsibility

- Attractive alternative to private vehicles
- Resilient
- Landscaping, biodiversity and green infrastructure
- Health outcomes

Better connected

- Integrate services
- Ease of use

Celebrating West Yorkshire

- Celebrate the place
- Enhance urban spaces
- Respect neighbourhoods
- Symbol of pride

2. The WYCA Mass Transit Approach to Placemaking

2. The West Yorkshire Mass Transit Approach to Placemaking

Introduction

This chapter sets out the Approach to Placemaking principles which are written specifically for the West Yorkshire Mass Transit system. They are derived from the Vision, objectives and the four design principles discussed in the previous chapter and sets out how placemaking supports the delivery of those objectives.

The Approach to Placemaking principles requires a collective and multi–disciplinary approach, identifying opportunities to strengthen the connections between the people and the places they use and share.

This Approach to Placemaking emphasises the need to consider the physical environment and the social context. Good placemaking pays particular attention to the cultural and social identities that define a place, as well as the physical place.

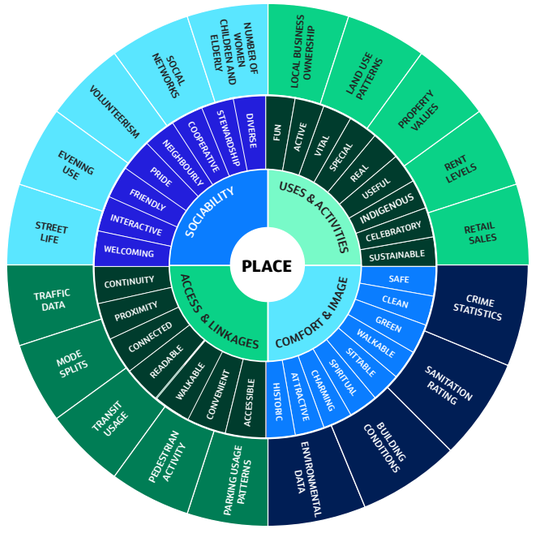
The Approach to Placemaking principles set out on the following pages cover three main aspects:

- Process.
- Physical and cultural environment.
- Social and cultural values.

In evaluating public spaces around the world, the Project for Public Spaces (PPS) has found that to be successful, they generally share the following four qualities:

They are accessible.

- People are engaged in activities there.
- The space is comfortable and has a good image.
- It is a sociable place where people meet.



What makes a great place – Project for Public Spaces

Social and cultural values

It is important to undertake research based on the different demographics that reside within the corridors and in the surrounding areas. The information collected should ask what those people find important, what do they like about their local area, what do they think is missing, and what potential does the Mass Transit system have for them.

Groups to be consulted should include people from a range of different ethnicities, ages and genders alongside people with all types of disabilities to understand the different causes of deprivation within each area. This is an important link between the approach to placemaking and the approach to equality, diversity and inclusion.

Engaging with groups effectively will draw out local knowledge with the potential to add social value from the scheme to local communities. There may be 'hidden' value in the design that could be made more prominent or captured to knowledge share with others.

It will be important to maintain stakeholder engagement throughout the process to ensure the Mass Transit system achieves its maximum potential and leaves a lasting legacy. The delivery of Mass Transit will be a long–term project.

The Mass Transit system guidance, as set out in the Approach to Placemaking and Design Philosophy, will give due weight to the environmental and social values of the system so that those values are captured, measured and are understood in their broader and long–term context.

Design solutions should be culturally relevant to their context. In some cases, spaces will need to be seen within a city, town or neighbourhood context and the designs should respond to the identity of that city, town or neighbourhood. The design of spaces should also respond to the aspirations of the people who will use the place, reflecting their social and cultural values.

Culture

heritage, history, events

The scheme should enhance or blend with what already exists, make the design specific to distinct areas.

Diversity & Inclusion

equality, age, values

Research should inform the the Mass Transit system team on who will be using the facilities the most at different points along the route.

Facilities

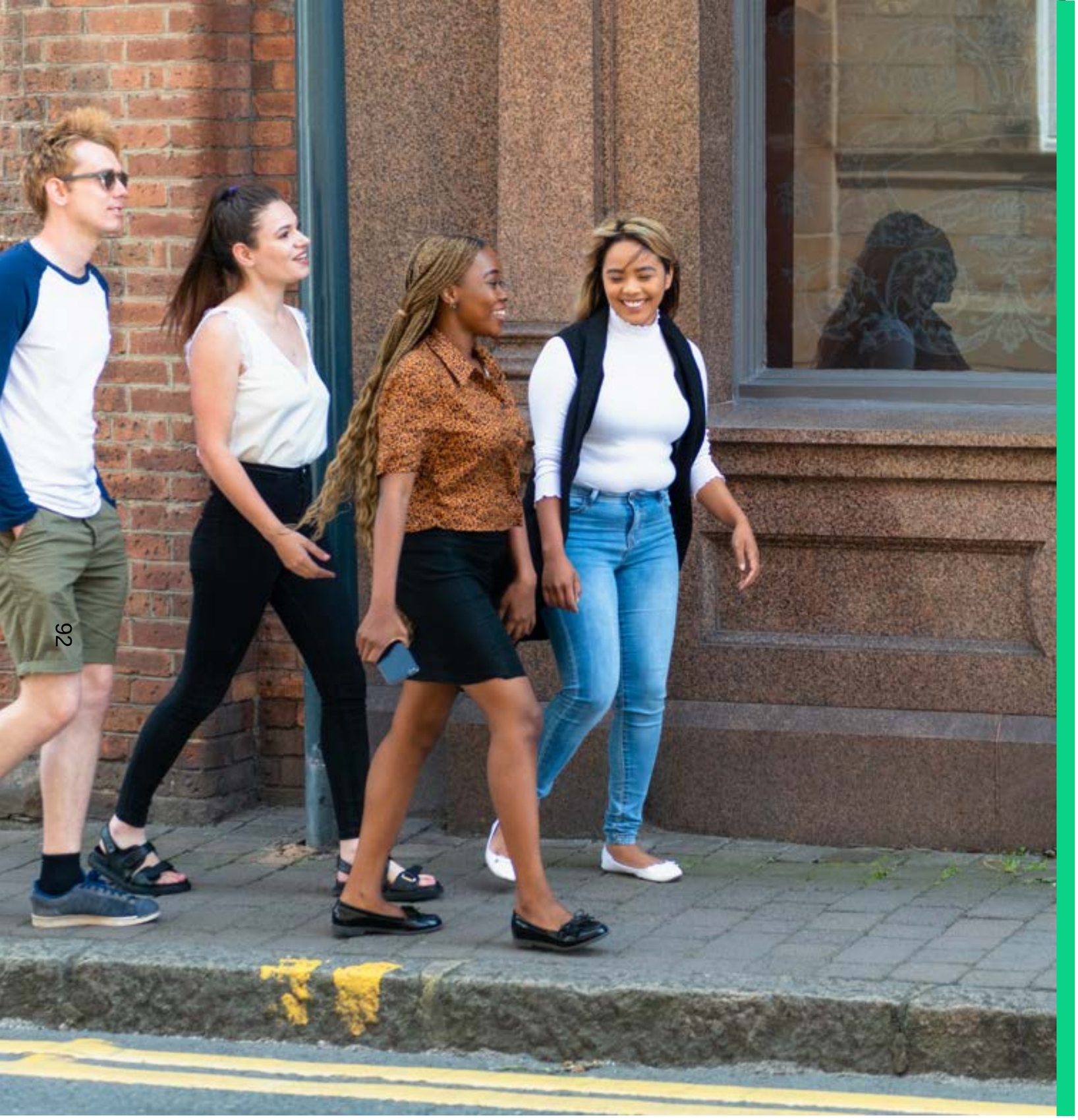
museums, galleries, places of worship

The scheme should raise awareness of the communities' social and cultural values and positively impact the places that exist.

Identity

tangible and intangible

Understand the factors that influence the perception of places and how the scheme can make a positive impact.



Process

Governance will:

- Establish shared placemaking objectives and values across all authorities and departments.
- Understand that an urban Mass Transit system must sit within the broader outcomes of the regional context.
- Consider placemaking objectives as equally valuable as the transport objectives.
- Promote collaborative working across disciplines.

Community engagement will:

- Ensure the needs, aspirations, health and well-being of all are considered at the outset.
- Draw upon the talent, knowledge and assets of the various communities, providing insights into the functioning of spaces and the potential opportunities.
- Engage with stakeholders, partners and representatives from all the different groups in society, and maintaining this throughout so the Mass Transit system, achieves its maximum potential and leaves a lasting legacy.
- Ensure that the community are involved in the development of proposals and are able to influence the design vision such that they feel that the places are for them and help to meet their needs. This will also create, integrate, protect and/or enhance a sense of community and promote equality.
- Ensure that the community is able to work with the Mass Transit system teams to identify issues and to be able to overcome obstacles.

Partners

The Mass Transit system engages with a wide range of partners and stakeholders delivering additional value, notably around culture, diversity and identity by including local institutions, museums, schools and others.

Environmental and social value

The Mass Transit system guidance, as set out in the Approach to Placemaking and Design Philosophy, will give due weight to the environmental and social values of the system so that those values are captured, measured and are understood in their broader and long–term context.

Physical and cultural environment

Health and Wellbeing

- The Mass Transit system will deliver a range of health and well–being benefits including access to safe, reliable and economically viable transport choices.
- Physical activity is supported by high quality walking and cycling provision for all.
- Streets, public spaces and the public realm, are well defined, welcoming, safe, inclusive and accessible to all.
- Existing and proposed places provide opportunities for community development, local business growth and access to jobs, services and facilities via walking, cycling and public transport.
- Places are provided with natural features to promote biodiversity as well as green spaces to support good mental health, stimulation and contribute to improved air quality.
- The Mass Transit system will help connect the uses and activities listed above within the region and at a neighborhood scale.

Connectivity

- Mass Transit is one part of a seamless network of active travel and movement opportunities choices.
- Well designed and safe active travel routes are provided to connect people to the wider active travel and public transport network, and public transport stations alongside stops to avoid dependence on private motor vehicles.
- The Mass Transit system connects where people live to places of work, services and facilities.
- The Mass Transit system connects existing places and promotes opportunities for social interaction and a range of activities for all people.
- Stops and interchanges are positively integrated and well connected to adjacent streets and spaces.
- The Mass Transit system reduces the need to travel by car from new developments by promoting good walking and cycling connections between the Mass Transit system and new developments.
- New development proposals are adapted to accommodate the mutual benefits of the transport system.

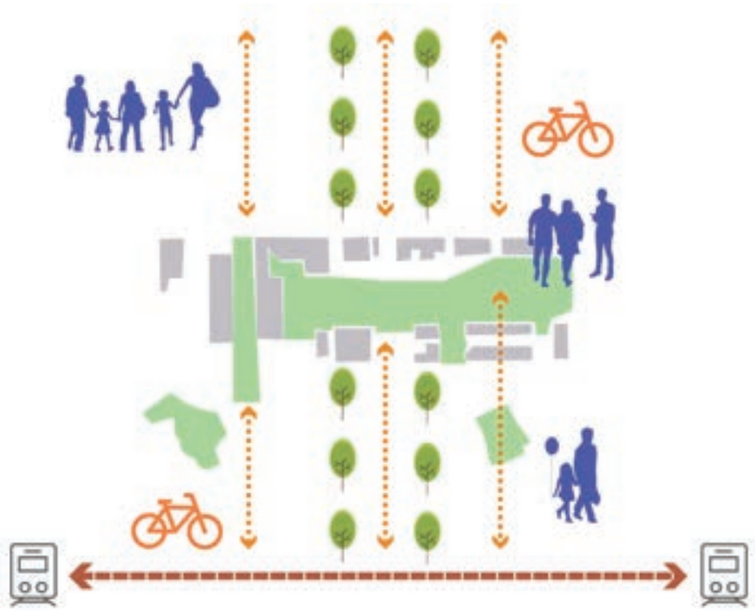
Identity

- It is important to understand how an existing place works, it's physical attributes, community and cultural resources. This ensures that the positive and distinctive qualities of a place are valued, respected and supported by the system.
- Work with communities to identify, protect and enhance their local assets and unique features.
- The system supports places with a mix of uses and tenures to help support a diverse community and vibrant public realm which are well used by all throughout the day.
- The system identifies and supports individual places to generate a range of activities with a full range of opportunities for social interaction which is inclusive.
- The system supports or generates a series of great places, at all scales, from across the region and along individual routes.
- The unique features, particular sensitivities and opportunities are identified and responded to in a positive manner.
- The design of streets and spaces recognises cultural diversity and responds with a distinct identity which covers both physical and social attributes.
- The system retains or creates space by buildings with active edges such as shopfronts, to encourage a range of activity within the streets and spaces.
- The physical character of the area is assessed fully and understood so that the system retains and develops the existing distinct character including density, form and materials.

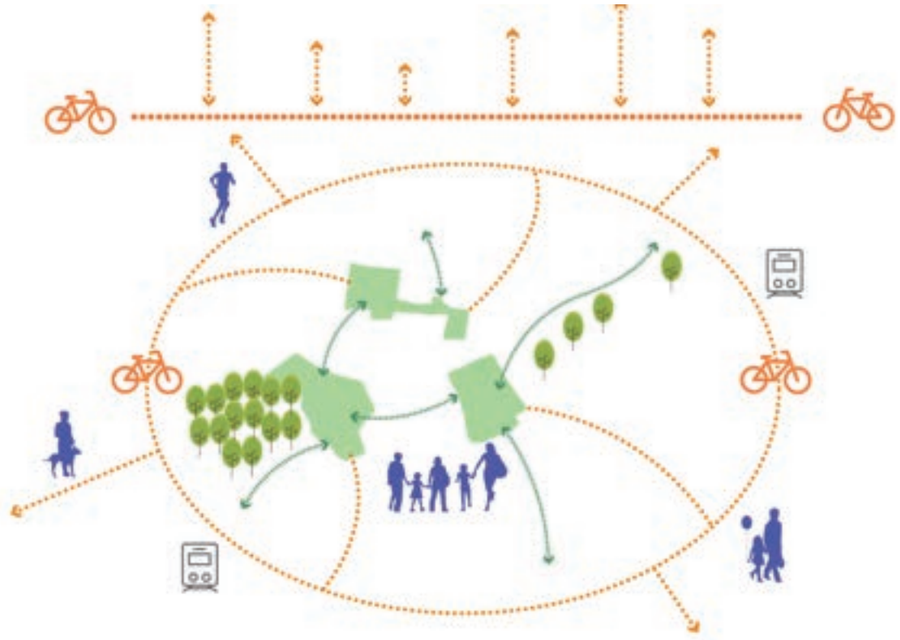
Adaptable & Resilient

- Green infrastructure including wildlife, is considered in its broadest context from the outset and well–integrated through the whole system.
- New green infrastructure needs to form part of a continuous network improving links between fragmented natural or man-made assets.
- Adaption to climate change is considered from the outset and sustainable design principles are adopted though the whole system.
- Management of places is considered early so that solutions are robust and durable.
- The system seeks potential long–term flexibility within the design to adapt to changes of use and movement where possible.
- Small interventions are just as important as the bigger components of the system as they all need to work together.
- The system considers short terms trials and interventions to test solutions.

Applying the principles

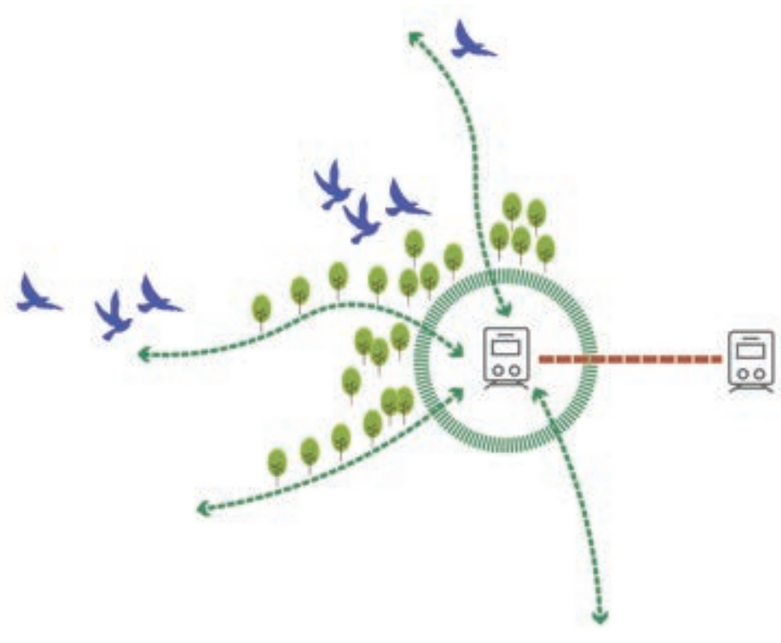


Consider secondary streets and the wider context. Subtle changes and enhancements could in turn bring transformational change to an area, as part of a phased long term plan.



Consider a web of attractive cycle routes which connect residential areas with leisure and employment opportunities.

Mass Transit could enhance access to green infrastructure across a green space network, as well as out to the wider rural environment.

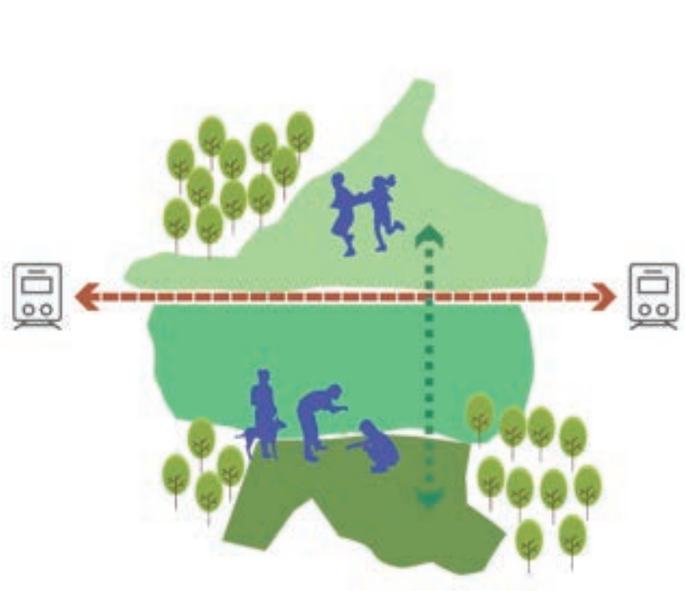


Mass Transit could support green infrastructure, environmental enhancement and biodiversity net gain targets.

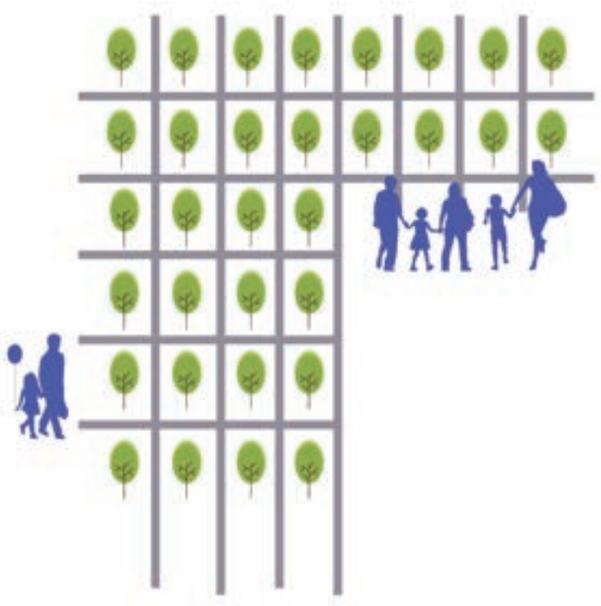
Applying the principles

Mass Transit could enhance access between residential areas and local centres.

Consider existing parks and open spaces as well as the existing footpath and active travel network all of which could be enhanced and connected.



Existing parkland needs to be sensitively incorporated within the proposals and could, in some instances, be extended.



Tree planting contributes to slower vehicle speeds in densely populated places.

Consider communities: diverse cultures and people of all generations. Think about their daily, weekly and occasional journeys: for work, leisure, to/from school and to key services, interconnectivity with public transport choices.

Applying the principles

Enhance the connection between communities and the local environment. Understand new development areas and incorporate residential and employment land as part of the route.

Think holistically how existing local centres could be improved sustainably as part of the project.

Celebrate existing cultural assets and break the ring of current road infrastructure which forms a barrier to movement within the city centres. Improve the setting of heritage and cultural places which provide a hub for social interaction.

Applying the principles

Local centres are important but the places between them also need to be considered. Some of these areas are existing and others form a part of future growth plans across the region.

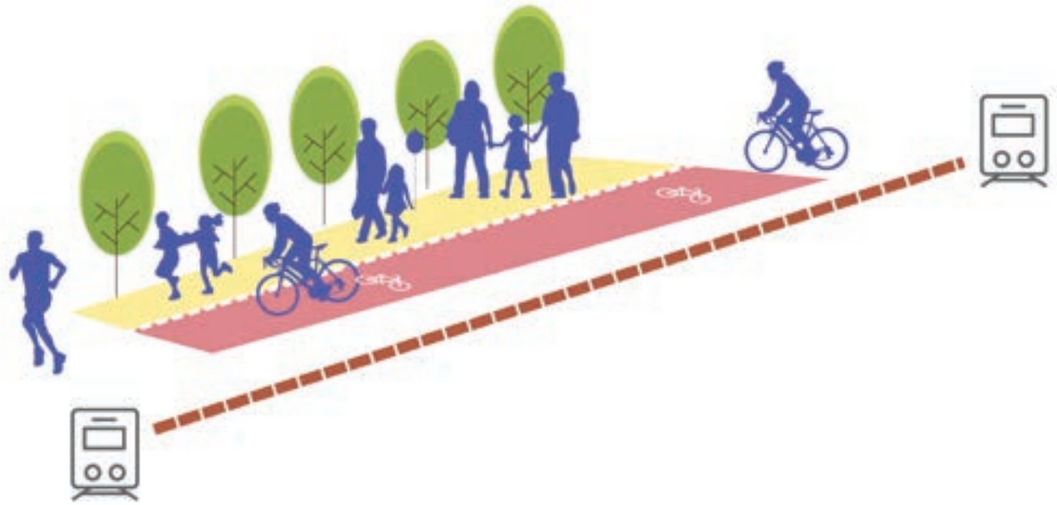
Safe, attractive routes throughout the seasons will reduce reliance on private motor vehicles.

Enhance access to local facilities. Develop the setting of important cultural and heritage assets.

Create vibrant local centres which can be easily accessed by pedestrians and cyclists.

Applying the principles

Take advantage of land and townscape features which characterise the local environment: exploit views out to the valleys, for example. Connect with networks such as the green-ways.

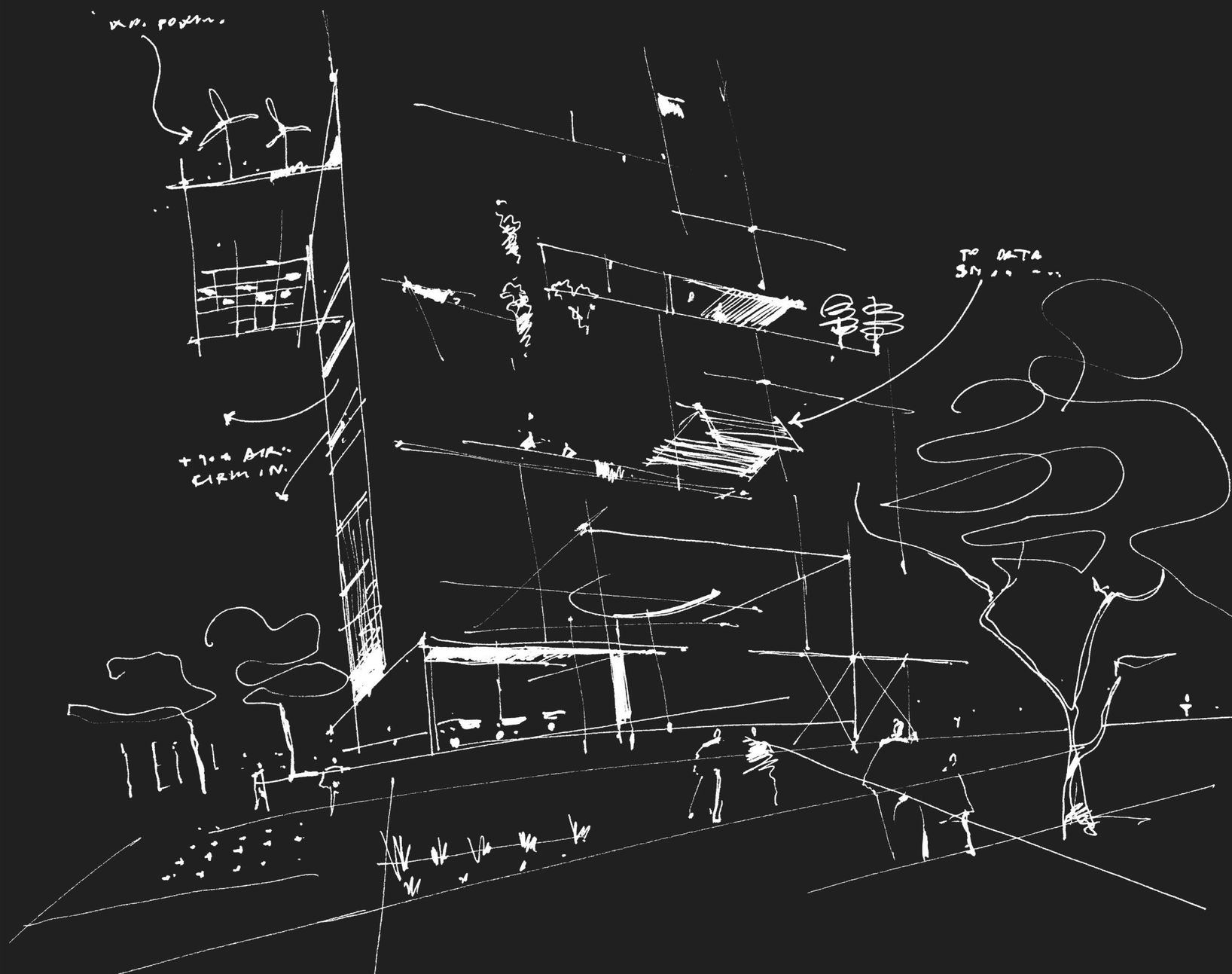


Prioritise pedestrian and cycle focussed environments as part of the corridor design.

Place community health and social well-being at the forefront of the design. Focus on the relationship between people and place.

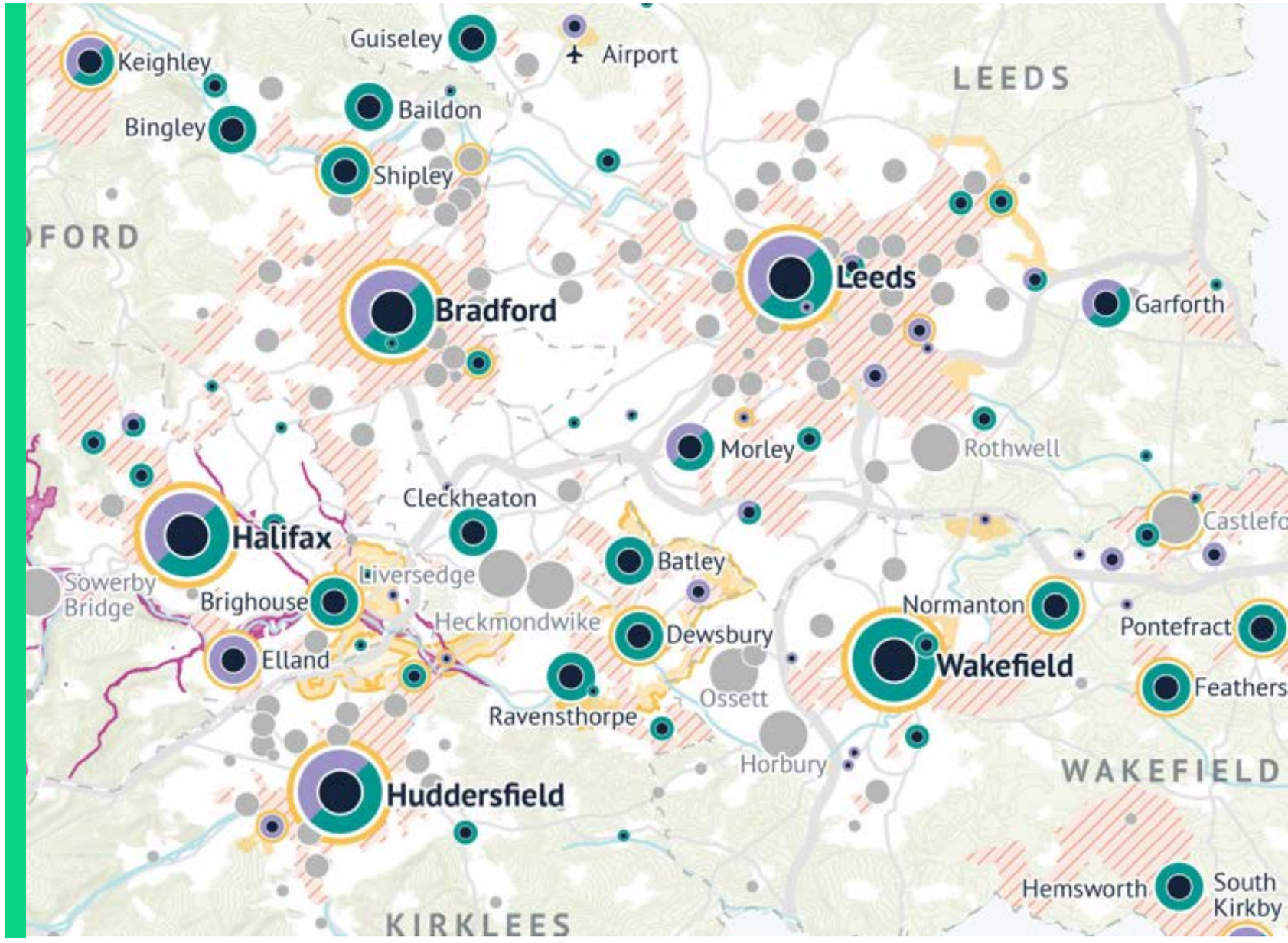
Opportunity to enhance existing local centres and high streets. Activate frontages and create space for outdoor seating and activities.

3. West Yorkshire



3. West Yorkshire

West Yorkshire is a diverse region – both geographically and socially. Topography, geology, settlement patterns, landscape & townscape character, vegetation, and communities all vary significantly. Within this chapter we seek to define the essence of 'place' as a basis for understanding what is distinctive about the area, and to ultimately define the characteristics and identities of the sub–areas that collectively contribute to the whole. This is important in order to recognise the regional variations and to acknowledge that a 'one sized fits all' approach is not considered appropriate when adopting a wider approach to placemaking.



Extract from WYCA Mass Transit Vision document

Understanding the Place

The inherent sense of place is shaped by landscape, industrialisation (a product of the landscape) and by social and cultural influences which add a patina of identity.

Generally, the topography descends from the high moorland terrain of the South Pennines to the west down towards a flatter, more gently rolling topography to the east. The valleys of the Pennine foothills are dominated by former textile mills and associated industrial townships. Beyond the central band and the suburbs of Leeds, toward the east the landscape and towns are shaped by the coal mining industry, to the southwest by agriculture and rural settlements and to the north east by the Vale of York. Despite being outdated, the The National Landscape Character Assessments (NCAs) are a useful starting point to broadly define areas of distinct character. We have divided the area to be potentially covered by the Mass Transit network, into two broad separate areas based on a range of factors which include:

- Topography
- Geology and soils
- Trees and woodland
- Field patterns and boundary features
- History of the area
- Settlement and development patterns
- Roads, railways and rights of way
- Commonly used building materials and building design

There are two main character areas across the network area (see Chapter 5):

1. Yorkshire Southern Pennine Fringe
2. Yorkshire Coalfield: Wakefield & the five towns

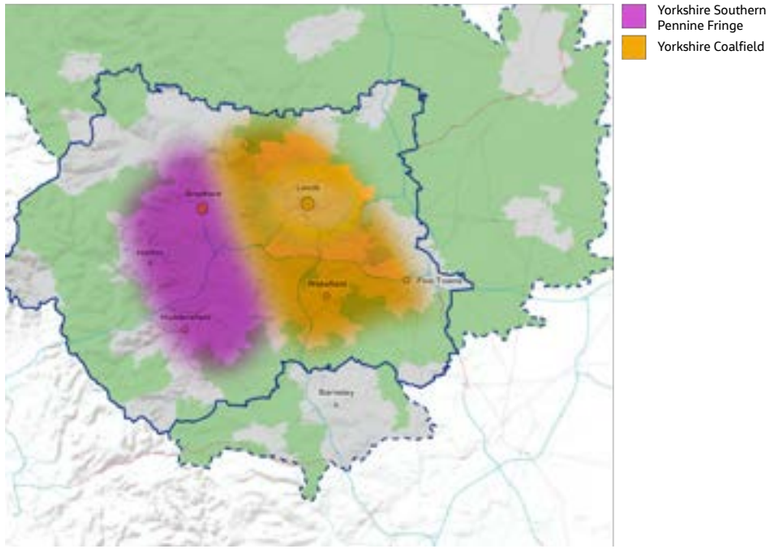
Each of these areas has been assessed both in respect of inherent landscape and townscape character, existing placemaking objectives and placemaking strategies and guidance.
These, combined with fieldwork have enabled the identification of a more nuanced approach to placemaking which responds to the specific character traits, identities, constraints, and opportunities that each area presents. The objective here is to maintain the distinctiveness and identity of these areas and not impose a 'one size fits all' approach.

These areas include two distinct urban centres: Leeds and Bradford and a number of significant towns and local centres.

Therefore, for the purposes of placemaking we have divided the region as follows:

1. Yorkshire Southern Pennine Fringe: Bradford, Calderdale, and Kirklees
2. Yorkshire Coalfield: Wakefield & the five towns
3. City of Leeds
4. City of Bradford
5. Town centres, local centres and commercial areas (including out of town retail)

The following pages illustrate examples of how these variables in landscape/townscape character, materiality, vegetation, topography, and social and cultural variations can be harnessed to maintain sense of place and the unique identities which make up the West Yorkshire region. It is intended to act as a guide for planners, designers, and stakeholders and to influence decision making during the design phases of the Mass Transit project.



Character area map

Typologies: Nodes


City Centre


Town Centre


Local Centres


Commercial

Yorkshire Southern Pennine Fringe: The Wider Landscape

The most striking aspect of the landscape is the mingling of predominantly 'gritstone' industrial towns and villages with the strong valley forms and pastoral agriculture of the Pennine foothills. The gritstone industrial buildings and settlements bring a sense of visual unity to the landscape and townscape. The landscape is dominated by industrial buildings and structures such as factories, chimneys, railways, and canals. Travellers crossing the landscape from west to east experience a change from pastoral treeless hill tops, where drystone walls are the predominant field boundary, to wooded valleys, where large urban settlements such as Bradford, Huddersfield and Halifax are focused in the valleys and were built up around the former textile industry.

The district is serviced by major roads, including the M62 and M606, which in turn influences the surrounding landscapes, particularly on tranquillity and perceptual qualities. The urban expanse of the area includes the main centres of Huddersfield, Halifax, and Bradford together with a number of smaller, settlements of Brighouse, Batley, Dewsbury, Heckmondwike, Elland, Cleckheaton, Bingley and Keighley. Away from the larger urban settlements, some small villages of a traditional gritstone character remain. Most of these settlements have their roots in historic hill towns and mining heritage. These settlements comprise a distinctive gritstone vernacular and cobbled streets containing a complex mix of buildings, which are generally arranged in a linear fashion along roads tracing the contours of the valleys, and so have the effect of dividing the area into a particular pattern of predominantly linear spaces. This linearity of urban form is further emphasised through historic rail and canal transport routes, such as the Leeds-Liverpool canal, Calder-Hebble Navigation, Huddersfield Broad Canal, and the Huddersfield Narrow Canal.

Sources:

- National Landscape Character Assessment, 37 Yorkshire Southern Pennine Fringe, 2010.
- Kirklees Landscape Character assessment, 2015.
- Calderdale District Landscape Character Assessment and Review of Special Landscape Area Designation, 2016.
- Bradford City Council, Landscape Character Supplementary Planning Document Introduction and Methodology.

Cultural/social indicators:

- Varied townscape in respect of condition and opportunities for regeneration.
- Diverse multiculturalism evident across the area – particularly in the former industrial towns e.g. Bradford, Dewsbury, Batley, and Huddersfield.

Materiality:

- Gritstone, sandstone & granites.
- Mixed deciduous woodland, upland/moorland species mixes.

Opportunities for Placemaking:

Health & Wellbeing: Introduce healthy streets through opportunities for active travel – improved walking environment and cycling infrastructure.

Connectivity: Underinvestment in walking and cycling infrastructure mean there is a good opportunity for contributing to an improved wider connectivity network, linking key destinations means new regeneration/ redevelopment opportunities.

Identity: strong sense of heritage and strong multi–cultural influences are to be celebrated and brought to the fore.

Resilience: Green infrastructure noticeably absent from the urban environment – opportunities for street greening, potentially linking to the wider natural environment setting, plus appropriate integrated Sustainable drainage systems (SuDS), are to be explored.

Yorkshire Southern Pennine Fringe: The cities and towns

This character area covers a large swathe of West Yorkshire and captures towns and cities including Huddersfield, Halifax and Dewsbury as well as smaller towns like Elland, Brighouse, Mirfield and Batley.

These places have strong individual identities although many settlements are joined or are only separated by a relatively narrow area of Green Belt. Each place has its own distinct features and attractions. These relate to employment, landscape quality, cultural and social factors.

Materiality references the warm sandstone tones with granites and porphry in the public realm. The former industrial uses are still evident in urban areas with large mills like this example of Lister Mills opposite being brought back to life for residential use. The undulating topography gives interesting layering of buildings and street layouts.

Material influences – modern addition with in keeping materials and residential conversion of old building

Material influences – natural tones of local stone

This is a culturally diverse area with many South Asian influences woven into urban settings from architecture to community events.

Topographically, the deep valleys and expansive moorlands create a dinstinctive feel. Green infrastructure is varied and good examples of deciduous woods can be seen along the canal corridors, tributary valleys and grazing pasture enclosed with drystone walls.

Valleys

Stone walls

Woodlands

Green infrastructure of the canal corridors, wooded valleys and moorland valleys

Social and cultural influences – Piece Hall cultural hub, South Asian influences and community arts events

Yorkshire Coalfield: Wakefield & the Five Towns

The impact of widespread industrialisation and development on the landscape and settlement pattern is clear. The geological deposits of coal and iron, along with the water supply, brought mass industrialisation to the area to exploit these resources. A generally low-lying area, with hills and escarpments above wide valleys, the landscape embraces major industrial towns and cities as well as villages and countryside. A significant portion of the area is currently designated as greenbelt land; this maintains some distinction between settlements.

Much of the area has been mined for coal and there are large areas of land which have been blighted by spoil tips. The highest land is in the western side of the district, the towns of Ossett, Horbury and Wrenthorpe village are located on this. Wakefield City and Castleford are centred at crossing points of the River Calder and Aire respectively. The towns of Normanton, Pontefract and Featherstone expanded largely as a result of the coal industry, and its subsequent collapse has left parts of the area in economic decline with opportunities for regeneration.

The area to the north and west of Wakefield, including Ossett and Horbury, is an area of undulating land defined by the River Calder and the District boundary. The M1 cuts through in a north-south direction, is a dominant feature in the valley and acts as a significant barrier. Much of the surrounding countryside exhibits many characteristics of the urban fringe.

The towns of Normanton and Featherstone underwent significant expansion in the last century as a result of the coal and clay industries. The landscape is typically urban fringe with some degraded areas as a result of derelict workings, urban sprawl and more recent expansion of housing and industrial developments.

The towns of Castleford and Pontefract are bisected by the M62, which runs east- west forming a dominant feature in the valley and acting as a significant barrier. The area is predominantly urban, and there are large areas of derelict land. Much of this is allocated for employment development, such as the former Glass Houghton Colliery site.

Much of the urban expansion took place during the late 19th and early 20th centuries and is characterised by rows of red brick housing terraced with older sandstone buildings and stone municipal buildings.

LT03

Sources:

- National Landscape Character Assessment, 38. Nottinghamshire, Derbyshire, and Yorkshire Coalfield, 2013.
- Landscape Character Assessment of Wakefield District, 2004.

Sense of place indicators:

- Rolling topography.
- Evidence of mining industry.
- Grazing pasture and arable fields enclosed predominately with native hedgerows.
- Towns characterised by brick built C19th & early C20th buildings, some grit and sandstone.

Cultural/social indicators:

- Varied townscape in respect of condition and opportunities for regeneration.

Materiality:

- Brick, clay, some sandstone & granites.

Green infrastructure:

- Mixed deciduous woodland, native hedgerow species, wetland, and grassland habitats.

Opportunities for Placemaking:

- **Health & Wellbeing:** Promote access to open spaces and green infrastructure for all.
- **Connectivity:** Good strategic rail and road connections exist. Opportunities to improve walkability and to create comfortable cycleways
- **Identity:** strong sense of heritage and cultural institutions
- **Resilience:** Good level of green infrastructure to be augmented further linking to good network of green spaces and green infrastructure, plus introduce appropriate integrated SuDS.

Wakefield and the Five Towns is a centre for culture and creativity. There are good transport links and the availability of land to accommodate housing and employment has put it in a strong position to grow. Wakefield has never been dependent on one form of activity. Agricultural markets, woollen manufacture, coal mining and engineering, as well as public administration, have all been important at various times. In contrast, the Five Towns are former coal mining settlements but have adapted and now the main industries are chemicals, glass and confectionary.

There is a range of architectural styles across the region but they largely retain similar features, textures and tones. Sandstone is used for important civic buildings while brick is common for residential buildings. Public realm is a mix of sandstone, granite and concrete.

Traffic calming measures have helped to improve the pedestrian experience in Wakefield and the public realm has been well considered.

Art deco detail

Civic architecture with intricate detail and texture

Material influences – natural tones of local stone and wood

Brick Georgian facade

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Yorkstone

Brick

Timber

The northern coalfield towns such as Normanton, Pontefact and Featherstone largely developed in the late 19th century due to the coal mining industry. This has left its mark on the landscape and is part of the heritage but there are pockets of colour and interest in the landscape beyond the spoil heaps.

The landscape is largely industrialised and any remaining landscape is flat open farmland but along corridors like the Calder Navigation, green links flourish and provide routes for wildlife as well as attractive scenery.

Rhubarb

Foliage

Coal

Social and Cultural: The Rhubarb Triangle, The Hepworth and coal mining show the diversity in the region

Green infrastructure including country parks, the Calder Navigation and colliery spoils planted with birch trees

07

City of Leeds

Leeds is one of the largest cities in the UK. It is a modern cosmopolitan metropolis, that is multicultural, complex, and diverse. The main urban concentration is centred around the Leeds city centre, Horsforth and Pudsey area, there are also a number of free-standing market towns and settlements, such as Otley, Scarcroft, Thorner and Boston Spa, Ledsham and Harewood. The settlements in the south and south-eastern parts of the district, such as Garforth, Allerton Bywater, Great Preston, Rothwell, and Morley have arisen largely from mining and industrial activities.

The diverse geology around Leeds means that building materials change throughout the district, from the creamy coloured stone and red tiled roofs in the northeast of the area, through the harsher Millstone Grit of the urban and industrial area. The Millstone Grit, traditionally used as a building material in and around Leeds, formed the basis of the rapid expansion of urban Leeds, with many warehouses, mills, factories, town halls, hospitals, and large mansions.

In the eastern area of the district, the Magnesian Limestone has had a long history of use as a building stone and has been used in the building of the many large houses and churches. Country houses such as Ledston Hall, the churches and cottages in Aberford, Ledsham, Bramham and Boston Spa are built of this softer stone, although since the Industrial Revolution, brick has supplanted the traditional stone as a building material. Brick, along with modern metallic cladding, terracotta and glazing cladding systems, is now used extensively, along with a range of other materials, in modern residential, commercial, and industrial development.

One of the major landscape features in the Leeds district is the extensive area of historic parklands, both around the urban fringe, such as Temple Newsam and Roundhay, and further afield, such as Harewood and Bramham. All of these parklands were designed around large houses or mansions. Harewood and Bramham are the largest of these estates.

One of the most significant developments in the 20th century has been the construction of a major road and motorway network within and around Leeds. The canal and rail systems of the 18th and 19th centuries tended to follow the valleys and helped concentrate residential and industrial areas along the valley bottoms. The modern day road network does not follow such constraints, and major roads and motorways around Leeds, such as the M1, the M62 and the M621, now form prominent features.

Surrounding Leeds is a rural area of rolling topography, comprising a varied tapestry of vegetation types and habitats.

Sources:

- Leeds Landscape Assessment, 1994

Sense of place indicators:

- Modern commercial & multicultural urban metropolis.
- Traditional and contemporary architecture.
- Commercial service sector offices alongside former industrial buildings.
- High density, high rise city centre urban living.
- Suburban residential.
- Suburban C19th parks.

Cultural/social indicators:

- Cultural institutions, museums and galleries.
- Multicultural communities .
- Retail centre plus out of town retail.
- Materiality: Brick, sandstone, modern metallic cladding, terracotta and glazed cladding systems.

Green infrastructure:

- Mixed deciduous woodland, native hedgerow species, wetland, and grassland habitats.

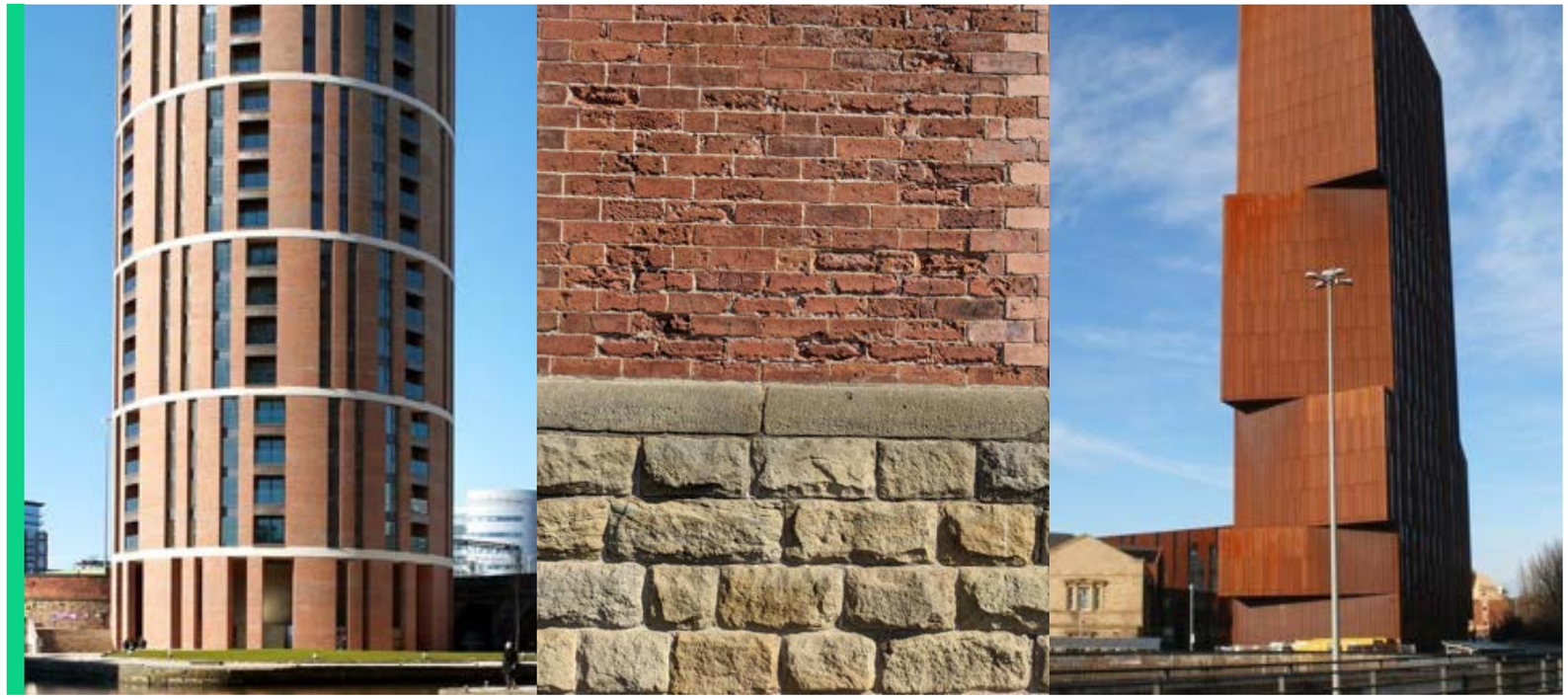
Opportunities for Placemaking:

The key objectives for placemaking within Leeds are derived from the City's Vision and Best Council Plan 2020-25 with the city's Inclusive Growth Strategy, Health and Well Being Strategy and Climate Emergency declaration as key drivers. The Our Spaces Strategy articulates this for the City Centre and does establish principles but is not the driver.

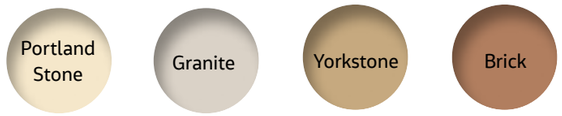
- **Health & Wellbeing:** Leeds promotes spaces that are designed around and are for people. They will be comfortable, stimulating, relaxing, healthy and safe. They will also be inclusive, designed for all ages and abilities and reflect Leeds's diverse communities.
- **Connectivity:** Leeds spaces will be highly connected, considering pedestrians first, clearly legible and easy to navigate.
- **Identity:** Spaces will be places for cultural activity, from small interactions to major events. They will celebrate Leeds's built and natural assets, from the edges of the River Aire to the magnificent architecture of the city centre.
- **Resilience:** Spaces are to provide valuable economic infrastructure that supports businesses and provides a canvas for new investment. They will be resilient to climate change, with green environments for cooling the air, sustainably managing surface water, absorbing carbon and filtering polluted air.

Leeds is one of the UK's fastest growing cities, it has a thriving retail core and an exciting independent food scene. It is the largest financial centre in the UK outside of London and it plays a critical role in driving economic growth for the region. It is a cosmopolitan city with a diverse population. There is a range of architectural styles from the historical civic buildings to the more recent mixed use high rise buildings.

There is a varied pallete of materials used across the city. Here is a brief selection of the main types including Portland Stone, red brick, granite, metal cladding systems and glazing. This variety of scale, use and materiality contributes to the city's texture and vibrant streetscape. There are earthy tones of natural materials juxtaposed with more uniform glazing and cladding.



Contemporary and traditional buildings using similar tones but very different styles



Contrasting textures

Leeds is within close reach of the moorlands, mountains and rivers of the North Yorkshire Moors, the Yorkshire Dales and the Peak District. This influences and permeates the fabric of the city through materiality, the green spaces and can be felt both socially and culturally.

Leeds is a hub in West Yorkshire for the arts. This is seen in formal settings such as museums and gallaries as well as the Northern Ballet and the Playhouse. It is also evident across the city in less formal situations like street art and live music.

Autumnal change

Parks

Waterways

Social and Cultural: Social inclusion and performances on stage

Green infrastructure: Roundhay Park and Soverign Square

City of Bradford

Bradford City Centre is at the heart of a great European city with an immediate population of around 350,000 people. Once the world centre for the worsted trade it is now reclaiming its position as one of the UK's leading provincial cities.

It was originally a settlement in Saxon times centred on what is now Kirkgate, Westgate and Ivegate at the junction of three valleys in the basin of the River Aire. The town was the centre for trade and industry for a limited local area, and it was not until the Industrial Revolution that the area's abundant supply of iron ore, coal and soft water could be exploited and a small, local textile industry mushroomed as the town grew into a major industrial centre. Improved connections were key to Bradford's growth, namely the opening of the Bradford Canal (linking to the Leeds-Liverpool Canal) in 1774 and the arrival of the railway in 1846. Bradford was the fastest growing city in the country and became Britain's seventh largest city rivalling the other great textile city of the era, Manchester. In 1841 it was estimated that two-thirds of the country's wool production was processed in Bradford – ten years later it was the undisputed wool capital of the world. The city exploded with life as thousands of people flooded in including German and East European merchants who were central to the textile trade by the late 1800s.

The vision for Bradford City Centre received widespread exposure. Bradford Centre Regeneration and Bradford Council have since been working to make the vision a reality.

The Victorian buildings of Bradford City Centre and the ornate monuments in Undercliffe Cemetery stand as testament to the fortunes that were made in Bradford. The boom years left an unrivalled architectural legacy. Bradford's prosperity started to wane in the 20th century as import tariffs robbed it of its international markets. Decline was long and protracted but there was still enough employment to attract Commonwealth immigration in the 1950s and 60s to work in the mills.

The confidence of the 1960s saw large parts of the centre rebuilt and the city went through a further period of growth in the late 1980s and early 90s securing investment including the National Museum of Photography, Film and Television and the refurbishment of the Alhambra Theatre. However this progress was not maintained and the city went through a difficult period in the late 1990s.

Since that time Bradford has reinvented itself, recently under the banner 'One Landscape – Many Views'. The Bradford Centre Regeneration Masterplan and the launch of the Urban Regeneration Company are an important part of this renaissance. So too is the market confidence that has returned to the city centre. However as the 1960s illustrated, periods of growth can do damage as well as good with the road network being a prime example of this.

Traditionally the city centre was a dense mix of commercial and industrial development alongside workers' housing, administrative functions, cultural uses and shopping. In the last 50 or so years the housing and industrial uses have all but disappeared while the retailing, commerce and administrative uses have broadly held their own and uses such as the university and cultural facilities have expanded.

The Design Guide assesses how the urban fabric has been frayed through economic decline, the loss of buildings replaced by surface car parking and through unsympathetic development. The Guide states that one of the most important issues is the treatment of the public realm. The streets and squares of a city are the places that shape its character, personality and its appearance. Good quality public spaces are enclosed by well proportioned buildings that spill their life onto the street.

Sources:

- National Landscape Character Assessment, 37 Yorkshire Southern Pennine Fringe, 2010.
- City of Bradford Metropolitan District Council, City Centre Design Guide, 2006 and City Centre Conservation Area Assessment, 2005.
- Bradford City Council, Landscape Character Supplementary Planning Document Introduction and Methodology, 2008.

Sense of place indicators:

- Grand Victorian architecture with ornate façades but also notable unsympathetic modern development.
- Wide streets, varying topography and materiality: local sandstone, yorkstone and porphyry paving.

Cultural/social indicators:

- Cultural institutions, museums and galleries.
- Multicultural communities.
- City centre retail.

Green infrastructure:

Extensive network of parks surrounding the city centre.
Opportunities for further tree planting within the street-scene.

Opportunities for Placemaking:

The key objectives for placemaking within the City of Bradford region are derived from the Design Guide.

Health & Wellbeing: Bradford has ambitious plans for public realm enhancement alongside a low emission zones policy and the altering of road infrastructure.

Connectivity: Bradford is well served from Leeds but connecting the suburbs and local centres through improved pedestrian linkages with facilities in the city centre is an important part of making this work for all. Better connectivity between Bradford Forster Square and Bradford Interchange would open up a range of routes to more people.

Identity: There is an opportunity to reclaim the original qualities of the urban fabric, taking cues from the built environment and designing places to that grand scale. The community is able to influence the design vision and get involved establishing a sense of ownership.

Resilience: Public realm improvements are an opportunity to identify and elaborate on a local identity delivering the Bradford City Centre public realm strategy.

Bradford City Centre retains areas of great architectural and heritage value but also areas where the historic fabric of the city has been badly damaged. The built form of the centre is predominantly Victorian and dates from Bradford's boom years in the second half of the 19th century. At its best Bradford's Victorian townscape rivals any of the great cities in the UK. The city centre includes four conservation areas and around 100 listed buildings.

The City Centre is the largest conservation area covering the heart of the city. The area has medieval roots, still seen in the pattern of streets and names such as Ivegate and Kirkgate. It was however rebuilt in the late 19th century when Bradford was the rapidly growing international centre of the wool trade. Fortunes were made in 19th century Bradford and the merchants invested some of this wealth into warehouses, banks, commercial buildings and public institutions such as the Wool Exchange, City Hall and St. Georges Hall. These buildings were designed in the honey-coloured local sandstone by local architects.

To the east of the centre lies Little Germany, built on sloping land by worsted merchants. The buildings are ornate 'piece' warehouses creating, arguably the finest merchant's quarter in the country. 55 of the area's 85 buildings are listed and its character is based on sloping streets with the taller warehouses situated lower down the hill creating a dramatic townscape.

The Cathedral Precinct is one of the oldest parts of Bradford and the Cathedral is perhaps the most important building. The area was one of the first parts of the city to industrialise with the arrival of the Bradford Canal in the 1770s. The lower part includes some important commercial buildings while the slopes west of this were once housing and are now surface parking. There are 16 listed buildings in the area.

To the west of the city centre the Goitside conservation area takes in many of the 'stuff' warehouses. The Goit is a medieval water channel built to power a corn mill and the area was already industrialised at the start of the 19th century. It was completely redeveloped in the late 19th century since then it has remained largely untouched. It contains only 6 listed buildings, however the group value of the buildings is far greater because it remains a largely complete urban landscape, typical of 19th century Bradford.

City Hall and the Wool Exchange

St George's Hall and an example of the porphyry paving

Sandstone

Yorkstone

Porphyry

One of the most important factors in understanding the form of Bradford is topography. The city was built at the confluence of four streams flowing northwards into the Bradford Beck. These streams create a natural bowl in a valley that flows down from the west to a relatively flat area around City Hall before flowing onwards down the valley to the north.

The oldest roads into Bradford pass over four hills. However the roads built in the Victorian era travel along the valley floor, notably Manchester Road, Leeds Road, Valley Road and Thornton Road. Because of the topography of the city, most of these arrival routes do not provide good views of the centre. By contrast the high roads provide commanding views on arrival to the city centre.

Autumnal change

Parks

Waterways

Trees

Social and Cultural: Scenes from the 2025 winning bid, Undercliffe Cemetery and the Alhambra Theatre.

Green infrastructure: The Tong Valley and Horton Park: one of a number of green spaces around the edge of the city.

The towns and local centres

Bramley - Local Centre

Bramley's history began as an independent settlement which was completely absorbed into the greater urban area of Leeds in the second quarter of the 20th century. Many of the features of the area's long history are apparent today and are dominant enough to ensure its independence from much of the suburbs around it.

Bramley has a special character and appearance which has merited a part of it being designated a conservation area. Unfortunately much of the historic town centre had already been affected by inappropriate redevelopment in the 1970s and 1980s that did not respect the historic integrity of the area. From the late 1960s to the late 1970s there was general eradication of yards and buildings, mostly on the north side of Town Street. These were to be replaced by the Bramley Shopping Centre. The character and appearance of Bramley was then altered significantly, and the area once of industrial and commercial buildings along much of Town Street was reduced to the few that remain today.

Town Street, St Peter's Church, Bramley Baths and Bramley Park are all important local assets. Millstone grit and slate tiles are the predominant historic palette of materials.

There is the potential to help re-balance the inappropriate modern development: the shopping centre (in particular the car park) is visually dominant. There could be clearer legibility and an improved pedestrian experience through priority junctions, reduction of carriageway widths, public realm interventions, planting (including SuDS) and the use of appropriate hard landscape materials.
A strategic goal should be to connect Bramley with the wider local cycle and active travel.

Dewsbury - Town Centre

The town of Dewsbury has a recorded history from Saxon times but remained a small settlement throughout the Middle Ages. The population did not grow dramatically until the 18th and 19th centuries when industrial growth and the prosperity of the town were based on the fortunes of the heavy woollen industry and associated manufacturing. The rapid expansion of the town grew from its historic medieval core around the Market Place. The immense wealth generated during the 19th century left a legacy of fine Victorian and Edwardian municipal and commercial buildings and townscapes.

The general consistency of the ashlar building materials and its location on the sloping land towards the Dewsbury Beck and the River Calder create the particular qualities and attractions of the heritage townscape. Much of the town centre, bounded by the Inner Ring Road is a Conservation Area. The urban form of Dewsbury has been structured by the hills, the river and its tributary, and the main historic entrances and gateways into the town.

The Mass Transit scheme will need to take the local character and listed buildings into account and the setting of heritage assets is a key consideration. Active travel should be promoted and the existing public realm should feature as a hub for wider pedestrian focussed links and activity. There are numerous local facilities: educational, commercial and leisure and there is a railway and bus station. Connections, including legibility, to the River Calder and Calder Greenway should be improved and the unique setting with views out to the valleys could be exploited as part of the design. The ring road and vehicle dominance is an issue that impacts on tranquillity, access and the potential scenic qualities of the town.

Laisterdyke - Local Centre

Laisterdyke is a settlement formed off the Leeds Road and A6177 Sticker Lane. It comprise a mixture of housing, small scale retail, a retail park and car show rooms. There is a small cluster of shops and apartment buildings. The buildings are predominantly 2 and 3 storey in height and feature a mix of materials - sandstone to older properties, brick and render to more recent, metal clad showrooms and large retail units. There are some green interventions: largely street trees of varying quality.

The scale of urban block is irregular - small scale takeaways to high end large car showrooms. There is a coarse grain of varying scale, use and massing created by variety of residential, car showrooms, retail units, industrial etc. This adds to the dispersed feeling with pockets of open space for car parking and infrastructure. There exists a number of under developed, vacant and open sites which contribute to a more open and inconsistent grain.

Reducing the road width would give opportunities for improving public realm and creates space for other activities e.g. Mass Transit, green infrastructure and active travel. Narrower carriageways encourage reduced speeds, especially on such long straight routes like Sticker Lane. This would encourage active travel through increased levels of comfort for users. Public realm improvements are an opportunity to identify and elaborate on a local identity.

Increasing pedestrian and cycle based activity will help to activate areas that lack footfall. This can support the creation of a central place where the Mass Transit can add to and become an anchor point in the community. Tree planting can offer a softer street-scene with various benefits for wildlife and residents. Rain gardens improve resilience and help manage surface water run off. Other benefits include adding to street greening, increasing pollinators and potentially improving air quality.

Laisterdyke has an opportunity to use Mass Transit to explore the local heritage and culture of the area. Forming a central hub will help to create a sense of place. This could bring the community together to reflect on their experiences of their locality and look forward to their aspirations for the suburb.

Pudsey - Town Centre

Pudsey began as an independent settlement which was integrated into the greater urban area of Leeds in the middle of the last century. Many of the features of the settlement's long history are apparent today and retain enough dominance to ensure Pudsey exists as a distinct settlement despite the encroachment of suburban Leeds.

Pudsey is located on sources of sandstone and millstone grit which were understandably employed for the construction of most buildings. Up until the 19th century stone quarrying was one of the major industries within the Pudsey area. The dominant roof materials are heavy stone slate and Welsh slate. This variation of traditional material adds interest to the roof-scape, whilst still allowing it to retain its historic and traditional appearance.

The current townscape qualities have much potential despite some detracting features. Awkward infill buildings of low quality are intermittently placed between high quality historic buildings, however, the compact and accessible grouping of facilities does make the centre of the town feel vibrant and active. There is a range of facilities: library, town hall, playground, skate park and park, leisure centre, health centre, a number of schools and a bus station with good links to Leeds and Bradford.

Generally the quantity and quality of the pedestrian areas are compromised due to vehicle dominance. Reducing street clutter and improving pedestrian experience can increase footfall and dwell time on the high street. There are numerous opportunities to improve the traffic dominated environment: the pavements are in places very narrow and uncomfortable for pedestrians. By introducing Mass Transit and rationalising traffic, pedestrian connectivity can be improved and space can be offered for green infrastructure. The presence of swathes of green will improve air quality, drainage and social well-being.

Introducing seating areas and pocket parks to create a safer more attractive environment will help encourage people to consider active travel. These areas would help support those who need to rest but will also encourage a sense of community spirit in facilitating social interaction. The identity of Pudsey and its sense of place can be reflected through the use of appropriate materials referencing the heritage in the conservation area and drawing upon the existing qualities and facilities of the place.

Wortley - Local Centre

Wortley is essentially suburban dominated by post war urban regeneration and terraced housing with some post war interventions. The railway line which runs parallel, but offset from Tong Road creates a strong boundary and barrier. There is sparse residential housing to the north of the railway line and warehouse scale commercial buildings to the south east. Housing to the south west is slightly more regular in layout with a mix of 20th century terraced housing, post war clusters of terraced housing and more recent semi detached homes.

The area prioritises vehicles with on-street parking which makes the carriageway feel wider and crossing distances longer. It is lacking in active frontages along Tong Road. Typically, gables, the rear of houses or buildings are stepped back from the main road. There is a mixed scale of housing: terrace houses, low level apartments and apartment towers, all of which are predominantly red brick throughout with occasional rendered properties and metal clad industrial units.

The street-scene does feature some attractive mature trees but generally there is a lack of maintenance visible in private areas. There are numerous commercial and educational facilities as well as a community centre.

Tong Road is a busy, wide thoroughfare with clusters of mature trees and small areas of green space. There is an opportunity to enhance and link these areas creating a network or green spaces in a car dominated area. This can help inform the identity of the area changing negative perceptions into something of an asset. These areas can accommodate rain gardens to help attenuate rain water and help improve air quality.

Mass Transit provides an opportunity for a stop to anchor a centre or hub where public realm improvements can create community focus. In conjunction with a stop, a clustering of activities can help create a central hub. Promoting active street frontages can also bring people together. Pedestrians using an area and feeling comfortable in the space will help increase activity. Working with community groups, the design should seek out the identity of the place and the people who live there, listen and help build the narrative of Wortley.

Improving pedestrian and cycle infrastructure and linking with the cycle super highway will support Leeds in its goal of being net zero carbon by 2030. The cycle superhighway is less than a mile away and Leeds Train Station is a further 1.5 miles away, providing opportunities to link with areas of employment further afield.

Commercial

Low Moor - Commercial

The South Bradford character area is heavily influenced by its proximity to Bradford, consisting of the land left between the extent of the Bradford urban core and the Bradford district boundary. Although it is split in two by the settlements of Wyke and Low Moor. There has been extensive coal mining activity, with disused mine-shafts scattered throughout the area but concentrated particularly between Oakenshaw and Low Moor. Coal was mined for centuries around Royds Hall Beck and remains of bell pits can be found nearby. There are also scattered areas of collier spoil, two disused railway sidings and the site of an old ironworks. Despite its urban location and industrial influences the South Bradford Character Area has a surprising amount of nature conservation interest, including Bradford's first designated nature reserve named Railway Terrace/ Raw Nook in Low Moor.

The commercial/industrial area within Low Moor is well served by rail and road links. Out of town retail and employment areas are typically heavily reliant on cars. It creates an access issue which requires high capacity highways at peak travel times but also the challenge of parking during the day. Vast areas of hard surfaces are installed reducing green space which in turn, puts a strain on surface water drainage systems.

With so much focus on car parks, this typology tends to lack any distinguishable character or identity. With the introduction of Mass Transit, this typology will be better connected and less reliant on cars. Green infrastructure can be better connected and aid resilience, thus improving a sense of health and well-being. Active transport links between residential areas and employment areas should be supported. Short journeys by bike or on foot should be encouraged and made as accessible and comfortable as possible.
A reduction in the use of private motor vehicles is crucial and needs to be considered alongside the use of commercial vehicles servicing these types of areas. Establishing spaces where people can gather for informal games, seating, and social interaction would promote health and well-being.

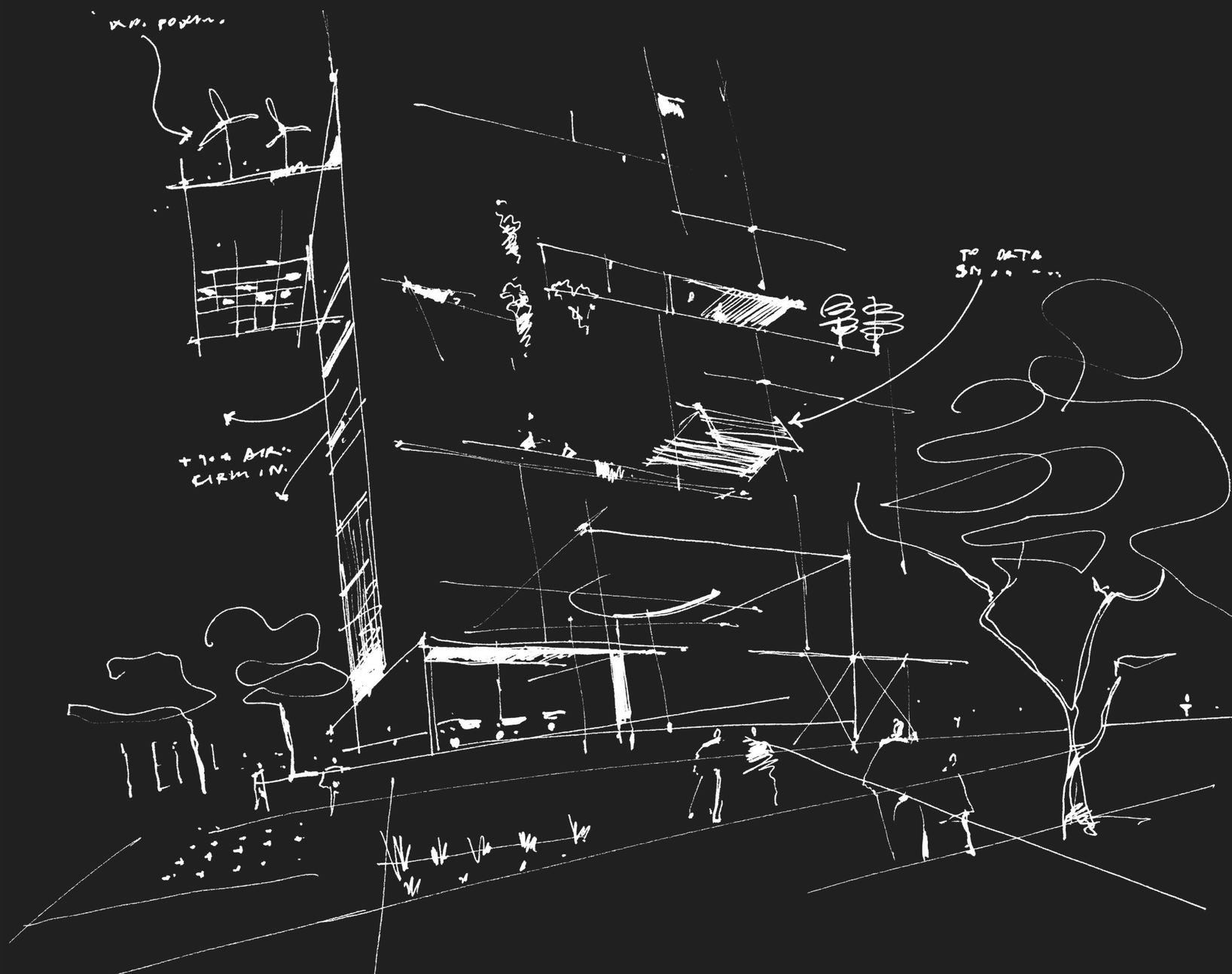
In terms of establishing identity, green boundaries to car parks should be increased and green links created through these areas. This will reduce hard surfacing and provide improved visual amenity. Areas can be distinguished, at a local scale, by a style of approach to permeable surfacing and planting palette. Permeable options can be quite subtle or can be striking, helping to create a sense of place. New green infrastructure could be achieved through a reduction in carriageway width and integrating tree planting and SuDS.

Thorpe Park - Commercial

Out of town retail is by character, car dominated. The introduction of Mass Transit offers the opportunity to reduce this reliance and return spaces to green infrastructure.

Opportunities for active travel linking residential areas with areas of employment and leisure should be encouraged. Making these options as comfortable and direct as possible make it a feasible choice for more people especially shorter journeys.

4. Typologies



4. Typologies

This chapter sets out how the Approach to Placemaking applies to different typologies.

The typologies are generic, as opposed to place specific, but capture some of the essential and relevant place specific attributes which have been derived from the previous chapter.

It sets out how the approach to placemaking is to be applied to the design of each typology, demonstrating how the design principles are adapted and the distinct issues of each.

Introduction

Spaces and places across the system can be defined as fitting within one (or more) typologies. The typologies can be categorised as nodes or corridors.

The typologies establish the function and role these places have, and help identify the potential opportunities that exist for creating great places, for placemaking enhancements and for delivering wider social, economic and environmental benefits.

For each of the typologies, an example is presented to demonstrate how the placemaking principles can be applied to these locations. These are indicative to help demonstrate the principles and are to be used as a guide to help identify opportunities for placemaking and inform decision making in respect of potential options and priorities.

Reference should be made to the Mass Transit Design Philosophy document which sets out the user hierarchy for the highway space and what the priorities are within each of the different typologies. For example pedestrians are considered higher priority than general traffic within the Urban Highway typology but the opposite is true within the Interurban typology corridor.

Chapter 2 of this Approach to Placemaking document set out four placemaking principles which make up the strategy. These are applicable to most locations and conditions across the network but are applied with varying weight and focus to specific typologies. They are colour coded as follows for ease of reference and the opportunities for delivery on each of the placemaking principles are identified for each typology:

4 PRINCIPLES OF PLACEMAKING

- HEALTH & WELLBEING
- CONNECTIVITY
- IDENTITY
- ADAPTABLE & RESILIENT

Typologies: Corridors

Rural

Interurban

Urban

Typologies: Nodes

City Centre

Town Centre

Local Centres

Commercial

Typical Urban Corridor

Typical urban highway with cycleway and Mass Transit

4 PRINCIPLES OF PLACEMAKING: HEALTH & WELLBEING | CONNECTIVITY | IDENTITY | ADAPTABLE & RESILIENT

Typical Urban Corridor

The visualisation demonstrates a typical approach to an urban corridor. There will be varying widths and contexts, and these will set out the user priority and placemaking to be applied. Depending on street layout of segregated Mass Transit or shared with general traffic, placemaking will have suitable interventions to integrate it into the existing urban fabric.

Typically, the urban routes are appropriate for active travel provision, with the opportunity for mobility hub provision, improvements to pedestrian zones and the incorporation of green infrastructure.

The options on urban highways for segregated Mass Transit or shared Mass Transit have their own set of challenges. The approach of segregated transit will achieve the best results for journey time reliability but there will be some compromises required. This could include removing general traffic completely from a route or using pedestrianised streets.

Typical Interventions

01 Active transport: Improve walkability and prioritise new cycleways where the space constraints allow. Support existing protected cycleways and increase their reach where possible.

02 Improve pedestrian connectivity: Ensure Mass Transit creates permeability in urban corridors to allow pedestrian connectivity.

03 Pedestrian orientated spaces: Allow enough space to comfortably accommodate the flow of pedestrian traffic.

04 New Green infrastructure: Integration of tree planting and SuDS to key streets and spaces. Taking back spaces like the Mass Transit corridor and greening them provide an opportunity to link with other green spaces, connecting and building on a series of urban oasis.

Mass Transit in the central area segregated from traffic

Pedestrian orientated Mass Transit design

Typical Rural Corridor

Typical rural section with Mass Transit and cycleway

4 PRINCIPLES OF PLACEMAKING: HEALTH & WELLBEING | CONNECTIVITY | IDENTITY | ADAPTABLE & RESILIENT

Typical Rural Corridor

The visualisation demonstrates a typical approach to a rural corridor.

Typically, the rural corridors are appropriate for some improvements to pedestrian and cycling facilities and the incorporation of green infrastructure. In some instances, there will be opportunities to maintain a green track with adjacent pedestrian and cycle provision with appropriate lighting. The route should be inkeeping with the surrounding landscape. Hedgerows and stone walls should retained wherever possible to preserve the local rural character. Where there is loss of boundary character to allow for cross section width, the interventions should aim to replace with appropriate alternatives.

Interventions

01 Active transport: Improve walkability and prioritise new cycleways in rural areas connecting settlements.

02 Connectivity: Network of wayfinding routes and trails to encourage activity.

03 Identity: Respect existing dwellings and consider filtering views with tree and understorey planting.

04 Surfacing to be appropriate to local context.

05 Strengthened and connected green infrastructure.

Green tracks

Segregated rural cycleway

Typical Interurban Corridor

- Existing green infrastructure
- Opportunity for green infrastructure and links
- Opportunity for development
- Opportunity to improve pedestrian experience to key public spaces and facilities
- Centre for activity'
- Cycle connectivity
- Mass Transit route
- Green infrastructure connectivity
- Key space for activation
- Connectivity

Interventions key

01 Support active travel

02 Improve pedestrian connectivity

03 Enhance area for improved pedestrian experience

04 Opportunity for open green space

05 New green infrastructure

Interurban corridors are often characterised by single or dual carriageway roads through urban areas with a focus on movement. They can be relatively straight with long sections between large scale junctions. Land uses either side may have little activity which faces the road; in places residential development can be set back with a separate access road, and in others, larger commercial development blocks offer little diversity. Grass medians and verges and tree planting can make these corridors relatively green in appearance. By contrast, medians may have been replaced with hard surfaces for bus priority.

Typical City Centre

This typology covers the cities and major towns of West Yorkshire. There is variation across the range of city centres but this example aims to highlight the important areas to focus placemaking attention on. Bradford, Halifax, Huddersfield and Dewsbury are distinct in character and vary culturally and in scale. Leeds feels different in a number of ways, as the largest city in Yorkshire and as a one of the UK's most important financial centres. Wakefield has a different character again, and its own set of unique qualities that contribute to the varied landscape across the region.

The cities and major towns of West Yorkshire are rich in heritage and culture. There is variation in topography, architecture and materials but some unifying challenges include regeneration and the need to meet targets related to sustainability. Some other challenges are around the need for better connectivity and movement while others relate to trying to fit modern infrastructure into a dense city centre rich in heritage. The proposed interventions can be applied to improve user experience and to integrate Mass Transit into its context.

Opportunities

01 Pedestrian orientated spaces: Create pedestrian priority spaces to improve movement, avoid vehicular conflict, accommodate street level activities and improve the overall experience and usability of the public realm.

02 Active transport: Improve walkability and enhance existing cycleways, increasing their reach where possible. Link with key areas in the city creating a fully inclusive network of routes.

03 Improve pedestrian connectivity: Enable better pedestrian connectivity and reduce/avoid severance caused by highways and/or other major transport infrastructure.

04 Opportunities for development and activation: Activate underused spaces breathing life back into disused infrastructure and spaces. Disused tracks, car parks or vacant land all provide opportunities for regeneration.

05 Materiality: Assimilate new interventions into the existing townscape & public realm through the use of appropriate palette of materials & planting.

06 Activity, vibrancy & regeneration: support the day to day activities which allow spill out to the public realm and add to a vibrant, active sense of place.

07 Reduce car reliance & usage: Support development that reduces reliance on car usage.

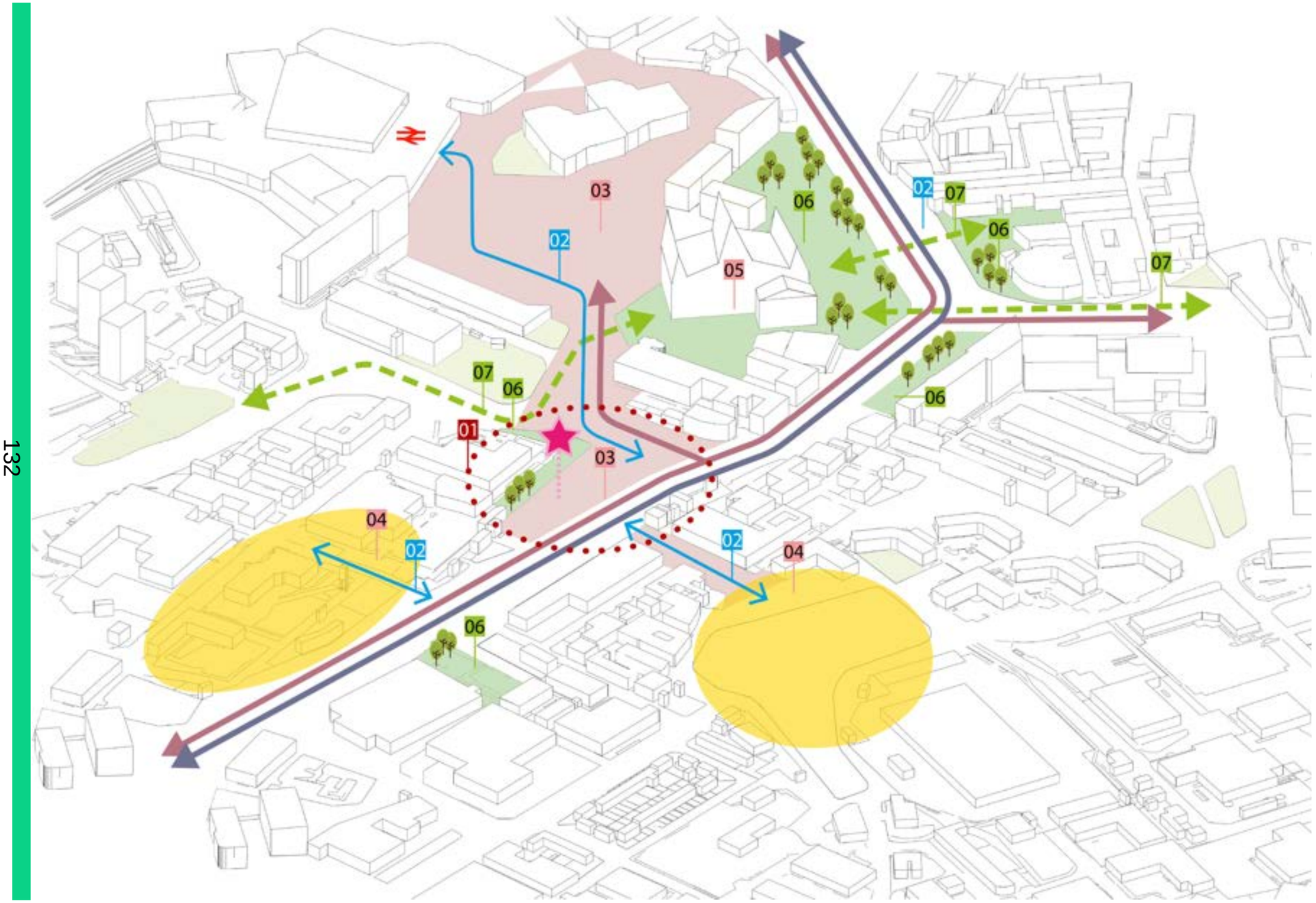
08 Opportunities for green space: Bradford and Leeds have quality open space but lack high quality central green spaces. Seek opportunities to create green focal points for activity and contribute towards the cities' green aspirations.

09 New Green infrastructure: Reduction in carriageway width where possible and integration of tree planting and SuDS to key streets and spaces.

Inclusive active travel

Rain garden

Example City Centre



- Existing green infrastructure
- Opportunity for green infrastructure and links
- Opportunity for development
- Opportunity to improve pedestrian experience to key public spaces and facilities
- Key route
- Cycle connectivity
- Mass Transit route
- Green infrastructure connectivity
- Key space for activation
- Train station
- Connectivity

Interventions key

01 Support active travel

02 Improve pedestrian connectivity

03 Enhance area for improved pedestrian experience

04 Activate underused spaces

05 Maintain identity of listed buildings and features like stone walls

06 Opportunities for open green space

07 New green infrastructure

Typical Town Centre

Smaller urban centres and market towns play an important role in communities. Connected to adjacent residential areas, they provide local shops, schools, employment opportunities alongside community and healthcare facilities.

They may be more culturally distinct, with the streets and spaces used in different ways, reflecting the people who live there. They may also be distinct in the form of their built environment with important local buildings and architecture.

Investing in a coordinated placemaking approach between retail or market place and Mass Transit will ensure the identity of the town comes through.

Opportunities

01 Active transport: Consider pedestrianising routes that are underused by traffic and bring disused railway lines back to life by allowing pedestrian access. Mass Transit will help reduce the need for cars. Some thought will be given to what will happen with reduced traffic on infrastructure and its opportunity to implement reallocation of road space to other uses These spaces can be used as pocket parks, active travel routes or wildlife corridors. Wide highways dominate and define the town centre. These spaces need to work harder to justify occupying large areas of towns. Integrating active travel or reducing the carriageway width can contribute to a more positive public realm.

02 Pedestrian orientated spaces: Support community events in the hub area where the public can gather and enjoy a comfortable inclusive space.

03 Improve pedestrian connectivity: Ensure pedestrian crossing facilities are provided at regular intervals along the routes. Pedestrian crossings could be installed along with traffic calming measures.

04 Materiality: Assimilate new interventions into the existing townscape and public realm through celebrating local heritage, the use of appropriate palette of materials and planting.

05 Exploring local identity: Work with local partners to elaborate on the local identity and present it with the public realm improvements.

06 People first: Support the revitalisation of local high streets and centres by creating people centric spaces that are accessible, active and vibrant.

07 New Green infrastructure: Introduce green infrastructure to the retail core. This will help to create active travel links through the town centre and aid sustainability goals. It will create a more comfortable public realm by helping with shade during summer months, providing shelter and encouraging wildlife into the town. It could incorporate sustainable drainage which could slowly attenuate rainfall during peak periods.

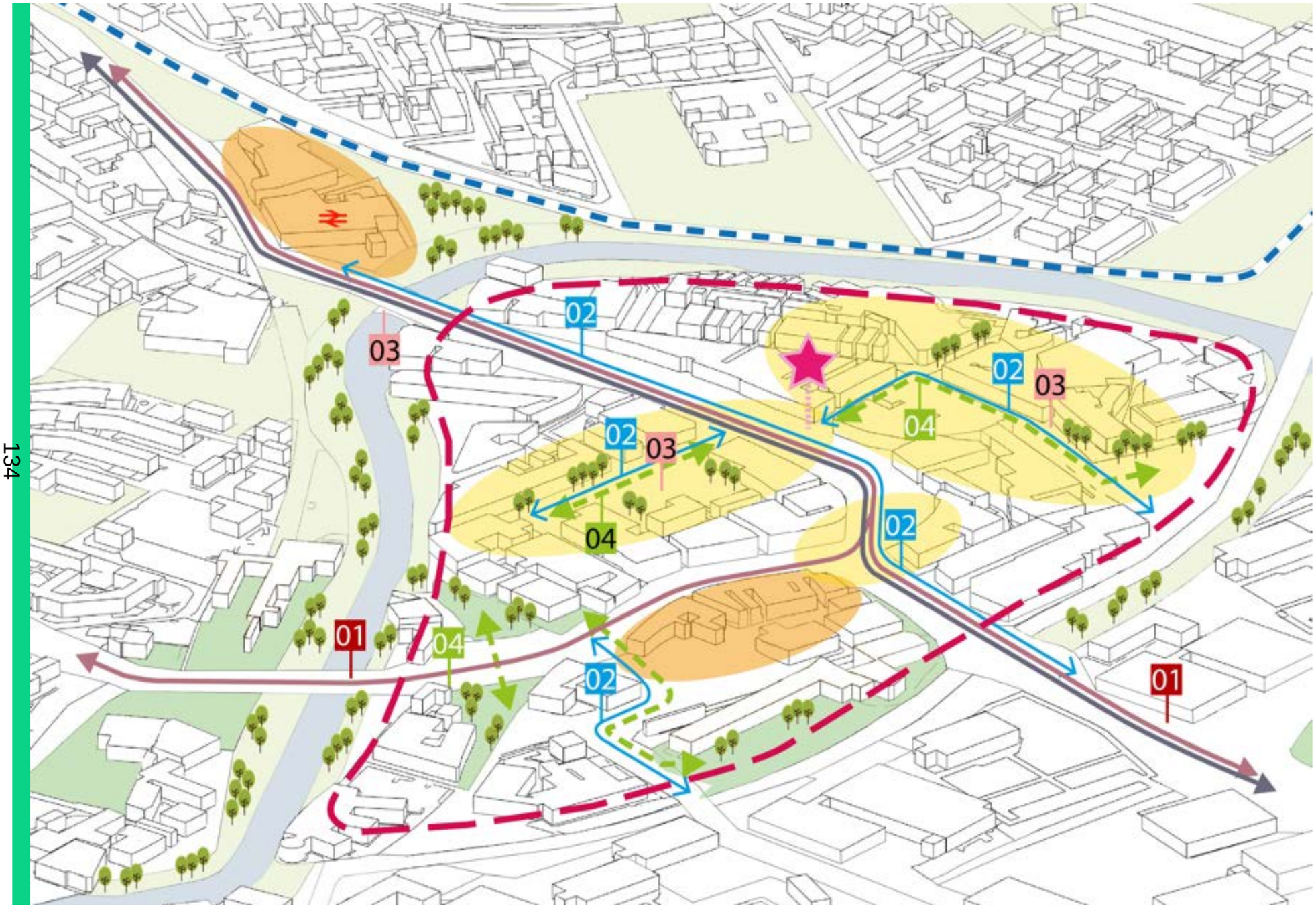
08 Reduce car reliance & usage: Support development that reduces reliance on car usage.

Trees in the historic core to add a layer of texture and improve the overall green imbalance

Add vibrancy through enhancing the evening/night offer

Flyover opportunity Credit: “Friends of the Flyover”, Liverpool

Example Town Centre



- Existing green infrastructure
- River
- Opportunity for green infrastructure and links
- Proposed green infrastructure and links
- Key pedestrian areas
- Key public transport hubs
- Centre for activity
- Train line
- Mass Transit route
- Cycle route
- Green infrastructure connectivity
- Key space for activation
- Train station
- Connectivity

Interventions key

01 Active transport: improve walkability and enhance cycleways. Consider removing traffic from certain routes.

02 Improve pedestrian connectivity: crossing points

03 Pedestrian orientated spaces with community identity at its heart. Maintain identity of features like listed bridges

04 Improve green infrastructure to key pedestrian areas and routes

4 PRINCIPLES OF PLACEMAKING: HEALTH & WELLBEING | CONNECTIVITY | IDENTITY | ADAPTABLE & RESILIENT

Typical Local Centre

Local centres play an important role within the community setting. Often close to educational institutions, local employment and local shops, they can be traffic dominated or lack character and distinctiveness. Varying size from a few local shops on a corner, to larger areas with shops and takeaways, they serve the day to day needs of residents and those passing through. Equally important is that they are often associated with bus stops and bring a level of activity to the streets.

Providing access to Mass Transit and improved access to active travel opportunities improve footfall which supports these important facilities, which can be further supported by good quality public realm, creating community focus.

Interventions

01 Active transport: Improve walkability and provide cycleways. Support local centres in connecting with other cycleways creating a fully inclusive network of routes.

02 Public realm enhancements: Reduce the width of carriageways and allow other activities to take place.

03 Pedestrian Orientated spaces: Car parks dominate the pedestrian experience. Improve overall experience by creating a more welcoming approach for pedestrians by removing cars and relocating parking to the rear of retail.

04 Identity & activation: The retail street is a focus in the area. It draws people together but cars and car parks dominate centres. Establish a community hub adding to activation (the experiences and outcomes of placemaking) and sowing the seed to work with partners to elaborate on the identity of these places. Adding to the distinctiveness of a place helps to create a sense of community ownership and pride in place.

05 New Green infrastructure: Reduction in carriageway width where possible and integration of tree planting and SuDS to key streets and spaces. Although local centres have areas of grass, they are lacking in street trees and variety of vegetation.

06 Reduce car reliance & usage: Support development that reduces reliance on car usage.

Reducing reliance on cars by providing car club spaces as an alternative


Enhance blank façades


Pedestrian oriented spaces to shopping centre courtyard ©John Sturrock


Street food market extending activity hours

Example Local Centre

- Existing green infrastructure
- Proposed green infrastructure and links
- Opportunity for development
- Key route
- Cycle connectivity
- Mass Transit route
- Key space for activation
- Green infrastructure connectivity
- Connectivity

Interventions key

01 Support active travel

02 Improve pedestrian connectivity

03 Enhance area for improved pedestrian experience and local character

04 Support development that reduces reliance on car usage and helps improve the streetscape and sense of identity

05 Maintain identity of listed buildings and features like stone walls

06 Opportunities for green space

07 Opportunities to link green infrastructure

Typical Commercial Areas

Commercial areas are often defined by large buildings surrounded by parking and roads, with security fencing and signage and damaged surfaces. They are nevertheless important places where people work.

They are also often associated with features of heritage importance; railways lines and canals, distinct buildings, boundaries walls and paving, which all contribute to a sense of place which forms the basis for retaining such character.

With the introduction of Mass Transit, this typology will be better connected and less reliant on cars with the opportunity to reduce the extent of hard surfacing. There is the opportunity to retain heritage identity. Green infrastructure can be better connected and aid resilience, softer landscape spaces can be created offering an improvement to the sense of well being.

Interventions

01 Active transport: Support active transport links between residential and employment areas. Short journeys by bike or on foot should be encouraged and made as accessible and comfortable as possible.

02 Reduce car reliance & usage: Support development that reduces reliance on car usage.

03 Identity & activation: The retail and offices are a focus in this typology. They draw people together but cars and car parks dominate the surrounding areas. Establish social spaces where people can gather for informal games or seating. Activation of spaces helps the identity come through and develop.

04 Identity: Increase green boundaries to car parks and create green links through these areas breaking down the hard surfacing and providing a visual improvement. Areas can be distinguished by a style of approach to permeable surfacing and planting palette. Permeable options can be quite subtle or striking, helping to create a sense of place.

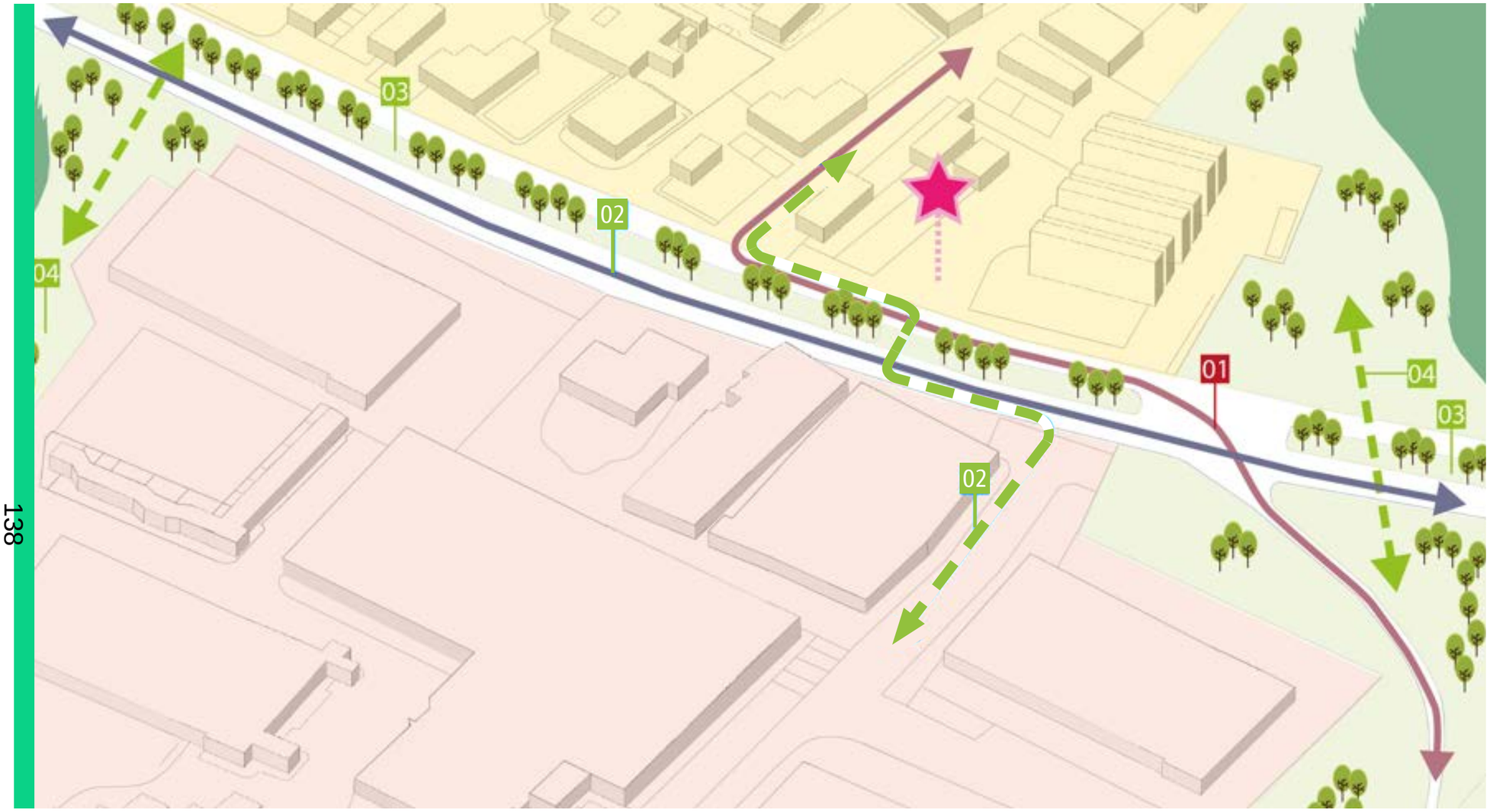
05 New Green infrastructure: Reduction in carriageway width where possible and integration of tree planting and SuDS to key streets.

06 Green infrastructure: Maximise sustainable drainage options and use topography to help accommodate swales and water bodies.

Sustainable drainage: Rain gardens

Social spaces providing activation

Example Commercial Areas



- Commercial
- Retail
- Existing green space
- Existing tree coverage
- Opportunities for green infrastructure
- Key area to create sense of identity and unique local character
- Cycle connectivity
- Mass Transit route
- Green infrastructure connectivity

Interventions key

01 Support active travel linking commercial and retail whilst enhancing cycle routes

02 Support development that reduces reliance on cars

03 Maximise use of sustainable drainage

04 Link existing green areas/ Green infrastructure

5. Green infrastructure

5. Green infrastructure

Green infrastructure is the use of naturally regulating systems to create a robust and sustainable developed landscape. Green infrastructure should not be considered as the token inclusion of ‘wildlife friendly’ or sustainable drainage nice-to-have elements within the design. Rather, it should be considered as the backbone of a sustainable place.

Natural Systems

There are three naturally regulating systems that form a green infrastructure approach:

- Biodiversity
- Water
- Soils

By creating a place that allows these three systems to naturally function and self–regulate, multiple and integrated benefits can be gained. This includes for example better air quality, reduced urban heat, decreased flood risk, reduced noise, improved access to greenspace for exercise and mental health and a stronger sense of place.

There are two principles that must be addressed to create good green infrastructure:

- Connectivity
- Multifunctionality

If these are done well, and considered from the beginning of the design process, the benefits of green infrastructure are much easier to achieve.

Connectivity

During the design process, green infrastructure can be delivered as a series of design interventions and it is important that these are delivered strategically rather than sporadically. The three systems of green infrastructure - Biodiversity, Water, and Soils - function best when integrated into a wider network; a network that could stretch beyond the local area to a city or region–wide scale. This means that early in the design process, the design team should identify the networks and features outside of the developing scheme boundary that the design could potentially connect. Most importantly, the new design should not sever existing links.

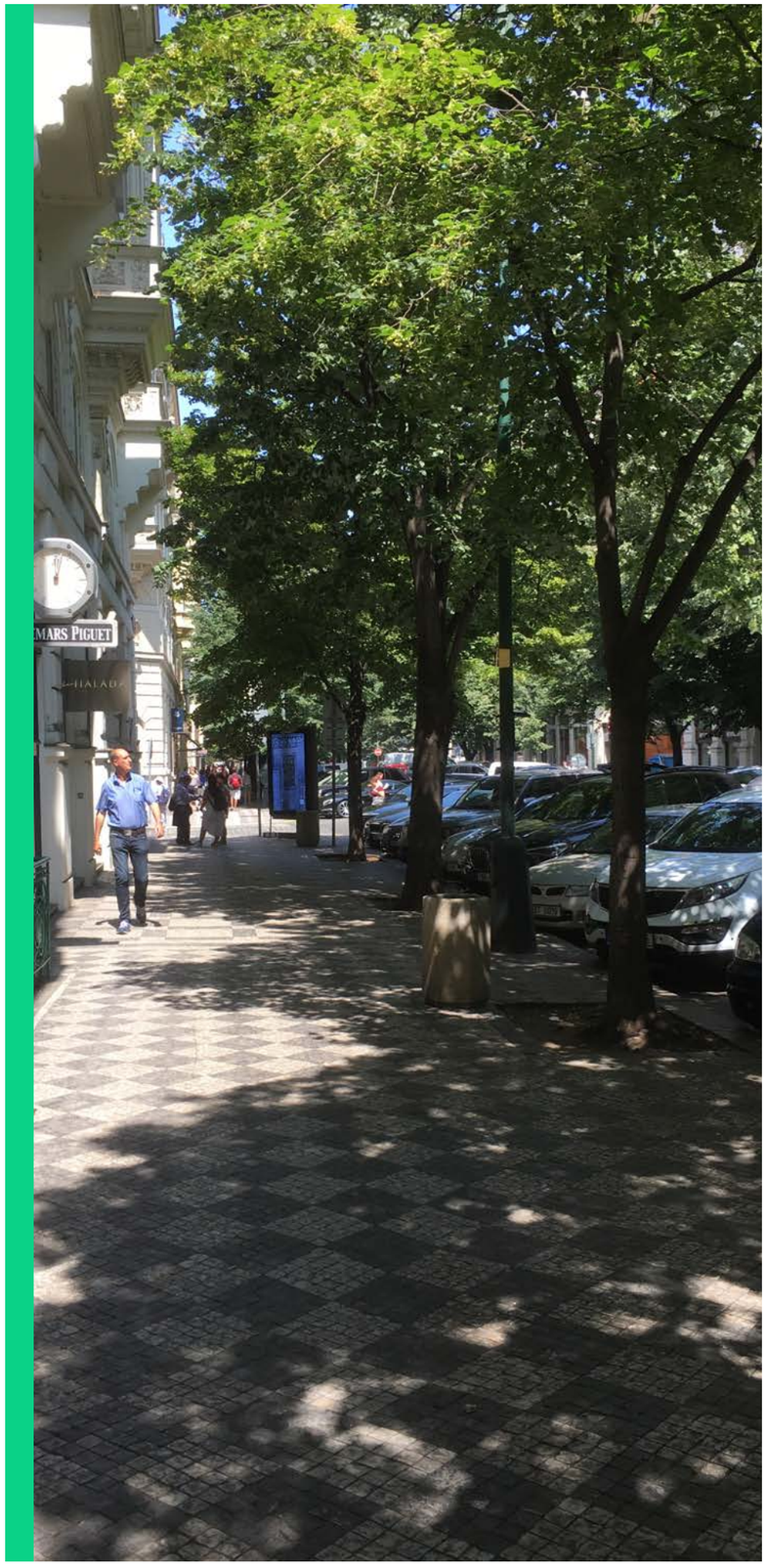
Networks and features to identify and connect could include:

- Ecologically rich sites such as nature reserves.
- Publicly accessible open greenspace, such as parks, allotments, or recreational fields.
- Existing green corridors, tree-lined streets and public space with planting.
- Cycle routes, exercise routes, public footpaths, and important walking routes between destinations and residential areas.
- Rivers, canals, open water waterbodies, and other waterways.

Once potential connections have been identified, the types of interventions required, and their location within the design, can be determined as part of the green infrastructure strategy.

Multifunctionality

The value of green infrastructure is that it can deliver numerous benefits in exchange for a small investment. To do this, each intervention must be designed in such a way to realise these benefits. For example, planting along a footpath will provide habitat for wildlife, but can make the footpath feel less safe if not designed appropriately. The descriptions of green infrastructure interventions below will help designers identify where and when such considerations should take place.



Green Surfaces

Many green infrastructure benefits can be gained simply by maximising the surface area of vegetation and soil within a scheme. Surfaces that consist of vegetation and soil absorb noise rather than reflecting it, sequester carbon, and cool the local area by holding moisture and gradually releasing it through evapotranspiration – a process that draws heat energy out of the air. Green surfaces should be seen as a key indicator of the environmental performance of the design.

Green Corridors

Green corridors consist of a series of open green spaces, forming a connected linear network. Green corridors are a high performing way of integrating a design into the wider green infrastructure network. They can form pathways for wildlife and people, provide open space for recreation and rest, create space for sustainable drainage, reduce flash flood risk and cool urban temperatures, and act as pathways for air circulation within urban areas, leading to improved air quality. A design could create a new green corridor as well as adding a needed connection to any existing corridors that cross the system. The type of open space within a green corridor (nature reserve, park, play space, pocket park, or even a well planted urban or infrastructure landscape) can vary, and is likely to function better and be used more frequently where a variation of use is provided. Note that green corridors can include privately owned open space as well as public open space, though clearly this restricts the scope of benefits for public accessibility and recreational use.

Street Trees

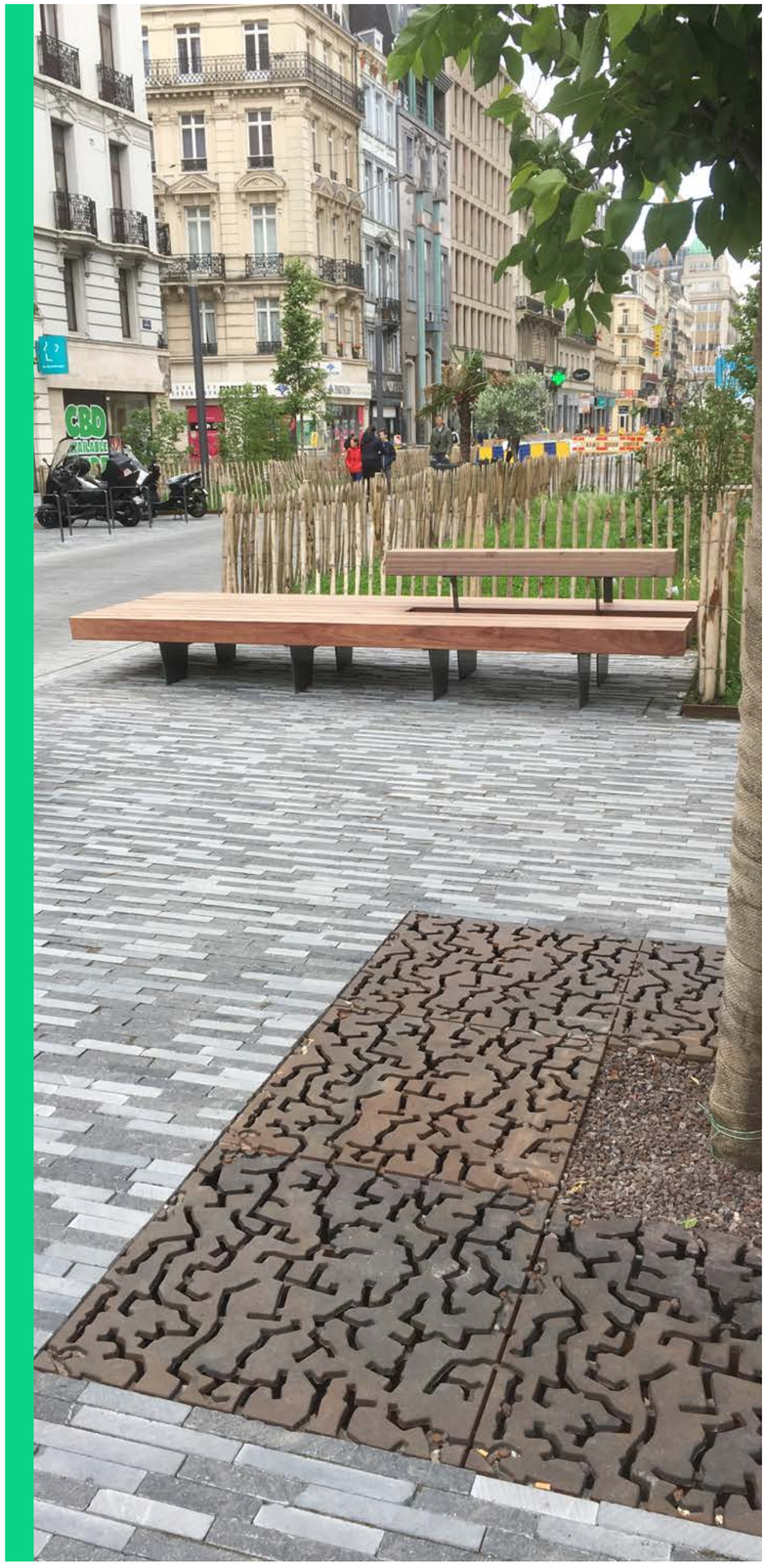
Street trees provide shade and shelter, so should be located where people gather, and along important access routes. A designer should also look for opportunities to shelter buildings from direct midday summer sun. People are more likely to use urban landscapes that have natural elements within them, so a tree-lined route or space is likely to be well populated, leading to greater sense of community. Street trees can also be a part of a sustainable drainage system, the tree itself intercepting rainfall, and the soil within the tree pit functioning as a temporary store for runoff.

Achieving the benefits of successful tree planting depends on getting the planting right and on maintenance. Tree pits need to be large enough to give the roots space to grow, with adequate access to air and water. This could require the use of proprietary under–paving systems that replace regular sub-bases, something that should be considered early in the design so that subsurface clashes can be avoided. Maintenance will be required as the tree establishes.

There is scope to encourage community involvement in tree planting and maintenance, through public or private sponsorship, as well as an opportunity for local people to learn new skills that relate to the management of their own environment.

Street trees can improve air quality, but their ability to do this is very much dependent on the arrangement of the trees in relation to the existing environment. Trees can form barriers to air pollution protecting people from harmful sources and generate turbulence, which is good for air quality, but they can also trap polluted air and impede air circulation in an enclosed space.

Similarly, arrangements for street trees should be avoided that significantly reduce the natural surveillance of areas within the public realm. Trees along pathways should be set back from pathways, with gaps between to allow views through, and high canopies to allow visibility beneath.



Verges, Central Reservations, and Islands

Verges, central reservations and islands can provide extensive green surface area, whilst enhancing a sense of location and a sense of change through a journey. Ornamental planting can be used to give junctions and arrival points a strong identity, as well as help establish a strong characteristic for a route. Wildflower planting can also be used to provide further habitat and increase visual interest. Both kinds of planting can be used to connect other sites of value for wildlife, whilst increasing the attractiveness of the space. Ornamental planting tends to be more appropriate to locations in close proximity to people, while wildflower beds tend to be more appropriate to areas of larger scale where less formality is required. The types of soil required for wildflower beds is very different to that of ornamental planting and lawns. However, there is an opportunity to reuse existing soils and landscape fills to produce wildflower meadows. The maintenance requirements of wildflower meadows are also very different to that of regular lawns, something that should be agreed with the long–term maintenance team during design.

Verges, central reservations, and islands are perfect locations for sustainable drainage, further increasing the storage of water on site, leading to cooling. Swales, and rain gardens that temporarily hold surface runoff will reduce flash flooding and provide more habitat connections.

Blue Corridors

Blue corridors are connected linear networks of aquatic habitats. These could follow a river, stream or canal or be a series of sustainable drainage interventions such as flood storage ponds or ornamental lakes. In some cases, a design may have the opportunity to connect water bodies or channels by installing new sustainable drainage interventions. Blue corridors hold water, allowing cooling of urban temperatures through evapotranspiration. They also offer opportunities for attractive walking and cycling routes, though these must be designed to feel safe and legible if they are to be used frequently.

Soils

Soils are a valuable resource. They capture and hold carbon and water and provide the basis for a diversity of flora and fauna. Soil health develops through time; for this reason, soils should be maintained in–situ where possible. Available soils within the system, even those of a perceived poor quality, such as within brownfield land, should be utilised as an opportunity to increase the diversity of habitats within the design. The biodiversity system depends on a diverse mosaic of habitats, rather than monocultures. It is important to involve soil specialists and ecologists at an early stage so that an audit can be made of what soils and habitats exist.

Footways and Cycleways

Footways and cycleways connect people to their destinations. This may be wholly within the system boundary, and it may be that the design is only a part of that journey. Adding elements of green infrastructure to pathways will increase their attractiveness and their use, which is likely to lead them to feel safer. However it is not simply a case of adding plants or trees in an unstructured way. Planting schemes should avoid creating hiding places that abut the pathway and should allow visibility along the path as well as in and out. Pathways should be inclusive, offer wayfinding where appropriate, and stopping points with seating for rest at locations of interest. It is important that the user of a pathway understands where they are in the wider landscape.

Inclusive, legible and safe, pathways can be combined with tree planting, shrub planting, sustainable drainage such as swales, and rest points, to form corridors that connect wildlife and access networks.

Pocket Parks

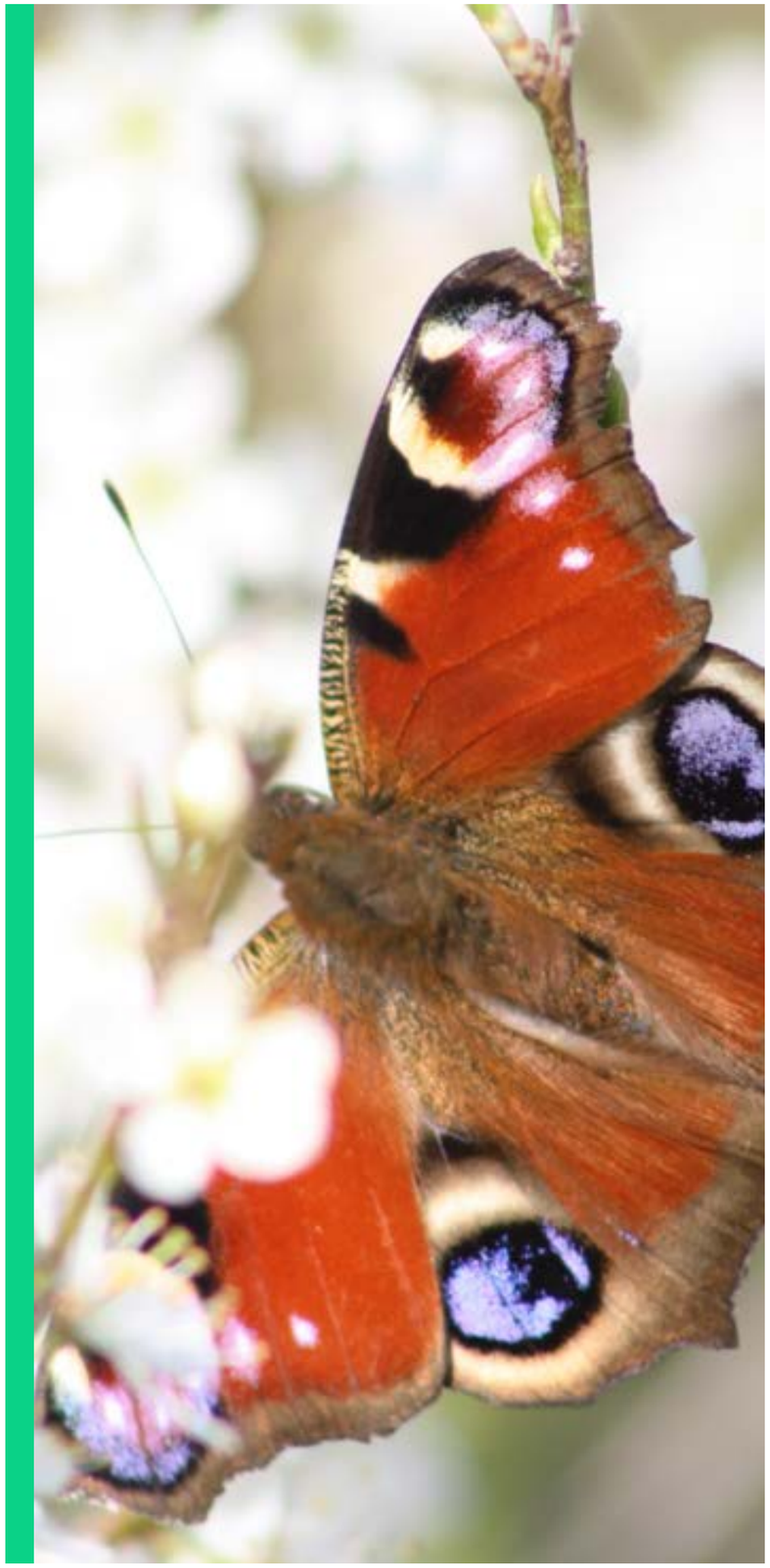
Pocket parks can be formed from unused or underutilised spaces within the urban environment. They can be utilised for food growing, education, or as a way to access nature and de–stress. Pocket parks are most successful when communities are engaged early – they can be the focal point for community groups, schools, and so on. These spaces should be easily accessible and offer a rich sensory experience for all abilities. Pocket parks within existing brownspace could offer unique opportunities to place focus on heritage in the design as well as create unique habitats and these should be considered before the space is cleared for reuse.

Noise and Air Barriers

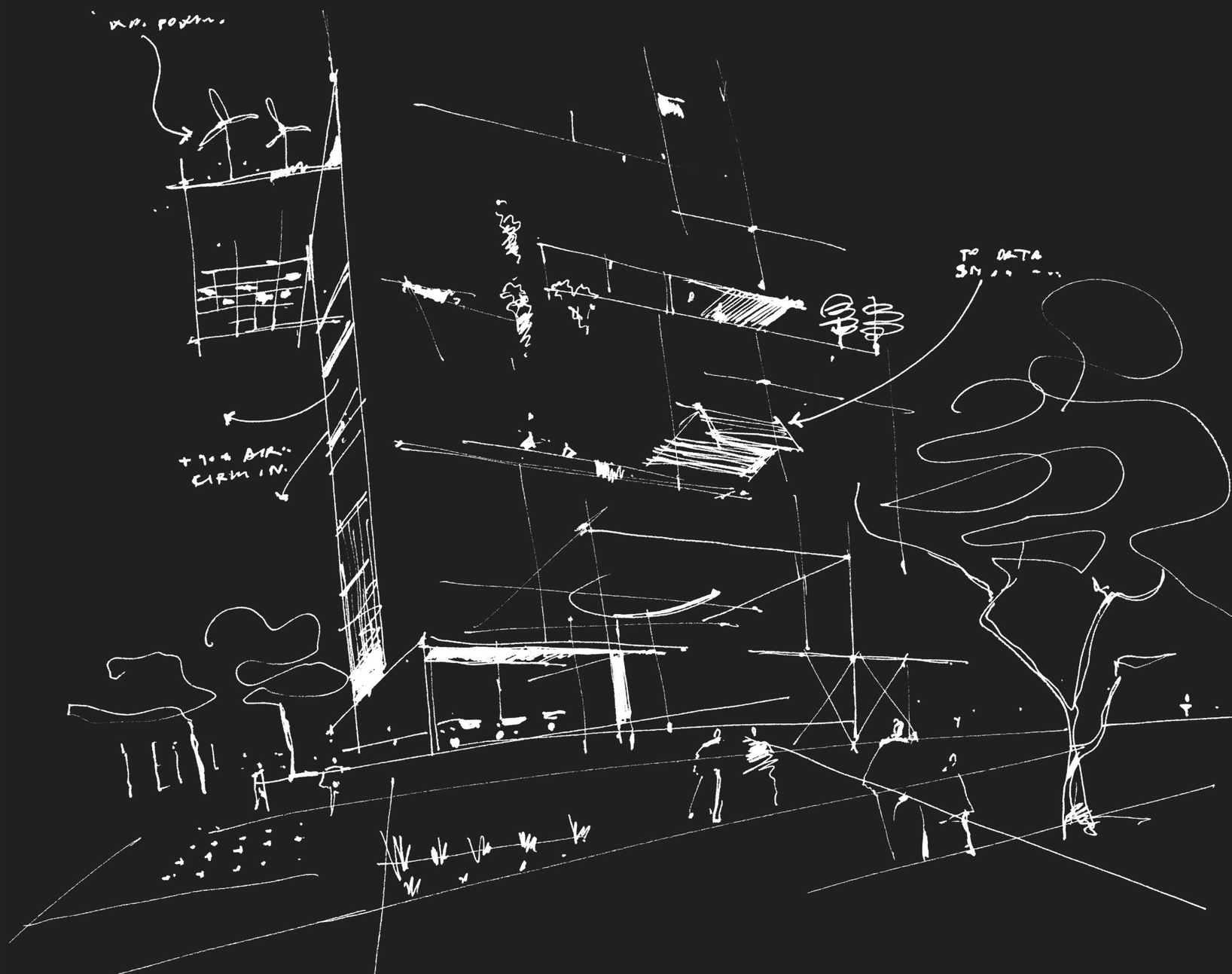
Planting can be used to create sound buffers at a large scale, by planting dense groups of broadleaved trees and shrubs near a source of noise, and at a small scale by creating living walls or willow walls. Dense linear planting, such as willow walls, living walls, evergreen hedgerows, and treelines can be used to shield sensitive receptors from poor air quality, as well as creating a linear connecting feature.

Play

Green infrastructure can be incorporated into play facilities and educational settings, providing children with an opportunity to interact with and learn about nature. In parkland settings there is scope for large areas of wildflower seeding, pollinator rich planting, as well as planting that stimulates all the senses and provides a vivid experience for those of all abilities. Even in urban settings, there is the opportunity to incorporate these features in a way that benefits the users of the space, by providing stopping points for insects and birds, and increasing the overall area of green surfaces. Providing trees for shade will encourage the use of play spaces, but only if they are arranged in such a way that natural surveillance is not reduced.



6. The placemaking design toolkit



6. The placemaking design toolkit

This chapter provides a number of tools that show how the design principles are to be applied so that the requirements for delivering good places can be achieved.

The tools support the more detailed considerations which will be needed during the later design stages and are derived from the placemaking design principles.

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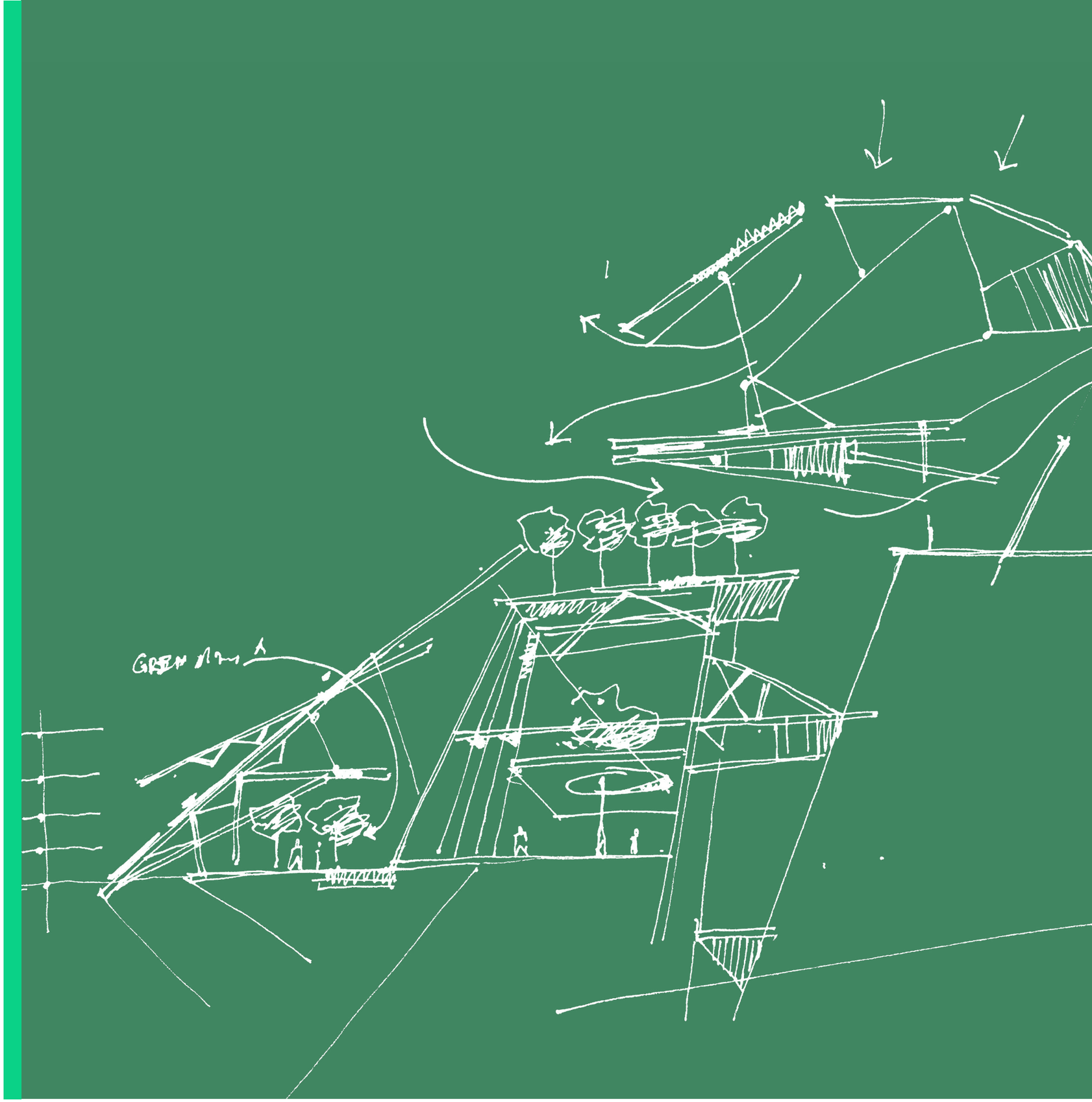


Response to cultural requirements

Consultation with local communities to understand how people use the streets and spaces is required. For example, the responses to the following questions could inform the design:

- Are the footways in front of premises used for selling goods/produce?
- Are the footways and public spaces used as places to meet and congregate?
- What festivals/events/processions/religious ceremonies take place that could influence the scale and arrangement of spaces?
- How could different cultures influence creativity and a sense of place within the public realm?

Identity

The most cherished and memorable places have their own identity or sense of place. New infrastructure design at this scale can have a beneficial impact on identity. The creation of new places should ensure that those impacts are beneficial. Consideration should be given to:

- Uniqueness
- Local character
- Integration of art
- Respecting heritage features
- Respecting a diverse range of cultures

Designing in Resilience

Designing in resilience is paramount.

- Planting design. Tolerance to climate change and disease through careful specification and broad species selection.
- Risk from flooding. Utilise existing green spaces to hold flood waters and allow water to run into rain gardens and soak into the soil. Beyond designing existing green spaces for attenuation, reduce the amount of hard paved areas by considering permeable paving or more green infrastructure to contribute to local flood reduction.
- Robust material selection for the long term. Surface materials (along with associated sub–base, laying material and jointing) must be designed with anticipated future uses in mind.
- Street furniture must be robust enough to withstand anticipated intensive use. Softwood components must have a suitable life expectancy without onerous ongoing maintenance. Hardwood components should be sustainably grown and sourced without minimal ongoing maintenance.

The layout of zones within the street

Consideration should be given to all components within a typical street cross section. Consider:

- Clear pedestrian routes.
- How cycle tracks are aligned in proximity to stops and parking/ loading bays in terms of 'buffer' strips for passenger alighting and door opening.
- The appropriate integration of loading bays, parking bays and taxi ranks.
- Appropriately located and clustered zones for cycle parking, information signs, litter bins, bike/scooter hire so clear routes are maintained.
- Providing suitable space at building edges to support active edges.
- The position of new street trees and surface water management components.
- Appropriately positioned seating opportunities.

Retention of good/high quality street trees

Existing, large mature street trees could easily be over 100 years old and every effort should be made to retain existing healthy trees. Considerations should include:

- Management works to the trees to support their long–term development.
- Improving tree pits with the removal of hard surfaces restricting or damaging tree trunks, increase the open area plan size where possible for water and air movement, or apply an appropriate flexible surface material.
- Review any damaged footways as a result of root growth.
- Works to trees may be required such as limb removal, canopy lift, canopy reduction.

A tree survey will provide information in the condition, quality, size, likely extent of root growth and long term growth potential. Exploratory trenches using vacuum excavation can be used to understand the presence of roots with greater accuracy.

New utilities should avoid root zones.

Proposed Street Trees

The magnificent, mature, high quality broadleaf trees that exist in our urban areas today were considered and planted well over 100 years ago. Some of the oldest London Planes planted in central London are over 200 years old. The accompanying tree planting associated with such a bold Mass Transit system needs the same long term thinking. Trees planted today must have adequate space above and more importantly below ground with sufficient soil volume as part of an appropriate tree pit design. With correct tree pit design, future root growth will not damage footway surface materials. Tree planting should promote a positive influence on the local environment improving air quality, stormwater runoff, health and well–being, habitat provision and species diversity.

Existing below ground utilities

Most of our urban areas contain a maze of utilities beneath footways and carriageways. The closer to an urban centre and more intensely populated areas, the more utilities exist. Engage specialist consultants early on to manage the impacts and control diversion costs.

- Consider utility diversions as part of overall infrastructure implementation.
- Consider positions of new trees in relation to services.
- Utilise root barriers to allow reduced distances to apparatus.
- Engage with specialist suppliers of tree pit products.

Parking and loading bays

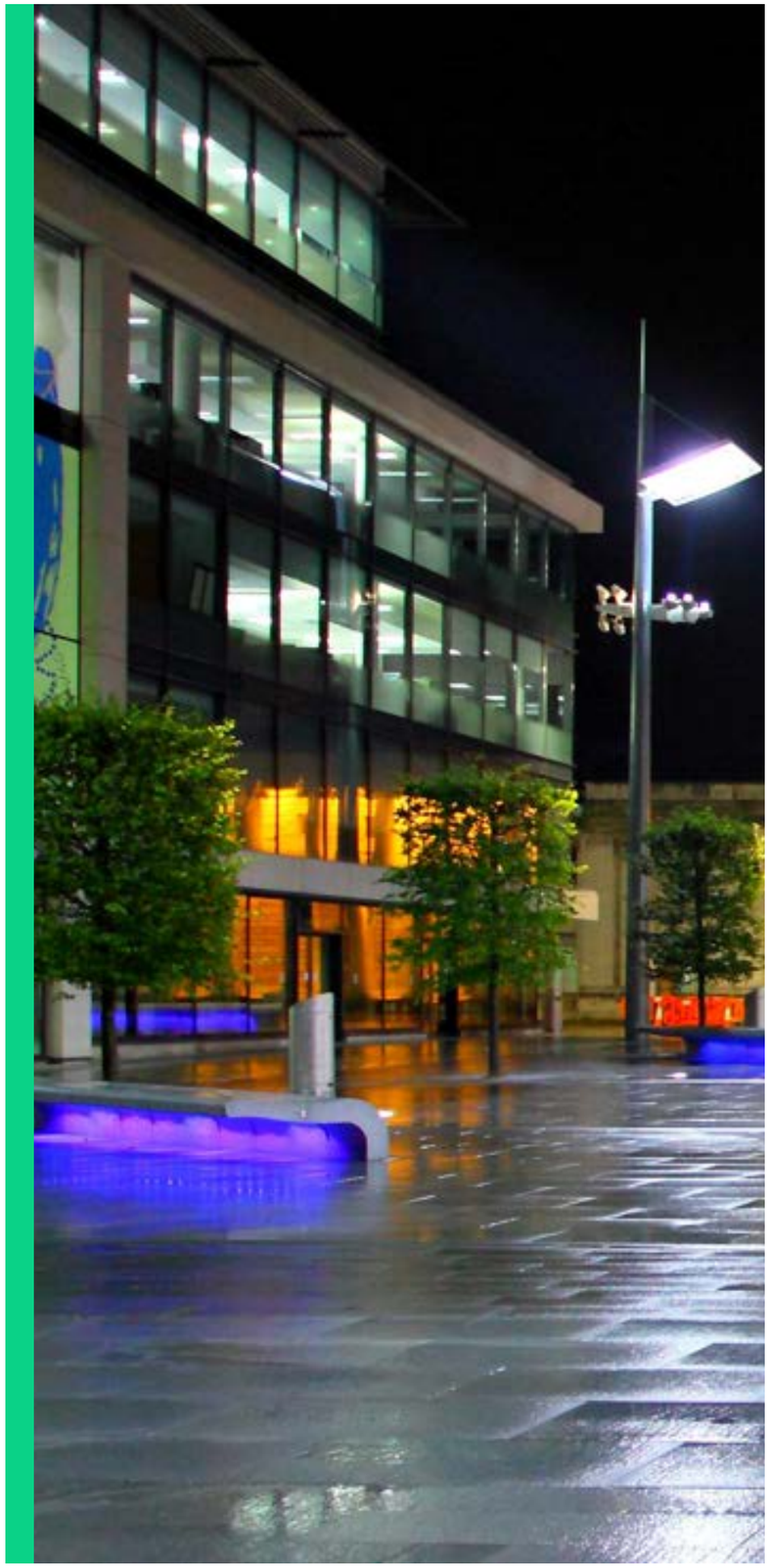
A frequent point of contention in the design of urban spaces is the provision of parking and loading and this should be carefully considered at strategic and detailed design stages.

- Longer stay parking should be allocated to car parks.
- On street parking should be high turnover unless resident parking permits are in place.
- Create multi–functional uses, for example a loading bay during the day and a taxi rank in the evening. Parking/loading bays should be easily closed off for events.
- Low intensity use loading bays should appear and function as footways when not in use.
- Ensure the size of all parking and loading bays are fit for todays standards and vehicle dimensions.

Heritage components

These features are important components that contribute to the character and identity of a place. The system should respect them and integrate them accordingly. Some features such as historic light columns can be re–positioned relatively easily, and it is an opportunity to refurbish them and sympathetically modernise the luminaire to meet todays standards. Other features such as walls and historic railings are likely to be more challenging to realign and re–construct. Features include:

- Scheduled monuments.
- Listed buildings and features.
- Light columns.
- Walls and railings.
- Monuments and statues.
- Natural stone paving and kerbs.



Lighting

The lighting design within an urban area subtly influences the feel of a place by day as well as night and should therefore be given due regard.

Scale and height of the light columns must be appropriate for the context. For example, a 12m high column is not likely to be appropriate for a pedestrian focussed high street with 2/3 storey building heights.

Quantity is determined by a combination of the required light levels for a given setting and function as well as column height. In terms of quantity, the lighting design team must also consider the 'place' to ensure the spaces are not cluttered with infrastructure.

The detail of where light sources are positioned should be specific to the context and function and it should not be presumed that a standard detail is appropriate everywhere. There could be important views along a street within a Conservation Area for example, that may be adversely affected if interrupted by multiple vertical components. In this instance columns positioned at the back of the footway or luminaires mounted on buildings may be appropriate. Conversely, there may be some benefit in helping define spaces with regularly spaced columns associated with a kerb line, for example.

The type of the luminaire and column should take account of the local urban character. Colour should be considered alongside other components such as street furniture, signals infrastructure and potentially existing local design guides.

Consider whether there is an existing pattern or style and use of material or finish such as stainless steel, polyester powder coated or cor–ten.

Consider the mounting of CCTV, festive/temporary lighting, WIFI provision as a multifunctional column to minimise street clutter.

Landscape maintenance

Understanding the broad maintenance responsibilities and requirements for various components early on in the design process is beneficial in terms of the positioning of certain elements, material selection and specification of soft landscape. Points to consider are:

- Do the managing authorities have the maintenance knowledge and 'buy in' for managing areas of wildflower?
- New planting that makes an important contribution to the public realm should sit within public ownership so that there is control over the maintenance.
- Monitoring and managing new integrated SuDS combined with planting may require a change to existing procedures.

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West Yorkshire Mass Transit: Design Philosophy

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Version: P04

West Yorkshire Combined Authority

West Yorkshire Mass Transit Design Development Partner
22 August 2023

West Yorkshire Mass Transit: Design Philosophy

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Contents

Executive summary

West Yorkshire Combined Authority (the Combined Authority) has produced an in-depth Transport Strategy which sets out its bold vision for a world-class, integrated transport system. The key objectives of the 2040 strategy are based on enhancing the region's Economy, Environment, and People & Places. The strategy aims to connect people to jobs, brings businesses closer together, gets goods to local, national and global markets, provides opportunities for education, training and investment, and reduces social exclusion so that everyone benefits from economic growth.

The Mass Transit system is about moving people effectively across the poly-centric West Yorkshire region, and thereby supporting the delivery of the Strategy vision.

The Transport Strategy is set alongside a wider context, notably, the target to deliver a net zero carbon economy for the Leeds City Region by 2038. The Mass Transit system will support aspirations to make West Yorkshire greener, more inclusive and better connected. The system itself should be delivered in such a way as to maximise the benefits while minimising the risks both from a carbon and wider sustainability perspective.

This Design Philosophy sets out how the Mass Transit strategy and vision will be delivered by providing the framework for the development of designs for a bold and ambitious Mass Transit system. It defines an approach that requires designers to consider a priority order for the transport network, utilising Mass Transit as a facilitator for transformational change, ensuring that walking, cycling and the value of place are given priority over the needs of the car.

This Design Philosophy is underpinned by the other Mass Transit system strategies. This includes the Approach to Placemaking which prioritises place and the people who use those places, making sure that Equalities needs are considered from the outset, that the Sustainability and Carbon Strategy are at the forefront of decision making and that opportunities for Green Infrastructure in its widest sense are sought out and embedded into the design.

This Design Philosophy sets out how the benefits of a Mass Transit system can be maximised when the system provides a fast, efficient, reliable, and preferred alternative to the private motor vehicle. It briefly sets out what such a system could look like in its broadest sense and explains some of the system terminology.

The document then outlines some of the design challenges and issues which need to be considered in order to deliver an effective region wide Mass Transit system. These difficult decisions will relate to how, where and what type of system corridor is needed so it is segregated from general traffic, and how that could be achieved within the different places that the system passes through.

1. Introduction

1.1 Context

The West Yorkshire Transport Strategy 2040 sets out a bold vision for a world-class, integrated transport system which is vital to West Yorkshire's role as a competitive, inclusive economy. It aims to connect people to jobs, bring businesses closer together, get goods to local, national and global markets, provide opportunities for education, training and investment, and reduce social exclusion so that everyone benefits from economic growth.

The Transport Strategy 2040 sets out ambitions for a transport system that serves the needs of businesses and residents as well as enhancing prosperity, health and wellbeing for people and places across West Yorkshire. It also considers the necessity to provide 21st Century infrastructure that will support the City Region to grow and compete globally, so it is able to meet the ambitions of the Leeds City Region Strategic Economic Plan and the Government's emerging Industrial Strategy.

The Strategy is focused on West Yorkshire and recognises the importance and impact of links with the wider Leeds City Region. The Transport Strategy 2040 vision is:

> *To enhance business success and people's lives by providing modern, world-class, well-connected transport that makes travel around West Yorkshire easy and reliable.*

The key objectives that the strategy sets out to realise this vision are:

- **Economy:** Create a more reliable, less congested, better connected transport network
- **Environment:** Have a positive impact on our built and natural environment
- **People and place:** Put people first to create a strong sense of place.

The Strategy aims to reduce traffic emissions to near zero, tackle the damaging impacts of climate change on homes and businesses and reduce road accidents, aspiring to 'zero tolerance' of transport-related deaths with a desire to be known as a great, safe place for cycling and walking.

An ambition to create a 'world class public transport' system is outlined in *The Transport Strategy*, with the delivery of a Mass Transit strategy for the City Region outlined as a key action. *The West Yorkshire Mass Transit Vision 2040* details the Combined Authority's bold ambition to build a modern, world-class public transport system, using new forms of advanced Mass Transit. Key objectives include:

- Connecting West Yorkshire's important places;
- Supporting economic recovery;
- Improving health and wellbeing;
- Supporting levelling up to help rebalance the economy;
- Helping to combat climate change and provide climate resilient infrastructure.

The Mass Transit Vision identifies four design principles which should form the basis of Mass Transit proposals in the West Yorkshire region:

- People first;
- Environmental responsibility;
- Better connected;
- Celebrating West Yorkshire.

1.2 Design Philosophy

This Design Philosophy document sets out the framework for the development of designs for a bold and ambitious Mass Transit system for West Yorkshire which delivers against the aims and objectives of *the West Yorkshire Transport Strategy 2040 and West Yorkshire Mass Transit Vision.*

This document defines a design approach which requires designers to consider a priority order for the transport network which places walking and cycling first and equal to a Mass Transit system. In doing so, the needs of the car no longer take priority over the needs of other transport users or the value of place.

The Design Philosophy does not provide technical guidance and standards which are contained in the associated West Yorkshire *Mass Transit Design Guide.*

1.3 Approach to the Environment, People and Place

This document should be read in conjunction with the following documents which provide further guidance to designers.

They are fundamental to the *Design Philosophy*, should be considered from the outset as an integrated part of the design process and should be considered as essential for the delivery of the Mass Transit Vision objectives. A short summary of the design principles of each is set out below in Figure 1.

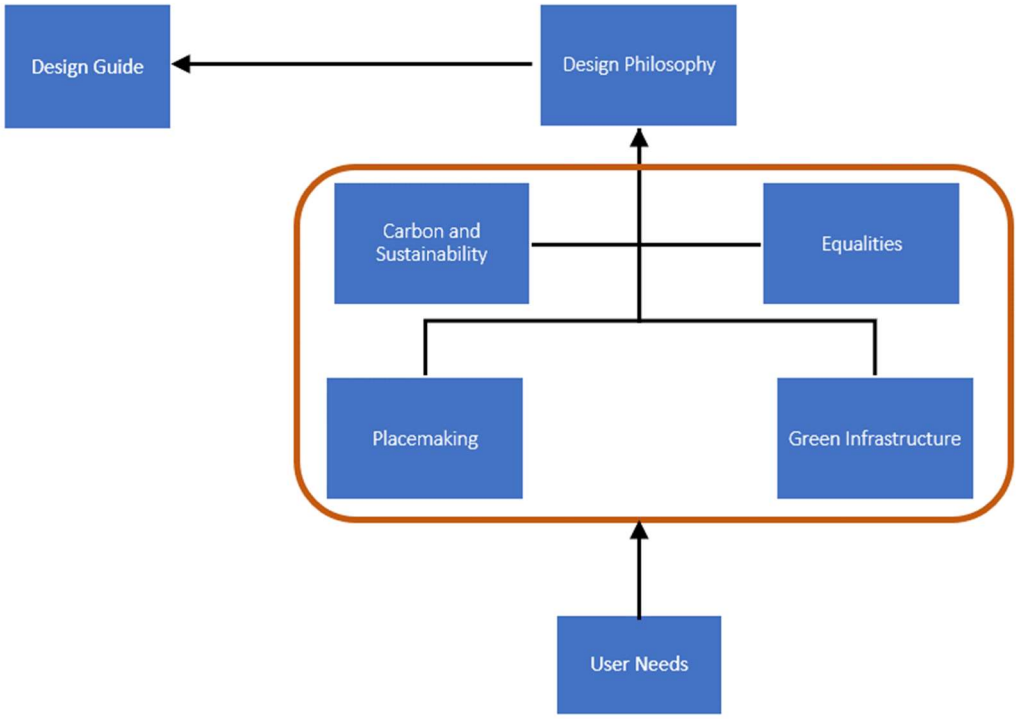

Figure 1. Approach to the Environment, People and Place

- *The Approach to Placemaking:*

Understanding the places that the Mass Transit system connects and passes through is central to the transport system and it must enhance or transform places, not impose Mass Transit infrastructure upon them. West Yorkshire is defined by a range of distinct places and a sound understanding of these characteristics is needed so the MT systems design responds to context and avoids ubiquitous design solutions. Understanding the people, including their social and cultural values, who use the places which the Mass Transit connects and passes through is essential for delivering places that are accessible, active, comfortable and sociable. The essential principles that designers need to consider in delivering good places are centred around health and wellbeing, connectivity, place identity and resilience.

- Equalities needs:

The Combined Authority have a public sector equality duty to have due regard to eliminate unlawful discrimination, advance equality of opportunity between people, and foster good relations between those who share a protected characteristic and those who do not. Our approach to design follows best practice, aligning to the RIBA Stage 2 design. The aim is to ensure that the Combined Authority has demonstrable due regard for the duties from the outset of design options. The aim is to achieve positive outcomes for the protected characteristic groups.

- Sustainability and Carbon Strategy:

The Leeds City Region has a target to achieve a net zero carbon economy by 2038. The Mass Transit Sustainability and Decarbonisation Strategy supports this vision by ensuring the Mass Transit system itself will be delivered in such a way as to maximise the benefits and minimise the risks both from a carbon and wider sustainability perspective.

Designers need to work towards delivering the stated sustainability outcomes, derived from existing policy and the United Nations Sustainable Development Goals: Climate Resilience, Biodiversity and Natural Capital, Inclusive Growth, Health and Wellbeing, Pollution, Waste and Resources, Energy and Carbon.

The Mass Transit Vision states that the system will be net zero during operation and maintenance and should work towards net zero during construction. These are ambitious targets and represent an opportunity for designers to drive low carbon innovation in the construction industry. Carbon will need to be considered by the designers at the 'first principles' stage of the System and be fundamental to all design decisions.

- Green Infrastructure

Green Infrastructure is the use of naturally regulating systems to create a robust and sustainable development and is a way of bringing together many of the outcomes that are required for environment, people and place. The three naturally regulating systems of biodiversity, water, and soils need to be allowed to naturally function and self-regulate, so that the many benefits can be delivered.

Designers must address two principles to create good green infrastructure: connectivity and multifunctionality, and these need to be considered from the beginning of the design process, to achieve the benefits of green infrastructure.

1.4 Relevant Standards and Guidance

The *Design Philosophy* draws on existing standards, guidance and best practice documents relating to the design of urban streets, traffic signs, pavements, public realm etc. A non-exhaustive list of these national and local guidelines is outlined in Section 1.3 of the *West Yorkshire Mass Transit Design Guide.*

This is a design document to assist the design of typical corridor scenarios and layouts. Whilst all corridors will have individual challenges, this document does not purport to address all scenarios. Any constraints in cross section will require a case-by-case approach to design.

2. Why Mass Transit?

2.1 Local Transport Challenges

The aim of the West Yorkshire Mass Transit programme is to transform travel in the region with a series of new interconnected transportation networks between population centres and commercial districts. This is fundamental to addressing current issues with movement and congestion, which are projected to exaggerate with forecasted population growth.

The current levels of motor traffic on the roads in the West Yorkshire region and the impacts of this traffic are a concern for the health of the local economy and of communities. Furthermore, increasing demand for travel is likely to be characterised by longer distances and more dispersed commuting and business trips.

The shift to electric cars, although a positive step forward from the perspective of zero carbon emissions and particulate pollution at point of use, there is still a constraint of road space accommodating the volume of private vehicles.

The *West Yorkshire Transport Strategy 2040* highlights a number of challenges which must be overcome to deliver a successful regional transport system. They are:

Transport Capacity & Performance

- Strategic transport connections to the UK's major cities are aging and face increasing demands for travel;
- Traffic congestion on motorway corridors, junctions and routes into the urban centres is impacting on business costs and the accessibility of labour markets;
- Bus journeys are being slowed down and their reliability impacted by road congestion and long dwell times from on-bus payments;
- There is severe crowding on trains in the busiest periods, with services to and from Leeds having some of the worst crowding nationally;
- Car parking at rail stations is insufficient and there are limited bus park and ride options into centres;
- Poor access to key development sites and gateways, including Leeds Bradford Airport, is holding back job creation and house building;
- Poor walking and cycling infrastructure is providing little protection from motorised traffic and is discontinued at difficult places where it is needed the most.

Environmental

- Climate change: there is a slower rate of carbon reduction in the transport sector than in other sectors;
- Poor air quality: the negative impacts of harmful pollutants produced by traffic is linked with a range of illnesses and premature deaths;
- Noise pollution: Exposure to harmful noise levels from road, rail and air transport, can cause mental health problems, poor performance at school and at work, and an increased risk of heart disease.

People & Place

- Over-reliance on car use is contributing to a rise in obesity, diabetes and coronary heart disease;
- Safety on the roads, in particular concerns for those walking, cycling and motorcycling;
- Heavy traffic flows create barriers to communities and the movement of young, elderly, frail and disabled people;

- Some roads are in poor condition with public dissatisfaction with defective roads and footpaths;
- A limited choice of travel options is restricting people's opportunities;
- Car dominance in town and city centres is impacting on the attractiveness of places.

The *West Yorkshire Transport Strategy 2040* concludes with a series of ambitions relating to Inclusive Growth, Environment, Health and Wellbeing; Road Network; Places to live and work; One System Public Transport; Smart futures; and Asset management and resilience.

These ambitions are supported by the Transport Strategy vision and objectives.

"We will enhance business success and people's lives by providing modern, world-class, well-connected transport that makes travel around West Yorkshire easy and reliable. We want a transport system that supports inclusive growth, serving the needs of businesses and people, and enhancing prosperity, health and wellbeing for people and places across West Yorkshire. This Transport Strategy provides the policy framework for the planning and delivery of improved transport infrastructure and services in West Yorkshire, to influence investment decisions to help deliver our vision and objectives".

2.2 Key Principles

A Mass Transit system is well positioned to transform journeys by moving large numbers of transport users between their origins and destinations. It can assist in the regeneration of the corridors and communities that it serves, whilst reducing private motor vehicle traffic and the associated environmental impacts. Successful implementation has the potential to meet the key objectives presented in the *West Yorkshire Mass Transit Vision document.*

For the greatest impact, a Mass Transit system must provide a **fast, efficient, reliable, and a lower cost-alternative** for users to the private motor vehicle. These four metrics are vital to ensure a significant modal shift, which in turn will result in a more efficient use of highway space.

The technology choice for each of the corridors is yet to be determined; and could be in the form of light rail, tram, tram-train or bus rapid transit or indeed future systems. Regardless of the technology selected, segregation is the core consideration when creating a fast, efficient, and reliable Mass Transit system.

Segregation can be achieved in two ways:

- **Full segregation –** this method will place Mass Transit into a dedicated corridor, away from the highway, where the conflict with other users will be reduced, allowing the Mass Transit to achieve full operational speeds.
- **Partial segregation –** this method will allocate dedicated space within the highway cross section, although operation will be unhindered by traffic congestion, operational speeds will be lower to reflect the potential interactions with other users (i.e. at junctions).

Where full segregation is difficult to achieve within the urban fabric of West Yorkshire, decisions will need to be made to create new space or reallocate the available space required to achieve Mass Transit system segregation. There may be instances where 'shared use' corridors with the Mass Transit system and other vehicles are necessary to maintain access or connectivity, but these should be the exception where all other alternatives have been considered. Where shared use corridors are proposed, measures including Traffic Regulation Orders will be implemented to give priority to Mass Transit vehicles wherever possible.

In many instances, existing highways will need to be utilised to host the Mass Transit system, and to achieve segregation it may be necessary to reallocate highway space, for example by the removal of on-street parking, restricting general traffic flow or entirely removing general traffic. The Mass Transit system will take priority in these scenarios, with the remaining users prioritised according to a Strategic Highway and User Hierarchy set out below.

- The Strategic Highway Hierarchy will be applied first to determine where space within the existing highway can be reallocated by firstly restricting general traffic.
- The User Hierarchy can secondly be applied to accommodate the required users within a corridor and maximise the use of the available cross-section width.

2.3 Strategic Highway Hierarchy

The local strategic highway network can be broken into four main tiers: Strategic Local Highway, Major and Minor Distributors, and Local Access Roads, each with their own characterises and purpose:

- **Strategic Local Highway Roads** – Principal A Roads, single and dual carriageway's that are designed to carry high volumes of motor vehicles as quickly, safely and efficiently as possible between large primary destinations that are used by local and some regional traffic.
- **Major Distributor Roads** - A Roads and some B Roads between major urban areas primarily used by local traffic. Some distributor roads may also incorporate primary bus routes with some frontage access and frequent junctions.
- **Minor Distributor Roads** - Roads linking between the main and secondary distributor network with frontage access and frequent junctions.
- **Local Access Roads** - Roads serving limited numbers of properties carrying only access traffic.

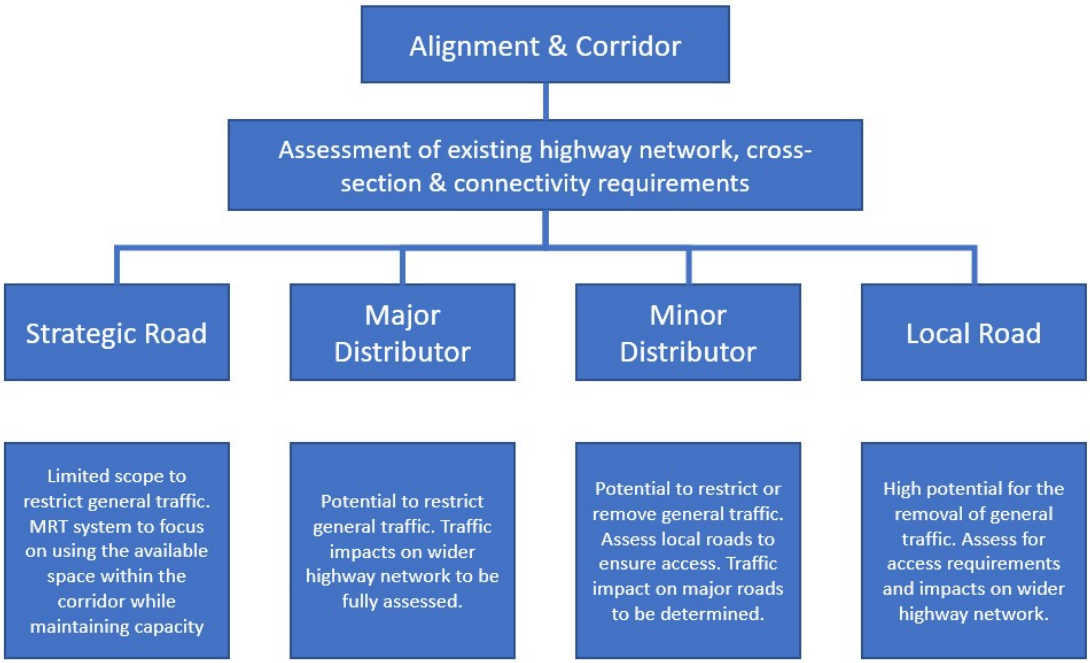

Figure 2-1. Strategic Highway Network Hierarchy

For these roads to accommodate a Mass Transit system, the designer must look at the characteristics of each of these roads and select the most appropriate typical Mass Transit cross-section and apply the *Design Philosophy* accordingly. Figure 2-1 demonstrates some the challenges and opportunities that will need to be made associated with each of the four tiers of the highway network.

2.4 User Hierarchy

A user hierarchy will be considered focussing on both the strategic movement of people en masse and the movement of people within a local area

2.4.1 The strategic movement of people en masse

The aspiration of the Mass Transit programme is to make a contribution to transformational change to travel patterns. As part of this there would be a movement towards more sustainable travel patterns and safer streets, with private motor vehicles being used far less frequently than at present because they are less convenient and flexible than other transport choices. This will require that Mass Transit is prioritised over other modes in some situations to ensure delivery of a system which can function effectively.

2.4.2 The movement of people within a local area

The design team will place the needs of those who are walking (and wheeling) and cycling first within a local area. By placing these needs above private motor vehicles it should not be interpreted as an anti-car stance, however, if the car remains a convenient, flexible, and comfortable choice, a proposed Mass Transit scheme will not achieve the modal shift required for transformational change.

Consideration will be given to people that are reliant on cars, for many users it is currently their only viable option for medium to longer distance journeys, or for journeys with multiple destinations not served by public transport networks. There are also practical considerations, such as the requirement to allow vehicular access to private property. Nevertheless, the needs of the private car should no longer take priority over the needs of other users or the value of place.

3. System Terminology

A Mass Transit system is a public transport system which is used for transporting large numbers of passengers between their origins and destinations.

This *Design Philosophy* has been written at an early conceptual stage of the project prior to the definition of a Mass Transit technology. The design process will allow for a corridor which is suitable for any one of the typical Mass Transit technology choices that are currently available, such as very light rail, light rail, tram, tram-train, or bus rapid transit, which will be defined at a later stage in the project. Regardless of the technology selected, the key to a successful Mass Transit system is an exclusive right of way, or segregation, which creates a fast, efficient, and reliable public transport system.

The images and descriptions below focus on light rail and tram systems. These are used to illustrate a range of issues only and do not reflect a preferred technology method.

3.1 Segregated Mass Transit Corridor

A segregated Mass Transit corridor is set aside for the exclusive use of Mass Transit vehicles. This provides a high-capacity and reliable service with the potential for higher line speed in less built-up urban areas. Where corridor width allows the introduction of bus laybys, a shared use Public Transport corridor can be implemented.

Where vehicular access is not required, the segregated Mass Transit corridor could accommodate a soft landscaping solution such as urban street trees, grass, and low-level planting as shown in Figure 3-1 below, which could also form part of a multifunctional green infrastructure solution. The advantage of soft landscape over a hard landscape is that the planting can absorb surface water run-off reducing the need for traditional drainage methods, trees can provide shade which lowers the average street temperature during more common extreme heat events and help to reduce the noise reflection of Mass Transit vehicles running on rails. Pedestrians can cross the grass anywhere they choose but the paved crossings stand out clearly, without the need for signs. Similarly, it's clear that cars and bikes are not meant to run on the grass, though emergency vehicles can do so if necessary (NACTO).

Figure 3-1. Mass Transit corridor with soft landscape (Bordeaux, France)

3.2 Segregated on Road Mass Transit Corridor

Figure 3-2 shows how a segregated-on road Mass Transit corridor is set aside for the exclusive use of Mass Transit vehicles and works in the same way as a bus lane which is separated from adjacent traffic with a solid white line on the carriageway. The segregated, on-road Mass Transit corridor restricts other modes of transport as per the Traffic Regulation Order (TRO). The TRO would be signed accordingly with road markings and signs that indicate which (if any) other vehicles are permitted to use the lane, such as buses, taxis, and motorcycles.

As with existing bus lanes in urban areas, there is the potential that other motor vehicles could abuse the segregated-on road Mass Transit corridor with illegal loading/unloading and delay any approaching Mass Transit vehicles. It is worth noting that buses can drive around any illegal loading/unloading with minimal delay, however, any track-based Mass Transit vehicle does not have this ability and would be delayed until the obstruction is removed. As a deterrent, enforcement systems could be considered to monitor vehicles illegally making use of the segregated-on road Mass Transit corridor.

Figure 3-2. Segregated on road Mass Transit corridor (Poznan, Poland)

3.3 Time Restricted Mass Transit Corridor

Figure 3-3 illustrates how time a restricted Mass Transit corridor (i.e. Public Transport Only corridor) works in the same way as a segregated-on road Mass Transit corridor with a timed restriction which restricts all other vehicles except public transport vehicles for a whole section of the corridor.

This type of corridor is typically used at busy commercial or neighbourhood corridors whilst allowing restricted vehicular access and deliveries at specific hours. As an example, Princess Street in Edinburgh is restricted to all vehicles except trams, buses, taxis, and cycles, with access for loading between the hours of 8pm and 7am.

Figure 3-3. Mass Transit corridor in shared corridor (Innsbruck, Austria)

3.4 Shared Use Mass Transit Corridor

Figure 3-4 shows a situation where a Mass Transit vehicle is delayed by congestion when there is no segregation from general through traffic.

In this situation, the Mass Transit system has the lowest transformative impact as all journey times are subject to other road users and will not meet the core objectives of fast, efficient, reliable, and cost-effective alternative to the private motor vehicle. These four metrics are vital to ensure a significant modal shift is achieved.

Mass Transit vehicles in shared running with general traffic should be used as a last resort when all other options have been exhausted, even for short sections.

Figure 3-4. Mass Transit corridor shared use corridor (yarratrams.com.au)

3.5 Traffic Signal Junctions

Where Mass Transit integrates with highway, traffic signal-controlled junctions will help to ensure the resilience and reliability by providing the greatest practicable level of priority. Phasing at junctions will be aligned to Mass Transit operation to ensure a flowing network and consistent journey times.

To provide pedestrian priority at traffic signal junctions, in densely populated areas, traffic signal timings will favour pedestrians over general traffic thus reducing pedestrian waiting times. The number of controlled crossing points will also where possible be reduced which simplifies the design of the junction and again will favour pedestrians above general traffic.

To achieve this objective, where possible, the layout of the junction will allow pedestrians to cross the street in a single, direct movement. Staggered/staged crossings will only be used in limited circumstances.

Cyclists can be fully segregated from pedestrians and all motor traffic, with an example from Manchester shown in Figure 3-5 below. This level of Mass Transit walking and cycling segregation at traffic signal junctions will become standard in order to provide the correct level of protection which is a requirement of Local Transport Note (LTN) 1/20 'Cycle Infrastructure Design'.

Figure 3-5. CYCLOPS traffic signal junction incorporating a mass transit corridor – Manchester

3.6 Cycle Lanes and Cycle Tracks

In the UK cities where Mass Transit has been reintroduced, cycling design guidance was limited and some schemes are now deemed not to have sufficiently considered the safety needs of cyclists during the design process. This is due to Mass Transit track (if used) becoming very slippery when wet and along with cycle wheels easily getting caught in the 'groove', which can cause cyclists to fall, causing injury.

Segregated facilities for cyclists shall be considered within Mass Transit corridors wherever width constraints allow. Any new facilities provided could be connected into the wider cycling network to provide safe and alternative routes for cyclists away from the Mass Transit corridor.

In situations where existing cycling facilities are being removed to enable sufficient width for Mass Transit and or providing segregated cycling facilities are not feasible due to width constraints, then cyclists can be encouraged onto parallel active travel routes using Quiet Streets or other existing cycling network where appropriate.

3.7 Quiet Streets

Where a segregated cycle facility is not feasible due to width constraint, a parallel route as close as possible should be investigated which prioritises cycling through adjacent Quiet Streets.

Quiet Streets provide an alternative parallel cycle route, a short distance from the main Mass Transit corridor. Such offline options should be lightly trafficked streets, with some on paths across parks and open spaces. Quiet Streets are low-intervention routes on road, with largely unsegregated cycling provision. The main interventions on most of the network will be direction signing, surfacing improvements, removing barriers such as chicanes and improving the flow of the route. There may need to be some removal of parking.

On busier local highway streets, additional segregated cycling infrastructure may be required to achieve the correct protection for cyclists, to comply with LTN 1/20.

3.8 Traffic Cells

In situations where the Mass Transit corridor runs through a dense residential area with frequent uncontrolled priority junctions which meet with the Mass Transit system, a rationalisation of motor vehicle access points to and from the Mass Transit corridor will be required to maintain a high level of safety, as every conflict point over the Mass Transit corridor increases the risk of collision and or delay.

One potential solution to discourage or remove through traffic from the Mass Transit corridor is the inclusion of a Traffic Cells. There are several ways to implement these, but the main principle is that access is still maintained for residents and businesses, but it is not possible, or significantly more onerous for traffic traversing through. With through-traffic removed, the streets see dramatic reductions in motor traffic levels and often speeds. While residents and businesses in a traffic cell can still complete all their journeys by car, some trips will be more circuitous. This, combined with far quieter, safer-feeling streets provides residents a greater level of amenity from their local streets and enables them to switch to more healthy ways of travelling, particularly for short journeys.

The implementation of traffic cells will cause varying degrees of inconvenience and displacement of traffic onto adjacent routes; therefore, the implementation of traffic cells will be carefully considered to ensure alternative routes are not unduly onerous, and wider network impacts are not disproportionate to the benefits.

3.9 Traffic Regulation Orders

Traffic Regulation Orders (TRO) are legal documents that restrict or prohibit the use of the highway network in certain situations, in line with The Road Traffic Regulation Act 1984. They assist Local Authorities to manage the highway network for all road users, including pedestrians and they aim to improve road safety and access to facilities. TROs will be implemented by the scheme to ensure the MT system is resilient and reliable, particularly in 'shared use' corridors where segregation is not feasible and priority.

A TRO can only be proposed for the reasons set out in the legislation and only if the regulations allow it to be signed and lined accordingly. Examples of TRO include:

- Speed limits;
- On-street parking restrictions;
- Weight limits;
- One-way streets and banned turns;
- Prohibition of Driving.

4. Indicative Typical Cross Sections

4.1 Typologies

The Approach to Placemaking sets out a number of generic typologies as corridors and nodes, each with distinct differences in their character and function. Each typology identifies the principles and differing spatial requirements to meet the social and cultural needs of the people within that typology.

Corridor Typology:

- Rural highway;
- Urban highway;
- Interurban highway

Node Typology:

- City & Town Centres;
- Local Centres

By grouping distinct places into specific typology types, analysis and design interventions can be focused on the actual needs of the end user of the streets and spaces, rather than the default engineering solution on how best to design for motor traffic.

The Approach to Placemaking sets out some of the essential and relevant place attributes for the various typologies. In addition, it identifies a range of the inherent landscape and townscape features which define the distinct characteristic of the places.

This assessment determines which user has priority in each of the individual typologies (highest priority at the top).

4.1.1 Corridors Typology

Rural Highway	Urban Highway	Interurban
Mass Transit	Mass Transit	Mass Transit
Segregated Cycle Track(s), or Shared Use Paths	Pedestrians	Segregated Cycle Track(s), or Shared Use Paths
General Through Traffic	Segregated Cycle Track(s)	General Through Traffic
Pedestrians	General Through Traffic	Pedestrians
Green Infrastructure	Green Infrastructure	Green Infrastructure

The **Rural Highway** corridors are typical standard roads that link up urban areas. They have little kerbside activity with long sections between junctions. These rural highway sections of corridor have traditionally ignored the needs of commuter cyclists, but there is a need for some form of segregated cycling facility as only confident cyclists will cycle on unrestricted high volume trafficked rural roads. With very low numbers of pedestrians, it may be possible in some situations to provide a shared use path for both pedestrians and cyclists (compared to dense urban areas).

Urban Highway corridors are the roads with traffic through built up areas with many competing demands in both residential and commercial areas. These links are often narrow and congested, with very high levels of kerbside activity, often with existing bus routes that are delayed due to heavy congestion.

Interurban Highway corridors are typical standard single or dual carriageway roads through urban areas. They have little kerbside activity with long sections between junctions, which may have a parallel access service road that serves residential frontages. These interurban sections of corridor have traditionally ignored the needs of pedestrian and cyclists alike, but there is a need for some form of segregated pedestrian and cycling facilities.

4.1.2 Node Typology

City Centres & Town Centres are traditionally the commercial high streets / office spaces etc. with very high pedestrians flows which are the centre for terminating public transport routes. They are rich in heritage and cultural centres, with varying architecture and materials with their own distinct characteristics.

The Local Centres are community focal points, they have independent local retail shops with frontages, medium pedestrian flows which are on public transport routes. They serve the important day to day needs of the community and can be associated with schools and other important local facilities.

All the nodes have their own key characterises which must be identified, protected and enhanced for a more liveable neighbourhood.

4.1.3 City Centre Worked Example

Figure 4-1 below is a typical cross-sectional design for a City Centre corridor with a segregated Mass Transit. At a local level, the needs of pedestrians are considered first; the footway widths are wide, with the expectation high footfall and active frontages. A segregated cycle track, along with public transport links (if required), public urban space, green infrastructure which can incorporate intermittent loading areas, with general through traffic last in the user list.

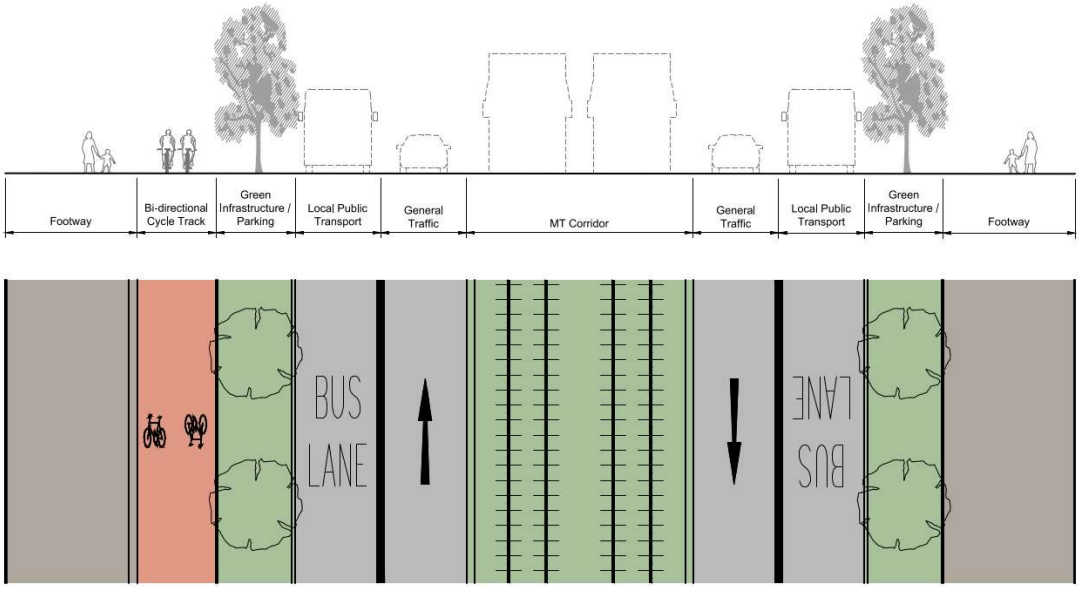

Figure 4-1. Typical city centre typology cross section

In many situations a wide corridor (to accommodate all the above) is not achievable and therefore the design solution will be dictated by the available effective width of the highway boundary.

Applying the principles of the user hierarchy, the corridor can be reduced by removing the general traffic lanes, which creates a new corridor as per Figure 4-2

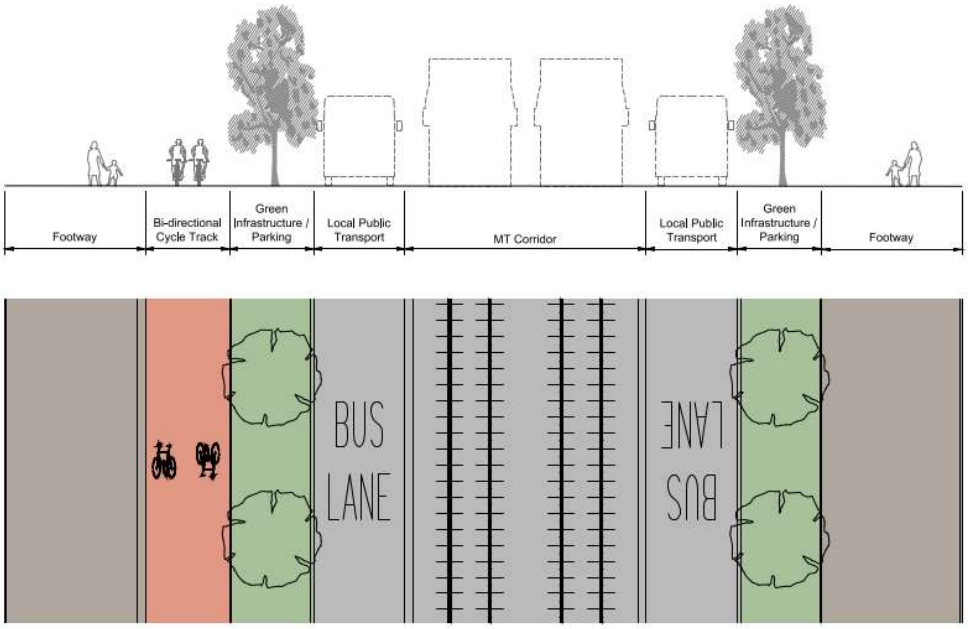

Figure 4-2. Typical city centre typology - reduced cross section

Further concessions can be made such as removing the segregated local public transport (either to be re-routed or share the same space as the Mass Transit vehicles) and placing them in the same space as Mass Transit to create a Public Transport Only corridor. Where space permits, the creation of intermittent parking / loading bays along with green infrastructure can be incorporated, as shown in Figure 4-3

Once a chosen cross section broadly fits with the available highway space, local pinch points can be designed out using the same principles of the user hierarchy.

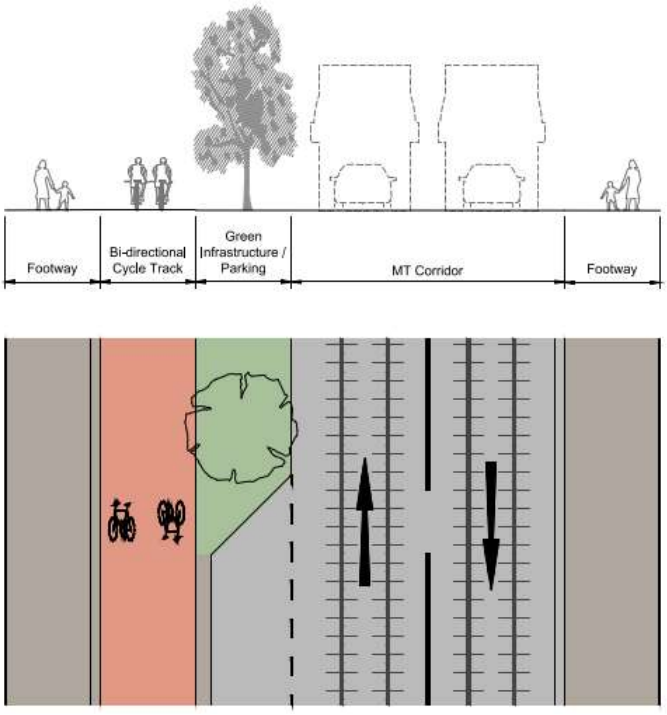

Figure 4-3. Typical city centre typology narrowed cross section

4.2 Example Mass Transit Corridors

4.2.1 Central Segregated Mass Transit Corridor

Figure 4-4 below is a typical cross-sectional design where a segregated Mass Transit corridor is integrated into existing highway. This situation is best suited to urban distributor roads where road space can be reallocated in favour of Mass Transit. As mentioned in Section 4.1.1, interurban sections of corridor have traditionally ignored the needs of pedestrian and cyclists alike, but this can be addressed with a segregated Active Travel corridor which can allow alternative transport mode into city / town centres.

The adjacent single trafficked lanes facilitate local access (albeit in a much-reduced capacity), however, in the event of a broken-down vehicle, traffic will be able to pass the blockage by using the hard paved segregated Mass Transit corridor adjacent before returning to the trafficked lane.

This layout provides a good level of spatial provision for pedestrians and cyclists as well as intermittent green infrastructure; parking / loading bays, where space permits.

In many situations a wide corridor (to accommodate all of the above) is not achievable and therefore the design solution will be dictated by the available effective width of the highway boundary.

Applying the principles of the user hierarchy, the corridor can be reduced by removing the Green Infrastructure / parking bays .

Further concessions can be made such as diverting the cycle track onto a parallel corridor noting that additional off-site measures will be required to meet the five core principles as set out in LTN 1/20 Cycle Infrastructure Design. Alternatively in densely populated areas where the needs of Active Travel are placed about General Traffic, a traffic lane could be removed instead thus creating a one-way road with bidirectional Mass Transit.

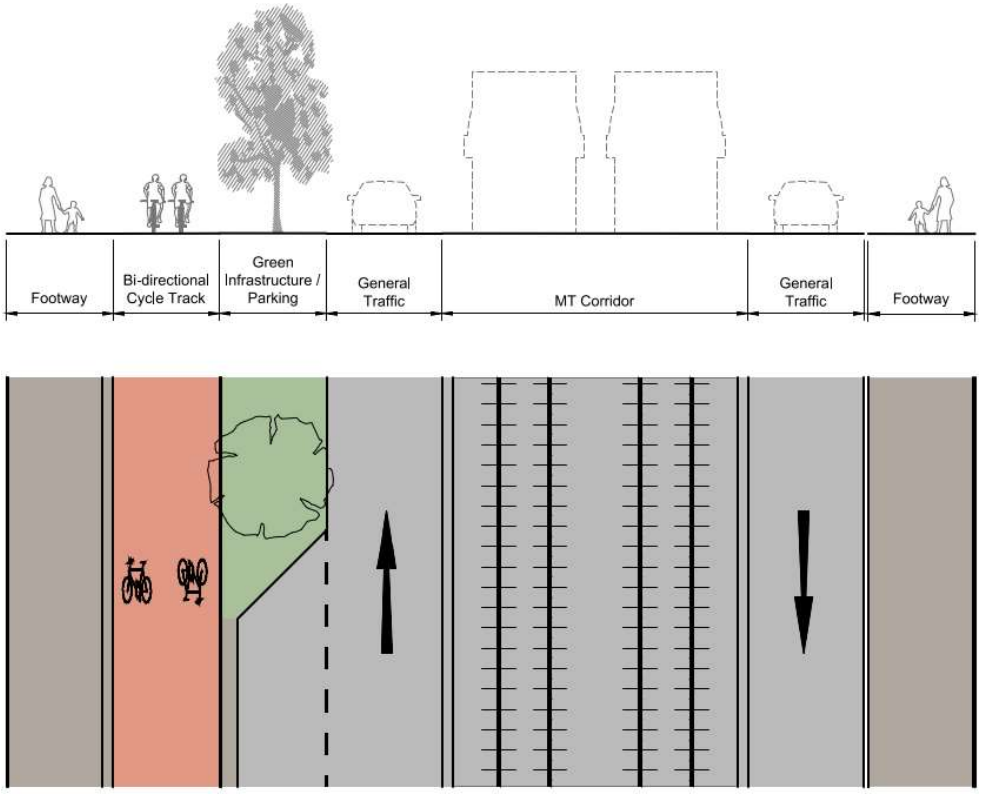

Figure 4-4. Central segregated Mass Transit corridor

4.2.2 Parallel Segregated Mass Transit Corridor

Figure 4-5 below is an alternative typical cross-sectional design where a segregated Mass Transit corridor is integrated into existing highway. This situation is best suited for dual carriageways where road space can be reallocated in favour of Mass Transit. As mentioned in Section 4.1.1, interurban sections of corridor have traditionally ignored the needs of pedestrian and cyclists alike, but this can be addressed with a segregated Active Travel corridor which can allow alternative transport mode into city / town centres.

One side of the dual carriageway can be assigned to Mass Transit, whilst the opposing side can be modified to a bi-directional, single carriageway road. The existing central median can therefore be removed to allow for intermittent green infrastructure; off street parking; loading bays; and pedestrian crossing points.

Careful consideration is required with regards to which side of the dual carriageway to allocate to Mass Transit, such as third-party accesses, uncontrolled side road junctions and traffic signal junctions.

Placement of the cycle track also requires careful thought, with regards to linking into the adjacent cycleway network and how to protect the cycle track from illegal parking / loading.

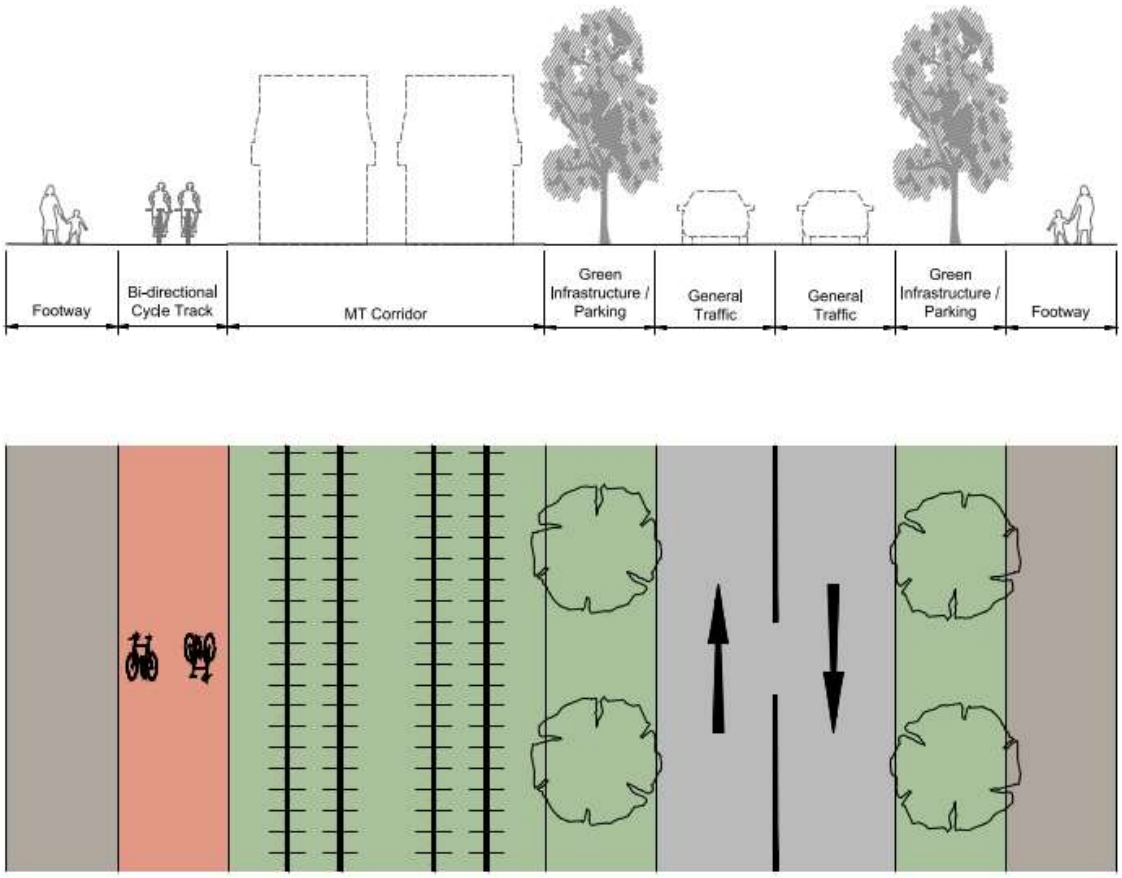

Figure 4-5. Parallel segregated Mass Transit corridor

In some situations, a wide corridor (to accommodate all of the above) is not achievable and therefore the design solution will be dictated by the available effective width of the highway boundary.

Applying the principles of the user hierarchy, the corridor can be reduced by removing the Green Infrastructure / parking bays .

Further concessions can be made such as diverting the cycle track onto a parallel corridor noting that additional off-site measures will be required to meet the five core principles as set out in LTN 1/20 Cycle Infrastructure Design. Alternatively in densely populated areas where the needs of Active Travel are placed about General Traffic, a traffic lane could be removed instead thus creating a one-way road with bidirectional Mass Transit.

4.2.3 Offline Segregated Mass Transit Corridor

The indicative typical cross section as per Figure 4-6 shows the scenario where the Mass Transit corridor is completely segregated from the highway and forms its own corridor alongside a segregated cycling track and footway. Pedestrian and cycling connections over the Mass Transit track will be achievable in locations with adequate line of sight uncontrolled crossings.

Planting could be located on the embankments which would screen the corridor from any sensitive visual receptors.

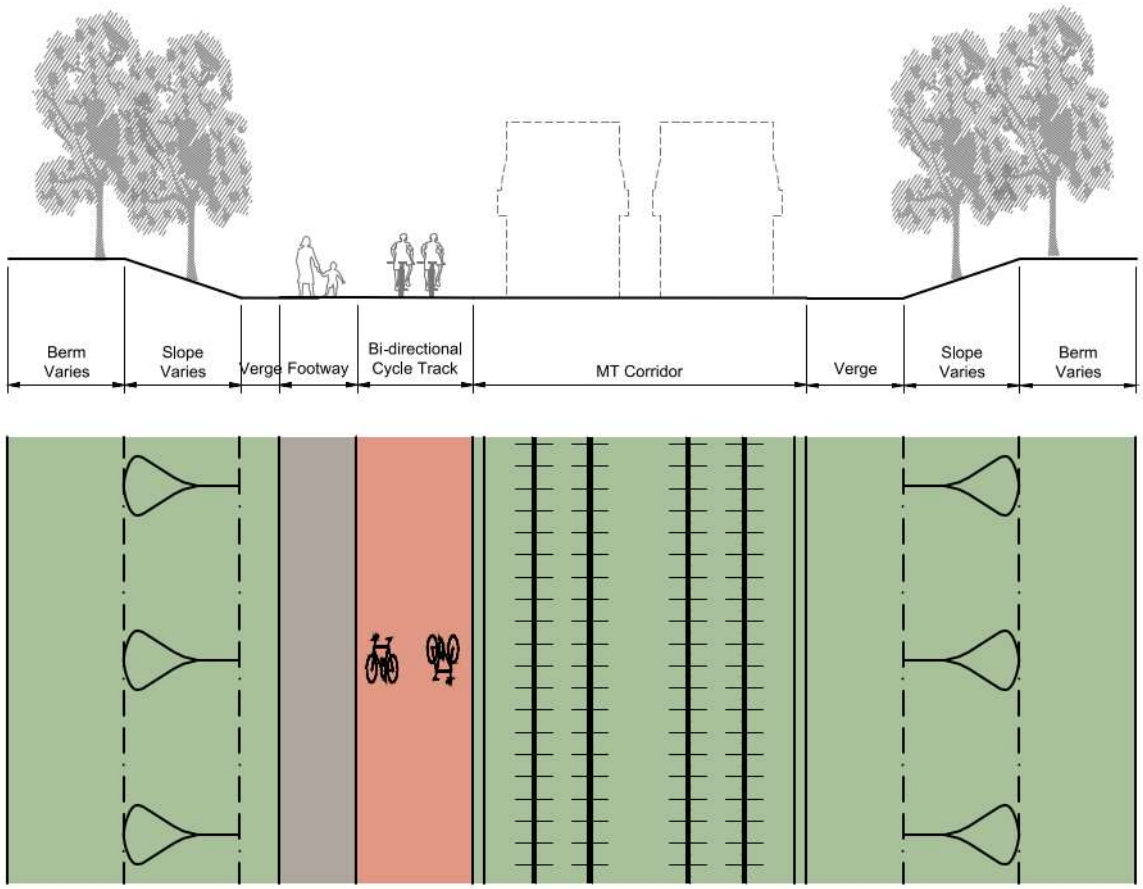

Figure 4-6. Offline segregated Mass Transit corridor

4.3 Segregated On-Street and or Shared Use Mass Transit Corridor

The indicative cross-sectional images Figure 4-7 below can be used in corridors with restricted width where full segregation is not possible. In those situations, the Mass Transit corridor will be located on the carriageway in three distinct scenarios:

- A segregated-on road Mass Transit corridor is set aside for the exclusive use of Mass Transit vehicles., such as in central urban areas where space is limited.
- A time restricted Mass Transit corridor (i.e. Public Transport Only (PTO) corridor) works in the same way as a segregated-on road Mass Transit corridor with a TRO which restricts all vehicles except public transport for a section of the corridor. This is typically used at busy commercial or neighbourhood corridors whilst allowing restricted vehicular access and deliveries at specific hours. As an example, Princess Street in Edinburgh is restricted to all vehicles except trams, buses, taxis, and cycles, with access for loading between the hours of 8pm and 7am.
- A shared use Mass Transit corridor are roads and streets where Mass Transit vehicles share the same road space with other road users with no Mass Transit priority as per Figure 4-7. In this situation, the Mass Transit system has the lowest transformative impact as all journey times are subject to other road users and will not meet the core objectives of fast, efficient, reliable, and cost-effective alternative to the private motor vehicle. Mass Transit vehicles in shared running with general traffic should be used as a last resort when all other options have been exhausted, even for short sections.

This cross-sectional layout has the dedicated central corridor removed with the associated green infrastructure and placemaking opportunities remaining for route continuity.

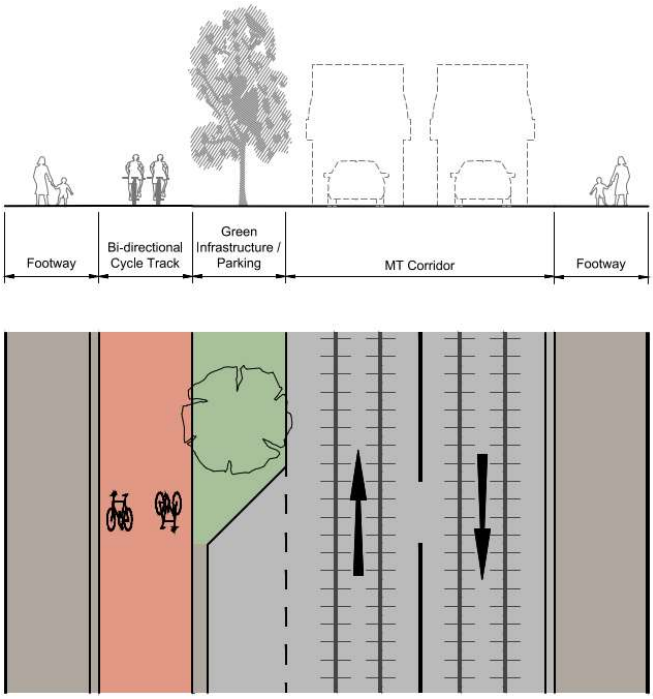

Figure 4-7. Segregated on-street or shared use Mass Transit corridor

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Report to:	Transport Committee
Date:	19 September 2023
Subject:	**Local Electric Vehicle Infrastructure Programme**
Director:	Melanie Corcoran, Director, Transport Policy & Delivery
Author:	Roseanna Brett-Davis, Transport Decarbonisation Policy Manager

Is this a key decision?	☐ Yes ☒ No
Is the decision eligible for call-in by Scrutiny?	☒ Yes ☐ No
Does the report contain confidential or exempt information or appendices?	☐ Yes ☒ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	☐ Yes ☒ No

1. Purpose of this Report

1.1 To provide members of Transport Committee with an overview of the developing West Yorkshire Local Electric Vehicle Infrastructure (LEVI) Capital proposal, the next stage of the LEVI Programme.

1.2 To seek approval for delegated authority for approval of the final bid document to the West Yorkshire Combined Authority Chief Executive in November 2023, in consultation with the Mayor, Chair and Vice Chair of the Transport Committee.

2. Information

2.1 The UK Electric Vehicle Infrastructure Strategy was published in March 2022 setting out the government's approach to delivering charging infrastructure to 2030, to remove charging infrastructure barriers and accelerate the pace of electric vehicle (EV) adoption. The strategy sets out that the majority of drivers will do most of their charging at home, overnight, and highlights the need to focus interventions on public chargepoints for two main purposes: to enable long distance journeys, and to support those without off-street parking.

2.2 To support the delivery of this strategy, the government announced the Local Electric Vehicle Infrastructure Fund (LEVI) fund in Spring 2022, a £450 million fund to 'accelerate commercialisation of local, close to home charging'. This funding is intended to be used by Local Authorities to leverage private

investment in chargepoints locally to significantly advance and accelerate chargepoint delivery, targeted at residential areas without access to off-street parking.

2.3 From this fund, the following has been awarded to West Yorkshire in 2023:

- **£1,500,000 Pilot Funding** – capital funding to deliver EV infrastructure, focused on residential areas without access to off-street parking (awarded February 2023).
- **£1,316,000 Capability Funding** – for resources to increase local authority and combined authority capacity and capability for the planning and delivery of EV infrastructure (£236,880 awarded February 2023, £1,079,120 awarded in July 2023).

2.4 In addition to the pilot and capability funding, the following was allocated to West Yorkshire in March 2023 (subject to Office for Zero Emission Vehicle approval of suitable proposal):

- **£14,326,000 Capital Funding** - to delivery EV chargepoint infrastructure, focused on residential areas without access to off-street parking.

2.5 In total, the full value of the West Yorkshire LEVI programme could be £15,826,000 capital grant funding supported by £1,316,000 resource funding, taking the programme total to over £17,000,000. However, the programme is also required to leverage private investment in EV chargepoints and as such the total value for West Yorkshire is likely to be significantly higher.

Local Electric Vehicle Infrastructure (LEVI) Capital Scheme

2.6 Under the LEVI programme, indicative capital funding has been allocated to Tier 1 local authorities (unitary, county council or combined authorities). The LEVI Capital Fund has 2 main objectives:

- deliver a step-change in the deployment of local, primarily low power, on-street charging infrastructure across England.
- accelerate the commercialisation of, and investment in, the local charging infrastructure sector.

2.7 All schemes must primarily benefit residents without off-street parking, although projects can also benefit other groups like tourists, customers, commuters, taxis, and commercial vehicles – if projects still primarily benefit residents, and if doing so increases the scale and commerciality of the project.

2.8 To access the funding, a three stages process has been established for the LEVI Capital scheme:

- **Stage one: expression of interest** – submitted May 2023
- **Stage two: application form, criteria compliance and tender document review** – West Yorkshire has been allocated to tranche one, with submission on 30th November 2023

- **Stage three: contract review** – to be submitted before September 2024

2.9 Proposals for the West Yorkshire LEVI Capital scheme are being developed in collaboration with the West Yorkshire Electric Vehicle Strategy Group which includes officer membership from the five West Yorkshire district.

2.10 Work is underway to identify sites: a methodology for site selection has been developed with the support of the University of Leeds and the Combined Authorities Research and Intelligence Team. Four criteria were used for determining the relative need for public residential charging in each geographic region within West Yorkshire: Housing type (no off-street parking), population density (accounting for rural and urban geographies), vehicle ownership, and commuting mode.

2.11 District officers are using the findings of the prioritised location research undertaken by the University of Leeds to identify precise site for chargepoints within their District, considering both on-street and off-street charging options. These sites will then be evaluate for deliverability and fit with funding requirements, and prioritised for the Pilot and Capital LEVI schemes. This work will include consultation with Northern Powergrid to ascertain grid capacity and grid connection potential, and in consultation with chargepoint operators to gauge market interest. The ambition is to level-up coverage across the region with this funding.

2.12 Although the total value private investment is not known at this time, it is estimated around 500 – 1000 chargepoints could be delivered through the Capital Scheme. Projects will look to ensure equity of access and social value through design and procurement, considering pricing, ease of use, accessibility and working with local communities to ensure charging provision meets local needs. The final LEVI Capital scheme proposal is planned for submission in November 2023.

3. Tackling the Climate Emergency Implications

3.1 To meet our carbon reduction target, a significant increase in the uptake of electric vehicles is required. Supporting the deployment of infrastructure that facilitates the transition to net zero, such as electric vehicle charging infrastructure, is one of the investment priorities in the WYIS. The principal aim of the programme is to accelerate the proportion of electric vehicles in West Yorkshire to reduce carbon emissions and support West Yorkshire's response to the Climate Emergency.

4. Inclusive Growth Implications

4.1 The programme supports the Combined Authority's inclusive growth ambitions by ensuring equity of access to EV charging infrastructure, particularly in areas with higher-density housing areas with no access to off-street parking. The transition to a net-zero transport network carries the risk that costs, benefits and impacts are distributed unequally across society. Without intervention, our engagement with the private sector has shown that the

market would be unlikely to deliver in lower income areas in advance of anticipated demand meaning such areas are at risk of being left behind.

5. Equality and Diversity Implications

5.1 Equality, Diversity and Inclusivity are central to the West Yorkshire LEVI Programme - funding will be used to level-up coverage as well as ensure high accessibility standards are delivered throughout. West Yorkshire is a diverse place, and a one size fits all approach is not appropriate for chargepoint network design. Residential chargepoint schemes need to reflect local conditions and priorities, as well as the requirements of local residents and businesses to ensure the best outcomes are achieved.

6. Financial Implications

6.1 There are no financial implications directly arising from this report.

7. Legal Implications

7.1 There are no legal implications directly arising from this report.

8. Staffing Implications

8.1 There are no staffing implications directly arising from this report.

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

10.1 That the Committee gives approval for bid submission of the Local Electric Vehicle Infrastructure Capital scheme, as set out in the approach outlined in this report.

11. Background Documents

11.1 None

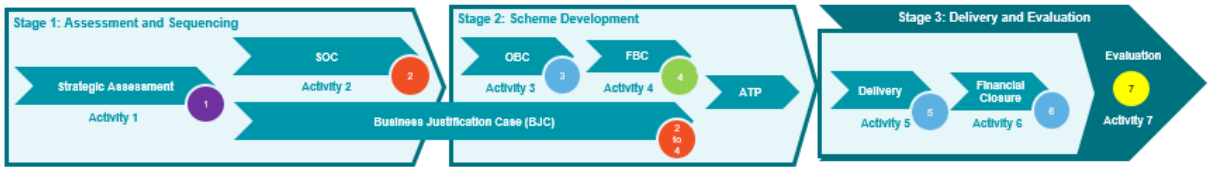
12. Appendices

12.1 None

Report to:	Transport Committee
Date:	19 September 2023
Subject:	Project Approvals
Director:	Melanie Corcoran, Director of Transport Policy & Delivery
Author:	Craig Taylor, Head of Strategic Portfolio Office

1 Purpose of this report

1.1 To report on proposals for the progression of, and funding for projects under Investment Priority 5 – Delivering Sustainable, Inclusive and Affordable Transport, within the West Yorkshire Investment Strategy (WYIS), that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.



1.2 The Transport Committee has delegated decision making authority approved by the Combined Authority on 23 June 2022. Where the Transport Committee is asked to make an approval decision this will be highlighted in the summary table and made clear in the recommendations.

1.3 The recommendations can be found in Section 13 of this report.

2 Additional approvals – CRSTS (including LUF2 and TCF) Milestones and Monitoring and Evaluation

2.1 The Department for Transport (DfT) has given an opportunity for the Combined Authority to re-base programme milestones for the City Region Sustainable Transport Settlement (CRSTS).

2.2 The City Region Sustainable Transport Settlement (CRSTS) is a £830 million programme that will develop and deliver transport schemes by 2027 to help deliver against the objectives of growth and productivity, levelling up and decarbonisation. CRSTS includes the Transforming Cities Fund (TCF) for

reporting purposes to the DfT and therefore any milestone changes for TCF are included in this report.

2.3 The DfT has acknowledged that since the bid was put together in 2022, more information is now known about each project and the forecast milestone dates. The DFT has therefore given an opportunity to re-base our programme dates such as start on site and complete on site.

2.4 A list of the milestone changes by scheme is attached in Appendix 1. The table only contains requested changes (blanks are that no change is sought). The revised milestone dates in Appendix 1 will be submitted to the DfT by the end of September 2023 deadline for approval by the end of 2023.

2.5 The Programme will undertake extensive monitoring and evaluation (M&E) to review the effectiveness of the projects in meeting the programme objectives and to help evaluate the effectiveness of the programme overall. £5,437,395 was identified in the bid for programme M&E activities, with funding for M&E approved by members on 17 March 2022. An approval is now sought for the remaining amount of £426,000 to complete the approval required for programme M&E activities.

2.6 The Transport Committee is requested to:

(i) Approve the CRSTS, LUF 2 and TCF updated milestones as set out in Appendix 1 to send to Department for Transport for approval.

(ii) Approve £426,000 from the CRSTS programme management capital budget for programme monitoring and evaluation.

3 Report

3.1 This report presents proposals for the progression of schemes through the Combined Authority's assurance process in line with the Combined Authority's Assurance Framework. Further details on the schemes summarised below can be found as part of this report.

4 Investment Priority 5 (IP5) - Delivering Sustainable, Integrated, Inclusive and Affordable Transport

4.1 The West Yorkshire Investment Strategy (WYIS) sets out the Investment Priorities for the period 1 April 2021 to 31 March 2024 across six areas. In each, a number of priority project / programme areas have been identified that are the focus for intervention.

4.2 Investment Priority 5 will deliver a range of programmes and schemes which focus on:

- Creating an affordable, simple, integrated, and accessible system for people to travel anywhere by public transport
- Increasing passenger numbers on bus, rail, and future transport networks
- Improving air quality and reduction in car dominance

- Ensuring that people are enabled to make sustainable travel choices from housing and employment sites
- Transforming access for communities of persistent poverty, where households have prolonged experiences of poverty, to employment opportunities and skills centres
- Enhancements in ticketing and travel information
- Buses being an effective and affordable mode of transport
- Enhancing customer satisfaction with public transport.

Scheme summaries

Leeds Healthier Streets Space and Communities (LEEDS)	**Scheme description** The scheme will provide new infrastructure including active travel measures, new pedestrian amenities and facilities, cycle parking and links into public transport to encourage use of sustainable transport for local trips in Leeds. The scheme is to be funded through the City Region Sustainable Transport Settlement (CRSTS) fund. **Impact** The proposed interventions are expected to increase the uptake of walking, cycling and public transport, with a switch from car travel, resulting in reduced carbon emissions, improved connectivity to education, employment, local amenities and housing by sustainable transport, as well as improving health and wellbeing. The benefit cost ratio (BCR) is expected to be between 2:1 and 5:1. This is categorised as between 'High' and 'Very High' value for money. **Decision sought** Approval to proceed through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case) Total value of the scheme - £6,449,000 Total value of Combined Authority funding - £6,200,000 Funding recommendation sought - £330,000 A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

LUF – A639 Park Road	**Scheme description** The A639 Park Road scheme will deliver new and improved cycling and walking infrastructure (e.g. new cycle lanes and crossing points), and new bus priority at signals and highway capacity improvements. The scheme is funded by the Levelling Up Fund. **Impact** Delivery of the scheme will encourage more people to cycle and walk for local trips along the A639 corridor and make public transport a more attractive option too. Through a shift from the car and a more efficient highway, this will help reduce congestion levels and improve the local air quality along the A639. The value for money assessment reflects a benefit cost ratio (BCR) of 2.9:1. This is categorised as high value for money. **Decision sought** Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case). Total value - £11,901,000 Total value of Combined Authority funding - £11,901,000 Funding recommendation sought - £673,000 A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

A629 (Phase 2) – Halifax town Centre	**Scheme description** A629 Phase 2 Halifax Town Centre will deliver a series of interventions to public transport including bus and active forms of travel such as walking and cycling to improve connectivity and accessibility both to and within the town centre. The scheme will also capitalise on placemaking opportunities to enhance the public spaces and attractiveness of the town centre. The scheme is to be delivered through the West Yorkshire plus Transport Fund. **Impact** Delivery of the scheme will support an increase in bus users, in travel by bike, create better bus-rail interchange opportunities, and unlock sites for commercial development, increasing commercial property occupancy in the town centre. The value for money assessment reflects a benefit cost ratio (BCR) of 2.3:1. This is categorised as High value for money. **Decision sought** Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery). Total value of the scheme - £64,139,765 Total value of Combined Authority funding - £64,139,765 Funding recommendation sought - £29,604,881. A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

Rail Park and Ride Programme (phase one), Steeton and Silsden, Normanton and Moorthorpe Rail Station Car Parks West Yorkshire	**Scheme description** The Rail Park & Ride Programme (phase 1) supports the growth in rail demand by increasing parking capacity at rail station car parks. The change request relates to an increase in programme costs, change in scope and an increase in costs and delivery timescales for three projects within the programme: • The Steeton and Silsden scheme will extend the existing car park to a three-storey car park, providing an additional 102 parking spaces bringing the total to 245, including six blue badge bays, a fully accessible lift and underlying infrastructure to ensure simple installation of a charging point at a future date. • The Normanton scheme will increase the parking capacity by 128 spaces including seven blue badge bays, enabling additional users' access to secured parking at the rail station. • The Moorthorpe scheme will provide an additional 43 spaces, bringing the total to 88. Flooring levels will be reconfigured to make it more accessible. The scheme will also deliver enhanced draining infrastructure. The programme is funded through the West Yorkshire plus Transport Fund. **Impact** Scheme delivery will encourage users to choose the train as a sustainable mode of transport, supporting the reduction in congestion and improving air quality. The value for money assessments reflect a benefit cost ratio of 1.0:1 (Steeton & Silsden), 1.9:1 (Normanton) and 1.3:1 (Moorthorpe) judging the schemes as low, medium and low respectively, value for money when assessed against the Department for Transport's value for money criteria. **Decision sought** The change request to the Rail Park and Ride Programme to amend scope, timescales and funding, is approved. • Steeton and Silsden - to increase the scheme allocation from £4,805,800 to £7,010,641 and delivery to 3 November 2023. • Normanton - to increase the scheme allocation from £2,314,000 to £3,268,446 and delivery to 1 August 2024. • Moorthorpe - to increase the scheme allocation from £1,266,491 to £2,159,676 and delivery to 1 September 2024. • To increase programme management costs from £540,000 to £815,000. Total value of the scheme - £25,799,023 Total value of Combined Authority funding - £25,799,023 Funding recommendation sought - £4,327,471. A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

Other decisions relevant to the Transport Committee

4.3 The following schemes have recently been assessed in line with the Combined Authority's assurance process and approved by the Combined Authority.

Decisions made by the Combined Authority on 27 July 2023

4.4 The full agenda and papers for the meeting can be found on the Combined Authority website here.

Local Electric Vehicle Infrastructure Scheme (LEVI) West Yorkshire	Approval to proceed through decision point 2 (strategic outline case) and work commences on the development of business cases for each individual scheme Total value of the scheme - £20,642,000 – £32,642,000 Total value of the Combined Authority funding - £17,142,000 Funding recommendation sought - £1,436,000
CRSTS Highways Asset Management and Enhancement Programme and Off Highway Walking and Cycling Network West Yorkshire	Approval to proceed through decision point 2 (strategic outline case) and decision point 4 (full business case) and work continues on activity 5 (delivery) Total value of the scheme – £257,924,800 Total value of the Combined Authority funding – £257,924,800 Funding recommendation sought - £42,769,266
Safer Roads West Yorkshire	Approval to proceed through decision point 2 (strategic outline case) and decision point 4 (full business case) and work continues on activity 5 (delivery) Total value of the scheme - £25,000,000 Total value of the Combined Authority funding - £25,000,000 Funding recommendation sought - £4,397,000
Active Travel Fund 3 – A660 Otley Road Leeds	Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery) Total value of the scheme - £10,475,000 Total value of the Combined Authority funding - £10,475,000 Funding recommendation sought - £10,475,000
Zero Emissions Bus Regional Area West Yorkshire	Approval for the Change Request to increase the scope of the scheme by an additional 25 double decker zero emission buses and associated infrastructure to be delivered by partners First Bus Leeds at their Bramley depot Total value of the scheme - £69,978,646 Total value of the Combined Authority funding - £30,309,240 Funding recommendation sought - £5,744,069

Decisions made by the Combined Authority on 7 September 2023

4.5 The full agenda and papers for the meeting can be found on the Combined Authority website here.

CRSTS Capacity Fund West Yorkshire	Approval to proceed through decision point 2 to 4 (business justification) and work continues on activity 5 (full business case). Total value of the scheme - £21,343,000 Total value of Combined Authority funding - £21,343,000 Funding recommendation sought - £15,586,589
Network Management Renewals and Enhancements West Yorkshire	Approval to proceed through decision point 2 (strategic outline case) and work continues on activity 5 (delivery) for the 2023/4 financial year. Total value of the scheme - £25,000,000 Total value of Combined Authority funding - £25,000,000 Funding recommendation sought - £3,966,250
Bus Cycle Priority Corridors (BCPC) – Woodhouse Lane Gateway Leeds	Approval to proceed through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case). Total value of the scheme - £20,500,000 Total value of Combined Authority funding - £20,500,000 Additional funding recommendation sought - £300,000
A6110 Leeds Outer Ring Road Leeds	Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case). Total value of the scheme - £14,212,000 Total value of Combined Authority funding - £7,000,000 Funding recommendation sought - £879,000
A58 Beckett Street Leeds	Approval to the change request to revise the scope of the scheme, to change the total scheme costs to £16,420,000 (an increase of £2,477,000), for additional development costs of £1,500,000 to progress the scheme to full business case and to extend the scheme's delivery timeframe to July 2026. Total value of the scheme - £16,420,000. Total value of Combined Authority funding - £16,420,00. Funding recommendation sought - £1,500,000

4.6 Since the Transport Committee's meeting on 7 July 2023, the following decision points and change requests have been assessed in line with the Combined Authority's assurance process and approved through the agreed delegations to:

Combined Authority's Chief Executive

TCF: Dewsbury Bus Station Kirklees	Approval to the change request for the TCF Dewsbury Bus Station scheme for the release of additional development costs of £854,000 and to extend the delivery timescale to November 2025. Approval to revise the overall Combined Authority contribution to the scheme from £14,337,600 given at outline business case, to £13,920,000. Funding approved - £854,000 Total indicative value of the scheme - £13,920,000 Total indicative value of Combined Authority funding - £13,920,000

4.7 The decisions were made by the Chief Executive following a recommendation from the Combined Authority's Programme Appraisal Team.

Combined Authority's Chief Operating Officer

Leeds Bradford Airport Connectivity Leeds	Approval to the change request for the Leeds Bradford Airport Connectivity scheme for the release of additional development costs of £508,000. Funding approved - £508,000 Total indicative value of the scheme - £70,000,000 Total indicative value of Combined Authority funding - £70,000,000

4.8 The decisions were made by the Combined Authority's Chief Operating Officer, following a recommendation from the Combined Authority's Programme Appraisal Team.

5 Information

5.1 The Combined Authority's assurance framework requires that formal approval is given to the following elements of a scheme as part of its development:

- The progression of a scheme through a decision point to the next activity.
- Indicative or full approval to the total value of the scheme funding requested.
- The Combined Authority's entry into a funding agreement with the scheme's promoter.
- The assurance pathway and approval route for future decision points.
- The scheme's approval tolerances.

5.2 This report provides information required to enable the Combined Authority to approve each of the above elements.

Projects in Stage 1: Assessment and Sequencing

Project Title	**Leeds Healthier Streets, Spaces and Communities**
Stage	1 (assessment and sequencing)
Decision Point	2 (strategic outline case)

Is this a key decision?	☒ Yes	☐ No
Is the decision eligible for call-in by Scrutiny?	☒ Yes	☐ No
Does the report contain confidential or exempt information or appendices?	☐ Yes	☒ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	☒ Yes	☐ No

Background

5.3 This scheme will be funded from the City Region Sustainable Transport Settlement (CRSTS) fund.

5.4 The £830 million CRSTS fund was awarded in the summer of 2022 and was made possible due to the devolution arrangements upon becoming a Mayoral Combined Authority in May 2021. CRSTS aims to deliver schemes to tackle congestion, improve air quality and make sustainable transport (public transport, walking and cycling), the first choice of transport for people in West Yorkshire. It will enable the transport network to adapt to meet the needs of the expanding population of West Yorkshire, and the pressure this creates on the network, so that public transport becomes an attractive and truly viable alternative to the car.

5.5 Leeds City Council is developing proposals for the Leeds Healthier Streets, Spaces and Communities scheme, based on the principles of inclusive active travel in local neighbourhoods. This will improve local connectivity, air quality, and reduce car dependency and associated carbon emissions for local travel. The improved local level connectivity will enhance people's ability to make better use of the public transport opportunities for making longer journeys without relying on access to a car.

5.6 The scheme will target a range of communities with different characteristics. It is expected the proposed interventions will further improve access and mobility in areas where levels of active travel are already high due to lower car ownership, such as the inner suburbs. In the outer suburbs and townships, where car ownership and usage are generally greater, measures can also be targeted to make alternative sustainable transport options more attractive, to facilitate more sustainable economic growth.

5.7 The scheme looks to realise the wider benefits to mobility and travel choice in neighbourhoods and district centres across Leeds. This is in line with the twenty-minute neighbourhood concept, where infrastructure enables easy access for people to meet most of their everyday needs locally within a convenient 20-minute return trip. Specific interventions will include prioritising walking and cycling, bus priority measures, new crossing points, enhanced cycle parking and reprogramming of traffic signals to enable and enhance walking, cycling and public transport for a range of journeys. The intention is for these measures to add to or complement existing or proposed schemes in Leeds.

5.8 The five objectives of the scheme are to:

- Increase the number of local journeys by active forms of travel and reduce the need for short car journeys
- Improve first and last mile connectivity with key local destinations, transport hubs and public transport
- Contribute to health and wellbeing by encouraging safe, accessible and active travel modes for all sectors of the community
- Maximise the benefits of better connectivity into the improved core cycling and walking network infrastructure
- Support zero-emission neighbourhood transport and contribute to improved local air quality

5.9 It is proposed that a small number of large schemes will be provided together with further small to medium schemes, targeting local centres identified in the Leeds Local Plan. Locations that are best suited for early intervention are still being identified and the detail of locations and the specific measures at those locations will be outlined at the next activity stage.

5.10 A summary of the scheme's business case is included in Appendix 2.

Outputs and Benefits

5.11 The scheme outputs and benefits are to be further developed and determined at the next activity but are expected to include:

- Modal filters
- Bus priority measures
- New pedestrian crossing points
- Enhanced provision of cycle parking
- Reprogramming of traffic signals
- Increase in active forms of travel
- Reduction in travel by car
- Reduced traffic volumes in local neighbourhoods and district centres
- Reduction in carbon emissions

- Improved connectivity to education, employment, leisure and housing
- Improved health and wellbeing
- Better local connectivity into local public transport services

Tackling the Climate Emergency Implications

5.12 The scheme aims to contribute to tackling the climate emergency by creating improved access to sustainable transport options for residents, workers and visitors in Leeds. The scheme is anticipated to facilitate a switch from relatively short car trips, to walking, cycling and public transport trips to help reduce carbon emissions.

5.13 A Stage 1 qualitative carbon impact assessment of the scheme was undertaken. At this stage the scheme looks compatible with the Combined Authority's Net Zero Future. It highlights that positive impacts regarding air quality, health and mobility will result from the scheme. Further work will be done on the specific locations and associated interventions as part of Stage 2 of the Carbon Impact Assessment

Inclusive Growth Implications

5.14 The anticipated scheme inclusive growth implications include:

- Targeting disadvantaged communities, including Leeds City Council's identified priority neighbourhood areas, to ensure a greater and easier ability to access education, employment, and recreational activities in places where travel choices may be limited.
- Providing active and sustainable travel improvements which can contribute to inclusive growth goals by delivering a low-carbon and affordable transport network.
- Improved active travel infrastructure which encourages and enables a more physically active lifestyle and reduces reliance on the private car, aiding connectivity and accessibility to social, educational and employment opportunities for those that do not have access to, or do not wish to use, a car.

Equality and Diversity Implications

5.15 An Equality Impact Assessment has been undertaken for the scheme.

5.16 The proposals are expected to have positive impacts across groups with protected characteristics including age, disability, gender and race.

- Age – Children rely to a greater degree on public transport, walking and cycling for their independence. Older age groups and those with disabilities can benefit from more people-centred streets and improved connectivity to reduce the feeling of social isolation and loneliness. As such interventions such as those proposed, can positively impact those age groups.

- Women are statistically, more likely to use public transport than men. As such this group will be more positively impacted by the scheme through improved access to opportunities resulting from improved public transport connectivity.
- Race - Black and Asian people have a higher incidence of type 2 diabetes and cardiovascular diseases which a more active lifestyle can help prevent. Therefore, improving local connectivity and widening travel options has the potential to improve health, access to opportunities and reduce air pollution effects on the minority ethnic communities.

Consultation and Engagement

5.17 Internal engagement, within Leeds City Council departments and committees, has been undertaken for this project and public consultation relating to the scheme is due to be carried out as part of the next stage of scheme development (later in 2023). Previous engagement exercises for related schemes, such as for City Connect cycle superhighway route development, Leeds Public Transport Investment Programme and the Emergency Active Travel Fund programme, demonstrated there is demand, from the public, for investment in cycling and walking networks and provision of sustainable, active and healthy travel infrastructure.

Risks

5.18 The scheme risks include:

- Cost and inflation risks, affecting the deliverability of the scheme. This is being mitigated by utilising the framework contracts, with trusted suppliers, that are in place and value-engineering schemes as necessary.
- Failure to achieve a scope of works within budget due to a mismatch between ambition and affordability. This is to be mitigated by effective engagement that aligns with the design process to ensure budget compatible outcomes are identified as well as exploring additional funding opportunities and scheme redesigns.
- Objections to scheme proposals or elements of the project not being supported by the public or politicians. Consultation plans and fall-back schemes are the proposed mitigation measures, as well as detailed preparation for briefings and key stakeholder engagements.

Costs

5.19 The total scheme costs are £6,449,000.

5.20 The Combined Authority's contribution is £6,200,000 from the CRSTS Fund. The remaining funding is £249,000 from Leeds City Council's section 106 developer contributions.

5.21 Development costs of £210,000 were approved at decision point 1 (strategic assessment). Approval at decision point 2 (strategic outline case) is now sought for an additional £330,000, taking the total approval to £540,000.

5.22 The Combined Authority will enter into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £540,000 from the CRSTS Fund.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
3 (outline business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	01/03/2024
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive	01/08/2024
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/10/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/01/2027

Other Key Timescales

5.23 Other key timescales are:

- Start on site - 01/12/2024
- Completion on site - 31/01/2027

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within 10% of those outlined in this report. Delivery (DP5) timescales remain within 6 months of those outlined in this report.

Appraisal Summary

5.24 The scheme will aim to improve accessibility and connectivity across Leeds by linking people to employment, education, and social value opportunities via sustainable transport. This will make sustainable transport a more viable option for travel and facilitate an uptake in its use contributing to a reduction in

carbon emissions and increase health benefits to the users of the scheme. The scheme supports the Mayoral pledge to tackle the climate emergency and aligns with several policies and strategies at the Combined Authority. However, given the uncertainty around where and what the scheme will deliver it is difficult to understand how and to what extent the scheme will contribute to the aims and ambitions of the strategies and policies. This will need to be strengthened at the next activity/decision point.

5.25 The economic case for the scheme highlights that schemes of this nature can offer 'High' to 'Very High' value for money due to the associated user benefits in terms of health benefits, reduced absenteeism, improved safety, improved environmental conditions and reduced journey times.

5.26 The emerging key locations for intervention are being assessed from the long list of all 74 town, district and neighbourhood centres identified in the Leeds Local Plan. A wide range of criteria are being used to determine a short list of the most suitable locations having regard to their potential benefits, impacts, fit with other projects and deliverability.

5.27 The management of the project is being further developed, including the monitoring and evaluation approaches. The governance arrangement for the scheme is proposed to be based on established Leeds City Council programmes, such as City Connect. Leeds City Council's Civil Engineering and Professional Services Framework Contracts and in-house services will be utilised for development and delivery of the scheme, with further detail on procurement to be established at the next activity stage.

Recommendations

5.28 The Transport Committee, under its delegated powers from the Combined Authority Board approves that:

(i) The Leeds Healthier Streets, Spaces and Communities scheme proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).

(ii) An indicative approval to the Combined Authority's contribution of £6,200,000. The total scheme value is £6,449,000.

(iii) Development costs of £330,000 are approved in order to progress the scheme to decision point 3, taking the total scheme approval to £540,000.

(iv) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £540,000.

(v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required, any change requests are delegated to the Transport Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

Projects in Stage 2: Scheme development

Project Title	**A639 Park Road**
Stage	2 (scheme development)
Decision Point	3 (outline business case)

Is this a key decision?	☒ Yes	☐ No
Is the decision eligible for call-in by Scrutiny?	☒ Yes	☐ No
Does the report contain confidential or exempt information or appendices?	☐ Yes	☒ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	☒ Yes	☐ No

Background

5.29 The £4.8 billion Levelling Up Fund (LUF) contributes to the levelling up agenda by investing in infrastructure that improves everyday life across the UK. This includes regenerating town centre and high streets, upgrading local transport, and investing in cultural and heritage assets. The Fund is jointly managed by the Department for Transport (DfT) and the Department of Levelling Up, Housing, and Communities (DLUHC).

5.30 In January 2023, government confirmed that the Combined Authority's bid for £41,248,832 from the Levelling Up Fund Round 2 (LUF2) was provisionally successful, subject to further business case approval to the Department for Transport.

5.31 Levelling up is at the heart of the government's agenda to build back better after the pandemic and to deliver for citizens in every part of the UK. The second round (LUF2) focuses on three investment themes:

- Transport investment - Including (but not limited to) public transport, active travel, bridge repairs, bus priority, local road improvements, major structural maintenance, and accessibility improvements.
- Regeneration and town centre investment - Building on the Towns Fund to upgrade buildings and dated infrastructure; acquire and regenerate brownfield sites; invest in secure community infrastructure and crime reduction; and bring public services and safe, accessible community spaces into town and city centres.
- Cultural investment – Maintaining, regenerating, or creatively repurposing existing cultural, creative, heritage and sporting assets, or creating new assets that serve those purposes including theatres, museums, galleries,

production facilities, libraries, visitor attractions, and sports and athletics facilities.

5.32 The Levelling Up Bus Enhancement Package received approval at programme level from the Combined Authority committee in June 2023. The programme includes three schemes:

- West Yorkshire Bus station, Stops and Highway Investment Programme (BSSHIP) – Supporting delivery of the Combined Authority's Bus Service Improvement Plan by improving the efficiency, safety, and accessibility of our core bus network and enabling safer and more accessible end-to-end journeys.
- A629 corridor in North Halifax - Delivering bus priority at traffic signals; other junction improvements benefitting buses and general traffic; pedestrian improvements at Orange Street roundabout and a quiet cycle route as alternative to the A629.
- A639 Park Road, Pontefract - Delivering bus priority at traffic signals at key junctions; improvements to A639 Park Road to reduce delay for buses and general traffic and improve the walking and cycling environment; improvements to the Retail Park/Racecourse roundabout to improve access for pedestrians and cyclists across the A639; and an improved cycle route between the town centre and junction 32 retail park.

5.33 BSSHIP will be delivered through multiple separate schemes developed through combined business cases. Small and Large Bus Station Improvements, and Bus Highways Hotspots are developing strategic outline cases and Bus Stop and Shelter Improvements (including accessibility) is working towards a business justification case submission. The A629 corridor scheme is currently working towards the submission of a full business case. This approval concerns the A639 Park Road scheme.

5.34 The A639 Park Road scheme is located in Pontefract, Wakefield, with the scheme boundary between Stuart Road and Junction 32 of the M62 and will deliver the following:

- Bus priority at the A639/Park Lane junction traffic signals.
- Increase the highway capacity to four lanes (2 lanes each direction) between Park Lane and the Racecourse roundabout to reduce delay for buses.
- Improve the pedestrian and cycling provision at the Retail Park/Racecourse roundabout and the cycle route between the town centre and junction 32 retail park with new and improved segregated cycling and crossing infrastructure.

5.35 The scheme supports delivery of the LUF2 programme objectives such as improving safety and the cycling and walking environment for cyclists and pedestrians, reducing congestion and improving local air quality, increasing town centre footfall and economic growth, and supporting the local Levelling Up plans.

5.36 The scheme comes forward at outline business case with a forecast cost of £11,901,000 of which £11,331,000 will be funded by LUF2 and £570,000 from the West Yorkshire plus Transport Fund (WY+TF).

5.37 A summary of the scheme's business case and location map is included in Appendix 3.

Outputs and Benefits

5.38 The schemes outputs and benefits include:

- Improvements to crossing facilities for cyclists and pedestrians at the A639 Park Road/Racecourse roundabout by providing:
    - A new signalised parallel crossing of the A639 Park Road (South) arm.
    - A new zebra crossing of the Pontefract Park arm.
    - New parallel priority crossings of the arms accessing Park Road industrial estate.
    - Improvements to cycling provision around the roundabout to meet Department for Transport Local Transport Plan compliance requirements.
- Widening of the A639 to four lanes between A639/Park Lane junction and A639 Park Road/Princes Drive junction.
- New 3 metre segregated cycle track and improved walking facilities along the A639 Park Road.
- New bus signal priority measures at A639/Park Lane junction using bus detectors on the approach to the traffic signals.
- Upgrading the cycle route between A639/Park Lane junction and Glasshoughton Station/Retail Park/Xscape by:
    - Widening the existing off-road route through Pontefract Park to the M62 underpass to a 3-metre shared use track.
    - Improving surface quality and drainage to meet Department for Transport requirements, including a high-quality machine-laid slip-resistant surface such as asphalt or similar and appropriate sustainable drainage to prevent surface water flooding of the route.
    - Installation of approximately 109 new lighting columns and 9 CCTV cameras along the length of the route.
- Creation of a section of segregated cycle and footway linking the A639/Park Lane junction to the Beechnut Lane rail underpass to provide access to the existing signed route to Pontefract town centre via Stuart Road.
- New cycle parking at Pontefract Racecourse.
- Contribute to a 12% reduction in journey times for buses and an 8% reduction in journey times for all traffic along the A639 corridor by 2027.
- Contribute to 25% more bus trips on services on the A639 by 2027.

- Contribute to 10% more walking trips and 300% more cycling trips on the Pontefract Park and A639 routes by 2027.
- Improve air quality and reduce carbon emissions by shifting car trips to active modes and public transport.

5.39 The value for money assessment reflects a benefit cost ratio (BCR) of 2.9:1 classing the scheme as High value for money when assessed against the DfT's value for money criteria.

Tackling the Climate Emergency Implications

5.40 A stage 2 Carbon Impact Assessment has been carried out. It highlights that when the scheme is operational, it will support a reduction in carbon emissions with a reduction in car journeys and a shift to travel by bus, walking and cycling. However, when accounting for whole life carbon impacts (i.e., construction impacts), the scheme will result in a net increase in emissions of 11,534 tonnes of carbon dioxide equivalent (CO2e) when assessed over a 60-year appraisal period.

5.41 The scheme promoter will publish a Carbon Management Plan at full business case to describe the carbon impact mitigation measures that will be followed as part of further business case development and delivery activities.

Inclusive Growth Implications

5.42 The scheme inclusive growth implications include:

- Enabling better access to employment, education, and training opportunities for residents along the A639, which is surrounded by low-income communities where unemployment levels are high and car ownership is low by improving infrastructure for walking and cycling and improving the highway to support bus journeys.
- Improving access to the employment opportunities within the Carr Wood Road Industrial Estate Employment Zone, at the Former Glasshoughton Colliery strategic employment growth area, and the Tanshelf Industrial Estate Spatial Priority Area.

Equality and Diversity Implications

5.43 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of, as part of the development of the scheme and the business case development.

5.44 The assessment indicates that the scheme will not have a negative impact on Protected Characteristic Group's as defined by the Equality Act 2010, with improved lighting and CCTV to improve feeling of safety in the park, whilst segregated cycle provision will make it safer to cycle and walk.

5.45 As part of progressing the detailed design stage at full business case, the EQIA will be revisited to ensure the continued consideration of equality and diversity impacts.

Consultation and Engagement

5.46 The promoter carried out initial engagement with key stakeholders such as bus operators and the Cycling Advisory Group at a workshop held on 5 March 2020 when the scheme formed part of the West Yorkshire plus Transport Fund Corridor Improvement Programme (CIP). Discussion included the key transport issues on the corridor and option generation to tackle the identified challenges. Thereafter, public consultation was carried out for a four-week period between 7 July and 4 August 2021. Further consultation and engagement is planned for Spring 2024 to inform the detailed design stage. This will include face-to-face meetings with the key stakeholders, attended exhibitions, and online material. Details can be found online using this hyperlink: A639 Park Road, Pontefract - Corridor Improvement Programme | Your Voice (westyorks-ca.gov.uk).

Risks

5.47 The scheme risks include:

- That National Highways request alterations to scheme design due to impact on traffic flows around M62 Junction 32, impacting deliverability of the scheme, as well cause delay and additional costs. The risk has been mitigated through early engagement with National Highways and traffic modelling works to demonstrate scheme design does not impact on Junction 32. Regular updates will also be provided to National Highways on any temporary traffic management.
- That the Environment Agency objects to the Pontefract cycle route proposal due to potential impact on protected habitats in Pontefract Park, impacting deliverability of the scheme, as well cause delay and additional costs. The risk will be mitigated through early engagement with statutory consultees. All objections will also be covered in the planning application and Traffic Regulation Order (TRO) statements of reasons.
- That the scheme identifies Statutory Undertakers equipment that may result in unexpected diversions or scheme changes. The risk will be mitigated by undertaking C3 and C4 surveys to identify equipment and plan diversions. Trial holes will also be undertaken to confirm location of equipment.

Costs

5.48 The current total forecast scheme cost is £11,901,000.

5.49 The scheme will be fully funded by the Combined Authority, with £11,331,000 from the LUF2 programme and £570,000 from the WY+TF. The scheme secured approval to £570,000 from the WY+TF when it formed part of the Corridor Improvement Programme 2 (CIP2). This has supported the outline business case development costs.

5.50 The scheme has secured approval of a further £400,000 development costs from the LUF2 programme following approval of the LUF2 programme SOC at the Combined Authority meeting of 22 June 2023, taking the total development

cost approval to date to £970,000. Additional approval of £673,000 is now sought from LUF2, taking the total approval to £1,643,000, to progress the scheme to full business case.

5.51 The Combined Authority will enter into an addendum to the existing funding agreement with Wakefield Council for expenditure of up to £1,643,000.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Outline business case (decision point 3)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
Full business case (decision point 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive (CE)	30/10/2024
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer (COO)	27/11/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer (COO)	27/02/2026

Other Key Timescales

5.52 Other key timescales are:

- Mobilisation works – November 2024 to May 2025
- Construction works commence – June 2025
- Construction works finish – February 2026

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +10% of those outlined in this report
Delivery (DP5) timescales remain within +6 months of those outlined in this report.
Outputs remain within -10% of those outlined in this report.

Appraisal Summary

5.53 The scheme aligns with objectives of the LUF programme and wider local, regional, and national policies, with the proposed outputs largely comprising of cycling, walking, and bus improvement measures.

5.54 The scheme has a Benefit Cost Ratio (BCR) of 2.9:1 which is categorised as High VfM. The assessment of benefits suggests that bus and active travel users will benefit from the scheme as well as highway users.

5.55 The scheme is currently affordable, but more certainty will be had following conclusion to the detailed design stage and further utility surveys at full business case.

5.56 Small parcels of land will need acquiring as well as the implementation of revised and new traffic regulation order's (TRO's), plus further public and stakeholder engagement, therefore more confidence on the acceptability and deliverability of the scheme should be had at full business case.

Recommendations

5.57 The Transport Committee, under its delegated powers from the Combined Authority Board, approves that:

(i) The A639 Park Road scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).

(ii) An indicative approval to the Combined Authority's contribution of £11,901,000. The total scheme value is £11,901,000.

(iii) Additional development costs of £673,000 are approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £1,643,000.

(iv) The Combined Authority enters into an addendum to the existing funding agreement with Wakefield Council for expenditure up to £1,643,000.

(v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

Project Title	**A629 Phase 2 Halifax Town Centre**
Stage	2 (scheme development)
Decision Point	4 (full business case)

Is this a key decision?	☒ Yes	☐ No
Is the decision eligible for call-in by Scrutiny?	☒ Yes	☐ No
Does the report contain confidential or exempt information or appendices?	☐ Yes	☒ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	☒ Yes	☐ No

Background

5.58 This scheme will be funded from the West Yorkshire plus Transport Fund. This is a £1 billion fund, covering West Yorkshire and York. The objectives of the West Yorkshire plus Transport Fund are to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years. These strategic transport projects will be delivered to facilitate the growth priorities identified in the Leeds City Region Economic plan.

5.59 The A629 Phase 2 Halifax Town Centre scheme is being delivered through the West Yorkshire plus Transport Fund (WY+TF) A629 Halifax to Huddersfield corridor programme, approved by the Combined Authority Board in 2015.

5.60 The A629 corridor programme incorporates a series of improvements for travel by car, bus, walking and cycling between Halifax, Huddersfield, and the M62. The aim is to address barriers to economic growth and support ambitions of the Leeds City Region Strategic Economic Plan 2016-36 and local and regional transport policies and strategies.

5.61 To support project delivery, the A629 corridor programme has been split into five phases:

- Phase 1a Jubilee Road to Shaw Hill
- Phase 1b Elland Wood Bottom to Salterhebble Hill
- Phase 2 Halifax Town Centre
- Phase 4 Ainley Top (M62 Junction 24) and wider strategic interventions
- Phase 5 Ainley Top into Huddersfield (Kirklees)

5.62 Phase 1a has been constructed and operational since November 2018 and Phase 1b is nearing construction completion.

5.63 The A629 Phase 2 Halifax Town Centre scheme will deliver a series of bus, cycling and walking infrastructure improvements to enable greater connectivity and accessibility to and within the town centre. This will enable easier access to key sites by addressing severance (poor walking, cycling, and crossing infrastructure), re-routing traffic, and implementing a revised bus network for greater coverage. This will complement the redeveloped bus station and improve access to the rail station. The scheme will also enhance the public spaces and attractiveness of the town centre.

5.64 To support the effective delivery of construction works and mitigate the impact of land acquisition delay risks, a phased construction programme has been developed:

- Western Corridor – This will be the first corridor delivered and will improve pedestrian and cycling provision enabling better connectivity and accessibility to employment and education. This phase will enhance the public space outside the theatre and Lloyds building, and will improve the efficiency of the highway, including the replacement of the Bull Green roundabout with traffic signals. Electricity infrastructure for the future delivery of at least two electric vehicle charge points will also be installed at the Bull Green car park.
- Eastern Corridor – This will be second corridor delivered and will deliver public space enhancements around the listed Hughes Corporation building. It includes two new bus stops on Alfred Street East to support bus-rail interchange and will redesign junctions and roads to make the eastern corridor accessible to town centre traffic.
- Central Corridor – This will be delivered last and will use part of the Western and Eastern Corridor interventions to create a bus loop, pedestrianise Market Street and Northgate, and install new bus stops at Southgate / Wards End Link, improving bus journeys in the town centre. Delivering this section last mitigates any delivery interface risks of this scheme with the TCF bus station's construction programme, as well as any disruption on bus users.

5.65 In the previous business case submission there was a fourth section called Butterfly Meadow/Nestle. This scheme planned to deliver a Butterfly Meadow and the reconfiguration of Navigation Road to facilitate works for the Halifax Rail Station Gateway scheme proposal. As the Halifax Rail Station Scheme has been paused, this section has been removed from the A629 Phase 2 scheme.

5.66 The scheme secured planning approval in June 2020 and following approval to the change request presented to the Combined Authority Programme Appraisal Team (PAT) on 10 May 2023, the scheme commenced enabling works to ensure it 'broke ground' before the planning approval expired on 17 June 2023.

5.67 This request for approval is for the Western Corridor to progress to delivery. The Eastern and Central Corridors are planned to commence delivery in

March 2025 and September 2026 respectively and will require an Approval to Proceed.

5.68 The strategic outline case (SOC) stage of the scheme pre-dates the Assurance Framework, therefore a baseline cost from the outline business case (OBC) has been considered. The OBC was submitted in November 2018 and included delivery of the Bus Station as part of its scope. The OBC presented a total cost estimate of £61,192,000, of which the town centre proposal would cost c. £50,310,000. Following the successful award of the Transforming Cities Fund (TCF) in 2020, the Bus Station element was removed from the A629 Phase 2 scheme and to be funded by TCF. As the A629 Phase 2 scheme design developed, including extensive dialogue with Planning and key stakeholders which impacted project costs and delivery timescales, the scheme presented a full business case (FBC) in August 2020 with a cost estimate of £47,840,000. Given further delay, this time due to the impact of Covid-19, and accounting for inflation with the likelihood that Tender prices would come back higher than budgeted, the scheme secured approval of a further £5,500,000 through the 2022 inflation review, approved at the Combined Authority committee of 8 December 2022, increasing its WY+TF budget to £53,340,000.

5.69 The total scheme cost is now £64,139,765, which will be fully funded by the West Yorkshire plus Transport Fund (WY+TF). The increased cost is due to the tendered costs coming in higher than anticipated, reflecting the current market conditions. Additionally, the increase in land and property values in Halifax town centre has increased acquisition cost estimates, and the risk and inflation allowances have been re-calculated.

5.70 A summary of the scheme's business case and location map is included in Appendix 4.

Outputs and Benefits

5.71 The scheme outputs and benefits include:

- 0.498km of new cycle lane
- 1.126km of new shared lane
- 4.793km of new pedestrian routes
- 0.226km of new bus lane
- 5445 km of road resurfaced
- 1155 sqm of new greenspace
- 6 new formal pedestrian crossing points
- 31 improved formal pedestrian crossing points
- 1 new bus gate
- 2 new bus cameras
- 18 new bus shelters
- 12 new bus stops

- 5 bus stops upgraded
- 16 existing junctions improved
- 4 junctions with improved cycle facilities
- 12 new smart, Artificial Intelligence signal points
- 236 new surface water drainage systems
- 187 new signage including signage for walking and cycling
- 158 new streetlights
- 116 net number of new trees planted on site
- Electricity infrastructure for 2 x electric vehicle charge points
- Increase pedestrian footfall in Halifax town centre by 20%, by 2032.
- Increase cyclists crossing Halifax town centre by 50%, by 2032.
- Increase bus mode share in Halifax town centre by 5%, by 2032.
- Reduction in traffic on the western corridor by 15%, by 2032.
- Reduction in casualties by 42%, by 2032.
- Increase the percentage of commercial units occupied by 5%, by 2032.
- Air quality levels at identified monitoring and evaluation sites to meet the relevant standards, by 2029.
- Noise levels at identified monitoring and evaluation sites to not exceed 68dB, by 2029.

5.72 The value for money assessment calculates a benefit cost ratio (BCR) of 2.3:1, classifying the scheme as High value for money.

Tackling the Climate Emergency Implications

5.73 A stage 2 carbon impact assessment has been carried out. It indicates that there will be a gross carbon impact of 26,100 tonnes over a 60 year appraisal period.

5.74 The numbers provided are considered a worst-case scenario as they do not consider the impact of the government's decarbonisation plan (net zero by 2050 in the transport decarbonisation plan). The figures used to calculate future year carbon emissions can be considered conservative/business as usual and do not make allowance for the accelerated uptake of low-carbon vehicles, and increases to walking, cycling and bus use that would be necessary to meet net zero obligations.

Inclusive Growth Implications

5.75 The scheme inclusive growth implications include:

- Enhancing access to the town centre as well as to key sites such as employment, housing, and education within the town centre via the bus, walking, or cycling to more people, especially for those who do not own a car.

- Shifting focus towards sustainable and active forms of travel will have health and environmental benefits, with less cars in the town centre, the local air quality should improve.

Equality and Diversity Implications

5.76 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development.

5.77 The assessment gives generally positive impacts for all users, including those classed as a protected characteristic by the Equality Act 2010. For instance, children and older people will benefit most from better air quality, pedestrianised areas will benefit wheelchair users or those with visual or auditory impairments, and the scheme design will enhance the feeling of safety and security for all.

Consultation and Engagement

5.78 The promoter has undertaken three rounds of public consultation on the scheme; on the early design proposal in 2016, on the preliminary design in 2017, and on the detailed design in 2018/19. Further engagement has since taken place through the advertisement of the Informal Traffic Regulation Order (TRO) across February and March 2023, with further statutory consultation planned for late 2023 to inform the final TRO's. The scheme has also consulted with key stakeholders, including Councillors, bus operators, accessibility groups, and local businesses. Details can be found online at the following hyperlink: A629 phase 2 Halifax town centre | Calderdale Next Chapter.

Risks

5.79 The scheme risks include:

- The risk of programme delay and incurring additional costs. This risk will be mitigated through the appointment of a professional Project Management Team for full duration of works. Also, continued engagement and involvement of the council with the relevant stakeholders throughout the construction period.
- Risk of unknown extent of required statutory utility diversions which can cause scheme re-design, resulting in delay and costs. The risk will be mitigated through early engagement with Council Highways and Streets works team to understand where statutory utilities are located and determine any conflicts with the proposed interventions.
- The risk that costs increase beyond the anticipated levels of inflation. The risk has been mitigated as allowances have been included within the cost plan based on anticipated start of the construction works. In addition a regular review of the cost plan will be held.
- The risk of challenging land purchase, including the risk that land purchases via negotiation cost more than expected, that compulsory purchase orders require costly public inquiries, and that additional land

purchases are required. The risk has been mitigated by the appointment of a dedicated Land Acquisition Officer who is leading the negotiations.

Costs

5.80 The strategic outline case (SOC) stage of the scheme pre-dates the Assurance Framework, therefore a baseline cost from the outline business case (OBC) has been considered. The OBC was submitted in November 2018 and included delivery of the Bus Station as part of its scope. The OBC presented a total cost estimate of £61,192,000, of which the town centre proposal would cost c. £50,310,000. Following the successful award of the Transforming Cities Fund (TCF) in 2020, the Bus Station element was removed from the A629 Phase 2 scheme and to be funded by TCF. As the A629 Phase 2 scheme design developed, including extensive dialogue with Planning and key stakeholders which impacted project costs and delivery timescales, the scheme presented a full business case (FBC) in August 2020 with a cost estimate of £47,840,000. Given further delay, this time due to the impact of Covid-19, and accounting for inflation with the likelihood that Tender prices would come back higher than budgeted, the scheme secured approval of a further £5,500,000 through the 2022 inflation review, approved at the Combined Authority committee of 8 December 2022, increasing its WY+TF budget to £53,340,000.

5.81 The total scheme cost is now £64,139,765, which will be fully funded by the West Yorkshire plus Transport Fund (WY+TF). The increased cost is due to the tendered costs coming in higher than anticipated, reflecting the current market conditions. Additionally, the increase in land and property values in Halifax town centre has increased acquisition cost estimates, and the risk and inflation allowances have been re-calculated.

5.82 Following approval of the change request in May 2023, the scheme secured approval of up to £6,329,000 to support business case development and enabling work costs.

5.83 Additional approval of £29,604,881 is now sought as part of this FBC (decision point 4) to progress the Western Corridor to activity 5 (Delivery) and fund land acquisition costs, taking the total approval to £35,933,881.

5.84 The Combined Authority will enter into an addendum to the existing funding agreement with Calderdale Council for expenditure up to £35,933,881 from the WY+TF Fund.

5.85 The scheme forecasts submission of the Eastern Corridor Approval to Proceed (AtP) around January 2025 to secure approval of a further £16,692,933 to supports its construction cost.

5.86 The scheme forecasts submission of the Central Corridor AtP around July 2026 to secure approval of a further £11,512,951 to support its construction cost.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Full business case (decision point 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
Approval to Proceed Eastern Corridor	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	29/01/2025
Approval to Proceed Central Corridor	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	29/07/2026
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer (COO)	24/11/2027

Other Key Timescales

5.87 Other key timescales are:

- Start on site Western Corridor: November 2023
- Start on site Eastern Corridor: March 2025
- Start on site Central Corridor: September 2026
- Construction complete: November 2027

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +10% of those outlined in this report.
Delivery (DP5) timescales remain within +6 months of those outlined in this report.
Outputs remain within -10% of those outlined in this report.

Appraisal Summary

5.88 The business case gives confidence that the scheme will deliver the intended objectives: to reconfigure the town centre to improve connectivity and access to key sites, improve access to bus, walking, and cycling provision, and complement the new bus station. The A629 programme, and other planned activities (including the North and West Halifax TCF schemes), support local, regional, and national strategic priorities.

5.89 The value for money assessment reflects a High value for money scheme, and indicates new and existing bus users, pedestrians, and cyclists will benefit from the scheme.

5.90 The calculated scheme cost gives more certainty as it is informed by tendered costs, with a preferred contractor now identified to enable Contract Award in October 2023 and for construction works to commence from November 2023.

5.91 The preference to phase the construction programme can be understood as it enables works to progress on the Western Corridor and not be impacted by ongoing negotiations on acquiring land or the Halifax Bus Station works programme.

5.92 It is however recommended that the scheme presents a progress update report to the Combined Authority Programme Appraisal Team (PAT) during August 2024. This will enable PAT to review the construction progress made, the progress on land acquisitions and implementation of the amended Traffic Regulation Orders, and to consider a scheme affordability statement ahead of the Eastern Corridor programme.

Recommendations

5.93 The Transport Committee approves that:

(i) The A629 Phase 2 Halifax Town Centre scheme progresses through decision point 4 (FBC) and:

- The Western Corridor progressing to activity 5 (Delivery).
- The Eastern and Central corridors to progress to activity 5 (Delivery) subject to an Approval to Proceed.

(i) Approval of £29,604,881 to progress the Western Corridor to activity 5 (Delivery) and fund land acquisition costs, is given, taking the total approval to £35,933,881.

(ii) Approval of £16,692,933 and £11,512,951 to progress the Eastern and Central Corridors respectively to activity 5 (Delivery), is given, subject to Approval to Proceed. The total scheme value is £64,139,765.

(iii) The Combined Authority enters into an addendum to the existing funding agreement with Calderdale Council for expenditure up to £35,933,881.

(iv) Future approvals are made in accordance with the assurance pathway, and approval route outlined in this report. This is subject to the scheme remaining within the tolerances set out in this report.

Projects in Stage 3: Delivery and Evaluation

Project Title	**Rail Park and Ride Programme (phase one)**
Stage	3 (delivery and evaluation)
Decision Point	5 (delivery)

Is this a key decision?	☒ Yes	☐ No
Is the decision eligible for call-in by Scrutiny?	☒ Yes	☐ No
Does the report contain confidential or exempt information or appendices?	☐ Yes	☒ No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:		
Are there implications for equality and diversity?	☒ Yes	☐ No

Background

5.94 This scheme will be funded from the West Yorkshire plus Transport Fund. This is a £1 billion fund, covering West Yorkshire and York. The objectives of the West Yorkshire plus Transport Fund are to enable key employment and housing development areas and will help to create about 20,000 new jobs over the next 10 years. These strategic transport projects will be delivered to facilitate the growth priorities identified in the Leeds City Region Economic plan.

5.95 A strategic programme of car park extensions at West Yorkshire rail stations has been identified to increase capacity and enhance rail connectivity to, from and within West Yorkshire, supporting sustainable travel and employment growth in main urban centres.

5.96 Phase one of the programme included 15 schemes, of which six schemes have completed (Garforth, Fitzwilliam, Hebden Bridge, Mytholmroyd, South Elmsall and Mirfield A), five have been paused (Apperley Bridge, Ben Rhydding, Guiseley, Outwood and New Pudsey) following the Combined Authority's inflation review of 2022, one is currently under construction (Steeton and Silsden), and three are on the forward plan for completion between 2023 and 2025 (Normanton, Moorthorpe and Shipley).

5.97 This change request concerns the three schemes below:

Steeton and Silsden

5.98 The extension of the existing rail station car park at Steeton and Silsden will comprise of a three-level multi-storey non-charging car park for rail users, an additional 102 parking spaces bringing the total to 245, including six blue

badge bays, a fully accessible lift and underlying infrastructure to ensure simple installation and activation of a charging point at a future date.

5.99 The scheme has experienced delays due the introduction by Network Rail of a post-contract requirement to restrict the erection of steelworks during specific hours to reduce the risk of working near the track. The estimated costs associated with the issue is £1,689,576. In addition, during construction some casings from a suspected explosives factory were discovered which resulted in delays and an estimated cost of £175,000 and a further £261,392 to support further management fees is requested due to the alteration and delays to the project. The total estimated costs are £7,010,641. The baseline costs at SOC were £2,530,000

Normanton

5.100 The car park extension at Normanton will add approximately 128 car park spaces to the existing 52 spaces, including fully accessible and extra wide bays.

5.101 Due to the Covid-19 pandemic, there was a delay to the serving of notice to two Network Rail tenants on site. After the easing of the covid restrictions Network Rail struck a compensation deal with the two tenants, but due to delays this resulted in the works having to be retendered. In addition, some improvements identified in the car park design led to additional time and budget required to find a solution.

5.102 Request to increase the scheme allocation by £954,446 from £2,314,000 to £3,268,446. The baseline costs at SOC were £1,440,000

Moorthorpe

5.103 The car park extension at Moorthorpe will provide an additional 43 spaces, bringing the total to 88 and will re-configure the existing car park, whilst altering the levels to the flooring to make it more accessible and compliance with industry standards due to the current car park being on a slight gradient.

5.104 A preconstruction survey revealed the presence of a Victorian era well under the car park and a telecoms infrastructure which required a redesign to the project as the cables had to be rediverted. The existing car park also had a gradient issue which was not compliant to industry standards for accessibility. The result was an increase in overall the costs of £893,185 from £1,266,491 to £2,159,676. The baseline costs at SOC were £1,100,000.

5.105 **Shipley –** The remaining funding is not enough to fund the delivery of the Shipley scheme and therefore the remaining funding will be used to develop the rail parking scheme at Shipley station to outline business case when it will be pipelined until further funding becomes available.

5.106 The change request also seeks approval to release £275,000 from the programme's approved budget, to cover additional programme management costs.

Outputs and Benefits

5.107 The schemes outputs and benefits include:

Steeton and Silsden

- Provision of 102 additional free car parking spaces, taking the total parking offer to 245 spaces.
- Removal of up to 104 cars off the roads for part of the commute, reducing congestion and supporting air quality.
- The increased provision of blue badge bays to nine bays.
- Reduction in overall journey times through better access to the rail network because of more secure parking and reduced congestion.
- The value for money assessment reflects a benefit cost ratio of 1.0:1, judging the scheme as low value for money when assessed against the Department for Transport's value for money criteria.

Normanton

- To increase capacity through the provision of 128 additional parking spaces, taking the total parking offer to 173 spaces.
- An additional seven blue badge bays.
- Reduction in overall journey times through better access to the rail network because of more secure parking and reduced congestion.
- Enhanced environment for rail users by converting neglected brownfield sites and tree cutback to improve user security.
- Enhance connectivity within Normanton as part of the Urban Renaissance programme through installation of Metro totem, providing multi modal information to users.
- The value for money assessment reflects a benefit cost ratio (BCR) of 1.9:1, judging the scheme as medium value for money when assessed against the Department for Transport's value for money criteria.

Moorthorpe

- An increase to the free parking capacity by 43 spaces, enabling the car park to accommodate 88 vehicles, including six blue badge bays.
- A modern, fit for purpose car park with enhanced draining infrastructure, CCTV, LED lighting, and provision of electrical ducting for two future electric charging bays.
- An increase in rail patronage through enhancing the parking capacity.
- A reduction to overall journey times through better access to secure parking and to the rail network.
- Support a reduction to carbon emissions with commuters choosing rail for onward journeys.

- The value for money assessment reflects a benefit cost ratio (BCR) of 1.3:1, judging the scheme as low value for money when assessed against the Department for Transports value for money criteria.

Tackling the Climate Emergency Implications

5.108 The completed car parks will reduce carbon emissions by having more spaces available for commuters, reducing travel by car to urban centres.

Inclusive Growth Implications

5.109 The scheme inclusive growth implications include:

- The car park extensions upon completion will enable more users to access free and secure parking, and complete onward journeys to employment, education or retail via the rail network. An individual not currently in work, but who may still possess a car, may face barriers in accessing employment or learning/retraining opportunities through a lack of reliable and affordable public transport. These schemes will provide more free parking spaces, making cost efficient public transport more widely available.

Equality and Diversity Implications

5.110 An Equality Impact Assessment (EqIA) has been undertaken for each scheme as part of the Network Rail approval package, and equality and diversity impacts have been taken account of as part of the development of the schemes and the business case development.

5.111 Safe pedestrian routes through the car park to the platforms will be created at Normanton

5.112 There is a lift within the car park at Steeton and Silsden to access all levels and safe access routes will be painted onto the car park floors.

5.113 The car park at Moorthorpe will be re-levelled to ensure a safer passage for wheelchair users through the car park.

Consultation and Engagement

5.114 The schemes currently in construction, Steeton and Silsden and Normanton, have their own dedicated YourVoice pages (Steeton & Silsden Station Car Park | Your Voice (westyorks-ca.gov.uk), Normanton Rail Station Car Park Extension | Your Voice (westyorks-ca.gov.uk)), with the facility for the public to ask questions and make comments. Moorthorpe will have the same page in advance of its construction phase. Letter drops have been undertaken at Normanton where there are residents close to the works. The relevant councils have been engaged with throughout the development of each scheme and during the construction phase. All schemes subject to this change request are constructed entirely on Network Rail land and are therefore subject to Permitted Development rights. There is no obligation therefore for the rail industry to formally consult on these works, although information sharing and engagement activities as described above have taken place.

Risks

5.115 The scheme risks include:

- Steeton and Silsden: Risk that works are halted due to failure to secure the section 278 agreement with Bradford Council.

  Mitigation: Contractor and designer to provide the council with timely and relevant information upon request.

- Steeton and Silsden: Risk that car park works extend beyond the current land lease between Northern and the Combined Authority.

  Mitigation: lease extension notice to be issued before the lease expiry of 25 September, to enable the contractor's compound to remain on site.

- Moorthorpe: Delays to signing of contract with Northern following approval of the change request mean that the contractor's price cannot be held.

  Mitigation: contract addendums to be prepared in advance of this change request approval, so that contracts can be signed between the Combined Authority and Northern, then between Northern and the preferred contractor.

Costs

5.116 The total scheme costs for the programme are £25,799,023.

5.117 The Combined Authority's contribution is £25,799,023 from the West Yorkshire plus Transport Fund with £4,327,472 relating to the additional costs requested in this change request and listed below:

- Steeton and Silsden – Request to increase the scheme allocation by £2,204,841 from £4,805,800 to £7,010,641. The baseline costs at SOC were £2,530,000
- Normanton – Request to increase the scheme allocation by £954,446 from £2,314,000 to £3,268,446. The baseline costs at SOC were £1,440,000
- Moorthorpe – Request to increase the scheme allocation by £893,185 from £1,266,491 to £2,159,676. The baseline costs at SOC were £1,100,000
- Request to release £275,000 to fund additional programme management costs, from £540,000 to £815,000.

5.118 The Combined Authority will need to enter into an addendum to the existing Section 56 Agreements with Northern Trains Ltd for expenditure of the following amounts from the West Yorkshire plus Transport Fund:

- £6,592,967 for Steeton and Silsden
- £2,802,180 for Normanton
- £1,652,484 for Moorthorpe

5.119 The Combined Authority will need to enter into a variation to the existing asset protection agreements with Network Rail for expenditure of the following amounts from the West Yorkshire plus Transport Fund:

- £313,194 for Steeton and Silsden,
- £363,257 for Normanton and
- £132,311 for Moorthorpe

Assurance Pathway and Approval Route

Steeton and Silsden

Assurance pathway	Approval route	Forecast approval date
Change request (activity 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	30/06/2024

Normanton

Assurance pathway	Approval route	Forecast approval date
Change request (activity 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	01/11/2024

Moorthorpe

Assurance pathway	Approval route	Forecast approval date
Change request (activity 4)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	19/09/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	01/03/2025

Other Key Timescales

5.120 Other key timescales are:

- Steeton and Silsden – Construction started May 2022, finish 3 November 2023.
- Normanton – Construction start 21 August 2023, finish 1 August 2024.
- Moorthorpe – Construction start November 2023, finish 1 September 2024.

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within 5% of those outlined in this report.
Delivery (DP5) timescales remain within +6 months of those outlined in this report.
Outputs remain within -10% as set out in this report.

Appraisal Summary

5.121 The Change Request seeks approval of additional funding within the Rail Park and Ride Programme from the West Yorkshire plus Transport Fund. The additional funding is needed for increased costs and additional programme management costs and delivery timescales for three separate schemes within the programme.

5.122 The programme has demonstrated that all three schemes are affordable and deliverable and there is no impact to the original scheme outputs and objectives. The Benefit Cost Ratio's (BCR's) have been impacted as both Steeton & Silsden and Moorthorpe are now judged as low value for money, with Normanton being judged as medium value for money.

5.123 Approval of the change request will mean there is insufficient funding available to deliver the scheme at Shipley Rail Station. It is anticipated that the remaining funds will be used to develop the Shipley scheme to outline business case, where it will then be pipelined until further funding is available..

Recommendations

5.124 The Transport Committee, approves that:

(i) The change request to the Rail Park and Ride Programme (phase one) to change the scope of the programme, timescales and funding is approved, as follows:

- Steeton and Silsden rail car park extension scheme to increase the scheme allocation by £2,204,841 from £4,805,800 to £7,010,641. The timeframe is altered to delivery end date of 3 November 2023.

- Normanton rail car park extension scheme to increase the scheme allocation by £954,446 from £2,314,000 to £3,268,446. The timeframe is altered to delivery end date of 1 August 2024.
- Moorthorpe rail car park extension scheme to increase the scheme allocation by £893,185 from £1,266,491 to £2,159,676. The timeframe is altered to delivery end date of 1 September 2024.
- £275,000 additional programme management costs, from £540,000 to £815,000.

(ii) The Combined Authority enters into an addendum to the existing funding agreements with Northern Trains Ltd as following:

- Steeton and Silsden rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £6,592,967.
- Normanton rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £2,802,180.
- Moorthorpe rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £1,652,484.

(iii) That approval is given to for the Combined Authority to enter into a variation to the existing asset protection agreements with Network Rail as following:

- Steeton and Silsden rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £313,194.
- Normanton rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £363,257.
- Moorthorpe rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £132,311.

(iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

6 Tackling the Climate Emergency implications

6.1 The Climate Emergency implications have been considered on all projects included in this report as part of their business case development.

7 Inclusive Growth implications

7.1 The inclusive growth implications have been considered on all projects included in this report as part of their business case development.

8 Equality and Diversity implications

8.1 Equality Impact Assessments (EqIA) have been undertaken on all projects included in this report as part of their business case development.

9 Financial implications

9.1 The report seeks endorsement to expenditure from the available Combined Authority funding as set out in this report.

10 Legal implications

10.1 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

11 Staffing implications

11.1 A combination of Combined Authority and local partner council project, programme and portfolio management resources are, or are in the process of, being identified and costed for within the scheme in this report.

12 External consultees

12.1 Where applicable scheme promoters have been consulted on the content of this report.

13 Recommendations (Summary)

Additional approval - CRSTS (including LUF2 and TCF) Milestones and Monitoring and Evaluation

13.1 The Transport Committee is requested to:

(i) Approve the CRSTS, LUF 2 and TCF updated milestones as set out in Appendix 1 to send to Department for Transport for approval.

(ii) Approve £426,000 from the CRSTS programme management capital budget for programme monitoring and evaluation.

Leeds Healthier Streets Space and Communities (LEEDS)

13.2 The Transport Committee approves that:

(i) The Leeds Healthier Streets, Spaces and Communities scheme proceeds through decision point 2 (strategic outline case) and work commences on activity 3 (outline business case).

(ii) An indicative approval to the Combined Authority's contribution of £6,200,000. The total scheme value is £6,449,000.

(iii) Development costs of £330,000 are approved in order to progress the scheme to decision point 3, taking the total scheme approval to £540,000.

(iv) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £540,000.

(v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report and where required, any change requests are delegated to the Transport Committee. This will be subject to the scheme remaining within the tolerances outlined in this report.

LUF – A639 Park Road

13.3 The Transport Committee approves that:

(i) The A639 Park Road scheme proceeds through decision point 3 (outline business case) and work commences on activity 4 (full business case).

(ii) An indicative approval to the Combined Authority's contribution of £11,901,000. The total scheme value is £11,901,000.

(iii) Additional development costs of £673,000 are approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £1,643,000.

(iv) The Combined Authority enters into an addendum to the existing funding agreement with Wakefield Council for expenditure up to £1,643,000.

(v) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

A629 (Phase 2) – Halifax Town Centre

13.4 The Transport Committee approves that:

(i) The A629 Phase 2 Halifax Town Centre scheme progresses through decision point 4 (FBC) and:

- The Western Corridor progressing to activity 5 (Delivery).
- The Eastern and Central corridors to progress to activity 5 (Delivery) subject to an Approval to Proceed.

(i) Approval of £29,604,881 to progress the Western Corridor to activity 5 (Delivery) and fund land acquisition costs, is given, taking the total approval to £35,933,881.

(ii) Approval of £16,692,933 and £11,512,951 to progress the Eastern and Central Corridors respectively to activity 5 (Delivery), is given, subject to Approval to Proceed. The total scheme value is £64,139,765.

(iii) The Combined Authority enters into an addendum to the existing funding agreement with Calderdale Council for expenditure up to £35,933,881.

(iv) Future approvals are made in accordance with the assurance pathway, and approval route outlined in this report. This is subject to the scheme remaining within the tolerances set out in this report.

Rail Park and Ride Programme (phase one), Steeton and Silsden, Normanton and Moorthorpe Rail Station Car Parks

13.5 The Transport Committee approves that:

(i) The change request to the Rail Park and Ride Programme (phase one) to change the scope of the programme, timescales and funding is approved, as follows:

- Steeton and Silsden rail car park extension scheme to increase the scheme allocation by £2,204,841 from £4,805,800 to £7,010,641. The timeframe is altered to delivery end date of 3 November 2023.
- Normanton rail car park extension scheme to increase the scheme allocation by £954,446 from £2,314,000 to £3,268,446. The timeframe is altered to delivery end date of 1 August 2024.
- Moorthorpe rail car park extension scheme to increase the scheme allocation by £893,185 from £1,266,491 to £2,159,676. The timeframe is altered to delivery end date of 1 September 2024.
- £275,000 additional programme management costs, from £540,000 to £815,000.

(ii) The Combined Authority enters into an addendum to the existing funding agreements with Northern Trains Ltd as following:

- Steeton and Silsden rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £6,592,967.
- Normanton rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £2,802,180.
- Moorthorpe rail car park extension scheme enters into addendum to the existing funding agreement with Northern Trains Ltd for expenditure of up to £1,652,484.

(iii) That approval is given to for the Combined Authority to enter into a variation to the existing asset protection agreements with Network Rail as following:

- Steeton and Silsden rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £313,194.
- Normanton rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £363,257.
- Moorthorpe rail car park extension scheme enters into a variation to the existing asset protection agreement with Network Rail up to £132,311.

(iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report. This will be subject to the scheme remaining within the tolerances outlined in this report.

14 Background Documents

14.1 None as part of this report.

15 Appendices

Appendix 1 – CRSTS (including LUF2 and TCF) Revised Milestones

Appendix 2 – Leeds Healthier Streets Space and Communities – Business Case Summary

Appendix 3 – LUF A639 Park Road – Business Case Summary

Appendix 4 – A629 Phase 2 Halifax Town Centre – Business Case Summary

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Item 10 Project Approvals Appendix 1 – CRSTS re-baselined milestones

Project	Programme	DP1 - Strategic Assessment	DP2 - Strategic Outline Case	DP3 - Outline Business Case	DP4 - Full Business Case	Business Justification Case	Approval to Proceed	Start on Site	End on Site	DP5 - Delivery Closure	DP6 - Financial Closure	DP7 - Evaluation
(1) West Bradford - Cycle Superhighway Extension	TCF			Complete	Aug-23	N/A	Sep-23	Nov-23	Feb-25	Feb-25	Aug-25	Feb-26
(2) Bradford Interchange Station Access	TCF			Complete	Sep-23	N/A	Nov-23	Dec-23	Jun-25	Jun-25	Dec-25	Jun-26
(3) Bradford City Centre Cycling and Walking Improvements	TCF			Complete	Complete	N/A	Sep-23	Jul-23	Mar-25	Apr-25	Jul-25	Jan-26
(4) South Bradford Park & Ride and Bus Expressway	TCF			Oct-23	Aug-24	N/A	Mar-24	Oct-24	Mar-26	Mar-26	Sep-26	Oct-25
(5) Halifax Rail Station Gateway	TCF			Complete	Sep-23	N/A	N/A	N/A	N/A	N/A	N/A	N/A
(6) West Halifax Improved Streets for People	TCF			Complete	Feb-24	N/A	Feb-24	Feb-24	Dec-24	Apr-25	Dec-25	Jan-26
(7) North Halifax Improved Streets for People	TCF			Complete	Feb-24	N/A	Feb-24	Feb-24	Dec-24	Apr-25	Dec-25	Jan-26
(8) Elland Rail Station Walking and Cycling Access	TCF			Complete	Apr-24	N/A	Aug-24	Sep-24	Mar-26	Jun-26	Jun-27	Sep-27
(9) Brighouse Cycling and Walking Improvements	TCF			Complete	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
(10) Heckmondwike Bus Hub	TCF			Complete	Sep-23	N/A	Nov-23	Nov-23	Nov-24	Nov-24	Jul-25	Dec-25
(11) Dewsbury - Cleckheaton Bus, cycling and walking corridor	TCF			Complete	Feb-24	N/A	Mar-24	Mar-24	Jun-25	Jun-25	Dec-25	Jun-26
(12) Dewsbury - Batley - Chidswell Bus, cycling and walking corridor	TCF			Oct-23	Feb-24	N/A	Apr-24	Jun-24	Jun-25	Jun-25	Nov-25	Feb-26

Project	Programme	DP1 - Strategic Assessment	DP2 - Strategic Outline Case	DP3 - Outline Business Case	DP4 - Full Business Case	Business Justification Case	Approval to Proceed	Start on Site	End on Site	DP5 - Delivery Closure	DP6 - Financial Closure	DP7 - Evaluation
(13) Dewsbury Town Centre Walking & Cycling Improvements	TCF			Oct-23	Mar-24	N/A	May-24	Jul-24	Jul-25	Jul-25	Dec-25	Mar-26
(14) A629 Wakefield Road Sustainable Transport scheme	TCF			Oct-23	N/A	N/A	N/A	N/A	N/A	N/A	N/A	Oct-25
(15) Huddersfield Rail Station walking and cycling connections	TCF			Sep-23	Apr-24	N/A	Aug-24	Aug-24	Mar-26	Mar-26	Sep-26	Mar-27
(16) A64 Bus, Cycle and Walking Improvements and bus P&R	TCF			Sep-23	May-24	N/A	Jul-24	Aug-24	Oct-25	Nov-25	Jul-26	Jul-23
(17) Leeds Station - Sustainable Travel Gateway (Bishopgate)	TCF			Complete	Complete	N/A	Complete	Jul-23	Oct-25	Oct-25	Dec-25	Jun-26
(18) Leeds City Centre Cycle Improvements	TCF			Complete	Complete	N/A	Complete	Apr-22	Mar-24	Mar-24	31/09/2024	Mar-25
(19) Leeds Public E-Bike Cycle Share	TCF			N/A	Complete	N/A	Complete	Aug-23	Mar-24	Mar-24	Mar-24	Mar-25
(20) Wakefield City Centre Bus, Cycle and Walking Improvements	TCF			Jan-24	Dec-24	N/A	Feb-25	Mar-25	Mar-26	Jan-26	Nov-25	Jan-26
(21) A61 Bus, Cycle and Walking Improvements	TCF			Feb-24	Dec-24	N/A	Feb-25	Mar-25	Mar-26	Jan-26	Dec-26	Jan-26
(22) A639 Bus, Cycle and Walking Improvements	TCF			Feb-24	Dec-24	N/A	Feb-25	Mar-25	Mar-26	Jan-26	Dec-26	Jan-26
(23) Halifax Bus Station	TCF			Complete	Complete	N/A	Complete	Sep-21	Dec-23	Dec-23	Jun-24	Dec-25
(24) White Rose Station	TCF			Complete	Complete	N/A	Complete	Mar-22	Nov-23	Nov-23	Apr-24	Sep-24
(25) Dewsbury Bus Station	TCF			Complete	Apr-24	N/A	Jul-24	Sep-24	Feb-26	Feb-26	Aug-26	Feb-27

Project	Programme	DP1 - Strategic Assessment	DP2 - Strategic Outline Case	DP3 - Outline Business Case	DP4 - Full Business Case	Business Justification Case	Approval to Proceed	Start on Site	End on Site	DP5 - Delivery Closure	DP6 - Financial Closure	DP7 - Evaluation
(26) Huddersfield Bus Station	TCF			Complete	Jul-24	N/A	Nov-24	Dec-24	Aug-26	Aug-26	Dec-26	Jun-27
(27) Public transport Network Navigation	TCF			Complete	Feb-23	N/A	Sep-23	Nov-23	Jan-26	Jan-26	Jul-26	Jan-27
(29) Castleford Wheldon Road Pedestrian and Cycle Bridge	CRSTS		N/A	N/A	Mar-24	N/A	Oct-24	Jan-25	Mar-26	Aug-26	Jan-27	Mar-31
(30) North Halifax Streets for People enhancements (Illingworth/Ovenden)	CRSTS											
(31) Leeds Creating Healthier Streets, Spaces and Communities	CRSTS		complete	Mar-24	Aug-24	N/A	Oct-24	Dec-24	Jan-27	Apr-27	Jul-27	Jul-28
(32) Wakefield Road, Bradford transformational bus priority and cycle corridor	CRSTS		Jun-24	May-25	Oct-25	N/A	Jan-26	Mar-26	Mar-27	May-27	May-28	Jan-33
(33) Calderdale Bus hotspots and priority incl. bus lane camera enforcement	CRSTS	Oct-23	Apr-24	N/A	N/A	Jun-24	Sep-24	Jul-25	Mar-27	Sep-27	Mar-28	Mar-32
(34) North-East Calderdale Bus Priority and Cycle corridor – phase 1 (enabling works)	CRSTS		complete	Jun-24	May-25	N/A	Sep-25	Mar-26	Mar-27	Sep-27	Mar-28	Mar-32
(35) A62 – A644 Bus priority corridors- Huddersfield – Cooper Bridge – Ravensthorpe – Dewsbury	CRSTS		Feb-24	Oct-24	May-25	N/A	Nov-25	Jan-26	Jan-27	Jul-27	Jun-28	May-28

Project	Programme	DP1 - Strategic Assessment	DP2 - Strategic Outline Case	DP3 - Outline Business Case	DP4 - Full Business Case	Business Justification Case	Approval to Proceed	Start on Site	End on Site	DP5 - Delivery Closure	DP6 - Financial Closure	DP7 - Evaluation
(36) Beckett Street, Leeds – transformational bus priority scheme	CRSTS		complete	Complete	Jun-24	N/A	Sep-24	Jan-25	Mar-26	Jun-26	Aug-26	Aug-27
(38) A639 Park Road, Pontefract – on and off highways improvements	CRSTS		complete	Oct-23	Oct-24	N/A	Nov-24	Jun-25	Feb-26	Apr-26	Jul-27	Aug-27
(39) Heath Common to Knottingley Bus Priority	CRSTS		Mar-24	Dec-24	Dec-25	N/A	Jan-26	Jan-26	Jul-26	Aug-26	Oct-26	Oct-26
(40) Horbury to Wakefield / Ossett to Wakefield bus priority	CRSTS		Jan-24	Dec-24	Dec-25	N/A	Jan-26	Jan-26	Jul-26	Aug-26	Oct-26	Oct-26
(42) Kirklees enhanced Electric Vehicle programme - residential charging and support programme	CRSTS		Dec-23	Mar-24	Jul-24	N/A	Jul-24	Oct-24	Mar-27	May-27	Jun-27	Aug-27
(43) Kirklees district wide speed limit review	CRSTS		N/A	N/A	N/A	Mar-24	Apr-24	Jun-24	Mar-27	Oct-27	Apr-28	Apr-32
(46) Steeton and Silsden cycling and walking Improvements	CRSTS		complete	Jan-24	Dec-25	N/A	Jan-26	Feb-26	Feb-27	Feb-27	Feb-28	Jan-33
(47) West Yorkshire EV Charging and Local Place/ Neighbourhood Package	CRSTS		Mar-24	TBC	Apr-25	N/A	Apr-25	Apr-25	Mar-27	Jun-27	Jun-28	Jun-28
(48) Dalton Deighton Active Travel Route	CRSTS		Feb-24	Oct-24	May-25	N/A	Nov-25	Jan-26	Jan-27	Jul-27	Jun-28	Jan-29

Project	Programme	DP1 - Strategic Assessment	DP2 - Strategic Outline Case	DP3 - Outline Business Case	DP4 - Full Business Case	Business Justification Case	Approval to Proceed	Start on Site	End on Site	DP5 - Delivery Closure	DP6 - Financial Closure	DP7 - Evaluation
(49) Wakefield City – extension to LCWIP1 (Local Cycling and Walking Improvement Plan) schemes to complete connection to TCF schemes	CRSTS	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
(50) A660 bus priority & cycle corridor incl. Lawnswood roundabout	CRSTS		complete	Oct-23	Feb-24	N/A	Jul-24	Sep-24	Sep-25	Feb-26	Apr-26	Dec-26
(52) Leeds Station - Platform 13/17 extension - allowing longer trains and better rail services to the Five Towns/Wakefield district	CRSTS		Dec-23	Apr-24	Oct-24	N/A	Nov-24	Nov-24	Apr-26	Oct-26	Apr-27	Apr-31
(56) Bradford Interchange (essential works) – bus station refurbishment and renewal	CRSTS		complete	Complete	Complete	N/A	Dec-22	Sep-22	Apr-24	Oct-24	Apr-24	Oct-29
(57) Bus shelter refurbishment and renewal	CRSTS		N/A	N/A	N/A	Jul-24	Aug-24	Dec-24	Mar-26	Sep-26	Mar-27	Mar-31
(59) Bus Station refurbishment- additional priorities	CRSTS		Apr-24	N/A	N/A	N/A	Mar-25	Apr-25	Dec-26	Jun-27	Dec-27	Dec-31
(60) Community Transport Vehicle renewal and upgrade to electric vehicles	CRSTS	Dec-23	Apr-24	Assurance route TBC	Aug-24	N/A	Sep-24	Oct-24	Apr-25	Oct-25	Apr-26	Apr-30
(82) Kings Road (Bradford) sustainable travel corridor improvements	CRSTS		Jan-24	Nov-24	Jan-26	N/A	Feb-26	Mar-26	Mar-27	Mar-27	Jun-28	Jan-33

Project	Programme	DP1 - Strategic Assessment	DP2 - Strategic Outline Case	DP3 - Outline Business Case	DP4 - Full Business Case	Business Justification Case	Approval to Proceed	Start on Site	End on Site	DP5 - Delivery Closure	DP6 - Financial Closure	DP7 - Evaluation
(83) A61 (N) multi modal corridor improvements - Scott Hall Road bus lane	CRSTS	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
(84) A660 - Northern/University Gateway inclusive of the Headrow to St Marks Road.	CRSTS		complete	Apr-24	Oct-24	N/A	Jan-25	Apr-25	Sep-26	Dec-26	Apr-27	Apr-28
(85) South Wakefield Bus Package (including; A636 Denby Dale Road bus priority measures)	CRSTS		Jan-24	Dec-24	Dec-25	N/A	Jan-26	Jan-26	Jul-26	Aug-26	Oct-26	Oct-26
(86) North Wakefield Bus Package (including; A642 Aberford Road corridor bus priority measures)	CRSTS		Jan-24	Dec-24	Dec-25	N/A	Jan-26	Jan-26	Jul-26	Aug-26	Oct-26	Oct-26
(87) Bradford Bus Hotspots (Westgate / Drewton Rd / Lumb Lane; Leeds Rd gyratory; Bolton Rd / Leeds Rd / Stone Hall Rd)	CRSTS	Oct-23	Apr-24	Assurance route TBC	Assurance route TBC	Assurance route TBC	Aug-25	Jan-26	Feb-27	Mar-27	May-28	Jan-33
(88) Elland Road South/Churwell Hill (from A6110 package)	CRSTS		complete	Sep-23	Nov-24	N/A	Mar-25	Mar-25	Jan-26	Mar-27	May-27	May-28
(89) Thirsk Row/King Street- bus gate/access road	CRSTS		complete	Complete	Complete	N/A	#REF!	Nov-22	Dec-23	Mar-24	Apr-24	Apr-25
(37a) Leeds City Centre Bus Priority, Network Efficiency, Parking Management, Place Making and Active Travel - Bus Priority	CRSTS		complete	Complete	Complete	N/A	Dec-22	Jan-23	Nov-23	Jan-24	Apr-24	Apr-25

Project	Programme	DP1 - Strategic Assessment	DP2 - Strategic Outline Case	DP3 - Outline Business Case	DP4 - Full Business Case	Business Justification Case	Approval to Proceed	Start on Site	End on Site	DP5 - Delivery Closure	DP6 - Financial Closure	DP7 - Evaluation
(37b) Leeds City Centre Bus Priority, Network Efficiency, Parking Management, Place Making and Active Travel - Cycle Loops	CRSTS		complete	N/A	May-24	N/A	Jul-24	Aug-24	Aug-25	Sep-25	Dec-25	Aug-26
(41a) Small Scale Station Improvements	CRSTS		complete	Dec-23	Feb-24	N/A	Mar-24	Apr-24	Dec-24	Jun-25	Dec-25	Jun-30
(41b) Large Scale Station Improvements	CRSTS		Mar-24	N/A	Dec-24	N/A	Jan-24	Feb-25	Mar-27	Sep-27	Mar-28	Mar-32
(44 A) Car club network electrification	CRSTS		N/A	N/A	N/A	Jan-24	Feb-24	Mar-24	Oct-25	Apr-26	Oct-26	Oct-30
(44 B) Demand Responsive Travel (DRT)	CRSTS	Dec-23	May-24	N/A	Oct-24	N/A	Mar-25	Apr-25	Dec-25			
(44 C) Digital Connectivity (being delivered as part of DRT & Mobility Hub)	CRSTS	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
(44 D) Mobility Hubs Ph2	CRSTS		complete	N/A	Dec-23	N/A	Apr-24	Jun-24	Mar-27	Jun-25	Dec-25	Dec-29
(44 E) Integrated ticketing and payment	CRSTS		N/A	N/A	N/A	Oct-23	Oct-23	Oct-23	Mar-27	Sep-27	Mar-28	Mar-32
(44 F) Integrated Information	CRSTS	Dec-23	Jun-24	Dec-24	Mar-25	N/A	Mar-25	Mar-25	Mar-27	Sep-27	Mar-28	Mar-32
(44 G) CoSa Replacement	CRSTS		N/A	N/A	N/A	complete	Jun-23	Jul-23	Mar-25	Sep-25	Mar-26	Mar-30
(58 A) Bus Infrastructure works (SAEP)	CRSTS		N/A	N/A	N/A	Jul-24	Aug-24	Dec-24	Mar-26	Sep-26	Mar-27	Sep-30
(58 B) Safety Accessibility and Efficiency	CRSTS		N/A	N/A	N/A	Jul-24	Aug-24	Dec-24	Mar-26	Sep-26	Mar-27	Sep-30

Project	Programme	DP1 - Strategic Assessment	DP2 - Strategic Outline Case	DP3 - Outline Business Case	DP4 - Full Business Case	Business Justification Case	Approval to Proceed	Start on Site	End on Site	DP5 - Delivery Closure	DP6 - Financial Closure	DP7 - Evaluation
Environment Programme												
(51) Zero Emission Buses	CRSTS		Complete	N/A	Mar-24	N/A	Apr-24	May-24	Oct-26			

Project Overview

Project Title	Leeds Healthier Streets Space and Communities

Main Funding Programme	City Region Sustainable Transport Settlement (CRSTS)
Current Forecast Project cost	£6,449,000
Funding Applied for from the Combined Authority	£6,200,000
Other public sector funding amounts and sources	£249,000, Leeds City Council held Section 106 monies

Scheme Description

The scheme looks to realise the wider benefits to mobility and travel choice in neighbourhoods and district centres across Leeds. This is in line with the twenty-minute neighbourhood concept, where infrastructure enables easy access for people to meet most of their everyday needs locally within a convenient 20-minute return trip. Specific interventions will include prioritising walking and cycling, bus priority measures, new crossing points, enhanced cycle parking and reprogramming of traffic signals to enable and enhance walking, cycling and public transport for a range of journeys. The intention is for these measures to add to or complement existing or proposed schemes in Leeds.

The scheme will improve local travel options by encouraging use of public transport, air quality, and reduce car dependency and associated carbon emissions for local travel.

Business Case Summary

Strategic Case

The scheme will cover targeted locations in Leeds and provide infrastructure interventions to encourage walking, cycling and public transport uptake, as an alternative to the private car to help reduce congestion levels, improve air quality, and reduce carbon emissions. This supports objectives of the CRSTS programme, the West Yorkshire Mayor's 'tackle climate emergency' pledge, and inclusive growth, 21st Century Transport, and Climate Emergency priorities of the Strategic Economic Framework (SEF). The scheme will also complement several other planned active travel schemes across the Leeds district.

The scheme supports inclusive growth and inclusivity as it will improve opportunities to access employment, education, and housing, particularly for those without access to a car.

Economic Case

The optioneering exercise comprised development of a long-list of 73 local centres were identified, from the Leeds Local Plan, and these were assessed against 18 wide-ranging criteria. This sift resulted in the formulation of a medium list, of 27 locations, identified as having potential to be targeted for intervention. The project then considered eight option packages covering a different combination of small, medium and large interventions. These were sifted using the project's stated objectives and Critical Success Factors (CSF) resulting in four options, being presented as the Preferred Way Forward (PWF), to be taken forward for more detailed development and assessment.

The project has identified the likely benefits of the project, such as improved health benefits, reduced absenteeism, improved safety, improved environmental conditions and reduced journey times for those travelling by bike and walking. The project also considered potential disbenefits such as increased journey time for motor vehicle users and bus passengers. There may also be minor

localised environmental impacts due to increased stop-start traffic and potential re-routing resulting in longer trips.

More detailed economic appraisal is to be undertaken once the options are further developed, which will take account of feedback from robust consultation and engagement that is planned to be undertaken.

Commercial Case

It is proposed that the scheme will be delivered via existing tendered framework contracts for civil engineering / highway works, as well as the potential to draw on the Council's in-house direct service provision.

The procurement for delivery will draw on the strengths of pre-existing relationships with the contractors on the relevant frameworks. An established relationship of this kind will also help to address emerging or unforeseen cost risks.

Financial Case

The total scheme cost is estimated as £6,449,000.

£6,200,000 of funding is to come from the City Region Sustainable Transport Settlement fund with Leeds City Council providing £249,000 from receipt of Section 106 contributions.

£210,000 development costs was approved at the previous activity point. The majority (85%) of this is unspent and a further £330,000 is sought for development of the Outline Business Case.

Management Case

Leeds City Council is the lead promoting authority and will manage the contract with the identified supplier. Governance structures are being developed, based on established governance arrangements, and it is proposed this scheme will report to the Active Travel Board.

The scheme infrastructure is to be predominantly located on the public highway and processes are being put in place to ensure relevant permissions such as Traffic Regulation Orders can be obtained. It is noted that planning permission is not required to deliver the scheme however, agreements will be needed if third party land is to be used.

A scheme risk register has been developed to monitor and manage risks.

Consultation and engagement plans are being developed to ensure detailed consultation and engagement will be undertaken to support the identification and development of suitable local packages. Co-design is to be incorporated as part of scheme development.

An indicative programme illustrates construction to begin in 2025 and the scheme to be completed in 2027.

A Monitoring and Evaluation plan to monitor, record, and evaluate the realisation of benefits will be developed to align with the CRSTS Evaluation Framework, and should capture learning from the scheme to enable potential implementation of similar interventions elsewhere in Leeds and West Yorkshire.

Project Overview

Project Title	A639 Park Road

Main Funding Programme	Levelling Up Fund Round 2
Current Forecast Project cost	£11,901,000
Funding Applied for from the Combined Authority	£11,901,000
Other public sector funding amounts and sources	None
Private sector funding amounts and sources	None

Scheme Description

The A639 Park Road scheme is located in Pontefract, Wakefield, with the scheme boundary between Stuart Road and Junction 32 of the M62.The scheme will be funded by the Department for Transport's (DfT) Levelling Up Fund 2 (LUF2) programme.

The A639 Park Road scheme will deliver bus priority traffic signals at the A639/Park Lane junction, increase the highway capacity to four lanes (two lanes each direction) to reduce delay for buses, and improve the pedestrian and cycling provision at the Retail Park and Racecourse roundabout. The cycle route between the town centre and Junction 32 retail park will have new and improved segregated cycling and crossing infrastructure.

Business Case Summary

Strategic Case

The scheme supports delivery of the LUF2 programme objectives of improving safety and the cycling and walking environment for cyclists and pedestrians, reducing congestion, improving local air quality, and increasing town centre footfall and economic growth. The scheme also supports delivery of the local Levelling Up plans.

The scheme supports the West Yorkshire Mayor's pledge to tackle the climate emergency, the Yorkshire Investment Strategy, and principles of Inclusive Growth as set out in the Strategic Economic Framework (SEF).

Economic Case

The value for money assessment reflects a benefit cost ratio (BCR) of 2.9:1 classing the scheme as high value for money when assessed against the DfT's value for money criteria.

The assessment indicates that the scheme will benefits bus users, highway users and active travel users which includes walking and cycling.

Commercial Case

The scheme is exploring options regarding procuring the construction works. The current preference is to split the works between in-house resources and an external contractor, with the contractor to be procured via a traditional procurement strategy whereby contractors bid based on tender issued by the council.

The procurement route will be confirmed at full business case.

Financial Case

The total forecasted scheme cost is £11,901,000, of which £11,331,000 will be funded by the DfT's Levelling Up Fund 2 (LUF2) and £570,000 from the West Yorkshire plus Transport Fund (WY+TF). The WY+TF has supported the outline business case development costs as the scheme initially formed part of the WY+TF Corridor Improvement Programme 2 (CIP2).

The total scheme cost estimate has accounted for project development costs, construction costs, risk, contingency, and inflation costs.

Management Case

The management and delivery of the scheme is split between Wakefield Council's Highways and Transportation team and its Major Projects team, with the overall delivery programme will be monitored and co-ordinated by the LUF2 A639 Project Board.

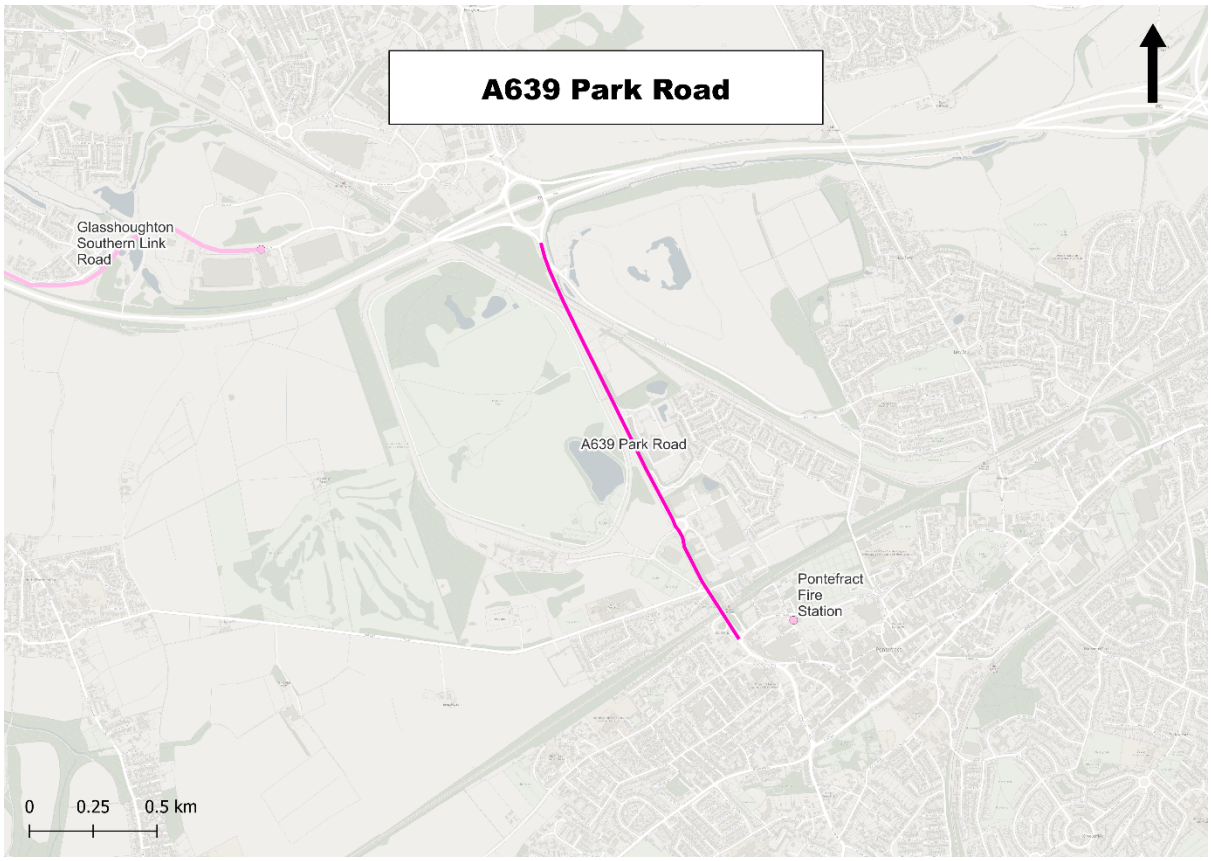
Planning permission is likely to be required for the widening of the A639 between the Park Lane junction and Princes Drive.

Scheme risks will be managed via a project risk register.

The current delivery programme forecasts site mobilisation and enabling works to commence in November 2024, with the main construction programme commencing in June 2025 and completing in February 2026.

Location Map

The following map shows the location of the A639 Park Road scheme:



Please note, depending on the level of scheme development, the location and scope of the schemes indicated here are indicative only.

For further information on Combined Authority schemes across the Leeds City Region, please refer to: https://www.westyorks-ca.gov.uk/growing-theeconomy/leeds-city-region-infrastructure-map

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Project Overview

Project Title	A629 Phase 2 Halifax Town Centre

Main Funding Programme	West Yorkshire plus Transport Fund (WY+TF)
Current Forecast Project cost	£64,139,765
Funding Applied for from the Combined Authority	£64,139,765
Other public sector funding amounts and sources	£0
Private sector funding amounts and sources	£0

Scheme Description

The A629 phase 2 Halifax town centre scheme is being delivered through the West Yorkshire plus Transport Fund (WY+TF) A629 Halifax to Huddersfield corridor programme, approved by the Combined Authority Board in 2015.

The Phase 2 Halifax Town Centre scheme will deliver a series of bus, cycling and walking infrastructure improvements to enable greater connectivity and accessibility to and within the town centre. This will enable easier access to key sites by addressing severance (poor walking, cycling, and crossing infrastructure), re-routing traffic, and implementing a revised bus network for greater coverage. This will complement the redeveloped bus station. The scheme will also enhance the public spaces and attractiveness of the town centre.

Business Case Summary

Strategic Case

The scheme will support several local, regional, and national strategic policies and priorities, including ambitions of tackling the climate emergency and encouraging travel by sustainable methods such as walking, cycling and public transport.

The phase 2 town centre scheme is part of a wider A629 programme, with phase 1a: Jubilee Road to Shaw Hill already constructed, and phase 1b: Elland Wood Bottom to Salterhebble Hill nearing completion.

The phase 2 town centre scheme will complement planned works through the Transforming Cities Fund programme, with the ‘Improved Streets for People’ schemes currently being developed at North and West Halifax.

Extensive consultation with the public and stakeholders, including Councillors, user groups, and bus operators has been carried out and maintained throughout the development of the scheme.

Economic Case

The value for money assessment calculates a Benefit Cost Ratio (BCR) of 2.3:1, determining the scheme as High value for money when assessed against the Department for Transport (DfT) value for money criteria.

The assessment reflects that the scheme will benefit new and existing pedestrians, cyclists, and bus users accessing and visiting Halifax town centre.

Commercial Case

The scheme has identified a preferred contractor to deliver the construction works. The consultant who supported the outline business case development, submission of the planning application, and the detailed design stage at full business case for this scheme, will be appointed to provide ongoing design support to the contractor during the construction programme.

Financial Case

The total scheme cost is £64,139,765, which will be fully funded through the West Yorkshire plus Transport Fund (WY+TF) programme.

As per the phased delivery programme, the scheme will seek and manage the approval of funding to deliver the construction works when the respective phase is ready to progress to delivery, commencing with the Western Corridor, then Eastern, and then Central.

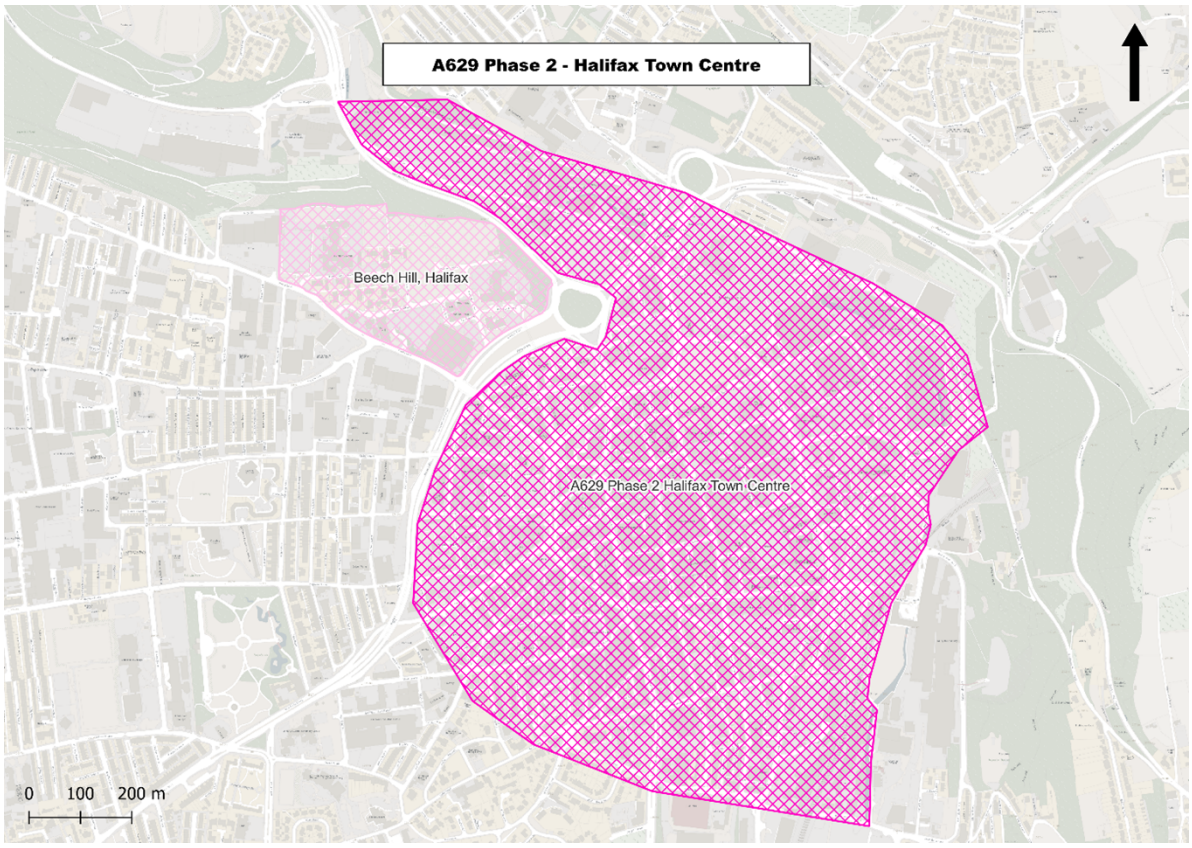
Management Case

The delivery programme expects the Western Corridor works to commence in November 2023, the Easter Corridor in March 2025, and the Central Corridor in September 2026, with completion of the full scheme by November 2027.

The Planning Application was approved in June 2020, with all conditions discharged as of June 2023 to enable start on site.

Location Map

The following map shows the location of the A639 Park Road scheme:



Please note, depending on the level of scheme development, the location and scope of the schemes indicated here are indicative only.

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