

TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY, 20 NOVEMBER 2020
AS A REMOTE MEETING TO BE LIVESTREAMED HERE:
[HTTPS://WWW.YOUTUBE.COM/CHANNEL/UCAZJNSGPQZZT41VIBN2
ZK9A/LIVE](https://www.youtube.com/channel/UCAZJNSGPQZZT41VIBN2ZK9A/LIVE) (COPY AND PASTE THE LINK IN YOUR BROWSERS)**

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- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
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Signed:

A handwritten signature in black ink, consisting of the letters 'BDM' in a stylized, cursive font, with a horizontal line underneath.

**Managing Director
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON FRIDAY, 4 SEPTEMBER 2020 AS REMOTE MEETING**

Present:

| | |
|---|--------------------|
| Councillor Kim Groves (Chair) | Leeds City Council |
| Councillor Manisha Kaushik (Deputy Chair) | Kirklees |
| Councillor Martyn Bolt (Leader of the Opposition) | Kirklees Council |
| Councillor Neil Buckley | Leeds City Council |
| Councillor Peter Caffrey | Calderdale Council |
| Councillor Peter Carlill | Leeds City Council |
| Councillor Colin Campbell | Leeds City Council |
| Councillor Andy D'Agorne | York Council |
| Councillor Miss Jo Hepworth | Wakefield Council |
| Councillor James Homewood | Kirklees Council |
| Councillor Hassan Khan | Bradford Council |
| Mark Roberts | Beer Hawk Ltd |
| Councillor Taj Salam | Bradford Council |
| Councillor Kevin Swift | Wakefield Council |

In attendance:

| | |
|--------------|-----------------------------------|
| Dave Pearson | West Yorkshire Combined Authority |
| Alan Reiss | West Yorkshire Combined Authority |
| Liz Hunter | West Yorkshire Combined Authority |
| Ben Kearns | West Yorkshire Combined Authority |

10. Minute's Silence

Members observed a minute's silence in memory of Councillor Carmel Hall.

11. Apologies for absence

Apologies were received from Councillor Jeffery and Councillor Ellis.

12. Declarations of disclosable pecuniary interests

There were no pecuniary interests declared at the meeting.

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

There were no items that required the exemption of the press or public.

14. Minutes of the meeting of the Transport Committee held on 3 July

Resolved: That the minutes of the meeting held on 3 July be approved.

15. Covid 19 - Impacts and Recovery

The Committee considered a report which provided an update on the current issues relating to the impacts of COVID-19 on transport operations and the proposals for recovery.

Members noted the steps taken to prepare the bus network for the return of schools and colleges to increase capacity and ensure a safe and Covid secure bus provision.

Members noted the funding arrangements and the continuation of the COVID-Bus Services Subsidy Grant which provided funding support to operate bus services at pre COVID-19 service levels despite the significant reduction in fare revenue. The Chair had written to the Secretary of State to express concern around the sustainability of this method of funding.

Members discussed:

- That the future long term demand for public transport given the trend away from regular commuting and towards more home working.
- Analysis was ongoing and a consultation for employers plans for home working as well as footfall in town and city centres was underway.
- New ticketing offers would be assessed to reflect the new ways of working.
- That the importance of getting employees back to work differed from sector to sector and transport provision needed to be considered on that basis.
- An additional 80 buses had been added to the system to accommodate the return of schools and colleges.
- Noted the work underway with universities to promote active travel and that more certainty around funding for active travel was needed.

Members discussed the delegation made at the March meeting of the Transport Committee to the Managing Director and questioned whether such delegations remained necessary now that the Committee could be held virtually.

It was noted that the Combined Authority was subject to periodic changes in Government funding, particularly around school transport which may require decisions in the moment. It was suggested that the delegation be kept in place and would be reviewed at the November meeting.

The proposal to remove the delegation was voted on with 3 members in favour and 7 against.

Resolved:

- (i) That the Committee considers an update of the Transport Recovery Plan at the November Committee meeting.
- (ii) That the delegated decision-making arrangement approved by the Committee on 13 March be maintained for use on urgent matters relating to the COVID-19 emergency and reviewed at the next meeting.

16. Carbon Reduction Pathways and Connectivity Plan Update

The Committee considered a report which provided an update on the findings of the West Yorkshire Carbon Emission Reduction Pathways study and the West Yorkshire Connectivity plan.

The Carbon Emission Reduction Pathways study sought to demonstrate the ways in which the target could be met across a range of policies areas and the transport sector work to date was detailed in the submitted report.

The modelled pathways for transport decarbonisation would require ambitious and challenging policy changes.

Stakeholder engagement was underway, and the responses would feed into the development of draft policy recommendations and an implementation road map. A full public consultation would follow.

Members noted the update on the connectivity plan which would set out how the transport network could be better equipped to respond to the challenges of the future and to better connect the region.

Members made the following comments:

- That the scale of the challenge on carbon reduction in transport was significant, particularly on active travel.
- That projects should be assessed in the light of decarbonisation and changing transport trends due to the pandemic and that current funding should be realigned to address these twin challenges.
- That the assumptions on the ending of diesel cars was optimistic.
- The ambitions of the airport in terms of passenger growth did not align with the modelled decarbonisation.
- It was noted that the region would look to the Government on a national aviation strategy to set out targets for the sector.
- The substantial discrepancy between the current situation and the targets would require significant policy shifts.
- Clarity was needed around the cycling targets and the way in which they would be measured.

Resolved:

- (i) That the proposed timetable to produce, and engagement on, the connectivity plan and pipeline identified in paragraph 2.30 be approved.

- (ii) That a further report to its 20 November 2020 meeting to provide details of the connectivity plan and pipeline and the proposals for public and stakeholder engagement, to consider approval to consult on the plan be considered at the next meeting.
- (iii) That the committee agrees to hold a workshop at a date to be confirmed with Members of Transport Committee and Portfolio Holders to provide input to the production of the connectivity plan and pipeline and the proposals for public and stakeholder engagement.

17. Walking and Cycling Update

Members were provided with an update on matters relating to walking and cycling.

Members made the following comments:

- That there was not enough funding available for all the active travel schemes currently in the pipeline
- Data on baseline active travel in the constituent local authorities would be useful to monitor progress.
- It was important to have clarity on the Spenn Valley Greenway and whether it was going to continue as an active travel corridor or be used for mass transit. Members felt that it was important that space for active travel was retained.
- More information was requested on the active travel neighbourhoods.
- Members discussed Active Travel England and its membership and role.
- Concerns around the relationship between the Combined Authority and the Canal and River Trust and if it was truly reciprocal.
- That there was a possible workstream around making the case for additional funding to fulfil the pipeline of active travel schemes to the standard that the region is driving for. It was suggested that the Active Travel Working group could take this up.

Resolved: That the report be noted

18. Leeds City Region Transport Update

Members considered a report which provided an update on transport issues across the region and the following issues were highlighted

- Update on TfN meetings
- Fair deal for young people consultation – waiting for Covid
- Network navigation in Leeds
- Bus fleet and clean air compliance

Members had the following questions and comments:

- That there were varying percentages in the number of Euro 6 buses between the districts. It was noted that government funding for clean bus technology fund was skewed towards Leeds Bradford due to clean air zones in those areas, but more progress needed to be made.
- The potential risk that bus operators, in current financial position due to the pandemic, would be less likely to make new investments in the bus fleet.
- Members wanted to express their support for the scope of the rail needs assessment and the views expressed by the Combined Authority on the restricted nature of the scope which could restrict schemes for the region in the future.
- That more clarity was needed in reference to the Northern Transport Acceleration Council and where projects sit in TfN.

Resolved: That the report be noted

19. Summary of Transport Schemes

The Committee considered a report that set out the transport approvals related West Yorkshire and York Investment Committee and Combined Authority meeting approvals from their meetings of 8 July 2020, 11 August 2020.

Resolved: That the report be noted

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Report to: Transport Committee

Date: 20 November 2020

Subject: Greener Journeys Presentation

Director: Alan Reiss, Director of Policy, Strategy and Communications

Author(s): Laura Simpkins

| | |
|---|---|
| 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: | |

1. Purpose of this report

- 1.1 To introduce and welcome the presentation from Claire Haigh, Chief Executive of Greener Journeys, who will be presenting Transport Committee with the current research being undertaken by the organisation.

2. Information

Background

- 2.1 Claire Haigh, Chief Executive of Greener Journeys, will be attending Transport Committee to introduce the work of Greener Journeys, specifically covering the topic of decarbonisation of the transport sector and how to bring together leadership and insight to achieve ambitions.
- 2.2 Greener Journeys is an organisation committed to encouraging greener travel. Its work allows everyone from policy makers and industry executives to individual passengers to make evidence-based decisions about the ways in which people travel. It specialises in research highlighting the wider [social](#), [economic](#), and [environmental](#) benefits of sustainable travel, including maximising the benefits of local public transport and decarbonising transport.

- 2.3 Through its [Transport Knowledge Hub](#) Greener Journeys works with partners, including the Combined Authority, and across central and local government, sub-national transport bodies, Local Enterprise Partnerships, industry, and the wider transport sector to encourage investments that will facilitate inclusive and sustainable economic growth. For information, go to greenerjourneys.com.
- 2.4 Claire Haigh is the Chief Executive of Greener Journeys. She also chairs the Delivery & Impacts Independent Review Panel for the Government's Joint Air Quality Unit (DfT/Defra); is Executive Director of the Transport Knowledge Hub; is a Director and Vice Chair of the Low Carbon Vehicle Partnership (Low CVP); is a judge for the National Transport Awards (NTA) and has been a Board Member of Transport for Greater Manchester. She writes a monthly column for Passenger Transport and writes regularly for Transport Times.

Combined Authority context

- 2.5 There is an important role for the decarbonisation of transport in West Yorkshire in order to meet the ambition of being net-zero carbon by 2038. This work has previously been reported to the Transport Committee (see item 6 *Carbon Reduction Pathways and Connectivity Plan Update* from 4 September 2020). This report highlighted that Transport is the largest carbon emitting sector and a critical area for carbon emissions reduction for the region. Transport emissions are dominated by road transport and private vehicle use, and actions will be required to significantly reduce the demand for travel by private car, and to address that demand through increasing levels of walking, cycling, bus and train travel, plus remote working.
- 2.6 Greener Journeys released a report in 2019 concerning integrating planning and transport. It is noted that this works links to an item later in this agenda (*Item 11 – Developer Guide*) which informs the committee on an advice note relating to developer contributions. The advice note has been developed to ensure consistency across the types and scale of transport interventions the Combined Authority requests through developer contributions in the planning process.

3. Clean Growth Implications

- 3.1 The decarbonisation of transport is acknowledged through The West Yorkshire Carbon Emission Reduction Pathways (CERP) study which was commenced in 2019 to demonstrate the ways in which the climate emergency could be addressed, and the target met. Peer learning on the decarbonisation of transport is important to acknowledge to meet the net-zero carbon ambitions of the Combined Authority.

4. Financial Implications

- 4.1 There are no financial implications directly arising from this report.

5. Legal Implications

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

6. Staffing Implications

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

7. External Consultees

7.1 No external consultations have been undertaken.

8. Recommendations

8.1 That the Committee thanks Claire Haigh for her presentation

9. Background Documents

None.

10. Appendices

None

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Report to: Transport Committee

Date: 20 November 2020

Subject: **COVID-19 Impacts and Recovery**

Director: Dave Pearson, Director Transport & Property Services

Authors: Dave Pearson, Director Transport & Property Services
Richard Crabtree, Rail Development 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: | |

- 1.1 To provide the Transport Committee with an update on current issues relating to the impacts of COVID-19 on transport operations and proposals for the recovery.
- 1.2 To consider the next steps for the Transport Recovery Plan that was endorsed at the Combined Authority on July 27th.

COVID-19 Transport Recovery Plan

- 2.1 A Transport Recovery Plan has been created to draw together in one place the role of transport through the restart and into recovery and what is needed to ensure transport can effectively and efficiency perform that role. The Transport Recovery Plan sits alongside a wider Economic Recovery Plan. Delivery of the Transport Recovery Plan will be overseen by Transport Committee; the Chair of the Transport Committee will report progress to the Combined Authority’s Economic Recovery Board.

- 2.2 The plan was adopted at the Combined Authority on the 27th July, see **Background Documents**. This sets out the actions we are already taking and would take if further funding were released from Government.
- 2.3 This report sets out the current position regarding the impacts of COVID-19 on the transport system and progress with early actions in the Recovery Plans.

Travel Advice

- 2.4 Following the introduction of further “lockdown” measures from 5 November, the travel guidance issued by the Combined Authority is currently as follows in line with Government guidance;
- Reduce journeys and avoid travel in and out of your local area
 - Limited capacity, allow extra time and check before you travel
 - Maintain social distancing
 - Wear a face covering and carry hand sanitiser
 - Pay contactless
 - Consider cycling and walking
- 2.5 At the time of writing public transport service levels have been maintained into the “lockdown” period. This enables support for essential journeys as the Government guidance allows for travelling to work , education, medical appointments, visiting venues that are open (including essential retail), exercise and for caring responsibilities. This will be kept under review in the light of reduced levels of demand.

Bus Service Impacts

- 2.6 Bus service operation increased to 100% from the start of September. Social distancing limits the capacity of buses to around 50%. Overall patronage is at 55% Appendix 1 illustrates how bus use increased in September with the return to school/ college but has subsequently levelled off as further COVID infection restrictions have been introduced.
- 2.7 Compliance with mandatory face coverings is generally good but there has been some reluctance amongst some customer groups and in certain areas. The Combined Authority has been working with local PCSOs to reinforce rather than enforce the need for face covering.
- 2.8 Arrangements were made to provide transport to schools and colleges. Government guidance on home to school travel provides that social distancing is not a constraint on capacity for dedicated bus services where there are only pupils travelling. There are however many pupils who travel to school/ college using regular bus services where social distancing reduces the available capacity of the bus. Around 60 additional buses have been deployed to provide the necessary capacity.
- 2.9 As demand for bus travel has increased due to the return to school/ college, there are now instances where buses are at their reduced capacity and

therefore passengers are prevented from boarding. Bus operators and the Combined Authority are working together to manage this situation and to deploy capacity to reduce this risk as far as possible.

- 2.10 The reduced demand and consequential loss of revenue arising from COVID-19 will have a significant impact on the financial stability of local bus services. As reported to previous meetings, this is currently mitigated by emergency funding on an eight week rolling notice period. If and when emergency funding there is a risk that operators may shrink networks to maintain their trading viability. A separate report on this agenda sets out the Combined Authority's proposition to Government for a longer term devolved funding settlement to support the recovery of the bus network.
- 2.11 During the spring and summer there were frequent changes to bus services. Digital information has been kept up to date however this was not possible for bus stop timetable displays and printed timetables. Inserts were installed at bus stops advising people to access digital channels. A process of installing timetables at the busiest bus stops is now under way.
- 2.12 Initially the bus station travel centres were closed following the COVID restrictions introduced on 5 November. However, on closer examination of the regulations a partial re-opening has been possible from 16 November.

Rail network impacts

- 2.13 A summary of rail patronage is provided at Appendix 1. This highlights the severe impact on rail use and revenue caused by the COVID-19 crisis. The additional revenue support required by the railway has now reported to exceed £4bn nationally. Rail demand remains proportionately lower than bus demand compared to 'normal' in West Yorkshire. Commuting demand is particularly weak, where the traditional strength of rail is bringing large numbers of people into city centre employment, which is the sector where there has been most likelihood of being able to work from home.
- 2.14 Operators report a somewhat stronger leisure market, and this is evidenced by Saturdays remaining the busiest day of the week for footfall at Leeds station. The reduction in leisure travel since the end of the summer holidays has driven the reduction in demand observed in late September and October, together with increasing travel restrictions and reinstated advice to work from home where possible. Operators report business travel has remained largely absent from the network, especially for long-distance trips.
- 2.15 As the impact of the COVID-19 crisis continues to extend, the financial sustainability of the current situation remains a concern. However, DfT continues to support the current level of services being provided.
- 2.16 Since the previous report to Transport Committee on the implications of COVID-19 there was a further increase in the number of services operating. Despite this increase, services have continued to remain reliable with PPM (Passenger Performance Measure) for all operators well-over 90% and CaSL

(Cancellations and Significant Lateness) remaining at good levels. At the time of writing the impact of the autumn leaf-fall season was not yet clear. Close monitoring will continue as more services are added and resources potentially become more stretched, although operators have been asked to be very cautious and protect performance levels.

- 2.17 Driving training has now restarted for both TPE and Northern but at a reduced rate. Both operators have ensured the new timetable still allows for the capacity required to maintain a rolling training driver programme, recognising that the restriction of newly qualified drivers is emerging as a serious constraint. This constraint is expected to remain well into 2021.
- 2.18 An escalating risk to rail operators and Network Rail is the need for self-isolation, including through 'test and trace' notifications. Contingency plans are being put in place especially where large number of staff work together, such as the signalling centre in York where control staff and signallers manage a large part of the region's railway. Northern have also begun to look at a three-level contingency plan for the delivery of rail services.
- 2.19 Conductors are now routinely on passenger duties where social distancing can be managed, providing on-board customer engagement and a reassuring presence. This assists with face mask compliance as conductors can 'encourage' use and help direct deployment of Travel Safe Officers and the British Transport Police. Both Northern and TPE have invested in additional cleaning staff and have further enhanced cleaning regimens on-board trains.
- 2.20 The COVID-19 crisis has seen several changes to rail timetables in recent months. Since September, services have largely settled down into more stable patterns, though many are still running at reduced levels or hours of operation. The next timetable changes are expected on 13 December 2020 and 16 May 2021, in line with the usual December and May cycle.
- 2.21 A summary of the current service patterns and anticipated changes are included at Appendix 2. Where services are not running to normal timetables this is due mainly to shortage of available staff. Officers continue to work with Northern to establish if there are ways to mitigate specific local impacts. The likelihood of planned increases in services happening in December will be reduced if the current trajectory of the COVID-19 crisis means demand remains at currently low levels.

3. Clean Growth Implications

- 3.1 Air quality has seen improvements during the crisis. Local real-time road-side monitoring shows harmful NO₂ emissions on a downward trajectory during the early stages of lockdown and it can be inferred from this that CO₂ emissions were similarly reduced
- 3.2. It is therefore important that the Transport Recovery Plan seeks to ensure that the recovered transport network delivers a more favourable situation for air quality and carbon generation than existed prior to the pandemic

4. Financial Implications

- 4.1 COVID-19 is having a significant impact on the Combined Authority's revenue budget. This is manifested in reduced commercial income, increased bus station costs, lost commission from MCard sales and increased costs of bus service contracts where fares revenue is used to offset costs. These issues are being monitored closely and, as reported to the Combined Authority on 27 July, there exists a risk that the ensuing funding gap may need to be met from reserves.
- 4.2 The Combined Authority has received £2.8 million of CBSSG funding up until end September which will offset the bus service costs incurred by the Authority. Details of the value of payment beyond 4 August will be determined by DfT in early September following submission of returns from the Combined Authority.
- 4.3 At the request of the Secretary of State the Combined Authority has made concessionary fare reimbursement payments using 2019 passenger data. Whilst this area of expenditure remains within the budget set by the Authority in February, this arrangement remains under review on a month by month basis and will cease when the other emergency funding arrangements end. As of September 2020, the Combined Authority is "overpaying" concessionary fares by £2.5 m per month
- 4.4 The Combined Authority has been awarded funding from Department for Education which is meeting the cost of additional school transport provision in the region.

5. Legal Implications

- 5.1 There are no legal implications directly arising from this report.
- 5.2 At the Committee meeting on 13 March 2020 the following delegation was agreed in anticipation of disruption to the Committee business due to the COVID-19 emergency:

That the following delegation be exercised should there be disruption/cancellation of Transport Committee meetings during the Coronavirus situation:

- (a) To delegate authority to the Managing Director and Directors of the Combined Authority to take any action and decisions as they consider to be necessary, which would ordinarily fall to be taken by the Transport Committee to ensure the timely progress of the business of the Committee.*
- (b) This is subject to consultation with the Chair and Deputy Chair of Transport Committee, and in consultation with members of the Committee (via appropriate communication channels).*

5.3 The above arrangements were reviewed at the previous meeting and it was agreed to retain them at least until this meeting of the Committee but to use it only where a decision is required in response to the COVID-19 emergency. It has not proven necessary to use this delegation and it is now proposed that the delegation arrangements are withdrawn.

6. Staffing Implications

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

7. External Consultees

7.1 The content of this report has been developed with input from bus and rail operators.

8. Recommendations

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

8.2 That the delegated decision-making arrangement approved by the Committee on 13 March be rescinded.

9. Background Documents

Transport Recovery Plan, Item 6, Appendix 2, West Yorkshire Combined Authority, 27 July 2020, available via this link:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MIId=963&Ver=4>

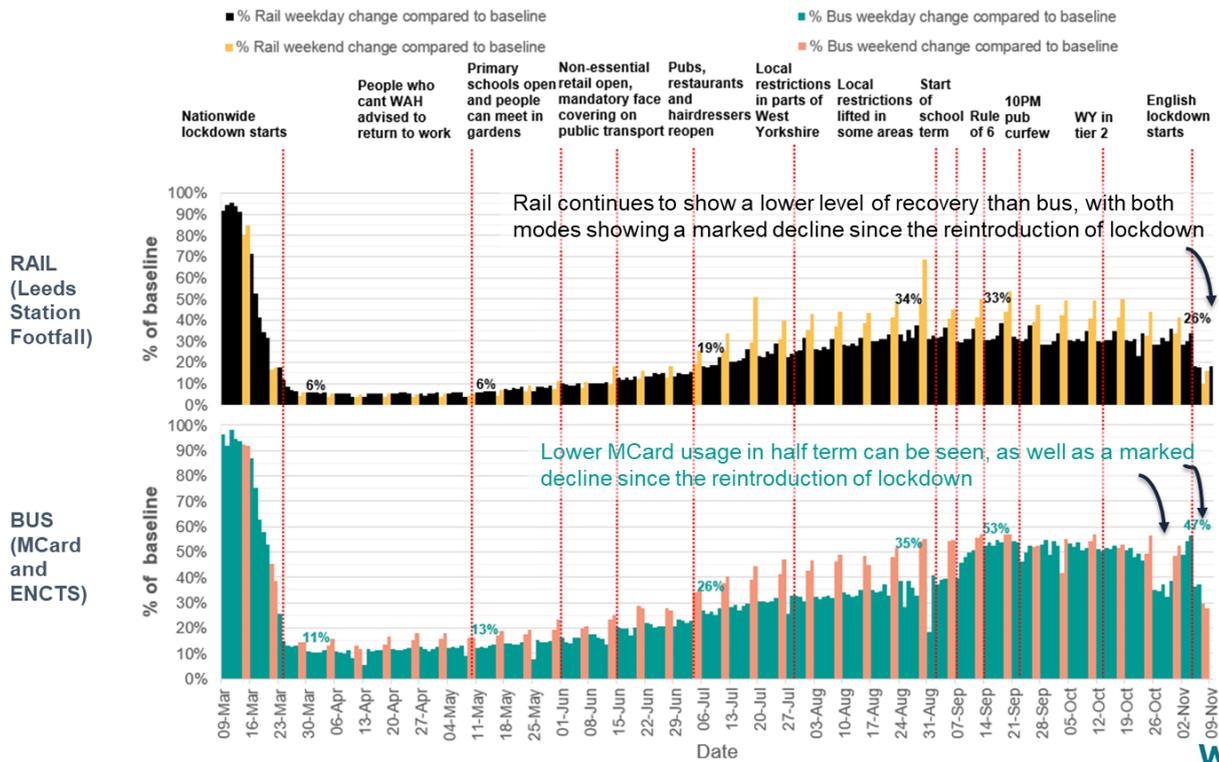
10. Appendices

Appendix 1 Summary of rail patronage data

Appendix 2 Summary of anticipated future timetable changes.

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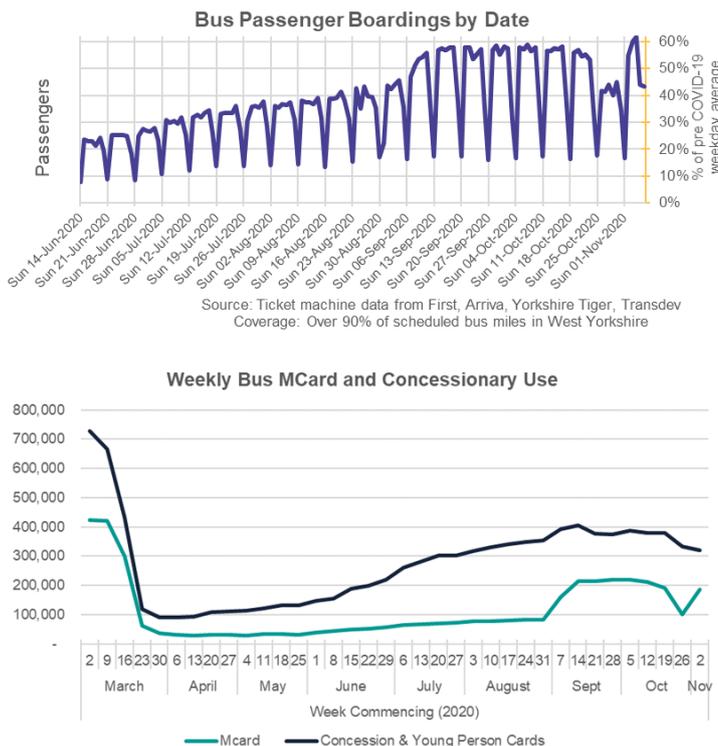
Local rail and bus proxies show notably lower levels since the reintroduction of restrictions in England



Source: Leeds Rail Station Footfall - Network Rail (top) and MCard and English National Concessionary Travel Scheme (ENCTS)



Bus use in West Yorkshire showing impacts of half-term and the introduction of the new lockdown



Source: Ticket machine data from First, Arriva, Yorkshire Tiger, Transdev
Coverage: Over 90% of scheduled bus miles in West Yorkshire

Bus patronage including operators' own tickets shows a marginal downward trend from mid-September, then half-term, a pre-lockdown surge, and then the effects of the new lockdown. 4th November was the busiest day since 18th March. The data available is up to 6th November. The next slide reveals differences within the overall trends.

For the week beginning Monday 2nd November 2020, the combined level of MCard and concessionary fare use shows a reduction of 56% against the week beginning 2nd March 2020, an increase of 17% against the previous week. This shows a bounce back from half term levels in the previous week despite the English lockdown measures imposed on 5th November.

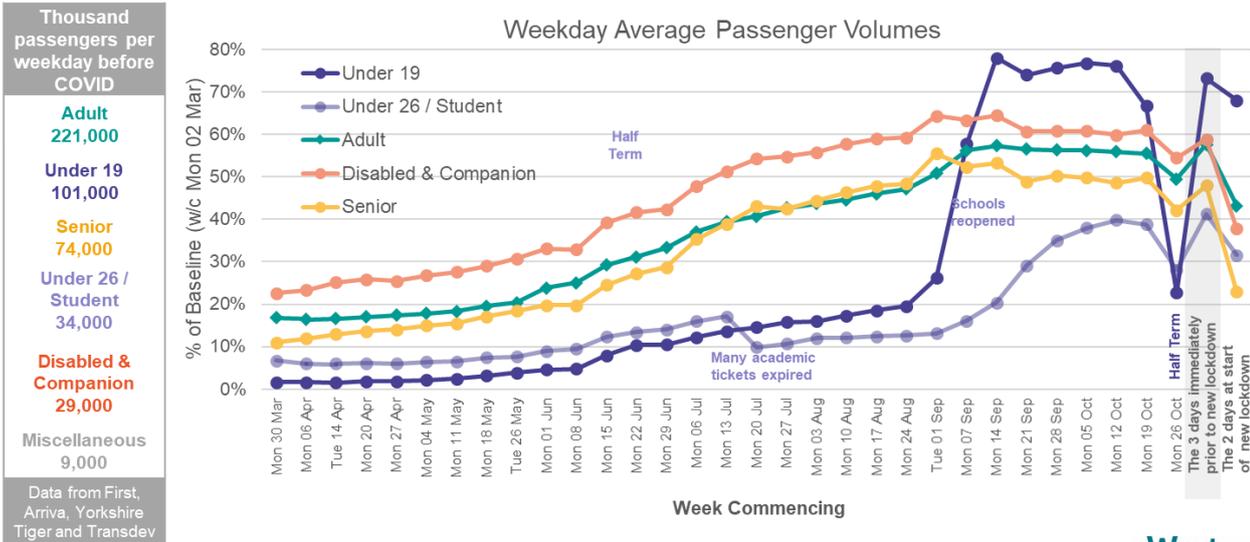


Bus use in West Yorkshire

Bus services are running similar mileage to that operated pre-pandemic however social distancing effectively reduces the capacity of each bus by half.

Overall bus patronage had recovered to around 50% of normal – there are instances of when “full” buses are leaving passengers – working to get buses in the right place to minimise this.

Graph below illustrates that under 19’s bus use is around 70% of normal during school term, whilst adult use was around 55% prior to the effect of new England-wide restrictions. Initial indications suggest that use has dropped to levels seen in Summer rather than levels seen during the height of the Spring lockdown.



Baseline period is w/c Mon 02 Mar. Source: Bus operators electronic ticket machine data, passenger boarding locations in West Yorkshire. First, Arriva, Yorkshire Tiger and Transdev account for over 90% of bus services in West Yorkshire. Graph shows First and Transdev.



Item 6, Appendix 2: Overview of December 2020 rail timetable changes and comparison to pre-COVID-19 timetable

(i) Northern Trains

The information below is based on Northern's published timetables. It is possible that, if the COVID-19 situation were to deteriorate markedly, that this could have impacts on the availability of staff to work the full timetable. Northern has developed a set of contingency plans to deal with several such scenarios, to ensure that services are as far as possible maintained.

| Service | Weekdays | Sundays |
|---|--|--|
| Leeds – Skipton – Settle – Carlisle | Normal service (8 trains per day plus 1 to/from Ribbleshead) restored | Normal service (6 trains per day) restored |
| Leeds – Skipton – Lancaster / Morecambe | Service increased to 5 trains per day (plus 1 to/from Skipton), not full 7/8 per day | Normal service (5 trains per day) restored |
| Leeds – Harrogate | No major change: 2 trains per hour [2tph] daytime service (one to Knaresborough, one to York); normally 3tph. LNER trains also run every other hour | Normal service continues: hourly Leeds – Harrogate – Knaresborough – York plus hourly Leeds – Harrogate - Knaresborough |
| Leeds – Wakefield Kirkgate – Barnsley – Sheffield | No major change: hourly semi-fast trains run Leeds – Wakefield – Barnsley – Sheffield – Nottingham (normally 2tph to Sheffield), alongside hourly stoppers | Normal service restored: 1 stopping train every 2 hours, plus one fast train (extended to Nottingham) every hour |
| Leeds – Garforth – York | Normal service continues: 2 Northern tph, one stopping at all stations other than Church Fenton and Ulleskelf, and one stopping only at Church Fenton (which continues to Blackpool) | Normal service continues: 2 Northern tph, one stopping at all stations other than Church Fenton and Ulleskelf, and one stopping only at Church Fenton (which continues to Blackpool) |
| Halifax – Bradford – Leeds – Selby – Hull | Normal hourly service continues | n/a (does not operate) |
| Leeds – Bradford – Calder Valley – Preston - Blackpool | Normal hourly service continues: 1tph York – Leeds – Bradford – Blackpool | Hourly York – Leeds – Bradford – Calder Valley – Preston – Blackpool reinstated |
| Leeds – Bradford – Calder Valley – Manchester | Restored to 2tph Leeds – Bradford – Manchester, 1tph extended to Chester | Normal hourly service |
| Leeds – Dewsbury – Brighouse – Calder Valley – Manchester | Normal hourly service continues (running through to/from Wigan) | n/a (does not operate) |
| Bradford – Halifax – Huddersfield | Normal hourly service continues | Normal hourly Leeds – Bradford – Halifax – Huddersfield Sunday service continues |

| Service | Weekdays | Sundays |
|--|---|--|
| Blackburn – Burnley – Todmorden – Manchester | Normal hourly service restored | Normal hourly service restored |
| Huddersfield – Wakefield – Castleford | Not reinstated - remains only three trains per day; we are continuing to pursue this issue with Northern. | n/a (does not operate) |
| Leeds / Bradford – Ilkley / Skipton | Normal services continue (2tph each route) | Normal services restored (1tph each route) |
| Leeds – Shipley – Bradford FS | Normal services continue (2tph daytime only) | Normal hourly all-day service restored |
| Leeds – Wakefield / Castleford – Knottingley | Normal services continue (each route hourly), but one missing AM journey Leeds – Wakefield – Knottingley | Normal service continues (one train every two hours on each route) |
| Leeds – Doncaster | Normal service continues: hourly plus peak extras | Normal hourly service restored |
| Leeds – Wakefield – Moorthorpe – Sheffield | Normal hourly service continues | Normal hourly service restored |
| York – Pontefract – Sheffield | Normal service (only three trains per day) continues | Normal service (only two trains per day) restored |
| Penistone line | Normal hourly service continues | Normal hourly service continues |

Key:

| | |
|-----|---|
| | No change – service is below normal level |
| | Improvement but still below normal level |
| | No change – service already running at normal level |
| | Improvement: full normal service reinstated |
| | No change – very limited or no service |
| n/a | Service does not run normally on Sundays |

(ii) Trans-Pennine Express

| Service | Weekdays | Sundays |
|---|---|-------------------------------------|
| Newcastle – York – Leeds – Manchester – Manchester Airport | Continues to run altered to run hourly Newcastle – York – Leeds – Manchester Victoria (only), continuing to Liverpool: does not run to Airport | Same pattern as weekdays (see left) |
| Edinburgh – Newcastle – York – Leeds – Manchester – Liverpool | Not running | Not running |

| Service | Weekdays | Sundays |
|---|--|---|
| Redcar – Middlesbrough – York – Leeds – Manchester – Manchester Airport | Normal hourly service continues | Normal hourly service continues |
| Scarborough – York – Leeds – Manchester – Liverpool | Currently primarily operating as York – Scarborough hourly shuttle, with some gaps and some limited extensions to Liverpool / Manchester. Altered to be York – Scarborough shuttle all day, closing gaps but with only 1-2 Liverpool extensions | Same pattern as weekdays (see left) |
| Hull – Leeds – Manchester Picc | Normal hourly service continues; additional local stops at Slaithwaite and Marsden in peaks, and also to replace stopping train in evenings | Normal hourly service continues, but with additional stops at local stations between Huddersfield and Stalybridge |
| Leeds – Dewsbury – Huddersfield (stopping) | Normal hourly service continues | Normal hourly service continues |
| Huddersfield – Stalybridge – Manchester Picc (stopping) | Hourly service continues daytimes only: in evenings local service provided by Hull – Manchester train | Does not run – local service provided by Hull – Manchester train |

Key:

| | |
|-----|---|
| | Reduction in service |
| | Improvement but still below normal level |
| | No change – service already running at normal level |
| | Improvement: full normal service reinstated |
| | Service not running |
| | Other change as against normal service |
| n/a | Service does not run normally on Sundays |

(iii) LNER

Changes in December are expected to be limited. LNER are currently running about 85% of their normal services, including extensions two-hourly to Harrogate, twice daily to Bradford Forster Square, and once daily to Skipton. Compulsory seat reservation is in place. The extension of one train a day to and from Huddersfield has been delayed to sometime during 2021, because of a pause in driver training resulting from the pandemic and need to ensure social distancing.

(iv) Cross-Country

We are not aware of any proposed changes on the Cross-Country network in December that are directly relevant to West Yorkshire.

(v) Grand Central

As a result of the impact on travel demand from the renewed national lockdown, Grand Central have ceased running all services, including their Bradford – Halifax – Wakefield – London service, up to and including 2 December 2020.

Correct as per information available 11 November 2020



Report to: Transport Committee

Date: 20th November 2020

Subject: **Concessionary Bus Travel For Under 19s**

Director: Dave Pearson, Director, Transport Services

Author(s): Andrew Bradley Head of Customer Services

| | |
|---|---|
| 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: | |

1. Purpose of this report

- 1.1. This paper proposes steps to amend the Concessionary Fare Scheme to create an affordable, simplified, range of fares for under 19s which will encourage more bus travel by under 19s when COVID restrictions end.

2. Background

Concessionary Travel Schemes

- 2.1. As the Travel Concessionary Authority for West Yorkshire, the Combined Authority is responsible for the management of the English National Concessionary Travel Scheme (ENCTS). This is a statutory obligation which provides **free** travel for men and women of pensionable age and eligible disabled people on off-peak local bus services throughout West Yorkshire and across England.
- 2.2. In addition to the ENCTS, under the powers afforded to it by the 1985 Transport Act, the Combined Authority is able to offer additional concessionary travel at its own discretion.
- 2.3. The Combined Authority has published a formal Concessionary Travel Scheme which enables it to fund bus travel after 2300 for ENCTS pass holders and discounted off-peak travel on local rail services within West Yorkshire for

ENCTS pass holders and young people. The Combined Authority also funds a concessionary travel scheme for young people up to their 19th birthday. This scheme currently enables discounted fares for travel on West Yorkshire's bus services at any time.

- 2.4. The young persons' concession is long established and was extended to include 18 to 19-year olds in 2016. Whilst the discount is approximately half the cost of adult fares, it is not uniform across the West Yorkshire area as bus fares vary from operator to operator. Further, the concessionary scheme funds discounted single and multi-operator season tickets, the latter being provided through the West Yorkshire Ticketing Company.
- 2.5. Prior to 2018/19, the budget allocated to this concession had been subject to annual fluctuations, reflecting changing operational costs, service levels and passenger numbers. The budget for 2020/21 was capped at the 2018/19 level. In light of continued pressure on local government finances, it is imperative to ensure this discretionary expenditure delivers on the Combined Authority's policy objectives and clearly improves the lives of young people in the region. The budget for 2020/21 is £9.24 million.
- 2.6. On 13 March 2020, the Transport Committee approved in principle the adoption of a Fare Deal For Young People subject to further consultation with young people and negotiation with bus operators and the West Yorkshire Ticketing Company to arrive at a simplified fare structure. COVID 19 has slowed progress on this and in particular consideration needs to be given to the timing of the introduction of the Fare Deal given current restrictions and discouragement to travel.

A Fare Deal For Young People

- 2.7. A "Fare Deal for Young People" is a key output from the Bus Alliance. It involves an amendment to the formal Concessionary Travel Scheme and a commitment by the Combined Authority, bus operators and the West Yorkshire Ticketing Company. The Fare Deal considered by the Committee in March 2020 comprises the following;
 - **Simple fares for under 19s** – a simplified single fare system and a "go anywhere" day ticket so that young people know how much it costs to take the bus
 - **Savings for regular travellers** – discounts for young people buying weekly and monthly tickets
 - **Welcoming young people** – drivers will only ask for proof of age where the customer looks older than 19
 - **Discounts for 19-25-year olds** - cheaper weekly and monthly tickets for anyone under 25

Consultation with Young People

- 2.8. A public consultation was undertaken in May-June 2020 to seek the views of the public on the proposed changes to bus fares for under 19s. 327 responses

to the survey were received. A summary of the responses to the survey is as follows:

- 86% supporting a flat fare with 83% agreeing that a lower fare for short journeys would be a good idea,
- When advised that a flat fare scheme would mean some people would pay more and some less than they do now, 47% said they thought this was 'fair', with 34% saying that they thought it would not be fair.
- 96% of respondents thought it would be a good idea if all bus tickets for young people could be used on any bus, regardless of the bus company, with 52% saying they thought it would be fair for such a product to cost a little more than a product for just one bus operator's services.

Simplified Fare System

2.9. The current Concessionary Travel Scheme provides for half the adult fares for the journey travelled. Whilst the Scheme cannot mandate fares, it can set the conditions under which operators would receive reimbursement. It is proposed to amend this to only reimburse operators who adopt the following simplified fare structure.

- Hop - journeys of less than one mile – no greater than £0.60p
- Skip – journeys of longer than one mile - no greater than £1.20
- Jump – inter urban journeys to/ from Leeds, Bradford, Huddersfield, Halifax or Wakefield - no greater than £1.80. These will be agreed on a service by service basis

2.10 Agreement has been reached with the West Yorkshire Ticketing Company to amend the prices of the multi-operator, bus only, under-19 ticket range as follows. This provides at least a 10% saving in line with the simplified single fares. The prices are shown in Table A below and will be introduced at the appropriate point when social distancing restrictions on bus services have been lifted.

2.11 It should be noted that the prices identified may be subject to further, minor, review by the Ticketing Company, for instance to encourage the pre-purchase of tickets, rather than buying on bus, etc.

Table A

| | <i>Agreed</i> | <i>Current</i> |
|--------------------|---------------|----------------|
| My Day (1 ticket) | £2.50 | £2.75 |
| My Day (3 tickets) | £7.20 | £7.95 |
| My Day (5 tickets) | £11.75 | £13.00 |

| | | |
|---------------------|--------|--------|
| My Day (10 tickets) | £22.50 | £25.00 |
| My Week | £9.00 | £10.30 |
| My Month | £35 | £37.80 |

Equalities and sensitivity testing

2.12 An initial Equality Impact Assessment (EIA) screening highlighted that proposed changes could result in some young people paying less and some paying more for some journeys. Subsequent engagement with young people and analysis of fares data was undertaken to seek feedback on proposals and to quantify the impact of the proposals.

2.13 The analysis of fares data focused on analysis of cash single fares as well as day, week, and month tickets.

Cash single fares

- Analysis of current cash single fares show that 1% cost below 60p, 44% cost between 60p and £1.20. 54% cost more than £1.20.
- Most of the 54% currently paying more than £1.20 will pay less. On the assumption that bus operators make no changes to current fares between 60p and £1.20, a majority of young people will pay the same or less than they do currently.
- At this stage, which journeys will fall into the £1.80 fare category has not been finalised, but as this fare is intended for longer inter-urban journeys, it is assumed that there will be little or no increase in cost compared to current fares and numbers will be relatively small.

Day tickets

- The proposed new 'MyDay' price is comparable to operator day ticket prices. If bus operators withdraw their own single-operator day tickets and 'MyDay' becomes the only available product, 8% of customers will pay less than currently, 73% will see no change and 19% will pay up to 25p more.

Weekly Tickets

- If bus operators withdraw their own single-operator weekly products, 72% of young people would pay more for a 'MyWeek' (priced at £9) than they would for an operator only ticket. Moving to 'MyWeek' tickets will increase travel costs by up to 60p for 50% of young people currently buying operator only products, and by 60p-£1 for a further 18%, while 28% will see a reduction in the cost of their weekly ticket.

- 2.14 Whilst the introduction of this Scheme will not discriminate against any one group of individuals, lower income families are less likely to be able to absorb any price increase, especially if they have more than one child. However, children from low income families, those entitled to free school meals, or whose parents are in receipt of the maximum level of Working Tax Credit, may be in receipt of free school travel.
- 2.15 As part of the new arrangements, the concessionary fare scheme will not reimburse bus operators for tickets only available on that operator's own services. These tickets are generally cheaper than MCard products. If an operator chooses to withdraw its tickets expecting customers to move to "My" tickets, the customer will have to pay more however the ticket will be available for a wider range of travel should the customer choose to take advantage of this opportunity..

A revised Concessionary Travel Scheme

- 2.16 Local bus service provision outside London is operated in a de-regulated environment across the UK meaning that fares are set by individual companies. Whilst the Combined Authority cannot set fares, it can identify those fares and ticketing products which are eligible for reimbursement under the Concessionary Travel Scheme.
- 2.17 In setting the 2020/21 budget, the Combined Authority has maintained the budget for young people's concessionary travel at the level of 2019/20 on the basis that a strategy is implemented to increase bus travel amongst under 19s at no additional cost to the Combined Authority.
- 2.18 The current Concessionary Travel Scheme provides for half the adult fares for the journey travelled. It is proposed to amend this to only reimburse operators who adopt the prescribed fare structure. Whilst the Scheme cannot mandate fares, it can set the conditions under which operators would receive reimbursement. It is also proposed to amend the scheme to reflect the greater flexibility around proof of age eligibility as set out in the March report to this Committee.

Next Steps

- 2.19 The Transport Committee are recommended to approve the amendment of the West Yorkshire Concessionary Travel Scheme at this meeting with effect from 1 April 2021.
- 2.20 Agreement has been reached with bus operators that, should it become appropriate to introduce the revised fares in advance of this date due to the lifting of COVID restrictions, a decision to do will be made in consultation with the Chair of Transport Committee. A provisional date of 15 February 2021 has been set.

2.21 Bus use by the Under 19s will be monitored throughout 2021. If the new Scheme proves not to deliver the desired patronage increase then it is proposed that further measures be considered in early 2022.

3 Clean Growth Implications

3.1 The report identifies the work to improve the accessibility to the West Yorkshire bus network for young people. An improved ticketing offer to customers will increase bus patronage, reducing the need for car journeys for young people to access, education, amenities and employment opportunities.

4 Financial Implications

4.1 The 2020/21 revenue budget approved by the Combined Authority on 6 February 2020 includes provision of £9.567 million for young people's concessionary fares of which £9.24 million is for bus travel. The proposals in this report will not result in any additional costs to those included in the budget. Adoption of the fare deal would necessitate continued spend at this level in 2021/22.

4.2 A revised methodology for calculating the distribution of this budget to bus operators will be introduced from 1 April 2021.

5 Legal Implications

5.1 The Combined Authority is able to operate a concessionary travel scheme to discount the cost of local bus travel for young people through the powers granted to it through the Transport Act 1985 and the well-being power under section 2 of the Local Government Act 2000.

5.2 The Terms of Reference for Transport Committee authorise the Committee to make decisions in its role as a Travel Concession Authority. This report proposes a revision of the formal scheme documentation to reflect the revised fares and reimbursement provisions set out in this report. A formal process of publishing a draft scheme will commence following the Committee's decision. formal objections can be made however, as set out in this paper, an extensive consultation with bus operators and young people has taken place.

5.3 All commercial decisions concerning fares are taken by the bus operators or the West Yorkshire Ticketing Company Limited (owners of the 'MCard' suite of tickets). The Combined Authority can specify the fare levels at which reimbursement under the concessionary fare scheme can be made.

5.4 An Equality Impact Assessment (EIA) has been prepared for the changes to the Scheme (and is summarised at paragraph 2.12-2.14 above) and follows extensive sensitivity testing to understand how the price changes affect customers. A full copy of the Combined Authority's EIA is available on request.

6 Staffing Implications

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

7 External Consultees

7.1 The following parties have been consulted:

- Local bus operators
- The West Yorkshire Ticketing Company
- Young people (as set out in 2.8)

8 Recommendations

8.1 That the Transport Committee endorse the adoption of the Fare Deal for Young People as set out in this report.

8.2 That the West Yorkshire Concessionary Travel Scheme be amended as set out in this report and published come into effect from 1 April 2021.

8.3 That the new fare structure be introduced on the lifting of COVID restrictions with a provisional date of 15 February 2021. Any amendment to this date will be made in consultation with the Chair of Transport Committee and notified to members of the Committee.

9 Background Documents

- Equality Impact Assessment and fare sensitivity analysis
- Analysis report of consultation with young people undertaken in May/June 2020

10 Appendices

None

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Report to: Transport Committee

Date: 20 November 2020

Subject: **West Yorkshire Transport Connectivity Infrastructure Plan:
Investing in the future of West Yorkshire**

Director: Alan Reiss, Director Policy, Strategy and Communications

Author: Steve Heckley / Tom Gifford

| | |
|---|---|
| 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: | |

- 1.1 To provide the Transport Committee with an update on work to develop a West Yorkshire Transport Connectivity Infrastructure Plan, ahead of its consideration by the Combined Authority in December 2020 for consultation with public and stakeholders.

2 Information

Background

- 2.1 In 2017, the Combined Authority adopted the West Yorkshire Transport Strategy 2040, setting out our policy framework for improving transport. The Transport Connectivity Infrastructure Plan is an extension of this, setting out a delivery plan and long-term pipeline of transport infrastructure improvements to improve connectivity in our region.
- 2.2 Transport Committee has been overseeing the work to develop the Transport Connectivity Infrastructure Plan. Work is progressing on the plan and a workshop with Transport Committee members and Portfolio Holders on its latest development was held on 13 November 2020. Given the timing of the Members workshop it was not possible to include the outputs from that

workshop in this report, or to respond by making any required amendments to the plan in readiness for seeking approval to the plan at this meeting. The timetable for production of the plan has therefore been revised with a proposal to seek approval on the plan contents and to commence consultation on the plan with the public and stakeholders at the Combined Authority meeting on 10 December 2020.

Context

- 2.3 A modern, integrated transport system is essential for an economy to flourish and communities to thrive. West Yorkshire is a significant and growing economy. Yet for it to fulfil its full potential as a major player in the Northern Powerhouse, our region needs a transformation in its transport system – to one that is fit for the 21st Century – and for a decarbonising economy
- 2.4 This plan sets out a long-term transport infrastructure investment programme for the next 20 years, providing a spatial picture of where improvements are most needed to stimulate inward investment and improve people’s quality of life.
- 2.5 Our cities and towns have out-grown our transport system. Our reliance on the car is damaging business, the environment and the health of residents. Our most disadvantaged communities, who have not benefited from car travel, suffer most from its impact.
- 2.6 Our evidence is clear that continuing the “business as usual” approach to transport will not enable economic opportunities to be fully realised, or effective action to be taken to decarbonise the economy.
- 2.7 The Connectivity Investment Plan moves us away from traditional transport investments and deliberately focusses on a sustainable future. It focuses on addressing three strategic challenges:
- COVID-19 Recession and recovery
 - Inclusive growth and the productivity gap
 - Climate change and decarbonising the economy
- 2.8 This plan makes the case to Government for longer-term local transport budgets to deliver these improvements, including unlocking the government’s infrastructure fund linked to the West Yorkshire devolution deal.
- 2.9 By starting now, we can set our region on the right pathway for tackling the climate emergency and support a green recovery from COVID-19.

Scope

- 2.10 The Plan is an evidence led approach to identifying our connectivity challenges and solutions, consistently applied across the whole geography of West Yorkshire. This work is identifying a set of options for improving transport infrastructure and connectivity to be delivered up to 2040. The plan covers bus, rail, cycling, walking, mass transit, digital demand responsive transport, other innovative solutions and car, with the intent to enhance economic

performance by connecting all of our important places, and in doing so, help deliver inclusive growth by giving particular attention to the connectivity needs for our currently more disadvantaged and peripheral communities.

- 2.11 The Connectivity Infrastructure Plan is informed by a range of other research, plans and case making reports:
- **West Yorkshire District Local Development Plans** - Each West Yorkshire Districts sets out, as part of their statutory land use plans: the spatial vision, scale of new development and strategy for accommodating new housing and employment growth
 - **West Yorkshire Bus Network Reviews** - a strategic review of the core bus network across West Yorkshire has taken place. This provides a summary of the core bus network by district in 2018, and then in three future years, 2024, 2028 and 2033. The future years consider the types of interventions needed that could create patronage growth. Further detail is in item 9 on the agenda.
 - **West Yorkshire Carbon Reduction Emissions Pathways (CERP) study** - This sets out the evidence for five key sectors of the economy including Transport, and identifies options for different CO2 reduction pathways, setting timescales for action and policies that we need to implement to ensure that our target for net zero carbon by 2038 can be met.
 - **West Yorkshire Future Mobility Strategy** This sets out ways to increase travel options through new forms of transport and better integration maximising new technologies – from autonomous cars to e-scooters, digital on-demand buses services, shared transport and integrated apps for accessing services, plus innovative ways of getting the goods into our town and city centres.
 - **Local Cycling and Walking Infrastructure Plans (LCWIPS)** - developed to help the Combined Authority and partner councils prioritise investment in walking and cycling infrastructure to support everyday journeys. Our phase one LCWIPs have successfully trialled new methodologies for community engagement. This approach is now being rolling out across West Yorkshire.
 - **Housing Affordability and Needs Study** exploring the relationship between housing, transport costs and accessibility to jobs, it identifies a number of disconnected places and evidence to suggest that the decentralisation of employment made possible by car travel, has not led to greater accessibility for low income households which have to make trade-offs between disposable income and transport expenditure.
 - **West Yorkshire Rail Vision and Strategy** - as the first product of the Rail Strategy, the Rail Vision sets out West Yorkshire's ambition for the way in which the railway needs to serve the region, its people and businesses in the future. Beyond the Rail Vision, development of the full Rail Strategy will translate the high-level objectives, outcomes, and outputs contained in the vision into interventions across the full scope of rail policy. Further detail is in item 10 on the agenda.

- **West Yorkshire Mass Transit** - Mass Transit is a bold new transport mode and a central component of the Connectivity Infrastructure Plan proposals. In parallel to the publication of the Connectivity plan, the Case for Mass transit will also be published and integrated within it.
- 2.12 The options for improving connectivity will be identified in a number of spatial plans that show which transport modes and interventions are understood to provide the most appropriate solution for a particular geography and need. Engagement on the development of the plan has been held with West Yorkshire Leaders to gather feedback on the analysis of evidence and the identification of options for improving connectivity.
- 2.13 To help quantify the scale of the challenge to meet net-zero carbon, the West Yorkshire Carbon Emission Reduction Pathways (CERP) evidence base assessed the five key sectors of Transport; Buildings; Power; Industry; and Land-use and Agriculture and demonstrate the ways in which the climate emergency could be addressed, and the target met. It identifies that:
- Transport is the largest carbon emitting sector in West Yorkshire; and
 - Transport emissions are dominated by road transport and private vehicle use, with road transport contribution over 90% of transport emissions
- 2.14 Experience has shown in recent years that delivering improved public transport infrastructure alone has not translated to a step change in public transport patronage; a reduction in carbon, particularly on bus; or, a reduction in car congestion. Alongside the development of the Connectivity Infrastructure plan, careful consideration of car policies which could complement the infrastructure proposals will be needed, in order to meet the net zero carbon targets.

Next steps

- 2.15 An update report to the 4 September 2020 meeting of this Committee agreed:
- An indicative timetable for the production of, and engagement on, the connectivity plan and pipeline
 - To hold a workshop, at a date to be confirmed, with Members of Transport Committee and Portfolio Holders to provide input to the production of the connectivity plan and pipeline and the proposals for public and stakeholder engagement
 - To make a further report to this 20 November 2020 with a view to consider approval to consult on the plan
- 2.16 The workshop with Transport Committee and Portfolio Holders was held on the 13 November, which was after the publication of the papers for this 20 November meeting of Transport Committee.
- 2.17 To accommodate the Members workshop the timetable for the production, publication and consultation on the Connectivity Plan has been revised as follows:
- **November 2020** - Further engagement with West Yorkshire Leaders and Transport Portfolio Holders

- **13 November** – Workshop with Transport Committee and Portfolio Holders to provide input to the production of the connectivity plan and pipeline and the proposals for consultation
- **November – December 2020:** Document preparation
- **10 December 2020** – The Combined Authority meeting on 10 December could be asked to agree the plan contents and arrangements for engagement on the connectivity plan and pipeline
- **Mid-December 2020 – end of January 2021:** Potential period for public engagement
- **Spring 2021:** Analysis of responses to the engagement
- **Spring - Summer 2021:** Re-shape plan's interventions and priorities following engagement

2.18 It is now proposed to seek approval to engage on the connectivity plan from the Combined Authority meeting on 10 December 2020, subject to the prior input of Transport Committee, Portfolio Holders and West Yorkshire Leaders.

2.19 Public and stakeholder engagement on the Connectivity plan and pipeline will be linked to engagement on the Combined Authority's Carbon Emissions Reduction Pathways (CERP) study. A progress update on the CERP study was reported to the Transport Committee meeting of 4 September. The CERP study identified transports' key role as the largest generator of carbon emissions in West Yorkshire. The CERP evidence has provided a key input to the development of the connectivity plan and pipeline in shaping proposals for a green recovery from the Covid-19 pandemic and future sustainable growth.

2.20 Public and stakeholder engagement on the CERP study will input into the development of the policies and actions that need to be implemented. Approval to engage on the CERP proposals for decarbonising the West Yorkshire economy will be sought from the Combined Authority meeting on the 4 February 2021, with engagement planned to commence in early February to run into March 2021.

3. **Clean Growth Implications**

3.1 The work described in this report is central to ensuring that the transport sector can play a full part in the region making a green recovery from the Covid-19 pandemic and decarbonising the West Yorkshire economy by 2038, whilst providing the connectivity improvements that will help to ensure inclusive growth.

4. **Financial Implications**

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

5. **Legal Implications**

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

6. **Staffing Implications**

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

7. External Consultees

7.1 No external consultees were engaged in producing this report. The report identifies proposals for consultation on the West Yorkshire Transport Connectivity Infrastructure plan and long term investment pipeline.

8. Recommendations

8.1 That the Committee notes the verbal update from the Transport Committee workshop held on 13 November and considers the implications for the development of the connectivity plan and pipeline.

8.2 That the Committee endorses the timescales for publication of the Plan

8.3 That the Committee endorses escalating consideration of the Connectivity Investment Plan to the Combined Authority.

9. Background Documents

None.

10. Appendices

None



Report to: Transport Committee

Date: 20 November 2020

Subject: **Bus Network Sustainability and post COVID Recovery**

Director: Dave Pearson, Director of Transport and Property Services

Author: Helen Ellerton

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|---|---|
| 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: | |

1. Purpose of this report

- 1.1. To provide an update on the work to develop a new approach to delivering bus services in West Yorkshire and the implications that COVID-19 is likely to have on the consideration of future options.
- 1.2. To provide an update on the West Yorkshire Strategic Bus Network Review and set out the next steps.

2. Information

Background

- 2.1. Buses are critical to the economic and social well-being of West Yorkshire's communities and have a critical role to play in meeting our zero-carbon and inclusive growth ambitions. The bus service is already relied upon by people across West Yorkshire to connect them with work, education, and leisure.
- 2.2. The reduced patronage as a result of COVID-19 is impacting on the finances of bus services across the country. The Coronavirus Bus Services Support

Grant (CBSSG) is currently in place to mitigate the short-term impacts of social distancing on the bus network, on an eight week rolling notice period. The government has indicated that it will give notice of reduction or termination when the rules regarding social distancing on public transport are eased or lifted. When the emergency funding comes to an end there is a risk that operators may shrink networks to maintain their trading viability.

- 2.3. As part of the CBSSG arrangement, Government has asked LTAs to continue to pay for concessionary fares at the level operating prior to the pandemic.
- 2.4. In September 2020, through an existing commission with Ernst & Young they estimated that a funding package of £8m per annum during COVID and £4m per annum when social distancing is removed, is needed. The Combined Authority continues to talk to government about ongoing funding support and devolution of existing and any future funding for bus. If this funding is devolved to West Yorkshire Combined Authority, then a closer working relationship with the operators can be created. If CBSSG funding is removed ahead of recovery it is estimated that the Combined Authority will need to find an additional £5m per year to reinstate withdrawn bus services.
- 2.5. A Transport Recovery Plan has been created to draw together in one place the role of transport through the restart and into recovery and what is needed to ensure transport can effectively and efficiency perform that role. The Transport Recovery Plan sits alongside a wider Economic Recovery Plan. Working closely with the operators to enable the devolution of the funding and bring back financial equilibrium is a key part of the Transport Recovery Plan.

Proposition for an Enhanced Partnership

- 2.6. The impact of COVID on passenger revenue and the need for ongoing public sector financial support indicates that the deregulated model is unlikely to be appropriate for the post COVID environment. Many communities where isolation is a factor of deprivation could potentially be disadvantaged by a purely market driven approach.
- 2.7. Through the West Yorkshire Bus Alliance, the Combined Authority has taken steps with operators to address the weaknesses of deregulation and worked with operators to ensure buses have been available through lockdown and beyond. However, the economic pressures created by the pandemic and the urgent need to put the service on a sustainable footing for the long-term means further action is needed now.
- 2.8. Buses are key to the recovery of the region's economy and delivering inclusive growth. The impact of the pandemic on the way people are travelling is also posing fundamental questions over the way buses are funded and run. As a next step, the Combined Authority, alongside First, Arriva and Transdev are developing proposals to put to the Government to strengthen our partnership with operators, stabilise the network in the short-term and build the first-choice bus service.

- 2.9. The Bus Service Act 2017 includes provisions to change how bus services are delivered in an area. The West Yorkshire Bus Alliance is a Voluntary Partnership Agreement, which has a light touch supporting legal document. The Act provides for an Enhanced Partnership which creates a more formal working environment between operators and the Combined Authority by enabling some joint delivery and initiatives such as fare deals. As a Mayoral Combined Authority the Combined Authority will also have access to the Franchising powers within the Bus Services Act.
- 2.10. Due to the current pressures on the bus network, it is proposed that the Combined Authority and the bus operators of West Yorkshire develop an Enhanced Partnership that will:
- Enable the Combined Authority to prioritise funding to ensure a bus service is provided to those communities most in need of it following COVID
 - Enable the Combined Authority to develop fare deals where required to encourage bus usage and enable more affordable travel to target job seekers and the lowest paid
 - Enable greater integration and delivery of low emission buses across the region.
- 2.11. The below summarises the potential scope of the Enhanced Partnership

| Theme | Description |
|--|--|
| Network Management and Development | To reinstate and reimagine the bus network post COVID to facilitate a restoration and growth in patronage. To create an effective and cost efficient bus network |
| Bus Service Standards | To ensure customers receive a consistent standard of bus service across the network |
| Organisational Data Sharing | To build on the data sharing agreement in the Voluntary Partnership Agreement and enable delivery of the Enhanced Partnership |
| Fares and Ticketing | To develop and deliver fare deals that will encourage patronage to protect routes and create ticketing offers to make public transport more accessible to young people, job seekers and vulnerable groups. |
| Customer Services and Travel Information | Better integration and delivery of customer travel information and customer services |
| Marketing and Communications | Delivery of unified communications and marketing |
| Local Authority Requirements | Building on the Leeds Public Transport Investment Programme (LPTIP) and Transforming Cities Funding (TCF) investments, and delivering other interventions that will improve journey time reliability and punctuality. Align local policies, including parking to be complementary to bus policy objectives |
| Devolution of Funding | To create a single objective for bus funding to enable greater efficiency of delivery and be able to generate a fare subsidy on certain routes or areas |

- 2.12. Devolving the emergency CBSSG, together with the Bus Services Operators Grant and then any future funding to support the bus network would provide a more progressive approach to managing the bus network back through the recovery period as the grant can be tapered as demand and fares revenue build back. If the Government is minded to devolve funding to the Combined Authority from 2021, a transitional partnership arrangement will be developed to manage this recovery period whilst an Enhanced Partnership is developed.
- 2.13. Alongside the development of an Enhanced Partnership the Combined Authority will continue to review the case for franchising and will press the Government to give local areas the freedom and funding to pursue the options appropriate to meet local needs, including public ownership.
- 2.14. The Enhanced Partnership or other form of bus reform requires the review and development of targets and key performance indicators. The COVID emergency was not envisaged when the Bus Strategy set a 25% patronage growth target by 2027. It is appropriate to consider whether the target should remain with an extended time period (for example to 2030) or whether a wider group of indicators, including a mode share target would be more appropriate. During the COVID recovery, any transitional partnership will require shorter term targets and indicators to enable success to be measured.
- 2.15. The Combined Authority are engaged in conversations with the Department for Transport on the development of the National Bus Strategy and plans for recovering the bus network post COVID.

The West Yorkshire Strategic Bus Network Review

- 2.16. The Combined Authority undertook a strategic review of the bus network (completed February 2020). The review focussed on the Core Bus Network (services with a frequency of every 15 minutes or better) across West Yorkshire and set out a series of interventions, that if delivered could generate patronage growth.
- 2.17. The review provides, by district, a summary of the core bus network (that is services that are 15 minutes or better only) in 2018 and in three future years, 2024, 2028 and 2033. It is likely that COVID will affect the short-term timescales and deliverables but the analysis is still valid, as it demonstrates a direction of travel.
- 2.18. The outputs of the review are included in Appendix 1 and will be presented as part of the Connectivity Plan. The review shows that at least 65% of all addresses in West Yorkshire are within 400m of a bus stop served by 4 buses or more during the morning peak (7-9.30am); the “core network”. The review shows that by improving frequencies, linking to areas of economic growth and investing in vehicles and bus priority measures, could lead to an additional 24 million bus journeys by 2033. The bus network has significant social value across many areas of West Yorkshire and this will continue to be the case. It is estimated that from 2018 to 2033 the number of bus kms on the core network

across West Yorkshire will increase by 20% and the number of bus routes could increase by 6%.

3. Clean Growth Implications

- 3.1. Maximising the bus network will encourage modal shift towards public transport, reducing the impact of transport on the environment and contributing towards the regional carbon reduction target.

4. Financial Implications

- 4.1. There are no financial implications directly arising from this report.

5. Legal Implications

- 5.1. There are no legal implications directly arising from this report.

6. Staffing Implications

- 6.1. There are no staffing implications directly arising from this report.

7. External Consultees

- 7.1. No external consultations have been undertaken.

8. Recommendations

- 8.1. That the Committee endorse the way forward to support the bus service as it recovers from the effects of the COVID emergency and to initiate work towards the development of an Enhanced Partnership.
- 8.2. That the Committee endorse the findings of the West Yorkshire Strategic Bus Network Review and its inclusion as part of the draft Connectivity Plan.

9. Background Documents

None.

10. Appendices

Appendix 1 – West Yorkshire Strategic Bus Network Review -output summary

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West Yorkshire Strategic Bus Network Review Summary

February 2020



Overview

The Combined Authority undertook a strategic review of the bus network (completed February 2020). The review focussed on the Core Bus Network (services with a frequency of every 15 minutes or better) across West Yorkshire and set out a series of interventions, that if delivered could generate patronage growth.

The review provides, by district, a summary of the core bus network in 2018. The future development data is also based published plans in 2018 and has been used to create demand projections for three future years, 2024, 2028 and 2033. It is likely that COVID will affect the short term timescales and deliverables but the analysis is still valid, as it demonstrates a direction of travel.

Summary of Key Results

| District | Summary |
|------------|--|
| Bradford | <ul style="list-style-type: none"> 72% of addresses in Bradford are within 400m of a bus stop served by 4 buses or more from 7-9.30am In 2018 it is estimated that there are over 32m annual trips made by bus. By improving frequencies, providing new links to growth areas and capital investment in bus priority then annual trips could increase to over 37m by 2033 -there would need to be an increase of 35% more buses The number of new buses needed in 2033 to support 5m more trips means the network is challenging, but would bring significant social benefits whilst delivering a self-sufficient bus network -additional gains could be made by improving the 'conditions for success' by integrating wider measures such as car parking policy |
| Calderdale | <ul style="list-style-type: none"> 65% of addresses in Calderdale are within 400m of a bus stop served by 4 buses or more from 7-9.30am In 2018 it is estimated that there are almost 29m annual trips by bus in Calderdale, by 2033 this rises to almost 32m if all the additional enhancements are delivered -it is estimated that an increase of 20% more buses would be needed. If the enhancements are delivered, the bus network has some challenges but operationally delivers significant benefits to a number of dispersed communities -greatest immediate opportunity is providing dedicated services connecting the growth sites and reducing the need for all services to interchange in Halifax. |
| Kirklees | <ul style="list-style-type: none"> 60% of addresses in Kirklees are within 400m of a bus stop served by 4 buses or more from 7-9.30am Background population growth across the district, with no interventions could see demand increase by 8%, however it is estimated that the network will require 11% more buses to maintain the existing service level in 2033 It is estimated that the future network improvements do not deliver significant demand increases, but they are important for delivering connections to key development sites and for ensuring network sustainability. |
| Leeds | <ul style="list-style-type: none"> 79% of addresses in Leeds are within 400 m of a bus stop served by 4 buses or more during the morning peak (7-9.30am). In 2017, it is estimated that almost 63m annual trips by bus in Leeds, by 2033 this rises to 74m with improvements The greatest immediate opportunity is to improve journey times and reliability to build on current Connecting Leeds programmes by tackling congestion, providing effective bus priority |
| Wakefield | <ul style="list-style-type: none"> 61% of addresses in Wakefield are within 400 m of a bus stop served by 4 buses or more from 7-9.30am Background growth with no interventions sees demand increase by 24%. It is estimated that the network will require 7% more buses to maintain existing levels of service by 2033, if no enhancements are made. This significantly jeopardises the bus offer in Wakefield There is opportunity to boost demand by an additional 5m trips, it is estimated that this will require 70 more buses by 2033. The bus connections to future development sites need to be improved to enhance longer term sustainability in the network. The social value of the bus network in Wakefield is significant, with very high forecast demand increases |



Our approach

Key principles

Objectives for the Strategic Bus Network Reviews

Derived from the West Yorkshire Bus Strategy's targets, objectives & priorities

49

To develop a bus network that is sustainable and facilitates the aspired level of growth in passenger numbers

To enable inclusive growth in West Yorkshire by improving connectivity to areas of economic opportunity

To develop an inclusive and accessible bus network that meets the needs and requirements of the customer and enabling access to key services

To develop a bus network that is presented within an integrated, single public transport network

To realise local environmental aspirations, including significantly reducing local emissions

- General (non-network review) conditions for success:**
- Consistent and excellent customer services across the bus system
 - Integrated, simple and affordable bus fares for all
 - Clear and reliable travel information
 - Clean fuel and technology to improve air quality
 - Good operational standards and management

Design principles for the bus network reviews

Seven operational and infrastructure attributes:

1. **Service frequency**
2. **Interchange and transfer**
3. **Network legibility**
4. **Inclusive operating hours and days**
5. **Bus type (size)**
6. **Supporting infrastructure (level of bus priority, waiting environment)**
7. **Network access**



Purpose of the demand assessment

51

High level review of the key drivers of demand for the bus today and in three future years: 2021, 2024 and 2033

To identify existing and new locations that will generate and attract demand

To identify strategic opportunities for the network that will generate new and increased demand for bus use

To estimate the impacts of the opportunities to generate demand, both in terms of the potential uplift in patronage, and also in respect of the Peak Vehicle Requirement required to accommodate the demand

How the demand assessment works

The current network

The networks have been divided into segments

Initial demand

Is derived from ticket data provided by operators to the CA, and distributed between MSOA pairs

The model

Analysis uses data at MSOA level and is undertaken in a spreadsheet based on the segments

The model

Is based on the principles within the UTG Metropolitan Bus Model and quantifies generalised journey times, capacity, future demand, and PVR

Inputs

End-to-end journey times, frequencies, network access & egress data

Inputs

Future land uses and development sites to enable production of future year estimates

The model accounts for

Exogenous factors such as population growth and change in employment

The model accounts for

Endogenous factors such as car ownership, fuel costs

Metrics for determining network operating costs

An overview

Inputs:

- End to end journey time
- Service frequency (headway)
- Start and end times
- Staff costs and other variable costs (no. buses and mileage)
- CPT cost index and other local data

Outputs:

- Peak Vehicle Requirement (PVR) – no. of buses required to operate the service at its busiest time, considering journey time between stops, dwell times at stops and layover/recovery time at each end of the service

- Fleet requirement (to include for maintenance / repairs)
- Annual vehicle operating cost
- Annual distance and hours operated
- **Annual network cost**

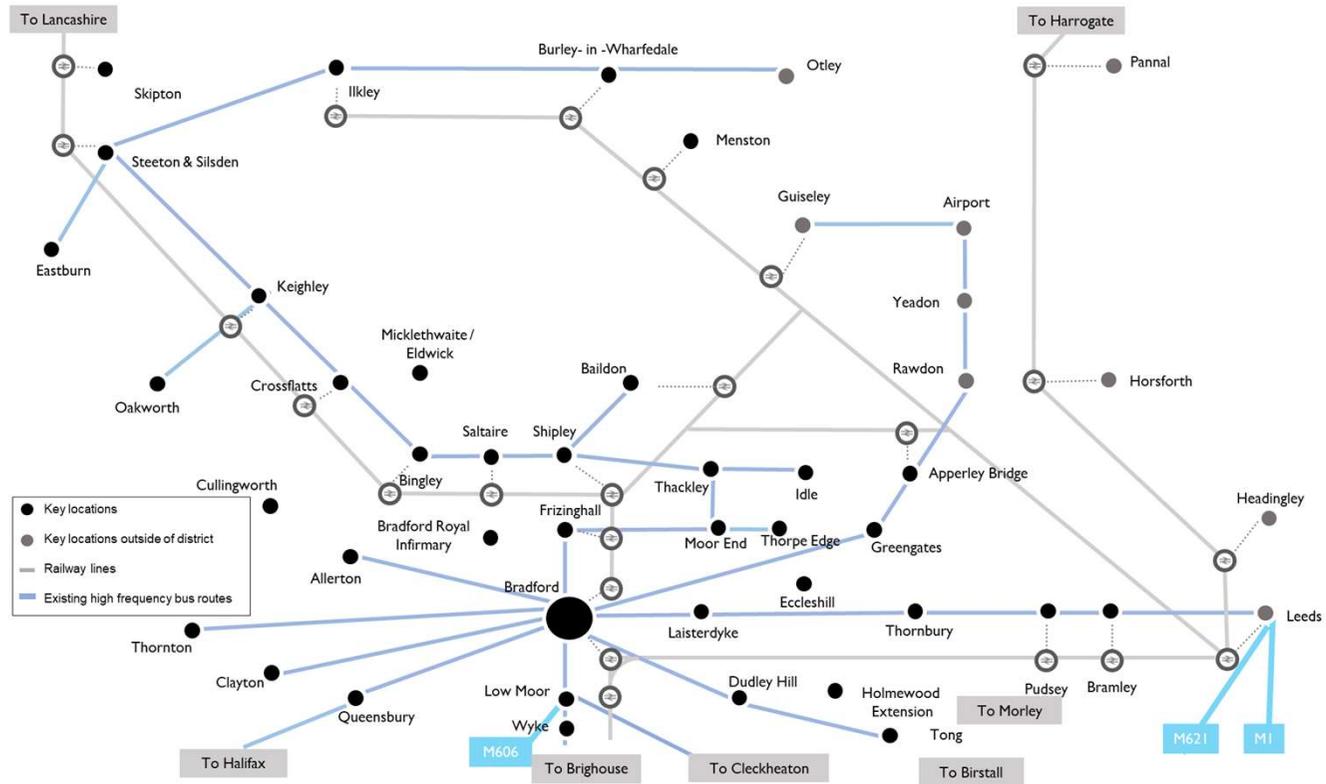
Bradford

Existing high frequency network

Based on communities served by at least 4 buses per hour

97% of addresses in Bradford are within 400m of a bus stop; 72% are within 400m of a bus stop served by 4 buses or more during the morning peak (7.00-9.30am).

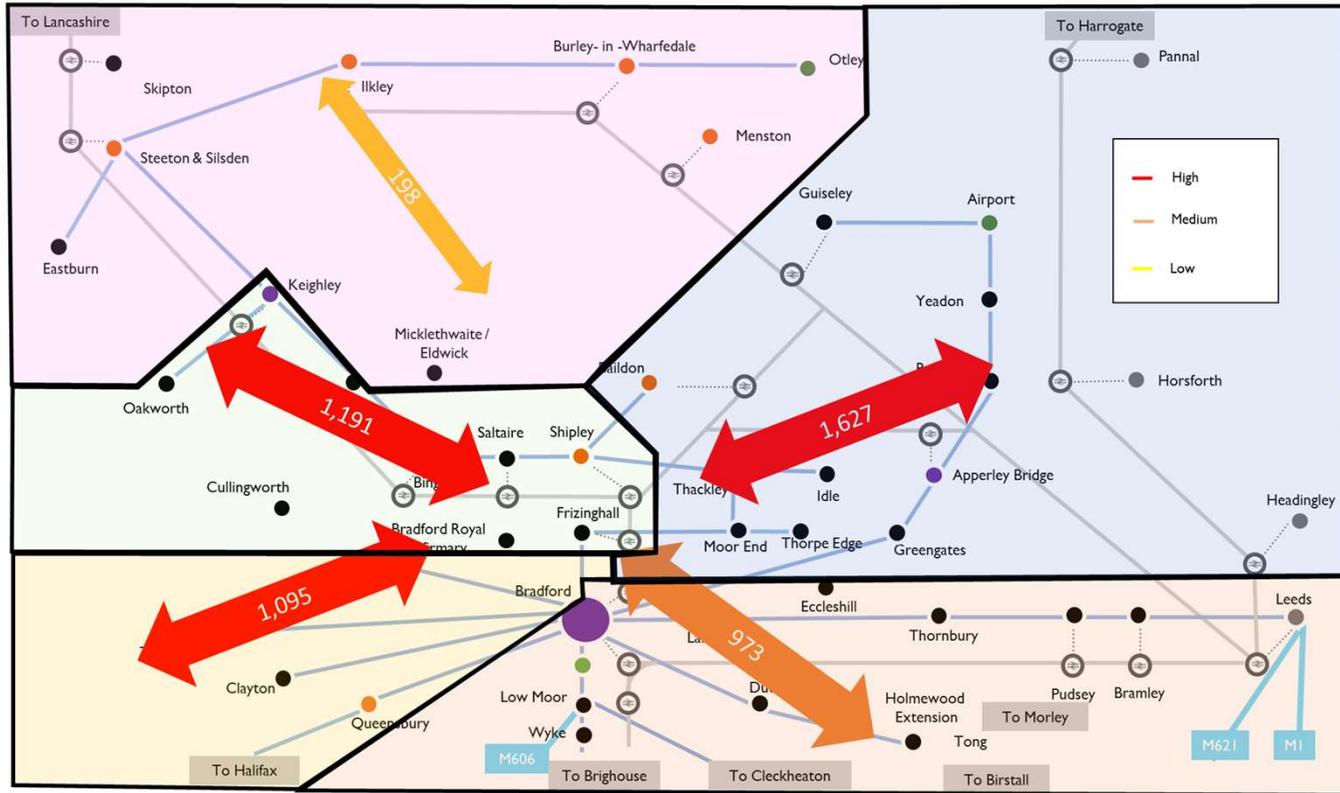
55



Current key network demands

2018 bus journey 'productions' by segment (average hour)

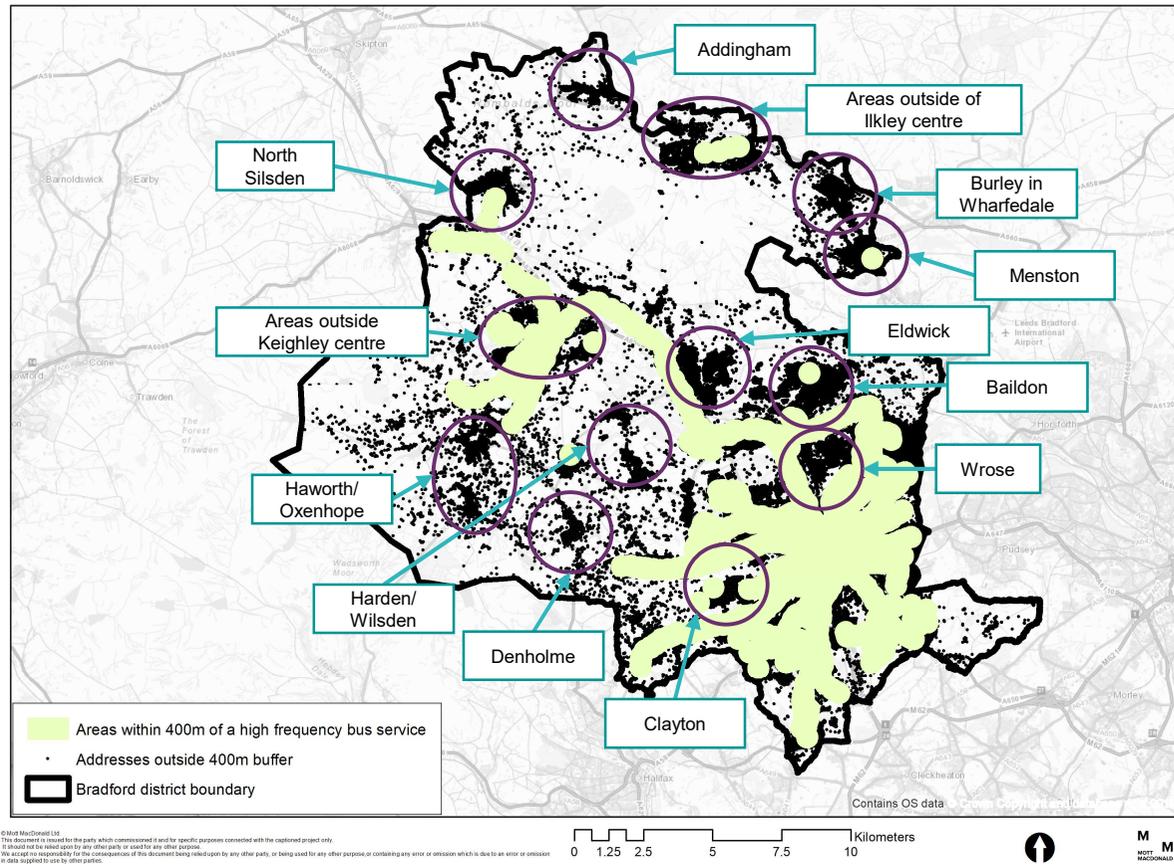
56



Please note, the demand shown for each of the areas is indicative as the number shown is dependent on where the MSOA boundaries lie in relation to the corridor boundaries - i.e. the visual representation of the corridors does not mirror the areas as defined by the MSOAs.

Areas with poor access to high frequency services

The dark areas indicate addresses that currently sit beyond 400m of a bus stop served by at least 4 buses in the morning peak (07:00-09:30)



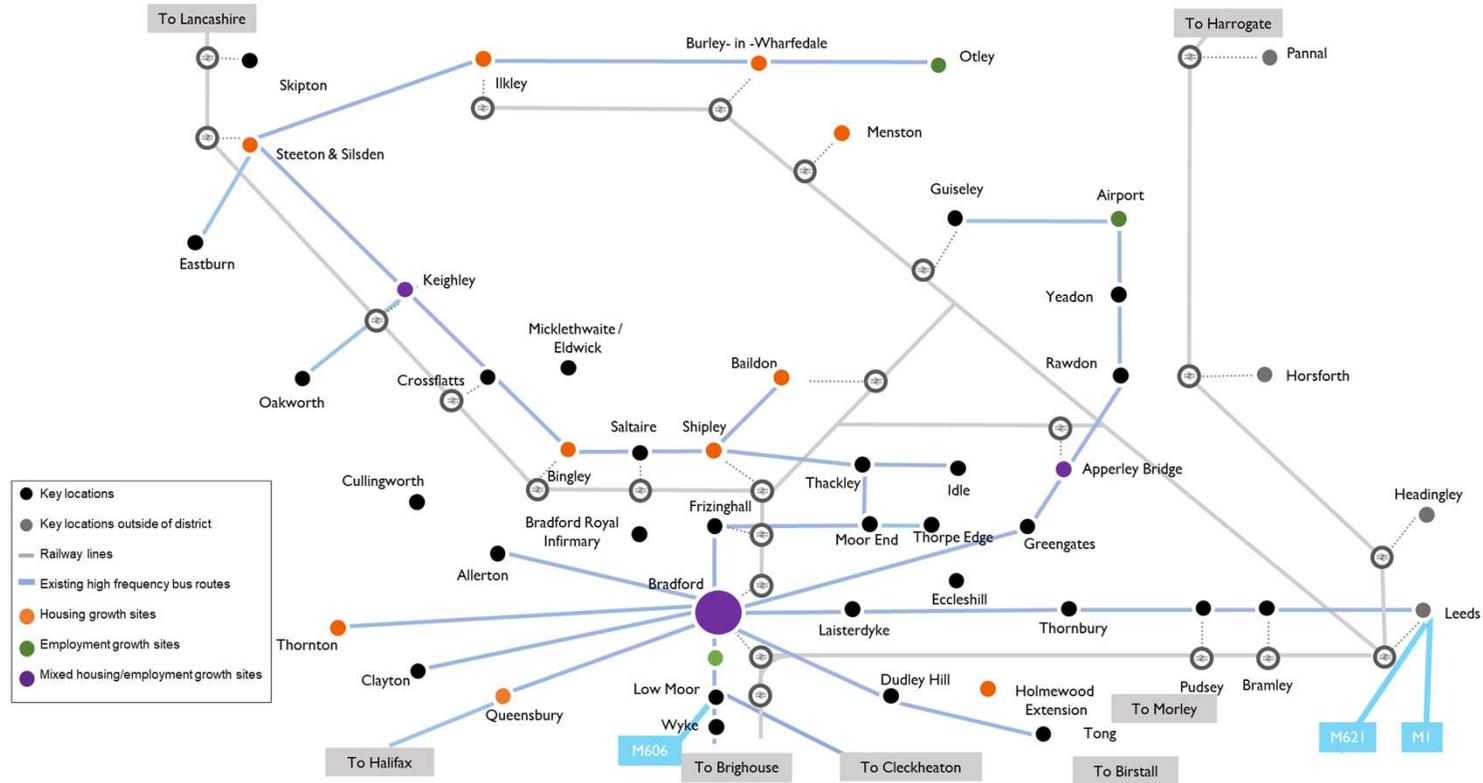
Opportunities to grow the Demand



Future growth

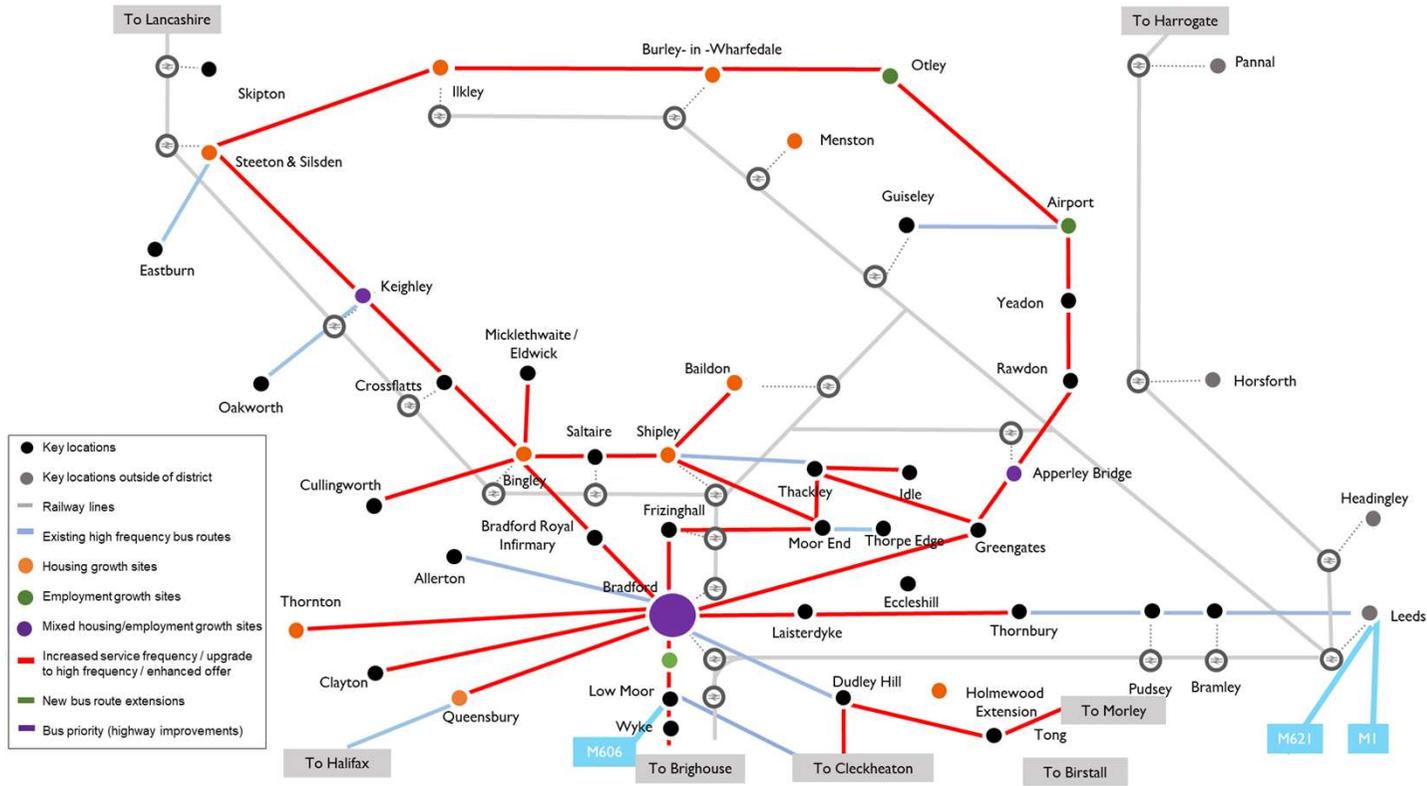
There is growth in places currently not on the high frequency network

59



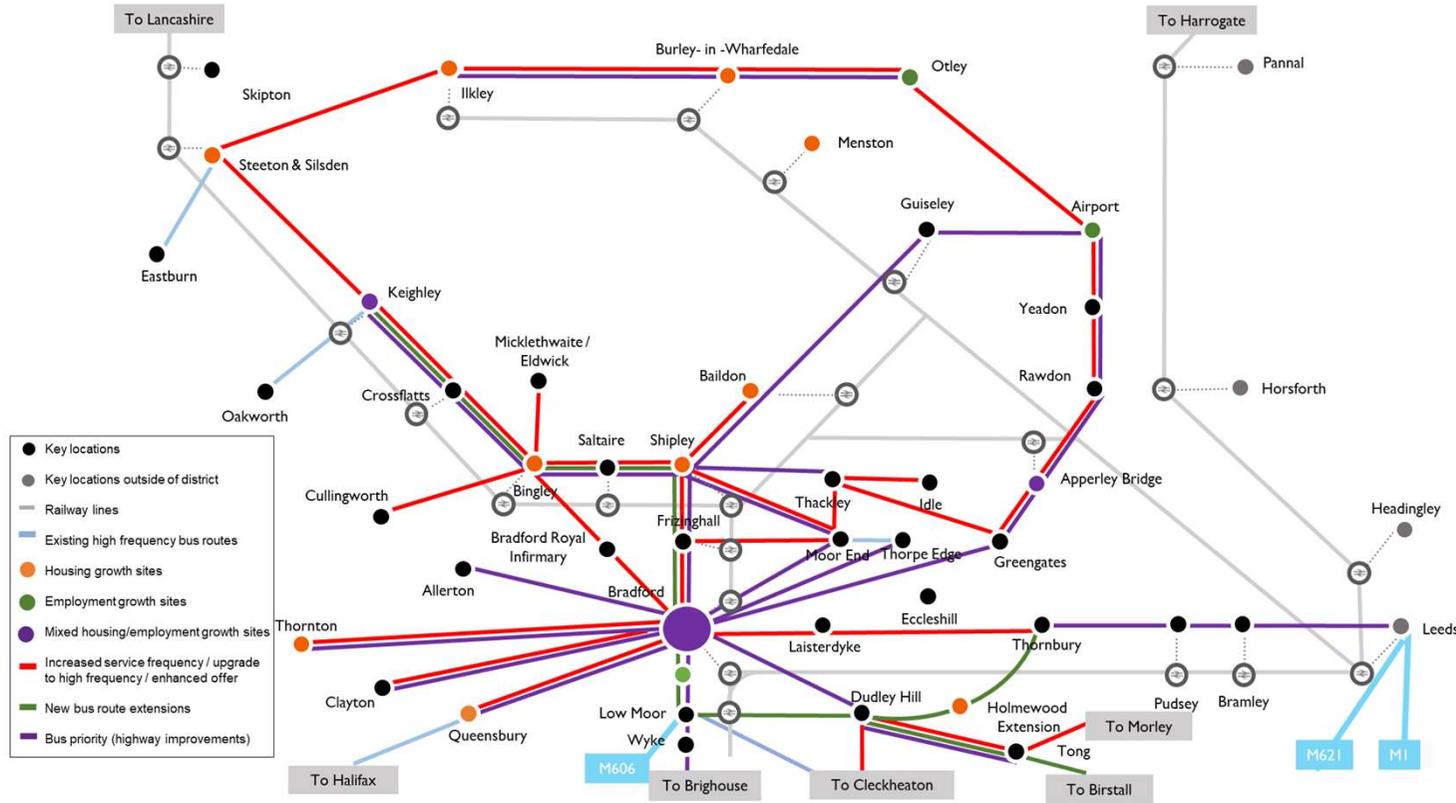
Growing the Demand – 2021 opportunities

60



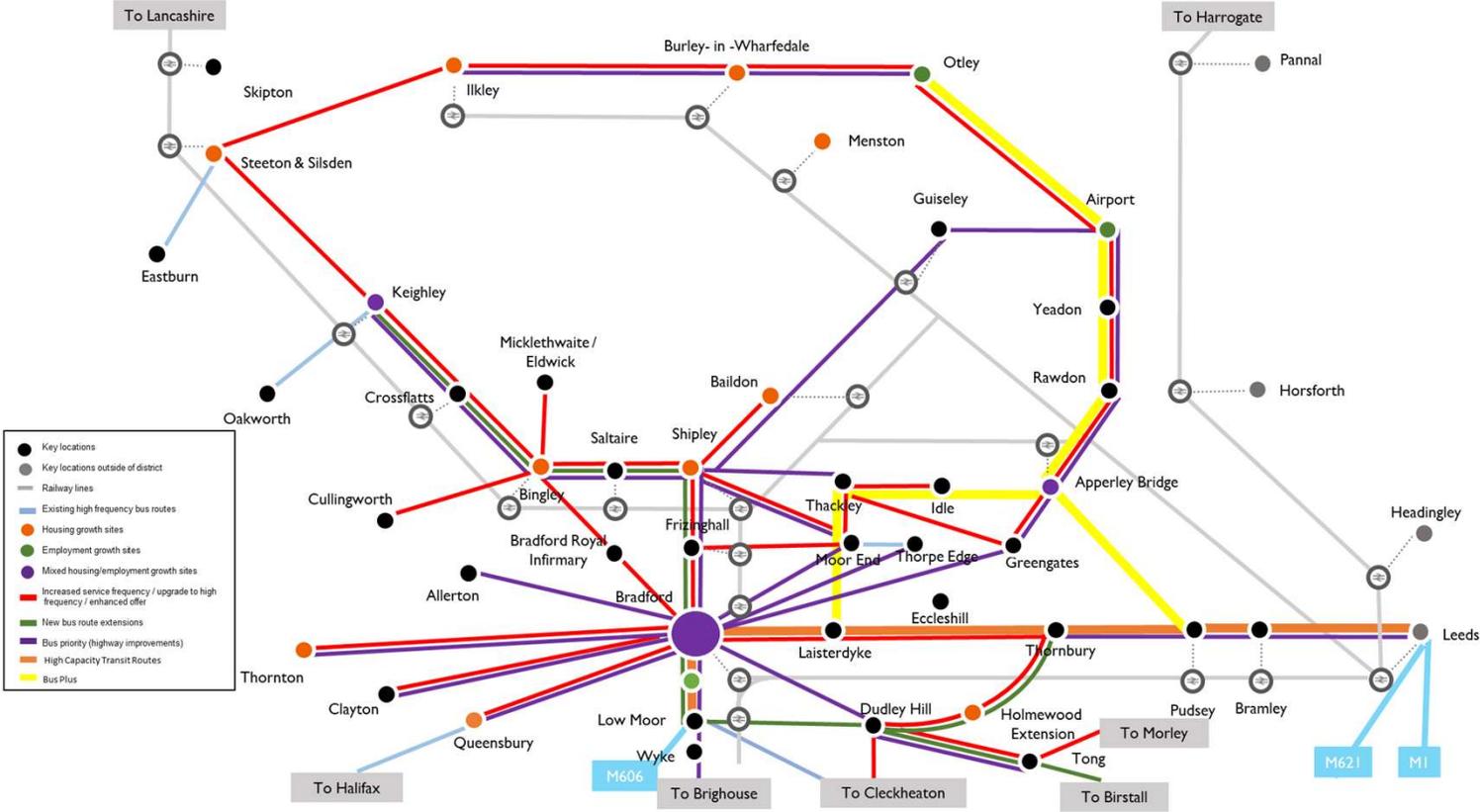
Growing the Demand – 2024

61



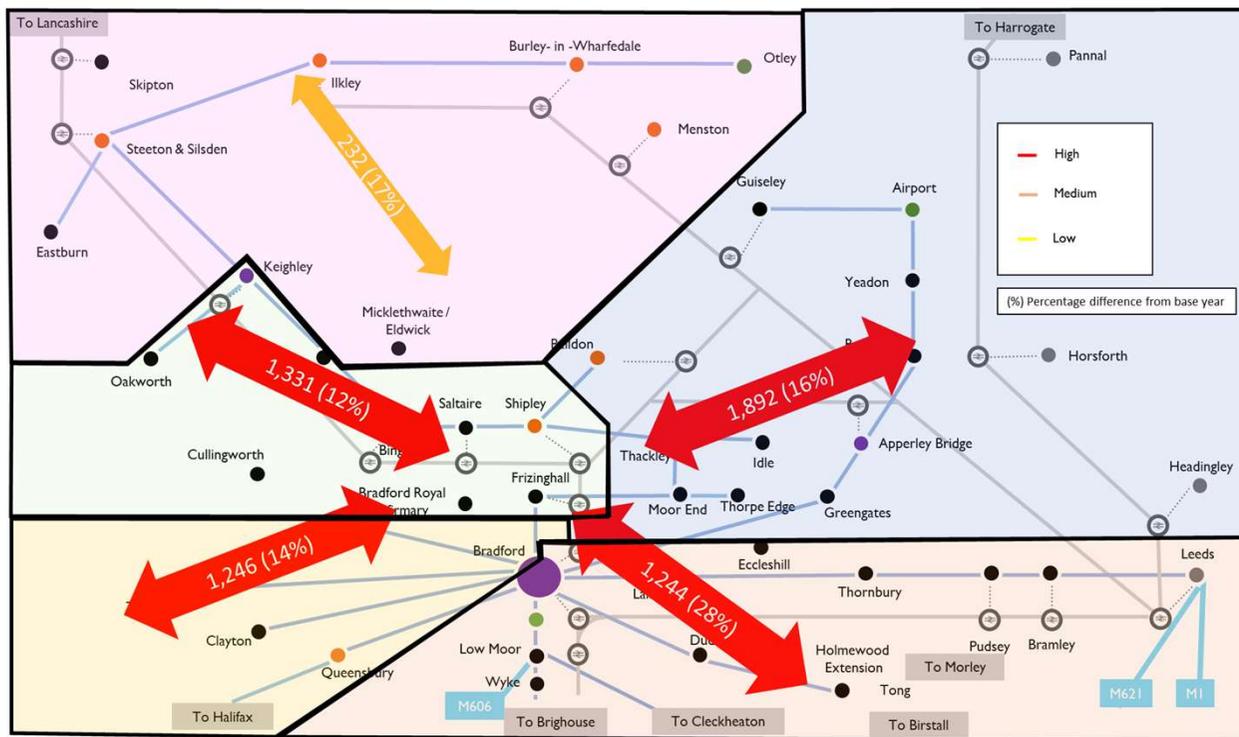
Growing the Demand – 2033

62



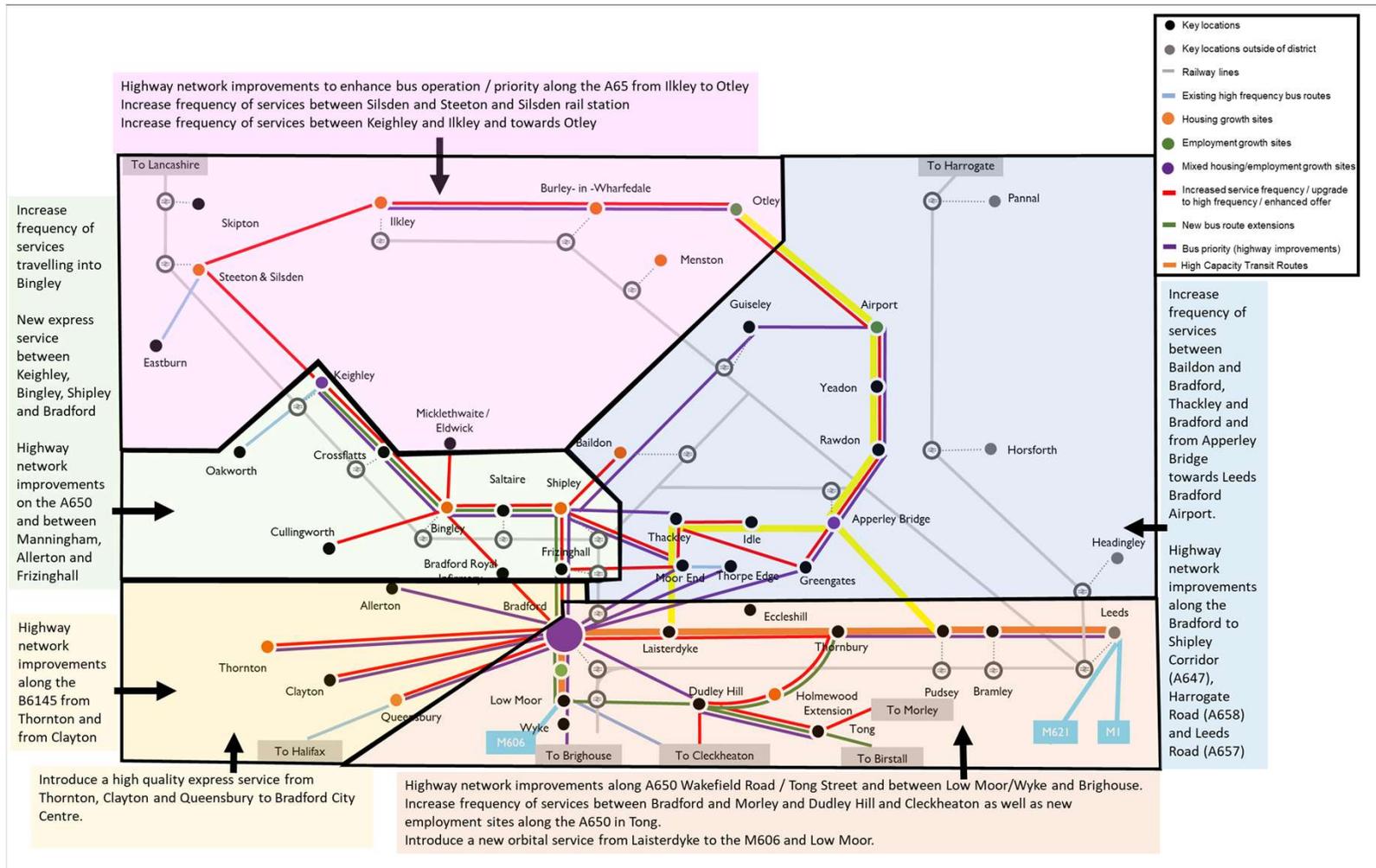
Future network demands

2033 bus journey 'productions' by segment (average hour)



| | 2018 | 2033 |
|---------------------------------|-------|-------|
| Current annual trips | 32.4m | |
| Deliver current investment | | 33.8m |
| Deliver additional enhancements | | 37.1m |

63



Bradford Key Conclusions

65

- 97% of addresses in Bradford are within 400m of a bus stop; 72% are within 400m of a bus stop served by 4 buses or more during the morning peak (7-9.30am)
- In 2018 it is estimated that there are over 32m annual trips made by bus. By improving frequencies, providing new links to growth areas and capital investment in bus priority then the number of annual trips could increase to over 37m by 2033
- It is estimated that there would need to be an increase of 35% more buses operating in the district by 2033
- Background population growth across the district, with no interventions could see demand increase by 4%, however it is estimated that the network will require 6% more buses to maintain the existing service level in 2033
- The number of new buses needed in 2033 to support 5m more trips means the network is a challenge, but the investment would bring significant social benefits whilst delivering a self-sufficient bus network
- Additional gains could be made through making the 'conditions for success' better by integrating wider measures such a refining car parking policy

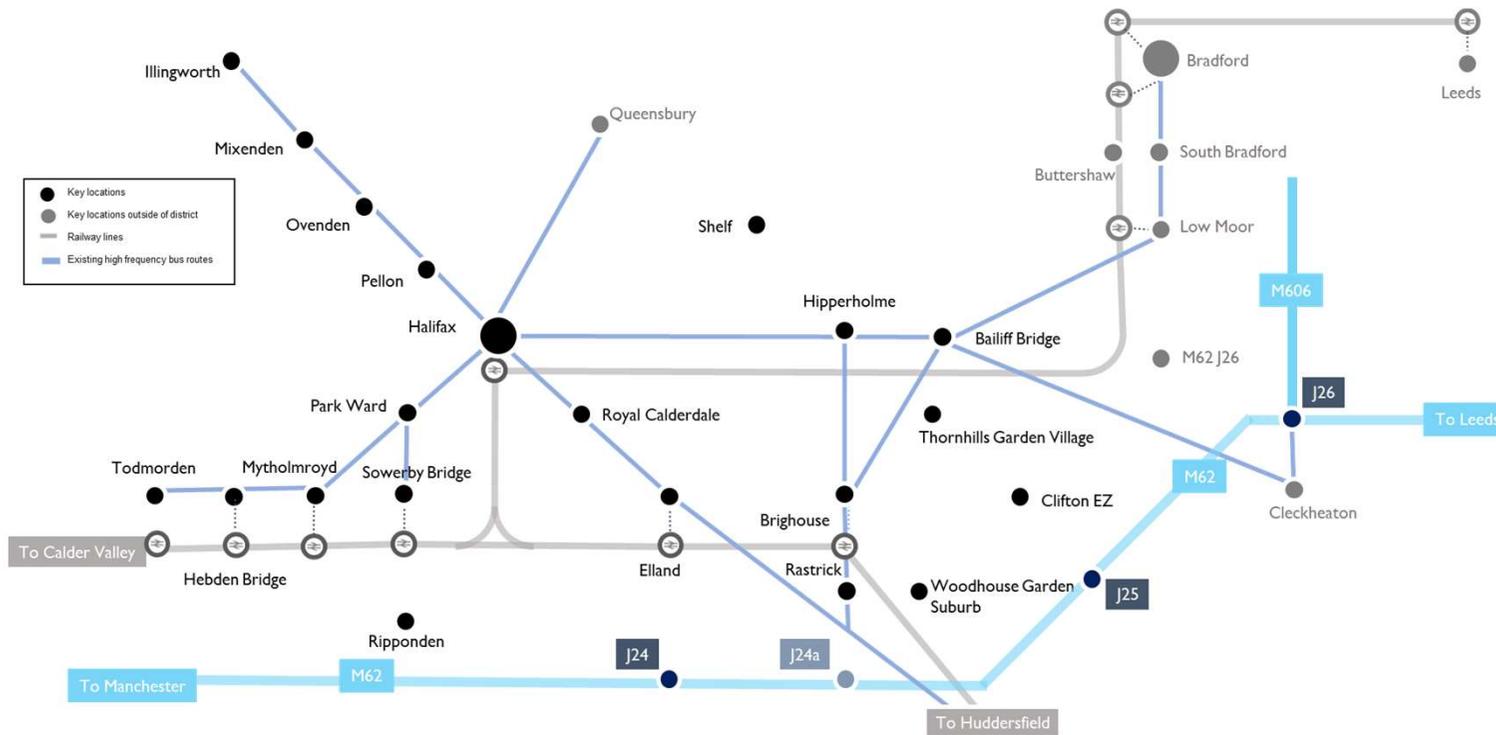
Calderdale

Existing high frequency network

Based on communities served by at least 4 buses per hour

96% of addresses in Calderdale are within 400m of a bus stop; 65% are within 400m of a bus stop served by 4 buses or more during the morning peak (7-9.30am).

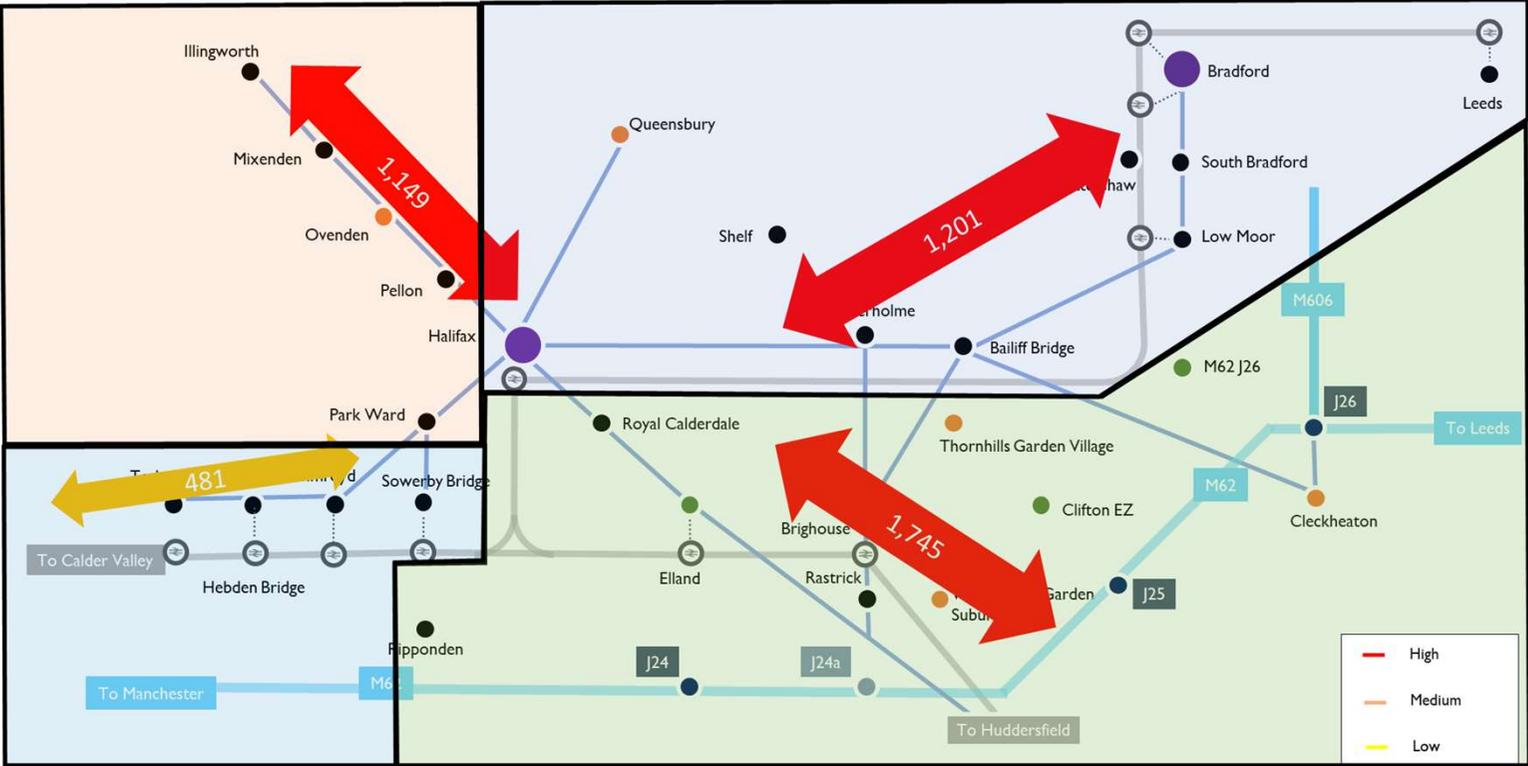
67



Current key network demands

2018 bus journey 'productions' by segment (average hour)

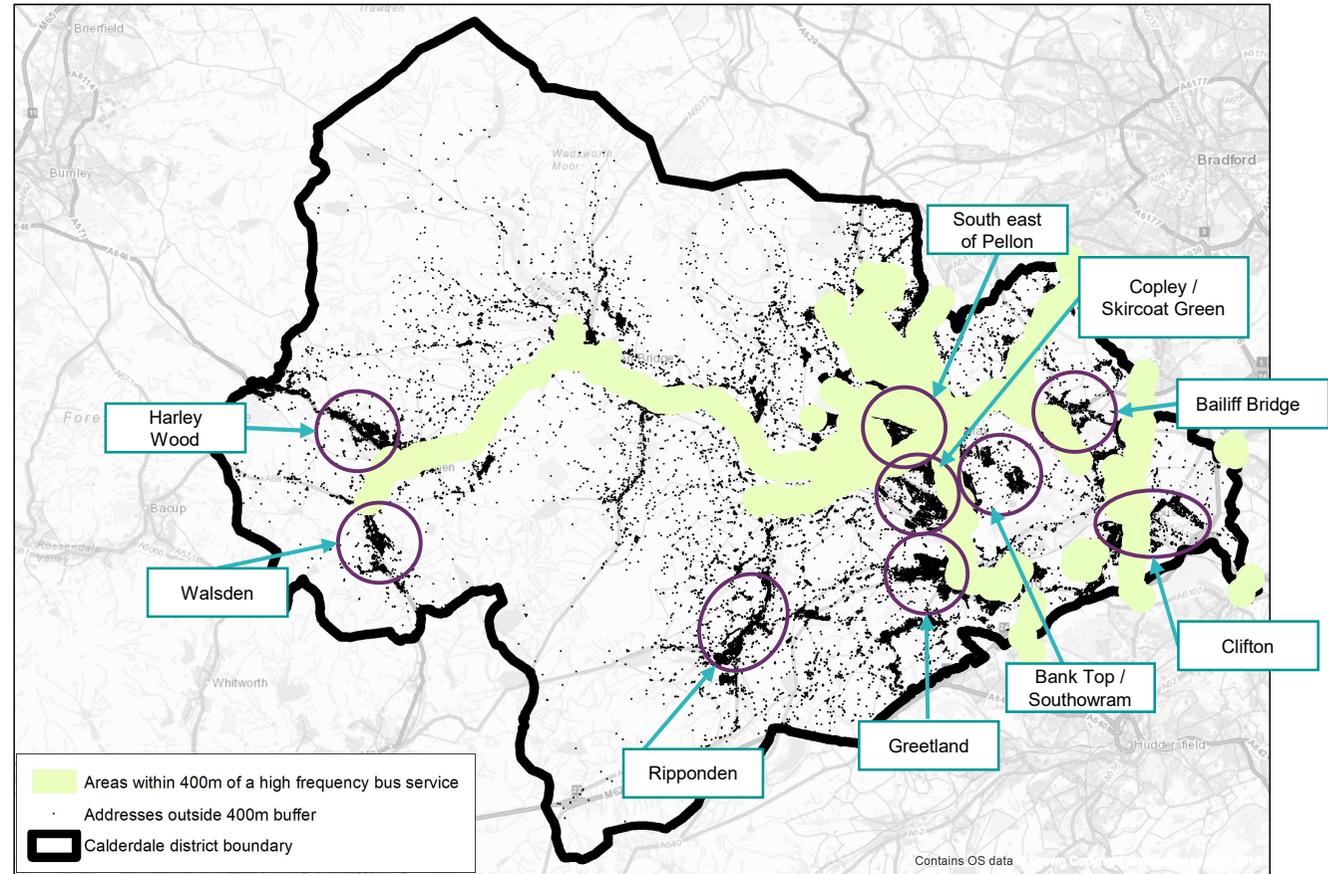
89



Please note, the demand shown for each of the areas is indicative as the number shown is dependent on where the MSOA boundaries lie in relation to the corridor boundaries - i.e. the visual representation of the corridors does not mirror the areas as defined by the MSOAs.

Areas with poor access to high frequency services

The dark areas indicate addresses that currently sit beyond 400m of a bus stop served by at least 4 buses in the morning peak (07:00-09:30)



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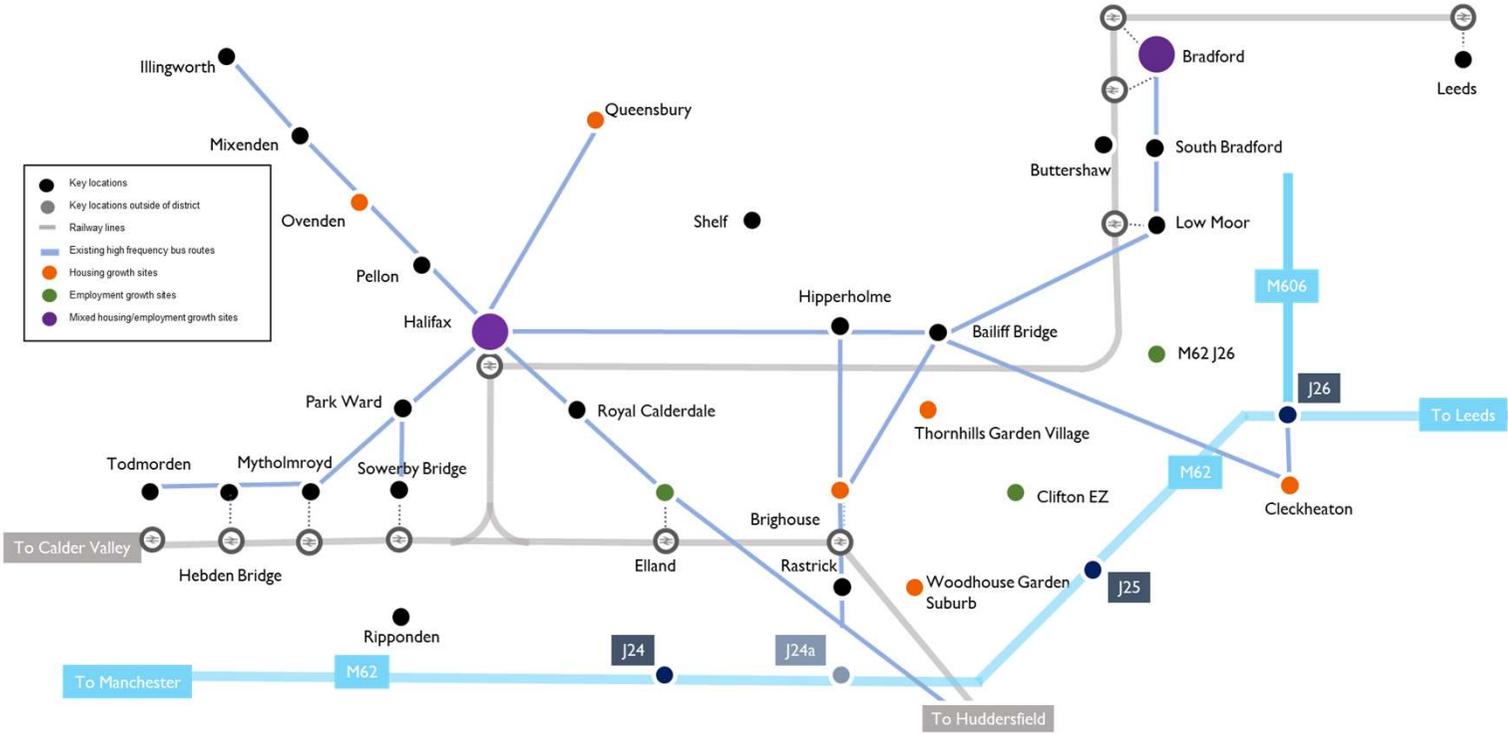
Opportunities to grow the Demand



Future growth

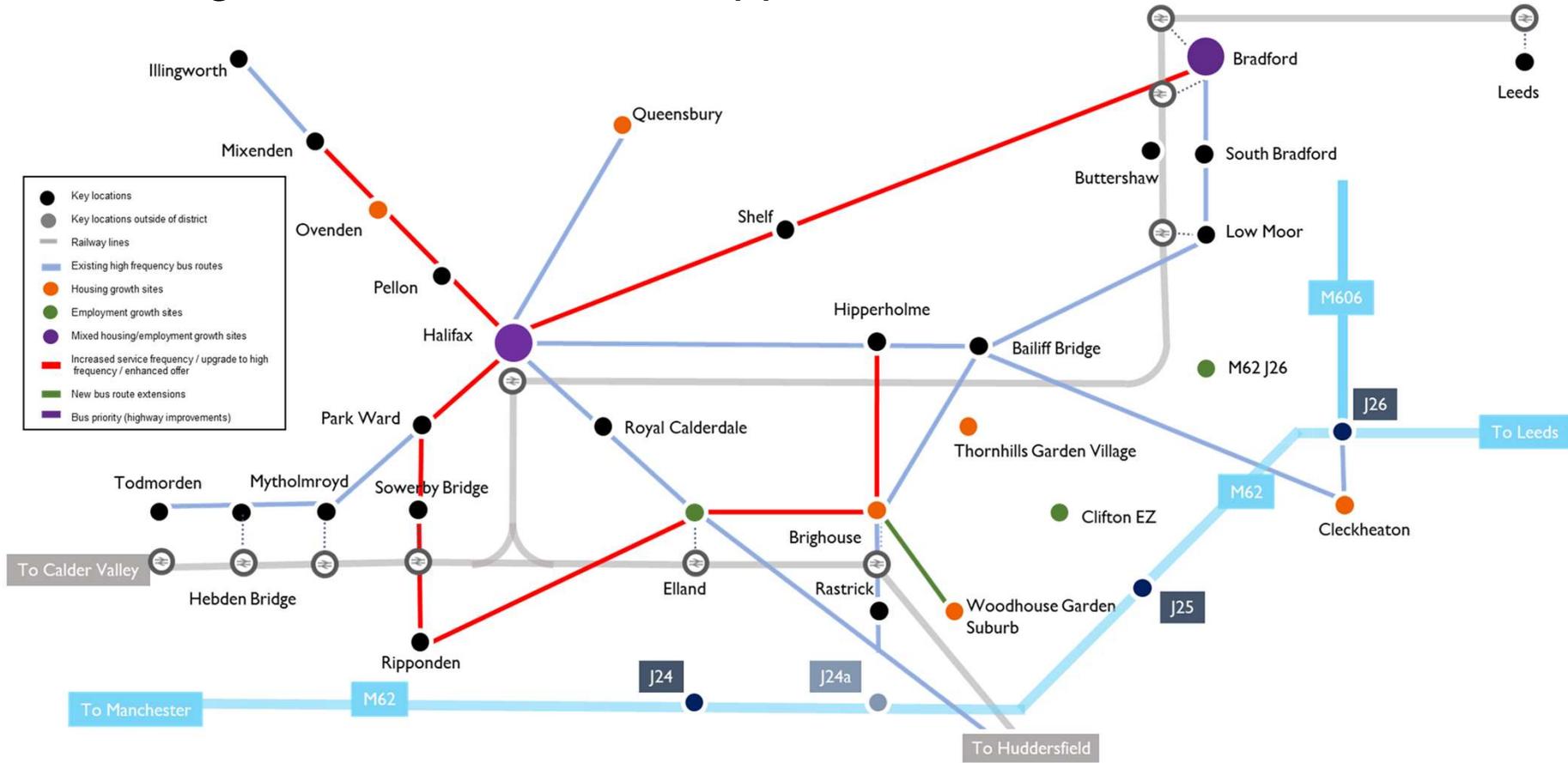
There is growth in places currently not on the high frequency network

71



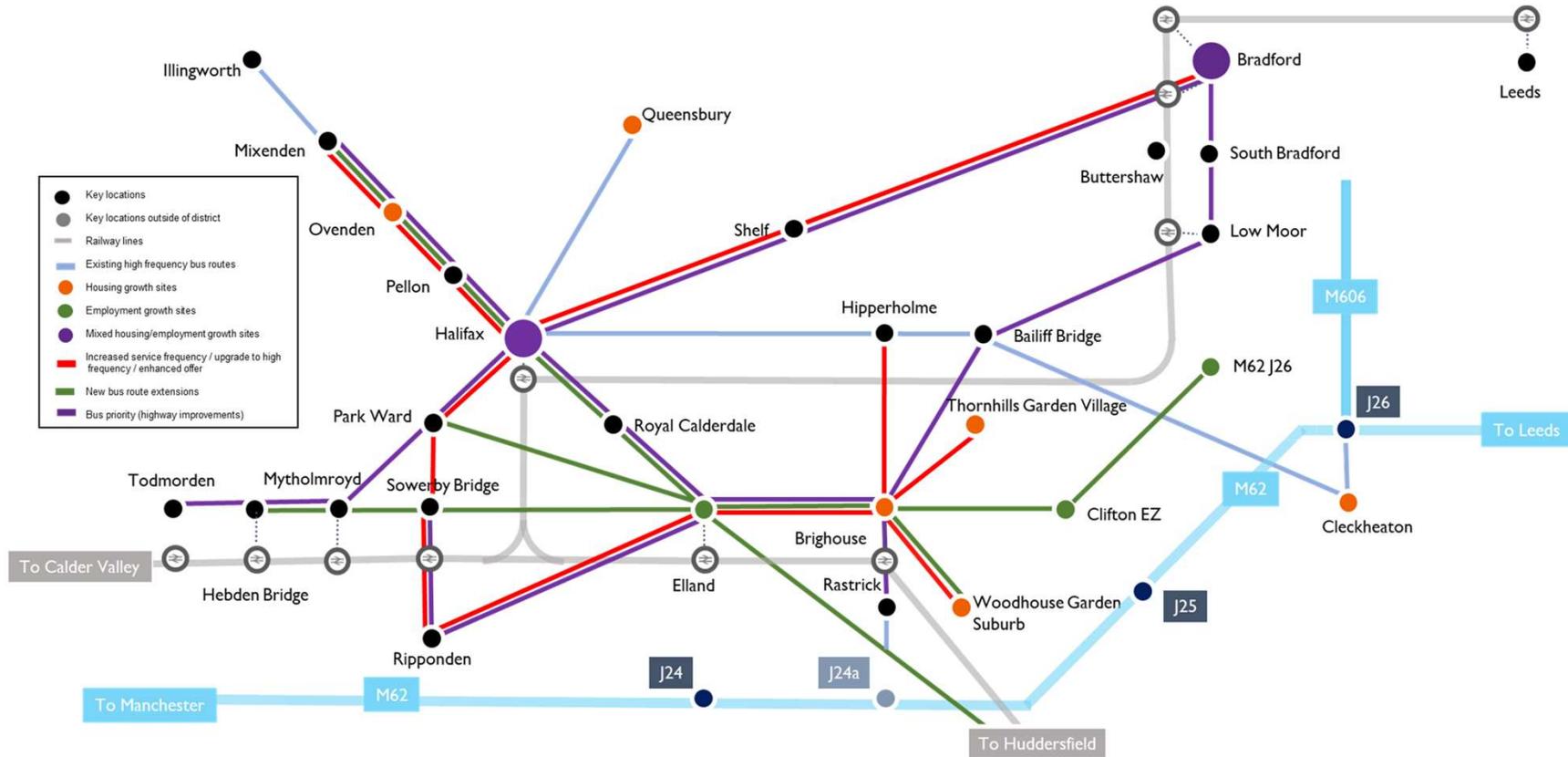
Growing the Demand – 2021 opportunities

72



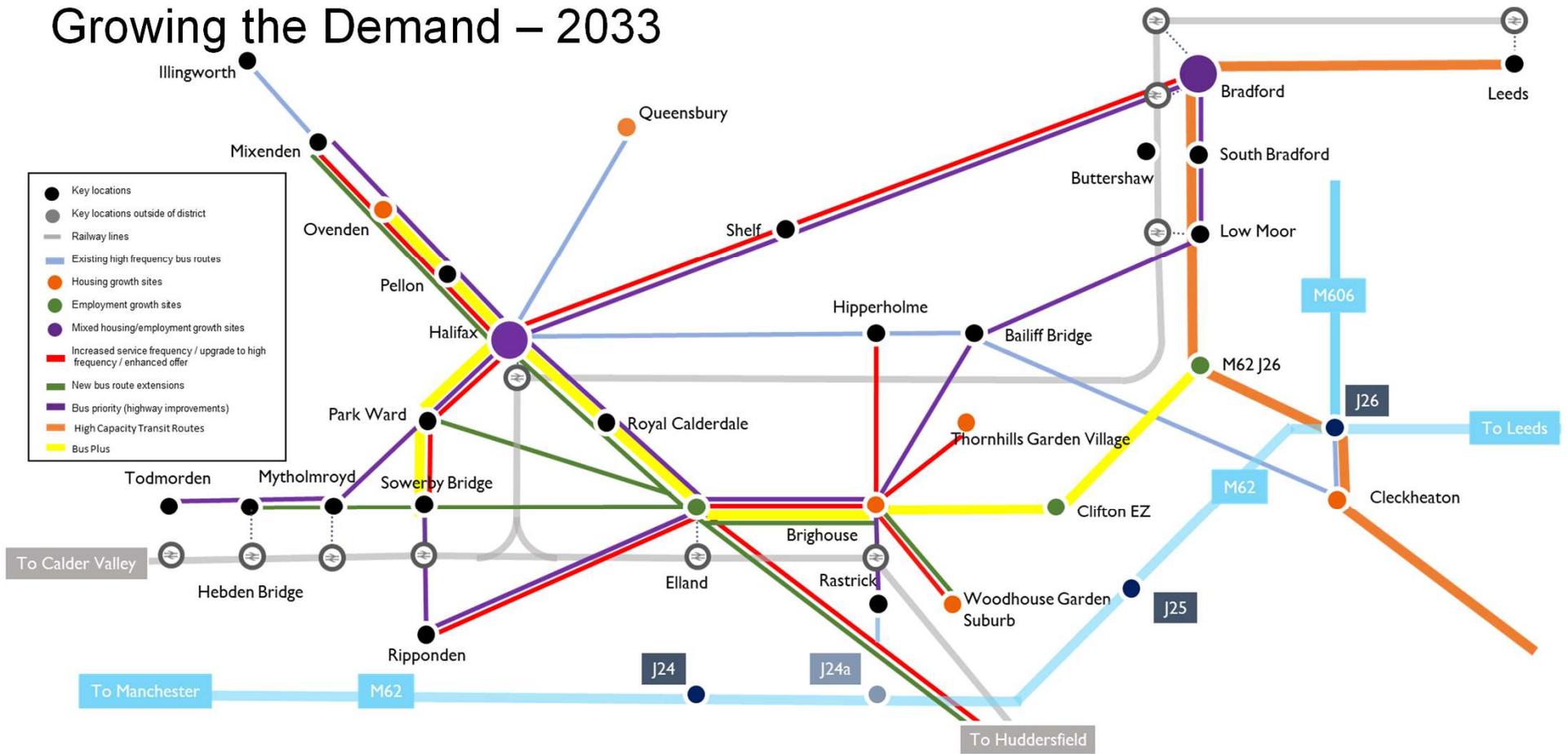
Growing the Demand – 2024

73



Growing the Demand – 2033

74

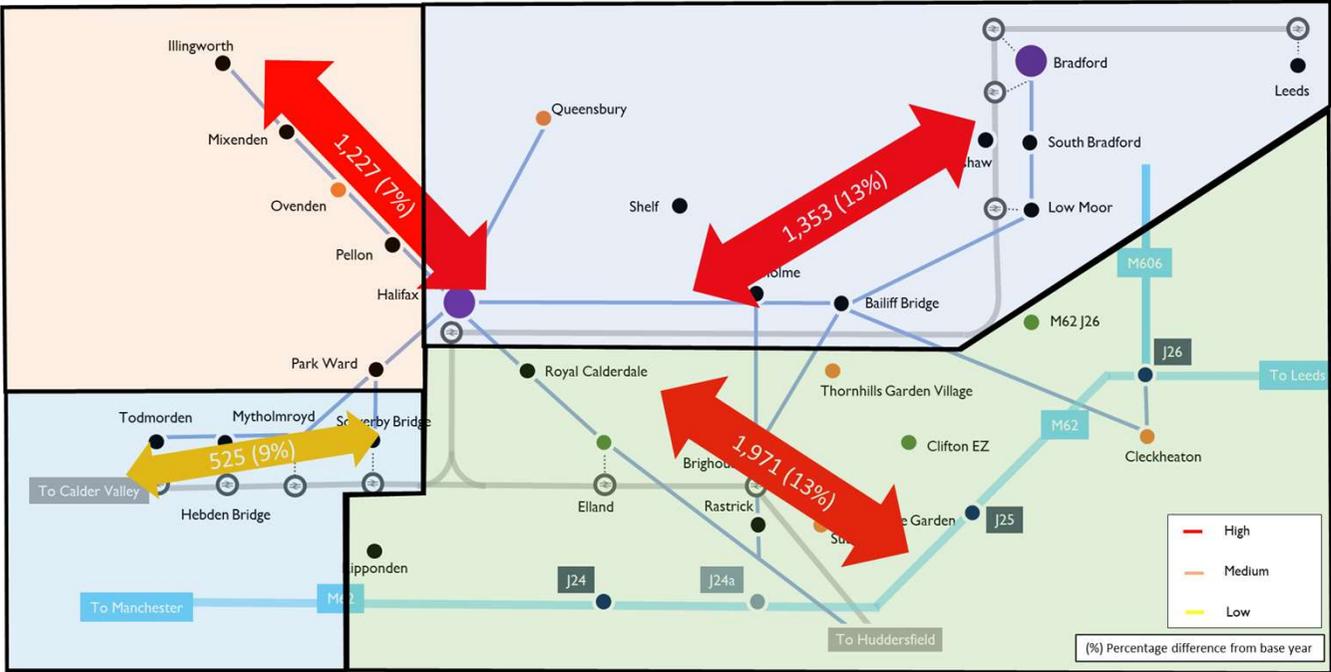


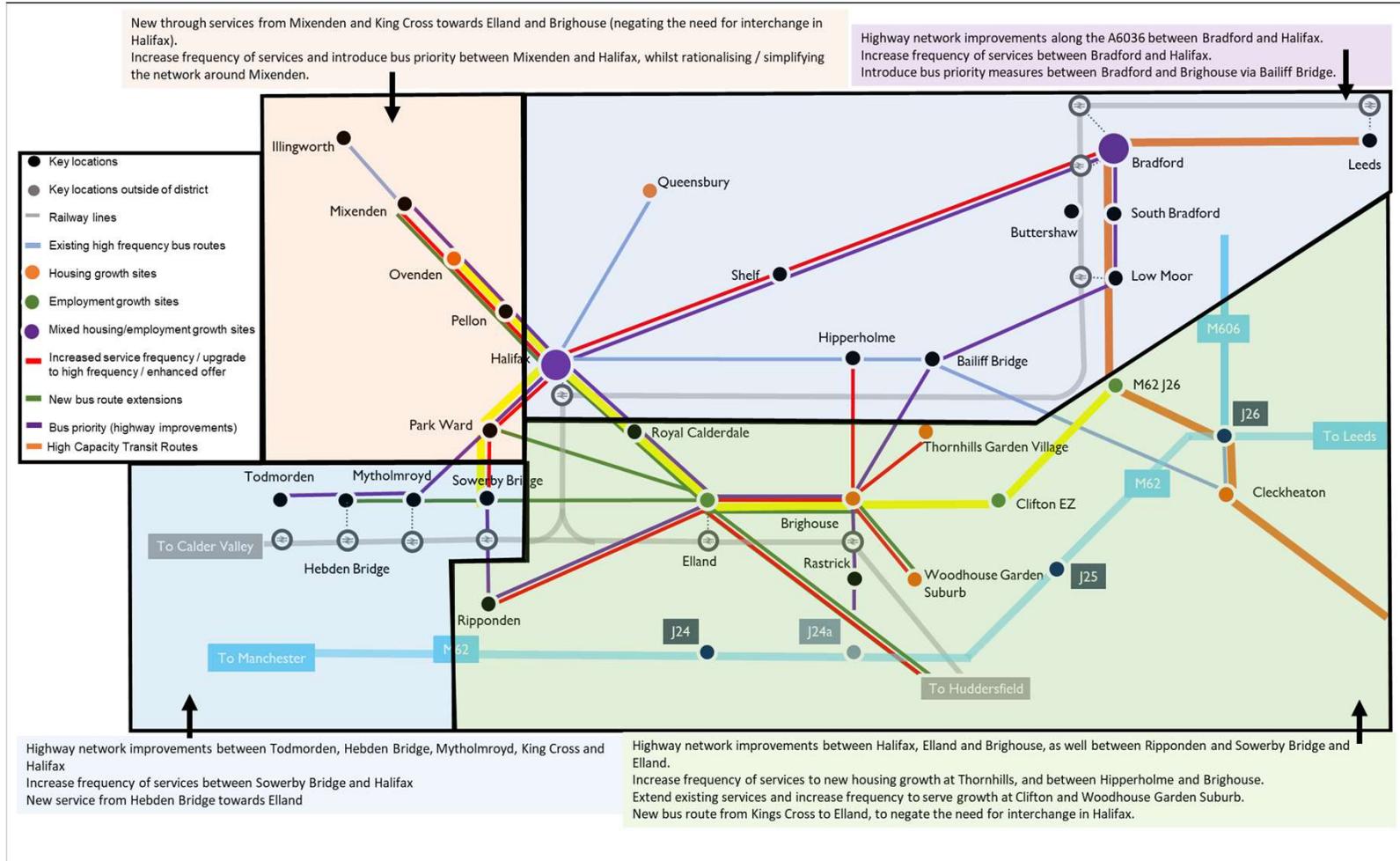
Future network demands

2033 bus journey 'productions' by segment (average hour)

| | 2018 | 2033 |
|---------------------------------|-------|-------|
| Current annual trips | 28.6m | |
| Deliver current investment | | 30.4m |
| Deliver additional enhancements | | 31.7m |

75





Calderdale Key Conclusions

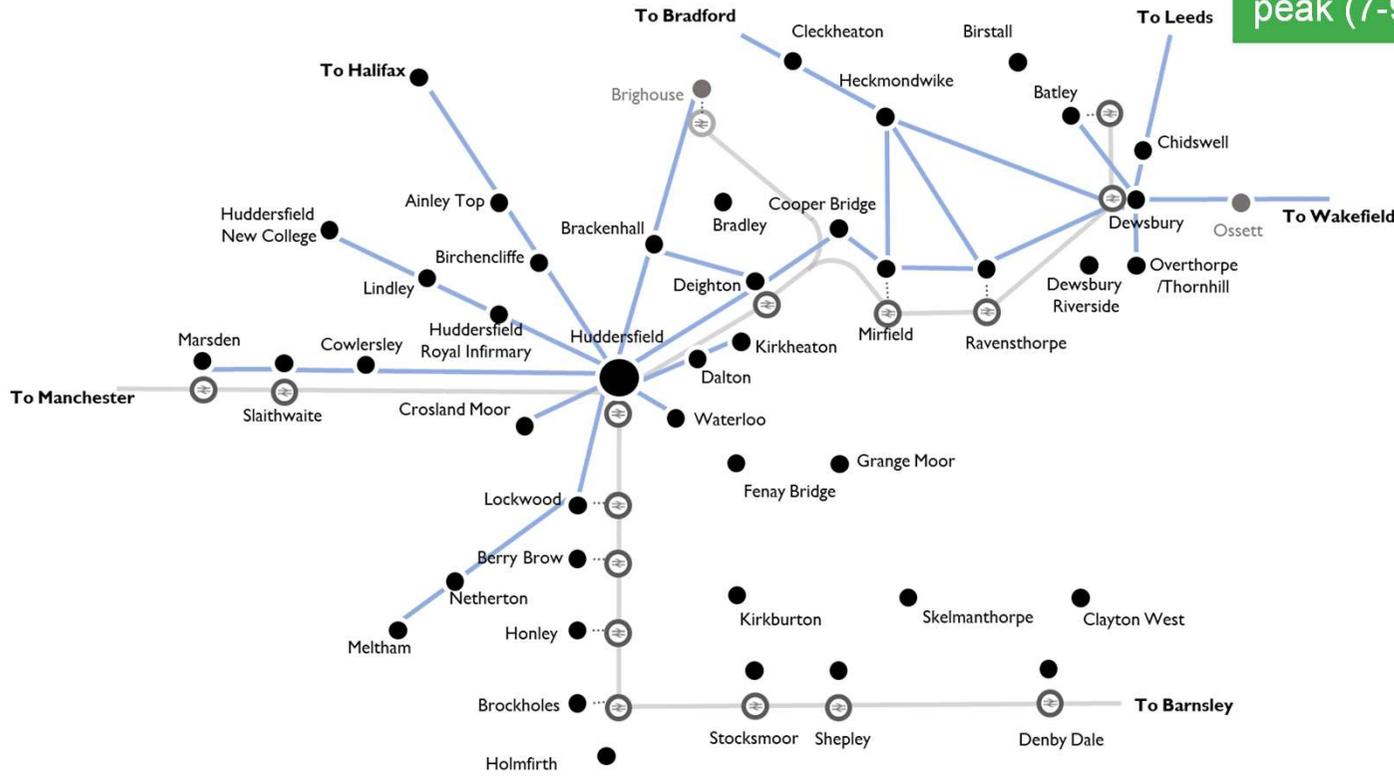
- 96% of addresses in Calderdale are within 400m of a bus stop; 65% are within 400m of a bus stop served by 4 buses or more during the morning peak (7-9.30am)
- In 2018, it is estimated that there are almost 29m annual trips by bus in Calderdale, by 2033 this rises to almost 32m if all the additional enhancements are delivered
- It is estimated that an increase of 20% more buses would be needed to deliver the patronage growth. If the enhancements are delivered, the bus network has some challenges but operationally delivers significant benefits to a number of dispersed communities
- It is estimated that the network will require 8% more buses to maintain the same service level in 2033
- The greatest immediate opportunity is providing dedicated services connecting the growth sites and reducing the need for all services to interchange in Halifax. Some of these links will upgrade to high capacity routes in future years

Kirklees

Existing high frequency network

Based on communities served by at least 4 buses per hour

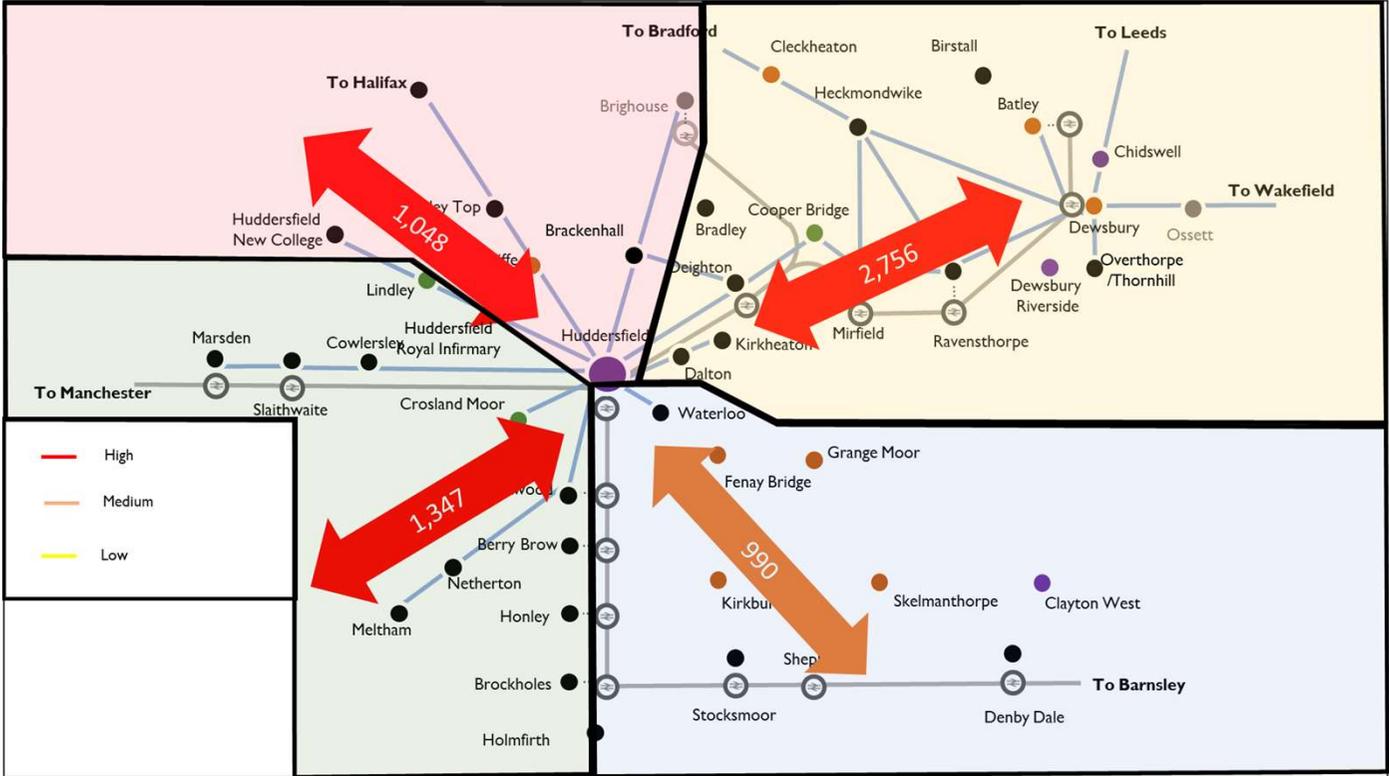
97% of addresses in Kirklees are within 400m of a bus stop; 60% are within 400m of a bus stop served by 4 buses or more during the morning peak (7-9.30am).



Current key network demands

2018 bus journey 'productions' by segment (average hour)

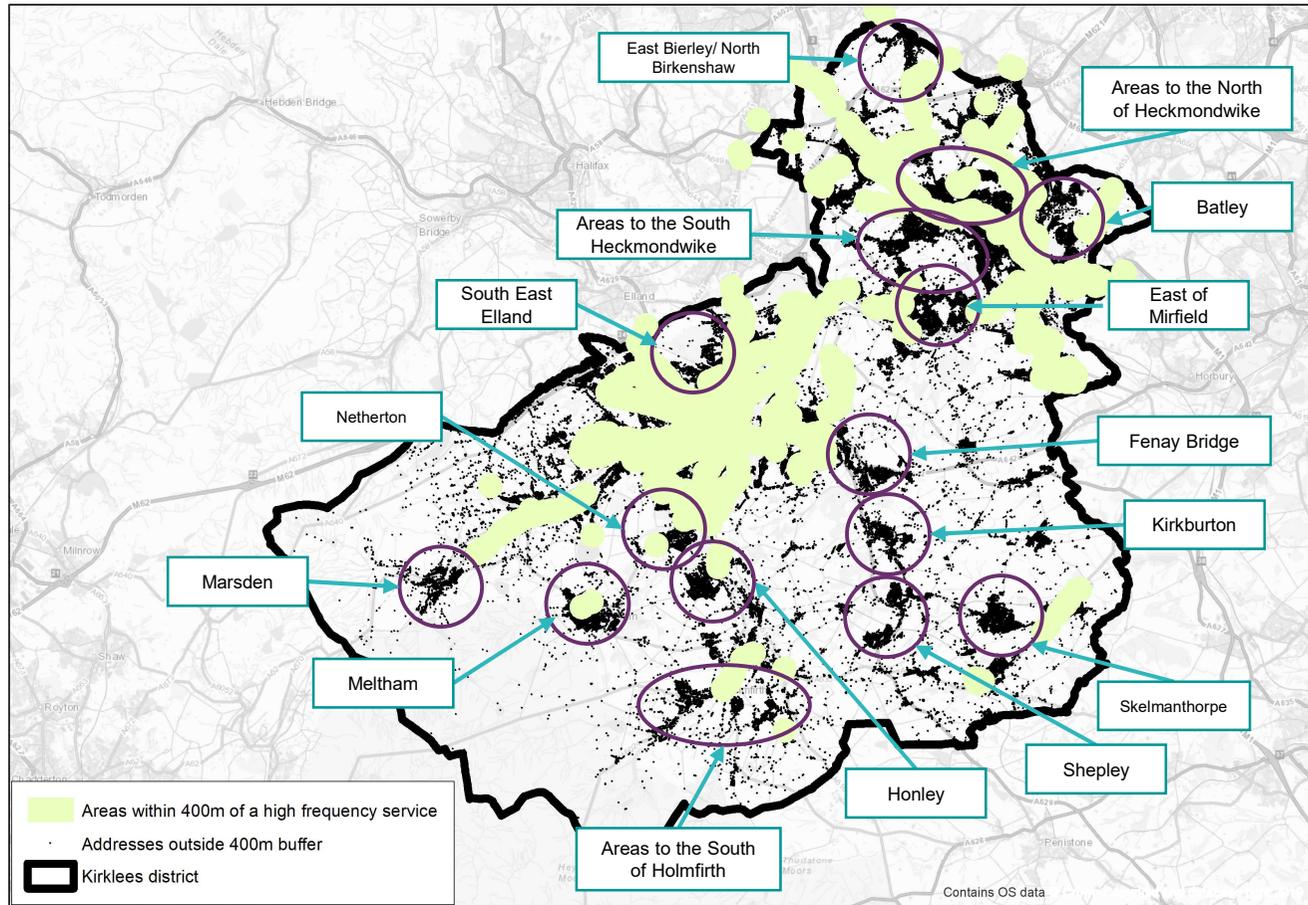
80



Please note, the demand shown for each of the areas is indicative as the number shown is dependent on where the MSOA boundaries lie in relation to the corridor boundaries - i.e. the visual representation of the corridors does not mirror the areas as defined by the MSOAs.

Areas with poor access to high frequency services

The dark areas indicate addresses that currently sit beyond 400m of a bus stop served by at least 4 buses in the morning peak (07:00-09:30)



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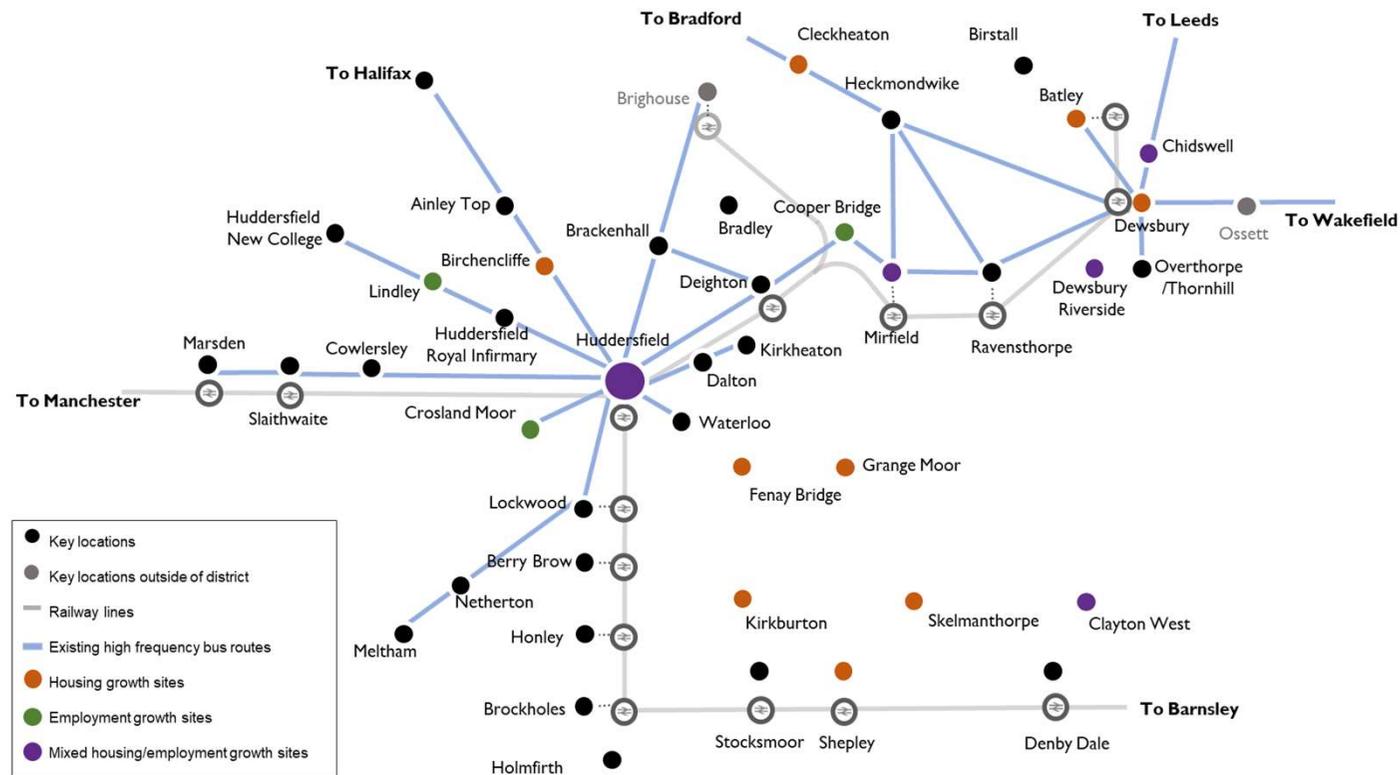


Opportunities to grow the Demand

Future growth

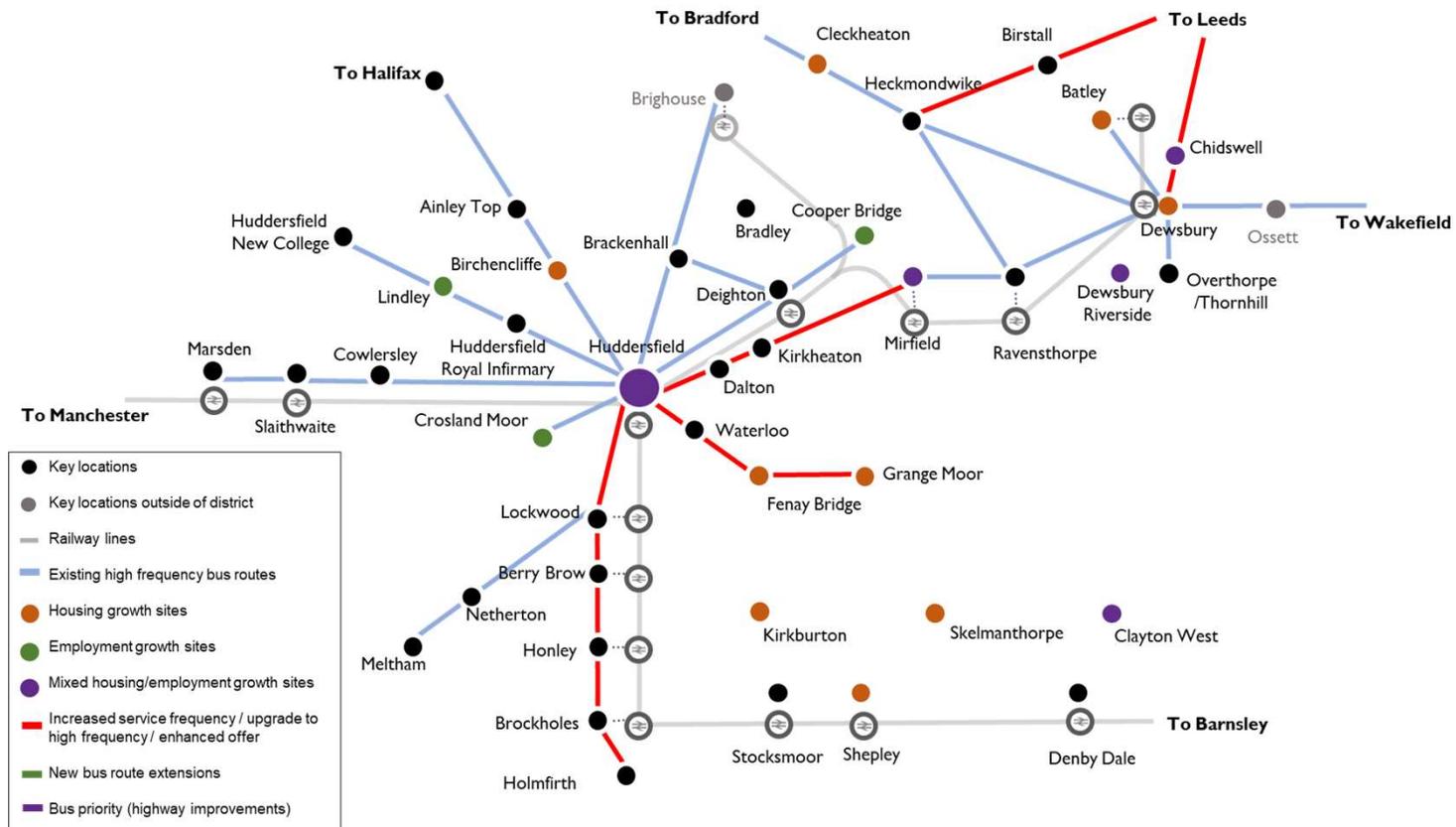
There is growth in places currently not on the high frequency network

83



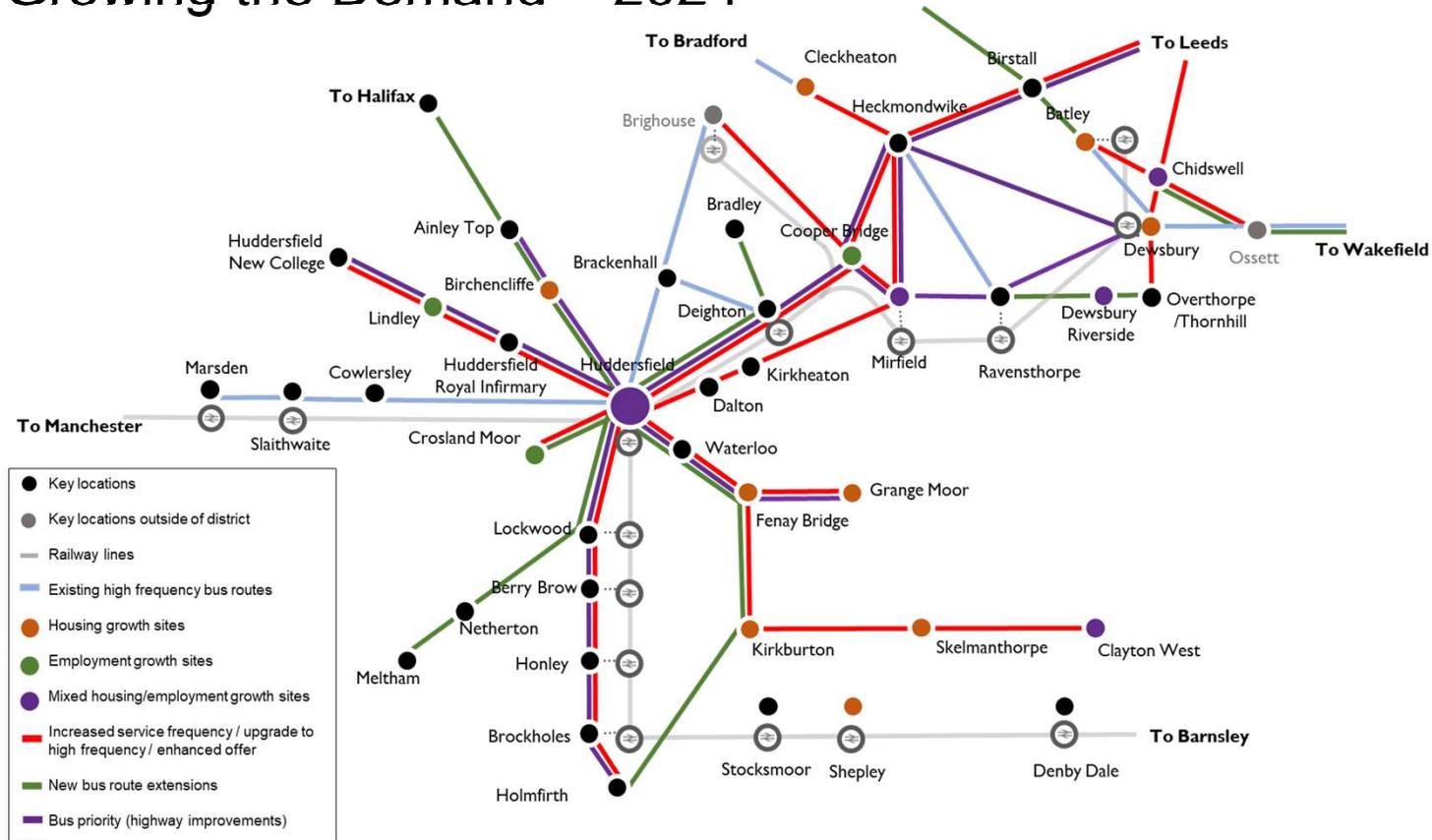
Growing the Demand – 2021 opportunities

84



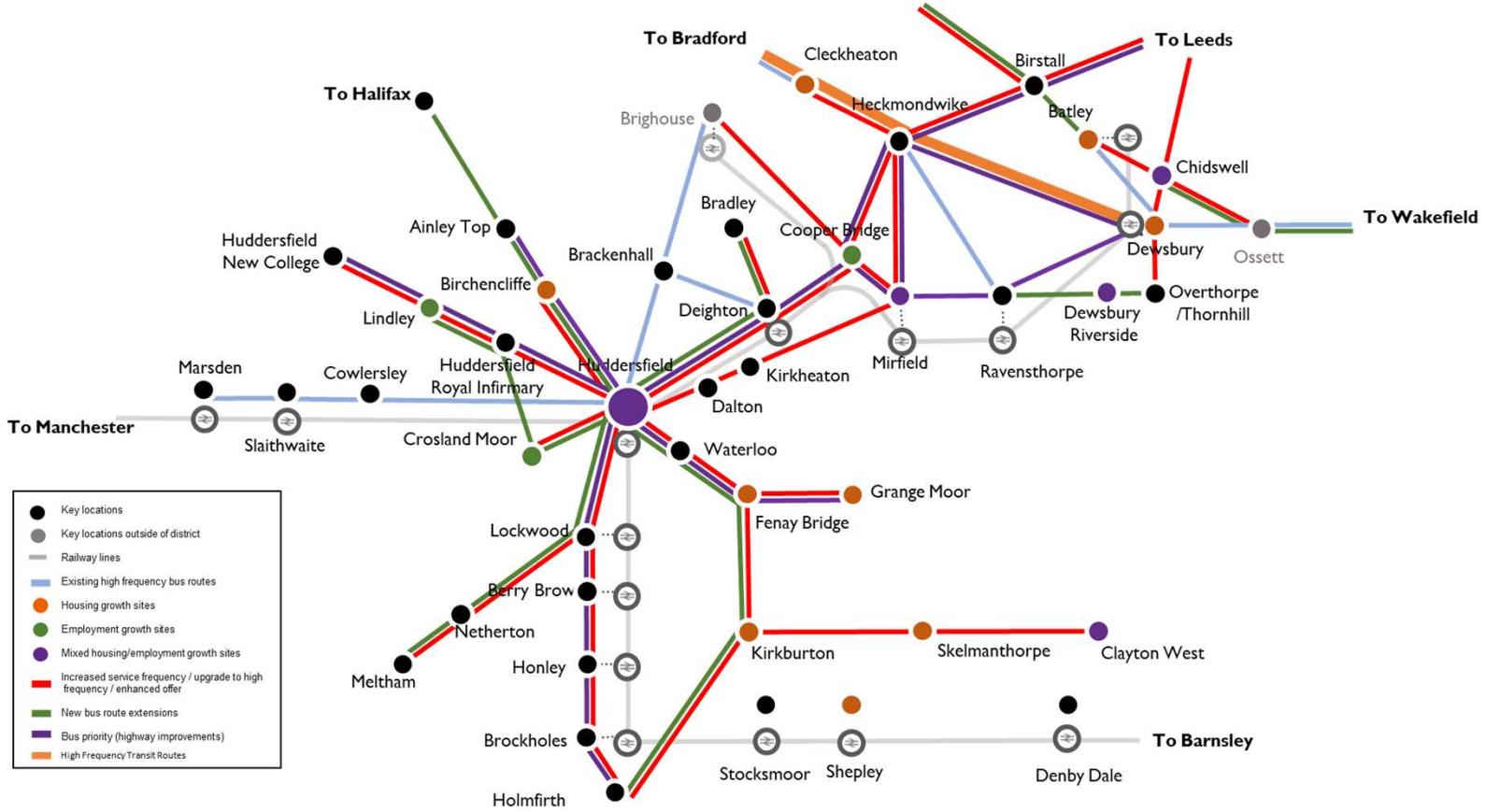
Growing the Demand – 2024

85



Growing the Demand – 2033

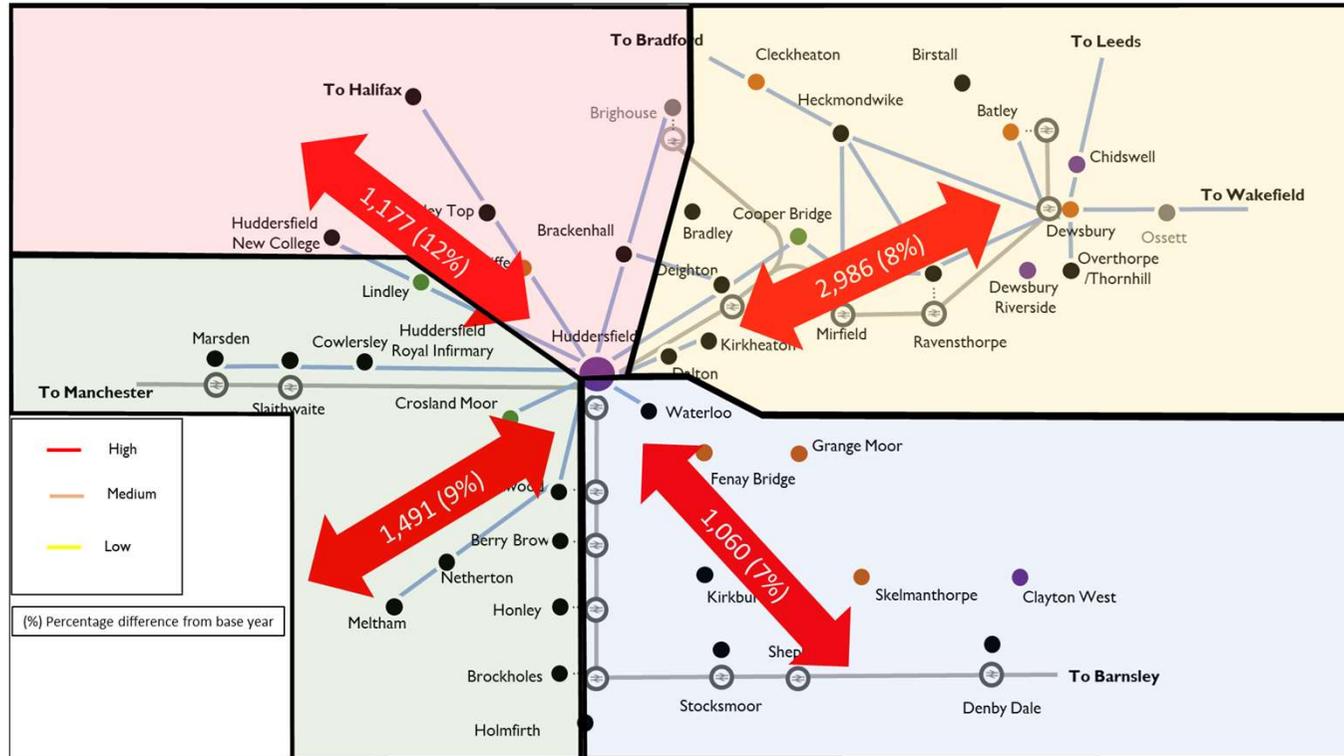
98

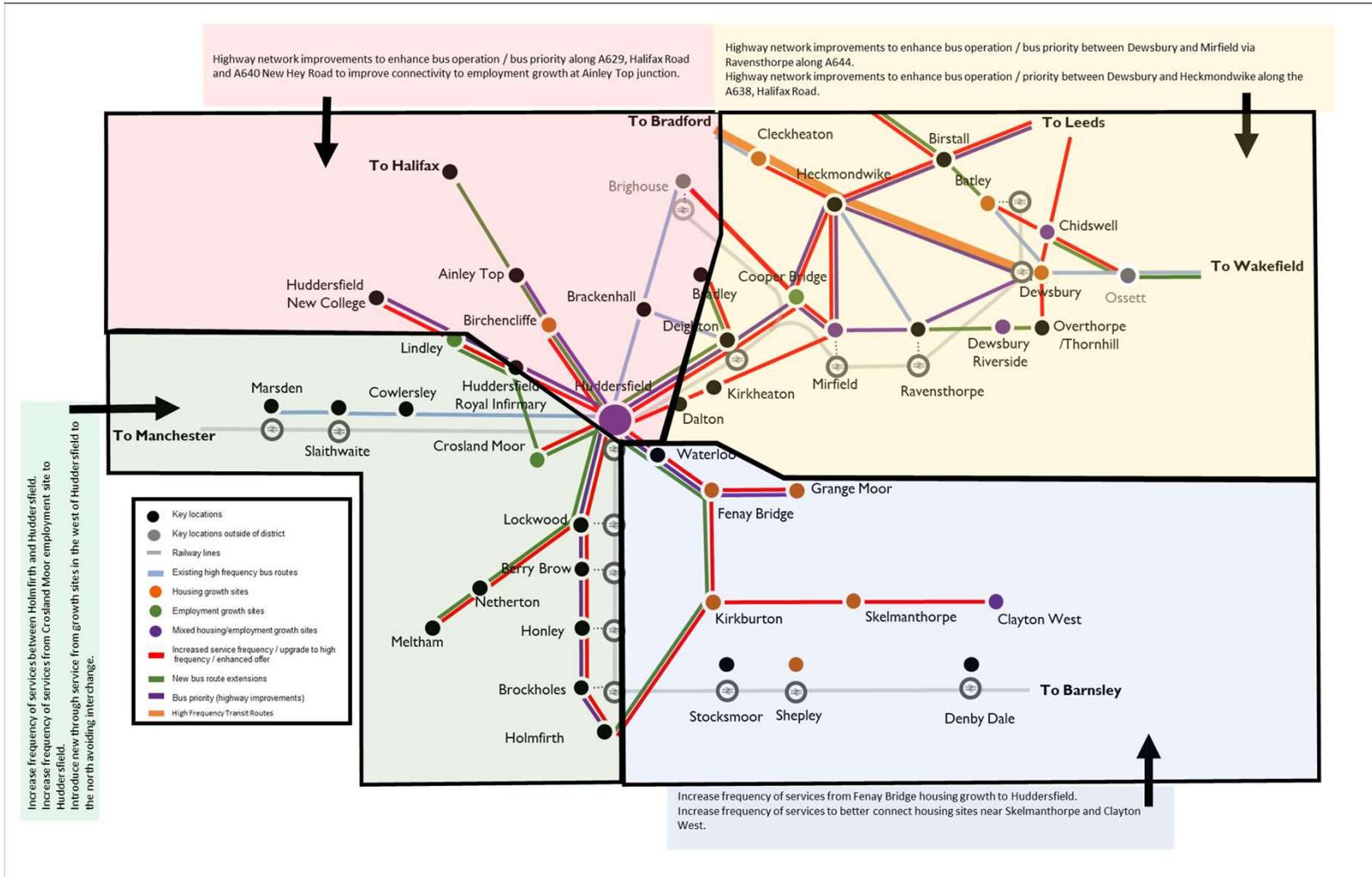


Future network demands

2033 bus journey 'productions' by segment (average hour)

87





Kirklees Key Conclusions

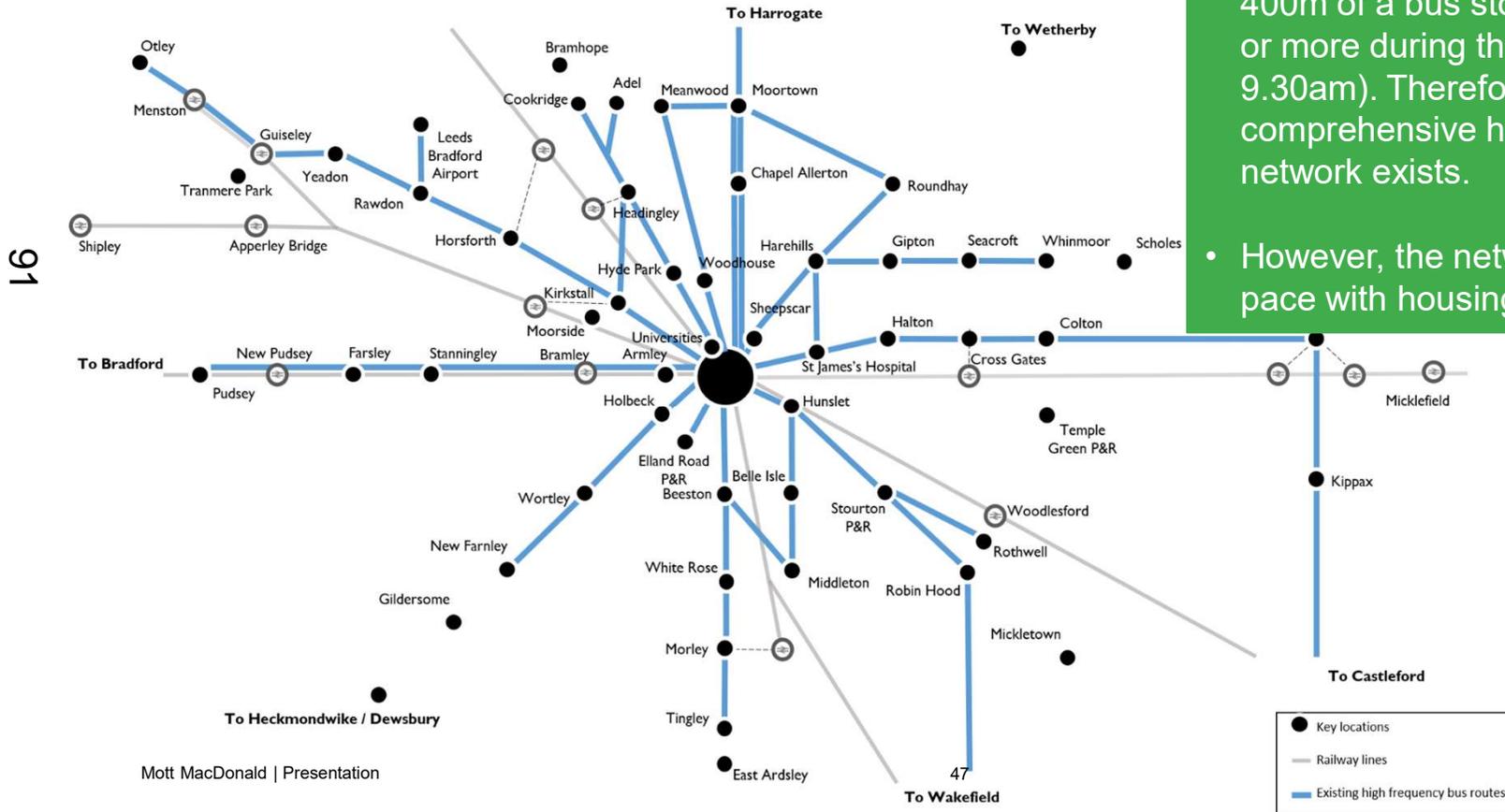
8

- 97% of addresses in Kirklees are within 400m of a bus stop; 60% are within 400m of a bus stop served by 4 buses or more during the morning peak (7-9.30am)
- In current conditions the bus network offers reasonable connections, however, 40% of the population are not served by the core bus network
- Background population growth across the district, with no interventions could see demand increase by 8%, however it is estimated that the network will require 11% more buses to maintain the existing service level in 2033
- It is estimated that the future network improvements do not deliver significant demand increases, but they are important for delivering connections to key development sites, particularly around Birchencliffe, Bradley and Dewsbury and ensure the future viability of the bus network

Leeds

Existing high frequency network

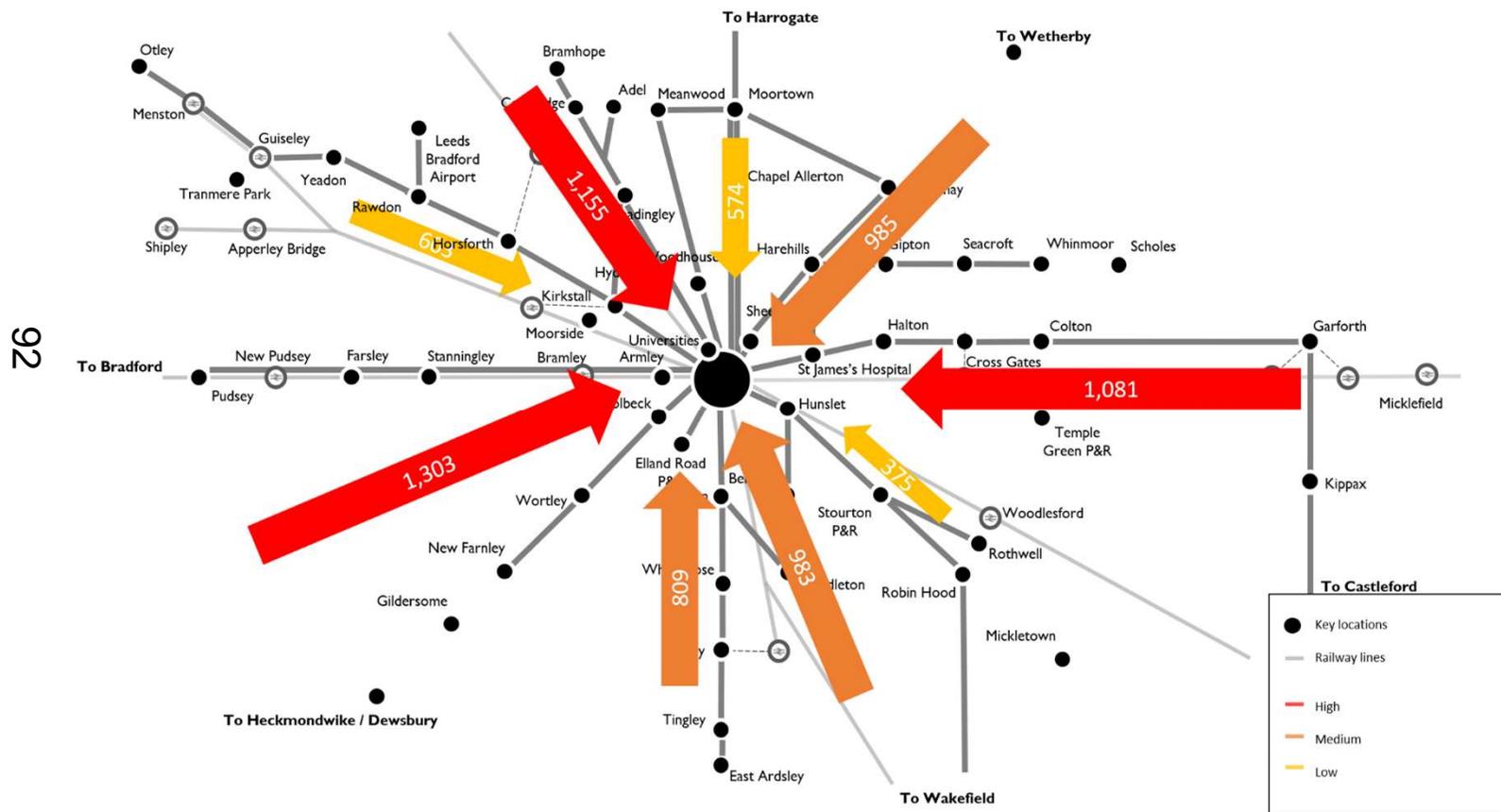
Based on communities served by at least 4 buses per hour



- 97% of addresses in Leeds are within 400 m of a bus stop
- 79% of addresses in Leeds are within 400m of a bus stop served by 4 buses or more during the morning peak (7-9.30am). Therefore, at present, a comprehensive high frequency network exists.
- However, the network hasn't kept pace with housing and jobs growth

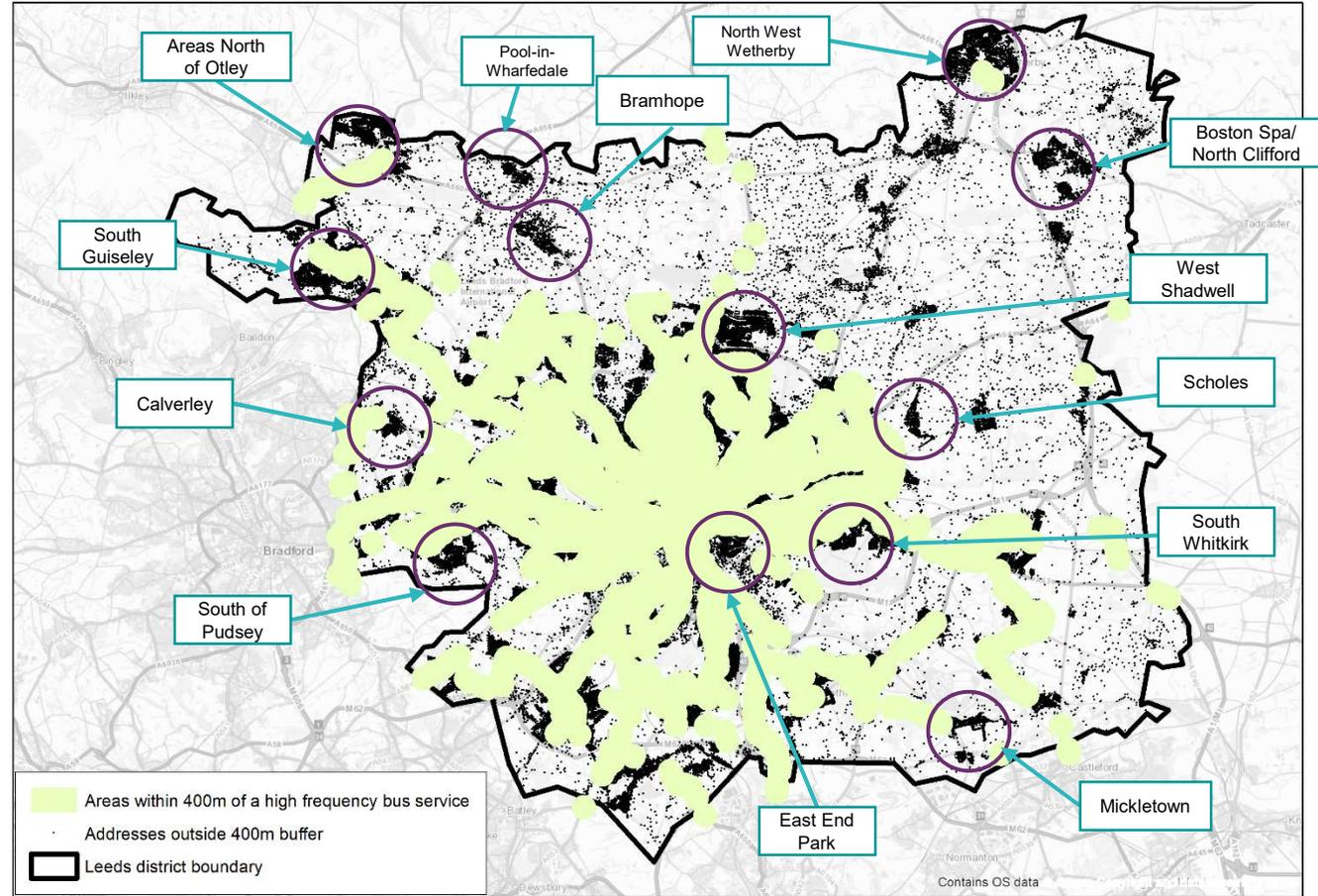
Current key network demands

2017 bus journey 'productions' by segment (average hour)



Areas with poor access to high frequency services

The dark areas indicate addresses that currently sit beyond 400m of a bus stop served by at least 4 buses in the morning peak (07:00-09:30)



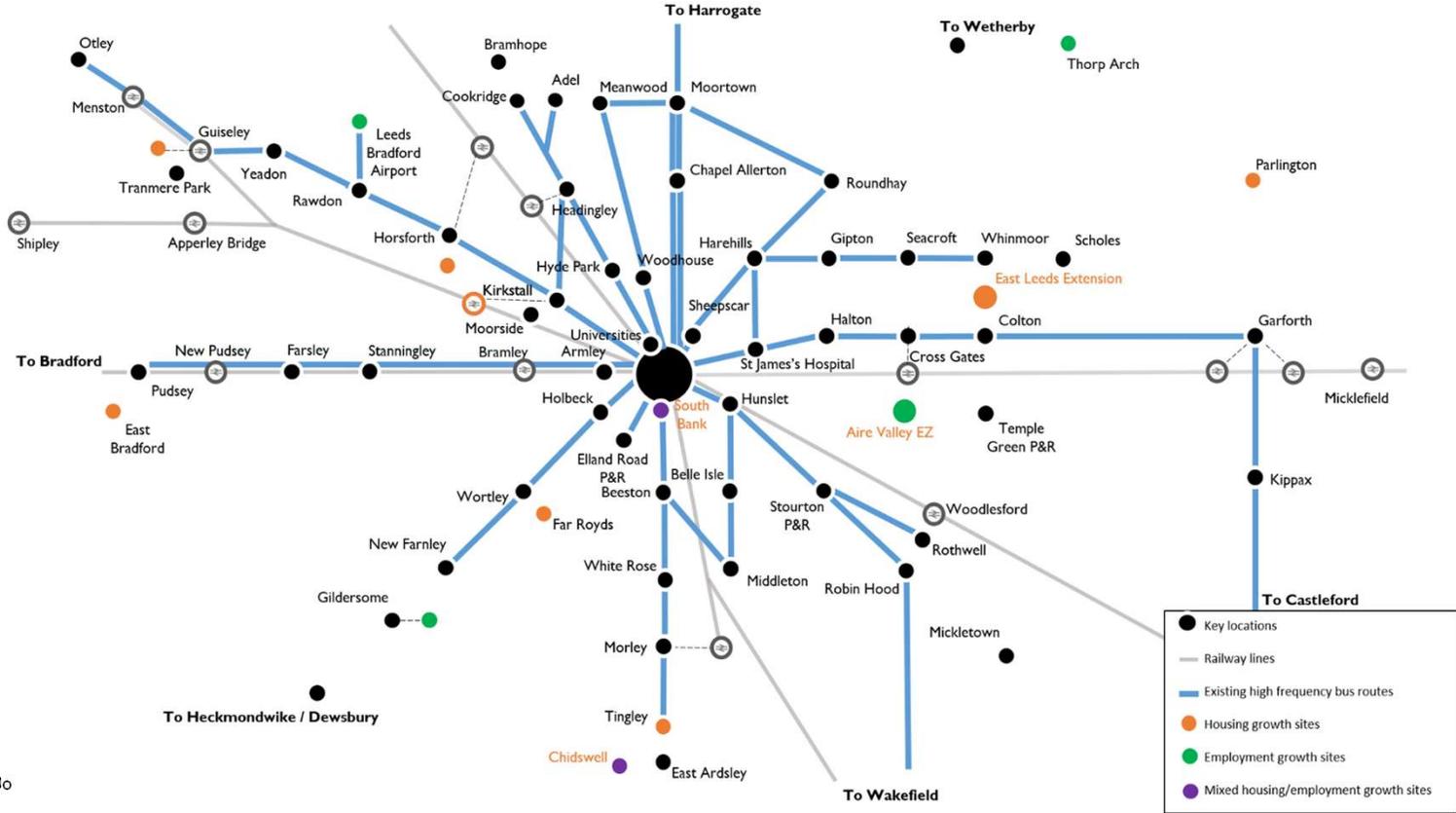
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Opportunities to grow the Demand

Future growth

There is growth in places currently not on the high frequency network

95



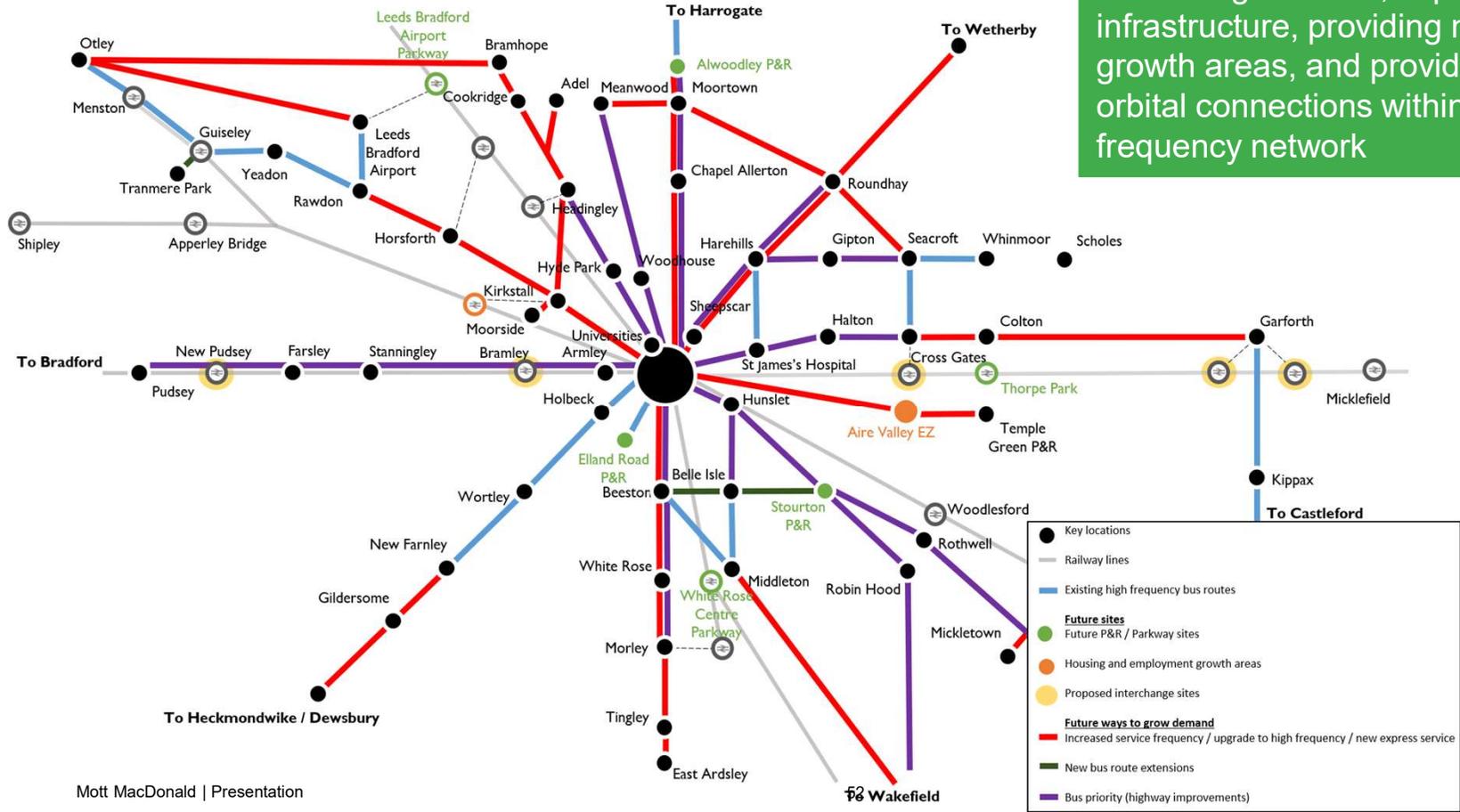
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05 November 2020

Growing the Demand - 2021 opportunities

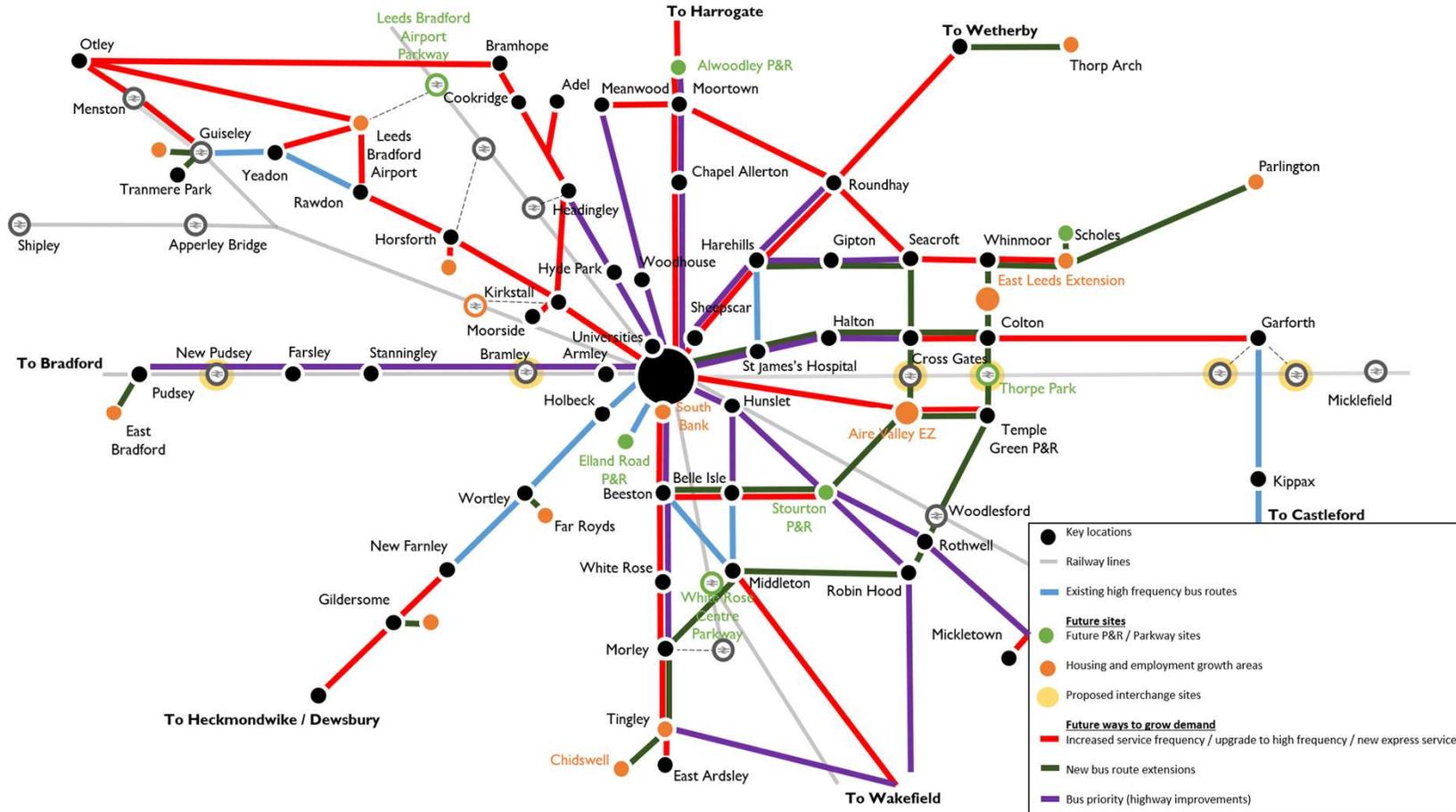
There are opportunities to grow the demand by improving frequencies, enhancing services, improving infrastructure, providing new links to growth areas, and providing selected orbital connections within the high frequency network

96



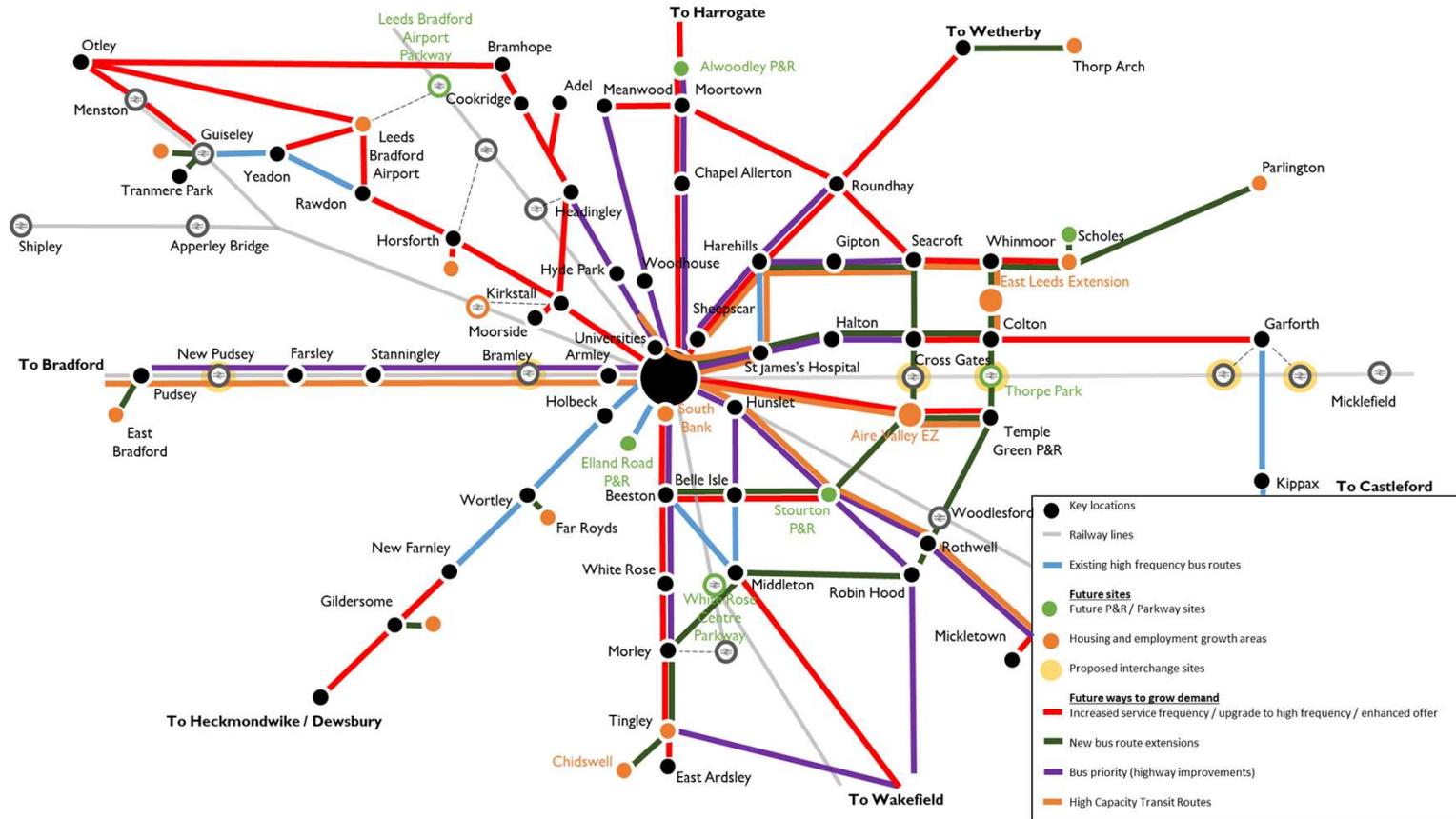
Growing the Demand – 2024

97



05 November 2020

Growing the Demand – 2033

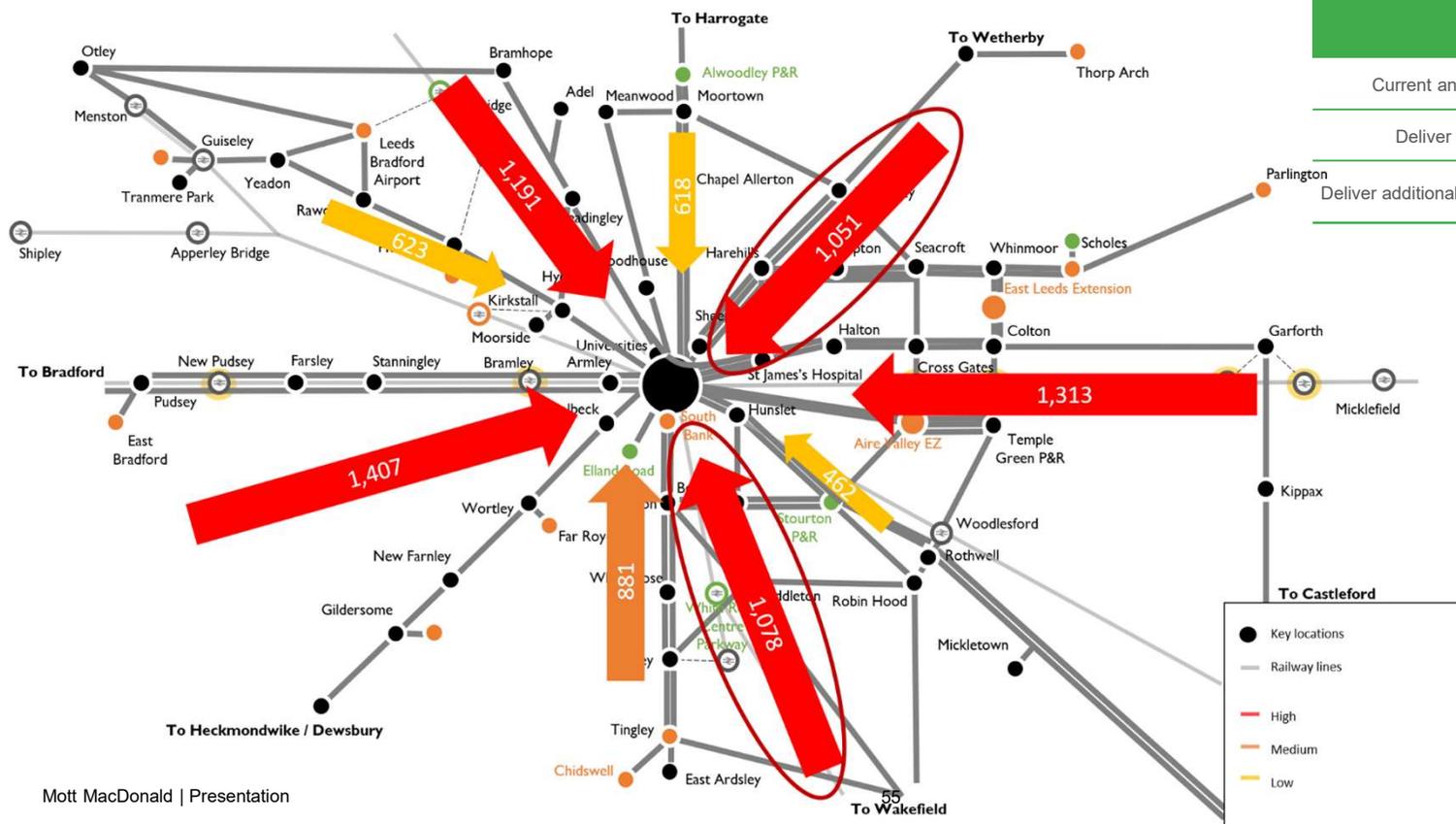


86

Future network demands

2033 bus journey 'productions' by segment (average hour)

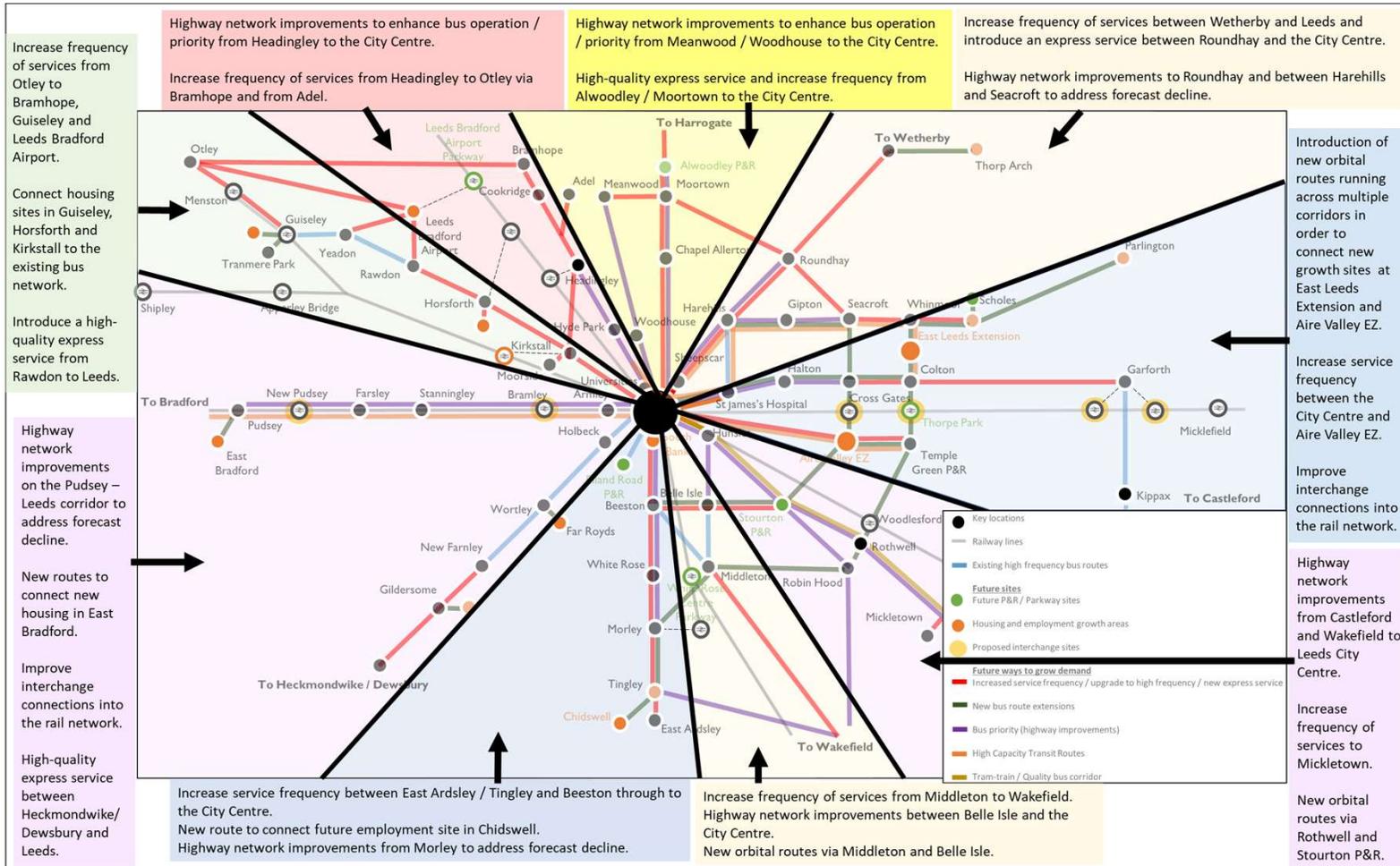
66



| | 2017 | 2033 |
|---------------------------------|-------|------|
| Current annual trips | 62.5m | |
| Deliver LPTIP | | 70m |
| Deliver additional enhancements | | 74m |

- Key locations
- Railway lines
- High
- Medium
- Low

Please note, the demand shown for each of the areas is indicative as the number shown is dependent on where the MSQA boundaries lie in relation to the corridor boundaries - i.e. the visual representation of the corridors does not mirror the areas as defined by the MSQAs.



Leeds Key Conclusions

- 97% of addresses in Leeds are within 400 m of a bus stop, 79% of addresses in Leeds are within 400m of a bus stop served by 4 buses or more during the morning peak (7-9.30am). Therefore, at present, a comprehensive high frequency network exists
- In 2017, it is estimated that there are almost 63m annual trips by bus in Leeds, by 2033 this rises to 74m if all the additional enhancements are delivered
- In some areas, the network hasn't kept pace with housing and jobs growth meaning that some locations in the district have limited connectivity by bus
- It is estimated that the network will require 7% more buses to deliver the same level of service by 2033, if no enhancements are made
- The greatest immediate opportunity is to improve journey times and reliability to build on current Connecting Leeds programmes by tackling congestion, providing effective bus priority

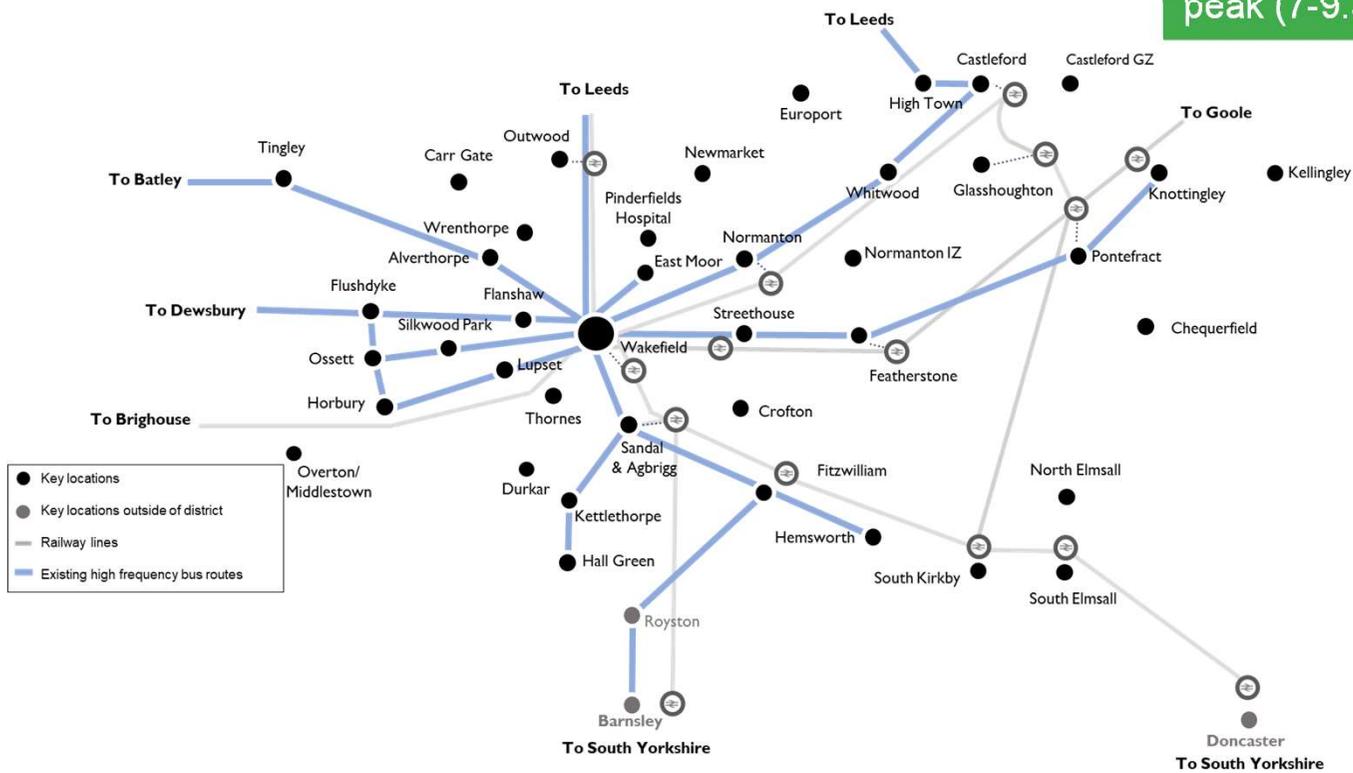


Wakefield

Existing high frequency network

Based on communities served by at least 4 buses per hour

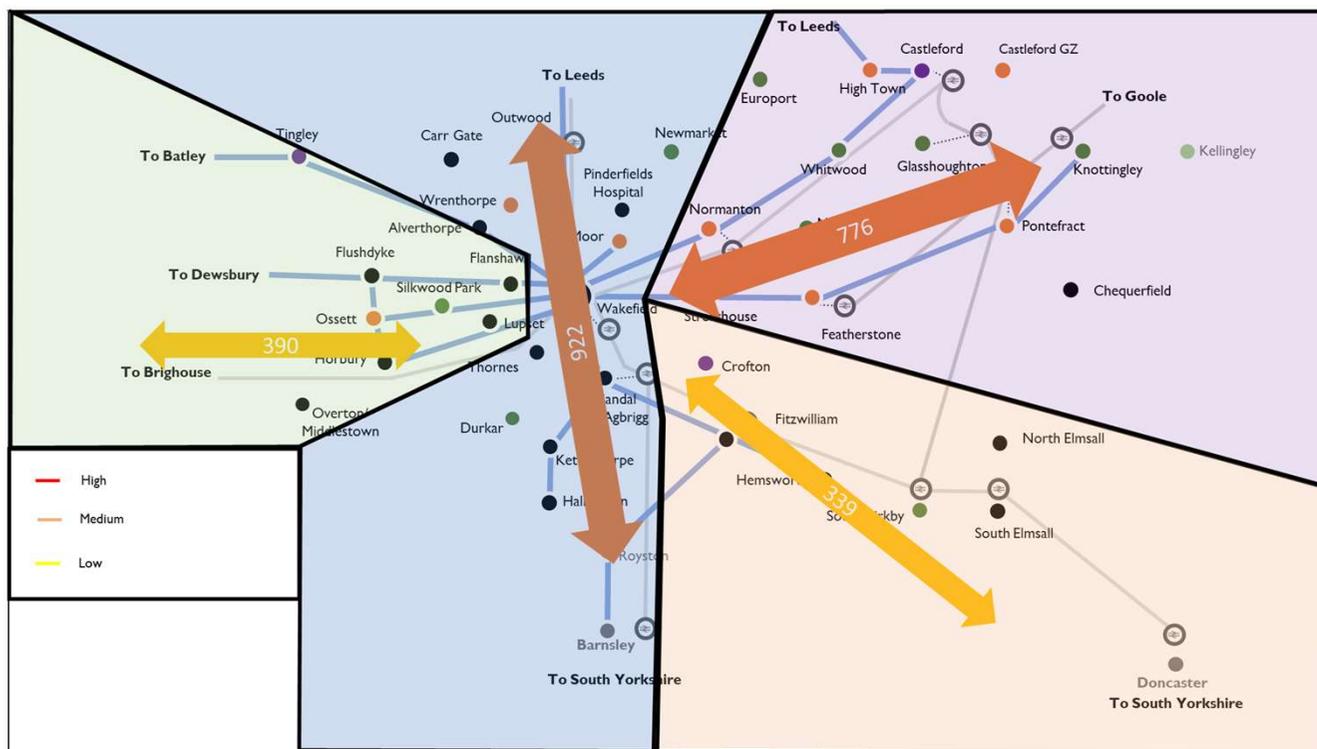
97% of addresses in Wakefield are within 400 m of a bus stop; 61% are within 400m of a bus stop served by 4 buses or more during the morning peak (7-9.30am).



Current key network demands

2018 bus journey 'productions' by segment (average hour)

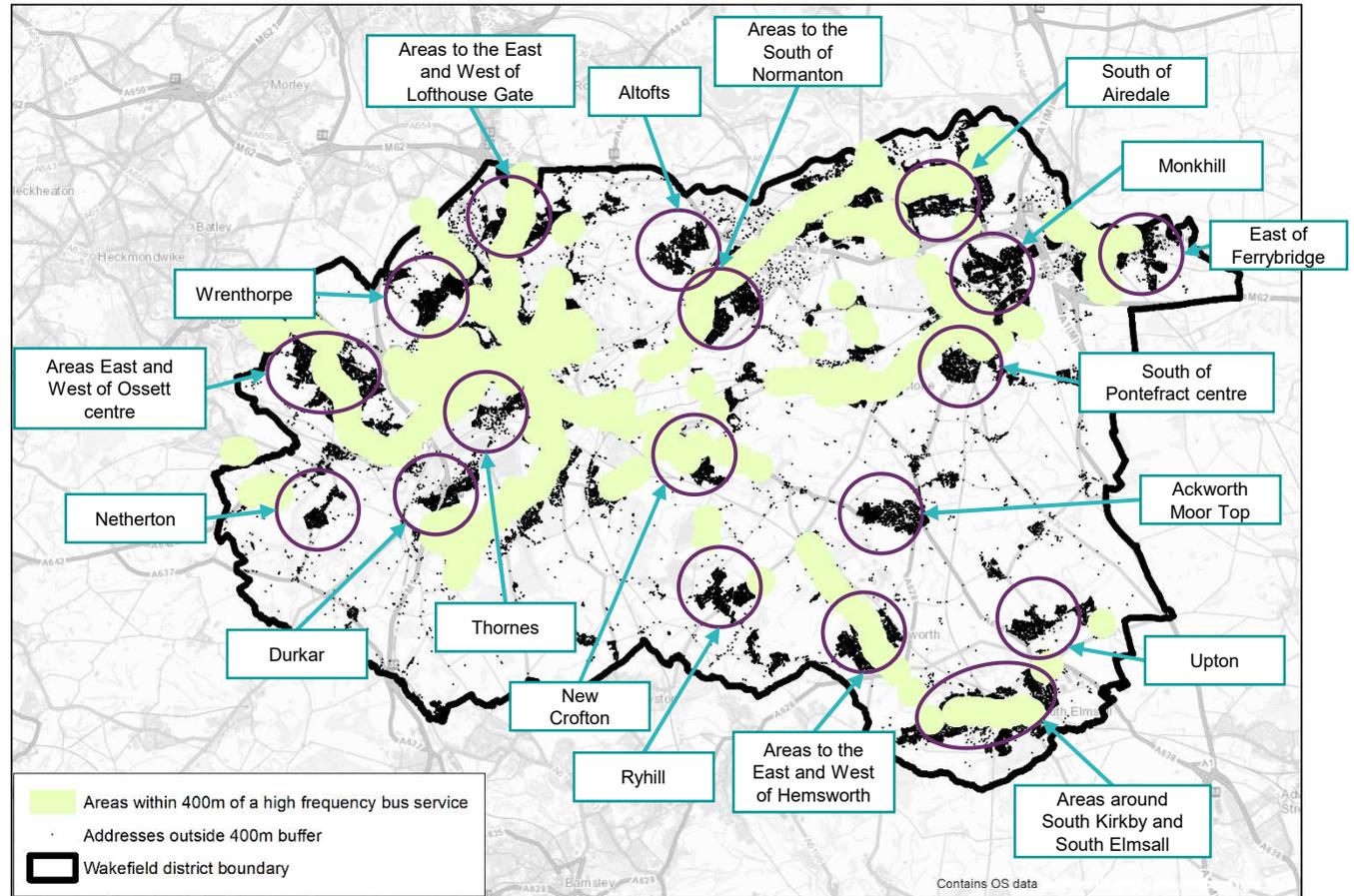
104



Please note, the demand shown for each of the areas is indicative as the number shown is dependent on where the MSOA boundaries lie in relation to the corridor boundaries - i.e. the visual representation of the corridors does not mirror the areas as defined by the MSOAs.

Areas with poor access to high frequency services

The dark areas indicate addresses that currently sit beyond 400m of a bus stop served by at least 4 buses in the morning peak (07:00-09:30)



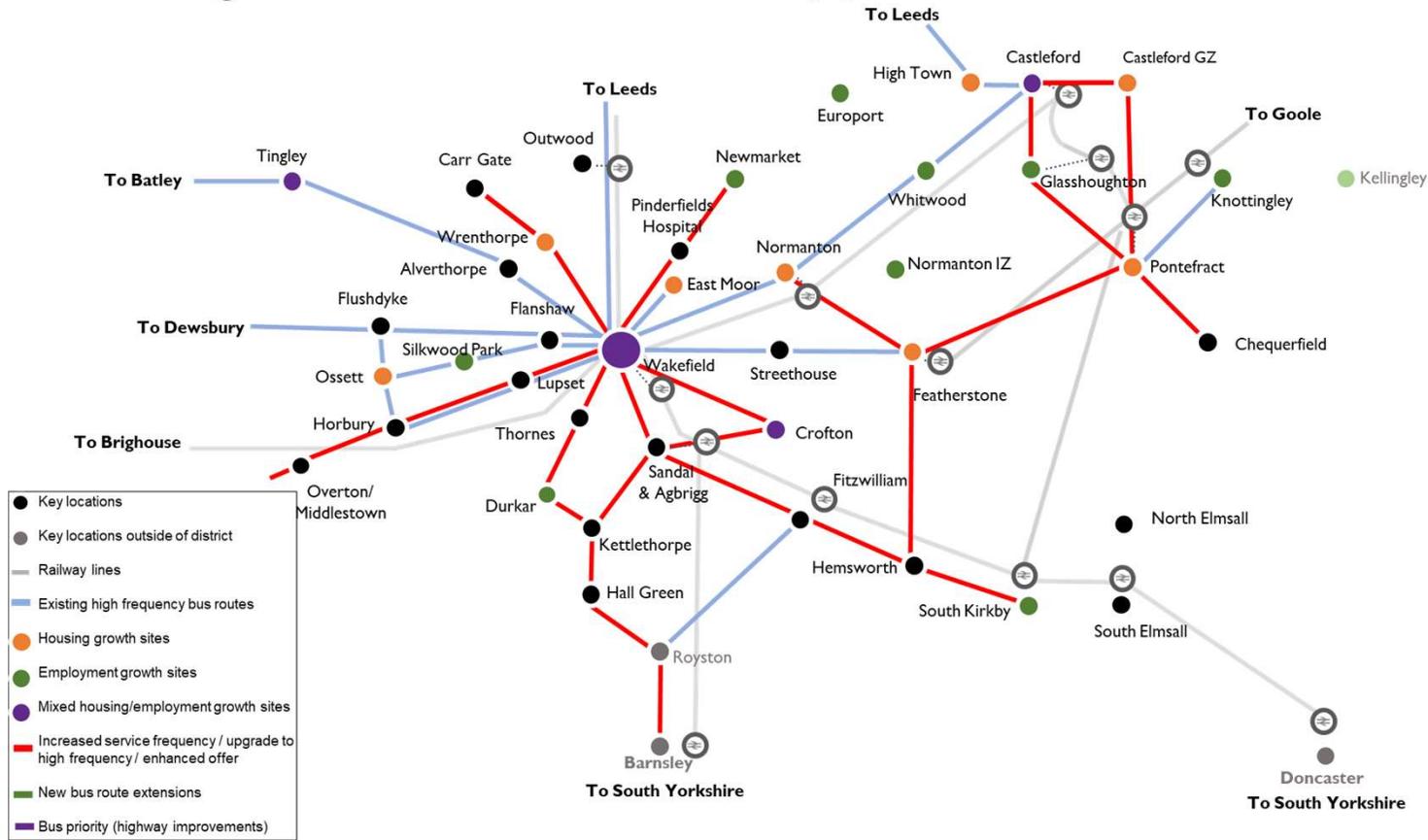
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Opportunities to grow the Demand



Growing the Demand – 2021 opportunities

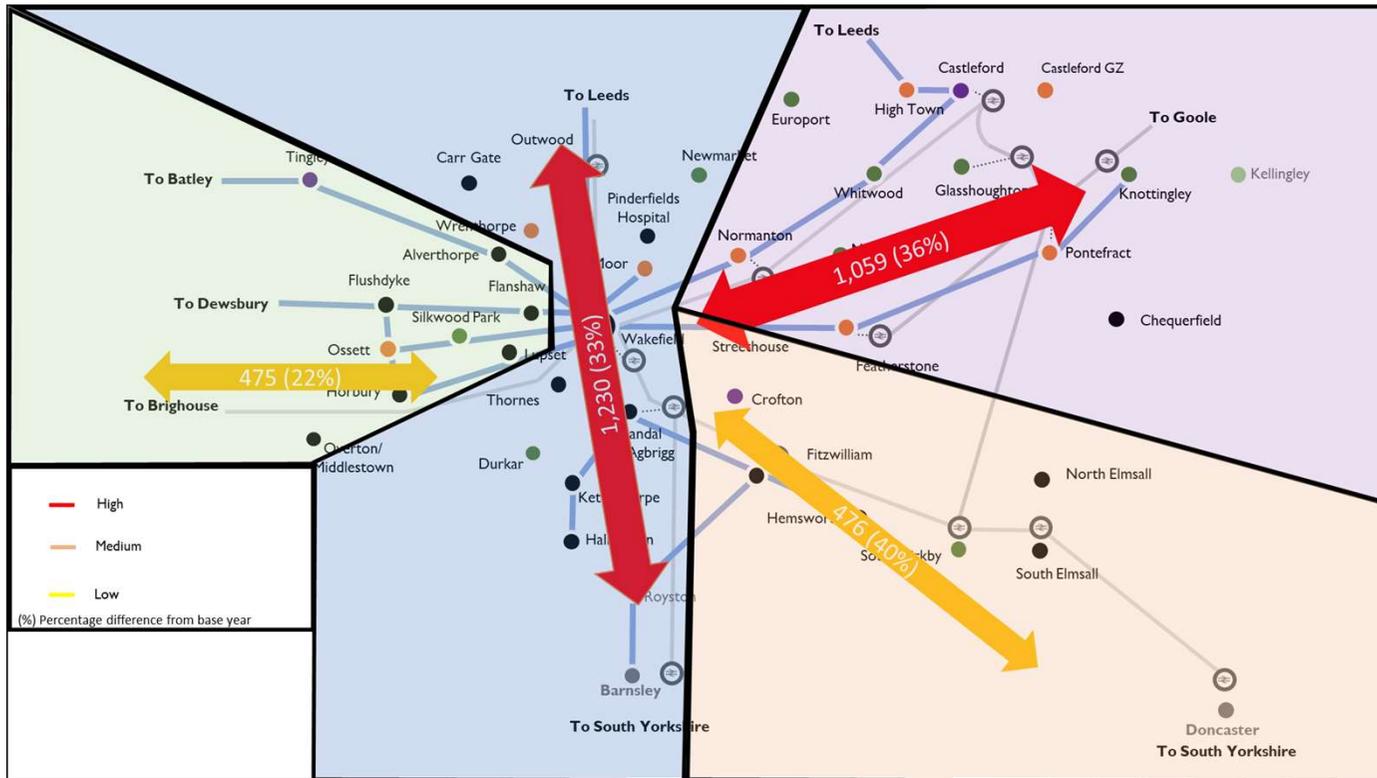
108



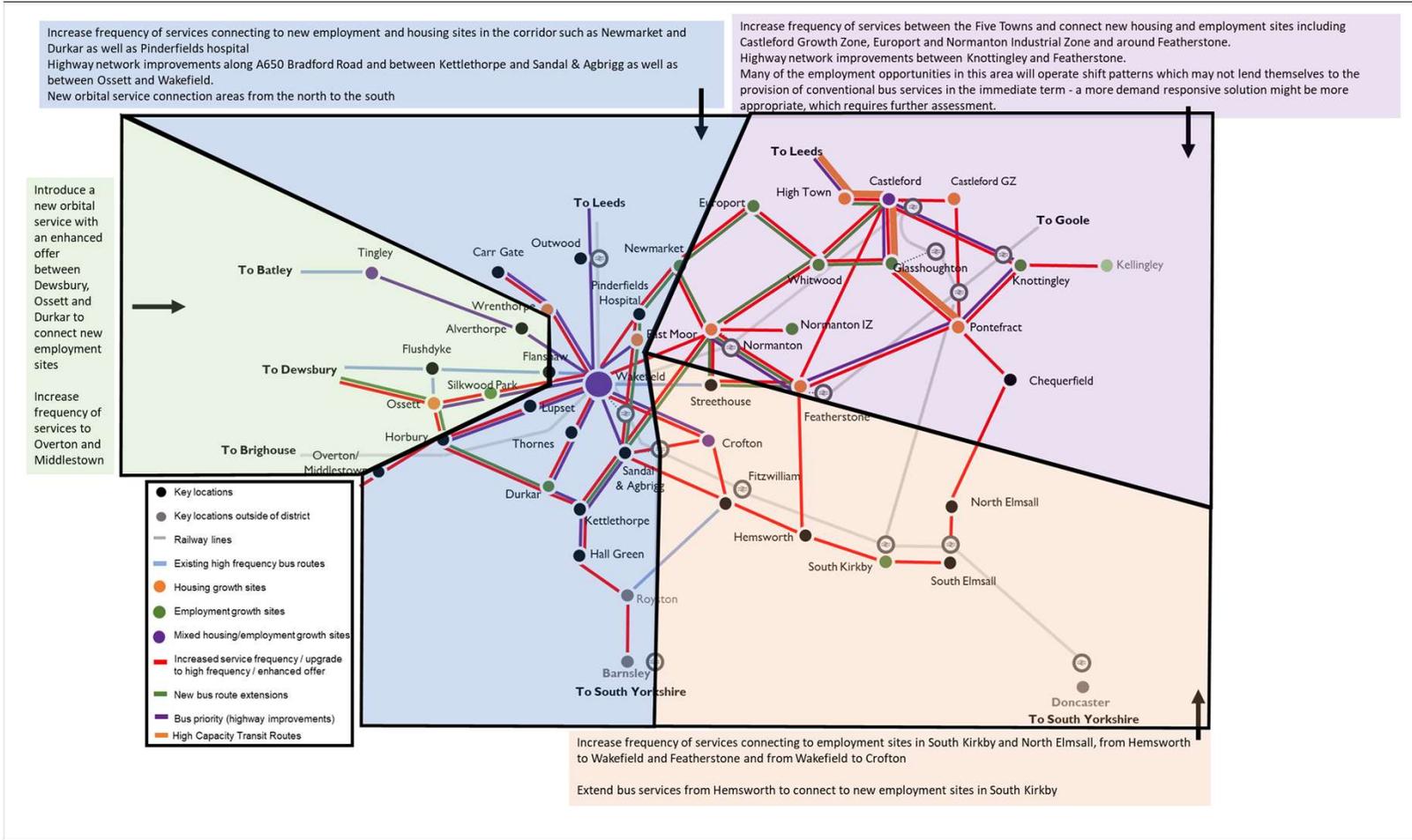
Future network demands

2033 bus journey 'productions' by segment (average hour)

111



To note: the assessment does not include future development data for South Yorkshire so it is likely that a conservative estimate on future demand is being presented



Wakefield Key Conclusions

- 97% of addresses in Wakefield are within 400 m of a bus stop; 61% are within 400m of a bus stop served by 4 buses or more during the morning peak (7-9.30am)
- The competition against existing rail services means demand for operating longer distances is not there
- Background growth with no interventions sees demand increase by 24%. It is estimated that the network will require 7% more buses to maintain existing levels of service by 2033, if no enhancements are made.
- There is opportunity boost demand by an additional 5 million trips by improving frequencies, providing new links to growth areas and capital investment in bus priority, it is estimated that these interventions will require 70 more buses by 2033. The bus connections to future development sites need to be improved to enhance longer term sustainability of the network
- The social value of the bus network is significant, with very high forecast demand increases

Next steps

Next Steps for the Bus Alliance

To note, since completing this study COVID-19 has had a significant impact on the commercial bus network patronage and the offer to customers. This study will be used to understand how the bus network should be re-instated to maximise the offer to the customers going forward

- To understand funding opportunities to ensure the core bus network can be delivered by the commercial operators and how the public sector can further supplement the supported bus network
- To work with the operators to understand the routes and services that are commercially vulnerable
- To work with the operators to better integrate public transport offer into future development opportunities
- To delve deeper into some key areas of the bus network, particularly where key changes are likely to happen and undertake further work to understand priorities and local need
- To understand and develop different models for delivering public transport to serve communities that don't have good access to the higher frequency network, but which generate some demand and where public transport can meet community needs



Thank you





Report to: Transport Committee

Date: 20th November 2020

Subject: Rail Vision

Director: Alan Reiss, Director Policy, Strategy and Communications

Author: James Nutter

| | |
|---|---|
| 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: | |

1. Purpose of this report

- 1.1 To introduce the draft Rail Vision for consideration and approval, following the considerable and valued input from Committee members earlier this year.
- 1.2 To seek the Committee’s endorsement for the draft Rail Vision document to be considered by the Combined Authority for public engagement, as part of the wider Connectivity Plan suite of documents.

2. Information

A New Rail Strategy for West Yorkshire

Rail Vision

- 2.1 The Combined Authority is producing a Connectivity Plan for the region. With an aim to create easy, seamless, door-to-door journeys, this ambitious plan identifies West Yorkshire’s priorities for different forms of transport and how they will integrate. The plan aims to deliver a significant shift to public transport use – bus, rail and a new form of urban mass transit – and cycling and walking.

- 2.2 The Connectivity Plan includes daughter documents that outline the ambition for each mode of transport as part of the holistic ‘whole’. The new West Yorkshire Rail Strategy is the document that will fulfil this purpose for ‘heavy rail’, the Rail Vision being the first product thereof.
- 2.3 With an ever-changing economic, transport and rail policy context, it remains important that West Yorkshire has a rail strategy that is both current and, at the same time, adaptable to the ever-changing world. The strategy needs to support us to:
- Work in partnership with the rail industry to secure delivery of committed improvements.
 - Influence the rail industry and help to shape the development and delivery of future interventions.
 - Guide development of rail priorities for the region and establish inputs to a coherent programme.
 - Challenge the industry to maintain high standards of passenger experience and service delivery.
- 2.4 The COVID-19 crisis has brought unprecedented disruption to society. There is a growing sense that we will see lasting impacts that will change the way we travel for good – where we travel to, why we travel to certain places, when we travel, and the modes we choose to suit our new travel needs.
- 2.5 At this point in time it is too early to say with any confidence that we know what the future holds in terms of the reshaping of rail travel markets – we face an uncertain future in the short term. We need our Rail Strategy to reflect this uncertainty.
- 2.6 We must continue to plan for growth in rail across our region – for economic, social, and environmental reasons. Our objectives are clearly supported by a shift towards sustainable modes, and rail in particular, and we must continue to encourage rail growth. This need is clearly demonstrated in our emerging strategy aimed at tackling the Climate Emergency – clearly showing that we need to pursue continued investment in enhancing the rail network and services to meet both passenger and freight needs of our region
- 2.7 As the first product of the Rail Strategy, the Rail Vision sets out West Yorkshire’s ambition for the way in which the railway needs to serve the region, its people and businesses in the future. Beyond the Rail Vision, development of the full Rail Strategy will translate the high-level objectives, outcomes, and outputs contained in the vision into interventions across the full scope of rail policy. This will include prioritisation.
- 2.8 The Committee will recall the Rail Vision workshops that took place over the spring and early summer. The Committee’s input was an invaluable direction that formed the basis on which Rail Vision document has been developed.

During those workshops, the ambition and objectives (p13-21), and priorities (p40) for the region’s railway were derived, discussed and endorsed for inclusion in the Rail Vision.

- 2.9 The draft Rail Vision document is found in Appendix 1. Using the Committee’s input outlined above, the document contains an overall ‘headline’ vision for rail and more detailed vision summaries for each area of rail theme and output. The headline vision for rail sets out the region’s capacity and connectivity needs, our well-formed position on established major rail programmes, and then takes each leg of a door to door journey in turn, outlining how the ‘rail experience’ of the future should be.
- 2.10 The detailed vision summaries contain a description of the challenges, priorities and vision for each output, and are based on the following themes:

| | |
|---------------------------|-----------------------------|
| Capacity | Connectivity |
| Track capacity | Journey times |
| On-train capacity | Frequencies |
| Station capacity | Access & integration |
| Freight options | Growth areas |
| Major projects | New stations / network gaps |
| Standards | Implementation |
| Reliability / punctuality | Funding landscape |
| Information | Decision-making |
| Station quality | Industry structure |
| Rolling stock quality | Devolution agenda |
| Fares & ticketing | Cost effectiveness |

- 2.11 The underpinning technical work and evidence base for the Rail Strategy is more developed in some of the above themes and outputs than others. The Committee will observe that this comes through in the Rail Vision document, where there is a greater degree of specificity for areas which are more developed.
- 2.12 The Rail Vision’s realisation would enable West Yorkshire’s residents and businesses to enjoy the benefits of a railway that is comparable with and no different to that enjoyed by London and the South East.

Next Steps

2.13 Subject to the Committee's considerations, the Rail Vision will be tabled for the Combined Authority to endorse public and stakeholder engagement on it as part of the Connectivity Plan suite of documents.

2.14 Work to develop the full West Yorkshire Rail Strategy continues in the meantime, which alongside the outcome of the engagement exercise, will enable it to be finalised in 2021. Members, Local Authority and rail industry partners will continue to be engaged in the process.

3. Clean Growth Implications

3.1 Championing growth and development of the local rail network is an important way in which the Combined Authority can facilitate modal shift to more sustainable modes of transport and support continued economic growth

4. Financial Implications

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

5. Legal Implications

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

6. Staffing Implications

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

7. External Consultees

7.1 No external consultations have been undertaken.

8. Recommendations

8.1 That the Committee considers and approves the draft Rail Vision document.

8.2 That the Committee endorses the draft Rail Vision document to be considered by the Combined Authority for public engagement as part of the wider Connectivity Plan suite of documents.

9. Background Documents

None.

10. Appendices

Appendix 1 – Draft Rail Vision



West Yorkshire Rail Strategy

A vision for rail in the region

November 2020

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Executive Summary

Ambition

We want our region to be recognised globally as a place with a strong, successful economy where everyone can build great businesses, careers, and lives supported by a superb environment and world-class infrastructure.

In establishing a new vision for rail in West Yorkshire, it is vital we understand how rail can play a significant role in delivering against the long-term ambitions we have in place for our region, focusing on our four priorities and in the context of the climate emergency.



Boosting productivity



Supporting clean growth



Enabling inclusive growth



Delivering 21st century transport

The railway contributes to our long-term ambition and priorities for our region by:

- Facilitating a shift towards more sustainable and efficient modes of travel.
- Efficiently connecting communities to opportunities throughout our region.
- Improving productivity by increasing the reach of labour markets.
- Providing an alternative to the road network for the transport of freight.

In considering how rail can help to achieve our objectives, we have developed a set of high-level principles for rail to help shape the development of the Rail Strategy:

- Address critical capacity issues across the rail network.
- Enhance passenger experience to create a high-quality journey offer.
- Address significant disparity in the current rail service offer.
- Facilitate an integrated transport network with attractive door-to-door journeys.
- Support the decarbonisation of the rail network.

Rail transport is, in almost all markets, an order of magnitude more energy- and carbon-efficient than alternative modes. With our commitment to become a net zero carbon economy by 2038, rail has a significant role to play in our region.

Our ambitious Connectivity Plan for the region aims to create easy, seamless, door-to-door journeys. The Plan identifies priorities across different forms of transport and how they will integrate as one single system.

Supporting our Connectivity Plan, the new West Yorkshire Rail Strategy will set out our ambition for 'heavy rail'. This Rail Vision is the first product of the new Rail Strategy.

Scope

With an ever-changing economic, transport and rail policy context, it remains important that West Yorkshire has a rail strategy that is both current and, at the same time, adaptable to the ever-changing world. The strategy needs to support us to:

- **Existing commitments** – Work in partnership with the rail industry to secure delivery of committed improvements.
- **Future priorities** – Influence the rail industry and help to shape the development and delivery of future interventions.
- **Investment pipeline** – Guide development of rail priorities for the region and establish inputs to a coherent programme.
- **Passenger focus** – Challenge the industry to maintain high standards of passenger experience and service delivery.

It is vital that we have a Rail Strategy that reflects the specific needs of our region and the implications for the development of rail. The strategy needs to support us to:

- **Local priorities** – Represent local priorities for rail considering the challenges and opportunities faced in the region.
- **The role of rail** – Establish the role of rail within the wider transport mix across the short, medium, and long term.
- **Spatially specific** – Develop proposals that reflect local priorities and the spatial aspects that make our region unique.
- **Role of the region** – Look beyond boundaries to consider the role of the region within wider Northern and national context.

Four key themes have been established to help shape our vision for rail in West Yorkshire and will guide the development of the new Rail Strategy:

- **Capacity** – focussing on the ‘supply-side’ of the railways – including track capacity to allow services to operate, train capacity to provide space for passengers, and station capacity to allow our rail hubs to accommodate passenger needs.
- **Connectivity** – focussing on the ‘demand-side’ and the travel needs of our region – considering how places are connected by rail and specifically including destinations served by rail, service frequencies, and journey times.
- **Standards** – focussing on the ‘quality’ aspects of the rail journey – including reliability and punctuality, the standard of facilities at our stations and on the train, and the wider passenger experience such as fares and ticketing.
- **Implementation** – a cross-cutting theme focussing on the landscape for effecting change – including aspects relating to funding, cost-effectiveness, decision-making, the changing shape of the rail industry.

Across each of these four broad themes, a range of specific areas for intervention are being considered in the development of our new Rail Strategy – presenting opportunities to influence the future shape of the rail offer throughout West Yorkshire.

Context

Rail transport in our region is a critical enabler of sustainable and socially inclusive economic growth, enabling improved standards of living and quality of life:

- It expands labour markets and product markets - together, these factors drive agglomeration – and attracts investment into our region.
- It provides vital links from areas of deprivation to opportunities throughout our region – and enhances quality of life for all users.
- It provides a gateway to the rest of the country and to the wider world – for commercial and leisure passenger travel, and to convey goods.

The COVID-19 crisis has brought unprecedented disruption and a collapse in public transport use – with lasting impacts expected that will change the way we travel for good. We have identified a range of implications for the development of our Rail Strategy:

- Clear short-term focus on the evolving situation and recovery – our strategy must be alive to the challenges and opportunities of changing travel markets.
- Our strategy needs to look beyond the current situation to the medium and longer term – we need to establish a clear ‘vision’ for rail and aim to shape the future.
- We face an increasingly uncertain future – we need a flexible strategy that plans for a range of possible futures and focuses on growing a diverse range of markets.

Major issues that have been identified as constraining the attractiveness of rail, and so its effectiveness in meeting our objectives, include:

| | |
|------------------------------------|---|
| Current challenges for rail | <i>Poor integration of services</i> |
| <i>Severe capacity constraints</i> | <i>Lack of alignment with land use</i> |
| <i>Slow journey times</i> | <i>Reliance on diesel traction</i> |
| <i>Low service frequencies</i> | <i>Poor reliability and punctuality</i> |
| <i>Severe on-train crowding</i> | <i>Door-to-door journeys ignored</i> |
| <i>Poor quality rolling stock</i> | <i>Poor value for money fares</i> |
| <i>Variable station standards</i> | <i>High levels of public subsidy</i> |

Against this background, there are a number of clear opportunities that align well with rail’s potential to create a vital need to upgrade the railway:

| | |
|---------------------------------------|--|
| Current opportunities for rail | <i>“Levelling-up” agenda</i> |
| <i>Climate Emergency declaration</i> | <i>Rail industry reform</i> |
| <i>COVID-19 crisis and recovery</i> | <i>Government’s Integrated Rail Plan</i> |
| <i>Post-Brexit competitiveness</i> | <i>Trans-Pennine Route Upgrade</i> |

Priorities

A programme of engagement with local partners has been undertaken across the region. Interactive workshops have been held with our Transport Committee to gather inputs on priorities for rail, including in-depth district-by-district sessions with members.

From this engagement activity, key messages on priorities have been drawn – presented in the form of vision statements that will guide the development of our Rail Strategy:

Our priorities – we will continue to make a strong case for enhancements across our region, with rail vital for the success of the economy, inclusive growth, and tackling the Climate Emergency, and being at the heart of wider regional strategies.

Social inclusion – we will pay particular attention to the rail offer in deprived and disconnected communities, ensuring sustainable modes are competitive, and addressing cost of travel as a significant barrier for particular groups.

Barriers to travel – we will address disparity across the region, communities with little or no access to the network and areas where the service offer is very poor, and focussing on delivering frequency, reliability, and simplicity for passengers.

Wider markets – we will make the case for growing the role of rail in serving wider journeys, including access to health and education, supporting leisure and tourism, and placing a greater emphasis on expanding the role of rail for freight.

Rail investment – we will work in partnership with the industry to press for major investment as part of a long-term integrated strategy, building on commitments and extending the reach of major projects to secure the best outcomes for our region.

Capacity constraint – we will focus on addressing critical bottlenecks as a high priority, where track, train, and station capacity cause misery for passengers, stifle the potential of rail, and restrict economic growth across the region.

Maximise existing – we will endeavour to realise the full potential of the current rail network, extending the reach of station catchments, with emphasis on improving station access, service frequencies, and integration within rail and between modes.

Door-to-door – we will focus on the full journey, rail travel as part of an integrated transport network, including access to the network, the growing role of local multi-modal ‘hubs’, making connections work, multi-modal fares and ticketing, and ensuring access for all.

Local connectivity – we will place a far greater emphasis on enhancing local rail services, including how they integrate with other rail services and wider modes of transport at natural hubs and nodal points across our region.

Quality standards – we will push for high quality standards throughout our region, reflecting the varied needs of passengers in understanding the network, accessing information, and making the journey – including safety throughout the journey – and with a focus on non-regular users.

With a clear need to work in partnership across the industry, and a view to greater collaboration in strategic planning going forwards, early engagement has also taken place with our Train Operators Forum, with Network Rail, and with Transport for the North.

Engagement has underlined the importance for the strategy to address local accessibility. This implies a focus not just on major projects, but also on local barriers to accessing the network, better integration with other modes, and joined-up information and ticketing.

Vision

We have set out our vision for the future of rail in our region, identifying specific areas for enhancement, and shaping investment in the region's rail network through to the medium and longer term.

Our vision considers a range of key themes – outlined below:

Connectivity needs

Our vision for rail must have connectivity needs at its heart. We must fully capture these in an integrated way – without compromising the ability to improve rail travel for any particular part of our region or section of society.

- All rail markets and journey purposes – including both passenger and freight.
- All rail service types – including local, inter-regional, and longer distance travel.

We have identified clear gaps in rail connectivity – within our region and beyond – where we see strong travel demand potential being held back by poor existing rail connections.

Journeys must be considered in their entirety – door-to-door – to understand what a successful network looks like. We must provide for the unique characteristics of West Yorkshire – connecting places and people in a polycentric region. This requires:

- A comprehensive network with wide geographic coverage.
- A door-to-door integrated travel solution.
- Simplicity, predictability, and reliability for passengers.
- Every stop as a gateway to the wider world.

Our vision is to enable travel from anywhere in West Yorkshire to anywhere else in the region, at least twice per hour, at the same time each hour, all day, and every day – seamlessly, simply, reliably, and without worry about ticketing.

We have set an ambitious target that all journeys – from door to door – should be possible in a journey time that is no greater than the off-peak, uncongested, car journey time.

We present a range of 'connectivity concepts' for the public transport network which aim to support us in achieving our objectives – these concepts include:

- Comprehensive integration of rail with bus and other sustainable modes.
- A single system rather than a set of disjointed independent services.
- Fast direct services for the most important high-volume rail flows.
- Rail-to-rail and bus-to-rail interchange hubs throughout our region.
- Interchange as simple, convenient, and reliable as the best in the world.

For all local rail passenger services, we have established clear and consistent service frequency standards – to address existing poor levels of service and significant disparity:

- **2 trains per hour** – Minimum standard for all established local rail services. Some 'emerging' routes should see phased improvement to reach this level.
- **4 trains per hour** – Higher frequency 'turn-up-and-go' services on core routes into our main urban centres – particularly to and from Leeds.
- **6 trains per hour** – 'Enhanced' services connecting our major centres with the regional centre in Leeds, plus hubs providing multi-modal interchange.

Capacity needs

With the connectivity needs of our region at the heart of our vision, we have analysed the future capacity requirements of the rail network in the region – considering the need to accommodate:

- Expected growth in rail passenger demand.
- Service enhancements to meet our frequency standards.
- Wider connectivity aspirations designed to increase the role of rail.
- The increased future role of rail freight services.

Looking out to a longer-term horizon of 2040, we have identified solutions to provide the required capacity – spanning both rolling stock and infrastructure enhancements.

To meet expected growth in demand and reduce overcrowding we will need longer trains or more frequent services – an extra 60 carriages by 2024 and a further 70 by 2040.

We have identified that substantial infrastructure work will be required to support the needs of our region in the medium and longer term – with specific interventions across four broad categories:

- **Platform lengthening** – to allow longer services to run on routes throughout our region.
- **Signalling enhancements** – to make better use of heavily-used sections of the network.
- **Capacity enhancements** – focussed on key junctions and stations across the region.
- **Four-tracking of key sections** – to enable separation of services at critical bottlenecks.

We have set out ‘how’ and ‘when’ these critical capacity enhancements should be delivered – a timeline out to 2040 shown as a series of ‘configuration states’ – grouping schemes into delivery packages as we step up through our connectivity and capacity needs.

Major programmes

HS2 and Northern Powerhouse Rail must be developed in an integrated manner to release vital rail capacity on existing routes which could be utilised for enhanced local and regional services, as well as increased freight traffic.

Improvements must be integrated with local and intra-regional rail throughout our region. We need key pieces of infrastructure to be delivered as part of a single, joined-up plan:

- **HS2 Eastern Leg** – Completion of HS2 Phase 2b east between Leeds and the Midlands. This includes early delivery of the Leeds HS2 station along with a link south to a junction with the existing network.
- **Northern Powerhouse Rail (NPR)** – Delivery of the full NPR network linking Leeds, Bradford, and Manchester – with a new through station in the centre of Bradford to accommodate both NPR and Calder Valley services.
- **Trans-Pennine Route Upgrade (TRU)** – Completion in full by 2026, including electrification between Huddersfield, York, and Selby, and the Garforth touchpoint, to provide additional capacity now to support economic recovery.
- **Leeds Station** – With the station approaching pedestrian capacity, investment is urgently required. We also need to create significant additional capacity on the eastern and western approaches to the station to relieve the current bottleneck.
- **Electrification** – A rolling programme to create an electrified City Region rail network, starting with the Calder Valley line, to decarbonise the railway and the economy, and to open up opportunities to transform connectivity.
- **East Coast Main Line (ECML)** – Continued investment in this vital economic artery – optimising links to London – and which will remain critical after HS2 is delivered.

Decarbonisation and electrification

- **Modal shift** – We will prioritise measures to encourage mode shift from road to rail travel – and attracting new passenger and freight travel to rail.
- **Electrification** – We will strongly support the need for a rolling programme of electrification – ultimately covering all routes in our region.

Reliability and punctuality

- **Network capacity** – We need investment in additional capacity in the rail network – performance must form a major element of work to identify future rail infrastructure capacity requirements.
- **Network resilience** – We need a more resilient rail network – with a clear focus on mitigation and prevention measures associated with the wide range of drivers of poor performance.
- **Passenger experience** – We will continue to influence the rail industry to put passengers at the heart of rail operations planning – working as “one team” with a focus on passenger-focussed performance monitoring and information provision.

Rail stations and access to the network

- **Passenger experience** – We will make our rail stations attractive and pleasant places, well rooted in their communities, and perceived at all times as safe – with consistent and high standards to enhance the image of public transport as a whole.
- **Access for all** – It is a fundamental principle that all stations – throughout the network – must be fully physically accessible to all members of the community.
- **Maximising potential** – We will expand the reach of our rail stations into wider communities across the region – looking beyond the immediate station area – and ensuring the stations themselves provide the necessary facilities to maximise use.

Rolling stock quality

- **Passenger experience** – We will promote development of a consistent rolling stock offer for each category of journey type – suited to the market being served.
- **Productivity benefits** – We will push to maximise productive time on trains with a clear need for adequate seating capacity and high-quality digital connectivity.
- **Rail as a choice** – We will strive for a high-quality travelling ambience – such that rail travel becomes a positive choice, rather than a “distress purchase”.

Rail freight

- **A growing role** – We strongly advocate the growth of rail freight for both the transfer of existing flows to rail and the clean growth of new businesses.
- **Planning strategy** – We will keep a clear focus on critical operational factors which must be met to maximise the full potential of rail freight.
- **Major projects** – We will continue to influence the development of major projects to ensure that greater emphasis is placed on expanding the role of rail for freight.

Safety and security

- **Industry best-practice** – We will continue to support the development and application of world-leading practice on safety throughout the rail industry.

- **Modal shift** – We will continue to promote strategies rooted in the benefits of associated with modal shift towards rail as an inherently safe mode of travel.
- **Industry challenge** – We will use our position as an independent body to raise challenges with regard to safety and security that reflect local conditions.

Fares and ticketing

- **Simplicity** – We will call for improvements to reduce the complexity of fares and ticketing – aiming for a system which simple, clear, and easy to use for passengers.
- **Value for money** – We will support measures to ensure passengers achieve best value for money for their travel – whilst tackling issues relating to affordability.
- **Passenger needs** – We will endorse changes to the fares and ticketing system to better suit changing travel patterns and passenger needs – integrated across all modes of travel.

Network gaps

- **New opportunities** – We will assess the potential of network gaps identified across our region – both in terms of new passenger and freight connections.
- **Wider modes** – We will consider the potential of wider modes in assessing the case for network gaps as part of our wider Connectivity Strategy.

Network gaps

- **Deliver commitments** – We will focus on successfully delivering our programme of new stations serving Elland, Thorpe Park, Leeds Bradford Airport, and White Rose.
- **New priorities** – We will consider further opportunities for the development of new stations where there is potential for a strong case to be made – actively pursuing opportunities to shape major programmes.
- **Maximise potential** – We will expand the reach of our existing rail network into wider communities across the region through enhancements aimed at improving network capacity, station facilities, and access to the network.

Implementation

- **Industry structure** – We will continue to make the case for substantial reform of the industry towards a simpler, integrated structure – and one which integrates decision making across ‘track and train’.
- **Devolution agenda** – We will continue to push for devolved budgets and decision-making, including a more rational and integrated approach to service planning and accountability.
- **Partnership working** – We will, together with our own transition to a Mayoral Combined Authority, consolidate and develop our partnerships with the railway - delivering our vision will require strong partnership working, with sufficient funding to support our ambitions.

Realising our vision will not be simple or rapid. The strategy will need to focus closely on implementation – not only identifying the infrastructure needed to achieve this vision, but also ensuring that existing major projects are delivered in the best way possible.

It will also entail working closely with other transport modes within the overall integrated Connectivity Plan, as well as ensuring that coverage of the railway itself is optimal, and therefore considering the potential for network expansion within this multimodal context.

Strategy development

As the first product of the Rail Strategy, the Rail Vision sets out ambition for the way in which the railway needs to serve the region, its people, and businesses in the future. The Rail Vision will be subject to public engagement as part of our wider Connectivity Plan.

Beyond the Rail Vision, development of the full Rail Strategy will translate the high-level objectives, outcomes, and outputs contained in the vision into interventions across the full scope of rail policy. Crucially, this will include prioritisation.

Work to develop the new Rail Strategy in full, including detailed technical work, continues. Alongside the outcome of public engagement, this will enable the strategy to be finalised in 2021. Members and Local Authority partners will continue to be engaged in the process.

Structure of this vision

The structure of this vision document is as follows:

- **Ambition** – Setting out our ambition for the region, understanding how rail can play a significant role in delivering against our long-term ambitions, and establishing objectives for the Rail Strategy.
- **Scope** – Setting out what we need the Rail Strategy to help us do, why this is vital for West Yorkshire, and what we need the strategy to capture in terms of the specific geography, timescales, and themes.
- **Context** – Setting out the role of rail within our region – both now and in the future – and the challenges and opportunities that need to be considered in the development of our Rail Strategy.
- **Wider policy** – Setting out the wider policy landscape that our new Rail Strategy sits within, the key interfaces between the range of strategies in scope, and how policy development can be integrated.
- **Priorities** – Setting out our priorities for the future of rail in our region – the needs of passengers and businesses – established through engagement with the West Yorkshire Transport Committee.
- **Vision** – Setting out our vision for the future of rail in our region, identifying specific areas for enhancement, and shaping investment in the region's rail network through to the medium and longer term.
- **Strategy development** – Setting out our next steps in moving from vision to strategy, building on the extensive work, and moving toward a detailed view of how we aim to deliver enhancements aimed at achieving our objectives.

Ambition

Setting out our ambition for the region, understanding how rail can play a significant role in delivering against our long-term ambitions, and establishing objectives for the Rail Strategy.

Our ambition for West Yorkshire

We want our region to be recognised globally as a place with a strong, successful economy where everyone can build great businesses, careers, and lives supported by a superb environment and world-class infrastructure.

In establishing a new vision for rail in West Yorkshire, it is vital we understand how rail can play a significant role in delivering against the long-term ambitions we have in place for our region, focusing on our four priorities.

Boosting productivity

Helping businesses to grow and bringing new investment into the region to drive economic growth and create jobs



Supporting clean growth

Growing our region's economy while also cutting CO₂



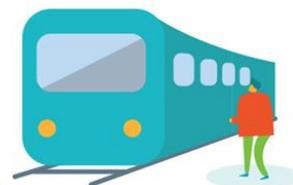
Enabling inclusive growth

Ensuring that economic growth leads to opportunities for all who live and work in our region



Delivering 21st century transport

Creating efficient transport infrastructure that makes it easier to get to work, do business and connect with each other



Our Transport Strategy sets ambitious targets to grow the number of journeys made by sustainable modes that contribute to realising this ambition, and above all, point to an ongoing need for the railway in West Yorkshire to accommodate further significant growth.

- 75% more trips made by rail by 2027
- 25% more trips made by bus by 2027
- 300% more trips made by bicycle by 2027

Focussing on the outcomes we want to achieve, and how rail outputs can support the desired outcomes, the railway contributes to our long-term ambition and priorities for our region by:

- Facilitating a shift towards more sustainable and efficient modes of travel for all journey purposes, with an increasingly competitive rail offer open to communities throughout the region.
- Efficiently connecting communities to employment, learning, social, and leisure opportunities, improving career prospects, promoting healthier lifestyles, and increasing social mobility.
- Improving productivity by increasing the reach of labour markets to connect the right people to the right jobs and bringing regional and national economies closer together.
- Providing an alternative to the road network for the transport of freight, helping to reduce congestion, improving air quality and urban amenity, and reducing carbon emissions.

As demonstrated by the above, in aiming to achieve our overall ambition we are clearly focussed on understanding the needs of, and delivering outcomes for, both existing and new passengers and users of the railway throughout our region.

Partnership working is fundamental to everything we do. Delivering our vision will require the Combined Authority to work in strong partnership with the rail industry, with local partners across the region, and with sub-regional and national transport bodies.

Objectives for the Rail Strategy

Building on the long-term ambitions we have in place for our region, we have developed a range of high-level objectives designed to shape further development of the Rail Strategy. This has considered our four overarching priorities, how rail can support these, and also what we need the new Rail Strategy itself to achieve.

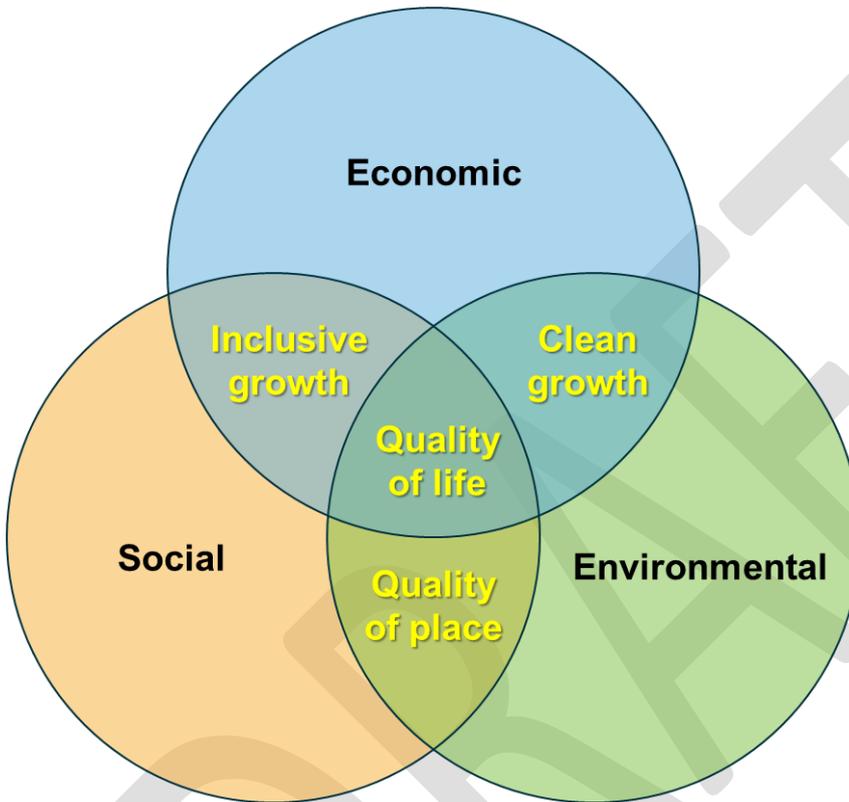
Sustainability needs to be an essential foundation for our new Rail Strategy. As part of the wider integrated transport system, we need rail to make a positive contribution to the economic, social, and environmental sustainability of the communities it serves throughout our region.

The following diagram sets out the interaction between the three key pillars of sustainable development. Within this, it is clear to see how our priorities for the region can be viewed.

- **Boosting productivity** – firmly rooted in the aspect of economic sustainability – with a focus on investment to drive economic growth.
- **Enabling inclusive growth** – where social and economic sustainability overlap – with a focus on development that is ‘equitable’ in social terms.
- **Supporting clean growth** – where environmental and economic sustainability overlap – with emphasis on development that is ‘viable’ in environmental terms.
- **Delivering 21st century transport** – this priority can be viewed separately as it relates to outputs that are required to support our wider priorities.

Beyond our four established priorities, there are wider aspects that it is essential for the Rail Strategy to consider in terms of our ambition and the desired outcomes.

- **Quality of life** – placing general well-being of individuals and society at the heart of sustainable development – considering balanced outcomes across all aspects.
- **Quality of place** – where social and environmental sustainability overlap – with a focus on the balance between the built and natural environment.



In bringing together our overarching priorities for the region, the key pillars of sustainable development, and the role that rail can play in helping to achieve our ambition, a range of objectives have been developed for our Rail Strategy.

Economy

- Increase access to employment, education, and services.
- Improve connectivity to current and future growth areas.
- Increase the ability of businesses to provide goods and services.
- Reduce cost to providers, users, and wider society.

Social

- Expand travel horizons for communities with poor public transport accessibility.
- Connect deprived communities with economic opportunities across the region.
- Improve access to health & education – especially for deprived communities.

- Expand the role of rail for a wider range of journeys – including leisure & tourism.

Environment and the Climate Emergency

- Enable the transition to a zero-carbon economy.
- Encourage use of sustainable modes – reducing car use.
- Contribute to reducing transport emissions – supporting improved air quality.

Quality of life and quality of place

- Support a high quality of life by providing inclusive mobility and access to amenities.
- Improve the health and well-being of the people living and working in the region.
- Contribute to an enhanced sense of place within transformed cities, towns, and neighbourhoods.

Tackling the Climate Emergency

Following declaration of a Climate emergency in June 2019, the Combined Authority are working alongside a wide range of partners to ensure the Leeds City Region is a net zero carbon economy by 2038 at the latest, with significant progress by 2030.

This bold ambition builds on years of work between City Region partners to reduce carbon emissions and the opportunities presented by the unique assets our region has in the form of low carbon energy generation.

To meet our target and to comply with the Paris Agreement, emissions must be reduced by 14.5% year-on-year with output levels being halved every five years.

Meeting this challenge will require urgent and collaborative action across all sectors of our economy. However, it will also empower our region to build a modern, sustainable economy supported by an efficient transport network and world class infrastructure.

Carbon Emissions Reduction Pathways

The region is now in the process of identifying and detailing technology options, measures, policies, and interventions required to deliver its targets. This work will contribute to the region's climate strategy through delivering the following objectives:

- Develop technically robust emissions reductions pathways for the power, buildings, industry, transport, land use and agriculture sectors, to enable the region to meet net-zero emission reduction targets.
- Identify key milestones, decision points, policies, and interventions that can drive the transition toward these outcomes, including timeframes of actions and roles of stakeholders in delivering actions.

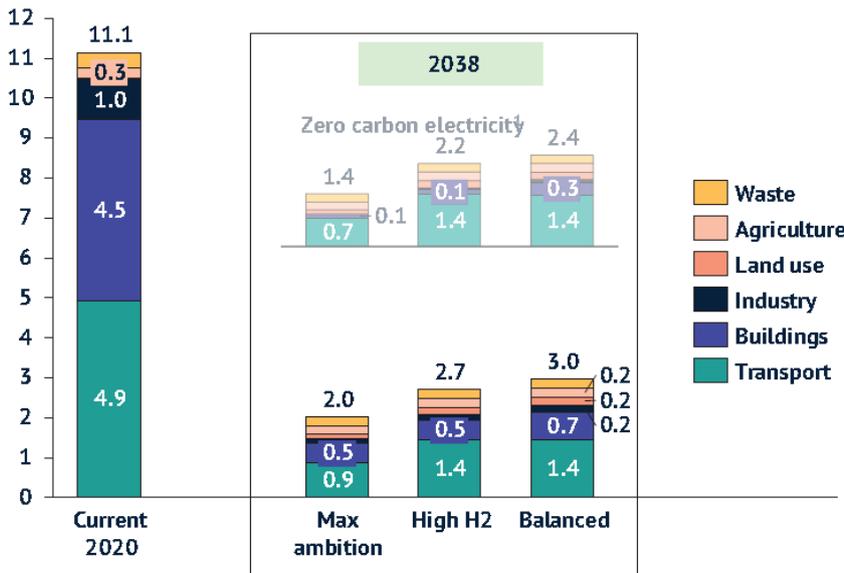
Three emission reduction pathways have been developed – one aiming to reach net zero as quickly as possible and a further two to reach net zero in 2038. Scenarios include both technological change and demand reduction / behaviour change – aiming to identify the scale of what needs to be done in the region to achieve net zero.

The scenarios developed are as follows:

- **Pathway 1: Baseline** – likely emissions outcome with current policies
- **Pathway 2: Max Ambition** – how quickly we could technically reduce emissions
- **Pathway 3: High Hydrogen** – Hydrogen leading efforts to decarbonise
- **Pathway 4: Balanced** – balanced technology mix to achieve decarbonisation

How do the pathways compare to each other?

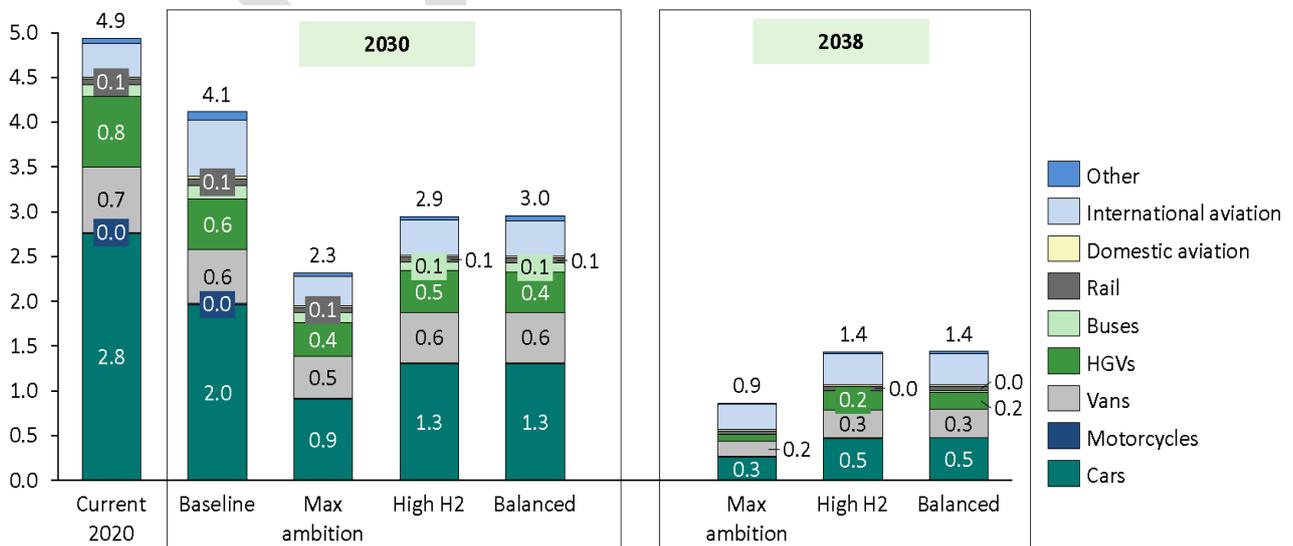
Transport emissions compared with current (MtCO₂e/year)



Transport is responsible for almost half of all emissions in our region. Under all scenarios transport emissions would need to see considerable reduction – playing a significant part in contributing towards meeting our net-zero targets.

Where do the pathways take us for transport?

Transport emissions compared with current (MtCO₂e/year)

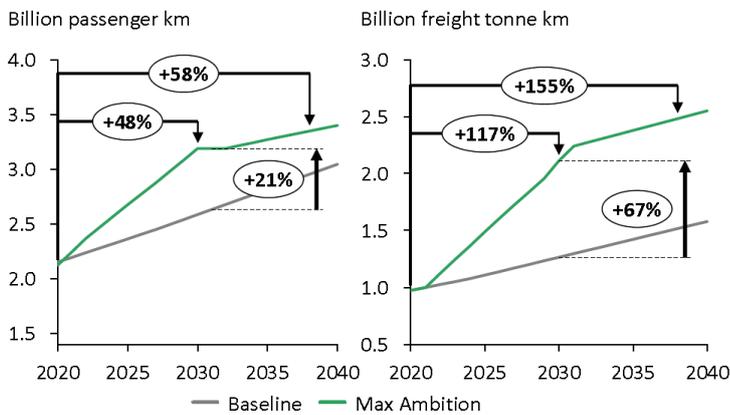


Rail contributes only a small fraction of overall transport emissions in our region – whilst 89% of all transport emissions being due to road transport, with more than three-quarters of that due to cars and vans.

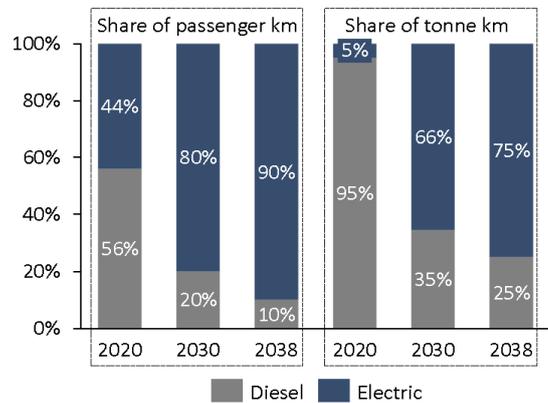
And what does it mean for rail?

Max Ambition

Required growth in future rail use

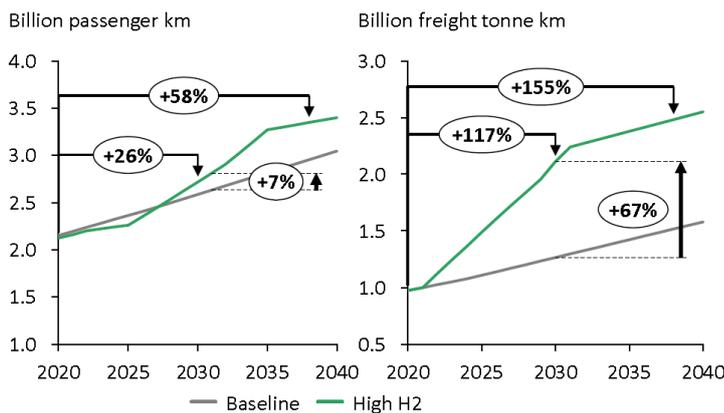


Required growth in electric rail share

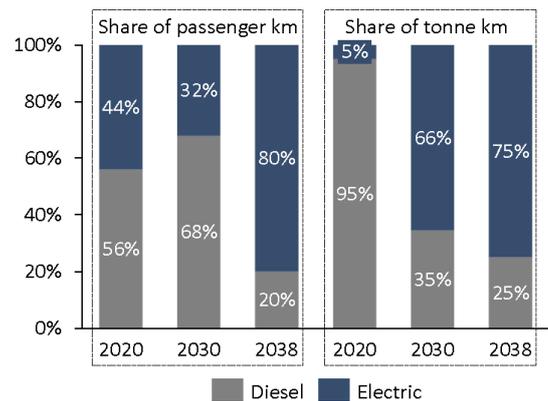


High Hydrogen / Balanced

Required growth in future rail use



Required growth in electric rail share



Rail transport of all types is, in almost all markets, an order of magnitude more energy- and carbon-efficient than alternative modes, and therefore has a significant role to play in helping to reduce overall emissions from transport in our region.

In line with our commitment to become a net zero carbon economy by 2038 at the latest, the implications of the Carbon Emissions Reduction Pathways scenarios for rail are clear:

- **Passenger growth** – we must pursue a strategy which aims to attract and accommodate continued strong growth in rail travel through to the longer term.
- **Freight growth** – under all scenarios the role of rail freight increases significantly – we must support a 10% shift of freight from heavy goods vehicles to rail.
- **Electrification** – the creation of an electrified rail network is fundamental in any scenario – both in terms of reducing emissions and facilitating modal shift.
- **Ambition** – under all scenarios the end point remains the same – we know where we need to get to – the ‘choice’ of pathway will only reflect our level of ambition.

West Yorkshire Connectivity Infrastructure Plan

The West Yorkshire Combined Authority, alongside Bradford, Calderdale, Kirklees, Leeds, and Wakefield district councils, is developing a Connectivity Infrastructure Plan. The aim is to better connect all of our places, communities, and economic assets, within the region and beyond. We will work with our communities and stakeholders to develop and deliver it.

In 2017, the Combined Authority adopted the West Yorkshire Transport Strategy 2040, setting out our policy framework for improving transport. Our Connectivity Infrastructure Plan is an extension of this – it sets out a long-term transport infrastructure investment programme for the next 20 years, providing a spatial picture of where investment is most needed.

The Plan is an evidence-led approach to identifying our connectivity challenges and solutions, consistently applied across the whole geography of West Yorkshire – aiming to enhance economic performance by connecting all of our important places, and in doing so, help deliver inclusive growth by giving particular attention to the connectivity needs for our currently more disadvantaged and peripheral communities.

Our Plan seeks to make the most of investment in national transport infrastructure. Major upgrades of existing lines are vital – most notably the need for completion of the Trans-Pennine Route Upgrade in full by 2026. The arrival of HS2 to Leeds presents a once-in-a-generation opportunity to radically transform the region's economy. Our Plan also aligns with Transport for the North's proposed investment in strategic infrastructure, such as Northern Powerhouse Rail.

These investments will ensure good connectivity to national and international destinations and will contribute to rebalancing the UK economy with greater investment and enhanced productivity in the North. But, fundamentally, our Connectivity Infrastructure Plan is about ensuring that the planned investment in HS2 and NPR works for all parts and communities of our region.

We believe we have an ambitious, yet realistic long-term plan that sets the trajectory for change. This plan will help make the case to Government for longer-term local transport budgets to deliver improvements, including unlocking the government's infrastructure fund linked to the West Yorkshire devolution deal.

Strategic Priorities – spatial view

In developing our Connectivity Infrastructure Plan, we are identifying a set of options for improving transport infrastructure and connectivity to be delivered up to 2040. The Plan covers bus, rail, cycling, walking, digital demand-responsive transport, other innovative solutions, and car. It also covers future mass transit for our region, which encompasses more than one potential mode, including rail-borne modes. The Plan identifies how these forms of transport work will be integrated, to form a coherent network that offers easy, seamless, door to door journeys.

The Connectivity Infrastructure Plan illustrates the strategic transport interventions necessary within the region to help meet the transport modal targets and regional priorities set out. The Plan identifies where investment is most required – proposals for a forward pipeline of transport infrastructure improvements – providing a spatial picture of our transport investment priorities.

As the plan is further developed, options for improving connectivity will be identified in a number of spatial plans that show which transport modes and interventions are understood to provide the most appropriate solution for a particular geography and need.

Strategic Priorities for development and delivery up to 2040

Strategic priorities identified by the Connectivity Infrastructure Plan include the following:



Relationship with the Rail Strategy

Our new Rail Strategy, building on the foundations set out within this vision document, is one of a number of key modal and thematic documents which underpin the overarching Connectivity Infrastructure Plan. The two key areas of work will continue to be developed hand-in-hand, as well as ensuring integration in the strategies being developed across wider transport modes and wider sectors.

Principles for rail development

In considering how rail can help to achieve our objectives, we have developed a set of high-level principles for rail to help shape the development of the Rail Strategy in more detail. In summary, we need to:

- Address critical capacity issues across the rail network.
- Enhance passenger experience to create a high-quality journey offer.
- Address significant disparity in the current rail service offer.
- Facilitate an integrated transport network with attractive door-to-door journeys.
- Support the decarbonisation of the rail network.

In line with our overarching priorities for the region, there is a clear alignment between these principles and our priority: 'Delivering 21st century transport'.

Building on these high-level principles, our vision must enable rail to play a full role in an integrated transport network with attractive door-to-door journeys, increasing rail's reach by designing straightforward connections with other modes and, where appropriate, by directly connecting new markets to the network.

Whilst we will aim to realise the full potential of the existing rail network throughout our region – extending the reach of station catchments, with emphasis on improving station access, service frequencies, and integration within rail and between modes – it is also vital that we also consider whether rail serves everywhere we would want it to.

In developing our new Rail Strategy we will consider the merits of expanding the current extent of the rail network in our region through dedicated areas of work including 'network gaps' and 'new rail stations', as well as in presenting our priorities for the development of existing major programmes including HS2 and Northern Powerhouse Rail.

Looking beyond the vision

In establishing a new vision for rail in West Yorkshire, we set out our aspirations for the region at a high level. Looking beyond the vision, development of the Rail Strategy will translate the high-level objectives into outcomes, and then into specific outputs.

The final chapter of this document will outline how we intend to move from the high-level vision into the development of a detailed Rail Strategy, and then subsequently moving onto how we intend to implement the strategy.

Scope

Setting out what we need the Rail Strategy to help us do, why this is vital for West Yorkshire, and what we need the strategy to capture in terms of the specific geography, timescales, and themes.

Purpose of the strategy

Building upon the ambition and objectives that have been established for the new Rail Strategy, as set out in the previous chapter, we can be clear in terms of what we need the new strategy to help us do from a practical point of view.

As highlighted below, there are four key aspects from which the new strategy will have an important role to play in supporting the work of the Combined Authority and local partners across West Yorkshire.

| | |
|-----------------------------|--|
| Existing commitments | Work in partnership with the rail industry to secure delivery of committed improvements |
| Future priorities | Influence the rail industry and help to shape the development and delivery of future interventions |
| Investment pipeline | Guide development of rail priorities for the region and establish inputs to a coherent programme |
| Passenger focus | Challenge the industry to maintain high standards of passenger experience and service delivery |

Vital need for a new strategy

The time is right for a renewed vision for rail in West Yorkshire, and for further work to establish a detailed strategy to guide our work in shaping rail investment that will impact our region.

It is vital that we have a Rail Strategy that reflects the specific needs of our region. The following graphic sets out key differentiators that clearly set out why we need a new strategy that is both specific to our region and specific to the development of rail.

| | |
|---------------------------|--|
| Local priorities | Represent local priorities for rail considering the challenges and opportunities faced in the region |
| The role of rail | Establish the role of rail within the wider transport mix across the short, medium, and long term |
| Spatially specific | Develop proposals that reflect local priorities and the spatial aspects that make the region unique |
| Role of the region | Look beyond boundaries to consider the role of the region within wider Northern and national context |

Geography

The new Rail Strategy is focussed on the West Yorkshire region, and specifically reflects the ambition and priorities across the five partner authorities.



WEST YORKSHIRE

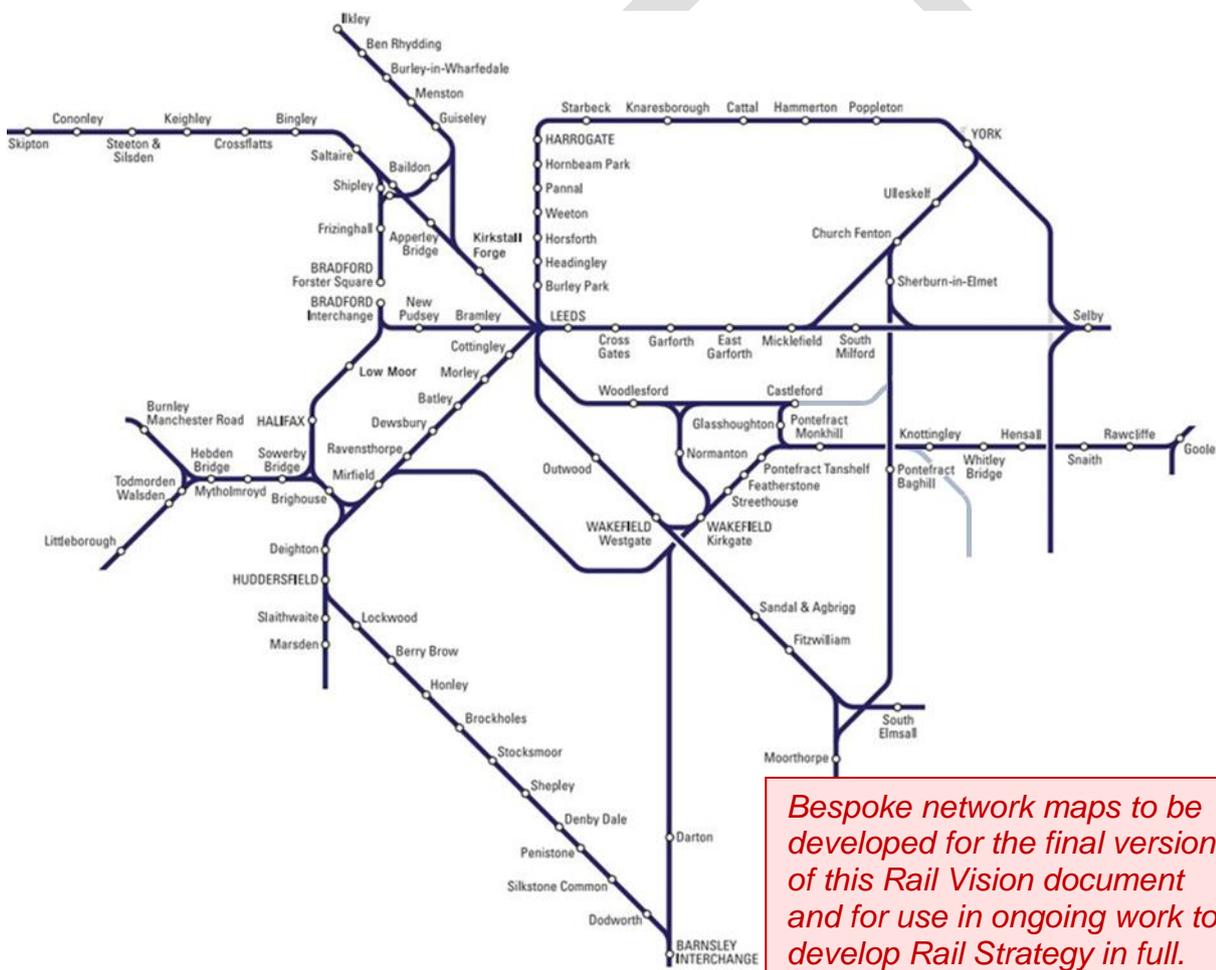


WIDER LEEDS CITY REGION

Whilst we are primarily focussed on West Yorkshire, there is a clear need to recognise significant links to wider areas and across varying geographic scales.

- **Leeds City Region** – recognising strong cross-boundary links with neighbouring areas within Yorkshire, the importance of the wider travel to work area with Leeds at the centre, and the operational nature of the rail services across the region.
- **Pan-Northern** – reflecting vital strategic connections across the North and between the major economic centres, but also significant connections into neighbouring regions, notably into Greater Manchester and South Yorkshire.
- **National** – recognising the place at which West Yorkshire sits on the national rail network, with key strategic links both North-South and East-West, and with particular significance for longer-distance business and leisure travel.

The Leeds City Region rail network



Timescales

We need our new Rail Strategy to set out the needs for our region across a wide-ranging timescale – from addressing urgent issues in the here and now through to establishing our priorities for development of the railways in the longer term.

Across this broad scope, we need the strategy to strike a balance in terms of effectively guiding our activities in delivering against specific objectives in the short term whilst also standing the test of time with an ambition that looks out to a horizon of 2050, and to do so in a way that reflects the inherent uncertainty that this timescale brings.

- **Short term** – focussing on the continued recovery of rail demand and services, continued influence in securing the delivery of existing commitments, and shaping the future of rail ‘franchises’ that meet the needs of our region.
- **Medium term** – ensuring we focus on bridging the gap between current issues and existing commitments in the short term and the delivery of major projects in the longer term – recognising the need for continued investment.
- **Longer term** – influencing the shape of future priorities in a way that maximises the potential of rail in meeting the needs of our region through the development and delivery of a holistic, integrated plan for rail within the wider landscape.

Themes

Four key themes have been established to help shape our vision for rail in West Yorkshire and will guide the development of the new Rail Strategy.

Capacity

Connectivity

Standards

Implementation

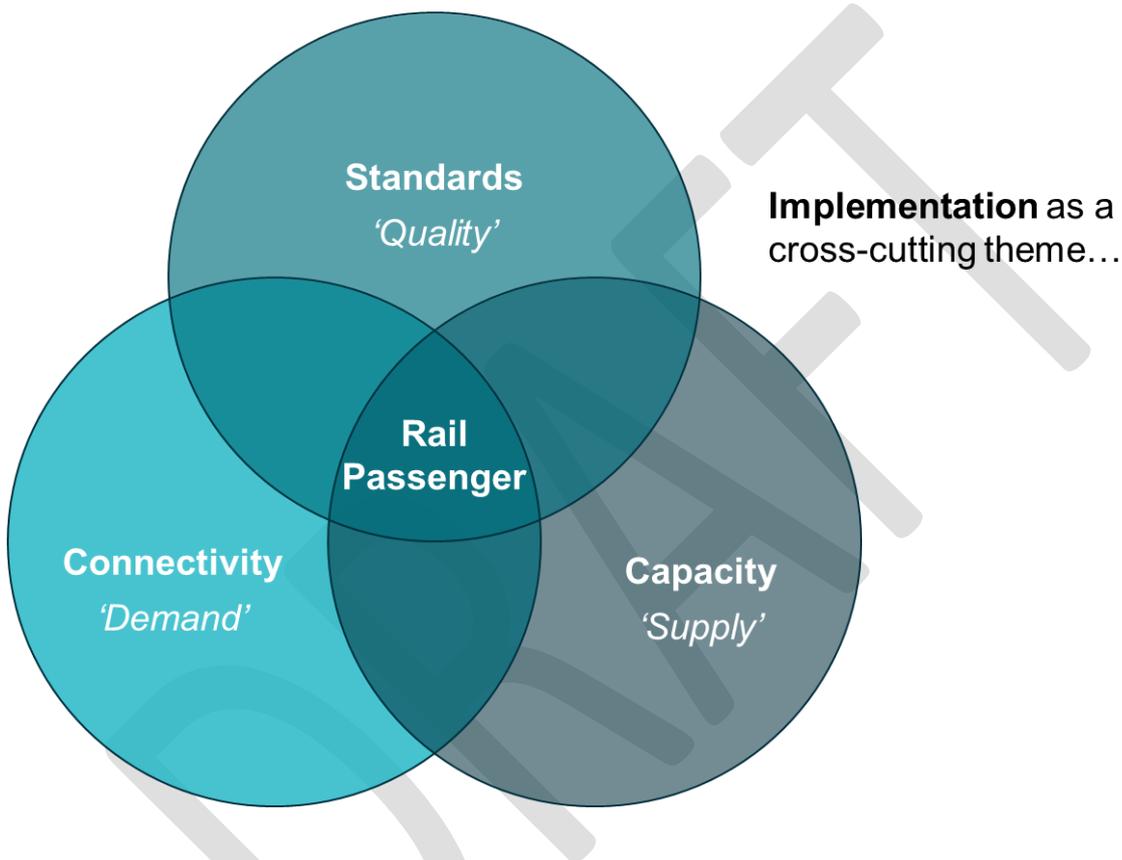
These four broad themes have been designed to organise a wide range of outputs that have been identified as potential opportunities to help deliver the outcomes and impacts set out, and ultimately to achieve the objectives of the strategy.

- **Capacity** – focussing on the ‘supply-side’ of the railways – including track capacity to allow services to operate, train capacity to provide space for passengers, and station capacity to allow our rail hubs to accommodate passenger needs.
- **Connectivity** – focussing on the ‘demand-side’ and the travel needs of our region – considering how places are connected by rail and specifically including destinations served by rail, service frequencies, and journey times.
- **Standards** – focussing on the ‘quality’ aspects of the rail journey – including reliability and punctuality, the standard of facilities at our stations and on the train, and the wider passenger experience such as fares and ticketing.
- **Implementation** – a cross-cutting theme focussing on the landscape for effecting change – including aspects relating to funding, cost-effectiveness, decision-making, the changing shape of the rail industry.

There are significant overlaps and inter-dependencies between these four broad themes that need to be kept firmly in mind in terms of developing our new Rail Strategy. These overlaps are illustrated in the diagram that follows.

As a clear example, the ability to enhance connectivity through increased rail service levels needs to be carefully considered in conjunction with the requirements in terms of network capacity, and also in a way that ensures a high standard of performance in terms of reliability and punctuality.

As is shown in the diagram below, it is vital that the passenger is placed firmly at the centre of our new strategy for rail.



The following outputs, set out across the four broad themes, will each be addressed specifically in the development of our new Rail Strategy. These outputs demonstrate the key opportunities that the new strategy will have to influence the future shape of the rail offer throughout West Yorkshire.

Capacity

Track capacity

On-train capacity

Station capacity

Freight options

Major projects

Connectivity

Journey times

Frequencies

Access & integration

Growth areas

New stations / network gaps

Standards

Reliability / punctuality

Information

Station quality

Rolling stock quality

Fares & ticketing

Implementation

Funding landscape

Decision-making

Industry structure

Devolution agenda

Cost effectiveness

DRAFT

Context

Setting out the role of rail within our region – both now and in the future – and the challenges and opportunities that need to be considered in the development of our Rail Strategy.

Rail in our region

The role of rail

The railway already plays an important and varied role in the lives of West Yorkshire's residents and businesses. It helps people get to work, goods get to market, and enables users to reach leisure, social, health and education opportunities. It does this for journeys which are made locally, regionally, nationally, and internationally.

Our railway currently performs some of these roles better than others. For example, where a good standard of rail service is provided in West Yorkshire when compared to the private car, it can achieve commuter market shares comparable to those seen in London and the South East. A high-quality rail offer as part of a comprehensive and wider integrated transport mix is a key ingredient in the delivery of our objectives.

The railway does not currently perform strongly in all travel markets, and it needs to do so if our region is to achieve its objectives. For example, rail's market for travel between parts of our region and Greater Manchester is not what we aspire it to be given the size of the travel market. Even more markedly, there are travel markets within West Yorkshire where rail's share is poor. These tend to be for journeys that do not involve travel to / from central Leeds, for journeys requiring interchange between services, as well as where the quality of the rail offer is not what we aspire to.

Rail is also self-evidently only one of several modes of transport. Whilst attempts by the rail industry have been made to better integrate, the railway is governed in a way which means it is focussed on itself, rather than as being a part of the wider transport mix. This does not help encourage a significant number of journeys to be made across transport modes and services, nor attracts users to interchange.

Rail currently consumes a significant proportion of the country's transport budget. As a public good, it is important that this investment is put to best use. For West Yorkshire, this means rail helping us achieve our objectives by making big in-roads into the huge travel market share enjoyed by the private car. We need these journeys to switch to public transport to achieve our goals.

Why rail matters

Rail transport in our region is a critical enabler of sustainable and socially inclusive economic growth, enabling improved standards of living and quality of life:

- **It expands labour markets** – it increases the pool of labour available to business, enabling the quality and quantity of employment to improve, and in turn driving productivity increases.

- **It expands product markets** – by linking businesses to their customers – rail freight does this by conveying physical products, and passenger rail by enabling the service sector to have ready access to its clients.
- **Together, these factors drive agglomeration** – that is, the coming-together of previously separated economies in a way which strengthens them, with the whole being greater than the sum of their parts.
- **It provides vital links from areas of deprivation** to those of opportunity in the form of education and employment.
- **It enhances quality of life** and supports the service and leisure economy by providing sustainable access to tourist attractions and amenities, such as retail and cultural centres and areas such as the Yorkshire Dales.
- **As a gateway to the rest of the country** – for commercial and leisure passenger travel, and to convey goods from the region to their markets – and enabling us to trade with businesses elsewhere, as well as drawing visitors into our region.
- **As a gateway to the wider world** – connecting our region directly, via the Channel Tunnel, with Continental economic hubs, as well as the ability for passengers to travel by rail to the near Continent and reducing reliance on aviation.
- **In attracting investment** – good rail connectivity is an increasingly essential factor in making our region an attractive location for businesses to invest in – especially in the context of the move towards a service-oriented economy.

There has been significant growth in use of the passenger railway in our region over the last two decades:

- In the twenty years to 2017, the use of Leeds station has more than trebled, with an average of over a million extra rail trips added every year to / from Leeds alone.
- Where a high-quality rail offer is provided, such as on the Airedale and Wharfedale lines, up to 85% of commuting journeys into Leeds are made by rail.

Freight's critical role for our region's economy includes delivering the fuel on which the Aire Valley power stations are dependent, conveying building materials from the Dales, delivering oil and other raw materials for industry, and carrying ever-increasing volumes of goods of all types in intermodal containers both internationally and domestically.

Rail transport of all types is, in almost all markets, an order of magnitude more energy- and carbon-efficient than alternative modes, in particular road and aviation:

- Even using current traction (including diesel trains), per tonne-km, rail freight's CO₂ emissions are 11% of those of road vehicles. Similarly, passenger rail is around ten times less energy-intensive than car or air transport, and around 3-4 times better than bus, with typical load factors. These advantages will only increase as rail is electrified and the electricity grid moves to non-carbon sources.
- A 5% modal shift of freight from road to rail would save 4.6 million tonnes of CO₂ each year – this is twice rail's current total emissions for freight and passenger services combined.

Uniquely amongst mainstream powered transport modes, rail has long-since been able to make direct use of non-carbon and renewable energy sources, without being constrained by a reliance on battery or hydrogen power. It does this using long-established technology – in the form of electrification. In contrast to other modes, electrification also increases the efficiency and effectiveness of rail rather than compromising it.

COVID-19 implications

Rail Strategy implications

The COVID-19 crisis has brought unprecedented disruption to society, to the way in which our economy functions, and has clearly resulted in a collapse in public transport use that has affected rail especially strongly.

There is a growing sense that we will see lasting impacts that will change the way we travel for good – where we travel to, why we travel to certain places, when we travel, and the modes we choose to suit our new travel needs.

At this point in time it is too early to say with any confidence that we know what the future holds in terms of the reshaping of rail travel markets – we face an uncertain future in the short term. We need our Rail Strategy to reflect this uncertainty.

We have identified a range of clear Implications which will set the tone for the continued development of our Rail Strategy:

There is a clear **short-term focus** on the evolving situation and the recovery of travel markets with work taking place across modes and industries. We need to keep closely involved as restrictions ease and passengers return.

The Rail Strategy **needs to look beyond** the current situation – into the medium and longer term – and crucially reflecting the fact that development of the railways can take considerable time to implement.

We need to understand the **longer-term impacts** that COVID-19 will have on the nature of demand for rail travel. We need to extend work focussed on recovery to capture the lasting impacts and changing markets.

We need to consider **supressed demand** as a significant factor. In normal times, our region faces issues including severe overcrowding and a particularly poor rail offer in many places – any spare capacity will quickly backfill.

Our strategy must be alive to **changing markets** and the challenges and opportunities this will present. Impacts will vary by place and by journey type – reduced commuting / business travel – increased leisure travel – growing role of wider centre.

We face an increasingly **uncertain future** – emphasising the need for flexibility within the Rail Strategy. We need to plan a resilient railway for a range of possible futures and to focus on growing a diverse range of markets.

We need to establish a clear **'vision' for rail**. We should aspire to shape the future, not just react to it – considering 'policy on' scenarios of the future that we want to help shape – and considering a multi-modal perspective.

Whilst the COVID-19 crisis may result in lasting change to the way we travel, our region and the places within it will undoubtedly see rail travel return, albeit different to the patterns we have become accustomed to. Cities like Leeds will come back to being places where people gather, congregate, and work, it will just be used differently.

We must continue to plan for growth in rail across our region – for economic, social, and environmental reasons. Our objectives are clearly supported by a shift towards sustainable modes, and rail in particular, and we must continue to encourage rail growth.

This need is clearly demonstrated in our emerging strategy aimed at tackling the Climate Emergency – clearly showing that we need to pursue continued investment in enhancing the rail network and services to meet both passenger and freight needs of our region.

Challenges and opportunities

Current challenges for rail

Major issues that have been identified as constraining the attractiveness of rail, and so its effectiveness in meeting our objectives, include:

- **Severe capacity constraints** on the network, suppressing existing demand and constraining growth. After decades of “rationalisation” of rail infrastructure followed by sustained demand growth, the network is essentially full, and major interventions are required to enable modal shift and for rail to accommodate the new mobility that an inclusive, sustainable, and prosperous regional economy will demand.
- **Journey times are slow** in many parts of our region – for example, the 30 miles from Leeds to Todmorden generally take around one hour, even after recent improvements, and the 14 miles from Pontefract to Leeds take over half an hour.
- **Low frequencies** also render the service less attractive – several routes still have weekday frequencies of only one train per hour; Sundays are particularly poor with some services only operating once every two hours and certain routes having no trains at all. There are also “parliamentary” routes served by skeleton services, such as to Goole or from Pontefract to Sheffield / York.
- **On-train crowding** is severe across most services in and out of our key centres – particularly Leeds – at peak times, and also occasionally at peak times. In some cases, passengers cannot even fit on the trains, let alone be seated.
- **Poor quality rolling stock** – many of our trains provide a very poor passenger experience, are uncomfortable, with only basic facilities, and are in some cases technically obsolescent.
- **Station standards are variable**, and many stations are inaccessible to many members of the community, such as those with mobility challenges.
- **Integration is poor** – train services do not connect well with one another, nor is the bus network consistently designed to link with rail and enable each mode to perform to its best ability.
- **Lack of alignment with land use** – in recent times, rail industry planning has not been aligned with wider economic and population changes across our region – for example, significant housing growth across the Five Towns area.

- **Reliance on diesel traction** – which continues to affect large parts of the network in our region – is in rail terms inefficient and polluting and continues oil-dependency and carbon emissions (even if still superior in these terms to other modes).
- **Reliability and punctuality levels are poor** – partly a result of the overcrowded network and obsolescent equipment – Leeds is one of the very worst locations on the national network for creating delays to trains – delays which are then exported to other locations, creating a poorly performing network as a whole.
- **Door-to-door journeys ignored** – too often, especially at times of disruption, but also in service planning, the focus is not on the passenger’s overall journey needs.
- **Poor value for money fares** – a widely held perception – repeatedly the finding of regular Transport Focus surveys. Rail fares compare poorly with international peers, particularly when average incomes and service quality are considered.
- **High levels of public subsidy** – at the same time, the railway continues to require relatively high levels of public financial support, especially when compared in international terms, by reference to the outputs provided. The impacts of the COVID-19 crisis on passenger revenues also presents a significant challenge.

In consequence, notwithstanding strong performance on those corridors where there has been investment and a higher-quality service is regularly provided, rail’s lacklustre performance contributes to low overall modal shares for public transport for many types of journey, especially off-peak and leisure travel.

Opportunities for rail

Against this background, there are a number of clear opportunities that align well with rail’s potential to create a vital need to upgrade the railway:

- **Climate Emergency declaration** – recognition of the climate crisis as a genuine emergency aligns directly with rail’s unique properties in terms of zero-carbon potential and energy-efficiency. This, and the shifting policy landscape towards decarbonisation, strongly implies a recognition of the role of rail in achieving this.
- **COVID-19 crisis and recovery** – while the crisis has led to a collapse in public transport use, especially strong for rail, and can be expected to lead to long-term changes in travel behaviour, the increasing recognition of the need for an economic recovery plan to “build back better”, and to include capital investment to boost the economy, should stand rail investment in good stead.
- **Post-Brexit** – as described above, an efficient railway is a vital part of a business-friendly and successful economy. The need to ensure Britain’s competitiveness after Brexit should also drive a willingness to enhance our railway network.
- **“Levelling-up” agenda** – transport infrastructure, and rail in particular, has been widely cited as one of the main factors underlying the North – South divide. A clear consensus is developing that any government serious about “levelling-up” and closing the divide should target investment directly into rail in the North.
- **Rail industry reform** – the rail industry itself is expected to go through an overdue reform process to tackle ingrained structural issues of inefficiency, perverse and conflicting incentives, and a lack of focus on the passenger and freight customer. This includes moving away from a franchise-based system and towards a more

integrated system, with a clear link between objectives and outcomes – enhancing the case for improving services and making enhancements easier to deliver.

- **Integrated Rail Plan** – since the Oakervee Review into HS2, there has been an increased recognition that projects should not be seen in isolation – leading to the Integrated Rail Plan being developed by government. It is hoped this will ensure that HS2 and NPR are developed as part of an integrated network, complementing regional networks, rather than conflicting with investment in vital local services.
- **Trans-Pennine Route Upgrade** – there appears to be a clear recognition that the this programme of upgrades is urgently needed, and should be specified to include full electrification of the York – Manchester artery as well as capacity improvements that unlock local connectivity and allow regular freight across the Pennines.

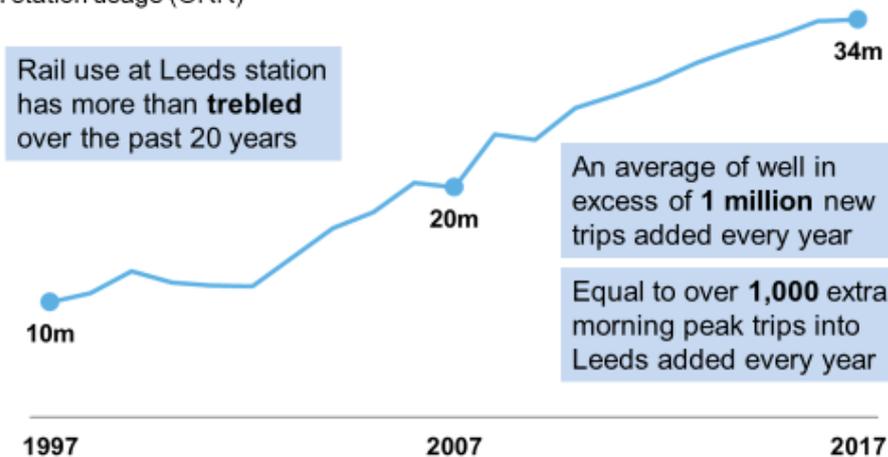
The case for growth

As part of wider rail industry long term planning for the Leeds area, Combined Authority officers have been actively involved in the development of rail passenger growth forecasting – in partnership with Network Rail, DfT, and Transport for the North.

Recent rail growth

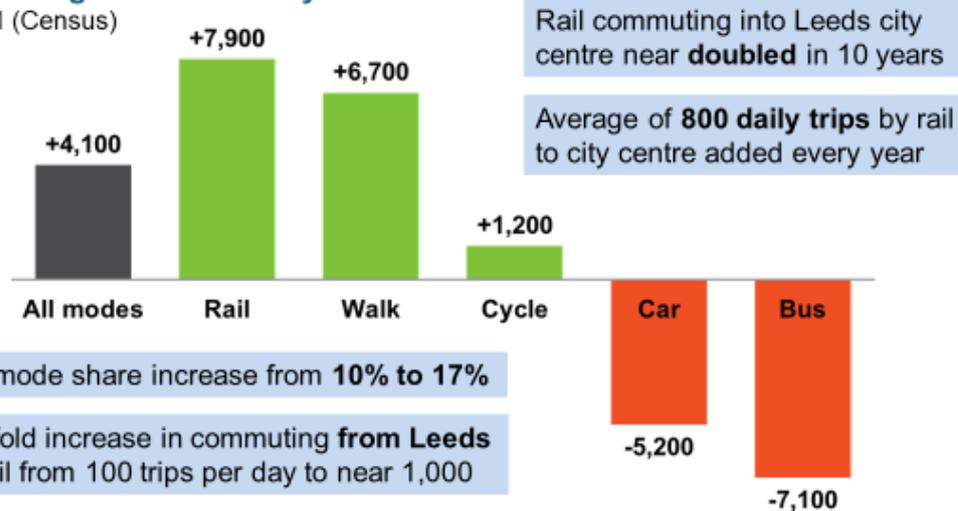
Leeds station usage – all rail trips

Annual station usage (ORR)



Commuting into Leeds city centre

2001-11 (Census)



Future rail growth

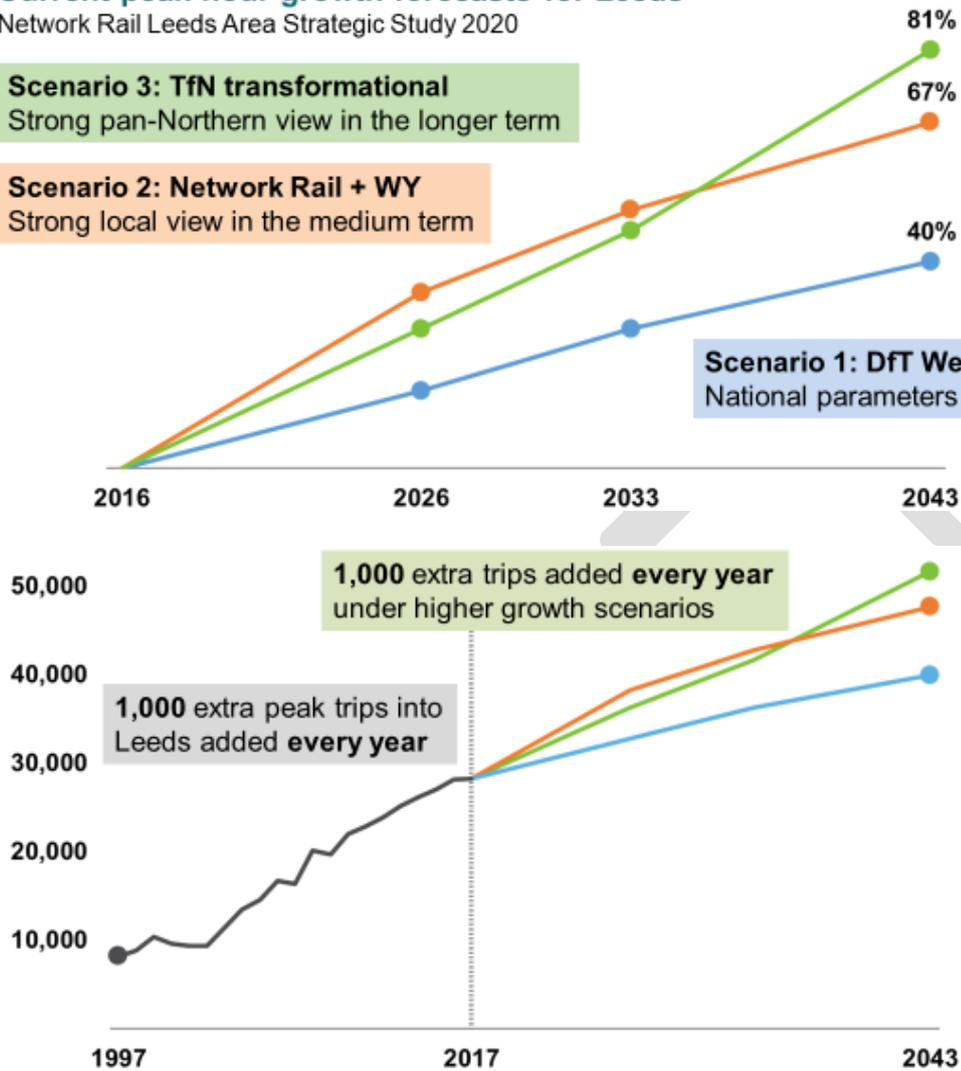
Current peak hour growth forecasts for Leeds

Network Rail Leeds Area Strategic Study 2020

Scenario 3: TfN transformational
Strong pan-Northern view in the longer term

Scenario 2: Network Rail + WY
Strong local view in the medium term

Scenario 1: DfT WebTAG
National parameters



Rail growth

Economic growth

Recent

Use of Leeds station has more than **trebled** over the past 20 years

Over **1 million** new journeys added every year on average in this time

1,000 new trips added every year into Leeds in the morning peak

Expanding labour market for central Leeds with longer distance rail trips

Economic **restructuring** with growth in key knowledge-intensive sectors

Rapid rise in **office completions** with increasing city centre share

Future

New growth scenarios present a **range of futures** for Leeds

Highest growth scenarios continue strong recent trend seen at Leeds

Forecasts **align** with the highest previous industry forecasts

Substantial new city centre office development in the **pipeline**

Forecast for **43,000** net new jobs in Leeds city centre by 2043

Ambition for growth to **double** the size of Leeds city centre

Wider policy

Setting out the wider policy landscape that our new Rail Strategy sits within, the key interfaces between the range of strategies in scope, and how policy development can be integrated.

Policy landscape

Economic and transport policy is established at a national level by Government, at a sub-national level by Transport for the North, at a regional level by the West Yorkshire Combined Authority, and at a local level by the metropolitan districts that together make-up West Yorkshire. There are policies and strategies at each of these levels that are relevant to the development of the rail network and services across our region.

There are also a number of projects that are of such a scale that plans and policies are developed at national, sub-national and local level to both facilitate the proposals and maximise their beneficial impacts. Principal amongst these are Network Rail’s plans for the Trans-Pennine Route Upgrade, the Government’s proposals for HS2 and Transport for the North’s plans for Northern Powerhouse Rail.

In 2017, the Combined Authority adopted the West Yorkshire Transport Strategy 2040, setting out our policy framework for improving transport. Our Connectivity Infrastructure Plan is an extension of the Transport Strategy – and this in turn is supported by the development of our new West Yorkshire Rail Strategy. An outline of the Connectivity Infrastructure Plan, and the interaction with our emerging West Yorkshire Rail Strategy is included within the ‘Ambition’ section.

The diagram below provides a high-level summary of the policy landscape within which our West Yorkshire Transport Strategy 2040 sits, alongside our emerging Connectivity Infrastructure Plan, in considering the range of policies and strategies across the range of geographic scale:

| | Plans | Policy | Projects |
|----------------|--|--|--|
| National | Transport decarbonisation plan | Industrial strategy Transport investment strategy Climate change act | High Speed 2 |
| Sub-national | Independent economic review | Transport for the north strategic transport plan | Transpennine Route upgrade Northern Powerhouse Rail |
| West Yorkshire | Strategic economic plan/framework Local industrial strategy Leeds city region housing vision Leeds city region green & blue infrastructure strategy | West Yorkshire Transport Strategy 2040 | Connectivity Infrastructure Plan |
| District | District transport strategies | Local development plans | |

Looking beyond this high-level policy landscape, there is a broad range of policy and strategy – ranging from the national level to the local level – which is of particular relevance to the development of our new West Yorkshire Rail Strategy.

We consider the implications of policy and strategy established both externally – by wider industry partners at a higher geographic scale – and internally – across a broad range of sectors by the Combined Authority itself and by local district partners within the region.

The following sections set out the range of policies and strategies that we have identified and indicate the specific relevance of each to the development of our new Rail Strategy.

Interfaces – external policies and strategies

There is a broad range of important policies and strategies – spanning Government, the Department for Transport, Network Rail, and Transport for the North – which have clear interfaces with our emerging West Yorkshire Rail strategy.

| Policy / strategy | Summary | Impact on our Rail strategy |
|---|--|---|
| National | | |
| Blake / Jones Review <i>Government</i> | Review of the way in which passenger rail services are delivered and decisions on service planning are made – in the wake of the May 2018 timetable debacle | The principle of “putting the passenger first” is fundamental to our approach to the Rail Strategy, including building services around clear evidence of need, and ensuring they are provided in a way that is robust and passenger-focussed. We will use the Rail Strategy to set out our future role within the rail industry. |
| Williams Review <i>Government</i> | Comprehensive review into the structure of the rail industry at all levels, including the roles of infrastructure providers, passenger and freight train operators, regulators, and governance bodies. Expected to recommend far-reaching reforms including a move away from the franchising system. | While the Rail Strategy will not focus directly on industry structure, the implementation of this strategy’s recommendations will be a critical theme. In this context, it is recognised that the current structure has in many respects failed passengers (and arguably prospective freight customers) in terms of creating inefficiencies and perverse incentives and has made enhancements difficult to deliver. |
| Rail Freight Strategy <i>Department for Transport</i> | Four priority ideas are identified where further action could empower rail freight to achieve its potential – innovation and skills, network capacity, track access charging, and telling the story of rail freight. | Sets the context for the growth of rail freight nationally and identifies steps that could help deliver this growth alongside regional and wider national interventions. |
| Freight Network Study <i>Network Rail</i> | Sets out a national level view of how freight is likely to develop in rail over the coming decades. | Informs our Rail Strategy on freight development, including in particular identifying existing trends, challenges, and opportunities. |

| | | |
|---|---|---|
| <p>Traction Decarbonisation Network Strategy <i>Network Rail</i></p> | <p>Developed in parallel with the CMSP process (see below), sets out a clear national strategy for the movement of the railway towards post-carbon operations, with the emphasis on electrification, supported by other technologies in certain instances, in the context of rail playing an increased role due to its inherent advantages in carbon terms.</p> | <p>Directly informs our Rail Strategy on decarbonisation and aligns closely with existing WYCA policies in particular on network electrification. Expected to be followed by regional daughter documents.</p> |
| <p>Sub-national</p> | | |
| <p>Integrated Rail Plan – North and Midlands <i>Department for Transport</i></p> | <p>Plan being developed in conjunction with the National Infrastructure Commission to achieve better integration of major projects such as High Speed 2 and Northern Powerhouse Rail with one another and an aim to improve alignment of policy objectives.</p> | <p>Optimisation of these existing schemes, including in particular their integration with wider rail priorities (such as regional networks), is a fundamental imperative for the West Yorkshire Rail Strategy.</p> |
| <p>Strategic Transport Plan <i>Transport for the North</i></p> | <p>Plan outlines how up to £70 billion of investment could rebalance decades of underinvestment in the North and contribute towards an additional £100 billion in economic growth. Representing the first time local leaders have spoken as ‘one North’ on this topic.</p> | <p>Strategic Development Corridors work can support our Rail strategy recommendations towards the major schemes and future pipelines of rail investment throughout our region.</p> |
| <p>Long Term Rail Strategy (LTRS) <i>Transport for the North</i></p> | <p>The framework for how rail in the North of England should be developed over the next 20 years, including in particular setting ‘Desirable Minimum Standards’ for many aspects of the rail system.</p> | <p>Ties in with our aims for the strategy to support all aspects of the rail experience – capacity, fares, station quality, simple understandable journeys, etc. – and the integrated development of the rail network to serve all markets. Many of the standards in the LTRS are based on, or align closely with, existing WYCA standards.</p> |
| <p>Continuous Modular Strategic Planning (CMSP) <i>Network Rail</i></p> | <p>Locally focussed work to identify current and future rail infrastructure needs in the short, medium, and longer terms, based primarily on forecast trends in passenger and freight demand. Particularly relevant CMSP modules include Leeds (published 2020), the northern East Coast Mainline (published 2020) and Doncaster (in progress).</p> | <p>CMSP work informs our Rail Strategy and is informed by it. For example, WYCA has worked closely with Network Rail in developing the CMSP studies listed, and the studies provide a strong base on which our aspirations for improved rail connectivity will build.</p> |

Interfaces – internal policies and strategies

The railway already plays an important and varied role in the lives of West Yorkshire’s residents and businesses. Reflecting the vital and wide-reaching role that rail plays in our region, rail features at the heart of wider policies and strategies across West Yorkshire.

| Policy / strategy | Summary | Impact on our Rail strategy |
|--|---|---|
| Regional | | |
| West Yorkshire Transport Strategy 2040 (adopted 2017) WYCA | Overarching strategy document that sets the principles for the Connectivity Strategy and, in turn, for the strategies flowing from that, including the Rail Strategy. | The Rail Strategy must be in line with the Transport Strategy and cognisant of the work being done beyond the railway across all modes of transport. |
| West Yorkshire Connectivity Strategy (in development) WYCA | An overall approach to connectivity that takes the view that transport should not be a barrier to people accessing jobs, to businesses choosing to invest in West Yorkshire, and to improving the quality of life of residents and visitors. Improvements in transport are a catalyst for change across all these objectives. | The immediate parent document to this Rail Vision and the emerging Rail Strategy. A connectivity pipeline of future transport interventions covering bus, rail, cycling, walking, and urban transit proposals, as well as demand responsive transport / future mobility solutions will be created – which needs to be considered in conjunction with the vision of rail provision and how passengers access the railway. The need for improved integration across all sustainable transport modes will dictate much of the approach to rail connectivity. |
| West Yorkshire Connectivity Investment Plan (in development) WYCA | This sits below the Connectivity Strategy, setting out how the interventions needed to deliver that strategy translate into specific schemes, and how / when these should be delivered. | This document will include schemes identified by the Rail Strategy alongside those relevant to rail identified in other source documents, such as Network Rail’s CMSP work. Further detail is provided in the ‘Ambition’ section. |
| Leeds City Region HS2 Growth Strategy (adopted 2018) WYCA | A strategy for integrating HS2 with the wider network, the use of released network capacity, and the optimisation of HS2 itself. | Forms part of evidence base, in particular as regards the role of HS2 and the opportunities it presents. |
| West Yorkshire Bus Strategy (adopted 2017) WYCA | A strategy to create a modern, integrated, and innovative bus system which puts customers first. | Forms part of evidence base, in particular as regards better integrating bus and rail services. |

| | | |
|---|--|---|
| <p>West Yorkshire Future Mobility Strategy (consultation late 2020) WYCA</p> | <p>Investment in Future Mobility within West Yorkshire represents a desire for a step change in mobility across the region that is firmly focussed on local needs, places, and people, providing benefits for the region, including the hardest to reach communities that could be left behind as technology moves forwards.</p> | <p>We need to consider the role of rail in a strong and resilient transport system where future mobility modes are integrated with existing services. The Rail Strategy needs to ensure rail initiatives remain inclusive and accessible and, whilst utilising technology to improve the customer experience, also ensure that groups who are not digitally enabled are still able to access the benefits of this technology.</p> |
| <p>West Yorkshire Carbon Emission Reduction Pathway (CERP) (consultation late 2020) WYCA</p> | <p>Sets out at a high level the types of measures that are needed for the region to meet its obligations and targets, in particular the transition to net-zero carbon by 2038, with transport forming one of the greatest challenges.</p> | <p>Rail has a particularly strong role to play in transport decarbonisation, primarily from modal shift from car, lorry, and air, but also from completing the decarbonisation of the railway itself, primarily via electrification. Further detail is provided in the 'Ambition' section.</p> |
| <p>Transport Recovery Plan WYCA</p> | <p>The transport-focussed plan for the economic recovery post COVID-19 for the travelling public of West Yorkshire covers public transport, ticketing and information, walking and cycling, and road travel – also considering wider goals relating to inclusive growth and environmental sustainability.</p> | <p>The goal of the plan ties in with the Rail Strategy and the new strategy will need to reflect any new systems / infrastructure that could be brought forward due to the pandemic.</p> |
| <p>Local</p> | | |
| <p>District Transport Strategies <i>Local Authorities</i></p> | <p>Documents setting out the visions of individual local districts alongside a summary of transport schemes to be considered.</p> | <p>Evidence of district priorities and aspirations to be fed directly into the Rail Strategy, based on these policy documents also but supplemented by extensive consultation.</p> |
| <p>Local Development Plans <i>Local Authorities</i></p> | <p>Sets out local authorities' policies and proposals for land use in their areas, guiding day-to-day decisions on planning matters.</p> | <p>Evidence of local priorities and aspirations to be fed directly into the Rail Strategy, based on these policy documents but supplemented by extensive consultation.</p> |

Priorities

Setting out our priorities for the future of rail in our region – the needs of passengers and businesses – established through engagement with the West Yorkshire Transport Committee.

Transport Committee engagement

Combined Authority officers have embarked on a programme of engagement with local partners across the region. Interactive workshops have been held with our Transport Committee to gather inputs on priorities for rail, including in-depth district-by-district sessions with members.

From this engagement activity, key messages on priorities have been drawn – presented in the form of vision statements that will guide the development of our Rail Strategy:

Our priorities – we will continue to make a strong case for enhancements across our region, with rail vital for the success of the economy, inclusive growth, and tackling the Climate Emergency, and being at the heart of wider regional strategies.

Social inclusion – we will pay particular attention to the rail offer in deprived and disconnected communities, ensuring sustainable modes are competitive, and addressing cost of travel as a significant barrier for particular groups.

Barriers to travel – we will address disparity across the region, communities with little or no access to the network and areas where the service offer is very poor, and focussing on delivering frequency, reliability, and simplicity for passengers.

Wider markets – we will make the case for growing the role of rail in serving wider journeys, including access to health and education, supporting leisure and tourism, and placing a greater emphasis on expanding the role of rail for freight.

Rail investment – we will work in partnership with the industry to press for major investment as part of a long-term integrated strategy, building on commitments and extending the reach of major projects to secure the best outcomes for our region.

Capacity constraint – we will focus on addressing critical bottlenecks as a high priority, where track, train, and station capacity cause misery for passengers, stifle the potential of rail, and restrict economic growth across the region.

Maximise existing – we will endeavour to realise the full potential of the current rail network, extending the reach of station catchments, with emphasis on improving station access, service frequencies, and integration within rail and between modes.

Door-to-door – we will focus on the full journey, rail travel as part of an integrated transport network, including access to the network, the growing role of local multi-modal ‘hubs’, making connections work, multi-modal fares and ticketing, and ensuring access for all.

Local connectivity – we will place a far greater emphasis on enhancing local rail services, including how they integrate with other rail services and wider modes of transport at natural hubs and nodal points across our region.

Quality standards – we will push for high quality standards throughout our region, reflecting the varied needs of passengers in understanding the network, accessing information, and making the journey – including safety throughout the journey – and with a focus on non-regular users.

Officers at our local authority partner councils have also been engaged through our Chief Highways Officers group and through additional one-to-one sessions with each district partner authority.

With a clear need to work in partnership with the industry, early engagement has also taken place with our Train Operators Forum. With a view to greater collaboration in strategic planning going forwards, consideration is being given to a greater focus of this group on the medium to long term needs of the region.

Local engagement and initial analysis to date has underlined the importance for the Rail Strategy to address local accessibility, with an emphasis on enhancing local services. This implies a focus not just on major projects, but also ways to address barriers to accessing the network, including access to stations, better integration with bus services and future urban transit proposals, as well as joined-up information and ticketing.

The new Rail Strategy will provide the overarching context that sets the tone for the Combined Authority's ongoing involvement in a wide range of strategic rail activities. Each area of work will draw on the priorities established as part of the development of the new strategy.

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Vision summary

Setting out our vision for the future of rail in our region, identifying specific areas for enhancement, and shaping investment in the region's rail network through to the medium and longer term.

The future of rail in our region

Our vision for the rail network is best understood by considering a future journey in West Yorkshire, showing how the various themes within our emerging Rail Strategy contribute to delivering that vision.

Our vision of a journey

The journey begins at the traveller's front door. While she has used public transport before, she has not previously made this particular journey, but she is not put off by this, because the system is simple and legible – real-time information is easily accessible, consistent, and available to all.

She does not live within walking distance of a rail station, but the twice-hourly bus service – all day, every day – connects her village to a station, and every bus has a convenient onward train connection in each direction. This station is a local transport hub which she is familiar with using because of the variety of buses and trains that connect with one another – her own local bus service is the gateway to the wider world.

As a local transport hub, the station has attractive and modern facilities, including ticket retail, toilets, and a heated waiting room – in addition to the basic standards provided at all stations such as ample covered waiting and seating areas, internet access, good lighting, and built-in features that make the passenger feel safe at all times of day and night.

The clear information screen next to the bus stop confirms that the train, due in five minutes, is on time. The transfer from bus to train is a few metres' walk – weather-proof, step-free, and by a well-signed and intuitive route – personal mobility issues do not create a hurdle for her, nor had she brought her young son in his buggy.

Having already 'checked in' to the public transport network when she boarded her bus, there is no need to think about ticketing – the system automatically calculates the cheapest fare once she has reached her final destination.

In good weather, she might have chosen to cycle to the station, taking advantage of ample free, secure, and weather-proof parking for her bike. Some other passengers still need to use cars to access the railway, taking advantage of secure parking – and the opportunity to charge their cars' batteries – or being dropped at the convenient drop-off point.

An easy, level step from the platform takes her onto the train itself, on its way to the urban centre – a few minutes after she alighted from her bus. Finding a seat is not an issue – despite increases in demand for rail – even at peak times standing is the exception rather than the rule. The days of passengers left behind at stations are as much a memory as the cancellations and delays that used to leave the passenger high and dry.

The smooth-riding, rapid, and quiet train – enabled by comprehensive electrification of the network that has eliminated carbon emissions from rail in the region – has comfortable seats that enable the unique landscapes of our region to be enjoyed. Our traveller may choose to plug her device into the charging points – catching up on work, social networking, or on-board entertainment – making use of the fast internet connection which is not defeated by the line’s numerous tunnels. Her sense of personal safety and confidence in her journey are bolstered by the informed and visible on-board staff.

Arriving on time at the city’s hub station, if our traveller were making a longer-distance journey or simply continuing to another part of our region, she would scarcely need a timetable. The clockface-timetable is arranged with departures in all directions within the next ten minutes – the same system that works twice every hour all day, every day, at every rail hub. For those on the busiest lines, up to six trains run every hour and it is simply a case of “turn-up-and-go”. The urban bus and mass transit networks too are oriented so that seamless interchange is the norm – in many respects there is little difference between the passenger’s experience of each mode.

However, in this case her destination lies a short distance away in the city centre. Given it is uphill, she uses her transport subscription – again without need to worry about ticketing – to remove an electric bike from the station’s dock to the door of that destination.

Thanks largely to the seamless interchange, the overall journey has taken – door to door – less time than if she had chosen to drive – it has been more relaxing than driving, and, even if she had been travelling as part of a group today, slightly cheaper.

Our passenger is not the only one to benefit from the realisation of our vision for rail. The freight customer too can expect rail to contribute to an integrated and zero-carbon end-to-end logistics solution which guarantees reliable and fast shipping on a multimodal network that does not trade off the passenger against the freight customer but has allowed both to flourish as part of a transport system that enables inclusive and sustainable economic growth while enhancing quality of life.

Realising the vision

Realising our vision will not be a simple or rapid task, and the Rail Strategy therefore will focus closely on implementation. This includes not only identifying the infrastructure needed to raise the railway to the capability and capacity standards the Vision implies, but also ensuring that existing major schemes such as HS2, Northern Powerhouse Rail, and the Trans-Pennine Route Upgrade are delivered in full and in the best way possible.

It will also entail working closely with other transport modes within the overall integrated connectivity plan, as well as ensuring that the coverage of the railway itself is optimal, and therefore considering the potential role of new stations and network gaps against this multimodal context.

The following sections of this document set out our vision for the wide range of specific themes – as illustrated in the journey example above – in greater detail.

Connectivity needs

Our vision for rail must have our connectivity needs at its heart. We must fully capture these needs in an integrated way – without compromising the ability to improve rail travel for any particular part of our region or section of society:

- All rail markets and journey purposes – including both passenger and freight.
- All rail service types – including local, inter-regional, and longer distance travel.

We have identified clear gaps in rail connectivity – within our region and beyond – where we see strong travel demand potential being held back by poor existing rail connections.

Journeys must be considered in their entirety – door-to-door – to understand what a successful network looks like. We must provide for the unique characteristics of West Yorkshire – connecting places and people in a polycentric region. This requires:

- A comprehensive network with wide geographic coverage.
- A door-to-door integrated travel solution.
- Simplicity, predictability, and reliability for passengers.
- Every stop as a gateway to the wider world.

Our vision is to enable travel from anywhere in West Yorkshire to anywhere else in the region, at least twice per hour, at the same time each hour, all day, and every day – seamlessly, simply, reliably, and without worry about ticketing.

We have set an ambitious target that all journeys – from door to door – should be possible in a journey time that is no greater than the off-peak, uncongested, car journey time.

We present a range of ‘connectivity concepts’ for the public transport network which aim to support us in achieving our objectives – these concepts include:

- Comprehensive integration of rail with bus and other sustainable modes.
- A single system rather than a set of disjointed independent services.
- Fast direct services for the most important high-volume rail flows.
- Rail-to-rail and bus-to-rail interchange hubs throughout our region.
- Interchange as simple, convenient, and reliable as the best in the world.

For all local rail passenger services, we have established clear and consistent service frequency standards – to address existing poor levels of service and significant disparity:

- **2 trains per hour** – Minimum standard for all established local rail services. Some ‘emerging’ routes should see phased improvement to reach this level.
- **4 trains per hour** – Higher frequency ‘turn-up-and-go’ services on core routes into our main urban centres – particularly to and from Leeds.
- **6 trains per hour** – ‘Enhanced’ services connecting our major centres with the regional centre in Leeds, plus hubs providing multi-modal interchange.

Capacity needs

With the connectivity needs of our region at the heart of our vision we must seriously consider the capacity that we require – both on the network and on our trains – to make this vision a reality.

We have analysed the future capacity requirements of the rail network in the region – considering the need to accommodate:

- Expected growth in rail passenger demand.
- Service enhancements to meet our frequency standards.
- Wider connectivity aspirations designed to increase the role of rail.
- The increased future role of rail freight services.

Looking out to a longer-term horizon of 2040, we have identified solutions to provide the required capacity – spanning both rolling stock and infrastructure enhancements.

Passengers face travelling on crowded rail services in our region on a daily basis. Many passengers on peak services are required to stand for large parts of their journey, and in some cases are unable to board at all due to severe overcrowding.

To meet expected growth in demand and reduce overcrowding we will need longer trains or more frequent services. By 2024 we are likely to need an extra 60 carriages – with a further 70 carriages expected to be required by 2040.

We have identified that substantial infrastructure work will be required to support the needs of our region in the medium and longer term – with specific interventions across four broad categories:

- **Platform lengthening** – to allow longer services to run on routes throughout our region.
- **Signalling enhancement schemes** – designed to make better use of existing heavily-used sections of the network.
- **Capacity enhancement schemes** – typically focussed on key junctions and stations across the region.
- **Four-tracking of key sections of route** – to enable the separation of overlapping services at critical bottlenecks.

We have set out ‘how’ and ‘when’ these critical capacity enhancements should be delivered – a timeline over the next twenty years shown as a series of ‘configuration states’ grouping schemes into delivery packages.

We have identified five ‘configuration states’ covering up to 2040 – as we step up through our connectivity and capacity needs – designed to show a set of logical steps through which the future rail network in our region can be developed.

The capacity needs we have identified will shape our work with the wider rail industry as we move towards achieving our ambition for rail in our region.

Major programmes

Investment in rail is crucial to economic prosperity in our region – in attracting investment and creating jobs, in tackling capacity and connectivity constraints which hold back our growth, and in planning our economic recovery in the wake of the COVID-19 pandemic.

As the North's busiest transport hub, Leeds Station is pivotal as the lynchpin hub to these three programmes. More widely, we need a rolling programme of electrification across the region's network and substantial continued investment in our established major routes.

HS2, Northern Powerhouse Rail (NPR), and the Trans-Pennine Route Upgrade (TRU) provide once-in-a generation transformational opportunities for our towns and cities. We need a commitment for long term, integrated project delivery – to achieve:

- **Balanced growth** – sustainable inclusive economic growth.
- **Capacity relief** – delivering local and national rail capacity.
- **Sequencing** – a delivery plan designed to deliver benefits much earlier.
- **Improved journey times** – both within and outside the region.

Integration is especially important for West Yorkshire as almost all inter-city services are operated on a mixed-use railway. Much of our network is operating at capacity and will struggle to operate increased services without infrastructure improvements.

If developed and delivered in an integrated manner as the North needs, HS2 and NPR can release vital rail capacity on existing routes which could be utilised for enhanced local and regional services, as well as increased freight traffic.

Improvements must be integrated with local and intra-regional rail – isolated programmes could have negative impacts on such rail services which play vital roles in our region. We need key pieces of infrastructure to be delivered as part of a single, joined-up plan:

- **HS2 Eastern Leg** – Completion of HS2 Phase 2b east between Leeds and the Midlands. This includes early delivery of the Leeds HS2 station along with a link south to a junction with the existing network.
- **Northern Powerhouse Rail (NPR)** – Delivery of the full NPR network linking Leeds, Bradford, and Manchester – with a new through station in the centre of Bradford to accommodate both NPR and Calder Valley services.
- **Trans-Pennine Route Upgrade (TRU)** – Completion in full by 2026, including electrification between Huddersfield, York, and Selby, and the Garforth touchpoint, to provide additional capacity now to support economic recovery.
- **Leeds Station** – With the station approaching pedestrian capacity, investment is urgently required. We also need to create significant additional capacity on the eastern and western approaches to the station to relieve the current bottleneck.
- **Electrification** – A rolling programme to create an electrified City Region rail network, starting with the Calder Valley line, to decarbonise the railway and the economy, and to open up opportunities to transform connectivity.
- **East Coast Main Line (ECML)** – Continued investment in this vital economic artery – optimising links to London – and which will remain critical after HS2 is delivered.

Decarbonisation and electrification

The world faces a climate emergency. Moving towards a post-carbon society has moved centre-stage. Our region has pledged to become net-zero carbon by 2038. Transport – especially road transport – is the largest contributor of emissions in our region.

Rail enjoys strong natural advantages in that it is energy-efficient and is suited to electrification – with technology that is mature, efficient, and technically simple. Combined with renewable power sources, rail can be close to zero-carbon in day-to-day operation.

- **Modal shift** – We will prioritise measures to encourage mode shift from road to rail travel – and attracting new passenger and freight travel to rail.
- **Electrification** – We will strongly support the need for a rolling programme of electrification – ultimately covering all routes in our region.

A zero-carbon railway for West Yorkshire is wholly achievable and must be aligned to an attractive railway which carries a higher share of traffic. We must place public transport and active modes at the heart of our strategy, while pursuing decarbonisation.

Electrification will be the greatest single weapon in our armoury, enabling efficient, cost-effective, productive, and attractive rail services with low or zero carbon emissions.

Reliability and punctuality

Reliability and punctuality, together referred to as ‘performance’, are critical for rail in our region. Poor performance is a major barrier to travelling by rail.

‘Reliability’ relates to the cancellation of services – ‘punctuality’ focuses on whether they arrive at their destinations on time. The “short-forming” of trains – where fewer carriages than scheduled are provided – is also a significant issue, notably at peak times.

- **Network capacity** – We need investment in additional capacity in the rail network – performance must form a major element of work to identify future rail infrastructure capacity requirements.
- **Network resilience** – We need a more resilient rail network – with a clear focus on mitigation and prevention measures associated with the wide range of drivers of poor performance.
- **Passenger experience** – We will continue to influence the rail industry to put passengers at the heart of rail operations planning – working as “one team” with a focus on passenger-focussed performance monitoring and information provision.

In building confidence in an integrated public transport network, performance must be a top priority – we must focus on creating a more resilient railway which minimises both the likelihood of poor performance and the magnitude of the impacts.

We must promote a suite of interventions to move towards a railway where reliability and punctuality cease to be a significant concern influencing passengers’ choices, and where freight customers can have full confidence that rail will deliver.

Rail stations and access to the network

Stations are the gateways to our rail network – while rarely the true start or end of a journey, they provide the traveller's first and last interaction with, and impression of, the railway. Our stations must be high quality environments that are fit-for-purpose.

Stations are a vital stage of the door-to-door journey, and to grow use by all groups, the type, quality, and level of amenity of station facilities, as well as the ability to access the station, are all important factors that impact on travel choice.

- **Passenger experience** – We will make our rail stations attractive and pleasant places, well rooted in their communities, and perceived at all times as safe – with consistent and high standards to enhance the image of public transport as a whole.
- **Access for all** – It is a fundamental principle that all stations – throughout the network – must be fully physically accessible to all members of the community.
- **Maximising potential** – We will expand the reach of our rail stations into wider communities across the region – looking beyond the immediate station area – and ensuring the stations themselves provide the necessary facilities to maximise use.

Our vision for rail stations is to enable the successful contribution of the rail network to achieving socially inclusive and sustainable economic growth in a post-carbon society, by:

- Acting as attractive gateways to the railway network.
- Forming an active part of an integrated public transport system.
- Providing comfortable, safe, and pleasant waiting environments.
- Ensuring that the high standards provided are well maintained.
- Providing accurate, timely, clear, and accessible information.
- Optimising physical links between stations and their direct catchments.
- Being rooted in communities and seen as assets in their own right.
- Playing a role in attracting investment and regenerating catchment areas.

All stations must be fully accessible to all members of the community – this means the ability to use all station facilities, not just access to platforms and onto trains. A national programme to bring the entire system up to standard must be a firm commitment.

There is no single standard for all stations – while some basics such as shelter, lighting, information, and seating are a minimum, stations vary widely in their levels of usage and in the functions they serve.

The facilities provided at stations across our region will be designed to reflect:

- **Typology of place** – e.g. regional or sub-regional centre, local centre, etc.
- **Function** – e.g. residential area, employment hub, leisure destination, key interchange location, mixed functions, etc.
- **Usage levels** – Including the potential of stations rather than current footfall, which may at present be suppressed by poor service levels and / or facilities.

Rolling stock quality

The quality of trains serving our region's railway forms a significant part of the overall passenger experience – which is altogether vital for encouraging modal shift in favour of public transport and sustainable modes.

We need to make the train an attractive place for the passenger to spend time – rather than a last choice – whether it be for a daily commuting journey, a productive business trip, or to travel on a family holiday.

- **Passenger experience** – We will promote development of a consistent rolling stock offer for each category of journey type – suited to the market being served.
- **Productivity benefits** – We will push to maximise productive time on trains with a clear need for adequate seating capacity and high-quality digital connectivity.
- **Rail as a choice** – We will strive for a high-quality travelling ambience – such that rail travel becomes a positive choice, rather than a “distress purchase”.

We will promote a rolling stock strategy which reflects the differing needs of different types of passenger – accounting for the mixed markets served by many routes across our region – and also the changing passenger expectations brought about by the COVID-19 crisis.

We must also ensure that efforts to enhance rolling stock across the rail network in our region also take account of significant wider factors including accessibility to all users and service performance and reliability.

Rail freight

Rail freight can be a highly energy-efficient and cost-effective means of transporting goods of a wide variety. When electrically powered, it can be effectively zero-carbon. In recent decades, rail has struggled to make progress against road competition in many markets.

In a modern sustainable economy, the rail network needs to provide for both freight and passenger services, and it is often the case that capacity provision that would help rail freight to run would also be beneficial to passenger flows.

- **A growing role** – We strongly advocate the growth of rail freight for both the transfer of existing flows to rail and the clean growth of new businesses.
- **Planning strategy** – We will keep a clear focus on critical operational factors which must be met to maximise the full potential of rail freight.
- **Major projects** – We will continue to influence the development of major projects to ensure that greater emphasis is placed on expanding the role of rail for freight.

Rail freight must be allowed to grow through modal shift, as well as from new and increased economic activity – providing an alternative to the road network for the transport of freight, helping to reduce congestion, improving air quality and urban amenity, and reducing carbon emissions.

Rail freight can play a vital role in the sustainable development of the economy of our region whilst enhancing quality of life and transitioning to a post-carbon society.

Safety and security

Safety on Britain's railway has been a success story both in terms of international comparisons and comparisons with other modes. This safety record forms a strong argument in favour of rail in terms of encouraging modal shift from road to rail.

A strategy aimed at achieving modal shift can only succeed if the passenger (and society as a whole) have confidence in every aspect of its operation, and that must include confidence in safety, as well as perceptions of personal security.

- **Industry best-practice** – We will continue to support the development and application of world-leading practice on safety throughout the rail industry.
- **Modal shift** – We will continue to promote strategies rooted in the benefits of associated with modal shift towards rail as an inherently safe mode of travel.
- **Industry challenge** – We will use our position as an independent body to raise challenges with regard to safety and security that reflect local conditions.

Those travelling in our region should not consider safety or security to be significant concerns influencing decisions on the use of public transport. We will achieve this by building on the world-leading safety record and increasing rail's modal shares.

The railway must not only effectively protect the personal safety of its passengers but be seen to actively do so. Measures to maximise security and "visible safety" must extend across all areas and at all stages of their journey through to the final destination.

Fares and ticketing

However efficient, reliable, comfortable, and fast the rail system may be, it cannot be effective in achieving its objectives if the railway is perceived as offering poor value for money and / or having a complex ticketing system that deters travel.

The rail fares system in Britain has changed relatively little since the 1990s and no longer reflects how we live and work. We need a system that can fit around how people live their lives and travel, and that ensures that they get the best fare for the journey they make.

- **Simplicity** – We will call for improvements to reduce the complexity of fares and ticketing – aiming for a system which simple, clear, and easy to use for passengers.
- **Value for money** – We will support measures to ensure passengers achieve best value for money for their travel – whilst tackling issues relating to affordability.
- **Passenger needs** – We will endorse changes to the fares and ticketing system to better suit changing travel patterns and passenger needs – integrated across all modes of travel.

The fares and ticketing system should help to simplify end-to-end journeys – integrated across all modes of transport – and increase the attractiveness of public transport to current and potential passengers.

As the economy and transport network of the North evolve over time, there may be a case for a new structure which is better equipped to cater for the aims set out above.

Network gaps

There are increasingly vocal campaigns to expand access to the railway or to close gaps in the network – often the reinstatement of historic routes – but also sections of railway that never existed but bridge a clear gap to make the network more effective.

West Yorkshire has seen considerable recent success in the large number of stations opened or reopened on existing lines. However, West Yorkshire has yet to see any full reopenings of historic routes, nor any new-build alignments.

- **New opportunities** – We will assess the potential of network gaps identified across our region – both in terms of new passenger and freight connections.
- **Wider modes** – We will consider the potential of wider modes in assessing the case for network gaps as part of our wider Connectivity Strategy.

We will identify potential additions to the rail network – or for use by wider modes – that could significantly increase the railway’s ability to achieve our objectives, by spreading the benefits of passenger and freight rail transport more widely.

Our work will be linked to emerging work on rail connectivity concepts, wider work on regional connectivity, and on other forms of future mass transit, as well as being informed by current thinking on HS2 and NPR.

New stations

We have a strong recent history in successfully developing and delivering new rail stations. A further four new station proposals – to serve Elland, Thorpe Park, Leeds Bradford Airport Parkway, and White Rose – are in advanced stages of development.

We must now reflect on the emergence of new strategic and spatial priorities, including the emergence of new growth areas, added focus on inclusive growth, and the declaration of a Climate Emergency, along with wider changes to the transport landscape.

- **Deliver commitments** – We will focus on successfully delivering our programme of new stations serving Elland, Thorpe Park, Leeds Bradford Airport, and White Rose.
- **New priorities** – We will consider further opportunities for the development of new stations where there is potential for a strong case to be made – actively pursuing opportunities to shape major programmes.
- **Maximise potential** – We will expand the reach of our existing rail network into wider communities across the region through enhancements aimed at improving network capacity, station facilities, and access to the network.

We have identified a range of potential new station locations that we believe demonstrate potential for a strong case, and where we recommend further development work.

Three broad categories have been identified which capture particular challenges that we expect to face – the need for wider infrastructure upgrades, the need for rail timetable solutions to be developed, and the need for new or extended rail services to be introduced.

Implementation

Our submissions to the Williams Rail Review supported the case for substantial reform of the rail industry – to deliver a structure that is much simpler, integrates decision making across ‘track and train’, and with devolved budgets and decision-making.

We need an industry that we can much more readily do business with, to drive efficiency, and to ensure much greater accountability. The cost of both operations and enhancements must become more affordable for rail to realise its full potential.

Government has confirmed that remaining rail franchises will be terminated – moving to a ‘concession’ based model for the long term. This should deliver a more rational and integrated approach to service planning and accountability.

There is a strong indication that government intend to deliver substantial industry reform. Together with our own transition to a Mayoral Combined Authority, we will consolidate and develop our partnerships with the railway as follows:

- Co-ordination of investment of planning activity.
- Co-investing in rail facilities and services.
- Integrated strategy-making.
- Holding the railway to account on behalf of passengers.

Delivering this vision will require strong partnership working with the rail industry, with sufficient funding to support our ambitions. We will also continue to work closely with our partners across the region, with neighbouring authorities, and with Transport for the North.

Vision in detail

Summaries by theme

DRAFT

Connectivity needs

Our vision for the future of rail in West Yorkshire must have our connectivity needs at its heart. It is vital that we consider the needs of our region in a way that is comprehensive – fully capturing our requirements in a balanced and integrated way – without compromising the ability to improve rail travel in the future for any particular part of our region or section of society. In terms of future needs, it is essential that we capture:

- All rail markets and journey purposes – including travel for commuting, business, education, and leisure purposes.
- All levels of geographic scale – including local, inter-regional, and longer distance travel requirements.
- The needs of both passenger and freight travel – and ensuring we plan for balance between the two.

This section presents a summary of high-level market analysis that we have undertaken to inform the development of this vision for rail – focussing on identifying gaps in passenger rail connectivity throughout West Yorkshire and the wider Leeds City Region. The analysis presented demonstrates the importance of rail for connecting places and people in a polycentric region.

The graphics included within the following pages attempt to present a clear picture of the broad links within our region where we have identified a need to improve rail connectivity in order to provide for our future requirements. These graphics have been specifically designed to illustrate the following:

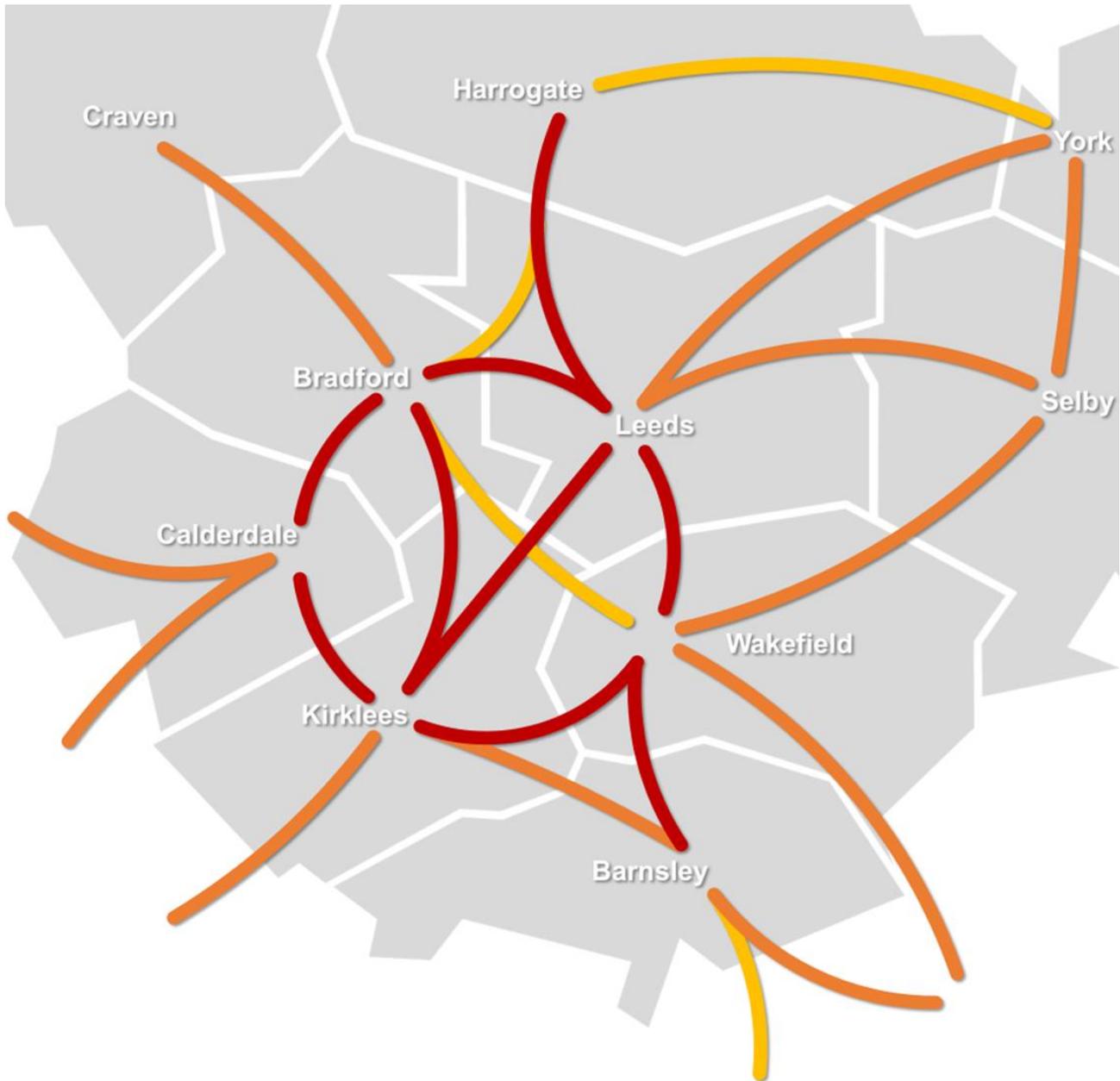
1. **Existing travel demand** – capturing travel by all modes in order to demonstrate where rail has the potential to grow into new markets.
2. **Existing rail connectivity** – showing the relative strength of existing passenger rail connections in terms of the service offer provided.
3. **Rail connectivity gaps** – building on the two aspects set out above, identifying strategic gaps in existing rail connectivity where there is a clear difference between strong potential travel demand and relatively poor existing rail connections.

Whilst the focus of the analysis presented is on strategic gaps identified in relation to passenger rail services, we also capture broader rail connectivity requirements in some detail within wider sections of this vision document – notably:

- The **‘major programmes’** section sets out our needs relating to inter-city and longer distance connectivity and the outcomes we are working to secure.
- The **‘local service frequency’** section captures our more detailed requirements in terms of local rail connectivity required for all stations across West Yorkshire.
- The **‘connectivity concepts’** section establishes our needs in relation to rail as part of the wider transport network – including integration with other modes.
- The **‘capacity needs’** section builds on our holistic view of connectivity needs across all travel markets in establishing our rail network capacity requirements.

Existing travel demand across the region

Flows for all modes of transport and for all journey purposes



Overall travel markets between districts in West Yorkshire, the wider Leeds City Region, and neighbouring regions across the North of England – including existing travel by all modes of transport and covering all journey purposes.

- High travel flows:** Significant flows connecting all neighbouring districts within West Yorkshire and into the wider city region.
- Medium travel flows:** Large cross-boundary flows, flows to other key centres, and longer trips within the city region.
- Lower travel flows:** Sizeable longer distance cross-boundary flows and markets with potential for growth within the region.

Current rail connectivity across the region

Service offer accounting for journey time, frequency, and the need to interchange

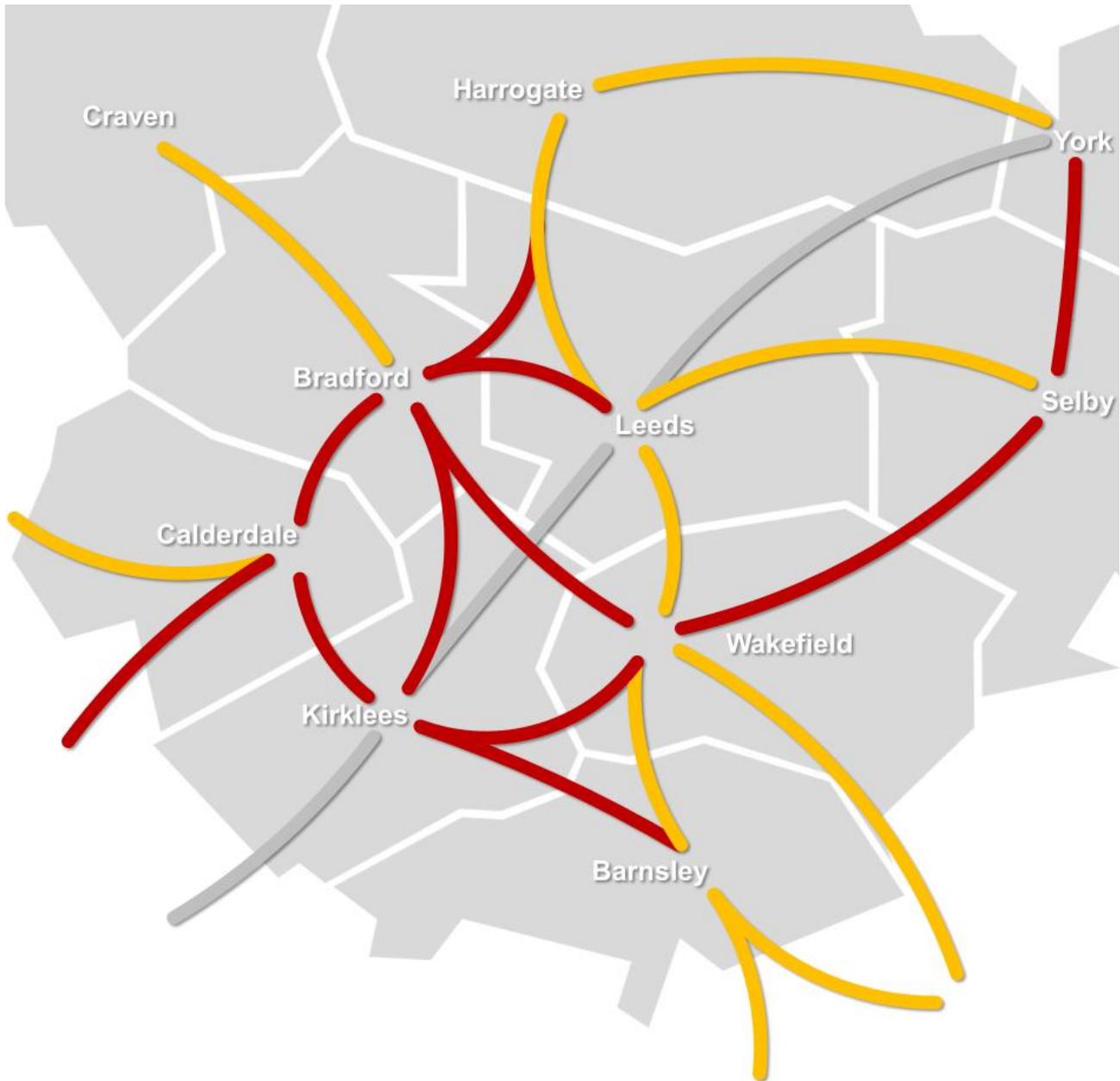


A measure of existing rail connectivity on key strategic links between districts in West Yorkshire, the wider Leeds City Region, and neighbouring regions across the North of England – considering journey times, frequency of rail services, the need or otherwise to interchange, and the distance of the connections being provided.

-  **Very poor connectivity:** Vital connections between district centres across the region – with poor service levels requiring improvement.
-  **Poor connectivity:** Established connections within West Yorkshire and the wider region which show clear room for improvement.
-  **Satisfactory connectivity:** Relatively stronger existing connections with room for further improvement in line with our aspirations.

Gaps in rail connectivity gaps across the region

Flows where the rail service offer fails to provide for strong travel demand



Strategic gaps in existing district-to-district rail connectivity where a clear difference has been identified between strong potential rail travel markets and a relatively poor existing rail service offer – specifically capturing high demand flows across all modes, low public transport mode share, and poor rail connectivity.

- ‘First order’ rail connectivity gap:** Strategic links with the greatest ‘gap’ between rail travel market potential and existing connectivity.
- ‘Second order’ rail connectivity gap:** Further links across the region where significant gaps have been identified.

Building on the previous graphic, the following table sets out the specific rail connectivity gaps that have been identified by this high-level market analysis.

| ‘First order’ rail connectivity gap |
|---|
| Bradford – Calderdale / Kirklees / Leeds / Wakefield / Harrogate / Manchester Calderdale – Bradford / Kirklees / Manchester Kirklees – Bradford / Calderdale / Wakefield / Barnsley Leeds – Bradford Wakefield – Bradford / Kirklees / Selby |
| Barnsley – Kirklees Harrogate – Bradford Selby – Wakefield / York |
| ‘Second order’ rail connectivity gap |
| Bradford – Craven / Lancashire Calderdale – Leeds / Wakefield / Lancashire Kirklees – Sheffield Leeds – Barnsley / Harrogate / Selby / Lancashire / Rotherham / Lincolnshire Wakefield – Calderdale / Barnsley / Rotherham / Manchester |
| Barnsley – Leeds / Wakefield Craven – Bradford Harrogate – Leeds / York York – Harrogate / Humberside |

Longer distance connectivity

There are connectivity gaps between the North and other areas of the UK. Journey times between London and destinations on the East Coast Main Line have not experienced the improvements that have been seen elsewhere. Some major Northern cities – such as Bradford – lack direct connectivity to other major cities, such as Birmingham (which is also still two hours from Leeds), while others have no direct link to London.

Connectivity between West Yorkshire and Wales is also poor, and the same can be said for connections to Glasgow, parts of the East Midlands, and the South Humber area. Important centres of growth, such as Cambridge, and areas to the south and east of London also have no direct links to West Yorkshire.

The vast majority of long-distance rail services that currently connect West Yorkshire with other major centres operate to and from Leeds itself. Other main centres tend only to have direct inter-city services when they are located on the natural route, such as Huddersfield towards Manchester and Wakefield towards London, Sheffield, and the Midlands.

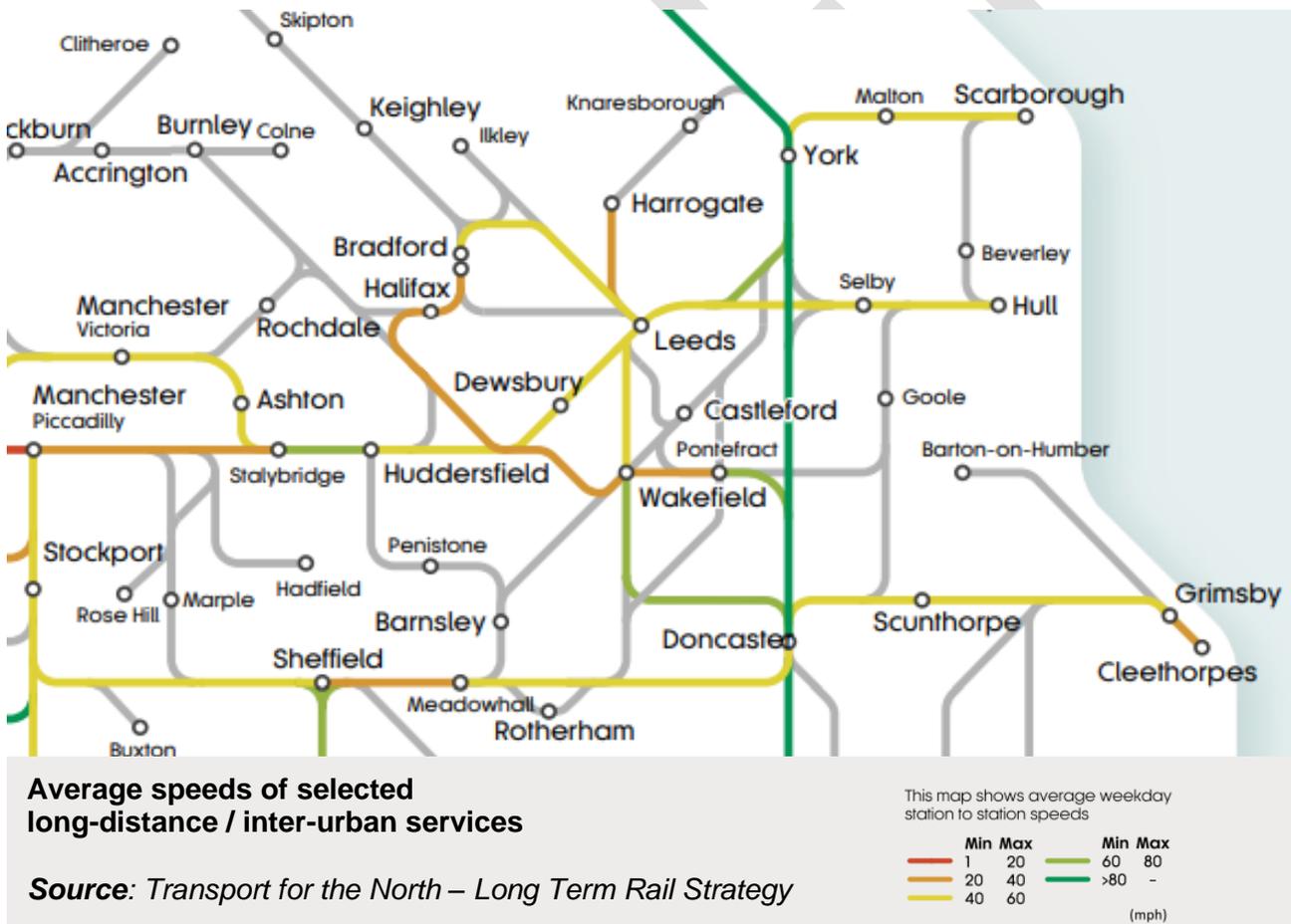
Bradford in particular has far fewer inter-city services, with fewer still from Halifax or from other centres such as the Five Towns. Such direct services as are provided, including from Bradford, Airedale, and the Harrogate line via Leeds to London, and from Bradford via the lower Calder Valley and Wakefield to London, are highly valued by their users and have

helped to develop rail markets and the regional economy. Huddersfield too is expected to gain a new direct London service shortly, albeit limited in frequency.

There may be scope to expand such direct long-distance services, but the case for these needs to be balanced against the value of frequent but non-direct services in a simple and reliable service structure, as well as against the potential implications for total network capacity. However, the benefits brought by these existing highly valued direct services must remain as a key consideration in future service planning.

It is important to West Yorkshire that its businesses can readily access important suppliers, markets, and collaborators beyond the North of England, particularly in key centres such as London, Edinburgh, and Birmingham, among wider economic centres across the country, and beyond to destinations on the continent.

HS2 will provide a step-change in north-south connectivity. For these longer-distance journeys, rail will have key journey time advantages relative to road travel, as well enabling direct access to central locations. When average journey speeds are overlaid onto a network schematic, as in the figure below, the lower average speeds across key east-west routes can be clearly seen.



Improved east-west rail connectivity would support greater agglomeration, productivity, and efficiency across the North of England, and enable cities in the North to develop stronger economic links and function as one combined economic region. This will grow labour markets enabling better matching of employee skills and allow more inter-city linkages between businesses.

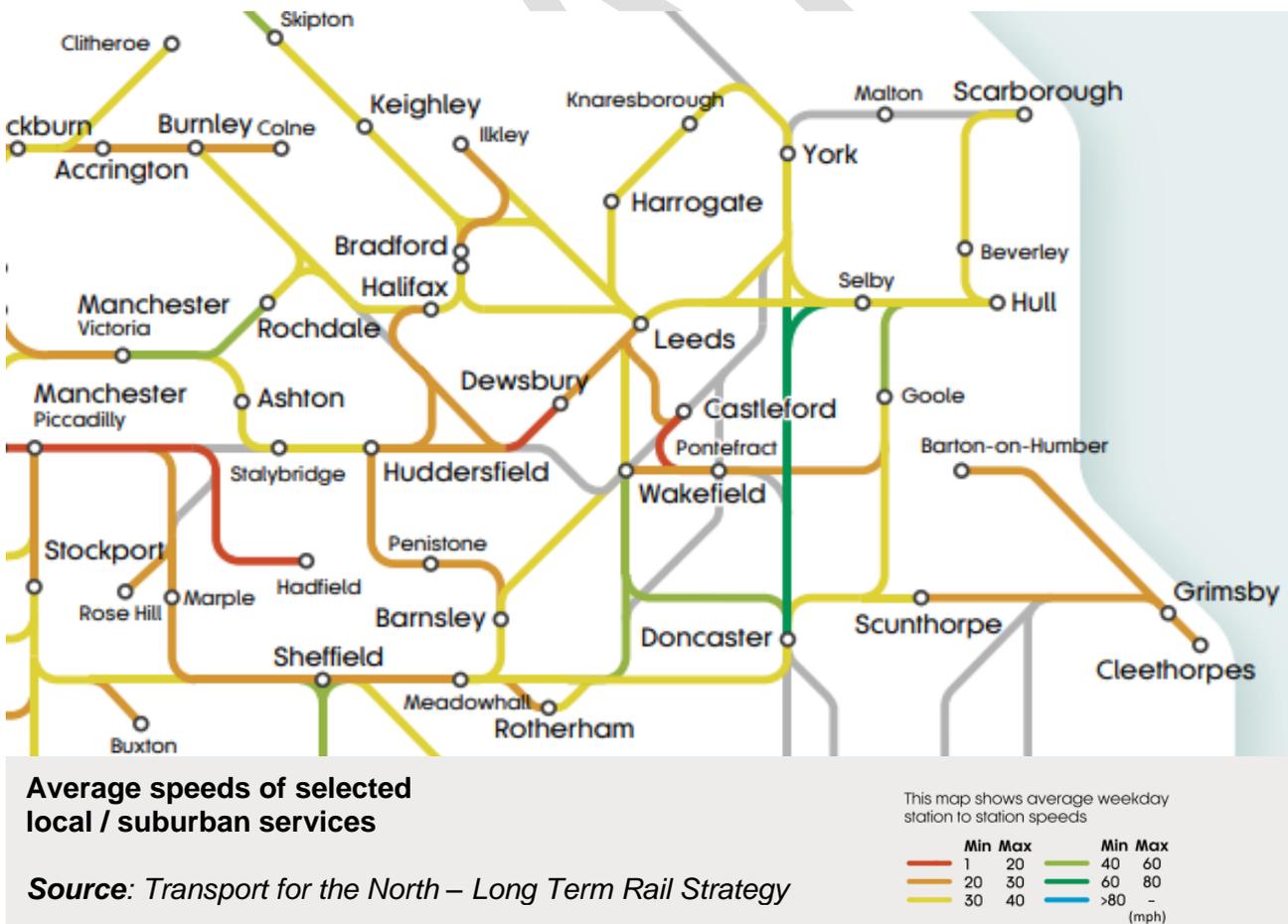
The growth of the Northern economy will drive, and will be dependent on, increased business-to-business travel between its economic centres. The rail network will need to enable this travel to be undertaken as quickly and efficiently as possible and must offer a viable and attractive alternative to road-based transportation.

Connectivity between the North’s centres, in terms of service frequencies and journey times, is too often poor, extending the perceived distance between centres and acting as a barrier to travel. Issues such as overcrowding and poor on-board facilities can make rail travel unproductive, effectively removing one of rail’s key advantages over other modes.

As set out in Transport for the North’s Strategic Transport Plan, a step change in the level of rail connectivity between the North’s largest cities is required to support opportunities and choices to the next generation of workers and businesses. It also has potential to release capacity on the existing rail network for freight and other local services.

Local rail journey times

Poor local rail journey times are a significant issue throughout our region. As shown below, all local routes across our region operate at below 40mph, below 30mph in many cases, and even below 20mph in some extreme cases. Poor journey times severely limit the attractiveness of rail relative to other modes of transport, particularly where poor journey times are combined with a low service frequency.



The Combined Authority has a long-standing target that station-to-station rail journey times should be no slower than 75% of the off-peak, uncongested, car journey time. This target reflects the principle that access to and from the railway adds to the total journey time, so the rail journey component needs to be consistently faster than driving if rail is to be competitive. This useful and straightforward measure is proposed to be retained.

In addition, however, a target that more directly reflects the capabilities of the public transport network as a whole, considering real-world door-to-door journey times, is highly desirable, to help guide progress towards our objectives relating to modal shift, social inclusion, and sustainable opportunities. Our target – wherever possible – is that any start to end journey – from door to door – should be possible in a journey time that is no greater than the off-peak, uncongested, car journey time.

While this at first glance appearing a less challenging target than that set out above, this is not the case, because it includes access to and egress from the public transport network, as well as journeys by bus and other modes to connect to the true origins and destinations of passengers, plus time spent interchanging. Maintaining such a stretching target will help to focus resources on real-world journeys, on optimising interchange and integration between modes, on addressing the ‘weakest links’ in the journey chain, and on the ways in which people travel to and from stations and stops to make use of the network.

This approach is likely in some cases to drive specific sets of journey time targets on the rail network. Where convenient and quick interchange is to be a regular standard feature of a clockface timetable, this will dictate that trains will need to arrive at, and depart from, interchange nodes at particular times, in order that the connections can all meet at those nodes. For example, where there are connecting nodes between buses and trains that run twice per hour, then a journey time of slightly less than half an hour between those nodes is highly desirable for the system to work efficiently with simple, passenger-friendly timetables and easy interchange.

Our targets will be overlaid onto existing rail-specific journey time targets, where they are relevant, to make sure that faster trains actually do translate to faster real-world journeys for passengers, rather than into increased waiting times at connection points.

Connectivity concepts

The purpose of any transport system is to link origins – places containing people wishing to travel or goods to be moved – with destinations. Any such journey needs to be considered in its entirety – door-to-door – in order to understand what is needed for a successful network.

Walking, cycling, or car travel often involve a simple direct journey, door-to-door, from origin to destination. This does not apply to public transport, which in most cases provides links between one stop or station close to the origin, and one close to the destination.

Access to the origin station and the journey onward from the destination station must be considered for public transport to be attractive. However, in a complex network, with a variety of origins and destinations, there are various ways in which origin station and destination station can be connected:

- **Directly**, by a through rail service connecting origin and destination.
...or...
- **Indirectly**, with interchange – between rail services (changing trains) and / or between modes (e.g. bus and train).
- **On a ‘turn-up-and-go’ frequency**, as with an urban metro service.
...or...
- **On a timetabled basis**, where the traveller plans arrival at the origin station around the departure time.

Different combinations of these properties present a range of ‘connectivity concepts’ for the public transport network. At present, the rail offer in West Yorkshire is patchy – inconsistent services provide varying passenger experiences, with little integration between rail services, and less still with other modes such as bus. As a result, the railway’s effectiveness in providing high-quality mobility and an alternative to less sustainable modes is highly variable, and often not optimal.

We need to provide for the characteristics of our region, and the objectives we are seeking to achieve, against the strengths and weaknesses of different concepts for different types of journey. This will allow us to recommend an overall approach that can be applied across the network to achieve consistency while reflecting the widely varying areas and markets we serve.

Our primary focus is on passenger services – both within the region and connecting us to the wider world – but the role of buses and other modes including future urban transit proposals, to enhance integration and achieve a more effective door-to-door journey experience, is also considered. The scope for the recommended connectivity concept must also ensure that rail freight has its proper prominence on the network forms.

Achieving objectives and outcomes

Consideration of connectivity concepts needs to reflect the characteristics of our region, as well as the implications of our objectives relating to the economy, social inclusion, environment and the climate emergency, quality of life, and quality of place. Achieving our objectives implies, in particular:

- Modal shift from car (and, for longer journeys, aviation).
- Easy access to employment centres, education, and other services.
- Increased overall mobility – provided in a sustainable way and particularly targeting those suffering accessibility deprivation.
- A consistent network across the region enabling a levelling-up of accessibility.

Our region’s rail network does some things well – such as commuter “heavy lifting” into Leeds and inter-city passenger services – but it must do more. As part of the overall sustainable transport solution, it needs to expand into new markets or those where it is currently weak, in particular those where the car dominates and those where there are limited opportunities to access jobs and education.

A wide variety of origins and destinations need to be attractively and cost-effectively linked on our network. Achieving this will necessitate:

- A **comprehensive network** with wide geographic coverage.
- A **door-to-door** integrated travel solution.
- **Simplicity, predictability, and reliability** for passengers.
- **Every stop as a gateway** to the wider world.

The West Yorkshire context

West Yorkshire has distinct characteristics which are relevant to network planning:

- **The region is polycentric** – While there is some “hierarchy” of places within West Yorkshire, there is no one dominant centre – despite much current rail provision centred around Leeds. There are also significant flows to other neighbouring centres such as Manchester, Sheffield, and York.
- **Challenging topography** – Much of our region, especially in the west, is characterised by valleys, which concentrate population and transport routes along narrow and confined corridors, and are separated by significant hills which can form a barrier to all forms of transport.
- **Rail network coverage** – Much of the region is served to some degree by the rail network, but with notable exceptions. However, this does not mean that current rail service geography is in all cases aligned to the main travel flows.
- **Population densities** – While our region as a whole is densely populated, this varies greatly. An attractive public transport network must offer consistent levels of service to provide simplicity and ease of use – but providing this in such a region will be a challenge. A variety of solutions may be needed.

Our approach to connectivity concepts

In considering the factors that make West Yorkshire unique, and learning from best practice elsewhere, we will show how a balanced and achievable connectivity concept can benefit our region. We will set out what it would mean for the rail network, for the passenger experience, and for the role of rail within wider transport – with a clear focus on what is needed to be successful in achieving modal shift and delivering enhanced, socially inclusive, and sustainable mobility.

Our recommendations will be geographically specific, setting out the role of different places on the network, how services should interact, the service levels and routings required, and of the role of other modes to interact with and complement rail as part of an integrated transport network. This will give a sense of the “feel” of future travel around our region, in terms of the nature of the passenger experience and how it will differ from today’s journeys.

Development of our vision will help to inform future rail infrastructure planning by identifying the forms of connectivity that the future network must be capable of supporting. We will also consider the challenges that are likely to need to be tackled in delivering this vision.

We need to establish the right balance between direct services and high-quality interchange-based connectivity. On the rail network, flows which should be served by direct services will include those which:

- Are physically capable of being served directly, given the rail geography; and
- Are already high-volume flows, such as “natural” commuting and education flows into and between the main district centres; or
- Show high growth potential either from modal shift if a direct rail service were provided, or by serving future growth areas (new markets); or
- Link identified multimodal interchange hubs together.

Where direct services cannot be provided, interchange must be radically better than it is now, both between rail services and between bus and rail (as well as with future modes such as light rail / tram). Interchange – both within rail and between rail and other modes – must become a seamless experience, with hub stations designed to provide a high-quality passenger experience.

The location of hubs will be identified based on the nature of places themselves, but also crucially by reference to transport geography. For example, some rail stations at junctions, such as Huddersfield, are naturally suited to acting as strong rail-to-rail interchange nodes, but others (such as Dewsbury) less so, simply because of rail network geography. Conversely, Mirfield and Ravensthorpe might become such nodes despite the settlements being smaller.

Similarly, identification of bus-rail interchange locations, as well as potential interchange with future proposals for urban transit, will be based not only on the nature of places and station catchment areas, but also by the form of surrounding road networks and opportunities for bus and rail services to be integrated effectively.

Our vision

Connectivity concepts

Our vision of passenger connectivity:

- Allows travel from anywhere in West Yorkshire to anywhere else in the region, at least twice per hour, at the same time each hour, all day, and every day – seamlessly, simply, reliably, and without worry about ticketing.
- Makes every station and stop across our region into a true gateway to a single integrated transport network.
- Provides an attractive option for a wide range of journeys – not just flows into the main centres.
- Connects our region efficiently to the rest of the country and beyond to wider international destinations.

To achieve this, it will:

- Genuinely and comprehensively integrate rail with bus, future urban transit proposals, and other sustainable modes throughout our region.
- Make the railway – and the wider public transport network – operate as a single system rather than a set of disjointed independent services.
- Provide fast direct services wherever practicable for the most important high-volume rail flows.
- Establish rail-to-rail and bus-to-rail interchange hubs throughout our region, with hub stations designed to provide a high-quality passenger experience.
- Design timetables, stations, fares, ticketing, and information so that interchange is as simple, convenient, and reliable as the best in the world.

Local service frequency

The frequency of local rail services across West Yorkshire forms a vital part of our vision for the future of rail. Overall train service levels, inequality between places within our region, and disparity across days of the week and times of the day all present clear challenges to be addressed.

The section focuses on local services which cater for the majority of rail journeys that take place within our region. Our vision for the future of longer distance and inter-city rail connections is captured separately in dedicated sections within this document.

Challenges

We need to address significant variation in the frequency of local rail services across our region. Whilst some areas are well served, many are poorly served and there is a clear lack of consistency in service provision which increases this disparity.

Rail services in West Yorkshire have a strong focus on journeys to and from Leeds. With a diverse range of key centres, our region is well placed to take advantage of the enhanced role that rail could play in enabling journeys to and from wider centres. Connections between centres, often more 'orbital', are generally poor.

Whilst there has been a natural focus on catering for demand into major centres at peak times, disparity between peak and off-peak service levels, a lack of early morning and late evening services, and limited Sunday services significantly limit wider journey opportunities.

Journeys that involve changing between services are limited by the frequency of the weakest leg of the journey, and by timetables that do not coordinate arrival and departure times at interchange nodes – both between rail services and between rail and bus – and there is a clear need to address the current lack of integration.

Priorities

To help achieve our objectives for the Rail Strategy, we have identified a set of specific priorities for the development of local rail service frequencies:

- **Frequency standards** – We will establish a clear and consistent set of service frequency standards including a minimum standard frequency of two trains per hour across all passenger routes as well as higher frequency 'turn-up-and-go' services on core radial routes with at least four trains per hour.
- **Wider journey opportunities** – We will strive to increase opportunity through alignment of peak and off-peak service frequencies, better and more standard frequencies for early morning and late evening services, and the development of enhanced service levels on Sundays.
- **Passenger-focussed** – We will promote development of regular 'clock-face' services with passenger-friendly timetables, frequencies aligned across different routes, coordinated timings at key nodes to make interchange easy, and timetables considered in conjunction with connecting bus services.

Our vision

Frequency standards

| | |
|---|--|
| <p>2 trains per hour or higher</p> | <p>The minimum standard to be achieved for all established local rail passenger services on routes throughout our region.</p> <p>Some ‘emerging’ routes should see a phased improvement – initially focussing on introducing a regular one train per hour service.</p> <p>Including vital local connections into neighbouring areas – Greater Manchester, South Yorkshire, North Yorkshire, and Lancashire.</p> |
| <p>4 trains per hour or higher</p> | <p>Higher frequency ‘turn-up-and-go’ services on core radial routes into our main urban centres – particularly to and from Leeds.</p> <p>Including combined services where routes converge on approach to our key urban centres.</p> <p>Aspiration to see the majority of stations on core radial routes served by four trains per hour to and from Leeds.</p> |
| <p>6 trains per hour or higher</p> | <p>Further ‘enhanced’ services connecting our major centres with the regional centre in Leeds.</p> <p>Local services in conjunction with overlapping services providing inter-regional and long-distance connectivity.</p> <p>Aspiration to see local hubs providing multi-modal interchange facilities served by six trains per hour to and from Leeds.</p> |

Wider journey opportunities

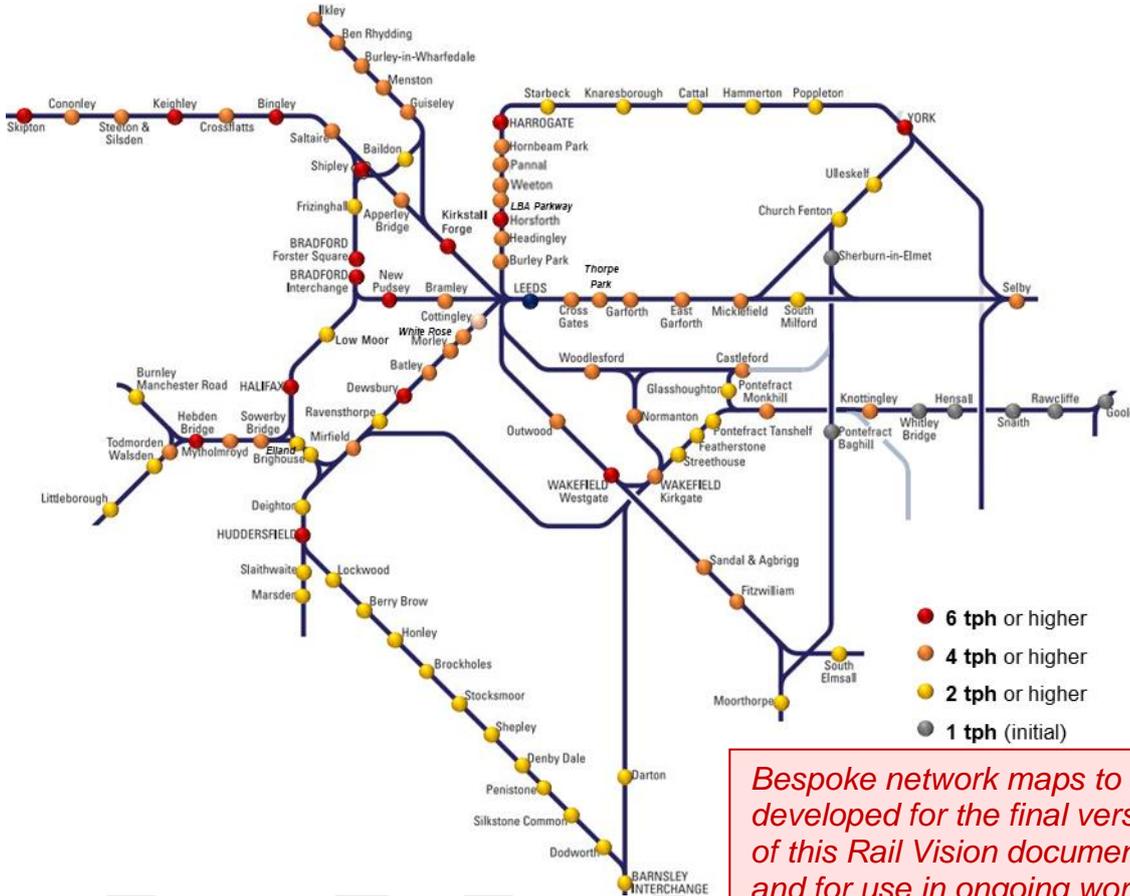
| | |
|--------------------------------------|--|
| <p>Peak and off-peak</p> | <p>Aligning peak and off-peak service frequencies to provide equal opportunity across a wider range of journey opportunities.</p> <p>Higher frequencies balanced with longer trains – where required – to provide additional capacity at peak times.</p> |
| <p>Early / late / Sundays</p> | <p>Improving early morning and late evening travel opportunities by extending and improving service frequencies.</p> <p>Expanding Sunday service levels to match the frequencies seen on weekdays and Saturdays.</p> |

Passenger-focussed

| | |
|------------------------------------|--|
| <p>Clock-face services</p> | <p>Establishing regular ‘clock-face’ services with timetables that are passenger-friendly.</p> <p>Reliable interchange between train services for journeys involving a change of trains – with joined-up timetables.</p> |
| <p>Integration with bus</p> | <p>Enhanced connections with bus services through integrated planning and joined-up timetables and frequency standards.</p> |

Spatial vision

The graphic below shows an illustrative view of our vision for local rail service frequencies applied to all stations within our region (with some stations in neighbouring areas shown). The frequencies shown represent the frequency of services in one direction of travel – focused on travel into the predominant urban centre – in most cases this relates to services towards Leeds as the regional centre.



Bespoke network maps to be developed for the final version of this Rail Vision document and for use in ongoing work to develop Rail Strategy in full.



Our rail service requirements

Our Rail Strategy work is combining target service levels for local, inter-regional, and long-distance passenger services, plus freight, into an indicative train service specification. This is based on known aspirations, existing policy, and extensive stakeholder consultation.

By translating these inputs into specific future train services which deliver the standards set out in this Vision, and adding a representation of the freight services we envisage as operating, this gives a view of the likely demands which will be made in future on the rail network in terms of the volume of trains running.

In turn, and when taken together with other factors such as timetable principles – for example, how trains connect with each other at interchange hubs – and journey time aspirations, this allows us to identify the capacity and capabilities that our rail network will need to achieve in order to deliver the Vision.

Our initial view on specific future train services required to achieve our vision has been taken as a direct input to our emerging assessment of capacity needs to get to the rail network that our region needs. The following chapter sets out how we are developing a logical series of interventions to move us towards achieving that network.

Capacity needs

With the connectivity needs of our region at the heart of our vision for the future of rail, and in taking a balanced and integrated approach that recognises the needs of all rail markets, we must seriously consider the capacity that we require – both on the network and on our trains – to make this vision a reality. We must also consider the way in which the capacity enhancements we can be delivered – both ‘how’ and ‘when’ we address critical issues.

Passengers face travelling on crowded rail services in our region on a daily basis. In particular, many passengers on peak services into and out of key centres such as Leeds, Bradford, Huddersfield, and Wakefield are required to stand for a large proportion of their journey. In some cases, passengers are unable to board the services they intend to travel on due to severe overcrowding. This issue is also often made worse by poor service delivery, in the form of late, cancelled, and short-formed trains.

As a key component of our Rail Strategy for West Yorkshire, the Combined Authority has commissioned detailed work to analyse the future capacity requirements of the rail network in the Leeds City Region. In assessing future capacity needs, this study has considered a range of inputs, including:

- Expected growth in rail passenger demand over the medium and longer term – see ‘**Context**’ section.
- Service enhancements required to meet minimum frequency standards – see ‘**local service frequency**’ section.
- Wider connectivity aspirations designed to increase the role of rail in our region – see ‘**connectivity needs**’ section.
- The increased future role of rail freight services across the network in our region – see ‘**rail freight**’ section.

This analysis has investigated how these connectivity enhancements will affect capacity requirements in the Leeds City region over the next 20 years – looking out to a longer-term horizon of 2040 – and what mitigations can be made to provide the required capacity. The proposed solutions span both rolling stock and infrastructure enhancements.

Rolling stock capacity

In seeking solutions to provide adequate capacity on our rail services across our region, this study has considered the introduction of longer trains, providing more carriages and more seats, or more frequent services, or a combination of both.

To meet expected growth in demand and reduce excessive overcrowding by 2023/24, approximately 60 additional carriages are expected to be required. To meet further growth in demand in the longer term – by 2039/2040 – approximately 70 further carriages are expected to be required.

To support the introduction of longer trains on routes across our region, it has been identified that a programme of station platform lengthening would be required. As an alternative, there may be locations where the use of ‘Selective Door Opening’ technology could be considered to be appropriate, however this would be subject to further review.

Network capacity

Through this detailed capacity study, it has been identified that substantial infrastructure work will be required to support the connectivity needs of our region in the medium and longer term. In broad terms, the required infrastructure falls into three categories:

- **Four-tracking of key sections of route** – to enable the separation of overlapping services at critical bottlenecks.
- **Capacity enhancement schemes** – typically focussed on key junctions and stations across the region.
- **Signalling enhancement schemes** – designed to make better use of existing heavily-used sections of the network.

Configuration states – the ‘how’ and ‘when’

Our most recent work has taken the requirements identified on a route-by-route basis across the Leeds City Region rail network – both in terms of rolling stock capacity and network capacity – and provides a consolidated view for the requirement of the region’s network as a whole.

The outputs from this work remain subject to refinement – but the early findings are presented here to demonstrate the emerging priorities and the scale and distribution of intervention that is likely to be required.

A timeline for these interventions over the next twenty years has been developed. The timeline is shown as a series of ‘configuration states’ which combine dates of need with convenient groupings of schemes into delivery packages. In other words, these have been designed to show a set of logical steps, through which the rail network in our region can be developed, to support the delivery of our ambition for future rail connectivity.

Five emerging ‘configuration states’ have been defined as set out below:

Configuration State 1 (CS1) – containing interventions required by around **2023/24**. Supporting train lengthening is the major component – it recognises that between now and 2023 any wider infrastructure work other than platform lengthening is very unlikely to be delivered.

Configuration State 2 (CS2) – containing interventions required by around **2027/28** to support enhanced train services needed from this date.

Configuration State 3 (CS3) – containing interventions required by around **2030/31** to support enhanced train services needed from this date.

Configuration State 4 (CS4) – containing interventions required by around **2034 to 2036** to support enhanced train services needed from this date.

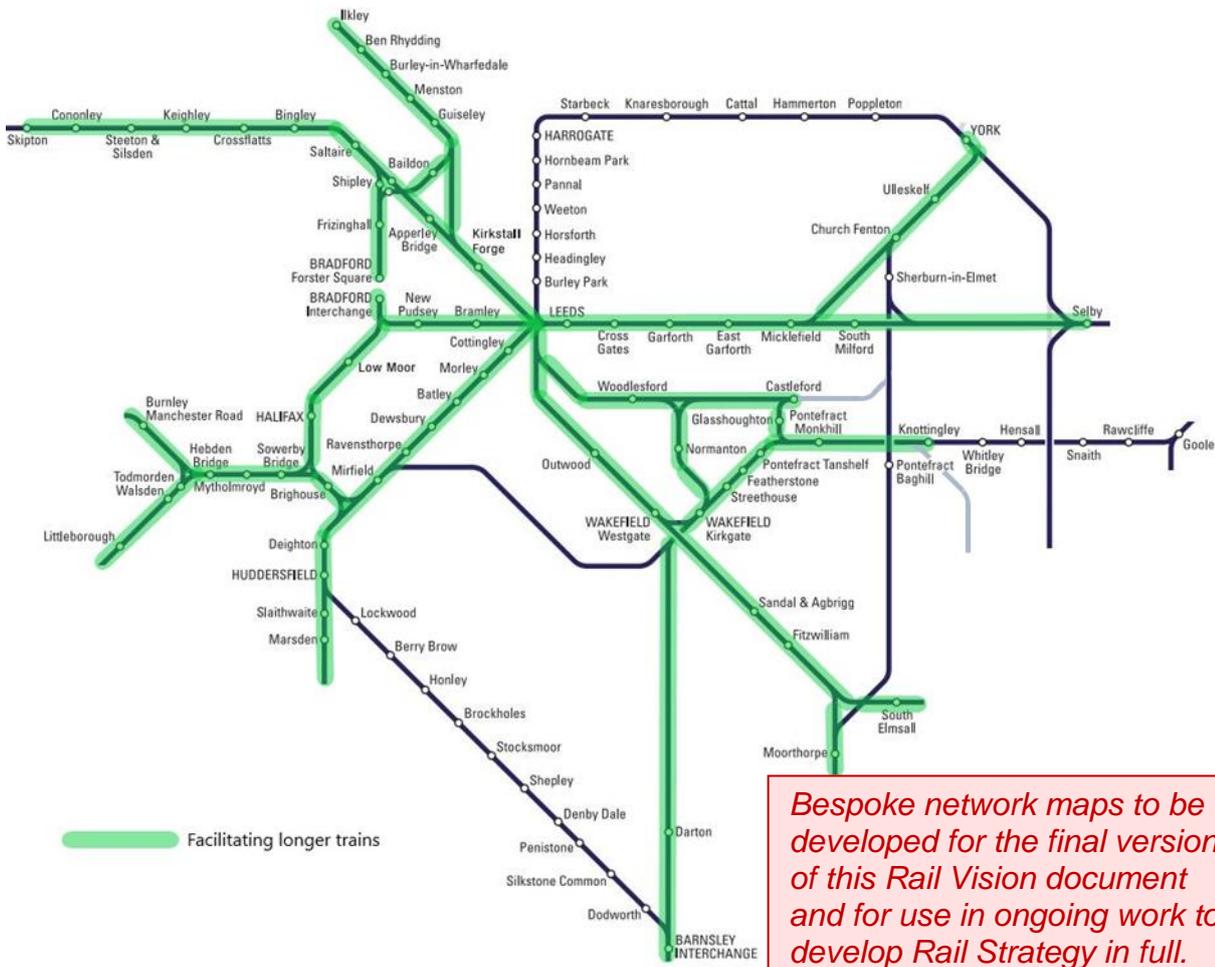
Configuration State 5 (CS5) – a more complex view containing interventions required:

- By around **2039/40** to support enhanced train services needed from this date.
- To deliver additional services to support wider connectivity aspirations not yet met.
- To deliver NPR and HS2 services which utilise parts of the existing ‘classic’ rail network.

Detailed outputs from the study are provided on the following pages – outlining the specific requirements identified under each of the five configuration states outlined above.

Configuration State 1 – 2023/24

How we get to a future rail network which supports our ambition for rail

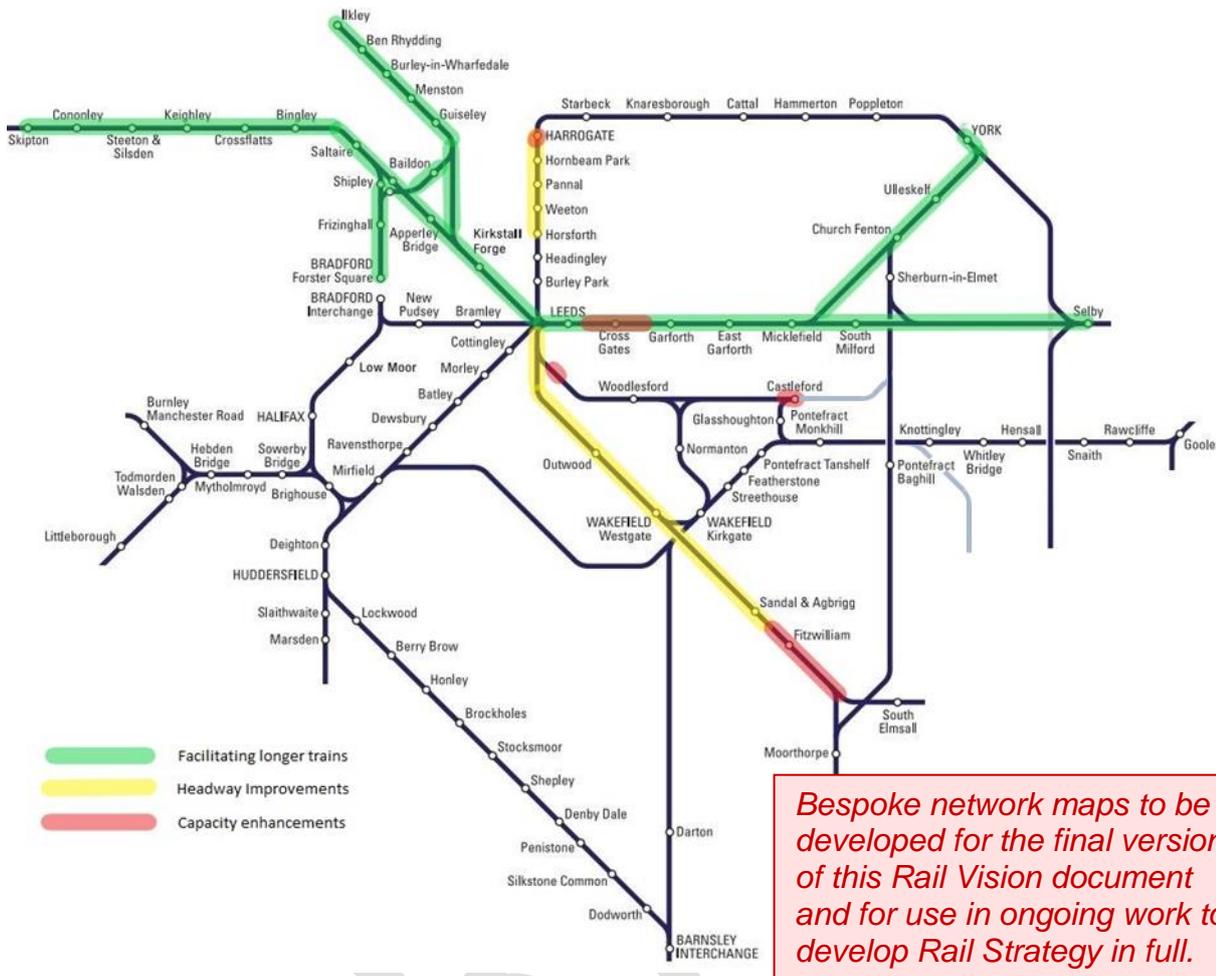


- Platform lengthening** (or use of Selective Door Opening) to accommodate:
- 6 car x 24m length electric trains on all Wharfedale and Airedale lines
 - 6 car x24m length trains on all services using the Calder Valley lines (in particular to include platforms 3 and 4 at Bradford Interchange)
 - 6 car x 24m length trains on all services via Dewsbury (in particular to accommodate terminating trains at Huddersfield and Leeds)
 - 5 car x 24m length stopping trains between Doncaster / Sheffield and Leeds via Fitzwilliam
 - 3 car x 24m length trains between Knottingley and Leeds (all routes)
 - 3 car x 24m length stopping trains between Sheffield and Leeds via Barnsley
 - 4 car x 24m length stopping trains between York/Selby and Leeds via Garforth

Interventions designed to allow our stations to accommodate longer trains will clearly need to be developed hand-in-hand with the requirements we have identified in terms of the need for significant additional rolling stock to support service provision throughout our region – as set out earlier within this section.

Configuration State 2 – 2027/28

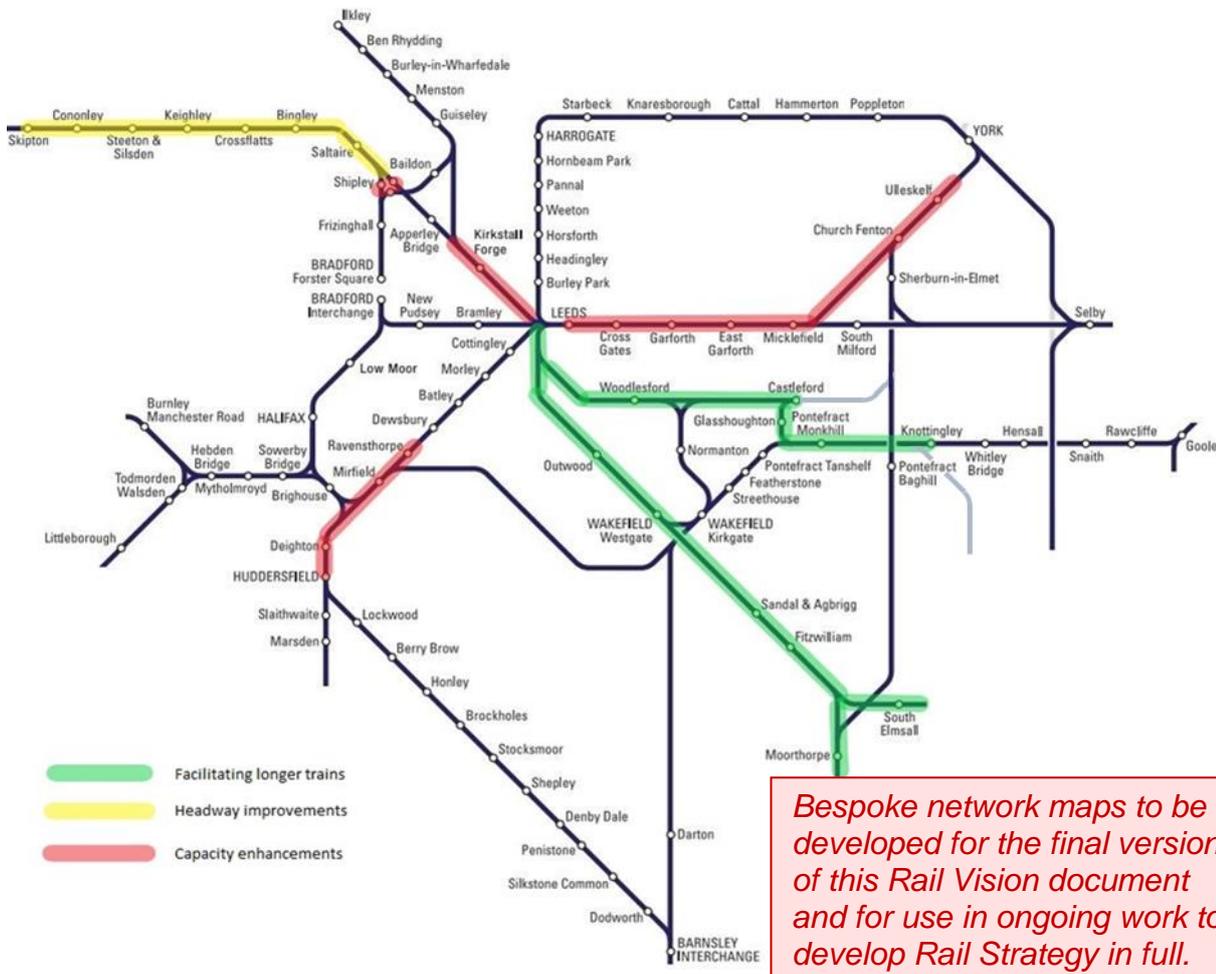
How we get to a future rail network which supports our ambition for rail



- Platform lengthening** (or use of Selective Door Opening) to accommodate:
- 8 car x 24m length electric trains on all Wharfedale and Airedale lines
 - 5 car x 24m length stopping trains between York / Selby and Leeds via Garforth
- Signalling enhancements** between:
- Harrogate and Horsforth
 - Hare Park Junction and Leeds
 - Track and signalling alterations to improve turn round flexibility at Harrogate
- Four tracking enhancement** schemes required between:
- Hare Park Junction and South Kirkby Junction
 - Neville Hill West Junction and a location between Thorpe Park and Garforth
- Track capacity enhancements** at:
- South Kirkby Junction – grade separation required
 - Engine Shed Junction – at a minimum to give 750m clear standage between there and Whitehall East Junction and preferably conversion to double lead junction)
 - Castleford station – including reinstatement of platform and additional crossover to allow trains from Pontefract to reverse in platform 2

Configuration State 3 – 2030/31

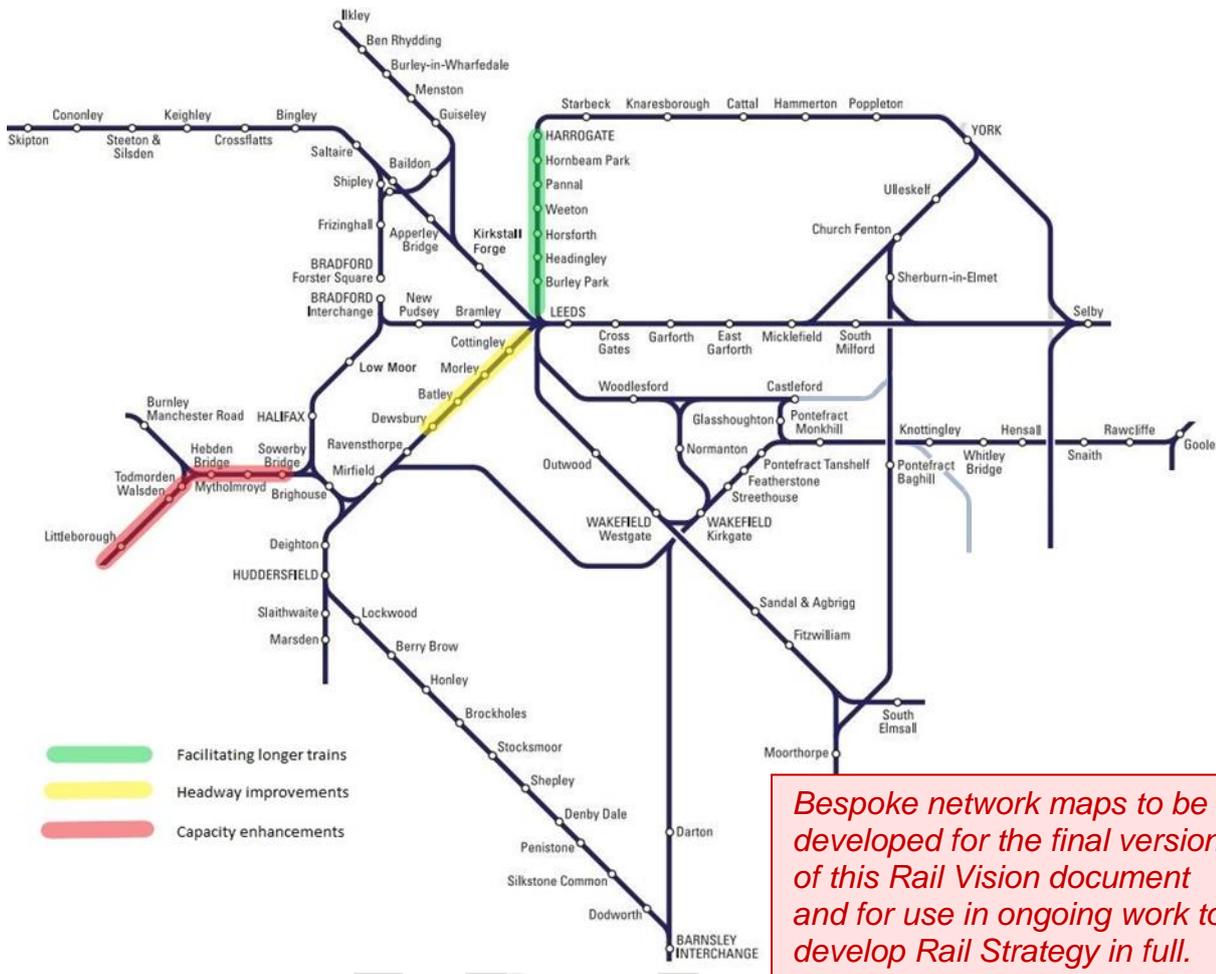
How we get to a future rail network which supports our ambition for rail



- Platform lengthening** (or use of Selective Door Opening) to accommodate:
- 6 car x 24m length stopping trains between Doncaster / Sheffield and Leeds via Fitzwilliam
 - 4 car x 24m length trains between Knottingley and Leeds via Castleford
- Signalling enhancements between:**
- Skipton and Shipley
 - Hare Park Junction and Leeds
 - Track and signalling alterations to improve turn round flexibility at Harrogate
- Four tracking enhancement** schemes required between:
- Apperley Junction and Armley Junction
- Track capacity enhancements at:**
- Shipley
- All Trans Pennine Route Upgrade (TRU) schemes**

Configuration State 4 – 2034 to 2036

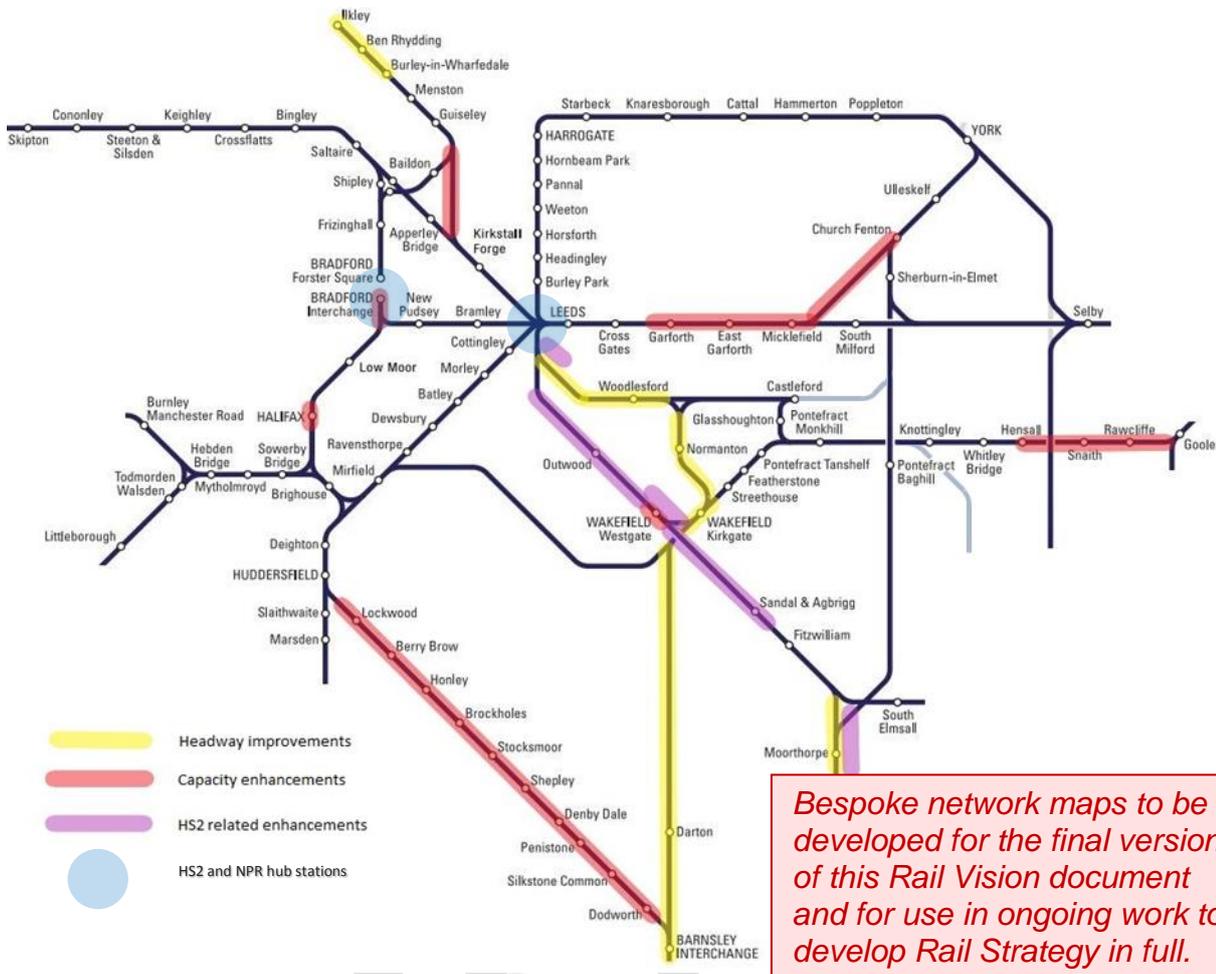
How we get to a future rail network which supports our ambition for rail



- Platform lengthening** (or use of Selective Door Opening) to accommodate:
- 5 car x 24m length stopping trains between Harrogate and Leeds
- Signalling enhancements** between:
- Dewsbury and Leeds
- Four tracking enhancement** schemes required between:
- Apperley Junction and Armley Junction
- Track capacity enhancements** between:
- Rochdale and Milner Royd Junction

Configuration State 5 – 2039/40

How we get to a future rail network which supports our ambition for rail



Signalling enhancements between:

- Burley in Wharfedale and Ilkley
- Aldwarke / Swinton and Moorthorpe
- Methley Junction and Leeds
- Meadowhall and Altofts Junction via Barnsley and Wakefield Kirkgate

Track capacity enhancements:

- Between Springs Junction and Apperley Junction
- Between Mill Lane Junction and Bradford Interchange
- At Halifax station
- Between Huddersfield and Barnsley
- At Wakefield Westgate station
- Between Hensall and Goole

HS2 and NPR:

- Interventions necessary to permit the operation of HS2 services on the classic network so that they can operate through services beyond Leeds station
- Four tracking at a location between Thorpe Park and Garforth and Church Fenton

Wider considerations

Leeds station area

Our detailed work to date to analyse the future capacity requirements of the rail network in the Leeds City Region has initially considered each individual corridor in isolation. It is important to note that, at this stage, we have not yet considered the capacity of the Leeds station area. Further detailed analysis is planned to follow which will specifically capture the requirements in and around this critical network capacity bottleneck.

Wider rail network

Whilst our wider Leeds City Region study does offer a broad geographic coverage across the full region, it is important to note that there are likely to be wider network capacity constraints – beyond our boundaries – which may affect the delivery of our connectivity requirements. In particular, we note dependencies on track capacity in the Manchester, Sheffield, York, and Doncaster areas which may constrain or alter any practical West Yorkshire solution.

DRAFT

Major programmes

Investment in rail is crucial to the economic prosperity of the Leeds City Region. Not just in terms of attracting investment and creating jobs, but in the immediate future as we continue to tackle capacity and connectivity constraints which hold back our growth while planning our economic recovery in the wake of the COVID-19 pandemic.

HS2, Northern Powerhouse Rail (NPR), and the Trans-Pennine Route Upgrade (TRU) provide once-in-a generation transformational opportunities for our towns and cities, improving connectivity, capacity, and prospects for wider integration.

Leeds Station is pivotal as the lynchpin hub to all three programmes. As the North's busiest transport hub, it requires investment around track, platform, and pedestrian circulation capacity to manage ever-increasing demand for rail travel.

Alongside this is the need for a rolling programme of electrification across the region's rail network, plugging any gaps where HS2, NPR, and TRU will not see this work completed. This will decarbonise our railways and support even greater levels of connectivity and economic growth.

Strategic objectives

For West Yorkshire and the wider North, we need a commitment for long term, integrated project delivery to address the following objectives:

- **Balanced growth** – sustainable inclusive economic growth which helps deliver decarbonisation, drives recovery and rebalancing post COVID-19.
- **Capacity relief** – delivering enhanced capacity to support growth in local, inter-regional and long-distance services.
- **Sequencing** – any phasing strategy must be planned in an integrated manner to maximise deliverables at early stages without compromising the end stage.
- **Improved journey times** – an integrated network delivering improved connectivity within and outside the region.

An integrated network – rail improvements must be developed in an integrated manner with local and intra-regional rail in mind. It is especially important for West Yorkshire as almost all inter-city services are operated on a mixed-use railway. Much of our region's network is operating at capacity and will struggle to operate increased services without infrastructure improvements.

Rail investment needs to be considered in a holistic manner – isolated major programmes on a shared network could have a negative impacts on the local and intra-regional rail services which play a key role in connecting people to places, jobs, and amenities. There should also be a strong focus on key hubs such as Leeds and Bradford which play a key role in an integrated network.

In our submission to the National Infrastructure Commission's 'rail needs assessment for the midlands and the North' we focussed on key infrastructure projects which needs to be delivered, but planned in such a way that each should be an enabler for another:

- **HS2 Eastern Leg** – Completion of HS2 Phase 2b east between Leeds and the Midlands. This includes early delivery of the Leeds HS2 station along with a link south to a junction with the existing network.
- **Northern Powerhouse Rail (NPR)** – Delivery of the full NPR network linking Leeds, Bradford, and Manchester – with a new through station in the centre of Bradford to accommodate both NPR and Calder Valley services.
- **Trans-Pennine Route Upgrade (TRU)** – Completion in full by 2026, including electrification between Huddersfield, York, and Selby, and the Garforth touchpoint, to provide additional capacity now to support economic recovery.
- **Leeds Station** – With the station approaching pedestrian capacity, investment is urgently required. We also need to create significant additional capacity on the eastern and western approaches to the station to relieve the current bottleneck.
- **Electrification** – A rolling programme to create an electrified City Region rail network, starting with the Calder Valley line, to decarbonise the railway and the economy, and to open up opportunities to transform connectivity.
- **East Coast Main Line (ECML)** – Continued investment in this vital economic artery – optimising links to London – and which will remain critical after HS2 is delivered.

HS2

The Leeds City Region is ready to welcome HS2. We have an ambitious growth strategy which forecasts a £54 billion economic boost and an additional 50,000 jobs by 2050 based on the eastern leg of HS2 coming to Leeds and the transformative change it will bring.

Businesses and investors are already choosing our region because of HS2. Growth had begun but is being stifled by the uncertainty surrounding HS2's future. Similarly, the impact of the COVID-19 pandemic on the economy of our country cannot be underestimated, and the benefits of HS2's eastern leg will be critical to this recovery.

There is also an immediate threat to investor confidence which would crucially undermine this recovery before it has really begun. The announcement to deliver a hybrid bill for Phase 2b western leg ahead of the phase 2b eastern leg has created uncertainty which makes attracting and retaining investment in our towns and cities even more difficult.

Every year that the eastern leg is delayed is estimated to cost the region £1.7 billion. Committing to building the eastern leg of HS2 at the same time as the western leg is vital to rebalancing the economy.

There is also the potential to accelerate these benefits for the Leeds City Region and towns and cities along the eastern leg by delivering the HS2 Station at an earlier stage. Failing to do so would leave our regions reliant on Victorian infrastructure at a time when we need investment - in our railways and our economies - more than ever.

Northern Powerhouse Rail

There needs to be a clear and connected programme of work which combines HS2 Phase 2b eastern leg with Northern Powerhouse Rail. More than 100 towns and cities on existing railway lines could benefit from faster and more frequent journeys, thanks to the capacity and connectivity created by HS2 and NPR.

Delivering the NPR network between Leeds, Bradford, and Manchester, including a new through station in Bradford city centre which can accommodate Calder Valley services, will transform connectivity across the region, encouraging growth in labour markets, increasing innovation levels throughout the region, creating jobs for local residents, and building supply networks.

NPR would provide faster and more frequent journeys between our towns and cities, along with a major increase in seating capacity available on routes which are already burdened by significant overcrowding. However, these benefits can only be truly realised if NPR is combined with improved local rail infrastructure and the additional capacity that would be created by HS2's eastern leg.

In principle, HS2 and NPR must be delivered together – the two are reliant on one another, HS2 sharing at least 80km of its track with NPR across the North of England, and creating the important link to Sheffield, along with the investment in new station capacity.

Capacity released by HS2 would lead to a large increase in seats for passengers starting journeys at stations on the ECML including Wakefield – and could double the seats available on evening peak services from Leeds towards Wakefield and Doncaster.

Trans-Pennine Route Upgrade

The importance of the Trans-Pennine Route Upgrade work in providing the additional capacity we need to support our region's economic recovery cannot be underestimated.

Completion of TRU in full by 2026, including electrification between Huddersfield, York, and Selby, and delivering the Garforth Touchpoint – a new link connecting the existing rail network with the HS2 network to the east of Leeds – to create onward benefits to Newcastle will deliver significant economic benefits. These include unlocking land for the delivery of 5,500 houses per year and helping to create 18,300 jobs and add £1.3 billion GVA to the economy over the next 30 years.

Improvements to Leeds Station and network capacity

Leeds Station is key to transport connectivity in the North of England. As the North's busiest transport hub, Leeds Station welcomes more than 34 million passengers every year, with 75% of these travelling from outside the city's boundaries.

Yet Leeds Station occupies a relatively small footprint, and if rail usage continues to grow at the current predicted rate – reaching 45 million passengers per year by 2026 – without significant interventions the Station will exceed capacity. This will mean passengers being unable to board trains, stifling the growth of the city and wider regional economy. It will also hamper efforts to reduce region's carbon impact and create more gridlocks on the road network, trapping us in a cycle where less sustainable methods of transport become more favoured as rail travel becomes less desirable.

We have a comprehensive plan to turn this around and have begun delivering its benefits – but we need more support. Along with the Transforming Cities Funding to transform the station entrance which we have already secured, we are also seeking £8 million from the Rail Network Enhancement Pipeline within the Department for Transport, to progress a comprehensive design and outline business case to help the station manage this growing passenger demand. There is already an effective delivery partnership in place to develop and deliver these proposals.

At the same time, we face track and platform capacity constraints at and around Leeds Station, creating a bottleneck which impacts the local, regional, and national network. These issues mean Leeds causes the third highest number of delay minutes every year, behind only Clapham Junction and Birmingham New Street.

Unless action is taken now, Leeds Station will reach capacity in six years' time. Meaning severe overcrowding and a more unreliable train service... This will stifle Leeds' growth and the growth of the Northern economy. Our comprehensive plan to improve Leeds Station will be delivering benefits to local people and the region within just 18 months.

Network Rail's recently-completed 'Leeds Area Strategic Study' has identified specific interventions in and around Leeds – altogether designed to accommodate forecast growth and aspirations between now and 2043. With a focus on Leeds Station and the immediate approaches, these interventions include:

- Platform capacity at Leeds station.
- Constraints on the western and eastern approaches to Leeds station.
- Line capacity constraints between Armley Junction and Springs Junction.

Because of the pivotal nature of Leeds and its approaches, getting this area right in terms of unlocking congestion and providing train capacity is critical for West Yorkshire and the Leeds City Region as a whole – and its impacts are felt far wider across the North. The next step is Government support to begin delivering these interventions.

Electrification

A rolling programme to create an electrified City Region rail network starting with the Calder Valley line to decarbonise the railway and the economy. This work should start with the Calder Valley line because of its importance in linking Leeds to Bradford, Halifax, Rochdale, and Manchester.

Only 26% of passenger routes across the City Region are electrified compared to 42% nationally. This limits the ability to run electric services cross-city through Leeds and impacts both local and national targets with regards to air quality and decarbonisation. We are calling for a rolling programme of electrification across the City Region rail network which reduces the long term costs of operating the railway, allows the efficient operation of high frequency services, and provides rail infrastructure which is suitable for a low carbon future. In addition, electrification to existing and new rail freight depots will enable the region to fast track the decarbonisation of its logistics networks and supply chains.

East Coast Main Line

The City Region is on the East Coast Main Line, which is a key strategic rail route, stretching more than 500 miles, from Inverness and Aberdeen, through key stops at Edinburgh, Newcastle, and York to London.

A third of the UK population lives within 20 minutes of an East Coast Main Line station and together they deliver 41% of the UK's GDP. However, constraints on the line can lead to significant disruption and in 2018, 12 major incidents occurred costing the UK economy an estimated £46 million.

The development of HS2 provides an opportunity to refocus the way in which the ECML operates south of Leeds, releasing much needed capacity on the network for local and regional services. Ongoing investment prior to HS2 opening is still required in the existing network to improve capacity, develop new services and, in particular, improve reliability.

Released Capacity from Major Programmes

The North's railway is trying to serve too many different markets on a network that was progressively reduced in scale by British Rail. There is too much two-track railway running on alignments created by Victorian engineers serving a set of 21st century multi-market requirements. Investment is therefore needed to create new, future proofed, more direct / faster railways that enables the segregation of fast and slow trains, and which creates a radical uplift in capacity both new and released. This includes investment in HS2 phase 2b, NPR new lines, enhanced classic services, capacity pinch points and stations to serve a common set of requirements across all markets across the country.

Alongside faster journeys, HS2 delivers substantial benefits for capacity release for both passenger and freight services by allowing the existing West and East Coast (south of York) Mainlines, and the Midland Mainline, to be used in different ways, growing the overall capability of the rail network to meet our needs.

If developed and delivered in an integrated manner as the North needs, NPR is likely to release rail capacity on existing routes. This can be utilised for freight as well as improved local and in-regional services. In our region this could enable better services, more stations, or both on the following routes:

- The Calder Valley.
- The Huddersfield Line.
- The Hallam Line.
- The Wakefield Line / East Coast Main Line / Midland Main Line.
- The Pontefract Line.

Decarbonisation and electrification

With wide recognition that the world faces a climate emergency, moving towards a post-carbon society has moved centre-stage. Our region has pledged to become net-zero carbon by 2038. Transport is the largest contributor of carbon and other greenhouse gas emissions in our region. Passenger and freight road transport is especially emissions-intensive, as is aviation.

Rail enjoys very strong natural advantages in that it is inherently energy-efficient, is naturally suited to electrification, and with technology that is mature, efficient, and technically simple. Combined with renewable power sources, rail can be close to zero-carbon in day-to-day operation.

Challenges

Even if regional, national, and global targets for decarbonisation are met, adaptation to climate change will be essential, with implications for transport as for of all areas of life. Greater magnitudes of climate change will amplify this challenge significantly.

While requiring significant upfront capital investment and some disruption during delivery, rail electrification not only reduces carbon emissions but also lowers operating and maintenance costs, reduces the cost of rolling stock, eliminates local air and water pollution, and reduces noise nuisance, while improving journey times, efficient use of scarce network capacity, and reliability.

Electric cars are becoming more popular as technology improves. However, the physical disadvantage of cars in terms of energy-efficiency remains. Wide adoption will place a great burden on the electricity generation network – it is not clear to what extent non-carbon and renewable sources will be able to fill the gap.

Whilst it is technically feasible to power trains using batteries or hydrogen fuel cells – avoiding the need for full electrification – on current levels of technological advance, the range and performance of such trains is likely to remain limited to being suited only to low-density, low-traffic, low-speed, and short-distance passenger routes.

Adaptation to climate change is already an issue for rail – with more frequent and severe events affecting the network. It is expected such challenges will increase. The network will need to be increasingly resilient to such challenging events.

Priorities

To help achieve our objectives for the Rail Strategy, we have identified a set of specific priorities for decarbonisation and electrification of rail in our region:

- **Modal shift** – We will prioritise measures to encourage mode shift from road to rail travel – and attracting new passenger and freight travel to rail – with a clear focus on the contribution that rail can make to decarbonisation.
- **Electrification** – We will strongly support the need for a rolling programme of electrification – ultimately covering all routes in our region – supported as a way of enhancing capacity, connectivity, and cost-effectiveness of the railway.

Our vision

Decarbonisation

Public transport as a whole, and rail within it, will play a pivotal role in future mobility and future freight transport needs. A strategy that places public transport and active modes at its heart, while pursuing the decarbonisation of public transport, is likely to be the best strategy to mitigate negative impacts of increased mobility that arise from improvements to quality of life and enhanced economic activity.

The ambition of a zero-carbon railway for West Yorkshire is wholly achievable and realistic. This must be aligned to a railway which is attractive, and which contributes to wider transport decarbonisation by carrying a higher proportion of passenger journeys and freight movements – achieved both through modal shift and through new sustainable mobility.

Our policies designed to enhance the effectiveness and attractiveness of rail will also support decarbonisation. There is a clear synergy with policy priorities identified for the region in relation to social inclusion, economic opportunity, clean growth, access to labour, air quality, noise, and quality of life.

Electrification

In a densely populated region with busy, mixed-traffic railways, electrification will be the greatest single weapon in our armoury, enabling efficient, cost-effective, productive, and attractive rail services with low or zero carbon emissions.

We envision a rolling programme leading ultimately to electrification of all mainline railways serving our region, alongside strengthening the physical and operational resilience and flexibility of the network in order for it to be able to adapt to the growing challenges presented by the impacts of climate change in the future.

Decarbonisation fits closely with the wider reasons to support a growing railway. This in turn implies:

- Increased capacity for passengers and freight – on each train and on the network.
- Improved connectivity, with attractive, simple, and quick door-to-door travel opportunities that are accessible to all.
- Simple service patterns and close integration between services to maximise the efficiency as well as attractiveness of bus and rail.
- A regional rail network that is the gateway to the wider national network.
- Attractive connectivity to closer international destinations – an alternative to flying.
- The specific requirements of rail freight being at the heart of network planning.

The priority of decarbonisation provides a strong drive towards intervention to strengthen the role of the railway for passenger and freight. We will reflect and support this objective through measures which enhance the attractiveness, efficiency, and capacity of rail.

Reliability and punctuality

Reliability and punctuality, together often referred to as ‘performance’, are critical for rail in our region. ‘Reliability’ relates to the cancellation of train services – whereas ‘punctuality’ focuses on whether they arrive at their destinations on time. The “short-forming” of trains – where fewer carriages than scheduled are provided – is also a significant issue, notably at peak times.

There is strong evidence that poor performance is a major barrier to travelling by rail – seen most obviously and publicly in the aftermath of the May 2018 timetable change when a collapse in punctuality and a surge in cancellations and short-formed trains saw rail services in much of the North become perceived as almost unusable.

Challenges

The railway in the North is busier than it has been for decades. The lack of capacity is a concern – especially at peak times. There is very little ‘room for error’, and a single delay can quickly become a wider collapse in punctuality. It can be considered the greatest single driver of poor performance on the rail network across the North.

In simple terms, poor performance is often a function of the network being “full up”, and so it requires much greater discipline to operate reliably. However, even with perfect operating discipline, it is impossible to run a reliable railway if wider causes of poor performance are not also tackled – with factors ranging from technical train and infrastructure failures to natural events and staffing issues.

Poor performance also fuels a mistrust of interchange – passengers will be reluctant to change trains if the connection “may not make” – a major barrier to unlocking new connectivity by integrating timetables between services.

Performance is equally critical for freight. Some commodities are naturally time-sensitive, such as intermodal containers and mail. Profit margins for commercial rail freight are thin, so efficient cycle times of trains are essential to compete with other modes. Punctual arrival is in many cases a contractual imperative for rail freight.

Priorities

To help achieve our objectives for the Rail Strategy, we have identified a set of specific priorities for the development of improved reliability and punctuality:

- **Network capacity** – We will establish a clear case for investment in additional capacity in the rail network – with performance forming a major element of the Rail Strategy work assessing future rail infrastructure capacity requirements.
- **Network resilience** – We will emphasise the need to develop a more resilient rail network – including a clear focus on mitigation and prevention measures associated with the wide range of drivers of poor performance.
- **Passenger experience** – We will continue to influence the rail industry to put passengers at the heart of planning for rail operations – including a clear focus on passenger-focussed performance monitoring.

Our vision

Reliability and punctuality

Performance must be a top priority, and our focus needs to be on creating a more resilient railway which minimises both the likelihood of poor performance and the magnitude of the impacts. Only in this way can an attractive network be created and, through reliable connections for a wide range of journeys, confidence be built in an integrated rail and public transport network.

The vision for the Rail Strategy is to use a suite of interventions to move towards a railway that reaches performance levels such that punctuality and reliability cease to be a significant concern influencing passengers' choices, and freight forwarders can have full confidence that rail will deliver.

It can therefore be seen that we need our railway to be able to:

Avoid causes of poor performance arising in the first place.

Mitigate the magnitude of disruption that arise directly from such events.

Minimise the spread of delay to services across the wider network.

Manage the impact of the disruption on passengers' actual journeys.

Recover from delay and restore normal services as quickly as possible.

We will continue to influence the industry to:

- Minimise delay incidents through steps to make the railway a robust and resilient system.
- Minimise the impacts of disruption events through sound operating strategies alongside resilient infrastructure which provides "fall-back" options.
- Manage journeys with the passenger and freight customer put first and by ensuring information is clear and accurate.
- Employ a "one team" approach to fixing problems and to providing clear communication to enable passengers to adapt their journeys accordingly.

Performance monitoring

Our vision needs to be supported by a monitoring system that is built around real-world journeys – to ensure that the railway puts the passenger and freight customer first.

Despite recent improvements, established performance measures are based on the operation of train services – which has been seen to drive perverse behaviour such as connections not being held for passengers interchanging between services – and alternative measures based on real-world journeys must be pursued.

Vital measures to routinely monitor if the correct number of carriages are provided for each train service must also be developed fully.

Rail stations and access to the network

Stations are the gateways to our rail network – while rarely the true start or end of a journey, they provide the traveller’s first and last interaction with, and impression of, the railway. Stations are a vital stage of the door-to-door journey, and to grow use by all groups, the type, quality, and level of amenity of station facilities, as well as the ability to access the station, are all important factors that impact on travel choice.

The quality and fitness-for-purpose of stations cannot be ignored in any rail strategy that is to be successful in achieving modal shift towards public transport and promoting socially inclusive and sustainable access to opportunity and amenity.

Challenges

Key to achieving our objectives will be considering each vital aspect of the rail journey as one element within a journey from door to door. If any aspect of that chain is broken by poor service provision, the system will not be successful – and the quality of our stations is a vital link in that chain.

The Combined Authority already has an investment programme focused on station gateways in our major centres, but there is strong recognition that in order to grow rail patronage in line with our ambitious targets, we need to ensure all our existing stations are performing to their maximum potential.

Rail stations are often places of interchange between rail services, and even more often interchange between rail and another mode – bus, taxi, car, or an active mode. Stations can also function as local facilities hubs in their own right, for example for shops and cafes, hosting valuable services to local communities.

The current slow progress of the rail network towards providing ‘access for all’ at stations throughout the network is not acceptable from an equalities viewpoint and needs to change.

Priorities

To help achieve our objectives for the Rail Strategy, we have identified a set of specific priorities for the development of rail stations and network access enhancements:

- **Passenger experience** – We will make our rail stations attractive and pleasant places, well rooted in their communities, and perceived at all times as safe – with consistent and high standards to enhance the image of public transport as a whole.
- **Access for all** – We will insist, to all partners across the rail industry, that it should be a fundamental principle that all stations must be fully physically accessible to all members of the community.
- **Maximising potential** – We will expand the reach of our rail stations into wider communities across the region – looking beyond the immediate station area – and ensuring the stations themselves provide the necessary facilities to maximise use.

Our vision

Rail stations and access to the network

Our vision for rail stations is to enable the successful contribution of the rail network to achieving socially inclusive and sustainable economic growth in a post-carbon society, by:

- Acting as attractive gateways to the railway network.
- Forming an active part of an integrated public transport system.
- Providing comfortable, safe, and pleasant waiting environments.
- Ensuring that the high standards provided are well maintained.
- Providing accurate, timely, clear, and accessible information.
- Optimising physical links between stations and their direct catchments.
- Being rooted in communities and seen as assets in their own right.
- Playing a role in attracting investment and regenerating catchment areas.

It should be a fundamental principle, not an aspiration, that all stations must be fully physically accessible to all members of the community. Physical accessibility means the ability to use all station facilities – not just access to the platforms and onto trains, but accessible waiting areas, toilets, ticket retail, and information systems. A comprehensive rolling programme to bring the system up to standard must form a commitment at national as well as regional level.

Station function

There is no single appropriate standard for all stations – while some basics such as shelter, lighting, information, and seating are a minimum, stations vary widely in their levels of usage and in the functions they serve. The Rail Strategy will address the issue first by defining categories of station, and then defining the level of facilities that should be applied to each category. It is likely that, informed by previous work, stations will be categorised by reference to three main criteria:

- **Typology of place** – e.g. regional or sub-regional centre, local centre, etc.
- **Function** – e.g. residential area, employment hub, leisure destination, key interchange location, mixed functions, etc.
- **Usage levels** – including the potential of stations rather than current footfall, which may at present be suppressed by poor service levels and / or facilities.

The future roles of stations, and the quality of their facilities, are closely linked to the way in which the railway will evolve within our region's wider spatial strategy, and within our wider Connectivity Strategy. Creating a more integrated public transport network which facilitates a step-change in multi-modal journeys will create a geography where more rail stations assume roles as interchange hubs. For such a concept to be successful, it is vital that stations are designed to fulfil that function, such that interchange is physically easy, intuitive, simple, and stress-free.

Rolling stock quality

The quality of trains serving our region forms a significant part of the overall passenger experience. Our objectives are dependent on modal shift in favour of public transport and sustainable modes, as well as attracting new mobility to these modes. Achieving this will mean increased capacity, improved connectivity, as well as affordable fares – but these will not be sufficient if the trains themselves do not provide an attractive experience.

The section focuses on the quality of rolling stock for passenger journeys. Wider areas relating to rolling stock – notably freight services, quantity of rolling stock, procurement, decarbonisation, and electrification – are captured elsewhere within this document.

Challenges

The passenger perception of rolling stock serving our region is mixed. With a variety of markets served – including long-distance, interurban, commuting, and semi-rural regional – rolling stock varying from brand new to 40 years of age, and six different train operators providing passenger services, the experience is highly inconsistent.

The types of rolling stock used are not necessarily suited to the markets served – an issue exacerbated by the mixed markets served by many routes across our region. Differing passenger needs have to be accommodated, varying by journey purpose, physical ability / mobility, solo travellers / groups travel, and wider personal tastes.

Rolling stock quality has been repeatedly cited by passengers, politicians, and wider stakeholders as an area of significant dissatisfaction for many journeys, especially on commuting and regional services. The Northern train operators have historically tended to score poorly on such criteria, but they have not been alone.

With the industry moving away from the franchising model where rolling stock has largely been left to train operating companies, the future will see a more direct approach to rolling stock strategy on a wider whole-industry strategic planning level.

The COVID-19 crisis may result in lasting impacts in terms of passenger expectations in relation to rolling stock – including a lower tolerance of crowding, higher expectations of cleanliness, and increased awareness of on-board air quality.

Priorities

To help achieve our objectives for the Rail Strategy, we have identified a set of specific priorities for the development of rolling stock quality enhancements:

- **Passenger experience** – We will promote development of a consistent rolling stock offer for each category of journey type – suited to the market being served.
- **Productivity benefits** – We will push to maximise productive time on trains with a clear need for adequate seating capacity and high-quality digital connectivity.
- **Rail as a choice** – We will strive for a high-quality travelling ambience – such that rail travel becomes a positive choice, rather than a “distress purchase” chosen despite the quality of the passenger experience.

Our vision

Rolling stock quality

Our vision is for a standard of rolling stock quality which:

- Makes the train an attractive place for the passenger to spend time – rather than a last choice – whether it be for a daily commuting journey, a productive business trip, or to travel on a family holiday.
- Provides a consistent passenger experience in line with the nature of the journey – and addresses current disparity in the quality of rolling stock across our region.
- Reflects the differing needs of different types of passenger – and in a way that accounts for the mixed markets served by many routes across our region.
- Reflects the long-term impacts of the COVID-19 crisis in terms of increased passenger expectations.
- Is cost-effective, operationally efficient, and environmentally responsible.

Rolling stock quality covers a very wide variety of factors, which may be considered to a greater or lesser degree in the Strategy:

- Service performance and reliability.
- Accessibility to all users.
- Overall ride quality – including noise and vibration levels and comfort of seats.
- Accommodation – including space per passenger (both seating capacity and provision for standing passengers) as well as space for luggage and cycles.
- Arrangements – including seating layout, provision of tables, door locations, and the design of windows and lighting.
- Facilities – including passenger information systems, on-train catering, first-class accommodation, seat reservations, toilet provision, passenger safety and security features, and internet connectivity together with power supplies.
- Features useful for operators – e.g. CCTV and other monitoring equipment.

Links to wider areas

It is also important to consider links to other Rail Strategy workstreams that are being progressed (to the extent that each is considered to be in scope):

- Capacity – while linked to forecast demand, it is important to ensure that efficiently maximising capacity does not happen at the expense of passenger comfort.
- Maintainability and whole-life cost-effectiveness.
- Energy-efficiency.

It is clear that one size will not fit all, and it will be important to explore these factors in the distinct (but overlapping) contexts of the different markets rail needs to serve in and beyond our region.

Rail freight

Rail freight can be a highly energy-efficient and cost-effective means of transporting goods of a wide variety of types. When electrically powered, it can be effectively zero-carbon. In recent decades, rail has struggled to make progress against road competition in many markets other than certain bulk commodities and intermodal containers.

In a modern sustainable economy, the rail network needs to provide for both freight and passenger services, and it is often the case that capacity provision that would help rail freight to run would also be beneficial to passenger flows.

Challenges

Most freight traffic in our region is passing through. Traffic which does originate in or close to the region includes aggregates from the Yorkshire Dales; traffic with its destination in the region includes aggregates for construction in urban centres and biofuels to Drax power station; and flows which operate both into and out of the region include intermodal containers carrying a wide variety of commodities.

East-west traffic is hugely constrained by the severe lack of rail network capacity over the Pennines, and no routes at all which can be used by trains carrying larger shipping containers on standard wagons; addressing this is an industry priority.

In a highly competitive market, rail freight struggles against slow and indirect routing and also a range of significant limitations and restrictions across the network. Electrification is also so patchy as to make few flows suitable for electric haulage.

Performance is critical for freight. Some commodities are by their nature inherently time-sensitive, such as intermodal containers and mail. Profit margins for commercial rail freight are thin, so efficient operations are essential for rail to compete with other modes. Punctual arrival is in many cases a contractual imperative for rail freight.

Priorities

To help achieve our objectives for the Rail Strategy, we have identified a set of specific priorities for the development of rail freight:

- **A growing role** – We will strongly advocate the growth of rail freight both as a means of transferring existing flows to more sustainable modes and also as a way of supporting the clean growth of new businesses.
- **Planning strategy** – We will keep a clear focus on critical operational factors which must be met to successfully develop and exploit the economic efficiency and environmental advantages of rail freight.
- **Major projects** – We will continue to influence the development of major projects to ensure that greater emphasis is placed on expanding the role of rail for freight – including the need for sufficient network capacity to accommodate future growth.

Our vision

Rail freight

The Rail Strategy will re-affirm the importance of rail freight as being vital to the sustainable development of the economy of our region whilst enhancing quality of life and transitioning to a post-carbon society.

Rail freight must be allowed to grow through modal shift, as well as from new and increased economic activity – providing an alternative to the road network for the transport of freight, helping to reduce congestion, improving air quality and urban amenity, and reducing carbon emissions.

Rail freight must be accommodated in rail industry planning activities – including:

- Assumed levels of traffic of the network – driving infrastructure planning.
- Electrification – including freight terminals and diversionary routes.
- Loading gauge – the height and width of structures to accommodate services.
- Train lengths and weights – provision for the maximum requirements.
- Speed profiles of rail lines – including addressing freight-specific limits.
- Provision for future freight terminals – to serve existing and future industry.
- Support through land-use planning – including road network interactions.

Opportunities for rail freight

The drive towards modal shift in light of the climate emergency is not the only factor opening up opportunities for rail freight:

- Road freight is under pressure not only for environmental reasons but also due to a shortage of HGV drivers and ongoing uncertainty around Brexit.
- Any future carbon taxation or similar measures designed to reflect the balance of environmental cost between rail and road freight would strongly benefit rail.
- There are increasing numbers of shorter-distance freight flows operating with success – and with further scope for new traffic to be won to rail, as well as traffic lost over the last 30 years to be regained.
- Rail freight will be critical to the construction phases of Trans-Pennine Route Upgrade (TRU), Northern Powerhouse Rail, and High Speed 2.
- Continued lobbying to change Government policy on TRU to provide for regular freight – with strong latent demand for cross-Pennine traffic.
- “Freeports” could offer the opportunity of shifting activity in a way helpful to rail freight if locations are well served (or capable of being served) by rail.
- Growing recognition that improved rail freight efficiency is more than just marginal in making the case for electrification. There are clear and strong links with our wider priorities for decarbonisation – this is picked up specifically in the following section.

Safety and security

Safety on Britain's railway has been a success story both in terms of international comparisons and comparisons with other modes of travel. Until the tragic incident of August 2020, there had not been a single passenger fatality in a railway accident since 2007. In contrast, in 2018 1,784 people lost their lives on Britain's roads. Fatalities and serious accidents have however taken place in other settings, such as involving on-track staff, passengers at stations, and at level crossings.

This safety record forms a strong argument in favour of rail in terms of encouraging modal shift away from car and of transitioning from road freight to rail. A strategy aimed at achieving modal shift can only succeed if the passenger (and society as a whole) have confidence in every aspect of its operation, and that must include confidence in safety, as well as perceptions of personal security.

Challenges

It is said on the railway that "safety is no accident". The world-leading safety record has been the product of decades of learning, training, progress, and a culture of safety. However, events inevitably underline that the system is not perfect, that improvements can still be made, and that the risk of complacency is ever-present.

Within the industry, strong mechanisms exist to continue to drive improvements to safety. The role of the Combined Authority is primarily a supporting one. However, as an independent body, we are able to consider wider issues, potential trade-offs, and conflicts that could arise, and there is therefore a case for policy in this area.

There is strong evidence that for many passengers, or prospective passengers, perceptions of personal safety – fear of crime and antisocial behaviour – can be a decisive factor in whether or not they choose to use rail. While particularly prevalent in urban areas and at off-peak times, the issue is not restricted to one particularly "vulnerable" section of society, nor to one area, nor to one time of day.

The changing world in which the railway operates can also give rise to increased or wholly new risks. A striking example, with potentially devastating consequences, is the impact of changes to weather patterns on the physical integrity of the railway's infrastructure, such as the increased risk of flash-floods and landslides.

Priorities

To help achieve our objectives for the Rail Strategy, we have identified a set of specific priorities for the safety and security of rail in our region:

- **Industry best-practice** – We will continue to support the development and application of world-leading practice on safety throughout the rail industry.
- **Modal shift** – We will continue to promote strategies rooted in the benefits of associated with modal shift towards rail as an inherently safe mode of travel.
- **Industry challenge** – We will use our position as an independent body to raise challenges with regard to safety and security that reflect local conditions.

Our vision

Safe operation of the railway

Those travelling in our region should not consider safety or personal security to be significant concerns influencing the decision whether to use public transport. We will achieve this by building on the railway's world-leading record on operating safety, increasing rail's modal shares both of passenger travel and freight. This will be supported by effective and high-profile measures to ensure that the railway is designed, managed, and operated in such a way as to enhance perceptions of personal security from the start of their journey through to their final destination.

Building on the railway's excellent safety record, one of the greatest contributions the railway can make to the overall safety of the transport system is modal shift. It is clear that the more journeys that are made by rail as opposed to by road, the fewer accidents there will be in total. Therefore, the wider scope of this strategy, and its overall goal of creating an attractive rail system that leads to modal shift, is material to improved safety overall.

With its cross-modal reach and wider remit for the development of our city region, the Combined Authority is well placed to bring in this wider perspective to ensure the best safety outcomes for West Yorkshire.

We need to ensure that business cases for safety improvements take full account of the wider social, economic, and environmental benefits (including safety itself) of the service enhancements that they would enable – but it is also appropriate for the risk assessments to take a “holistic” view of risk across the transport system as a whole, in order to ensure that no perverse outcomes arise.

Passenger safety

While personal safety and the perception of personal safety generally correlate fairly closely, this is not necessarily always the case. The railway must therefore not only effectively protect the personal safety of its passengers but be seen to actively do so.

Measures to maximise the security and “visible safety” will extend across all areas where they physically interact with the network, at all stages of their journey – and will be directly addressed in the relevant sections of this Rail Strategy, including:

- Providing safe and secure access routes to and from stations at both the start and end of the journey – see ‘rail station quality’.
- Ensuring our rail stations provide consistent and high standards of passenger experience for waiting and interchanging – see ‘rail station quality’.
- Supporting integration with other modes through safe interchange with bus at stations as well as secure car and cycle parking – see ‘connectivity concepts’.
- Ensuring that rolling stock is of a high and consistent standard – with a strong focus on perceptions of safety and security – see ‘rolling stock quality’.

Fares and ticketing

However efficient, reliable, comfortable, and fast the rail system may be, it cannot be effective in achieving its objectives if the railway is perceived as offering poor value for money and / or having a complex ticketing system that deters travel. It is critical that the fares and ticketing system should support the objectives.

The rail fares system in Britain has changed relatively little since the 1990s and no longer reflects how we live and work. We need a system that can fit around how people live their lives and travel, and that ensures that they get the best fare for the journey they make.

Challenges

The wide range of rail products, fares, restrictions, and retail channels can present a complex and often opaque proposition for both existing and potential passengers to navigate. This can make it challenging for passengers to have confidence that the products they choose to purchase are providing them with best value for money for their travel requirements.

Travel patterns are changing – including part-time or flexible working, multiple work locations, and the rapid growth of the leisure economy. Changing working patterns have been strengthened by the COVID-19 crisis and may well form part of a longer-term trend. Traditional season tickets are not attractive for commuters who do not need to travel every day, and the industry has been slow to develop alternatives.

While the overall levels of fares and therefore the balance between fares income and subsidy are primarily a matter for national policy, it is clear that the way in which the fares system operates can also have real impacts – positive and negative – on the overall attractiveness of rail as a mode.

Growth in employment and population, alongside improved connectivity, will see the North of England increasingly function as a single economic area. In the same way as passengers can travel flexibly around larger urban areas today, there may be a requirement to cater for this type of travel market across a much broader geography.

Priorities

To help achieve our objectives for the Rail Strategy, we have identified a set of specific priorities for the development of rail fares and ticketing:

- **Simplicity** – We will call for improvements to reduce the complexity of fares and ticketing – aiming for a system which simple, clear, and easy to use for passengers.
- **Value for money** – We will support measures to ensure passengers achieve best value for money for their travel – whilst also tackling issues relating to affordability and increasing the attractiveness of rail.
- **Passenger needs** – We will endorse changes to the fares and ticketing system to better suit changing travel patterns and passenger needs – integrated across all modes of travel.

Our vision

Fares and ticketing

The fares and ticketing system should help to simplify end-to-end journeys and increase the attractiveness of integrated public transport to current and potential passengers. A successful system is likely to need to have the following features:

- Simplicity, consistency, and transparency – providing passengers with confidence that they will be charged the best value price for their travel.
- A single system – integrated within the railway itself (regardless of operator) and across public transport as a whole.
- Ease of purchase, reflecting needs of different potential users including those excluded by technology or elements of the financial system.
- Suitability for daily travellers, part-week commuters, and occasional travellers, as well as those making frequent journeys to a variety of different places.
- Being proportionate to the means of different sections of society – such as young people, older people, students or the unemployed or low-waged.
- Incentivising public transport use as the default choice for leisure and personal travel as well as for commuting and business journeys.
- Not disincentivising long-distance journeys where rail should, to meet sustainability objectives, capture modal share from aviation as well as car.
- Not penalising groups and families – competing with the “economies of scale” that the car offers for such travellers.

Addressing these challenges is likely to be impossible within the current fares structure. As the economy and transport network of the North evolve over time, there may be a case for a new structure which is better equipped to cater for the aims set out above.

The design of such a structure would need careful study to assess financial impacts alongside the contribution to economic, social, and environmental objectives, and to understand how transition could be managed. The system should also continue to provide a mechanism to manage the industry’s financial and commercial risks.

There are tensions and potential conflicts that would need to be carefully considered – notably in balancing simplicity, value for money, fairness, flexibility, and operating efficiency. Tensions also exist between the varying interests of the system as a whole, those of individual train operators, and those of passengers.

Ticketing mechanisms

The way tickets are delivered is already changing, with gradual migration away from paper tickets towards mobile or e-ticketing, smart cards, bank card payment, and other media – although this has been limited by the complex structure of the rail industry, including the fares and ticketing systems themselves. The medium by which the “ticket” is delivered should be secondary to the suitability of the product – provided delivery is cost-effective for the operator, is capable of standardisation and integration, and is socially inclusive.

Network gaps

There are increasingly vocal campaigns to expand access to the railway or to close gaps in the network. In many cases, these relate to historic route reinstatements – considered to have new relevance – in others, they may be about sections of railway that never existed but bridge a clear gap to make the network more effective.

In recent times, West Yorkshire has seen considerable success in the large number of stations opened or reopened on existing lines. Also, some lines that survived as freight-only routes have since had passenger services restored, most notably the route through Brighouse. However, West Yorkshire has yet to see any full reopenings of historic routes, nor any new-build alignments.

Challenges

While new rail connectivity has been shown to bring transformative improvements to economies, to social inclusion, to modal shift, and to quality of life, there are substantial barriers to delivering reinstatements and / or new-build rail schemes:

- **Capital cost** – Railway construction, as with much transport infrastructure, is expensive, particularly in light of cost increases since rail privatisation and adoption of new standards.
- **Operating cost** – Few rail services directly make money, particularly those providing shorter-distance connectivity, and in general a new service requires funding not only to cover capital but also ongoing operating costs.
- **Business case** – These cost challenges, combined with limitations in standard appraisal methodologies in terms of understating likely levels of demand and benefits can make it difficult to produce a case acceptable to central funders.
- **Network capacity** – New or reinstated railway schemes can offer the prospect of relieving congestion on the existing network. However, a new route that feeds into a bottleneck such as Leeds station may exacerbate existing issues.
- **Land use** – New or reinstated rail routes would likely be concentrated in more densely populated areas. Many historic alignments have been compromised since closure, in some cases with little land available for a new alignment.
- **Public acceptability** – While potentially less intrusive than major roads, new rail alignments have potential to prompt local opposition.

Priorities

To help achieve our objectives for the Rail Strategy, we have identified a set of specific priorities for considering rail network gaps in our region:

- **New opportunities** – We will assess the potential of network gaps identified across our region – both in terms of new passenger and freight connections.
- **Wider modes** – We will assess the potential of wider modes in assessing the case for network gaps as part of our wider Connectivity Strategy.

Our vision

Network gaps

Our vision is for the railway to play a pivotal role in a sustainable public transport and freight logistics network that coordinates all modes to allow them to function optimally in the service of a prosperous and socially inclusive region that achieves a high quality of life in a post-carbon world.

The almost unprecedented growth of demand to travel by rail in our region, combined with the recognition that rail will play a pivotal role in post-carbon mobility, is leading to a change in thinking in terms of the scope for rail to penetrate new markets. This is seen against the now almost universal recognition that historic closures, such as the “Beeching Axe”, went too far and did long-term damage.

Our region has a number of towns of significant size that are not on the rail network. This appears to cause significant disadvantage in terms of poor public transport connectivity, isolation from opportunity, and / or high levels of car-dependency. There are also towns that do have stations but are not linked by regular passenger services. Finally, there are also examples where a logical link between two rail corridors does not exist.

Opportunities in this context might be presented by:

- Lines that exist now but are not used by regular passenger services.
- Disused historic alignments, where these are still physically present.
- Other existing schemes such as Northern Powerhouse Rail or High Speed 2.

We will identify possible additions to the rail network – or other complementary additions to the transport system – that could significantly increase the railway’s ability to achieve our objectives, by spreading the benefits of passenger rail transport more widely, by allowing new and additional freight to be carried by rail, or by increasing the effectiveness of the existing network.

As a first step we will carry out a sifting exercise on network gaps – considering known stakeholder aspirations, political statements, plus rail and wider socio-economic evidence. Opportunities will be assessed against a number of criteria derived from the objectives, principles, purposes, and network outputs identified for our Rail Strategy as a whole.

The main focus will be on passenger routes, but lines with potential for freight traffic (such as alternative routes to ease capacity issues) will also be identified, as will any obvious destinations for, or sources of, new freight traffic. New or reinstated links of any length are in scope, from curves linking two existing lines, through to wholly new railway routes.

Our work will be linked to emerging work on rail connectivity concepts, wider work on regional connectivity as well as being informed by current thinking on HS2 and NPR.

Where a network gap shows strong potential, the optimal solution may or may not be a “heavy” rail scheme. In cases where there are significant engineering challenges, an alternative such as light rail (including tram-train) might have more potential, and consideration will be given to other modes of “mass transit” than rail in its current form.

New stations

West Yorkshire has a strong recent history in successfully developing and delivering new rail stations. In recent years, new stations have opened at Apperley Bridge, Kirkstall Forge, and Low Moor. A further four new station proposals – to serve Elland, Thorpe Park, Leeds Bradford Airport Parkway, and White Rose – are currently progressing in advanced stages of development.

In considering our vision for new rail stations in West Yorkshire, we need to reflect on the emergence of new strategic and spatial priorities, including the emergence of new growth areas, added focus on inclusive growth, and the declaration of a Climate Emergency across the region, along with wider changes to the transport landscape.

Challenges

A study to consider the viability of potential new rail stations across West Yorkshire was produced in 2014. This detailed study has been extensively used over the years since to establish priorities for the development of new stations and as an evidence base against which proposals can be tested. There has been a growing need for a renewed position on priorities for new rail stations – to build on the established study.

The Combined Authority have undertaken a comprehensive review of the previous findings for each proposed new station site to identify potential significant changes since the 2014 study that would have an impact on the overall findings and priorities. All aspects of the assessment framework have been considered at a high level.

Based on this review, a revised position on our priorities for the development of further new rail stations is emerging. It is clear that there are a wide range of challenges to be faced. In terms of general constraints, many of the challenges outlined within the previous section on ‘network gaps’ are also relevant here, notably those relating to capital cost, business case, and network capacity.

Priorities

To help achieve our objectives for the Rail Strategy, we have identified a set of specific priorities for considering new rail stations in our region:

- **Deliver commitments** – We will focus on successfully delivering our existing programme of new rail stations serving Elland, Thorpe Park, Leeds Bradford Airport Parkway, and White Rose.
- **New priorities** – We will identify further opportunities for the development of new stations where there is potential for a strong case to be made – including actively pursuing opportunities to shape major programmes, notably where major route upgrades and service enhancements are being planned.
- **Maximise potential** – We will continue to work to expand the reach of our existing rail network into wider communities across the region through enhancements aimed at improving network capacity, station facilities, and access to the network.

Our vision

New stations

The review of our new rail stations study has not identified any proposed locations which are sufficiently free of constraint to make them obvious candidates for delivery. However, for proposed locations that we believe demonstrate potential for a strong case, three broad categories have been identified which capture particular challenges we expect to face:

Recommended for further development

Subject to wider rail infrastructure upgrades

The need to accommodate a mix of fast and stopping services, plus critical capacity issues throughout the network, place considerable constraint on the potential to introduce new rail stations. In our region, this applies especially to the Trans-Pennine route linking Leeds, Manchester, Huddersfield, and York and the East Coast Mainline via Wakefield.

Any new station would most likely need substantial route upgrades in the form of four-tracking schemes, or other substantial corridor-wide upgrades, to provide sufficient capacity to accommodate additional station stops. There is a strong link to the case for electrification – which can reduce the difference between fast and stopping journey times.

Recommended for further development

Subject to developments in rail timetable solutions

Whilst this category captures potential new stations situated on wider routes across our region which are generally not constrained by the need to accommodate a mix of express and stopping services, these routes do still suffer from critical capacity issues which limit the ability to introduce new station calls and also present performance risks for services.

The introduction of new stations would likely require either: a) difficult choices around stopping patterns, with reductions at existing stations to allow for calls at new stations; or b) additional investment in infrastructure to deliver the capacity required.

Recommended for further development

Subject to developments in rail service provision

This category captures proposed locations which would sit on sections of the rail network which have a limited service, or no service at all, at present. Service enhancements would be required to facilitate the introduction of new stations. There are clear links with our priorities relating to development of rail services frequencies – see the 'local service frequency' section.

Making the case for new stations within this category will rely on the potential for growth – substantial planned housing growth would enhance the case for investment. The case for potential new stations should be considered as part of an integrated approach to land use and transport planning, including the role that enhanced rail services could play.

Implementation

Reform, devolution, and implementation

In our submissions to the Williams Rail Review in 2019 we supported the case for substantial reform of the rail industry. We made the case for reform to deliver an industry structure that is much simpler, integrates decision making across ‘track and train’, and is devolved so that decisions and budgets are held much closer to day-to-day operations.

Such reform would create an industry that we can much more readily do business with. Crucially, it would also help to drive financial efficiency by removing costs at the interfaces between different parts of the industry and ensure much greater accountability for costs through transparency and singular ownership. The cost of both railway operations and capital enhancements must become more affordable for rail to realise its full potential contribution to our transport mix.

In terms of what is required from a future model for the railway, the Combined Authority has set out the need for:

- Clarity of objectives for the railway: social, economic, and environmental and permeating the railway from top to bottom.
- Network outputs driven by these objectives (without conflicting incentives).
- Value for money in day-to-day operation and in delivery of new infrastructure.
- A coordinated and integrated rail system with a ‘controlling mind’ with clear lines for influence and accountability.
- A railway operationally independent of government (but accountable to it nationally and regionally), with a focus on investing in skills and research.
- Devolution to ensure that objectives reflect local priorities and conditions, with accountability to those most affected by the railway.

At the time of writing (Autumn 2020), there is a strong indication that government will deliver substantial industry reform to be set out in a Williams Review White Paper. Government has confirmed that remaining rail franchises will be terminated as rail operations move to a ‘concession’ based model for the long term. This should deliver a more rational and integrated approach to service planning and accountability.

Network Rail’s new ‘putting passengers first’ structure is already providing stronger and more accountable relationships as decision-making and budgets are internally devolved to the region and ‘route’ levels.

Delivery of the Rail Vision will require us to develop a strong and collaborative relationship with ‘the railway’ in whatever shape it emerges from the reforms. On the strength of the reform already taking place and strong indications of what are to come, together with our own transition to a Mayoral Combined Authority, we will consolidate and develop our partnerships with the railway as follows:

- **Co-ordination of investment of planning activity** – The railway has significant enhancement and renewal budgets, and there is significant scope for leveraging this spend by incrementing projects with local funds as well as aligning expenditure. The greatest opportunities are likely to be in and around stations for improved access to the network, passenger facilities, and interchange.
- **Co-investing in rail facilities and services** – Where there are demonstrable passenger benefits we are likely to find a case to introduce local funds to help develop and deliver schemes in partnership with the railway. Devolution of funding and powers as part of our transition to a Mayoral Combined Authority may create opportunities for sharing risk and revenue on specific initiatives and schemes.
- **Integrated strategy-making** – A reformed railway will deliver more coherent strategies for the longer term. Close collaboration will ensure we add local value to ensure the railway develops strategies that respond to our priorities, and in turn ensure our own strategy and delivery plans are informed by the expertise from across the rail industry.
- **Holding the railway to account on behalf of passengers** – This is and will continue to remain a vital part of the role of the work of the Combined Authority and of our political leaders.

Partnership approach

Delivering this vision will require a strong partnership with the railway, with sufficient capital and revenue funding to support our ambitions. The Rail Review promises to restructure the railway to re-establish a railway which is much more in control of its own destiny, and which will much more naturally 'own' the need for a long-term investment strategy. The Combined Authority is ready to work enthusiastically in partnership with the railway to ensure the network and services it provides realise the growth and change necessary to realise West Yorkshire's regional ambitions.

The rail network and operations in West Yorkshire are heavily integrated into the wider regional and national network, which makes direct local operation at a West Yorkshire level unfeasible. However, a strong partnership approach with a reformed railway that we can do business with ensure that the rail network can fulfil its role an important and integrated part of an integrated public transport network for West Yorkshire.

We will continue to work in close partnership with our local authority partners throughout West Yorkshire, with neighbouring authorities, and with Transport for the North on those matters where co-operation at a wider geography is required, and for making the case for large strategic investments into the network.

Work is ongoing to develop processes and governance to secure the relationships we need from reform and devolution as the new structural landscape becomes clearer.

Strategy development

Setting out our next steps in moving from vision to strategy, building on extensive work, and moving toward a detailed view of how we aim to deliver enhancements aimed at achieving our objectives.

Moving from vision to strategy

The Combined Authority is producing a Connectivity Plan for the region. With an aim to create easy, seamless, door-to-door journeys, this ambitious plan identifies West Yorkshire's priorities for different forms of transport and how they will integrate. The plan aims to deliver a significant shift to public transport use – bus, rail, and a new form of urban mass transit – and cycling and walking.

The Connectivity Plan includes daughter documents that outline the ambition for each mode of transport as part of the holistic 'whole'. The new West Yorkshire Rail Strategy is the document that will fulfil this purpose for 'heavy rail', the Rail Vision being the first product thereof.

As the first product of the Rail Strategy, the Rail Vision sets out West Yorkshire's ambition for the way in which the railway needs to serve the region, its people, and businesses in the future. The Rail Vision will be subject to public engagement as part of the Connectivity Plan suite of documents.

Beyond the Rail Vision, development of the full Rail Strategy will translate the high-level objectives, outcomes, and outputs contained in the vision – through development and implementation of specific actions – into interventions across the full scope of rail policy. Crucially, this will include prioritisation.

Work to develop the new West Yorkshire Rail Strategy in full, including further detailed technical supporting work, continues in the meantime. Alongside the outcome of the public engagement, this will enable the Rail Strategy to be finalised in 2021. Members and Local Authority partners will continue to be engaged in the process.

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Report to: Transport Committee

Date: 20th November 2020

Subject: **Developer Contributions update and Developer Advice Note**

Director: Alan Reiss, Director of Policy, Strategy and Communications

Author: Michael Long

| | |
|---|---|
| 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: | |

1. Purpose of this report

- 1.1 The report is to give Transport Committee members an update on the Combined Authority's approach to securing developer contributions through the planning process and to seek endorsement to publish the Developer Advice Note presented.

2. Information

Context

- 2.1 The Combined Authority is the body responsible for certain transport and travel matters across West Yorkshire and transport authority for Bradford, Calderdale, Kirklees, Leeds and Wakefield.
- 2.2 The Combined Authority does not currently have any planning powers and is not a statutory consultee in the development management process. However, we offer advice to the five West Yorkshire planning authorities, advising them on the best way to improve land use / transport integration through their forward plans and development proposals.

- 2.3 The Strategic Planning Review approved by the Combined Authority (December 2018) sets out how the Combined Authority will deal with planning related activities. The planning review states that:

‘The West Yorkshire Combined Authority to provide consultation responses on planning applications relating to transport matters to West Yorkshire partner councils; responses will provide comments and practical guidance (including recommendations relating to planning gain) to ensure that development proposals are aligned and contribute to meeting the objectives of the West Yorkshire Transport Strategy and LPAs transport policies. Responses to other Leeds City Region authorities will be provided where the development would have an impact on West Yorkshire.’

- 2.4 The planning review also says that the Combined Authority will provide consultation responses on planning applications relating to economic development matters (all Leeds City Region authorities) - providing an assessment of alignment with the SEP, West Yorkshire Combined Authority and the LEP investments or policy positions. This will only be to local planning authorities and on an exceptions basis such as by the request of LPAs on applications of sub-regional significance and / or where they relate to specific schemes which the West Yorkshire Combined Authority / the LEP have an interest; for example schemes which are part of the Leeds City Region project pipeline for investment.

Developer Contributions

- 2.5 Currently in West Yorkshire, the majority of public transport interventions (from developer contributions) are gained from Section 106 agreements (S106). The government planning white paper looks to reform the S106 process with the introduction of a nationally set levy-based system. The proposals do not include the detail required to determine how the proposed changes would operate in practice. S106 agreements for instance, are currently used to secure sustainable travel methods, encourage the employment of local people in development construction jobs, provide retail units at an affordable rent and secure on-site facilities such as open space, schools, doctors' surgeries and community facilities which would be difficult to deliver under a levy system.
- 2.6 The Combined Authority continues to look to maximises contributions from the development process to make improvements to sustainable transport including public transport. The proposals in the White Paper appears to make such local contributions more difficult to realise. We have sought more clarification in the Combined Authority consultation response to the white paper.
- 2.7 In West Yorkshire, the average amount of contributions currently received through the planning process per annum (since 2014 to 2019) is £1.2million. This is a relatively low amount in context of the Combined Authority capital programme and revenue expenditure on transport but does provide important local mitigation where development occurs.

- 2.8 The majority of funding received by the Combined Authority is for ticketing incentives (Residential MCard Scheme), bus service enhancement (new or extended services) and bus infrastructure (bus stops and real time displays). It should be noted that some infrastructure contributions such as cycling and walking schemes are not received by the Combined Authority so are not included in these figures. The Developer Advice note introduced later in this report intends to, in part, make developers and local authorities aware of the broad range of intervention that the Combined Authority supports.
- 2.9 In addition, Leeds City Council have separate developer contribution fund which derived from contributions collected for the Supertram and more recently NGT. This funding is controlled by the Local Authority as the charging authority is used to fund strategic transport schemes. This included a £5.3 million contribution paid to the Combined Authority in 2017 towards the Leeds Station Southern Entrance. We are not aware that the other West Yorkshire planning authorities operate this type of scheme.
- 2.10 It should be noted that the Combined Authority requests are one of several considerations planning authorities are presented with when determining planning applications. Planning officers must make balanced recommendations to planning committees considering all the issues around a planning application including viability. Therefore, there should not be an expectation that the Combined Authority will secure everything that we request.
- 2.11 We have seen a significant decline in the value of developer contributions received during 2020. We suspect this is due to the impact of Covid 19 slowing the rate of development, the speed the Combined Authority receives money from the districts and in part, due to the prioritisation of other work meaning fewer planning application responses were made during 2019 and 2020 to date.

Developer Advice Note

- 2.12 Being mindful that the Combined Authority is not a planning authority and therefore does not have the remit to set planning policy, we have agreed the scope of the Developer Advice Note with the West Yorkshire Chief Highways Officers and Heads of Planning.
- 2.13 The scope of the advice note builds on the Planning Review statement with respect to the Combined Authority's approach to planning applications dealing with transport matters. The purpose of the advice note is to provide clarity on the Combined Authority's role in the planning system, specifically relating to developer contributions and to improve the current processes we have in place. The specific objectives of the advice note are to:
- achieve greater consistency on when the Combined Authority are consulted by district partners on planning applications;

- set out the types and scale of transport interventions the Combined Authority requests through the planning process (including behavioural change scheme);
- provide some key principles / best practice that will inform the Combined Authority's approach to planning applications (and local plan responses);
- provide users of the Advice Note access to information to allow (developers for example) to assess their applications prior to submitting their proposals to the local planning authority.
- Facilitate efficiency savings by provide a platform for developers and local planning authorities to self-serve by giving them access to key public transport information.

2.14 The Advice note includes section on:

- Policy Context
- Key Principles based on Transport Orientated Development principles published by the Urban Transport Group¹
- Development Criteria that sets out which applications the Combined Authority should be consulted on
- Developer Contributions – sets out how principles on how the Combined Authority need to be involved in securing S106 agreements
- Planning Resources App – map-based content that provides access to key transport information including key bus routes, stops and the Combined Authority transport investment commitments
- Interventions – provides some further information about the interventions that the Combined Authority seeks through the planning process and should be used as a starting point when preparing planning applications.

2.15 The advice note has been prepared using the Story Map platform. This allows mapped content to be included that can be updated while the document is live. The link is available here - <https://storymaps.arcgis.com/stories/61cd12bce9b9494283ffd29dad02c62d> . A text version of the document is available in Appendix 1.

2.16 Subject to comments from the Committee, we intend to publish the Developer Advice Note on the Combined Authority web site.

3. Clean Growth Implications

3.1 The main observation from the officer consultation to date has been that the guide has the potential to broaden its scope from transport into other policy

¹ <https://www.urbantransportgroup.org/system/files/general-docs/The%20place%20to%20be%20-%20Urban%20Transport%20Group%20FINAL%20WEB.pdf>

areas. As set out in the planning review, the Combined Authority only provides comments on planning applications relating to non-transport policy areas by exception and therefore it may be premature to have a comprehensive advice note on other policy areas outside transport. The exception to this is the zero-carbon policy area.

- 3.2 As the reduction of emissions from transport is key to achieving our objectives to be zero carbon by 2038, there is an opportunity for the Combined Authority to place greater emphasis on encouraging the use sustainable travel from new developments to reduce the carbon impact from sites which could be achieved within the current agreed approach to planning applications. We do not propose that this version of the Developer Advice Note should go beyond transport policy.

4. Financial Implications

- 4.1 There are no financial implications directly arising from this report.

5. Legal Implications

- 5.1 A S106 financial contribution is a sum of money secured against the landowner of a development by way of an agreement or undertaking (pursuant to section 106 of the Town and Country Planning Act 1990) and payable to a local planning authority so as to facilitate the grant of planning permission for a development.
- 5.2 The Combined Authority receives developer funding from the local planning authority and is generally not party to the S106 agreement. We are only able to use any funding received for the specified purpose for which the contribution was intended, and any surplus would be returned to the local planning authority.
- 5.3 As set out in the scope, the developer advice note would not have any legal planning status and therefore would not be a material consideration in plan making or determining planning applications.

6. Staffing Implications

- 6.1 There are no staffing implications directly arising from this report.

7. External Consultees

- 7.1 No formal external consultations have been undertaken. In drafting the Developer Advice Note, we have engaged with officer groups within the West Yorkshire local authorities and the West Yorkshire Bus Alliance Group that includes representatives from the main bus operators.

8. Recommendations

- 8.1 That the Committee notes the updates provided in this report relating to developer contributions.
- 8.2 That the Committee endorses the publication of the Developer Advice Note subject to any comments

9. Background Documents

None.

10. Appendices

Appendix 1 – Draft Developer Advice Note Text Version

Appendix 1

Draft Developer Advice Note Text Version

25 September 2020

Version 1

1. Introduction

- 1.1 Many developments will have an impact on the transport network, either by generating more car traffic, increasing the number of people using public transport or altering the highway infrastructure in some way. They may also impact on peoples' lives in terms of whether or not they can access key facilities.
- 1.2 This document has been produced by the West Yorkshire Combined Authority (Combined Authority), as a source of non-statutory advice for developers and local authorities. It is intended to build on the Combined Authority Planning Review recommendations in relation to which planning applications the Combined Authority will provide comments on to the respective local planning authority. It also sets out some broad types of interventions that we will seek through the development management process.

Our Role

- 1.3 Since 2016 our Strategic Economic Plan (SEP) has set out our priorities for growth and development. As we take on additional responsibilities, respond to the challenges facing our region and incorporate the mayor's manifesto commitments into our work, we need a new strategy that can reflect changing priorities, respond to change and communicate this clearly.
- 1.4 The Strategic Economic Framework (SEF) builds on the SEP, to provide the context for investment and decision making during this next stage of transformation.
- 1.5 The five priorities that underpin everything that our Strategic Economic Framework aims to achieve:
- **Boosting productivity** Helping businesses to grow and invest in the region and their workforce, to drive economic growth, increase innovation and create jobs.
 - **Enabling inclusive growth** Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities, towns and cities.
 - **Tackling the climate emergency** Growing our economy while cutting emissions and caring for our environment.
 - **Delivering 21st century transport** Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.
 - **Securing money and powers** Empowering the region by negotiating a devolution deal and successfully bidding for substantial additional funds.
- 1.6 The Combined Authority is the body responsible for certain transport and travel matters across West Yorkshire and transport authority for Bradford, Calderdale, Kirklees, Leeds and Wakefield.
- 1.7 The Combined Authority does not have any planning powers and is not a statutory consultee in the planning process. However, we offer advice to the five West Yorkshire planning authorities, advising them on the best way to improve land use / transport integration through forward plans and development proposals.
- 1.8 We generally will not object to development proposals unless they directly affect our operations, but instead work with planning authorities and developers to achieve agreed objectives. The advice we provide is in accordance with transport policy, as set out in the five Core Strategies / Local Plans and the Transport Strategy 2040.

Strategic Planning Review

- 1.9 The Strategic Planning Review approved by the Combined Authority (December 2018) sets out how the Combined Authority will deal with planning related activities. With respect to planning applications the following recommendations are agreed:
1. All applications to be determined by Local Planning Authority or planning inspectorate.
 2. West Yorkshire Combined Authority to provide consultation responses on planning applications relating to transport matters to West Yorkshire partner councils; responses will provide comments and practical guidance (including recommendations relating to planning gain) to ensure that development proposals are aligned and contribute to meeting the objectives of the West Yorkshire Transport Strategy and LPAs transport policies. Responses to other Leeds City Region authorities will be provided where the development would have an impact on West Yorkshire.
 3. The West Yorkshire Combined Authority to provide consultation responses on planning applications relating to economic development matters (all Leeds City Region authorities) - providing an assessment of alignment with the SEP, West Yorkshire Combined Authority and the LEP investments or policy positions. This will only be to local planning authorities and on an exceptions basis such as by the request of LPAs on applications of sub-regional significance and / or where they relate to specific schemes which the West Yorkshire Combined Authority / the LEP have an interest; for example schemes which are part of the Leeds City Region project pipeline for investment.
 4. The LEP will not provide consultation responses or letters of support on planning applications in order to maintain independence from the development management process and ensure there are no conflicts of interest. As noted in the recommendation above, the Combined Authority will provide responses in relation to the SEP as the accountable body for the LEP.

Transport Strategy 2040

- 1.10 The responsibilities of the Combined Authority include: preparing the Local Transport Plan for West Yorkshire (Transport Strategy 2040); investing in new transport infrastructure; owning the bus stations, shelters and stops; paying for some socially necessary bus services which are not provided by the commercial bus operators; subsidising concessionary fares and free travel; and working with the rail industry to ensure that rail services meet local needs.
- 1.11 The Transport Strategy 2040 sets out our partners' ambitions for a transport system that serves the needs of businesses and residents as well as enhancing prosperity, health and wellbeing for people and places across West Yorkshire.
- 1.12 It also takes into account the necessity to provide 21st Century infrastructure that will support the City Region to grow and compete globally, so it is able to meet the ambitions of the Leeds City Region Strategic Economic Plan (SEP) and the Government's emerging Local Industrial Strategy (LIS).
- 1.13 Focused on West Yorkshire but recognising the importance and impact of links with the wider Leeds City Region, the Transport Strategy 2040 vision is:
- To enhance business success and people's lives by providing modern, world-class, well-connected transport that makes travel around West Yorkshire easy and reliable.*
- 1.14 The key objectives that we must address to realise this ambition are:
- **Economy:** Create a more reliable, less congested, better connected transport network.
 - **Environment:** Have a positive impact on our built and natural environment.
 - **People and place:** Put people first to create a strong sense of place.

- 1.15 The strategy aims to put in place the right transport conditions - building on the City Region's strengths and tackling underlying issues - meeting increasing demand for travel in a sustainable way while also realising the ambitions for inclusive growth contained in our SEP and district local plans. It also aims to influence and make the most of investment decisions being made at the pan-northern and national levels, to maximise opportunities for our region.
- 1.16 Since the publication of the Transport Strategy, the Combined Authority has declared a climate emergency and set an ambitious target to be net zero carbon by 2038, with significant progress by 2030. Emissions from transport have a significant impact on carbon levels. Increasing the use of sustainable transport will help reduce our carbon emissions while allowing us to meet the demand for travel.

2. Key Principles

- 2.1 The Urban Transport Group (UTG) is the UK's network of city region transport authorities. The UTG published a report in January 2019, 'How Transit Oriented Development Can Support Good Growth in The City Regions'. The full report is available here. The 7 principles set out in the report reflect the principles that the Combined Authority bases its responses to planning applications on. They are broadly aligned to the Combined Authority's Transport Strategy, and supporting policy and programmes such as City Connect, the [West Yorkshire Low Emissions Strategy](#) and the [West Yorkshire Local Cycling and Walking Infrastructure Plans](#).
- 2.2 We acknowledge that the Local Planning Authorities have a much wider remit when considering planning applications. Other factors may influence what can be reasonably secured through the planning system, but these principles should be considered nonetheless.
- 2.3 The 7 principles for Transit Orientated Development (TOD) are:
- 1 **Transit should be at the heart of the development**, whether that's heavy rail, light rail or bus. This should be provided by high quality, high frequency services, making public transport a viable, and desirable, alternative to private car use.
 - 2 **Developments need high density of housing and commercial properties** in order to provide critical mass for transit use. Density is also necessary to ensure that residents can walk or cycle to the nearest public transport station or stops.
 - 3 **TOD neighbourhoods should support walking and cycling** as the first choices for accessing public transport and other services.
 - 4 **Driving and ownership of private vehicles should be discouraged**. Alternatives, like car clubs, can be included. This can maximise the benefits of TOD and support walking and cycling.
 - 5 **Services should be integrated into the development**, such as shops, healthcare and schools, in order to encourage more localised trips.
 - 6 **Use of brownfield sites** (generally recognised as previously developed land) for TOD programmes should be first choice locations.
 - 7 **Public sector involvement** is a key enabler of TOD schemes and helps to ensure that new developments are high quality and deliver across multiple urban policy objectives including social inclusion and meeting housing need.

3. Criteria

- 3.1 The TOD principles should be applied to all developments. This section will set out the scale of development that the Combined Authority will focus on providing comments on.

- 3.2 The Combined Authority will offer advice to planning authorities on developments which generate a large number of trips, or have some other significant impact on the West Yorkshire transport network and are therefore deemed to be of strategic significance.
- 3.3 Developments which generate a large number of trips may have significant transport implications, particularly if they do not have good public transport access. In these cases, the Combined Authority will offer advice on maximising travel by sustainable modes, i.e. active travel and public transport, or on managing the **Key Route Network** to maintain the reliability of journey times.

Strategic Developments

- 3.4 The Combined Authority consider that 'strategic' development should meet the following criteria:
- Any development where sustainable transport interventions are identified in the respective local authority development plan
 - Any major development within a **Spatial Priority Area**
 - Residential developments that requires a Transport Assessment (circa over 80 units or is part of a large allocated site)
 - Retail/industrial/office development over 2,500m²
 - Any other commercial, community or leisure based development or visitor attraction proposing 100 or more parking spaces.
 - Applications for a new / replacement secondary school / primary school

Additional Factors

- 3.5 In addition, other factors will be considered such as:
- Where the development is adjacent to a bus or rail station and any development which is considered likely to impact on the operation of the facility (including removing or relocating a bus stop or shelter)
 - Where the development removes sustainable transport infrastructure or is likely to have a detrimental impact to an existing sustainable transport scheme
 - Where the cumulative impacts of clusters of smaller sites needs to be considered
 - Developments that include significant new transport infrastructure (other than site access)
 - Major developments adjacent to strategic transport proposals

Other developments

- 3.6 Some smaller developments (i.e. those below the size thresholds described above) can potentially have an impact on Combined Authority operations. In these cases, the Combined Authority may have detailed, design-related comments or may need to ensure that infrastructure and services are protected during construction.
- 3.7 The Combined Authority should be consulted and where necessary will provide comments on any development that:

- requires the re-location of a bus stop or shelter
- proposes the alteration or removal of existing sustainable transport infrastructure (i.e. bus priority infrastructure / cycle lanes)

Pre-Application Discussions

- 3.8** The Combined Authority are able to provide input into pre-application discussions on a case-by-case basis and by invite from the respective local planning authority.
- 3.9** We recognise that transport is only one of the many issues that will need to be considered by the planning authority. The Combined Authority will work with the planning authority, public transport operators and developers to reach a common understanding of issues and potential solutions.
- 3.10** We encourage that developers engage with us through the local planning authority to ensure that any advice is fully transparent within the planning system. We also encourage developers to include the Combined Authority in any discussions with public transport operators. The Combined Authority will consult with the relevant local planning authority before providing any advice to developers if we are approached directly.

4. Developer Contributions

- 4.1** Developer contributions (or planning obligations) secured by section 106 agreements linked to new development are an established mechanism for securing improvements to sustainable transport. They are widely used to bring development in line with sustainability requirements, for encouraging accessible public transport provision and for securing more sustainable patterns of development. Developer contributions, however, will always depend on the nature of the proposed development and are the responsibility of the respective Planning Authority as part of their planning processes.
- 4.2** The Combined Authority will seek developer contributions where necessary for infrastructure and revenue support for transport services of a site-specific nature where it is required to mitigate negative impacts of a development.

Section 106 Agreements

- 4.3** Developers and planning authorities are encouraged to engage with the Combined Authority when negotiating section 106 agreements, particularly when new or amendments to bus services are being considered. ***The Combined Authority should be named as a consultee or ideally administrator of funding for bus service enhancements.***
- 4.4** This ensures that the negotiations with bus operators are transparent and helps ensure that a consistent service level is achieved across the bus network. It also allows elected members to have an input into the process at an early stage.
- 4.5** The Combined Authority may recommend site-specific measures for delivery in accordance with the local planning authority's adopted planning policies. Any such contributions would need to meet the Government's policy tests, i.e. they would need to be:
- necessary to make the development acceptable in planning terms
 - directly related to the development; and

- fairly and reasonably related in scale and kind to the development.

4.6 Types of planning obligations are:

- providing on-site facilities such as information display boards or cycle parking (with showering and changing facilities where appropriate);
- providing sustainable transport links to key local destinations by introducing new or improving existing footpaths (including inclusive access measures), providing pedestrian crossings or improving cycle routes;
- providing new public transport infrastructure such as bus stops, or bus turning facilities or bus priority;
- improving facilities for public transport users (improvements to bus stops, stations, additional shelters/information etc.), including measures to help disabled people;
- contributing to planned future enhancements to the public transport network that will be of direct benefit to the development;
- providing new/additional public transport routes/services;
- providing additional public transport capacity (where there is insufficient capacity on existing services);
- traffic management on the Key Route Network (including bus priority and modifications to signals) and
- travel plan/smarter choices measures, including journey planning, ticketing offers and car sharing/car clubs.

5. Planning Resources

5.1 The Planning Resources App provides some key spatial information for developers and Local Planning Authorities. The app should be used to identify where development proposals may have an impact on the transport network.

5.2 The layers include:

Key Route Network - We jointly manage a 400-mile West Yorkshire Key Route Network of the most important, most congested West Yorkshire roads through targeted improvements, the use of smart technology and provision of quality information to improve journey times and reliability.

Spatial Priority Areas - Spatial Priority Areas (SPAs) are identified as the largest and or most strategic opportunities within our city region, requiring coordinated infrastructure investment.

Transport Scheme Pipeline - Overview of the transport schemes where the Combined Authority is investing.

Public Transport Information - Locations of bus stops, rail stations and high frequency bus routes.

General Accessibility Levels - Journey time information to main centres and employment opportunities.

6. Interventions

- 6.1** This section provides some further information about the interventions that the Combined Authority seeks through the planning process and should be used as a starting point when preparing planning applications.

| Item | Description | Cost Per Unit | Why Required | When Required | Lead Delivery Agent | Lead Time |
|---|--|--|--|---|---------------------|-----------|
| 1. Public Transport Offer | | | | | | |
| 1.1 Bus Service Contributions | Bus service contributions are used to enhance bus service frequency, extend or divert services and provide new bespoke services. Consideration must be given to low and zero emission services, particularly in areas of poor air quality. | Varies – as a guide we use a fixed figure of £150k bus per annum | To improve the non-private car transport provision from a development with significant trips including elevating capacity issues on existing services. | Each local authority has specific policies to determine the level of bus service that would be required by a development. The CA will provide guidance on the likely cost and viability of a service if it is required. | WYCA | Varies |
| 1.2 Rail Service Contributions | Rail service enhancement are used to secure funding for additional rolling stock | Varies | To improve the non-private car transport provision from a development with significant trips including elevating capacity issues on existing services. | Rail enhancement are difficult to deliver and are usually only required for major development and are likely only to be used to supplement the costs of an existing scheme. | WYCA | Varies |
| 1.3 Transport Scheme Contributions | Where a development is likely to benefit from, or reliant upon, a scheme that the CA are funding, a developer will be asked for a contribution towards its delivery. | Varies | Where the transport scheme likely to add value to a development the developer will be required to contribute towards delivery to improve the transport offer from the development. | If a development is located within 400m of a CA funded scheme. | WYCA | Varies |
| 2. Public Transport Infrastructure | | | | | | |

| | | | | | | |
|---|---|-------------------------------|---|---|------|----------|
| 2.1 Bus Shelters | Bus shelters –configuration is determined by the footpath width at the development. | £12,000 | To enhance journey experience and make travel by public transport a more attractive offer from a development. | New – Shelters will be requested where the stop has 50 or over users per day. Replacement – new shelters will be requested if a development requires the relocation of a shelter that is deemed to be life expired. Relocation – shelter can be relocated if a suitable alternative site can be identified. | WYCA | 12 weeks |
| 2.2 Real Time Information Display | Real Time Information Display (RTI) for Shelter | £12,000 | To enhance journey experience and make travel by public transport a more attractive offer from a development. | RTI displays will be requested at shelters that are within 400m of the development. | WYCA | 12 Weeks |
| 2.3 Raised Kerbing | Raised kerbing at bus stop to allow for low floor bus-boarding | Varies – Not provided by WYCA | Equalities Act | For any bus stop installed | LPA | tbc |
| 2.4 Bus Stop Clearways | Markings placed on the carriageway. | Varies – Not provided by WYCA | As specified under Regulation 29(1) of the General Directions conveying the existence of a 'bus stop/clearway' as defined by Part 1 of Schedule 19 of the General Directions. | For any bus stop installed | LPA | tbc |
| 2.5 Rail Station Enhancements | Adhoc improvements to rail station facilities | Varies | To enhance journey experience and make travel by public transport a more attractive offer from a development. | Improvements will be requested at stations (where necessary) that are within 800m of the development. | WYCA | Varies |
| 3. Public Transport Ticketing Incentives | | | | | | |

| | | | | | | |
|---|---|--|---|--|------|--------|
| 3.1 Residential MCard Scheme | Provision of discounted annual MCards and public transport information. | 50% discount on ticket cost (plus 10% admin fee) | The aim is to encourage public transport use by house occupiers at new residential development by helping to establish sustainable travel patterns from the very start of occupation. | Each district has specific policies to determine when the scheme will be required. | WYCA | None |
| 4. Public Transport Information | | | | | | |
| 4.1 Digital Display Service | The Digital Display Service (DDS) allows real time bus information to be displayed on screens for multiple stops on private premises | £500 (not including the hardware) | To allow public transport users to plan their journeys based on live public transport information. | The DDS service is intended for sites where there are number of public transport stops in the vicinity of the site. | WYCA | None |
| 5. Car Share Opportunities | | | | | | |
| 5.1 Car Clubs | A car club is a membership scheme that gives you access to cars and vans in your locality 24/7 for as long or as little as you need it. | Varies – Not provided by WYCA | Car clubs can help reduce congestion and emissions, improve local environments, and encourage healthier and safer lifestyles. | Large residential or office located in urban areas. | LPA | tbc |
| 6. Improving Cycling and Walking from Developments | | | | | | |
| 6.1 Cycle Lanes | Segregated cycle lanes can improve access. | Varies – Not provided by WYCA | Provides dedicated cycle routes than can potentially link with the national cycle network. Segregated routes can provide added safety for novice cyclists. | Developments where there is significant potential for cycling, especially developments that are adjacent or near to existing cycle routes or the national cycle network. | LPA | Varies |
| 6.2 Cycle Shelters | Secure covered cycle parking suitable for longer term parking (i.e. commuting) | Varies – Not provided by WYCA | Provides secure and longer term secure cycle parking providing protection from the elements. | Should be considered where cyclists will be parking for longer durations – employment developments and residential developments | LPA | Varies |

| | | | | | | |
|---|--|-------------------------------|---|--|-----|--------|
| 6.3 Cycle Stands | Cycle stand which fits 5 Sheffield cycle stands within the space of a single car parking bay. | Varies – Not provided by WYCA | Provides short term, secure cycle parking with minimal space and infrastructure requirements. | Mainly used at retail developments for short term parking. | LPA | Varies |
| 6.4 Cycle Hire Scheme | A cycle hire scheme is a membership scheme that gives you access to cycles in your locality 24/7 for as long or as little as you need it. | Varies – Not provided by WYCA | Offers opportunities to use a bike for short journeys to reach destinations | Large residential developments located in urban areas. | LPA | Varies |
| 7. Mobility Hubs | | | | | | |
| 7.1 Mobility Hubs | A hub incorporating a range transport options (e.g. bus stop, bike hire, EV charging, car hire) alongside community facilities (e.g. parcel lockers). Hubs can vary in size and are tailored to local need | Varies – Not provided by WYCA | Provides alternatives to car travel, increases accessibility, reduces congestion and improves air quality | Large residential and office developments | LPA | Varies |
| 7.2 Micro-consolidation and delivery facilities | Micro-consolidation centres act as a local delivery point for goods and parcels allowing for sustainable delivery by e-van, bikes or on foot or by personal collection | Varies – Not provided by WYCA | Offers improve efficiency, reduces parking pressures and reduces impact and enhance sustainable freight practices in urban areas. | Large residential and office developments | LPA | Varies |

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Report to: Transport Committee

Date: 20 November 2020

Subject: **Leeds City Region Transport Update**

Director: Dave Pearson, Director Transport Services

Authors: Richard Crabtree Rail Development Manager
 Andrew Bradley Head of Customer Services
 Helen Ellerton Head of Bus Policy

| | |
|---|---|
| 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: | |

- 1.1 To provide the Transport Committee with an update on current issues not covered elsewhere in the agenda.
- 1.2 To seek the approval of the Transport Committee to amendments to approved spending programmes

Transport for the North meetings

Transport for the North Board

- 2.1 Transport for the North Board met on 17 September 2020. The meeting considered the following substantive matters:
 - **Northern Powerhouse Rail Preferred Phasing Scenario** where members discussed TfN’s position on phasing of the Northern Powerhouse Rail project to inform the Board’s input into the Integrated Rail Plan for the Midlands and the North.

- **Integrated Rail Plan Update** where members were updated on progress towards developing an Integrated Rail Plan for the Midlands and the North. This will feed into the work being undertaken by the National Infrastructure Commission, due to report by the end of the year.
 - **Comprehensive Spending Review** with a focus on the submission TfN had made to DfT to support its ongoing role in respect of major projects (namely NPR and Integrated and Smart Travel), together with the core funding for the organisation and funding for the Rail North functions.
- 2.2 At the Item on the Comprehensive Spending Review the Chair took the opportunity to relay details of a meeting held earlier in the week with the Secretary of State. The role of the Northern Transport Acceleration Council (NTAC) and the future focus of TfN was discussed, together with further devolution of powers and funding. The Chair reported that all parties agree there is a clear ongoing role for both TfN and its Board alongside NTAC and that each has a distinct function. The Chair reported that the Secretary of State said that clearer guidance on future transport governance and financial devolution will be set out as part of the proposed Devolution White Paper.
- 2.3 The Chair also explained to members his role as President of the NTAC and explained he accepted the position as complementary to his role as Chair of the TfN Board.
- 2.4 An 'establishment meeting' of the NTAC was held in September, which was attended by Councillors Blake and Hinchliffe for West Yorkshire. The focus of this initial meeting was to establish the Council, and no substantive items were discussed. At the time of writing discussion are ongoing in respect of a clear terms of reference membership.
- 2.5 A link to TfN Board meetings and papers is provided in the **Background Documents** section, which includes access to recordings of the public session of the Board. The next meeting of Transport for the North Board is scheduled for 18 November 2020. A verbal update will be provided on any significant matters that arise at this meeting.

Rail North Committee

- 2.6 Rail North Committee met on 21 October 2020. The Committee considered the following substantive matters:
- **Priorities for Future Rail Services** with a discussion on the right approach to develop medium term service priorities. The opportunity for 'reset' of services through the COVID-19 recovery was highlighted.
 - **Rail Reform Matters** providing an update on the most recent announcements on rail franchising, together with progress on implementation of the Blake-Jones reforms to the function of the Rail North arrangements.
 - **Update on Operational Rail Issues** with updates from TfN. Members heard that rail services remain reliable, but that patronage had dipped

following the increase during the summer break. It was explained that whilst increases in services to return to a 'normal timetable' are planned in December 2020 and May 2021, this is contingent on availability of staff and a recovery in demand. There will be an impact on staff availability throughout 2021 due to delayed staff training.

- **Update on matters reserved to the Secretary of State** where an update was provided on the Emergency Recovery Measures Agreements. The Chair raised the merit of the 1.5% management fee being offered to private operators under these arrangements, which he stated is an operating profit. A motion was supported to write to the Secretary of State to challenge this arrangement.
- **Infrastructure Investment: Central Manchester** where members were provided an update on activity to develop interim changes to timetables to secure more reliable operation of services pending development a more substantial infrastructure solution. Work on this, under the auspices of the 'Manchester Recovery Taskforce', continues.

2.7 A link to papers is provided in the **Background Documents** section. The next Rail North Committee will be in early April 2021 on a date to be agreed.

Bus Updates

Electric Buses in Leeds

2.8 First West Yorkshire commenced operation of service 5 in Leeds (Halton Moor/ City Centre loop) with nine electric single deck buses on 13 October 2020. The Yutong E10 is a fully electric bus that combines latest battery technology with LED lighting and USB charging for phones and tablet devices to create a journey experience without minimal engine noise or vibration. The bus has a range of 200 miles on a single charge overnight, enabling it to operate all day without recharging. It is fitted with the BusEYE system of early warning features to improve road safety with other vehicles and alert pedestrians. An acoustic vehicle alerting system (AVAS) is helpful for people with visual impairment.

MCard Mobile App

2.9 MCard Mobile is an app launched in October by the Combined Authority and West Yorkshire Ticketing Company that allows customers to buy and activate a range of tickets that provide unlimited travel on any bus or train operator's services within West Yorkshire. The app is available for Android and iOS devices and produces digital bus and train tickets stored within the app and validated through QR and rail Aztec codes. With an internet connection, a customer can buy a mobile ticket from anywhere at almost any time and scan the ticket when travelling by bus or train in West Yorkshire. MCard Mobile is the first multi modal app ticketing service in the UK.

- 2.10 Alongside the MCard Mobile app, the West Yorkshire Ticketing Company has also launched a range of bus and rail zonal Day Saver tickets aimed specifically at those people who will return to work after COVID-19 on a part time basis.
- 2.11 Given the successful completion of the first phase of the app, a further development enable additional functionality which will support third parties such as employers and Job Centre Plus purchasing tickets on behalf of the customer, refunds direct to the customer and improved data reporting.

Smartcard and Information Programme

- 2.12 At its meeting on 3 June 2020, Transport Committee approved that capital funds within the Smartcard and Information Programme previously approved by the Committee are utilised to fund activities in support of the Transport Recovery Plan. This has facilitated the adaptation of the real time information (RTI) system to incorporate bus occupancy information described elsewhere in this report and the next stage in developing the MCard Mobile app. Deployment of the remainder of the Programme funding is as follows

| | |
|---|--------------|
| Development of MCard Mobile App | £148k |
| 6 bus station info screens | £33k |
| Bus occupancy data on RTI | £81k |
| Replace Bus Station RTI screens | £110k |
| 3 MCard vending machines | £75k |
| Customer database development | £85k |
| Total Programme Budget Remaining | £532k |

Real Time Passenger Information (RTPI) System

- 2.13 In partnership with South Yorkshire PTE and City of York Council, the Combined Authority operates one of the largest RTPI systems in the UK. The System provides real time bus information to on-street displays as well as to a large number of web and App based platforms. There is an urgent requirement to upgrade the System to ensure that it remains fit for purpose.
- 2.14 Due to COVID related delays in delivery of Demand Responsive Transport solutions, the ITB programme for 2019-22 for public transport assets, services and information improvements, which was approved by the Transport Committee in April 2019, is being re-shaped to accommodate the required renewal of the RTPI system. This will deliver improvements to the quality and reliability of the real time offer for bus passengers, boosting passenger confidence in the years to come as efforts to recover bus patronage from the impacts of the COVID-19 pandemic continue.

- 2.15 To help passengers travelling during the current pandemic, an occupancy indicator is now included on the real time information screens and mobile data. This is based on data from the bus ticket machines.

Dewsbury & Wakefield Bus Station Travel Centres

- 2.16 Arriva Yorkshire has stated that the company does not intend to re-open its Travel Centres at Dewsbury and Wakefield which have been closed since the start of lockdown in March. Dewsbury Bus Station is owned and managed by the Combined Authority which had an agreement with Arriva to operate the Travel Centre. The current COVID situation is causing low footfall through the bus station and it is not proposed to reinstate the Travel Centre in its previous form during the COVID emergency. A further review will be made of customer services at Dewsbury Bus Station and the Transport Committee will be advised of the outcome of this early in 2021 as part of the post COVID recovery arrangements. The Combined Authority' Customer Services Team will continue to discuss ticket retail and customer service at Wakefield bus station with Arriva which owns and manages the facility

Rail updates

Trans-Pennine Route Upgrade

- 2.17 Network Rail is inviting residents in the Huddersfield area and across the wider region to view the latest online proposals for major upgrades to the railway between Huddersfield and Westtown (Dewsbury).
- 2.18 The plans include electrifying the eight mile stretch and doubling the number of railway tracks from two to four. This work would bring a more modern and reliable railway for passengers, allow more trains to run and better connect the region. Improvement work is also planned at Huddersfield, Deighton, Mirfield and Ravensthorpe stations. These proposals are the core part of the wider Transpennine Route Upgrade, which will transform journeys between York and Manchester via Leeds and Huddersfield.
- 2.19 Following two phases of consultation for the scheme in autumn 2019 and spring 2020, Network Rail would like to give the public a final opportunity to view the plans and see how they have developed. A link to the documents on the Network Rail website is included in **Background Documents**. They will be available from Monday 5 October until early 2021.
- 2.20 The final scope of the TRU has yet to be confirmed by the government. It is our understanding that full electrification, accessible stations, digital signalling, more multi-tracking and improved freight capacity and capability are now under consideration as part of the 'Integrated Rail Plan' due to report in December 2020.

Rail Forum meeting

- 2.21 The Rail Forum met on 4 November 2020, chaired by Cllr Groves with representatives from Northern, TransPennine Express, LNER, Cross Country, Network Rail, Transport Focus and Transport for the North.
- 2.22 The management of the current COVID-19 crisis was discussed, and the details are reflected in the separate COVID-19 paper before the Committee at **Item 6**.
- 2.23 Other matters discussed included how to adapt to the changing market conditions and rebuild rail demand. Industry partners were also updated by the Combined Authority on progress with Transforming Cities Fund projects that have a relationship with railway.
- 2.24 Network Rail advised that recent engineering works at Leeds Station to complete the next stage of building 'Platform 0' had gone well.

Rail industry reform

- 2.25 On Monday, 21 September 2020 the Secretary of State made a significant announcement on the future of the rail industry. The announcement confirmed details of new Emergency Recovery Measures Agreements which franchised operators have now entered. These arrangements supersede the Emergency Measures Agreements that had been in place since March 2020.
- 2.26 The new Agreements operate on a similar basis, where cost and revenue risk are assumed by the Department of Transport. Operators will take a margin on pre-COVID-19 operating costs of up to 1.5% subject to performance. The agreements run for between 6 and 18 months and include provision for termination of the underlying franchise agreement, terms for which are to be agreed. With levels of demand expected to be lower for an extended period, the former franchise agreements are financially unsustainable.
- 2.27 Members will recall that Northern and LNER are not franchised operators; instead they are operated by the state controlled 'operator of last resort' and are governed by service agreements – these arrangements continue.
- 2.28 The Agreement with First TransPennine Express is expected to last until March 2021, beyond which an interim direct award arrangement will be negotiated pending wider industry reform.
- 2.29 In making the announcement about the new Agreements the Secretary of State confirmed that in future rail services will be managed as 'concessions'. This confirms that the transfer of revenue risk for passenger services to the state is now a long-term position. The Secretary of State noted that this will mean an end to confusing operator-specific ticketing and duplication of different operators' services signalling anticipated major reforms and drastic simplification of the way the passenger railway is organised. A link to the DfT announcement is included in **Background Documents**.

- 2.30 The announcement went on to confirm that the Williams Review is expected to be published as a White Paper once the course of the COVID-19 pandemic becomes clearer. The publication of the Williams Review White Paper is also expected to provide some clarity on the role of local transport authorities in securing greater local accountability of and influence over rail operations. This was highlighted in the text of the West Yorkshire Devolution Deal.
- 2.31 Whilst there is a great deal of uncertainty until more details of the reforms are published, the transition to a new structure will take at least two or three years to fully implement. The shift of revenue and cost risk to DfT means that the fundamental feature of concessions is already in place. A series of interim arrangements are expected to be put in place as a bridge to the new arrangements. The award of an interim management contract for CrossCountry services to continue to be operated by Arriva for up to three years from 19 October 2020 fits this approach. Arriva will earn a performance related fee for operating the services on behalf of DfT.

HS2 East

- 2.32 A group of MPs, civic and business leaders from across the Midlands and the North has written to the Prime Minister calling for the full delivery of HS2's Eastern Leg from Birmingham to Leeds. In a letter to the Prime Minister, the cross-party group cites a new report which demonstrates stark social and economic inequalities between the Eastern and Western regions of the Northern Powerhouse and Midlands Engine.
- 2.33 The letter and the report – *Mid the gap: The role of HS2's Eastern Leg in bridging England's east-west divide* can be viewed on HS2 East website. A link to website is included in **Background Documents**.

Consortium of East Coast Mainline Authorities

- 2.34 The Consortium of East Coast Mainline Authorities met on 8 October 2020. Members agreed the principles of a further round of advocacy activity to make the case of investment in the route. This is supported by new research into the wider economic benefits that the line and the services it provides. The growing importance of the railway in decarbonisation, including accommodation of more freight traffic were highlighted, together with the importance of reliability of services.
- 2.35 The communications team at West Yorkshire Combined Authority is supporting development of this activity, which is expected to be launched in November 2020.
- 2.36 The meeting also heard from DfT, Network Rail and LNER on the ongoing upgrade works. These will allow for further development of the timetable in 2022.

Network Rail Traction Decarbonisation Network Strategy

- 2.37 In September 2020 Network Rail published its strategy on how energy from rail traction should move away from carbon-based sources, above all diesel power. While written at a high level rather than with detail of specific interventions in specific places, the Strategy contains several useful aspects:
- A reminder that rail transport is inherently energy- and carbon-efficient, and therefore one of the most important ways in which rail can contribute to decarbonisation is through a shift away from other modes of transport such as car and air.
 - It affirms the strength of the case for a long-term, consistent, and comprehensive programme of rail electrification, which should ultimately cover all principal passenger and freight lines, including almost all railways in West Yorkshire. “Traditional” electrification is a mature and cost-effective technology that allies decarbonisation with increasing the efficiency, performance, and attractiveness of the railway for passenger and freight traffic. It is the only credible option for rail freight and high-speed / high-density passenger railways.
 - Alternative sources of traction power such as energy storage through battery and hydrogen technology will also play a role, primarily in replacing diesel on less busy lines, especially in rural areas where there is little or no freight traffic. It may also have a role in easing the transition from diesel to full electric traction.
 - There is a programme-level business case setting out how the recommendations could be realised and the order-of-magnitude costs of doing so.
- 2.38 Following on from this work, NR is now working on more place-specific studies to identify the pathways to the zero-carbon railway, and in particular how a rolling programme of electrification should look, such as which lines should be prioritised.
- 2.39 Members will note the close alignment between this strategy and the Combined Authority’s own strong support for rail electrification, including the priorities set out in the West Yorkshire Transport Strategy. A link to a summary of the Traction Decarbonisation Network Strategy is included in the **Background Documents** section.

Active Travel

- 2.40 An announcement is still awaited from government on the outcome of the West Yorkshire application for Emergency Active Travel Fund tranche 2 funding. Approval has been sought from Investment Committee at their meeting on 5 November and a summary of the approvals sought is provided as part of Item 13 on this agenda.

Future Mobility

- 2.41 The Department for Transport has launched a trial of rental electric scooter schemes (e-scooters) which was open to all local authority areas to take part. In July 2020, Government passed secondary legislation relating to the regulation of e-scooters within trial areas.
- 2.42 The Combined Authority registered an initial interest with the Department for Transport in taking part, in order to join a list of interested authorities on behalf of our West Yorkshire partner councils. However, neither the Combined Authority nor the partner councils are actively progressing a rental e-scooter trial and the deadline for involvement has now passed.

3. Clean Growth Implications

- 3.1 As described under the various topics covered above.

4. Financial Implications

- 4.1 There are no financial implications directly arising from this report.

5. Legal Implications

- 5.1 There are no legal implications directly arising from this report.

6. Staffing Implications

- 6.1 There are no staffing implications directly arising from this report.

7. External Consultations

- 7.1 No external consultations have been undertaken

8. Recommendations

- 8.1 That the Committee notes the updates provided in this report.
- 8.2 That the Committee approves the updated spend profile for the Smartcard and Information Programmes as set out in this report
- 8.3 That the Committee approves the revision of the Integrated Transport Block Programme to accommodate the upgrading of the Real Time system as set out in this report.

9. Background Documents

Agendas, papers and webcasts of meetings of the Transport for the North Board and meetings of Rail North Committee are available via this link:
<https://transportforthenorth.com/about-transport-for-the-north/meetings/>

Documents and plans forming part of Network Rail's current engagement on the Huddersfield to Westtown (Dewsbury).scheme are available via this link: www.networkrail.co.uk/TranspennineEngagement

Further details of the Secretary of State's announcement on rail reform on 21 September is available via this link: <https://www.gov.uk/government/news/rail-franchising-reaches-the-terminus-as-a-new-railway-takes-shape/>

The HS2 East website with details of the latest activity can be accessed via this link: <https://www.hs2east.co.uk/>

A summary of the Network Rail Traction Decarbonisation Network Strategy is available online via this link: <https://www.networkrail.co.uk/wp-content/uploads/2020/09/Traction-Decarbonisation-Network-Strategy-Executive-Summary.pdf>

10. **Appendices**

10.1 None



Report to: Transport Committee

Date: 20 November 2020

Subject: **Summary of Transport Schemes**

Director: Melanie Corcoran, Director of Delivery

Author(s): Craig Taylor

| | | |
|---|------------------------------|--|
| 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: | | |

1 Purpose of this report

1.1 To inform the Transport Committee of the transport related West Yorkshire and York Investment Committee and Combined Authority meeting approvals from the following:

- 1 September 2020 - Investment Committee
- 4 September 2020 – Combined Authority
- 7 October 2020 – Investment Committee
- 5 November 2020 – Investment Committee
- 10 November 2020 – Combined Authority

2 Information

Tranche 2 Emergency Active Travel Funding

2.1 On 9 May 2020 the Government announced a new £250 million emergency active travel fund - the first stage of a £2 billion investment across England in walking and cycling over the next five years. A further announcement confirmed that £225 million of this funding will be allocated to local authorities to reallocate road space to support safe walking and cycling and to help make sure the road, bus and rail networks are ready to respond to future increases

in demand. The £25 million remainder will be allocated to a voucher scheme to help people get their bikes repaired so that they can get back to cycling.

- 2.2 West Yorkshire was given an indicative allocation of up to £12.566 million, split into two tranches. The allocation for both tranches was dependent on satisfactory plans being submitted to government that set out the proposals to be delivered.
- 2.3 On 25 June 2020, the Combined Authority approved the expenditure of tranche 1, totalling £2.513 million and that the Emergency Active Travel Funding work commenced on Activity 6 (Delivery). In July, the Department for Transport (DfT) announced that the West Yorkshire phase 1 application had secured £2.513 million.
- 2.4 A list of highways infrastructure schemes and supporting behaviour change measures that this funding is supporting is published [here](#). These are now in delivery and being managed through the CityConnect programme governance structure.
- 2.5 In August 2020, an application for £10.053 million of tranche 2 funding was submitted to DfT, setting out a further programme of temporary and permanent walking and cycling infrastructure delivery across West Yorkshire, supported by accompanying behaviour change activities to enable more people to make use of the new infrastructure, and monitoring and evaluation.
- 2.6 Authorities must demonstrate that funds can be spent or fully committed in this financial year (i.e. by the end of March 2021), meaning that these schemes must be delivered at pace. To ensure that schemes can be delivered within the tight timescales, the Combined Authority was requested to delegate authority to Investment Committee to approve.
- 2.7 Approval to proceed through decision point 5 (Full Business Case with Finalised Costs) and work commences on activity 6 (Delivery) was gained at Investment Committee on 5 November 2020.

The following projects were presented at the Investment Committee meeting on 1 September 2020 - Capital Spend and Project Approvals

- 2.8 The full agenda and papers for the Investment Committee meeting on 1 September 2020 can be found on the Combined Authority [website](#).

Corridor Improvement Programme (CIP) Phase 2 Delivery

- 2.9 The Corridor Improvement Programme (CIP) will deliver a series of low and medium cost highway interventions on strategic highway corridors on the Key Route Network (KRN), to address barriers to economic growth through reducing congestion and facilitating employment and housing growth.
- 2.10 The CIP phase 2 programme builds on phase 1 with delivery of further schemes identified along the key strategic network, funded by the West Yorkshire plus Transport Fund (WY+TF).

- 2.11 The Combined Authority will continue to work with the West Yorkshire partner councils to deliver CIP Phase 2.
- 2.12 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 4 September 2020.

Active and Sustainable Travel across Bradford City Centre

- 2.13 The scheme will implement a series of bus, cycle and pedestrian improvement measures to promote bus use and enable safe walking and cycling to and within Bradford City Centre. The scheme is expected improve the efficiency and reliability of bus journeys within the city centre. It will provide improvements to Jacobs Well roundabout for buses, cycles and pedestrians from Manchester Road and enhance access between Bradford Interchange and Forster Square stations.
- 2.14 The package will be funded from the Transforming Cities Fund.
- 2.15 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 4 September 2020.

Connecting employment and skills centres in Dewsbury

- 2.16 This package will improve customer experience for passengers travelling through the redevelopment of Dewsbury bus station, transforming facilities and improving user safety and amenity. It will also provide improved pedestrian and cycling routes across the town for those accessing education and employment in Dewsbury town centre through delivering:
- refurbishment of the bus station and surrounding area
 - reduced journey times for buses
 - a direct pedestrian link across Dewsbury Ring Road to provide better access to the bus station from Kirklees College.
 - re-design of cycle facilities and junctions to improve journey reliability for bus, and improve routes for cycling and walking in the town and on the Ring Road
- 2.17 The package will be funded from the Transforming Cities Fund.
- 2.18 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 4 September 2020.

South Bradford Park & Ride and Expressway

- 2.19 This scheme seeks to provide attractive alternatives to the private car along the A641 Manchester Road corridor and into Bradford city centre. The scheme will help to transform the environmental quality and image of the city centre and the A641, complementing the proposed Clean Air Zone.
- 2.20 The scheme will provide a bus Park and Ride facility, located in south Bradford, adjacent to the M606 motorway. It will operate with dedicated bus services and provide high quality facilities. Improved bus priority through provision of a Bus Expressway – a two-way segregated busway and bus priority at key junctions along the corridor will improve journey times and reliability for all buses on the corridor.
- 2.21 A segregated cycleway will also be introduced along the length of Manchester Road providing connections to National Cycle Network (NCN) 66 enhancing the wider strategic cycle network across the city.
- 2.22 The scheme will be complemented by a review of local planning policies related to parking supply and demand management within the city centre to support its commercial viability.
- 2.23 The scheme will be funded from the Transforming Cities Fund.
- 2.24 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 4 September 2020.

Network Navigation – West Yorkshire

- 2.25 The scheme seeks to make it easier to navigate the core bus network across West Yorkshire by improving legibility through colour coordinated flags, shelters and a clearer way finding map. This will contribute towards the target of 25% more trips made by bus by 2027. The scheme will deliver:
- new LED real time screens in bus shelters and battery powered real time screens where there is limited power and communications
 - new core bus network maps, bus stop flags, coloured vinyls in shelters and roadside display information
 - package of behaviour change initiatives to encourage take up and use of sustainable modes.
- 2.26 The scheme will be funded from the Transforming Cities Fund.
- 2.27 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 4 September 2020.

Transforming access to Bradford Interchange from employment areas - Bradford Interchange Station Access

- 2.28 This scheme will deliver a new pedestrian access into Bradford Interchange to improve access to the interchange from key development sites in the city centre enhancing the experience and journey times for bus and rail users.
- 2.29 The scheme will be funded from the Transforming Cities Fund.
- 2.30 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 4 September 2020.

Transforming Access to Brighouse and Elland Railway Stations

- 2.31 The package is designed to improve routes for walking and cycling to and from the existing and new rail stations serving Elland and Brighouse through a series of bus, cycle and footway improvements:
- Route improvements to and from Elland town centre via Eastgate and on priority pinch points and junctions from the north of Brighouse to Brighouse town centre.
 - Transform access by bike to Brighouse rail station, improving safety and legibility.
 - Provide direct, traffic free access via National Cycle Network Route 66 and Calderdale Greenway to the new station at Elland via two pedestrian/cycle bridges, improving the opportunities for active travel to the station and enable and encourage cycling and walking.
 - Improvements to Century Road, Lowfield's Industrial Park and Old Power Way for direct traffic free access to town centres.
- 2.32 The package will be funded from the Transforming Cities Fund and the West Yorkshire plus Transport Fund.
- 2.33 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 4 September 2020.

Transforming bus and active travel opportunities between Dewsbury and Bradford (A638)

- 2.34 This package will improve bus journey times, waiting facilities and reliability, facilitate new and higher frequency services and improve routes for pedestrians and cyclists through:
- an upgraded bus hub at Heckmondwike, improving service capacity, customer experience and information provision.

- safer and more spacious bus waiting environment will encourage more use, reduce potential anti-social behaviour and help to regenerate the district centre.
- Bus priority schemes will also be implemented along the A638 corridor, enhancing bus reliability, together with new pathways and crossings to help all customers to access bus services.

2.35 The package will also transform the continuity, safety and legibility of the cycle network through a set of cycling upgrades and new local links to Spenn Valley Greenway, to maximise its usage, together with widening and lighting of the Greenway itself. This will help to create a network to support everyday journeys, making cycling a more popular choice.

2.36 The package will be funded from the Transforming Cities Fund.

2.37 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 4 September 2020.

West Bradford - Cycle Superhighway

2.38 The scheme will provide access, safety and amenity improvements for cyclists and pedestrians between Bradford city centre and the West of the city, including the education quarter. This will be achieved through the creation of a major cycle corridor, by providing 7km of dedicated cycleway along Thornton Road.

2.39 The scheme will be funded from the Transforming Cities Fund.

2.40 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 4 September 2020.

A660 Headingley Hills

2.41 This scheme will deliver improvements to the Headingley Hills (between Orville Gardens and St Michaels Road) section of the A660 corridor in Leeds including a new 435 metre section of outbound (northbound) bus lane, the upgrade of advisory cycle lanes to dedicated facilities, for approximately 350 metres, in both directions and a controlled pedestrian crossing.

2.42 The scheme will be funded from the West Yorkshire plus Transport Fund and forms part of the Corridor Improvement Programme – Phase 2 (CIP 2).

2.43 This scheme has no funding beyond full business case and is a reserve project in CIP Phase 2 which is also seeking approval in this report.

2.44 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 3 (Outline

Business Case) and work commence on activity 4 (Full Business Case) at the Combined Authority on 4 September 2020.

A61 North

- 2.45 The scheme consists of a series of improvements to bus prioritisation and complementary walking and cycling measures on the A61 in Leeds. This includes the extension of bus lanes, the reallocation of road space to provide shared bus/cycle lanes and key junction improvements. To address the issues identified on the corridor, a scheme comprising of five small scale junction improvements has been developed along the corridor's length:
- Package 1: Harrogate Road / The Avenue (Harewood junction);
 - Package 2: Harrogate Road/Wigton Lane/Alwoodley Lane
 - Package 3: Moortown Corner (Harrogate Road between junctions with Shadwell Lane and Street Lane
 - Package 4: Harrogate Road / King Lane Stainbeck Road
 - Package 5: Harrogate Road / Potternewton Lane / Chapeltown Road / Harehills Lane.
- 2.46 The scheme supports Priority 4 (Infrastructure for Growth) of the Strategic Economic Plan.
- 2.47 The scheme is funded by the Leeds Public Transport Investment Programme (LPTIP).
- 2.48 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 4 (Full Business Case) and work commence on activity 5 (Full Business Case with finalised costs) at the Combined Authority on 4 September 2020.

Halifax, Walking Cycling and Bus Transformation Package - Halifax Bus Station

- 2.49 This scheme will deliver a redeveloped Halifax bus station at the existing location, located north of Halifax town centre.
- 2.50 The scheme will deliver a modern, fit for purpose and environmentally friendly bus station through a new fully enclosed concourse, enhanced access for pedestrians and cyclists, real time information, cycle parking and energy efficient provisions.
- 2.51 The Halifax Bus Station scheme is to be delivered through the 'Halifax Walking, Cycling, and Bus Transformation Package' of the TCF programme.
- 2.52 The scheme is to be funded through the Transforming Cities Fund with a contribution from the West Yorkshire plus Transport Fund (WY+TF).

- 2.53 Approval to proceed through decision point 4 (Full Business Case) and work commence on activity 5 (Full Business Case with finalised costs) was gained at the Investment Committee on 1 September 2020.

Real Time Bus Information

- 2.54 This scheme relates to the Real Time Information (RTI) system for buses in Yorkshire and will:

- Upgrade and enhance existing real time bus information systems
- Update and improve data checking systems critical for the reliable delivery of the RTI system

- 2.55 The scheme is funded by the Local Transport Plan – Integrated Transport Block 2019-2022.

- 2.56 Approval to proceed through decision point 5 (full business case with finalised costs) and work commence on activity 6 (delivery) was gained at the Investment Committee on 1 September 2020.

The following projects were presented at the Investment Committee meeting on 7 October 2020 - Capital Spend and Project Approvals

- 2.57 The full agenda and papers for the Investment Committee meeting on 7 October 2020 can be found on the Combined Authority [website](#).

Huddersfield Stations Gateway package - Preparing for Transpennine Route Upgrade (TRU) at Huddersfield and opening up employment sites

- 2.58 The package aims to improve transport links between local areas and the town centre, improve access to and within the bus and rail station, increase station capacity and make it easier for people to get from one station to another to continue their journey.
- 2.59 The package consists of three stand-alone schemes, Huddersfield Bus Station Upgrade, Huddersfield Major Walk and Cycle Routes (Trinity Street foot/cycle bridge and Walking and cycling gateway access) and Huddersfield Rail Station access (Cycle and taxi hub and High Speed 2 park and ride, Stair / lift tower St George's Warehouse, Subway extension and new western rail station entrance)
- 2.60 The package will be funded from the Transforming Cities Fund and will build on Growth Deal and West Yorkshire plus Transport Fund (WY+TF) investments to create a town centre transport hub.
- 2.61 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 10 November 2020.

Halifax, Walking Cycling and Bus Transformation Package - North Halifax Cycle Super Highways, Park Ward Streets for People, Bus Priority

- 2.62 This package will implement a series of improvements to transport facilities in and around Halifax, through individual schemes at Halifax Bus Station and Halifax Rail Station.
- 2.63 It will also include bus priority improvements and bus connectivity improvements to the north and north west of the town and enhanced walking and cycling infrastructure within the town.
- 2.64 The package comprises of five interrelated schemes at various stages of development and at different stages within the Combined Authority's assurance process:
- Halifax Bus Station - Full Business Case
 - Halifax Rail Station Gateway - Outline Business Case
 - North Halifax Active Travel – Strategic Outline Case
 - Park Ward Streets for People - Strategic Outline Case
 - West Halifax Bus Efficiency Strategic Outline Case
- 2.65 The Strategic Outline Case brings together all five schemes as one package.
- 2.66 The package will be funded from the Transforming Cities Fund (TCF) with additional funding from the West Yorkshire plus Transport Fund for the Halifax Rail Station Gateway Scheme and £1 million from the Local Transport Plan for the Park Ward Streets for People scheme.
- 2.67 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 10 November 2020.

TCF Leeds Rail Station Sustainable Travel Gateway (LSSTG)

- 2.68 The aim of the Leeds Rail Station Sustainable Travel Gateway (LSSTG) scheme is to develop a fully accessible multi-modal transport hub to improve the transition between rail travel and pedestrian, cycling, taxi, and bus services and promote the use of sustainable travel opportunities (bus, rail, cycling and walking) in Leeds.
- 2.69 The key features of the scheme are:
- The redevelopment of the external concourse connecting it to Bishopgate Street with new steps, forecourt, and soft landscaping, as well as step-free access options including new passenger lifts

- New pedestrian priority areas on New Station Street, through the relocation of the existing taxi rank to Bishopgate Street and bus stops to locations on Boar Lane, Infirmary Street and Wellington Street
- New segregated cycle lanes through Neville Street, Dark Neville Street and Victoria Road
- A new 700 space cycle hub with supporting infrastructure for electric cycles
- Environmental improvements to the cladding, road and pedestrian surfaces and lighting in Neville Street and Dark Neville Street.

2.70 The scheme will be funded from the Transforming Cities Fund.

2.71 Approval to proceed through decision point 3 (outline business case) and work commence on activity 5 (full business case plus finalised costs) was gained at the Investment Committee on 7 October 2020.

The following projects were presented at the Investment Committee meeting on 5 November 2020 - Capital Spend and Project Approvals

2.72 The full agenda and papers for the Investment Committee meeting on 5 November 2020 can be found on the Combined Authority [website](#)

TCF: Active and Sustainable Travel in Wakefield City Centre

2.73 The package will focus on introducing segregated cycling and walking facilities in Wakefield's cultural quarter and by managing the traffic in the city centre. It will also improve the bus reliability across the city centre through providing improvements to key junctions and routes. These measures will provide enhanced multi modal connections to the main attractions and the rail stations.

2.74 This improvement work will connect with other schemes being developed and delivered in Wakefield such as corridor improvements, the City Centre Package (Kirkgate and Ings Road), and other schemes in the pipeline such as Wakefield South East Gateway (Kirkgate and Rutland Mill). This package also complements other recently delivered such as Rail Parking packages that have improved the approaches to the two rail stations and parts of the city centre around Northgate and Bull Ring.

2.75 The package will be funded from the Transforming Cities Fund.

2.76 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 10 November 2020.

TCF: York Station and City Centre Access Package

- 2.77 The package complements the existing West Yorkshire plus Transport Fund York Station Frontage project and comprises a series of interventions in and around York Rail Station as follows:
- Short stay and loop road – partly funding the infrastructure to relocate private vehicles from immediately outside the rail station
 - Parcel Square - creating space to relocate taxis from immediately outside the station
 - Creation of new public spaces at Station and Tea Room Squares and the Portico
 - Improving journey times between the rail station and Askham Bar Park and Ride
 - Cycle routeway enhancements, with dedicated connections between the rail station and new cycle lanes at Queen Street and Leeman Road
 - Improvement of cycle parking at the rail station
 - Partly funding a new Western Concourse and increasing the capacity of the overbridge.
- 2.78 The package will be funded from the Transforming Cities Fund.
- 2.79 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commences on activity 5 (Full Business Case with Finalised Costs) at the Combined Authority on 10 November 2020.

A629 Phase 2 Halifax Town Centre

- 2.80 The scheme will deliver interventions including enhanced walking and cycling facilities and connections into the town centre. The scheme will re-route the existing bus services to ensure journey reliability and introduce new bus stops at the Southgate/Wards End Link and Alfred Street East/ Horton street. This will improve the bus-rail interchange and user experience therefore making public transport more attractive.
- 2.81 The scheme will also deliver:
- high quality public realm
 - a better transport network which will improve accessibility to education, employment, and development sites
 - a series of public transport and active travel (walking & cycling) interventions to improve connectivity and accessibility to and within the town centre.
- 2.82 The scheme is being delivered through the West Yorkshire plus Transport Fund (WY+TF).

- 2.83 Approval to proceed through decision point 4 (Full Business Case) and work commences on activity 5 (Full Business Case with finalised costs) was gained at the Investment Committee on 5 November 2020.

Rail Park and Ride Phase 1 (Steeton & Silsden, Moorthorpe, Normanton)

- 2.84 For demand to meet supply and encourage commuters to access the rail network rather than drive, a strategic package of car park extensions at West Yorkshire rail stations has been identified, to increase capacity and enhance connectivity to, from and within West Yorkshire. The programme will increase car parking capacity, at selected stations, where there is a greater return in terms of weighted benefit for all users, in terms of minutes.
- 2.85 It was identified that the value of the contracts and therefore the total scheme costs approval needs to increase to reflect the VAT element that cannot be recovered by Northern or the Combined Authority under current HMRC rules.
- 2.86 The Change Request applies to schemes at three sites, Steeton and Silsden, Moorthorpe and Normanton and seeks approval for an increase in the scheme contract values and timescales for each of these.
- 2.87 Approval to the Change Request to increase the costs of the three schemes by £1.206 million to a total of £7.851 million and to extend the completion time scales for each scheme was gained at Investment Committee on 5 November 2020.

3 West Yorkshire Combined Authority - Capital Spend and Project Approvals

- 3.1 All schemes were approved by the Combined Authority at its meetings on 4 September and 10 November 2020.
- 3.2 All schemes in this report have been presented to the Investment Committee. The report outlines which schemes gained approval from the Investment Committee and which schemes went on to be presented to, and gain approval from, the Combined Authority. The following links show the approvals made by the Combined Authority:
- The full agenda and papers for the Combined Authority meeting of 4 September 2020 can be found on the Combined Authority [website](#).
 - The full agenda and papers for the Combined Authority meeting of 10 November 2020 can be found on the Combined Authority [website](#).

4 Clean Growth Implications

- 4.1 There are no clean growth implications directly arising from this report; they have been considered at the relevant Investment Committee.
- 4.2 The Combined Authority has taken action to ensure all decisions we make include Climate Emergency considerations. The Combined Authority:

- has strengthened how clean growth and climate change impacts are considered as part of all schemes that come through the Combined Authority's Assurance Framework.
 - requires LEP and the Combined Authority reports to include clean growth / tackling the Climate Emergency implications, including qualitative impact assessments.
- 4.3 To fully strengthen decision making across the whole of the Combined Authority's Assurance Framework a robust, quantifiable methodology for assessing all new schemes predicted carbon emissions/wider clean growth impacts is being developed.
- 4.4 Clean growth, including climate change, impact assessment / considerations are all now included in all Capital Spending and Project Approvals reports. This ensures that the business cases now reflect the Leeds City Region Climate Emergency priority and evidence that they will reduce carbon emissions (both directly and indirectly).
- 5 Financial implications**
- 5.1 The report outlines for information expenditure from the available Combined Authority funding as recommended by Investment Committee.
- 6 Legal implications**
- 6.1 The payment of funding to any recipient will be subject to a funding agreement being in place between Combined Authority and the organisation in question.
- 7 Staffing implications**
- 7.1 A combination of Combined Authority and District partner project, programme and portfolio management resources are identified and costed for within the schemes in this report.
- 8 External consultees**
- 8.1 Where applicable scheme promoters have been consulted on the content of this report.
- 9 Recommendations**
- 9.1 That the report be noted.
- 10 Background documents**
- 10.1 None.
- 11 Appendices**
- 11.1 None.

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