

TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY, 15 JANUARY 2021
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)**

A G E N D A

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



**Managing Director
West Yorkshire Combined Authority**

MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON FRIDAY, 20 NOVEMBER 2020

Present:

Councillor Kim Groves (Chair)	Leeds City Council
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 Sinead Engel	Bradford Council
Councillor James Homewood	Kirklees Council
Councillor Hassan Khan	Bradford Council
Mark Roberts	Beer Hawk Ltd
Councillor Taj Salam	Bradford Council
Councillor Daniel Sutherland	Calderdale Council
Councillor Kevin Swift	Wakefield Council

In attendance:

Councillor Lisa Mulherin	Leeds City Council
Councillor Alex Ross-Shaw	Bradford Council
Councillor Jane Scullion	Calderdale Council
Councillor Peter McBride	Kirklees Council
Claire Haigh	Greener Journeys
Dave Pearson	West Yorkshire Combined Authority
Liz Hunter	West Yorkshire Combined Authority
Alan Reiss	West Yorkshire Combined Authority
Andrew Bradley	West Yorkshire Combined Authority
Helen Ellerton	West Yorkshire Combined Authority
James Nutter	West Yorkshire Combined Authority
Ben Kearns	West Yorkshire Combined Authority

20. Two Minutes' Silence

A two minutes' silence was observed in memory of transport workers who had lost their lives as a result of the pandemic.

21. Apologies for absence

Apologies for absence were received from Councillor Ellis, Councillor Kaushik

and Simon Pringle

22. Declarations of disclosable pecuniary interests

There were no declaration of interest made at the meeting.

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

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

24. Minutes of the meeting of the Transport Committee held on 4 September

Councillor Mulherin requested that the minutes be corrected to record her attendance at the September Transport Committee meeting.

Resolved: That the minutes of the last meeting of the Transport Committee be amended and approved.

25. Presentation from Greener journeys

Claire Haigh, from Greener Journeys, provided Members with a presentation on the current research being undertaken by the organisation:

Members raised the following questions and comments:

- That road user charges could be used to address both the air quality and decarbonisation agendas.
- If there was scope for a devolved approach to road pricing and the possible opportunities for it to provide funding to public transport.
- That enacting policies such as road pricing to meet decarbonisation targets would be challenging to implement.
- The possible conflict that reducing the need to travel could have on the viability of public transport. The main shift which was needed was from private vehicles to public transport and active travel.
- The need to model for future trends on public transport to ensure their viability as a service.
- The differing approach to greener journeys in towns as opposed to cities, such as the role demand responsive transport could play in areas with less connectivity.
- The importance of planning holistically on a long term and integrated basis so that employment opportunities, education and leisure were all serviceable by public transport.
- The need to amend the way schemes are appraised and the need to quantify wider benefits of schemes so the benefits are more accurately reflective of the decarbonisation agenda.
- The need to implement better bus infrastructure to make bus more attractive for people and the need for affordability, reliability and a just transition.
- The benefits of shared transport and mobility as a service as an important part of the solution.

Resolved: The Committee thanked Claire Haigh for the presentation

26. Covid-19 Impacts and Recovery

The Committee considered a report which provided an update on the impact of the pandemic on transport in the region as well as proposals for the recovery.

The Chair wished to thank the officers working in the transport teams and operators for maintaining levels of service during the pandemic with reference to teams responsible for school transport.

Bus travel had declined because of the second lockdown, but it was noted that the restrictions were less prohibitive compared to the Spring and so bus patronage was at between 40% and 50%.

The delegated decision making arrangement which was approved at the March Transport Committee was rescinded.

Members had the following questions and comments:

- Whether there was potential for in person meetings of the Transport Committee. It was noted that the main building for committee meetings was closed for renovation and provision would need to be made for the public to view meetings.
- The bus patronage figures were recorded at 55% and clarity was requested as to whether this figure referred to 55% of the figures from the previous year or 55% relative to the period where restrictions were loosened in the summer.
- Members noted that the 55% figure related to the same week in the previous year. There had been a few instances in which buses had had to leave passengers behind because there were at socially distanced capacity but that these had been carefully monitored and managed.

Resolved:

- (i) That the Committee notes the updates provided in this report.
- (ii) That the delegated decision-making arrangement approved by the Committee on 13 March be rescinded.

27. Concessionary bus fares for Under 19s

The Committee considered a report which proposed amendments to the Concessionary Fare Scheme to ensure an affordable and simplified range of fares for under 19s when the Covid restrictions end.

A provisional date of the 15 February 2021 had been set for the new fare structure to be introduced. This date was dependant on the course of the pandemic and national restrictions from Government. The Committee would be kept informed of any amendment to the date.

Members had the following questions and comments:

- Members welcomed the hard work to date and emphasised the importance of the scheme for encouraging young people to use the bus.
- Members noted that fares were capped rather than flat – so if an operator can charge less for any given journey than they will be able to do so.
- That an M card mobile app was in development which would allow an adult to buy a product for their child so they can pay via the app.
- Members asked for clarity around the introduction of the scheme in February and the recommendation to amend the West Yorkshire Concessionary Travel Scheme in April. The April date was lined up with the end of the financial year for administrative purposes.

Resolved:

- (i) That the Fare Deal for Young People as set out in this report be endorsed.
- (ii) That the West Yorkshire Concessionary Travel Scheme be amended as set out in this report and published come into effect from 1 April 2021.
- (iii) That the new fare structure be introduced on the lifting of COVID restrictions with a provisional date of 15 February 2021.
- (iv) That any amendment to this date will be made in consultation with the Chair of Transport Committee and notified to members of the Committee.

28. Bus Network Sustainability and Post COVID Recovery

Members considered a report that provided an update on the work to develop a new approach to delivering bus services in West Yorkshire.

Members noted that the Combined Authority had asked Government that the funding currently supporting bus services nationally through Covid should be devolved to the Combined Authority to oversee the recovery of bus services locally.

An enhanced partnership was proposed between the Combined Authority and bus operators to help manage the recovery.

Members raised concerns about Cooper bridge and Birstall and the absence of a direct route to Leeds. To increase bus patronage after the pandemic it would be vital to have convenient and reliable links between major conurbations.

It was noted that the work to date had been about identifying the broad flows where development could influence bus travel and the work to look at journeys on a route by route basis would follow.

Resolved:

- (i) That the way forward to support the bus service as it recovers from the effects of the COVID emergency be endorsed the work towards the development of an Enhanced Partnership be initiated.
- (ii) That the findings of the West Yorkshire Strategic Bus Network Review and its inclusion as part of the draft Connectivity Plan be endorsed.

29. Rail Vision

The Committee considered a report that set out the draft rail vision for consideration.

It was noted that the vision was dependent upon investment from Government, in the form of Northern Powerhouse Rail, Transpennine Route Upgrade, the electrification of the Calder Valley Line and HS2.

Members noted that the Rail vision document sets out how the railway can better serve the region both in the short term recovery from the pandemic and in the longer term as well.

Members emphasised the importance that all rail stations provided an attractive passenger experience and whether the Combined Authority had made any representations to Network Rail regarding the TRU and Mirfield station. Members noted that strong representations had been made to Network Rail and the Department for Transport that all stations on the line in West Yorkshire meet a modern standard.

Resolved:

- (i) That the draft Rail Vision document be approved.
- (ii) That 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 be endorsed.

30. West Yorkshire Connectivity Infrastructure Plan: Investing in the future of West Yorkshire

Members considered a report which provided an update on the development of a West Yorkshire Transport Connectivity Infrastructure Plan.

Members asked about the proposals to use the Spen Valley Greenway as part of a mass transit corridor. It was noted that the different modes of transport would be integrated and complimentary.

Resolved:

- (i) That the verbal update from the Transport Committee workshop held on

13 November be noted and the implications for the development of the connectivity plan and pipeline be considered.

- (ii) That the timescales for publication of the Plan be endorsed
- (iii) That the escalating consideration of the Connectivity Investment Plan to the Combined Authority be endorsed.

31. Developer Contributions update and Developer Advice Note

Members considered a report which provided an update on the Combined Authority's approach to securing developer contributions through the planning process.

Members welcomed the report and highlighted the importance of advice and assessment at an earlier stage in the process to help align planning and land allocation with future bus routes and the wider transport networks.

Members suggested that the Combined Authority should be a robust consultee to help encourage a modal shift in transport use.

Resolved:

- (i) That the updates provided in the submitted report relating to developer contributions be noted.
- (ii) That the publication of the Developer Advice Note be endorsed

32. Leeds City Region Transport Update

Members considered a report which provided an update on Transport issues across the region.

Members were also provided with an update regarding the latest TfN meetings. It was also noted that TfN had been in contact with the Combined Authority for their bid to government for Integrated Smart Ticketing.

More information would be brought to a future meeting Northern Powerhouse Rail and proposals for a Bradford Central station.

Members asked for clarity around the Transpennine Route Upgrade and the need for NPR to benefit all parts of the region. It was noted that representations had been made to TfN about the vital importance of the TRU for the Leeds City Region

Members raised the issue of the closure of the bus station travel centres at Dewsbury and Wakefield. Arriva have announced that the travel centres would not re-open in their current form and it would be necessary for the travel centres to be modified so there is an inquiry provision in both areas.

Resolved:

- (i) That the updates provided in this report be noted.
- (ii) That the updated spend profile for the Smartcard and Information Programmes as set out in the submitted report be approved
- (iii) That the revision of the Integrated Transport Block Programme to accommodate the upgrading of the Real Time system as set out in the submitted report be approved.

33. Summary of Transport Schemes

Members considered a report which set out the transport related schemes that had been considered by the Investment Committee since the last meeting.

Members discussed the importance of maintenance funding for cycleways and the need to make the point to government regarding funding for cycling infrastructure and a dedicated budget.

The need to share best practice from active travel schemes across the districts was discussed.

Members discussed concerns that the narrowing of carriageways to allow for active travel schemes could result in emergency services vehicles being hindered in their duties. It was noted that every scheme that had been implemented had been sent to the Emergency services to ensure that their comments were considered and that there was no evidence that schemes funded through the Emergency Active Travel Fund had caused delays to the emergency services in the region.

Resolved: That the report be noted.

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Report to: Transport Committee

Date: 15 January 2021

Subject: Urban Transport Group Presentation

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

Author(s): Laura Simpkins, Transport Chair's Research and Support Officer

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 Jonathan Bray, Director of Urban Transport Group (UTG), who will be presenting Transport Committee with the current research being undertaken by the organisation.

2. Information

Background

- 2.1 Jonathan Bray, Director of The Urban Transport Group (UTG), will be attending Transport Committee to provide an overview of the organisation and recent pieces of work UTG have undertaken.
- 2.2 The Urban Transport Group is the UK's network of city region transport authorities. The work they undertake ensures transport contributes towards greener, fairer, happier, healthier and more prosperous places.
- 2.3 The Urban Transport Group represents the seven strategic transport bodies in Greater Manchester (Transport for Greater Manchester), Liverpool City Region (Merseytravel), London (Transport for London), Sheffield City Region (South

Yorkshire Passenger Transport Executive), Tyne and Wear (Nexus), West Midlands (Transport for West Midlands) and West Yorkshire (West Yorkshire Combined Authority). There is also a wider professional network made up of several associate members including Tees Valley, Nottingham and Northern Ireland.

- 2.4 Jonathan Bray is the Director of The Urban Transport Group. Throughout his career Jonathan has overseen the development of transport policy and has effectively advocated for this work. This includes leading a campaign to shift national resources away from road building and into public transport. He is also a visiting senior fellow at LSE Cities, a Commissioner on the Commission on Travel Demand and a fellow of the Chartered Institute of Highways and Transportation.
- 2.5 Ben Still represents West Yorkshire Combined Authority at the Urban Transport Group and sits on the board of directors.

Combined Authority context

- 2.6 The work of the UTG spans across all public transport modes and various policy areas which are of importance to the work of the Combined Authority. This includes modal specific research on bus, rail and active travel and policy areas including funding, governance, social inclusion, and sustainability.
- 2.7 Notably during the pandemic the Urban Transport Group have been working with transport authorities to address the challenges of keeping the public transport network running and looking forwards to what recovery in public transport looks like. They have also recently launched the new Metropolitan Bus Model which helps access future scenarios for bus patronage during the pandemic and beyond.

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, with the UTG having Sustainability as one of their core areas of work.

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 Jonathan Bray for his presentation

9. Background Documents

9.1 None.

10. Appendices

10.1 None.

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Report to: Transport Committee

Date: 15 January 2021

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

Director: Dave Pearson, Director Transport & Property Services

Authors: Dave Pearson, Director Transport & Property 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 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 an update on the current impacts of COVID on transport and on the actions set out in the Transport Recovery Plan that was endorsed at the Combined Authority in July 2020.

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 2020, 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 “lockdown” restrictions in the Prime Minister’s announcement on 4 January, the travel guidance issued by the Combined Authority is currently as follows in line with Government guidance;
- People can still travel for work (where you cannot reasonably work from home), education, health and caring purposes, to visit your support bubble, attend medical appointments, shopping for essentials, for outdoor exercise and for animal care.
 - If you need to travel you should stay local – meaning avoiding travelling outside of your village, town or the part of a city where you live – and look to reduce the number of journeys you make overall.
 - Public transport is available for those who need it but capacity is limited to maintain social distancing. We ask that passengers allow extra time, consider the time of day they travel, follow social distancing guidelines, wear a face covering and check their journey before setting off.
 - Avoid sharing cars with people from other households (outside your support bubble) and where it is unavoidable, all travellers should wear a face covering and ensure good ventilation.
 - Cycling and walking journeys should be considered if it is possible to do so.
- 2.5 Public transport has been maintained to support essential journeys as the Government guidance allows for travelling to work, education, medical appointments, and other prescribed reasons. It is essential to enable critical workers to get to work as there are more workplaces open than in the spring lockdown. Many schools are remaining open for vulnerable children and those of critical workers. A process of is underway of assessing bus and rail services to ensure they are meeting the reduced demand. Central and Local Government is currently funding the provision and it is prudent to ensure no over provision or inefficiency. This may result in short term adjustments to service levels during the lockdown restrictions.
- 2.6 With regard to the Combined Authority’s Transport Services;
- Bus Stations will remain open with the necessary Covid precautions
 - Education Transport teams will continue to support travel for those children who need it
 - AccessBus team will continue to support its vulnerable customers providing essential shopping trips and signposting to community and home shopping services.
- 2.7 The Combined Authority is providing advice and support to the process of planning the provision of vaccination and testing sites.

Covid 19 Transport Survey

- 2.8 The Combined Authority commissioned 4 waves of telephone surveys of West Yorkshire residents during the summer, autumn and winter of 2020, aimed at

exploring attitudes and impacts of COVID-19 on transport. The most recent survey was conducted between 25 November – 1 December (just before the 2nd Lockdown ended), and collected the views of a statistically representative sample of the West Yorkshire population (each wave involved 700 respondents with quotas for age, gender, ethnicity and district). A summary of findings of the survey is available. The survey results reveal:

- compared to pre-COVID, more than half of respondents expect to travel by public transport less in the short term, consistent across all survey waves
- a shift to car and away from public transport for travel into city centres (excludes commuting)
- a reluctance to use public transport by non-users although those who do use it are generally comfortable doing so.
- a growth in confidence in using public transport compared to at the start of the pandemic
- as in previous waves, respondents are walking and cycling more than before COVID-19
- this survey provides further evidence of a sustained preference for more home working in the long term; 62% of respondents said that in the long term, they are likely to work at home more often than before COVID-19.

Supporting our bus passengers

- 2.9 During the November lockdown period bus patronage fell from around 58% of that normal observed in October to around 45%. This started to increase again following the introduction of Tier 3 restrictions on 2nd December however patronage remained significantly lower than the equivalent weeks in December 2019 and there was no significant growth in demand over the holiday period. The graphs in **Appendix 1** illustrate bus use over the pandemic.
- 2.10 A separate report on this agenda sets out the financial implications of the pandemic on the local bus service and the anticipated next stages.
- 2.11 The Combined Authority continues to work with all partners to support bus passengers during this period. During the pre-Christmas period, a joint publicity and reinforcement campaign was undertaken to encourage passengers to wear a face covering when travelling by bus. Work continues in this regard with support from PCSOs.

Supporting our rail passengers

- 2.12 The national lifting of COVID-19 restrictions for the 25 December made demand more unpredictable, the railway responded by providing strengthening to rail services where possible, providing additional bus replacement services as a back up to rail services and additional staff were placed at managed stations. Network Rail adjusted its engineering programme of work. Long Distance operators continued to operate with reservation only so demand could be monitored/managed more readily.

- 2.13 Driver resources were highlighted in the previous report to Transport Committee as an escalating risk to the operation of rail services with contingency plans put in place in case mitigation was required. To date this has remained within manageable levels but the risk continues.
- 2.14 Grand Central restarted operations on 3 December after suspending services during the November national lockdown. However, these were put on hold again after 24 December and the company has now announced they will not operate during the current lockdown.
- 2.15 The annual fare increase, which usually happens in January, has been delayed until March; the DfT have advised that this is to give those commuters who currently need to travel during Covid restrictions the opportunity to buy annual season tickets at current prices. Rail fares across England will rise by 2.6% in March, which is the first increase in rail fares above inflation (1% above RPI of 1.6%) since 2013.
- 2.16 Use of all public transport remained low over the Christmas and New Year holiday period with no significant instances of overcrowding reported. A summary of the latest available public transport demand data is included at **Appendix 1**.

Walking and Cycling

- 2.17 As part of our Emergency Active Travel Fund, 15.5km of segregated cycle lanes have been created across the region, whilst in other locations existing provision has been revitalised through enhanced maintenance to broaden the appeal of the infrastructure. All districts engaged with schools to enable more children and families to travel to school safely and adhere to social distancing rules. All authorities implemented additional cycle parking with a successful pop up bike hub in Kirkgate market offering maintenance training and Calderdale installing 650 cycle/ scooter parking places in schools.
- 2.18 Of particular interest is the delivery of three active-travel-neighbourhoods in Leeds as part of an ongoing engagement with communities to work together with residents and businesses to improve safety and desirability of local streets, enabling improved air quality, safer play spaces and enhanced access to local facilities. Bradford also made improvements to over 180 traffic signals to enable hands-free crossing for pedestrians and inhibit the spread of the virus.
- 2.19 Initial figures demonstrate significant demand for walking and cycling across the Combined Authority. Figures from newly completed infrastructure delivered through the Combined Authority's CityConnect programme show that there has been an ongoing increase in people making more journeys by bike throughout 2020. The routes where the biggest increases have been seen are across off highway routes, such as the improved canal towpath network in West Yorkshire, and the new Castleford to Wakefield Greenway, which has seen an increase in use this year of 102% based on the same period in the previous year. Across all off-highway routes, delivered as part of

phase 2 of the CityConnect programme, total trips have increased by 126% compared to November 2019.

- 2.20 Figures from the monitoring of these projects show that weekend use has seen a significant increase on both on and off highway routes, with an average daily increase along Bradford Canal Road on a weekend of 90.6% in November 2020, when compared with the same period in November 2019. Over 1.1 million trips have been made in total across phase 2 projects since July 2019, with an increase across all routes of 10.4%
- 2.21 Building on this strong foundation of both Emergency Active Travel Fund schemes and the existing pipeline of investments, the CA received notification on 20th November that we had been awarded the full amount requested for Active Travel Tranche 2, £10,052,600, from DfT. In preparation for this announcement, delivery of the funding and its allocation across the districts was approved at Investment Committee on 5th November, subject to receiving the funding from DfT. The first DfT milestone requirement of the funding was to publish a summary consultation plan by 11th December. This was developed in partnership with the districts and has been published on the CA website. This provides a framework allowing each district to plan and deliver their own consultation consistently across West Yorkshire in line with the requirements set out by DfT.
- 2.22 The CA is currently reviewing the previous delivery of Tranche 1 with District Partners to ensure lessons learnt are taken into our delivery of Tranche 2 and development of the consultation and delivery plans accordingly.
- 2.23 For schemes in this second tranche, DfT have requested that funding should, as far as possible, be committed by the end of the 20/21 financial year, with consultation complete and delivery plans in place for remaining schemes to be delivered as soon as reasonably possible thereafter and as far as reasonably possible all schemes to be complete by 31 March 2022. These will be challenging timescales considering the other consultation and delivery activity that is on-going across other Programmes of work and resource availability.
- 2.24 The increase in ridership and the continued investment in schemes promises significant rewards. Although detailed monitoring and evaluation of active travel schemes in a monetised form is an emerging science, initial figures from across the UK are helpful in providing evidence that such investment provides value for money. The DfT's own Active Mode Appraisal Toolkit includes several worked examples to demonstrate how these various benefits (including reduced congestion, reduced emissions, public health benefits and road traffic collision reduction) accrue. For example a scheme on Clifton Road in Bristol resulted in £1.80 of benefit for every £1 spent. These figures are heavily dependent upon the number of cyclists which use the scheme, and the increase in ridership demonstrated over the last year shows that there is appetite for a significant increase in the number of cyclists if schemes which enable safe, utility cycling for all users are implemented.

2.25 Greater Manchester's nascent Bee Network, which is currently being developed, seeks to determine a Value for Money figure across a number of these benefits, building on their successful work as a recipient of the Cycling City Ambition Grant. Monitoring on schemes put in as a part of that funding process suggest returns on investment ranging from £1.20 per £1 spent to £9.90 per £1 depending on utilisation. This helps to demonstrate the wide range of benefits that accrue from investing in safe walking and cycling infrastructure. As the CA continues to develop its local cycling and walking plans, data and monitoring information will be used to help target interventions and support the case for investment.

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. The financial implications of COVID are set out in and accompanying paper on this agenda.

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 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.

9. Background Documents

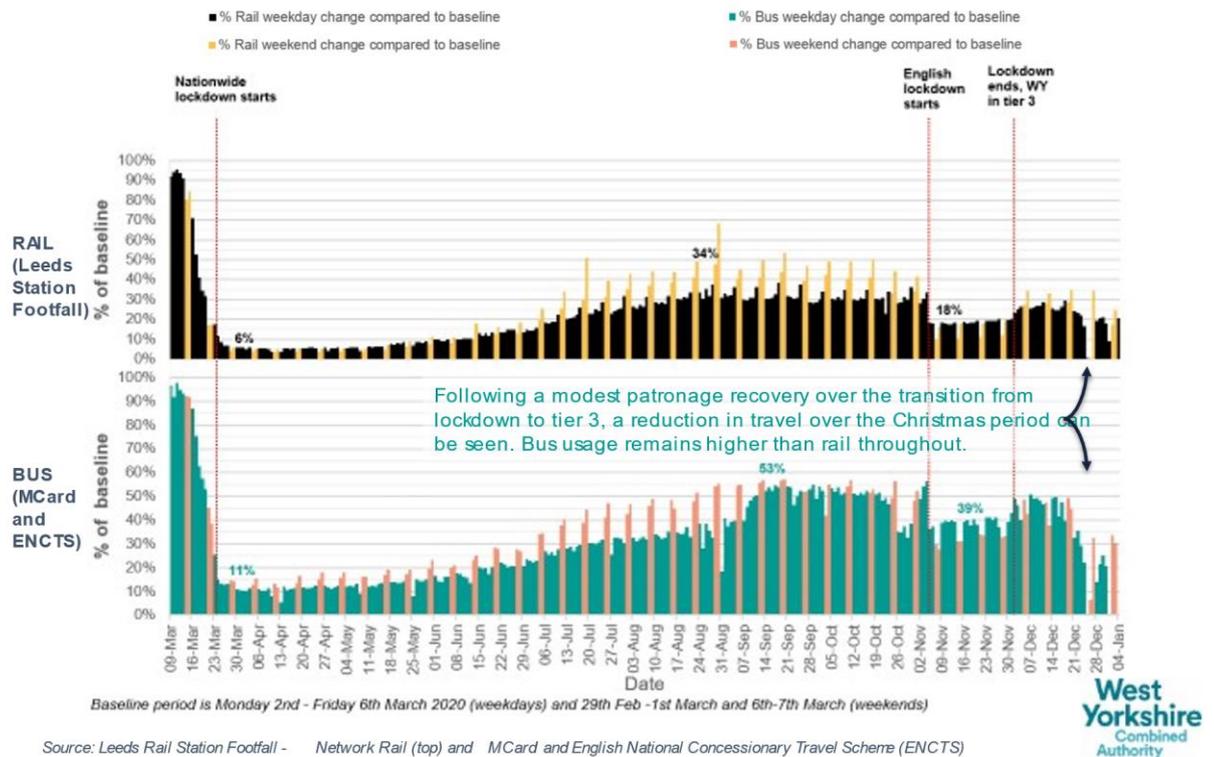
- 9.1 Transport Recovery Plan, Item 6, Appendix 2, West Yorkshire Combined Authority, 27 July 2020, available via this link:
<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CIId=133&MIId=963&Ver=4>

10. Appendices

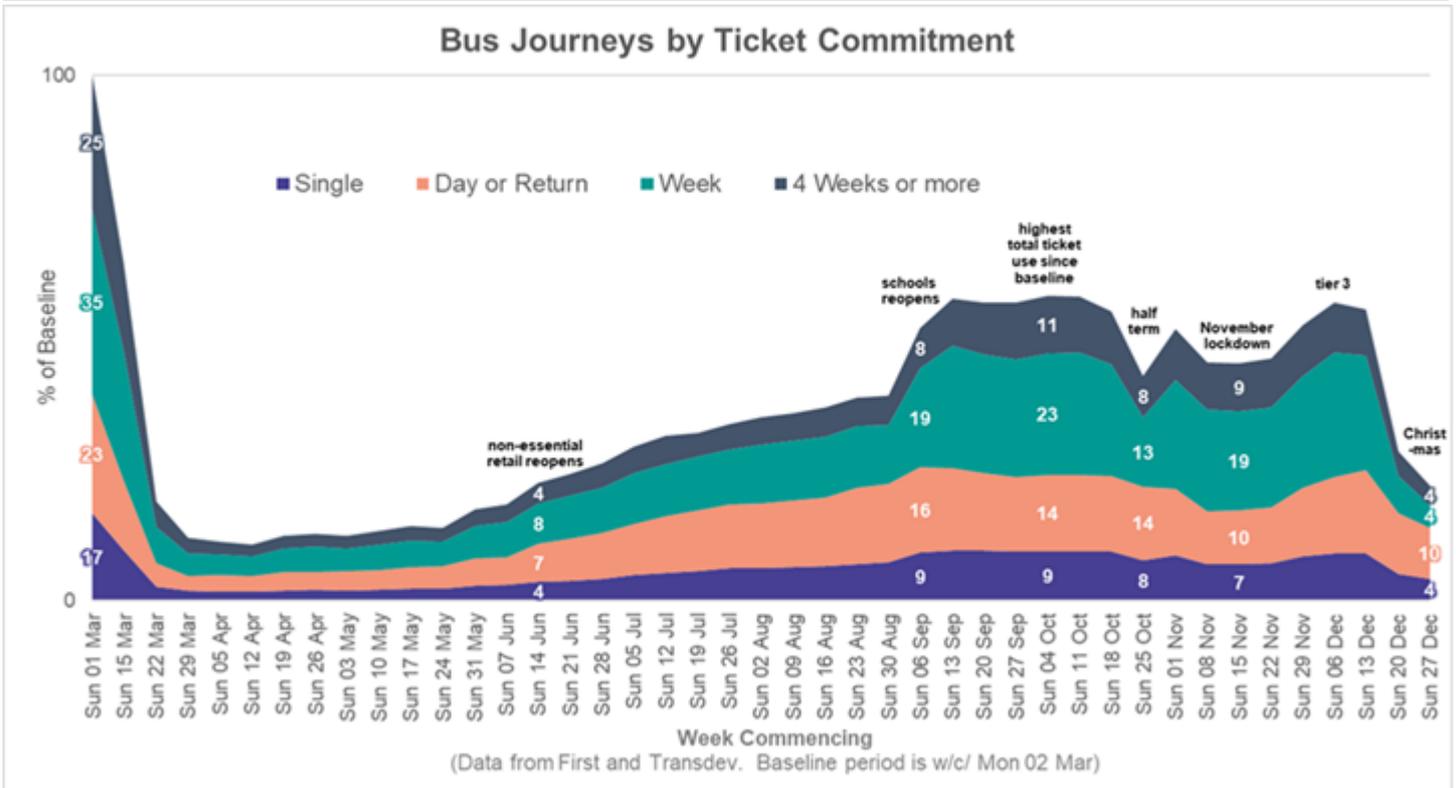
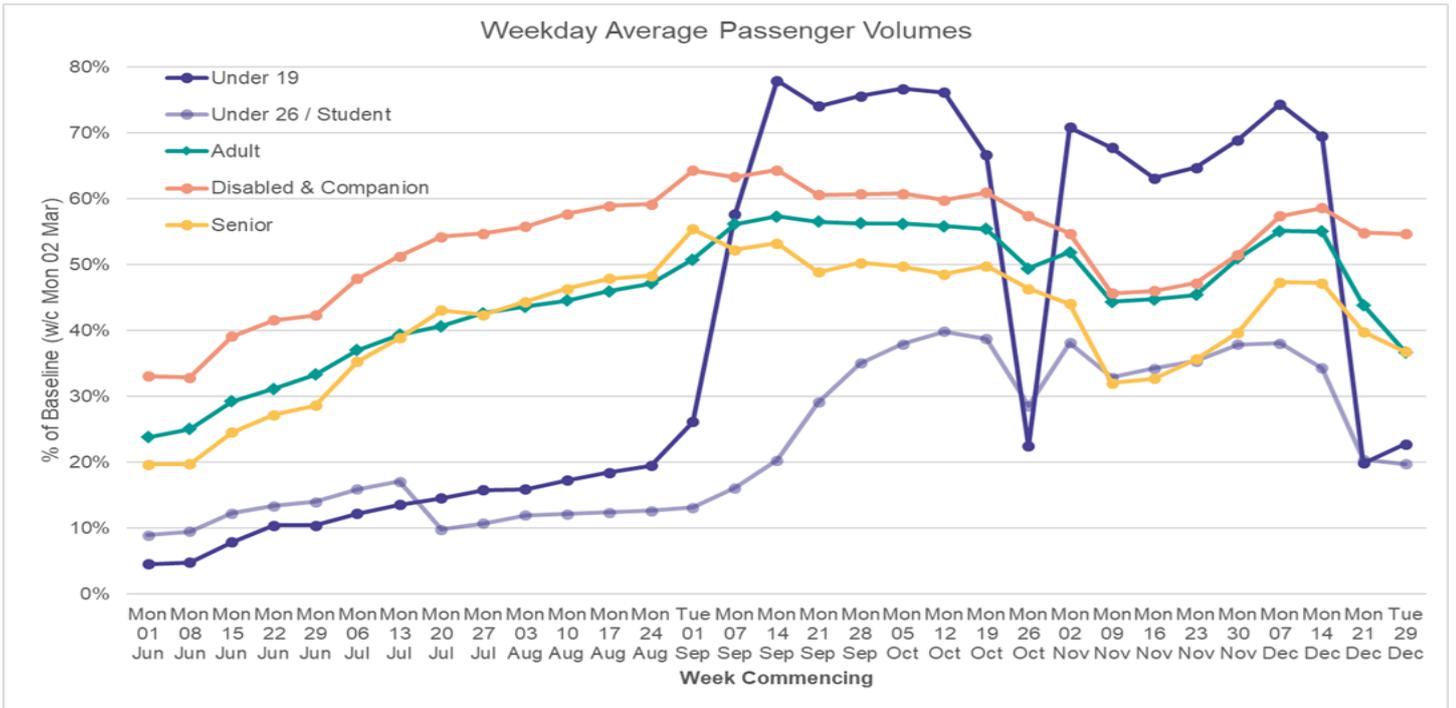
- 10.1 Appendix 1 - Summary of public transport patronage data

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Local rail and bus proxies show a reduction in travel over the Christmas period



Appendix 1 Bus & Rail Usage





Report to: Transport Committee

Date: 15 January 2021

Subject: **COVID Bus Funding**

Director: Dave Pearson, Director Transport & Property Services

Author: Dave Pearson, Director Transport & Property 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 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 advise the Committee of the current position regarding bus service funding and to inform the Committee of the bus transport related cost pressures faced by the Combined Authority as it prepares its budget for 2021/22.

2. Information

Bus Service Funding

- 2.1 Since April 2020, Government has issued emergency funding to bus operators and Local Transport Authorities, the COVID Bus Subsidy Grant (CBSSG), and continued to pay Bus Services Operators Grant (BSOG) at pre pandemic rates. It requested that Local Transport Authorities (LTAs) continue to make concessionary fare and tendered service payments to operators at pre pandemic rates. The Government funding arrangement is continuing under a rolling 8 week notice period. At the time of writing, this arrangement is expected to continue until March 2021.

- 2.2 In consultation with the Chair of Transport Committee, the Combined Authority has complied with the Government request to make concessionary fare and

tendered service payments to operators at pre pandemic rates up until the end of CBSSG. Specific conditions were attached to these payments ensuring bus operators work collaboratively with the Combined Authority and financial and patronage data is shared.

- 2.3 The Combined Authority and other LTAs acting collectively through UTG have raised concerns about the legitimacy of a sustained payment of concessions on this basis. In response to this, the attached letter from the Department for Transport (DfT) makes clear that from the Government's perspective LTAs must continue to pay to protect from operators withdrawing services. The letter also provides reassurance that under CBSSG operators are prohibited from making a profit.
- 2.4 The Government Spending review announcement on 25 November stated *£300 million in 2021-22 to drive transformation of bus services. This funding will be drawn down in the first instance for any further Covid-19 support that may be required, while progressing reform to deliver better outcomes.*
- 2.5 Government is considering replacing CBSSG in 2021/22 with funding to facilitate a recovery of bus revenues supported by partnership between LTAs and operators. The Combined Authority has proposed to Government that this funding (together with the "business as usual" Bus Services Operators Grant) be devolved to be administered locally. At its meeting of 20 November, the Committee agreed to work towards an Enhanced Partnership with bus operators as the model for managing funding to support the recovery of the bus services. The funding position for 2021/22 will be known later in January or February when DfT announces its National Bus Strategy.
- 2.6 The critical issue for 2021/22 will be how effectively the Government funding matches the revenue shortfall. Uncertainties remain about how the pandemic will play out which will impact the timing of the recovery. The Combined Authority has commissioned Ernst & Young to model likely costs and revenues to inform ongoing negotiations with DfT in this regard. Initially the gap between a model of the cost of current bus service provision across all operators in West Yorkshire and the income from fares, sales, concessions, contract payments and non emergency grant funding is estimated at around £1.5m per week. Whilst this will reduce as passenger revenue returns, the speed at which this will occur is unknown at this stage.
- 2.7 Therefore a potential risk exists that the transition from the current emergency funding into the recovery arrangements results in a shortfall in revenue which could force bus operators to reduce costs to meet the suppressed income. This could precipitate service withdrawals which would impact on connectivity for communities. Whilst there has been a close collaboration between the Combined Authority and bus operators through the pandemic, there will be financial challenges on all sides in managing through the post pandemic recovery stage.
- 2.8 These concerns were set out in a letter sent to the Secretary of State on 4 January jointly signed by all political leaders on the Combined Authority. A

copy of the letter is included as an Appendix to this report.

- 2.9 The response to the emerging financial position must be considered within the context of the Combined Authority's wider development of bus reform. An Expert Panel for bus has been established to provide an opportunity to discuss bus in West Yorkshire and draw on the experiences of others outside of the area. The first Expert Panel for bus was chaired by Cllr Groves in October 2020 and the discussion centred on a number of core themes including ticketing, clean air, on board bus passenger offer and reliability and punctuality. The next Expert Panel is due to be held at the end of January 2021.

Concessionary Fares

- 2.10 Currently, usage of the ENCTS free bus pass scheme for older people and those with disabilities is around 45% of normal and it is unlikely to recover to previous levels by April 2021. As stated earlier in the report, bus operators are being paid on the basis of 2019 passenger use. Whilst a transition back to using actual usage figures will potentially free up some costs due to suppressed demand, this will need to be considered against the wider bus service cost position in 2021/22. The Fare Deal provisions approved by the Committee in November created a fixed budget for concessionary fares for under 19s.

MCard Sales Revenue

- 2.11 Since March, sales revenue from MCards has fallen in line with the wider impact on public transport use. Sales of bus and rail season tickets up until November were only 5% of normal with bus only products at 50%. Following the return to school in September, sales of under 19 products have built back to around 75% of normal. Customers who bought monthly and annual passes were given the option to pause and re start their products or to obtain a refund.
- 2.12 The anticipated long term effects of the change in working practices emerging from the pandemic will have a significant impact on MCard revenues. Some customers may no longer wish to buy monthly and annual tickets and a more flexible offer is needed. A new bus and rail "Day Saver" ticket is now available for purchase through the MCard Mobile launched in January 2021. This is particularly aimed at part time workers and offers discounts for purchasing 10 day tickets in advance.
- 2.13 The new pricing structure for under 19 MCards reported to the previous meeting of the Committee is aimed at encouraging more young people to travel by bus and will form part of the strategy to recover MCard sales revenue.

Other Financial Impacts

- 2.14 The costs of the Combined Authority's bus stations, interchanges and on street infrastructure are partly offset by income from tenancies and advertising.

The wider economic impacts of COVID have caused a reduction in this income. In line with Government guidance, support has been given to tenants who were prevented from trading by the “lockdown” restrictions. Whilst some of this income is expected to return in 2021/22, this will continue as a budgetary pressure.

Transport for Greater Manchester Consultation

- 2.15 In light of COVID-19, Transport for Greater Manchester are currently running a consultation on their proposals for ‘*Doing Buses Differently: The impact of Covid-19 on our proposals for the future of your buses*’. As a neighbouring LTA, the Combined Authority will be submitting a response to the Consultation, which is due to be returned by the 29th January. The response will focus on the implications of the proposals on cross-boundary travel. The Chair of Transport Committee will approve the response which will be circulated to members of the Committee.

3. Clean Growth Implications

- 3.1 It is important that passenger revenues recover to ensure that the Transport Recovery Plan can deliver a transport network which delivers a more favourable situation for air quality and carbon generation than existed prior to the pandemic.

4. Financial Implications

- 4.1 Whilst the Combined Authority is paying for concessionary journeys that are not being made, the spend is expected to be within budget for the 2020/21 financial year. The arrangements for 2021/22 will need to transition back to payment on the basis of actual patronage.
- 4.2 Additional COVID related costs with regard to tendered and school bus services have to date been largely offset by the Department for Transport allocation of CBSSG to the Combined Authority and Department for Education funding for the additional school services required for social distancing. Subject to confirmation of continued Government funding on this basis, this activity should remain within the budget set for 2020/21.
- 4.3 Reduced tenancy and advertising income and a lower return from MCard sales together with increased cleaning and related costs to manage the impacts of COVID have brought further cost pressures in 2020/21.
- 4.4 As set out in this report, there are a lot of uncertainties regarding bus service costs into 2021/22. At this stage, the Combined Authority will budget based on costs in 2019/20 and will need to keep this under review when further clarification on the “recovery funding” is obtained from Government.
- 4.5 The issues set out in this paper together with a reduced expectation of income from rents and commission will be factored into the budget recommendations to be made to the Combined Authority’s meeting on 4 February 2021.

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 notes the updates provided in this report.

9. Background Documents

9.1 None.

10. Appendices

10.1 Appendix 1 - Letter to Secretary of State for Transport dated 4 January 2021

10.2 Appendix 2 - Department for Transport letter dated 20 November 2020

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6 January 2021

The Rt Hon Grant Shapps MP
Secretary of State for Transport
House of Commons
London
SW1A 0AA

shappsg@parliament.uk

Dear Secretary of State

We write as a cross party group of Council Leaders in West Yorkshire together with our Transport Committee Chair to seek your urgent assurance that the Government will work closely with our region to support the recovery of a healthy bus service essential to rebuild our economy following the pandemic.

Our region does not have a tram or light rail service. Our bus service is the main form of public transport connecting people and communities across West Yorkshire with work, education, and leisure. In normal times three million journeys are made by bus to and from work every week. We do have future ambitions for a new West Yorkshire urban transit system, but this will take time to deliver and, to capture its full potential, will need to be integrated with a wider public transport network where buses continue to play a significant role.

Shortly before the pandemic, we agreed a voluntary partnership with bus operators to develop and grow the network together. Throughout the last nine months, we have worked closely with bus operators to provide services for key workers and to support a successful return to school and college in September. We have jointly introduced measures to keep passengers safe, including innovation of our real time information systems to show the occupancy of each bus. We already have a strong MCard multi-operator and modal smart ticketing scheme which we manage through a joint venture with bus and rail operators.

When we are ready to start encouraging passengers back to the bus, we have agreed a new Fare Deal for Under 19s and will launch a daily MCard carnet aimed at returning commuters planning to work part time. At its Transport Committee in November, the Combined Authority agreed a process to strengthen our work with the West Yorkshire Bus Alliance and to develop an Enhanced Bus Partnership and are prepared to establish a recovery partnership as a transition towards this.

/ Continued

The Secretary of State for Transport
6 January 2021

We are ready to meet the challenges of recovering a bus service during 2021, but we need assurance from Government that an effective funding mechanism will be in place which will protect our network during this process. Our bus operators have informed us that, if the recovery funding is insufficient, they will reduce services accordingly. Such action would put not only our bus service in jeopardy, but our region's economic recovery. We have commissioned analysis of the funding gap for bus in our region and would urge an "open book" approach whereby Government, bus operators and the Combined Authority can jointly plan and support the recovery of our bus service.

As a nation, we are very quickly moving into the next stage of the pandemic and the announcement of the National Bus Strategy and funding for 2021/22 cannot come soon enough for us all. We are encouraged by the briefing which Baroness Vere gave to Cllr Blake and the Metro mayors on 16 December, but it is critical we collectively identify sufficient funding to bridge the funding gap. We must also move away from paying bus operators for concessionary journeys that are not being made to a more accountable model where we can demonstrate value for money to our local taxpayers.

We are looking beyond the pandemic and we are hoping the National Bus Strategy and the "The Ten Point Plan for a Green Industrial Revolution" will set out a pathway to a zero-carbon bus service. We have our own ambitious target for our region to be a net-zero carbon economy by 2038 at the latest and are clear that a significant increase in public transport use, cycling and walking is one of the keys to achieving that goal. Our Connectivity Infrastructure Plan will be published shortly which will set out our strategy for buses and our longer-term plans for mass transit. In our recent submission to the Spending Review, we set out proposals to inform the National Bus Strategy, including support for service provision, investing in fleets, and improving performance in the context of a post-COVID environment requiring new financial models.

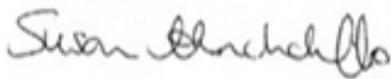
With the right outcomes from the National Bus Strategy, including delegation of the right level of funding, we are well placed to work with our partners to build on our effective joint management of the bus network through the COVID-19 pandemic.

/Continued

The Secretary of State for Transport
6 January 2021

We would urge Government to move quickly to identify an effective funding and governance model which supports our collective ambitions for bus in 2021/22 and beyond.

Yours sincerely



Cllr Susan Hinchcliffe
Chair of West Yorkshire Combined
Authority and Leader of Bradford
Council



Cllr Tim Swift MBE
Deputy Chair, West Yorkshire
Combined Authority and Leader of
Calderdale Council



Cllr Kim Groves
Chair of Transport, West Yorkshire Combined Authority



Cllr Judith Blake CBE
Leader of Leeds City Council



Cllr Stewart Golton
Leader of the Liberal Democrat Group, Leeds City Council



Cllr Denise Jeffery
Leader of Wakefield Council



Cllr Steven Leigh MBE
Leader of Conservative Group, Calderdale Council



Roger Marsh OBE DL
Chair of Leeds City Region LEP and NP11



Cllr Shabir Pandor
Leader of Kirklees Council



Cllr Rebecca Poulsen
Leader of Conservative Group, Bradford Council



Department
for Transport

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Great Minster House
33 Horseferry Road
London
SW1P 4DR
Tel: 0300 330 3000

Web Site: www.gov.uk/dft

To Travel Concession Authority concessionary
bus travel officials

20 November 2020

via email

Dear colleague,

Concessionary Bus Travel

I am writing to provide an update on concessionary travel reimbursement arrangements, including how DfT is advising Travel Concession Authorities (TCAs) to reimburse bus operators for 2021-22 concessionary travel schemes.

Alongside this supplementary guidance letter, DfT have also published the 2021-22 reimbursement calculator and core guidance. There are no material changes in either for this year.

Maintaining statutory concessionary travel reimbursement payments at pre-COVID levels

DfT remains grateful to those authorities that have continued to maintain concessionary reimbursement payments at pre-COVID levels to bus operators. Combined with funding from DfT, this support has worked together to ensure the continued operation of local bus services across the country.

In order to continue high service levels throughout the remainder of the COVID-19 pandemic, the Government is providing continued support to the bus sector at an unprecedented level through the COVID-19 Bus Service Support Grant (CBSSG) Restart scheme. The budget, agreed with HM Treasury, for the CBSSG Restart scheme, including the Local Transport Authority (LTA) component, has been calculated on the basis that these concessionary reimbursement payments at pre-COVID levels continue to be made. In addition, DfT is maintaining Bus Service Operator Grant (BSOG) payments to bus operators and LTAs at pre-COVID levels. However, it is important to note that most bus operators are not making profits - and whilst in receipt of CBSSG are prohibited from doing so.

CBSSG reconciliation exercises undertaken by DfT aim to address any losses incurred by operators in providing service levels of up to 100%. Should any of these payments from the public sector reduce, there is a risk that bus services will reduce if the CBSSG budget is insufficient to meet the losses made by operators. We are therefore asking you to continue to provide concessionary fare funding at pre-Covid levels.

Cabinet Office PPN 02/20 and PPN 04/20

We understand that, when dealing with contracted services, some Section 151 officers have been relying on PPN02/20 and PPN04/20 published by the Cabinet Office to justify maintaining concessionary fare reimbursement payments at pre-COVID levels.

PPN02/20 was relied on by TCAs to be able to continue to pay out concessionary fare reimbursement payments to bus operators at pre-COVID levels and expired on 30 June 2020. PPN04/20 superseded PPN02/20 and set out how contracting authorities should put in place transition plans with their suppliers to exit any contractual relief due to COVID. As you are aware, PPN04/20 expired on 31 October 2020, and will not be extended.

We since received additional commercial guidance from the Cabinet Office, specifying that whilst PPN04/20, which we understand has been used by TCAs as justification for concessionary fare payments, has expired the considerations and principles underlying it remain valid beyond October 2020.

Transition Plan

The Cabinet Office guidance states that, where possible, transition plans with an exit date for this transitional period should be developed, so that the principles in PPN04/20 continue to be met. In addition to this, we appreciate that TCAs are generally concerned about when the current arrangements will come to an end.

We will be issuing further guidance on clear transitional plans in line with this transition phase within the National Bus Strategy, where recovery packages are being explored. It is envisaged that this will fulfil the principles from the transition away from PPN04/20, and that it will seek to provide reassurance to TCAs who continue to pay out concessionary fare reimbursement payments to operators at pre-COVID levels.

We recognise that, particularly in the current economic climate, concessionary reimbursement payments are an essential part of bus funding while also being a significant share of wider local authority funding. It is a DfT priority that, as we move into the recovery phase of COVID, we will, as quickly as possible, ensure that any future concessionary support from TCAs is placed on a sustainable long-term footing. We expect to be able to review our approach in tandem with exiting from emergency CBSSG Restart funding. Our approach will ensure that funding from central and local government remains sufficient to maintain bus services across the country, while recognising the numerous other funding pressures on local authority budgets and that, fundamentally, we cannot ask TCAs to bear this cost indefinitely.

Concessionary reimbursement budgets

Funding for concessionary fares is included in the annual Local Government Finance Settlement (LGFS), and councils' core spending power rose by over £2.9 billion in 2020-21.

COVID-19 has created a number of pressures on local authority budgets, which Government has committed more than £7.2 billion in additional funding so far in this

pandemic, including £4.6 billion of un-ringfenced funding, recognising local authorities are best placed to decide how to meet the major COVID-19 service pressures in their local area.

As part of this year's Spending Review, we have worked with the Ministry of Housing, Communities and Local Government in order to ensure local government's funding requirements have been considered in the round, which includes funding for concessionary fares.

The local bus network is crucial in supporting essential services and moving key workers. Therefore, on the above basis, and alongside the introduction of the CBSSG scheme and our commitment to maintaining BSOG payments at pre-COVID levels, we continue to ask TCAs to pay concessionary fare payments at pre-COVID levels.

Approaches to calculating pre-COVID levels

We are aware that TCAs are calculating pre-COVID level reimbursement payments to operators in a number of different ways. In line with feedback from TCAs, DfT does not wish to prescribe an approach to calculating reimbursement. However, we would like to outline factors that TCA's may wish to have regard to.

TCAs may consider the following principles when developing their methodology:-

- 1. Seasonality of services** – (some authorities have adopted approaches to cover this, for example, averaging two lower winter and two higher summer payment methods)
- 2. Decline in concessionary patronage** - (total concessionary bus journeys fell by 2.5% in England in 2018/19, however, this may vary across local areas)
- 3. Decline in patronage as a whole**
- 4. Operators may have ceased trading/some services**
- 5. Operators may have started trading/new services**
- 6. Operators may have varied their services to increase/decrease the frequency/length of journey** - (If TCAs decide to consider this principle, we urge TCAs to only reduce concessionary fare reimbursement funding to the level of service that operators are providing them with. For instance, if an operator was providing 90% service levels, TCAs may consider providing 90% concessionary fare funding.)

TCAs may also take into consideration any other factor they consider to be significantly relevant in calculating pre-COVID level payments, however, the above six principles should create the framework for producing the methodology required. How this funding is calculated should be determined by the TCA, and DfT does not have a preferred methodology for this.

State Aid

We recognise that there are concerns that reimbursing concessionary fares at pre-COVID levels when the number of journeys taken on concessionary fares is lower than this level might be perceived as state aid.

TCAs will need to obtain their own legal advice if they have concerns about their particular circumstances. However, we can confirm that the principal terms of the original CBSSG scheme were notified to the European Commission (and the correspondence referred to maintaining concessionary fares at pre-pandemic levels). In response, the Commission expressed the (preliminary) view that the aid fell within article 5(5) of EU regulation 1370/2007, being an emergency measure as a result of a disruption in services, and therefore that it did not constitute unlawful state aid. DfT will continue to keep the position under review as the circumstances in connection with the pandemic evolve.

Applications to the Secretary of State - 'the appeals process'

As you are aware, bus operators should financially be “no better and no worse off”. As a result of TCA’s providing concessionary fare reimbursement payments at pre-COVID levels, it can be argued that bus operators are therefore “better off”.

From meetings with stakeholders, we are aware that it is considered normal practice for various operators to appeal and we appreciate that the appeals process is time-consuming. Although legislation allows operators to appeal, we would encourage operators to take a pragmatic approach to such appeals.

Currently, the funding provided by TCAs and the top-up provided by CBSSG, will ensure that bus operators break-even during this period. Additionally, as part of the overall support that bus operators are receiving, we would expect them to be in regular engagement with their LTA, as stated in the CBSSG terms and conditions. Therefore, any issues connected to the operation of services should be discussed and resolved between the operator and the LTA. Operators should note that if LTAs are incurring time and money dealing with appeals which do not have any real prospect of success, this could affect the ability of the LTA to continue to provide funding at current levels.

Peak Vehicle Requirements (PVR)

TCAs should already take into account all previous PVR claims, due to DfT’s ask of their continuation to pay concessionary fare reimbursement payments at pre-COVID levels.

The expectation is that additional PVR claims will be exceptional, as we would not expect these to be widespread during the COVID-19 response, given the reduced demand for and capacity on services. Should an operator wish to claim additional PVR, then the operator must supply data and analysis to support such a claim, in line with DfT guidance.

Mandatory Travel Concession (England) Regulations 2011

We recognise that some TCAs have a concern that paying out concessionary fares at pre-COVID levels is not compatible with the provisions of the Mandatory Travel Concession (England) Regulations 2011. Whilst this is ultimately a matter for TCAs to determine for themselves, we can say that the risk of a challenge being brought seems low (as it is not immediately obvious who would want to challenge such a decision). In addition, however, we are looking to address the concerns that transport officers have by reviewing the legislation. We will update you shortly on these plans.

We are happy to answer your questions about concessionary travel. Please email the team at concessionaryfares@dft.gov.uk.

Yours faithfully,



Matthew Crane
Deputy Director, Local Transport COVID-19 Response Division, Department for Transport

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Report to: Transport Committee

Date: 15th January 2021

Subject: Rail Matters

Director: Alan Reiss, Director Policy, Strategy and Communications

Author: James Nutter, Lead Policy Manager, Rail

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 update the Committee on the next stages in developing the West Yorkshire Rail Strategy, as well as other strategic rail matters.
- 1.2 To seek the Committee’s approval to write to Government explaining and expressing opposition to the National Infrastructure Commission’s Rail Needs Assessment.
- 1.3 To seek formal endorsement from the Committee to the Combined Authority’s input to the Union Connectivity Review call for evidence.

2. Information

Rail Strategy work programme

- 2.1 At its meeting of 20 November 2020, Transport Committee considered and approved the draft Rail Vision document and endorsed the document to be considered by the Combined Authority for public engagement as part of the wider Connectivity Plan suite of documents.

- 2.2 As the first product of our new Rail Strategy, the Rail Vision sets our local ambition for rail in West Yorkshire. Attention now turns to the development of the strategy in full in 2021 – developing the vision into an evidence-based, prioritised strategy for rail investment in our region.
- 2.3 The next stages of strategy development will focus on technical work and further enhancement of the evidence base. In support of this, the Combined Authority have commissioned consultants Steer to act as strategic advisers, as an extension to the Rail team, to provide additional technical capacity and capability, and to bring a degree of independent advice to the process.
- 2.4 As an initial focus, Steer are producing a piece of work to help inform the pipeline of work required for us to develop our new Rail Strategy. This work will focus on identifying specific strategic opportunities for change to allow our work to be targeted. Opportunities for change will include both industry mechanisms (i.e. franchising, HS2 / NPR development, periodic review cycles) and broader regional milestones (i.e. Mayoral election, local funding). The output of this work will enable us to develop a prioritised work programme that is aligned to each priority area set out within the Vision.

Rail Expert Panel Feedback

- 2.5 In early December Councillor Groves chaired the first meeting of the Rail Expert Panel. The meeting was well attended by senior representatives from the rail industry.
- 2.6 The aim of the Panel is to provide a forum for the rail industry to engage with the Combined Authority to discuss strategic plans and influence rail policy development for West Yorkshire. This will ensure that priorities and delivery plans are informed by external and industry expertise.
- 2.7 The Panel focuses on longer-term rail policy and strategic thinking. This is distinct from the Rail Operators Forum which focuses on current operational issues and performance of the rail network. Attendees have been identified based on their strategic and policy-based roles and expertise. Specifically, the panel will:
- assist in identifying opportunities for collaborative working between the rail industry and West Yorkshire partners; and
 - provide a sounding board for the Combined Authority to test out ideas for the development of the rail strategy alongside the industry and recognised experts.
- 2.8 The aims and objectives of the Panel were agreed at the meeting. The work being undertaken to create the next West Yorkshire Rail Strategy was outlined, including the draft Rail Vision. The discussion included constructive challenges alongside helpful offers to support our work and identify areas of common interest and collaboration.
- 2.9 As mentioned above, the Combined Authority has engaged consultants with a strategic rail advisor role. The Panel considered the pipeline of activity

proposed under this commission. There was a specific discussion on an early commission examining access to the rail network, providing valuable feedback.

- 2.10 The Panel meeting was judged by all parties to be a useful first meeting, providing a forum to add value to other parties' activity and avoid duplication or work being carried out in 'silos'. The Panel will continue to meet quarterly and will complement the day-to-day engagement undertaken with the industry.

Rail Needs Assessment and Integrated Rail Plan

- 2.11 Following the Oakervee review of HS2 in February 2020, the Government announced its intention to draw up an Integrated Rail Plan (IRP) for the North and the Midlands which will identify the most effective scoping, phasing and sequencing of relevant investments and how to integrate HS2, Northern Powerhouse Rail, Midlands Rail Hub and other proposed rail investments. This IRP will be informed by the National Infrastructure Commission's (NIC) independent assessment of the rail needs of the Midlands and the North. The Infrastructure and Projects Authority is conducting a review of the lessons learned from HS2 Phases 1 and 2a on the supply chain, costs and delivery which will also feed into the Government's Plan.
- 2.12 The NIC published the Rail Needs Assessment on 15 December 2020. Ultimately, it is for the Government to draw up the IRP and decide on the appropriate level of investment in rail. It is envisaged that the IRP will be published in early 2021, possibly around the same time as the Union Connectivity Review Interim Report.
- 2.13 The NIC has presented 5 packages of rail investment within three illustrative budgets (baseline, 'plus 25 per cent' and 'plus 50 per cent'). The packages of options are summarised below:
- Baseline – completing the western leg of HS2 Phase 2b and upgrading key existing lines including the East Coast Main Line and Midland Main Line.
 - Prioritising regional links – two options are set out:
 - 'Plus 25 per cent' package will deliver major upgrades on the Liverpool, Manchester, Leeds corridor, addressing congestion between Leeds and York and improving links to Bradford, a new high-speed line from Birmingham to the East Midlands providing direct services to Nottingham, upgrades to the Midland Main Line and East Coast Main Line, improving links to Birmingham Airport and enhancements across the Midlands through the Midlands Rail Hub.
 - 'Plus 50 per cent' package includes building new lines across the Liverpool, Manchester, Leeds corridor which also serve Bradford, increasing capacity between Leeds and Newcastle and upgrading the route from Manchester to Sheffield, delivering a new line into Leeds, providing improved journey times to/from Sheffield, and upgrades to the Erewash Valley route, as well as the Midland Main Line, building a new high speed line from Birmingham to the East Midlands, improving links to Birmingham Airport and enhancements across the Midlands through the Midlands Rail Hub.

- Prioritising long distance links – two options are set out:
 - ‘Plus 25 per cent’ package focuses on delivering the full HS2 Phase 2b network to improve long distance connections, completing the Transpennine Route Upgrade between Leeds and Manchester, and Midlands Connect schemes that utilise the eastern leg of HS2.
 - ‘Plus 50 per cent’ package could deliver schemes in the ‘plus 25 per cent’ package, as well as adding additional tracks to the Transpennine Route Upgrade between York and Manchester, upgrading connections and capacity from York to Newcastle, and Manchester to Liverpool, and building the Midlands Rail Hub to improve capacity into and across the Midlands.

2.14 The plans summarising the five package options are included at **Appendix 1**, and a link to the NIC’s full report is included in the **Background Documents** section.

2.15 The report concludes that:

- Focusing on upgrades will not address the issues in the Midlands and the North.
- The report does not rule out the further development of HS2 Phase 2b eastern leg, and the full eastern leg of HS2 Phase 2b from Birmingham to Leeds is included in the packages prioritising long distance links. However, it suggests that prioritising regional links appears to have the highest potential economic benefits overall for cities in the Midlands and the North.
- All packages of options include at least £15 billion funding for decarbonisation, digital signalling and ‘early wins’ and an allowance for optimism bias.

2.16 West Yorkshire Leaders have sent a letter to Ministers to highlight their concerns including:

- The overall funding envelope creating a choice between Northern Powerhouse Rail (NPR) and HS2 East, when both projects are vital for economic growth, recovery, the ‘levelling up’ agenda and development of skills and training.
- The approach and methodology used in the report is inconsistent and fundamentally flawed and completely misrepresents the geography and economy of the Leeds City region.
- None of the scenarios deliver NPR in full, with a new line between Leeds, Bradford and Manchester,
- While Leeds is the main bottleneck of the rail network and suffers from the worst reliability in the North, which constrains growth across the region, investment at Leeds and its approaches are not recognised or prioritised in the report.
- The indecision on HS2 East will significantly undermine business confidence and cause significant development blight around Leeds station for years.

- The report takes no account of the severe capacity constraints that exist on the approaches to Leeds and the very significant land assembly challenges that would be faced once meaningful design work was undertaken.

2.17 The letter calls on Government to:

- Increase the fiscal funding envelope by real investment in rail, skills and training.
- Provide certainty on rail investment in the short, medium and the long terms to restore businesses confidence. These include Leeds capacity improvements (station and track), Transpennine Route Upgrade, electrification, and the full Northern Powerhouse Rail with a new line between Leeds, Bradford city centre and Manchester.
- Provide certainty on the future of HS2 East which is currently paused and honour its commitment to deliver the eastern leg of HS2 in full and do so on the same timescale as the western leg.
- Break the cycle of promises followed by downgrade or cancellation

2.18 A copy of the letter is included at **Appendix 2**.

2.19 It is also recommended that Transport Committee agree to write along similar lines outlined in paragraph 2.17.

Spending Review and impact on rail budget

2.20 The Spending Review confirmed the level of investment available for rail infrastructure, committing over £40bn. This includes £17.5 billion for renewing and upgrading the rail network over the next three years, in addition to £22.6 billion funding for HS2 phase 1. Funding for the delivery of HS2 phase 2b east, however, is still pending until the publication of the Integrated Rail Plan.

2.21 Over £2 billion of funding was confirmed for 2021-22 for rail services, building on the estimated £12.8 billion of support for transport services that the government has already committed to provide in 2020-21. This has supported the ongoing provision of rail services in the context of substantially reduced revenue due to the COVID-19 crisis.

2.22 The rail enhancements budget for the five-year period from 2019-24 has been reduced to £9.4bn from £10.4bn. The adjustment to the budget has been made on the basis that it was *“required to strike the best balance between the interests of taxpayers and passengers and making the best use of public spending in the face of serious economic challenges”*.

2.23 This budget reduction has not cancelled funding of any committed rail enhancement projects. The Department for Transport indicated that it will *“continue to use a portfolio approach and the Rail Network Enhancement Pipeline (RNEP) to manage the progression of schemes and decisions on individual schemes will be considered as they reach appropriate levels of maturity within the context of the new funding envelope”*.

- 2.24 The budget for Network Rail’s operations, maintenance and renewals for the 2019-24 period remain unchanged.

Northern Powerhouse Rail Strategic Outline Case

- 2.25 At its meeting on 18 November 2020, the Transport for the North (TfN) Board agreed an initial preferred approach to the Northern Powerhouse Rail (NPR) network and potential construction phasing. The proposed network includes:
- A new line between Manchester and Leeds via central Bradford.
 - Significant upgrades of the East Coast Main Line from Leeds to Newcastle, which includes restoration of the closed Leamside Line.
 - Electrification and line speed improvements between Leeds and Hull.
 - Electrification and upgrades connecting Sheffield to the HS2 network at Clayton, to provide onward connectivity to Leeds (via HS2).
- 2.26 Overall, the proposed network responds to the Combined Authority’s agreed ambitions and will significantly improve connectivity across the North and could start to deliver benefits by the middle of this decade. There are still concerns in relation to timetabling assumptions for NPR, which could impact Sheffield services and some local Leeds services, for example. TfN has agreed to work more co-operatively with the Combined Authority on the next phase of work to resolve these issues.
- 2.27 Work is continuing the Strategic Outline Case (SOC) for NPR, refining both costs and benefits with a final decision on the preferred way forward for the NPR network to be considered by the TfN Board in early 2021. TfN then aims to submit the SOC to government in spring, although this may be dependent on the content of the Integrated Rail Plan, due to be published by the government in February.

Union Connectivity Review

- 2.28 Sir Peter Hendy has been tasked with undertaking an independent review into the connectivity of the United Kingdom to ensure that all 4 nations (England, Scotland, Wales and Northern Ireland) are able to maximise the economic, cultural and social benefits of being part of the United Kingdom.
- 2.29 The review is considering the following:
- The quality and reliability of major connections across the United Kingdom;
 - Likely current and future demand for transport links;
 - The environmental impact of policy options (including climate change); and
 - Existing work completed by the Government on cross-United Kingdom connectivity.
- 2.30 It will consider the work across modes to restart and recover from the COVID-19 pandemic.

- 2.31 The review will provide an overview of how connectivity between the nations of the United Kingdom can support economic growth and an improvement in quality of life. It will outline specific recommendations which will individually and collectively contribute to this outcome.
- 2.32 It is envisaged that an interim report will be published in January 2021 with a final report setting out recommendations in Summer 2021. A link to the recent call for evidence and terms of reference of the review are set out in the **Background Documents** section.
- 2.33 The initial call for evidence closed on 30 December 2020, and the Combined Authority's response is included at **Appendix 3**. Due to the timescales of the call for evidence, Transport Committee have already provided input and endorsement by correspondence, in conjunction with endorsement by the Chair.
- 2.34 In summary, the response calls for the development of higher-performing rail links, in order to develop new economic links to the other nations of the UK. Investment in rail should also help achieve modal shift from less sustainable modes of passenger and freight transport such as road and short-haul aviation in the context of the need for sustainable clean growth and the move to a post-carbon economy.

Other rail updates

Rail industry reform

- 2.35 The Williams Rail Review was commissioned by Government following the collapse of rail services in May 2018. It is a root and branch review of the entire rail industry, with its proposals for reform originally due to be published in autumn 2019, alongside a Department for Transport White Paper on implementation.
- 2.36 The Review and associated White Paper are expected to be published early in 2021. This is expected to set out a new framework for the operation of the railway, including a revised approach to devolution for implementation in the coming years. Once the details are known, engagement with Members will take place to establish what roles the Combined Authority and Transport for the North wish to take up in response to this new context.
- 2.37 Pending the implementation of wider reforms, which will take a number of years to implement, DfT will be moving operators on to interim National Rail Contracts via a direct award process. These will replace the Emergency Recovery Measures Agreements as they expire. TransPennine Express is expected to be one of the first operators to move to this new contractual basis from April 2021, and further details will be reported as they become available. Assurances have been provided by DfT that the principles of the TfN co-management arrangements will continue to apply.

Annual rail fares increase

- 2.38 Regulated rail fares across England will rise by 2.6% in March 2021. This is the first increase in rail fares above inflation since 2013. The increase, which usually happens each January, has been delayed until March. DfT has advised this is to provide an opportunity for commuters to buy annual season tickets at current prices.
- 2.39 The rail industry via the Rail Delivery Group, TfN and the Combined Authority all have an established position that there is an urgent need to comprehensively overhaul rail fares to ensure the system is simpler and fairer. This is expected to be an important part of the Williams Review proposals.

Transport Select Committee call for evidence into Major transport infrastructure projects: appraisal and delivery

- 2.40 The Transport Select Committee in parliament announced in December a new inquiry into the appraisal and delivery of UK major transport infrastructure projects to better understand what lessons can be learned and applied¹. Written evidence must be submitted by January 15, 2021.
- 2.41 The inquiry will consider transport infrastructure strategy and priorities; the appraisal and funding of transport infrastructure; oversight, accountability and governance of transport infrastructure projects; factors influencing the cost and capacity and skills required to deliver the infrastructure plans. Along with Crossrail, High Speed Two, the Road Investment Strategy and the third runway at Heathrow Airport, the Department for Transport has a further 24 projects on the Government's Major Projects Portfolio.
- 2.42 In announcing the call for evidence, the Chair of the Transport Committee, Huw Merriman MP, said:
- 2.43 *"A vast amount of spending has been promised by the Government to boost the economy and 'level up' across regions and nations. The 2020 budget promised £640bn of investment for projects across the UK, boosted by a further £5bn to support economic regeneration after the coronavirus pandemic. Most recently, the 2020 Spending Review and the National Infrastructure Strategy committed billions of pounds of investment in transport infrastructure, and particularly, road and rail projects.*
- 2.44 *"The hefty pricetag on these transport infrastructure projects brings an equally hefty responsibility on the Department for Transport to ensure the money is spent fairly and projects are managed and delivered well. This work will be set against a backdrop of the coronavirus pandemic which has raised questions about the continued value of some major transport projects. The Government is also reviewing its guidance on best-practice appraisal, known as the Green Book.*

¹ <https://committees.parliament.uk/committee/153/transport-committee/news/136907/inquiry-launch-major-transport-infrastructure-projects-appraisal-and-delivery/>

2.45 *“Given the scale of the funding and the breadth of the projects, this could be a time of tremendous opportunity for the Department for Transport. The Transport Committee is keen to glean an insight to Government thinking and practice on what could be a new era for transport infrastructure - if delivered well.”*

2.46 A West Yorkshire Combined Authority response is being drafted, and will be shared with Transport Committee members ahead of the submission deadline. The scope of the response will follow the principles applied in other recent consultations and the previously agreed priorities for the region.

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 notes the update on the next stages in developing the West Yorkshire Rail Strategy, as well as other strategic rail matters.

8.2 That the Committee writes to Government explaining and expressing opposition to the National Infrastructure Commission’s Rail Needs Assessment, including the concerns outlined in paragraph 2.17.

8.3 That the Committee retrospectively endorse the Combined Authority’s input to the Union Connectivity Review call for evidence

8.4 That the Committee notes that a response to the “Transport Select Committee call for evidence into Major transport infrastructure projects” will be circulated ahead of the 15 January 2021 deadline.

9. Background Documents

- 9.1 “Rail Needs Assessment for the Midlands and the North: Final report” is available via this link: <https://nic.org.uk/studies-reports/rail-needs-assessment-for-the-midlands-and-the-north/rna-final-report/>
- 9.2 “Union connectivity review: call for evidence” and terms of reference are available via this link: <https://www.gov.uk/government/consultations/union-connectivity-review-call-for-evidence>

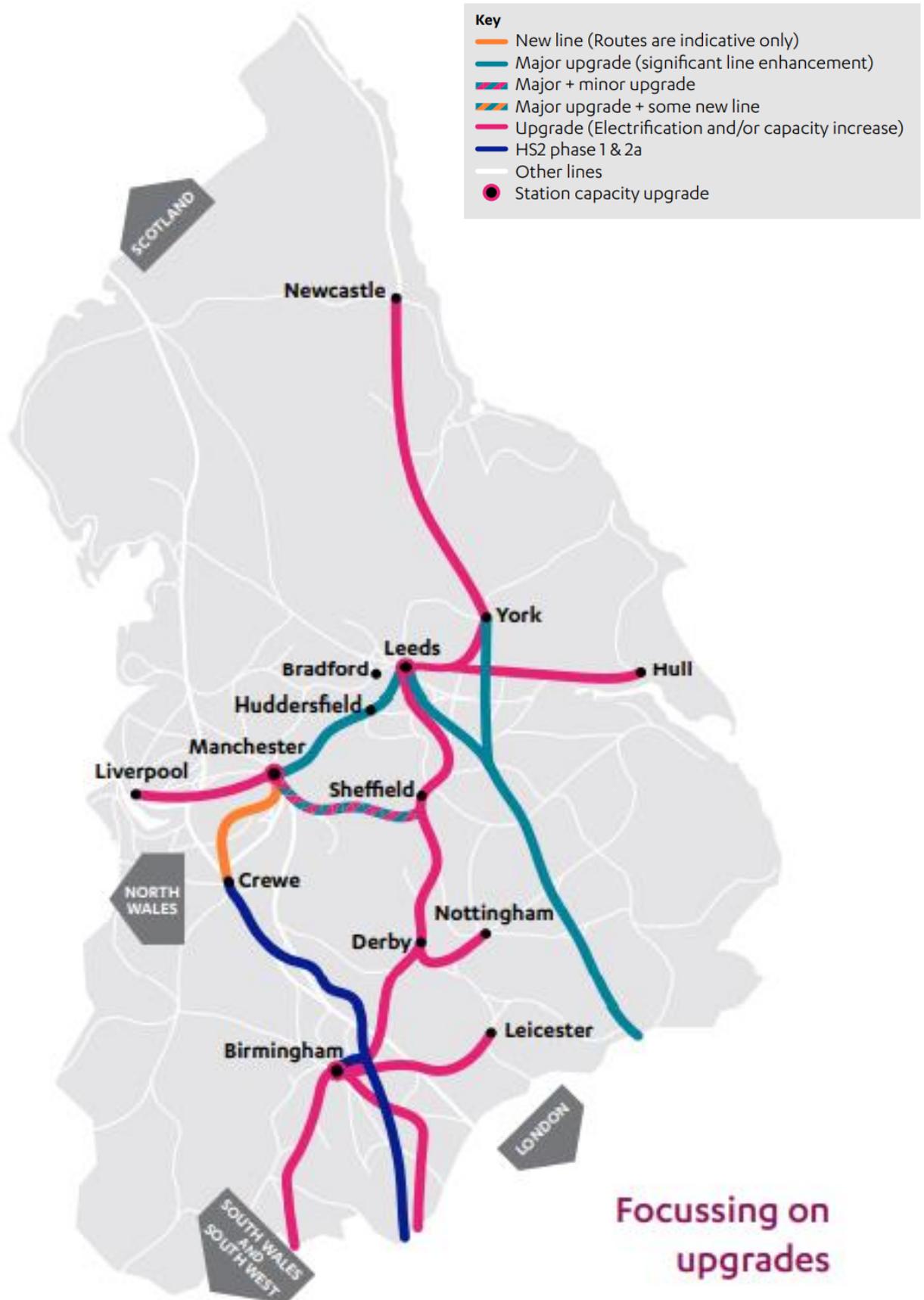
10. Appendices

- 10.1 Appendix 1 - Plans summarising the NIC’s proposed packages of options
- 10.2 Appendix 2 - Letter to Ministers – Rail Needs Assessment
- 10.3 Appendix 3 - Union Connectivity Review: Combined Authority response to call for evidence

Agenda Item 8

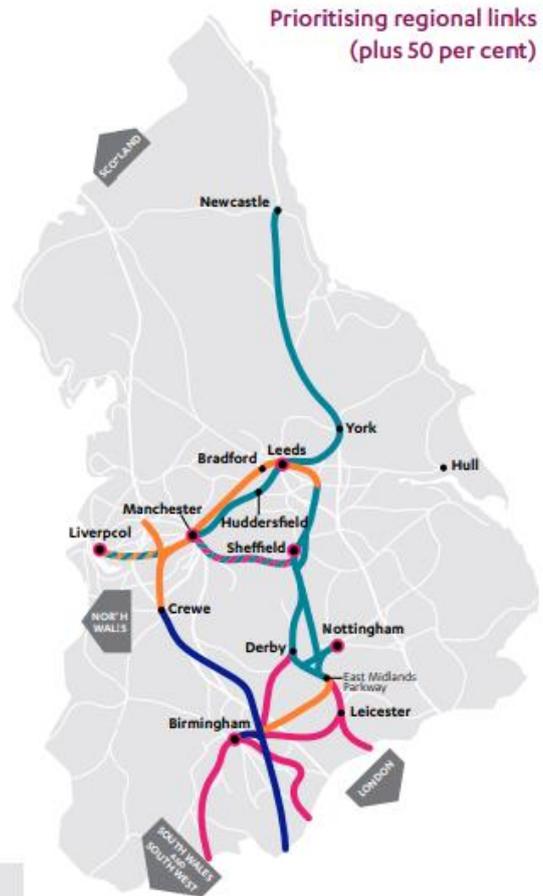
Item 8, Appendix 1: Plans summarising the NIC's proposed packages of options Appendix 1

Extracts from the National Infrastructure Commission's Rail Needs Assessment for the Midlands and the North final report.



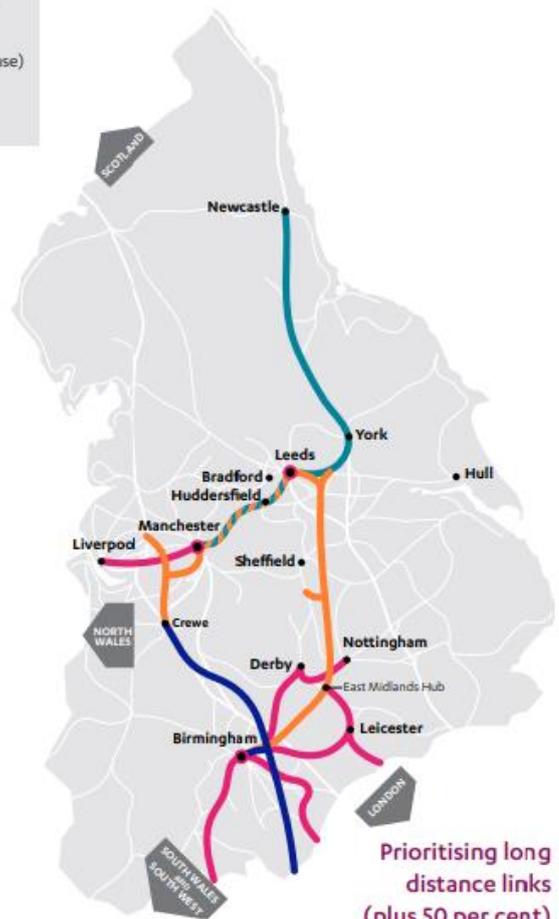
Prioritising regional links
(plus 25 per cent)

Prioritising regional links
(plus 50 per cent)



Key

- Orange line: New line (Routes are indicative only)
- Teal line: Major upgrade (significant line enhancement)
- Blue line: Major + minor upgrade
- Multi-colored line: Major upgrade + some new line
- Pink line: Upgrade (Electrification and/or capacity increase)
- Dark blue line: HS2 phase 1 & 2a
- Red line: Other lines
- Red dot: Station capacity upgrade



Prioritising long distance links
(plus 25 per cent)

Prioritising long distance links
(plus 50 per cent)

The Rt Hon Grant Shapps MP
Secretary of State for Transport
Department for Transport
Great Minster House
33 Horseferry Rd
Westminster
London
SW1P 4DR

By Email: Transport.Secretary@dft.gov.uk

23 December 2020

Dear Secretary of State

We welcome the development work that your Department has undertaken for major rail infrastructure proposals in Yorkshire. We collectively saw that as essential to address decades of underinvestment in the North of England, and an essential strategic part of 'levelling up'. Therefore, we feel we have to write to show how extremely disappointed we are in the National Infrastructure Commission's Rail Needs Assessment for the Midlands and the North and that we strongly oppose its conclusions.

Fundamentally, while it is called a Rail Needs Assessment report, as Leaders, we don't recognise this as an assessment of what the North needs from rail. We feel that it fails to sufficiently address the economic consequences of the rail projects for our region and does not provide a holistic picture of how rail investment can meet our objectives.

While the report acknowledges the importance of rail investment and further devolution, we are more disappointed and frustrated because:

- Once again, we are being pushed to make a choice between Northern Powerhouse Rail (NPR) and HS2 East, when both projects are vital for economic growth, recovery, the 'levelling up' agenda and development of skills and training. While investment for the further developed projects of HS2 Phase 1, Phase 2a and Crossrail are protected, both the North and Eastern authorities are being asked to fight for the scraps.
- HS2 East connects 13 million people and half of the core cities of England into a strategic economic corridor and the report completely underestimates the importance of the regional links between the city regions of Leeds, Sheffield, the East Midlands and the West Midlands.
- The approach and methodology used in the report is inconsistent and fundamentally flawed and completely misrepresents the geography and economy of the Leeds City region. For example, it ignores our HS2 Growth Strategy which we developed with the Government for several years and completely downplays the benefits of HS2 East to the country and to our region with onward connections to other West Yorkshire towns and cities. HS2 East regions have ambitious growth strategies that will deliver in excess of 150,000 additional jobs, based around the promise of 21st century infrastructure and the transformative change it will bring.

- The economic analysis is based on assumptions which bias investment towards the wealthiest parts of the country – flaws which the government itself recognised in its recent reform of the Green Book. Their findings are based on a top-down economic model that gives too little weight to HS2’s core justification to reduce the profound inequalities between the regions of the UK. The travel to work area analysis completely misrepresents the region and in addition the Transpennine Route Upgrade is considered ‘long distance’ yet NPR is not.
- None of the scenarios deliver NPR in full, with a new line between Leeds, Bradford and Manchester, even where prioritising regional links is considered and fall short of the stated ambitions of northern leaders as set out in the preferred NPR network. This will not allow the North to function as a single economy, constraining productivity, jobs growth and regeneration.
- At present less than 10,000 people are within a 60 minute journey to four or more of our largest economic centres. However once NPR has been delivered this will rise to 1.3 million people. This could support an increase in productivity of up to 2%. A city centre NPR station could help unlock £14.6bn to Bradford’s economy, up to 14,250 additional Bradford jobs and 8,500 additional housing units.
- The proposed packages are nowhere near ambitious enough to ‘build back better’, transition the economy towards net zero carbon or achieve the ‘levelling -up’ agenda set out by the Government.
- While Leeds is the main bottleneck of the rail network and suffers from the worst reliability in the North, which constrains growth, investment at Leeds and its approaches are not recognised or prioritised in the report. This impacts the rest of the region’s connectivity and without additional new capacity, we will continue to have to make choices that impact local and regional services.
- The indecision on HS2 East will significantly undermine business confidence and cause significant development blight around Leeds station for years. From our extensive work on HS2 East over many years, we know that to get other schemes to the same level of maturity will take up to ten more years of planning for new line elements. Time that we can ill afford to waste and at the same time leave prime HS2 sites in a state of limbo.
- The report takes no account of the severe capacity constraints that exist on the approaches to Leeds and the very significant land assembly challenges that would be faced once meaningful design work was undertaken.

The Government has a choice to make, it can make a choice to tackle climate change, to unlock economic growth, to bridge the productivity gaps and to level up. Or the Government can once again leave our region and other authorities in the North behind. We now call on the government to:

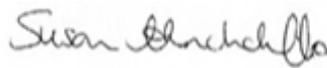
- ***increase the fiscal funding envelop*** by real investment in rail, skills and training.

- **provide certainty on rail investment** in the short term, medium and the long terms to restore businesses confidence. These include Leeds capacity improvements (station and track), Transpennine Route Upgrade, electrification, and the full Northern Powerhouse Rail with a new line between Leeds, Bradford city centre and Manchester.
- **provide certainty on the future of HS2 East which is currently paused** and honour its commitment to deliver the eastern leg of HS2 in full and do so on the same timescale as the western leg. If a clear decision is made, enabling works could start in 2024 and before the next general election.
- **break the cycle of promises** followed by downgrade or cancellation when it comes to transport investment in the North.

Ultimately it is for the Government to draw up the Integrated Rail Plan and to decide on the appropriate level of investment in rail. We look forward to hearing your plan and seeing some real action.

We request an urgent meeting to discuss.

Yours sincerely,



Cllr Susan Hinchcliffe
Chair, West Yorkshire Combined Authority
Leader, City of Bradford Metropolitan District Council



Cllr Judith Blake CBE
Transport Lead, West Yorkshire Combined
Authority Leader, Leeds City Council

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Union Connectivity Review: Call for Evidence – Response of the West Yorkshire & Humberside 3 Combined Authority

The West Yorkshire Combined Authority (WYCA), working in partnership with the Leeds City Region Enterprise Partnership (LEP), operates to ensure that our region is recognised globally as a strong, successful economy where everyone can build great businesses, careers, and lives. We bring together local councils and businesses to achieve this vision, so that everyone in our region can benefit from economic prosperity and a modern, accessible transport network. In this context, the City Region is defined as encompassing the districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield.

1. If you represent a place, what is your current strategy for growing the economy and improving the quality of life there? Please provide a summary, but you are welcome to append or link to published strategies.

The economic strategy of the West Yorkshire Combined Authority (WYCA) is set out in our Strategic Economic Framework (SEF)¹ and focuses on the need to provide productive economic growth that is environmentally sustainable and socially inclusive, while leading to improvements in both standard of living and quality of life, with a specific focus on addressing areas and parts of society that suffer particular deprivation. All of this is in the context of the climate emergency declared in 2019 and our commitment to being a net zero-carbon region by 2038.

a) What is necessary to achieve this strategy and what evidence do you have that improved connectivity is needed in this instance? We expect that transport is not the only factor necessary to achieve regional strategies and would like to understand what else might need to be in place to see benefits from improvements in connectivity.

The SEF identifies “delivering 21st-century transport” as being one of the five keys to delivering this strategy, alongside:

- Boosting productivity;
- Tackling the climate emergency;
- Enabling inclusive growth; and
- Securing money and powers

The SEP makes clear that these four elements are mutually supporting and mutually interdependent.

2. Please provide any information you hold about current multi-nation journeys within the United Kingdom.

Please provide information relating to current journey volumes, assessments of future demand, journey reliability and locations/corridors of particular strategic importance. In particular, please provide information about current journey levels, assessments of future demand, locations of important strategic transport corridors and the reasons for importance

A reasonable, albeit imperfect, proxy for the strength of current trading relationships can be found by analysing the patterns and volumes of goods moved by road. Such data is available from DfT sources² at a Region level, and for Yorkshire & Humberside shows the following, with the values for the North-West, South-East and England as a whole included by way of context:

	Internal trade as % of total	% of external UK trade (not of total trade)		
		Scotland	Wales	N Ireland
Y&H	64.9%	5.3%	3.5%	1.8%
NW	60.7%	10.7%	10.7%	1.5%
SE	64.0%	1.7%	4.3%	0%
England	91.5%	37.8%	55.1%	7.1%

It should be noted that this does not include any international trade, i.e. with non-UK partners. “External UK trade” means all movements within the UK other than those within the region itself, e.g. Yorkshire & Humberside to/from everywhere outside that region. It is considered likely that passenger business travel will tend to track along similar (though not identical) lines.

¹ <https://www.westyorks-ca.gov.uk/growing-the-economy/strategic-economic-framework/>

² Goods Lifted data from <http://www.dft.gov.uk/statistics/series/road-freight/>. The values are averages of incoming and outgoing traffic.

It can be seen that most regions are fairly “self-sufficient” in the sense that the bulk (over 60%) of movements are within the region itself, as might be expected. For external trade, in the Yorkshire & Humberside case, the main partners within England are the East Midlands and the North-West, reflecting the proximity and economic mass of those neighbouring regions. Patterns for the North-West are broadly similar, with again neighbouring regions predominating. However, one striking difference is apparent: the North-West has over double the trade (even more in absolute tonnage terms) with Scotland than Yorkshire & Humberside does, and the difference is even greater for Wales.

The North-West is clearly a comparable distance to Scotland as against Yorkshire & Humberside, but it is suggested that one significant factor in the apparent underperformance of the latter is transport connectivity. The most populated and industrialised parts of Scotland are the Central Belt and Glasgow area – the North-West is connected to these by the six-lane M6 motorway and the West Coast Mainline (including electrified links to Manchester and Liverpool). From much of Yorkshire & Humberside, in contrast, the links are relatively tenuous, being via the inferior A1 road and the East Coast Mainline, the latter having few direct trains to Glasgow and Central Belt locations west of Edinburgh (and the Leeds – York link not being electrified). Leeds – Glasgow is particularly poor by both road and rail.

One would expect Yorkshire & Humberside to have less trade with Wales than the North-West does, as a simple product of distance; however, the magnitude of the difference appears unexpectedly great – this is believed to be in large part a product of the “Pennine effect”: the poor transport links via the congested M62 motorway and underdeveloped trans-Pennine rail lines are a recognised barrier to economic relationships flourishing across the Pennines.

Trade with Northern Ireland is relatively modest, it can be seen, reflecting the obvious physical and distance barriers.

In the context of sustainable clean growth and the move to a post-carbon economy, the development of higher-performing rail links is taking centre-stage, in order to develop new economic links and to achieve modal shift from less sustainable modes of passenger and freight transport such as road and air.

Evidence of the significance of the passenger flows between West Yorkshire and, in particular, Cardiff and Glasgow (alongside Edinburgh) is corroborated by Network Rail’s 2013 Long-Distance Market Study³, which highlighted their significance and the case for through journey opportunities with average end-to-end speeds of over 80 or 100mph, which in the case of Cardiff and Glasgow are at present far from being delivered.

As described, at present the rail main connection between our region and **Scotland** is via ECML⁴. A third of the UK population lives within 20 minutes of an ECML station, and together they deliver 41% of the UK’s GDP. However, the route suffers capacity, journey-time and performance issues:

- A technical report commissioned by DfT (2013) suggested emerging capacity issues on ECML. (The actual capacity problem could be understated, as most of the ECML projects assumed did not complete as planned).
- The capacity issues are evident in sub-optimal stopping patterns (i.e. station stops cannot be optimised to match demand).
- ORR have been faced with “difficult decisions” on ECML about open-access operators, and Network Rail similarly with the sale of access rights, all suggesting demand to run more services than currently possible.
- The line is prone to significant disruption: in 2018, 12 major incidents occurred costing the UK economy £46.28 million. Smaller incidents can also cause significant disruption across the rail network (impacts of delays in Edinburgh have been identified as far away as Manchester); if the number of delays on the line of over 10 minutes were halved, this would deliver an additional £62.8 million per annum to the wider economy.

The other principal rail route from the West Yorkshire area to Scotland is that from Leeds and Bradford to Carlisle via Settle and on to Glasgow by one of two existing routes. Since having been saved from closure

³ <https://www.networkrail.co.uk/wp-content/uploads/2016/11/Long-distance-market-study-2013-1-1.pdf>

⁴ The information in this section has been primarily sourced from the East Coast Mainline Authorities - [Invest East Coast Rail – East Coast Main Line \(investineastcoast.co.uk\)](http://investineastcoast.co.uk)

in the 1980s, the now famous Settle – Carlisle line has seen a spectacular reversal in its fortunes in terms of its profile and traffic levels, both passenger and freight. However, it has significant untapped potential:

- The line would offer a substantially shorter and potentially much faster route between West Yorkshire and Glasgow / the Central Belt, as compared against travelling via York, Newcastle and Edinburgh
- However, it is currently limited to a top speed of only 60mph, despite engineered to a high standard and designed for significantly higher speeds
- There are at present no through services across Carlisle: interchange is needed travel on to Scotland

There appears therefore to be a potential low-cost “quick win” available in terms of upgrading the speeds on this line and introducing a Leeds – Carlisle – Glasgow service, contributing to a significant reduction in the transport barriers between West Yorkshire and the Central Belt.

Turning to **Wales**, there are at present no scheduled direct train services at all between West Yorkshire and anywhere in Wales. While access to the important tourist economy centres of North Wales has recently been somewhat improved by the introduction of a new direct (albeit fairly slow) Leeds / Bradford – Chester service, reaching the major South Wales conurbation centred on Cardiff requires an interchange at one of several intermediate stations, and is not particularly fast or attractive. Noting that Leeds at present only has one Cross-Country train per hour, there would appear to be obvious scope for an additional train to operate between West Yorkshire and South Wales, serving important and currently underserved intermediate markets en route. Beyond this, improved trans-Pennine links are needed to reduce journey times to North Wales and provide adequate high-quality freight paths on the network: for these reasons, in the shorter term the Trans-Pennine Route Upgrade needs to be delivered as a priority, and to include full electrification and freight gauge-clearance, as well as sufficient paths to allow the freight markets to develop. This should be followed by the electrification of the crucial Calder Valley trans-Pennine route (again with freight clearance). In the longer term, further increases in capacity and decreases in journey / shipping times should be delivered via Northern Powerhouse Rail in the form of a new line from Leeds to Manchester and Liverpool via Bradford.

While the economic links between West Yorkshire and **Northern Ireland** are not at present major as measured by volumes of freight moved by road, maintaining the United Kingdom as a coherent and economically integrated entity at a time of a movement away from carbon-intensive transport raises special challenges for connectivity across the Irish Sea: at present, passenger connectivity is heavily reliant on aviation, with freight overwhelmingly by lorry and roll-on / roll-off ferry. Whilst ferries are relatively energy- and carbon-efficient, there is clear scope here for rail to play an enhanced role in both passenger and freight markets. To do so would require a number of interventions – which notably would also benefit a wide variety of other rail markets too:

- Significant upgrades of trans-Pennine rail routes – as with North Wales, in the short term via the full delivery the Trans-Pennine Route Upgrade and the electrification of the Calder Valley line; and in the longer term the creation of new capacity and delivery of far better passenger journey times and freight shipping speeds via Northern Powerhouse Rail
- Capacity upgrades to rail facilities at Liverpool’s docks
- Upgrades to linespeeds and electrification on the routes through Chester and on to Holyhead, including freight gauge-clearance as needed
- Improved integration for passengers at major ferry terminals such as Liverpool and Holyhead
- Optimised freight handling facilities (such as intermodal terminals) at ferry terminals

In addition, should the Stranraer / Cairnryan area remain an important base for Irish Sea ferries (such as to Larne), then the improvements discussed above to the Leeds – Settle – Carlisle route would also potentially benefit links to Northern Ireland via these routes. This is however subject to the challenge of the lack of a direct rail route at present between Carlisle / Dumfries and Stranraer, and the ferries’ current use of Cairnryan which, unlike Stranraer, is remote from the rail network.

It is important to note that interventions of this nature would also massively benefit *transit* freight – that is, movements from (especially) the East Coast ports towards Northern Ireland (and the Republic) which pass through West Yorkshire and across the Pennines, at present overwhelmingly via the M62 motorway.

3. In general terms, is there a need for new or improved transport links between the nations of the United Kingdom?

If so, please explain why and provide evidence to support your view. Please ensure that your response relates specifically to multi-nation transport links and not to improvements in connectivity in general.

There is some overlap with our answer to the previous question: please see above. We believe that the evidence demonstrates that poor transport links from West Yorkshire are a significant factor in holding back the development of economic links between our region and the other nations within the UK, and indeed more widely – and that the impacts of the climate emergency and the need to move away from carbon-intensive modes of passenger and freight transport risk only heightening that disadvantage in the coming years. To avert this disadvantage, investment in improved links by efficient, high-capacity and non-carbon transport is essential – in practice, for many of the most important links within the scope of this study, this means an emphasis on rail.

Because of the nature of rail transport networks, it should be emphasised that there are very strong synergy effects in properly targeted upgrade investments, including those outside the immediate scope of this Review: for example, upgrading trans-Pennine links will benefit this region's connectivity to Wales and Northern Ireland – but will also greatly help links to the North-West and to Ireland too. Similarly, the delivery of HS2 Phase 2B (eastern leg) will benefit connectivity to Scotland, but also southwards to London and the South-East and, if implemented correctly, links to the Continent.

Of critical importance to improving connectivity between West Yorkshire (as well as London, East Midlands and the Sheffield City Region) and Scotland is the delivery of HS2 Phase 2B East. The development work of HS2 Phase 2b East is now paused until the publication of the Integrated Rail Plan (IRP). While we welcome the development of an IRP, in our view the eastern leg of HS2 should be delivered at the same time as the western leg and in full. The case for HS2 East includes the need for greatly improved connections to and from Scotland, but is not limited to it:

- **Economic impact:** 13m people will benefit from HS2 Phase 2B East. This is 20% of the UK's population and larger than Greater London or the entire economy of Denmark. Every year the eastern leg of HS2 is delayed, it costs the Leeds City region economy £1.7 billion; it costs the three eastern regions' economies £4.9billion.
- **Productivity and "Levelling-up":** Regions along the eastern leg are far behind the capital when it comes to productivity, making us the most geographically unequal country in the developed world. Yorkshire, the North East, and the East Midlands have the lowest productivity levels of all regions in England, over 30% below the London levels, and Eastern regions have 22% lower productivity than the UK average. Notably, transport investment in these Eastern regions lags 33% below UK national average and 21% below the western regions. In the last decade, the Eastern Leg authorities have faced a transport investment deficit of £58 billion when compared to spending levels per person within London. The Government Office for Science (2019) report identifies that transport poverty is strongly correlated with social disadvantage. Delivery of HS2 eastern leg will support inclusive growth for some of the most economically deprived areas of the country (see transport poverty map below), and addressing these inequalities should be at the heart of Government's "levelling-up" agenda.

Eastern Leg Transport Poverty



Source: Volterra calculations.

In 2019, companies in the Eastern Leg area exported £59 billion, 22% of England's exports. Delivering transport investments will provide better access to international markets for British businesses. It is estimated that in total the HS2 eastern leg alone will contribute an additional £4.2bn per annum to the economic output of the eastern leg regions. This would correspond to a 1.5% increase in total economic output for the North East, Yorkshire and the Humber, and the East Midlands combined.

- **Post-Covid recovery:** our region, and the wider North, is being hard hit by the pandemic, both in virus terms and the impact on the economy. Accelerating infrastructure, including HS2 East, is vital for economic recovery and restoring business confidence. Regional growth strategies will deliver in excess of 150,000 additional jobs (more than 50,000 jobs will be created for Leeds City region by 2050).
- **Capacity:** Transport for the North's work has confirmed that a new 2-track railway is required between Leeds and Sheffield for capacity reasons alone. Both TfN and WYCA's infrastructure studies suggest that 2 additional tracks are required from Leeds to York – the single critical connection from West Yorkshire to the North-East and Scotland. The most appropriate way to provide much of this is by the use of the section of the York branch of HS2 East from the Garforth area towards York (i.e. HS2 Garforth touch point). It can be seen that HS2 East is a critical enabler of Northern Powerhouse Rail (NPR). Similarly, Midlands Connect will require additional tracks between Sheffield and the Midlands. Taken together, this suggests that almost all of the routing of HS2 eastern leg would be required in some shape or form. If HS2 eastern leg were not built, something else will be needed over the vast majority of its route, and the piecemeal (re-)development of route options would cause further delay and may lead to inferior ultimate outcomes.

There is a direct and natural synergy between HS2 East and the overdue investments to upgrade the East Coast Mainline to carry HS2 traffic, Northern Powerhouse Rail and Anglo-Scottish intercity passenger and freight alongside the other vital functions this artery performs. Without all of these complementary investment, connectivity between West Yorkshire and Scotland will remain hampered and our economy will continue to underperform and not to meet the real-world needs of travellers and freight shippers. These components therefore all need to be delivered, and delivered on the basis of holistic and coordinated planning that is in the spirit of putting the passenger (and the freight customer) first, and so applying the principles recognised in the Blake-Jones review as essential to achieving the real progress we need.

Looking more widely at connectivity to the constituent nations of the UK from West Yorkshire, it has been shown above that poor transport connectivity is a factor holding back the development of trading links and therefore economic prosperity, and that the sub-standard passenger and freight rail links in particular are a particular issue in terms of moving to the post-carbon economy.

4. What are the main obstacles and challenges in improving transport connectivity between the nations of the United Kingdom?

Please provide evidence relating to any specific challenges that prevent or hinder the development of additional or improved transport links. Please consider socio-economic, political, organisational and practical issues.

One of the main challenges in improving transport connectivity between our region and the other nations of the UK has been a continuing **lack of government commitment** to essential rail investment programmes. For example:

- As described previously, **HS2** has been subject to numerous reviews and other delays, and this delays the realisation of benefits and undermines investors' confidence.
- In June 2018, the Government announced £780 million of investment for the **East Coast Main Line** in Control Period 6 (2019-2024), which will reduce journey times on key flows and provide new direct links to some cities and towns. However, the majority of the development work will be completed by 2021, with no current plans for further improvements or resources to fund them. This follows from the non-delivery of, or delays to, schemes on the ECML which should have been delivered during CP5 (2014-2019). All of these are badly needed to address capacity pinchpoints, upgrade power supplies to minimise reliance on carbon fuels, improve journey times, and address reliability and punctuality issues.
- Electrification and upgrading of the **main Trans-Pennine Diggle Line**, the main rail link from West Yorkshire towards North Wales and Ireland / Northern Ireland, has been proposed since at least the 1990s, but has been subject to repeated delay. There is still no Government commitment to delivering this scheme in full and, critically, to ensuring that it takes the form of a fully electrified railway with sufficient capacity and capability to convey the freight traffic required alongside a step-change in passenger connectivity.
- Rail connectivity between West Yorkshire and the South Wales area is largely dependent on the **main Cross-Country rail route** via Sheffield, Derby and Birmingham. Unfortunately this line has only had limited investment as regards journey times for passenger trains, and uses rolling stock with limited capacity and a poor passenger ambience. Government has sadly not delivered on earlier commitments to electrify the route, hampering productivity in both passenger and freight transport. There is no commitment to providing a link in the Midlands to allow HS2 trains to travel from West Yorkshire and the North-East onto the classic network towards the South-West and South Wales.

Beyond this, a clear and ever-increasing challenge to improving (or even maintaining) connectivity between West Yorkshire and the other nations of the UK is the overwhelming **dependence on carbon energy** sources in the form of road freight, car, aviation and diesel rail transport. This cannot be sustained. It cannot be acceptable for the move away from carbon-intensive lifestyles to entail a reduction in our connectivity (and ability to trade) with these other nations. The only way to maintain and enhance these links will be to invest in the right technologies – while there will be a mix, electrified rail is by far the best placed in terms of proven maturity of technology, operating efficiency, cost-effectiveness, economic advantage and deliverability.

5. What evidence exists to demonstrate the potential impacts of improved transport connectivity between the nations of the United Kingdom?

Please ensure that your answer relates directly to transport connectivity between the nations of the United Kingdom and not to transport connectivity in general. Please consider economic, social and cultural impacts and provide documents or links. Please also highlight specific potential growth areas such as housing or wages.

A significant body of evidence has been compiled to support the case for investment in the East Coast Mainline, in HS2 Phase 2b East, and in Northern Powerhouse Rail, which together demonstrates in a compelling way the potential impacts of improved transport connectivity and the case for change. This evidence includes:

- Volterra Partners' report: *The case for an integrated new rail network serving the Eastern Leg*⁵
- HS2 East prospectus: *The case for HS2 East*⁶
- HS2 East report: *Mind the gap: The role of HS2's Eastern Leg in bridging England's east-west divide*⁷
- Invest East Coast Rail prospectus: *The case for investment in the East Coast Main Line*⁸

⁵ <https://www.hs2east.co.uk/data/ckeditor/brochure/Volterra-HS2-Eastern-Leg-NICInput-REISSUE-1.pdf>

⁶ <https://www.hs2east.co.uk/data/ckeditor/brochure/HS2-East-Prospectus-v1-0.pdf>

⁷ <https://www.hs2east.co.uk/data/ckeditor/brochure/hs2-east-mind-the-gap-september-2020.pdf>

⁸ <https://investineastcoast.co.uk/wp-content/uploads/2020/11/ICMA-Research-doc.pdf>

- Transport for the North: *The Potential of Northern Powerhouse Rail*⁹
- Leeds City Region: *HS2 Growth Strategy*¹⁰

6. When making transport investment decisions which aim to improve connectivity between the different nations of the United Kingdom, does the current appraisal framework capture all the potential impacts?

Please provide evidence such as links to existing reviews or analysis that may have already considered this.

As we understand it, the National Infrastructure Commission has developed its own bespoke methodology for assessing the impacts of its alternative packages of rail interventions, as part of its Rail Needs Assessment. This methodology does not include the outcomes from the HS2 Growth Strategies developed by local partners with support from Government over a number of years. These Growth Strategies set out plans and proposals for thousands of new jobs and new homes around the Eastern Leg stations. The public and private sectors have already invested significantly in these locations in the expectation that HS2 will be delivered. The NIC's report, which appears not to recognise the full benefits of HS2 East, risks further undermining investor confidence at a time when the economy reeling from the impact of the pandemic.

Transport for the North have also tried to develop more "holistic" methods of appraising the benefits of schemes with transformative impacts on how places interact – above all, in the context of Northern Powerhouse Rail. This includes forecasts of future travel patterns as well as the appraisal of the benefits that result. However, at present they remain heavily constrained by national guidance on investment appraisal.

More generally, there is an increasing recognition that the existing investment appraisal framework as embodied in the Treasury Green Book has failed to serve the country well. In particular:

- It biases towards schemes in areas that already have good connectivity (often London and the South-East) and away from those suffering disadvantage and deprivation
- Linked to the above, it is socially regressive and fails to capture transformational impacts
- It fails to capture the imperatives of the climate emergency and the transition to a post-carbon economy
- It encourages a misuse of, or an overreliance on, simplistic quantified benefit:cost ratios as representing a business case rather than as one of several methods of comparing elements of business cases

In this context, the Chancellor's recent announcement of reforms to the Green Book is to be warmly welcomed, although it remains to be seen how fully they will in practice address these issues.

7. Which specific journeys would benefit from new or improved transport links?

Please identify two or more specific points within the United Kingdom for each journey and provide details as to why each journey has been identified. Please list these journeys in order of priority. Please ensure that these journeys traverse two or more nations. If none than please go to Question 8.

a) What would be the benefits of improvements to these specific journeys?

Please provide evidence of the benefit that these proposed improvements would deliver. Please consider wider economic, social and cultural benefits as well as specific areas such as potential improvements in housing and productivity.

b) Are you aware of any work that has been done to assess the need or feasibility of improvements to all or part of these specific journeys?

Please provide evidence.

c) How would the costs and benefits of the identified improvements be distributed?

Please consider the economic, social and geographic distribution of these costs and benefits and provide evidence to support this.

d) How will demand for these journeys change in the future?

Please consider the next 20-30 years in your response and set out the reasons why demand will change. Please also consider the potential impact of COVID-19 and the United Kingdom's departure from the European Union.

e) In your opinion what is the preferred means by which to improve these journeys?

Please consider specific transport modes i.e. rail, road, air and maritime and details of any new infrastructure requirements. Please also consider whether there is an opportunity to promote active travel such as walking or cycling or environmentally friendly modes of transport.

⁹ https://transportforthenorth.com/wp-content/uploads/Potential-of-NPR_TfN-web.pdf

¹⁰ <https://www.westyorks-ca.gov.uk/improving-transport-leeds-city-region-hs2-growth-strategy/>

f) What would be the environmental impact of improving these journeys in the way that you have identified?

Please consider positive and negative impacts as well as possible mitigations. Please do this in the context of the United Kingdom’s domestic and international targets for greenhouse gas and carbon emissions and provide evidence.

g) Are there any interdependencies with other policies that may impact the deliverability of the identified improvements?

Please consider all relevant national and regional policies as well as those set by devolved administrations and provide your assessment as to how these policies may need to change to facilitate delivery of the identified improvements.

We have chosen four example journeys in order to illustrate these points. The West Yorkshire starting (or destination) points could be taken as Leeds, Bradford, Huddersfield or any other centre in the region – the point is that in a well-functioning network all such locations would be equally well connected to the UK-wide transport system. Because we consider some of the critical points to be common to all four, we have answered these separately below the following table, taking all journeys together. It will be noted that, for the reasons above, we have placed significant emphasis on rail (and, where appropriate, sea) connectivity.

Journey	(b) Need	(d) Demand trends	(e) Mode	Rationale & improvement opportunities
Cardiff	NR LDMS ¹¹	252% 2012 to 2043 ¹²	Intercity Rail	Rationale: see no.1 above. In the short/medium term, there is a good case for a new direct rail service bolstering existing connectivity between WY and the Midlands, and providing a new direct link to the South Wales conurbation. In the longer term, a link from HS2 to the classic network would enable radically better cross-country journey times making rail truly competitive with car (and air where relevant) for journeys to both south-west England and south Wales
Belfast	Evidence of climate impacts of existing transport modes	Not known, but driven by modal shift from carbon-intensive modes and by maintaining / increasing pan-UK trade and leisure-economy links	Intercity rail and ferry	Linkages to the principal English ports serving Northern Ireland (principally Liverpool) would be radically improved by the delivery of modernisation of the vital Trans-Pennine rail links – in the short term, via the overdue Trans-Pennine Route Upgrade (TRU), and then by Northern Powerhouse Rail, which will further improve journey times and enable a step-change in capacity for freight. To unlock the impacts of these for the Northern Irish market, integration with ferries at Liverpool should be improved in terms of physical linkages, journey times, ticketing, and the passenger experience. Links to the island of Ireland via Holyhead would also benefit from these trans-Pennine interventions. Links via south-west Scotland could potentially also benefit from improvements targeting the WY – Glasgow market.
Edinburgh	NR LDMS, IEC ¹³ NPR ¹⁴	175% 2012 to 2043 ¹⁵	Intercity rail	Northern Powerhouse Rail, HS2 East and improvements to the East Coast Mainline are along this corridor inseparable and mutually interdependent: all are of equal and overwhelming importance to ensure that zero-carbon electric rail is the natural choice for journeys to Edinburgh, with journey times that foster economic linkages (while also benefitting links with North-East England). They must unlock capacity between Leeds and York, and northwards along the full length of the ECML, and enable significant cuts in journey times.

¹¹ Network Rail Long-Distance Market Study: *ibid.*

¹² NR LDMS, *ibid.*

¹³ Invest East Coast, *ibid.*

¹⁴ Northern Powerhouse Rail (Transport for the North), *ibid.*

¹⁵ NR LDMS, *ibid.*

Journey	(b) Need	(d) Demand trends	(e) Mode	Rationale & improvement opportunities
Glasgow	NR LDMS, WYCA strategy ¹⁶	220% 2012 to 2043 ¹⁷	Intercity rail	As set out above, there is a clear opportunity to improve connectivity radically along this axis, by developing the underused route via Settle and Carlisle to its potential (and former) intercity status, unlocking shorter journey times and therefore both new opportunities and modal shift

(a) *Benefits*: Beyond the specific transport benefits described in the table of the changes proposed, the nature of the economic benefits of improved long-distance transport linkages has been described in our previous answers, and the separate evidence sources referred to. In environmental terms, the critical factor is clearly the imperative to move away from carbon-intensive transport modes, including car use and, above all for longer-distance travel such as to Northern Ireland and much of Scotland, aviation. To achieve this role in the transition to post-carbon prosperity, rail transport needs to “up its game” in terms of capacity, journey times and decarbonisation – but is amply capable of doing so with reasonable and achievable well-targeted investment programmes, which do not rely on unproven technology and bring ample additional benefits in terms of cost-effective operation and of benefiting other transport markets.

(c) *Distribution of benefits and costs*: The distributional effects of investment in long-distance passenger transport have been considered in detail in the context of programmes such as HS2 (including specifically HS2 East), Northern Powerhouse Rail and the East Coast Mainline – and discussion of these critical topics can be found in the relevant documents referred to above.

(d) *Changes in demand (general comments)*: the specific figures quoted above are taken from the Network Rail Long-Distance Market Study, specifically its “Prospering in Global Stability” scenario. Clearly the premises of that scenario are now very much open to question: Britain might now be considered a less globally-oriented economy than this scenario suggests, and at least in the short term the Covid-19 pandemic has had radical effects on travel patterns, both directly and as a result of its impacts on economic prosperity. However, it is notable that on rail, until the pandemic struck, demand for intercity rail travel has continued to rise very much in line with these forecasts. Furthermore, it can be argued that, while the prospects for short-distance commuting are highly uncertain, those for long-distance rail travel in a post-Covid world appear far from poor, with strong potential for growth in leisure travel within the UK, and good prospects for modal shift particularly over longer journeys as the negative environmental impacts of aviation become increasingly understood.

(f) *Environmental impact*: As set out above, a major driver of the proposed interventions is the move to a post-carbon society which does not sacrifice mobility, quality of life or prosperity. While some rail investments will inevitably bring negative environmental impacts, such as visual impacts and disruption where new lines are to be constructed (or existing ones expanded), the overwhelming balance of benefit and cost in environmental terms is in favour of interventions of the types we have described, not only in carbon terms but as regards air quality, noise, visual amenity, water pollution and other critical measures.

(g) *Interdependencies with other policies*: While it is clear that there is significant uncertainty regarding the future political direction of the four nations of the UK and their interrelationships, including in the context of devolution (or possibly in some cases independence), this is in our view beyond the scope of this Review and we have not attempted to comment on it. We would instead emphasise the strength of the synergies between the interventions we have advocated in this response and existing policies designed to achieve, through transport interventions, improvements in prosperity and sustainability across the North. This includes the delivery of HS2 (including in particular HS2 East), Northern Powerhouse Rail, and other priorities as regards the capability and capacity of our interregional and long-distance transport networks, most critically rail. As noted above, an approach which listens to passengers’ needs and puts them first is, as identified by the Blake-Jones review, a critical component to unlocking the rail network as a true network which can achieve its full potential.

Finally, it should be emphasised that this section only considers passenger journeys. The imperative of unlocking capacity for the efficient and sustainable shipment of freight of all types is however of equal importance and must enjoy equal prominence in strategic transport planning across the UK’s four nations – again with a strong emphasis on the opportunities offered by rail.

¹⁶ Work done in preparation of West Yorkshire Rail Strategy, including initial technical and business case analysis of options for direct Leeds – Carlisle – Glasgow services. *Report to follow.*

¹⁷ NR LDMS, *Ibid.*

8. Is there a need for the development of a national strategic transport network to replace the European TEN-T network within the UK?

Please consider the specific strategic benefits of a replacement national network which would connect strategically important regions, and places in the United Kingdom in order to support economic growth and quality of life. View maps of the existing TEN-T [inland waterways and ports](#) and [railways and airports](#) network within the UK.

a) How should such a network be defined?

Please consider which criteria should be considered when identifying transport links for inclusion and how these should be assessed. Please also consider which specific transport modes should be included.

b) What would be the potential impact of such a network?

Please consider possible economic, social and environmental impacts

c) How should a network of this nature be managed or financed?

Please consider the role of the Government, Devolved Administrations and local transport authorities in your response.

d) Do you have any further comments on the potential development of a national strategic transport network?

We do not consider there to be a strong case for replacing the TEN-T network with an alternative:

- TEN-T is intended to show those networks of particular importance to trans-European movements, not those within one country. As such, it is performing a quite different function – and one which will remain at least as relevant after Brexit given the need not to make trade with our EU neighbours more difficult.
- The materiality of TEN-T is not greatly affected by Brexit in the short-to-medium term, as the international trading routes will largely remain the same ones – and TEN-T is of course not restricted to EU member states.
- In practice, most of the critical corridors for connectivity between the UK's constituent nations are in any event also TEN-T corridors. This applies to West Yorkshire too.

This is not to say that TEN-T is perfect or is all that is required:

- There are some inconsistencies in specific inclusions / exclusions / routes / places in the network
- There is arguably insufficient reflection of the differing needs of passenger and freight flows
- It has not kept pace with the imperative of movement away from carbon-intensive modes of passenger and freight transport and needs to become less “modally agnostic”

However, these are issues that are best addressed by alterations to, or by supplementing, the TEN-T networks – not by replacing them with something independent.

There is however clearly a need for a national strategic transport network to supplement resources like TEN-T, as there is for sub-national strategies such as those already being developed by Transport for the North. Such strategies should ensure that regional and other schemes are developed in the context of a coherent “bigger picture”, but in order to be valid such national strategies must have regard to the right social, environmental and economic objectives; be subject to full consultation processes; and be developed in harmony with regional, local (where relevant) and international strategies.

9. With reference to the unique geographical position of Northern Ireland please set out how best to improve cross-border transport connectivity with other nations

Please consider all possible transport options including maritime, air and rail or road via a fixed link and provide evidence as to the cost, benefits and environmental impact of these options.

As noted above, current trading links between West Yorkshire and Northern Ireland are relatively modest in scale. However, these should be enabled to continue to develop, and to do so in a sustainable manner in the post-carbon era. This is likely primarily to be about decarbonising the transport networks, including by modal shift – for overland sections of passenger and freight journeys, from road and air to rail, and for the overseas sections, from air to sea. As set out above, this entails:

- Upgrading rail links across the Pennines and on to the relevant ports in England, Scotland and Wales (and possibly via Carlisle to Stranraer / Cairnryan, subject to the issues identified above)

- Improved integration for passenger and freight traffic at these ports, having regard to the technical challenges (such as the break of rail gauge between Britain and Ireland), to produce a seamless offer that genuinely puts the passenger first
- A move to low-carbon (and in the longer run non-carbon) energy sources for ferry traffic

We would question whether a fixed link between mainland Britain and Northern Ireland, be it a tunnel or a bridge, even if found to be technically feasible, would represent a good use of scarce resources.

10. Other than geographic, are there any other specific restrictions to improving connectivity between Northern Ireland and other nations in the United Kingdom?

Please consider legal, policy and practical restrictions. Please set these out and provide evidence as to how they may limit opportunities for improved transport connectivity. Please also consider this in the context of the United Kingdom's departure from the European Union.

Given the uncertainty regarding post-Brexit trading arrangements at the time of writing, it is difficult to comment specifically on administrative issues facing trade and travel between England and Northern Ireland. It is also notable that the future political direction of Northern Ireland is a significant source of additional uncertainty.

11. What else can be done to support greater transport connectivity between the nations of the United Kingdom?

Please consider legal, political, structural and economic factors in your response as well as other opportunities for the UK Government to directly support improvements to transport connectivity.

Beyond the transport, economic and environmental factors discussed in previous answers, it is clear that there is significant uncertainty arising from the political situation amongst the UK's nations, perhaps most particularly Scotland and Northern Ireland. We have therefore not commented further on these, beyond noting that they are material considerations, and our response has focused on transport issues.

All public transport journeys between West Yorkshire and the other parts of the UK, as indeed to and from any location at all, must begin or end at a stop or station. This self-evident truth drives the critical priority, as relevant to this Union Connectivity Review as to any aspect of transport, that if those gateways to the transport network are not fully accessible to all sections of the community, then the chain of connectivity is broken for those who are excluded. Such exclusion cannot be considered acceptable in the modern world. We therefore consider it imperative that station accessibility works, to give access for all, be afforded a far higher priority than hitherto – it is estimated that if the current slow rate of accessibility modifications to rail stations continues, it will take well over half a century before the network is fully accessible. This must change.

12. Do you have any further comments?

This Review and call for evidence have provided a valuable opportunity for us to consider the direction in which our region's transport links with Scotland, Wales and Northern Ireland should take in the future, notwithstanding the obvious political uncertainties.

We would suggest that a similar review of Britain's transport links with the near Continent would be highly desirable as a priority:

- Whatever form Brexit takes, it will be essential that barriers to intra-European international trade, which are independent of Brexit itself, be minimised
- The climate emergency and the nation's resultant obligations towards decarbonisation make a reappraisal of short-distance international transport arrangements an imperative
- Northern England faces, by dint of geography and as a result of historic transport investment patterns, a clear disadvantage in terms of access to continental European markets

Finally, we would add that this response largely pre-dates the publication of the National Infrastructure Commission's Rail Needs Assessment¹⁸, and therefore does not directly refer to it. However, we consider

¹⁸ <https://nic.org.uk/studies-reports/rail-needs-assessment-for-the-midlands-and-the-north/rna-final-report/>

that the points made in this response, in particular with regard to the pressing need for Government commitment to investment in HS2 East and the full delivery of Northern Powerhouse Rail, as part of a coherent suite of strategic rail investment to drive sustainable growth and the shift to non-carbon transport, as set out more fully in our responses to the RNA, are directly pertinent to the RNA too. In that spirit, we look forward to further dialogue with Government and other partners to make the case for such investment in the future of the North.



Report to: Transport Committee

Date: 15 January 2021

Subject: **Carbon Impact Assessment**

Director: Alan Reiss, Director Policy, Strategy and Communications

Author: Matthew Page, Modelling Analyst

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 This paper provides an update on the work commissioned by the Combined Authority to develop a carbon impact assessment tool and incorporate this into the Assurance Framework. This work will ensure that the impact of proposals on the Climate Emergency are more explicitly taken into account in decision making.

2. Information

Background

- 2.1 Given the scientific consensus that human influence is overwhelmingly responsible for changes in the global climate, addressing the climate emergency is a key priority for the Combined Authority and the West Yorkshire councils.
- 2.2 The Combined Authority declared a climate emergency and strengthened the City Region’s carbon emission reduction target in July 2019. The strengthened target commits the region to achieve net-zero carbon by 2038, with significant

progress by 2030. The task is challenging and will require significant and swift action to decarbonise all sectors.

- 2.3 A paper to the West Yorkshire and York Investment Committee on 1 September 2020 outlined several initiatives that are being undertaken to reduce carbon emissions to tackle the Climate Emergency. This includes strengthening how clean growth and climate change impacts are considered for all schemes coming through the Assurance Framework.

The carbon impact assessment project

- 2.4 A methodology and supporting toolkit for assessing carbon emissions and clean growth impacts of new schemes is being developed, and the Combined Authority has appointed Mott Macdonald to carry out this work. A technical steering group, including officers from all West Yorkshire councils and York, has been established to develop the work and oversee the commission.

- 2.5 The work underway has five phases:

- Phase 1 Review of national and local examples of best practice in carbon assessment (September and October 2020)
- Phase 2 Development of the carbon impact assessment toolkit (October 2020 to March 2021 with initial proposals available in December 2020)
- Phase 3 Applying the toolkit to existing capital schemes currently going through the Assurance Framework (February and March 2021)
- Phase 4 Carry out an in-depth assessment and recommend carbon mitigation measures for a shortlist of schemes in development (March and April 2021)
- Phase 5 Carry out carbon literacy training to embed the toolkit in the Assurance Framework (February to August 2021)

- 2.6 This paper outlines the results from Phase 1 of the work. This involved:

- An external review of best practice in calculating carbon emissions and some wider environmental impacts
- A Review of how internal decision-making practices in the Combined Authority take carbon impacts into account
- Recommendations for what should be included in a new carbon impact assessment toolkit for the Combined Authority

- 2.7 The emerging findings of the Phase 1 report received from the contractors cover both general findings and recommendations that are relevant to particular elements of the Assurance Framework process.

- 2.8 General Findings:

- The proportionality principle should be followed when assessing the carbon impact of schemes, meaning that effort should be focused on schemes or parts of schemes likely to have the greatest impact on greenhouse gas emissions
- A consistent set of assumptions and rules should be adopted (but see below for a comment on background assumptions)

- A requirement to assess carbon impact should apply to all project types

2.9 Specific findings in the context of the Assurance Framework:

- At Strategic Assessment (Activity 1), there should be a check on the alignment of the proposal with Carbon Emission Reduction Pathways
- At Strategic Outline Business Case (Activity 2), proposals should be subject to a qualitative screening process which assesses the wider sustainability/environmental impacts.
- At Outline Business Case (Activity 3) and Full Business Case (Activity 4), there should be a quantitative assessment of the carbon impact of proposals, this will need to consider:
 - The carbon included in the construction of any infrastructure (embodied carbon)
 - The best way to express the carbon impact of the proposal so that it is meaningful for decision makers
 - How the carbon impact of the proposal should be presented within the documentation, perhaps as a '6th Case' in the business case
 - What background assumptions should be used in the assessment of carbon impact such as fleet composition and traffic growth
 - How to take account of the impact of the proposal itself on behaviour and related effects such as the impact of the proposal on new development

Next Steps

- 2.10 Work on Phase 2 of the project has already begun. Initial findings from Phase 2 will be developed to produce firmer proposals in early 2021. These will be reported to the Combined Authority meeting in March.
- 2.11 It is likely that several issues that will need to be considered when applying the tool (Phase 3). For non-transport schemes new techniques will need to be developed to assess carbon impact. For transport schemes, more detailed consideration will need to be given to the last two bullet points above and the assumptions made for the purposes of carbon assessment may have to be different from those used in the economic assessment. These assumptions include:
- Fleet composition and background traffic forecasts – these are highly uncertain over the appraisal period (typically 60 years), especially given COVID-19, but the assumptions used can make a significant difference to the carbon impact of a scheme, as well as to the economic appraisal.
 - The impact of the scheme on traffic levels and trip making – It is often difficult to assess the specific impact of the scheme, but for the purposes of carbon assessment, this is likely to be important.
 - Traffic associated with new developments and whether this should be included in the assessment of transport schemes which affect the viability or success of such developments.
- 2.12 Partner councils are already represented on the Steering Group for the Carbon Impact Assessment project. Further data about schemes progressing through the Assurance Framework may be required as part of Phase 3

(applying the toolkit to existing schemes) and this may involve requests to scheme promoters. Phase 4 (in depth assessment and recommendation of carbon mitigation measures) represents a significant opportunity for promoters to improve the carbon impact of their schemes.

3. Clean Growth Implications

- 3.1 The proposed carbon impact assessment tool should assist decision makers in taking the carbon impact of proposals into account and therefore help to facilitate clean 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 A steering group, including officers from all West Yorkshire councils and York has been established to develop this work and oversee the commission. A representative from the LEP's Green Economy Panel also sits on the steering group, acting as a "critical friend".

8. Recommendations

- 8.1 That the Transport Committee notes the contents of this report.

9. Background Documents

- 9.1 None

10. Appendices

- 10.1 None



Report to: Transport Committee

Date: 15 January 2021

Subject: **Summary of Transport Schemes**

Director: Melanie Corcoran, Director of Delivery

Author(s): Craig Taylor, Head of Portfolio Management and Appraisal

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:
- 2 December 2020 - Investment Committee
 - 10 December 2020 – Combined Authority

2 Information

- 2.1 All schemes in this report have been presented to the Investment Committee. This 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 projects were approved at the Investment Committee meeting on 02 December 2020 - Capital Spend and Project Approvals

- 2.2 The full agenda and papers for the Investment Committee meeting on 2 December 2020 can be found on the Combined Authority [website](#).

Transforming Travel Centres

- 2.3 This scheme will transform the travel centres of Huddersfield, Bradford and Leeds bus stations through a range of design, refurbishment and digital improvements including improved lighting, reduced heating and air-conditioning costs, automated ticketing machines and re-designing or creating retail space.
- 2.4 The scheme will be funded from the Local Transport Plan Integrated Transport Block (LTP ITB).
- 2.5 The scheme gained approval to proceed through decision point 2 (strategic outline case) and work commence on activity 5 (full business case with finalised costs).

LTP: ITB Rail Accessibility Package

- 2.6 The scheme will deliver new lifts; a replacement footbridge at two of the stations; installation of new station signage, CCTV and tactile paving across Todmorden, Menston and Pontefract Monkhill train stations.
- 2.7 The scheme will be part funded by the Local Transport Plan – Integrated Transport Block (LTP ITB) 2019-22.
- 2.8 The scheme gained approval to proceed through decision point 5 (full business case with finalised costs) and work commence on activity 6 (delivery).

The following projects were presented at the Investment Committee meeting on 02 December 2020 - Capital Spend and Project Approvals and approved at the Combined Authority meeting on 10 December 2020 - Capital Spend and Project Approvals

- 2.9 The full agenda and papers for the Combined Authority meeting of 10 December 2020 can be found on the Combined Authority [website](#).

A58 Corridor

- 2.10 This scheme will deliver improvements to the A58 corridor in Harehills, Leeds (Roundhay Road, Easterly Road and Barrack Road), including upgrading existing signalling; designated bus lanes; new cycling infrastructure as well as improved pedestrian signalised crossing facilities across key junctions along the corridor.
- 2.11 The scheme will be funded from the West Yorkshire plus Transport Fund and forms part of the Corridor Improvement Programme – Phase 2 (CIP 2).
- 2.12 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).

3 Clean Growth Implications

- 3.1 There are no clean growth implications directly arising from this report; they have been considered at the relevant Investment Committee.
- 3.2 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.
- 3.3 To fully strengthen decision making across the whole of the Combined Authority's Assurance Framework a robust, quantifiable methodology and tool for assessing all new schemes predicted carbon emissions/wider clean growth impacts is being developed. Plans for the use of the toolkit will be reported to the Combined Authority. The toolkit will be used to assess schemes currently going through the assurance process from early 2021, with results from these assessments expected by June 2021. At the same time, the tool will be incorporated into the assurance framework so that it can be used to assess future proposals as they progress through the assurance process. This part of the commission will involve a significant training element to ensure carbon assessment is properly embedded in the assurance process. It is anticipated that the commission will be completed by summer 2021. Please refer to the two reports being presented to this meeting (Item 9a - West Yorkshire Carbon Emission Reduction Pathways and 9b - Carbon Impact Assessment) for further detail.
- 3.4 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).

4 Financial implications

- 4.1 The report outlines for information expenditure from the available Combined Authority funding as recommended by Investment Committee.

5 Legal implications

- 5.1 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.

6 Staffing implications

- 6.1 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.

7 External consultees

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

8 Recommendations

- 8.1 That the report be noted.

9 Background documents

- 9.1 None.

10 Appendices

- 10.1 None.