



West
Yorkshire
Combined
Authority

Tracy
Brabin
Mayor of
West Yorkshire

TRANSPORT COMMITTEE

MEETING TO BE HELD AT 11.00 AM ON THURSDAY, 16 NOVEMBER
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**
 1. To highlight Agenda Item 6, appendices 1 and 2 which officers have identified as containing exempt information within the meaning of Schedule 12A to the Local Government Act 1972, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.
 2. To consider whether or not to accept the officers' recommendation in respect of the above information as set out Item 6, appendices 1 and 2.
 3. If the recommendation is accepted, to formally pass the following resolution:-

RESOLVED – That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Item 6, appendices 1 and 2 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

4. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 19 SEPTEMBER 2023

Copy attached.
(Pages 1 - 10)

5. PASSENGER EXPERIENCE - RAIL

(Pages 11 - 24)

6. TRANSPORT POLICY UPDATE

(Pages 25 - 34)

7. THE WEST YORKSHIRE LOCAL TRANSPORT PLAN

(Pages 35 - 40)

8. PROJECT APPROVALS

(Pages 41 - 78)

Signed:

A handwritten signature in black ink, appearing to be 'BAM', with a horizontal line underneath it.

**Chief Executive
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON TUESDAY 19 SEPTEMBER 2023 AT COMMITTEE ROOM 1,
WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Peter Carlill (Deputy Chair)	Leeds City Council
Councillor Alex Ross-Shaw	Bradford Council
Councillor Taj Salam (Transport Engagement Lead)	Bradford Council
Councillor Peter Caffrey	Calderdale Council
Councillor Colin Hutchinson (Transport Engagement Lead)	Calderdale Council
Councillor Scott Patient	Calderdale Council
Councillor Ammar Anwar (Transport Engagement Lead)	Kirklees Council
Councillor Martyn Bolt	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 Annie Maloney (Transport Engagement Lead)	Leeds City Council
Councillor Armaan Khan	Wakefield Council
Councillor Matthew Morley	Wakefield Council
Councillor Jakob Williamson (Transport Engagement Lead)	Wakefield Council
Councillor Peter Kilbane	York Council

In attendance:

Simon Warburton	West Yorkshire Combined Authority
Luke Albanese	West Yorkshire Combined Authority
Mick Bunting	West Yorkshire Combined Authority
Melanie Corcoran	West Yorkshire Combined Authority
Dave Haskins	West Yorkshire Combined Authority
Robert Griffiths	West Yorkshire Combined Authority
Kaysie Mclean	West Yorkshire Combined Authority
Tom Murphy	West Yorkshire Combined Authority
John Parkin	West Yorkshire Combined Authority
Ian Parr	West Yorkshire Combined Authority

10. Apologies for Absence

Apologies for absence were received from Cllr Hayden, Cllr Hussain, Cllr Rowe and Cllr Williamson.

11. Declarations of Disclosable Pecuniary Interests

Item 5 Passenger Experience Update – Cllr Taj Salam - Disclosable Pecuniary Interest. Cllr Salam disclosed his employment with First Bus.

12. Exempt information - Possible Exclusion of the Press and Public

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

13. Minutes of the Meeting of the Transport Committee held on 27 July 2023

Resolved: That the minutes of the meeting of the Transport Committee held on 7 July 2023 be approved and signed by the Chair.

14. Passenger Experience update

Members received a report from the Interim Director for Passenger Experience and Asset Management to provide an update on the public transport network in West Yorkshire, including an update on the Combined Authority's passenger facing activity.

Officers presented members with a breakdown of the results of the Public Perceptions of Transport survey.

Members asked the following questions to the rail operator representatives in attendance:

1. What was the justification for removing the Nova 3 fleet of trains, and the passenger satisfaction with Nova 3 trains compared to others?
2. What was the reason for reducing the size of the train from Doncaster to Leeds?
3. Can Network Rail be asked to provide more details about diversions and the length of closures when routes are closed for track upgrades?
4. Given the decrease in overall passenger numbers since 2019, how were the operators able to make a profit?
5. Would the latest timetable changes make the services more reliable?
6. Could operators commit to listening to the public response regarding the closure of rail ticket offices?
7. What was the state of the industrial relationships with unions?
8. How long did it take to train a driver and much driver training was taking place?
9. Would any ticket offices be closed before the government deadline?
10. Was there a requirement for bus replacement services to be accessible?

Train operators responded as briefly summarised below:

1. Operators identified a need to simplify the services by removing some trains and reducing the timetable. The routes were identified as having lower patronage than before the pandemic, and the reductions were relatively small.
2. Operators noted there had been no capacity issues for most journeys, and an additional journey was being added to the route.

3. Officers noted the impact on active travel routes and offered to engage with Network Rail and provide a response.
4. Operators noted that the rail service was subsidised and did not make any profits, but any profit was returned to the taxpayer.
5. Operators noted that the changes were designed to ensure enough capacity, and enough training could be delivered to cover increased capacity for other services in the future.
6. Operators noted the feedback had been provided to Transport Focus, and the consultation period would not end until 6 October 2023. Operators were awaiting analysis of the feedback before finalising a response.
7. Operators responded the Rail Delivery Group was negotiating on operators' behalf, and operators were awaiting further information. Operators noted ASLEF had announced two more strike dates which would negatively affect customers, but operators were working to address any issues which they could control.
8. Operators responded that driver training usually took around two years. Many drivers were moving to freight trains, and the six-month notice period created a deficit whenever a driver left. Some operators could utilise rest-day working to alleviate issues, but it could not cover all availability issues. The pandemic severely impacted the ability to train new drivers due to the social distancing requirements, and a backlog was still existent.
9. Operators responded there were some vacancies, but there was a need for clarification before posts could be filled. Staff had been moved around to cover any vacancies but there was no intention to close any offices if it could be helped.
10. Operators responded that replacement bus services should be accessible, and they would look into any cases which services were not.

Members asked the following questions to the bus operator representatives in attendance:

1. How many bus driver vacancies were there in West Yorkshire and how did that figure affect punctuality?
2. Would there be any more cuts to Services?
3. What increase in patronage would be necessary to reinstate cut services?
4. Members requested more information about the highest and lowest performing routes with regards to punctuality and cancellations, and suggested the introduction of shorter routes would reduce delays caused by longer routes.
5. Was there a plan to attract older and disabled passengers back to services?
6. How could passengers be assured of safety on buses?
7. How were operators intending to meet decarbonisation goals?
8. How were bus promotions being advertised to passengers?

Bus operators responded as follows:

1. The number of drivers had stabilised, with a net gain of 75 drivers since April 2023. Work was being undertaken to increase retention and introduce changes to duties and shifts to attract new drivers. The number of driver absentees had decreased in recent months with service changes in Leeds contributing to improvements in punctuality.

2. It was not in operators interests to cut services, and operators requested passengers remain patient while they work with the Combined Authority to improve services.
3. Operators did not have the necessary data and offered to respond to the question outside of the meeting.
4. Operators offered to provide punctuality details outside of the meeting and noted that individual routes face separate challenge and there was no single solution.
5. Operators noted that surveys undertaken by Transport Focus suggested most passengers had returned to using buses, but a small number of passengers continued to avoid public transport. Other changes such as working from home and increased online shopping had reduced the need for vulnerable people to use public transport.
6. Members noted that there was some funding for police community support officers within the BSIP funding.
7. First Bus had commitments to fully decarbonise its fleet by 2035, but had recently submitted proposals to achieve decarbonisation by 2030 and remove all non-euro 6 buses. Arriva had commitments to decarbonise their fleet by 2036 and had plans to deliver 47 new electric buses in Wakefield.
8. First Bus had recently finished the 'Catch the Summer' campaign with advertisements placed across West Yorkshire. There was an additional campaign delivered alongside the Combined Authority aimed at concessionary pass holders. Leaflets had also been distributed to advise of service changes, with additional advertisement placed on the website and app. An additional scheme involving multiple operators was ongoing to promote more bus use along a specific travel corridor, and the results will be used to inform similar future promotions.

Resolved: That the updates provided in the submitted report be noted.

15. Mass Transit Vision Adoption

Members received a report to consider the amendments to the Vision 2040 and 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 raised concerns about a lack of detail regarding connections to areas in the south of the region and to South Yorkshire. Officers noted the immediate concern was to address issues with the existing rail corridors and there was a first wave of routes being developed under the City Region Sustainable Transport Settlements (CRSTS) programme. A second wave of developments would be introduced in the future to upgrade and expand the connections.

Members noted the need to consider alternative forms of energy such as hydrogen in the proposals, officers agreed and noted that options would be explored at the appropriate time.

Resolved:

- (i) That the intention to progress the Mass Transit Vision 2040 document to the Combined Authority to seek approval for adoption, supplemental to the Transport Plan be noted.
- (ii) The proposal to adopt the Mass Transit Vision 2040 be endorsed.
- (iii) That any further feedback from Transport Committee members on the Mass Transit Vision 2040 document be provided.

16. Mass Transit-Approach to Placemaking and Design Philosophy

Members received a report to provide an update on approach to placemaking and design philosophy, and to seek endorsement of the principles set out to support design and route development activity.

Resolved:

- (i) That the Approach to Placemaking and Design Philosophy as a tool for influencing the Mass Transit route development activity and stimulating wider place-based opportunities be endorsed.
- (ii) That the intention to prepare an updated Design Guide prior to commencement of the next stage of route design (Feasibility Design) be noted. This will be presented to Transport Committee for endorsement in due course.

17. Local Electric Vehicle Infrastructure Scheme

Members received a report to provide an overview of the developing West Yorkshire Local Electric Vehicle Infrastructure (LEVI) Capital proposal, and 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.

Members raised concerns that the relatively low number of electric cars in the targeted areas would limit the benefits of the scheme. Officers noted that work had been undertaken alongside Leeds University to identify the most suitable locations.

Members noted that the charging points would need to be accessible and leave no trailing wires across pavements which could cause a hazard.

Members queried if the local authorities would be responsible for monitoring and maintaining the charge points, as previous schemes had been broken or vandalised. Officers responded that the enforcement will be agreed with the local authorities and confirmed at a later stage.

Resolved: That approval be given for bid submission of the Local Electric Vehicle Infrastructure Capital scheme, as set out in the approach outlined in this report.

18. Project Approvals

Members received a report with proposals for the progression of, and funding for four 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.

Regarding the Leeds Healthier Streets Space and Communities (LEEDS), members queried the data suggesting that the amount of people walking and cycling had reduced since 2019. Members responded that travel patterns had changed overall, however the scheme was to target local communities and address concerns in a more targeted way that would encourage more people to use active travel measures.

Regarding the Rail Park and Ride Programme (phase one), Steeton and Silsden, Normanton and Moorthorpe Rail Station Car Parks, members queried why the costs had increased. Officers explained that the design of the car park had changed from a flat car park to a decked car park due to the demand for parking, but the delays to update the design had caused the price of the project to increase in line with the economic inflation. There were additional delays due to works uncovering some potentially dangerous underground hazards, but the project would still be under the expected cost.

Members questioned the decision-making process regarding the location of new car parks. Officers responded that demand is a significant factor, but also existing parking options and the availability of public land in the area.

Members asked who would maintain the car park following completion, officers confirmed that the operator of the rail station would assume the responsibility, but under the agreement that the car parks remain free of charge.

Additional approval - CRSTS (including LUF2 and TCF) Milestones and Monitoring and Evaluation

Resolved:

- (i) The CRSTS, LUF 2 and TCF updated milestones as set out in Appendix 1 be approved to send to Department for Transport for approval.
- (ii) £426,000 from the CRSTS programme management capital budget for programme monitoring and evaluation be approved.

Leeds Healthier Streets Space and Communities (LEEDS)

Resolved:

- (i) The Leeds Healthier Streets, Spaces and Communities scheme proceed through decision point 2 (strategic outline case) and work commence on activity 3 (outline business case).

- (ii) The Combined Authority's contribution of £6,200,000 be indicatively approved. The total scheme value is £6,449,000.
- (iii) Development costs of £330,000 be approved in order to progress the scheme to decision point 3, taking the total scheme approval to £540,000.
- (iv) The Combined Authority enter 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

Resolved:

- (i) The A639 Park Road scheme proceed through decision point 3 (outline business case) and work commence on activity 4 (full business case).
- (ii) The Combined Authority's contribution of £11,901,000 be indicatively approved. The total scheme value is £11,901,000.
- (iii) Additional development costs of £673,000 be 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 enter into an addendum to the existing funding agreement with Wakefield Council for expenditure up to £1,643,000.
- (v) Future approvals be made in accordance with the assurance pathway and approval route outlined in the submitted report. This will be subject to the scheme remaining within the tolerances outlined in the report.

A629 (Phase 2) – Halifax Town Centre

Resolved:

- (i) The A629 Phase 2 Halifax Town Centre scheme progress 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.
- (ii) Approval of £29,604,881 to progress the Western Corridor to activity 5 (Delivery) and fund land acquisition costs be given, taking the total approval to £35,933,881.

- (iii) Approval of £16,692,933 and £11,512,951 to progress the Eastern and Central Corridors respectively to activity 5 (Delivery), be given, subject to Approval to Proceed. The total scheme value is £64,139,765.
- (iv) The Combined Authority enter into an addendum to the existing funding agreement with Calderdale Council for expenditure up to £35,933,881.
- (v) Future approvals be made in accordance with the assurance pathway, and approval route outlined in the submitted report. This is subject to the scheme remaining within the tolerances set out in the report.

Rail Park and Ride Programme (Phase One), Steeton and Silsden, Normanton and Moorthorpe Rail Station Car Parks

Resolved:

- (i) The change request to the Rail Park and Ride Programme (phase one) to change the scope of the programme, timescales and funding be 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 enter 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 be 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 be made in accordance with the assurance pathway and approval route outlined in the submitted report. This will be subject to the scheme remaining within the tolerances outlined in the submitted report.

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Report to:	Transport Committee
Date:	16 November 2023
Subject:	Passenger Experience Update Report - Rail
Director:	Dave Haskins – Interim Director, Passenger Experience & Assets
Author:	Dave Haskins – Interim Director, Passenger Experience & Assets

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
Are there implications for equality and diversity?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> 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:
 - Passenger network performance/reliability.
 - Rail network service changes – proposed.
 - Passenger network enhancements.
 - Rail ticket office closure consultation exercise – update.

2. Information

Passenger Network Performance

- 2.1 Rail strikes have continued to affect the rail network in West Yorkshire in recent months, especially during the summer months. At the time of writing this report, no further strike dates have been set, although the RMT and ASLEF unions are expected to announce further dates, and RMT's strike mandate has been renewed for a further six months.

- 2.2 Since the last update to Transport Committee, punctuality has seen a slight decline for Northern and small increase for TPE. In terms of cancellations, Northern has increased substantially, while TPEs has notably decreased. Time to 3 (Percentage trains calling at station stops within 3 minutes of the planned time) for the most recent four-week period 6 (Aug/Sept) sits at 80.90% for Northern and 70.27% for TPE. Rail network performance data is included in **Appendix 1**.
- 2.3 Cancellations saw Northern at 5.51% (5.81% in the East region) and TPE at 3.42%. These figures exclude cancellations announced by the evening before ('P-coded'), which TPE continues to make use of. More detail of those is detailed below. It is also worth noting in period 5 (Jul/Aug) Northern had a significant peak in cancellations at 7.74%. These were notably worse on south routes, such as, Leeds to Sheffield via Moorthorpe with cancellations at 9.86%.
- 2.4 On TPE, for the most recent period 6 (Aug/Sept), 3.42% (254) of services were cancelled (approximately 1.8% were P-coded and 2.3% were same day cancellations). On Saturdays in the same period 2.1% of services were cancelled (approximately 0.6% were P-coded and 1.5% were same day cancellations). Since the previous report to Transport Committee there has been a reduction in total cancellations (including P-coding) from 11.9% to 4.1%. This is a percentage change of -7.8%. This reflects the full availability of rest-day working in the period. The improving trajectory is welcome, but cancellations are being significantly impacted by ASLEF Action Short of a Strike days, where overtime is banned. Period 5 saw total cancellations including P-codes at 18.4%, which coincided with a number of strike days but TPEs resource position was also affected by drivers taking holiday leave.
- 2.5 As described in more detail in 2.11 below, a revised recovery plan is being introduced by the new leadership team at TPE, which includes a temporary reduced timetable. TPE has suggested that these temporary amendments have been made with the intention that more TPE trains will run on time and cancellations (including p-codes) will be significantly reduced, allowing TPE to operate 15 per cent more services throughout 2024, than would be the case if the timetable was not reduced. 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.
- 2.6 Northern is also struggling with their traincrew resource which became most apparent during the holiday period when cancellations and service delivery challenges were at a peak as detailed above in 2.4. 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.

- 2.7 Network Rail faults contributed to a number of delays to operator performance during the period. The highest contributor was external trespass and vandalism delays, followed by track faults. Network Rail has outlined that there is a continued focus on the prevention and management of all types of trespass, with a combination of community work (schools, mental health support facilities and charities), physical deterrents (fencing, signage, application of forensic markers on cabling) and use of technology (covert and / or smart cameras, BTP drones, etc).
- 2.8 At the time of writing 'leaf fall' is beginning to impact on the railway. Windy conditions can cause heavy leaf-fall in a short space of time and rain means the leaves are more likely to stick to the rails. When trains pass over leaves, the heat and weight of the trains bake them into a thin, slippery layer on the rail. This is equivalent to black ice on the roads. It can and does impact on punctuality.
- 2.9 Network Rail has outlined that this year's strategy for Autumn is based around a staggered start to the RHTT (Rail Head Treatment Train), to account for a late start of Autumn weather (as exemplified by the recent unseasonably warm weather). This is supplemented by local interventions such as Traction Gel Applicators, which spray gel onto the rail which is picked up on wheels. These are placed in locations along lines which have been identified as hot spots, such as the Harrogate, Wharfedale and the Penistone lines. Both the RHTT and the Traction Gel Applicators help to improve the contamination from compacted leaves. This is supplemented with vegetation management along the railway.

Rail Network Service Changes - Proposed

Northern

- 2.10 As set out in the previous Transport Committee report, the Combined Authority wrote to Northern, and then to the Rail North Partnership (RNP), to raise concerns regarding cutbacks from the 10 December 2023 timetable change, in particular the withdrawal of one train on the Penistone line, plus the shortening of trains on the Leeds – Doncaster and Leeds / Bradford FS / Ilkley / Skipton routes. While responses have now been received from both, they cannot be considered satisfactory, as they do not commit Northern / RNP to any action other than to monitor the impacts of the changes.

TransPennine Express TPE

- 2.11 The previous Transport Committee report set out details of TPE's proposed temporary, reduced timetable, to be operated for a maximum of one year from 10 December 2023. These service patterns have now been confirmed as the ones which will be running. It is hoped that criteria will shortly be agreed for assessing the scope for certain services to be reinstated in advance of December 2024, provided that sufficient progress has been made in

addressing the underlying crew and training issues that have caused unacceptable reliability levels on TPE services.

- 2.12 The concerns set out in the previous paper, regarding TPE's proposal to withdraw the "Nova 3" trains, remain, and the Combined Authority has now formalised and reinforced this by writing to the Rail North Partnership. At the time of writing, the Combined Authority is awaiting details from TPE of the passenger demand (train loading) assumptions and train unit utilisation plans on which they base a suggestion that, from a pure capacity point of view, these trains could be dispensed with; initial broad calculations by Combined Authority officers suggest the contrary. We have also highlighted that the trains concerned are modern and of high-quality, are popular with passengers and are readily adaptable to the forthcoming electrification of the route. The next step is for the Rail North Partnership to share proposals (options) for TPE's fleet strategy, which the Rail North Committee will then have the opportunity to consider.

Passenger Network Enhancements

- 2.13 To promote demand, Northern launched a "flash sale" on the 4 September with one million 50p tickets, three million £1 tickets and one million £2 tickets available. The fares were available on bookings for travel between 11 September and 20 October. To protect capacity, Northern restricted offers around known busy flows either because they are usually busy, or because of special events operating at the time of the sale.
- 2.14 During 2023 Northern has been carrying out 'deep cleaning' at stations during RMT and ASLEF strike days. When footfall is very low Northern has taken the opportunity to work with its maintenance provider to deep clean stations and to address areas of the station where it would normally be difficult to clean with lots of people around. Stations which have been targeted in the West Yorkshire area include Cross Gates, Wakefield Kirkgate, Normanton, Garforth, Denby Dale and Horsforth. Deep cleans will continue when the opportunity presents itself.
- 2.15 To improve accessibility and help blind and partially sighted customers, TPE has installed new tactile maps at Dewsbury, Huddersfield, and Manchester Airport stations. The tactile 'Maps for All' are a unique product created and produced by the Royal National Institute of Blind People (RNIB) and are designed for use by all ages and abilities. Each map has been carefully designed to incorporate tactile and visual components, resulting in each map that combines layers, visual contrasts, textures, raised large print, braille, as well as tactile and visual symbols.

Rail Ticket Office Closure Consultation Exercise – Update

- 2.16 At the previous Transport Committee Meeting we shared our consultation response to the rail ticket office closure consultation which was launched on the 5 July 2023 via the national Transport Focus body. 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, the proposals were considered to be inappropriate and potentially deeply damaging and this was reflected in the detailed response which was submitted. Transport Focus received 750,000 responses to the consultation, a significant number were objections. The main themes that emerged from the responses included ticket machine capability, accessibility and how passenger assistance and information would be delivered in future.

- 2.17 Between the consultation closing and 6 October, Transport Focus engaged with Train Operating Companies (TOCs) to see if they could secure improvements to their proposals based on reviews, with the final mitigations from TOCs due on the 6 October. Transport Focus completed its review of the extensive public feedback, together with the additional information that train operators provided to them and published on the 31 October their response to the proposals. Under the terms of the Ticketing and Settlement Agreement, Transport Focus is required to respond to the proposals indicating whether they will accept or reject based on criteria relating to customer service, accessibility and cost effectiveness. Transport Focus has objected to all of the current proposals to close ticket offices.
- 2.18 Transport Focus highlighted several industry-wide issues, such as the design, implementation and piloting of Welcome Points; monitoring and review mechanisms, including industry agreed queuing time targets for Ticket Vending Machines; and future regulation for material changes in station staffing, as reasons for their objections to the proposals.
- 2.19 Shortly after the announcement, the Transport Secretary, Mark Harper, withdrew their proposals. Northern, LNER and TPE have all confirmed that they will not be taking forward the proposals. The Secretary of State's decision to withdraw these proposals is welcomed.
- 2.20 Regional Mayors, including Mayor Brabin, will no longer need to pursue the legal challenge which was initiated when the consultation was launched.

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, and in meeting the Combined Authority's inclusive growth objectives.

5. Equality and Diversity Implications

- 5.1 Ensuring an effective, stable, and affordable public transport network is important for equality and diversity to ensure that it meets the needs of different communities across West Yorkshire. The potential rail service changes run counter to the Combined Authority's equality and diversity objectives.

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 – Rail Network Performance Data

Item 5 - Appendix 1 - Rail Network Performance Data

How Performance Is Reported

Performance data for Northern and TransPennine Express (TPE) is summarised here. Northern and TPE provide most rail services in West Yorkshire. Links to summaries of other operators' performance data are provided.

Performance data is reported against 'to time' measures. These measures replace the familiar 'PPM' (Public Performance Measure) and are intended to represent a more 'real world' reflection of performance as experienced by passengers. The 'to time' measure records punctuality at all station stops (not just the final stop) and includes the number of trains that were either early, on time or up to '3' or '15' minutes late.

The main indicators used in this report are:

Measure	Explanation
Time to 3 T-3	Percentage of Recorded Station Stops called at within 3 minutes of the planned time.
Time to 15 T-15	Percentage of Recorded Station Stops called at within 15 minutes of the planned time.
Cancelled	Services subject to cancellation (in full or in part).

More information how rail performance is reported is available here:

<https://www.raildeliverygroup.com/punctuality.html>

Rail performance data is reported on 4-week reporting periods, numbered sequentially from 1 April each year. The main periods used in this report are:

Period	Four-Week Date Range
P3 (24/03)	29 May 2023 to 25 June 2023
P4 (24/04)	26 June to 23 July 2023
P5 (24/05)	24 July to 20 Aug 2023
P6 (24/06)	21 August to 17 Sept 2023

Some of the charts in the report show abbreviated codes, for example '23/07'. These codes refer to the year and reporting period. The first two digits refer to the year – '23' means 2022/23, '24' means 2023/24 and so on. The latter two digits are the period in the year. So, 23/13 is the 13th reporting period in 2022/23.

We will continue to work with Transport for the North to ensure the graphical summary data provides valuable insights, including to show year-on-year comparisons.

Northern

Northern operates most of the rail services in West Yorkshire.

Headline performance is summarised below.

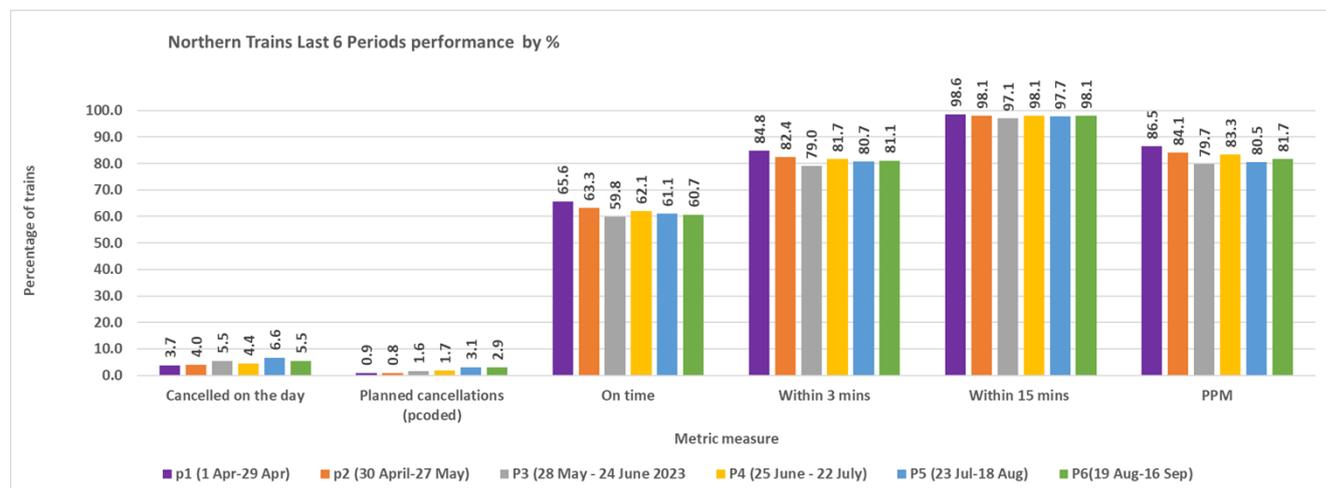
Time to 3 (% of station calls within 3 mins of planed time)	26 June 2023 to 23 July 2023	24 July 2023 to 20 Aug 2023	21 Aug 2023 to 17 Sept 2023
Northern overall	81.50%	80.59%	80.90%
East Region (Yorkshire and East Midlands)	80.17%	80.34%	80.41%

Cancelled	26 June 2023 to 23 July 2023	24 July 2023 to 20 Aug 2023	21 Aug 2023 to 17 Sept 2023
Northern overall	4.41%	6.53%	5.51%
East Region (Yorkshire and East Midlands)	4.73%	7.74%	5.81%

More detailed information on Northern's performance is available here:

<https://www.northernrailway.co.uk/corporate/performance>

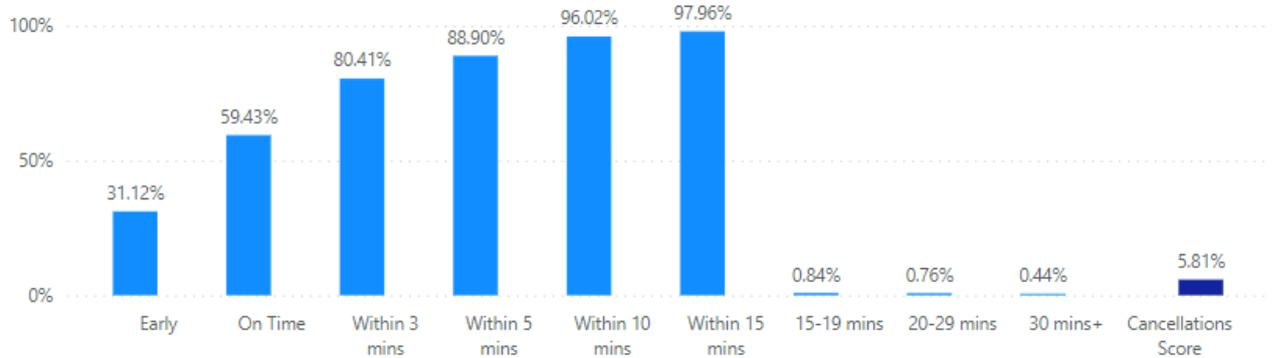
The overall trend of Northern performance for the last six 4-week reporting periods is shown in % below:



Key: Left axis: % of station calls within 3 minutes (T-3) of planned times, % of station calls within 15 minutes (T-15) of planned times, and legacy PPM measure.
Right axis: % of trains cancelled.

The chart below summarises Northern’s East Region (Yorkshire and East Midlands) performance from 21 August to 17 September 2023 (Period 6).

Punctuality at recorded station stops



The charts below show punctuality and cancellation trends for Northern’s East Region (Yorkshire and East Midlands area) in 4-week periods from 18 Sep 2022 (Period 7 of 2022/23, represented as 23/07) to 17 September 2023 (Period 6 of 2023/24, represented as 24/06).

Northern East Region: % of station calls within 3 minutes of planned time



Northern East Region: % of services cancelled



TransPennine Express

TransPennine Express (TPE) operates regular services between Liverpool, Manchester, West Yorkshire, North Yorkshire and the Northeast via Leeds and Huddersfield.

Headline performance **for all TPE routes** is summarised below.

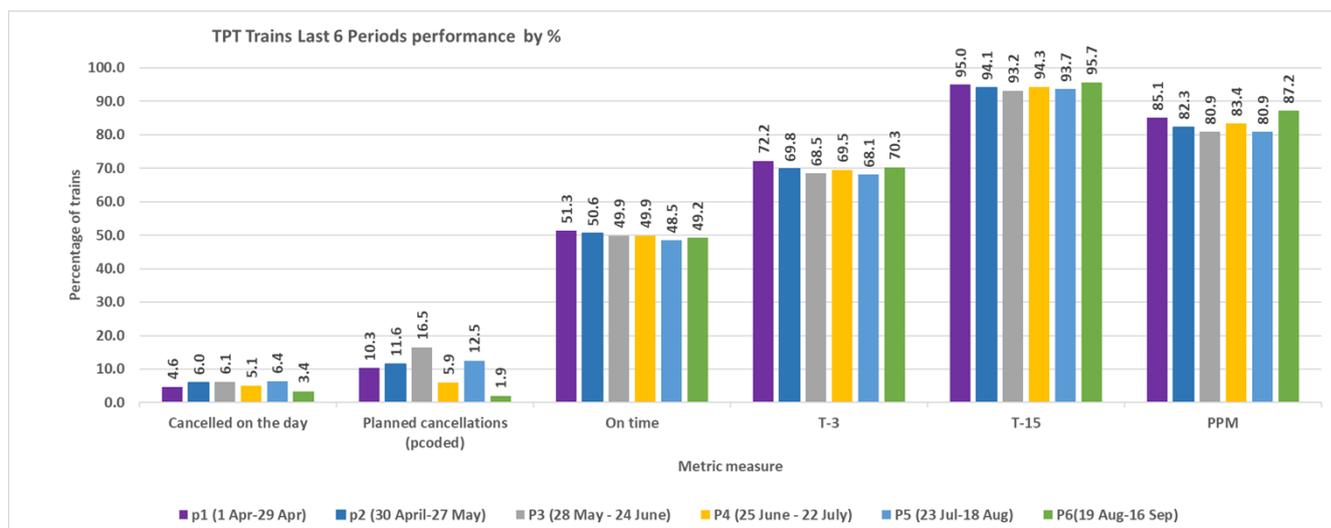
Time to 3 measures (% of station calls within 3 mins of planed time)	26 June 2023 to 23 July 2023	24 July 2023 to 20 Aug 2023	21 Aug 2023 to 17 Sept 2023
Overall	69.46%	68.09%	70.27%

Cancelled	26 June 2023 to 23 July 2023	24 July 2023 to 20 Aug 2023	21 Aug 2023 to 17 Sept 2023
Overall	5.06%	6.40%	3.42%

Note that official TPE data shown below excludes trains cancelled by 10pm the day before, though a process known as 'P-coding'. P-coding has been used extensively by TPE for much of 2022, as set out in the October 2022 report.

More detailed information on TransPennine Express performance is available here: <https://www.tpexpress.co.uk/about-us/passengers-charter/performance-transparency>

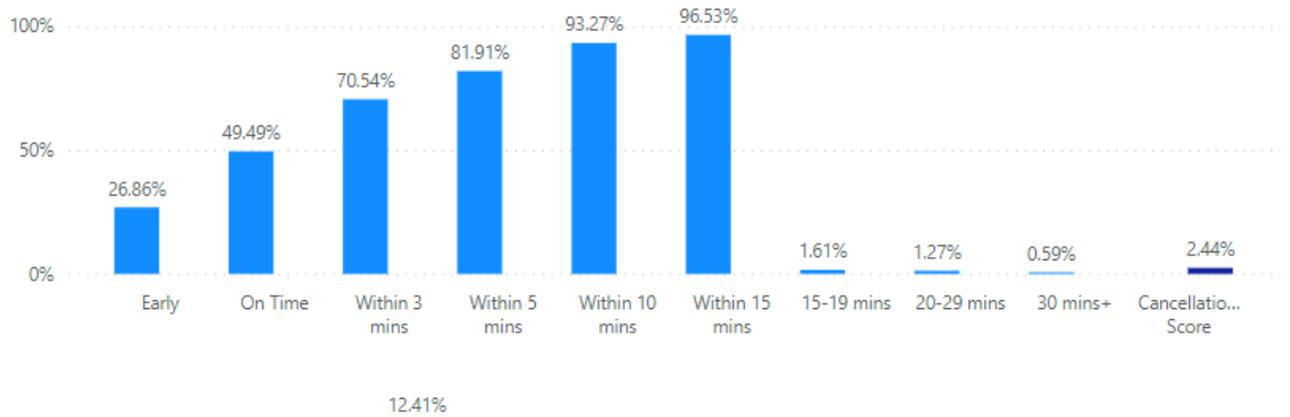
The overall trend of TPE performance for the last six 4-week reporting periods is shown in % below:



Key: Left axis: % of station calls within 3 minutes (T-3) of planned times, % of station calls within 15 minutes (T-15) of planned times, and legacy PPM measure.
Right axis: % of trains cancelled.

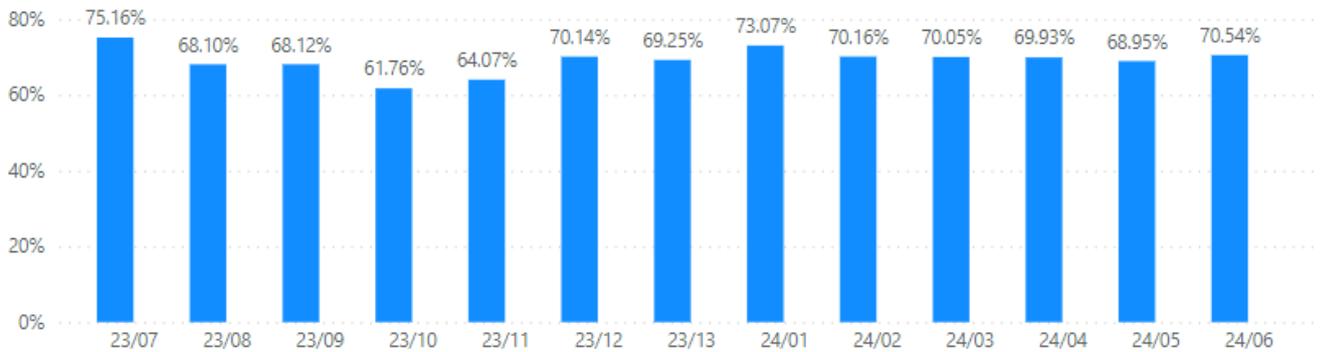
The chart below summarises TPE’s North Route (services in and through West Yorkshire) performance from 21 Aug to 17 Sep 2023 (Period 6).

Punctuality at recorded station stops



The charts below show punctuality and cancellation trends for TPE’s North Route (services in and through West Yorkshire) from 28 Aug 2022 (Period 7 of 2022/23, represented as 23/07) to 17 September 2023 (Period 6 of 2023/24, represented as 24/06).

TPE North Route: % of station calls within 3 minutes of planned time



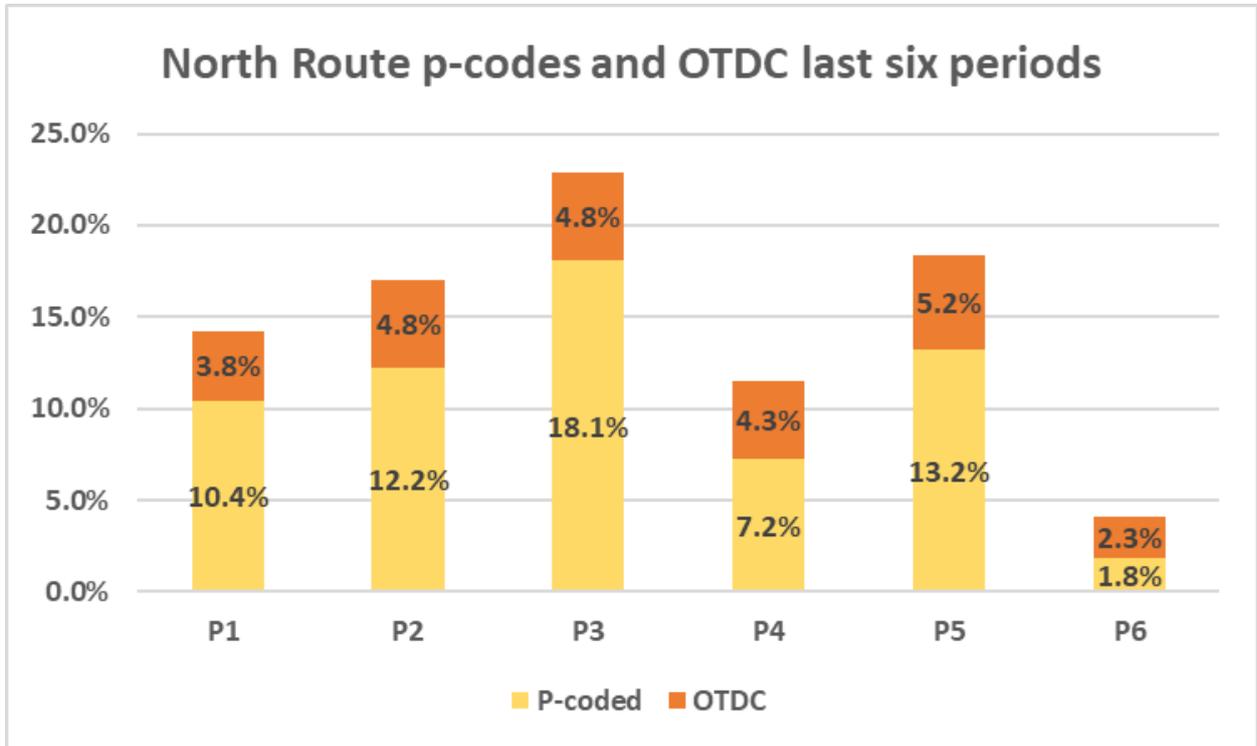
TPE North Route: % of services cancelled



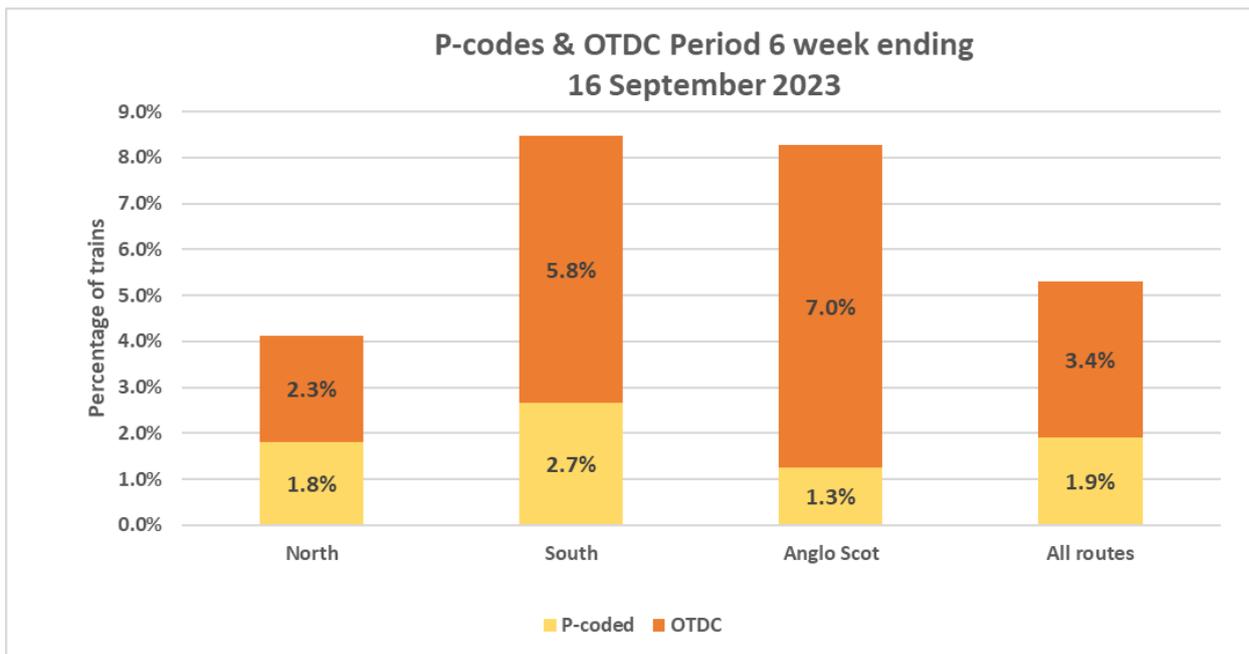


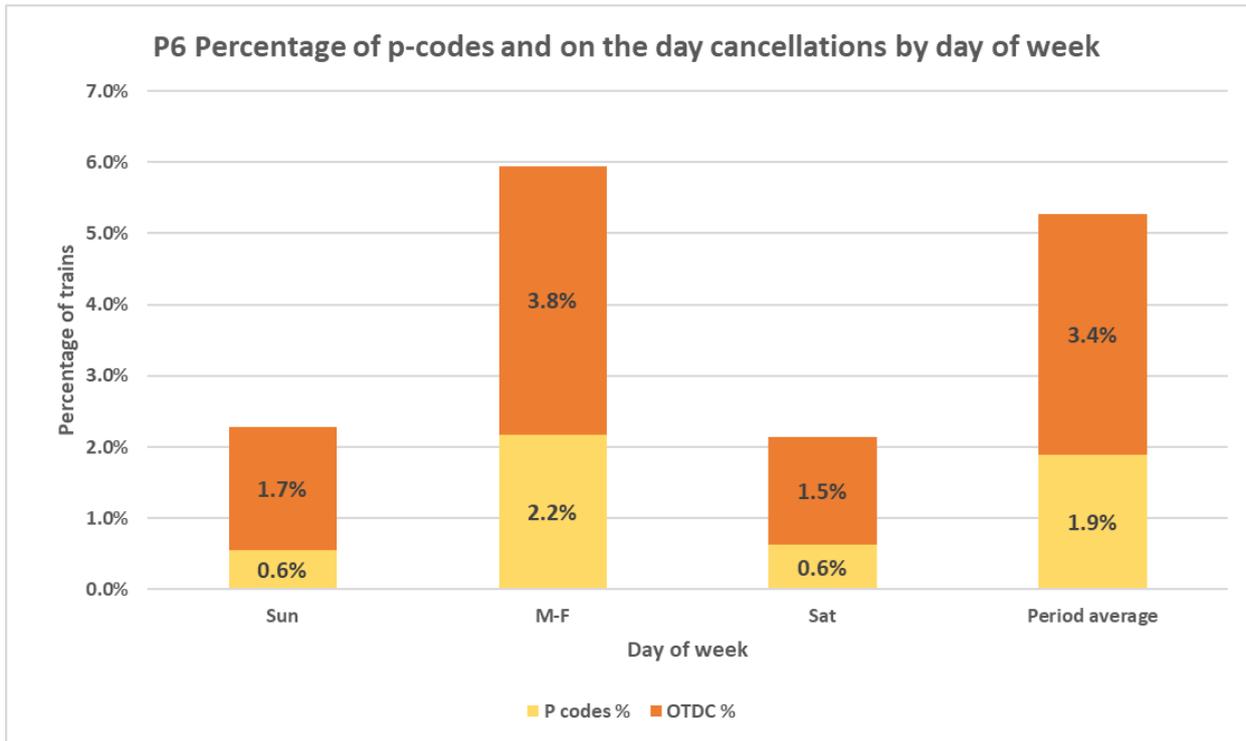
The charts below show % of trains P-coded (planned cancellations notified before 22:00 on the evening before) and those cancelled on the day on TPE’s service groups. P-coded trains are not counted in the TPE and Northern reported cancellations. Period 6 covers 21 August 2023 to 17 September 2023.

This data has been manually compiled.



Period 6





LNER

LNER operates regular services between West Yorkshire and London.

A summary of LNER's recent performance is available here:

<https://www.lner.co.uk/about-us/our-performance-figures/>

Cross Country

Cross Country operates services between Scotland, the North East, West and South Yorkshire, the Midlands and South West.

A summary of Cross Country's recent performance is available here:

<https://www.crosscountrytrains.co.uk/about-us/key-business-performance-indicators>

Grand Central

Grand Central operates trains between Bradford and London via Halifax, Mirfield, Brighouse, Wakefield, and Pontefract.

A summary of Grand Central's recent performance is available here:

<https://www.grandcentralrail.com/about-us/how-are-we-doing/punctuality>

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Report to:	Transport Committee
Date:	16 November 2023
Subject:	Transport Policy Update
Director:	Melanie Corcoran, Director of Delivery and Transport Policy
Author:	Liz Bennett, Policy Manager

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	Paragraph 3
Are there implications for equality and diversity?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

1. Purpose of this Report

- 1.1 To provide Transport Committee with an update on relevant transport policy developments not covered elsewhere on the agenda.

2. Information

Active Travel Fund 4 Extension (ATF4E)

- 2.1 The Combined Authority is currently working with the West Yorkshire Districts to develop a submission to Active Travel England (ATE) for the latest round of active travel funding, known as Active Travel Fund 4 extension. There have been several rounds of Active Travel Funding over the period 2021 to date and West Yorkshire has been successful in securing £65.7m in total (this includes ATF4, ATF3, ATF2 and EATF).
- 2.2 There is a reduced amount of funding available nationally (£48m) for this funding round and, as a result, we have received a relatively small indicative allocation, based on the value of schemes that were unfunded in the core section of our ATF4 bid. We are currently working to develop a package of schemes to fit within this funding envelope.



- 2.3 The bid development process has included a design review meeting with ATE on 23 October which will help to ensure that any potential issues with the schemes we are developing are addressed as part of the bid development process. A design review workshop took place with ATE on 23 October 2023 and the districts received useful feedback that will help in the development of schemes in coming weeks. **Appendix 1 (exempt)** provides a current list of schemes being developed as part of the bid – changes to this list may occur as a result of the comments received from ATE as part of the design review process.
- 2.4 The bid is due for submission to ATE on 27 November 2023.

ZEBRA 2

- 2.5 In September the Department for Transport (DfT) launched Zero Emission Bus Regional Area scheme (ZEBRA) 2, providing £129 million to support the introduction of zero emission buses in financial years 2023/2024 and 2024/2025. This is the second round of ZEBRA funding and West Yorkshire was successful with their 2021 ZEBRA funding bid submission, a £70million project to introduce 136 zero emission buses and charging on routes in Bradford, Leeds, and Wakefield districts. This project is currently in delivery and is a significant priority for West Yorkshire in addressing both the carbon and air quality emissions of traffic in our key centres.
- 2.6 As with ZEBRA 1, ZEBRA 2 provides capital funding available for up to 75% of the cost difference between a zero emission bus and a standard diesel bus equivalent and 75% of the total cost of purchasing and installing charging infrastructure. Both electric and hydrogen buses can be considered but retrofits of old vehicles are not eligible. **Appendix 2 (exempt)** provides details of the schemes under consideration.
- 2.7 The Combined Authority is working with district partners and bus operators to develop a submission for ZEBRA 2 funding, considering funding criteria, route suitable for zero emission buses, and bus operator support (bus operator match funding is required). As West Yorkshire received funding under ZEBRA 1, funding guidance states a submission from the Combined Authority will have a lower priority than proposals from Local Transport Authority areas which did not receive ZEBRA 1 funding. However, Local Transport Authority area bids are welcomed.
- 2.8 The deadline to submit application for ZEBRA 2 is 15 December 2023.

Network North

- 2.9 On 11 October 2023, the DfT published “Network North : Transforming British Transport” [Network North: Transforming British Transport \(publishing.service.gov.uk\)](https://publishing.service.gov.uk). Network North significantly further curtailed the plans for HS2, with a confirmation that the proposed network would not be



extended beyond the Phase 1 line from London to the West Midlands. This removed both the Western Leg of HS2 and the remaining section of the Eastern Leg, which had previously been shortened to East Midlands Parkway through the 2021 Integrated Rail Plan.

- 2.10 The Network North document sets out the intention of the Government to reallocate a stated £36 billion, which Government has identified as resulting from the reduced HS2 spending, on a series of initiatives in the North of England and the Midlands. The document is understood to be indicative in nature, but includes:
- £2bn for a new rail station in Bradford and a new link to Huddersfield.
 - £3bn for electrification schemes including Leeds - Sheffield and Leeds - Hull.
 - £2.5 billion for a new mass transit system in West Yorkshire (£500 million for CRSTS2 period, £2 billion for 2032 onwards)
 - £2.115bn CRSTS2 funding (including £500m for Mass Transit)
 - Improvement to the accessibility of our train stations - spending a further £350 million for up to 100 stations.
 - Over £700 million for a new wave of BSIPs; and extending £2 bus fares until end of 2024.
 - £460 million to ensuring delivery of 21 road schemes in the North – including funding for Shipley Eastern Bypass (others not known). £1 billion new roads fund.
 - £3.3 billion in funding for the North for potholes and road resurfacing.
 - additional £100 million to be shared between the North and Midlands to support the development and rollout of integrated smart ticketing.
- 2.11 Further work is now required to fully understand the implications of the Network North proposals, including project certainty and the scale/phasing of proposed spending.
- 2.12 However, the proposals do reflect a number of the Combined Authority's strategic priorities – particularly with regard to both the mass transit programme, the progression of Leeds-Sheffield rail solutions and the development of a new NPR Station at Bradford connected into the Transpennine corridor.
- 2.13 Engagement is now underway with senior Government officials to ensure that these statements of support can be capitalised upon and progressed at the earliest opportunity. The Mayor and other Northern Leaders have also expressed the importance of ensuring that the components of Network North are brought forward as a coherent network proposition, which provides a clear process towards the east-west, north-south and local connections that are crucial to the economic success of the region.



- 2.14 We will also seek to ensure that key components of West Yorkshire Rail Strategy that are not covered in the statements to date – such as the electrification of the Calder Valley rail corridor - are understood by Government and considered as part of the further development of Network North.
- 2.15 In response to the announcement, Leaders in West Yorkshire will be issuing a letter to the Prime minister which set out our priorities and asks.
- 2.16 A 'Plan for Drivers' was also published by DfT on Monday 2 October <https://www.gov.uk/government/publications/plan-for-drivers>. The plan sets out how government intends to work to improve the experience of driving and services provided for motorists, setting out key actions around the following themes.
- 2.17 Over the coming months we will be working closely with our local authority partners to further understand the potential impacts of the Plan for Drivers on their local powers to manage highway network. We will also be evaluating the potential impacts of the Plan for Drivers on our BSIP, emerging Vision Zero, Active Travel Strategies, Local Transport Plan and the West Yorkshire Plan.

West Yorkshire BSIP and Mayor's Fares

- 2.18 As Members are aware, a Bus Service Improvement Plan (BSIP) has been in place in West Yorkshire since 2022. On 23 October, as a further element of the Network North announcements, DfT announced a further tranche of BSIP funding of £150m nationally for 2024/25, of which West Yorkshire was allocated £13.3m. This is expected to be the first of the next five years funding for BSIP, subject to the outcome of the forthcoming Autumn Statement. This funding will be added to the current BSIP programme. Conversations are currently ongoing as to how this funding will be best spent.
- 2.19 As part of the BSIP, the Combined Authority implemented a scheme to reduce the multi operator day ticket (MCard Daysaver) to £4.50 from £5.50 and set the maximum single journey fare to £2. A total of £34 million was allocated, with the intention that it was to support lower fares for a three year period.
- 2.20 The 'Mayor's Fares' were launched on the 4 September 2022 to address the cost of travel under the current cost of living crisis and to act as an incentive for further bus travel. The start of the academic year was viewed as an opportune time to promote new fares as many people review and change travel habits at this time.
- 2.21 A subsequent National "£2 fare cap" scheme was implemented by government; this was implemented on a voluntary basis for operators to join. This provided non-BSIP funded authorities a mechanism for affordable fares



to be in place. The Combined Authority were not part of this initiative due to the separate funding that it had been awarded through BSIP. This has allowed the Mayor's Fares scheme to include a broader range of ticket products to meet residents' needs.

- 2.22 Both the Mayor's Fares and National scheme operate on the basis of a customer facing fare of £2 and a 'shadow fare' in place which represents the amount that operators would have received through the farebox in the absence of such a scheme.
- 2.23 Up to April 2023, a total of 28.9m journeys were made using Mayor's Fares products, approaching 800,000 per week. Passengers have saved a total of £11m compared to what they would have paid without the initiative, meaning a customer saving of approximately 25%.
- 2.24 Customer savings between August 2022 and April 2023 have been funded by £9.9m of BSIP funding, with a forecasted total cost for Year 1 to end August 2023 totalling £14.9m. Year 2 payments are being worked out factoring in inflation to the shadow commercial fare and an increase in customer journeys as the economy continued to grow during the back end of 2022.
- 2.25 In September 2023, as part of the Network North initiatives, Government announced an extension to the National £2 fare scheme through to end of December 2024. On the basis of this announcement, the £2 fare cap will remain in place in West Yorkshire, in line with the National fare level, though to end of December 2024.
- 2.26 Officers are currently reviewing the impact of the additional funds, in the context of the cost pressures discussed above, so as to inform the Mayor's request of Ministers for a discussion on the role of the National scheme in sustaining the West Yorkshire offer.

3. Tackling the Climate Emergency Implications

- 3.1 The updates covered in this report all have a positive impact on tackling the climate emergency, through the development of appropriate strategies and plans, and securing funding to deliver initiatives against these.

4. Inclusive Growth Implications

- 4.1 Developing a safe, stable and effective transport network across West Yorkshire through activity included in this report is crucial to ensuring inclusive growth ambitions are realised for all communities.

5. Equality and Diversity Implications

- 5.1 Ensuring due consideration of equality and diversity implications is central to all the activity set out in this report.

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 There are no background documents referenced in this report.

12. Appendices

Appendix 1 – Active Travel Fund 4 Schemes (PRIVATE)

Appendix 2 – ZEBRA Scheme Options (PRIVATE)

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Report to:	Transport Committee
Date:	16 November 2023
Subject:	The West Yorkshire Local Transport Plan
Director:	Simon Warburton, Executive Director for Transport
Author:	Liz Bennet, Policy Manager

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

1. Purpose of this Report

- 1.1 To update Transport Committee on the development of the West Yorkshire Local Transport Plan revised programme, co-development with district partners and engagement and consultation approach.

2. Information

- 2.1 Local Transport Plans (LTPs) were established by the 2000 and 2008 Transport Acts as the statutory plan for transport in Integrated Transport Authority (ITA, now Combined Authority) areas. As such, the LTP is a plan of the Combined Authority in its duty as the ITA for all five authorities in West Yorkshire. Government regards the LTP as the principal transport policy, performance and spending priority document for a Combined Authority area, against which it will consider policy development and transport funding settlements. Therefore, the preparation of a new West Yorkshire LTP is a critical city region-wide policy matter, particularly in the context of the major role that transport plays in our growth, inclusion, environment and devolution objectives.
- 2.2 The Combined Authority has a statutory duty to produce and keep under review a LTP on behalf of West Yorkshire. The West Yorkshire Transport

Strategy 2040 is our current LTP, adopted by the Combined Authority in August 2017. In October 2022 Transport Committee noted the anticipated government update to LTP Guidance, and the subsequent development of a new West Yorkshire LTP (WYLTP), reflecting the significant development in local transport policy and wider city region policy that has followed since 2017.

Department for Transport Local Transport Plan Guidance

- 2.3 The DfT provides guidance on requirements for LTPs, most recently in 2009. Guidance was initially prescriptive, but from 2009 was flexible, emphasising the development of local strategies and policies that work best for the area, its economy and environment.
- 2.4 LTPs are also used to bid for, prioritise and allocate funds, and provide the strategic narrative and rationale for specific schemes and interventions. The Mayor's WYLTP will form the basis for future delivery programmes including future City Region Sustainable Transport Settlements (CRSTS) plus other funding bids.
- 2.5 In October 2022 Transport Committee was informed of the DfT's indication to update their guidance on LTPs, with new LTP's expected to be in place by early 2024. At its February 2023 meeting, the Transport Committee approved the development of a new West Yorkshire Local Transport Plan based on the emerging overarching narrative, vision and ambitions presented within the report. To date anticipated new LTP guidance or a date new LTPs are expected to be in place by has not been published by the DfT.

A Plan for A Well-Connected West Yorkshire Co-Developed with Our Partners

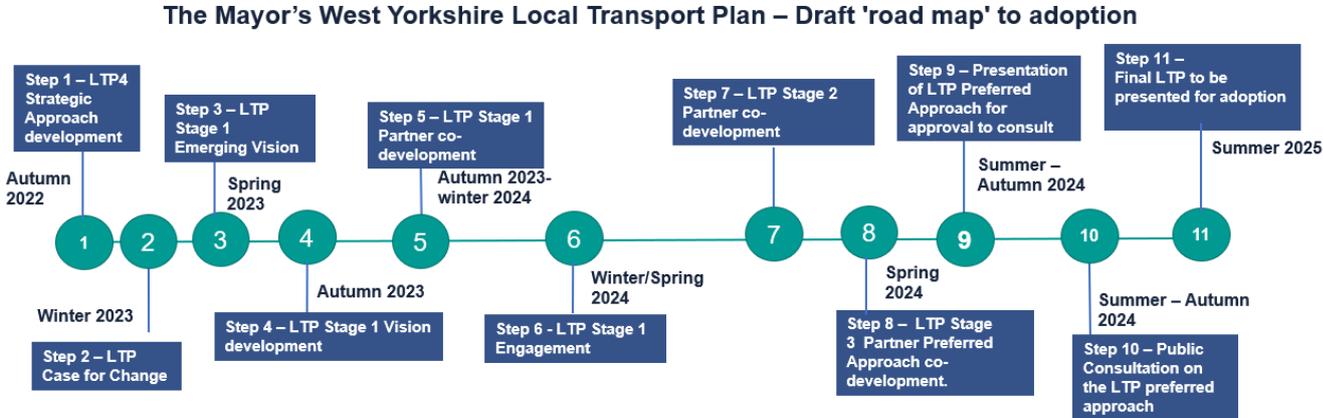
- 2.6 Transport is a crucial part of our recently published [West Yorkshire Plan](#) vision 'a brighter West Yorkshire – a place that works for all. An engine room of ideas and creativity, where anyone can make a home'. With 'a well-connected West Yorkshire – a strong transport system being one of our key missions. By 2040 we will have:
- A sustainable, accessible transport system;
 - Reliable and affordable buses, trains, and mass transit;
 - A region with healthy people where active travel is the easiest choice for short journeys, car usage is reduced, and the first choice for travel is public transport.
- 2.7 Our Local Transport Plan will need to ensure that our strategic vision for integrated transport is one we can all support across West Yorkshire and focus on where change is most needed to deliver our strategic ambition contained within the West Yorkshire Plan. To do this the Combined Authority will build on recent engagement and consultation undertaken by the Combined Authority on bus, mass transit and rail as well as climate and the environment. Most importantly, recognising the strong intention of the Combined Authority and the five West Yorkshire Councils to pursue one integrated transport strategy for West Yorkshire, it is intended to prepare the LTP as a jointly endorsed transport plan.

- 2.8 The Combined Authority is the Local Transport Authority and has statutory duties in relation to transport planning and developing the Local Transport Plan. The district councils are the local highway and planning authority and are closest to local challenges that we need to address to if we are to deliver a successful LTP. For each of our cities, towns, communities and rural areas, the LTP will need to understand different transport user needs. This includes aspects such as levels of accessibility, affordability of transport options, socio-demographics such as housing and employment and social exclusion. A commitment to co-developing our LTP with the district partners through a place-based approach is also a recognition that the decarbonisation of transport will need to happen at different a pace and require a different combination of policies and investment across our diverse West Yorkshire places.
- 2.9 The Local Transport Plan is co-developed with the district partners and will provide an agreed strategic policy framework and implementation plan, including one transport investment pipeline, to help deliver the following actions for change outlined in the West Yorkshire Plan.
- a) We will develop an integrated, affordable, sustainable, reliable and resilient transport system that connects all parts of our region so everyone can access the places they need to live fulfilled lives, boosting productivity, increasing innovation, and creating jobs. We will work collaboratively to ensure West Yorkshire has robust connections across the UK and the world.
 - b) We will tackle the climate emergency through the fair and inclusive decarbonisation of our transport network, delivering the right choice of transport, in the right place, at the right time.
 - c) We will make sure everyone can enjoy walking and cycling to ensure good health, and a cleaner, greener environment for future generations. We will make our transport system easier to use and understand, so quick, joined-up journeys become second nature to us all with a London-style transport network.
 - d) We will have a new mass transit system for West Yorkshire by 2040, connecting communities with an integrated cycling, walking, bus and rail plan. This bold investment will deliver a transformational transport system to benefit generations to come.

LTP Revised Programme and Consultation Approach

- 2.10 The new policy framework that the LTP is being developed in, as well as the ongoing delay to government guidance means a revised programme approach has been developed. This includes an ambition to closely co-develop the LTP with our partners for adoption by 2025.

2.11 The Combined Authority is in the process of receiving legal advice on the development and adoption of the LTP. The finalisation of the LTP development programme is dependent on this. In the meantime a draft LTP development ‘road map’ can be found below:



2.12 The Local Transport Plan will be developed under the guidance of the Mayor, the Combined Authority and Transport Committee. West Yorkshire Leaders will be integral to the LTP co-development process. It is also intended that Transport Committee will be regularly updated as the roadmap progresses.

3. Tackling the Climate Emergency Implications

3.1 One of the aims of the updated West Yorkshire LTP is to help facilitate the decarbonisation of the transport sector, as well as encourage more travel by walking, cycling, bus and other sustainable modes in order to help tackle the climate emergency.

4. Inclusive Growth Implications

4.1 One of the key aims of the updated West Yorkshire LTP will be to improve connectivity and support the region’s inclusive growth ambitions.

5. Equality and Diversity Implications

5.1 Supporting Equality and Diversity through ensuring the transport is attractive, inclusive and accessible for all is a key aim of the updated West Yorkshire LTP. Public engagement will prioritise engaging with seldom heard groups and, where possible, obtaining data on protected characteristics from participants, in order to strengthen the insights, it provides to support 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 Transport Committee approve the development of a revised LTP programme.

10.2 That the Transport Committee endorse the principle of co-development of the Local Transport Plan with the district partners led by the Combined Authority.

10.3 That the Transport Committee request that the Director of Delivery and Transport Policy provide an update on the progress of the West Yorkshire Local Transport in Spring 2024.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

None.

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Report to:	Transport Committee
Date:	16 November 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, Integrated, 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 12 of this report.

2. Report

- 2.1 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.

3. Investment Priority 5 (IP5) - Delivering Sustainable, Integrated, Inclusive and Affordable Transport

- 3.1 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.

3.2 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

<p>A64 Bus Walking & Cycling Corridor Improvements</p> <p>Leeds</p>	<p><u>Scheme Description</u></p> <p>The A64 is a key route through East Leeds. It serves a high volume of buses. The scheme will deliver improved provision for bus services and improved cycling and pedestrian crossings.</p> <p>The scheme will deliver bus improvement measures such as new and extended bus lanes, junction reconfiguration, traffic signal junction upgrades, bus signalisation, and real time bus stop passenger information. It will also deliver improved crossing facilities at new signalised junctions.</p> <p>The scheme is to be delivered through the Transforming Cities Fund (TCF).</p> <p><u>Impact</u></p> <p>The scheme will support quicker and more reliable bus journeys along the corridor, encouraging travel by public transport to key training, education, employment, and health care sites.</p> <p>The scheme will improve safety for cyclists and pedestrians and encourage travel by bike or walking.</p> <p>By encouraging more people to use the bus, walk, or cycle along the A64 corridor, the scheme will reduce traffic congestion levels and support an improvement in local air quality.</p> <p>The value for money assessment reflects a benefit cost ratio (BCR) of 7.9:1. This is categorised as very high value for money.</p> <p><u>Decision Sought</u></p> <p>Approval to proceed through decision point 3 (outline business case) and work commences on activity 4 (full business case).</p> <p>Total value of the scheme - £5,020,000</p> <p>Total value of Combined Authority funding - £4,980,000</p> <p>Funding recommendation sought - £561,000</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>Elland Rail Station and Access Package</p> <p>Calderdale</p>	<p><u>Scheme Description</u></p> <p>The scheme involves provision of a new railway station, park and ride car park and complementary walking, cycling and public realm enhancements in the town of Elland in Calderdale.</p> <p>The proposed station sits on the Calder Valley Line on a site adjacent to the A629 and close to Lowfields Business Park. The walking, cycling and public realm enhancements (collectively known as the Access Package) better connect the station to nearby businesses, the town centre and surrounding residential areas including West Vale. This includes creating additional crossing points for the River Calder and Calder and Hebble Navigation along with improvements to sections of canal tow path for the benefit of pedestrians and cyclists.</p> <p>The scheme is funded from West Yorkshire plus Transport Fund (WY+TF) and the Transforming Cities Fund (TCF).</p> <p><u>Impact</u></p> <p>The overarching aim of the new station and associated access and public realm improvements is to serve as a catalyst to the transformational regeneration of Elland, achieving sustainable and inclusive growth.</p> <p>The scheme's benefits will include improving access to a wider labour market for existing and prospective businesses in Elland, improved accessibility of rail services for residents of Elland and surrounding areas, particularly those within the most deprived areas, supporting local housing growth and reducing road casualties.</p> <p>The climate change and environmental impacts will include reducing carbon emissions from motor vehicle use by 5% by 2030, through promoting mode shift and increasing the number of walking and cycling trips in Elland by 26%, which in turn will reduce traffic congestion on strategic routes such as the A629.</p> <p>The scheme currently presents a benefit cost ratio (BCR) of 1.3:1.</p> <p><u>Decision Sought</u></p> <p>Approval to the change request to drawdown £3,329,554 of further development costs, taking the total development funding to £7,193,554, and extend the delivery timescale (decision point 5) by 12 months to September 2026.</p> <p>The approval being sought is within the existing indicative funding approval by the Combined Authority in order to progress to the next decision point (Full Business Case).</p> <p>Total value of the scheme - £31,327,414</p> <p>Total value of Combined Authority funding - £31,327,414</p> <p>Funding recommendation sought - £3,329,554</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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<p>A629 Phase 1B</p> <p>Calderdale</p>	<p><u>Scheme Description</u></p> <p>The scheme will deliver improvements to the Calder and Hebble junction through highway capacity enhancements, including carriageway widening, increasing the number of lanes, and revising the current road network with the closure of the existing A6026 Wakefield Road link and the introduction of a new highway link between B6112 Stainland Road and the A629.</p> <p>The scheme is funded through the West Yorkshire plus Transport Fund (WY+TF).</p> <p><u>Impact</u></p> <p>The scheme is predicted to deliver significant journey time benefits to vehicles that run along this section of the corridor.</p> <p>The scheme includes the provision of a new bus gate and a new bus lane to enhance the public transport offer. It will also improve the cycle lanes and pedestrian crossing facilities, supporting accessibility and connectivity.</p> <p>By delivering the highway capacity improvements and bus, walking, and cycling interventions, the scheme supports inclusive growth by improving accessibility and connectivity to employment, education, housing, and retail sites for all commuters travelling along this section of the corridor.</p> <p>The scheme will plant 3000 new trees, create a wildlife meadow, and install a new balancing pond to collect highway surface water run-off to reduce flood risks.</p> <p>The value for money assessment calculates a benefit cost ratio (BCR) of 1.8:1 which represents medium value for money when assessed against the Department for Transport's value for money criteria.</p> <p><u>Decision Sought</u></p> <p>Approval to the change request for £6,000,000 of additional funding, taking the total funding to £42,619,000, and to extend the delivery timescale (decision point 5) by 4 months to July 2024.</p> <p>The approval being sought is within tolerance of the existing Combined Authority approval.</p> <p>Total value of the scheme - £42,619,000</p> <p>Total value of Combined Authority funding - £42,619,000</p> <p>Funding recommendation sought - £6,000,000</p> <p>A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report</p>
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Other Decisions Relevant to the Transport Committee

Decisions made by the Finance, Resources and Corporate Committee on 2 November 2023

- 3.3 Since the Transport Committee's meeting on 19 September 2023, the following decision points and change requests have been assessed in line with

the Combined Authority's assurance process and approved by the Finance, Resources and Corporate Committee:

- 3.4 The full agenda and papers for the meeting can be found on the [Combined Authority website here](#).

<p>CRSTS – MCard Mobile App Enhancements West Yorkshire</p>	<p>Approval of the business justification case and for work to commence on delivery. Funding approved - £525,000 Total indicative value of the scheme - £525,000 Total indicative value of Combined Authority funding - £525,000</p>
<p>West Bradford – Cycle Superhighway Extension Bradford</p>	<p>Approval of the full business case and for work to commence on delivery subject to approval to proceed for Phase 1. Approval of the outline business case and for work to commence on full business case for Phase 2. Funding approved - £13,129,429 Total indicative value of the scheme - £26,739,636 Total indicative value of Combined Authority funding - £26,739,636</p>
<p>Bus Service Improvement Plan (BSIP) – BSIP+ Protection and restoration of bus services West Yorkshire</p>	<p>Approval of the programme change request and approval for the BSIP+ - Protection and Restoration of Bus Services scheme to proceed through strategic outline case and for work to commence on delivery. Funding approved - £7,750,442 Total indicative value of the programme - £77,724,512 Total indicative value of Combined Authority funding - £77,724,512</p>

Decisions Made by the Combined Authority's Chief Executive

- 3.5 Since the Transport Committee's meeting on 19 September 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 the Combined Authority's Chief Executive:

<p>TCF Skipton Rail Station Gateway North Yorkshire</p>	<p>Approval of the change request to increase the development funding for the Skipton Rail Station Gateway scheme by £200,000. taking the total approval for development funding for this scheme to £2,009,808, and to amend the decision point 5 (project closure) date from August 2024 to March 2025 Funding approved - £200,000 Total indicative value of the scheme - £7,830,953 Total indicative value of Combined Authority funding - £7,630,953</p>
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<p>TCF Harrogate Rail Station Gateway North Yorkshire</p>	<p>Approval of the change request to increase the development funding for the Harrogate Rail Station Gateway scheme by £252,000. taking the total approval for development funding for this scheme to £2,096,533, and to amend the decision point 5 (project closure) date from August 2024 to April 2025</p> <p>Funding approved - £252,000</p> <p>Total indicative value of the scheme - £10,937,163</p> <p>Total indicative value of Combined Authority funding - £10,637,163</p>
<p>TCF Selby Station Gateway North Yorkshire</p>	<p>Approval of the change request to amend the decision point 5 (project closure) date from August 2024 to July 2025</p> <p>Funding approved - £0.00</p> <p>Total indicative value of the scheme - £22,057,000</p> <p>Total indicative value of Combined Authority funding - £20,000,000</p>

Decisions Made by the Combined Authority’s Chief Operating Officer

3.6 Since the Transport Committee’s meeting on 19 September 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 the Combined Authority’s Chief Operating Officer:

<p>TCF Heckmondwike Bus Hub Kirklees</p>	<p>Approval of the change request for the TCF Heckmondwike Bus Hub scheme for the additional approval of £1,000,000 development costs, taking the total approval to £1,693,978</p> <p>Funding approved - £1,000,000</p> <p>Total indicative value of the scheme - £4,853,000</p> <p>Total indicative value of Combined Authority funding - £4,853,000</p>
<p>West Yorkshire Zero Emission Bus (ZEB) Programme - Phase 3 Region-wide</p>	<p>Approval of the change request for the West Yorkshire ZEB Programme Phase 3 scheme to release development costs of £75,000 to progress the scheme to Activity 4 (full business case).</p> <p>Funding approved - £75,000</p> <p>Total indicative value of the scheme - £21,000,000</p> <p>Total indicative value of Combined Authority funding - £21,000,000</p>
<p>Garforth and Mytholmroyd Rail Park & Ride Leeds / Calderdale</p>	<p>Approval of the (combined) project closure report for the Garforth & Mytholmroyd Rail Park & Ride Programme schemes and for the schemes to proceed through decision point 6.</p>

4. Information

4.1 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.
- 4.2 This report provides information required to enable the Combined Authority to approve each of the above elements.

Projects in Stage 1: Assessment and Sequencing

- 4.3 There are no schemes to review at this stage.

Projects in Stage 2: Scheme Development

Project Title	A64 Bus Walking & Cycling Corridor Improvements
Stage	2 (scheme development)
Decision Point	3 (outline business case)

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

Background

- 4.4 This package will be funded through the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 2 of the fund, which received Department for Transport's approval in March 2020.
- 4.5 The TCF programme is organised into three themes which focus on, improving public transport and cycling corridors, improving accessibility to key locations, and improving transport hubs and Interchange facilities.
- 4.6 Previously at strategic outline case the scheme included two packages under the A64 Bus Priority and Park and Ride proposal. A Combined Authority Inflation Review in November 2022 reduced the indicative approved TCF funding for the bus priority element from £7,000,000 to £2,680,400. At the same time the Park and Ride element, which had a £15,000,000 allocation, was paused. It is the bus priority package which is now being progressed. To date £1,395,400 of development costs have been approved.
- 4.7 In summer 2022 a prioritisation exercise resulted in the bus priority package being split into phases, with Phase 1 providing the highest scoring bus interventions. This OBC now seeks to develop an enhanced Phase 1 scheme, referred to as Phase 1+ at a cost of £5,020,000.
- 4.8 The Phase 1+ scheme aims to improve bus journey times and reliability for services along the A64 between Marsh Lane (city centre) and approach to the Outer Ring Road, to improve bus accessibility, and to encourage the shift for

local trips from the car to bus, walking, and cycling, and to help reduce carbon emissions and improve local air quality. The scheme consists of a package of new bus lanes, extensions to existing bus lanes, upgrading existing signalised junctions to give bus priority, and improvements to existing cycling and pedestrian crossing provisions for enhanced safety.

4.9 The scheme aligns with the Combined Authority’s Strategic Economic Framework: Priority 3 – Tackling the climate emergency, and Priority 4 – Delivering 21st century transport, and the West Yorkshire Investment Strategy Investment Priority – 5 Future Transport. It also supports the TCF objectives to encourage an increase in journeys made by low-carbon and sustainable modes of transport, and the West Yorkshire Mayoral pledge ‘To tackle climate emergency and protect our environment’.

4.10 A summary of the scheme’s business case and location map is included in **Appendix 1**.

Outputs and Outcomes

4.11 The scheme outputs include:

- 1,375 metres of new and extended inbound bus lanes:
 - Between Raincliffe Road and Upper Accommodation Road (610 metres).
 - From Inglewood Drive to Crossgates Road (350 metres).
 - Crossgates Road roundabout into the existing inbound bus lane (five metres).
 - Right turn from Seacroft Avenue onto York Road (40 metres).
 - Inbound on approach to Outer Ring Road roundabout (370 metres).
- Up to 25 Real Time Passenger Information (RTPI) screens.
- New signalisation (including pedestrian and cycle crossing) to the new / old York Road junction.
- Upgrade of traffic signals at the Crossgates Road, Killingbeck Drive, and Selby Road (Halton Dial) junctions.
- New pedestrian crossing infrastructure (green / red man indicator) at three junctions for Crossgates Road, Killingbeck Drive, and Selby Road (Halton Dial).

4.12 The full corridor project outcomes are detailed below; outcomes specific to phase 1+ will be refined at FBC:

- Improve bus journey time reliability by August 2026, to ensure that 80% of buses run on time.
- A 10% increase in bus users, by August 2028.
- A 10% modal shift from trips made by car to sustainable options (bus, walking, cycling), by August 2028.

- A 10% reduction in accidents involving pedestrians and cyclists on the A64, by August 2028.
- Reduced Nitrogen Oxide particulates (under 40µg/m³) in the Air Quality Management Area (AQMA) on the A64, by August 2028.
- The Phase 1+ scheme has a benefit cost ratio (BCR) of 7.9:1, classifying the scheme as 'Very High' Value for Money when assessed against the Department for Transport's Value for Money criteria.

Tackling the Climate Emergency Implications

- 4.13 A stage 2 Carbon Impact Assessment has been undertaken. It highlights that the scheme will tackle the climate emergency through an increase in travel by bus, walking and cycling and a reduction in travel by car, supporting environmental benefits such as improvements to local air quality and a reduction in carbon emissions.
- 4.14 The assessment indicates the emissions associated with the scheme construction will be 1,096 tonnes of carbon dioxide equivalent (tCO₂e). The reduction in emissions associated with the traffic and car-use changes following construction will be 18,116 tCO₂e over a 60-year appraisal period. The whole-life carbon impact from both the construction and operation of the scheme is therefore a reduction in emissions by 17,020 tCO₂e over a 60-year appraisal period.

Inclusive Growth Implications

- 4.15 The schemes inclusive growth implications include:
- Bus priority interventions which aim to deliver more inclusive, affordable, and sustainable transport connectivity to residents and communities in East Leeds.
 - Improving productivity through journey time savings; providing improved access to training, education, employment, and health care.
 - Enhanced junctions and upgrades of traffic signal crossings will support walking and cycling, which are highly inclusive, accessible, and low-cost forms of transport, which promote health and well-being.

Equality and Diversity Implications

- 4.16 A stage 1 Equality Impact Assessment (EqIA) has been undertaken for the scheme and the equality and diversity impacts have been taken account of as part of business case development.
- 4.17 Age and disability groups will benefit from improved safety due to signalised pedestrian and cycle crossing improvements.
- 4.18 Other protected characteristic groups are not disproportionately impacted.
- 4.19 A Stage 2 EqIA will be provided at full business case.

Consultation and Engagement

- 4.20 There has been consultation with key stakeholders in spring 2021, including Bus operators, Ward & Parish Councillors, and Accessibility groups. The promoter has undertaken one round of public consultation and engagement which was held over five weeks during the summer of 2021. Details can be found online via the following link: [A64 Improvement Scheme | Your Voice \(westyorks-ca.gov.uk\)](https://www.westyorks-ca.gov.uk). Future consultations and engagement focussed on the Phase 1+ scheme are planned for spring 2024 and feedback will be considered to inform the detailed design phase.

Risks

- 4.21 The scheme risks and mitigations are:
- That rising inflation results in increased scheme costs, potentially making the scheme unaffordable and reducing its value for money. This is being mitigated by an inflation adjustment being applied to the scheme costs.
 - That pavement survey results are not accurate because they were undertaken in colder temperatures than expected to support business case development timescales, meaning additional surveys could be required resulting in delay and additional costs at the detail design stage. This is being mitigated by starting the detail design stage earlier than expected, to compare and benchmark the survey data with other similar schemes.
 - That tar is identified within the existing pavements leading to additional costs to dispose the material, or costs associated with the redesign. This is being mitigated through additional surveys during detailed design to determine the locations of tar. If tar is found and it is deemed too expensive to remove and dispose of, then a redesign will take place.
 - There is no response from Utility enquiries resulting in design uncertainty and additional costs for design amendments. This is being mitigated by maintaining regular contact with utility companies as part of the detail design stage.

Costs

- 4.22 The current total forecast scheme costs are £5,020,000.
- 4.23 The Combined Authority's contribution is £4,980,000 from the TCF Fund. Leeds City Council will provide the remaining £40,000.
- 4.24 At strategic outline case in July 2020, the scheme included two packages, A64 Bus Priority and Park and Ride (P&R). Indicative total scheme costs of £7,000,000 (TCF) for the bus priority package were approved. The P&R package had a £15,000,000 allocation. The Combined Authority Inflation Review in November 2022 reduced the TCF indicative funding from £7,000,000 to £2,680,400 for the bus priority. In addition, a decision was made to pause the P&R package, and its £15,000,000 allocation was returned to the programme.

- 4.25 This outline business case is requesting additional TCF indicative funding of £2,299,600 for Phase 1+ which increases the Combined Authority total indicative funding to £4,980,000. This is affordable within the programme contingency fund.
- 4.26 At decision point 1 (strategic assessment) £20,000 of development funds were approved. At decision point 2 (strategic outline case) an additional £510,400 of development costs were approved to develop the outline business case. At the time the scheme included the full original scope of the package including both the Bus Priority and Park and Ride elements. A TCF Programme Change Request in January 2022 provided an additional £150,000 of development funding to the scheme. This increased the total approved development costs to £680,400. A scheme Change Request in January 2023 was approved for £715,000 of additional development costs, increasing the total approved development costs to £1,395,400, to develop the resubmitted outline business case.
- 4.27 A further £561,000 is now sought as part of decision point 3 (outline business case) to progress the scheme to activity 4 (full business case), taking the total approval to £1,956,400.
- 4.28 The Combined Authority will need to enter into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £1,956,400 from the TCF Fund.

Key Timescales

- Start of delivery – October 2024.
- Completion date – August 2025.

Appraisal Summary

- 4.29 There is strong strategic alignment to several Leeds City Council, Combined Authority, and national transport policies and strategies.
- 4.30 Currently buses experience delays, leading to longer journey times and a less reliable service. Several key junctions are forecast for increased congestion levels and bus dependency is high for residents. Analysis has identified key improvement locations on the A64. The A64 scheme complements several other transport schemes and supports the planned East Leeds Extension housing development.
- 4.31 An Options Assessment Report has not been provided; it is recommended this is provided at FBC. Critical Success Factors have provided some high-level options assessment criteria. A wide range of benefit estimations are for both highway and public transport appraisals, the scheme will mostly benefit bus users.
- 4.32 The benefit cost ratio (BCR) is 7.9:1, this demonstrates 'Very High' Value for Money, this is because of the high bus benefits and no car disbenefits. sensitivity tests indicate a robust BCR position.

- 4.33 Leeds City Council will use their internal contractor framework. The procurement strategy will have specific social value commitments.
- 4.34 The development costs are high when compared to the total scheme costs. This is due to the initial scope at strategic outline case being wider and the costs associated with the development of the OBC stage. A budget has been set aside for Monitoring & Evaluation. On-going maintenance costs are to be funded by Leeds City Council's highways maintenance budget.
- 4.35 The scheme costs include an inflation adjustment of 39.7%. The utility costs include a 9.2% inflation adjustment. A contingency of 10% has been included in the scheme costs. This represents an industry standard at this stage and has been benchmarked against other recent Leeds City Council completed schemes. Extensive surveys and advanced scheme designs provide some cost certainty.
- 4.36 The risk register provides sufficient mitigations. The risk allocation is 5% of the total scheme costs, based on the middle range from the Quantified Risk Assessment which has been proportionately applied.
- 4.37 Key stakeholder engagement and public consultations have been undertaken; the scheme is generally supported. Further engagements and consultations are planned in spring 2024 before FBC to provide an update on the phased approach to the scheme.
- 4.38 The Equality Impact Assessment (EQIA) Stage 1 states Age and Disability protected characteristic groups will benefit from signalised pedestrian and cycle crossing safety improvements. At FBC a Stage 2 EQIA will be undertaken.
- 4.39 A Social and Distributional Impact Assessment indicates the impact will be positive with the potential for slight adverse impact due to accidents.
- 4.40 Traffic Regulation Orders will be required prior to FBC. No subsidy control issues are anticipated; legal advice is to be sought at FBC.
- 4.41 The scheme designs are advanced for OBC between preliminary and detailed stages. Leeds City Council have experience and lessons learnt from similar schemes.
- 4.42 At FBC a stage 2 monitoring and evaluation plan and data impact assessment will be provided, and the objectives and outcomes will be reviewed to reflect the phase 1+ scheme.

Recommendations

- 4.43 The Transport Committee approves that:
- (i) The A64 Bus Walking and Cycling Corridor Improvements (Phase 1+) 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 £4,980,000. The total scheme value is £5,020,000.
- (iii)** Development costs of £561,000 are approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £1,956,400.
- (iv)** The Combined Authority enters into an addendum to the existing Funding Agreement with Leeds City Council for expenditure of up to £1,956,400.
- (v)** Future approvals are made in accordance with the assurance pathway and approval route outlined in the PAT report. This will be subject to the scheme remaining within the tolerances outlined in the PAT report.

Project Title	Elland Rail Station and Access Package
Stage	2 (scheme development)
Decision Point	Change request (activity 3)

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

Background

- 4.44 The scheme involves provision of a new railway station at Elland, including a park and ride car park, and a package of complimentary access improvements to link the town of Elland with the new railway station, including walking, cycling and public realm enhancements.
- 4.45 The Elland Rail Station scheme will be funded from the West Yorkshire plus Transport Fund (WY+TF). 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.
- 4.46 The Elland Access Package will be funded by the (WY+TF) and through the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs.
- 4.47 The TCF programme is organised into three themes which focus on improving public transport and cycling corridors, improving accessibility to key locations, and improving transport hubs and Interchange facilities.
- 4.48 Elland is located to the east of the Calderdale district, approximately mid-way between the cities of Leeds and Manchester. The town suffers from poor public transport connectivity and significant congestion levels on the Strategic Road Network (SRN) that connects the town to the regional economic centres of Leeds and Manchester.
- 4.49 The approval being sought is within the existing indicative funding approval by the Combined Authority in order to progress to the next decision point (Full Business Case).

Elland Rail Station

- 4.50 Elland Rail Station will deliver a new railway station on the Calder Valley line, with two platforms on a raised embankment with lift, step, and ramp access. There will also be a 116-space (approximately) park-and-ride car park serving the station, which is located on a site adjacent to the A629 and close to Lowfields Business Park.
- 4.51 Since the outline business case was approved for this scheme in March 2019, the design has had to change to include ramped access to both platforms to ensure it is compliant with the updated British Safety Standards (BS9992 2020 - fire safety in the design, management and use of rail infrastructure). The inclusion of ramped access to both station platforms will allow safe emergency egress for people with reduced mobility.
- 4.52 A change request for £1,500,000 of additional development funding was approved in October 2021 to progress the additional detail design work to include ramped access, land assembly and site clearance. This increased the development costs for the station scheme to achieve full business case development to £2,934,000.
- 4.53 Since the change request was approved the project has achieved GRIP stage 4 (single option selection), approval in principle from Network Rail in January 2023, and secured planning approval in February 2023.

Access Package

- 4.54 The town of Elland currently suffers from poor public transport connectivity and significant congestion levels on the Strategic Road Network (SRN) that connects the town to the regional economic centres of Leeds and Manchester.
- 4.55 The lack of connectivity hinders access to employment and skills opportunities locally, subsequently constraining future growth and development. The town centre of Elland is amongst the top 20% deprived areas in the country and consequentially Elland is a priority growth area for Calderdale.
- 4.56 The Elland rail station project proposals originally included package of sustainable transport access improvements. This was then enhanced by additional scheme elements to be delivered with TCF funding. These additional elements included route improvements to and from Elland town centre via Eastgate, providing traffic free access on Century Road, Lowfield Industrial Park and Old Power Way and providing direct, traffic free access via National Cycle Network Route 66 and Calderdale Greenway to the new station via two pedestrian/cycle bridges.
- 4.57 The Access Package will be delivered by the Borough Council of Calderdale (BCC). The Access package scheme will deliver:
- Cycle links from the core town centre and employment areas within Elland Connecting residents of Elland and West Vale to the proposed railway station.

- Additional crossing points for the River Calder and Calder and Hebble Navigation along with improvements to sections of canal tow path for the benefit of pedestrians and cyclists.
 - Increase the uptake of walking and cycling around Elland and West Vale.
- 4.58 Completion of the joint full business case for Elland Rail Station and Access Package has been delayed while the station scheme completes detailed design.
- 4.59 The development of the project to date has allowed the Access Package to continue to progress key development activities such as land acquisition (including the funds for the anticipated purchases), preparation for CPO (including costs for public inquiry) and procurement until the revised submission date for the joint project FBC.

Description of the Change

Elland Rail Station

- 4.60 At outline business case stage it was believed that the land required to deliver the rail station was in the ownership of the Borough Council of Calderdale or Network Rail, therefore no land purchase was required. During further development of the business case a review of the information provided showed that there was some third party and unregistered land within the site area which would be required to deliver the scheme. A Compulsory Purchase Order (CPO) is now required to assemble the land and a CPO was sealed in February 2022. Additional funds are required to support the CPO.
- 4.61 The project team completed a tender exercise to procure a design and build contractor in September 2023. The price for the delivery of detailed design and the full business case provided by the contractor now exceeds the previous cost estimate.
- 4.62 There is also a requirement for an Asset Protection support agreement with Network Rail and the cost for this also exceeds previous estimates.
- 4.63 With the above cost increases, there is no longer sufficient development funding approved to allow the project to progress to FBC submission.
- 4.64 The rail station scheme is therefore seeking an additional £2,570,000 in development funding which would take the total development funding approval to £5,504,000 from the West Yorkshire plus Transport Fund.

Access Package

- 4.65 The programme for the scheme has been extended due to delays in gaining approvals for the Rail Station project and this has resulted in a prolonged period of progressive development of the Access Package, resulting in increased costs.
- 4.66 There are also additional costs to complete the full business case to meet current Combined Authority Business Case requirements.

- 4.67 The existing planning approval for the Access Package expires in September 2024 unless a meaningful start on site is made before that date. The extension to the programme means that the scheme will likely miss this deadline. As such the scheme promoters took a prudent view and developed and submitted a second planning application. This resulted in a review and re-write of all planning documentation to update to a 2023 submission which included new requirements. This second planning application has resulted in additional unexpected costs.
- 4.68 The access package scheme has £930,000 of development funding approved from TCF. The access package scheme is seeking an additional £759,554 in development funding from TCF which would take the total development funding approval from TCF to £1,689,554, as well as £700,153 approved already from the WY+TF.

Outputs and Outcomes

- 4.69 The scheme outputs include:
- Provision of a new railway station on the Calder Valley line, with two platforms on a raised embankment with lift, step, and ramp access.
 - Approximately 116 car parking spaces serving the new station.
 - An access package of walking and cycling route upgrades including two new pedestrian / cycle bridges providing traffic free access to the station.
- 4.70 The scheme outcomes are:
- Increasing the number of walking and cycling trips (by 26% by 2030) within Elland, West Vale and surrounding areas.
 - 100% increase in rail mode share for journeys from Elland, West Vale and the surrounding area by 2030.
 - Improved access to jobs, and opportunities for residents within Elland, West Vale and surrounding areas, particularly those in the most deprived local areas.
 - Supporting employment growth by providing businesses in Elland with improved access to wider labour markets.
 - Supporting local housing growth to the North of Elland Town Centre by reducing transport constraints.

Tackling the Climate Emergency Implications

- 4.71 The scheme will improve access to rail for communities within the surroundings areas. The park and ride provision will offer an alternative to driving into Leeds. This will enable more journeys to be taken by more sustainable public transport, reduce the private car use and contribute to a reduction in the emissions of carbon and other harmful emissions caused by car use.
- 4.72 The mode shift to rail and increase in walking and cycling in Elland will have a positive impact on local and regional climate change resilience and support

the clean and inclusive growth agenda. It will also improve public health due to lower air pollution levels and improved individual health outcomes from increased physical activity.

- 4.73 At full business case, a detailed Carbon Impact Assessment will be submitted to show the whole life carbon impacts for the scheme, and how they will be addressed.

Inclusive Growth Implications

- 4.74 The poor public transport connectivity and congestion levels on key road connections hinders access to employment and skills opportunities, constraining future growth and development. The town centre of Elland is amongst the top 20% deprived areas in the country and consequentially Elland is a priority growth area for Calderdale.
- 4.75 The scheme will connect people to economic and education opportunities through improved access to affordable and sustainable transport including rail and a new rail park and ride.

Equality and Diversity Implications

- 4.76 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.
- 4.77 The scheme will increase accessibility to a range of services, including employment, education, and other community facilities, in neighbouring towns and cities.
- 4.78 The station will be fully accessible with access by lift, stairs, and ramps to both platforms. Disabled parking bays and designated pick-up and drop-off facilities will be provided. The public spaces around the station site will be improved through the regeneration of unused land and additional lighting.

Consultation and Engagement

- 4.79 The promoters have undertaken two rounds of public consultation which has included both aspects of the scheme. Public engagement was held during summer 2018, with 94% of respondents stating that they were happy or very happy with the plans. The feedback received was used to develop the proposals further. Further information can be found at [Elland Rail Station and Access Package | Your Voice \(westyorks-ca.gov.uk\)](https://www.westyorks-ca.gov.uk/elland-rail-station-and-access-package-your-voice). A second phase of public engagement to allow comment on the updated scheme was held during the summer of 2020. Further information can be found at [Elland Rail Station and Access Package Phase 2 | Your Voice \(westyorks-ca.gov.uk\)](https://www.westyorks-ca.gov.uk/elland-rail-station-and-access-package-phase-2-your-voice).
- 4.80 The project regularly engages with key stakeholders, such as Network Rail, the Calder Valley Rail Partnership, ward councillors and local businesses. The project also provides updates to the public as part of Calderdale Council's "[Think You Know Elland](https://www.westyorks-ca.gov.uk/think-you-know-elland)" comms campaign and a quarterly community newsletter organised by the Elland Future High Streets project. <https://calderdalenextchapter.co.uk/think-you-know-elland>

Risks

4.81 The scheme risks and mitigations are:

- That the scheme becomes unaffordable due to increasing material costs. This is being mitigated by a further review of construction costs during development of the full business case.
- Discussions around construction methodology have prevented particular negotiations from progressing. This is being mitigated by progression of the design, which will provide with methodology for construction which will aid in negotiations and submission of compulsory purchase orders to cover all land requirements for the Rail Station and Access Package elements of the project.
- Potential that the access package's compulsory purchase order is taken to public inquiry delaying the current programme. This is being mitigated by preparation of statement of case and evidence for a potential inquiry along with trying to resolve objections through negotiation.
- Resubmission of planning application and potential for refusal. This is being mitigated by through active engagement with Calderdale's planning team and the statutory consultees who have commented on the new application.

Costs

Elland Rail Station

4.82 The total scheme costs are £20,650,000.

4.83 The Combined Authority's contribution is £20,650,000 from the West Yorkshire plus Transport Fund.

4.84 At outline business case the total project budget for the delivery of the Elland Rail Station was £17,360,000. The Place, Regeneration and Housing committee as part of the 2021 Transport Fund review, approved an increase to the overall project budget by £3,290,000, taking the overall project budget for the rail station to £20,650,000.

4.85 At outline business case stage £1,434,000 of development funding was approved. A change request in October 2022 approved £1,500,000 of additional development funding, taking the approved development funding amount to £2,934,000.

4.86 The project is seeking to drawdown an additional £2,570,000 in development funding from the indicative funding allocation of £20,650,000. This will take the total development funding approval to £5,504,000.

Access Package

4.87 The total scheme costs are £10,677,414.

- 4.88 At strategic outline case stage the project budget for the access package was £7,400,000, with £5,420,000 from the Transforming Cities Fund (TCF) and £1,980,000 from the West Yorkshire Plus Transport Fund. The allocation for this scheme from the TCF was increased to £8,335,433 via a Programme review in March 2022, which was approved by the Place, Regeneration and Housing committee. The TCF allocation was then reduced to £8,037,414 in a programme review in December 2022, which was approved by the Combined Authority.
- 4.89 The Combined Authority's contribution is £10,677,414, with £2,640,000 from the West Yorkshire plus Transport Fund (WY+TF) and £8,037,414 from the Transforming Cities Fund (TCF).
- 4.90 Development funding of £334,000 from TCF was initially approved following a project Change Request submitted in March 2021. A further £596,000 of development funding was approved as part of a TCF Programme-level Change Request in December 2021. Currently the scheme has approved development costs totalling £700,153 from the WY+TF and £930,000 from the TCF.
- 4.91 The project is seeking to drawdown an additional £759,554 in development funding from the TCF indicative funding allocation of £8,037,414. This will take the total development funding from TCF to £1,689,554, and the total development costs for the access package, including the £700,153 from the WY+TF, to £2,389,707.

Key Timescales

Elland Rail Station

- Achieved rail industry acceptance for the new Elland Rail Station – September 2021
- Issue of Stage 1 and 2 tender for the Station – June 2023
- Confirmation of Rail Station CPO – Q1 2024/25
- Start of construction on site - Q4 2024/25
- Finish construction of the Rail Station - Q4 2025/26
- Operation of the new Station - Q1 2026/27

Access Package

- Issue of Stage-1 Access Package tender – November 2023
- Planning approval for Access Package – December 2023
- Issue of Stage-2 Access Package tender – March 2024
- Confirmation of Access Package CPO - Q2 2024/25
- Start of construction on site - Q4 2024/25
- Finish construction of the Access Package - Q1 2026/27

Appraisal Summary

- 4.92 The change request involves draw down of additional development funding, so it does not directly impact on the strategic and commercial cases.
- 4.93 The change request does not in itself increase the scheme costs or alter the outputs or outcomes or the benefits appraisal. It is however noted that the additional funds requested are significant compared to the previously approved development costs and may impact on the budget remaining to deliver the two schemes.
- 4.94 The need for the change request arises from issues being experienced relating to planning consent, land acquisition and the conclusion of maintenance agreements with a statutory body, as well as the impact of delays in the station element of the scheme.
- 4.95 These do present a heightened risk of further cost escalation and can be seen to be detrimental to the financial and management cases and may also eventually affect the economic case.
- 4.96 The promoter provides sufficient assurance to recommend approval of the change request, but the overall rating of the scheme has been amended from Green to Green / Amber, to reflect the increased risks arising from the issues set out in the submission.

Recommendations

- 4.97 The Transport Committee, subject to the conditions set by the Programme Appraisal Team, approves that:
- (i) The change request to the Elland Rail Station and Access Package schemes to increase the development funding allocation and extend the completion date is approved.
- The drawdown of further development costs of £2,570,000 for the Elland Rail Station scheme are approved in order to progress the scheme to decision point 4 (full business case) taking the total development costs approved for this scheme to £5,504,000.
 - The drawdown of further development costs of £759,554 for the Access Package scheme are approved in order to progress the scheme to decision point 4 (full business case) taking the total TCF development costs approved for this scheme to £1,689,554.
 - The completion date of the Elland Rail Station and Elland Station Access Package is extended from September 2025 to September 2026.
- (ii) The Combined Authority enters into an addendum to the existing Funding Agreement with the Borough Council of Calderdale for expenditure of up to £1,689,554 from the Transforming Cities Fund.

- (iii)** Future approvals are made in accordance with the assurance pathway and approval route outlined in the PAT report. This will be subject to the scheme remaining within the tolerances outlined in the PAT report.

Projects in Stage 3: Delivery and Evaluation

Project Title	A629 Phase 1B
Stage	3 (delivery and evaluation)
Decision Point	Change request (activity 5)

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

Background

- 4.98 This scheme will be funded from the West Yorkshire plus Transport Fund (WY+TF). 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.
- 4.99 The A629 Phase 1b scheme is part of the A629 Halifax to Huddersfield corridor programme, approved by the Combined Authority in 2015.
- 4.100 The approval being sought is within tolerance of the existing Combined Authority approval from 8 December 2022.

A629 Programme

- 4.101 The A629 programme incorporates a series of car, bus, walking, cycling and accessibility infrastructure improvements between Halifax, Huddersfield, and the M62, to support economic growth and the ambitions of the Leeds City Region Strategic Economic Plan (now superseded by the Strategic Economic Framework).
- 4.102 To support project delivery, the A629 programme was 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)

- Phase 5 Ainley Top into Huddersfield (Kirklees)
- 4.103 Phase 1a has been constructed and operational since November 2018. The scheme's primary focus was delivering improvements to the highway network between Jubilee Road and Shaw Hill by addressing congestion through widening existing lanes and revising vehicle movements. It has also delivered some improvements to the walking and cycling provision, such as relocating pedestrian crossing points and extending cycle lanes.
- 4.104 Phase 2 will deliver a series of bus, walking, and cycling interventions to improve accessibility to and within Halifax town centre by improving connectivity by bus, walking, and cycling, re-routing traffic, and implementing a revised bus network for greater coverage, complementing the newly improved Halifax Bus Station. The Phase 2 scheme just entered activity 5 (delivery) following approval of its full business case (decision point 4) at the 19 September Transport Committee meeting. The Halifax Town Centre scheme is forecast to complete by November 2027.
- 4.105 Phase 4 sought to deliver bus, walking, and cycle improvements between Ainley Top and Junction 24 of the M62 to complement Phase 1a and 1b, such as extending the length of bus lanes, relocating bus stops, improving bus stop waiting facilities, installing new and improved cycle lanes, and improving pedestrian crossing points. However, the scheme has been paused at outline business case (decision point 3), a decision taken by Calderdale Council following the 2022 inflation review and its assessment of costs across the A629 programme.
- 4.106 Phase 5 planned to deliver traffic capacity improvements at sections of the corridor between Blacker Road and Ainley Top through road widening, realigning traffic lanes, and the removal of parked cars impeding traffic flow. Delivery challenges, including the acquisition of several plots of residential land and the removal of mature trees, meant that a decision was taken to pause the scheme in its current form. Any revised proposal will be subject to a new round of stakeholder engagement and public consultation.

A629 Phase 1B

- 4.107 The Phase 1b site is located within the River Calder valley, approximately two and a half kilometres south of Halifax Town Centre. The site is focused on the existing Calder and Hebble highway junction that includes the A629 Huddersfield Road, Stainland Road, and the A6026 Wakefield Road, and will directly complement the Phase 1a scheme, building on the revised highway network and sustainable transport measures in place.
- 4.108 The scheme will primarily deliver interventions to reduce congestion at the Calder and Hebble junction and reduce journey times for cars and buses. This will be achieved through a new highway link between the B6112 Stainland Road and the A629, the closure to the existing A6026 Wakefield Road link between the A629 Huddersfield Road and the B6112 Stainland Road, and through highway capacity enhancements such as increasing the number of lanes, the widening of carriageways, and signalised junction improvements.

- 4.109 The scheme supports the Mayor's pledge to tackle the climate emergency and also supports principles of inclusive growth as it includes measures to improve public transport, such as a new bus lane and bus gate. It also includes measures to encourage walking and cycling with the delivery of improved footpaths, crossing facilities, new cycle lanes and shared pedestrian and cycling space.
- 4.110 The scheme will plant 3000 new trees and includes a new balancing pond to collect highway surface water run-off to reduce flood risks.
- 4.111 The scheme is anticipated to reduce journey times over the length of the Phase 1a and 1b sections by 25% within two years of opening and support an improvement in journey reliability and connectivity to employment, housing, education, and retail along the Halifax to Huddersfield corridor.
- 4.112 The scheme progressed to activity 5 (delivery) in November 2021, securing approval of £28,119,000 from the WY+TF.
- 4.113 The scheme has since secured an additional approval of £8,500,000 through the 2022 Inflation Review led by the Combined Authority as prices of materials and labour rose significantly. The scheme used the review as an opportunity to account for additional costs of statutory diversions and utilities too.
- 4.114 The previous information received from the statutory undertakers and utility companies was inaccurate. This change request therefore seeks approval to a further £6,000,000 to fund additional statutory diversion, contractor compensation and design costs. Given the further delay to the programme, it will also fund additional staff and traffic management costs. A revised allowance for inflation and risk costs has also been included. The contractors programme now forecasts construction to complete by July 2024.

Outputs and Outcomes

- 4.115 The scheme outputs include:
- A new two-lane highway link between the B6112 Stainland Road and the A629.
 - A new roundabout junction with Stainland Road to the west.
 - A new signalised junction with the A629 to the east.
 - Increase to two lanes northbound to link into the existing dual carriageway to the south and the Phase 1a widening works to the north.
 - Increase to two lanes southbound between the Phase 1a widening works and the proposed Calder and Hebble junction with Stainland Road and on the approach to the new signalised junction at Elland Wood Bottom.
 - Road widening to the west of the existing highway between the sewage works entrance and Bankhouse Lane.
 - Road widening to the east of the existing highway between Exley Bank and the proposed Calder and Hebble junction with Stainland Road.

- Replacement of the existing Jubilee Road give-way junction with a new signal-controlled junction.
- A new northbound bus lane on Stainland Road together with a new bus gate, which will allow buses and cyclists to bypass the new roundabout junction.
- The provision of shared cycling and walking infrastructure northbound and southbound, including:
 - Widening to three metres where possible and linkages to the Route 66 and Route 69 cycleways.
 - Provision of a new staggered pedestrian crossing at Jubilee Road junction.
 - Provision of a new single stage shared footway and cycle crossing at Calder and Hebble junction.
- The provision of 14 off-street residential parking bays.
- Provision of a new balancing pond to collect highway storm water runoff.
- The planting of shrubs to the east of Stainland Road to provide additional screening to the existing canal towpath.
- Planting of 3000 new trees, as well as a new wildflower meadow and willow habitat to support local wildlife and encourage biodiversity.

4.116 The scheme outcomes are:

- To reduce journey time on the A629 over the length of the Phase 1a and 1b areas for general traffic during peak periods by 25% two years after opening.
- Improve journey time reliability on the A629 over the length of the Phase 1a and 1b areas during peak for general traffic within one year of opening.
- To support an overall A629 programme net decrease in carbon emissions.

Tackling the Climate Emergency Implications

4.117 The scheme's business case pre-dates the current carbon impact assessment that forms part of the Assurance Framework.

4.118 The assessment carried out at full business case through TUBA (transport users benefit analysis) did indicate a carbon impact for the scheme in the region of 29,262 tonnes over a 60-year appraisal period.

4.119 A net increase in carbon emissions over the appraisal period is likely due to the size of the construction and because the highway capacity will be increased and subsequently more vehicles will pass through. However, the scheme will reduce congestion levels and vehicle idling. The scheme also includes a bus lane and bus gate as well as walking and cycling features to

encourage users to make local trips along this corridor by bus, walking, or cycling instead of the car.

4.120 The schemes construction programme has adopted new and innovative low carbon and recycled construction materials wherever possible.

4.121 The scheme includes a balancing pond to support storm water management, reducing run off by 20% and creating more resilience to flooding. The scheme will also deliver significant landscaping, including the planting of 3000 new trees as well as a new wildflower meadow and willow habitat to support local wildlife and encourage biodiversity as per the schemes +10% biodiversity net gain planning obligation.

Inclusive Growth Implications

4.122 The scheme inclusive growth implications include:

- Improved accessibility and connectivity to employment, education and retail for all commuters travelling along this section of the corridor by bus, car, walking or cycling.
- Improved local air quality from reduced congestion levels and an improved sense of place, with improved walking and cycling infrastructure, new tree planting, and a wildflower meadow.

Equality and Diversity Implications

4.123 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts have been taken account of as part of business case development.

4.124 Safety and accessibility to the shared walking and cycling facilities has been considered for all users, including those of limited mobility or wheelchair users, as well as accessibility to new and relocated bus stops and bus services. Better visibility through improved lighting and landscaping will also improve informal surveillance and improving personal safety,

4.125 The scheme has also put in place measures to ensure appropriate access and signage regarding diversions is in place for all users of the corridor during the construction phase.

Consultation and Engagement

4.126 The scheme promoter consulted with several key stakeholders whilst developing the Phase 1 proposal, including Highways England (now National Highways), emergency services, public transport providers, affected landowners, residents, statutory undertakers, and Ward Councillors.

4.127 Public consultation specific to Phase 1b was carried out between August and September 2019, as well as consultation and engagement with key stakeholders pertinent to its planning application, submitted in December 2018. This included statutory bodies such as the Canal and Rivers Trust who

were central to the bridge optioneering exercise and processing an easement agreement to introduce the new bridge over the Canal.

4.128 A website was launched by the promoter in Spring 2016 to set out all WY+TF investments in Calderdale. The Phase 1b scheme page is available online here: [A629 Calder and Hebble Junction \(Phase 1b\) | Calderdale Next Chapter](#).

Risks

4.129 The scheme risks and mitigations are:

- Further increase in costs to the construction programme because of delay to completing Northern Gas Network's (NGN) diversion works. This has been mitigated by plans for the contractor to carry out advanced enabling works and to maintain ongoing collaboration with NGN.
- That the scheme programme costs are impacted by Northern Gas Networks (NGN) plans to upgrade the existing gas main on the A629 between the New Canal Bridge and the junction with the A6026 (Wakefield Road). This has been mitigated by the contractor exploring how the construction programme can best accommodate NGN without causing significant constraint to their working areas or creating delay to the overall scheme.

Costs

4.130 The total scheme costs are £42,619,000.

4.131 The Combined Authority is fully funding the scheme from the WY+TF.

4.132 Following the 2022 inflation review, the scheme secured approval of £8,500,000, taking the total approval to £36,619,000.

4.133 Through this change request, the scheme seeks approval of a further £6,000,000 to support additional delivery costs comprising further statutory and utility diversions, securing of additional licenses and land, and additional staff costs given the extended delivery programme, taking the total approval to £42,619,000.

4.134 Given risks are currently unknown and may not materialise, it has been agreed that the release of the £6,000,000 will be as follows:

- £4,200,000 to support additional delivery costs is released as part of this change request.
- £1,800,000 to support risk costs is released on the condition the scheme promoter notifies the Combined Authority of the occurrence of a risk event. The approval to release the funding is delegated to the Director of Transport and Delivery.

4.135 The Combined Authority will need to enter into an addendum to the existing funding agreement with Calderdale Council for expenditure of up to £42,619,000 from the WY+TF.

Key Timescales

- Construction complete by July 2024.

4.136 The revised assurance tolerances for the recommended approval in this report are:

Assurance tolerances
Combined Authority costs remain within +5% of those outlined in this report.
Delivery completion date remains within +6 months of those outlined in this report.
Outputs remain within -10% of those outlined in this report.

Appraisal Summary

- 4.137 Given funding has been identified, this has mitigated the affordability risk, and the scheme should now maintain its construction programme and see it achieve practical completion by July 2024.
- 4.138 The change request does not impact on the strategic case, with the Phase 1b scheme still expected to deliver the planned outputs and outcomes to support the wider A629 programme objectives and priorities of the Strategic Economic Framework, and notably complement the already constructed A629 Phase 1a scheme.
- 4.139 Given the substantial increase to costs, the value for money assessment does however see the benefit cost ratio (BCR) reduce, revising the value for money classification down from Very High to Medium.
- 4.140 Following an in-depth review by the promoter of the project delivery to date, the project governance in place has been revised and additional project management resource has been allocated to the scheme. Additionally, the review has concluded several lessons which the promoter intends to hold a workshop on and apply the learning to future projects to best ensure they are delivered within time and budget.

Recommendations

4.141 The Transport Committee, approves that:

- (i) The change request for the A629 Phase 1B scheme to increase the Combined Authority contribution by £6,000,000 to £42,619,000, and to extend the delivery timescale to July 2024, is approved.
- (ii) The release of the £6,000,000 additional funding is as follows:
 - £4,200,000 to support additional delivery costs is released as part of this change request.
 - £1,800,000 to support risk costs is released on the condition the scheme promoter notifies the Combined Authority of the

occurrence of a risk event. The approval to release the funding is delegated to the Director of Transport and Delivery.

- (i) The Combined Authority enters into an addendum to the existing Funding Agreement with Calderdale Council for expenditure of up to £42,619,000.
- (ii) Future approvals are made in accordance with the assurance pathway and approval route outlined in the PAT report. This is subject to the scheme remaining within the tolerances outlined in the PAT report.

5. Tackling the Climate Emergency implications

- 5.1 The Climate Emergency implications have been considered on all projects included in this report as part of their business case development.

6. Inclusive Growth implications

- 6.1 The inclusive growth implications have been considered on all projects included in this report as part of their business case development.

7. Equality and Diversity implications

- 7.1 Equality Impact Assessments (EqIA) have been undertaken on all projects included in this report as part of their business case development.

8. Financial implications

- 8.1 The report seeks endorsement to expenditure from the available Combined Authority funding as set out in this report.

9. Legal implications

- 9.1 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.

10. Staffing implications

- 10.1 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.

11. External consultees

- 11.1 Where applicable scheme promoters have been consulted on the content of this report.

12. Recommendations (Summary)

A64 Bus Walking & Cycling Corridor Improvements

- 12.1 The Transport Committee approves that:

- (i) The A64 Bus Walking & Cycling Corridor Improvements (Phase 1+) 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 £4,980,000. The total scheme value is £5,020,000.
- (iii) Development costs of £561,000 are approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £1,956,400.
- (iv) The Combined Authority enters into an addendum to the existing Funding Agreement with Leeds City Council for expenditure of up to £1,956,400.
- (v) Future approvals are made in accordance with the assurance pathway and approval route outlined in the PAT report. This will be subject to the scheme remaining within the tolerances outlined in the PAT report.

Elland Rail Station and Access Package

12.2 The Transport Committee, subject to the conditions set by the Programme Appraisal Team, approves that:

- (i) The change request to the Elland Rail Station and Access Package schemes to increase the development funding allocation and extend the completion date is approved.
 - The drawdown of further development costs of £2,570,000 for the Elland Rail Station scheme are approved in order to progress the scheme to decision point 4 (full business case) taking the total development costs approved for this scheme to £5,504,000.
 - The drawdown of further development costs of £759,554 for the Access Package scheme are approved in order to progress the scheme to decision point 4 (full business case) taking the total TCF development costs approved for this scheme to £1,689,554.
 - The completion date of the Elland Rail Station and Elland Station Access Package is extended from September 2025 to September 2026.
- (ii) The Combined Authority enters into an addendum to the existing Funding Agreement with the Borough Council of Calderdale for expenditure of up to £1,689,554 from the Transforming Cities Fund.
- (iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in the PAT report. This will be subject to the scheme remaining within the tolerances outlined in the PAT report.

A629 Phase 1b

12.3 The Transport Committee, approves that:

- (i) The change request for the A629 Phase 1B scheme to increase the Combined Authority contribution by £6,000,000 to £42,619,000, and to extend the delivery timescale to July 2024, is approved.
- (ii) The release of the £6,000,000 additional funding is as follows:
 - £4,200,000 to support additional delivery costs is released as part of this change request.
 - £1,800,000 to support risk costs is released on the condition the scheme promoter notifies the Combined Authority of the occurrence of a risk event. The approval to release the funding is delegated to the Director of Transport and Delivery.
- (i) The Combined Authority enters into an addendum to the existing Funding Agreement with Calderdale Council for expenditure of up to £42,619,000.
- (ii) Future approvals are made in accordance with the assurance pathway and approval route outlined in the PAT report. This is subject to the scheme remaining within the tolerances outlined in the PAT report.

13. Background Documents

13.1 None as part of this report.

14. Appendices

Appendix 1 – A64 Bus Cycle Walking Improvements – Business Case Summary



Project Overview

Project Title	A64 Bus Walking & Cycling Corridor Improvements
Main Funding Programme	Transforming Cities Fund (TCF)
Current Forecast Project cost	£5,020,000
Funding Applied for from the Combined Authority	£4,980,000
Other public sector funding amounts and sources	Leeds City Council (LCC) - £40,000

Scheme Description

The A64 is a key radial route through East Leeds carrying long distance traffic from the wider Leeds city region alongside local traffic. It is a key bus corridor with high frequency bus services carrying large numbers of passengers.

The Phase 1+ outline business case proposal aims to improve bus journey times and reliability for services along the A64, improve accessibility to bus, encourage a shift for local trips from the car to bus, walking and cycling. The scheme will reduce carbon emissions and improve local air quality along the A64. The scheme consists of a package of new bus lanes, extensions to existing bus lanes, upgrading existing signalised junctions to give bus priority, and improvements to existing cycling and pedestrian crossing provisions for enhanced safety along the A64 between Marsh Lane and the approach to the outer ring road.

Business Case Summary

Strategic Case

Sections of the A64 benefit from existing bus lanes. The case for change is driven by the current local transport and socio-economic issues. Along the A64 congestion is common at peak periods. Buses experience delays, leading to longer journey times and a less reliable service. The Phase 1+ interventions include bus priority measures through new and extended bus lanes, upgrading existing signalised junctions and improvements to existing cycling and pedestrian crossing facilities for enhanced safety and better physical and mental health.

The scheme aligns to several Leeds City Council (LCC), Combined Authority, and national transport policies and strategies. Inclusive Growth is supported as bus priority interventions deliver more inclusive, affordable, and sustainable transport connectivity.



Economic Case

An appraisal specification report was presented in July 2021, which was agreed with the Combined Authority at the time of the first outline business case.

Benefit estimations have been undertaken for both highway and public transport appraisals. The economic case will be updated at full business case.

A stage 1 carbon impact assessment indicates an expected modal shift towards bus usage. A stage 2 carbon impact assessment will be completed prior to full business case stage of development. Initial modelling indicates minimal carbon emissions, and neutral to positive scheme benefits in terms of carbon impact.

The schemes benefit cost ratio (BCR) is 7.9:1, this demonstrates 'Very High' Value for Money. A wide range of sensitivity tests have been undertaken which indicate a robust BCR.

Commercial Case

The A64 experiences strong demand for bus travel and the number of people traveling by bus is increasing yearly. LCC's procurement strategy ensures value for money, promotes fair competition, transparency, accountability, and regulatory compliance. LCC has procurement experience and has learnt lessons from similar corridor schemes. LCC have a suite of contractor frameworks to develop efficient long-term supplier relationships.

The engineering and construction contract is a target cost contract where the financial risks are shared between the client and the contractor.

The intermediate works contractor framework has a social value commitment for schemes. This includes equality and diversity, growth, sustainability, education, innovation, and the environment. Suppliers will be monitored against specific targets.

Financial Case

At strategic outline case in July 2020, indicative total scheme costs of £8,878,000 with Combined Authority indicative costs of £7,000,000 from TCF were approved. A Combined Authority inflation review in November 2022 reduced the indicative funding to £2,680,400 with a recommendation to pipeline some elements.

The resubmitted outline business case for the Phase 1+ scheme is requesting £2,299,600 of additional funding, increasing the indicative total scheme funding to £4,980,000. LCC have secured £40,000 in matched funding, increasing the total Phase 1+ costs to £5,020,000. The resubmitted outline business case is seeking approval of £561,000 of additional development costs, increasing total approved development costs to £1,956,400.

The main financial risks are inflation, programme delays, inaccurate survey data, and design changes. Ongoing maintenance costs are to be funded by LCC's highways maintenance budget. LCC Parking Services own the bus lane enforcement cameras and will receive the revenues.

Management Case

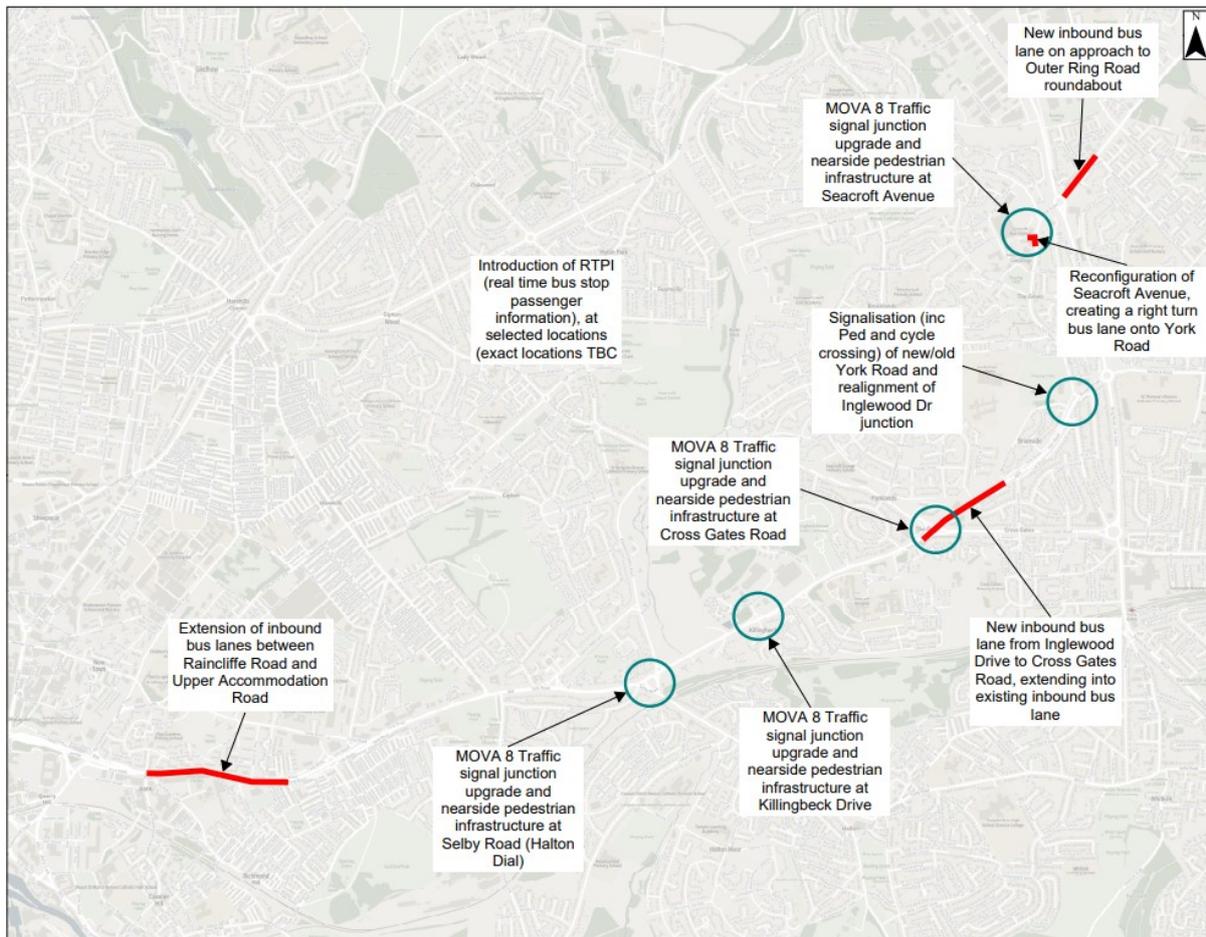
The project board reports into the Transforming Cities portfolio board who have programme strategic oversight. The LCC TCF project team will provide staff to support with the scheme delivery. An updated programme provides key milestones and a critical path for Phase 1+.

LCC have experience of similar schemes, learnt lessons, and have undertaken detailed surveys, providing confidence in the scheme deliverability.

Risk management will align with the TCF Risk Management Framework. The risk register demonstrates mitigations are in place.

Location Map

The following map shows the location of the A64 Bus Walking and Cycling Corridor Improvements 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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