

TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY, 4 MARCH 2022
IN WELLINGTON HOUSE, LEEDS**

A G E N D A

There will be very limited capacity for observers of the meeting. If you would like to attend to observe the meeting in person, please email: governanceservices@westyorks-ca.gov.uk to request a place, clearly stating the name, date and start time of the committee and include your full name and contact details, no later than 24 hours before the meeting begins. Please note that the pre-booked places will be allocated on a 'first come, first served' basis and once pre-booked capacity has been reached there will be no further public admittance to the meeting. On receipt of your request, colleagues will provide a response to you.

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Signed:

A handwritten signature in black ink, appearing to read 'BAM', with a horizontal line extending to the right from the end of the signature.

**Managing Director
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON FRIDAY, 5 NOVEMBER 2021 AT COUNCIL CHAMBER, CIVIC
HALL, CALVERLEY ST., LEEDS LS1 1UR**

Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Kim Groves	Leeds City Council
Councillor Martyn Bolt (Leader of the Opposition)	Kirklees Council
Councillor Neil Buckley	Leeds City Council
Councillor Colin Campbell	Leeds City Council
Councillor Suhail Choudhry	Bradford Council
Councillor Lou Cunningham	Leeds City Council
Councillor Allan Garbutt	Wakefield Council
Councillor James Homewood	Kirklees Council
Councillor Rizwana Jamil	Bradford Council
Councillor Charlie Keith	Wakefield Council
Councillor Naveed Riaz	Bradford Council
Councillor Daniel Sutherland	Calderdale Council
Councillor Robert Thornber	Calderdale Council
Councillor Andy D'Agorne	York Council
Mark Roberts	Beer Hawk Ltd

In attendance:

Councillor Eric Firth	Kirklees Council
Councillor Helen Hayden	Leeds City Council
Councillor Alex Ross-Shaw	Bradford Council
Dave Pearson	West Yorkshire Combined Authority
Helen Ellerton	West Yorkshire Combined Authority
Dominic Martin	West Yorkshire Combined Authority

27. Apologies for absence

Apologies for absence were received from Cllr Kaushik, Cllr Salam, Simon Pringle, Cllr Scullion and Cllr Morley.

28. Declarations of disclosable pecuniary interests

There were no pecuniary interests declared during the meeting.

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

Appendix 1 of Item 9 (Bus Enhanced Partnership) had originally been distributed as a private paper but had since entered the public domain. There were therefore no items that required the exclusion of the press and public.

30. Minutes of the meeting of the Transport Committee held on 17 September 2021

Resolved: That the minutes of the Transport Committee meeting of 17 September 2021 be approved.

31. Notes of the joint DCSC meeting 26 August 2021

Resolved: That the notes of the informal Joint DCSC meeting of 26 August 2021 be noted.

32. Transport Network Update

The Transport Committee received an update on the current performance of the transport network in West Yorkshire, including an overview of the Combined Authority's activity and responses.

Patronage levels on the bus service were at roughly 70-75% of what would be expected for this time of year pre-pandemic; the bus service was still therefore operating within the emergency funding envelope that had been previously set. Rail services were also slowly recovering with similar patronage levels, though this recovery was exhibited significantly more in weekend and leisure travel as opposed to office-based commuting journeys. Members questioned whether this indicated that the idea of a traditional 'peak time' was no longer as significant as it had been pre-pandemic, with more consistent services throughout the day being a bigger priority going forward. However, it was noted that the current situation was still in a state of transition, with developments around the pandemic still underway, and it was difficult to predict how these patterns would stabilise.

The driver shortage discussed at the previous meeting of the Committee was still a live issue and was impacting on the delivery of bus services in the region with increased rates of cancellations, and services were operating under reduced timetables in some cases. Shortages remained at similar levels as was reported at the previous meeting, although operators were taking measures to alleviate the problem.

It was highlighted that the driver shortage was affecting not just the bus service but also other driving jobs including the HGV and private hire sectors, and the Mayor had held a round table event in October with representatives of these industries, as well as bus operators, on how to best cooperate to address the issue. £32.5 million of support nationally for roadside facilities and driver welfare had also been recently announced by the Government, and more information on this would be passed on to Members when available, though it was questioned whether this would be a sufficient amount to fully address the issue.

Members also noted that the working conditions for drivers could be inflexible and challenging, with a low-availability of part-time hours. The age of the workforce was relatively high, and there would be a need for these industries to attract new drivers; Members suggested contacting the Government for further information on their plans to support resiliency in these industries.

Some previously-reported issues surrounding licensing and testing were easing, and this was expected to have a positive effect going forward. Members questioned if anything further could be done to improve delays to licenses being issued. Officers advised that main source of the issue appeared to be a backlog that had built up throughout the pandemic, but they had been advised that the DVLA and the Vehicle Standards Agency were speeding up processes to work through this. A letter would be sent to Government asking for more information on these delays.

It was noted that the wearing of masks on public transport was quite low since restrictions had been lifted, and Members questioned whether further communications could be used around this to improve compliance and thereby increase a sense of safety amongst those who may still be reluctant to use public transportation, though it was noted that operators had no powers to enforce this. However, it was also raised the point that such messaging had the potential of perpetuating a feeling of fear, and that wearing a mask was another obstacle that may deter people from using public transport. This tied into a wider discussion that may need to be explored on the effects of the pandemic in terms of people's mental health and feelings of fear, but it was noted that the public expectation regarding public transportation may change going forward, with a higher degree of importance faced on cleanliness, and less tolerance of overcrowding.

Members also raised the following comments and questions:

- Concerns were raised over the possibility of standards for tests or training for HGV drivers being reduced as a response to the shortage, and the effect this could have on road safety.
- It was noted that a fall in the use of HGVs could lead to increased road usage and impact on congestion and air quality.
- The potential long-term impact of the driver shortage on people's engagement with public transportation was discussed, with it being noted that early negative experiences could turn people away and weaken efforts toward achieving a modal shift away from private car usage.
- The need to examine sites for potential consolidation centres to work in combination with freight was raised.
- The success of the Free Bus Sunday initiative was noted, and it was suggested that extending this could be a useful way of encouraging people to try public transportation and to increase their confidence in its safety and cleanliness. The MCard app and its ability to gift tickets was also praised.
- The need to ensure that Active Travel Network counters were being monitored and maintained was raised, and it was requested that a report be provided on this at a future meeting. It was suggested this be

further explored in the Active Travel Working Group.

Councillor Firth and Councillor Hayden joined the meeting during discussion of this item.

Resolved: That the Transport Committee notes the updates on the current performance of the public transport network provided in the submitted report.

33. Future Mobility Strategy

The Transport Committee considered a report presenting the West Yorkshire Future Mobility Strategy for consideration and discussion.

The Future Mobility Strategy was developed in 2020 with the aim of examining opportunities with new technologies and innovations in transport, such as Demand Responsive Transport (DRT) services, mobility hubs, and car clubs, and was considered earlier this year as part of the wider Connectivity Strategy engagement. Due to developments since its initial drafting, such as the Bus Service Improvement Plan (BSIP) and the continuation of the pandemic, the Strategy was being reviewed for any needed updates with the intention of it being included for approval with the Connectivity Strategy as the December meeting of the Combined Authority.

Members requested more detail on the modal shift targets within the Strategy, with more evidence of how major schemes would attain their carbon pathway goals, including the potential to examine funding if this was evidence was not available. It was also highlighted that the mid-point targets listed were significantly different from those which had been previously approved, such as within the Carbon Emission Reduction Pathway. Officers advised that the listed targets had been set in 2017, before the Covid-19 pandemic, and that they could be re-examined going forward.

Members also questioned what was currently being done on the priority of keeping women and girls safe, which was a key pledge by the Mayor. It was noted that this was currently primarily the responsibility of Transport Network police, and officers highlighted a campaign by British Transport Police in partnership with the rail industry to discourage unwanted attention on the railways, with the potential of expanding this to the bus network also being explored. Other initiatives to improve passenger safety were also discussed, such as the suicide prevention work done by rail operators, and the 'Rail to refuge' scheme, which had recently expanded to bus services by incorporating the use of the M Card. New technology and apps were also expected to play a key role in passenger safety going forward, and it was hoped that the Strategy would provide the tools and environment in which more bespoke services could be provided.

Following on from the discussion of safety in the previous item, Members questioned whether the reported concerns could potentially relate more to unwanted attention rather than mask-wearing. General road safety was also raised, and it was noted that the Future Mobility Strategy would link in with the Mayor and Deputy Mayor of Policing and Crime's Vision Zero Strategy on this.

The importance of Demand Responsive Transport was highlighted, particularly in regards to the above-mentioned safety concerns. The current Flexibus trial in East Leeds had already generated positive feedback from vulnerable passengers. It was noted that as discussed in the BSIP, a further five other DRT schemes were currently planned for development in the region, subject to the availability of funding.

Members raised the following other questions and concerns:

- The planned housing development at Dewsbury Riverside was noted as having poor infrastructure and accessibility, particularly in regards to the limited parking at Ravensthorpe station. It was questioned whether the bus service would be sufficient to take residents to key locations such as employment and education.
- Concerns were raised over the name of the Future Mobility Strategy and whether it covered all the different aspects of the Strategy, or if it gave an impression of being primarily concerned with accessibility.
- The low response rate to the 2020 consultation was questioned. However, officers advised that when public engagement was carried out earlier this year as part of the Connectivity Strategy, over 5000 responses had been received.
- The benefits of high-speed internet connections on trains were discussed, with it being noted that the productivity benefit this enabled could encourage commuters to give up private car use.
- Members questioned where the mobility hubs discussed in the Strategy would be located and suggested that locations in areas of deprivation would provide a strong benefit to those who may not have much access to transport. Similarly, smaller initiatives such as bike rental/borrowing schemes, potentially linked to community centres, would be very useful in these areas. The Committee's previous work with the Joseph Rowntree Foundation was highlighted as being a useful starting point to this.
- The Strategy's discussion of a 'gender neutral' transport network was discussed. Officers noted that this referred to efforts to make the Strategy inclusive of all groups, and that it would be updated to match the BSIP in reflecting the wider discussion of inclusivity.

Resolved: That the Transport Committee discuss the West Yorkshire Future Mobility Strategy as part of the wider West Yorkshire Transport Plan suite of documents and recommends it for discussion at the Combined Authority (for their approval).

34. Rail Strategy Capacity Chapter

The Transport Committee received an update on work currently in progress on the Combined Authority's Rail Strategy, and approval was sought for the proposed approach to endorsement of the Rail Strategy.

The report examined capacity on trains and the wider rail network and explored what capacity may be needed in the future. Two upcoming workshops with Transport Committee Members were also highlighted, one discussing a number of areas noted in the report, including capacity and

freight, and the other reviewing the draft Rail Strategy before it was submitted for approval at the March meeting of the Committee.

The importance of making full use of freight capacity was highlighted, particularly in light of the earlier-discussed issues with HGVs. Electrification of the railways was also an important goal in order to achieve the region's carbon emission targets, but this would depend on the details of the upcoming Integrated Rail Plan (IRP). Electrification of the Calder Valley line in particular was highlighted as being an ongoing concern for over a decade, and Members noted that at one time the line had been reported as top of the list for development in the Decarbonisation Strategy for 2050 produced by Network Rail. It was suggested that the Committee challenge why this had not been delivered if sufficient funding was not awarded as part of the IRP.

Members praised that the report clearly set out the scale of needed investment, noting it sent a strong message to Government on the requirements for levelling up. Developments such as the Bradford Interchange Works were also supported, with journey times expected to be reduced by this. However, concerns were raised over accessibility, particularly as historically schemes with planned improvements in this area had often failed to materialise. It was noted that the Combined Authority applied for all applicable funding available, but a significant change in national funding strategy was required in order to achieve full accessibility across stations in England within a reasonable timeframe.

It was reported that the objection to the TransPennine Route Upgrade discussed at previous meetings had been resolved following an agreement with Network Rail being secured to safeguard issues regarding work on the tunnel underneath Huddersfield Bus Station. Concerns were raised over the possibility of simultaneous roadworks occurring at Cooper Bridge in Kirklees and the B6118 road closures which were expected as part of the TransPennine Route Upgrade, as well as additional work expected on the A62, as this could have significant effects on congestion and air quality. However, officers advised that throughout the process of resolving the above-mentioned disagreement, protocols had been put in place to deal with any disruption in a wider sense, and these contained mechanisms to address the concerns Members had raised.

It was noted that as part of the TransPennine Route Upgrade, it was expected that the second platform at Castleford Station would be returned to operation, in part as divergence for trains disrupted by the upgrade. Work was currently underway on planning to maximise the benefit of this.

Recommendations:

- a) That Transport Committee note the update on development of the Rail Strategy and in particular the Capacity Chapter.
- b) That Transport Committee endorse the consultation and signoff process outlined in paragraph 2.12 of the submitted report.

35. Bus Enhanced Partnership

The Transport Committee considered a report providing an overview of activity to develop the Bus Enhanced Partnership for West Yorkshire, and seeking endorsement for the timescales associated with the development and duration of the Enhanced Partnership, as well as for the approach to the development of Enhanced Partnership Schemes.

The BSIP, as had been discussed at previous meetings, was submitted to Government at the end of October, and a decision regarding funding was now being awaited. However, in order to access any available funding, Transport Authorities were required to either be in a Bus Enhanced Partnership by 1 April 2022, or to be significantly on the path of establishing a franchising scheme. The Combined Authority decided at its June meeting to develop an Enhanced Partnership with bus operators whilst at the same time exploring the business case around franchising.

Officers advised that the Enhanced Partnership consisted of two significant aspects; an Enhanced Partnership Plan, which was a strategic document with the BSIP at its base which included the wider view of how bus operators, the Combined Authority, and Local Authorities would work in partnership, and Enhanced Partnership Schemes, which were more technical and went into detail on how the investment of the public sector and that of the bus operators would be applied in conjunction. There was a requirement for the Combined Authority to be part of at least one Enhanced Partnership Scheme in order to access funding, and this was currently in the development stage, with the aim of a Scheme being in place for March 2022. The Enhanced Partnership would be presented to the Combined Authority at its December 2021 meeting and then brought back to the Transport Committee after further engagement and consultation in the New Year, in advance of a final decision by the Combined Authority in February.

Members welcomed the scale of ambition showed by the Enhanced Partnership and BSIP but questioned whether it was fully achievable, and the importance of using this as an opportunity to add in more routes and more accessibility for those who had an insufficient service, rather than simply replacing services that had recently been cut, was highlighted.

It was questioned whether the target of all buses in the region meeting Euro VI emissions standards by 2026, set as part of the BSIP, was achievable. Officers advised that the target would require the Combined Authority and partners to stretch themselves, but that it was hoped that the success already achieved in retrofitting buses, particularly focused around the clean air zones in Leeds and Bradford, could be expanded across all of West Yorkshire. It was also noted that a response to the Zero Emission Bus Regional Area (ZEBRA) bid was currently being formulated, to be submitted in partnership with operators; if successful, this would bring over 120 zero-emission buses into the region.

Members questioned why only one Enhanced Partnership Scheme was currently being planned. It was noted that these arrangements were still being developed by the Government, with the latest guidance on how to frame these Schemes having been received only two days before the meeting. As only one

Enhanced Partnership Scheme was required in order for the Combined Authority to access funding and the Schemes themselves were required to be quite specific, the intention was to start at this level and examine options going forward.

Bus priority corridor schemes were also discussed, particularly in regard to the planned Cooper Bridge scheme. It was noted that although no bus lanes were able to be included for this scheme due to a lack of space available, it was intended that transponders would be used to assist with traffic management. The topography of the region limiting space in some areas was noted as a wider challenge, with roads being required to take many different forms of transport into account, and that this could lead to difficult decisions needing to be made. A pipeline of bus priority schemes was also highlighted as being ready for delivery once funding was available.

Resolved: That Transport Committee endorses the approach to developing the Enhanced Partnership as set out in the submitted report including the timescales for public consultation

36. Leeds City Region Transport Update

The Transport Committee received an update on current issues not covered elsewhere on the agenda.

It was noted that the City Region Sustainable Transport Settlement (CRSTS) bid had been announced in advance of the Spending Review; the Combined Authority had been awarded £830 million and was currently in the process of developing a programme business case to set out how this would be spent. However, it was noted for clarification that a significant proportion of this money had previously been announced, so of this £830 million, roughly £400 million was believed to be 'new' money.

Resolved: That the Transport Committee notes the updates provided in the submitted report.

37. Summary of Transport Schemes

The Transport Committee considered a report informing them of transport-related project approvals from the previous two meetings of the Combined Authority.

Resolved: That the report be noted.



NOTES OF THE INFORMAL MEETING OF MEMBERS OF THE TRANSPORT COMMITTEE HELD REMOTELY ON FRIDAY, 7 JANUARY 2022

Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Kim Groves	Leeds City Council
Councillor Manisha Kaushik	Kirklees
Councillor Martyn Bolt (Leader of the Opposition)	Kirklees Council
Councillor Neil Buckley	Leeds City Council
Councillor Colin Campbell	Leeds City Council
Councillor Suhail Choudhry	Bradford Council
Councillor Lou Cunningham	Leeds City Council
Councillor Allan Garbutt	Wakefield Council
Councillor James Homewood	Kirklees Council
Councillor Rizwana Jamil	Bradford Council
Councillor Charlie Keith	Wakefield Council
Councillor Naveed Riaz	Bradford Council
Councillor Taj Salam	Bradford Council
Councillor Daniel Sutherland	Calderdale Council
Mark Roberts	Beer Hawk Ltd

In attendance:

Councillor Eric Firth	Kirklees Council
Councillor Helen Hayden	Leeds City Council
Councillor Alex Ross-Shaw	Bradford Council
Councillor Jane Scullion	Calderdale Council
Pete Myers	Northern Trains
Ben Still	West Yorkshire Combined Authority
Dave Pearson	West Yorkshire Combined Authority
Helen Ellerton	West Yorkshire Combined Authority
Andrew Bradley	West Yorkshire Combined Authority
Richard Crabtree	West Yorkshire Combined Authority
Gary Taylor	West Yorkshire Combined Authority
Ian Parr	West Yorkshire Combined Authority
Edwin Swaris	West Yorkshire Combined Authority
Dominic Martin	West Yorkshire Combined Authority

38. Chair's Note

The Chair noted that due to the recent rise in Covid-19 cases, this meeting was being held remotely as an informal consultative meeting. No decisions could be made at the meeting; if there was need for a decision to be taken, the Managing Director would exercise his delegated authority to do so, with regard to the recommendations of the Members present at the meeting.

39. Apologies for absence

Apologies for absence were received from Simon Pringle, Cllr D'Agorne, and Cllr Morley.

40. Declarations of disclosable pecuniary interests

There were no pecuniary interests declared at the meeting.

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

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

42. Minutes of the meeting of the Transport Committee held on 5 November 2021

Members noted the minutes of the Transport Committee meeting of 5 November 2021.

43. Transport Network Update

Members received an update on the current performance of the transport network in West Yorkshire, including an overview of the Combined Authority's activity and responses. It was noted that the papers had been finalised before Christmas, and the impact of the pandemic had progressed in the interim.

Members questioned how quickly the buses in the region could be expected to return to full service levels once the Omicron variant had peaked and cases began to decline. Officers were working closely with bus operators and would review the data regularly, and once government advice to work from home was lifted, operators were expected to respond quickly to encourage recovery of patronage levels. Members also noted that some flexibility was required from operators, such as potentially using buses currently assigned to the Park and Ride service to support other routes depending on demand.

Public transport in the region was vital, with many people having no other means of travel to their places of work, or at risk of becoming isolated from society. Increasing passenger numbers would be a crucial but challenging step going forward, and the number of passengers taking a typical five-day office commute would be unlikely to return; new markets, including leisure and weekend travel as well as the night-time economy, would need to be

examined. A key aspect would be in increasing the confidence of the public in the safety and cleanliness of public transport. There were also concerns over work force availability in the longer term that would need to be addressed.

It was noted that although there was a significant rise in positive results from testing, a number of those affected would have very mild or no symptoms. Members noted that data on this could be an argument for the ease of Covid-19 restrictions. However, it was highlighted that substantial pressures were being experienced by the NHS as a result of the increase in cases, and officers advised that as employers, operators were held to national laws that required safety processes to be followed regardless of whether positive-testing employees were symptomatic. The potential for a circuit break lockdown after Christmas was also discussed.

44. Bus Policy Update

Members received an update on the work of the Bus Policy team, including next steps on the Bus Service Improvement Plan and Bus Enhanced Partnership.

Members noted their disappointment that the amount of funding expected to be received was now below the £168 million which had been identified as the amount of revenue funding required to provide the bus service needed by the region. However, it was expected that the full bid of £22.4 million for Zero Emission Bus Regional Area (ZEBRA) funding would be awarded, although this remained to be confirmed, with an announcement expected in March.

The ongoing shortage of drivers was raised, along with the importance of supporting recruitment to the sector in the long-term. The Combined Authority had engaged with operators to determine what business support could be offered in this regard. Members questioned whether the Enhanced Partnership could be used as a mechanism to assist with this; officers advised that although it was not an appropriate tool for addressing labour issues directly, as concerns such as hours and pay were for the operators to resolve in their capacity as employers, the closer engagement with and between bus companies that it allowed could be useful in finding solutions. Members also highlighted the importance of considering franchising options as well, noting that adopting the Enhanced Partnership had been a requirement from the Government in order for the Combined Authority to access funding.

The share of low-emission buses in the region was discussed, with Members noting that Calderdale and Kirklees had a smaller proportion of such buses than other districts in the region. Members queried whether the additional £4 million which had been added to the Combined Authority's initial ZEBRA bid with the intention of supporting Kirklees and Calderdale would be used toward new buses in these districts. Officers advised that the Combined Authority's Zero Emission Bus programme, if funded, would enable zero carbon buses within these districts. It was also noted that there remained a commitment from FirstGroup to deliver 95 further Euro VI standard buses to Leeds; this had previously been delayed for a variety of reasons, but there had been significant developments in the interim and officers would continue to pursue

this.

Members emphasised the importance of improving air quality in all districts within the region, noting that pollution caused significant damage even when not immediately visible, and highlighted useful actions that could be taken independently of operators such as considering potential sites for hydrogen plants.

45. Bus Service Funding

Members considered a report on the current position regarding bus service funding and on the bus transport related cost pressures faced by the Combined Authority as it prepares its budget for 2022/23.

At the time the report had originally been drafted, bus patronage had been expected to rise to up to 80% of pre-pandemic levels by the end of March. However, the rapid spread of the Omicron variant had caused this expectation to be significantly downgraded, and combined with the Government having made no commitment to continue bus funding after the end of March, there was a large amount of uncertainty for both bus operators and the Combined Authority which impacted on financial planning for the upcoming year.

Members discussed potential increases in the price of fares. It was strongly felt that any rises should be kept to a minimum, with the other pressures facing passengers such as inflation or increasing energy costs being highlighted, and that increases in fare prices would work counter to efforts to encourage modal shift among the public. It was also emphasised that local taxpayers had contributed significantly to subsidies for bus operators throughout the pandemic. However, recent work by operators and Combined Authority officers to simplify fares and achieve better interconnected travel were praised.

The possibility was also raised of the bus network shrinking due to funds not being available if government bus funding did not continue after March, and officers were currently in discussions with operators about their plans. Members pressed the importance of government continuing the funding, noting that if a high-quality transport service was desired and modal shift were to be significantly achieved, government investment was needed. If the necessary infrastructure and funding was provided to make the network reliable and affordable, it was expected that passenger numbers would rise, as had been seen elsewhere in Europe. The Mayor had written to Baroness Vere, Minister for Buses, urging the confirmation that government bus funding continue, and Members expressed their support in this.

46. Integrated Rail Plan

Members considered a report on the contents of the published Integrated Rail Plan (IRP), its implications for the region and recommended next steps.

Members expressed their disappointment in the contents of the IRP, noting that it left significant concerns unaddressed, such as capacity issues at Leeds

Station. It was highlighted that Leeds was the only comparable city of its size nationally that was served by a single rail station, and with an additional station through HS2 no longer planned, Members questioned what could be done to provide necessary capacity to those journeying from East Leeds and other areas where expansion was likely.

The Trans Pennine Route Upgrade was strongly welcomed, and other positive aspects such as the electrification of lines between Leeds and Bradford were also raised. However, Members questioned how some of these would work practically, such as whether passengers travelling from Bradford would need to change trains upon arriving at Leeds in order to continue their journey on non-electrified lines. It was felt that in many areas, the IRP fell short of the plans that had been developed by the Combined Authority, both in cost-effectiveness and overall benefit, and its silence on matters such as the electrification of the Calder Valley line was disappointing.

The need for the region to work together using devolved powers independently of Government to deliver mass transit and rail improvements was emphasised, and Members noted that the success of each district depended on that of its neighbours. A strategic partnership had been put in place with Network Rail colleagues, and this would be used to determine what could be implemented while campaigning continued for the Government to reconsider the funding of larger projects.

Members also raised the following questions and comments:

- Clarity was requested in future regarding language referring to a 'West Yorkshire and Leeds' mass transit system, with it being noted a single system would be serving all of West Yorkshire rather than there also being a separate intra-city system for Leeds.
- It was noted that the evidence for the IRP had not been presented, and Members noted the need to keep pressing for an opportunity to examine this.
- The negative impact of the IRP to the West Yorkshire Rail Vision was highlighted. Similarly, it was raised that the region would likely be held back by the IRP in its efforts to expand freight.
- Connection outside of the region as well as within it was noted as being extremely important, particularly regarding links with Manchester.
- Members noted the potential to draw £4 million down from the City Region Sustainable Transport Scheme (CRSTS) to support mass transit development.
- Members queried the plans mentioned in the IRP for a £100m study to be conducted, noting this figure seemed very high. Officers advised they had written to the Government for more information on this and would report back when they had more information.
- The need to ensure the resilience of existing stations and infrastructure within the region was discussed, including Mirfield Station, with the importance of encouraging rail use being highlighted.
- It was noted that recent upgrades at Leeds Station had been publicised on social media as being part of the IRP, whereas this work had been

planned for several years and was not connected to the IRP.

The Penistone line was also highlighted as an important strategic link between North and South, particularly in regards to Huddersfield's connectivity, and Members noted it had not been mentioned in the IRP. Officers advised that the Penistone line would be addressed in the West Yorkshire Rail Strategy, which was currently in development and would come to the Transport Committee at a future meeting.

Members noted their support for the Mayor in lobbying Government for a better offer for the region.

47. Leeds City Region Transport Update

Members received an update on current issues not covered elsewhere on the agenda.

It was questioned whether the consultation on Mass Rapid Transit (MRT) that had been undertaken as part of the Connectivity Infrastructure Plan had gathered a sufficient number of responses and enough detail to inform future decisions. However, Members noted that MRT plans were at an early stage of development, with the form to be proposed not yet being determined. More detailed consultations would follow later in the year after more funding confirmations had been received, and it was expected that a greater number of responses would accompany these.

Members praised the work done in developing these plans and noted the great care that was being taken to achieve the best possible result for the region. Some issues were raised regarding a potential MRT corridor along the former Spen Valley Greenway, but these would be better addressed further into the planning process.

48. Summary of Transport Schemes

Members considered a report informing them of transport-related project approvals from recent meetings of the Combined Authority and other committees.

After a query by Members, it was confirmed that Thorpe Park Rail Station and the accompanying Park and Ride were still proceeding to schedule and that there were no delays foreseen. It was noted that a private sector contribution was being made for White Rose Station, and further conversations with Thorpe Park and Leeds Bradford Airport may be helpful regarding a similar contribution for this scheme.



Report to: Transport Committee

Date: 4 March 2022

Subject: **Transport Network Update**

Director: Dave Pearson, Director Transport & Property Services

Author: Richard Crabtree, Rail Development Manager

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

1. Purpose of this report

- 1.1 To provide an update on the current performance of the transport network in West Yorkshire, including an overview of the Combined Authority’s activity and responses.

2 Information

Summary picture

- 2.1 The recovery of travel demand throughout the autumn slowed in December/ January with the emergence of the COVID-19 Omicron variant and the Government Plan B restrictions. Shortages of bus, taxis and HGV drivers continues to impact public transport reliability and supply chains nationally and locally.
- 2.2 This paper was finalised during the week commencing 21 February 2022 when the impact on travel of the lifting of Plan B restrictions was taking effect This was anticipated to have further impacts on the transport network, and verbal updates will be provided to the Committee as required when it meets.

- 2.3 A separate report on this agenda sets out the current position regarding bus funding.

Use of the network

Overview

- 2.4 The general picture on bus and rail services through the autumn was one of a steady recovery as commuter demand slowly build. In general, bus patronage recovered more strongly than rail. Usage remained higher at weekends, particularly for rail, indicating a stronger return of leisure trips and this is reflected in town / city centre footfall. However, the recovery stalled in following the emergence of the Omicron variant and the introduction of Government “Plan B” measures.
- 2.5 Road traffic levels remain stable, having returned to near-normal levels some months ago. Ensuring these travel behaviours do not become embedded is a priority. Encouragingly, active travel levels remain higher than before the pandemic, suggesting evidence of positive long-term change.
- 2.6 Bus and in particular rail services have been impacted by the high winds and flooding which have accompanied several significant storms during February
- 2.7 The latest available proxy data for transport network use is included at **Appendix 1**. We continue to press rail industry colleagues to secure reliable footfall data for locations other than Leeds for future reports, but this will require installation of new equipment currently only available at Leeds station.

Bus network

- 2.8 At the time of writing, bus use was around 75% of that which could be expected in February, rising to over 80% at weekends. Service reliability remains impacted by the reduced availability of bus drivers and engineers. There are national issues regarding high driver turnover and delays in PSV licences which have impacted on service delivery locally.
- 2.9 Bus operators advise that they continue to have higher vacancies than they would normally experience. Whilst recruiting new drivers remains challenging issues regarding licencing and testing are easing. However, staff availability is now impacted by drivers isolating due to the new COVID-19 variant. This has given rise to reductions in service frequency and short-term cancellations.
- 2.10 Whilst home to school transport was restored to pre-pandemic service levels in the autumn term, this sector also faced challenges due to shortages of bus and taxi drivers. Some action has been necessary to revise routes to ensure resilience.

Rail network

- 2.11 Since 27 January 2022 it is no longer mandatory to wear face coverings on public transport. However, rail operators continue to encourage customers to wear face coverings on board the train and in crowded spaces. Posters, websites, and on-board announcements have been updated to reflect the 'encouragement' message. The initial indication is that compliance of wearing face coverings has fallen slightly since this most recent change in the requirement, but a significant number of passengers are still choosing to wear them especially on services during daytimes.
- 2.12 On the 8 December as a result of the rapid spread of the Omicron variant the government introduced a move to Plan B which advised that people work from home if they can; predictably passenger numbers on trains reduced but following Christmas showed a steady increase week on week. Since Plan B was lifted on the 27 January passenger numbers have gradually risen with Northern reporting levels at 65% compared to pre COVID-19 levels. Commuter levels are being monitored and are at approximately 35% for Northern based on season ticket sales; it is anticipated that this figure is slightly higher if other ticket types are considered but is difficult to quantify. TransPennine Express (TPE) demand is approximately 57% of pre COVID-19 levels which is a 18% reduction on the levels reported to the previous Transport Committee. LNER demand is currently at 88% of pre-covid levels and is showing a steady increase week on week. Engineering work is anticipated to impact on demand during weekends in February and March.
- 2.13 Passenger footfall is monitored at Leeds station and for the week ending 20 February 2021 levels were 61% of levels of the same week in 2020 (just prior to the pandemic). Footfall had increased 1% on the previous week. This was a slowdown in recovery, likely impacted by disruption caused by the February storms.
- 2.14 Weekends continue to be the busiest services for both local operators, although poor weather has impacted on this over the two most recent weekends. The leisure market is predominantly retail at the moment with customers accessing town centres/shopping locations. Overcrowding continues to be monitored and currently there no specific areas of concern although events and management of those are still critical as there have been isolated problems. Where possible operators are encouraged to add additional carriages and anticipate this extra demand where they can.

Summary of network changes

Bus network

- 2.15 Arriva Yorkshire were due to make several changes to their networks in Wakefield and Kirklees from the weekend of 26 February 2022. As detailed in the accompanying Bus Funding report on this agenda, this has necessitated the Combined Authority to fund short term replacement services

- 2.16 Arriva has advised that these service changes are in response to changes in travel patterns and a reduction in patronage due to the pandemic. It is hoped that this new network will be viable when the additional COVID-19 support is withdrawn. The changes will bring a small overall mileage reduction for Arriva Yorkshire, who will continue to operate approximately 96% of pre COVID-19 mileage in West Yorkshire.
- 2.17 In Wakefield service 117 was withdrawn and partially replaced between Wakefield, Ossett and Shawcross with new service 122. The link between Ossett and Leeds was threatened with withdrawal, however Station Coaches introduced a replacement service which maintains these links on an hourly basis.
- 2.18 In the five towns area, services 184, 187 and 188 will be withdrawn and replaced by new services 158 and 186. Service 186 will operate hourly every day between Wakefield and Castleford via Normanton, continuing to Pontefract in the daytime and terminating in Castleford in the evening. Some communities will see a reduction in frequency, but this new service will restore bus services to Front Street in Castleford and provide a new link between Airedale and ASDA.
- 2.19 New service 158 will operate hourly (Monday to Saturday daytime) between Castleford and Ferrybridge via Fryston Village and Stansfield Road partially replacing services 184 and 188. The direct link between Knottingley and Castleford will be withdrawn, an hourly link between the towns has been provided by Ross Travel.
- 2.20 In Kirklees service 200 will no longer operate via Windsor Road in Howden Clough and Woodlands Estate in Gomersal which will speed up journey times, however passengers on these sections of route will need to walk further to access the service from the main road.
- 2.21 There will also be a number of evening frequency reductions across Kirklees and Wakefield, with some evening journeys withdrawn.
- 2.22 As noted in paragraph 2.28 below, we have to date still not yet obtained a commitment to the reinstatement of the Castleford – Normanton – Wakefield – Mirfield – Huddersfield train service: taken together with the Arriva bus service reductions, this could be expected to create real hardship in the affected parts of Wakefield and Kirklees districts, and it underlines the pressing need for action.

Rail network – emergency timetables

- 2.23 In the January report to Transport Committee, it was detailed that the new Omicron variant of COVID-19 was impacting significantly on staff resource and the ability for Train Operators to deliver a reliable service. This has been compounded by a deterioration in industrial relations for both TPE and Northern leading to a reduction in available staff due to no longer agreeing to work non-contracted rest days. To mitigate this, temporary emergency

timetables were introduced in January, and the train operators have advised that they will be in place until the resource position / industrial relations position improves; no date has been given when this may be expected.

2.24 The reductions are detailed in **Appendix 2**, but in summary the main changes are:

- On TPE, essentially a continuation of what was operating before the December timetable change, with Scarborough served by a shuttle from York rather than through trains from Manchester / Liverpool, meaning one train fewer per hour between York / Leeds and Manchester through most of the day.
- On Northern:
 - Several trains cancelled between Leeds and Pontefract / Knottingley (by both routes)
 - A few peak-only extra trains cancelled on the Harrogate line
 - Several trains cancelled on the Halifax – Bradford – Leeds – Selby – Hull service
 - Every other train cancelled on Huddersfield – Halifax – Bradford (leaving one every two hours)
 - Small number of cancellations on the Leeds / Bradford / Ilkley / Skipton electrics
 - One train each way cancelled Leeds – Sheffield (affects both routes)
 - The already minimal (three per day) remaining service Huddersfield – Wakefield – Castleford fully cancelled but replaced by buses (see paragraph 2.28 below)
 - The already minimal (three per day) service Sheffield – Pontefract - York fully cancelled (replaced by buses Moorthorpe – York only)

Other lines are running normal services as per the December 2021 timetable.

2.25 LNER was also operating a reduced weekday service due to staff absences but reinstated its December 2021 timetable from Monday, 14 February.

Forthcoming rail service changes – May 2022

2.26 While we have not yet been provided with details of proposed changes to rail services in the normal May timetable change (it will commence on 15 May), we are aware of two issues.

2.27 LNER has advised that the once-daily Huddersfield – Leeds – London King's Cross through-train, planned to be introduced in May 2022, has been deferred. This is because of the ongoing work on the wider East Coast Main Line timetable (arising out of the 2021 consultation which identified significant issues with the original ECML proposals). This is not unexpected in the circumstances.

2.28 At the time of writing, we have been unable to obtain a commitment from the Rail North Partnership (RNP) to the reinstatement of Northern's Huddersfield – Wakefield – Normanton – Castleford service. The Huddersfield to Wakefield

link has been a long-standing service, but the extension to Normanton and Castleford was only introduced in May 2019. It was cut to a “parliamentary” service of only three trains per day (none on Sundays) during the first COVID-19 lockdown in 2020, and has not been restored since. At present even this service is running with replacement buses, taking almost twice as long as the train journey.

- 2.29 The December 2021 timetable is now considered the new ‘baseline’ under the new operational arrangements for the railway. Any service variations need to be agreed by the RNP, with a decision on financial support from DfT. The Combined Authority has provided detailed evidence to the RNP setting out why restoration of this services is a priority. In summary, it shows that:
- despite the chequered history of the service in recent years, demand levels are high, especially though not only between Huddersfield and Wakefield ;
 - the service is not only around twice as fast as public transport alternatives (train via Leeds or bus) but is faster for most journeys that even uncongested off-peak car travel;
 - the line disproportionately benefits residents in deprived areas, measured across a variety of criteria including income, occupation, access to services, car ownership and other socioeconomic factors;
 - its restoration would radically improve access for large numbers of people to the areas of highest employment density in Kirklees and Wakefield, and to leisure facilities with region-wide catchments;
 - higher education institutions in Huddersfield such as the University draw a significant proportion of their students from the catchment of the service;
 - there is an excellent synergy between the rail services and the WY Core Bus Network: the one complements the other; and
 - forthcoming developments in both Huddersfield and Castleford will yet further increase the relevance of the service and the size of its markets.

- 2.30 We understand that there is still a possibility of the service could be reinstated from the May 2022 timetable change and continue to press RNP to obtain agreement that this should happen.

Passenger network performance

Bus network

- 2.31 The latest performance data from 1 October 2021 to 31 December 2021 is attached at **Appendix 3**. This illustrates a decline in punctuality and reliability in September associated with the driver shortage issues previously reported.

Rail network

- 2.32 The performance reports for TPE and Northern are included in **Appendix 4**.

- 2.33 Since the last period performance was reported to the Transport Committee punctuality declined in period 9 but improved in the most recent Period 10. Cancellations have increased period on period. Time To 3 (Percentage trains calling at station stops within 3 minutes of the planned time) for Northern and TPE remains below 90% and for the most recent four-week period sits at 83.46% and 75.2% respectively. Cancellations have increased for both operators with Northern at 4.21% and TPE at 7.92%.
- 2.34 Prior to January the increasing incidence of COVID-19 was leading to short-notice cancellations with all operators. Following the introduction of the emergency timetables in January, detailed in para 2.14 above, early data suggests that both Northern and TPE have performed better with short-term cancellations reducing during the latter part of period 11 (last two weeks of Jan) but the position will continue to be monitored closely.
- 2.35 Performance has also been impacted by seasonal issues; the most notable has been storms Malik and Corrie which caused significant disruption to the railway with damage to overhead lines and fallen trees. Services were suspended on Airedale and Wharfedale lines and messages put out advising passengers not to travel. Further significant disruption was caused by storms Dudley, Eunice and Franklin in February, which will be reflected in the figures reported at the next Committee. An autumn review has also been carried out, and discussions are ongoing as to how next autumn is made more resilient from a train service delivery perspective. Railhead treatment trains, which use water jets to clear the rail of compressed leaves, were not run as expected on several days due to driver shortages and operators felt more could be done to make them more reliable.
- 2.36 To help combat high levels of external events impacting on performance – namely juvenile trespass and bridge strikes. Work is being undertaken with the British Transport Police to prepare for a week of action in April where officers saturate hotspots known for trespass/vandalism/railway crime. Network Rail are also looking to strengthen bridge mitigations especially in the Wakefield area to reduce the number of bridge strikes which are occurring.
- 2.37 As reported to the previous Transport Committee meetings driver training for Northern had been accelerating with the easing of COVID-19 restrictions and enhanced risk assessment, facilitating improved training efficiency. It was hoped that this would mean the backlog would be cleared by May. However, the further impacts of the Omicron COVID-19 variant and staff resourcing issues are putting this at risk and it remains under scrutiny.
- 2.38 TPE have notified customers of strike action on four consecutive Sundays commencing 13 February after the RMT union announced plans for its conductors to hold Industrial Action. At the time of writing TPE operated a very limited, and heavily reduced service on the following routes:
- Manchester Piccadilly – York via Huddersfield and Leeds
 - York – Scarborough
 - Cleethorpes – Doncaster

- Doncaster/Sheffield – Manchester Piccadilly
- Edinburgh – Carlisle

2.39 Customers are being asked to consider their journey options on those days as significant disruption is expected. Active discussions have taken place with the West Yorkshire Combined Authority/Lead members and operators to help minimise disruption. Ticket acceptance is in place with other rail operators and with the local bus operators in West Yorkshire. Refunds will also be available to customers who have booked tickets and decide they no longer wish to travel on affected Sundays due to the strike action.

Passenger satisfaction and attitudes

Transport Focus Surveys

- 2.40 Transport Focus continue to conduct nationally representative research around travel use, with circa 2000 members of the public (not all of which are passengers on public transport) on a weekly basis.
- 2.41 Key findings from the latest Travel during COVID-19 survey (link provided in **Background Documents**) conducted between 28 - 30 January were:
- 82% of those who used a train and a similar proportion of those who used a bus say that they wore a face covering when they did so for the whole of their journey.
 - 74% of people overall still agree that they feel safer using public transport with people wearing face coverings.
 - 89% of those who used a train and 86% of those who used the bus (outside of London) felt safe doing so
 - 52% say that COVID-19 is a major concern and 61% say that they have been avoiding unnecessary activities
- 2.42 A national weekly survey is now in place to assess passenger experience and satisfaction. Again, noting the small sample size of 500 passengers (outside of London), the following key findings were:
- 87% of bus passengers were satisfied with their journey overall, with little change over the last month with younger people generally being less satisfied.
 - 85% of rail passengers were satisfied with their journey overall, down from 90% the previous week.
 - Overall bus passenger satisfaction (compared to rail) was higher on value for money (68% vs 63%), but lower for punctuality (75% vs 83%).

Update on Combined Authority activity

Current Usage Indicators

- 2.43 **Appendix 5** includes a summary of several usage indicators of Combined Authority “Metro” branded activity which give a comparison between current levels of demand and that experienced pre pandemic, where available.
- 2.44 Use of all services continues to be impacted by reduction in travel arising from the pandemic. In line with patronage (or proxies thereof), demand for travel information is increasing. The number of journeys planned (using the journey planner, Moovit) were 65% higher in January 2022 compared to the same period in 2021, building on increases at the end of last year. Weekday calls to MetroLine in January 2022 were 30% higher than the same period last year.

Fares and Ticketing

- 2.45 Use of the MCard app continues to grow, and latest data suggests it now accounts for 68% of sales transactions per month. Monthly sales in January topped £1m.

Bus Stations

- 2.46 Work to increase our capacity and responsiveness to community needs and safeguarding continue across all bus stations with staff undertaking child protection, suicide prevention and dementia awareness training.
- 2.47 Halifax Bus Station is progressing well and moved to the next major stage in late February as a new temporary facility opens. This will remain in place for about 18 months while the old bus station is demolished, and the new facility constructed in its place.
- 2.48 Leeds Bus Station refurbishment will complete in April and will include a safe place which will enable us to progress to a Station of Sanctuary at Leeds. Work started on the new look travel centre in mid-February. A temporary travel centre is located in the centre of the bus station near Greggs whilst these works are underway. The new facilities will also include improved real time information displays and audio information

Bus Alliance Update

- 2.49 The Bus Alliance was the mechanism by which the Bus Service Improvement Plan (BSIP) was co-developed with bus operators. At the time of writing the funding announcement on BSIP is still awaited. The recent focus of the Alliance has been developing and finalising the Enhanced Partnership as set out elsewhere on this agenda. The Bus Alliance continues to be the means of collaboration on the bus service response to the ever-changing challenges of the pandemic.

Rail Operators' Forum

- 2.50 The Train Operators Forum was held on 9 February 2022. This was attended by rail operators, Network Rail, Transport Focus and Transport for the North.
- 2.51 Discussions included the current industrial relations issues; how they are impacting on West Yorkshire and the steps being taken to ensure that wherever possible customer disruption is being kept to minimum and changes are being communicated effectively. TfN outlined work which was starting to happen in relation to Great British Railways and the transition to this new body.
- 2.52 Operators contributed to a 'lessons learnt' on the recent engineering work over Christmas at Leeds Station. It was felt that improved collaboration between Network Rail and operators helped to improve the communications and how the engineering work was managed. Surveys were carried out by Northern on the replacement bus services to gain feedback in this area - which were positive. Kirkstall Forge rail replacement hub worked well but it had been recognised that more staff to assist customers at the hub would be beneficial for future engineering work, especially as passenger numbers grow.
- 2.53 Operators also detailed how they are adapting to the changing market conditions and rebuilding rail demand including introducing digital innovation and marketing initiatives. This included looking at key information from surveys carried out by Transport Focus of what customers need and expect.
- 2.54 Operators thanked Cllr Groves for her hard work over the last four years as Transport Committee Chair/ Lead Member and for the implementation of a successful Rail Forum.

3. Tackling the Climate Emergency Implications

- 3.1 Air quality improved during the periods of lower traffic levels earlier in the pandemic with local real-time road-side monitoring showed harmful NO₂ emissions on a downward trajectory and it can be inferred from this that CO₂ emissions were similarly reduced. An important element of the Transport Recovery Plan is to try to embed increased levels of active travel and the opportunity to restore and grow public transport use to maintain improved air quality and achieve decarbonisation ambitions.

4. Inclusive Growth Implications

- 4.1 The restoration of an effective, stable and affordable public transport network will be key in ensuring the post pandemic economic recovery is inclusive particularly to communities with limited access to private transport.
- 4.2 The increase in flexible ticketing options and further development of the MCard product range are specifically intended to increase affordable options for accessing employment and services, to contribute to the Authority's inclusive growth objectives.

5. Equality and Diversity Implications

- 5.1 Ensuring an effective, stable, and affordable public transport network is key for equality and diversity. Establishing a Station of Sanctuary at Leeds Bus Station is one way in which we are helping to make the transport network more inclusive and welcoming, alongside the training being provided to our customer-facing colleagues to equip them with the expertise to deal with passengers in the most effective ways.

6. Financial Implications

- 6.1 COVID-19 has had 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. It is therefore key to the Combined Authority finances that the actions described in this report restore patronage and revenue.

7. Legal Implications

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

8. Staffing Implications

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

9. External Consultees

- 9.1 No external consultations have been undertaken.

10. Recommendations

- 10.1 That the Committee note the updates on the current performance of the public transport network provided in this report.

11. Background Documents

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

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

During the COVID-19 outbreak, we are publishing a fortnightly economic monitor and a weekly dashboard to help better understand the changing situation. This includes information on public transport patronage. They are available via this link: <https://www.westyorks-ca.gov.uk/documents/economic-monitor/>. This now include a transport-economic recovery dashboard via this link

<https://app.powerbi.com/view?r=eyJrljoiZDdjMjNjNGE0NTY1Yi00YTgyLTNmZ>

[GltMWI1NzQxNzExM2ExliwidCI6ljM0ZTkzYmZjLWVjYtNDM0NS1hNGZILTgwNWI2N2U0ODbjMCIsImMiOjh9](https://www.transportfocus.org.uk/home/coronavirus-latest/coronavirus-insight/)

Transport Focus is publishing regular 'Travel During COVID-19' attitudinal and satisfaction surveys of potential and actual public transport users. These can be accessed via this link:

<https://www.transportfocus.org.uk/home/coronavirus-latest/coronavirus-insight/>

The Combined Authority's COVID-19 transport survey results are reported on the website here: <https://www.westyorks-ca.gov.uk/documents/covid-19-transport-survey/>

12. Appendices

Appendix 1 – Insights on transport network use

Appendix 2 – Rail emergency timetables summary

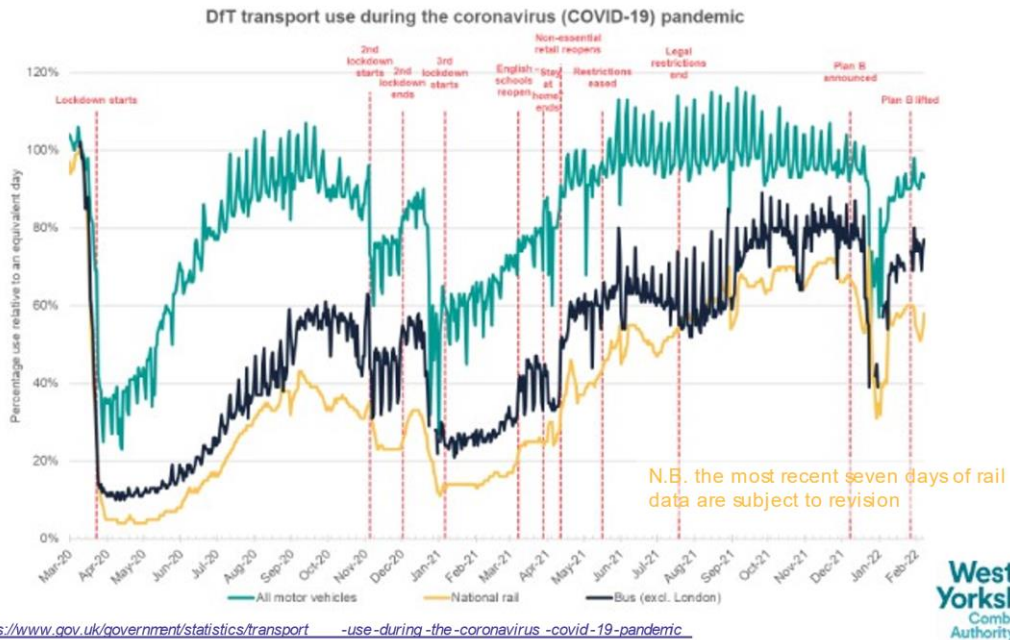
Appendix 3 – WY Bus Alliance Operator Performance Report from October 2021 to December 2021

Appendix 4 – Rail network performance data

Appendix 5 – Metro branded activity measures

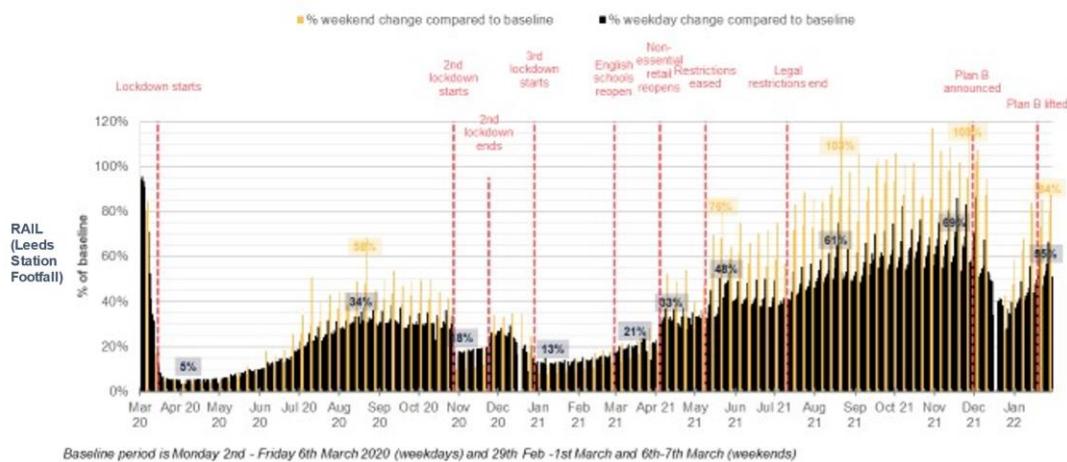
Nationally, public transport use remains more suppressed than motor vehicle use

Motor vehicle and bus use saw modest increases following the lifting of Plan B restrictions. All modes remain suppressed relative to the pre-Plan B situation. Motor vehicle use continues to show the fullest recovery.



Leeds rail station weekday footfall increases into February

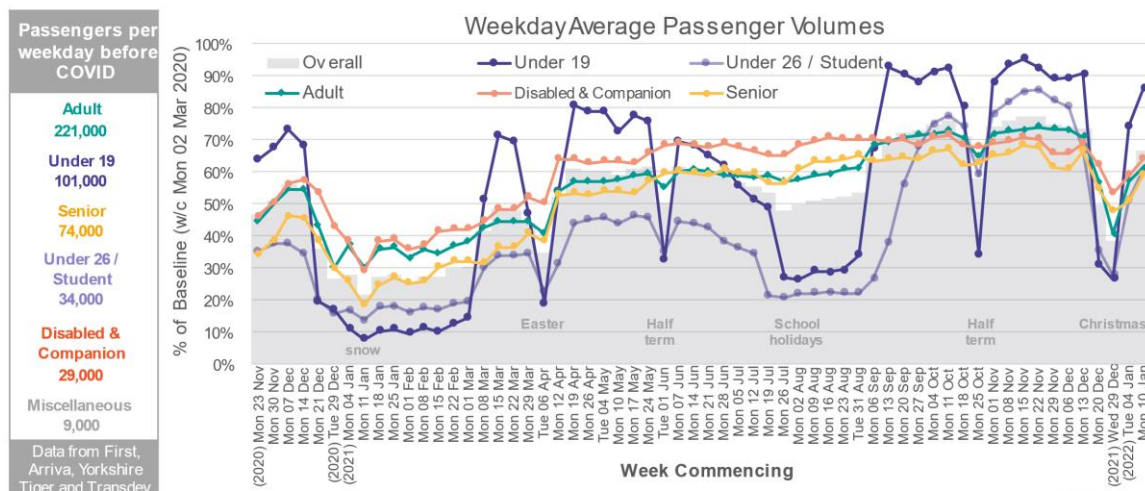
The level of footfall at Leeds rail station is on an increasing trajectory, although both weekday and weekend averages remain low compared to the weeks before Plan B restrictions.



Source: Leeds Rail Station Footfall - Network Rail

Weekday bus use at two-thirds of baseline levels in the week commencing 10th January

In the first 9 working days of 2022, bus patronage was lower in every cohort compared to recent highs in November 2021. The latest weekday average was 66% of baseline, compared to the recent peak of 78% in mid-November, before the Omicron variant was discovered. Bus patronage was lower than the first week of ‘plan B’ restrictions indicating that ‘plan B’ did not cause a direct immediate reduction in bus use.



Baseline period is w/c Mon 02 Mar. Source: Bus operators electronic ticket machine data, passenger boarding locations in West First, Arriva, Yorkshire Tiger and Transdev account for over 90% of bus services in West Yorkshire. Graph shows First, Trans Yorkshire Tiger data. Data is for weekdays excluding bank holidays, with ticket types assigned to broad cohorts.



The content in this Appendix is extracted from the Monitor of 21st January 2022 produced by the Combined Authority Research and Intelligence team. The full report is available here: <https://www.westyorks-ca.gov.uk/documents/economic-monitor/>, together with a link to a regularly updated dashboard with the latest available data, available here: <https://app.powerbi.com/view?r=eyJrIjoiaNTA5ZjlzZWQtNDdiOS00ZGNiLTIINmQtNWZmZmQ0ZDBkMjRiliwidCI6IjM0ZTkyYmZjLWVlbnJ5tNDM0NS1hNGZILTgwNWI2N2U0ODBiMCI6ImMiOjI9>.

Item 6 – Appendix 2

Impact of Northern’s emergency timetable

Route affected	Impact	Comments
Leeds – Knottingley	12 passenger services withdrawn	Affects both Wakefield and Castleford routes
Hull – Halifax	4/5 services withdrawn	5 westbound, 4 eastbound
Sheffield – Pontefract – York	Full-service withdrawal (3 services each way)	Rail replacement bus operating Moorthorpe to York
Leeds – Sheffield stopping service	0554 Leeds to Sheffield via Barnsley and 2215 Sheffield to Leeds via Moorthorpe withdrawn	
Huddersfield – Bradford	Reduced to 2-hourly	
Huddersfield - Castleford	Full service withdrawal	Replacement bus operating
Harrogate Line	4/5 services withdrawn	5 into Leeds, 4 towards Harrogate – these are peak-only services that do not run in ‘standard’ hours
Airedale and Wharfedale Lines	Reduction of 14 services	Spread across Leeds / Bradford FS / Skipton / Ilkley

Lines not affected: -

- York – Garforth – Leeds (stopping service)
- York – Leeds – Bradford – Halifax – Hebden Bridge – Preston – Blackpool
- Leeds – Bradford – Halifax – Hebden Bridge – Manchester [– Chester]
- Leeds – Dewsbury – Brighouse – Hebden Bridge – Manchester - Wigan
- Leeds – Skipton – Carlisle / Morecambe
- Huddersfield – Penistone – Barnsley – Sheffield
- Leeds – Wakefield - Doncaster

Impact of TPE’s emergency timetable:-

- Scarborough – Manchester Victoria/Liverpool Lime Street hourly services will be replaced with a Scarborough – York hourly service, with additional peak time extensions to/from Leeds and beyond
- Leeds – Huddersfield and Huddersfield - Manchester stopper services will continue to operate hourly
- Hull – Manchester Piccadilly, a service every hour in each direction, as normal
- Redcar Central – Manchester Airport, a service every hour in each direction, as normal
- Newcastle – Liverpool Lime Street, a service every hour in each direction, as normal

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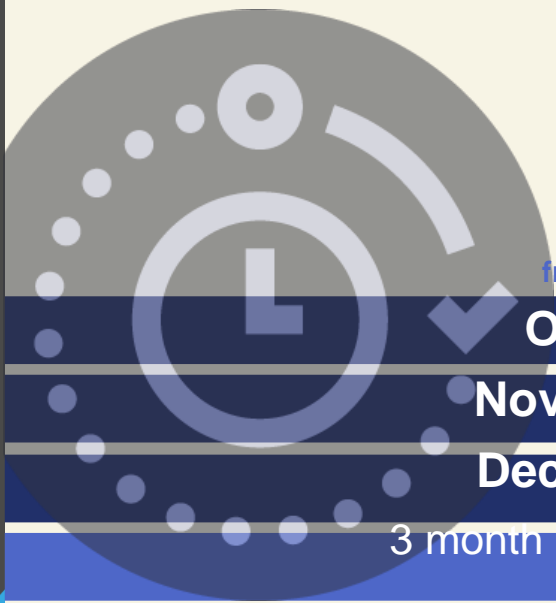


Bus Alliance performance



Reliability

% of the **4 million** planned miles operated



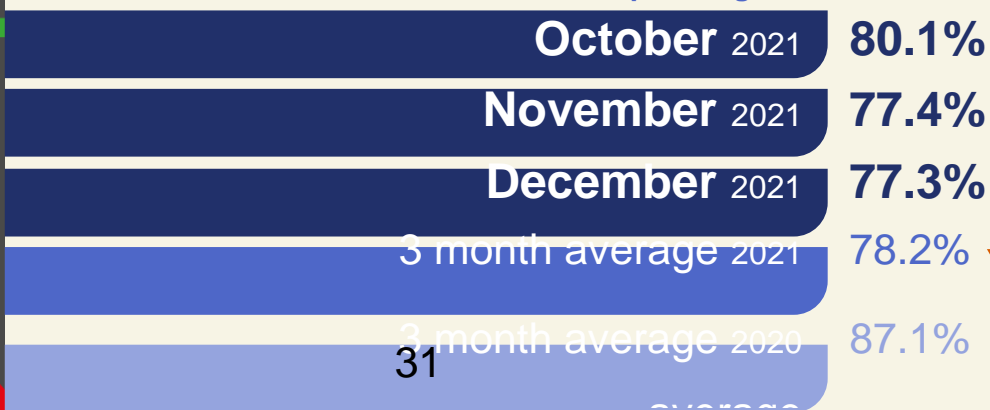
Punctuality

% of buses on time

from the first stop



from stops along the



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Item 6 – Appendix 4

Rail network performance data

How performance is reported

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

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

The main indicators used in this report are:

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

More information how rail performance is reported is available here:

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

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

Period	Four-week date range
P8 (22/08)	17 October 2021 to 13 November 2021
P9 (22/09)	14 November 2021 to 11 December 2021
P10 (22/10)	12 December 2021 to 8 January 2021

Some of the charts in the report show abbreviated codes, for example '22/08'. These codes refer to the year and reporting period. The first two digits refer to the year – '22' means 2021/22, '21' means 2020/21 and so on. The latter two digits are the period in the year. So, 22/08 is the 8th reporting period in 2021/22.

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

Northern

Northern operates most of the rail services in West Yorkshire.

Headline performance is summarised below.

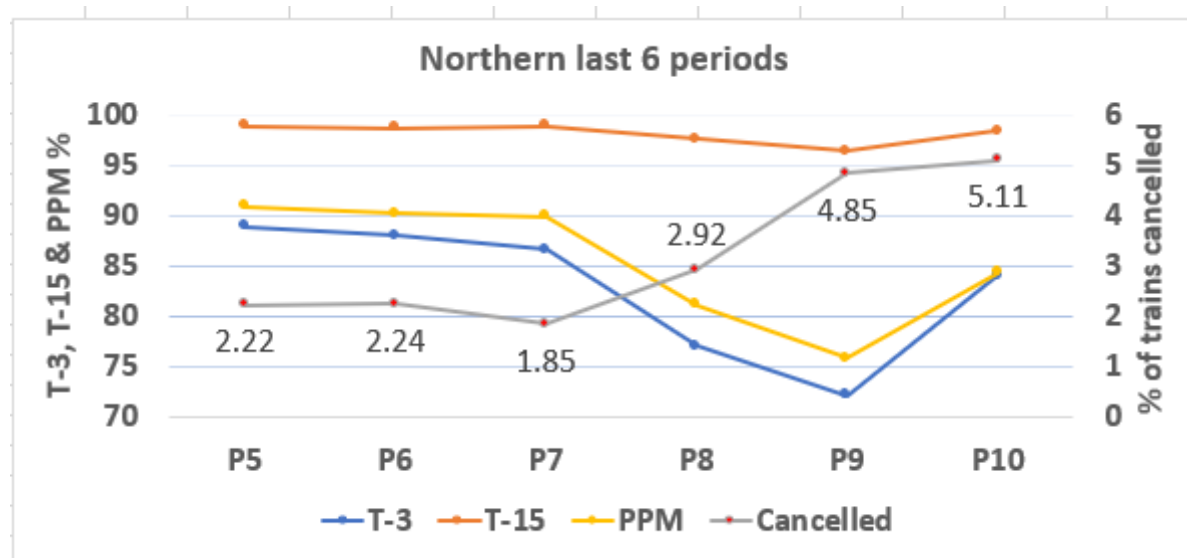
Time to 3 (% of station calls within 3 mins of planed time)	17 Oct 2021 to 13 Nov 2021	14 Nov 2021 to 11 Dec 2021	12 Dec 2021 to 8 Jan 2022
Northern overall	77.0%	72.2%	83.98%
East Region (Yorkshire and East Midlands)	74.6%	70.6%	83.46%

Cancelled	17 Oct 2021 to 13 Nov 2021	14 Nov 2021 to 11 Dec 2021	12 Dec 2021 to 8 Jan 2022
Northern overall	2.94%	4.86%	5.11%
East Region (Yorkshire and East Midlands)	2.58%	3.2%	4.21%

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

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

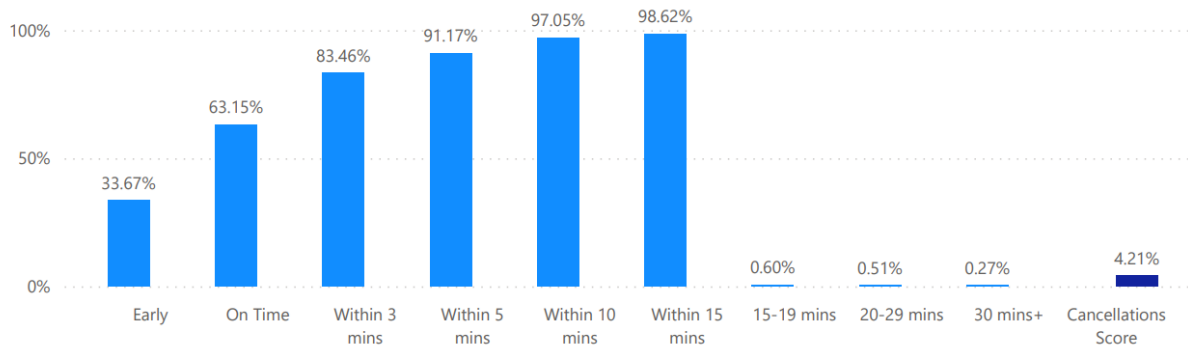
The overall trend of Northern performance for the last six 4-week reporting periods is shown below:



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

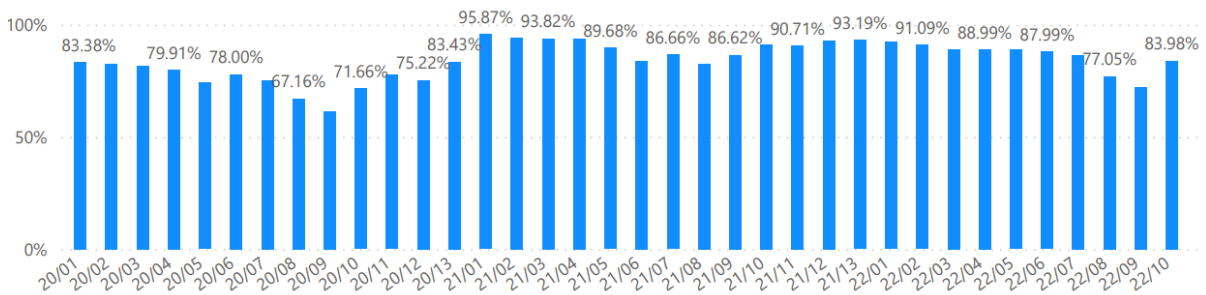
The chart below summarises Northern's East Region (Yorkshire and East Midlands) performance from 12 Dec 2021 to 8 January 2022 (Period 10).

Punctuality at recorded station stops

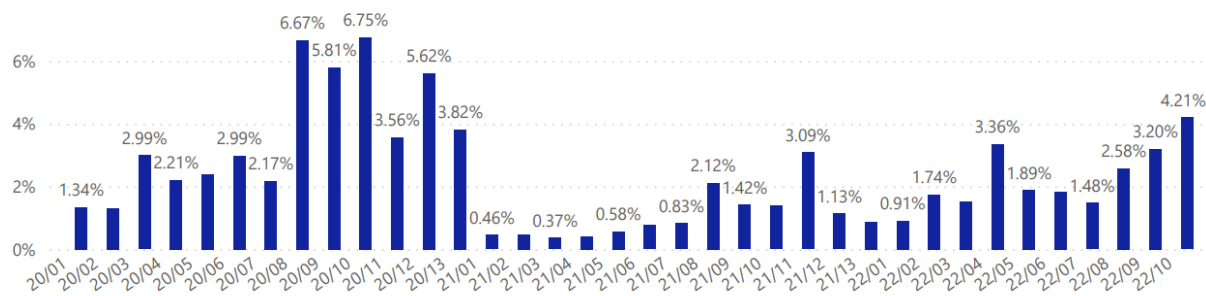


The charts below show punctuality and cancellation trends for Northern’s East Region (Yorkshire and East Midlands area) in 4-week periods from 1 April 2019 (Period 1 of 2019/20, represented as 20/02) to 8 Jan 2022 (Period 10 of 2021/22, represented as 22/10).

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



Northern East Region: % of services cancelled



TransPennine Express

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

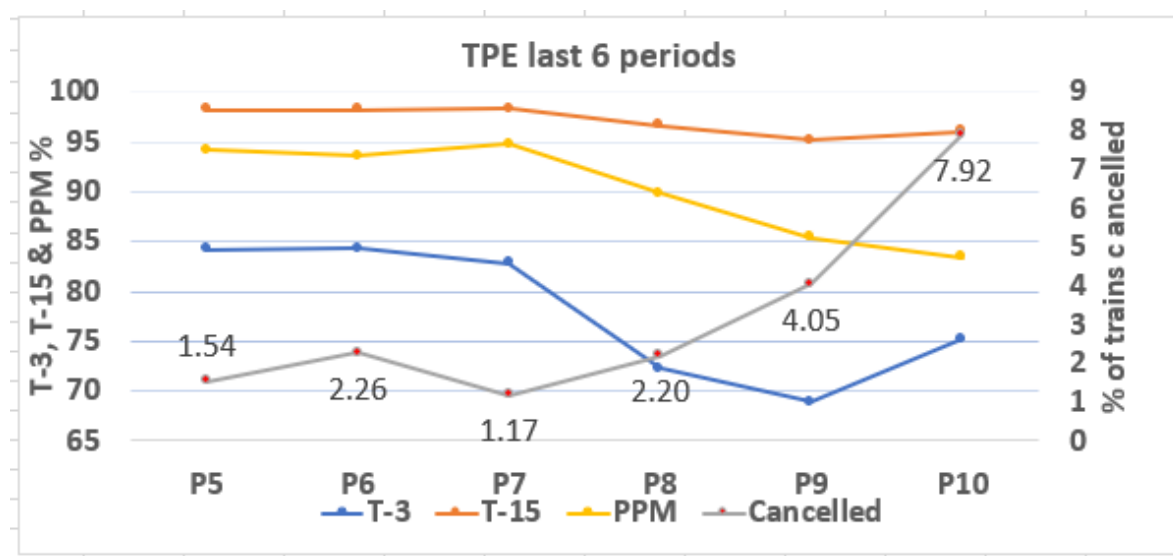
Headline performance **for all TPE routes** is summarised below.

Time to 3 measures (% of station calls within 3 mins of planned time)	17 Oct 2021 to 13 Nov 2021	14 Nov 2021 to 11 Dec 2021	12 Dec 2021 to 8 Jan 2022
Overall	72.3%	68.9%	75.2%

Cancelled	17 Oct 2021 to 13 Nov 2021	14 Nov 2021 to 11 Dec 2021	12 Dec 2021 to 8 Jan 2022
Overall	2.2%	4.09%	7.92%

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

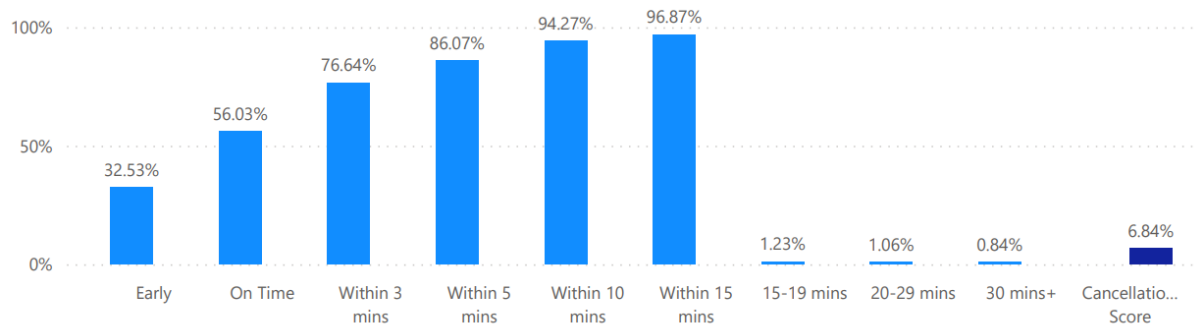
The overall trend of TPE performance for the last six 4-week reporting periods is shown below:



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

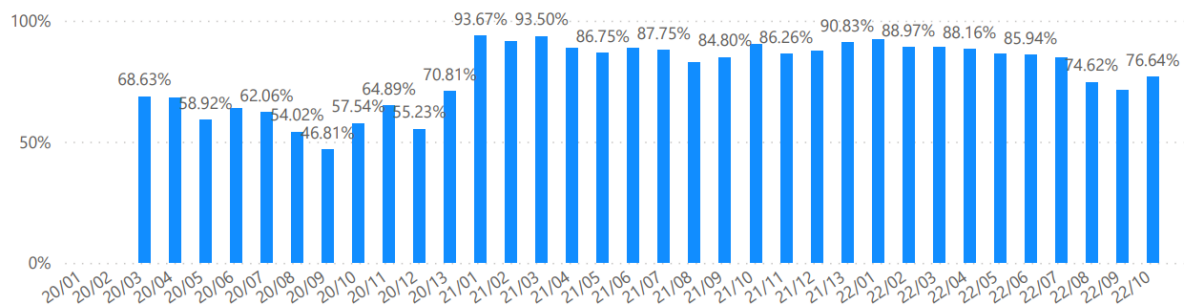
The chart below summarises TPE’s North Route (services in and through West Yorkshire) performance from 12 Dec to 8 Jan 2022 (Period 10).

Punctuality at recorded station stops

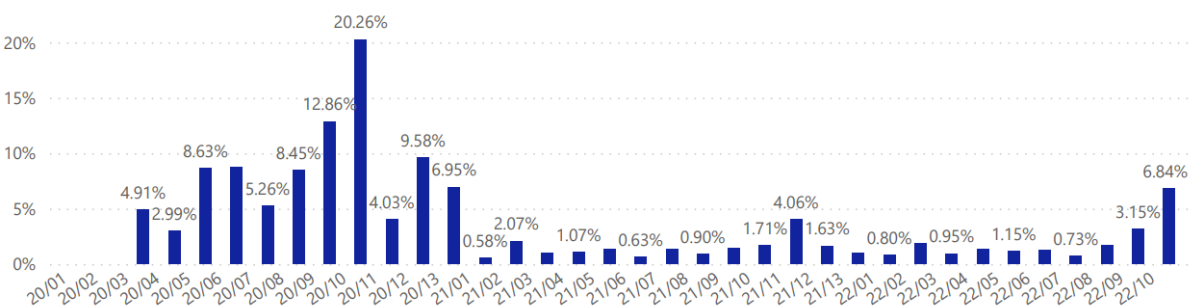


The charts below show punctuality and cancellation trends for TPE’s North Route (services in and through West Yorkshire) in 4-week periods from 26 May 2019 (Period 3 of 2019/20, represented as 20/03) to 8 January 2022 (Period 10 of 2021/22, represented as 22/10).

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



TPE North Route: % of services cancelled



LNER

LNER operates regular services between West Yorkshire and London.

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

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

Cross Country

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

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

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

Grand Central

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

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

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

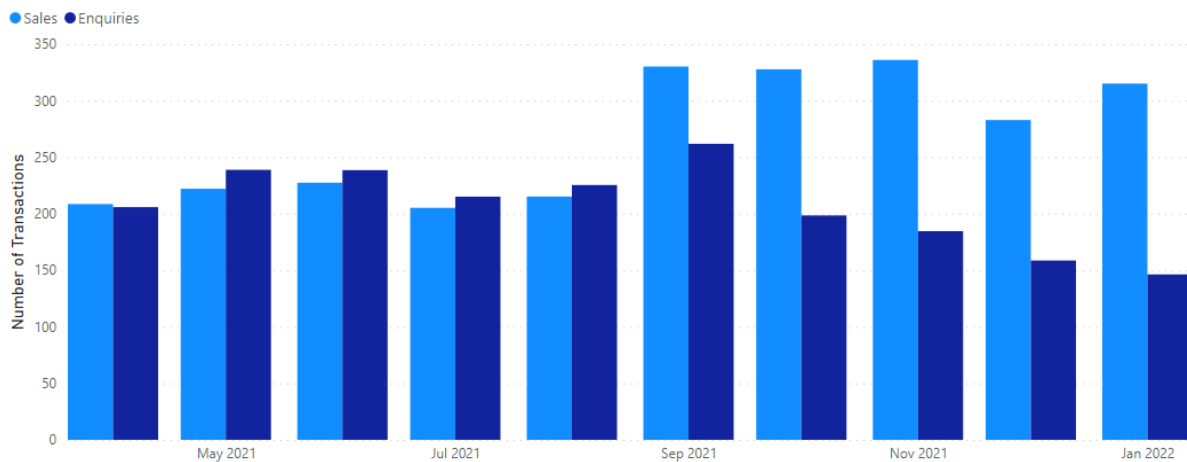
Item 6 – Appendix 5: Metro branded activity measures

All content below taken from the Transport Committee PowerBi interactive dashboard managed by the Combined Authority Research & Intelligence team.

Metro Travel Centres

The chart shows the average number of daily (Monday to Saturday excluding bank holidays) sales and enquiries made at travel centres by month of the year. This information has been collected since April 2021, customer counting equipment was used previously however this does not give an accurate comparison.

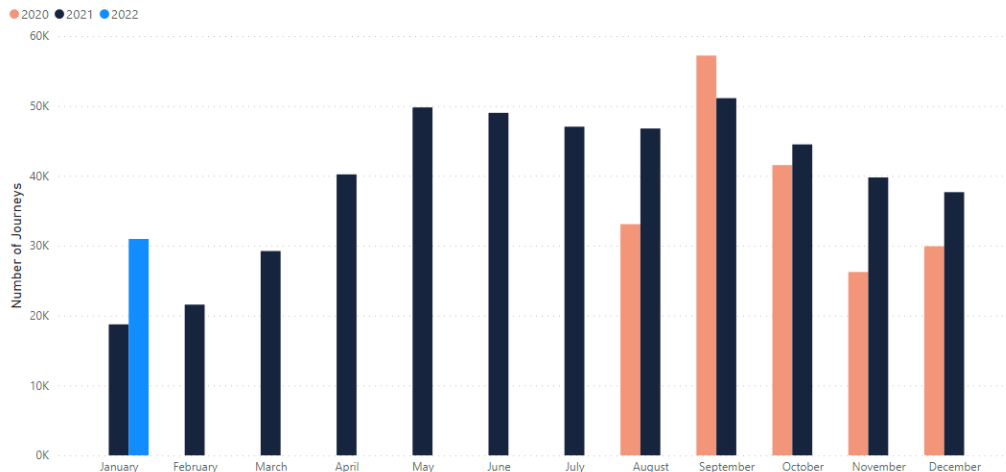
Metro Travel Centres: Average Daily Transactions



Number of journeys planned using Moovit Journey Planner

The chart shows the number of journeys planned using the West Yorkshire Moovit Journey Planner by month and year, available via www.wymetro.com. A different journey planner was in use in 2019, so comparable data is not available. The latest data from January 2022 is show in blue.

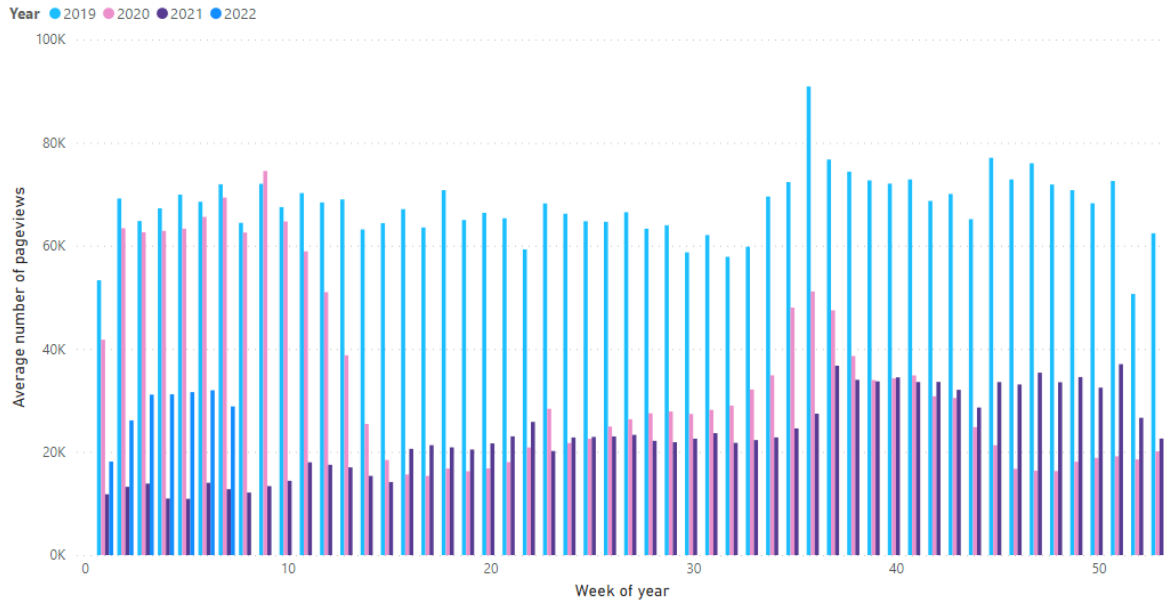
Number of Journeys planned using Moovit Journey Planner



Engagement with Metro website – www.wymetro.com

The chart shows the average number of weekday (Monday to Friday) pageviews for the Metro & MCard Websites by week of the year.

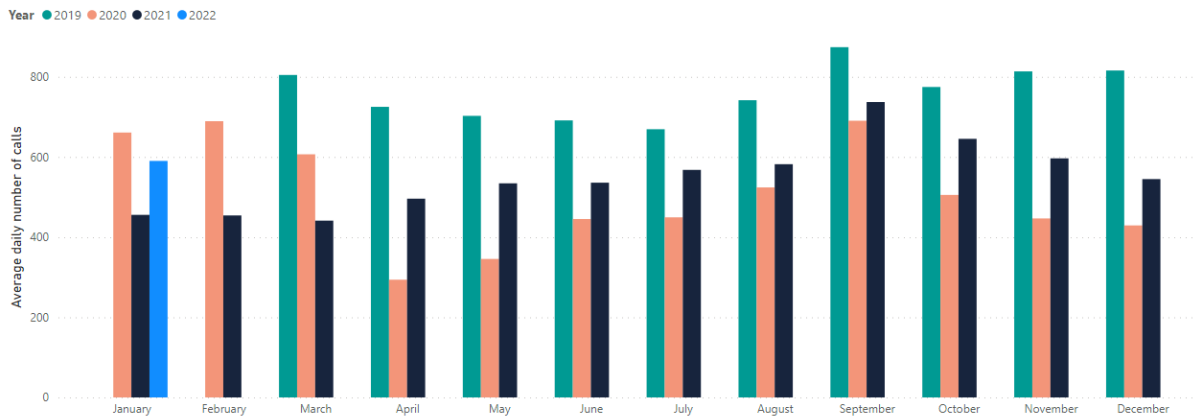
Metro and MCard Website Pageviews



MetroLine calls

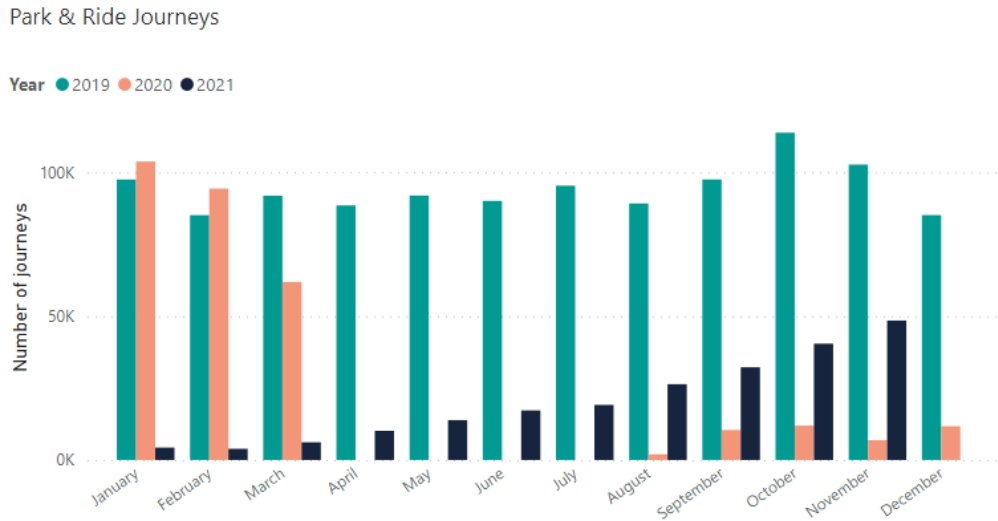
The chart shows the average number of weekday (Monday to Friday) calls to MetroLine. The latest data from January 2022 is show in blue.

Metro Line Calls



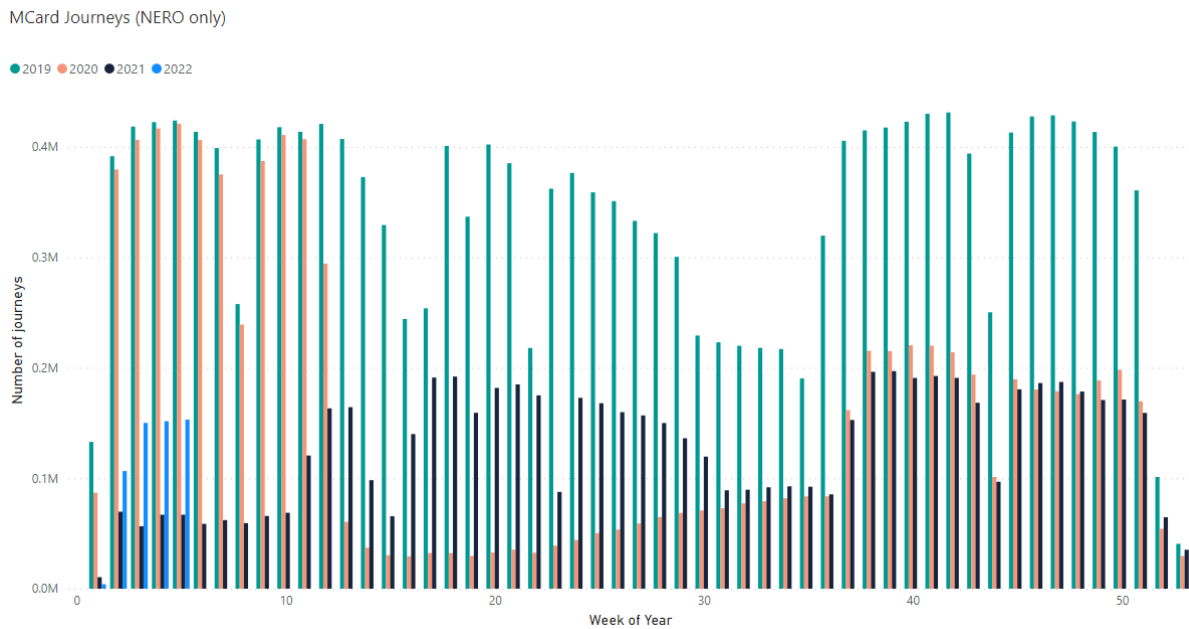
Use of Leeds Park and Ride services

The chart shows the total number of Park and Ride journeys (both smart and paper) made by month of the year.



MCard journeys

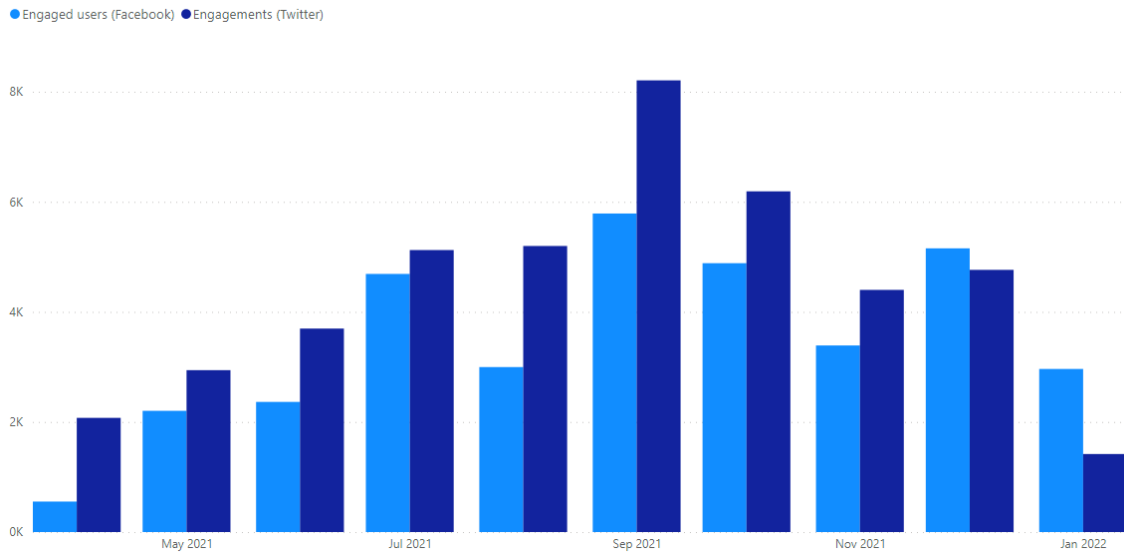
The chart shows the total number of journeys made using Smart MCard products (but not those using the new app) by week of the year.



Social media interactions with “Metro Travel News” channels

‘Engagement’ is all the interaction that people have with the content, including likes, shares, responses.

Social Media Engagements with Metro (including MCard and P&R)





Report to: Transport Committee

Date: 4 March 2022

Subject: **Bus Service 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:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

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 in 2022/23.

2. Information

COVID 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.
- 2.2 The Combined Authority has complied with the Government request to make concessionary fare and tendered service payments to operators at pre

pandemic rates. Specific conditions were attached to these payments ensuring bus operators work collaboratively with the Combined Authority and financial and patronage data is shared. These conditions have been amended at each stage in the pandemic with this arrangement continuing until April 2022.

- 2.3 In September 2021, Government revised the system for supporting bus services and introduced the Bus Recovery Grant (BRG) which operates until March 2022. Unlike the previous CBSSG grant, BRG is intended to be tapered to reflect an anticipated growth in passenger revenue. The conditions of grant also enable bus operators to adjust fares providing the aggregate effect is within the Consumer Price Index. BRG is paid direct to bus operators and also to LTAs to reflect the suppressed fares revenue on tendered services contracts. The Combined Authority is estimated to receive a grant of £800k for this purpose in 2021/22.
- 2.4 Since September, bus service frequencies have reduced as a consequence of Covid absence and shortages of bus drivers in the labour market. Commensurate adjustments in payment have been made to reflect the reduced services.
- 2.5 At the time of writing, Bus Recovery Grant remains in place until 5 April 2022 with a double payment made to bus operators in March. Government officials have advised continuation of BRG beyond this date is under consideration however the outcome is unknown at this stage. As reported to the last meeting, the Mayor has written to Baroness Vere, Buses Minister, urging her to confirm adequate funding to maintain a stable network. Mayors that are members of the M10 group have also written to the Chancellor of the Exchequer and the Secretary of State for Transport seeking urgent confirmation of the funding position with buses beyond April 2022.
- 2.6 Bus operators nationally have advised that a complete withdrawal of Bus Recovery Grant may necessitate a reduction in commercial bus service mileage of around 30%. Urban Transport Group commissioned a study by Steer to assess the impact of the pandemic on bus provision and recommended that Bus Recovery Grant is needed for a further 12 months in order to stabilise the economics the economy of the service and provide a platform upon which to deliver the Government's Bus Back Better ambitions. If funding is withdrawn, almost a third of urban bus journeys are at risk. There is a link to the full document in Background Documents.
- 2.7 A short term extension of BRG may defer an immediate risk of service withdrawals necessitating a close working between the Combined Authority and bus operators to identify the nature of the stabilised network and the interventions needed to maintain connectivity for communities when the funding ends. This will be an early priority for the Bus Enhanced Partnership.

Concessionary Fare Costs

- 2.8 At the request of Department for Transport, LTAs have been paying bus operators assuming pre pandemic rates of passenger journeys. This has been

an overpayment compared with the normal practice of payment relating to actual use. Under normal conditions, reimbursement is based upon the actual number of journeys recorded by the ENCTS smartcard pass multiplied by a rate per passenger calculated using a methodology set by the DfT. Government has recommended that LTAs phase payments to move back to actuals based on monthly steps. ENCTS use in January 2022 was 57% of January 2020. It is unlikely that use of the ENCTS free bus will recover to pre pandemic levels in 2022/23. Bus operators may seek a review of the rate per passenger claiming changed economic conditions affect the revenue foregone from offering free travel.

- 2.9 Concessionary bus travel by under 19s has almost returned to pre pandemic levels. This is now a fixed expenditure agreed with bus companies under the Fare Deal for Young People approved in 2020.
- 2.10 At its meeting on 3 February, the Combined Authority set a budget for 2022/23 which assumes the same level of expenditure on concessionary fares than in 2021/22. Whilst a slow recovery in concessionary travel may result in an underspend in this part of the budget this may be balanced by cost pressures on the tendered services budget

Tendered Bus Services Costs

- 2.11 The Combined Authority spend a net £19m pa on the provision of socially necessary bus services, school buses and AccessBus. As with other sectors of the economy, cost pressure especially around wages and fuel are impacting on bus operation. Whilst the Combined Authority's contracts include provision for inflationary costs, there have been a number of contracts for school services where it has been necessary to re-tender because the incumbent SME operator considers the contract value unsustainable. Whilst this has not significantly impacted on service levels it has increased costs
- 2.12 In addition, Arriva Yorkshire has reduced its commercial operation creating several situations where communities access to bus services have been threatened. In October 2021, the CA stepped in to fund the operation of bus service 205 (Dewsbury- Morley – Pudsey) at a cost of £120k pa
- 2.13 From the end of February, Arriva withdrew its service 117 (Ossett to Leeds), together with links between Knottingley and Castleford and evening services in SE Wakefield. The Combined Authority has made arrangements with other operators to maintain these links pending a longer term review. The current cost to the CA of these interventions is around £15,000 per month.
- 2.14 Depending on the outcome of Government recovery funding, the CA may be under pressure to fund the retention of other key bus links over 2022/23.

3 Tackling the Climate Emergency Implications

- 3.1 A financially healthy, attractive to use bus service is a key element in providing sustainable low carbon travel choices

4. Inclusive Growth Implications

- 4.1 The Combined Authority funds socially necessary bus services and concessionary fares to enable mobility and accessibility particularly for those people without their own means of transport

5. Equality and Diversity Implications

- 5.1 Equality Impact Assessments will be undertaken for any changes to CA funded bus services or for changes in the value and means of delivery of concessionary fares.

6. Financial Implications

- 6.1 The Combined Authority's meeting on 3 February 2022 established a budget based on 2021/22 expenditure however, as this report sets out, there is likely to be much uncertainty as the year progresses.
- 6.2 The additional costs of the providing replacement services detailed in this report are currently offset by the Combined Authority's share of Bus Recovery Grant. These costs would need to be met from the general fund should BRG cease on 5 April

7. Legal Implications

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

8. Staffing Implications

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

9. External Consultees

- 9.1 Engagement with bus operators on these issues has been undertaken through the West Yorkshire Bus Alliance.

10. Recommendations

- 10.1 That the Committee notes the current position regarding bus funding.

11. Background Documents

Urban Transport Group “Continuing COVID Funding Support for Urban Public Transport” published 17 February 2022

[Continuing COVID Funding Support for Urban Public Transport \(urbantransportgroup.org\)](https://urbantransportgroup.org)

12. Appendices

None

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Report to: Transport Committee

Date: 4 March 2022

Subject: **BSIP and Enhanced Partnership**

Director: Dave Pearson, Director of Transport Services

Author: Noel Collings, Policy Officer - Economic & Transport Policy

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

1. Purpose of this report

- 1.1 To provide Transport Committee with an update on the next steps of the Bus Service Improvement Plan and Bus Enhanced Partnership

2. Information

Background

- 2.1 The National Bus Strategy, Bus Back Better, published in March 2021 signalled a strong commitment from Government to bus. It acknowledges the failures of deregulation and looks to strengthen the role of Local Transport Authorities (LTAs) through the devolution of funding.
- 2.2 The Strategy requires all Local Transport Authorities (LTAs) to have submitted a Bus Service Improvement Plan (BSIP) to Government by 31 October 2021 and to be in a Bus Enhanced Partnership (EP) or actively pursuing bus franchising by the end of March 2022. These requirements are linked to future funding for bus and without them West Yorkshire will not be able to access these funding streams.

- 2.3 In addition, the Mayor of West Yorkshire is actively pursuing a manifesto pledge to 'bring buses back into local control', ensuring buses deliver a service that meets the needs of West Yorkshire residents and businesses.
- 2.4 To demonstrate how the pledge could be met, the Combined Authority has produced a 'roadmap'. It has also served two notices of intent, one of its intention to prepare an Assessment of a Proposed Franchising Scheme and the other of its intention to establish a Bus Enhanced Partnership with operators to improve local bus services.
- 2.5 The following sections set out progress in developing and implementing the various component parts that will deliver bus reform in the region.

Bus Service Improvement Plan

- 2.6 The West Yorkshire Bus Service Improvement Plan (BSIP) - outlining our ambitions and associated funding ask to transform the local bus system - was submitted to the Department for Transport (DfT) on 29 October 2021.
- 2.7 At the time of writing this report, the Combined Authority is still awaiting feedback on the BSIP and our funding allocation to support its implementation. We are expecting confirmation of an indicative settlement in February 2022.
- 2.8 In a letter to all LTAs received in January 2022, the DfT have advised that while they are still currently assessing all BSIPs further details of indicative funding will 'recognise that the budget available for transformation, including for Zero Emission Buses, is around £1.4bn for the next three years and that prioritisation is inevitable, given the scale of the ambition across the country greatly exceeds this amount.'
- 2.9 In later communication, the DfT have since suggested that:
- A number of LTAs will be allocated indicative funding to deliver all or most of the aspirations set out in their BSIPs. The final funding awarded will be based on the deliverability of their schemes and their Enhanced Partnerships (EPs).
 - A further set of LTAs will be allocated indicative funding which will be less than that sought in their BSIPs. We will ask places to re-focus, prioritising schemes which will give the best outcomes for the area.
 - A third group of LTAs will not be allocated funding at this stage but will be supported to develop their BSIPs and EPs further, to ensure they are eligible for future funding and other possible investment streams.
- 2.10 Furthermore, the Combined Authority expects that we will receive only revenue funding from the national BSIP funding pot. This is because we have received capital funding via the City Region Sustainable Transport Settlement (CRSTS) which will, in part, support implementation of the West Yorkshire BSIP.
- 2.11 As such, it is expected the Combined Authority's specific BSIP funding allocation will fall significantly short of the £168 million revenue sought in our bid. Officers are developing funding scenarios based on likely outcomes (e.g.

£10 million, £15 million, £20 million, £30 million and £50 million) to understand what we could spend the money on to best meet our strategic priorities – a safe and inclusive bus service, better connected communities, and decarbonisation and integrated sustainable travel.

- 2.12 A Strategic Assessment (SA) of our BSIP bid is also currently being progressed through the Combined Authority's internal assurance process in order to ensure we are prepared to receive and spend any funding ahead of the new financial year.
- 2.13 More broadly, a BSIP Implementation Plan is actively being developed to support delivery on its ambitions and deliver benefits to passengers, regardless of the additional funding received.

Bus Enhanced Partnership

Background

- 2.14 The EP will be the mechanism for the delivery of the early stages of the BSIP. It provides details on the Combined Authority's, West Yorkshire local authorities, and operator's shared plan to improve bus services and provision in West Yorkshire and must build on the ideas and interventions set out in the BSIP in much more granular detail.
- 2.15 It is a statutory partnership between the Combined Authority as the LTA, West Yorkshire local authorities and all operators running bus services in the region and needs to be approved by all these parties to come into operation. Each of the Local Authorities of West Yorkshire will be signatories to the EP.
- 2.16 To access discretionary bus funding available from April 2022, Government asked for an EP Plan and one EP Scheme to be in place by April 2022. The EP also needs to be in place to ensure the passenger benefits that can be achieved through bus reform are delivered prior to a decision being made on bus franchising.
- 2.17 The EP Plan reflects the ambitions and content of the BSIP and a large proportion of the content is taken from this document. However, the initial EP Plan takes a shorter-term view, focussing on what improvements can be made in the period up to 2027. This reflects the indicated timescales for deciding on and implementing a bus franchising scheme (if bus franchising is determined to be the preferred option for delivering bus reform in West Yorkshire).

Governance

- 2.18 The EP will be overseen by the West Yorkshire Bus Alliance. The governance arrangements that are currently established for the Bus Alliance will be strengthened and adapted for the EP. The Bus Alliance Executive Board will be chaired by the Chair of Transport Committee or Lead Member Public Transport to ensure the electorate is fully represented in the governance of the bus service through the EP.

Approach

- 2.19 Due to the original timescales laid down from Government for the EP to be 'made' it has not been possible to produce the full suite of EP Schemes that would be required to meet the ambitions and content of the BSIP. Transport Committee has previously endorsed a modular approach to the delivery of EP Schemes being taken, whereby the initial EP Scheme, focused on bus infrastructure, has been produced to meet the initial timescales, with other EP Schemes being developed throughout 2022 and 2023.
- 2.20 The Bus Infrastructure EP Scheme will begin with the A61(South) in Leeds with other bus infrastructure projects in the other West Yorkshire districts added post March 2022. It will include obligations relating to vehicle standards, bus lane design and operation, and provision / maintenance of facilities such as bus shelters.

Statutory Milestones

- 2.21 Prior to the EP coming into force a number of statutory processes have been completed. The Combined Authority approved the content of the EP at its 9 December 2021 meeting, enabling the operator objection period to commence. This completed on 17 January 2022 and no objections were received from operators.
- 2.22 During the objection period, on 11 January, a letter from DfT was sent to all Local Transport Authorities advising of an amendment to the timescales for having an EP in place, and asking for a draft EP Plan and Scheme to be submitted by the end of April 2022. The letter also suggested that if the statutory consultation element of the process had not yet commenced then there would be no need to start this yet and instead, they would recommend pausing until the outcome of the BSIP funding announcement.
- 2.23 Combined Authority officers have carefully considered the implications of the letter and it has been agreed to proceed with the original timescales.
- 2.24 The Combined Authority therefore proceeded with the consultation period with a number of identified statutory consultees such as the Traffic Commissioner, Competition and Markets Authority on 2 February, until 23 February. Should no essential changes be required to be made to the Plan or Scheme, the Combined Authority intends to proceed with seeking approval from the Combined Authority at its 17 March 2022 meeting to make the Enhanced Partnership on 1 April.

Zero Emission Buses

- 2.25 While buses are already one of the greenest forms of transport – contributing only three per cent of the UK's domestic transport emissions – accelerating the roll-out of ZEBs will drive further improvements to air quality and emissions across our region.
- 2.26 The Combined Authority is committed to introducing zero-emission buses across West Yorkshire to drive down harmful emissions. These efforts include

utilising the £4m allocated funding from the [Transforming Cities Fund](#) to introduce 8 zero-emission buses on routes in Kirklees and Calderdale, and the [City Region Sustainable Transport Settlement \(CRSTS\)](#) which is a minimum £21m project to introduce ZEBs and associated infrastructure.

- 2.27 On 31st January 2022, The Combined Authority submitted its £23m bid to the [Zero Emissions Bus Regional Area \(ZEBRA\) fund](#), which if successful, will deliver 47 double-decker buses for Arriva, 32 single-decker buses for First and 32 single-decker buses for Transdev across Bradford, Wakefield, and Leeds. The bid could make a significant contribution towards our regional net-zero carbon by 2038 goal, by increasing the percentage of the zero-emission fleet from 2% to 10% and removing 50 tonnes of NOx/year.
- 2.28 Within West Yorkshire there is a link between deprivation and air quality, with areas experiencing high levels of deprivation often also being those adversely affected by poor air quality. Most of the routes selected across this programme serve areas of multiple deprivation that experience disproportionate inequalities in health, income, and air quality. Thus, our investment in zero emission buses seeks to address the link between poor air quality and social deprivation through the introduction of cleaner buses that address both carbon emissions and its effects on spatial inequalities.
- 2.29 Currently, only 2% of buses operating in West Yorkshire are zero emission buses, but as a result of this programme we hope to grow this number significantly, leading to between 14% and 19% of the West Yorkshire bus fleet being zero emission – figures that equate to between 179 and 245 zero emission buses being in service across the region. This is in line with our [Bus Service Improvement Plan](#) commitment to have a carbon-zero bus fleet by 2036.

3. Tackling the Climate Emergency Implications

- 3.1 A well-used and attractive bus service will support the shift in travel from private cars to more sustainable modes needed to reduce carbon emissions from transport. The Bus Service Improvement Plan sets out a roadmap towards a zero-carbon bus fleet ahead of the Combined Authority's net zero target of 2038.
- 3.2 The EP is a mechanism to help deliver this vision in the shorter term by delivery of zero emission buses, subject to funding, as well as putting in place measures that will help transition journeys from the private car to public transport and active travel. These aims also align with the West Yorkshire Climate and Environment Plan over the next three years.

4. Inclusive Growth Implications

- 4.1 Buses are important in providing and enabling access to employment and training opportunities across West Yorkshire. Interventions outlined in the BSIP which transition into the EP will consider the needs of communities with higher levels of deprivation and those of less affluent travellers.

5. Equality and Diversity Implications

5.1 The BSIP seeks to identify options which make travel by bus an attractive and viable option for all members of the community. Where interventions relating to this transition into the EP they will consider the needs of all prospective bus users and will identify actions to promote inclusion.

6. Financial Implications

6.1 There are no financial implications directly arising from this report, however the implementation of a number of work areas highlighted in this report will raise financial implications. Where this is the case separate reports will be brought to the relevant committee.

6.2 At the time of writing, BSIP funding guidance was awaited from the Department for Transport. It is expected to include revenue funded elements. Government has previously indicated that capital elements would be funded from the City Region Sustainable Transport Settlement.

7. Legal Implications

7.1. There are no legal implications directly arising from this report. The process proposed by this report is in line with the provisions of the Bus Services Act and associated guidance.

8. Staffing Implications

8.1. There are no staffing implications directly arising from this report, however the implementation of a number of work areas highlighted in this report will necessitate the recruitment of additional human resource. Where this is the case separate reports will be brought to the relevant Committee.

9. External Consultees

9.1. West Yorkshire local authorities and local bus operators have been consulted on the Bus Service Improvement Plan and Enhanced Partnership documents. Their feedback has been taken into account and has shaped proposals where appropriate.

9.2. In addition, a number of statutory consultees have been consulted on the Enhanced Plan and initial Scheme.

10. Recommendations

10.1. That Transport Committee notes the update on the Bus Service Improvement Plan and Enhanced Partnership development.

11. Background Documents

11.1. There are no background documents referenced in this report.

12. Appendices

None.

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Report to: Transport Committee

Date: 4th March 2022

Subject: Rail Strategy Update

Director: Liz Hunter, Interim Director of Policy and Strategy

Author: Tim Lawrence, Rail Policy 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:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1. Purpose of this report

1.1 To provide an update on the ongoing work on the Combined Authority's Rail Strategy, in the light of the Authority's response to two recent calls for evidence, as follows:

- UK Parliament Transport Select Committee: Integrated Rail Plan (IRP); and
- Great British Railways Transition Team: Whole Industry Strategic Plan (WISP).

2. Information

Background and context

2.1 Both the Integrated Rail Plan (IRP) and the Whole Industry Strategic Plan (WISP) and our subsequent responses will shape and influence West Yorkshire's Rail Strategy. It is therefore important that our Rail Strategy provides a space for West Yorkshire to declare and justify the full extent of our rail ambitions and how we will work in partnership with Great British Railways to deliver them.

- 2.2 This report sets out the implications of the IRP on the development of the Rail Strategy, provides Transport Committee with the responses to the recent calls for evidence, and sets out a revised timescale for Committee Member involvement in shaping the strategy.

West Yorkshire Rail Strategy

- 2.3 As reported to the November meeting of Transport Committee (see Background Documents) work on developing the Rail Strategy is ongoing. That report noted in paragraph 2.12 that *“Officers propose to hold two workshop style events: One in January to discuss in detail the work undertaken to date on the chapters highlighted in the table at paragraph 2.9 and one in March, prior to the publication of the Rail Strategy document in May. It is hoped that this process will allow Members the opportunity to shape the strategy, provide some assurance on the work being undertaken and finally and as far as the second workshop is concerned, to check that the issues they have raised have been addressed in the Strategy”*.
- 2.4 This position anticipated that the IRP would contribute towards the realisation of West Yorkshire’s rail ambitions. The IRP was subsequently published on 18 November 2021, which has significant implications for the West Yorkshire Rail Strategy. A summary of the IRP’s implications for West Yorkshire was provided to Transport Committee at its meeting in January 2022 (see **Background Documents**).
- 2.5 The January 2022 Transport Committee paper provides several recommendations to address not only the lack of key pieces of infrastructure missing from the IRP, but also how to take forward some of the commitments in the plan. However, attention now needs to focus on how the IRP impacts on the development of the West Yorkshire Rail Strategy.
- 2.6 Time required to understand the implications, ramifications, and regional position as a result of the publication of the IRP has diverted available resources away from the immediate needs of drafting the Rail Strategy. Further work now needs to bind the outputs of our Rail Strategy with the available inputs emerging from the IRP. This has led to a slight delay in the Transport Committee involvement, and this is discussed more in paragraphs 2.16 and 2.17.

UK Parliament Transport Committee: Integrated Rail Plan

- 2.7 The UK Parliament Transport Select Committee opened an Inquiry into the IRP on 15 December 2021 (see Background Documents). The Inquiry is considering *“the implications of the Integrated Rail Plan (IRP) for the economy and rail capacity and connectivity.”*. The Combined Authority has provided a response to the Call for Evidence, attached at **Appendix 1**.
- 2.8 The Combined Authority’s response is summarised as follows:

- The response welcomes the publication of the IRP and Government's commitment and decisions regarding the Transpennine Route Upgrade (TRU) and a mass transit system for West Yorkshire.
- However, as it stands, IRP is not ambitious enough for the region and West Yorkshire seems to be at a disadvantage compared to other areas of the North.
- IRP will have serious impacts in two of West Yorkshire's largest cities:
 - **Bradford** is not included as part of the Northern Powerhouse Rail (NPR) network and effectively remains on a branch line, despite it being the UK's worst connected city. NPR would regenerate the local economy including delivering 27,000 new jobs. If the Government is serious about levelling up, then a city centre Bradford station would be included on the Leeds – Manchester NPR link.
 - The **Leeds** city strategy is shaped around a new HS2 station and accompanying growth strategy that would deliver 50,000 new jobs. Loss of the station and HS2 / NPR services to London, East Midlands and Sheffield costs the Leeds City region economy £1.7bn a year in lost output.
- IRP does not provide a cohesive plan but instead a series a fragmented upgrade proposals which does not deliver the network needed and will be very disruptive to passengers while the infrastructure is delivered. The lack of ambition in terms of the IRP is clear when compared to the preferred NPR network agreed by Northern leaders at via the Transport for the North Board.
- There is hardly any mention about NPR services between Leeds and Hull, it is unclear what is proposed for NPR services beyond York and NPR Leeds to Sheffield is subject to a study on how to get HS2 to Leeds. Leeds to Bradford electrification whilst welcome, does not make sense as services will then continue onto Halifax, Preston and Manchester on a line which is not electrified.

2.9 The Mayor of the West Yorkshire Combined Authority wrote to the Secretary of State on 19 January 2022 to raise our concerns about the implications of the IRP, a copy is at **Appendix 2**. A response was received on 18 February, and is attached at **Appendix 3**. The Combined Authority is seeking to be involved in the governance of the further studies and development works which will have a direct impact on this region, we are still waiting for a response from the Department for Transport on this.

Great British Railways: Whole Industry Strategic Plan Call for Evidence

2.10 The Great British Railways Transition Team launched a Call for Evidence in December 2021 to inform the production of a Whole Industry Strategic Plan (WISP), a 30-year strategy for the railway. Full details are provided at via the link in **Background Documents**. The WISP is a welcome development, and

is intended to provide a strategic context to Great British Railways, once established, as the 'guiding mind' for the UK's rail network. The production and maintenance of such a strategy was an important recommendation of the *Williams Shapps Plan for Rail* published in May 2021.

2.11 The Call for Evidence invited views from within and beyond the rail sector to inform the development of WISP around the following 5 strategic outcomes:

- meeting customers' needs
- delivering financial sustainability
- contributing to long-term economic growth
- levelling up and connectivity
- delivering environmental sustainability

2.12 The Combined Authority's response is attached at **Appendix 4**. A key concern is that it is not currently clear how local partners can influence the delivery of the WISP, which underlines the importance of securing strong relationships and clear governance mechanisms as Great British Railways is established.

2.13 In summary the Combined Authority asserted that a WISP should set out the following framework for the rail industry:

General Industry/Governance

- Railway is there to serve a wider purpose in society and not an end in its own right
- The railway must be accountable to those who use, fund and benefit from it
- Rail must be seen in the context of wider transport needs
- Trade-offs between outcome and cost must be informed
- There must be openness and honesty within the rail sector along with simplification of the industry to drive improved accountability for decision making and affordability
- Plans should not be made based on the current Covid-19 transport position – cannot assume current trends will continue

Customer

- Customers must be at the heart of the industry – simple affordable fares, good reliable service matching travel needs, full accessibility and a high-quality offer to encourage modal shift
- The rail industry must have some freedom to use their expertise to improve the passenger offer, grow the rail market and provide more financially sustainable services

Climate

- The strategy needs to prioritise the climate emergency and provide for inclusive growth for everyone across our region

- Rail freight must be encouraged, and new freight customers supported, balance between customer and freight services needs to be appropriate

Investment/Major Schemes

- There needs to be local powers/influence to ensure the that local needs are provided for
- Rail investment needs to be judged over the longer term to allow investment to provide longer term cost savings
- There must be acceptance that some investment/costs cannot be judged on a pure financial business case but on wider benefits and the government agenda of levelling up and decarbonisation.
- TRU should be delivered with full electrification and accessible stations. Details are required on disruption and timetabling planning to maximise the benefits of the programme and minimise the disbenefits to the local communities and businesses.
- Further studies will be required to look at options that deliver benefits close to the HS2 East and NPR network, CA should be involved in the governance process
- Leeds station needs the capacity required (both track and pedestrian capacity) as a major rail hub and bottleneck of the rail network, and the connectivity of Bradford needs to be transformed to realise the city's economic potential

West Yorkshire Rail Strategy – Implications and Timescales

- 2.14 The West Yorkshire Rail Strategy is being drafted to be a showcase for the region's economic and connectivity ambitions, within the framework of the overall Connectivity Infrastructure Plan. In line with the published Rail Vision the Strategy will:
- Address critical capacity issues across the rail network and accommodate the forecast growth in the region.
 - Enhance passenger experience to create a high-quality journey offer.
 - Address significant disparity in the current rail service offer.
 - Facilitate an integrated transport network with attractive door-to-door journeys.
 - Support the decarbonisation of the rail network.
- 2.15 The West Yorkshire Rail Vision was written prior the publication of the IRP and the commencement of the development of the Whole Industry Strategic Plan and whilst the IRP (and to a lesser extent the WISP) must not dictate the direction the Rail Strategy should take, there should at least be some relation to what is proposed in these documents, even if it is to provide a counter-point to proposals or lack of, contained therein.
- 2.16 As set out above, because of the implications of the IRP there will be slight delay to the development of the West Yorkshire Rail Strategy. However, it is still the intention to offer Transport Committee Members the opportunity to

shape the Strategy. A workshop is now proposed to be held at the end of April. The purpose of the workshop is to provide members with a summary of the technical work undertaken to date and what this means for the Rail Strategy. Members will be asked if any key messages are missing and there will be an opportunity to help shape the Strategy.

- 2.17 A first draft of the Strategy will be circulated to Members in June, with a second workshop planned for July, where Members will be given the opportunity to comment on the draft document. It is planned to publish the Strategy shortly afterwards.

3. Tackling the Climate Emergency Implications

- 3.1 Rail is the lowest-carbon form of powered transport readily available, with the potential, through electrification and renewable generation, to be zero-carbon. Providing sufficient capacity on the railway to allow decarbonisation through modal shift from car, lorry and air transport, and for future economic growth to rely on rail as part of our overall connectivity vision, will play a critical role in addressing the climate emergency

4. Inclusive Growth Implications

- 4.1 The Combined Authority's vision for future rail connectivity is inextricably linked to our goals for socially inclusive growth in the form of linking areas of deprivation to those of opportunity (such as access to jobs and education / training) and allowing the industries of the future to create sustainable and distributed wealth, providing high-quality employment. Therefore, provision of capacity on the network to enable this vision to be realised is directly material to Inclusive Growth.

5. Equality and Diversity Implications

- 5.1 Equality, diversity and inclusion is central to the development of the Rail Strategy, making sure that the rail network does not directly or indirectly discriminate against any parts of society.

6. Financial Implications

- 6.1 There are no financial implications directly arising from this report, although the recommendations of the Rail Strategy as regards future investment in rail capacity are intended to help inform decisions in this area, be they investment decisions of the Combined Authority itself or those of other funders of the rail industry.

7. Legal Implications

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

8. Staffing Implications

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

9. External Consultees

9.1 Development of the Rail Strategy to date has been carried out in consultation with colleagues in Network Rail and other industry partners, who have regarded the commission as being directly complementary to their own work.

9.2 We are also working with Transport for the North and other partners to ensure our evidence as the basis to move towards a common, shared vision for what the future should look across West Yorkshire. Finally, a credible Rail Strategy for West Yorkshire should provide a reasoned evidence base to justify the levels of investment required in our region.

9.3 In addition to the two Transport Committee Member workshops proposed, engagement with officers from partner councils will continue.

10. Recommendations

10.1 That Transport Committee **note** the update on the development of the Rail Strategy.

10.2 That Transport Committee **note** the following submitted Call for Evidence responses and the implications these have to the development of the Rail Strategy:

- UK Parliament Transport Committee: Integrated Rail Plan Inquiry Call for Evidence response, at **Appendix 1**; and
- Great British Railways Transition Team Whole Industry Strategic Plan Call for Evidence response, at **Appendix 4**.

11. Background Documents

Rail Strategy Capacity Chapter, Item 8, Transport Committee, 5 November 2021. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CIId=138&MIId=1127>

Integrated Rail Plan for the North and Midlands, Department for Transport, 18 November 2021, available here:

<https://www.gov.uk/government/publications/integrated-rail-plan-for-the-north-and-the-midlands>

Integrated Rail Plan, Item 8, Transport Committee, 7 January 2022. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CIId=138&MIId=1128>

Integrated rail plan Inquiry, Transport Select Committee, background to the Inquiry and call for evidence available via this link:

<https://committees.parliament.uk/work/1712/integrated-rail-plan/>

Whole Industry Strategic Plan: Call for Evidence, Great British Railways Transition Team. Background information including launch document available here: <https://gbrtt.co.uk/wisp/>

12. Appendices

Appendix 1 – West Yorkshire response to UK Parliament Transport Committee: Integrated Rail Plan Inquiry Call for Evidence

Appendix 2 – Letter sent to the Secretary of State for Transport by the Mayor on 19 January 2022 regarding the Integrated Rail Plan.

Appendix 3 – Letter received by the Mayor from the Secretary of State for Transport regarding the Integrated Rail Plan

Appendix 4 – West Yorkshire response to Great British Railways Transition Team Whole Industry Strategic Plan Call for Evidence

UK Parliament Transport Committee: Integrated Rail Plan - call for evidence.

Submission on behalf of the West Yorkshire Combined Authority.

Executive Summary:

An Integrated Rail Plan (IRP) was published on 18 November 2021. The plan sets out a core pipeline of commitments to a further £54bn¹ of spending on rail and local transport in the Midlands and North over three decades.

The West Yorkshire Combined Authority welcomes the publication of the IRP and Government's commitment and decisions regarding the Transpennine Route Upgrade (TRU) and a mass transit system for West Yorkshire.

However, as it stands, the IRP is not ambitious enough for the region and West Yorkshire seems to be at a disadvantage compared to other areas of the North. The Prime Minister promised on numerous occasions that he would deliver a new line between Leeds and Manchester and Government ministers repeatedly said HS2 would be delivered in full, but these commitments were broken when the IRP was published.

The IRP proposals have serious impacts for our two largest cities:

Bradford is not included as part of the Northern Powerhouse Rail (NPR) network and effectively remains on a branch line, despite it being the UK's worst connected city. NPR would regenerate the local economy including delivering 27,000 new jobs. If the Government is serious about levelling up, then a city centre Bradford station would be included on the Leeds – Manchester NPR link.

The **Leeds** city strategy is shaped around a new HS2 station and accompanying growth strategy that would deliver 50,000 new jobs. Loss of the station and HS2 / NPR services to London, East Midlands and Sheffield costs the Leeds City region economy £1.7bn a year in lost output.

The IRP does not provide a cohesive plan but instead a series of fragmented upgrade proposals which does not deliver the network needed and will be very disruptive to passengers while the infrastructure is delivered. The lack of ambition in terms of the IRP is clear when you compare the preferred NPR network agreed by Northern leaders with that proposed.

There is hardly any mention about NPR services between Leeds and Hull, it is unclear what is proposed for NPR services beyond York and NPR Leeds to Sheffield is subject to a study on how to get HS2 to Leeds. Leeds to Bradford electrification whilst welcome, does not make sense as services will then continue onto Halifax, Preston and Manchester on a line which is not electrified.

¹ £96.4bn announced in the IRP but £42.5bn of this committed to completion of HS2 phase 1 and 2a

The current IRP does not support our region's ambitions for a stronger, fairer, and better-connected North that meets the challenge of the climate emergency. The plan in its current form will limit the growth and the potential of West Yorkshire for many decades ahead.

We are of the opinion that the plan fails to meet the Government policies on levelling-up and decarbonisation. There is also uncertainty around the disruption impacts, deliverability, and outcomes of the IRP proposals. The body of evidence that underpins the IRP proposals has not been made available, meaning it's difficult to make an informed assessment. We are keen to understand how data and evidence collated by our region, partners and Transport for the North (TFN) has been used to assess and determine the proposals presented in the IRP.

Business as usual investment will not close the economic gap or deal with the social and environmental challenges our region faces. In our opinion the proposed transport investment is focussed on more productive areas rather than those that need it.

In this submission, we submit our evidence to the Transport Select Committee in two parts. Part one gives an overview of West Yorkshire and outlines the impact of the IRP to our region and our districts. Part two provides evidence to the specific questions as set out by the committee. Appendix 1 provides a list of supporting evidence.

Moving forward, we are keen to work with the government to develop the following at pace:

- Options for how **High-Speed Services from East Midlands** can travel through to Leeds
- The optimal solution for **Leeds station network capacity**, taking into consideration of a Mass Transit System
- Details around **Leeds / Bradford Electrification**, the opportunity for better connections to Bradford through Leeds.
- Delivery of **TRU** as quickly as possible, with a full understanding of the benefits for passengers and freight and plans for minimising disruption impacts on local connectivity, communities, and businesses.
- The timescales and scope of the proposed improvement works on the **East Coast Main Line (ECML)**, so that benefits from the improvement can be unlocked as soon as possible.

PART ONE: WEST YORKSHIRE AND THE IMPACT OF IRP

Overview of West Yorkshire

The West Yorkshire Combined Authority covers the local authority areas of Bradford, Calderdale, Kirklees, Leeds and Wakefield. With an employed workforce of 1.1 million and around 95,000 businesses, West Yorkshire is the United Kingdom's largest regional financial centre and contains more manufacturing jobs than anywhere else in the North.

The Combined Authority represents 2.3 million residents and a growing working age population which is projected to grow by 8% to more than 2.5 million by 2043. The region has a young and a highly diverse population with many ethnicities, backgrounds and lifestyles represented.

West Yorkshire is the UK's largest economy and population centre outside of London, with an output larger than nine EU countries, and is the biggest contributor to the Northern Powerhouse in economic terms. Therefore, moving forwards West Yorkshire is key to re-balancing the national economy and enabling the North of England to contribute fully to, and benefit from national economic growth.

Our vision for West Yorkshire is that it is 'Recognised globally as a place with a strong successful economy where everyone can build great businesses, careers and lives supported by superb environment and world-class infrastructure.'

There are significant challenges preventing us from realising our vision for everyone in the region which include -

- A history of lower levels of infrastructure investment, skills and innovation means that productivity lags behind much of the rest of the UK and Europe.
- Not all parts of the region have benefited from economic growth in the past which is reflected in widespread and acute deprivation. There is a risk that that this could be exacerbated as the economy bounces back post-pandemic.
- Economic growth in the region must not hamper our efforts to tackle the climate emergency and meet our local commitment to become a net-zero carbon economy by 2038.
- Our transport network is under increasing pressure but constrained by trying to balance the needs of local, regional, and national connectivity. We need significant investment in transport to connect communities, making it easier to get to work, do business and connect with each other sustainably.
- Further devolution of both investment and decision making is required to align policy more closely to West Yorkshire's needs.

A number of priorities have been identified that underpin our vision and address the challenges facing West Yorkshire:

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

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

Tackling the climate emergency - Growing our economy while cutting emissions and caring for our environment.

Delivering 21st-century transport - Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.

Securing money and powers - Empowering the region by negotiating a devolution deal and successfully bidding for substantial additional funds.

The importance of the Integrated Rail Plan and its impact on our region and districts

The Integrated Rail Plan (IRP) sets out a 30-year vision and a £96 billion strategy and states that railways planned properly *‘can transform the prospects of the places they serve, helping businesses to grow, generating new jobs and opportunities, and improving the lives of people who live and work there. An investment in rail is an investment in more prosperous communities.’*²

It goes on to say that the IRP is a package that *‘will overall and modernise rail connections across regions and help honour this Government’s most important pledge - to level up our country’*³.

Whilst we agree with the sentiment expressed above in the IRP and welcome further commitment to a mass transit system for West Yorkshire and the Trans-Pennine route upgrade (TRU), which has been promised since 2011. We feel the rest of the plan falls way short of what is needed to deliver a 21st century rail system for our region. It does not create the capacity needed to expand our rail network particularly around Leeds or deliver the transformational connectivity that Bradford requires to support its growing population.

Capacity:

The IRP does not deliver either Northern Powerhouse Rail (NPR) or HS2 East in full for the region and is completely lacking in ambition. New lines including NPR with a stop in central Bradford and a high-speed line between Leeds and Sheffield to East Midlands and beyond are required to improve both speed and capacity between our cities and to relieve pressure on our existing lines, which would allow more local, inter-urban and freight services to operate.

Instead, we are offered a series of upgrades to the existing Victorian infrastructure, which will cause significant disruption for decades, not deliver the capacity required or the journey times promised and at the expense of local services. We are not confident that IRP will deliver the claimed journey time benefits without a detrimental impact on development of our local services. We believe in evidenced based policy making but without the technical evidence that underpins the IRP being made

² Page 10 – <https://www.gov.uk/government/publications/integrated-rail-plan-for-the-north-and-the-midlands>

³ Ditto

available to us, we are unable to assess the full impact on our regional network. For example, we are aware that alternative options for HS2 East have been looked at by consultant Mott MacDonald on behalf of the Department for Transport (DfT) but this report has not been released.

Leeds station and approaches is a known bottleneck on the rail network, impacting reliability across the North. There is no concrete commitment to resolve the capacity issue at Leeds as part of the published IRP. Instead, the IRP seeks to resolve the rail capacity problem with a mass transit solution. We are adamant that while mass transit is important for this region, it is not the right solution to resolve the rail capacity issues. Details will be explained in the later part of this submission.

Levelling-up:

There is already an imbalance in transport spending, and this is clear in the Government's own data. Spending per head across Yorkshire & Humberside is £1,434 per annum less than that spent in London, £803 less than the North-West and £131 less than the West Midlands⁴. The IRP does not reverse decades of underinvestment in our region.

By not providing the infrastructure required for West Yorkshire, it places the region at a competitive disadvantage in terms of connectivity and does nothing towards the pledge to 'level up the country'.

West Yorkshire is a diverse polycentric region made up of major cities and towns and each have distinctive economic roles and priorities. Some are better connected by rail to other large economic centres than others. The IRP could have provided better services to those towns and cities poorly connected, as part of the aim of levelling up the economy. But it appears to have ignored the powerful evidence collated by Transport for the North, as part of the Northern Powerhouse Independent Economic Review and other economic modelling undertaken to support the strategic case for the preferred NPR network. A similar body of work exists to support the full HS2 East network and the benefits it would bring to the Eastern regions of England⁵

Decarbonisation:

Both the Combined Authority and the five West Yorkshire councils have all committed to reach net zero carbon emissions by 2038, well before the Government's target date of 2050.

Over the past decade there has been a downward trend in carbon emissions across the region as the result of reductions from industry, commercial and domestic sectors of the economy. Transport is now the largest sector by emissions, accounting for 39% of the total and above the national average. Across West Yorkshire, road transport is the main contributor to this.

⁴ <https://www.gov.uk/government/statistics/country-and-regional-analysis-2020/country-and-regional-analysis-november-2020>

⁵ <https://hs2east.co.uk/publications/>

The IRP could have played a key role to help us to achieve our objective of net zero by making rail a more attractive alternative to the private car and through electrification of the rail network.

At the moment, only 26% of passenger routes across our region are electrified compared to 42% nationally. Also, to achieve the region's ambition, this requires doubling the amount of rail freight and passenger km compared to today. Whilst we welcome commitment to electrification of the trans-Pennine routes and between Leeds and Bradford, it still leaves a large number of gaps on our network preventing the city region from benefiting from an electrified rail network. The IRP does not make any reference to a future programme of electrification. We believe that an initial electrification program must include the entire Calder Valley route, Harrogate Line and the five towns area of Wakefield. All these were identified as tier one candidates in the 'Northern Sparks' report which prioritised rail lines across the North for electrification.⁶

The IRP makes it harder to decarbonise our transport network, as the rail network will still not provide an attractive, sustainable alternative for passengers and freight that use our congested highway network. For example, sections of the M62 and M1 carry 161,700 and 122,500 vehicles a day⁷ respectively with heavy and light goods vehicles accounting for 29% of the traffic.

Economic recovery:

Transport and Infrastructure improvements could have played a key role in economic recovery. However, the IRP falls short of providing the infrastructure required for this region.

Providing a rail network that has capacity to grow is crucial to support economic recovery. Prior to the pandemic, the region was experiencing a significant increase in rail patronage. For example, passenger numbers at Leeds station have more than trebled between 1997 and 2017 with an average of one million extra trips added every year⁸.

Passenger numbers at the station have recovered quickly since COVID restrictions have been relaxed with weekdays at around 70%⁹ of pre-pandemic levels (nationally 66%) and exceeding pre-pandemic footfall on a weekend by as much as 49% in October 2021.

The figure below highlights potential future demand at Leeds. Whilst this is based on pre-pandemic travel demand, it does indicate the potential scale of future growth that could be experienced by the regions rail network. Without providing the additional rail capacity for growth, it will limit the economic potential of West Yorkshire for many decades ahead.

⁶ https://transportforthenorth.com/wp-content/uploads/EFT_Report_FINAL_web.pdf

⁷ <https://roadtraffic.dft.gov.uk/#6/55.254/-6.053/basemap-regions-countpoints> - 2019 average from sites 56006,16007,16008,73211,26055,36055

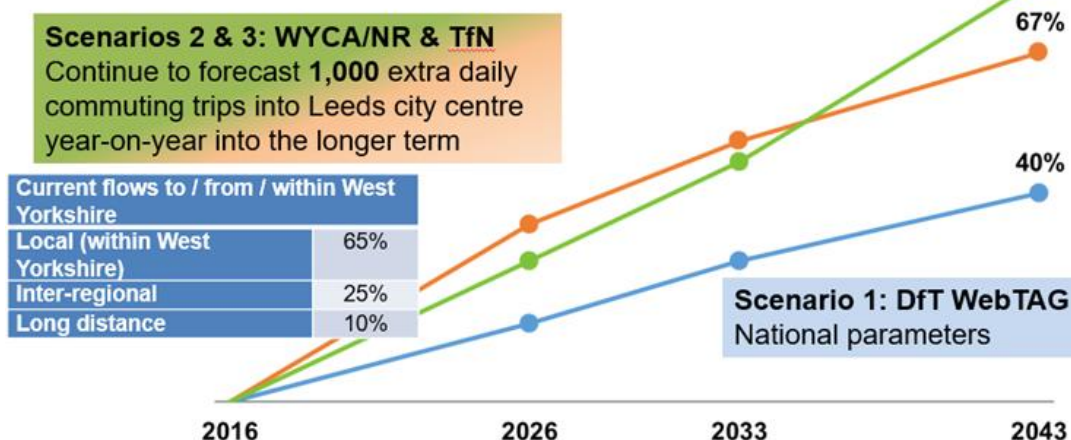
⁸ <https://dataportal.orr.gov.uk/statistics/usage/estimates-of-station-usage>

⁹ <https://www.westyorks-ca.gov.uk/media/7741/lcr-economic-and-transport-insights-20211220.pdf>

The importance of rail: future growth

Current peak hour growth forecasts for Leeds

Network Rail Continuous Modular Strategic Planning (CMSP)



In building a renewed vision for growth in Leeds, WYCA has considered a potential **hybrid scenario** capturing both regional ambition in the short to medium term and pan-Northern ambition in the longer term.



Figure 1 - Forecast rail growth in Leeds (pre-pandemic)

The table below provides a summary of what is required for our region which is supported by the technical works and business case works complete by HS2 Ltd, TfN and Network Rail in the last 10 years compared to what the IRP delivers.

Corridor	What is required for the region	What IRP delivers (W Yorks)*
HS2 East (Leeds to East Midlands, Birmingham & London)	New HS2 station at Leeds New HS2 link Leeds to East Midlands (Toton) and on to Birmingham	A study to look how best to get HS2 services to Leeds and Leeds station capacity. New line to E Midlands, upgraded Midland Main Line to Sheffield
NPR: Leeds – Manchester	New line via central Bradford (including a potential combined station with Calder Valley services)	NPR / TRU Hybrid via Huddersfield rather than Bradford which includes a new line Manchester to Marsden. Electrification: Leeds – Bradford + potential 6-minute journey time improvement
NPR: Leeds – Sheffield	NPR services from Leeds HS2 station. NPR services via HS2 and upgraded/electrified Dearne Valley line to Sheffield.	A Study looking at potential to take HS2 services on to Leeds from the East Midlands instead of NPR.
NPR: Leeds – Newcastle	Increased capacity from Neville Hill depot to Garforth and new link to HS2 towards York. Leamside line reopened for freight	TRU to deliver electrification East of Leeds, not clear what infrastructure / capacity provided to York. No improvements north of York
NPR: Leeds – Hull	Electrification and journey time improvements.	Nothing - no longer considered part of core NPR network

TRU: Manchester – York	Electrification, capacity and line speed improvements	Delivered in full as part of an NPR / TRU hybrid
Station	Preferred option	What IRP delivers
HS2 Leeds	New HS2 station in Leeds which includes NPR Leeds – Sheffield services to relieve platform capacity on the existing station	A study looking at Leeds station capacity and potential for Mass Transit to deliver heavy rail services. Land remains safeguarded for a new station despite no commitment on delivery,
NPR Bradford	Station options included St James market as a replacement for Bradford Interchange to support regeneration and better integration with Calder Valley services.	Electrification of line between Bradford Interchange and Leeds. Explicit that services operate to Bradford Interchange

Table 1 - IRP and West Yorkshire impacts (* Subject to business case)

As you can see, apart from the commitment on TRU and the electrification of the railway between Leeds-Bradford, what we receive from IRP is a package of studies which do not offer any commitment in the delivery of infrastructure investment and will add years of uncertainty which hinders economic recovery.

Indeed, some of the proposed areas of study have already been subject to previous evaluation(s) over the last decade and at the moment it is not clear what economic outcomes the IRP proposals will deliver.

IRP impacts by local district

Bradford:

Bradford is the UK's 7th largest and youngest city with 25% of its population aged under eighteen. It is home to 540,000 people, 17,000 businesses and a £10.5 billion economy. It is the UK's worst connected city by rail¹⁰ with no direct connections to other major centres such as Liverpool, Newcastle, Sheffield and the Midlands. The current direct services to Leeds, Manchester, Preston and York are slow and unreliable.

As a major city, Bradford, is effectively on a branch line. It badly needs improved rail services but is constantly let down with promises of service improvements that never materialise. For example, in 2015 Bradford was promised new direct services to Liverpool, Manchester Airport, Sheffield and Nottingham as part a new Northern franchise¹¹ which would begin in 2019. These have never been delivered and there are no timescales for their potential introduction.

NPR via central Bradford would have revolutionised rail travel for the city, providing direct and frequent services to Liverpool, Birmingham, and Newcastle with journey times at least halved to Leeds, Manchester, York and Hull.

¹⁰ <https://thebestcommunications.com/uncategorized/integrated-rail-plan-study-of-thousands-of-train-journeys-shows-six-worst-connected-cities-are-in-the-north-and-midlands/>

¹¹ <https://www.gov.uk/government/news/massive-boost-to-rail-services-brings-northern-powerhouse-to-life>

This is a massive lost opportunity and completely counter to the Governments ambitions around decarbonisation and levelling up. Of all the NPR options that were considered, the one via central Bradford creates the greatest number of new jobs, generates the most rail trips, has the highest GVA impacts and results in the biggest reduction in car travel. This information is contained in the unpublished Strategic Outline Case for NPR developed by TfN which should be reviewed by the Transport Select Committee.

It also unlocks urban regeneration and transforms connectivity for both deprived and black, Asian, and minority ethnic communities located near the proposed NPR station, who would benefit for better access to job opportunities in Manchester, Leeds, York and beyond.

The case for Bradford is also clearly made in several studies. Work undertaken by consultant Arup's found that a Bradford NPR station could boost the economy by £30bn, create 27,000 new jobs and generate a 10% uplift in land values over a decade by bringing 6.7m people and £137bn of annual economic output within a 35-minute journey of central Bradford¹².

Mott MacDonald consultancy in a recent report¹³ cited that NPR via Bradford could deliver a £22bn boost to the Northern economy. It also states that traditional Treasury analysis fails to recognise the true economic potential when simultaneous action across skills planning utility provision education tourism leisure and industrial policy is considered.

The IRP does commit to electrifying the Calder Valley line between Leeds and Bradford and reducing journey times down to 12 minutes subject to a satisfactory business case. This is welcomed, although given most services do not terminate at Bradford Interchange but continue to Halifax, Manchester and East Lancashire, it would seem sensible to commit to full electrification of the Calder Valley line. The IRP, however, fails to make this commitment.

Bradford needs a complete comprehensive set of proposals to address the longstanding weaknesses in its rail offer. Making a step change in the rail connectivity of Bradford requires more than the proposal to electrify the existing line to Leeds. We urgently need Government to give clarity to people in Bradford about how they will better connect to the North and the rest of the country.

Calderdale:

The district which includes Halifax, Brighouse and the upper Calder valley towns of Todmorden, Sowerby Bridge and Hebden Bridge is barely referenced in the IRP. An NPR option via central Bradford could have provided a joint NPR/Calder Valley station with the ability for Calder valley services to use the NPR route into Leeds, Manchester and beyond considerably reducing journey times.

¹² <https://www.bradford.gov.uk/regeneration/northern-powerhouse-rail/northern-powerhouse-rail-plans-for-bradford-city-centre/>

¹³ https://www.northernpowerhousepartnership.co.uk/wp-content/uploads/2021/10/FINAL-3541_WhitePaper_MW_NorthernPowerhouseRail.pdf

The IRP proposal states that improvements between Leeds and Bradford could provide journey time savings of five minutes between Halifax, upper Calder valley and Leeds. As discussed earlier, the IRP does not commit to the electrification of the Calder Valley route beyond Leeds – Bradford, which is a missed opportunity in terms of decarbonisation and connectivity. Electrification of the Calder Valley line remains a key priority for both Calderdale and the Combined Authority and this corridor is identified as a “tier-one” priority for electrification as part of the Northern Sparks report, led by Andrew Jones MP and published in 2015¹⁴.

Kirklees:

The district which covers Huddersfield, Dewsbury, Batley, Cleckheaton and Heckmondwike benefits from greater certainty with regards to the TRU programme. The commitment to full electrification between Manchester and York is very welcomed and, with appropriate support, presents major opportunities for investment and housing growth, particularly adjacent to Huddersfield and Dewsbury station.

The IRP, however, does not provide any clear commitment on freight clearances and station improvements along the route, which are crucial to support modal shift and accessibility to the network.

While the commitment on TRU is welcomed, rail improvements on existing railway lines could be very disruptive for residents, passengers and freight operators during construction. By merging the NPR and TRU programmes together, this disruption will now extend westwards from Huddersfield to Marsden. It also means that this strategic rail line between Manchester and York could be subject to disruption for a 20-year period between 2025 and 2045, as it is upgraded for TRU and then NPR. This would have been mitigated to some extent if the preferred NPR new line option via Bradford was taken forward.

We need to understand the costs, scale and extent of this disruption and the mitigation proposed to minimise impact on communities and businesses to prevent further pressure on the already congested M62 and the already fragile economy.

Previous large scale rail improvements such as the West Coast Main Line upgrade caused significant disruption, particularly for weekend travellers¹⁵ for over a decade. The local economy must be protected during TRU construction.

The IRP commits to eight fast services an hour between Leeds and Manchester with a 33-minute journey time. We are not confident this can be provided without an impact on local services, we are looking forward to seeing the evidence and timetable specification which underpins the IRP to assess this. The fast regional services should not be implemented at the expense of providing local rail services in the Kirklees area. This was one of the key reasons behind the need for a new line, to provide the capacity so that local and inter-regional growth in rail traffic could both be accommodated.

¹⁴ https://transportforthenorth.com/wp-content/uploads/EFT_Report_FINAL_web.pdf

¹⁵ <http://news.bbc.co.uk/1/hi/england/7167073.stm>

Leeds:

Leeds is particularly hard hit by the published IRP with the whole central city growth strategy based around HS2 coming and the creation of a new T shaped station.

- Firstly, the IRP does not address the well documented capacity issues at Leeds station or the network around Leeds that impacts local, regional, and national rail services. The western approach to Leeds is particularly constrained and that is the reason why the T-shaped station is the most deliverable option to deliver additional capacity for the region.
- Secondly, Leeds is no longer connected to the HS2 network as part of the IRP. Instead, the IRP commits to further study looking at *'how to take HS2 services to Leeds and the most optimal solution for Leeds station capacity – particularly in light of post COVID-19 demand'*.
- Thirdly, Leeds has large amounts of land safeguarded for HS2, until the issue of how to get services to the city is resolved, it will mean no development can take place which is very damaging to the city's economic recovery in the post-pandemic world.

What is needed is agreement and commitment to progress developed proposals to increase track and pedestrian capacity at Leeds and approaches as soon as possible to provide long term resilience for the city. The Government has recently funded £161m investment towards increasing capacity at Leeds station (separately from the IRP), while this investment enables some of the 2016 franchise commitments to be delivered (late). It is not a long-term plan and whilst welcome, falls short of what is needed to support future growth in passengers, freight and services to enable a thriving West Yorkshire economy.

Network Rail has already completed extensive technical and business case work on the required improvements at and around Leeds. We urge the Government to make a firm commitment to deliver based on the available technical works and evidence.

The study looking at how best to get HS2 services to the city must be a joint piece of work involving the Combined Authority and local partners. It must have agreed objectives and outputs covering performance, connectivity, capacity and modal shift and be developed at speed. At present the £100m decision sits with the Secretary of State, with no ability for the mayoral authorities in the North and Midlands to influence the outcome despite devolution.

Wakefield:

Further investment promised in the IRP on the East Coast Main Line will benefit Wakefield as it will provide a faster service to London. We are looking forward to seeing a clear roadmap of investment so that the improvements can be delivered at pace with clear commitment. The ECML upgrade has been on the table for investment for over two decades and whilst there has been some good delivery of infrastructure improvements in recent years, it is thus far not what one would call a full route upgrade.

HS2 East would have released capacity on the ECML to provide increased local services and freight. The IRP says it will deliver faster services along the ECML with longer trains but does not commit to increase capacity to operate more services.

In addition, and again in the spirit of seeking to help level up, the district needs better local connectivity by rail for the former coal mining 'five towns' surrounding Wakefield, which is not addressed in the IRP.

Wakefield is considering bidding to be the location for the headquarters of Great British Railways which will help the Government to deliver its agenda of levelling-up.

PART TWO: EVIDENCE TO THE SPECIFIC QUESTIONS

The contribution that the IRP will make to rail capacity and connectivity for (a) passengers and (b) freight in (i) the Midlands and the North and (ii) the UK

Whilst the IRP delivers some capacity and connectivity improvements, the proposals fall well short of the benefits in terms that both the preferred option for NPR and HS2 East would have brought. We are unable to make a proper assessment of the IRP proposals as the technical work underpinning the plans have not been shared but we are concerned that many of the proposals may not be operationally achievable.

From a West Yorkshire perspective, the IRP provides little capacity uplift or provision to cater for future growth in either passenger or freight traffic. Our existing network suffers from poor performance and train operators have been unable to fulfil their franchise obligations for new services due to capacity constraints. Upgrading our existing Victorian rail infrastructure will also be extremely disruptive.

The best way to increase capacity and futureproof the network is to build new lines, yet the only new rail alignment in this region is a new link between Manchester and Marsden. At this point it will join an upgraded Trans-Pennine line, which must cater for local stopping services, fast passenger services and freight. Communities, passengers and freight operators using this corridor will suffer significant disruption, impacting already fragile economies and businesses. Furthermore, there is a significant risk that this route will be at capacity as soon as it is upgraded.

While Leeds and its approaches are a well-known bottleneck of the rail network (pre-pandemic was responsible for a third of all delays in the North) -, the IRP does not provide any concrete commitment / proposals for improving capacity in and around Leeds beyond a further study which will look at this and how to bring HS2 services into Leeds.

This introduces further delay in delivering the much-needed capacity. Network Rail has already completed extensive technical and business case works to improve capacity at and around Leeds, what we need is commitment, not a further study. Also, a further study will introduce further delay in delivering improved connectivity between Leeds and Sheffield, Birmingham, and the East Midlands.

The IRP cites that a future West Yorkshire Mass Transit system could potentially relieve capacity issues at Leeds station and provides Manchester Metrolink as an

example of how this could be achieved. Whilst not wanting to pre-empt the outcome of any further study, the rail network in and around Leeds is very different to that in Manchester. Routes in our region carry a mixture of local, inter-regional, inter-city and freight services and are not self-contained, unlike Manchester. All our rail corridors are already well utilised and therefore it would be very disruptive and not suitable for conversion to Mass Transit, which offers less capacity than heavy rail services.

The IRP does not deliver the benefits to the connectivity and capacity from West Yorkshire to the North-East. In the IRP, the NPR core network ends at York and only two paths provided for fast services from Leeds and across the Pennines. Under the preferred NPR option, four NPR services an hour would have connected West Yorkshire to the North East in addition to cross-country services. This is a huge, missed opportunity to improve connectivity across the North from Merseyside, Greater Manchester, West Yorkshire across to the North East and beyond.

Connectivity to Hull is hardly referenced in the IRP apart from being a '*future possibility*'. Connectivity between Leeds and Hull is previously identified as part of the core NPR network and one of the first phases identified to be delivered in the preferred NPR option supported by strong economic evidence. The opportunity to improve the connectivity to Hull and form an electrified rail network between Liverpool to Hull via Manchester and Leeds is lost in the IRP proposals.

Improved connectivity to London from Leeds in the IRP is provided by an upgraded ECML rather than HS2. This does not provide the same journey time benefits or seated capacity that HS2 provided e.g., it takes 32 minutes longer and provides 2,000 fewer seats per hour.

It's a similar picture between Leeds and Birmingham with journeys taking 49 minutes longer under the IRP proposals (the published IRP provides two contradictory journey time assessments of 67 minutes and 84 minutes) and 750 fewer seats per hour in each direction.

With regards to freight, we welcome the IRP ensuring the TRU link will improve freight clearances, but this needs to be explicit and ensure that it provides (W12) gauge clearance for container traffic. This improvement needs to be extended to Hull via Wakefield and be electrified to create a meaningful rail freight corridor between the major ports of Liverpool and Hull. If the Government is serious about decarbonisation of the transport network and improving air quality for citizens, then transferring HGVs from the M62 onto the rail network would be a good start.

Whether and how the IRP will “level up” communities in the Midlands and the North.

The IRP under current proposals will do little in terms of levelling up communities across West Yorkshire and the Northeast. We have set out in clear terms what levelling up is required for West Yorkshire in a letter to the treasury, as many parts of our region have not benefitted equally from economic growth. Longstanding

inequalities including poor health, transport and fuel poverty, housing affordability, and poor social mobility are impacting many of our deprived communities.

More than one in five people in West Yorkshire live in areas within the 10% most deprived in England, according to the Index of Multiple Deprivation (IMD). This is equivalent to more than half a million people. The deprivation profile of our region has remained relatively unchanged between 2004 and 2019, reflecting the existence of pockets of persistent deprivation. The most disadvantaged areas are clustered around town and city centres and their periphery.

Another key issue of concern is that residents from an ethnic minority group are roughly twice as likely as the population as a whole to live in areas of the most acute deprivation in our region, meaning that around a third of residents in the most deprived neighbourhoods are from an ethnic minority group.

Both our economic recovery plan¹⁶ and our inclusive growth framework¹⁷ define the actions needed on skills, training and infrastructure to ensure all groups can contribute towards and benefit from economic growth. Boosting productivity is the long-term route to improved living standards, as set out in the IRP, '*an investment in rail is an investment in more prosperous communities*'

There is a real risk that IRP will not only exacerbate the North-South divide but will also create an East-West one, as most of the investment in new rail infrastructure is in the North-West and Midlands as explained in the earlier part of this submission. Again, the IRP does not include any analysis of the wider economic benefits of the proposed interventions. Therefore, it is not possible to identify whether or how these will help levelling up in the North and the Midlands. As IRP provides limited rail capacity (in terms of new lines) for our region to grow, it will certainly impact on our ability to level-up with the rest of the country.

The lack of levelling up: Bradford

The biggest lost opportunity with regards to levelling up comes as a result of removing Bradford from the NPR network and ignoring the evidence that sits behind TfN's preferred NPR network and endorsed by Northern leaders.

This is completely counter to the Governments ambitions around decarbonisation and levelling up. Of all the NPR options between Leeds and Manchester, the one via central Bradford creates the greatest number of new jobs, generates the most rail trips, has the highest GVA impacts and results in the biggest reduction in car travel.

It also unlocks urban regeneration and transforms connectivity for both deprived and black, Asian, and minority ethnic communities located near a proposed NPR station. who would benefit from better access to job opportunities in Manchester, Leeds, York and beyond.

¹⁶ <https://www.westyorks-ca.gov.uk/media/4240/draft-west-yorkshire-economic-recovery-plan.pdf>

¹⁷ <https://westyorkshire.moderngov.co.uk/documents/s18435/Item%209%20-%20Inclusive%20Growth%20Framework.pdf>

The case for Bradford is clearly made in the unpublished TfN strategic outline case for NPR and several independent studies. Mott MacDonald consultancy in a recent report¹⁸ cited that NPR via Bradford could deliver a £22bn boost to the Northern economy and that traditional Treasury analysis fails to recognise the true economic potential when simultaneous action across skills planning utility provision education tourism leisure and industrial policy is considered. Economic analysis undertaken on behalf of the City of Bradford Metropolitan District Council forecast that NPR could boost the local economy by £30.bn and deliver 27,000 additional jobs¹⁹.

Bradford needs a complete comprehensive set of proposals to address the longstanding weaknesses in its rail infrastructure. Making a step change in the rail connectivity of Bradford requires more than the proposal to electrify the existing line to Leeds. We urgently need Government to give clarity to people in Bradford about how they will better connect the city to the rest of the North, to supports its economy and generate opportunities for its young and growing population.

The lack of levelling up: Leeds and Eastern regions

The IRP commits £100m funding which includes looking at how best to get HS2 services to Leeds from the East Midlands. More studies mean more delay. The fact is that there are already significant amounts of land immediately to the South of Leeds city centre and along the potential HS2 corridor through the districts of Leeds and Wakefield safeguarded against development. This means that these areas are blighted, and investment cannot take place, which further hinder the economic recovery and the levelling-up agenda. This ongoing uncertainty impacts investor and business confidence in Leeds and West Yorkshire, considering HS2 has already been in development for a decade and the land safeguarded since 2017.

The Leeds city strategy is shaped around a new HS2 station and the potential for redevelopment of the Southbank area of Leeds City Centre, one of the biggest regeneration projects in Europe. The continuing delay in delivering the connectivity promised by HS2 costs the Leeds City region economy £1.7 billion a year. The Leeds City Region HS2 Growth strategy, published in 2018, identified that HS2 connectivity would generate 50,000 new jobs, 8,000 new homes and generate £54bn of GVA for the local economy.²⁰

Work undertaken on behalf of HS2 East Partnership illustrates why the Eastern leg of HS2 connecting Leeds to the Midlands could underpin the national levelling up strategy by:

- Generating 150,000 jobs through delivery of local HS2 growth strategies.
- Increasing frequency and reducing journey times between key economic centres in the North and Midlands, benefiting 13 million people, supporting 6 million jobs which equates to 20% of the UK GVA.

¹⁸ https://www.northernpowerhousepartnership.co.uk/wp-content/uploads/2021/10/FINAL-3541_WhitePaper_MW_NorthernPowerhouseRail.pdf

¹⁹ <https://www.bradford.gov.uk/regeneration/northern-powerhouse-rail/northern-powerhouse-rail-plans-for-bradford-city-centre>

²⁰ <https://www.westyorks-ca.gov.uk/media/2804/hs2-growth-strategy-20122017.pdf>

- Supporting the development of supply chains and advanced industrial clusters.
- Creating new and better jobs in areas with high levels of deprivation.

Work for the HS2 East partnership²¹ also highlights the disparity in outcomes and life chances of communities that living along the Eastern Leg of HS2 and that of the Western Leg of HS2, which suggests that HS2 should be committed in full.

- Transport investment in the East is 25% below that in North-West and West Midlands and 34% below national average
- HS2 East has 42% of England’s social deprivation hotspots despite having 23% of the population, twice as many as HS2 West.
- A higher proportion of financially stretched households (as indicated in figure 1) are located on the Eastern leg of HS2

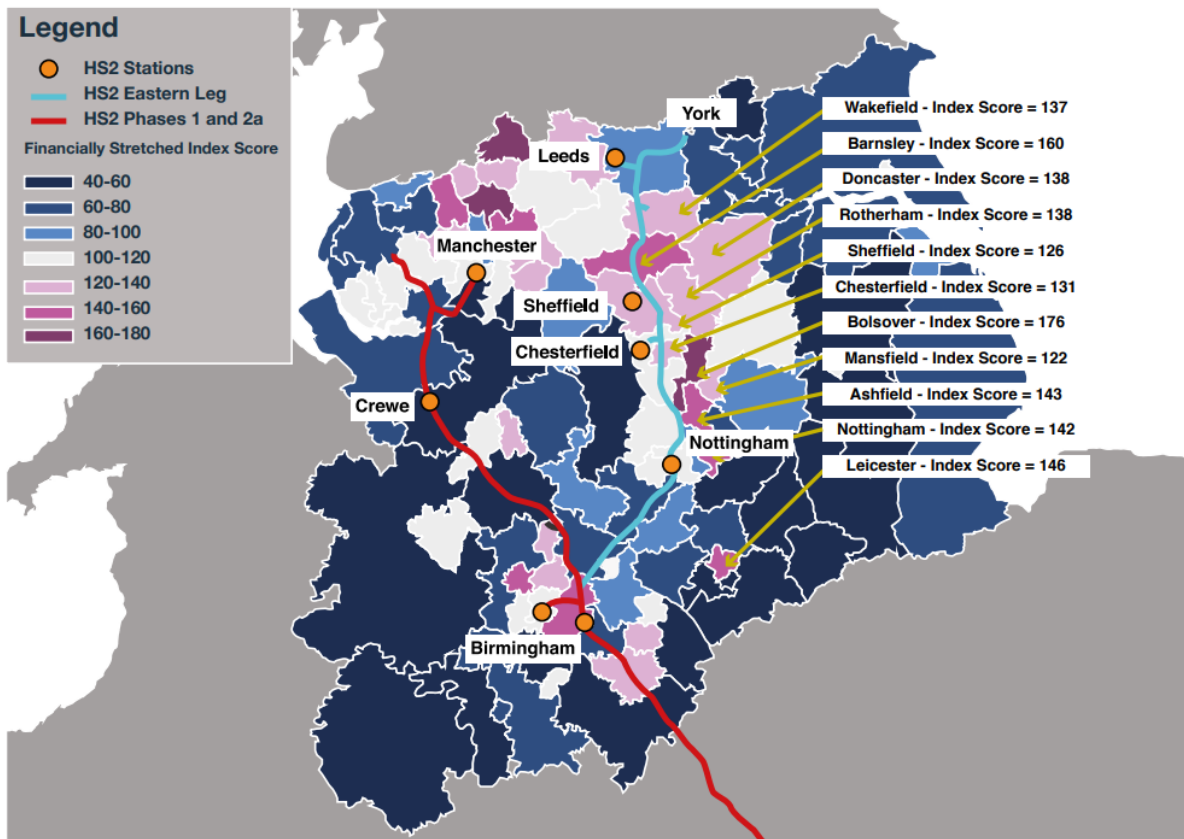


Figure 2 - Financially stretched households along HS2 legs

The lack of levelling-up: Leeds – Sheffield

Another weakness of the IRP is the complete lack of ambition with regards to improving connectivity between Leeds and Sheffield, the two largest cities in Yorkshire. The report acknowledges that despite being 39 miles apart by rail, the faster journey time is 40 minutes, and this is achieved by only one service an hour with the rest considerably slower.

²¹ <https://hs2east.co.uk/wp-content/uploads/2021/10/hs2-east-campaign-report-mind-the-gap-2021-digital.pdf>

The two city region economies support two million jobs, 175,000 businesses and have a combined GVA of £96bn. Their combined strengths lie in advanced manufacturing and the knowledge intensive sectors of the economy. Both of which benefit from access to a wider labour market and skilled workforce. Despite the size and importance of the respective city region economies, there has been little in the way of rail infrastructure investment, and they remain poorly connected.

Despite the importance of improving connectivity between the two city regions, the IRP makes no commitment to improve the connectivity between Leeds and Sheffield apart from saying that *'Connections will be further considered within the work on how best to take HS2 services to Leeds'*. There is no guarantee that there will be any improvement between the two city regions. NPR would have provided four trains an hour with a journey time under 25 minutes between the two cities.

A transformational improvement and an enhanced rail offer could result in significant modal shift. Currently, 90% of the journeys between Leeds and Sheffield are made by car. Reducing some of the vehicle movements on the M1, which on each section carries more than 100,000 vehicles a day will help to reduce congestion, improve air quality, and help deliver against decarbonisation targets.

The lack of levelling-up: West Yorkshire

Government has made clear the need to rebalance transport investment towards areas of lower productivity and connectivity. Therefore, delivering new infrastructure is a critical factor for the economy to function and grow.

As highlighted, strengthening connectivity for example between city regions such as Leeds and Sheffield or cities like Bradford and Manchester enables their economic centres to function more like a single economy. This occurs by creating greater agglomeration between businesses, better knowledge transfer between industry and academic institutions, and stronger and wider labour markets. This will improve productivity and enable West Yorkshire to compete globally with the most productive and prosperous places across the world.

Better rail services are critical for improving access to labour markets, to enable businesses to draw on a wider catchment of apprentices, graduates and skilled workers and create more opportunities to access jobs.

The current IRP only offers West Yorkshire upgrades to Victorian rail infrastructure which will be disruptive, studies for potential improvements which might not happen or would only happen 'sometime in the future' or no improvements at all for some of largest economic centres and travel flows. The IRP proposed investment is focussed on the Midlands and North West and therefore does not align with the Government's agenda of levelling up.

How the IRP will affect rail infrastructure and services outside the Midlands and the North.

We are not able to comment on infrastructure beyond the Midlands and the North beyond that of the implications for the ECML.

While the proposed investment on ECML is welcomed, we will need to see a clear roadmap of investment so that the improvements can be delivered at pace with clear commitment. The ECML upgrade has been on the table for investment for over two decades and whilst there has been some recent progress with delivery, it does not constitute a full route upgrade, so the main impacts on rail infrastructure and services have yet to be seen.

Without HS2 East, it is not possible to operate HS2 services on the ECML to York, Darlington and Newcastle. In the absence of HS2, further improvements to the north of York on the ECML will be needed to improve connectivity on the eastern side of the country. The IRP, however, is silent about infrastructure improvement beyond York on ECML.

The IRP indicates that there will be journey time reductions (a reduction of 20-25 mins between Leeds, Wakefield and London) as a result of higher track speeds and digital signalling. We remain sceptical in how achievable this is, until we see the technical works which underpins the proposal. We are aware that a study commissioned by the Department for Transport and completed by Mott McDonald has looked at this. We urge the government to share and publish the study as soon as possible.

In 2016 a report commissioned by DfT, produced by consultant Atkins did look at strategic alternatives to HS2 phase 2b²². It looked at a number of criteria including capacity, reliability, punctuality, disruption and environmental impact. The report concludes that '*no conventional alternative can be found to serve Leeds that was not unnecessarily expensive or disruptive, or that could deliver benefits in terms of speed*'. It also concluded that a new high-speed line offers the most appropriate solution for Leeds.

The IRP states that plans are proposed to deliver seven or eight train paths an hour (as opposed to six today) North of York. This was originally proposed in the failed May 2022 ECML timetable i.e. not transformational improvement.

Without HS2 East or further ECML improvements, connectivity to Scotland relies on the western rail corridor which undermine the resilience of the rail network and aggregate the issues of regional imbalance.

The preferred NPR network with full implementation of HS2 alongside TRU and improvements to the ECML would have delivered an integrated, transformational solution for the North. Instead, IRP offers a solution relying on the upgrade of the

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/568309/strategic-alternatives-to-hs2-phase-2b-atkins-report.pdf

existing ECML. This means the cities along the ECML will be subject to years of disruption with very little benefits – a lot of pain but very little gain.

HS2 East would have allowed services on the ECML to be recast, offering the opportunity to provide more local connectivity and paths for freight services, this opportunity is now lost.

The challenges to central Government, Great British Railways, regional and local authorities, transport bodies and other stakeholders in delivering the IRP.

The frequent start and stop nature of commitments to major rail infrastructure (including the published IRP) reduces businesses' and investors' trust in major rail projects. This further undermines confidence in the supply chain and discourages investment in innovation, people, and skills. The lack of business confidence and skill shortage will be the key challenge for the rail industry and Government bodies who seek to deliver any major rail improvements.

For example, in 2011 it was announced that the Midland Main Line (MML) would be electrified, this was then paused in 2015, then the decision reversed the same year but with a three-year extension to complete (e.g 2023). In 2017, it was descoped with electrification north of Kettering to Derby, Nottingham, and Sheffield cancelled. The IRP now indicates it will be electrified by the mid 2030's.

TRU has suffered a similar fate; it was first announced in 2011 and has been paused on a number of occasions. Although work has finally been started, the progress has been slow. It will be 2030s before the Leeds-Huddersfield improvement could be completed and improvement between Leeds-Manchester will not be completed until 2040s, according to the IRP.

What is needed is the proposed Great British Railways body to be provided with a long-term funding settlement to deliver programmes, but not to decide what the desired objectives and outcomes ought to be. We need a stronger role for local leaders alongside Ministers, to ensure railway improvements address local and national economic and social needs.

The proposed studies into the most effective way to run HS2 trains into Leeds, optimal solutions for Leeds station capacity and Leeds – Bradford electrification will provide a useful litmus test on how various authorities can work together to provide the best outcome.

How the rail schemes in the IRP will integrate and interact with HS2.

Until we resolve how HS2 trains get to Leeds, then there is uncertainty from a West Yorkshire perspective on how it will interact with other IRP proposals.

We have always been clear that a new station in Leeds is required to deliver the capacity needed to support future growth across the Leeds City Region economy. The T-shaped station proposed under HS2 was not only vital in providing platform

capacity for the HS2 services but additional platform capacity for regional services such as NPR services between Leeds and Sheffield. These services cannot be accommodated within the existing station footprint.

The Combined Authority alongside Leeds City Council is part of the HS2 East partnership which brings together authorities along the proposed route. In conjunction with partners, we have an agreed set of 'asks' with regards to HS2 East which are set out in appendix 2.

The forthcoming study into HS2 extending to Leeds will no doubt consider other options around Leeds station other than providing a new station and providing access from the South. The existing Leeds station is already constrained, squeezing any additional high-speed services to the current Leeds footprint will potentially affect local and regional services as demonstrated by the works completed by TfN. Land on the existing approaches to Leeds is tightly constrained and it would not only be difficult but very expensive to increase the footprint or provide new infrastructure to cater for additional services.

The question for us is not just how we get HS2 to Leeds but how does West Yorkshire get the connectivity it needs to London, the Midlands, Greater Manchester, Sheffield etc with the capacity to develop local passenger and freight services.

In the preferred network proposed by TfN, NPR and HS2 were fully integrated. In the IRP proposals, they are not integrated at all with Leeds (one of the major cities) cut off from the HS2 network, connectivity to Hull and North East are not considered and there is no concrete proposal to improve Leeds and Sheffield as part of the HS2 proposal in the IRP.

How the rail improvement schemes in the IRP were selected, and whether those selections represent equity between and within regions.

It is not at all clear to us how schemes in the IRP were determined, but cost seems to be the main driving factor, rather than strategic outcomes related to wider policy objectives concerning decarbonisation and levelling up.

For instance, the North had a preferred phased evidence-based option²³ for the NPR network, agreed with regional leaders and provided to the Government. This network was forecast to deliver 100,000 extra jobs, 20,000 businesses and an annual GVA uplift of £14.bn by 2060.

The preferred NPR option would have brought 2.9m more people and an additional 77,000 businesses within 90 minutes of Leeds. It would also unlock the regeneration of the Southern Gateway in Bradford, a 100-hectare regeneration site adjacent to the city centre with the potential to bring 27,000 additional jobs and £2.9bn GVA uplift by 2060²⁴.

²³ <https://transportforthenorth.com/press-release/leaders-agree-final-northern-powerhouse-rail-plan/>

²⁴ <https://transportforthenorth.com/wp-content/uploads/Northern-Powerhouse-Rail-Connect.pdf>

Our region has developed a HS2 Growth Strategy based around a HS2 station sited next to the South Bank, which is at the heart of the city's plans to double the size of the city centre with new office, retail, leisure, and housing developments, supporting the creation of 35,000 jobs and 8,000 new homes. Across the wider city region, HS2 could have created 50,000 additional jobs and added £54bn GVA to the regional economy.

The wider benefits of the NPR network and our HS2 Growth Strategy appear to have been glossed over in the IRP selection process.

Decarbonisation (which is one of the government's key policies) seems not to be taken seriously in the IRP selection process. IRP is silent on the electrification programmes contrary to the recommendation of the National Infrastructure Commission. IRP will not provide an electrified passenger and freight corridor between Liverpool to Hull (the two major ports in the north).

Within our region, beyond TRU there are no commitments to the provision of new lines, to massively increase capacity to cater for modal shift from all travel markets.

It is also uncertain if levelling-up is the key criteria in the selection process as discussed in early section of this submission. IRP, as it stands, fails to level up our region and in particular a major city such as Bradford. Most of the investment focus appears to be on the North West and Midlands. In future, London, Birmingham and Manchester (along with both regional airports) will be connected by world class transport infrastructure forming a new 'growth corridor' which will draw both national and international investment reshaping the UK's economic geography and reinforcing an East-West divide.

In the IRP document (figures 6 and 7)²⁵ it indicates the respective rail market size and GVA of major conurbations both side of the Pennines. Leeds dominates the Eastern side and Manchester the Western Side in terms of GVA, yet both cities are treated completely differently with regards to new infrastructure provision aside from TRU.

Manchester is provided with an HS2 link to Crewe (onwards to Birmingham & London), a new HS2/NPR station and new NPR links to Warrington and Marsden. Leeds in comparison is promised a study into station capacity and a potential HS2 link and also electrification to Bradford with the latter conurbation still effectively remaining on a branch line. It's not clear from any evidence presented why West Yorkshire and Greater Manchester should be treated differently, considering the historic underspend in transport across this region.

The IRP is not in line with wider Government policy concerning climate change and levelling up. Also, it does not appear to have considered the available local, regional and national evidence. A lot of time, expense and energy has been expended on promises of investment relating to both delivery of NPR and HS2 in full that has come to nothing.

²⁵ <https://www.gov.uk/government/publications/integrated-rail-plan-for-the-north-and-the-midlands>

Whether the IRP represents value for money for UK taxpayers.

The evidence base and business cases for the proposed outputs and outcomes have not been published and therefore it is difficult to assess the benefits and value for money of the published IRP.

With regards to HS2 the latest publicly available information (2010) indicated that the HS2 eastern Leg provided better value for money with a far better benefit cost ratio (BCR) of 5.6 compared to 2.6 for the western leg²⁶. No economic assessments have been provided recently as to the value for money of the HS2 western leg or that of just providing a new HS2 link to the East Midlands.

In terms of NPR, the new line option between Leeds and Manchester via Bradford provides the greatest benefits with regards to new jobs, GVA impacts and results in the biggest reduction in car travel²⁷. When wider strategic impacts are considered, it offers a far stronger strategic case than the upgrade options and is comparable in value for money terms.

Without clear evidence and defined outcomes, the Government is at risk of spending considerable amounts of taxpayers funding on delivering a package of 'schemes' that may not deliver any real benefits to the rail network and communities, particularly in terms of capacity and local connectivity. The economic analysis underpinning the IRP must be published as soon as possible, to ensure that the proposals have been developed in an equitable way.

Given the significant change in proposals, the uncertainty associated with the further studies, the lack of timescales for completion of these studies and the time required to develop proposals and business cases once a preferred route has been identified it is not clear when or if capacity to meet future demand and benefits will be delivered within the next decade, or 25 years.

Back in 2019 the Government declared a climate emergency and has set a target of achieving net zero carbon by 2050 and reducing carbon emissions by at least 68% by 2030 as part of its aim to 'build back greener'. This coupled with objectives to level up the economy means that reliance on traditional transport economic analysis to determine if a scheme is value for money needs to take wider impacts into account.

The investment, time, and energy following years of planning are now wasted. We want Government to fund the new economic growth plans needed now that NPR and HS2 are not at their heart.

²⁶Page 60 - <https://hs2east.co.uk/wp-content/uploads/2021/08/Volterra-HS2-Eastern-Leg-NICInput-REISSUE-1.pdf>

²⁷ TfN NPR strategic outline case – unpublished.

Appendix 1 - List of evidence

The following is a list of evidence (hyperlinked) that should be reviewed when considering the IRP proposals:

- NPR draft Strategic Outline Case + supporting documents (not in the public domain - requested from TfN)
- [HS2-East-Prospectus-2021.pdf \(hs2east.co.uk\)](#)
- [hs2-east-campaign-report-mind-the-gap-2021-digital.pdf \(hs2east.co.uk\)](#)
- [Leeds City Region HS2 Growth Strategy - West Yorkshire Combined Authority \(westyorks-ca.gov.uk\)](#)
- [EFT Report FINAL web.pdf \(transportforthenorth.com\)](#)
- <https://thebestcommunications.com/uncategorized/integrated-rail-plan-study-of-thousands-of-train-journeys-shows-six-worst-connected-cities-are-in-the-north-and-midlands/>
- <https://www.gov.uk/government/news/massive-boost-to-rail-services-brings-northern-powerhouse-to-life>
- <http://news.bbc.co.uk/1/hi/england/7167073.stm>
- <https://www.westyorks-ca.gov.uk/media/4240/draft-west-yorkshire-economic-recovery-plan.pdf>
- <https://westyorkshire.moderngov.co.uk/documents/s18435/Item%209%20-%20Inclusive%20Growth%20Framework.pdf>
- https://www.northernpowerhousepartnership.co.uk/wp-content/uploads/2021/10/FINAL-3541_WhitePaper_MW_NorthernPowerhouseRail.pdf
- <https://www.bradford.gov.uk/regeneration/northern-powerhouse-rail/northern-powerhouse-rail-plans-for-bradford-city-centre>
- <https://www.westyorks-ca.gov.uk/media/2804/hs2-growth-strategy-20122017.pdf>
- <https://hs2east.co.uk/wp-content/uploads/2021/10/hs2-east-campaign-report-mind-the-gap-2021-digital.pdf>
- https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/568309/strategic-alternatives-to-hs2-phase-2b-atkins-report.pdf
- <https://transportforthenorth.com/press-release/leaders-agree-final-northern-powerhouse-rail-plan/>
- <https://transportforthenorth.com/wp-content/uploads/Northern-Powerhouse-Rail-Connect.pdf>

Appendix 2 – HS2 East partners ask

Common asks across the HS2 East partnership are that government:

- Shares fully and immediately the technical work undertaken to support the IRP in order to help partners understand the rationale and shape the further work required locally and nationally to deliver the plan.
- Works with local partners to rapidly develop a clear plan showing how delivery of the IRP proposals will be accelerated and benefits realised sooner; this should take account of the need to ensure sufficient capacity in the sector and the role of Greater British Railways in the future implementation process.
- Scope, commission and undertake the further study(s) for bridging the gap between the East Midlands and Leeds as quickly as possible with clear milestones and collaborating with local partners at key stages including providing a clear position with a deadline for a final decision on safeguarding.
- Support the reviews of local and regional growth strategies that are now required, through both direct funding and sharing of methodologies to ensure alignment with future HMT consideration of proposals.
- Takes an integrated approach to upgrades and electrification to minimise disruption, provide for future services including HS2 (including the hybrid Bill) and enable sharing of best practice along routes including collaboration between Network Rail and local partners and provide clarity on the timescales and scope for all proposals for existing routes.
- Sets out how connectivity between the midlands and the north can be improved in line with the original NPR/HS2 proposals and how capacity will be provided in the long term given the need to see more freight services and regular services and the use of existing lines within the IRP.
- Rapidly confirms plans for local schemes and how these will be delivered alongside the IRP proposals
- ensuring that the skills system is funded and geared up to deliver the construction, engineering, maintenance, town planners, highways, etc professionals to deliver.
- Works closely with the HS2 East Technical Working Group to undertake a study to determine the future maintenance depot and stabling facilities considering all of the originally planned depots for HS2 from Birmingham to the North East. This group has previously reviewed the stabling requirements and submitted a report to DfT.
- Commits that all future major timetable changes on the East Coast Mainline, Midland Mainline and Trans Pennine Route must have an accompanying infrastructure plan.



Mayor Tracy Brabin
West Yorkshire Combined Authority
40-50 Wellington Street
Leeds
LS1 2DE

Rt Hon Grant Shapps MP
Secretary of State
Department for Transport

By Email

19 January 2022

Dear Grant,

I was intrigued by your column in this morning's Yorkshire Post, where you make the extraordinary claim that criticism of your Integrated Rail Plan is "irrational".

As you will know, the plan put forward by Transport for the North was developed by Northern leaders and officials who all experience our creaking rail infrastructure day in, day out. We share the challenges and frustrations of fellow passengers. As a result, we know precisely what our communities need, for now and the long term.

It is true that a new high-speed line between Leeds and Manchester, with a stop in Bradford, would have created some disruption for those cities. But I know that people who live and work in Bradford in particular would have been quite happy to put up with this to be on the mainline for the first time, to bring jobs, businesses, and opportunities to the city in the long term. Your plan fails to deliver all of these benefits, which is why communities are so angry and frustrated with the decision your government has made.

You claim in your piece that your plan will "double or even treble capacity on many key routes." As I and my officials have made clear, we do not think this will be achieved under your government's plans. Putting fast inter-city connections alongside stopping services on upgraded Victorian infrastructure is unlikely to achieve what you claim. To achieve some of the stated journey times between Leeds and Manchester or Leeds and Bradford, my transport officials think that this could lead to a *reduction* in services in towns like Dewsbury, Batley and Pudsey.

Your department has yet to publish the evidence behind the promises of improved journey times and additional capacity that your plans claim. Will you now publish this for all of us to see and scrutinise?

The Prime Minister promised on numerous occasions that he would deliver a new line between Leeds and Manchester and your government repeatedly said HS2 would be delivered in full. These are commitments that were broken when the Integrated Rail Plan was published. In your letter to me yesterday, you expressed your disappointment that I described this as a betrayal. I'm not sure what other word could be used given government's repeated broken promises.



Tracy Brabin
Mayor
of West Yorkshire

Yours Sincerely

Tracy Brabin
Mayor of West Yorkshire

Agenda Item 9

Appendix 3



Department
for Transport

From the Secretary of State
The Rt Hon Grant Shapps

Great Minster House
33 Horseferry Road
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Our Ref: MC/387845

Tracy Brabin
Mayor of West Yorkshire
West Yorkshire Combined Authority
40-50 Wellington Street
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LS1 2DE

18 February 2022

Dear Tracy,

Thank you for your letter of 19 January, about the Integrated Rail Plan (IRP). I continue to regard its unprecedented commitment to £96bn of investment in rail to benefit the North and Midlands as an unarguable demonstration of this Government's commitment to levelling up.

The Government's promise has been to deliver Northern Powerhouse Rail (NPR), initially between Leeds and Manchester. We are delivering on that promise – and in fact between Liverpool and York. Whilst there has been an attempt by some to redefine NPR as a new line via Bradford, in reality different options for improving Leeds to Manchester journeys were always under consideration, with Huddersfield and Bradford both places that would be considered. Huddersfield and Bradford had the same status during scheme development as places that would be considered for calls on NPR services, subject to the business case. I accept we have chosen an option different to that put forward by Transport for the North (TfN). We did carefully examine those plans, but found they would cost up to £18bn more, and take around a decade longer to deliver, for little difference in journey times. I have seen no evidence that at any point in its deliberations the TfN Board considered affordability, the burden its proposals would impose on taxpayers, or the opportunity cost of such spending crowding out other transport investment, including within cities.

You mention Bradford residents and workers being quite happy to put up with some disruption during construction, but this would not be a case of some disruption later this decade, with improvements to Manchester in the early 2030s. Instead major construction activity would likely have started in the 2030s, with improvements to Manchester using the infrastructure proposed by TfN happening deep into the 2040s at best - assuming it wasn't cancelled by a future government.

Many of those residents and workers would long since have moved on or retired by then, which is why I am keen to focus on improvements that can be made quickly for Bradford, both in terms of rapid transit and the upgraded line to Leeds.

In terms of capacity, the IRP adopts one of the options for Northern Powerhouse Rail (NPR) developed by Network Rail for TfN and DfT. It accommodates the same NPR service of 6 trains per hour from Manchester Piccadilly High Speed station to Leeds using the same type of train – and therefore provides the same NPR capacity - as the much more expensive proposals favoured by the TfN Board. All IRP scheme development is being undertaken on the basis of protecting typical services levels at places like Dewsbury, Batley and New Pudsey. Taking New Pudsey as an example, Network Rail work has demonstrated it is perfectly feasible to fit new non-stop Bradford – Leeds services through New Pudsey whilst also maintaining today's typical level of service. More generally these towns will benefit from reduced journey times and new, more environmentally friendly trains compared to today. By contrast, TfN's proposals would have seen a significant reduction in services at Huddersfield, both in terms of the number of trains calling and the number of places with a direct connection. For example, Huddersfield would have lost direct services to Hull, Newcastle and potentially Liverpool.

Our plans will see Leeds at the heart of the Northern Powerhouse Rail (NPR) network, including 40 miles of new high-speed line between Warrington and Yorkshire, and the completion of the electrification of the Transpennine Route. We will upgrade and electrify the Leeds-Bradford rail line (Calder Valley), slashing journey times from 20 mins to as low as 12 minutes. We will continue to work with West Yorkshire to help realise ambition for economic growth in Bradford by improving its rail links. In the meantime, we will progress with a package of upgrades to the East Coast Main Line to cut journey times and increase capacity, also benefitting Wakefield which had been a loser under previous proposals for the Full Eastern Leg.

Having made those points, I understand you will want to continue to make the case for further investment beyond the core pipeline we have set out in the IRP for the benefit of West Yorkshire. That is not inconsistent with the adaptive approach the Government has adopted, following the recommendations of the National Infrastructure Commission. Indeed, we have, as you know, committed £100 million for work to look at the best way to take HS2 trains to Leeds, including whether the current station can absorb additional services, and to support the development of a mass transit network.

I hope that we, and officials/officers, can work together on this constructively to develop further options which would benefit West Yorkshire residents and businesses.

In your letter you ask about the technical analysis underpinning the IRP. This has now been published and can be found at:
www.gov.uk/government/publications/integrated-rail-plan-for-the-north-and-the-midlands.

As I have noted above, NPR decisions were informed by the development work undertaken by Network Rail for the Department and TfN.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'Grant Shapps', written in a cursive style.

Rt Hon Grant Shapps MP

SECRETARY OF STATE FOR TRANSPORT

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West Yorkshire Combined Authority

Response to Whole Industry Strategic Plan Call for Evidence

West Yorkshire Combined Authority's Key Messages

General Industry/Governance

- Railway is there to serve a wider purpose in society and not an end in its own right
- The railway must be accountable to those who use, fund and benefit from it
- Rail must be seen in the context of wider transport needs
- Trade-offs between outcome and cost must be informed
- There must be openness and honesty within the rail sector along with simplification of the industry to drive improved accountability for decision making and affordability
- Plans should not be made based on the current Covid-19 transport position – cannot assume current trends will continue

Customer

- Customers must be at the heart of the industry – simple affordable fares, good reliable service matching travel needs, full accessibility and a high-quality offer to encourage modal shift
- The rail-industry must have some freedom to use their expertise to improve the passenger offer, grow the rail market and provide more financially sustainable services

Climate

- The strategy needs to prioritise the climate emergency and provide for inclusive growth for everyone across our region
- Rail freight must be encouraged and new freight customers supported, balance between customer and freight services needs to be appropriate

Investment/Major Schemes

- There needs to be local powers/influence to ensure the that local needs are provided for
- Rail investment needs to be judged over the longer term to allow investment to provide longer term cost savings
- There must be acceptance that some investment/costs cannot be judged on a pure financial business case but on wider benefits and the government agenda of levelling up and decarbonisation.
- TRU should be delivered with full electrification and accessible stations. Details are required on disruption and timetabling planning to maximise the benefits of the programme and minimise the disbenefits to the local communities and businesses.

- Further studies will be required to look at options that deliver benefits close to the HS2 East and NPR network, CA should be involved in the governance process
- Leeds station needs the capacity required (both track and pedestrian capacity) as a major rail hub and bottleneck of the rail network, and the connectivity of Bradford needs to be transformed to realise the city's economic potential

Strategic Objectives for the Whole Rail Industry

The UK Government has developed five strategic objectives for the Strategic Plan over the next 30 years: **meeting customers' needs, delivering financial sustainability, contributing to long-term economic growth, levelling up & connectivity, and delivering environmental sustainability.** We intend to put these objectives at the heart of the Strategic Plan, and we are using them to guide all of the questions in this call for evidence.

GREAT BRITISH RAILWAYS TRANSITION TEAM

Strategic Objectives	Ambition for rail
I Meeting customers' needs	Meeting the needs of future passengers and freight customers by: <ol style="list-style-type: none"> Increasing value for money and improving the performance, reliability and convenience of rail, Meeting multi-modal expectations and reducing end-to-end journey time, Maintaining a safe railway as part of a safe transport system and widening accessibility.
II Delivering financial sustainability	Ensuring rail is financially sustainable, efficient and value for money by: <ol style="list-style-type: none"> Reducing costs to government, Ensuring a sustainable balance of fare/fee and government funding, and Increasing the efficiency of operations, asset management and capital investment – delivering on time and on budget.
III Contributing to long-term economic growth	Catalysing long term economic growth by: <ol style="list-style-type: none"> Reducing total journey time and cost for transport users, Connecting labour markets and realising agglomeration benefits, and Connecting places to markets, directly investing in skills, innovation and digital infrastructure, crowding-in foreign investment and facilitating the housebuilding & place-making agenda.
IV Levelling up & connectivity	Reducing regional inequalities and improving connectivity between communities by: <ol style="list-style-type: none"> Contributing to long-term economic growth in areas in support of levelling up, Contributing to social benefits from improved connectivity, and Improving rail passenger and freight connectivity across the union.
V Delivering environmental sustainability	Supporting government's environmental sustainability objectives by: <ol style="list-style-type: none"> Encouraging modal shift by increasing the attractiveness of rail, Delivering rail net-zero (traction and infrastructure), protecting biodiversity and addressing air pollution, and Protecting transport links by investing in climate adaptation.

We recognise that many of you are working to similar long-term objectives. We are very interested in how you define and quantify your objectives, and how they match or differ from our own. When considering your response to question 1, please use your experiences to inform your answers and share any examples, taking into account that in all future scenarios we expect affordability to be a significant constraint.

Question 1

- How would you apply these objectives to rail in your region or to your area of expertise within the transport sector? Do you have evidence you can share with us of how you have applied similar objectives in relation to rail, and do you consider the objectives to have missed any key areas?**

The West Yorkshire Combined Authority (hereafter WYCA) working in partnership with the Local 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. We have four main objectives:

- **Tackling the climate emergency**- Ensuring a green recovery and accelerating our plans for a net zero carbon economy by 2038 at the latest.
- **Boosting productivity** -Helping businesses to recover from the COVID-19 pandemic **and** helping people find and retain good jobs.
- **Enabling inclusive growth** -Enabling as many people as possible to contribute to, and **benefit** from, economic growth, especially those disproportionately affected by the pandemic.
- **Delivering 21st Century transport** -Ensuring our transport network recovers to provide the services that people need, while laying the foundations for future improvements.

We consider these objectives very similar to those proposed by Great British Railways. Our objectives are at the heart of a clear vision for transport in West Yorkshire. In 2017, the West Yorkshire Combined Authority adopted the West Yorkshire Transport Strategy 2040 setting out our policy framework for improving transport:

[transport-strategy-2040.pdf \(westyorks-ca.gov.uk\)](#)

For rail, we have set out a vision that significantly increases capacity, connectivity and reliability and integrates with bus, mass transit, cycling and walking to connect people to work, education and leisure locally, regionally, nationally – and even internationally.

[Our vision for the future of transport in West Yorkshire - West Yorkshire Combined Authority \(westyorks-ca.gov.uk\)](#)

In our Transport Strategy and Rail Vision, we are looking to grow the number of trips made by rail by 75%, come 2027.

We have been working with partners in Government, in the rail industry and across the north for a long time on developing a successful railway. We would define success as a railway that supports our wider objectives, with the corresponding rail outputs as follows:

- Reliable and punctual
- Modern and of a high quality
- Integrated with other transport modes - easily accessible from across the region.
- Fast and frequent
- Of sufficient capacity for passengers and freight

- Accessible to all
- Value for money for fare-payers and taxpayers
- Welcoming station gateways - supportive of our place-making and regeneration plans.

b. How is it possible to make progress against a number of the objectives simultaneously? Do any of the objectives have larger barriers associated with them than others, or do any objectives pose possible barriers to others? Where would you make the trade-offs?

It is important to recognise that as well as serving its customers, the railway is there to serve a wider purpose in society and is not an end in its own right. Its organisational frameworks and structure should fundamentally be developed based on the function the railway is to serve.

At a strategic level there is a point to be made that pursuit of rail taking a much larger share of the total travel market delivers against **all the objectives in one go**. This is the type of thinking that the WISP needs to be addressing, i.e., seeing rail in the context of wider transport needs. WYCA welcomes the advent of GBR as an opportunity to further join up and strengthen the linkages between the planning and delivery of an integrated transport network, including (and with an emphasis on), active travel.

Not only is rail part of the wider mix of transport infrastructure and services which together, provide vital mobility for people and goods to move around and to/from our country but it will itself offer a range of infrastructure and services, all of which will address each strategic objective with differing levels of proportion.

If the output of any transport strategy is a set of initiatives, service, or infrastructure improvements that will address identified objectives or issues, then it must be widely accepted that each element identified may well impact less favourably on, for example a particular geography, commuting pattern or environmental concern. It is therefore not always possible to make progress against a number of objectives simultaneously.

It is the role of the Transport Appraisal process to ensure that decision-makers are always presented with a full account of the impacts on identified objectives and that all the impacts are monetised, quantified, and qualified wherever feasible with sufficient mitigation proposed where necessary. This appraisal process should align very closely with the decision-making process and an understanding from those involved at a local political level as to what the priorities and more importantly outputs of an organisation are.

The strategy process should not therefore pre-suppose trade-offs when trying to make progress against a number of objectives simultaneously but should document all the evidence in order for an informed decision to be made.

A final point on “trade-offs” is that the that the railway will always need to make them (even if they are informed) between outcomes and/or between outcomes and cost. However, they need to be the *right* trade-offs, based on:

- The railway achieving operating and capital costs at levels that bear comparison with international and historic peers (otherwise costs trade-offs are spurious and sub-optimal choices will be made)
- Full understanding of the differing needs of different parts of the country (and so of the railway), including but not limited to a recognition of the different baseline situation from which the railway in the North is starting in comparison with that in London and the South-East, as a result of the historic disparities in investment levels – this implies meaningful devolution of rail governance and decision-making made by those with the fullest understand of local and regional priorities;
- A better balancing of short- against long-term costs, with a stronger emphasis on “investment to save” which drives the long-term effectiveness and cost-efficiency of the railway – classic examples are the benefits of rail electrification and of signalling/train control upgrades;
- Appraisal and forecasting methodologies that are fit for purpose – so that the real benefits of rival interventions are better understood.

c. What long-term trends in wider society, the economy, and the environment will affect these five objectives over the next 5, 10, and 30 years? Please give evidence to support your response.

[The Draft West Yorkshire Economic Recovery Plan 2021](#) has been developed as the region and the UK as a whole emerges from the pandemic. The plan focuses, building resilience, and recognising both the challenges and opportunities for the future

The plan has two main areas of focus which are synergic with the West Yorkshire Combined Authority’s view of the long-term trends in wider society, economic and environment:

1. to deliver inclusive growth for everyone across our region and
2. ensuring that there are plans to tackle the climate and environment emergency.

The box below highlights some of the key trends that the two area of focus will need to address:

<p>POLITICAL AND SOCIAL</p> <ul style="list-style-type: none"> • Devolution and decentralisation • Changing demographics – ageing population and migration • Pressures for immediacy and individual tailoring • Increasing polarisation and inequalities • Risk of global political instability 	<p>ECONOMIC</p> <ul style="list-style-type: none"> • Globalisation • Changing international economy powers and demand – BRIC+ • Changing skills demands – increasingly for higher level and for transferable skills • Changing work patterns, e.g. self-employment • Continuing austerity and economic uncertainty
<p>ENVIRONMENTAL AND INFRASTRUCTURE</p> <ul style="list-style-type: none"> • Climate change impacts (e.g. flood risk and drought extremes) and adaptation • Climate change mitigation • Changing energy supply and demand patterns • Increasing transport demand 	<p>TECHNOLOGICAL</p> <ul style="list-style-type: none"> • Automation/robotics and impact on jobs • Health advances (e.g. genomics), bio-economy • Internet of things, new technologies with big impacts (e.g. 3D printing, driverless cars) • Continued digitalisation and processing power

The next section will show how some of these key trends are being addressed.

The [West Yorkshire State of the Region Report 2021](#) is the first annual review of the performance of West Yorkshire against key socio-economic and environmental indicators. It provides a stocktake using indicators developed as part of the Combined Authority’s Strategic Economic Framework. As West Yorkshire exercises its devolved powers with the direct election of its new Mayor, it is an opportune and appropriate time to assess the progress the region is making.

In terms of the future and key long-term trends, the following themes are drawn out and quoted from the report:

- There is uncertainty about the long-term structural impacts of COVID-19 on the type and location of economic activity in future. For example, it is unclear whether the shift to remote working seen during the pandemic will persist in the medium to long term, while the implications of such a change for future productivity are poorly understood (see p. 75)
- Delivering fast and reliable broadband is vital to the economic performance of West Yorkshire and supports the Combined Authority’s strategic objective of delivering inclusive growth by removing barriers to education, training and employment opportunities. Digital connectivity has the potential to improve the accessibility of training and employment opportunities by improving access to digital resources and remote learning for students and enabling people who spend a large amount of time at home to adopt more flexible working practices or start up a business at home. Improved digital connectivity also increases the range

of occupations which can be carried out at home. As well as professional roles, this could include lower skilled occupations such as call centre operators, which may be suited to people who have spent a long time outside the labour market. (see pp 68-74)

- Much ink has also been spilled about how the COVID-19 pandemic has impacted on travel behaviour and to which extent the trends that have emerged during this time will continue in the future (see p.158)

Each district and the Mayoral Authority have strategic priorities/shared outcomes and a corporate plan to address them. The following table details each organisations' priorities:

<u>City of Bradford MDC</u>	<ol style="list-style-type: none"> 1. Better Skills, more good jobs and a growing economy 2. Decent homes 3. Good Start, great schools 4. Better Health, better lives 5. Safe, strong and active communities 6. A sustainable District 7. An enabling council
<u>Calderdale Council</u>	<ol style="list-style-type: none"> 1. Strong and resilient towns 2. Reducing inequalities 3. Climate emergency
<u>Kirklees Council</u>	<ol style="list-style-type: none"> 1. Shaped by people 2. Best start 3. Well 4. Independent 5. Aspire and achieve 6. Sustainable Economy 7. Safe and cohesive 8. Clean and green
<u>Leeds Council</u>	<ol style="list-style-type: none"> 1. Health and wellbeing 2. Sustainable infrastructure 3. Child-friendly city 4. Age-friendly Leeds 5. Culture 6. Housing 7. Safe, Strong Communities 8. Inclusive Growth
<u>Wakefield Council</u>	<ol style="list-style-type: none"> 1. Places to be proud of 2. An economy that works for everyone 3. Better health and lives 4. Thriving children and families 5. A greener Wakefield District
<u>West Yorkshire Combined Authority</u>	<ol style="list-style-type: none"> 1. Tackling the climate emergency. 2. Boosting productivity 3. Enabling inclusive growth 4. Delivering 21st Century transport

Looking across all the priorities and shared outcomes, it can be inferred what each district believes are key trends to be addressed as the future unfolds. The links on each authority name give more detail.

d. What are the key uncertainties you consider that the Strategic Plan must be resilient to in order to be effective over the next 5, 10 and 30 years?

There are several external factors that impact the supply and demand of rail that the strategic plan must be cognisant of, if not resilient to, over the next 5, 10 and 30 years. These include the environment and climate change, population and demography, technological change, economic growth, and behaviour change following the Covid-19 pandemic

5 years

Covid-19

We agree with the National Infrastructure Commission's summary of the impact of Covid-19, contained in their report: "Behaviour change and infrastructure beyond Covid-19", insofar as the fact that "It is too early to assume that long term behaviour change will lead to wholly different patterns of infrastructure use. In the face of this uncertainty, long term infrastructure policy must consider the range of potential permanent changes in behaviour"

To address this any strategic plan must base its outcomes on a range of realistic scenarios that could unfold, and what could, or should be implemented to address these scenarios. Again, quoting from the NIC (National Infrastructure Commission) report: "This will help focus attention on the low regrets interventions that make sense across different scenarios, and on policies that can help decide the scenario by encouraging shifts in behaviour long term"

Climate Change/Environment

In 2019 the Government amended the Climate Change Act to commit the UK to achieving net zero by 2050, compared to the previous target of an 80% reduction in emissions by 2050. The Government has introduced some policy initiatives to meet net zero, but the Climate Change Committee has said the UK is currently not on track to meet its carbon budget targets in 2025 and 2030.

The West Yorkshire Combined Authority and the Leeds City Region Enterprise Partnership (the LEP) are working towards the challenging ambition of being a net zero carbon economy by 2038, and to have made significant progress by 2030. In June 2019, the Combined Authority and the LEP formally declared a climate emergency.

In July 2020, the WYCA produced an Emission Reduction Pathways Report [emission-reduction-pathways-report.pdf \(westyorks-ca.gov.uk\)](https://www.westyorks-ca.gov.uk/emission-reduction-pathways-report.pdf) that sets out how we can address the climate emergency, meet our target, and reduce emissions across

five sectors of our economy: buildings, industry, land use and agriculture, power, and transport. For transport the work determined the following targets need to be met:

- Reducing private car travel by 21% through shifting demand to public, shared and active travel e.g., walking and cycling
- Increasing travel by walking by 78%
- Increasing travel by bike by 2,000%
- Increasing travel by bus by 39%
- Increasing travel by rail by 53%

Given the scale of these targets, it is unthinkable that any rail strategy would not have climate change as a key uncertainty to be resilient to starting from today.

In addition to the contribution rail can make to addressing climate change, there is also the effect climate change has on the ability of the rail network to function effectively and efficiently. In 2014/15, the UK Government initiated a transport resilience review which for each mode of transport.

For rail, the Office of Rail Regulation's monitoring of Network Rail's asset management capability has shown progress in asset knowledge, risk-based maintenance, and weather resilience and for the customer there has been a tangible difference in the approach to compensation, including during periods of extreme weather-related disruption.

Whatever governance is proposed for GBR (Great British Railways), any strategic plan would need to ensure this resilience to extreme weather conditions is carried forward.

10 years

Economic Growth

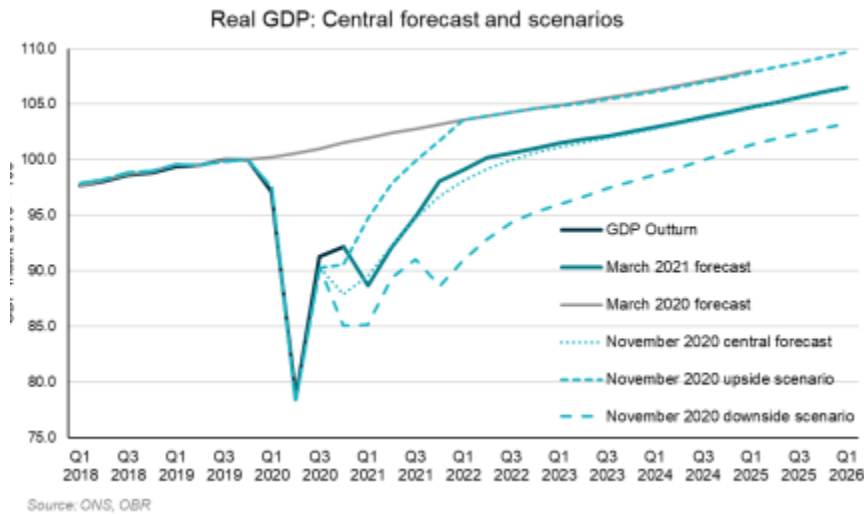
Forecasting economic growth in the context of the pandemic is difficult and may well be the most "*uncertain uncertainty*" of any long-term transport strategy.

At the outset of the pandemic, the West Yorkshire Combined Authority commissioned scenarios to predict the potential direction of the region's economy as a result of COVID-19. It was expected that the contraction in the West Yorkshire economy across the 3 scenarios would be significant, with total GVA (GROSS VALUE ADDED) in 2020 contracting by between 10% (£5.3bn) in scenario 1 and 22% (£12.1bn) in scenario 3, with potentially between 30,000 and 58,000 jobs lost in 2020, and with the length of time for recovery varying from a year to six years to pre-pandemic levels.

Nationally, our economy was hit particularly hard with our GDP (Gross Domestic Product) falling by 9.9% in 2020. This was the largest decline of any G7 country.

For 2021, the UK economy is expected to grow with the NIESR expecting growth of 6.8% and the OBR (Office for Budget Responsibility) (Office for Budget Responsibility) 4% respectively. NIESR forecasts that by late 2021, or early 2022 the economy will return to a level of overall activity recorded at end of 2019. While the

OBR forecast suggests that it will take until Q2 2022. The graph below outlines the scenarios for GDP growth until 2026:



As with appraisal, uncertainty around economic growth should be dealt with by understanding, addressing, and providing infrastructure and service options to address a range of economic forecasts, from which travel demand can be extrapolated.

30 years

Nationally, population growth is a key driver of transport demand. Office for National Statistics figures suggest the UK population will surpass 69.6 million by mid-2029 and reach 72 million by mid-2041². By 2066 there is projected to be a further 8.6 million UK residents aged 65 years and over. The total number in this group could be 20.4 million, up to 26% of the total population.

With an aging population comes a decrease in active travel and a subsequent increase in car use. Any long-term rail strategy will need to address ways of making the rail network accessible and better integrated with other modes, particularly in rural areas where the population is ageing more rapidly.

General Point

Whilst the Government Office for Science publication: "[A time of unprecedented change in the transport system](#)" is not government policy we would urge any strategic plan to be mindful of the planning undertaken within this document and perhaps use the following scenarios when considering key uncertainties in the context of alternative longer-term strategies:

- **Trends Unmodified** illustrates a world where only incremental, mostly reactive, change occurs; this scenario highlights the risks of inaction.
- By contrast, **Technology Unleashed** considers a future where technology is developed and delivered in a highly permissive environment.
- **Individual Freedoms** outlines a future in which this environment is tightly constrained due to increasing public concerns over companies' handling of their private data.

- Lastly, **Greener Communities** suggests a future where change is geared towards beneficial social and environmental outcomes

e. Over the next 5, 10 and 30 years, which steps should the sector take to improve integration of rail with the wider transport system (including walking and cycling) in pursuit of these objectives?

Integration: At present the passenger railway operates not so much as a system as in the form of a collection of services that run between various points: it does not consider the real-world journeys that passengers need to make, even from their origin station to their destination station, let alone from door to door. Partly for this reason, rail's modal shares are extremely patchy, with high values being achieved for radial flows into city centres where there has been investment in service quality (an example in West Yorkshire is the Airedale and Wharfedale routes, which achieve modal shares of 75-85% for Leeds commuting flows) but negligible shares of more complex journeys. Research has repeatedly shown high values for "interchange penalty" compared with systems built around easy and reliable interchange - this reflects the lack of a strategic view towards the design of timetables with regard to travellers' real-world journeys.

It is not only individual routes and operators that appear to exist in isolation from one another – there is a consistent failure to bring together rollingstock, infrastructure, and long-term timetable planning into a coherent strategy. The Northern Hub and May 2018 timetable are a prime example, and it is relevant to understand in particular the wide variety of vested and conflicting interests within the industry that together militate against best practice being adopted.

The problem is however larger still than this: **the railway in Britain can be seen as operating in "splendid isolation" from other means of transport**, with (outside London) integration with buses in particular being exceedingly difficult to plan. This should become easier and more joined up through Enhanced partnership working and ultimately future franchising. This is inimical to creating a public transport network that is attractive for a wider variety of journey types and purposes – an outcome that is essential if the Combined Authority's social, economic, and environmental objectives are to be met. It follows from this that joining up public transport policy as a whole – and rail policy in particular – with regional and local plans for economic, spatial, and social change is very challenging.

The railway must be accountable to those that use, fund and benefit from it; as discussed above and in our previous evidence, a crucial part of this must be *meaningful* devolution of rail in the North to bodies with *genuine power* to make decisions, guide planning and enforce agreements. True devolution must encompass genuine power (to specify, to manage, to enforce), as well as accountability of the devolved body and governance structures that ensure local politicians' priorities are put into practice.

Collaboration: We need to emphasise explicitly that **there is a need for a transformation towards openness and honesty with funders, specifiers, and local/regional government – as well as within the industry itself.**

Like many Combined Authorities, WYCA is a significant investor in the railway, with a current pipeline of investment worth £250m. To realise the full potential of this investment a strategic plan must address these elements described above to ensure that the railway is truly “open for business” and that better integration with modes of transport can be facilitated.

Meeting Customers’ Needs

Rail industry customers broadly fall into two types: passengers and freight. The rail network provides important benefits to the customers who rely on it. The Plan for Rail says that passengers must receive high-quality, consistent services day in, day out. This means accessible, reliable journeys that are well connected with other transport services and include new customer offers at stations and on trains. Since the COVID-19 pandemic began, the rail freight industry has shown its resilience and agility, working to transport food and medical supplies around the country. This example, and others given in the Plan for Rail, highlight how important rail freight is to our economy now and in the future, and how we will develop growth targets for freight that will be included in the Strategic Plan. The Plan for Rail says of freight: ‘national co-ordination, greater opportunities for growth and strong safeguards will put rail freight on the front foot.’

When considering your responses, please take account of the likelihood of changes in levels or patterns of passenger and freight demand over the next 5, 10 and 30 years, what that would mean for the rail system, and what will the interventions be over that period that will provide the maximum value for money.

Question 2

- a. Passenger: how will rail passenger expectations, including accessibility requirements, evolve over the coming 5, 10 and 30 years, what will be the driving causes of these changing expectations, and how can they be most effectively met by the rail sector?**

Rail passenger expectations will evolve in the short, medium, and long term. There is likely to be an increased demand for faster, more frequent, and more punctual services and improved connectivity to major cities to counter the increasing road congestion as a result of growth in urban housing stock.

Customer’s will continue to expect and demand comfort – both in respect to avoiding overcrowding (enhanced as a legacy of the COVID pandemic and improved awareness of close contact risks), and in terms of general cleanliness. In a recent survey carried out by Passenger Focus a key driver of customer satisfaction was ‘information on how busy the train is’. The most important driver for customer satisfaction remains consistent and is punctuality and reliability. Integration will continue to be a major factor affecting rail travel where the expectation is for seamless journeys to and from the destination point. Enhanced information by means of technology will be key in helping to deliver the seamless journey. The low carbon agenda will likely gain pace considerably and environmental factors will continue to play an increasingly important role in decisions and choices.

Most importantly, cost and value will continue to be an important influencing factor in decision making. In some cases, the use of cars will have become a perceived 'safer' way to travel as a result of COVID so rail will need to be affordable and offer ticketing solutions which meet the changing markets and influence demand. For example, ticket sales suggest that commuters are travelling one or two days a week so ticketing products will need to target here.

In terms of accessibility, with around 11 million people living in the UK with some form of disability, access to rail data facilitating real time change notification and accessible journey planning along with a consistent experience will become increasingly important. Stations will need to be usable for 'everyone' without discrimination.

Information relating to accessibility at stations is almost as critical as improved accessibility itself. A good example of this which could be carried out for all stations is a new initiative to provide 3D mapping of rail stations, similar to google maps it enables customers to access the station from home and walk round different areas of the station. Trials are also in place to provide voice directions in toilets to help people who are blind or have a vision impairment to find their way round.

b. Passenger: in your experience, how can we most effectively monitor and assess customer satisfaction? What is a stretching yet realistic ambition for this objective and what measures can we most effectively use to consider success over the coming 5, 10 and 30 years? What evidence can you share to support your view?

The Blake Jones review¹, published 19 July 2019, underlined the importance of ensuring that customers are at the heart of decision making in the rail industry.

An overall objective could be a single overarching industry wide 'customer view' to enable strategic improvement. This would be useful if presented to provide local, regional and national information of customer experience but needs to identify emerging trends and therefore be carried out frequently to enable a more proactive relationship with the customer.

Blake Jones review suggests' A regular sector-wide snapshot of performance and passenger experience enhancing existing reporting arrangements to ensure impact is fully understood. This approach will bring together local intelligence, operational performance information, passenger feedback, and infrastructure updates, to consider future impacts on passengers, rather than merely reporting historic operations, with suitable early warning systems for foreseen problems.'

The following is evidence of current processes which could feed into this but these areas themselves need to be consistent across the industry and there needs to be mechanisms in place to ensure they can be monitored easily, for example, by way of a dashboard. Resources to do this and staff acting upon the information is needed to deal with this proactively.

¹ Blake Jones review: Rail North partnership review, available here: <https://www.gov.uk/government/publications/blake-jones-review-rail-north-partnership-review>

- Complaints/compliments/social media – This needs to capture both formal complaints submitted by the customer and verbal complaints given in conversation by telephone/call centres or by conversation via staff. Everyone who comes into contact with customers should have a method of capturing the feedback and sending on for analysis. Upward and downward trends could be monitored and also the distribution of the complaints by type of customer, location and nature of the complaint. For example, stations, performance, managing disruption, replacement buses.
- National Passenger transport survey (currently paused due to Covid-19)– provides a useful satisfaction benchmark industry wide on a quarterly basis. Although it can provide a robust method of monitoring it can be reactive to needs due to slow publishing timescales. Data can be more limited at granular levels, for example, if you required feedback on one station it may have only had one survey. Improved use of technology could help here. Potential for bar codes on trains which link through to online surveys, similarly at stations. Historically customers have set up their own feedback, such as, 'Northern Fail' which was a negative forum, hopefully these formal channels which are easily accessible will help to negate this behaviour by providing another channel to customers to feed into.
- Service Quality Regime - A proactive and robust Service Quality Regime focusing on passenger experience by identifying faults/cleanliness/ information on trains and stations would help to drive continued improvement. Penalties and incentives attached to this by way of benchmarks have historically ensured more focus is given within the business to making improvements. Contract managers responsible for cleaning/maintenance and Station Managers have repeatedly highlighted how it helps them to carry out their roles better and enforce change.
- Customer service champions in the organisation need to act on all the information and be able to enforce change through a formal process. For example, assisting where 'faults' get blocked. One example of this is where Customer Information Screens had been installed on a station platform but there was no power for over a year, as the cable needed to be taken under the track and was something Network Rail needed to enable. The customer feedback from surveys which highlighted 'lack of information at the station' was used as evidence to Network Rail who programmed in works to provide power to the screens.
- Lessons learnt – one of the main areas of concern frequently raised by customers is how disruption is managed by the rail industry/rail operators. As part of planned disruption there needs to be lessons learnt carried out and shared but also the setting of key passenger facing targets which includes measures outside the rail provision, for example, bus provision, highway impact.
- Net Promoter Score (NPS) - is a widely used market research metric that typically takes the form of a single survey question asking respondents to rate

the likelihood that they would recommend a company, product, or a service to a friend or colleague and is a useful way to monitor customer loyalty.

A working group made of customer service professionals (from within the Rail Industry and allied sectors as well as customers) would be a good platform to help inform suitable targets and KPIs. Success could be monitored in a number of ways: - improvements to the overall target for satisfaction, benchmarks for passenger facing measures improvements over time, reduction in complaints, engineering works meeting key specific passenger targets.

c. Freight: what evidence can you provide regarding the advantage(s) of transporting goods by rail and what evidence can you share for how that could develop in the next 5, 10 and 30 years? What do you consider to be the most effective role for rail freight in the existing supply chains served and those that it doesn't? How could this change over that period? In answering, please explain and take account of likely developments in technology and in the wider economy.

In a mid-week survey carried out in November 2021 the 30 trains operated to and from the WYCA area accounted for an estimated 25,000 tonnes of freight, the equivalent of over 1,400 articulated HGV loads and associated trips, the latter likely to have been at least 30% higher to account for empty running and/or return journeys. The equivalent annual tonnage by rail in 2020 would be estimated at 8 million tonnes, compared to the MDST figure for 2014 of 23.8 million tonnes. In total, the 77 loaded trains which operated on the day of the survey accounted for 61,000 tonnes of freight or 2,790 articulated HGV loads. Beyond this, a further 61 scheduled freight train paths were cancelled on the day of the survey, along with 78 "Q" freight train paths which only operate on an "as-reQuired" basis. The overall potential of rail freight services to move freight to, from or through the WYCA area is therefore considerably higher.

The MDS GB Freight model indicates that using tonne km as a metric, the growth between 2016 and 2050 would be 60.4% overall, broken down as follows:

- Road 61.8%;
- Rail 52.9%;
- Waterway 11.6%.

There is scope for the rail industry and wider freight industry to explore innovative new models that build on the particular strengths of rail and meet the demand from customers for a reliable, flexible and rapid delivery service. These may include parcels carried directly between and into city centres using the spare capacity on off-peak passenger services, or old rolling stock converted to carry freight into cities.

The Williams-Shapps Plan for rail also noted that stations can also play a bigger role in their local communities by providing opportunities for new, innovative services for passengers and residents alike. This could include on-demand shopping collection and small-scale freight.

Network Rail has recently carried out a review of its Major Stations portfolio (which includes Leeds) to determine suitability for handling small-scale freight. The review of Leeds station has highlighted its former use by, and facilities for, Royal Mail traffic, as well as the extensive network of disused undercroft space which could be capable of reinstatement for urban distribution. Other stations and railheads across the WYCA area (eg York) might also be capable of handling such traffic during intra-peak or overnight periods. This in time could create opportunities for zero-emission urban delivery services, using electrically powered freight trains interfacing with electric delivery vehicles, the trains effectively acting as mobile warehouses or consolidation centres.

As part of the Combined Authority's work on a freight study stakeholders provided feedback on constraints and opportunities for rail freight:

- Demand: growth in intermodal and construction traffic by rail has been strong relative to other rail freight market sectors. For intermodal traffic, the demand for warehousing is similarly strong nationally and within the Yorkshire & Humberside region, the National Policy Statement (NPS) continuing to encourage more of this demand to be satisfied via Strategic Rail Freight Interchange (SRFI) developments. For maritime traffic, consolidation of traffic to/from the Baltic into larger ships and ports (some such as London Gateway and Teesport with "port centric" quayside distribution parks) should help generate more inland trainload freight opportunities. For construction traffic, material suppliers are increasingly seeking to deliver materials at scale into more city centres beyond London, whilst in the opposite direction, waste contractors such as BIFFA and SUEZ are looking to rail to export waste from city centres out to landfills or (increasingly) to power stations.
- Network capability: the truncation of HS2 phase 2b to Leeds would have delivered additional passenger capacity with which to relieve existing routes for freight traffic. An announcement on funding may be forthcoming which would see the northern Trans-Pennine route via Hebden Bridge and Huddersfield cleared to W12 gauge by the end of the decade, reflecting wider aspirations in the IRP about improving capacity on the corridor. If funding is forthcoming, further lobbying would be desirable to ensure the core W12 route is then extended out on surrounding routes to feed into local SRFI and other intermodal terminals. In addition, some of the sites currently being used or considered as work sites for the wider Trans-Pennine Route Upgrade (eg Gascoigne Wood, Healey Mills) could be retained and developed for freight, providing a positive legacy and maximising value for money from the investment.
- Resolving passenger / freight conflicts: the nascent Great British Railways and associated restructuring of the rail industry affords a once-in-a-generation opportunity to challenge the "passenger first, freight second" mindset. Network Rail has several workstreams in hand to review how to balance the value / need of both sectors on a more equitable and objective basis, and similar consideration needs to be given at regional and local levels to avoid creating further conflicts going forward –

particularly where the scale and pattern of passenger rail usage may not warrant previous or planned service frequencies.

Rail freight interchanges:

- Intermodal terminals: the presence of 2 operational SRFI within Yorkshire & Humberside (Wakefield Europort and iPort) along with other satellite sites (Leeds Stourton, Doncaster Railport, Masborough and Tinsley) compares with the East and West Midlands which have 2 operational SRFI each and a further 2-3 SRFI each in various stages of planning and development.
- Construction railheads: there is a need to safeguard sites against redevelopment or surrounding prejudicial development which may then fetter operations on site: RFG cited recent work undertaken by the Centre for London on the “deindustrialisation” of the capital, noting that around 500 hectares have been lost to housing between 2013 and 2018. Overall usability of the site will be as important as rail access, RFG citing the need for ready-mix plants to be no more than 45 minutes’ drive by HGV from city centres to ensure the integrity of the material.
- Extra-regional facilities: RFG stressed the need to acknowledge the role that railheads outside the area can and do play in serving neighbouring areas, local authorities sometimes being overly focussed on localism rather than the wider sub-regional / regional context.

Potential for positive interventions:

- Better engagement and understanding is needed between end users and the transport & land-use planning process, given the withdrawal of Planning Policy Guidance Note 13 and the more nationally focused NPS has created a policy void for rail freight and railhead sites.
- Such engagement (even if this may on occasions need to be on a commercially confidential basis) would help improve safeguarding of existing sites and potentially enable further sites to be brought forward by local authorities and/or third-party promoters, based on better understanding about key success factors for railhead use.
- Through better engagement, backed by an evidence base of case studies, rail freight could be further demystified to create a more positive and informed approach within the Local Plan process. This ideally needs to take a 10-year forward view to “predict and provide” for rail freight, whether in supporting proposals for enhancing network capability, as for identifying and safeguarding a sufficiently diverse portfolio of railhead sites to respond to and/or foster new rail flows.

Transport for the North's Freight and Logistics' Strategy² offers a valuable assessment of the issues that need to be considered across the North to ensure the potential of the freight sector to contribute to the North's economic, social and environmental objectives. For rail this means ensuring planning for freight in growth traffic, a more co-ordinated approach to rail-connected warehousing and continuing effort to electrify the railway. The strategy underlines the importance of ensuring key growth markets, such as intermodal traffic are properly planned for a part of network investment plans, especially on the east-west axis across the Pennines.

d. What is a stretching yet realistic ambition for this objective and what measures can we most effectively use to consider success over the coming 5, 10 and 30 years? What are the interventions over that period which will be the maximum value for money, and what evidence can you share to support your claim?

It is important to establish targets for increasing rail's share of overall freight volumes, and it is welcome to see this suggestion. Such targets must be expressed in market share terms rather than in absolute terms to ensure that the benefits of rail freight as a mode are realised irrespective of wider trends in freight volumes and markets. Once the evidence is available, such targets should be sector specific and ideally broken down geographically. This should include specific market segments where rail is currently weak, but where there is latent market potential such as express parcels that structural reform can help to realise. Targets should have reference to their potential contribution to improving local air quality, contribution to carbon reduction objectives; reduction in miles travelled by road and / or air would be a good proxy for the national and local policy objectives that underpin the preference for rail freight. This would also naturally favour proposals that promote integration with waterways as a freight mode.

This approach will help align the railway and its decision-making to account for potential growth in freight volumes and to either protect or develop the facilities and circumstances for this to happen. This extends to the way the railway industry interacts with the land use planning and other local decision-making processes. There is a growing local appetite to facilitate the circumstances for more sustainable freight transport, and the rail industry needs to positively influence these local processes to make the most of these opportunities. Sometime the local implications of these decisions, particularly at transfer sites, will require bold decision making.

Clear targets will help to create the conditions to secure this, including the supporting the wider case with good underpinning evidence. This is a real opportunity for Great British Railways to add value to the work of Rail Freight Group and the rail freight operators and customers it represents.

² Draft Transport for the North Freight and Logistics Strategy available to download here: <https://transportforthenorth.com/reports/draft-freight-and-logistics-strategy-consultation-version-december-2021/>

Passenger needs are more readily and naturally understood compared to freight. Driven by ambitious targets, the WISP has a significant role in ensuring freight is considered in the margins of general decision making around long-term planning for the network, its facilities and, for example, stations and new rolling stock. This will secure efficient capital investment and maximise the marginal revenue generating opportunities that freight can offer to the railway.

Delivering financial sustainability

Rail is both a public service, supported by the taxpayer, and a business, run by private operators, with paying passenger and freight customers. The railways have received unprecedented levels of public support throughout the pandemic, protecting the essential services that people, including commuting key workers, rely on. As the recovery and rail reform gains pace, as with all areas of public expenditure, there is an onus on the rail sector to ensure value for money for users and taxpayers in how funds are used, and it must harness the incentives of the private sector to deliver the service in the most cost-effective way.

The railway, accordingly, must seek to deliver infrastructure and services more efficiently, in order to maximise beneficial outcomes while balancing costs against revenue and taxpayer funding. This is more than just a short-term issue: we are clear that reducing the cost of the railway, increasing efficiency including through innovating with private partners, and achieving a better deal for users and taxpayers is a critical priority over the next 30 years.

When considering your answer to the question below, please consider how we can support greater efficiency (such as joined up operations), innovation, alternative sources of funding and/or cost base reduction. Similarly, what steps you would propose to improve the efficiency and reduce the cost of infrastructure projects, operation and maintenance, and what evidence you have to support your response.

Question 3

Where are the most significant opportunities and barriers to delivering financial sustainability in the rail sector over 5, 10, and 30 years and how do we achieve/overcome them? How can we most effectively monitor and assess this? What is a stretching yet realistic ambition for this objective and what measures can we most effectively use to consider success over the coming 5, 10 and 30 years? What are the interventions over that period which will be the maximum value for money?

The value of the rail network in terms of its wider economic benefits, as well as its contribution to other policy objectives (carbon reduction, social and environmental benefits) are covered elsewhere. All these factors justify public support for the railway, but with that comes an expectation for efficient and effective use of that support. Simply put, this means delivering value for money.

The Combined Authority noted in its responses to the Williams Review the inefficiencies inherent in the overall structure of the railway. These are driven by a range of factors, including duplication of activity across operators, hundreds

of costly artificial contractual interfaces within the industry, often with mis-aligned incentives. The structure has not secured effective long-term decision making (i.e. capital investment to reduce operating costs) or has led to piecemeal investments that fail to realise wider efficiencies.

The growing level of revenue support the railway has required over the last 15 to 20 years at a time when passenger numbers have been increasing is testament to the inherent inefficiency of the outgoing industry structure. It is a structure that has worked against effective and efficient decision-making despite the best efforts of many of those operating within it. The new pressures imposed by the pandemic simply underline this.

Complexity has led to a lack of accountability for poor decision making, giving rise to numerous problems, including for securing value for money. The Williams-Shapps White Paper acknowledges these failings, and it is a core theme to simplify the industry's structure to secure clearer lines of accountability and a more rational basis for making important decisions.

The Combined Authority with our local council partners is an important investor in the railway in West Yorkshire. We have invested over £43 million of local funds to secure projects with a value of almost £70 million in the last 10 years and have programme commitments of over £182 million of locally controlled funds to secure projects with a value more than £220 million in coming years. This is delivering investment in new stations, and station improvements to make them more attractive and accessible for passengers. Alongside this we invest around £900,000 annually on rail concessionary fares, funded via local council taxes. This widens access to the railway but is also an important commercial intervention helping to drive the off-peak rail market.

The Combined Authority receives no direct exposure to the revenue benefits of these investments; they are made to secure the contribution that rail makes to our policy objectives. The value for money of these investments is therefore of paramount interest. Our investment in rail comes at an opportunity cost for investments in other modes of transport in our local transport network, so rail be a good value choice.

In our experience, rail projects are time consuming to develop and have unduly complex decision-making approaches attached to them. These factors are significant cost-drivers in addition to the high capital-cost of rail projects in the delivery phase. This experience frames our suggestions below.

Empowering accountable local decision-makers. Whilst there is a balance to be struck, decision-making needs to be devolved to ensure that investment decisions are being taken with good understanding of local circumstances. For example, there is significant scope to drive efficiency out of better local coordination of renewal and enhancement activities on the network. Not only can this drive value for money, but it also has the potential to improve reliability (make sure projects address local known issues) and minimise passenger disruption. Marriage of accountability across different programmes at a regional level is also crucial to secure these efficiencies. The structure will need to secure a high degree of

operational independence to achieve this. Traditional public-sector programme accountabilities and approaches are unlikely to realise the full benefits.

Benchmarking costs is required to drive best practice within the railway for more cost-effective approaches. Regionalisation of Great British Railways creates an opportunity to benchmark unit costs between parts of the organisation, driven by the increased accountability for cost control that this should generate.

Joining accountability for revenue and cost will drive value for money and more effective investment planning. The current industry structure splits accountability for costs and revenue, disincentivising rational decision-making, because operation savings often accrue to different parts of the industry to those that bear the capital costs. This has been a major barrier to the natural case for railway electrification projects, for example. Work by TfN has demonstrated that the industry structure has overlooked relatively small-scale actions to increase line-speeds with anticipated journey-time and / or reliability benefits that would drive revenue and recover the costs many times over. Across the industry there is significant scope for cost saving and revenue growth in an entire range of activities at the large and small scale by joining accountability for revenue and revenue at the right level.

The WISP has a key role to secure better investment planning by ensuring a coherent basis against which investment decision-making can take occur, including through times of uncertainty, such as the one the sector currently faces. In the medium and long term this can ensure that individual schemes contribute to the bigger picture in what is a complex and inter-linked network. Better investment planning in the short-term horizon will maximise the environment for securing co-investment from local partners such as Combined Authorities. The most cost-effective opportunities to deliver additional local benefits are likely to be found alongside existing planned investment in renewal or enhancement projects. The opaque decision making surrounding the RNEP process makes this difficult to plan for at present, and there is little visibility given to either the supply industry or potential co-investors in asset renewal plans, for example for station buildings and facilities. A key component of the WISP should therefore be transparent short-term regional delivery plans to help drive supplier efficiency and maximise co-investment opportunities.

Finally, **establishing the conditions for revenue growth** is crucial to financial sustainability. This means ensuring the structure of the industry is reformed swiftly to ensure those with commercial expertise find a home in the new Great British Railways structure quickly. The best commercial expertise was inevitably with the train operating companies and their owning groups as this is where revenue risk was held. The commercial expertise in pricing, marketing, yield management and growing railway's market share is vital to driving growth and recovery. Separating accountability for revenue from the expertise in growing revenue will lead to poor decision making and hinder the sector's recovery at a crucial time and needs to be resolved urgently.

The Great British Railways structure should ensure that a commercial focus on growing rail's overall market share, rather than maximising returns within a narrowly defined contractual framework, often with perverse outcomes in terms of

ticketing complexity, irrational timing of trains (from a customer perspective), or even wasteful duplication of services between operators.

Contributing to long-term economic growth

Rail helps to boost productivity and growth through improved connectivity and job creation, enables supply chains, delivers goods to businesses and consumers and directly employs over 240,000 people (source: [the rail sector in numbers](#)). Among other factors, such as population growth, long term economic growth is influenced by emerging technology, and innovative, more effective ways of thinking and doing things. Over the next 30 years, wider economic, social, environmental and technological trends will change the role rail plays in our economy. It will be for the whole sector to demonstrate that it cannot only continue to deliver wide economic benefits in the face of a changed economy but that it can find new ways to catalyse growth and prosperity.

When considering your answer to the questions below, please share examples of any relevant local, regional and national growth and productivity, and examples of innovations and technology from the UK and abroad, research into trends that may influence rail's contribution to economic growth, and/or new ways of thinking that should be used in or for the rail sector over the coming 5, 10 and 30 years.

Question 4

- a. As Britain recovers from the effects of the COVID-19 pandemic, what evidence do you have for how rail can contribute to wider economic growth over the next 5, 10, and 30 years? What is a stretching yet realistic ambition for this objective and what measures can we most effectively use to consider success over the coming 5, 10 and 30 years? What type of interventions over that period will provide maximum value for money from rail's economic contribution, and what evidence can you share to support your views?**

In terms of recovery from the COVID-19 pandemic the region from a transport perspective has bounced back quite quickly and this is evidenced from passenger footfall at Leeds station. Passenger numbers at the station have recovered quickly since restrictions have been relaxed with weekdays at around 70%^[1] of pre-pandemic levels (nationally 66%) and exceeding pre-pandemic footfall on a weekend by as much as 49% in October 2021.

Providing a rail network that has capacity to grow is crucial to support economic recovery. Prior to the pandemic, the region was experiencing a significant increase in rail patronage. For example, passenger numbers at Leeds station have more than trebled between 1997 and 2017 with an average of one million extra trips added every year^[2].

To support growth in the short term the Combined Authority is focusing on three action areas which are good jobs & resilient businesses, skills & training and accelerated infrastructure. These are aligned to two overarching goals which cover inclusive growth and sustainable environment.

We have four distinctive West Yorkshire propositions that are priority asks for Government support. These build on existing regional strengths, that not only contribute to the UK’s recovery and to levelling up and as follows:

Health innovation – building on the region’s strengths in devices, data and diagnostics, unlocking industry collaboration, skills and a globally positioned Act Early institution on disease prevention.

Lives transformed by digital tech - ensure no one is left behind in a digital-enabled future, by driving infrastructure, digital skills and Made Smarter investment to support digital adoption in manufacturing.

Entrepreneurship – focussed on our diverse communities, existing scale-up performance and learning from our MIT REAP programme for high growth pre-starts, unleash an entrepreneurial revolution, transforming empty properties and supporting high-growth potential start-ups.

Transition to Net Zero Carbon Resilient Economy – supporting our net zero 2038 target, with unique industry strengths in low carbon transport, clean agri-tech, construction and circular economy. Will deliver up to 71,300 jobs, and training to help people into low carbon opportunities.

We have developed an economic recovery plan³¹ which sets out our short term goals over the next five years across all modes of transport. This is illustrated below -



Figure 1 - West Yorkshire Economic Recovery Plan

To support our strategic objectives, we need the rail industry to deliver the following:

- **Capacity** –to reduce over-crowding and to cater for forecast growth in both passengers and freight traffic, as well as to allow more frequent services.

- **Reliability** – to improve reliability and resilience of the railway and provide a better-quality customer experience, seamless interchange between rail services and other modes to reduce car use.
- **Connectivity** – reduced journey times and improved and new journey opportunities across all rail sectors, creating more attractive labour markets.
- **Emissions** – reduced to support a zero-carbon economy, improved air quality and to protect the environment.

This requires a strategic programme of investment in rail covering the next 30 years. The programme must include:

- Trans-Pennine Route Upgrade (TRU) – Completion in full, including electrification between Manchester, Huddersfield, Leeds and York, to provide additional capacity now to support economic recovery.
- Leeds Station – With the station approaching pedestrian capacity, investment is urgently required. We also need to create significant additional capacity on the eastern and western approaches to the station to relieve the current bottleneck.
- Electrification – A rolling programme to create an electrified City Region rail network, starting with the Calder Valley line. This would provide an electrified alternative to the Trans-Pennine route in times of perturbation and help support wider objectives to decarbonise the railway and the economy, and to open up opportunities to transform connectivity.
- East Coast Main Line (ECML) – Continued investment in this vital economic artery – optimising links to London .
- In the longer term The IRP as it stands is simply not good enough for West Yorkshire. It does not support the Combined Authorities ambitions for a stronger, fairer and better-connected region. The plan will limit the growth and potential of West Yorkshire for decades to come. The Combined Authority will still make the case for the following
- HS2 Eastern Leg – Completion of HS2 Phase 2b east between Leeds and the Midlands. This includes early delivery of the Leeds HS2 station along with a link south to a junction with the existing network.
- Northern **Powerhouse Rail (NPR)** – Delivery of the full NPR network linking Leeds, Bradford, and Manchester – with a new through station in the centre of Bradford to accommodate both NPR and Calder Valley services. The current plan does not deliver the capacity required to cater for local stopping, freight and inter-regional services.

To ensure sustained economic growth over the coming decades, businesses will need to draw on pan-northern resources including access to labour markets, research centres and supply chains. The Northern Powerhouse Independent Economic Review^[4] outlines how better transport links across the North could create 850,000 more jobs by 2050. This is achieved by focussing and better connecting the North's prime capabilities in advanced manufacturing, digital development, health innovation and energy supported by enabling capabilities that cover education, logistics and financial and professional services.

Building better, faster and more frequent transport links between key settlements and increasing the pool of workers to work in higher productivity urban locations will increase productivity across the wider economy. This will provide new opportunities especially for young people to specialise and allow a retention of skills and labour in the North. Rail is a key enabler in respect to this as indicated in the integrated rail plan - 'It can transform the prospects of the places they serve, helping businesses to grow, generating new jobs and opportunities, and improving the lives of people who live and work there. An investment in rail is an investment in more prosperous communities.'^[5]

^[1] <https://www.westyorks-ca.gov.uk/media/7741/lcr-economic-and-transport-insights-20211220.pdf>

^[2] <https://dataportal.orr.gov.uk/statistics/usage/estimates-of-station-usage>

^[3] <https://www.westyorks-ca.gov.uk/media/4240/draft-west-yorkshire-economic-recovery-plan.pdf>

^[4] <https://transportforthenorth.com/wp-content/uploads/NPIER-Core-Messages.pdf>

^[5] Page 10 – <https://www.gov.uk/government/publications/integrated-rail-plan-for-the-north-and-the-midlands>

b. In the context of enabling development and regeneration opportunities both in the immediate vicinity of stations and within the surrounding area, how can rail best facilitate improvements to places and local growth, through improved connectivity and unlocking commercial activity, housing, and employment over the next 5, 10 and 30 years?

A modern, integrated transport system is essential for an economy to flourish and communities to thrive. West Yorkshire is a significant and growing economy. To fulfil its full potential as a major player in the Northern Powerhouse, our region needs a transformation in its transport system, to one that is fit for the 21st Century and for a decarbonising economy.

West Yorkshire Combined Authority published our Infrastructure Connectivity Plan. The plan sets out a long-term transport infrastructure investment programme for the next 20 years, providing a spatial picture of where improvements are most needed to improve people's quality of life and stimulate inward investment. The plan also includes a lot of powerful evidence which support the case for a long-term transport Infrastructure investment programme. The plan and its evidence can be accessed in here [Connectivity Infrastructure Plan | Your Voice \(westyorks-ca.gov.uk\)](https://www.westyorks-ca.gov.uk/Connectivity-Infrastructure-Plan-Your-Voice).

The rail network performs a vital role in connecting our people and businesses to opportunities across the country and within the region. We have published our West Yorkshire Rail Vision, the vision document sets out how better rail services can support out ambitions for the region. The vision document can be accessed in here [Rail Strategy 'vision' v3.3 2021-01-14 - FINAL.pdf 72977c248bc9369c905bfe05d700947a \(amazonaws.com\)](https://www.westyorks-ca.gov.uk/Rail-Strategy-vision-v3.3-2021-01-14-FINAL.pdf).

The Combined Authority has an important role in establishing a transport strategy for West Yorkshire. This includes ensuring that transport needs of places are met across all modes to achieve our wider policy objectives and investment plans. This must be informed by the best available evidence. Restructuring the rail industry is an important opportunity to ensure data that was until recently considered

commercially confidential can be freely shared, so investment is prioritised in the most effective way.

Capacity

One of the key factors to enable development and regeneration opportunities both in the immediate vicinity of stations, along the rail network and within the region is to make sure the rail network has the capacity to grow, so that it can cater for the growth in national, regional and local services. The rail network in West Yorkshire is unique in the sense that it is a victim of its own success and of years of under investment. Our rail network is overcrowded and current planned investment is insufficient to support the economic ambition of this region and the levelling up agenda. .

Here are a number of examples that indicate the capacity issues in our rail network which limit development and regeneration opportunities:

Leeds Capacity

Leeds station including its approaches is a known bottleneck on the rail network, impacting reliability across the North. At the moment, there is no concrete commitment to resolve the capacity issue at Leeds as part of the published IRP. Instead, the IRP seeks to resolve the rail capacity problem with a mass transit solution. The IRP cites that a future West Yorkshire Mass Transit system could potentially relieve capacity issues at Leeds station and provides Manchester Metrolink as an example of how this could be achieved. Whilst not wanting to pre-empt the outcome of any further study, the rail network in and around Leeds is very different to that in Manchester. Routes in our region carry a mixture of local, inter-regional, inter-city and freight services and are not self-contained, unlike Manchester. All our rail corridors are already well utilised and therefore it would be very disruptive and not suitable for conversion to Mass Transit, which offers less capacity than heavy rail services.

Network Rail has already completed extensive technical and business case work on the required improvements at and around Leeds. What is needed is agreement and commitment to progress developed proposals to increase track and pedestrian capacity at Leeds and approaches as soon as possible to provide long term resilience for the region and the rail network. The Government has recently funded £161m investment towards increasing capacity at Leeds station (separately from the IRP). This investment enables some of the 2016 franchise commitments to be delivered (late). It is not a long-term plan and whilst welcome, falls short of what is needed to support future growth in passengers, freight and services to enable a thriving West Yorkshire economy.

Limited capacity of the Victorian railway

Provision of new lines including delivering HS2 East in full plus Northern Powerhouse Rail with a stop in central Bradford would improve both speed and capacity between our cities and relieve pressure on our existing lines, which would allow more local, inter-urban and freight services to operate. The recently published IRP, however, did not deliver the needed new lines.

Instead, we are offered a series of upgrades to the existing Victorian infrastructure, which will cause significant disruption for decades, not deliver the capacity required

or the journey times promised and at the expense of local services. We are not confident that IRP will deliver the claimed journey time benefits without a detrimental impact on development of our local services. We believe in evidenced based policy making but without the technical evidence that underpins the IRP being made available to us, we are unable to assess the full impact on our regional network. For example, we are aware that alternative options for HS2 East have been looked at by consultant Mott MacDonald on behalf of the Department for Transport (DfT) but this report has not been released.

Transpennine route

Transpennine railway route is the main route linking two major cities with large volumes of traffic, it currently handles a mix of fast express, local stopping services and freight traffic. The route has suffered from crowding and congestion and journeys have often been slow and unreliable.

We welcome the recent firmer commitment on Transpennine Rail Upgrade as part of the IRP. We look forward to seeing the committed improvements to be delivered as soon as possible. However, rail improvements on existing railway lines could be very disruptive for communities and businesses during construction. By merging the NPR and TRU programmes together, this disruption will now extend westwards from Huddersfield to Marsden. It also means that this strategic rail line between Manchester and York could be subject to disruption for a 20-year period between 2025 and 2045, as it is upgraded for TRU and then NPR. This would have been mitigated to some extent if the preferred NPR new line option via Bradford was taken forward.

We need to understand the costs, scale and extent of this disruption and the mitigation proposed to minimise impact on communities and businesses to prevent further pressure on the already congested M62 and the already fragile economy.

At the moment, we are also sceptical about the deliverability of the journey time quoted in the Integrated Rail Plan without impacting on the local services. We are looking forward to see the detailed timetable.

ECML

East Coast Mainline is our key corridor which connects our region with North East, Scotland and London. The limited capacity of the route limits the growth and regeneration opportunities of our region. The recent East Coast Main Line May 2022 timetable consultation highlights the capacity issue of the route. We are pleased that there is commitment to upgrade this route in the published IRP. However, this route has been on the table for investment for over two decades and whilst there has been some recent progress with delivery, it does not constitute a full route upgrade, so the main impacts on rail infrastructure and services have yet to be seen. Without HS2 East, it is not possible to operate HS2 services on the ECML to York, Darlington and Newcastle. In the absence of HS2, further improvements to the north of York on the ECML will be needed to improve connectivity on the eastern side of the country. The IRP, however, is silent about infrastructure improvement beyond York on ECML, we are keen to see firm commitment on ECML north of York.

The IRP indicates that there will be journey time reductions (a reduction of 20-25 mins between Leeds, Wakefield and London) as a result of higher track speeds and digital signalling. We remain sceptical in how achievable this is.

New rail stations

The Combined Authority has delivered a number of new rail stations in the recent years such as Kirkstall Forge, Apperley Bridge and Low Moor. New rail stations play a key role to unlock local development and regeneration opportunities. For example, Kirkstall Forge is already home to the 'Best commercial workplace in the UK' and has over 850 people working in Number One (a 100,000sqft commercial development). It is home to the global headquarters of Zenith, the Northern office of CEG (Commercial Estates Group), Mercedes-Benz Vans and Bupa. The next office building, Number 2, Kirkstall Forge will deliver another 200,000 sq ft of development.

The Combined Authority has an ambitious new rail stations programme to unlock more local development. This includes the development and delivery of stations at Leeds Bradford Airport, White Rose, Thorpe Park and Elland. While we are at an advanced stage of development for these new rail stations, the potential of running better rail services is constrained by the capacity of the rail network. It is particularly relevant in the case of Thorpe Park station. Whilst east of Leeds is a congested corridor with a mix of local, regional and national services, the infrastructure improvements have not been confirmed yet and IRP only commits to ask Network Rail to assess options for short-to-medium term interventions as part of the TRU between Leeds and York. This uncertainty will limit the potential to unlock local growth and regeneration opportunities.

Two of our major cities are constrained by the limitation of the rail network

Bradford

Bradford is the UK's 7th largest and youngest city with 25% of its population aged under eighteen. It is home to 540,000 people, 17,000 businesses and a £10.5 billion economy. It is the UK's worst connected city by rail with no direct connections to other major centres such as Liverpool, Newcastle, Sheffield and the Midlands. The current direct services to Leeds, Manchester, Preston and York are slow and unreliable.

As a major city, Bradford, is effectively on a branch line. It desperately needs improved rail services but is constantly let down with promises of service improvements that never materialise. For example, in 2015 Bradford was promised new direct services to Liverpool, Manchester Airport, Sheffield and Nottingham as part a new Northern franchise which would begin in 2019. These have never been delivered and there are no timescales for their potential introduction.

NPR via central Bradford would have revolutionised rail travel for the city, providing direct and frequent services to Liverpool, Birmingham, and Newcastle with journey times at least halved to Leeds, Manchester, York and Hull.

This is a massive lost opportunity and completely counter to the Governments ambitions around decarbonisation and levelling up. Of all the NPR options that were considered, the one via central Bradford creates the greatest number of new jobs, generates the most rail trips, has the highest GVA impacts and results in the biggest

reduction in car travel. This information is contained in the unpublished Strategic Outline Case for NPR developed by TfN.

It also unlocks urban regeneration and transforms connectivity for both deprived and black, Asian, and minority ethnic communities located near the proposed NPR station, who would benefit for better access to job opportunities in Manchester, Leeds, York and beyond.

The case for Bradford is also clearly made in several studies. Work undertaken by consultant Arup found that a Bradford NPR station could boost the economy by £30bn, create 27,000 new jobs and generate a 10% uplift in land values over a decade by bringing 6.7m people and £137bn of annual economic output within a 35-minute journey of central Bradford.

Mott MacDonald consultancy in a recent report cited that NPR via Bradford could deliver a £22bn boost to the Northern economy. It also states that traditional Treasury analysis fails to recognise the true economic potential when simultaneous action across skills planning utility provision education tourism leisure and industrial policy is considered.

The IRP commits to electrifying the Calder Valley line between Leeds and Bradford and reducing journey times down to 12 minutes subject to a satisfactory business case. This is welcomed, although given most services do not terminate at Bradford Interchange but continue to Halifax, Manchester and East Lancashire, it would only be sensible to commit to full electrification of the Calder Valley line. This, however, is not included in the IRP.

In the short term, we need to understand the scope of electrification between Leeds and Bradford. At the moment, we are sceptical about the quoted 12 minutes journey time in the IRP, it is uncertain if this can be delivered without impact on the local connectivity. In the short – medium term, we need to have the commitment to electrify the Calder Valley Line. Electrification of the Calder Valley line remains a key priority for both Calderdale and the Combined Authority and this corridor is identified as a “tier-one” priority for electrification as part of the Northern Sparks report, led by Andrew Jones MP and published in 2015. Bradford will require a step change in rail connectivity. We urgently need Government to give clarity to people in Bradford about how they will better connect to the North and the rest of the country.

Leeds

The whole central city growth strategy in Leeds has been based around HS2 coming and the creation of a new T-shaped station, therefore, as a city, it is particularly hard hit by the recently published IRP.

Leeds station and the network around Leeds has suffered from capacity issues. As all the services are either terminated at Leeds or run through Leeds, the limited capacity at Leeds (track, platform and pedestrian capacity) impacts local, regional and national rail services. There is limited opportunity to increase rail capacity at Leeds due to its constrained station footprint surrounded by development. The western approach to Leeds is particularly constrained and that is the reason the T-

shaped station is the most deliverable option to deliver additional capacity for the region.

The Leeds city strategy is shaped around a new HS2 station and the potential for redevelopment of the Southbank area of Leeds City Centre, one of the biggest regeneration projects in Europe. South Bank Leeds is a massive regeneration project aiming to double the size of Leeds city centre by transforming the ex-industrial area south of the River Aire. The area is the size of 350 football pitches.

According to the South Bank Leeds Regeneration Framework Supplementary Planning Document (SPD), 8,000 new homes and 35,000 new jobs are due to be created as part of the regeneration programme. It is already a home for major companies such as ASDA European headquarters and to SKY and currently, there are 3,000 people living on the South Bank, alongside over 250 businesses. Without the T-shaped station, the development of South Bank will be jeopardised and unable to achieve its full potential.

Leeds is the largest legal and financial centre outside London with the financial services and insurance industry worth £13 billion to the city's economy which accounts for 38% of total output with more than 30 national and international banks located in the city, including an office of the Bank of England. Given its importance it is disappointing that Leeds is no longer connected to the HS2 network. Instead the IRP only commits to further study looking at *'how to take HS2 services to Leeds and the most optimal solution for Leeds station capacity – particularly in light of post COVID-19 demand'*

Leeds has substantial amounts of land safeguarded for HS2, until the issue of how to get HS2 services to the city is resolved, it will mean no development can take place which is very damaging to the city's economic recovery and regeneration opportunities in the post-pandemic world.

What is required for Leeds in the short term is a clear commitment to resolve the capacity issue at Leeds and around (both track and pedestrian capacity), a clear position in relation to T-shaped station and a clear roadmap to bring HS2 services to Leeds.

c. What innovative and modernising ideas do you have which would benefit the railway while supporting the strategic objectives? Please give evidence and make reference to how they would maintain or enhance the railway's safety record.

The critical point for the future of our railway is that the framework within which it operates – and therefore the way in which GBRTT works – must:

- **Set the railway and its managers clear objectives** in social, economic and environmental terms, so that all are operating to a common and shared purpose. If this is achieved and the right people can be attracted, fostered and retained in the railway within a strong culture

driven by those shared goals, then the history of the railway shows that this can drive achieving (and achieving cost-effectively) outcomes that are as good as, or better than, those driven by direct (but often distorted) financial incentives as under the former franchising system, or by the “KPI mentality” that characterised some public contracting with the private sector such as the PPP arrangements common in the 1990s/2000s. As such, we consider that concerns regarding the loss of TOC incentives, arising out of revenue risk transferring to government, are likely to be overstated.

- **Give the railway and its managers the freedom to act** in pursuance of those objectives. Again, history has shown that the railway can, with the right people in the right places, certainly innovate and modernise. Numerous examples existing especially from the late British Rail era, especially when sectorisation allowed skilled managers to focus on the markets they understood best and to act to develop them. Examples are numerous, but include the branding, sales and marketing activities of Network South-East; numerous fares and ticketing initiatives such as in Regional Rail (including at local level such as the Dales Railcard); agreeing investment with third parties (including WYCA’s predecessor, WYPTE, which financed several new stations with local BR agreement); technical innovations such as low-cost signalling and train control solutions to reduce the operating costs of rural lines; and close cooperation between Freight sector managers (and those of the subsectors serving particular flows) and their customers leading to the optimisation of freight traffic around the customers’ real needs in a highly competitive market. Allowing this freedom will be critical to achieving a railway that can grow its way out of Covid and successfully meet the national objectives we require of it – and it includes the freedom to take appropriate risks without being micro-managed and second-guessed by Government or central authority.

The critical point arising from the above is that, as Combined Authority, we see it as our role primarily to be involved in the setting of the objectives that the railway should be serving, and to an extent to assist in the planning of the outcomes that they should drive in terms of, for example, service provision – but that once these have been set, the most fertile ground in which innovative and modernising ideas will flourish is likely to be the railway itself, if and when it is allowed to do so. We are, in this regard, concerned that the messages coming from Government at present, and some of the wording surrounding this WISP call for evidence, risk running directly counter to this, and indeed there is some evidence already of moves in the wrong direction:

- There appears to be increasing evidence of central Government (which appears to be driven from the Treasury rather than even the Department for Transport) taking an ever-closer role in what amounts to micromanaging many aspects of the railway and second-guessing what should be decisions made by railway managers. For example, in 2020 the long-delayed introduction of the desperately needed flexible season tickets finally took place – but seemingly on Treasury insistence the

discount offered by this product as against the purchase of one-off return tickets has been too small to enable these to take off, potentially stifling the recovery of rail commuting in the “new normal” where daily travel to a fixed place of work is no longer the overwhelming norm. Similarly, we have in conversation with TOC managers repeatedly heard complaints that initiatives they wish to pursue, in fares, ticketing and even service adjustments or new ways of providing for passengers’ needs, have been stymied by the withdrawal of their ability to push such things forward without a stamp of approval from London.

- Similarly, and as discussed in more detail elsewhere in this evidence submission, several of the statements GBRTT has included in [its call for evidence](#) appear potentially unhelpful in terms of allowing the railway the freedom to manage its affairs, to develop its markets, and to take appropriate risks. For example, it states:

Responses that identify opportunities for prioritisation, efficiency, and cost reduction in order to drive value for money for the taxpayer and rail user, will be particularly welcome. Any responses that focus solely on requests for new investments or enhancements will not be considered, and any proposals for new funding will need to evidence the cost reductions or efficiencies such proposals would realise. The purpose of the Strategic Plan will not be to present an investment pipeline, and as question 3 sets out below, the unprecedented taxpayer support given to the railway during the pandemic combined with the long-term cost challenge of providing rail service means that it will be crucial for the Strategic Plan to recognise the restraints on public finances.

The first two sentences in the above are inimical to the ability for the railway to innovate, to modernise and to move forward through growth rather than to retreat through austerity and retrenchment – with a real risk of a spiral of decline. Applying the principles suggested would reduce greatly the ability of managers to move our industry forward, and of the industry as a whole to grow revenue. We therefore, urge that they be reconsidered.

Nonetheless, it is clear that “innovation for innovation’s sake” is not needed on the railway – for example, it is arguable that too much attention being paid to alternatives to “traditional” rail electrification has produced purported “solutions” to a problem that does not really exist, and solutions that perform less well than the “problem” they are meant to address, while distracting attention from the overwhelming case for pressing forward with a rolling programme of electrification, which, while a long-established technology, remains by far the best way to run a busy railway.

Running parallel with the freedom for on-the-ground rail managers to innovate is therefore the need to create space for more radical, “blue-sky” thinking and the innovation this can drive. This is another area in which Britain was historically a genuine world leader, but where this lead was lost after privatisation: specialised rail-industry research. There is a good case for GBR (and the railway as a whole) to develop, based on the existing skills and resources across the industry, a centre of rail research excellence, potentially not unlike the old British Rail Research Division. The BRRD, while run on a heavily constrained budget,

pioneered innovative and highly successful developments such as passenger demand forecasting, computerised traffic management and signalling (e.g. solid-state interlocking and integrated electronic control centres), many aspects of track and train design, safety systems, vehicle dynamics and electrification – to name but a few. Here too, it is instructive that BRRD had a high degree of “headspace”, that is, the freedom to conduct clean-sheet research based on its own initiatives as well as on needs communicated from elsewhere in the industry.

All of this leads to the conclusion that a two-pronged approach looks to be the one that GBR should work towards for our railway: on the one hand, clear objectives and the freedom for rail managers to innovate (and take appropriate commercial risks) to meet them; but on the other, a reinvigorated and semi-independent rail research function. Taking these together, there is a real prospect that Britain’s railway could develop new and better ways to meet its objectives in terms of providing efficient, attractive and cost-effective passenger services and freight capacity, while maintaining its excellent safety record – and developing products and services that are marketable around the world, as well as making the railway an exciting and attractive career option for talented people

Levelling up and connectivity

The Secretary of State for Levelling Up has outlined four key outcomes on which the government will focus:

Rail has an important part to play in working toward these outcomes, and particularly so in connecting the nations, regions and communities of the UK. Improved rail links can connect people to jobs, education and skills, high-quality housing, social opportunities, services, and green spaces, as well as encouraging the growth of businesses, and attracting leisure visitors into an area. Improving stations and surrounding areas can also act as a catalyst for regeneration and development and a cause for local pride.

At present, usage of rail differs widely across the UK; before the pandemic, almost two thirds of all rail journeys made were in London and the south east ([Rail Sector in Numbers report](#) from 2019).

When answering your questions, consider the ways in which rail can be used to improve connectivity and local economic growth over the next 5, 10, and 30 years.

Question 5

- a. What evidence can you provide for how the rail sector contributes to the four levelling up outcomes and to improving connectivity in across Great Britain, including through cross-border services? How does this change depending on the type of place where the sector operates (including in cities, towns and rural areas), and what are the most cost-effective ways at the sector’s disposal to improve that further during the next 5, 10, and 30 years?**

Levelling up will require systemic change, radical intervention and significant investment to address poverty and inequality it should aim to improve opportunities for all. From a West Yorkshire perspective, we must:

- Have greater cross-government engagement shape understanding of local needs
- Be empowered to allow us to enact tailored solutions to boost productivity tackle inequalities and drive inclusive growth
- be able to deliver over the long term and base our actions on robust evidence and clear accountability.

To level up West Yorkshire we need to:

- Enable disadvantaged groups and communities within the region to reach their potential and access work and training opportunities.
- For the region overall to increase his economic contribution in terms of higher income employment and productivity and close the gap with more prosperous regions.

We require greater certainty of secure, stable, and fair local government funding and public sector resourcing that enables confidence, long term planning flexibility and innovation.

Our ‘State of the region’ report^[1] sets out how our region is performing, our strengths and going forwards how we can rebuild and create a more inclusive and sustainable economy.

We are the largest hub for banking, legal and professional services outside of London, and an international leader in digital technology, healthcare innovation, advanced manufacturing, and engineering. We are one of the UK’s leading regions for creative industries, home to global and national brands, as well as small enterprises working across gaming, technology, digital media, TV and film. All these are knowledge based intensive sectors which benefit from agglomeration and access to a wider labour market as possible. Therefore connectivity plays a key role and in particular that provided by rail to enable growth in our urban centres. Despite our strengths the ‘State of the region report’ particularly highlights the productivity gap between West Yorkshire and the rest of the UK – the main barrier to improving living standards across the region in the long run and something we need to address to tackle inequality. More than a fifth of our workforce has no or low qualifications, placing huge limits on earning potential and the contribution they can make to the economy. A fifth of jobs in West Yorkshire pay below the Real Living Wage, the amount needed for a decent standard of living, and we can see the impact of this all around us.

Closing the gaps, and addressing the inequalities, requires that we act in a systematic way to boost the social mobility of our most disadvantaged people. We can do this by increasing skill levels, innovation, growing businesses and creating jobs. Inclusive approaches are needed to improve personal wellbeing; relevant and transferable skills; transport; business support; housing; and digital connectivity, connecting our towns and cities to economic opportunities. A significant challenge to

prevent us realising our vision is that our transport network is under increasing pressure but constrained by trying to balance the needs of local, regional, and national connectivity. We need significant investment in transport to connect communities, making it easier to get to work, do business and connect with each other sustainably.

Our strategic economic framework^[2] sets out the ambitious vision for the ongoing transformation of West Yorkshire.

- Boosting productivity - Helping businesses to grow and invest in the region and their workforce, to drive economic growth, increase innovation and create jobs.
- Enabling inclusive growth - Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities, towns and cities.
- Tackling the climate emergency - Growing our economy while cutting emissions and caring for our environment.
- Delivering 21st-century transport - Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.
- Securing money and powers - Empowering the region by negotiating a devolution deal and successfully bidding for substantial additional funds.

The priority based upon delivering 21st Century transport is set out in our connectivity strategy. Much of this was predicated on the provision of the HS2 eastern leg and Northern Powerhouse Rail in full. Unfortunately, the Integrated Rail Plan (IRP) which sets out Government's future investment in the rail network falls way short of what is needed to deliver a 21st century rail system for our region. It does not create the capacity needed to expand our rail network particularly around Leeds or deliver the transformational connectivity that Bradford requires to support its growing population.

Work undertaken by our district partners sets out how rail can transform their local economies. Mott MacDonald consultancy in a recent report^[3] cited that NPR via Bradford could deliver a £22bn boost to the Northern economy and that traditional Treasury analysis fails to recognise the true economic potential when simultaneous action across skills planning utility provision education tourism leisure and industrial policy is considered.

Economic analysis undertaken on behalf of the City of Bradford Metropolitan District Council forecast that NPR could boost the local economy by £30.bn and deliver 27,000 additional jobs^[4]. It would unlock urban regeneration and transform connectivity for both deprived and black, Asian, and minority ethnic communities located near a proposed NPR station. who would benefit from better access to job opportunities in Manchester, Leeds, York and beyond.

In Leeds the Leeds city strategy is shaped around a new HS2 station and the potential for redevelopment of the Southbank area of Leeds City Centre, one of the biggest regeneration projects in Europe. The continuing delay in delivering the connectivity promised by HS2 costs the Leeds City region economy £1.7 billion a

year. The Leeds City Region HS2 Growth strategy, published in 2018, identified that HS2 connectivity would generate 50,000 new jobs, 8,000 new homes and generate £54bn of GVA for the local economy.^[5]

Work undertaken on behalf of HS2 East Partnership illustrates why the Eastern leg of HS2 connecting Leeds to the Midlands could underpin the national levelling up strategy by:

- Generating 150,000 jobs through delivery of local HS2 growth strategies.
- Increasing frequency and reducing journey times between key economic centres in the North and Midlands, benefiting 13 million people, supporting 6 million jobs which equates to 20% of the UK GVA.
- Supporting the development of supply chains and advanced industrial clusters.
- Creating new and better jobs in areas with high levels of deprivation.

As highlighted, strengthening connectivity for example between city regions such as Leeds and Sheffield or cities like Bradford and Manchester enables their economic centres to function more like a single economy. This occurs by creating greater agglomeration between businesses, better knowledge transfer between industry and academic institutions, and stronger and wider labour markets. This will improve productivity and enable regions such as West Yorkshire to compete globally with the most productive and prosperous places across the world.

Better rail services are critical for improving access to labour markets, to enable businesses to draw on a wider catchment of apprentices, graduates and skilled workers and create more opportunities to access jobs.

In terms of improvements, our emerging rail strategy sets out what is needed in the future¹

^[1] <https://www.westyorks-ca.gov.uk/media/7533/west-yorkshire-state-of-the-region-full-report-2021.pdf>

^[2] <https://www.westyorks-ca.gov.uk/growing-the-economy/strategic-economic-framework/>

^[3] https://www.northernpowerhousepartnership.co.uk/wp-content/uploads/2021/10/FINAL-3541_WhitePaper_MW_NorthernPowerhouseRail.pdf

^[4] <https://www.bradford.gov.uk/regeneration/northern-powerhouse-rail/northern-powerhouse-rail-plans-for-bradford-city-centre>

^[5] <https://www.westyorks-ca.gov.uk/media/2804/hs2-growth-strategy-20122017.pdf>

b. How could the rail industry, over the next 5, 10, and 30 years, become more responsive to, and more accountable to, local communities and passengers? Please give evidence and examples in your response.

Our suggestions for how the railway can be more responsive to passengers is considered in responses to other questions. This response focuses on responsiveness to local areas.

It is important that the structure of the industry is radically simplified in a way that manifests accountable decision makers at a local and regional level with whom we can do business and forge strong working relationships. This is promised in the White Paper, and it is crucial the Great British Railways structure realises this as prerequisite to being locally responsive and accountable.

Rail is important to West Yorkshire because of the fundamental role it plays in our transport mix, and in turn to our communities and businesses. Almost 7 in 10 passengers using trains in West Yorkshire are making trips within West Yorkshire, underlining its important local role. The role of rail will need to continue to grow significantly to realise our ambition to be a net zero carbon economy by 2038. Rail also has a vital role in our regional and national connectivity which is crucial to our economic competitiveness.

This significant local role for rail underpins the substantial direct investments we make into the rail network locally (set out in our response to Question 3). In preparation for the reforms to come, we have established the West Yorkshire Strategic Rail Partnership through which we will establish the direct and honest relationship we need with the railway to ensure it responds to our needs and contributes to our potential.

By securing a strong relationship through our Strategic Rail Partnership we can:

- Deepen our relationship on ticketing, fares, and modal integration as part of our proposals for an integrated transport network for West Yorkshire where rail also continues to function as part of the national network.
- Establish a strong and effective delivery partner relationship, particularly where the railway is delivering projects on our behalf.
- Engage with the rail industry as we develop West Yorkshire's mass transit proposals, which will have several interfaces with the rail network.
- Establish a common understanding of the opportunities to realise shared social, economic, and environmental goals with the railway (e.g. on skills, employment, recovery, decarbonisation, community involvement).
- Realise opportunities for co-investment in development and delivery of projects through sharing investment plans and priorities.
- Secure accountability on behalf of passengers when things go wrong and act as a local passenger champion.

In return, the railway benefits from a strong local partner that is not only investing in the network to achieve growth but ensuring that the railway is fully equipped to understand the local opportunities and benefits that the West Yorkshire market presents.

The railway is an operationally complex network with almost no operational self-containment to the West Yorkshire geography. Our response to other questions respects that the most effective operational decisions will be driven by those with clear accountability in the railway. A strong local partnership will build the trust between ourselves and the railway necessary to ensure that the inevitable trade-offs that are made in the operation of the railway are fully informed of the benefits and

implications those trade-offs may involve for West Yorkshire, as well as for passengers more generally.

c. What is a stretching yet realistic ambition for this objective and what measures can we most effectively use to consider success over the coming 5, 10 and 30 years? What are the interventions over that period which will be the maximum value for money, and what evidence can you share to support your views?

In the short term we need greater investment in **transport** and we also want to secure **devolution of control of our rail stations** in partnership with Great British Railways. Stations are important community and economic assets, as gateways to our towns and cities, and must offer a consistent high quality, attractive and accessible offer of information, staffing, retail, and facilities to enable seamless multimodal travel options, step free access and toilet facilities. Stations are integral to our ambition to deliver an integrated London-style transport network. We want to meet the high expectations passengers and communities across our region deserve and ensure everyone can be confident and feel safe in our stations, to drive up public transport use.

Most of our rail stations are over 100 years old. Whilst we continue to invest in local stations, progress and focus is frustrated by complex ownership and management arrangements under the current rail industry structure and blighted by stop-start investment programmes. With devolution of control, we can bring renewed focus to ensure station management and investment responds to our economic and social priorities, delivering growth and regeneration, and ensuring rail performs an integral part in our integrated transport network.

We are developing a future mobility strategy which will set out our ambitions to make the best use of advancements in technology across all of our transport networks, and to develop a world class transport system that connects different modes of transport seamlessly into one comprehensive easy-to-use network. This will also help to improve the customer journey and improve information provision of end to end journey options through the development of digital ticketing options and Mobility as a service (MaaS).

The Williams-Shapps White Paper commits to a radically simpler structure for the railway under a heavily devolved Great British Railways. It commits to ensuring greater control for local people and places. Partial devolution of rail revenue support will enable a local financial partnership with Great British Railways to ensure that rail performs an integrated role in our local transport network responding to local needs and opportunities, and secure local accountability.

In terms of infrastructure, to enable levelling up of the West Yorkshire economy then delivery of the following long-term programmes is crucial. This will require measures to reverse decades of underinvestment in our region and to address the imbalance in transport spending which per head across Yorkshire & Humberside is £1,434 per annum less than that spent in London, £803 less than the North-West and £131 less than the West Midlands^[1].

The measures below also supporting decarbonisation by providing a sustainable alternative to our congested road networks by encouraging modal shift.

Trans-Pennine Route Upgrade (TRU) – Completion in full, including electrification between Manchester, Huddersfield, Leeds and York, to provide additional capacity now to support economic recovery.

Leeds Station – With the station approaching pedestrian capacity, investment is urgently required. We also need to create significant additional capacity on the eastern and western approaches to the station to relieve the current bottleneck.

Electrification – A rolling programme to create an electrified City Region rail network, starting with the Calder Valley line, to decarbonise the railway and the economy, and to open up opportunities to transform connectivity.

East Coast Main Line (ECML) – Continued investment in this vital economic artery – optimising links to London .

In the longer term The IRP as it stands is simply not good enough for West Yorkshire. It does not support ambitions for a stronger, fairer and better-connected region. The plan will limit the growth and potential of West Yorkshire for decades to come. The Combined Authority will still make the case for the following

HS2 Eastern Leg – Completion of HS2 Phase 2b east between Leeds and the Midlands. This includes early delivery of the Leeds HS2 station along with a link south to a junction with the existing network.

Northern Powerhouse Rail (NPR) – Delivery of the full NPR network linking Leeds, Bradford, and Manchester – with a new through station in the centre of Bradford to accommodate both NPR and Calder Valley services.

In wider socio-economic terms beyond transport then positive progress against the following to address longstanding inequalities including poor health, transport and fuel poverty, housing affordability and poor social mobility impacting many of our deprived communities is needed.

- Productivity is persistently below national levels at around 86% of the UK average, with implications for earnings and prosperity,
- Children born between 2016-2018 in Yorkshire and the Humber have significantly lower life expectancies in relation to the England average, and could expect to live around two years shorter than people in London and the South East
- A fifth of jobs in West Yorkshire pay below the Real Living Wage,
- The income gap between West Yorkshire and the national average has increased over last decade, West Yorkshire's Gross Disposable Household Income per head is only 79% of national average – as compared with 82% in 2008,
- 10% of households in Leeds City Region are in fuel poverty,
- More than a quarter of adults in West Yorkshire are only qualified to Level 2 or below,

- Around a quarter of West Yorkshire vacancies are skill shortage vacancies, and 23% of adults in Yorkshire lack the full range of Essential Digital Skills for Life
- The disability employment rate gap is 23% in West Yorkshire,
- The employment rate gap for ethnic minorities in West Yorkshire is 18 points compared with 11 points nationally.

^[1] <https://www.gov.uk/government/statistics/country-and-regional-analysis-2020/country-and-regional-analysis-november-2020>

Delivering environmental sustainability

The Plan for Rail commits to the creation of a comprehensive environment plan that will establish rail as the backbone of a cleaner future transport system, one that aims to protect and enhance biodiversity and the natural environment. That plan, the Sustainable Rail Strategy (SRS), will be one of the inputs to the Strategic Plan, and will build on and develop a strategy for achieving the policy commitments set out in both the UK's [Transport Decarbonisation Plan](#) and the [Rail Environment Policy Statement](#) that were published in July 2021, as well as the Net Zero Strategy from October 2021.

In addition to tackling the causes of climate change, the rail network must also be able to adapt to the changes already being seen. This means preparing for the impact of extreme weather events and increasing the resilience of the rail network to the impacts of these events – for example, flooding.

When answering your questions, consider the ways in which rail and the rail estate can contribute to wider national and regional environmental policy agendas, support decarbonisation, conserve and enhance biodiversity, improve air quality and increase renewable power generation.

Question 6

- What is a stretching yet realistic ambition for this objective and what measures can we most effectively use to consider success over the coming 5, 10 and 30 years?**

Whilst the three ambitions already set out in the call for evidence document for this objective seem sound, they would benefit from being 'SMART' - Specific, Measurable, Achievable, Realistic and Timed. Also, the ambitions for this objective need to be defined and framed by taking a lead from the UK's commitments under the United Nations 'Sustainable Development Goals'. These can be found here: [Home | Sustainable Development \(un.org\)](#), and more specifically at a UK level, here: [Implementing the Sustainable Development Goals - GOV.UK \(www.gov.uk\)](#). These goals refer to social and economic sustainability as well as environmental sustainability. It is important that the ambitions proposed by GBR in the strategic plan for delivering environmental sustainability, is done so in the context of wider policies across Government, the economy and society. This is principally

down to rail being a great enabler and means to an end, rather than an end in its own right. To this end in setting an ambition, GBR may wish to consider wider thinking from academia around concepts for defining success and setting ambitions in the field of sustainability, such as:

- Natural capital - Natural Capital (worldbank.org)
- The natural step - [Our Approach: The Natural Step Framework | The Natural Step](#)

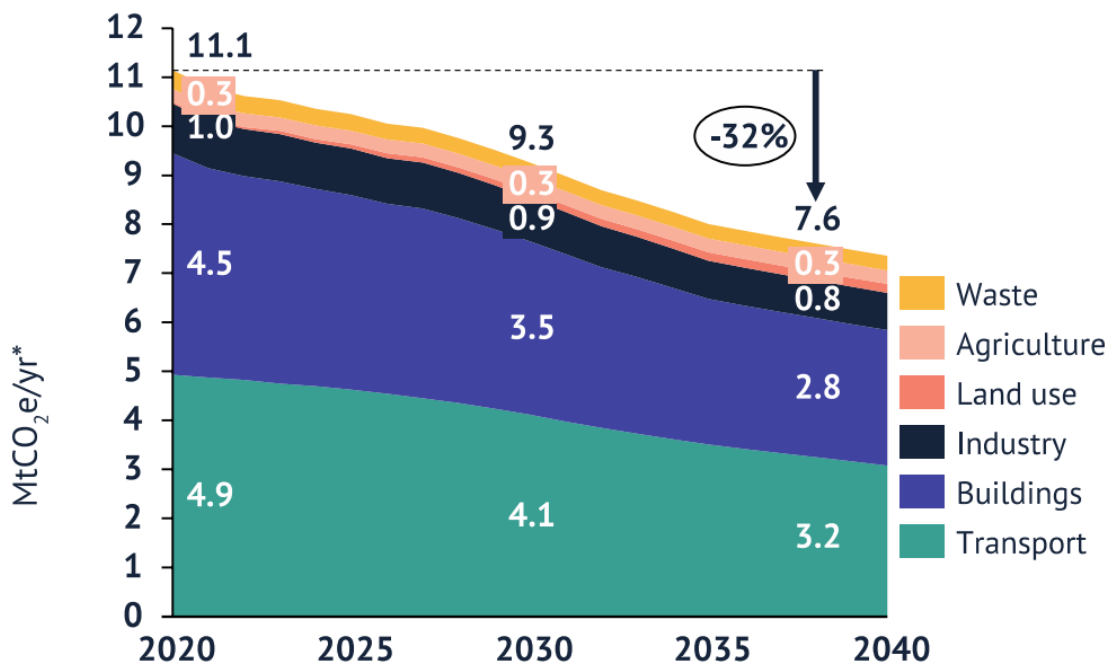
The West Yorkshire Leaders declared a climate emergency in June 2019, and set an ambitious science-based target for the region to be net zero carbon by 2038, with significant progress by 2030. Building on our recently published [Climate and Environment Plan](#), West Yorkshire Combined Authority considers that the Strategic Plan for rail ought to have as a minimum the following environmental sustainability ambitions:

- Create a cleaner, greener and more affordable transport system;
- Improve the energy efficiency of rail businesses and contribute significantly to our country's overall transportation system energy efficiency;
- Accelerate investment in climate and nature solutions like natural flood management; and
- Create new green jobs so people can excel in the careers of the future

An ambition that makes constant and cumulative progress on environmental sustainability with big in-roads early on is required. This is driven by the need to "[keep 1.5 alive](#)" following the COP26 Climate Summit in Glasgow, responding to the climate and environmental emergencies. To this end, we suggest that whilst the plan needs to have ambitions across all areas of environmental sustainability across all timeframes, the one where rail can have most impact is on the climate emergency. This is because of rail's inherent environmentally sustainable credentials as a mode of transport (and critically the potential for it to do a whole lot more), and because transport is the sector of the economy where emissions reduction has been way off target.

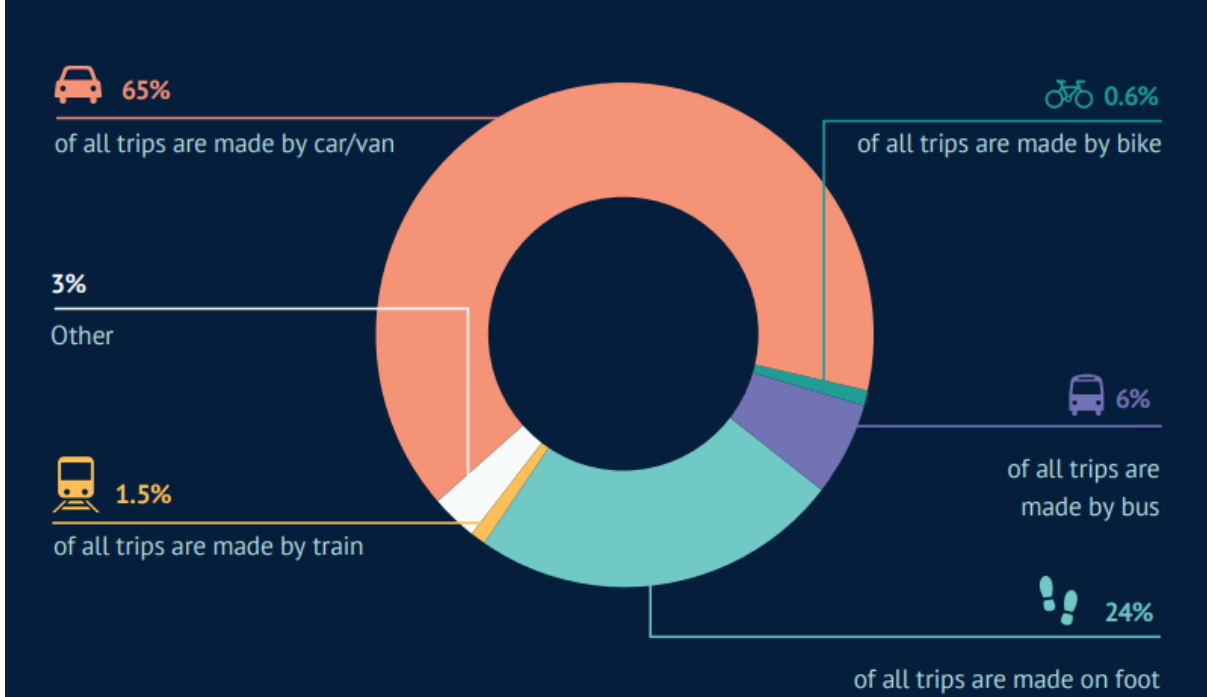
Our Climate Emission Reduction Pathways evidence base suggests the likely emission reductions we could expect to see in West Yorkshire because of current policies. In the absence of new policies, incentives and regulations, the Pathway suggests there will be a relatively low uptake of most technologies beyond 2025. The Baseline Pathway estimates a 32% reduction in emissions could be achieved in the region if we did not implement interventions beyond current policies. Under this Pathway emissions would be 7.6 MtCO₂ in 2038, a long way short of our ambition.

Chart Showing Baseline West Yorkshire Climate Emission Reduction Pathway

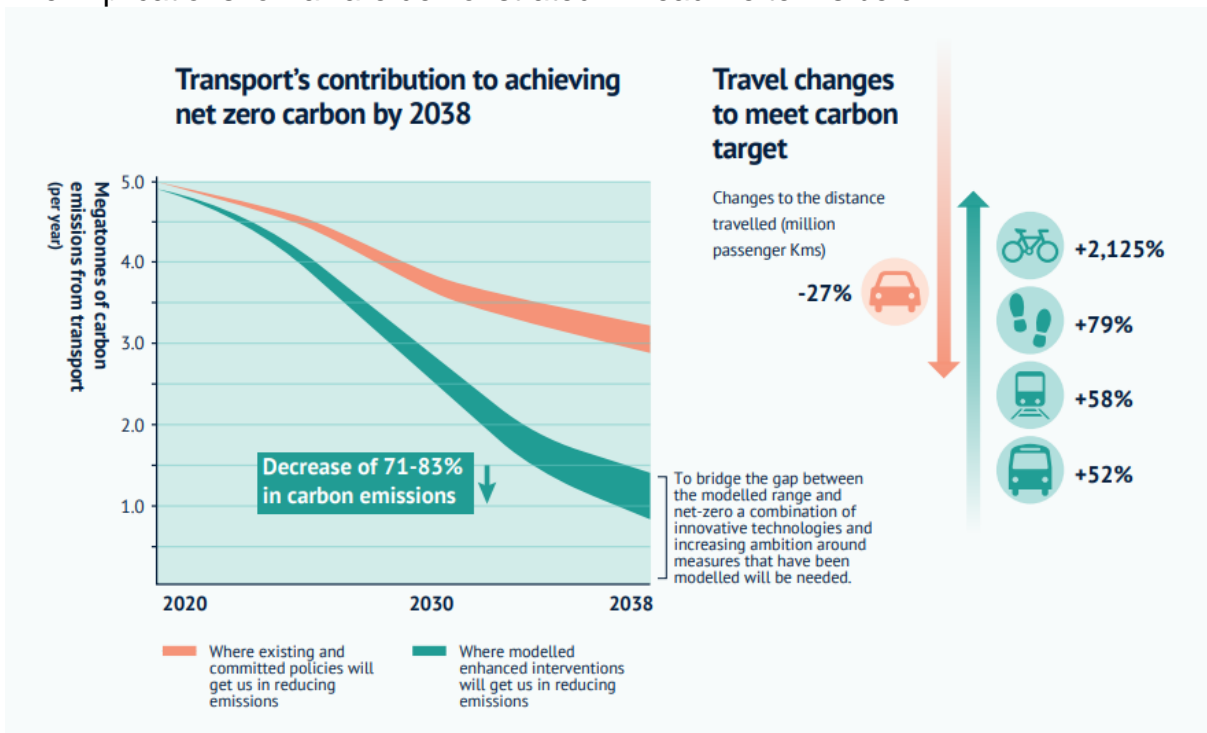


A lot more detail and the underpinning evidence base around different emission reduction scenarios and actions plans can be found on our [climate webpage](#). In short though, as well as continuing to “green” itself, we need the railway to be able to cater for a much larger market share of the total travel market within and to/from our region i.e. it needs to carry more journeys for passengers and goods. We set out in our plan a series of ‘roadmaps’ for different areas of the economy. For transport, we need rail to carry between 1.5 and 2 times the current level of passenger and freight kilometres by 2029, and as part of this, integrate with all other modes of transport so that it becomes an integral part of the door to door journey. The diagram below (from our [Connectivity Infrastructure Plan](#)) of transport mode shares for all West Yorkshire journeys demonstrates clearly the need for public transport and active modes to make significant inroads into the market for journeys:

Mode share for all journeys in West Yorkshire



Finally, we would welcome GBR proposing a ‘SMART’ ambition across the differing time periods that would enable West Yorkshire to achieve net zero carbon by 2038. The implications for rail are demonstrated in headline terms below.



b. What are the interventions over that period which will be the maximum value for money, and what evidence can you share to support your views?

Firstly we ask that value for money be defined in the context of the broader sustainable development goals seeking to be achieved, as outlined above. The method for calculating value for money should not be defined by whether or not something has a financial case or indeed, we also question whether the Treasury Green Book definition truly helps here, given its dominant goal of increasing Gross Domestic Product. It needs to be defined in the wider sustainable context – one concept that has been utilised for a number of decades is that of the '[Triple Bottom Line](#)'. Value for money ought to be assessed on all three of the '3 Ps' - profit, people and planet.

In the context of the Triple Bottom Line, we would suggest that the sort of interventions that are likely to deliver best value for money will be those which enable, facilitate and indeed positively encourage a modal shift of passenger and freight journeys away from private road transport, and to rail/public transport and active modes. This will necessitate the GBR Strategic Plan for rail taking a broader look beyond the boundary of the railway and the services it provides. Instead, a plan that joins up different modes of transport in terms of timetables, ticketing and information, alongside potential fiscal push and pull measures, to enable door to door journeys, is required. As well as this, our region also requires an ongoing programme of rail electrification if we are to meet our net zero targets. This is so that the increased demand for rail use can be de-coupled from rises in rail based emissions. You can read more about the underpinning evidence for this in our West Yorkshire decarbonisation pathways report, which indicates the sorts of interventions that are needed and by when, if we are to achieve net zero by 2038 – [Emission Reduction Pathways Report](#) and associated [Technical Report](#).

We would also point you towards Transport for the North's (TfN) [Decarbonisation Strategy](#) for further evidence to support your deliberations in the area of value for money of interventions. Whilst TfN have adopted a different timescale than West Yorkshire in terms of net zero, there is a lot of helpful thinking about the scenarios, timing and scope of interventions for transport in the round. In doing so, we would also point you towards some very helpful, emerging work by TfN on transport related social exclusion. It is important that in delivering value for money environmental sustainability, interventions are determined that also help tackle transport related social exclusion. You can find an interim report [here](#).

c. How can rail best invest in climate resilience, supported by smarter forecasting, planning and technology, over the next 5, 10, and 30 years and what evidence do you have to support your view?

We consider that rail can play an important role in investing in the overall climate resilience of the country as a whole. It is important to plan using a risk based approach in an holistic way alongside resilience plans for other infrastructure. For example, if our power supply network is not resilient enough and we have as a country invested heavily in a programme of rail electrification, then the risk to the system as a whole is still present. To this end we would urge the strategic rail plan team to work closely with other actors in this area of policy making, including national Government who have recently published the latest [UK Climate Change Risk Assessment 2022 - GOV.UK \(www.gov.uk\)](#). We would also urge close working with

the [National Infrastructure Commission](#) who have done their own work on a framework for resilience in recent years.

Regionally in Yorkshire, we participate in the work of the [Yorkshire & Humberside Climate Commission | \(yorksandhumberclimate.org.uk\)](#). We would welcome a further dialogue through this forum on how rail can best invest at a regional level in climate resilience, alongside plans for other infrastructure. You can find the Commission's recent Climate Action Plan [here](#).

At a city region level, one of the major climate resilience risks we are already living with is that of flooding. This has been a repeated issue for our places but also the infrastructure that connects them, including the railway in parts of West Yorkshire.

You can find our flood review report here: [leeds-city-region-flood-review-report-final.pdf \(the-lep.com\)](#). We have in recent years established our own policy thinking and it will be important to ensure collaboration between West Yorkshire partners and the railway in climate resilience going forwards. To this end we would point you towards our [Green and Blue Infrastructure Strategy](#). There have been useful collaborations in recent years between ourselves, the Environment Agency (EA), our Local Authority partners and Network Rail on addressing flood risk (see the following examples), but it would be more beneficial to put this arrangement on a longer term and wider footing i.e. other areas of climate resilience:

- [Leeds Flood Alleviation Scheme 2](#) provided flood resilience to the Airedale and Wharfedale lines
- Walsden ([Calderdale](#)) where a scheme is being developed jointly between Network Rail and the EA to reduce flood risk to the railway line.
- Copley ([Calderdale](#)) where the railway line is being used as part of a wider flood alleviation scheme.

Finally, we would ask that consideration be given in the strategic plan for a similar approach to be taken by that of National Highways for Designated Funds. These funds have been used to invest in retrofitting measures to improve the existing road network to, amongst other things, improve its climate resilience. We think there is potential for Great British Railways to consider a similar approach for rail. You can find some further material on these funds here: [Highways England Designated Funds \(nationalhighways.co.uk\)](#)

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Report to: Transport Committee

Date: 4 March 2022

Subject: **Connectivity, Shared Transport and Mass Transit Update**

Director: Liz Hunter, Director of Policy and Development

Author: Kate Gifford, Policy Manager – Future Mobility

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

1 Purpose of this report

- 1.1 To provide Transport Committee with updates on the development of the City Region Sustainable Transport Settlement submission to Government, the Connectivity and Shared Transport Strategies and Mass Transit.

2 Information

City Region Sustainable Transport Settlement

- 2.1 West Yorkshire has been awarded an indicative total of £830 million City Region Sustainable Transport Settlement for the five-year period from April 2022, from an indicative range of £570 million to £920 million, subject to submission of a Programme Business Case to government.
- 2.2 The Combined Authority considered a report on the City Region Sustainable Transport Settlement and Connectivity Plan at its meeting on 9 December (see **Background Documents**). This included approval for the Programme Business Case, with delegation to the Managing Director and Mayor for finalisation of the content and appearance. The finalised Programme Business

Case was submitted to government at the end of January 2022.

Connectivity Infrastructure Plan update

- 2.3 A public engagement was held on the Connectivity Infrastructure Plan from 27th January to 4th June 2021. This was centred around a dedicated page of the Combined Authority's digital engagement hub, Your Voice, and available at: www.yourvoice.westyorks-ca.gov.uk/connectivity. This page housed a suite of documents including the Connectivity Infrastructure Plan, Case for Change reports and the Mass Transit vision and gave the opportunity to ask questions and access background materials. The engagement was promoted widely, this was primarily online due to the Covid-19 pandemic, and also included offline methods such as real time information displays. Alternative formats of the engagement materials were available upon request. The aim of the engagement was to inform the public of the Connectivity Infrastructure Plan and Mass Transit concept and proposals and seek public opinion on the plans.
- 2.4 The public engagement exercise yielded over 7000 responses across all the different feedback methods. Additionally, the reach of the engagement online and via social media exceeded 400,000 people.
- 2.5 The results of the surveys of the engagement suggest that there is widespread support for the measures proposed as part of the Connectivity Infrastructure Plan, including strong support for the priorities, types of areas that require intervention and proposals to join up different forms of transport. There was widespread agreement with the vision and proposals for Mass Transit and the dedicated Mass Transit survey also found strong levels of support for each of the proposed nine corridors.
- 2.6 There were some concerns around Covid-19 informing plans, both for longevity and to assess the long-term changes such as hybrid working. Additionally, some people felt the proposals did not go far enough in terms of scale and ambition and many felt the transport improvements should have already been delivered. Additionally, there were many alternative route configurations or suggestions of different places to connect.
- 2.7 Following the feedback from the engagement, the Connectivity Infrastructure Plan has been updated in line with the recommendations approved by the Combined Authority in December 2021. This includes a greater importance on the role of tackling climate change, inclusive growth and building an accessible and fit for purpose transport network for all. Additionally, the Connectivity Infrastructure Plan has been updated to ensure that small towns and suburban areas have the same transport access and opportunity as around our key towns and cities. The revised Connectivity Infrastructure Plan will be presented for discussion at the Combined Authority meeting in March. The feedback on additional places to connect and suggestions for public transport improvements has been considered and will inform the next stages of the Connectivity Infrastructure Plan and Mass Transit vision.

Shared Transport Strategy update

- 2.8 The Shared Transport Strategy (formerly the Future Mobility Strategy) has been developed to support the delivery of the West Yorkshire Transport Strategy 2040 and Connectivity Infrastructure Plan, which was consulted on by the Combined Authority in 2021. The consultation suggested that there was widespread support for the proposals set out within the Strategy – some more specific comments have been included in the updated draft which will be presented to Combined Authority for approval in March.
- 2.9 Once the Shared Transport Strategy is approved, work will commence in collaboration with partners to deliver the Shared Transport Action Plan, alongside the Bus Service Improvement Plan (BSIP) and CRSTS programme. The BSIP and CRSTS package set out the vision and funding opportunities for buses in West Yorkshire which the Shared Transport Strategy will help to deliver. In particular, the BSIP objectives of delivering clear and simple fares and developing a radically enhanced, gender neutral and more cohesive bus and transport network are central to the development of the Shared Transport Strategy and delivery of the action plan within.
- 2.10 Where additional resources are required to support the delivery of actions, existing funding streams will be explored alongside potential external funding sources. Many of the items included within the Shared Transport Strategy also form part of the delivery plans for the BSIP and CRSTS programme. We await news of our funding settlement to determine whether these programmes can be delivered in their entirety.
- 2.11 As yet it is unclear what the longer-term impacts of the recovery from COVID-19 will be, there is a level of uncertainty about how quickly some of the actions identified in this strategy can be delivered. The actions identified within this strategy will be reviewed in six months' time and if any changes to the timing or priority level of each action is required it will be made at that time.

Mass Transit Update

- 2.12 The development of the Strategic Outline Business Case for West Yorkshire Mass Transit continues. Mass Transit will be a large and complex programme with a pipeline of activity to design and deliver the project, benefiting the whole of the region, as articulated in the West Yorkshire Mass Transit Vision 2040 (see **Background Documents**). Lessons learnt from other schemes demonstrate the importance of the early strategic work activities and that decisions undertaken during the front-end planning stage of projects play a vital role in defining the need for a project and determining whether it's a success.
- 2.13 In November 2021 the Government published the Integrated Rail Plan (IRP). This confirms the 'in principle' funding for West Yorkshire Mass Transit. *"We commit today to building a Mass Transit System for Leeds and West Yorkshire, and to supporting West Yorkshire Combined Authority over the long term to ensure that this time, it gets done. That work begins now, with £200m of immediate funding to plan the project and start building it, with the first*

services operational in the second half of this decade.” (Page 7). The IRP also references that *“We intend for some parts to be in service by the second half of this decade. The cost for the initial network, over ten years, is expected to exceed £2bn.”* (Page 88). It was subsequently confirmed by officials that the £200m referenced in the IRP is the funding we have sought via City Region Sustainable Transport Settlement (CRSTS) proposals.

- 2.14 Given the scale and importance of the Mass Transit project, the Combined Authority secured early assurance and peer review, and secure the input of Local Partnerships (a joint venture between Local Government Association and HM Treasury and the Welsh Government). A summary of the initial findings was reported to the Combined Authority meeting on 3 February 2022, at Appendix 1 of Item 10 (see **Background Documents**).
- 2.15 A key finding of the review was the need to increase resourcing and the capability of the Authority’s client function for the project. A recruitment process in late 2021 to secure a Head of Service with responsibility to lead the Mass Transit development programme failed to secure a suitable candidate.
- 2.16 Based on the peer review, the outcome of the earlier recruitment process and the increased certainty attached to the programme by government announcements in recent months, a recommendation was made to the Combined Authority to create a new role of Director of the West Yorkshire Mass Transit Programme. This was agreed by the Combined Authority at its meeting on 3 February 2022, with delegation to the Managing Director to progress the recruitment and appointment process.

3 Tackling the Climate Emergency Implications

- 3.1 It is essential that the public transport and walking and cycling networks continues to provide access to employment, training and leisure opportunities across West Yorkshire so that modal shift to public transport and active modes can happen. The important links between tackling the climate emergency are set out in the West Yorkshire Climate and Environment Plan.
- 3.2 TfN has now agreed its Transport Decarbonisation Strategy, which provides a valuable strategic framework for addressing the Climate Emergency. The CRSTS and Mass Transit programmes are fundamental to achieving the modal shift required to meet our ambitious targets.
- 3.3 The Shared Transport Strategy puts in place a series of actions to support carbon reduction in transport and will help to deliver our climate change ambitions by increasing sustainable alternatives to the private car use, that are easy to use, convenient and responsive to travel needs that support the behaviour change needed for significant model shift.

4 Inclusive Growth Implications

- 4.1 It is important that the transport network continues to provide access to employment and training opportunities across West Yorkshire, and

opportunities for this continue to be explored as part of the initiatives outlines in this paper.

- 4.2 The contribution of the CRSTS programme to inclusive growth is being considered as part of the programme business case currently being developed. The Mass Transit business case work will similarly include assessments of the programme's contribution of our Inclusive Growth ambitions.
- 4.3 The Shared Transport Strategy supports the Combined Authority's inclusive growth goals through providing accessible alternatives to the private car that will help to tackle air quality issues and help provide access to jobs and education, especially for people currently less likely to access these opportunities. The strategy also considers how to ensure how we can support the hardest to reach communities and groups that could be left behind as transport technology moves forward.

5 Equality and Diversity Implications

- 5.1 It is important that the transport network addresses the accessibility needs of all communities across West Yorkshire. Equality and diversity are being addressed as part of individual projects and policies. Individual schemes identified as part of the CRSTS programme will be subject to assessment to ensure that equality and diversity implications are understood.
- 5.2 The update to the Mass Transit Vision includes an additional section to set out how our approach to Mass Transit will secure is a 'best-in-class' system in relation to equality and diversity
- 5.3 Enhancing the inclusivity of the transport system is at the centre of our Shared Transport Strategy, by improving the mobility network so as to be a seamless and attractive alternative to car-based mobility. An Equality Impact Assessment has been undertaken as part of the Strategy. The Shared Transport Strategy will improve the transport links to opportunities, skills, education and employment for all. Enhancing provision and access to e-bikes, for example, not only offers access to enhanced mobility across age and disability, but also improves opportunities for improving health outcomes. These are being explored through our partnership work with the West Yorkshire & Harrogate Integrated Care Service.
- 5.4 The strategy supports our inclusive growth goals through accessible alternatives to the private car that will help to tackle air quality issues and help provide access to jobs and education, especially for people currently less likely to access these opportunities. The strategy also considers how to ensure how we can support the hardest to reach communities and groups that could be left behind as transport technology moves forward.
- 5.5 New technology also provides the opportunity to tackle some of the equality, diversity and inclusion issues that have been highlighted through consultation with key interest groups whilst developing the Bus Service Improvement Plan.

An example of this would be – through the development of better journey planning and mobility as a service apps there will be less need for people to wait for their bus at a bus stop – instead being able to wait inside or at a well-lit location. This removes some of the safety concerns that particularly affect bus passengers travelling later at night or early in the mornings when it is dark.

6. Financial Implications

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

7. Legal Implications

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

8. Staffing Implications

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

9. External Consultees

9.1 As outlined above, the Connectivity Infrastructure Plan and Shared Transport Strategy have been consulted on extensively with stakeholders and put to the public as part of specific consultations undertaken during 2021.

10. Recommendations

10.1 That the Transport Committee discusses the Connectivity Infrastructure Plan and West Yorkshire Shared Transport Strategy as part of the wider West Yorkshire Transport Plan suite of documents and recommends it for discussion at the Combined Authority (for their approval).

11. Background Documents

West Yorkshire Mass Transit Vision 2040, Working draft for engagement, January 2021, is available along with other Connectivity Infrastructure Plan documents here: <https://www.westyorks-ca.gov.uk/improving-transport/connectivity/>

West Yorkshire Mass Transit Resourcing, Item 10, West Yorkshire Combined Authority, 3 February 2022, available here: <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CIId=133&MIId=1084&Ver=4>

12. Appendices

None.



Report to: Transport Committee

Date: 4 March 2022

Subject: **Transport Committee Review**

Director: Dave Pearson, Director Transport & Property Services

Author: Richard Crabtree, Rail Development Manager

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

1. Purpose of this report

- 1.1 To update Transport Committee on the Transport Committee Review following the Combined Authority meeting on 3 February, including proposed next steps.
- 1.2 To provide an opportunity for Transport Committee members to offer any further feedback before the Review is finalised at a forthcoming meeting of the Combined Authority.

2. Information

Transport Committee Review

- 2.1 At its meetings in March and April 2021 the Combined Authority agreed the principle of governance changes as part of the transition to a Mayoral Combined Authority. These changes were implemented at the Annual Meeting in June 2021. Links to the relevant papers are provided in **Background Documents** section.
- 2.2 The changes resulted in the establishment of:
 - new thematic decision-making committees, chaired by the relevant Combined Authority Portfolio Holder, and with a membership

comprising relevant Constituent Council portfolio holders, LEP members and private sector and advisory members; and

- a new 16-member Transport Scrutiny Committee, alongside Corporate Scrutiny and Economy Scrutiny committees.

- 2.3 The Transport Committee Review was initiated in the context of these changes. The agreed scope is to:
- review the Terms of Reference of the Transport Committee and Transport Scrutiny Committee to ensure no overlap;
 - review membership and arrangements to ensure distinctive roles of the two committees, and make recommendations as to changes;
 - review the role of District Consultation Sub-Committees; and
 - give options for when these changes could be brought into effect – but not impacting on any appointments made for the 2021/22 municipal year.
- 2.4 The extent of and non-discretionary nature of the Mayor's and Combined Authority's transport powers mean it is appropriate to consider a bespoke set of arrangements for Transport Committee different from those applying to the other thematic committees.
- 2.5 The Mayor's and Combined Authority's transport powers are set out in Part 3 of the Constitution of the West Yorkshire Combined Authority; a link is provided in **Background Documents**.
- 2.6 An earlier update on the Transport Committee Review, and the issues under consideration was reported to Transport Committee at its September 2021 meeting (see **Background Documents**).

Current arrangements

- 2.7 Transport Committee has a structural legacy stemming from the previous Integrated Transport Authority governance and embodies advisory, decision making and scrutiny roles. The two Lead Members receive direct officer support and perform a range of duties between the normal cycle of meetings, including (but not limited to) regular structured engagement with a range of industry and transport provider partners. These roles, particularly the Lead Member Public Transport, are substantial and require regular commitment to the Combined Authority's transport activity.
- 2.8 The Committee's main strategic roles are advisory to the Mayor and Combined Authority, and it performs a valuable role in shaping policy development. The Committee's operational roles are mainly carried out through monitoring transport network activity, and through the activity of the Lead Member Public Transport. Its scrutiny role is performed principally through the Leader of the Opposition role on the Committee.
- 2.9 Whilst Transport Committee has some delegation in respect of the Combined Authority's transport capital investment programmes, this is relatively limited and generally not called upon at present. Regular transport capital programme updates are provided for information.

- 2.10 Transport Committee consists of a member of the Combined Authority, 15 members co-opted from Constituent Councils, a member co-opted from City of York Council, and two LEP Board members. Current membership and roles are shown at **Appendix 1**. This arrangement has secured broad member engagement in the transport activity of the Combined Authority and its predecessors.
- 2.11 Transport Committee has five District Consultation Sub-Committees (DCSCs), one per Constituent Council area. These are formal committees, chaired by a relevant Transport Committee member, with a membership consisting of elected members and nominated members of the public. The DCSCs have a consultation remit in respect of users of local public transport and facilities and an advisory role to Transport Committee.

Review process

- 2.12 The Review is internal. The Chair of Transport Committee has held discussions with key members of Transport Committee, the Chairs of the Transport and Corporate Scrutiny committees, and the transport portfolio holders from the Constituent Councils to understand expectations for the Review.
- 2.13 Officers have also undertaken research and had informal discussions with colleagues in other Mayoral Combined Authority areas regarding the operation of transport governance.
- 2.14 The resulting proposals were agreed in principle at the Combined Authority at its meeting in February (see **Background Documents**). This report summarises the proposals and the factors considered, based on the report considered by the Combined Authority

Lessons from other Combined Authority areas

- 2.15 The proposals were informed by lessons and experience from other Combined Authority areas that have transitioned from Integrated Transport Authority (ITA) arrangements.
- 2.16 Most (but not all) former ITA areas have retained some form of Transport Committee. However, there is a wide variation of practice, and no standard model has evolved.
- 2.17 The main points and lessons are:
- To ensure clarity of purpose, particularly in respect of strategic, operational and scrutiny roles.
 - The value of directly involving Constituent Council transport portfolio holders in securing co-ordination.
 - Not to underestimate the value of Transport Committee members in securing local engagement in, and accountability for, Combined Authorities' 'frontline' transport roles.

- The importance of ensuring that transport-related governance does not become unwieldy.
- 2.18 Reference has also been made to work undertaken by the Centre for Governance and Scrutiny in combination with the Combined Authorities Network on transport governance in combined authorities (see **Background Documents**). This work confirms the main points and lessons above and highlights the importance of strong transport governance in making the case for further devolution of transport funding and powers.

Proposals

Proposed future role of Transport Committee

- 2.19 The new context for the Combined Authority and Mayor, including the Mayor's suite of pledges, means an evolving and growing prospective role for Transport Committee in:
- **Bus reform** delivering the Mayor's pledge to return buses to public control, including development of the Enhanced Partnership and the assessment of the case for franchising.
 - **Mass Transit** development and implementation, which is a substantial new area of work for the Combined Authority.
 - **Rail reform**, including defining West Yorkshire's local role in the rail network as the Williams-Shapps Plan for Rail proposals are implemented.
 - **Key Route Network** powers and responsibilities.
 - **Multi-modal integration**, including a growing role in promoting active travel choices as part of an integrated transport network for West Yorkshire.
- 2.20 This highlights the importance of ensuring Transport Committee is fit for purpose, and to secure effective co-ordination between the transport roles of the Combined Authority (particularly as local transport authority) and those of the Constituent Councils (particularly as highway authorities).
- 2.21 Further announcements of transport-related capital programmes, most recently for the City Region Sustainable Transport Settlement, means there will also be an increasing emphasis on capital transport programme development, approvals and monitoring. Co-ordination of this activity is important. It is proposed that Transport Committee will take an active role in overseeing capital programmes as part of these proposals, which is currently overseen by other thematic committees (notably the Place, Regeneration and Housing Committee).
- 2.22 The Review proposes a membership framework for Transport Committee that realises a clear executive role in the Combined Authority's transport activity¹. The proposed terms of reference would extend the Committee's remit to

¹ Certain functions are reserved to the Mayor or Combined Authority, where Transport Committee's role will remain advisory. These are set out in Part 3 of the West Yorkshire Combined Authority Constitution.

management and oversight of transport capital programmes, with a level of delegation from the Combined Authority that matches that of the other thematic committees.

- 2.23 The proposed membership framework for Transport Committee is set out at **Appendix 1**, with a comparison with the existing arrangements. Proposed role profiles are set out at **Appendix 2**. An indicative Terms of Reference is set out at **Appendix 3**. These are the versions agreed in principle by the Combined Authority.
- 2.24 The main changes proposed are:
- Incorporation of Constituent Council transport portfolio holders as voting members of the Committee, to secure more effective co-ordination between the transport functions of the Combined Authority and Constituent Councils.
 - Introduction of the role of Transport Engagement Lead, one co-opted from each Constituent Council. These roles replace the current District Consultation Sub Committee Chair roles, alongside removal of District Consultation Sub Committees as sub-committees of the Transport Committee.
 - Removal of the roles of Lead Member Public Transport and Lead Member Active Travel; replaced by two consolidated roles of Deputy Chair.
 - Removal of the role of Leader of the Opposition on Transport Committee. This supports the objective of securing distinct roles for Transport Committee and Transport Scrutiny Committee, which is chaired by a member from a political party different to the Mayor.
 - Introducing a voting role for one of the two LEP Board co-optees, in common with the other thematic committees to embed a private sector voice in the work of the Committee.
- 2.25 To maintain the input of a range of members from across West Yorkshire in the business to the Committee, it is proposed to retain the current balance of members across each Constituent Council and to add the transport portfolio holders from each Constituent Council as voting members of the Committee. In addition, two Deputy Chair roles with prescribed roles to support the Mayor and the Chair are included.
- 2.26 The Deputy Chair roles are substantial positions with a significant workload, recognising the growing scope and depth of the Combined Authority's transport activity. They will have an important role in supporting the Mayor and the Chair of the Committee. The nominations to the Deputy Chair roles will be agreed by the Combined Authority in consultation with the Mayor at its Annual Meeting. The remit of each Deputy Chair will be agreed from year-to-year to secure a balance of anticipated workloads.
- 2.27 The role profiles at **Appendix 2** set out in detail the expectations for each role at the Committee. The Transport Engagement leads will focus on securing local engagement in the transport activity of the Combined Authority as local transport authority, including through regular activity between meetings. The

respective Constituent Council transport portfolio holders will secure increased co-ordination at the Committee of the Combined Authority's transport activity with the activity of the West Yorkshire highway authorities.

- 2.28 No advisory members are proposed, which is a variance from the model adopted for the other thematic committees. There is a mature and established network of industry and partner engagement that already exists via the existing thematic working groups, as well as industry partnership meetings such the Bus Alliance and Train Operators' Forum. These are proposed to continue and are embodied as part of the role profile attached to the Deputy Chairs. Partners will continue to be invited to contribute to Transport Committee meetings as required by the agenda, in line with current practice.
- 2.29 At present, the objective is for co-opted membership of Transport Committee drawn from the West Yorkshire Constituent Councils to broadly reflect the political composition of elected members in West Yorkshire, on a non-statutory basis. Under this proposal each Constituency Council will nominate to the co-opted roles of Transport Engagement Lead and Ordinary Member as it sees fit.

Proposed future role of Transport Scrutiny Committee

- 2.30 The Review has focused on amending the role and membership of Transport Committee. The result is a set of proposals that consolidates transport scrutiny functions with the Transport Scrutiny Committee. This is intended to secure distinct roles for each committee, which can then focus on discharging those roles most effectively.
- 2.31 The Review does not identify any changes to the membership or terms of reference of Transport Scrutiny Committee necessary to achieve a distinct role for it in respect of Transport Committee. The Terms of Reference for Transport Scrutiny Committee are at Section 2.3 in Part 3 of the Combined Authority Constitution (see **Background Documents**).

Proposal for District Consultation Sub-Committees

- 2.32 The proposal is to remove the District Consultation Sub Committees (DCSCs) as part of the formal governance arrangements. It has continued to prove difficult to recruit public members that are representative, despite concerted efforts to promote wider participation. This model (which has its origins in the former Passenger Consultative Committees) has reached its limits, particularly considering much higher expectations for effective consultation and engagement, including the availability of multiple potential consultation channels.
- 2.33 Nonetheless, the DCSCs have continued to provide a wider benefit for informal engagement locally, including the link to Transport Committee via the DCSC chairs. It is proposed to retain these benefits by making it part of the role of the proposed Transport Engagement Leads to facilitate local engagement, including via open local transport engagement forums at least

twice per year, and for main issues arising to be recorded at Transport Committee. Combined Authority officers will support this role, with some freedom to tailor approaches in each Constituent Council area. It is suggested that relevant members of the Transport Scrutiny Committee are standing invitees to the local transport forums. These arrangements will end the formal role of DCSCs as sub-committees of Transport Committee.

- 2.34 Formal consultation, when required, will be carried out via the Combined Authority's consultation channels, which are designed to secure the views of a wide range of participants, and which seek to ensure all sections of the community are heard. The Combined Authority hosts activity on a digital engagement hub, 'Your Voice' (see **Background Documents**), and people can register to be kept informed about upcoming projects. Digital consultation is complemented by a range of off-line methods to ensure accessibility for everyone. The Combined Authority is continuing to develop its consultation methods to ensure this objective is met. The recent consultation on the Connectivity Infrastructure Plan, for example, secured over 8,700 responses, and achieved a 'reach' of over 440,000 people via social media. The Consultation and Engagement team have carried out 50 consultations in 2021, with the majority of them being transport related.
- 2.35 Local transport engagement forums will be one channel available for consultation, but without the expectation (currently attached to DCSCs) that they are the primary consultation channel for local public transport matters.

Next steps

- 2.36 The proposed changes to the Transport Committee membership, roles and terms of reference have now been agreed in principle by the Combined Authority. An Independent Remuneration Panel (IRP) has been instructed to assess the level of allowances paid for the roles of Deputy Chair, Transport Engagement Lead and Ordinary Member. The Transport Committee Chair and respective Constituent Council transport portfolio holders receive allowances from their Councils relating to their roles, so do not qualify for remuneration by the Combined Authority.
- 2.37 The IRP's findings will be reported back to the Combined Authority at its meeting in March 2022, alongside a report that seeks final approval for the Review.
- 2.38 This will provide the time for detailed operational proposals to be developed so that the package of changes can be worked up for implementation as part of the annual governance changes and nominations approved at the Annual Meeting in June 2022, for the 2022/23 municipal year.
- 2.39 Operational matters being considered include:
- The frequency and duration of meetings to ensure effective management of the workload.

- Proposals to manage meetings to ensure a balance of focus between transport policy, operational matters, and transport capital programme.
- Proposals to adapt existing officer support structures, including to ensure effective support to the Deputy Chairs and the Transport Engagement Leads.

3. Tackling the Climate Emergency Implications

- 3.1 The Review proposals provide a mechanism to better integrate transport related portfolio holders from partner councils into the Transport Committee's decision making, including by introducing them as voting members. This is intended to improve collaboration between the transport functions of the Combined Authority and Constituent Councils (particularly as Highway Authorities), with the intention of making decision making more effective. Co-ordination at this interface is essential for tackling the implications of the climate emergency, in which transport plays an important role. This will also deliver benefits for inclusive growth which relies on effective integration and co-ordination of initiatives.
- 3.2 The proposed terms of reference also draw out the important link between the Transport Committee and the Climate, Energy and Environment Committee.

4. Inclusive Growth Implications

- 4.1 The proposal retains and reinforces the roles of the LEP Board member co-optees on Transport Committee, including securing one as a voting member in line with the other thematic committees. This will ensure the voice of the private sector is embedded in the Committee's business.

5. Equality and Diversity Implications

- 5.1 A driver for the review of the role of the District Consultation Sub Committees has been a concern that the public members are not fully representative of the communities that the Combined Authority serves.
- 5.2 The alternative approach paves the way for ensuring that consultation takes place through multiple channels, that offers a wide range of opportunities for participation. The Review flags ongoing activity by the Combined Authority to ensure consultation and engagement across its activity is more inclusive.

6. Financial Implications

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

7. Legal Implications

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

8. Staffing Implications

- 8.1 The proposed changes will prompt a review of officer arrangements for supporting Transport Committee members. The new arrangements will require ongoing officer support, particularly to support the role of the Deputy Chairs, and to support the engagement activity of the Transport Engagement Leads.

9. External Consultees

- 9.1 The Transport Committee Review has been internal. However, officers had informal discussions with colleagues in other Mayoral Combined Authority areas, as set out at Section 2 above.

10. Recommendations

- 10.1 That Transport Committee notes the update on the Transport Committee Review, including the proposals agreed in principle by the Combined Authority.
- 10.2 That members of the Committee use the opportunity to provide any final feedback to the Chair and/or Lead Director before the review is finalised.

11. Background Documents

Future Scrutiny Arrangements, Item 13, West Yorkshire Combined Authority meeting, 9 March 2021. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=1070>

MCA Committee Arrangements, Item 9, West Yorkshire Combined Authority, 22 April 2021. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=967>

Committee Arrangements and Appointments, Item 7, West Yorkshire Combined Authority, 24 June 2021. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=968>

Transport Committee Review, Item 12, Transport Committee, 17 September 2021. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=138&MId=1126>

Transport Committee Review, Item 8, West Yorkshire Combined Authority, 3 February 2022. Available here:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=133&MId=1084>

The West Yorkshire Combined Authority Constitution can be accessed online via this link: <https://www.westyorks-ca.gov.uk/about-us/governance-and-transparency/governance-information-for-the-combined-authority/>

“*Transport Governance in Combined Authorities*”, April 2020. A report by the Centre for Governance and Scrutiny, available here:

<https://www.cfgs.org.uk/?publication=transport-governance-in-combined-authorities>

The ‘**Your Voice**’ consultation hub can be accessed online via this link:

<https://www.yourvoice.westyorks-ca.gov.uk/>

Terms of Reference, Transport Scrutiny Committee, Part 2, Section 2.3 West Yorkshire Combined Authority Constitution, available here:

<https://westyorkshire.moderngov.co.uk/documents/s22022/Part3Section23TransportScrutinyCommitteeTOR.docx.pdf>

12. **Appendices**

Appendix 1 – Existing and proposed membership framework

Appendix 2 – Proposed role profiles

Appendix 3 – Proposed indicative terms of reference

Transport Committee: Existing membership framework

19 members distributed as follows -

Member			Member				
Member		Member <i>(Leader of Main Opposition Group in 2021/22)</i>	Member				
Member	Member	Member <i>(Lead Member Active Travel in 2021/22)</i>	Member <i>(Lead Member Public Transport and Deputy Chair in 2021/22)</i>	Member			LEP Board member *
DCSC Chair	DCSC Chair	DCSC Chair	DCSC Chair	DCSC Chair	York Transport Portfolio Holder – York Council *	Chair / CA Portfolio Lead for Transport	LEP Board member *
Bradford	Calderdale	Kirklees	Leeds	Wakefield	York	West Yorkshire	LCR Enterprise Partnership

Notes:

1. The Combined Authority Portfolio Lead for Transport is a member of the Committee and is the Committee Chair (shown in green). All other members are co-opted.
2. The 15 co-opted members from West Yorkshire constituent councils are remunerated by the Combined Authority (shown in pale blue), under the Combined Authority’s Members’ Allowances Scheme.
3. The Combined Authority Portfolio Lead for Transport / Chair (shown in green) and York Transport Portfolio Holder (shown in dark blue) are not remunerated by the Combined Authority because the postholders are separately remunerated. LEP Board members (shown in orange) are not remunerated.
4. The following roles are assigned from amongst the 15 co-opted members from West Yorkshire constituent councils:

1x Lead Member Public Transport and Deputy Chair 1x Lead Member Active Travel 1x Leader of Main Opposition Group 5x Chair of District Consultation Sub-Committee (1 per West Yorkshire constituent council area)	}	The distribution of these roles in the 2021/22 municipal year is shown above in italics
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5. Non-voting members are indicated by an asterisk, as follows:
 - York Transport Portfolio Holder (shown in dark blue)
 - the LEP Board members (shown in orange).
6. Transport related portfolio holders from each constituent council (five total) are also invited to the Committee as non-voting observers.

Transport Committee: Proposed membership framework

26 members distributed as follows

Ordinary member				Ordinary member			
Ordinary member		Ordinary member		Ordinary member			
Ordinary member	Ordinary member	Ordinary member	Ordinary member	Ordinary member		Deputy Chair	
Transport Engagement Lead	Transport Engagement Lead	Transport Engagement Lead	Transport Engagement Lead	Transport Engagement Lead		Deputy Chair	LEP Board member
Transport Portfolio Holder – Bradford Council	Transport Portfolio Holder – Calderdale Council	Transport Portfolio Holder – Kirklees Council	Transport Portfolio Holder – Leeds Council	Transport Portfolio Holder – Wakefield Council	Transport Portfolio Holder – York Council *	Chair / CA Portfolio Lead for Transport	LEP Board member *
Bradford	Calderdale	Kirklees	Leeds	Wakefield	York	West Yorkshire	LCR Enterprise Partnership

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Notes:

1. The Combined Authority Portfolio Lead for Transport is a member of the Committee and is the Committee Chair (shown in dark green). All other members are co-opted.
2. The following roles held by co-opted members from West Yorkshire constituent councils are proposed for remuneration by the Combined Authority (shown in pale blue):
 - 2x Deputy Chair
 - 5x Transport Engagement Lead
 - 10x Ordinary members
3. The Combined Authority Portfolio Lead for Transport / Chair, Transport Portfolio Holders from West Yorkshire constituent councils (shown in pale green) and York Transport Portfolio Holder (shown in dark blue) are not remunerated by the Combined Authority because the postholders are separately remunerated. LEP Board members (shown in orange) are not remunerated.
4. Non-voting members are indicated by an asterisk, as follows:
 - York Transport Portfolio Holder (shown in dark blue)
 - One of the LEP Board members (shown in dark orange)

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**WEST YORKSHIRE COMBINED AUTHORITY
TRANSPORT COMMITTEE****PROPOSED ROLE PROFILE: CHAIR**

Role occupied by Combined Authority Portfolio Lead for Transport.

Purpose

The main purpose of the Chair is to:

- Chair and manage the business of the Transport Committee in accordance with its Terms of Reference, the Constitution of the Combined Authority and with the Members Code of Conduct and with the highest standards of legal and ethical behaviour and probity.
- To ensure that meetings are effectively and inclusively conducted in line with the agreed agenda.
- Ensure an effective link between the Combined Authority and Transport Committee, as the Combined Authority's Transport Portfolio Holder.
- Together with the relevant Local Enterprise Board member, act as a link between Transport Committee and the activity of Transport for the North, where relevant.

Key duties and responsibilities

The main duties and responsibilities of the Chair are to:

- Lead the work of the Committee and ensure it carries out its business effectively and efficiently within its terms of reference and in liaison with other Members and Officers.
- Maintain a strong working relationship with the Mayor and Deputy Chair on transport matters.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee.
- Liaise with Officers and the Deputy Chair in setting the agenda for meetings of the Committee
- Chair meetings of the Committee impartially and in such a way as to facilitate open discussion and fair and respectful debate.
- Oversee in conjunction with Officers that the meeting is quorate.
- Ensure that the meeting commences at the specified time, that it proceeds in a focused and timely manner without undue delay or disruption and is closed appropriately at the conclusion of the formal meeting business.
- Welcome Members and Officers to meetings and in the case of unfamiliarity make any appropriate introductions of meeting participants.
- Request and receive apologies for absence and nominations of alternative Members.
- Request and receive any declarations of interest of Members.
- Sign the minutes of the previous meeting following approval by the Committee.

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- Follow the Chair's Note where provided and introduce each agenda item and ask appropriate Officers to present the submitted report or comment otherwise on the item.
- Invite Members to speak on items where they have indicated that they wish to do so and encourage equal participation and contribution from all Members.
- Ensure clarity and understanding amongst Members and summarise any discussion held on an item of business, in particular where the issue is complex.
- Ensure, following the discussion on any item, that the Committee is aware of any recommendations of Officers.
- Promote where possible the generation of consensus amongst Members.
- Exercise control over Members acting inappropriately or in a disorderly manner and if necessary, putting forward a motion to remove them from the meeting.
- Warn and if necessary, take the appropriate action to exclude unruly Members of the public.
- Call for the adjournment of meetings if circumstances require and to make the required arrangements for the resumption of proceedings ensuring that all Members are aware of such arrangements.
- Monitor the outcome of Committee decisions and any follow up action points.

Key skills and knowledge

Key skills and knowledge required of the Chair are:

- Good leadership skills.
- Chairing skills including the ability to manage conflict and promote consensus.
- Good listening and questioning skills.
- Good presentation and public speaking skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: DEPUTY CHAIR

Two roles.

This role profile is in addition to the Ordinary Member role profile, as appropriate.

On an annual basis a thematic role for each Deputy Chair will be agreed, and the duties and responsibilities listed below shared as appropriate, with the objective of securing a balanced and manageable workload for each.

Purpose

The main purpose of the Deputy Chairs is to:

- Support the leadership role of the Mayor on local transport matters in West Yorkshire, with a particular focus on the Combined Authority's transport related delivery roles.
- Support the leadership role of the Chair and Combined Authority Portfolio Lead for Transport, including to facilitate effective decision making on transport matters through consensus building across partners in West Yorkshire.
- Act as a member lead for the Combined Authority's day-to-day relationships with transport operators and other key partner organisations as relevant.

Key duties and responsibilities

The main duties and responsibilities of the Deputy Chairs are to:

- Correspond regularly with the Transport Engagement Leads and Transport Portfolio Holders to maintain a good working knowledge of local transport matters across West Yorkshire, as relevant.
- Maintain a close and effective relationship with the Mayor in respect of local transport matters to actively support the Mayor's transport role, including to facilitate consensus building on transport objectives and priorities across West Yorkshire.
- On behalf of the Mayor and Combined Authority Portfolio Lead for Transport, develop, maintain, and lead strong working relationships with transport providers and partner organisations. This will include attendance at and offering political input into multi-operator meetings with a West Yorkshire focus, including from time-to-time chairing these sessions at the request of the Mayor or Combined Authority Portfolio Lead for Transport. At present these meetings include:
 - West Yorkshire Bus Alliance
 - Bus Expert Panel
 - Train Operators' Forum
 - Rail Expert Panel
 - West Yorkshire Strategic Rail Partnership
- Attending and leading political input to transport related forums and working groups as might exist from time to time, including regular contact with Combined Authority Officers. At present this includes:
 - Decarbonisation and Emissions Working Group
 - Active Travel Working Group
 - Local Bus Working Group

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- Mass Transit Working Group
- TransPennine Route Upgrade Working Group
- Act as Chair of the Transport Committee when the Chair is unavailable.
- Together with the Chair, liaise with Officers to influence the agenda of Transport Committee meetings.
- In advance of meetings, establish personal familiarity with and understanding of matters and documents to be considered by Transport Committee.

Key skills and knowledge

Key skills and knowledge required of the Deputy Chairs are:

- Excellent leadership skills.
- The ability to identify challenges and to build consensus amongst partners to secure effective decision-making.
- Specific knowledge and understanding of the different transport roles and functions of the Mayor, Combined Authority, and the Constituent Councils.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: TRANSPORT ENGAGEMENT LEAD

Five roles, one per Constituent Council area.

This role profile is in addition to the Ordinary Member role profile, as appropriate.

Purpose

The main purpose of the Transport Engagement Lead is to:

- Act as a representative of the Combined Authority and the Mayor on local transport matters in the respective Constituent Council area.
- Act as a local engagement lead on local transport matters in the respective Constituent Council area, to ensure local engagement in the Combined Authority's transport activity.
- Facilitate effective joint working between the Combined Authority and the respective Constituent Council on transport matters, in partnership with the respective Portfolio Holder.

Key duties and responsibilities

The main duties and responsibilities of the Transport Engagement Lead are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee.
- Hold and lead a minimum of two regular open local transport forums in the respective Constituency Council area to secure engagement in the local transport activity of the Combined Authority, including amongst local elected representatives, respective members of the Transport Scrutiny Committee and other local stakeholders and community groups.
- Report back to Transport Committee a summary of the main finding of local transport forums.
- Correspond regularly with the Deputy Chair to ensure that the Deputy Chair maintains a good working knowledge of local transport matters across West Yorkshire.
- Maintain an effective working relationship with the respective Portfolio Holder for the Constituent Council.

Key skills and knowledge

Key skills and knowledge required of the Transport Engagement Lead are:

- Good leadership skills.
- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: ORDINARY MEMBER

10 roles.

Purpose

The main purpose of Ordinary Members is to:

- Ensure that the business of the Transport Committee is informed by the broad range of transport issues, opportunities, and challenges across West Yorkshire.
- Secure broad engagement in the transport activity of the Combined Authority, including the fostering of joint working with the Combined Authority's Constituent Councils.
- Ensure effective transport policies and programmes are developed to meet the identified transport needs and agreed objectives for West Yorkshire.

It is not the purpose of Ordinary Members to review or scrutinise the transport activity of the Combined Authority; this role is undertaken by members of the Transport Scrutiny Committee.

Key duties and responsibilities

The main duties and responsibilities of Ordinary Members are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Through active contributions to the Transport Committee's business, ensure that a range of relevant interests are being addressed by the Transport Committee.
- Maintain effective working relationships with Officers of the Combined Authority as necessary, including occasional participation in meetings and workshops to inform transport policymaking.
- Attend Member working groups that may be established on specific topics from time-to-time.
- Participate in the respective local transport forum activity managed by the Transport Engagement Lead.

Key skills and knowledge

Key skills and knowledge required of the Ordinary Members are:

- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: CONSTITUENT COUNCIL TRANSPORT PORTFOLIO HOLDER

Five roles, one per Constituent Council.

Purpose

The main purpose of the Constituent Council Transport Portfolio Holder is to:

- Act as a representative of the respective Constituent Council at West Yorkshire Transport Committee.
- Facilitate effective joint working between the Combined Authority and the respective Constituent Council on transport matters, in partnership with the respective Transport Engagement Lead.

Key duties and responsibilities

The main duties and responsibilities of the Constituent Council Transport Portfolio Holder are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Through contributions to the Transport Committee's business, ensure that opportunities are realised for co-ordination of the transport activity of the Combined Authority and respective Constituent Authority.
- Correspond regularly with the Deputy Chairs to ensure that the Deputy Chairs maintain a good working knowledge of local transport matters across West Yorkshire.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee.
- Maintain an effective working relationship with the respective Transport Engagement Lead for the Constituent Council area.
- Attend as required any local transport forums organised by the respective Transport Engagement Lead.

Key skills and knowledge

Key skills and knowledge required of the Constituent Council Transport Portfolio Holder are:

- Good leadership skills.
- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: CITY OF YORK TRANSPORT PORTFOLIO HOLDER

One role.

Purpose

The main purpose of the City of York Transport Portfolio Holder is to:

- Act as a representative of the City of York at West Yorkshire Transport Committee.
- Facilitate effective joint working between the Combined Authority and the City of York on transport matters.

Key duties and responsibilities

The main duties and responsibilities of the City of York Transport Portfolio Holder are to:

- Attend meetings of the West Yorkshire Transport Committee.
- Though contributions to the Transport Committee's business, ensure that opportunities are realised for co-ordination of the transport activity of the Combined Authority and the City of York, as necessary.
- Correspond regularly with the Deputy Chairs to ensure that the Deputy Chairs maintain a good working knowledge of local transport matters in the City of York, as necessary.
- Maintain effective working relationships with Officers of the Combined Authority including attendance at meetings outside the cycle of Transport Committee, as necessary.

Key skills and knowledge

Key skills and knowledge required of the City of York Transport Portfolio Holder are:

- Good leadership skills.
- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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WEST YORKSHIRE COMBINED AUTHORITY TRANSPORT COMMITTEE

PROPOSED ROLE PROFILE: LOCAL ENTERPRISE PARTNERSHIP BOARD MEMBER

Two roles. One of the two members will hold voting rights.

Purpose

The main purpose of the Local Enterprise Partnership Board Members is to:

- Act as a representative of the Local Enterprise Partnership Board at the Transport Committee.
- Ensure that the interests of the private sector are represented in the business of the Transport Committee.

One of the Local Enterprise Partnership Board Members will have a particular regard to:

- Ensure that the needs of the private sector are considered as part of strategic transport policy matters.
- Secure a link between the Transport Committee and Transport for the North Board, also being the Local Enterprise Partnership's nomination to that body.

One of the Local Enterprise Partnership Board Members will have a particular regard to

- Ensure the needs of the private sector are being considered as part of the operation and priorities for the local transport network.

Key duties and responsibilities

The main duties and responsibilities of the Local Enterprise Partnership Board Members are to:

- Attend and contribute to meetings of the West Yorkshire Transport Committee.
- Correspond with the Deputy Chairs to ensure that the Deputy Chairs maintain a good working knowledge of local transport matters of importance to the private sector across West Yorkshire.
- Maintain effective working relationships with Officers of the Combined Authority.

Key skills and knowledge

Key skills and knowledge required of the Local Enterprise Partnership Board Members are:

- Good listening and questioning skills.
- The ability to build effective relationships within and outside the Combined Authority.
- Knowledge of the Combined Authority Constitution, Members Code of Conduct and Terms of Reference of the Transport Committee.

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An indicative Terms of Reference is set out below in the format used in the Combined Authority Constitution.

The Terms of Reference would be subject to formal agreement at the Annual Meeting of the Combined Authority as part of the standard annual governance process.

Part 3

Section 2.3 - Terms of Reference

Transport Committee

The Transport Committee is authorised:

1. To carry out any Non-Mayoral transport function¹ of the Combined Authority or any other Non-Mayoral function² related to transport, including:
 - a) progressing the elements of the Strategic Economic Framework that fall within the remit of this committee, by
 - approving, amending or revoking any policy, investment priorities, strategy or plan³
 - delivering, monitoring and reviewing the outcomes and impact of any policy, investment priorities, strategy or plan,
 - b) progressing those elements of the Mayor's pledges that fall within the remit of this committee, ensuring alignment with the Strategic Economic Framework where appropriate,
 - c) submitting bids for devolved and other funding,

¹ Functions in this context include any function of the Combined Authority in its role as local transport authority, travel concession authority or transport authority and are to be construed in a broad and inclusive fashion, and as including the exercise of the ancillary powers under Section 113A Local Democracy, Economic Development and Construction Act 2009

² Including those conferred on the Combined Authority by the West Yorkshire Combined Authority (election of Mayor and Functions) Order 2021

³ With the exception of any major policy, investment priorities, strategy or plan reserved to the Combined Authority - see further Section 2.2 of Part 3 of the Constitution - and subject to any direction by the Mayor that any decision on a policy, investment priorities, strategy or plan be referred to the Combined Authority for determination

Item 11, Appendix 3

- d) working with key partners to develop and promote a shared understanding, approach and coherent strategies and policies, and
- e) delivering and overseeing any project or programme in accordance with the Leeds City Region Assurance Framework⁴, including the following where authorised by a bespoke approval pathway and approval route for a scheme (after decision-point 2 only):
 - making a decision to progress the scheme⁵ ⁶or
 - making any recommendation to the Combined Authority⁷ or the Mayor⁸ about progressing the scheme, and
 - reviewing the scheme's impact,

with the **exception** of

- any function which requires a Statutory Consent⁹ where that consent has yet to be given¹⁰,
- any matter related to a Non-Mayoral Function conferred by the 2021 Order, which the Mayor has directed should be referred to the Combined Authority for determination¹¹, or
- any function which is reserved to the Combined Authority¹².

⁴ Or otherwise, where the project or programme does not fall to be considered under the Assurance Framework

⁵ Including determining change requests

⁶ With the exception of any decision which would result in a revised financial approval which exceeds the cumulative total of the financial approval and tolerance threshold agreed by the Combined Authority at decision point 2 (or decision point 3) by more than 25%, in which case the decision must be referred to the Combined Authority.

⁷ Or to any other committee or relevant officer with delegated authority to make the decision

⁸ The Mayor will determine any aspect of a scheme which is a Mayoral Function

⁹ These are specified functions conferred by the West Yorkshire Combined Authority (Election of Mayor and Functions) Order 2021 - see further the Access to Information Rules in Part 4 of the Constitution

¹⁰ In relation to any function in respect of which a Statutory Consent has been given, the Committee must exercise their authority in accordance with the terms of any Statutory Consent

¹¹ The 2021 Order provides that these matters require the support of the Mayor

¹² The functions reserved to the Combined Authority are set out in Section 2.2 of Part 3 of the Constitution, and include the approval of any major policy, investment priorities, strategy or plan

Item 11, Appendix 3

2. To advise the Combined Authority in respect of any Non-Mayoral Function which is a transport function or function related to transport.
3. To advise the Mayor in respect of any Mayoral General Function¹³ which is a transport function or other function related to transport, including the preparation of the Local Transport Plan and related strategies, and bus franchising functions.
4. To liaise with the Climate, Energy and Environment Committee and the Place, Regeneration and Housing Committee to secure the decarbonisation of transport infrastructure including planning for sustainable development and flood risk management.
5. To promote, in collaboration with other committees,
 - equality and diversity,
 - inclusive growth,
 - tackling the climate emergency, and
 - the strategic alignment of the Combined Authority's policies, investment priorities, strategies and plans.
6. To respond to any report or recommendation from an overview and scrutiny committee¹⁴.

Document version control	
Municipal Year:	2022-23
Version:	
Document approved by:	<i>The Combined Authority</i>
Date:	
To be of effect from:	

¹³ Mayoral General Functions are the functions of the Combined Authority which are exercisable only by the Mayor, other than PCC Functions. These are conferred by the 2021 Order (see further Table D in Section 3.1.1 of Part 3 of the Constitution), or other legislation

¹⁴ That is, any overview and scrutiny committee of the Combined Authority (in accordance with Scrutiny Standing Orders in Part 4 of the Constitution) or of any Constituent Council

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Report to: Transport Committee

Date: 4 March 2022

Subject: **Leeds City Region Transport Update**

Director: Liz Hunter, Director of Policy and Development

Author: Richard Crabtree, Rail Development Manager

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

1 Purpose of this report

- 1.1 To provide Transport Committee with relevant updates on current issues not covered elsewhere on the agenda.

2 Information

Transport for the North matters

Transport for the North Board

- 2.1 The Transport for the North (TfN) Board met in Manchester on 25 January 2022.

- 2.2 This meeting considered the following substantive items:

- **TfN Appointments** where the Board agreed the appointment of Lord Patrick McLoughlin as the new Independent Chair. The appointment commenced on 26 January. Lord McLoughlin is a former Secretary of

State for Transport. The Board also agreed the appointment of an interim Finance Director.

- **Integrated Rail Plan** where members were updated on the latest information published by DfT in support of the Integrated Rail Plan (IPR), the proposed TfN response to the Transport Select Committee call for evidence and latest position on co-sponsorship of the Northern Powerhouse Rail project. Overall, Members supported TfN's approach, and the need to continue to make the case for the Board's preferred Northern Powerhouse Rail (NPR) network, and the strong evidence base that underpins this. TfN continues to work with DfT to bring discussion on the co-sponsorship of NPR to a conclusion.
- **Budget and Business Planning** where members were updated that TfN has not yet received confirmation of its core budget for 2022/23. This uncertainty is compounded by a lack of clarity over the scale of staff transfers to DfT as part of the change in co-client arrangements for NPR. This is having an acute impact on business planning and the need to set a budget for the forthcoming financial year. TfN continues to work with DfT to resolve the situation.
- **Rail Investment Planning** which provided an update on rail investment planning matters and sought sign-off to TfN's proposed response to the While Industry Strategic Plan (WISP) response. Investment priorities to address network issues around Leeds and Bradford were highlighted, together with an approach being developed for the East Coast Main Line north of York. It was noted that a programme update on the Rail Network Enhancements Programme (RNEP) is awaited.
- **Rail Business Planning** where members received an update on business planning for Northern and TransPennine Express, which are the operators co-managed via TfN. It was made clear in discussion that less revenue support is available from DfT in future years. Members expressed concerns about the implications for this, including the role of staff on stations and on trains, and the need to protect service levels.

New Independent Chair visit

- 2.3 Following his appointment as Independent Chair of TfN's Board and Partnership Board, Lord Patrick McLoughlin made a visit to West Yorkshire on 14 and 15 February, along with the Chief Executive, Martin Tugwell.
- 2.4 They met with Sir Roger Marsh and Mark Roberts from the LEP Board in Leeds on 14 February, and the following day met with the Mayor, Cllr Hinchcliffe, and Cllr Lewis in Bradford.
- 2.5 These meetings provided an opportunity to discuss West Yorkshire's priorities for TfN and for transport investment in the North. The discussions covered the review of the Northern Powerhouse Independent Economic Review, and the value that TfN adds by allowing the North to speak with one voice on the importance of transport investment.

- 2.6 The implications of the Integrated Rail Plan, and future studies for HS2 were also discussed, as well as the important multi-modal role of TfN, including through the forthcoming review of the Strategic Transport Plan. The valuable role now performed by TfN's Analytical Framework in making a strong investment case for transport projects was also recognised.

Rail North Committee

- 2.7 Rail North Committee has not formally met since the meeting of 15 December 2021, as reported at the last Transport Committee. An informal session was held with Committee members in early January to consider operator business plans, which was covered at the subsequent TfN Board meeting, and summarised above.
- 2.8 The next meeting of the Rail North Committee is scheduled for Wednesday, 9 March 2022.

Transport for the North draft Freight and Logistics Strategy

- 2.9 TfN launched a public consultation on its draft Freight and Logistics Strategy for the North of England in January 2022. The strategy has been in development throughout 2021, with engagement from officers from TfN's partner authorities, including West Yorkshire. A link to the draft Strategy is provided in **Background Documents**.
- 2.10 The Strategy brings a welcome focus to the important role of the freight and logistics sector in the North. It includes helpful analysis of the key issues and opportunities and has a strong link to the recently agreed TfN Transport Decarbonisation Strategy. The Strategy underlines the importance of growing mode share for rail and inland waterways, as well as the need to decarbonise road-based freight vehicles, as well as the freight benefits for rail electrification.
- 2.11 The Strategy also brings into sharp focus the need to secure a gauge-cleared rail route across the Pennines to release the significant market potential of intermodal freight. This will deliver sectoral efficiency, contribute to decarbonisation, and help northern ports fulfil their full market potential. There is an underlying narrative regarding the need to ensure the growth in rail freight traffic is properly accounted for in rail network planning.
- 2.12 Once agreed, the next steps will be to establish an action plan. Together with other recent strategy work from TfN, the Freight and Logistics Strategy will inform the update of the Strategic Transport Plan taking place throughout 2022.
- 2.13 A copy of the West Yorkshire response to the consultation is included at **Appendix 1**. This was subject to review and input from officers at partner authorities in West Yorkshire.

Transport for the North Transport Decarbonisation Strategy

2.14 In December 2021, TfN launched the first regional Transport Decarbonisation Strategy (see **Background Documents**), outlining its target of near-zero carbon emissions from surface transport by 2045. It is the first time a regional strategy of this type has been produced, bringing together the region's leaders to speak out with one voice on the climate emergency and how the transport sector must act to address the challenge.

2.15 The wider action plan within the strategy covers:

- Encouraging modal shift towards more sustainable ways of travelling, such as public transport and active travel
- Zero emission vehicles, including cars, HGVs, and buses, with a comprehensive network of charging facilities to support their wider use.
- The decarbonisation of the rail network through electrification
- The use of hydrogen and alternative fuel vehicles
- Opportunities for decarbonisation in the freight industry
- Reducing the embodied carbon within new transport infrastructure development.

2.16 The Decarbonisation Strategy sets out a measurable, evidence-based and time-bound Decarbonisation Trajectory, which starts at 'where we are now' and travels towards alignment with the objectives of the Paris Agreement. The shape of the curve is dictated by a series of interim emissions reduction milestones that ensure a rate of progress aligned to the Climate Change Committee's Carbon Budget as a minimum.

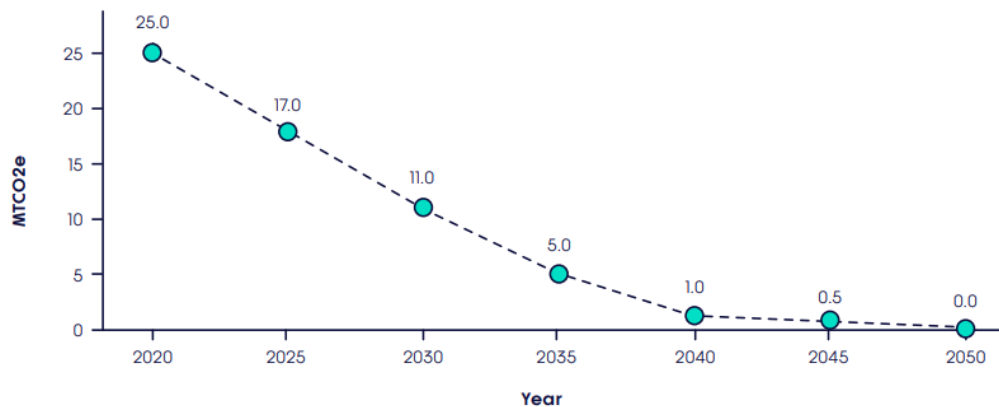


Figure 2: TfN's Decarbonisation Trajectory

2.17 The Decarbonisation Trajectory headlines include:

- A 56% reduction in emissions from 2018 to 2030, achieved mostly through mode-shift and demand reduction
- A 96% reduction in emissions from 2018 to 2040, reflecting longer-term decarbonisation measures, such as a high proportion of zero-emissions vehicles in the vehicles fleet

- A close to zero date of 2045 for carbon emissions from surface transport in the North.
 - A national carbon budget of approximately 290 mega-tonnes of CO₂ from 2018 to 2050.
- 2.18 The strategy lays out the North's minimum expectations in relation to both local and national decarbonisation policy ambitions and is intended to provide an overarching framework for local partners across the region to meet their decarbonisation responsibilities and ambitions through a coordinated effort.
- 2.19 This work also highlights the strength of TfN's analytical capability, helping identify priority areas for electric vehicle charging points and making sure carbon impacts are properly considered in investment planning. It also utilises TfN's Future Travel Scenarios to ensure it is futureproofed for a diverse range of possible scenarios.
- 2.20 The Combined Authority supports the recommendations made within the Strategy as it provides a strong context for us to achieve our net zero ambitions across West Yorkshire.

Active travel and highway updates

Launch of Active Travel England

- 2.21 DfT confirmed the launch of a new executive agency, Active Travel England (ATE) on 24 January. The agency will be based in York and will manage the national active travel budget, awarding funding for projects which meet the new national standards set out in 2020. Alongside, the appointment of Chris Boardman MBE as the first Active Travel Commissioner for England was confirmed.
- 2.22 It is anticipated that ATE will have a role in promoting design guidance for cycling and walking infrastructure and provide advice to improve scheme design and implementation. Work will now progress to establish the new agency, which is expected to become fully operational later in 2022. Further details of the announcement are included in **Background Documents**.

The Highway Code update

- 2.23 Updates to the Highway Code came into effect from 29 January 2022. The changes are intended to enhance safety for all road-users, particularly those most at risk. This includes a new hierarchy of road-users to ensure that quicker or heavier modes of travel have the greatest responsibility to reduce the danger or threat they may pose to others on the road.
- 2.24 The changes follow a consultation on a review of the Highway Code to improve road safety for cyclists, pedestrians, and horse riders during summer 2020. The review of the Highway Code arose from Government's Cycling and Walking Safety Review and action plan published in November 2018.

Responses submitted to the Safety Review identified changes to the Highway Code as important in improving pedestrian and cycle safety.

2.25 The Combined Authority's own response to the Cycling and Walking Safety Review, submitted in June 2018, developed through Transport Committee suggested that government could use a review of the Highway Code to consider proposals being developed by cycling and walking stakeholder organisations that would improve safety, including around priority for pedestrians and cyclists at side roads.

2.26 The changes to the Highway Code relate to:

- **Hierarchy of road users:** The introduction section of The Highway Code has been updated to include 3 new rules about the new 'hierarchy of road users'. The hierarchy places those road users most at risk in the event of a collision at the top of the hierarchy.
- **People crossing the road at junctions** The updated Code clarifies and updates existing rules around priority, including that when people are crossing or waiting to cross at a junction, other traffic should give way
- **Walking, cycling or riding in shared spaces** - new guidance is included in the updated Code in the code about routes and spaces which are shared by people walking, cycling and riding horses.
- **Positioning in the road when cycling** - the Code includes updated guidance for people cycling about positioning themselves, including that cyclists should ride in the centre of the lane in certain situations
- **Overtaking when driving or cycling** - updated guidance on safe passing distances and speeds for people driving or riding a motorcycle when overtaking vulnerable road users, including leaving 1.5 metres when overtaking cyclists, and 2 metres when overtaking people riding horses
- **People cycling at junctions** the updated Code includes clarifications and new advice on cyclists using junctions with and without cycle-specific facilities
- **People cycling, riding a horse and driving horse-drawn vehicles on roundabouts** to clarify and provide additional guidance on how motorists should act when encountering cyclists or horse riders using a roundabout
- **Parking, charging and leaving vehicles** - The code recommends a new technique when leaving vehicles, and sets out new guidance on using electric vehicle charging points.

2.27 Links to a summary of the key changes and the new Highway Code are provided in the **Background Documents**.

Smart Motorways

2.28 The Transport Select Committee published the outcome of its inquiry into Smart Motorways in November 2021, and the government provided a response on 12 January 2022 (see **Background Documents**). The Committee's report called on government to pause the rollout of all-lane running Smart Motorways until five years of safety and economic data is

available and safety improvements have been delivered and independently evaluated.

- 2.29 The government's response agreed to pause further roll-out of smart motorways (including upgrading dynamic hard shoulders to all-lane running) until 5 years of safety data is available. It also confirmed that current stretches of smart motorway will be reviewed and further updated in line with latest best-practice with a commitment to £900m to achieve this, including £390m for additional emergency areas. These updates will include the stopped vehicle detection technology which is part of the latest specification.
- 2.30 All lane running and 'smart motorway' technology has been used to increase the capacity of motorways, including sections of the M1 and M62 in West Yorkshire. The reviews follow concerns regarding the safety of all lane running on motorways, including instances of lives being lost. Carriageway space previously reserved for a continuous hard shoulder is reallocated for dynamic or permanent use as a running lane alongside provision of emergency areas for stopped vehicles.

Rail updates

Access for All

- 2.31 The Department for Transport (DfT) has opened the opportunity to bid for stations to be included in the next Control Period's (CP7 2024-29) Access for All nominations. The nominations are led by the train operating company in consultation with key stakeholders including the Combined Authority. The Access for All Programme nationally funds the delivery of rail station improvements including lifts/ramps/footbridges to provide an obstacle free, accessible route to and between platforms. As part of the previous round of funding (CP6 2019-24) schemes are currently being developed at Garforth, Menston, Todmorden and from the Mid-Tier Programme Pontefract Monkhill.
- 2.32 The DfT sets the criteria for assessment of station nominations. Based on these criteria the proposed stations for nominating are Ben Rhydding, Knottingley, Shepley, Honley, Horsforth, Guiseley and Keighley (subject to the outcome of option selection feasibility work to support the nominations).
- 2.33 No stations on the route on the Transpennine Route Upgrade (TRU) are to be included in the Combined Authority's station nominations. Network Rail has confirmed that all stations on the route are in line to become step-free under TRU subject to full approval for funding in the next business case gateway.
- 2.34 The Combined Authority will work together with Northern to develop the supporting information for the station nominations for submission by the DfT's deadline 15 April 2022.

Manchester Recovery Taskforce and TransPennine Express Timetable Consultations

- 2.35 As reported to Transport Committee previously, it was confirmed in October 2021 that an 'Option B+' had been selected as the preferred approach to revising timetables in response to the Manchester Recovery Task Force work. The detailed timetable consultation was published by rail operators on 15 November 2021.
- 2.36 TransPennine Express also consulted in parallel on a proposal to change the origin / destination of some of its services east of Leeds. This involves the Scarborough – Liverpool service and Hull – Manchester service, to establish a Scarborough – Manchester and Hull – Liverpool service. The Combined Authority provided a single response to these linked consultations.
- 2.37 The Combined Authority response:
- Restates the fundamental position that the timetable changes can only be considered acceptable in parallel with meaningful commitments to infrastructure investment to allow reliable operation of the originally planned services (per the response to the March 2021 consultation).
 - As a driver for the changes, the need to clearly demonstrate that the December 2022 proposals will deliver reliable service patterns.
 - The priority attached to providing a half-hourly service throughout the day at Slaithwaite and Marsden.
 - The need to ensure the proposals are compatible with both the reintroduction of the Huddersfield – Wakefield – Castleford services throughout the day, and the proposed new station at Elland.
- 2.38 A copy of the final submission to the detailed timetable consultations is attached at **Appendix 2**. It is expected that revised timetables will be introduced from December 2022.

Great British Railways headquarters competition

- 2.39 On 4 October 2021, the Secretary of State for Transport announced that a competition will take place to find a location for the headquarters of Great British Railways (GB Railways) outside of London. On 5 February 2022, DfT and the Great British Railways Transition Team confirmed details of the public competition with guidance for completing expressions of interest.
- 2.40 Great British Railways will own rail infrastructure, receive the fare revenue, run and plan the rail network and set most fares and timetables under the plans announced as part of the Williams-Shapps Plan for Rail White Paper. This will include taking over the role of Network Rail, various industry-wide bodies and some of the functions of the current train operators. The GB Railways Transition Team is taking early steps to establish the new organisation and

recently ran a call for evidence a new Whole Industry Strategic Plan (See **Item 9**).

- 2.41 The vision is for GB Railways to be a highly devolved organisation, with most decision-making and budgets controlled regionally. Nonetheless, GB Railways will require a headquarters location, and this will be strategically important for the town or city that is chosen to host it.
- 2.42 Wakefield and City of York councils are preparing expressions of interest to submit to the competition by the deadline of 16 March 2022. The next stages of the competition will include an advisory public vote alongside detailed evaluation of shortlisted locations during May 2022.
- 2.43 The location is expected to be confirmed by the Secretary of State in summer 2022. Further details and background to the competition are included on the Great British Railways Transition Team website (see **Background Documents**).

3 Tackling the Climate Emergency Implications

- 3.1 It is essential that the public transport and walking and cycling networks continues to provide access to employment, training and leisure opportunities across West Yorkshire so that modal shift to public transport and active modes can happen
- 3.2 The TfN Transport Decarbonisation Strategy provides a valuable strategic framework for addressing the Climate Emergency as local programmes and priorities are developed to achieving the modal shift required to meet our ambitious targets locally.

4 Inclusive Growth Implications

- 4.1 The transport network continues to provide access to employment and training opportunities across West Yorkshire, and opportunities for this continue to be explored as part of the initiatives outlined in this paper. The TfN Transport Decarbonisation Strategy refers to capitalising on the associated commercial opportunities.

5 Equality and Diversity Implications

- 5.1 It is important that the transport network addresses the accessibility needs of all communities across West Yorkshire. Equality and diversity are being addressed as part of individual projects and policies. The changes proposed to the Highway Code are welcome to increase the safety and accessibility of active travel modes.
- 5.2 The Access for All schemes will continue to increase the accessibility of the railway for all users.

6. Financial Implications

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

7. Legal Implications

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

8. Staffing Implications

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

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

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

11. Background Documents

Agendas, papers and webcasts of meetings of the Transport for the North Board and Rail North Committee are available via this link:

<https://transportfornorth.com/about-transport-for-the-north/meetings/> .

TfN Draft Freight and Logistics Strategy for consultation, available on the Transport for the North website, via this link:

<https://transportfornorth.com/freight-logistics/>

TfN Transport Decarbonisation Strategy is available via this link:

<https://transportfornorth.com/decarbonisation/>

New executive agency Active Travel England launches, Written statement to Parliament, 24 January 2022, available here:

<https://www.gov.uk/government/speeches/new-executive-agency-active-travel-england-launches>

The Highway Code: 8 changes you need to know from 29 January 2022, available here: <https://www.gov.uk/government/news/the-highway-code-8-changes-you-need-to-know-from-29-january-2022>

The Highway Code is available here:

<https://www.gov.uk/browse/driving/highway-code-road-safety>

Rollout and Safety of Smart Motorways, Third Report of Session 2021-22, Transport Select Committee, 2 November 2021, available via this link:

<https://publications.parliament.uk/pa/cm5802/cmselect/cmtrans/26/report.html>

Government to pause rollout of all lane running motorways, Written statement to Parliament, 12 January 2022, available here:

<https://www.gov.uk/government/speeches/government-to-pause-rollout-of-all-lane-running-motorways>

Rollout and safety of smart motorways: Government Response to the Committee's Third Report, 12 January 2022, available via this link:

<https://publications.parliament.uk/pa/cm5802/cmselect/cmtrans/1020/report.html>

National headquarters competition for Great British Railways, Competition guide for applicants, available here: <https://gbrtt.co.uk/hq/>

12. Appendices

Appendix 1 West Yorkshire consultation response to the draft Freight and Logistics Strategy

Appendix 2 West Yorkshire consultation response to Manchester Recovery Taskforce and TransPennine Express timetable consultations

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Draft TfN Freight and Logistics Strategy

Consultation response on behalf of West Yorkshire

January 2022.

Summary

West Yorkshire welcomes and supports TfN's draft Freight and Logistics Strategy.

Freight inherently crosses local transport authority boundaries, which means it is valuable for the North to work together with and through TfN to secure a co-ordinated approach. This will help to ensure that we maximise the sector's contribution to our economy and to address our decarbonisation and environmental priorities.

The draft Strategy brings a welcome multi-modal focus and helps to build a coherent picture of the opportunities to promote decarbonisation of freight transport. This will be crucial to deliver on West Yorkshire's ambition to be a net-zero carbon economy by 2038. This not only includes promotion of mode shift from road to rail and inland waterways but also considers ways in which road-based freight and distribution can be decarbonised.

The draft Strategy highlights the direct economic role of the freight and logistics sector in its own right, in addition to its fundamental role as societal and economic enabler. It is useful to understand the continued growth opportunity in the sector, and the strengths of the sector in the north.

Main points

The draft Strategy helpfully draws out the important role of warehousing to the effective functioning of the sector, and the potential scope for a more co-ordinated approach to location of warehousing, noting that there is an identified shortage. The important role of appropriately located rail-connected warehousing is highlighted for achieving modal shift.

The draft Strategy and the evidence behind it highlight the opportunity for rail to play a more significant role in freight transport, but also the challenges that rail network congestion pose for realising this.

Particularly striking are:

- The structural weakness of not having a suitably gauge-cleared rail route across the Pennines for east-west intermodal traffic. There is compelling evidence that this is leading to unnecessary road-based freight mileage, particularly on the M62 corridor, as well as constraining the full potential of the North's ports. The substantial forecast growth in inter-modal freight tonnage underlines the scale of the current constraint.

- The valuable contribution that the full proposals for the Northern Powerhouse Rail and HS2 networks would have in creating additional capacity through construction of new lines. Only a small shift from road to rail would require a substantial increase in the number of freight train movements, which would require significant additional capacity both in terms of new lines and new capacity at congested nodes and junctions.

The draft strategy underlines the importance of ensuring that TransPennine Route Upgrade delivers a W12 gauge cleared rail route across the Pennines, together with allied capability in terms of train weights and lengths. Work by TfN and TfGM has highlighted the challenges posed in accommodating freight movements through the central Manchester rail network. Addressing this constraint will be important to realise the full benefit of opening up the east-west intermodal rail freight market across the Pennines. Whilst acknowledged, it would be helpful for the final Strategy to bring added emphasis to ensuring that rail network enhancements in Manchester properly account for the potential growth of freight traffic.

The Strategy helpfully highlights the growth in the role for rail in distribution of aggregates from quarries in the Peak District National Park, where HGV movements are restricted. There are a number of rail-served quarries in the Yorkshire Dales that rely on rail for distribution, and where HGV movements by road are similarly restricted. It would be good to include reference to these in the Strategy, not least because many of the associated rail movements rely on use of the heavily congested rail network around Leeds. These freight movements (including potential growth) need to be factored in network planning and investment.

The strong links made with the TfN Transport Decarbonisation Strategy are welcome, as is the emphasis placed on the role of electrification of the rail network to further the carbon impact and air quality advantage that rail has over road for freight movement. Given that road accounts for 90% of freight tonnage moved in the north it is welcome that the draft Strategy highlights the need to promote and accelerate decarbonisation in the road haulage sector, alongside promoting modal shift to inherently more sustainable modes. Progress on decarbonising road-based freight transport in the short term will be required to meet demanding carbon trajectories. It is good to see suggestions for specific initiatives in addition to the activity that will be required at a national level.

The need to secure decarbonisation of the first and last mile, for which road-based transport is likely to remain dominant, is also important. Air quality concerns in urban areas are also an important consideration in this respect, and it is encouraging to see acknowledgement of the role of urban consolidation centres (for example), as well as the under-utilised potential of rail stations (for example as parcel locker locations) and the potential for express parcels by rail. This is an area we propose for development in West Yorkshire alongside our council partners as part of the Future Mobility Strategy.

It is encouraging to see the role of inland waterways acknowledged in the draft Strategy, including the Aire and Calder navigation specifically. With our council partners and the Canal & River Trust we are keen to support opportunities to develop the freight potential of waterways with initiatives such as the Leeds Inland Port.

Freight Objectives

The freight objectives set out at Section 6 are sound, with a clear link to the agreed transport objectives set out in the Strategic Transport Plan. These objectives are a helpful basis for the proposed action plan, and to inform delivery plans and proposals.

Evidence and modelling

We welcome the development of freight modelling capability within the TfN Analytical Framework including building explicit links with the Great Britain Freight Model. The associated capability to support modelling and business case development is similarly welcome. The future of freight scenarios developed as part of the strategy will be helpful for the development of local responses to facilitate freight movements.

We support the steps being taken to democratise freight data through the freight data repository, which will also assist with developing appropriate sub-regional and local responses to freight needs.

Next steps

Together with our local authority partners in West Yorkshire we look forward to continuing to work with TfN to finalise the strategy, and to establish the proposed action plan, and ongoing activity to develop and deliver proposals with our local council and industry partners.

The Strategy will have an important role in supporting the refresh of the Strategic Transport Plan, as well as feeding into strategic planning by National Highways and the proposed Whole Industry Strategic Plan being developed for the rail network.

West Yorkshire Combined Authority
January 2022

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December 2022 timetable consultations:

1. Delivering the outputs of the Manchester Recovery Task Force
2. Proposed changes to Trans-Pennine Express train services: Liverpool Lime Street / Manchester Piccadilly to/from Hull / Scarborough

West Yorkshire Combined Authority: Response to both consultations

December 2021

Executive summary

The West Yorkshire Combined Authority considers that:

1. The December 2022 MRTF timetable proposals can only be regarded as potentially acceptable at all if a clear commitment from Government is forthcoming to provide the infrastructure investment that is needed to ensure that the proposals are indeed only short-term measures. Absent – thus far and based on the content of the Integrated Rail Plan¹ – such a commitment, **the Combined Authority cannot agree to the proposals at all**, and all further comment on the detail of the proposals (including the remainder of this summary) is subject to that **overriding caveat**.
2. There needs to be clear and compelling **evidence provided that the December 2022 timetables would provide performance that is markedly better than present-day timetables** (not merely the previous December 2019 base) where it provides similar levels of service, or no worse where it provides clear connectivity and/or capacity advantages as against today's services. We have concerns that aspects of the December 2022 proposals could compromise performance, particularly around Manchester Victoria.
3. The Combined Authority is broadly comfortable with the proposed alterations to Trans-Pennine Express (TPE) linkages to the east and west of Leeds, specifically the swap between those to Hull and Scarborough. However, we are **not comfortable with the withdrawal of the proposal to provide two trains per hour all day at Slaithwaite and Marsden**, and urge that it be reinstated. We also, in addition to the performance concerns noted, would urge from a connectivity point of view that the proposed fifth hourly train from Leeds should operate to Piccadilly to terminate, not to Victoria.
4. December 2022's timetables must be compatible with the **reinstatement of the regular Huddersfield – Castleford service** (assumed to be in place when the timetable commences), and with its subsequent conversion into a through Manchester – Huddersfield – Castleford – York service as soon as this can be commenced. They must also be **compatible with Elland** station – and more widely with emerging (including but not limited to post-IRP) thinking on the **Trans-Pennine Route Upgrade (TRU)** and on the **East Coast Mainline (ECML)**.
5. The proposals appear to be a missed opportunity to address **long-standing structural issues with services on the Calder Valley line** (unlike, for example, Option C of the early MRTF consultation) and to address the **dysfunction of Huddersfield as a connectional node** across a wide variety of corridors.

¹ Integrated Rail Plan for the North and Midlands, hereinafter called "IRP".

1. The West Yorkshire Combined Authority

The West Yorkshire Combined Authority, working in partnership with the Leeds City Region Enterprise Partnership, 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 the Mayor, 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 that enables us to move to net-zero carbon emissions by 2038. In this context, the City Region is defined as encompassing the districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield.

2. The MRTF, IRP and this consultation

This consultation follows on from that carried out earlier in 2021 on the then May 2022 proposals. Given that the option on which the industry is now consulting is based on options included in that consultation, we consider that most of the comments we made in response to that first consultation remain pertinent – and we have therefore annexed a copy of our March 2021 to this further response.

Since that first consultation, much further work has been done by the industry as a whole and by the Manchester Recovery Taskforce (“MRTF”) in particular – and in addition we have recently had the release of Government’s *Integrated Rail Plan for the North and Midlands* (“the IRP”). This document raises many areas of concern from the Combined Authority’s point of view, but of particular pertinence is the striking and worrying absence from the IRP of any clear Government commitment to delivering the infrastructure interventions identified by the MRTF’s work in order to allow acceptable service levels and patterns to operate around Manchester and beyond, and to do so with reasonable levels of reliability and punctuality. This is despite the progress already made by MRTF in identifying such schemes, and despite the bulk of the infrastructure works identified in essence being schemes that should have long-since been delivered under the Northern Hub programme.

In that context, we therefore consider it highly relevant to repeat here one of the statements with which we began our previous consultation response:

Before commenting on the consultation, it is imperative to emphasise that, as the Transport for the North (TfN) Board and Rail North Committee have said, the potential timetable changes discussed in this consultation can and must only be viewed as short-term palliative interventions intended to mitigate the unacceptable performance that has resulted from attempting to provide better levels of connectivity without adequate investment in infrastructure. Such timetable changes are therefore only acceptable at all in the short term and will only be accepted against the background of a Government commitment to providing the badly overdue infrastructure upgrades that are needed to provide acceptable levels of connectivity, capacity, and performance on the railway in the North – including but not limited to Manchester itself. We therefore strongly support the work that TfN is seeking to take forward on Phase 2 of the Task Force work², as discussed further below, and cannot overemphasise that it is vital that this work be prioritised, and the relevant investment commitments secured.

This point is thrown into sharp relief by the absence of any commitment to MRTF in the IRP, such as to deliver the 2030 train service specifications Transport for the North (TfN)

² Phase 1 being the short-term timetable interventions proposed, originally for May 2022 and now for December 2022.

has developed. In the absence of any such commitment, the “short-term” interventions proposed for December 2022 could in fact risk becoming indefinite: the absence of any long-stop limit means that the proposed timetable compromises are no longer necessarily “short-term pain for long-term gain” at all.

It follows from this that compromises that might potentially have been unwelcome, but acceptable in the short term as a means of “buying time” until infrastructure interventions are delivered, can no longer be regarded as acceptable.

This point is critically important for WYCA, and we therefore unequivocally state:

The West Yorkshire Combined Authority does not consider the December 2022 proposals to be acceptable unless and until there is a clear, unequivocal and explicit confirmation of Government’s commitment to deliver the infrastructure necessary to allow the 2030 train service specifications to be delivered.

Specific aspects of the proposed December 2022 timetables which render it unacceptable to WYCA other than as a time-limited, short-term expedient – and therefore unacceptable in the absence of such a commitment – include, but are not limited to, the following:

- The absence of:
 - direct Bradford – Calderdale – Manchester Airport services, which have been outstanding since the commencement of the former Arriva Rail North franchise in April 2016 (this being Bradford City’s top priority for MRTF to deliver)
 - An additional 1tph between Bradford and Manchester (i.e. 3tph vice 2tph), also a 2016 franchise commitment
 - 2tph Huddersfield – Manchester stopper all day, with easy (preferably cross-platform) connections available at Stalybridge from and to whichever Manchester station the services do not directly serve: ***it is a particular concern that this was proposed under the initial MRTF consultation but has now been withdrawn – the introduction of this service is a priority for both WYCA and Kirklees District***
 - 2tph from Leeds via Huddersfield to Manchester Airport (at least one to serve Dewsbury)³
- Any failure to provide
 - 7-day timetables (including introducing Sunday services where these are currently missing)
 - Consistent clockfaces hourly and daily (including the currently missing evening services through Brighouse)
 - The proposed through Manchester – Huddersfield – Wakefield – Castleford – York service (with Huddersfield – Wakefield – Castleford services reinstated as a matter of urgency and maintained until this can be provided)
 - 2tph Low Moor to Leeds, daily
 - Usable connections in both directions at Brighouse for Upper Calderdale – Huddersfield connectivity
 - Connections at Huddersfield between all lines, removing current unacceptable waiting times and non-connections

³ The longer term aspiration of 2tph to Manchester Airport is critical to providing users with the confidence required use these services without the fear of cancellations / changing platform at Manchester Piccadilly / missed flights. In the interim improved connections at Manchester Piccadilly should be sought (with easy interchange between platforms).

- Compatibility with Elland
- Additional stops at Sowerby Bridge
- Terminating Calder Valley trains at Manchester Victoria (other than the importance of the Manchester Piccadilly – Airport link, where Calder trains run through to is however not critical for WYCA; a Liverpool extension as proposed by the former ARN franchise is not essential, provided that TPE trains connect well and there is ticketing cooperation)
- Any failure to ensure high levels of operating performance – with management of perturbations that puts passenger journeys first such as by maintaining connections

We therefore clearly state that ***all subsequent comments in the remainder of this response document regarding positive and negative features of the proposed December 2022 timetables are subject to this overriding caveat, i.e. that the December 2022 proposal as a whole must be rejected until Government commitments on infrastructure are secured.***

3. Performance benefits and the base timetable

We are aware that hitherto the MRTF work on short-term timetabling changes has taken December 2019 timetables as a base against which performance of the future options has been measured. This is really now no longer meaningful, as the timetables now operating (at least until the December 2021 timetable change – it is too early to comment robustly on December 2021) provide a different base – and one that has generally been associated with markedly higher levels of performance (reliability and punctuality) than were seen in December 2019, let alone May 2018. It is important in this context for us to emphasise this, because:

- (i) In general the December 2021 timetables offer similar levels of services on routes relevant to West Yorkshire (particularly the Diggle and Calder Valley lines) to those proposed under the December 2022 consultation – the main exception being the quantum of TPE fast services (December 2022 would add an extra York – Manchester – Victoria service).
- (ii) Therefore it is important that the MRTF work is clear that **performance under the proposed December 2022 timetables will be at least as good as that seen at present**, not merely better than December 2019, as from a West Yorkshire point of view the “do-nothing” option of continuing the current service patterns on the Diggle and Calder Valley lines would not necessarily be an unacceptable short-term option. More specifically, performance should be demonstrably either markedly better than now, or no worse than now and accompanied by significant other advantages such as connectivity and/or capacity.

4. Trans-Pennine Express (TPE) routing options

We are grateful to have the opportunity also to respond to the near-simultaneous TPE consultation on proposals to alter the routing and/or stopping patterns of certain TPE services, also from December 2022. We consider that this issue is inextricably linked to the questions raised by the December 2022 MRTF consultation, and therefore have combined the two into a single response in this document. More details are set out below on a route-by-route basis.

5. The Covid-19 context

Also to expand on a comment we made in our response to the first MRTF consultation, we originally stated:

We also agree with, and welcome, the comments made in the consultation document (paragraph no. 18) in relation to the impacts of COVID-19: it is West Yorkshire's view too that not only does the pandemic not weaken the long-term case for interventions of the types being considered by the MRTF, but it has provided some valuable "breathing-space" to reappraise what we need the railway to provide around Manchester, and the need to provide capital investment in sustainable and valuable projects as a way to re-start the struggling economy has never been greater.

We now consider that the strength of the recovery of rail demand (and revenue in particular) across the North, which has led that elsewhere in the country (especially London and the South-East) – despite Covid still being endemic across the country – only underlines the force of this point.

The following sections of this response address more specific aspects of the proposed timetable. We would add that **first and last trains** have not been considered in detail here, as we assume that the MRTF December 2022 proposals are not the main driver of what is provided for these.

6. December 2022 proposals: Trans-Pennine Express long-distance routes

We are aware that the pattern of TPE services east of Leeds was left blank in the materials provided with the MRTF consultation, but information has now been provided with the separate TPE consultation. We are pleased and relieved that this is being done at the same time, because the east of Leeds cannot be decoupled as the MRTF consultation would have done, least of all wherever through services run, as they do on both the Diggle and Calder Valley routes. For example, where MRTF fixes TPE trains' paths at Manchester Victoria, this in turn constrains possible arrival / departure times at York and down the East Coast Mainline ("ECML"), and therefore where each train can link to/from on the east side.

In the context of the two parallel consultations we therefore set out here what we, from the West Yorkshire perspective, consider to be the essential properties of the network east of Leeds – across all relevant operators:

- At least 2tph Leeds – Hull, of which at least 1tph must be fast (60 minutes maximum JT) and well spaced around the other service(s) in order to make for at least two genuinely usable opportunities to travel per hour
- 1tph stopping to Selby, which may continue to Hull (if it does not or cannot be pathed to give two useful services an hour to Hull, then our preference is for the second hourly train to Hull to be provided by a TPE-style service) – this train should if possible be linked across Leeds
- 1tph through to Scarborough, plus an additional 1tph between York and Scarborough at busy times (which may or may not be linked from elsewhere on the network)
- 1tph to Teesside (where this train runs to beyond Middlesbrough is more important for Teesside colleagues than for WYCA)

- 3tph to Newcastle, of which 2tph to Edinburgh⁴
- 1tph linking from at least Halifax and Bradford to York (see next entry)
- 1tph stopping at all stations (bar Ulleskelf) to York, which may be the train that links through from Bradford and Calderdale (if it is not, an additional fast train east of Leeds may be provided to assure this link, but otherwise we do not consider this necessary)
- At least one fast train per hour stopping at Garforth (or possibly in future Thorpe Park) in standard hours, possibly 2tph if there is a separate fast Calderdale – York train
- Peak additional trains / capacity / stops in line with emerging post-Covid demand trends and without prejudicing performance
- Adequate capacity for ECS, freight, engineering, [V]STPs etc. etc.

Note that:

- (a) Because of the position of West Yorkshire on the TPE network, we generally do not mind which origin beyond Manchester is linked to which destination east of Leeds (and vice versa), provided that service intervals over overlapping sections of route are regular; we are however aware that the desire line for such journeys as are made from Slaithwaite and Marsden to destinations to the east of Leeds, the York direction is more important than towards Hull – see further comment below; and
- (b) The comments above should be taken to apply all day and every day, unless stated.

7. December 2022 proposals: The Huddersfield – Diggle line

Subject to the overriding caveats in section 2 above, we would make the following comments regarding the specific proposals as they touch the Leeds – Dewsbury – Huddersfield – Stalybridge – Manchester (and beyond) routes:

- We have had no firm information on proposals for Leeds – Dewsbury – Huddersfield stopping services so assume that they are as per December 2019.
- Journey times on the fast trans-Pennine services through Huddersfield are inconsistent, both by direction (eastbound versus westbound) and as between services, beyond what is attributable to stopping patterns. This is disappointing and not passenger-friendly.
- Leeds – Manchester Piccadilly (and vice versa) journey times are particularly variable, in particular with the down (eastbound) Manchester Airport starter taking as long as 72 minutes, perpetuating the poor path that this train has at present; it is also notable that this train takes 17-18 minutes from departure at Piccadilly to departure from Victoria, similar to the average walking time for the 1.5km journey – given that this is the only train that uses the relevant section of line in this direction in standard hours, it makes something of a mockery of the Ordsall Chord from a connectivity standpoint.
- In contrast to all three options in the initial consultation, the proposed timetable **fails to provide 2tph at local stations between Huddersfield and Stalybridge in the off-peak. This is not acceptable**, and the restriction of the 2tph service to the historic AM and PM peaks is not compatible with the nature of flows emerging from the Covid-19

⁴ It will be noted that this includes Cross-Country services as well as TPE. There may be scope of discussion of this combined service and possible trade-offs, in the context of the scope for complementary clockfaces and stopping patterns, and attractive interavailable ticketing and fares options.

crisis, which are spread evenly through the day and are characterised by a much wider spread of flows than traditional commuting. Separately, our colleagues in TfN have provided Network Rail, TPE and Northern with a paper setting out detailed evidence supporting the imperative of providing this level of service between Huddersfield and Stalybridge.

- We do however welcome the continued absence of any proposals to serve any of the Diggle-line local stations by skip-stopping, ‘tidal’ flows or similar, as proved so unpopular in May 2018.
- Only 1tph is provided, via the Ordsall Chord, linking West Yorkshire to Manchester Airport. While such a compromise might have potentially been acceptable as a short-term measure if it demonstrated clear performance benefits and were adequately mitigated, as noted above we can neither be confident now that the measure would only be short-term, nor that the mitigations (such as good connections at Piccadilly) are adequate. This relates also to the next point:
- 1tph from West Yorkshire and beyond is curtailed to terminate at Manchester Victoria. As we indicated in our previous consultation response, we have significant concerns about this both from an operating point of view and from a passenger connectivity standpoint. We believe that terminating a TPE-type train in a through platform at Victoria, carrying out a shunt move, “rebooting” the train as the staff change ends, and shunting back into Victoria will create conflicts and be bad for performance. It is as yet unproven in practice, particularly against a backdrop of Diggle fast services returning to their full pre-Covid 5tph quantum. From a connectivity standpoint, Piccadilly is to be greatly preferred, as a Manchester destination in its own right, as a location to connect to Manchester Airport (so mitigating the loss of the second through service), and as a hub to connect into a wide variety of rail services to reach the Midlands, South, South-West, London and Wales. In the long term, it is Piccadilly which will be the access point to HS2. On current proposals, no true fast journey to Piccadilly would exist, which is strategically and commercially poor. Noting that Victoria would still have three fast trains per hour from Leeds, it therefore remains our view that if the second train cannot run through to the Airport, it should run via Guide Bridge and terminate in the main trainshed at Piccadilly, not Victoria.
- Most TPE services running through Manchester Victoria appear to be booked 2-minute stops there. While we appreciate that this could be in fact a rounding issue if a three-minute stop involved arrival and departure on a half-minute, this appears not to be the case given the number of trains to which it applies. If it is indeed correct, we consider this a matter of significant concern; while the end-doors arrangement of the Mark 5A and 802 rolling stock provided by TPE does provide a good passenger ambience for long-distance journeys, we do not believe that 2-minute stops are operationally robust given peak boardings / alightings at Victoria, and we suggest 3 minutes should be provided.
- While the clockface structure on this route is generally fairly good in terms of consistency of hours through the day and between days (i.e. working days and Sundays), there are some issues here. Inconsistencies should be ironed out wherever possible, such as exist in particular eastbound on Sundays from Manchester Piccadilly.
- The timetable exacerbates an existing issue in standard hours: at present a train leaves Piccadilly for Huddersfield at XX:57 and one (from a different part of the station) at

XX:58 – one is a “fast” (though with a slow journey time) via the Ordsall Chord and Victoria, and the other is a “slow” stopping train via Guide Bridge. In fact, however, the XX:58 “slow” train arrives at Huddersfield well before the earlier “fast” train does. The December 2022 timetable proposes to make this worse, in that both trains are proposed to depart Piccadilly at XX:58 – with again the “slow” train being markedly faster to Huddersfield because of the poor path that the “fast” has around the Ordsall Chord. This is likely to be highly confusing to passengers and to lead to dissatisfaction, even if well managed. An alternative pattern should be sought. The solution would appear to lie in reconsidering the path of the Manchester Airport – Ordsall Chord – Leeds [– Teesside, it is assumed] train.

- As we understand the clockface at Huddersfield to be largely unchanged as against pre-Covid timetables, the existing extremely poor patterns of [non-]connections at what ought to be the major regional interchange hub appear to be perpetuated. At present⁵, for example, in the westbound direction, the stopping Huddersfield – Manchester service in standard interpeak hours has particularly poor connections at Huddersfield from several directions:
 - 31 minutes from the Leeds – Dewsbury stopping train
 - 40 minutes from Bradford, Halifax and Brighouse
 - 1 hour and 3 minutes from the Sheffield – Penistone line⁶
 - When operating, connections from Castleford and Wakefield are a reasonable 17 minutes⁷

Eastbound the picture is no better, with “connections” out of the Manchester – Huddersfield stopping service including:

- An attractive 9-minute connection into the Dewsbury – Leeds stopping train (but only in this direction)
- 32 minutes into the Penistone – Sheffield line
- 55 minutes towards Brighouse, Halifax and Bradford
- When operating, connections to Wakefield and Castleford are 23 minutes

The situation is similarly poor for a wide variety of cross-Huddersfield journeys into, out of or between services that only run once per hour, the Penistone line being particularly badly affected by the issue.

It should be noted that there is, in further breach of good timetabling practice, no symmetry in the timetabling as between the two directions, even in the journeys that do have reasonable connections (some “work” in one direction but not in the other), let alone in the hourly clockfaces. Plainly, with almost all travel being two-way trips, a journey must be attractive in both directions for rail to be able to compete. The consequence of this is that many journeys that could, and in a future where decarbonisation is a priority and post-Covid travel patterns are more diverse than traditionally, **must** increasingly be made by rail, have their journey times artificially so lengthened (by up to a full hour) that few travellers with a choice of modes would be likely to choose rail. Addressing these issues must therefore be a priority.

⁵ November 2021, though the clockface pattern under the December 2019 timetable was broadly similar.

⁶ Because 3 minutes is too short a connectional time to be acceptable for planning purposes and will not be shown in online journey planners.

⁷ This service is, at the time of writing, currently suspended for most of the day.

- Interchange at Stalybridge out of the Huddersfield – Manchester Piccadilly stopping service, to access Manchester Victoria (vital for journeys for example to Salford and the Spinningfields area) is poor under the proposed December 2022 timetable: 15 minutes’ wait in standard hours. Again, this is asymmetrical as between directions of travel.
- It is not clear whether the proposed timetables are fully compatible with, in the immediate term, the reinstatement of all-day services on the Huddersfield – Wakefield – Castleford route, and in the medium term its replacement by the proposed extension of the Manchester Piccadilly – Huddersfield train on via this route and through to York. It is in our view essential that this compatibility be confirmed. The current provision of just three trains per day is unacceptable; current rail journey times are more than doubled by the detour via Leeds, and comparable bus journeys take in excess of 70 minutes.

Lastly, we are aware that the December 2022 proposals would restore a total of 5tph between Leeds and Manchester, as against 4tph at present. While in principle we support such a high level of connectivity and the near-even-interval 4tph York – Leeds – Huddersfield – Manchester service that this would imply, we are aware that when the 5tph service was introduced some years ago, this was accompanied by a significant drop in performance on TPE North Pennine services. There needs to be clear evidence that, taken together, the December 2022 proposals would not replicate a similar dip – especially given that the proposed additional service is the one that would reverse at Manchester Victoria, as highlighted above.

8. December 2022 proposals: The Calder Valley line

Subject to the overriding caveats in section 2 above, we would make the following comments regarding the specific proposals as they touch the Leeds – Bradford – Hebden Bridge – Manchester routes, including the Leeds - Dewsbury – Calder Valley section, Todmorden Curve services, and those continuing into east Lancashire via Burnley:

- In general, the proposals offer very little indeed for the Calder Valley line: they do not address its long-standing structural issue and therefore represent a major lost opportunity to improve the timetable and “build back better”. In the first consultation on MRTF, the Option C proposals would have made some valuable progress in rationalising the service patterns – this thinking appears largely to have been lost.
- Other than as raised in the following point, we note that journey times on the core Calder Valley line appear no worse than now; whilst unambitious, this is acceptable in the short term.
- The Leeds – Brighouse – Calder Valley service retains in the proposed timetable its current particularly slow timings all the way through to Todmorden. This is disappointing. While we appreciate that leaving space for a future stop at Elland is needed (and we assume this has been done), even so the running time, especially in the Up direction (once again the timetables are asymmetrical) appears excessive.
- Linked to the above point, we request confirmation that the timetables are indeed compatible with Elland being served by all regular Northern services passing the station.
- As noted above, the timetable does not enable either an additional train per hour between Bradford and Manchester nor the through Manchester Airport connection, both of which were commitments under the ARN 2016 franchise, and therefore the timetable

cannot be regarded as acceptable in the absence of enabling infrastructure commitments, as discussed earlier.

- Sunday services remain markedly below acceptable levels, both as regards former ARN commitments and as regards modern standards and emerging post-Covid travel patterns, which see full trains (with crowding) for much of the day on Sundays on the Calder Valley line. Addressing this issue requires no infrastructure and must be a priority – failing to do so under the December 2022 timetables will render them unacceptable. As such the drafts must at very least be compatible with “slotting in” the additional services required. In our view the correct approach must be to have a standard seven-day timetable. Services of particular relevance that are missing from current (and, as we understand it, proposed) timetables include:
 - Leeds – Bradford – Calder Valley – Manchester (– Chester) (i.e. the second hourly service on the core Calder route)
 - Leeds – Dewsbury – Calder Valley – Manchester (– Wigan) (no service at all on this axis on Sunday at present) – introducing this service is a WYCA and Kirklees priority
 - (Hull –) Leeds – Bradford – Halifax (quantum on the busy Leeds – Bradford – Halifax corridor)
- The December 2022 proposals on this line, unlike on the Diggle corridor, appear to make only very limited progress with regard to standardising departure times through the day and through the week. Indeed, from our experience of the industry timetable development process, we fear that even such improvement (standardisation) as has made its way into the draft timetables we have seen may not survive the transition into actual working timetables implemented. This failure to provide a proper clockface timetable has long been a feature of the Calder Valley and requires structural reform as a priority. It is not only confusing to passengers; it also means that some journeys that involve interchange are possible in some hours but not in others; finally, there is strong industry evidence that irregular service patterns on intensively used lines are associated with poor performance. We therefore consider that the December 2022 timetables must take the opportunity to address this fundamental issue, and will object to a timetable that fails to do so.
- In similar vein, the four trains per hour between Halifax and Leeds should be as close to 15 minutes apart as reasonably possible.
- On a linked point to the above, while Leeds clockface patterns are not bad, the timetables continue the current unattractive lack of even intervals and simple clockfaces at Bradford and Manchester in particular.
- In all cases other than for the York – Blackpool trains, the Sunday clockface pattern differs from that of the weekday pattern. We consider this perpetuation of current poor practice not to be the right approach and urge that it be revisited, nothing that TPE, with which these services interact at Leeds, Huddersfield and Manchester amongst other places, has largely moved to a daily service pattern.
- The timetable does not address the longstanding issue of the poor levels of service at Sowerby Bridge, nor does it provide a second train an hour from Low Moor to Leeds (nor propose a second train per hour of any description at Low Moor on Sundays).
- At present, the timetable structure, while very variable as between hours, does not allow easy journeys from the Upper Calder Valley to Huddersfield and back, changing at Brighouse – despite the need to interchange, the poor roads mean that rail is

significantly faster than bus and competitive with car for such journeys.

While the information we have seen on the December 2022 proposals is incomplete in this regard, we understand that it perpetuates the current pattern. If this is correct, we consider that it should be reviewed.

- Again there is insufficient information provided to be clear on the issue, but we assume that it is not proposed that additional services run to serve the peaks at Bradford and Leeds. If this is correct, it is therefore essential that train lengths be adapted (4/5-car formations in peaks).
- Reiterating an issue that we highlighted in our response to the first consultation, we are most disappointed that the December 2022 proposals retain 1tph every day terminating / starting at Manchester Victoria. We have previously highlighted that we believe this to be operationally undesirable and bad for performance, given that the trains concerned almost invariably have to cross the formation from the Rochdale lines to the Victoria bays (platform 1 or 2), coming into direct conflict with TPE services in both directions, and in the Down direction with inbound services on the Rochdale lines themselves. We therefore do not support this aspect of the timetable and repeat our view that these services should be linked across Manchester Victoria, such as towards Wigan or Bolton.

9. Trans-Pennine Express east of Leeds

Turning to the proposed changes to TPE service patterns east of Leeds, and specifically the proposed “swap” of Scarborough and Hull services, this is something with which WYCA is fairly comfortable. As a core city, we can understand the aspiration that Hull colleagues express for faster Manchester services and a Liverpool train. We would comment that in terms of direct implications for journeys to and from the main West Yorkshire stations (particularly Leeds and Huddersfield), the direct impacts would actually be relatively modest. Clearly, however, any direct links that will be broken under this proposal (such as Scarborough to Liverpool or Selby to Manchester Piccadilly) will need to be provided with reliable, convenient and consistent connections. In similar vein, while it would be preferable for the through service that stops at Slaithwaite and Marsden also to stop at Dewsbury, good and reliable connections are acceptable.

This is provided that (as we understand the current proposals to be) the clockfaces on the core York – Leeds – Huddersfield – Manchester corridor, and for services at Marsden and Slaithwaite [see below] remain as evenly spaced as possible.

We also firmly support the introduction, at least at busiest times (which may not be the traditional commuting times) of a second hourly York – Scarborough). We believe that North Yorkshire (and specifically Scarborough) colleagues and the City of York will be the best placed to offer evidence-based proposals as to which days and hours should be prioritised for this additional service.

As flagged above, however, we must again here flag our disappointment at the withdrawal of the proposal to provide 2tph at Marsden and Slaithwaite all day, which would pave the way towards the service levels we expect TRU to provide. We would ask that the proposals be reviewed to provide this rather than just in the traditional commuting peaks. We note that altering the proposal to provide these stops all day would also enable a consistent clockfaces of arrivals and departures across the full line of route of the proposed Manchester – Scarborough service in both directions, unlike the current proposal which will presumably give different westbound arrival and eastbound departure times at Manchester and different times of the day.

10. December 2022 proposals: Other routes

Subject to the overriding caveats in section 2 above, we have not commented in detail on other routes, including those onto/from which West Yorkshire services would continue in standard hours, such as the Chat Moss, Gatley / Airport, and Atherton / Wigan lines. We believe that others are likely to be better placed to comment on these, though would note that some of our comments regarding timetable structure are also applicable to these routes.

11. December 2022 proposals: Wider issues

Subject to the overriding caveats in section 2 above, we raise here some additional general points:

- It is not clear whether the timetable proposed is compatible with TRU, as understood prior to the IRP's publication ("Option F") and/or as now proposed under the IRP. Clearly this is critical to the workability and sustainability / stability of the timetable, as a timetable that requires further structural change within a few years is not sensible.
- It is similarly not clear the extent to which the proposals are compatible with emerging thinking on the ECML. This is particularly the case given the rejection by stakeholders and industry of the original May 2022 ECML timetable proposals (which we understand would not have been compatible with TRU), meaning that these are still in a state of flux. It is clearly essential that these issues be resolved, above all having regard to what is required for TPE service patterns to achieve their connectivity and performance objectives.
- It is not clear whether freight paths, which are not shown in the consultation draft timetables, have been validated and accepted by the relevant freight operators.
- As noted above with regard to specific lines of route, it is our view that the consultation timetables perpetuate a number of examples of poor timetabling practice which the industry should be moving away from. These include:
 - Asymmetrical timetables – wherever possible journey times and clockfaces should be the same in both directions, for passenger connectivity, simplicity and operational robustness / reliability.
 - Non-standard clockfaces – especially on the Calder Valley line, there has been little progress made in arriving at simple hourly clockfaces that remain the same all day and every day.
 - Daily timetables – linked to the above point, it should not generally be necessary to run different clockfaces on Sundays from those in standard hours on other days: even where in the short term Sunday quantum is less than on other days, it will often be possible to have consistent patterns for those services that do run, provided of course that connections are maintained as between services.

12. Conclusions

Once again we must emphasise the overriding issue regarding the unacceptability of the December 2022 proposals as a whole as anything other than a short-term mitigation of poor performance that will run until a specified date when infrastructure interventions will enable the services that are actually required.

Subject to this, if such confirmation regarding infrastructure is forthcoming, we would potentially regard the December 2022 proposals as acceptable, subject to the following:

- Explicit and compelling evidence that the December 2022 proposals will result in performance that is, across the board but in particular at places like Manchester Victoria and the areas they influence, better than that being provided by the current (December 2021) timetables – not merely better than the December 2019 base, which is itself increasingly a historical irrelevance
- The re-addition of 2tph all day at local stations between Huddersfield and Stalybridge, as per the original MRTF consultation
- Compatibility with stops at Elland
- Restoration of the Huddersfield – Castleford service (as an urgent priority) and its development as soon as possible into a through Manchester – Wakefield – Castleford – York service
- Re-examining the pathing of services around the Ordsall Chord, especially eastbound (down)
- The curtailed TPE service terminating not at Victoria as proposed, but in the train shed at Piccadilly
- Work to reform and simplify timetable structures to achieve standard hours all day and every day, and move towards symmetrical structures
- Focused work to improve the effectiveness of Huddersfield as a rail hub
- Improving connections out of Huddersfield – Manchester Piccadilly services at Stalybridge for journeys to north Manchester
- The wider issues noted above in relation to TRU and ECML compatibility, and to acceptability to the freight sector, being satisfactorily addressed

In addition, we are dissatisfied with the failure of this timetable to take the opportunity to address the long-standing structural issues with timetabling on the Calder Valley, and consider that this should be done now – or at very least that a clear commitment be made to begin work on this without further delay, bringing in the issues raised in section 8 above.

It is also essential that progress be made towards ending the anachronistic historical hangover of Sunday services being different from, and inferior to, those on other days, when Sunday is now one of the busiest days of the week on many routes.

Beyond this, we have made clear our concerns at the timetable perpetuating, avoidably in our view, the practice of terminating Calder Valley trains at Manchester Victoria, and adding a new problem in the form of an additional TPE terminator. We do not believe this is good for performance – nor, especially in the latter case, in the best interests of the travelling public. We would urge that these aspects be reconsidered.

Appendix: WYCA response to MRTF consultation, March 2021

(included as separate document)

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Report to: Transport Committee

Date: 04 March 2022

Subject: **Summary of Transport Schemes**

Director: Melanie Corcoran, Director of Delivery

Author: 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:	
Are there implications for equality and diversity?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

1 Purpose of this report

1.1 To inform the Transport Committee of the transport related project approvals from the following:

- 06 January 2022 – Finance, Resources and Corporate Committee
- 03 February 2022 – Combined Authority
- 07 February 2022 – Place, Regeneration and Housing Committee

2 Information

The following projects were presented at the Finance, Resources and Corporate Committee meeting on 06 January 2022 - Capital Spend and Project Approvals

2.1 The full agenda and papers for the Finance, Resources and Corporate Committee on 06 January 2022 can be found on the Combined Authority website [here](#).

Bus Franchising Needs Assessment

- 2.2 This scheme will investigate the options for the proposed bus franchising scheme. This will include a thorough needs assessment, incorporating an assessment of the benefits and impacts of bus franchising, a comparison of these against other bus reform options, an audit of the proposed scheme, and the preparation and launch of public consultation. The outcomes will form the basis for a full business case.
- 2.3 The scheme will be funded by Combined Authority Gainshare funding.
- 2.4 The scheme gained approval to proceed through decision point 2 (strategic outline case) and work commence on activity 4 (full business case).

York Castle Gateway

- 2.5 This scheme is part of the wider York Castle Gateway Masterplan, which will be delivered in two phases. Phase 1 will include a new pedestrian cycle bridge, creating new strategic routes into and across the city for pedestrians and cyclists. Phase 2 includes enhancements to public spaces, involving reducing the number of car carrying roads, replacement and upgrading of bus stops and an upgraded pedestrian and cycle crossing.
- 2.6 This scheme is funded from the West Yorkshire plus Transport Fund (WY+TF).
- 2.7 The scheme gained approval to proceed through decision point 3 (outline business case) and work commence on activity 4 (full business case).

Armley Gyratory

- 2.8 The Armley Gyratory scheme will increase highway capacity through increasing lane numbers and widening approach roads. Signal upgrades will improve the operational efficiency of the gyratory and better accommodate re-routed traffic following closure to City Square. It will also replace the existing footbridges over the A58 and A643 with a new 4 metre wide bridge for pedestrians and cycle (compliant with LTN1/20 design standards) and widen the existing footpaths at the gyratory.
- 2.9 The Armley Gyratory scheme has been identified for delivery through the £78,800,000 Leeds City Centre Package (LCCP) programme funded by the West Yorkshire plus Transport Fund (WY+TF).
- 2.10 The scheme gained approval to proceed through decision point 4 (full business case) and work commence on activity 5 (delivery).

Harrogate Road New Line

- 2.11 This scheme will improve the existing junction at Greengates and includes the widening of the existing highway on all four arms of the junction, signal upgrades, junction improvements and improvements for pedestrians and cyclists.

- 2.12 This scheme will be funded from the West Yorkshire plus Transport Fund (WY+TF).
- 2.13 This change request sought approval to increase Combined Authority funding from the previously approved total of £7,665,00 to £8,812,000 (an increase of £1,147,000). The scheme has encountered significant cost increases due to the discovery of uncharted underground utilities, requiring extensive redesign work. This combined with the need for staff to isolate with symptoms of Covid 19 has also added an estimated 30 weeks to delivery timescales.
- 2.14 The scheme gained approval to the change request for the increase to the total value of Combined Authority funding due to exceptional circumstances.

The following projects were presented at the Combined Authority meeting on 03 February 2022 - Capital Spend and Project Approvals

- 2.15 The full agenda and papers for the Combined Authority meeting on 03 February 2022 can be found on the Combined Authority website [here](#).

Corridor Improvement Programme – Calderdale – A629 (North) - Ogden to Orange Street Roundabout

- 2.16 The scheme will improve access for walking, cycling and buses. This will make it easier to use, cross and travel along the A629 corridor with the aim of reducing journey for all road users.
- 2.17 The scheme will be funded from the West Yorkshire plus Transport Fund (WY+TF)
- 2.18 The scheme gained approval to proceed through decision point 3 (outline business case) and work commence on decision point 4 (full business case).

The following projects were presented at the Place, Regeneration and Housing Committee meeting on 07 February 2022 - Capital Spend and Project Approvals

- 2.19 The full agenda and papers for the Place, Regeneration and Housing Committee meeting on 07 February 2022 can be found on the Combined Authority website [here](#).

Heckmondwike Bus Hub

- 2.20 The scheme will improve bus stop arrangements in the centre of Heckmondwike, creating a bus hub. The scheme will involve replacing the existing traffic island and four surrounding bus stops with a new building and waiting area, offices, accessible toilet provision and a changing places room. There will be six bus station style 'drive in reverse out' (DIRO) bus stands and one layover bay, increasing current capacity.
- 2.21 The scheme is funded through the Transforming Cities Fund.

- 2.22 The scheme gained approval to proceed through decision point 3 (outline business case) and work commence on activity 4 (full business case).

Selby Station Gateway Scheme

- 2.23 The scheme comprises of two new entrances to Selby Railway Station, with enhanced facilities and a new car park to the east. Dedicated cycle lanes, widened footpaths and new pedestrian crossing facilities, combined with one-way systems and traffic calming measures, will reduce the dominance of cars, and improve access to and from the station on foot and by bike and provide better connectivity to the Trans Pennine Trail and National Cycle Network routes.
- 2.24 The scheme will be jointly funded by the Transforming Cities Fund (TCF), the Changing Places Fund, North Yorkshire County Council (NYCC), and Selby District Council (SDC).
- 2.25 The scheme gained approval to proceed through decision point 3 (outline business case) and work commence on activity 4 (full business case)

Leeds City Centre Package – City Square Plus

- 2.26 The City Square Plus scheme includes City Square closure, East Parade bus improvements, Westgate Slip Road, Globe Road signalisation, traffic management measure, and a signing strategy.
- 2.27 The City Square Plus package of schemes will be delivered through the Leeds City Centre Package (LCCP) programme funded by the West Yorkshire plus Transport Fund (WY+TF)
- 2.28 The scheme gained approval to proceed through decision point 3 (outline business case) and work commence on activity 4 (full business cases).

3 Tackling the Climate Emergency Implications

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

4 Inclusive Growth Implications

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

5 Equality and Diversity Implications

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

6 Financial Implications

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

7 Legal Implications

- 7.1 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

8 Staffing Implications

- 8.1 A combination of Combined Authority and local Partner Council project, programme and portfolio management resources are or are in the process of being identified and costed for within the schemes in this report.

9 External Consultees

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

10 Recommendations

- 10.1 That the report be noted.

11 Background Documents

- 11.1 None.

12 Appendices

- 12.1 None.

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