

# TRANSPORT COMMITTEE

MEETING TO BE HELD AT 1.30 PM ON WEDNESDAY 13 MARCH 2024 IN COMMITTEE ROOM 1, WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS

# AGENDA

Please note that this meeting will be filmed for live or subsequent broadcast via the Combined Authority's internet site. At the start of the meeting the Chair will confirm if all or part of the meeting is being filmed. Generally, the public seating areas will not be filmed; however, by entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting. If you have any queries regarding this, please contact Governance Services on 0113 251 7220.

- 1. APOLOGIES FOR ABSENCE
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS
- 3. EXEMPT INFORMATION POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC
- 4. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 29 JANUARY 2024

Copy attached. (Pages 1 - 10)

5. BUS SERVICE IMPROVEMENT PLAN (BSIP) UPDATE

Lead Director: Simon Warburton; Lead Author: Helen Ellerton (Pages 11 - 18)

6. TRANSPORT POLICY UPDATE

Lead Director: Simon Warburton; Lead Author: Helen Ellerton (Pages 19 - 24)

# 7. PROJECT APPROVALS:-

Lead Director: Simon Warburton; Lead Author: Craig Taylor (Pages 25 - 48)

- (a) LEEDS CITY CENTRE PACKAGE ARMLEY GYRATORY
- (b) TCF LEEDS CITY CENTRE CYCLE CONNECTIVITY

# 8. DATE OF NEXT MEETING

The next meeting of the Transport Committee will take place on Friday 24 May 2024 at 10.00 am.

Signed:

**Chief Executive** 

**West Yorkshire Combined Authority** 



# MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON MONDAY, 29 JANUARY 2024 AT COMMITTEE ROOM 1, WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS

#### Present:

**Bradford Council** Councillor Susan Hinchcliffe (Chair) Councillor Peter Carlill (Deputy Chair) Leeds City Council Councillor Eric Firth (Deputy Chair) Kirklees Council Councillor Caroline Firth **Bradford Council** Councillor Mohsin Hussain (Transport Engagement Lead) **Bradford Council** Councillor Andrew Loy **Bradford Council** Councillor Alex Ross-Shaw **Bradford Council** Councillor Liz Rowe **Bradford Council** Councillor Peter Caffrey Calderdale Council Councillor Colin Hutchinson (Transport Engagement Lead) Calderdale Council **Councillor Scott Patient** Calderdale Council Councillor Moses Crook Kirklees Council Councillor Matthew McLoughlin Kirklees Council Councillor Oliver Edwards Leeds City Council Councillor Helen Hayden Leeds City Council Councillor Annie Maloney (Transport Engagement Lead) Leeds City Council Councillor Armaan Khan Wakefield Council **Councillor Matthew Morley** Wakefield Council

#### In attendance:

Kim Cain Arriva
Andrew McGuinness CPT
Brandon Jones Firstbus
Kerry Peters Northern
George Thomas TPE
Henri Rohard Transdev
Paul Turner Transdev

Simon Warburton (Executive Director)

Mick Bunting (Director)

Dave Haskins (Director)

Helen Ellerton

West Yorkshire Combined Authority

#### 1. Chair's Opening Remarks

The Chair, Councillor Hinchcliffe, opened the meeting by stating that

councillors from across West Yorkshire had gathered to discuss bus and rail issues and the impact on passenger transport in the region. The Chair observed that the meeting was supported by officers from the West Yorkshire Combined Authority, along with the presence of bus and rail operators who were available to take questions.

# 2. Apologies for Absence

Apologies for absence were received from Councillor Neil Buckley (Leeds Council), Councillor Peter Clarke (Bradford Council) and Councillor Peter Kilbane (York Council). Councillor Andrew Loy (Bradford) attended in place of Councillor Peter Clarke.

## 3. Declarations of Disclosable Pecuniary Interests

There were no declarations of pecuniary interests at the meeting.

# 4. Exempt Information - Possible Exclusion of the Press and Public

There were no agenda items that required the exclusion of the public and press.

# 5. Minutes of the Meeting of the Transport Committee held on 16 November 2023

In relation to the minutes of the meeting of the Transport Committee held on 16 November 2023, Councillor Hutchinson raised a point regarding page 3 of the report, noting that in the previous meeting, it was mentioned that a letter would be sent to Rail Northern Partnership seeking clarification on staffing levels and the revision of public facilities after the consultation on ticket office closures. Seeking confirmation, Councillor Hutchinson enquired whether the letter had been sent and if there had been a response.

The Chair, Councillor Hinchcliffe, confirmed that the letter had been sent, and verbal assurances were received from Rail Northern Partnership regarding their intention to initiate recruitment. However, the Chair pointed out that there had been a freeze on vacancies by the operators. The Interim Director of Passenger Experience & Assets provided additional information, stating that the letter was indeed sent, and the report referenced the actions rail operators would take to implement the outcomes of the consultation on ticket office closures.

**Resolved:** That the minutes of the meeting of the Transport Committee held on 16 November 2023 were approved.

#### 6. Passenger Experience Update - Bus and Rail

The Committee considered a report of the Interim Director of Passenger Experience & Assets, providing an update on West Yorkshire's public transport network.

Officers introduced the report, covering various aspects of the transport

system. Weekday bus use in December increased to 87% of baseline, with overall bus use reaching 89% of baseline. Park and ride sites experienced 81% of 2019's passenger journeys. Bus operators implemented service changes to enhance punctuality, and the closure of Bradford Interchange led to emergency operating plans. Real-Time Passenger Information (RTPI) improvements were discussed to address "ghost buses," and occupancy data on displays was discontinued.

Fare updates included frozen U19 fares and changes to adult tickets. Bradford Interchange's temporary closure was precautionary due to safety concerns. Rail passenger trends and network changes were also detailed, along with performance measures and the impact of strike action. Passenger satisfaction and attitudes were covered, encompassing rail user surveys and travel statistics. Enhancements, including major blockades and station revamps, were highlighted for better customer experience.

The Chair highlighted that a bus update had been distributed to members at the start of the meeting, expressing concern about the inconvenience caused by the closure of Bradford Interchange. She emphasised the importance of addressing the issues and creating a more stable arrangement for the traveling public.

The Executive Director for Transport provided an overview of the decision to close the bus facility at Bradford Interchange due to safety concerns related to adverse weather conditions and ongoing construction work. He provided details of an incident on 22 December which led to the closure of the Interchange in the interests of public safety. The Executive Director for Transport explained the challenges in inspecting the unique structure of the bus station, the approved business case for addressing structural issues, and the ongoing inspection process. The bus station is expected to remain closed for the next two months for inspection work, and an emergency operation plan has been in place since 4 January 2024. The Combined Authority has been working to operate buses temporarily in alternative locations and has received support from industry partners and Northern Rail. The Executive Director for Transport highlighted efforts to provide information, improve signage, and assist the public during this period.

Members made the following observations:

- The Chair sought measures to gauge customer experience during the disruption at Bradford Interchange bus station, emphasising the need for regular updates. The Interim Director of Transport Operations & Passenger Experience outlined efforts to enhance passenger experience, address accessibility issues, and gather feedback for continuous improvement.
- A member raised questions about the survey on Bradford Interchange and emphasised the need for clear communication about the duration of disruptions. The Executive Director for Transport highlighted the uncertainty around the necessary works and the focus on exploring options for safeguarding the city centre's presentation for 2025.

- A member enquired about the impact on Bradford officers and WYCA staff's redeployment. The Interim Director of Transport Operations & Passenger Experience explained about the measures being taken including collaboration with Bradford Council such as resource planning discussions, and ongoing efforts to manage the situation.
- The Chair expressed concerns about the ongoing impact on Bradford Council's responsibilities and stressed the need for regular updates on costs and progress. The Chair called for a commitment for ongoing support and investment.
- A member expressed disappointment in service cuts in Calderdale and emphasised the impact of reliability on people's decision to use bus services. Bus operators highlighted ongoing efforts to improve reliability, adjustments to timetables, and challenges related to traffic conditions.
- A member raised concerns about 'ghost buses' and sought a commitment from operators to report cancellations promptly. The member also highlighted communication issues and sought specific contact details for public enquiries. Paul Turner from Transdev addressed 'ghost buses' concerns, acknowledged challenges, and outlined ongoing efforts to improve communication and operational procedures. The Chair urged a focus on customer service, highlighted the need to improve communication, and emphasised the importance of operators meeting the passenger charter standards.
- A member sought information on Northern's' station policies, particularly the introduction of licensing fees for car clubs in station car parks. Officers responded by explaining plans to integrate active travel and car clubs at stations.
- A member praised Network Rail's communication on the TransPennine Route Upgrade, highlighting it as a significant investment for the North.
- Councillor Oliver Edwards' expressed concern about rail strikes, urged better relations between companies and unions, and shared a passenger's experience of regular train cancellations. Kerry Peters from Northern Rail and George Thomas from TransPennine Express acknowledged challenges with train cancellations, emphasised the ongoing efforts to address staffing and training issues, and apologised for the inconvenience caused to passengers.
- The Chair emphasised the importance of improving trade union relations and requested a response to Cllr Oliver Edwards' concerns outside the meeting. George Thomas expressed commitment to restoring relations with trade unions but highlighted limitations due to a national mandate.

#### Resolved:

- (i) That the Committee noted the content of the report and the feedback provided.
- (ii) That the Committee noted the updates provided in the report.

# 7. Bus Service Improvement Plan (BSIP) Update

The Committee considered a report of the Director of Transport Policy & Delivery, which aimed to update the Transport Committee on the Combined Authority's Bus Service Improvement Plan (BSIP) programme. The report sought approval for the proposed allocation of additional 'Phase 3' funding of £13,373,000 for the 2024/2025 financial year and a change request to modify the scope of the BSIP Superbus element, releasing an additional £3,168,245 from the existing Bus Network Plan and Superbus scheme budget.

Officers introduced the report, highlighting that the Combined Authority had received indicative awards from the Department for Transport (DfT), totalling £77,724,512, for the BSIP programme. Additional 'Phase 3' funding of £13,373,000 was announced, requiring updated documents and information submissions to the DfT. The proposed allocation of Phase 3 funding aimed to support existing priority schemes, including the Mayor's Fares, Bus Network Improvements, and Enhanced Safer Travel Partnership. The West Yorkshire Bus Alliance's Executive Board endorsed this approach.

Programme updates included the positive impact of the Mayor's Fares scheme on bus patronage and passenger satisfaction. Bus Network Improvements, specifically the Superbus schemes, had shown increased passenger numbers. Enhanced Safer Travel Partnership initiatives, such as deploying Police Community Support Officers, were progressing. Other updates highlighted the launch of enhanced bus services and ongoing efforts to monitor and evaluate the BSIP schemes' impact.

A change request sought approval to draw down additional funding for the Wakefield and Halifax to Huddersfield Superbus schemes. The report concluded with updates on staffing, the 'Walk it Ride it' campaign, and ongoing monitoring of the BSIP's impact on passenger perceptions and travel habits. The Committee was requested to approve the proposed Phase 3 funding allocation and the outlined changes to the BSIP programme.

Members made the following observations:

- The Chair, Councillor Hinchliffe, highlighted the importance of the Bus Service Improvement Plan and expressed the need to maximise funding for both Mayor's Fares and bus service improvements.
- A member raised concerns about the increased costs of BCIP projects, questioning factors beyond inflation. Officers explained approval had been sought for additional BCIP funding to support bus services, attributing increased costs to operators with higher expenses.

- A member spoke about challenges with bus patronage returning to pre-pandemic levels, impacting costs.
- A member enquired about flexibility to rebalance assumptions if patronage increases. Officers mentioned the possibility of adjusting contracts based on service developments.
- A member emphasised the importance of engaging with communities on the ground and sought clarity on the budget allocation for key towns. The Chair, Councillor Hinchcliffe, noted a 20% increase in Superbus use, attributing it to positive impacts from investments.
- Paul Turner from Transdev provided insights into the 3-year tapered funding agreement, mentioning a potential two-year extension. Paul Turner highlighted positive outcomes from investment in Keighley, including increased ridership and growth on specific routes. The Chair, Cllr Hinchliffe, expressed satisfaction with investing in trial routes to reduce vehicle congestion.

#### Resolved:

- (i) That the Committee noted the content of the report and feedback provided.
- (ii) That the Committee approved the approach to allocating the BSIP Phase Three funding and these proposals are submitted to the DfT by 31 January 2024 and form the basis of an updated Enhanced Partnership with operators.
- (iii) That the Committee approved that the change request (Appendix 1) be approved, to the change of scope of the BSIP Superbus element of the scheme, and to release a further £3,168,245 from the existing Bus Network Plan and Superbus scheme budget, taking the total approval from £7,998,434 to £11,166,679, subject to discharging the Conditions delegated to the Executive Director of Transport. The total scheme cost remained at £29,100,000. The additional approval would fund:
  - Up to £2,000,000 to deliver the Wakefield Superbus scheme.
  - £1,168,245 increase in cost to deliver the revised Halifax to Huddersfield Superbus scheme, increasing the budget from £1,469,527 up to £2,637,772.
- (iv) That the Combined Authority will provide funding to the bus operators, by using existing contractual arrangements, for expenditure of up to £11,166,679 from the Bus Service Improvement Plan Revenue funding.
- (v) That future approvals be made in accordance with the assurance pathway, approval route, and tolerances outlined in the report. Where required, any future committee level approvals be delegated to the Transport Committee.

## 8. Rail Strategy Update

The Committee considered a report of the Executive Director for Transport, addressing the public consultation outcomes of the emerging Rail Strategy.

Officers introduced the report. The report sought the Committee's endorsement of the revised Rail Strategy Executive Summary and full document before submission to the Combined Authority for approval on March 14, 2024. The Rail Strategy, integral to the new Local Transport Plan, prioritises growth, station improvements, decarbonization, and freight capacity. During the consultation period from June 12 to September 3, 2023, 174 responses were received, with 91% expressing support for the Rail Strategy.

Feedback emphasised the importance of integration, electrification, environmental considerations, and station improvements. The Committee considered all comments, leading to strengthened wording in the Rail Strategy, addressing concerns raised during the consultation. Reflecting on the Network North proposals, amendments were made to align with the region's priorities not covered in the government's plans, including resolving rail capacity at Leeds station, and progressing electrification projects.

Members made the following observations:

- A member emphasised the need for a strong business case for Calderdale electrification and its inclusion in the Network North program. He further highlighted the importance of linking the Castlefield corridor with hospitals and Manchester Airport, urging references to such schemes in the West Yorkshire Rail Strategy.
- A member welcomed the consensus around greater integration with public transport and active travel, emphasising the core role of decarbonisation. The member highlighted the priority of the Penistone line and its absence in the report.
- A member commended the report's positive aspects, emphasising the need for improved accessibility at stations and advocating for an accessibility audit. The member urged quick progress, particularly regarding audible announcements for cancelled services.
- A member expressed satisfaction with the additions to the report, particularly the Colne to Skipton rail line. He advocated for continued support for projects like Laisterdyke and keeping options open for strategic updates in that area.

#### Resolved:

- (i) That the Committee noted the content of the report and the feedback provided.
- (ii) That the Committee noted the outcome of the Rail Strategy public consultation.
- (iii) That the Committee endorsed the revised Rail Strategy Executive

Summary and Rail Strategy full document prior to submission to the Combined Authority on 14 March 2024 for adoption.

## 9. Local Transport Plan (LTP) Update

The Committee considered a report of the Executive Director for Transport, which provided an update on the West Yorkshire Local Transport Plan (LTP) revised program, co-development with district partners, and the engagement and consultation approach.

Officers introduced the report which explained that the Combined Authority and district partners were actively co-developing a new statutory LTP4 for West Yorkshire, aiming for adoption by mid-2025. Legal advice guided the development process, endorsing a two-stage consultation approach. The LTP program, focusing on strategic ambition, vision, and objectives, was underway with district partners, emphasising a co-developed, jointly endorsed transport plan.

Stage 1 aimed at delivering a co-developed vision and high-level policy document for public consultation in mid-2024. Stage 2 would involve building consensus around a new policy framework supporting integrated transport, district functions, and addressing strategic priorities, including Mass Transit facilitation.

The Chair, Cllr Hinchcliffe, sought approval for the two-stage process. Andrew McGuiness from the Confederation of Passenger Transport, expressed support from the operators, emphasising the often-overlooked significance of coaches. Andrew McGuiness highlighted the economic benefits associated with the interdependence of coaches and buses, suggesting collaboration with the Combined Authority on a CBT international policy position for coach sections.

#### Resolved:

- (i) That the Committee noted the content of the report.
- (ii) That the Committee endorsed a two-stage approach to consultation.
- (iii) That the Committee noted the development of the second phase of the LTP and continued co-development of the Local Transport Plan with the district partners led by the Combined Authority to be presented for adoption by mid-2025.

#### 10. Chair's Closing Remarks

The Chair, Councillor Hinchcliffe, announced The Director of Transport Policy and Delivery, Melanie Corcoran's, departure from the Combined Authority to the South Yorkshire Combined Authority on 9 February 2024, expressing gratitude for her seven years of dedicated work. Acknowledging Melanie's vital contribution towards the increasing capital program, the Chair extended thanks to Melanie and wished her well in her future endeavours.

# 11. Date of the Next Meeting

The date of the next meeting will be Wednesday 13 March 2024.



⊠ Yes

 $\square$  No



Report to:	Transport Committee		
Date:	13 March 2024		
Subject:	Bus Service Improvement Plan (BSIP) Update		
Director:	Simon Warburton, Executive Director Transport		
Author:	Helen Ellerton, Head of Transport Policy		
Is this a key de	ecision?	□ Yes	⊠ No
Is the decision eligible for call-in by Scrutiny?		⊠ Yes	⊠ No
Does the report contain confidential or exempt information or appendices?		□ Yes	⊠ No
If relevant, sta	e paragraph number of Schedule 12A, Local Government		

# 1. Purpose of this Report

Are there implications for equality and diversity?

1.1 The purpose of this report is to update the Transport Committee on revisions to the Combined Authority's Bus Service Improvement Plan (BSIP) for 2024, in line with the Department for Transport's (DfT) requirements and to seek approval of the approach to updating the document.

## 2. Information

Act 1972, Part 1:

#### **Background**

- 2.1 In October 2021, the Combined Authority published its <u>Bus Service Improvement Plan</u> in response to the DfT's National Bus Strategy. The BSIP sets out a strategic vision and delivery priorities to transform the West Yorkshire bus system, including the ambition for a 'a radically enhanced, fully inclusive and more cohesive bus and public transport network which takes people where they need to go, when they need to go, and caters for the complexity of modern travel patterns'.
- 2.2 Since its publication, the bus industry has faced significant challenges including on-going suppressed patronage as a result of the Covid-19 pandemic, cost inflation (both to operate services and, more generally, rising living costs impacting passengers spending power), driver shortages and resultant commercial service withdrawals.



- 2.3 In April 2022, the Combined Authority was notified by the DfT that it had been awarded £69,974,070 in revenue funding, over three financial years, to support delivery of its BSIP. In 2023 a further £7.75m of BSIP+ funding was provided to West Yorkshire to support services that were being curtailed by operators.
- 2.4 Additionally, a further £13.3m of BSIP funding from Network North (BSIP Phase 3) has been nominally added to the programme, subject to approval of the updated BSIP in June this year.
- 2.5 As of February 2024, £29,956,507 of the BSIP Programme (BSIP and BSIP+) funding has been spent. In total, approximately 43% of the overall BSIP and BSIP+ programme budget has been committed to be spent by the end of March 2024.
- 2.6 Although this award is one of the highest received by any local authority in England, it still falls significantly short of the BSIP's original associated funding ask of £399,622,000 (£168,780,000 revenue and £230,842,000 capital) over five financial years.
- 2.7 Initially it was required that an update to the BSIP was undertaken on an annual basis, and so a revised document was re-published in October 2022. However, in Summer 2023, the requirement for a 2023 BSIP update was suspended by the DfT, pending revised guidance on its content.

#### **BSIP Guidance 2024**

- 2.8 On 16 January 2024, DfT released their updated guidance for BSIP 2024, with overarching themes highlighted as follows:
  - Updating the baseline to 2023/24: updating the 2021 BSIP's account of the
    current situation to reflect all developments since 2021, including evolution of the
    local bus market post-pandemic and its issues and opportunities; highlighting
    achievements made since 2021 in progress with the delivery of locally driven
    change
  - Setting out the improvement programme in financial year 2024/25: reflecting the known funding envelope of all three phases of BSIP funding and all other funding sources for BSIP delivery, including the Local Transport Authority's (LTA's) own resources.
  - **Getting ready for 2025 and beyond**: refreshing the plan's ambition and content to set out a high quality and flexible pipeline of prioritised proposals for the four years 2025/26 to 2028/29, nested within the BSIP's overall 10 years plus vision, attractive to funders, and ready for delivery as opportunities for funding arise.



- 2.9 There are also new requirements highlighted, including:
  - Bus Connectivity Assessments (BCA) to be completed on annual basis, with
    the first assessment undertaken in Spring 2024. At a high-level this will identify the
    'best' bus network to meet bus connectivity objectives at varying levels of funding
    support. More detailed guidance is expected in due course;
  - Bus Industry Capacity and Capability an outline of an approach to cooperating with bus operators, Department for Work and Pensions (DWP) and job centres to address bus driver and other key staff and skills shortages, including vacancy rates at depots; and
  - **Monitoring and Evaluation** new public annual monitoring report against BSIP targets (integrated with the BCA), replacing six monthly reporting.
- 2.10 Every LTA is required to produce a 2024 BSIP by **12 June 2024** to secure the release of its BSIP funding for 2024/25, which includes the recently announced BSIP Phase 3 funding. Whilst it is not a bidding document, it may be used as a factor by Government to determine future levels of funding, such as the Summer 2024 spending review.
- 2.11 A further BSIP update is likely to be required in 2025 and subsequently on a less than annual basis responding to need.

#### Proposed Approach

- 2.12 The West Yorkshire BSIP currently sets out a plan of interventions across five key delivery areas, which work towards:
  - An enhanced, fully inclusive and more cohesive bus network which takes
    people where they need to go, when they need to go, and making improvements
    to our network which aim to reduce social isolation and enable better access to
    jobs, housing and employment, especially those not in our main town and city
    centres.
  - Clear and simple fares to make paying for bus travel more affordable, easier, convenient and flexible so that passengers are charged the best price for their journeys and within an affordable range, improving satisfaction with value for money.
  - Improved, more inclusive customer service and support so passengers
    have the tools to travel with confidence and help they need if their journey does
    not go to plan with more journey information available digitally as well as at bus
    stops, and improving satisfaction with our service provision by ensuring the
    highest quality customer service is always provided to passengers.



- Priority for buses on our road so journeys by bus are quicker, with less time spent stuck in traffic, and are a viable alternative to the private car through delivery of more bus priority that is consistent and enforced effectively as well as improving management of our roads and streets to improve punctuality and reliability of bus journeys.
- More green and better vehicles to improve the onboard experience and make bus the sustainable choice for travel in West Yorkshire through commitments to all vehicles becoming Euro VI emission standard or better and ultimately a carbon zero bus fleet.
- 2.13 It is proposed that these existing themes as well as the structure within the BSIP, which is centred around the passenger journey and how they will benefit from improvements at each stage, continue to be utilised and built upon, with policy positions further developed and delivery proposals identified for each key delivery area. This will be informed by lessons learnt from the last few years as travel patterns have recovered post-pandemic as well as the bus reform case for change, which was developed post publication of the BSIP in 2021.
- 2.14 A thematic area that will be more greatly emphasised in the 2024 BSIP is **bus stations**, **bus stops and public space** and the critical role they play in providing informative, accessible and safe environments for passengers are they wait for their bus. The principles identified through this area will help to inform successful delivery of capital infrastructure projects within the City Region Sustainable Transport Settlement (CRSTS) and Levelling Up Fund (LUF) programmes.
- 2.15 The 2024 BSIP will also reflect on our successes from the previous three years, highlighting initiatives such as Mayor's Fares, Superbus and the Safer Travel Partnership, as well as consider learning from public engagement undertaken through the Mayor's Big Bus Chat.
- 2.16 It is not intended that any new public consultation will take place to inform the revised BSIP. However, various research and survey work has been completed in recent months, such as the Mayor's Fares survey, which can be referenced to highlight public perceptions of bus service and provision and provide insight into potential policy development.
- 2.17 Additional elements that will have to be considered when updating the BSIP are:
  - the role of the West Yorkshire Bus Alliance and how the Combined Authority should engage with bus operators and District Council partners during development of the update; and any impacts on the Enhanced Partnership Plan which reflects the ambitions of the original BSIP.
  - link to bus reform the existing BSIP formed an important component of the Assessment and its strategic Case for Change. A Mayoral decision on whether to



- proceed with the Proposed Franchising Scheme would impact what and how improvements could be achieved in the future.
- ensuring alignment of objectives and strategic priorities with the emerging Local Transport Plan (LTP) and whether its relevant workstreams can be accelerated to support the updated BSIP.

# Next Steps

2.18 The Combined Authority will convene an internal cross-directorate steering group to oversee revising the BSIP, with the intention of providing further update on policy development and seek indicative approval of the updated document at the Transport Committee scheduled for 26 May 2024.

#### **Passenger Charter**

- 2.19 On 10 March 2023, the implementation of a Passenger Charter for West Yorkshire bus services was approved by Transport Committee.
- 2.20 The provision of a Passenger Charter is a requirement of BSIP funding and work was undertaken through a collaborative effort of the West Yorkshire Bus Alliance with a commitment to review the Charter on an annual basis.
- 2.21 The Charter was informed by the Mayor's Big Bus Chat which was conducted between July and September 2022 to engage the public on the content of the BSIP, as well as gauging their current attitudes towards bus travel more generally.
- 2.22 The Mayor's Big Bus Chat identified that passengers seek consistent standards of passenger services across the bus network, and therefore the Charter sets out:
  - What the Passenger can expect from bus services in terms of on buses, at bus stops and stations, reliability of service and passenger information.
  - How the bus service will support equality, diversity and inclusion.
  - What the service operator will guarantee.
  - How to make comments and complaints.
- 2.23 To support the monitoring and performance of the Charter, some Key Performance Indicators (KPIs) were agreed:
  - Percent of homes within 400m of a Core Network bus stop.
  - Customer satisfaction levels with bus services.
  - Number of bus-related complaints registered with the CA and the operators.
  - Number of free travel vouchers issued by bus operators.
  - Number and/or percent of bus stops with up-to-date printed timetable / QR code link to timetable.



- Percent of bus journeys running on time (+1 min/-5 min at intermediate stops).
- Percent of bus journeys cancelled.
- Awareness of particular information sources.
- Satisfaction with particular information sources.
- Perceived safety levels on buses and in bus stations.
- 2.24 Most of the KPIs are tracked through the annual Public Perceptions of Transport survey conducted by the Combined Authority. After an analysis of the first year's data has been conducted, a report evidencing performance against the KPIs will be published in spring 2024. The report will incorporate data from the Transport Focus customer survey commissioned by the Combined Authority.

## 3. Tackling the Climate Emergency Implications

3.1 A key aim of the West Yorkshire Bus Service Improvement Plan is to support the decarbonisation of the local bus network, including delivery of a carbon zero bus fleet by 2036, as well as encourage more travel by bus and other sustainable modes in order to tackle the climate emergency.

# 4. Inclusive Growth Implications

4.1 The key aims of the West Yorkshire BSIP are to create a more inclusive, accessible bus service and to better connect communities, particularly those area of high deprivation, in order to support the region's inclusive growth ambitions

## 5. Equality and Diversity Implications

- 5.1 Supporting equality and diversity through ensuring the bus service is attractive, inclusive and accessible for all is a key aim of the West Yorkshire BSIP.
- 5.2 The planned public engagement will also 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.
- 5.3 An Equality Impact Assessment has been completed and will be reviewed regularly throughout the programme's delivery.

#### 6. Financial Implications

6.1 There are no financial implications directly arising from this report. However, it should be noted that subject to the submission of an updated BSIP, the Combined Authority will receive its 2024/25 funding allocation of £13.3m.

## 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. The BSIP award included a limited increase in staff resource to enable the management and delivery of the programme.

#### 9. External Consultees

9.1 No external consultations have been undertaken.

#### 10. Recommendations

- 10.1 That the Committee note the requirements to update the BSIP.
- 10.2 That the Committee endorse the revision of the 2024 BSIP in line with the proposed approach that has been outlined, including the intention to seek indicative approval of the updated document at the 26 May 2024 Transport Committee.

## 11. Background Documents

There are no background documents referenced in this report.

## 12. Appendices

None.





Report to:	Transport Committee		
Date:	13 March 2024		
Subject:	Transport Policy Update		
Director:	Simon Warburton, Executive Director Transport		
Author:	Helen Ellerton, Head of Transport Policy		

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

# 1. Purpose of this Report

1.1 To provide an update to the Committee on a number of key areas of transport policy for consideration.

#### 2. Information

- 2.1 This report provides an update on the following transport policy related topics including:
  - Strategic Transport Plan, Transport for the North
  - Rail North rail operational matters
  - Rail infrastructure
  - Network North
  - Major Road Network



# **Strategic Transport Plan for the North**

- 2.2 The first Strategic Transport Plan (STP) for the North was published in 2019 by Transport for the North (TfN). Since that time much has changed and TfN have been working to produce a second STP. This new Plan sets the vision, strategic ambitions and the North's long term strategic transport priorities up to 2050, creating a consistent framework for work with government, local transport bodies and delivery bodies.
- 2.3 The STP sets out the opportunities and challenges facing the North of England's economy, people and communities, and demonstrates how improved transport links can help the North achieve its true potential. TfN undertook a public consultation from May August 2023, which the Combined Authority inputted to.
- 2.4 The TfN Board agreed on the 14 December 2023 to defer adoption of the STP until this month. This provided TfN time to work with partners to fully consider the implications of the Network North announcement made in October 2023. They have also utilised the deferral to improve the plan to make a stronger case for freight, better articulate environmental benefits beyond decarbonisation and reviewed the narrative on international connectivity following consultation. The revised STP will be presented to the TfN Partnership Board for adoption on 20 March 2024.

# Rail North - Rail Operational Matters

- 2.5 Performance continues to be impacted by industry-wide issues including industrial relations: higher than average levels of sickness and training backlogs. On the industrial relations situation, ASLEF members have recently voted overwhelmingly to renew their existing strike mandate, and in addition their members on LNER and Northern have voted for separate, additional, action in relation to specific grievances with those two operators.
- 2.6 Several operators have recently been affected by weather-related incidents causing infrastructure damage, such as floods and landslides (most recently at Baildon, causing the full closure of the Shipley Guiseley line). We have asked Network Rail for feedback on how they are proposing to cope with such weather-related incidents, both in terms of prevention and of mitigating impacts.
- 2.7 On TransPennine Express (TPE), there is evidence that the temporary reduced timetable introduced in December 2023 is having positive impacts in terms of improved reliability of services above all, in reducing crew-related cancellations (both on the day and night-before "p-code" cancellations). It is reported that so far TPE services are generally coping with crowding levels, but we await more detailed information, and will continue to monitor the situation as services stabilise and, hopefully, demand increases in response. We are also waiting for details as to how TPE will reinstate the services removed in December 2023, which should happen in full by December 2024, including the prospects for any reinstatements earlier than that.



- 2.8 On Northern, train crew unavailability continues to drive cancellations. It is hoped that an improvement will result from a recent change in the way in which staff who have been on sick leave are recertified as fit to return to work (appointment of a new contractor to do this).
- 2.9 The next national rail timetable change date is Sunday 2 June 2024. Changes in our area will be relatively minor. On Northern, unfortunately, this means that the shorter trains introduced on several routes in December 2023 (including Leeds Doncaster, where the 3-car trains instead of 4 have caused crowding complaints) will continue to as such. On the positive side, discussion of the details of existing service patterns between West Yorkshire Combined Authority officers and Northern have led to a number of small adjustments to timetables which will be introduced in June, especially on the Calder Valley and Leeds Skipton Carlisle routes, such as additional station calls to plug gaps in services, above all in late evenings and on Sundays.
- 2.10 While little information is yet available for the December 2024 timetable change, Rail North Partnership has confirmed that a worrying proposal to replace the TPE trains operating the Leeds Huddersfield stopping services with older, slower, smaller and less reliable Northern units is, as a result of our representations, not now going ahead. However, alternative proposals may yet emerge and the Combined Authority will work to ensure that services are not adversely affected.
- 2.11 The ongoing TransPennine Route Upgrade (TRU) has continued to cause scheduled disruption to services as major engineering works progress. We have raised with operators, with Network Rail and with the TRU cross-industry teams the issue that information is not always being provided widely or early enough with regard to temporary service arrangements (be they amended rail or replacement bus services).

#### **Rail Infrastructure**

2.12 In addition to ongoing TRU work affecting much of the Leeds – Huddersfield section, construction work continues at White Rose station, though an opening date is not yet confirmed. Work has now started at Bradford Forster Square to build its additional platform and make other modifications; this is expected to be complete at the end of this year or beginning of 2025. While this infrastructure will enable the planned increase in Bradford – London LNER services, the operation of such services has not yet been signed off by Department for Transport (DfT) – it is hoped this will happen this spring. At Leeds, the Leeds Area Improvement Programme (LAIP) and Leeds Existing Station Programme (LESP) schemes include work to improve passenger flow within the rail station, plus work to extend platforms. Via Transport for the North, we have recently raised with DfT concerns that the scheme may not make sufficient provision for growth in demand which we expect to see on Huddersfield – Leeds local services after TRU, and their response is awaited. LAIP is also developing a scheme to provide an additional line into platform 17 from the Woodlesford direction, which will greatly reduce conflicts with trains using platform 16, such as TPE services towards Huddersfield.



### **Network North**

- 2.13 The recent Government announcement in February 2024 concerning £4.7bn investment in local transport across the North and Midlands was aimed specifically at communities outside City Regions which receive City Region Sustainable Transport Settlements. Therefore, this has no implications for West Yorkshire at this time.
- 2.14 The publication of the Network North in October 2023 included new proposals to better connect Bradford to Manchester via Huddersfield, a new station for Bradford and electrification / improved services between Leeds and Sheffield / Hull. It also proposed a study looking at improving connectivity between Midlands, Yorkshire and the North-East (MYNE). This is in addition the previously announced proposal to electrify the line between Leeds and Bradford Interchange.
- 2.15 In relation to the MYNE study, discussions with DfT and Network Rail are continuing to make the case for a Leeds "T-station", i.e. using the land originally planned for a HS2 station for other services, in order to provide the additional capacity Leeds station needs without other, potentially more disruptive, interventions to the existing station. The land for the "T-station" is at present only safeguarded until this summer and the Combined Authority has commissioned technical work to support this. A letter outlining our objections to the proposed release of safeguarded land has been sent to the Prime Minister.
- 2.16 Work is just starting on looking at potential options for a new Bradford station and how this can be integrated into the city and support regeneration within the Bradford Southern Gateway. It is not clear at this time what the governance arrangements and timescales are covering the new link between Bradford and Huddersfield, the Manchester Marsden new link and infrastructure improvements between Leeds and Sheffield / Hull. The Combined Authority has also made it clear to the DfT that the Calder Valley line electrification should also be included as part of Network North, as a logical next step following the TransPennine route upgrade and Leeds Bradford electrification. The Combined Authority will continue to make the case for additional funding for the Penistone Line to enable an uplift in frequency.
- 2.17 The transport priorities for West Yorkshire will also be promoted by the Yorkshire and Humber Councils through a publication of the key transport schemes needed across the wider region later in the spring.
- 2.18 Network North also commits funding to a number of other projects locally which include £2.5bn for Mass Transit and £2.1bn to a further City Region Sustainable Transport Settlement (CRSTS2). Across the North £350m is allocated for accessibility improvements to rail stations, £700m for a new wave of Bus Service Improvement Plans (BSIP), £3.3bn for potholes (resurfacing), £100m for smart ticketing and £460m for road schemes including Shipley Eastern Congestion Relief Road and the A650 Tong Street.



### **Major Road Network**

- 2.19 As reported to Transport Committee in November 2023, the Network North announcement also included announcement of £460 million allocated to ensure delivery of 21 road schemes in the north through the current Major Road Network/Large Local Majors funding programme (MRN/LLM); and £1 billion allocated to a new roads fund. Details of the full Network North announcement are available here: <a href="https://www.gov.uk/government/publications/network-north">https://www.gov.uk/government/publications/network-north</a>
- 2.20 The identification and designation of a Major Road Network by DfT followed consultation in 2017 and is envisaged by DfT to form a middle tier of the country's busiest and most economically important local authority 'A' roads, sitting between the national Strategic Road Network (SRN) and the rest of the local road network. The MRN/LLM programme provides a specific new funding stream has been dedicated to improvements on MRN roads.
- 2.21 The new £1 billion funding is expected to enable delivery of a further pipeline of Major Road Network schemes in the North (MRN2) but further detail and guidance from DfT is still awaited, including timescales for submission, delivery window and scope and objectives of the fund. Transport for the North (TfN) has started discussions with TfN members in order to prepare for the opportunity and propose to work with members to identify priorities for improvements to be made on the Major Road Network.
- 2.22 As part of discussions with DfT on the MRN, TfN intends to propose additional routes for inclusion within the MRN designation and will work with partners to identify any suitable links that should be proposed to DfT. Ahead of any published guidance, the Combined Authority and district partner councils are working together to consider potential opportunities and will work with TfN to try and ensure that West Yorkshire priorities are reflected in the future MRN programme.

## 3. Tackling the Climate Emergency Implications

3.1 Investment in our public transport networks will make a positive contribution towards tackling the climate emergency by encouraging modal shift towards more sustainable travel modes.

# 4. Inclusive Growth Implications

4.1 Providing a more reliable and effective public transport network, better connecting areas with limited access to employment, leisure and health will make a positive contribution to inclusive growth.

# 5. Equality and Diversity Implications

5.1 Improving access for all to our public transport network, better connecting areas with limited access to employment, leisure and health will make a positive contribution with regards to equality and diversity.

# 6. Financial Implications

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

# 7. Legal Implications

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

## 8. Staffing Implications

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

#### 9. External Consultees

9.1 No external consultations have been undertaken.

#### 10. Recommendations

10.1 That the Committee notes the updates on Transport Policy.

# 11. Background Documents

There are no background documents referenced in this report.

#### 12. Appendices

None.



Report to:	Transport Committee	
Date:	13 March 2024	
Subject:	Project Approvals	
Director:	Simon Warburton, Executive Director, Transport	
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. Information

- 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

#### Leeds City Centre Package – Armley Gyratory

#### Leeds

#### Scheme description

The scheme is being delivered in two phases.

- Phase 1 will improve the efficiency of the highway and is now complete.
- Phase 2 will deliver the cycling and walking elements of the scheme and is now seeking full business case approval. Phase 2 is further broken down to Phase 2A and 2B. Phase 2A is the replacement of the existing footbridges over the A643 (Gelderd Road and Spence Lane) with new foot/cycle bridges and is expected to be complete in July 2024. Phase 2B is the replacement of the existing footbridge over the A58 with a new 3-metre-wide foot bridge (Wellington Road) and is expected to be complete in December 2024

The scheme is to be delivered through the West Yorkshire plus Transport Fund (WY+TF).

#### **Impact**

Phase 2 will deliver a new footbridge at Wellington Road and foot / cycle bridges at Gelderd Road and Spence Lane, which will improve the overall accessibility and safety for all users crossing the gyratory by foot or bike.

The inclusion of shallower ramp gradients and resting areas will ensure all users, including disabled users, pregnant women and pram users, or older people will benefit from the scheme's footbridge upgrades. The scheme will also encourage short trips to be made by foot or bike instead of the car.

The benefit cost ratio (BCR) for the full scheme is 3.57:1. This is categorised as High value for money.

#### **Decision sought**

Approval for Phase 2 to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery).

Total value of the scheme - £41,970,000

Total value of Combined Authority funding - £41,970,000

Funding recommendation sought - £10,460,000

A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

# TCF Leeds City Centre Cycle Connectivity

Leeds

## Scheme description

The scheme is a package of four-cycle infrastructure projects that will deliver improved cycling and walking connectivity in Leeds City Centre and bridge gaps in the existing cycle network.

Leeds City Council has secured an additional £1,000,000 of funding, from the Department for Transport, for the Dewsbury Road Connector project. This has released £1,000,000 from the Transforming Cities Fund which will now be used to extend the Dewsbury Road Connector Project to deliver further segregated cycle lanes to improve cycle connectivity into the city centre.

The scheme will be funded by the Transforming Cities Fund (TCF) and National Highways Designated Funds (NHDF) Programme.

#### **Impact**

Delivery of further segregated cycle lanes as well as improved pedestrian crossing points will encourage more local trips in Leeds to be made on foot or by bike, which will contribute to reducing carbon emissions. The scheme will also deliver a new shelter to improve the existing bus stop, which will benefit bus users. The scheme also supports inclusive growth by providing better opportunities for households who do not own a car to access Leeds City Centre.

#### **Decision sought**

Approval of the change request to increase the scope of the Leeds City Centre Cycle Connectivity scheme, by extending the Dewsbury Road Connector project and to extend the delivery timeframes from March 2024 to March 2025.

Total value of the scheme - £8,057,000

Total value of Combined Authority funding - £7,057,000

Funding recommendation sought - £0

A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

#### Other Decisions Relevant To The Transport Committee

3.3 Since the Transport Committee's meeting on 29 January 2024, no decision points or change requests have been assessed in line with the Combined Authority's assurance process and approved through another agreed delegation.

## **Decisions Made By The Combined Authority On 1 February 2024**

- 3.4 The following schemes have recently been assessed in line with the Combined Authority's assurance process and approved by the Combined Authority.
- 3.5 The full agenda and papers for the meeting can be found on the Combined Authority website here.

West Yorkshire Plus Transport Fund (Kirklees) Review	Approval of the change request to revise the current Combined Authority funding for the Kirklees schemes in the West Yorkshire plus Transport Fund (WY+TF).
Various	Funding approved - £0

3.6 Since the Transport Committee's meeting on 29 January 2024, the following decision points and change requests have been assessed in line with the Combined Authority's assurance process and approved through the agreed delegations to:

# **Combined Authority's Executive Director, Transport**

Levelling Up - Bus Enhancement Package West Yorkshire	Approval of the change request to increase the Levelling Up Fund contribution to the programme and amend the indicative approval to £47,318,833.  Funding approved - £70,000  Total indicative value of the scheme - £47,318,833  Total indicative value of Combined Authority funding - £47,318,833
Mobility Hubs West Yorkshire	Approval of the change request for additional development costs and to extend the delivery timeframes.  Funding approved - £100,000  Total indicative value of the scheme - £3,312,811  Total indicative value of Combined Authority funding -

3.7 The decisions were made by the Combined Authority's Executive Director, Transport, following a recommendation from the Combined Authority's Portfolio Investment Panel.

#### 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**

4.4 There are no schemes to review at this stage.

## **Projects in Stage 3: Delivery and Evaluation**

Project Title	Leeds City Centre Package – Armley Gyratory
Stage	2 (scheme development)
<b>Decision Point</b>	4 (full business case)

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

#### **Background**

- 4.5 The Armley Gyratory scheme is being delivered through the Leeds City Centre Package (LCCP), funded by the West Yorkshire plus Transport Fund (WY+TF).
- 4.6 The LCCP aspiration is to transform travel within Leeds City Centre, through the removal of unnecessary through traffic and to re-prioritise major routes to public transport, pedestrians, cyclists, and public space.
- 4.7 The LCCP complements schemes delivered through the Combined Authority's Leeds Public Transport Investment Programme (LPTIP), Transforming Cities Fund (TCF), and City Connect, as well as those led by Highways England (National Highways) through its Road Investment Strategy (RIS). The LCCP includes:
  - Infirmary Street Gateway and Park Row (constructed)
  - Meadow Lane (constructed)

- A64 Regent Street flyover (constructed)
- Armley Gyratory (this scheme Phase 1 Highway Works constructed)
- City Square 'plus' comprising City Square closure highway works, the advanced element of Boar Lane works, and other activities including the City Centre Signage Strategy, Globe Road Signalisation, and East Parade.
- 4.8 The Armley Gyratory scheme includes works to improve the efficiency of the highway and upgrade the current footbridges. The scheme is being delivered in two phases, to allow for works to be suitably progressed to enable City Square to be closed ahead of Leeds Year of Culture (2023).
- 4.9 Phase 1 will improve the efficiency of the highway and was completed in November 2023. Improvements will enable better traffic flow, reducing congestion, and will support the redistribution of through traffic away from the city centre to the Inner Ring Road and the M621 orbital route, facilitating the City Square closure. These improvements will also enable developments such as South Bank, and better support the ambitions of the Leeds Transport Connectivity Strategy.
- 4.10 Phase 1 has also implemented MOVA adaptive signal control, which features virtual bus priority measures, to improve journey times for bus services, especially core city services.
- 4.11 Phase 2 will deliver the cycling and walking elements of the scheme and is now seeking full business case approval. Phase 2 is further broken down to Phase 2A and 2B. Phase 2A is the replacement of the existing footbridges over the A643 (Gelderd Road and Spence Lane) with new foot/cycle bridges and is expected to be complete in July 2024. Phase 2B is the replacement of the existing footbridge over the A58 with a new 3-metre-wide foot bridge (Wellington Road) and is expected to be complete in December 2024.
- 4.12 Upgrading the current footbridges at Wellington Road, Spence Lane, and Gelderd Road will improve the accessibility, connectivity, and safety of the gyratory for pedestrians and cyclists.
- 4.13 A summary of the scheme's business case and location map is included in **Appendix 1**.

#### **Outputs and Outcomes**

- 4.14 The outputs for Phase 2A include:
  - Replacement of the existing footbridges over the A643 (Gelderd Road exit and Spence Lane entrance) with new foot/cycle bridges with improved accessibility through shallower ramp gradients.
- 4.15 The outputs for Phase 2B include:
  - Replace the existing footbridge over the A58, with a new 3-metre-wide foot bridge, with:

- level access at each end of the span (i.e. existing stepped access removed);
- o 1.5 metre handrails on each side:
- o ramp gradient improved from 1:7 to 1:10 (Roundhouse approach and Samara approach), making the ramp shallower;
- o and a new resting area at the mid-point of the ramp (Samara approach).
- Replacement of the existing footbridges over the A643 (Gelderd Road exit and Spence Lane entrance) with new foot/cycle bridges with improved accessibility through shallower ramp gradients, by December 2024.
- 4.16 The outcomes for Phase 2 are:
  - Increase in the numbers of pedestrians and cyclists using Armley following the opening of the scheme, when compared to baseline figures.
- 4.17 The benefit cost ratio (BCR) for the full scheme is 3.57:1. This is High value for money.

# **Tackling the Climate Emergency Implications**

- 4.18 The tackling climate emergency implications for Phase 2 are:
  - The replacement of the existing bridges with better and safer provision for walking and cycling will attract users to make short trips across the gyratory by foot or bike instead of by car, supporting a reduction in carbon emissions and improving the local air quality.
- 4.19 A carbon impact assessment was carried out for the overall scheme as part of the initial full business case, which led to the approval of Phase 1 and there have been no further changes. Delivery of Phase 1, to improve the highway efficiency of the gyratory, is of strategic importance to unlocking significant air quality benefits in Leeds City Centre following the closure of City Square and delivery of the wider LCCP Programme.

# **Inclusive Growth Implications**

- 4.20 The inclusive growth implications for Phase 2 are:
  - The replacement of the existing bridges with better provision for walking and cycling to enable safer and more efficient crossing of the gyratory by foot or bike, will better enable lower income households to access employment, education, housing, and retail opportunities within or in proximity of Leeds City Centre, reducing the reliance on owning a car.

## **Equality and Diversity Implications**

- 4.21 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development.
- 4.22 The equality and diversity implications for Phase 2 are:
  - The new footbridge at Wellington Road and the foot/cycle bridges at Gelderd Road and Spence Lane will improve the overall accessibility and safety for all users wishing to cross the gyratory by foot or bike (including other forms of wheeling), with the inclusion of shallower ramp gradients and resting areas to ensure all users, including protected groups as defined in the Equality Act 2010 can benefit from the scheme, such as disabled users, pregnant women and pram users, or older people.

## **Consultation and Engagement**

- 4.23 Engagement with key stakeholders on developing the LCCP goes as far back 2008, with the first round of public consultation on options for the Armley Gyratory scheme carried out in 2018, with a further round on preliminary designs held in 2019.
- 4.24 Since submission of the Phase 1 FBC in 2021, the scheme has continued to consult and engage with key stakeholders to develop Phase 2, including the Disability and Wellbeing Network (DAWN), the New Wortley Residents Association Group, and Active Travel England.
- 4.25 A public communications campaign has also been ongoing, including planned road closures and other scheme updates via the <a href="Have Your Say Today Armley Gyratory Commonplace">Have Your Say Today Armley Gyratory Commonplace</a> whilst the scheme has maintained engagement with bus operators too through regular meetings to seek their input into planned traffic management measures and diversions and the impact of this on their level of service.

#### **Risks**

- 4.26 The risks and mitigations for Phase 2 are:
  - That demolition of all footbridges incurs delay, prolonging the programme and incurring additional costs. This has been mitigated by the scheme progressing removal of the Spence Lane bridge ahead of submitting this FBC, supported by a decommissioning study to determine the best demolition methodology which will inform demolition/removal works at Gelderd Road and Wellington Road bridges.
  - Statutory services diversion delays, resulting in re-design requirements
     This will be mitigated by ongoing engagement with statutory services including revisiting surveys.
  - Network Rail (NR) interface results in programme delay given working constraints and associated risks. This has been largely mitigated by the

redesigned Wellington Road footbridge and retention of the NR abutment but engagement to be maintained with NR throughout the construction period.

#### Costs

- 4.27 The total cost of the scheme is £41,970,000, solely funded by the Combined Authority from the West Yorkshire plus Transport Fund (WY+TF).
- 4.28 Phase 1 of the scheme, gained decision point 4 (full business case) approval on 6 January 2022, followed by approval to proceed to delivery and approval of £27,930,000, taking the total scheme approval to £31,510,000.
- 4.29 This full business case now seeks approval of the remaining £10,460,000, to deliver the Phase 2 footbridge works:
  - Phase 2A £5,915,000
  - Phase 2B £4,545,000, subject to the conditions set by the Portfolio Investment Panel.
- 4.30 Subject to this approval, the Combined Authority will need to enter into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £41,970,000 from the WY+TF.

# **Future Assurance Pathway and Approval Route**

Assurance pathway	Approval route	Forecast approval date
5 (delivery)	Recommendation: Combined Authority's Portfolio Investment Panel (PIP)	29/01/2025
	Decision: Combined Authority's Director of Transport, Policy and Delivery (DoTPD)	

#### **Other Key Timescales**

- Start of delivery Phase 1 June 2022.
- Completion date Phase 1 November 2023.
- Start of delivery Phase 2A (Spence Lane and Gelderd Road footbridge works) – September 2023.
- Completion date Phase 2A July 2024.
- Start of delivery Phase 2B (Wellington Road footbridge works) June 2024.
- Completion date Phase 2B December 2024.

#### **Assurance Tolerances**

4.31 The previous approvals and assurance tolerances set are outlined below:

Control area	Approval at DP3 (CA)	Approval at DP4 (FBC1) (FRCC)	Requested Approval at DP4 (FBC2)	Within tolerance?
Date	25/06/20	06/01/22	13/03/24	
Total Cost	£40.500m	£41.970m	£41.970m	
CA Funding	£40.500m	£4.970m	£41.970m	Y
Completion Date (DP5)	31/12/22	20/10/23	31/12/24	N
Outputs / Outcomes				

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

#### **Assurance tolerances**

Combined Authority funding remain within +10% of those outlined in this report.

Completion/service delivery date remains within +6 months of those outlined in this report.

Outputs remain within -10% of those outlined in this report.

### **Appraisal Summary**

- 4.33 The full business case for progressing delivery of the footbridge works presents a progress update on works commenced at Spence Lane and Gelderd Road footbridges. However, the Wellington Road footbridge is still completing the detailed design, which is forecast to conclude in April 2024.
- 4.34 Detail presented on scheme expenditure indicates that the full scheme (Phase 1 and 2) is on track to deliver within the £41,970,000 WY+TF budget, with this to be confirmed at Approval to Proceed, once detailed design is completed for the Wellington Road footbridge and its final cost is known.
- 4.35 The strategic drivers remain strong with the upgraded bridges to improve walking and cycling facilities at the gyratory, to encourage local trips to be made by foot or bike, whilst the value for money assessment confirms the

High value for money classification, and project risks are being actively managed with mitigations in place.

#### Recommendations

- 4.36 The Transport Committee approves for Phase 2A of the Leeds City Centre Package Armley Gyratory scheme:
  - (i) Proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).
  - (ii) Approval to the Combined Authority's contribution of £5,915,000 is given, taking the total approval to £37,425,000. The total scheme value is £41,970,000.
  - (iii) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £37,425,000.
  - **(iv)** Future approvals are made in accordance with the assurance pathway, approval route, and tolerances outlined in this report.
- 4.37 The Transport Committee, subject to the conditions set by the Portfolio Investment Panel, approves for Phase 2B of the Leeds City Centre Package Armley Gyratory scheme:
  - (i) Proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).
  - (ii) Approval to the Combined Authority's contribution of £4,545,000 is given taking the total approval to £41,970,000. The total scheme value is £41,970,000.
  - (iii) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure up to £41,970,000.
  - (iv) Future approvals are made in accordance with the assurance pathway, approval route, and tolerances outlined in this report.

Project Title	Leeds City Centre Cycle Connectivity	
Stage	3 (delivery and evaluation)	
<b>Decision Point</b>	Change request (activity 5)	

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

## **Background**

- 4.38 The Leeds City Centre Cycle Connectivity (LCCCC) scheme is a package of four-cycle infrastructure projects led by Leeds City Council and 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.
- 4.39 The scheme is delivering improved cycling and walking connectivity in the city centre and through it, enhancing the cycling and walking network by complementing other delivered or planned projects across Leeds. Three of the four projects have already been delivered:
  - Dewsbury Road Connector: Dewsbury Road and Parkfield Street
  - Crown Point Bridge Gateway: Black Bull Street and Crown Point Road
  - Western Gateway: Kirkstall Road to Wellington Street and St Pauls Street
  - Southern Gateway: Neville Street and Sovereign Street forecast to complete by March 2024
- 4.40 Leeds City Council has successfully secured £1,000,000 from the National Highways Designated Funds (NHDF) Programme, funded by the Department for Transport (DfT). The council will commit the £1,000,000 to the existing

LCCCC scheme, to extend the Dewsbury Road Connector project. The additional funding will deliver sustainable travel improvements across a further 0.4 kilometres, from the Dewsbury Road / Hunslet Hall Road junction and over the bridge to Parkfield Street / Jack Lane. This will include 550 metres of segregated cycle lanes, four new cycle priority crossings, a new pedestrian crossing point, upgrade to an existing pedestrian crossing point, and an improved bus stop with a new shelter.

- 4.41 The extended Dewsbury Road Connector project will primarily enable further improved cycling connectivity to encourage local trips in Leeds to be made by bike, whilst also delivering improved provision for pedestrians and bus users.
- 4.42 Approval is now sought for a change request to increase the scope of the Leeds City Centre Cycle Connectivity scheme, by extending the Dewsbury Road Connector project and to extend the delivery timeframe from March 2024 to March 2025 as this would be outside of the approved tolerances.

# **Outputs and Outcomes**

- 4.43 The extended project outputs include:
  - 250 metres of two-way segregated cycle lanes
  - 300 metres of one-way segregated cycle lanes
  - Four new cycle priority crossings
  - One new signalled pedestrian crossing
  - One upgraded pedestrian crossing
  - One bus stop upgraded with new shelter
- 4.44 The extended project outcomes are:
  - Contribute to increasing cycle trips on the LCCCC routes by 70%, by 2030.
  - Contribute to reducing greenhouse gas emissions along the LCCCC routes by 51 tonnes of CO2 per year.

### **Tackling the Climate Emergency Implications**

- 4.45 The development of the overall LCCCC scheme pre-dates the Combined Authority's carbon tool, therefore a carbon impact assessment was not carried out. However, its economic case assessment using the Urban Dynamic Model (UDM) indicated that as a result of modal shift from the car to walking and cycling, and the subsequent decrease in kilometres travelled by car, the routes could cumulatively reduce greenhouse gas emissions by 51 tonnes of CO2 per year. NB this assessment does not account for carbon emissions associated with construction as per the carbon assessment requirements at that time.
- 4.46 Based on the previous assessment, the extended project is forecast to reduce a further 7.5 tonnes of greenhouse gas emissions per year.

## **Inclusive Growth Implications**

- 4.47 The extended project inclusive growth implications include:
  - Delivery of further segregated cycle lanes and improved pedestrian crossing points will enable those of lower income households who do not own a car better and safer trips by foot or bike to employment, education, and training sites in Leeds City Centre, addressing a key barrier to such opportunities.
  - Improving the bus stop with a new shelter will also benefit lower income households given the greater reliance on public transport to access key sites in the city centre.

# **Equality and Diversity Implications**

- 4.48 An Equality Impact Assessment (EqIA) was carried out for the original LCCCC package of four-cycle infrastructure projects to account for equality and diversity impacts.
- 4.49 The extended Dewsbury Road Connector project will build on those EqIA design considerations, including compliance with the DfT LTN/120 (Local Transport Note) Cycle Design Standards, to ensure the new infrastructure is safe and accessible for all users, including protected groups as defined in the Equality Act 2010.

# **Consultation and Engagement**

- 4.50 The LCCCC scheme carried out public consultation at full business case stage, between January and February 2021, with the feedback reflecting a good level of public support for segregated cycle ways and a cycle network for all corridors.
- 4.51 Further consultation is planned for March 2024 for the extended Dewsbury Road project, including engagement with a small number of properties on Dewsbury Road, where the works will take place, via a letter drop and with statutory consultees, including bus operators.

#### **Risks**

- 4.52 The extended project risks and mitigations are:
  - Risks associated with working on a bridge that could impact delivery timescales and costs. This will be mitigated by early contractor involvement to assess the construction programme ahead of contract award.
  - Risk of additional construction costs, particularly traffic management costs. This will be mitigated by close liaison with Network Management and effective traffic diversion planning.

### **Costs**

- 4.53 The total LCCCC scheme cost is £8,057,000.
- 4.54 The Combined Authority's contribution from the TCF remains at £7,057,000.
- 4.55 The remaining £1,000,000 is from the National Highways Designated Funds (NHDF) programme, which must be committed to infrastructure projects by the end of March 2024. Leeds City Council securing the additional £1,000,000 has released £1,000,000 from the TCF which will be used to extend the Dewsbury Road Connector Project to deliver further segregated cycle lanes to improve cycle connectivity into Leeds City Centre.

# **Future Assurance Pathway and Approval Route**

Assurance pathway	Approval route	Forecast approval date
5 (delivery)	Recommendation: Combined Authority's Portfolio Investment Panel	26/03/2025
	Decision: Combined Authority's Director of Transport, Policy and Delivery (DoTPD)	

# **Other Key Timescales**

- The extended Dewsbury Road Connector project is forecast to start construction in July 2024.
- The construction is forecast to complete by March 2025.

#### **Assurance Tolerances**

4.56 The previous approvals and assurance tolerances set are outlined below:

Control area	Approval at DP3	Approval at DP4	ATP Approval	This Change Request	Within tolerance?
Date	27/07/20	01/07/22	14/12/22	13/03/24	
Total Cost	£7.810m	£7.262m	£7.057m	£8.057m	
CA Funding	£7.810m	£7.057m	£7.057m	£7.057m	Υ
Completion Date (DP5)	31/03/23	28/02/24	31/03/24	31/03/25	N

Outputs / Outcomes	All previously approved outputs and outcomes remain. Additional new outputs as outlined in paragraph 4.43 of this report.
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4.57 The revised assurance tolerances for the recommended approval in this report are:

#### **Assurance tolerances**

Combined Authority funding remain within +10% of those outlined in this report.

Completion/service delivery date remains within +6 months of those outlined in this report.

Outputs remain within -10% of those outlined in this report.

### **Appraisal Summary**

- 4.58 The change request presents the extended scope of the Dewsbury Road Connector project which will deliver further segregated cycle lanes and improved pedestrian crossing points, building on the strategic case of the original TCF Leeds City Centre Cycle Connectivity (LCCCC) package of cycle projects.
- 4.59 The detailed design is however incomplete for the extended scheme, so whilst there is a reasonable understanding of the scheme cost and compliance with DfT's LTN1/20 Cycling Design Standards, it is recommended that the scheme submits an Approval to Proceed (ATP) before progressing to delivery.
- 4.60 Similarly, a better understanding of the delivery programme and risks should be had at ATP, as well as further confidence of public and stakeholder support following the planned consultation and engagement.
- 4.61 The TCF LCCCC monitoring and evaluation plan will also need updating at ATP to ensure the extended scheme is included as part of post scheme evaluation.
- 4.62 The value for money assessment carried out previously for the LCCCC scheme reflected good walking and cycling benefits in line with intended objectives. An updated appraisal using the DfT's Active Mode Appraisal Tool (AMAT) for the extended project will be supplied at ATP.

#### Recommendations

- 4.63 The Transport Committee, subject to the conditions set by the Portfolio Investment Panel, approves that:
  - (i) The change request to increase the scope of the Leeds City Centre Cycle Connectivity scheme, by extending the Dewsbury Road Connector project to deliver further segregated cycle lanes and improved provision for pedestrians and bus users and to extend the delivery timeframe from March 2024 to March 2025 is approved.

(ii) Future approvals are made in accordance with the assurance pathway, approval route, and tolerances outlined in this 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)

### **Leeds City Centre Package – Armley Gyratory**

- 12.1 The Transport Committee approves for Phase 2A of the Leeds City Centre Package Armley Gyratory scheme:
  - (i) Proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).
  - (ii) Approval to the Combined Authority's contribution of £5,915,000 is given, taking the total approval to £37,425,000. The total scheme value is £41,970,000.

- (iii) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £37,425,000.
- (iv) Future approvals are made in accordance with the assurance pathway, approval route, and tolerances outlined in this report.
- 12.2 The Transport Committee, subject to the conditions set by the Portfolio Investment Panel, approves for Phase 2B of the Leeds City Centre Package Armley Gyratory scheme:
  - (i) Proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).
  - (ii) Approval to the Combined Authority's contribution of £4,545,000 is given taking the total approval to £41,970,000. The total scheme value is £41,970,000.
  - (iii) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure up to £41,970,000.
  - (iv) Future approvals are made in accordance with the assurance pathway, approval route, and tolerances outlined in this report.

### **TCF Leeds City Centre Cycle Connectivity**

- 12.3 The Transport Committee, subject to the conditions set by the Portfolio Investment Panel, approves that:
  - (i) The change request to increase the scope of the Leeds City Centre Cycle Connectivity scheme, by extending the Dewsbury Road Connector project to deliver further segregated cycle lanes and improved provision for pedestrians and bus users and to extend the delivery timeframe from March 2024 to March 2025 is approved.
  - (ii) Future approvals are made in accordance with the assurance pathway, approval route, and tolerances outlined in this report.

## 13. Background Documents

13.1 None as part of this report.

### 14. Appendices

**Appendix 1** – Leeds City Centre Package – Armley Gyratory – Business Case Summary





# **Project Overview**

Project Title	Leeds City Centre Package - Armley Gyratory	
Main Funding Programme	West Yorkshire plus Transport Fund (WY+TF)	
Current Forecast Project cost	£41,970,000	
Funding Applied for from the Combined Authority	£41,970,000	

# **Scheme Description**

The scheme is being delivered in two phases:

- Phase 1 will improve the efficiency of the highway and is now complete.
- Phase 2 will deliver the cycling and walking elements of the scheme and is now seeking full business case approval.

Phase 2 is further broken down into phase 2A and 2B:

- Phase 2A is the replacement of the existing footbridges over the A643 (Gelderd Road and Spence Lane) with new foot/cycle bridges and is expected to be complete in July 2024.
- Phase 2B is the replacement of the existing footbridge over the A58 with a new 3-metre-wide foot bridge (Wellington Road) and is expected to be complete in December 2024

The scheme is to be delivered through the West Yorkshire plus Transport Fund (WY+TF).

## **Business Case Summary**

#### Strategic Case

The Leeds City Centre Package aspiration is to transform travel within Leeds City Centre, through the removal of unnecessary through traffic and to re-prioritise major routes for public transport, pedestrians, cyclists, and public space.

The Armley Gyratory scheme includes works to improve the efficiency of the road and upgrade the current footbridges.

Replacing the current footbridges at Wellington Road, Spence Lane, and Gelderd Road, as part of phase 2, will improve connectivity and accessibility, making it easier for people to cross the gyratory on foot or by bike.

The scheme will encourage short walking and cycling trips. Smaller ramp gradients and resting areas will also ensure all users will benefit from the scheme's footbridge upgrades.

An Equality Impact Assessment has been carried out and feedback from Active Travel England has been considered to support the final footbridge designs.

#### **Economic Case**

The value for money assessment benefit cost ratio (BCR) calculated for the full scheme (phases 1 and 2) is 3.57, reflecting high value for money. Phase 1 (highway works) has delivered improvements enabling better traffic flow, reducing congestion, and supporting the redistribution of through traffic away from the city centre to the Inner Ring Road and the M621 orbital route, facilitating the City Square closure.

Phase 1 will deliver significant benefits for motorists, including bus services, while phase 2 will deliver cycling and walking benefits for those travelling by bike or on foot.

### **Commercial Case**

The scheme appointed a contractor to deliver phase 1 (highway works) and has since awarded phase 2A (Spence Lane and Gelderd Road footbridge works) to the same contractor.

The contractor has been requested to review price, buildability, and the programme for phase 2B (Wellington Road footbridge works) with its detailed design expected to complete in April 2024 and tendered costs by June 2024.

#### **Financial Case**

The total cost of the scheme is £41,970,000, solely funded by the Combined Authority and delivered through the West Yorkshire plus Transport Fund (WY+TF).

Phase 1 of the scheme, gained decision point 4 (full business case) approval on 6 January 2022, followed by approval to proceed to delivery and approval of £27,930,000, taking the total scheme approval to £31,510,000.

This full business case now seeks approval of the remaining £10,460,000, to deliver the Phase 2 footbridge works:

- Phase 2A £5,915,000
- Phase 2B £4,545,000, subject to the conditions set by the Portfolio Investment Panel.



# Management Case

Leeds City Council is the delivery lead, with resources and delivery partners in place to progress the construction programme.

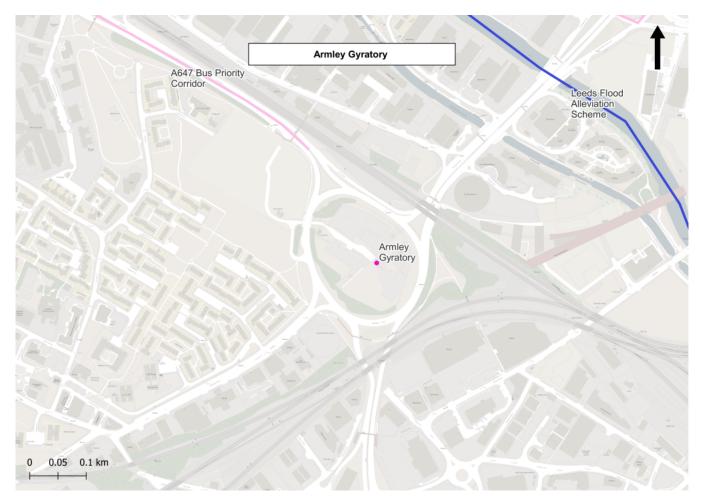
Phase 1 was completed in November 2023. Phase 2 works at Spence Lane and Gelderd Road footbridges are expected to complete in July 2024. The works at Wellington Road footbridge forecast to complete in December 2024.

Project risks are being actively managed by the scheme in collaboration with the contractor and design team.



# **Location Map**

The following map shows the location of the Leeds City Centre Package - Armley Gyratory scheme:



Please note, depending on the level of scheme development, the location and scope of the schemes indicated here are indicative only.