TRANSPORT COMMITTEE

MEETING TO BE HELD AT 10.00 AM ON FRIDAY, 26 MAY 2023 IN COMMITTEE ROOM 1, WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS

A G E N D A

1. **APOLOGIES FOR ABSENCE**

2. **DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**

3. **EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**

4. **MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 10 MARCH 2023**
   Copy attached.
   (Pages 1 - 6)

5. **RAIL STRATEGY CONSULTATION**
   (Pages 7 - 124)

6. **LOCAL TRANSPORT FORUM ARRANGEMENTS 2023/24**
   (Pages 125 - 130)

7. **TRANSPORT POLICY UPDATE**
   (Pages 131 - 136)

8. **BUS SERVICE IMPROVEMENT PLAN UPDATE**
   (Pages 137 - 144)

9. **PASSENGER EXPERIENCE UPDATE**
   (Pages 145 - 174)

10. **REVIEW OF MYBUS PRIMARY SCHOOL SERVICES**
    (Pages 175 - 180)

11. PROJECT APPROVALS
(Pages 181 - 248)

Signed:

Chief Executive
West Yorkshire Combined Authority

**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON FRIDAY, 10 MARCH 2023 AT COMMITTEE ROOM 1,
WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

Present:

Councillor Susan Hinchcliffe (Chair)	Bradford Council
Councillor Peter Carlill (Deputy Chair)	Leeds City Council
Councillor Alex Ross-Shaw	Bradford Council
Councillor Colin Hutchinson (Transport Engagement Lead)	Calderdale Council
Councillor Jane Scullion	Calderdale Council
Councillor Martyn Bolt	Kirklees Council
Councillor Eric Firth	Kirklees Council
Councillor Neil Buckley	Leeds City Council
Councillor Helen Hayden	Leeds City Council
Councillor Annie Maloney	Leeds City Council
Councillor Eleanor Thomson	Leeds City Council
Councillor Izaak Wilson (Transport Engagement Lead)	Leeds City Council
Councillor Kevin Swift (Transport Engagement Lead)	Wakefield Council
Councillor Andy D'Agorne	City of York Council

In attendance:

Mick Bunting	West Yorkshire Combined Authority
Dave Haskins	West Yorkshire Combined Authority
Dave Pearson	West Yorkshire Combined Authority
Jonathan Rogers	West Yorkshire Combined Authority
Ian Parr	West Yorkshire Combined Authority

58.   Apologies for absence

Apologies for absence were received from Amir Hussain, Cllr Aafaq Butt, Cllr Peter Caffrey, Cllr Peter Clarke, Cllr Melanie Jones, Cllr Manisha Kaushik, Cllr Hassan Khan and Cllr Matthew McLoughlin.

59.   Declarations of disclosable pecuniary interests

There were no declarations of disclosable pecuniary interests.

60. **Exempt information - possible exclusion of the press and public**

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

61. **Minutes of the meeting of the Transport Committee held on 10 February 2023**

A member requested that an error in the attendance list for the previous meeting be corrected.

Resolved: That, subject to the above amendment, the minutes of the meeting of the Transport Committee held on 10 February 2023 be approved and signed by the Chair.

62. **Bus Service Improvement Plan Update**

Members received a report seeking approval of the Passenger Charter for bus services required as part of the Bus Services Improvement Plan, and to provide an update on bus infrastructure funding relating to the recently successful Levelling up Fund bid.

Officers noted that the outcome of the Mayor's Big Bus Chat consultation, as discussed at the previous meeting, was now available on the West Yorkshire Combined Authority website.

Officers explained the draft text of the new passenger charter had been made available to members. The charter was a requirement of the Bus Service Improvement Plan (BSIP) and had been developed in tandem by operators and officers. The Charter had taken on board feedback from a variety of consultations and working groups and set out the standards to be expected by all bus users in West Yorkshire and also directed users to how a complaint could be made if necessary. The final draft was presented to the Bus Alliance in January and, if approved, could be fully designed for publication by 20 March 2023. Transport Focus had been consulted for formatting guidance in line with national standards and had provided positive feedback regarding the content. The finalised charter would be made available in hard copy in transport hubs and other key transport locations, and also made available online through QR codes and web links posted at all bus stops and stations.

Members noted the importance of complaints information being made accessible to customers, and the need for a consistent response and approach from all operators to address issues. Members agreed with the principles and emphasised that they could still be built upon to improve further. It was noted that more remote areas of West Yorkshire received phone signal and so hard copies of the charter and bus timetables must be available where QR codes and online links were unreliable. Officers noted that the volatile nature of bus timetables throughout the pandemic, and to this day, have made it difficult to post up-to-date timetables when services change, but there was more that could be done to ensure users in rural areas were not disadvantaged.

Members queried how some of the qualitative aspects of the charter would be measured, officers responded that qualitative and quantitative data was received from a variety of sources and acted upon. Quantitative data could be analysed by officers as usual and used to inform reports as appropriate. For qualitative date, the Combined Authority worked closely with Transport Focus who conduct national surveys of transport users for support and guidance. The results were not always able to be broken down into the same level of detail as with statistical data, however, the data was useful when compared with that of similar authorities and more could still be done to improve its efficacy. Members noted that online surveys were more likely to capture the views of younger demographics and those with access to the appropriate technology and suggested a text or call option also be made available. Officers confirmed that equality and diversity impact assessments were completed for all schemes, and that the final design would be as accessible as possible. There already existed a phone contact centre called 'Metroline' where passengers were able to report damaged bus shelters, which could be made more visible to customers.

Members queried if the passenger charter covered any elements of antisocial behaviour that can occur on buses. Officers noted that the BSIP funding would allow for more police community support officers on buses and that there was more that could be done separately to further tackle the issue.

Members questioned the use of the word 'should' as opposed to 'will' at various points within the charter, as well as the lack of ability for bus passengers to claim for a cancelled service in a similar way train passengers could when their arrival at work was disrupted. Members suggested that a preferred taxi operator be designated which could then invoice the bus operator for the fare where passengers did not expect to require a taxi. Officers responded there was already a similar system and operators already agreed not to cancel the final service of the day, except for the case of an unforeseen emergency.

Members noted the challenge of growing passengers when operators were consistently reducing services. However, the agreement of the charter showed they were willing to commit to high-quality services as much as possible and the charter should not be used to punish any missed targets in favour of developing higher standards. Many elements of the BSIP would contribute to service improvements and would be reviewed each year to ensure targets were met and to make any necessary revisions. Officers noted that quarterly meetings were already arranged with the relevant working groups and would feed into the yearly review.

Resolved: That the adoption of the West Yorkshire Bus Passenger Charter be approved.

63. **Passenger Experience Update**

Members received a report providing a quarterly update on the performance of the transport network in West Yorkshire, including an update on the Combined Authority's passenger facing activity.

Officers noted that bus and rail performance seemed to have levelled out at a rate lower than it had been before the pandemic. Service punctuality remained roughly stable, and operators were still reporting some staff shortages affecting performance, as well as congestion. The bus service recovery funding granted to operators by the central government had been extended until the end of June 2023, though unless there were alternative arrangements announced in the Spring budget on 15 March 2023, it was feared that the funding would only delay the need for further cuts. First Bus and other operators had already declared reductions in their timetables, and there was insufficient Combined Authority funding to cover every lost service.

Members noted the majority of service reductions affecting Leeds which had a high impact on communities, since routes directly to and from the city centre were being preferred over routes between communities. Members queried if affected communities should be made aware of impending service cuts and the need to use their existing services, so they were not cut in the future. Members noted that the earliest buses from some communities were operating too late for commuters to arrive at work on time, but operators had reported their staff numbers had recovered to support more services. Members expressed some sympathy for operators who had been forced to act with little forward planning from the government and urged for longer term assurance to provide some certainty. The Chair noted that herself and the Mayor continued to engage with the government to express the needs of the region.

Members noted that the poor coordination of rail services was having a detrimental impact on passengers by cutting services and not re-introducing others as planned, leaving some services to be covered by a replacement bus service. Members questioned the efficacy of the Rail North Partnership and Network Rail in resolving the issues and noted that previous government proposals, such as Great British Railways, seemed to have disappeared with no alternative. The Chair responded that the Deputy Chair, Cllr Kaushik, was aware of the ongoing rail issues and had met with TransPennine and Rail North. The Chair also confirmed that the Mayor had met with the Secretary of State to further push for a resolution.

Officers noted that the underlying theme between the operators was the cost of running services and urged that the region should not be disadvantaged as a result. Bus reliability could still improve, and congestion issues should also ease. The bus operators had already signalled what they would need to do if the recovery funding ended, which gave the Combined Authority some time to consider how the impact could be mitigated.

Members queried if there had been any feedback regarding the improved passenger experience at renovated rail stations. Officers agreed that feedback could be provided at a future meeting.

Members requested greater visibility of useful information at rail stations, which could improve the experience of commuters who travelled multi-modally. Officers noted the available information was taken into

consideration and there were improvements to make, especially where bus services were far or had been moved away from rail stations.

Resolved: That the updates provided on the Passenger Experience in West Yorkshire provided in this report be noted.

64. **Project Approvals**

Members received a report seeking the progression of, and funding for, projects under Investment Priority 5 – Delivering Sustainable, Inclusive and Affordable Transport.

Officers informed the Committee about the Transforming Cities Fund - Bradford Interchange Station Access scheme, which aimed to develop the existing access to Bradford Interchange into a world-class gateway that enabled a safe, seamless interchange between all transport modes. Improvements would be made to the lower-level concourse, as well as to the area immediately outside the interchange, creating a more attractive and safer environment for users. A new taxi rank would be created, and a walkway developed between the interchange and Hall Ings, allowing for improved connections to the city centre. The development aimed for completion before Bradford's tenure as UK City of Culture 2025 began.

Members noted that the works would significantly improve the surrounding area of the Interchange and also be a positive first impression for first time visitors to the city. The scheme would also encourage more passengers to use bus and rail as well as cycle to and from the city centre.

Members noted the potential detrimental impact of construction on accessibility, as well as by moving the taxi rank and blue badge parking further away from the station. Officers responded that the Combined Authority was working closely with Bradford City Council to engage with accessibility groups and mitigate any impact. It was confirmed that Equality Impact Assessments had been completed in line with the assurance process and that the completed project would be an improvement from the current facilities. Members noted that the increased space and added green elements would improve the accessibility for those who were neurodivergent and should be considered alongside those with physical disabilities.

Members noted the contributions of Combined Authority officer, Kit Allwinter, toward this and many other Combined Authority schemes, and expressed their thanks to him ahead of his move to a new role with Active Travel England.

Resolved: The Transport Committee approved that:

(i)   The TCF Bradford Interchange Access scheme proceed through decision point 3 (outline business case) and work commence on activity 4 (full business case).

(ii)   Development costs of £2,054,127 be approved in order to progress the scheme to decision point 4 (full business case) taking the total scheme approval to £8,751,849.

(iii)   The Combined Authority enter into an addendum to the existing funding agreement with City of Bradford Metropolitan District Council for expenditure of up to £8,751,849.

(iv)   Future approvals be made in accordance with the assurance pathway and approval route outlined in the submitted report. This would be subject to the scheme remaining within the tolerances outlined in the report.

Report to: Transport Committee

Date: 26 May 2023

Subject: **Rail Strategy Consultation**

Director: Melanie Corcoran, Director Transport Policy and Delivery

Author: Rebecca Cheung, Rail Development Manager

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

1. Purpose of this Report

1.1 The purpose of this report is to seek the Committee's approval to commence the public consultation of the emerging Rail Strategy in summer 2023.

2. Information

Role of the Railway

2.1 The railway plays an important and varied role in the lives of West Yorkshire's residents and businesses. It helps people get to work, goods get to market, and enables users to reach leisure, social, health and education opportunities.

2.2 There are many challenges facing the network, including capacity constraints and poor performance, causing misery for passengers.

2.3 Investment in new and existing rail infrastructure is vital to our region's economy as well as our ambition to be a net zero carbon economy by 2038.

Rail Strategy

2.4 In 2021, the Combined Authority consulted on our draft Rail Vision as part of our Connectivity Infrastructure Plan engagement. The objectives set out in the Rail Vision were strongly supported by respondents. The Rail Vision sets out our ambition for the way in which the railway needs to serve the region, its

people and businesses in the future. It puts the rail network at the core of a fully integrated transport system of public transport, cycling and walking which is attractive and conveniently accessible to everyone. In order to fulfil the ambitions of our region, we need an integrated transport system fit for the 21st century that is greener, simpler and cheaper. We need better buses, more reliable rail services and a mass transit system.

2.5   Since then, we have considered all the feedback and completed further technical works to strengthen the evidence and carried out comprehensive engagement with our members, district partners and stakeholders including:

- Leaders and portfolio holders of district partners
- Directors of Development, Chief Highway Officers and officers of district partners
- Network Rail
- Strategic Rail Partnership
- Transport for the North

2.6   The emerging Rail Strategy has been developed based on the feedback of the Rail Vision and our district partners, and the results of the technical work. We have also carried out two workshops with our Transport Committee members on 27 May and 28 November 2022 to discuss the content of the emerging Strategy.

2.7   The Rail Strategy will form a key document that underpins the new Local Transport Plan (LTP4). Our original intention was to carry of the consultation of the Rail Strategy as part of the LTP4 consultation. Due to a prolonged programme of LTP4 consultation as a result of the delay of Government guidance, it is proposed that we will carry out the consultation of the Rail Strategy in June 2023. In doing so, we will use the content to support the case for rail investment, shape the development of Northern Powerhouse Rail and the coming Integrated Rail Plan studies (Terms of Reference to be published by the Department for Transport) and start to develop and deliver some of the improvements at stations including minor accessibility works and active travel provision.

2.8   The purpose of the Rail Strategy is to provide a coherent, formally established, local rail policy:

- To support securing and prioritising funding.
- To align policies, decision making and investment and link them to our region's economic objectives.

It will serve as a regional evidence base and policy position for local partners and industry stakeholders to use as a basis for making the case for investment in our rail network, as and when funding opportunities become available.

2.9   Our emerging Rail Strategy sets out our priorities and the next steps and interventions required to deliver the Rail Vision for West Yorkshire up to 2050.

It looks at how we can address the urgent issues impacting the railways, such as frequency, capacity and passenger experience. It also looks at our priorities for the development of the rail network, transforming national and regional rail connectivity and ensuring there is adequate capacity for increased freight on the railways.

2.10   Our Rail Strategy has identified 4 key priorities with an implementation plan supporting the delivery of these priorities. The priorities are:

- Delivery capacity for growth
- Improving station facilities and train services
- Decarbonisation
- Increasing capacity for freight

Next steps

2.11   The public consultation will start in summer 2023. The consultation is primarily aimed at the government list of statutory consultees, district partners, the rail industry and informed partners such as rail users' groups who represent the interests of rail-user communities However, anyone will be able to have their say. This includes:

- The public – those who live, work, study, visit or have an interest in West Yorkshire
- Representatives of partner organisations
- Local elected members and MPs
- Businesses and stakeholders
- Transport Operators
- Educational institutions
- Voluntary and community sector – representative groups
- People who live or work in neighbouring areas
- Combined Authority staff

2.12   The public will be able to provide feedback as all information will be available on the Combined Authority's Your Voice platform.

2.13   The Rail Strategy is a technical document and the priorities proposed within it are based on technical research and evidence. Respondents with a good understanding of the rail industry may be more likely to provide feedback. Once the emerging Rail Strategy is confirmed, it will be further developed into a pipeline of interventions and schemes in which separate consultation of individual schemes will be carried out at a later stage. Efforts will be made to ensure the stakeholder response reflects a diverse audience.

2.14   The main engagement platform for the consultation will be Your Voice. Those who have signed up to Your Voice will be notified about the consultation. Online webinar(s) will be arranged in June to support and promote the

consultation. These webinars will be open to anyone to find out more about the Rail Strategy.

2.15   There will be dedicated signposting to members of the public who wish to raise concerns / give feedback on on-going operational functions of the railway, but this is not the focus for this consultation.

3.   Tackling the Climate Emergency Implications

3.1   A reliable and robust local, regional and national rail network with appropriate investment will help to provide an attractive alternative for road transport which will help tackling climate emergency and protect our environment.

4.   Inclusive Growth Implications

4.1   The principle of inclusive growth is central to the emerging Rail Strategy to ensure that there is a strong focus on local connectivity particularly in hard to reach and economically deprived areas where the rail offer is in need of modernisation.

5.   Equality and Diversity Implications

5.1   Ensuring an effective, stable and affordable public transport network is key for equality and diversity. Equality and diversity are the key objectives for the Rail Strategy. An Equality Impact Assessment has also been completed for the emerging Rail Strategy.

6.   Financial Implications

6.1   There are no financial implications directly arising from this report. The development and implementation of the rail priorities will require further financial commitment and the financial implications will be set out in subsequent reports at a later stage.

7.   Legal Implications

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

8.   Staffing Implications

8.1   The consultation will be dealt with by our existing staff in the Rail Policy and Transformation and Performance Teams.

9.   External Consultees

9.1   District officers, members, rail industry and Transport for the North have been consulted during the development of the Rail Strategy.

10. Recommendations

10.1 That the Committee approves and agrees the consultation of the emerging Rail strategy in June.

11. Background Documents

There are no background documents referenced in this report.

12. Appendices

Appendix 1 – West Yorkshire Combined Authority Rail Strategy Executive Summary

Appendix 2 – West Yorkshire Combined Authority Rail Strategy

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West Yorkshire Combined Authority
Rail Strategy

Executive Summary
Summer 2023

West
Yorkshire
Combined
Authority

Tracy Brabin
Mayor
of West Yorkshire

Contents

Foreword

Our ambition for the rail network in West Yorkshire

As Mayor and Leaders of West Yorkshire we are determined to create a region that works for everyone. We need Government to back our ambitions for a stronger, fairer and better-connected North if we are to achieve this.

The people of our region deserve an integrated transport system fit for the 21st century that is greener, simpler and cheaper. We need better buses, more reliable rail services and a mass transit system.

We want a strong and inclusive economy, with a reliable and efficient transport system, both within our region and beyond. But we are being held back by an ageing rail network and decades of underinvestment.

The rail network plays an important part in the lives of everyone and every business in West Yorkshire, connecting our towns and cities together, and linking our region to the rest of the North.

Passenger services take people to work and education, important appointments, to shops, events and nights out with friends.

Freight services take goods across the Pennines, along the Aire Valley, to and from our seaports and contribute to the economic prosperity of the region. Our Rail Strategy identifies the investment our railways need to meet the expectations of the people of West Yorkshire.

It sets out how we can address the urgent issues impacting our railways, including the need for additional capacity and service frequency to improve passenger experience. It also sets out the infrastructure we need for the future and the long-term investment programme to maintain the existing rail network.

We've looked at what we need from our rail services and infrastructure, identified the gaps that need to be addressed and made recommendations for the future.

But this can't be done in isolation. We need a fully integrated transport network, that brings together rail, bus, mass transit, cycling and walking, that gets people out of the cars, and allows people to choose the best method of transport for their journey.

To deliver our ambitions, we need fairer investment from Government in our railways to help create a reliable, cheaper and easier to use network.

This work underpins our ask to Government and demonstrates how a better rail network in our region will contribute to greater economic growth and prosperity, not just in West Yorkshire but across the North and for the benefit of the whole UK.

Context

Rail Vision

In 2021, we engaged with the public on our draft Rail Vision, as part of our Connectivity Infrastructure Plan.

Our Rail Vision set out our ambition for the way in which the railway needs to serve the region, its people, and businesses in the future. Our Vision put the rail network at the core of a fully integrated transport system of public transport, cycling and walking which is attractive and conveniently accessible to everyone. We want door-to-door journey times that are reliable and at least as fast as driving connecting people and places both within our region and beyond.

Our railways must also provide an alternative to the road network for the transport of freight, helping to reduce congestion and improve air quality, helping us become a net-zero carbon economy by 2038. At the core of our Vision are four overarching objectives.

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 and towns.

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.

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Rail Strategy

Our Rail Strategy sets out our priorities and the next steps and interventions required to deliver our Rail Vision for West Yorkshire up to 2050.

The railway already plays an important and varied role in the lives of West Yorkshire's residents and businesses. Alongside growing freight use, our rail network is making it easier to get to work, do business and connect with each other. However, our rail network needs to evolve to meet the challenges of boosting productivity, enabling inclusive growth, tackling the climate emergency, and delivering 21st century transport.

Our Rail Strategy looks at how we can address the urgent issues such as delivering additional capacity and service frequency, improving passenger experience of travelling by rail. It also looks to the future and our priorities for the development of our railways, transforming national and regional rail connectivity, to level up the United Kingdom. Expanding our labour market and increasing access to jobs through investment in rail is vital for our region, through investments such as the Transpennine Route Upgrade (TRU), delivering Northern Powerhouse Rail (NPR) between Leeds and Manchester via Bradford and a new line between Leeds and Sheffield supporting both NPR and HS2.

This Strategy translates the high-level objectives and outcomes contained in the Vision into priority next steps, a coherent overall strategic framework, and an emerging implementation plan. It also serves as a regional evidence base and policy position for local partners and rail industry stakeholders to use as a basis for making the case for investment in our network.
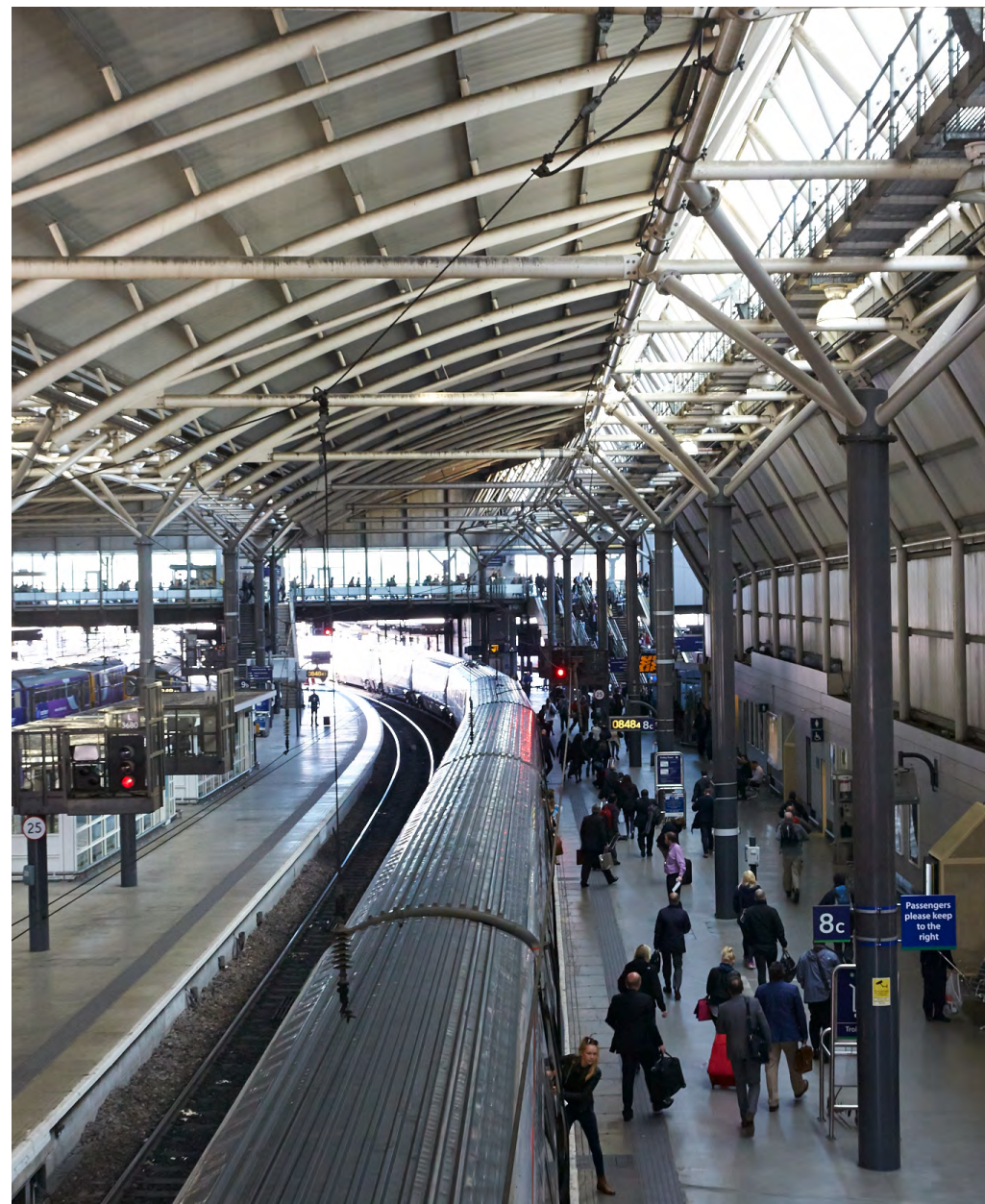
Our emerging Local Transport Plan

The Combined Authority has a statutory duty to produce and keep under review a Local Transport Plan (LTP) on behalf of West Yorkshire. The West Yorkshire Transport Strategy 2040 is our current LTP.

Based on district priorities and consultation, the strategy was produced by the West Yorkshire Combined Authority and the West Yorkshire district councils of Bradford, Calderdale, Kirklees, Leeds and Wakefield.
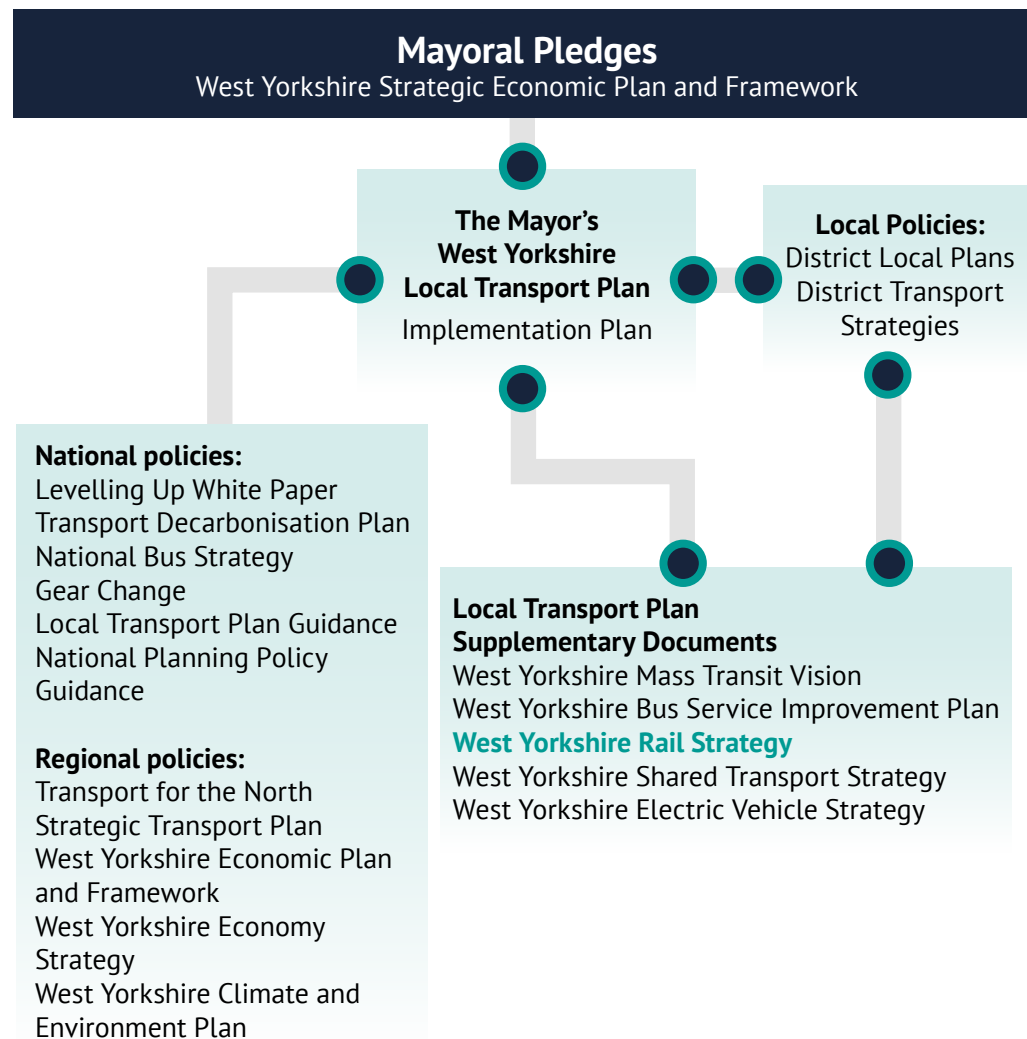
A new Mayor's Local Transport plan for West Yorkshire is currently being developed. A single draft vision for the West Yorkshire transport network, supported by three strategic ambitions, has been developed as follows:

'By 2040 West Yorkshire will be a recognised globally as a fair and inclusive region where our communities, businesses and places all benefit from sustainable economic growth, enabled through a zero emission, affordable, integrated, safe and sustainable transport system'.

Fair and inclusive decarbonisation, the integration and efficiency and affordability of public transport will be at the forefront of the Mayor's LTP.

The LTP will focus on developing the policies required to achieve the seamless integration of bus, rail and mass transit modes to create a single harmonised network, complemented by other forms of sustainable mobility to increase the accessibility of our public transport network such as active travel, shared mobility, and in parallel with our park & ride strategy.

It is anticipated that the Rail Strategy will be a supplementary LTP document that sets out our vision, our priorities, next steps and implementation plan to enable rail to function as part of the single integrated transport network.

Mayoral Pledges
West Yorkshire Strategic Economic Plan and Framework

The Mayor's West Yorkshire Local Transport Plan

Implementation Plan

Local Policies:
District Local Plans
District Transport Strategies

National policies:
Levelling Up White Paper
Transport Decarbonisation Plan
National Bus Strategy
Gear Change
Local Transport Plan Guidance
National Planning Policy Guidance

Regional policies:
Transport for the North Strategic Transport Plan
West Yorkshire Economic Plan and Framework
West Yorkshire Economy Strategy
West Yorkshire Climate and Environment Plan

Local Transport Plan Supplementary Documents
West Yorkshire Mass Transit Vision
West Yorkshire Bus Service Improvement Plan
West Yorkshire Rail Strategy
West Yorkshire Shared Transport Strategy
West Yorkshire Electric Vehicle Strategy

The Integrated Rail Plan

Our Rail Vision strongly supported the delivery of HS2 in full and Northern Powerhouse Rail (NPR) with a through station in the centre of Bradford. These projects would benefit all of our communities, help us achieve our commitment to be a net zero carbon economy by 2038 and help rebalance the UK economy.

The Government published the Integrated Rail Plan (IRP) in 2021, it set out the Government's proposals to develop and deliver major rail projects in the North and Midlands. The IRP proposed significant changes to the plans for HS2, NPR, and Transpennine Route Upgrade (TRU). Funding for the full eastern leg of HS2 especially between Leeds and Sheffield, or for Transport for the North's recommendation for a high-speed line between Leeds, Bradford and Manchester was not included in the IRP. Some elements of the IRP including the development of a mass transit network in West Yorkshire, investment in the East Coast Main Line and delivery of the TRU are beneficial to our region. We believe that the IRP, in its current form, does not deliver the investment in inter-regional rail services and infrastructure required to support our economy, decarbonisation and our commitment to net zero by 2038.

Our Rail Strategy sets out our priorities, next steps and interventions we need to ensure our railways are fit for purpose and to deliver our objectives. We would like to work closely with the Government to develop these interventions, both through the IRP and wider service specification and infrastructure enhancement processes.

Our asks of Government:

- Identify and progress an optimal solution for **Leeds station network capacity** in addition to our proposed mass transit system. This should include consideration of the T-shaped station alongside other network improvements.

- Deliver the **Leeds Existing Station Programme** so that it can function as a sustainable regional transport hub.

- Deliver the **NPR network** in full that includes Leeds, Bradford and Manchester, including a new through station in the centre of Bradford which could accommodate both NPR and Calder Valley services.

- Identify and progress the preferred option to bring **HS2 services to Leeds**.

- Deliver **Transpennine Route Upgrade** as quickly as possible and minimising disruption impacts on local connectivity, communities and businesses.

- Deliver the proposed schemes in the Integrated Rail Plan including **Leeds – Bradford Electrification** and proposed upgrade on the **East Coast Main Line.**

- Deliver a rolling programme to create an **electrified City Region rail network** starting with the Harrogate, Calder Valley and Wakefield Westgate – Sheffield lines.

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Why rail investment matters

Investment in rail

West Yorkshire has strong ambitions for growth, and to achieve it we need a reliable and efficient transport system, both in the region and from our region to others.

Our economy and our ambitions are being held back by years of underinvestment.

Currently:

- More than 1 in 5 people in West Yorkshire live in areas within the **10% most deprived in England** (greater than 500,000 people).

- Leeds and Sheffield have a combined GVA of £96 billion per annum and are only 29 miles apart **but most train journeys between them take over an hour**.

- Average spending per head on transport in **Yorkshire and the Humber was £3,611** (over the past decade), compared to £4,728 across the UK and £9,502 in London. If the North received the same funding as London since 2015, it would have received £51 billion more.

Why this investment matters

Investment in our rail network will help create jobs and attract investment that would benefit people across the North. The environmental impact of more people moving away from cars to public transport, as well as taking freight off our roads and on to our railways will help us work towards a net zero carbon economy by 2038.

In addition:

- A new Northern Powerhouse Rail (NPR) line between Leeds and Manchester via Bradford city centre and a new line between Leeds and Sheffield supporting both NPR and HS2 services could deliver a combined **£84 billion boost to our regional economy** with the potential to support the delivery of 180,000 jobs and 26,000 new homes in the cities of Bradford and Leeds.

- As part of TRU, it will support 8,000 roles including 4,000 new jobs and 20% of the new jobs will be from underrepresented groups. TRU will create 500 apprentices and over 30,000 placement days for our young people.

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Carbon and freight

Transport emits the most carbon in West Yorkshire, with more than 90% of transport emissions coming from cars and vans. Enabling more journeys by public transport will be integral to us achieving our ambition to tackle the climate emergency. Creating capacity on our railways will be vital if we are to meet this target, making Transpennine Route Upgrade, HS2 services to Leeds and Northern Powerhouse Rail even more critical.

To achieve our ambitions, we need the rail network to play a much bigger role in transporting freight. Reducing freight miles on roads will help to achieve our decarbonisation and air quality objectives, improve quality of life in towns and cities across West Yorkshire, and make better use of the strategic road network.

Network capacity is a key constraint, so it is crucial that planning for upgrading the capacity and capability of the rail network accounts for existing and future rail freight growth alongside passenger growth.

Our priorities:

- We strongly support the implementation of increased freight capacity and capability on the Transpennine route.

- We are committed to working with the rail industry and our council partners to identify and support future rail freight growth, including promotion of new interchange sites.

- We will establish a West Yorkshire Freight Forum and developing responses with other transport modes as part of the Mayor's West Yorkshire Local Transport Plan.

- We will support closing gaps in the electrified freight network and developing the last-mile solutions that freight companies need.

The role of rail in delivering our objectives

The COVID-19 pandemic brought unprecedented disruption to society, and to the way our economy functions, with a major impact on the usage of public transport. Rail demand has returned strongly across our region with most routes carrying similar numbers of passengers to before the pandemic. However, trains across the network are carrying fewer passengers in the traditional morning peaks, with demand now spread more evenly. Some routes, especially at weekends, now carry more passengers than pre-Covid levels.

While we recognise the challenge which the pandemic has posed to our network, we cannot use the short-term reduction in rail usage to limit our ambition for decarbonising while securing sustainable and inclusive economic growth. At a time of macroeconomic uncertainty and rising energy costs, people across our region require a reliable, affordable and convenient alternative to travelling by car.

Decarbonisation

Addressing the climate emergency is an overriding priority. This requires significant changes in the way our region's businesses and communities function – and the way we behave as individuals – to fulfil our pledge of reaching net-zero carbon by 2038.

Transport has a large role to play, with road transport the largest contributor of emissions. Rail can unlock real change, given its inherent energy-efficiency and the ability to decarbonise via electrification. There is an opportunity to reimagine the role of rail freight to better complement road haulage, while providing many wider economic and environmental benefits.

Within our West Yorkshire Climate and Environment Plan, the 'Carbon Reduction Pathways' show the scale of the challenge for rail. A 60% increase in rail travel, alongside changes across all industries, would take us towards net zero by 2038 – but to reach it we need even more ambitious growth in rail as a core component of our net-zero strategy.

Sustainable and inclusive growth

Rail has a crucial role to play in achieving our priorities of sustainable and inclusive growth. Improving our network and increasing the number of passengers will help provide access to vital employment, education and training opportunities to help 'level up' our region. Businesses in the region value our rail network highly, and opening new opportunities to access it will allow them to access a wider pool of skilled workers across West Yorkshire and beyond.

Rail's benefits as a sustainable mode are not felt equally across our region. For example, services to, from, and between the 'Five Towns' in the south-east of the county are slow, infrequent, and use ageing trains. Apart from Leeds, our other regional hubs do not have good connectivity to the wider national network.

A rail service to support decarbonisation and sustainable growth

Our Rail Vision sets out what the rail service in West Yorkshire needs to look like to attract passengers and freight to rail as a mode of choice, to support the wider decarbonisation and sustainable growth objectives.

The following points summarise our ambition and our intended outcomes for our rail service offer, noting these are subject to developing affordable, deliverable and value for money solutions.

Frequent local and inter-regional services

a minimum service frequency of two evenly spaced trains per hour, with enhanced frequencies connecting sub-regional centres and other larger towns, allowing people to travel when they need to.

An all-day, all-week service

with service frequency reflecting when passengers want to travel, including early morning, late evening and weekend peak periods.

An integrated public transport offer

where ticketing, information, interchange facilities and timetables are planned to make the door-to-door public transport journey, across all of West Yorkshire, as simple and convenient as possible.

Quick journey times

so that the public transport offer is as competitive with car as possible.

An attractive longer-distance service

with a minimum of two fast trains per hour frequency connecting to our neighbouring regional centres and an hourly opportunity further afield – including services from Bradford, Wakefield, Huddersfield and Halifax to better access pan-regional and national opportunities.

Consistent service quality

so that all parts of the region enjoy a high standard of station facilities and design which integrates stations with the communities they serve, rolling stock that meets passengers' expectations and a punctual service that passengers and business can rely on.

Capacity and capability for future demand

allowing us to accommodate at a minimum the 60% increase in passenger-kilometres and a 155% increase in freight tonne-kilometres needed to support decarbonisation in the region.
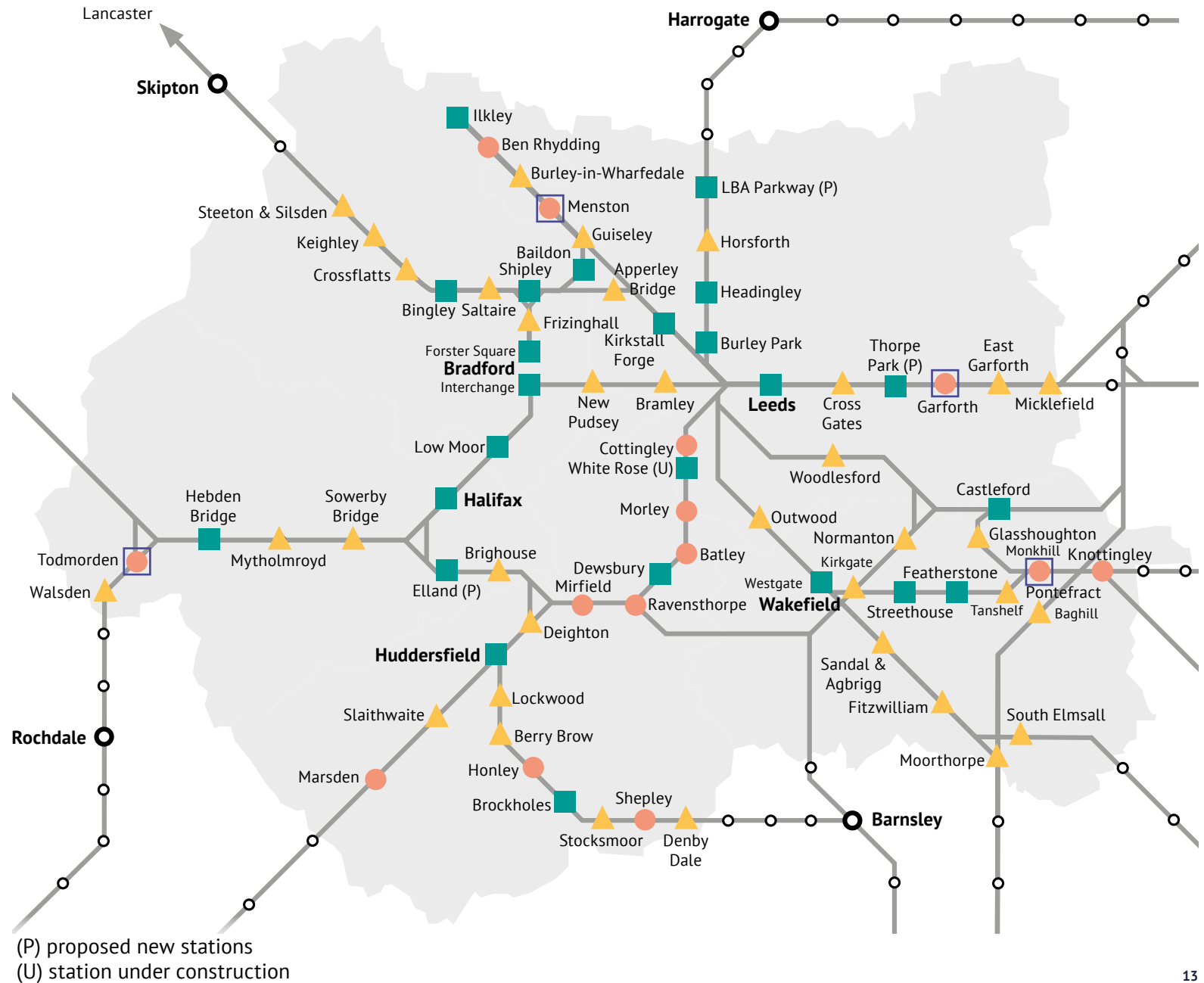
West Yorkshire train frequency constraints (pre-Covid service level)

Our local rail network is well used but is operating on a very constrained infrastructure. It limits the number of services that can be operated and stopped at our stations and constrains the region's capability to grow and thrive economically.

The diagram summarises some of the key connectivity gaps and problems.

Weekday services per hour

- Not acceptable
- Needs improving
- Acceptable

Number indicates number of services per hour in one direction.

Acceptable standard based on Rail Vision

Location	Trains per hour
Local station	2
Urban centre (core route)	4
Major centre or multi-modal interchange hub	6

(P) proposed new stations
(U) station under construction

West Yorkshire rail station accessibility

Accessible stations make it easier for people to visit friends, get to the shops or to work. Accessibility benefits everyone – people with health conditions or impairments, people with children, heavy luggage or shopping and some older people. It's also good for the economy and means fewer car journeys, less congestion and carbon emissions. However, **71% of stations in West Yorkshire do not meet the latest standards for step-free access**.

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Station accessibility

■ Step-free

▲ Step-free but not fully accessible

● Not step-free

▢ Committed scheme

Note: All stations along the Transpennine route could potentially be made step-free as part of the TRU programme.

(P) proposed new stations
(U) station under construction

Lancaster

Skipton

Harrogate

Ilkley
Ben Rhydding
Burley-in-Wharfedale
Menston
Steeton & Silsden
Keighley
Guiseley
Crossflatts
Baildon
Shipley
Apperley Bridge
Bingley Saltaire
Frizinghall
Forster Square
Kirkstall Forge
Bradford Interchange
New Pudsey
Bramley
Low Moor
Cottingley
White Rose (U)
Hebden Bridge
Sowerby Bridge
Morley
Halifax
Mytholmroyd
Brighouse
Todmorden
Elland (P)
Walsden
Dewsbury
Mirfield
Ravensthorpe
Deighton
Huddersfield
Lockwood
Slaithwaite
Berry Brow
Rochdale
Honley
Marsden
Brockholes
Shepley
Stocksmoor
Denby Dale

LBA Parkway (P)
Horsforth
Headingley
Burley Park
Thorpe Park (P)
East Garforth
Leeds
Cross Gates
Garforth
Micklefield
Woodlesford
Castleford
Outwood
Normanton
Glasshoughton
Monkhill
Knottingley
Kirkgate
Featherstone
Westgate
Wakefield
Streethouse
Tanshelf
Pontefract
Baghill
Sandal & Agbrigg
Fitzwilliam
South Elmsall
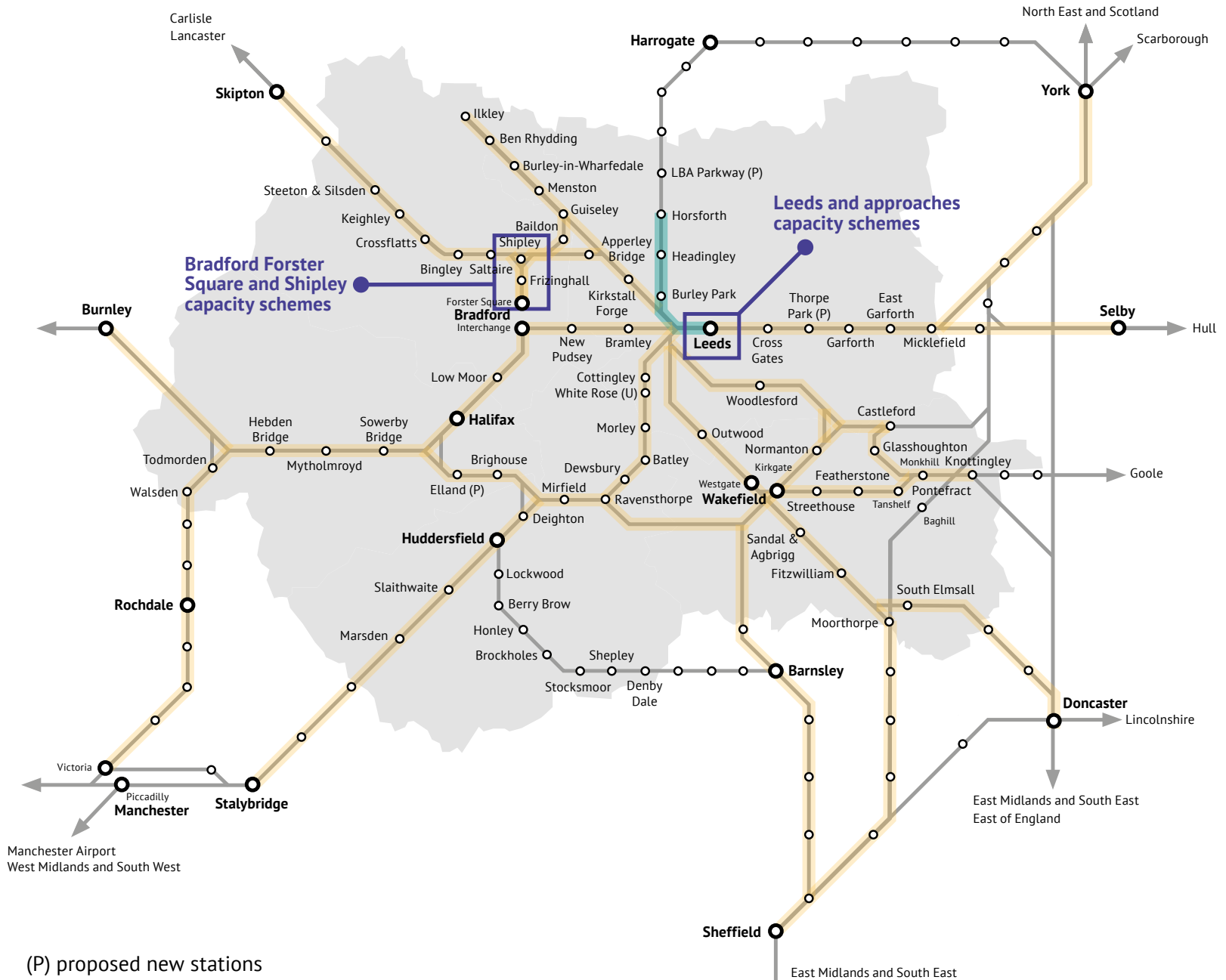Moorthorpe
Barnsley

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Interventions required in a no-growth scenario

The COVID-19 pandemic brought unprecedented disruption to society with a major impact on the usage of public transport. Rail demand, however, has returned strongly across our region. While there is still uncertainty around the long-term impact on rail demand, our rail network is constrained today as a result of years of underinvestment. Even taking the most pessimistic view of no-growth in rail usage, our rail network will still require significant investment.

The diagram summarises the interventions the region requires in the short and medium terms. These interventions are necessary in addition to mass transit. Mass transit complements rather than replaces the need for rail investment.

Because of historic underinvestment, even without further growth, trains need to be longer to provide enough capacity and avoid passengers being crowded off the railway.

Legend:
- Longer trains
- Additional peak trains
- **Other interventions**

Bradford Forster Square and Shipley capacity schemes

Leeds and approaches capacity schemes

(P) proposed new stations
(U) station under construction

Interventions required to meet our region's objectives

Rail can play a significant role in meeting our region's ambitions for decarbonisation and inclusive growth. Our rail network needs to be significantly improved
so that rail travel can be a viable and attractive option as part of an integrated public transport offer.

The diagram sets out the key interventions required to meet those objectives if we are serious about tackling climate emergency and enabling inclusive economic growth. These are in addition to the 'no regret' investment.

— Longer trains

— Signalling improvements

— Other capacity enhancements e.g. tracks

— Electrification priorities (first phase) associated rolling stock improvements.

Capacity requirements will be required beyond our region, including York, Manchester and Sheffield.

Lancaster
Skipton
Ilkley
Ben Rhydding
Burley-in-Wharfedale
Menston
Steeton & Silsden
Guiseley
Keighley
Baildon
Shipley
Crossflatts
Apperley Bridge
Bingley Saltaire
Frizinghall
Kirkstall Forge
Forster Square
Bradford Interchange
New Pudsey
Bramley
Low Moor
Cottingley
White Rose (U)
Hebden Bridge
Sowerby Bridge
Halifax
Morley
Todmorden
Mytholmroyd
Brighouse
Batley
Walsden
Elland (P)
Dewsbury
Mirfield
Ravensthorpe
Deighton
Huddersfield
Lockwood
Slaithwaite
Berry Brow
Marsden
Honley
Brockholes
Shepley
Stocksmoor Denby Dale
Rochdale
Piccadilly
Manchester Stalybridge

Harrogate
York
LBA Parkway (P)
Horsforth
Headingley
Burley Park
Leeds
Thorpe Park (P)
East Garforth
Selby
Cross Gates
Garforth
Micklefield
Woodlesford
Castleford
Outwood
Normanton
Glasshoughton
Monkhill Knottingley
Kirkgate
Featherstone
Westgate
Wakefield
Streethouse Tanshelf
Pontefract
Baghill
Sandal & Agbrigg
Fitzwilliam
South Elmsall
Moorthorpe
Barnsley
Doncaster
East Midlands and South East
East of England

(P) proposed new stations
(U) station under construction

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Wider rail network – Integrated Rail Plan (IRP) and beyond

Connectivity to other major cities and towns beyond our region is important to our economy. Most of our inter-city services, however, are operated on a mixed-use railway which is already operating at capacity and will be struggling to operate increased services. It is important that any major national rail investment programmes can be developed and delivered in an integrated manner to release vital rail capacity for enhanced local and regional services, as well as increased freight traffic. The Government published the Integrated Rail Plan for the North and Midlands (IRP) in 2021. While the integrated approach and the commitment to invest especially the commitment to deliver TRU is beneficial, the IRP, in its current form, does not deliver the investment required to support our region's economy and our ambition in decarbonisation.

Integrated Rail Plan

—— ECML upgrade

—— HS2 West/Nottingham extension

—— TRU / NPR

—— Midland Main Line (MML) upgrade

Requirements beyond IRP

—— Infrastructure requirements

 Connectivity improvements

North East and Scotland

NPR upgrade to Newcastle

York

Bradford   Leeds

Improved quality and faster services to Glasgow and Lake District

NPR new line via Bradford city centre

Hull

NPR upgrade to Hull

Huddersfield

Wakefield

Doncaster

Manchester

Warrington

Sheffield

Manchester Airport

Liverpool

Chesterfield

Newark

Crewe

NPR Leeds-Sheffield & HS2 services to Leeds

Nottingham

Derby

East Midlands Parkway

The diagram includes the programmes contained in the IRP but also sets out our requirements beyond IRP including some of our ambitions covering long-distance connectivity.

Improved connections to Norwich and Cambridge

More capacity to East Midlands and direct services to Leicester

Leicester

Birmingham

Birmingham Int

More frequent and faster services to Birmingham

London and the South East

Improved connectivity to HS1 and beyond to the continent

Rail strategy priorities

A summary of our strategic priorities in the short, medium and long terms.

	SHORT Less than 5 years	MEDIUM 5-10 years	LONG 10+ years
Delivering capacity for growth	Station capacity at Leeds (station, platforms and tracks).	Fill the strategic rail connectivity gaps including Bradford-Manchester, Leeds-Sheffield, and between West Yorkshire and Birmingham and the East Midlands. Bring HS2 services to Leeds.	
	Extra track and on-train capacity across the network.		
	Service improvements (Five Towns, Penistone Line, Brighouse, and South of Wakefield).		
	Reinstate services withdrawn during Covid wherever appropriate.	Integrated Rail Plan including NPR, Leeds-Bradford electrification and East Coast Mainline upgrades.	
Improving station facilities and train services	Identified Gateway schemes and car park extension.		
	Accessibility improvements and access improvements focussing on active travel.	Whole-industry smart ticketing programmes.	
	New rail stations at Elland, Thorpe Park, White Rose and Leeds Bradford Airport.	Development works on new station locations and routes.	
Decarbonisation	Transpennine Route Upgrade		
		Further programme of electrification and rolling stock improvements.	
Freight	Increased freight capacity on the Transpennine route and local freight interchange facilities.		

Further information on these priorities can be found in our implementation plan

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Implementation plan

The table below presents how we will deliver our Strategy through the funding and the delivery mechanisms available to us. It also provides an indication of the timescales of specific actions and next steps.

We want to establish a formal working relationship with the new industry body, Great British Railways (GBR).

We hope to work with GBR to deliver improvements across our rail network and ensure that passengers in West Yorkshire feel the benefits that industry reform can offer.

Currently, the majority of rail investment is dependent on Government funding. Our ambition is to have increased local control over the investment in our rail network.

Scheme or priority	Timeframe	Stage of development	Local funding	Central government funding
Reinstate services withdrawn during Covid wherever appropriate.	Short	Delivery		●
Complete gateway schemes at five of our biggest stations (Leeds, Bradford Forster Square and Interchange, Huddersfield, and Halifax).	Short	Development / delivery	●	●
Complete major accessibility improvements at Menston, Garforth, Pontefract Monkhill and Todmorden and secure funding for further major accessibility improvements.	Short	Delivery / development	●	●
Deliver minor station accessibility improvements across the region.	Short	Delivery	●	●
Deliver car park extensions as appropriate to be identified in our emerging park and ride study.	Short	Delivery	●	●
Identify and reach agreement on a cross-industry solution for capacity and capability at Leeds station.	Short	Development	●	●
Provide evidence to support service improvements such as Five Towns, Brighouse, Penistone line and South of Wakefield to support economic growth.	Short / medium	Feasibility		●

Scheme or priority	Timeframe	Stage of development	Local funding	Central government funding
Support investment to provide extra track and on-train capacity across the network.	Short / medium	Feasibility / development		●
Identify further gaps in station accessibility and develop a pipeline of improvements with a key focus on cycling and walking access.	Short / medium	Feasibility / development	●	●
Deliver new rail stations at Elland, Thorpe Park, White Rose, and Leeds Bradford Airport.	Short / medium	Development / delivery	●	●
Support the implementation of Transpennine Route Upgrade (TRU), with a focus on maximising benefits and minimising the impacts of disruption. Specifically support implementation of increased freight capacity and capability on the Transpennine route.	Short / medium	Development / delivery	●	●
Develop evidence and supporting initiatives in relation to local freight interchange facilities and rail network capability and establish a Freight Forum.	Short / medium	Feasibility		●
Develop the case for electrification on our priority Tier 1 routes (Harrogate, Calder Valley and Wakefield Westgate/Sheffield lines) including rolling stock improvements.	Medium / long	Feasibility		●
Support the implementation of all investment identified in the Integrated Rail Plan including Leeds-Bradford electrification and East Coast Mainline upgrades.	Medium / long	Development		●
Carry out further works on identified locations and routes which currently have no access to the rail network.	Medium / long	Feasibility	●	●
Fill the strategic rail connectivity gaps including Bradford-Manchester, Leeds-Sheffield, and between West Yorkshire and Birmingham and the East Midlands. Bring HS2 services to Leeds.	Medium / long	Feasibility		●
Provide inputs and support to whole-industry smart ticketing programmes.	Medium / long	Feasibility		●

Find out more
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**West
Yorkshire**
**Combined
Authority**

Tracy Brabin
Mayor
of West Yorkshire

West Yorkshire Combined Authority Rail Strategy

Draft v8.00

Summer 2023

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Foreword

Our ambition for the rail network in West Yorkshire

As Mayor and Leaders of West Yorkshire we are determined to create a region that works for everyone. We need Government to back our ambitions for a stronger, fairer and better-connected North if we are to achieve this.

The people of our region deserve an integrated system fit for the 21st century that is greener, simpler and cheaper. We need better buses, more reliable rail services and a mass transit system.

We want a strong and inclusive economy, with a reliable and efficient transport system, both within our region and beyond. But we are being held back by an ageing rail network and decades of underinvestment.

The rail network plays an important part in the lives of everyone and every business in West Yorkshire, connecting our towns and cities together, and linking our region to the rest of the North.

Passenger services take people to work and education, important appointments, to the shops, events and nights out with friends.

Freight services take goods across the Pennines, along the Aire Valley, to and from our seaports and contribute to the economic prosperity of the region. Our Rail Strategy identifies the investment our railways need to meet expectations of the people of West Yorkshire.

It sets out how we can address the urgent issues impacting our railways, including the need for additional capacity and service frequency to improve passenger experience. It also sets out the infrastructure we need for the future and the long-term investment programme to maintain the existing rail network.

We've looked at what we need from our rail services and infrastructure, identified the gaps that need to be addressed and made recommendations for the future.

But this can't be done in isolation. We need a fully integrated transport network, that brings together rail, bus, mass transit, cycling and walking, that gets people out of the cars, and allows people to choose the best method of transport for their journey.

To deliver our ambitions, we need fairer investment from Government and in our railways to help create a reliable, cheaper and easier to use network.

This work underpins our ask to Government and demonstrates how a better rail network in our region will contribute to greater economic growth and prosperity, not just in West Yorkshire but across the North and for the benefit of the whole UK.

Introduction and Strategic Context

West Yorkshire's Rail Network

Rail is a central part of West Yorkshire's public transport network. Over 70 million passengers used the region's 69 stations in the year prior to the COVID-19 pandemic, and over 30,000 passengers arrived at the region's five biggest stations every morning rush hour. Ridership has returned strongly since the pandemic.

Our region is the UK's largest economy outside of London, and is the single biggest contributor to the Northern Powerhouse in economic terms. Our rail network, illustrated on the following page, has helped grow our region to this point, but is reaching the limit of how much economic, housing, and employment growth it can support.

The rail network is constrained by its Victorian infrastructure, which in many places is no longer fit for purpose. Journey times are slow compared to national averages, and in many cases perform poorly compared to the car.

Low levels of historic investment in our region's infrastructure have contributed to productivity levels lagging behind the rest of the UK and Europe, despite the size of our economy.

CO2 emissions from our transport network make up 39% of the region's total, higher than the national average. The environmental impact of our transport network is a major challenge which we must address to tackle the climate emergency and reach regional and national net-zero targets.

Rail, as a low-carbon and efficient means of linking people to opportunities and goods to their customers, has a vital role to play in achieving our economic, social and environmental goals.

West Yorkshire's rail network

Legend:
- Wharfedale line
- Airedale line
- East of Leeds to York/Selby
- Harrogate Line
- Calder Valley line
- Penistone line
- TransPennine West
- Hallam line
- Dearne Valley line
- West Riding line
- Five Towns
- Keighley and Worth Valley Railway
- East Coast Mainline
- Freight only
- Freight and diversionary route
- Routes to other destinations

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Carlisle / Lancaster
Swinden Quarry
Skipton
North East / Scotland
Scarborough
Harrogate
York

Ilkley
Ben Rhydding
Burley-in-Wharfedale
Menston
Guiseley
LBA Parkway*
Horsforth
Headingley

Steeton & Silsden
Keighley
Ingrow (West)
Damems
Oakworth
Haworth
Oxenhope
Crossflatts
Bingley
Saltaire
Baildon
Shipley
Frizinghall
Kirkstall Forge
Apperley Bridge
Burley Park
Leeds
Cross Gates
Garforth
Micklefield
Selby
Hull

Bradford
Forster Square
Interchange
New Pudsey
Bramley
Thorpe Park*
East Garforth
Hunslet

Burnley Manchester Road
Preston / Blackpool
Low Moor
Cottingley
White Rose*
Morley
Batley
Outwood
Woodlesford
Castleford

Hebden Bridge
Sowerby Bridge
Halifax
Brighouse
Mytholmroyd
Todmorden
Walsden

Normanton
Glasshoughton
Monkhill
Knottingley
Goole

Dewsbury
Elland*
Mirfield
Ravensthorpe
Westgate
Kirkgate
Featherstone
Pontefract
Streethouse
Tanshelf
Baghill

Deighton
Wakefield
Sandal & Agbrigg
Fitzwilliam

Huddersfield
Lockwood
Berry Brow
Slaithwaite
Marsden
Honley
Brockholes
Shepley
Stocksmoor
Denby Dale
Darton
Barnsley
Monk Bretton
Moorthorpe
South Elmsall

Rochdale

Victoria
Piccadilly
Stalybridge
Manchester
Merseyside / North Wales
Manchester Airport / West Midlands / South West

Sheffield
Doncaster
Lincolnshire

East Midlands / South East / West Midlands / South West
East Midlands / South East / East of England

Please note: The colour coding of different lines in this map is for line identification purposes only and do not denote service patterns

Investment in rail

West Yorkshire has strong ambitions for sustainable and socially inclusive economic growth, and to achieve it we need a reliable and efficient transport system, within, to, and from the region.

Our economy and our ambitions are being held back by years of underinvestment in our public transport network.

Currently:

- More than one in five people in West Yorkshire live in areas within the 10% most deprived in England (equating to over 500,000 people).
- Leeds and Sheffield have a combined GVA of £96 billion per annum and are only 29 miles apart but most train journeys between them take over an hour. Many other journeys between major centres are unacceptably slow:

Key Facts: Average Speed by Rail

Leeds – Bradford Interchange	28 mph
Huddersfield – Sheffield	29 mph
Leeds – Sheffield	39 mph
Manchester Victoria – Bradford Interchange	42 mph

- Average spending per head on transport in Yorkshire and the Humber was £3,611 (over the past decade), compared to £4,728 across the UK and £9,502 in London. If the North received the same spending as London since 2015, it would have received £51 billion more.

Why this investment matters

Investment in our rail network will help create jobs and attract investment that would benefit people across the North. The environmental impact of more people moving away from private vehicles to public transport, as well as taking freight off our roads and on to our railways, will make a significant contribution to our objective of a net-zero carbon regional economy by 2038.

In addition:

- A new Northern Powerhouse Rail (NPR) line between Leeds and Manchester via Bradford city centre and a new line between Leeds and Sheffield supporting both NPR and HS2 services could deliver a combined £84 billion boost to our regional economy with the potential to support the delivery of 180,000 jobs and 26,000 new homes in the cities of Bradford and Leeds.
- As part of Transpennine Route Upgrade (TRU), it will support 8,000 roles including 4,000 new jobs and 20% of the new jobs will be from underrepresented groups. TRU will create 500 apprentices and over 30,000 placement days for our young people.
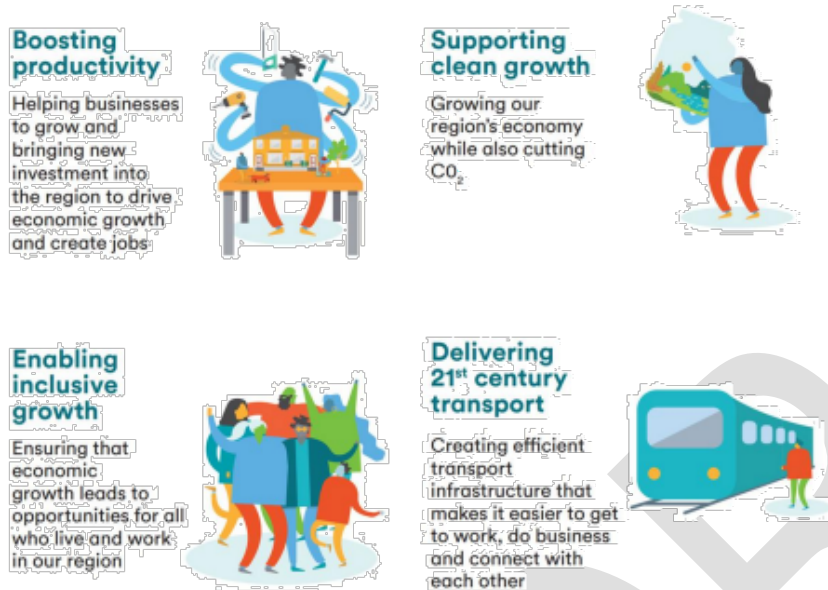
The railway – and public transport more widely – has a critical role in enabling the transition to a post-carbon society. We cannot achieve the imperative of net-zero carbon without investment in rail. As the most energy-efficient form of powered transport and one in which non-carbon fuels have long been to the fore, any and all steps that increase the modal share of the railway, such as by increasing its capacity and making it more attractive to passengers and freight customers, will aid decarbonisation. This is alongside improvements to the railway, most importantly electrification, which also directly decarbonise the railway itself. So the decarbonisation imperative is relevant to every part of this Rail Strategy.

Rail Vision

Our Rail Vision is for the rail network to be the core of a fully integrated multi-modal network of public transport and active travel, which is attractive, conveniently accessible to everybody, and links people to opportunities and amenities across our region and beyond, with door-to-

door journey times that are reliable and at least as fast as driving; rail must also be the mode of choice for industry across a wide variety of sectors to ship their freight. At the core of our vision are four overarching objectives. We also have an ambitious target of reaching a net-zero carbon economy by 2038 - rail has a huge role to play in this.

Figure 1: Rail Vision Priorities

Boosting productivity

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

Supporting clean growth

Growing our region's economy while also cutting C0₂

Enabling inclusive growth

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

Delivering 21st century transport

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

Across themes including Connectivity, Capacity, Major Schemes, Decarbonisation, Reliability and Punctuality, Rail Stations, Rolling Stock, and Fares and Ticketing, our vision set out what we need from our rail network and services to contribute to the four priorities presented above. This Rail Strategy builds on that Vision to develop its principles into a full strategy, within the wider Connectivity Infrastructure Plan

The Role of Rail

As part of the door-to-door journey, rail acts as a key mode for long distance, inter-urban, radial and local journeys. It also plays a role in longer distance freight transport, enabling national and international connectivity for businesses and goods.

Its role in serving trips to our main centres will be boosted by improvements to journey time, route capacity, station facilities, and accessibility. **We are clear that the future mass transit network will complement, and not replace, our existing rail network and that investment in both modes is required.**

Investment in rail does not just transform the track and services of the network itself, but also the places and communities served by rail. We have already seen in recent years the role rail plays in 'placemaking' across our region, with investment in new stations such as Apperley Bridge, Low Moor and Kirkstall Forge along with improvements to existing services and stations, delivering real change across the region. This requires an ongoing commitment to joint working between the Combined Authority, district councils and Network Rail to continue to deliver these aspirations.

Investment in rail also contributes to transforming door-to-door journeys. At its best, rail works in tandem with other modes of transport, including active travel, to create a seamless sustainable transport network. Our Strategy is about how rail fits within the wider network, forming one part of our overall connectivity strategy.

The Combined Authority is keen to promote stations as destinations where mixed land use, housing, commercial uses, mobility hubs are built on or adjacent to the rail infrastructure/mass transit to provide better options for the first/last mile of all journeys, we will work closely with our district partners to explore the viability of this concept.

Improvements to rail services or providing new connections across our region can act as a trigger for economic growth. Our Strategy will ensure

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this growth continues to be delivered in a sustainable and inclusive manner across West Yorkshire.

Purpose and strategic fit of the Strategy

The role of this Rail Strategy is to translate the high-level objectives, outcomes, and outputs contained in the Vision into specific identifiable interventions, a coherent overall strategic framework, and an implementation plan. Since the Rail Vision was published, we have carried out detailed technical supporting work, producing empirical evidence which underpins our Strategy.

In some areas of the Strategy, our technical work has progressed to a point where we can name specific schemes or interventions we think are the solution to constraints on our rail network. In other areas, our recommendation is for further work to assess what the correct solution or option is, understand the technical feasibility of an intervention, or to build the value-for-money case of an option. Throughout, we have kept a clear focus on implementation and developed our four Strategic Priorities which will be discussed later to be clear on our most urgent requirements.

The Strategy also serves as a regional evidence base and policy position for local partners and industry stakeholders to use as a basis for making the case for investment in our rail network, as and when funding opportunities become available. We have continued to engage with Members and Local Authority Partners in the production of this Strategy.

Why publish our Strategy now?

We are in a period of uncertainty, with the unclear long-term impacts of the COVID-19 pandemic on rail patronage combined with a precarious wider macro-economic environment and political uncertainty on strategic schemes such as NPR and HS2. This, coupled with reform of the rail industry plus the pursuit of national and regional decarbonisation objectives, all means that we are in a time of significant change.

By publishing our Rail Strategy now we can provide clarity on our short, medium and long-term plans for rail in our region and focus on developing a rail network that supports our economic, environmental, and social objectives.

Strategic Context

It is crucial for us to consider the strategic and policy context in which this Strategy sits, in order to make sure it is up to date with the region's priorities and needs. This section discusses the most pressing current issues and their impact on our Strategy.

COVID-19 pandemic

The COVID-19 crisis brought unprecedented disruption to society, and to the way in which our economy functions, and resulted in an acute collapse in public transport use that significantly affected rail.

Whilst rail patronage has regrown to around 80-90% of pre-pandemic levels there is a growing sense that there will be lasting impacts which change the way we travel for good – where we travel to, why we travel to certain places, when we travel, and the modes we choose to suit our new travel needs. There have been major changes to the drivers of rail demand, in particular a large shift away from daily commuting towards greater off peak and leisure travel. Set against this, demand for rail freight, particularly for intermodal containers as part of the retail logistics supply chain, has grown recently, partly caused by shortages of lorry drivers, an increased emphasis on net-zero targets and rising fuel costs, and despite heavily constrained rail network capacity.

Since our Rail Vision was published, the pandemic has progressed to a point where vaccinations are available and full lockdowns are no longer the preferred public health response. Even so, COVID-19 continues to impact global supply chains, which, combined with other global uncertainties, has increased the cost of living both nationally and across our region.

It is more important now than ever that our region's rail network continues to support economic recovery from the pandemic through providing

opportunities to travel for work and education, and by supporting the leisure and hospitality industries across our region. At a time of economic uncertainty and rising costs of fuel, people across our region require a reliable, cost-effective and convenient alternative to travelling by private car.

Whilst we recognise the scale of the challenge which the pandemic has posed to our public transport network, we cannot use the short-term reduction in rail use seen through 2020 and 2021 to limit our ambition for rail in West Yorkshire, and our Rail Strategy is fully supportive of the national ambition to 'level up' the region.

Decarbonisation

Addressing the climate emergency is an overriding priority. This requires significant changes in the way our region's businesses and communities function – and the way we behave as individuals – to fulfil our pledge of reaching net-zero carbon by 2038.

Transport has a large role to play, with road transport the largest contributor of emissions. Rail can unlock real change, given its inherent energy-efficiency and the ability to decarbonise fully via electrification. There is an opportunity to reimagine the role of rail freight to better complement road haulage, while providing many wider economic and environmental benefits.

Within our West Yorkshire Climate and Environment Plan, the 'Carbon Reduction Pathways' show the scale of the challenge for rail. A 60% increase in rail travel, alongside changes across all industries, would take us towards net-zero by 2038 – but to reach it we need even more ambitious growth in rail as a core component of our net-zero strategy. **Critically, if the network is to support decarbonisation in our region, there will be a need to accommodate over 60% additional rail trips per year, for which additional capacity will be required, purely to reach our decarbonisation target. Our social and economic objectives will drive still further growth.**

Rail industry reform

We are in a period of change in the rail industry in the UK. The plans set out in the Williams-Shapps Plan for Rail align with our support for reform of the rail industry.

Whilst the Government's Plan for Rail is rolled out across the industry and the transition to Great British Railways continues, we will persist with our support of industry reform that delivers the following for West Yorkshire and the wider network:

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

We are pleased to see that the strategic objectives of Great British Railways' Whole Industry Strategic Plan (meeting customer needs, delivering financial sustainability, contributing to economic growth, supporting levelling up and connectivity, and delivering environmental sustainability) are closely aligned to our objectives and Strategic Priorities.

Levelling up

The Government's 'levelling up' agenda has recently been formalised with the publication of the Levelling Up White Paper. The White Paper makes the case for further devolution of powers, including investment in transport infrastructure, as fundamental to addressing social and economic inequalities across the country.

The Combined Authority achieved our devolution deal in March 2020. We will make use of our new Mayoral Combined Authority status to shape the future of rail investment and amplify the priorities of our region.

Alignment with other strategies

Obviously, there are other strategies in development by other national bodies such as the Great British Railways. Our Rail Strategy is unique and

seeks to meet the objectives that are important to our region, reflecting our ambitions in the short, medium, and long terms, and supported by local evidence. However, it will be clear that the themes in this Strategy largely reflect those set out for the future GBR in the Williams-Shapps Review's strategic priorities, which confirms the robustness of our priorities and ambitions. Transport for North is in the progress of refreshing its Strategic Transport Plan, and we are working closely with them to ensure that our priorities and ambitions are reflected in their plan.

Structure of the Strategy

The remainder of the Strategy is structured as follows:

- **West Yorkshire's Economic Geography** – provides a more detailed description of our region, and the transport constraints each part of the region currently faces.
- **Strategy in Summary: Our Strategic Priorities** – concisely presents our Strategy and the priorities that have emerged from it.
- **Major Projects** – provides our response to the Integrated Rail Plan and our assessment on its impact on connectivity to, from, and within West Yorkshire.
- **Passenger Connectivity** – assesses long distance, intra-regional, and local rail connectivity in West Yorkshire and sets out our plans to improve connectivity in line with our ambitions.
- **Capacity Needs –** presents the findings of our technical studies into rail capacity needs in our region and our recommended next steps to provide the capacity West Yorkshire needs.
- **Passenger Experience and Access to the Network –** sets out what we need to do to deliver the quality service passengers require.
- **Expanding the Reach** – identifies opportunities for rail to serve parts of the region not currently connected to the network.

- **Freight –** sets out opportunities to grow the role of rail freight in West Yorkshire.
- **Decarbonisation –** presents our priorities for a programme of decarbonising the rail network itself.
- **Implementation** – presents a plan for delivering our Strategy and the delivery opportunities in the short, medium, and long terms.

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West Yorkshire's Economic Geography

Understanding the function of places now and into the future is key to planning an effective and efficient transport system. The places and communities in our region are interconnected, but they play different roles. Understanding the contributions made by each place is important to develop a transport system which meets the needs of our region. The key characteristics of our region are presented below, and each of the districts are of our region are illustrated and described on the following pages.

Figure 2: Key characteristics of the region

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Our places

A polycentric region with Leeds as the largest economic centre and transport hub.

Bradford is a key city alongside other significant centres including Wakefield, Halifax and Huddersfield.

Away from the main centres there are a variety of towns and village serving a range of purposes.

The west of the region is characterised by deep valleys which concentrate population and transport corridors.

Our population

Population of 2.4 million people with a density of 11 people per hectare, which is densley populated by British and European standard.

However the density does vary significantly across the region.

Population forecast to grow by 10,000 per annum.

20% of our population are within the top 10% of the most deprived areas in the UK - this is unchanged in 20 years.

Our environment

The region is a variety of urban, semi-rural and rural areas.

Easy access to nationally significant countryside and world-class natural attractions.

A topography that is challenging for transport networks to navigate, especially in the west of the region.

Environmental challenges hamper quality of life for West Yorkshire residents, with poor air quality linked to over 1,000 excess deaths per year in West Yorkshire.

A region at serious threat of the impacts of climate change, including severe flooding.

How we travel

92% of the residing population also work in West Yorkshire, resulting in low levels of inter-regional commuting.

The region is dependent on private vehicle use, with 65% of work and leisure trips made by car or van.

Leeds is the region's biggest commuting destination and generates a large portion of public transport journeys.

Rail trips are limited to the main existing corridors, most of which are radial.

The road network is severely capacity constrained and often congested.

What this means

A population and varied region, where no single transport solution will solve existing constraints.

Highly constrained and congested roads in our region, with unsustainable car-dependency acting as a constraint on economic growth

Rail as a mode of travel has natural advantages in several parts of the region, but needs to be part of an integrated public transport network.

High levels of deprivation mean social inclusion and spreading access to opportunities are key priorities for our Strategy.

Mitigating the impacts of, and adapting to climate change are essential for the region.

Figure 3 below shows the extent to which travel to work (based on 2011 census data and taking all modes) was self-contained within West Yorkshire, and also shows the variety of journeys regularly made, with Leeds the largest but not overwhelmingly dominant, reflecting the polycentric nature of our region:

Figure 3: Commuting in West Yorkshire
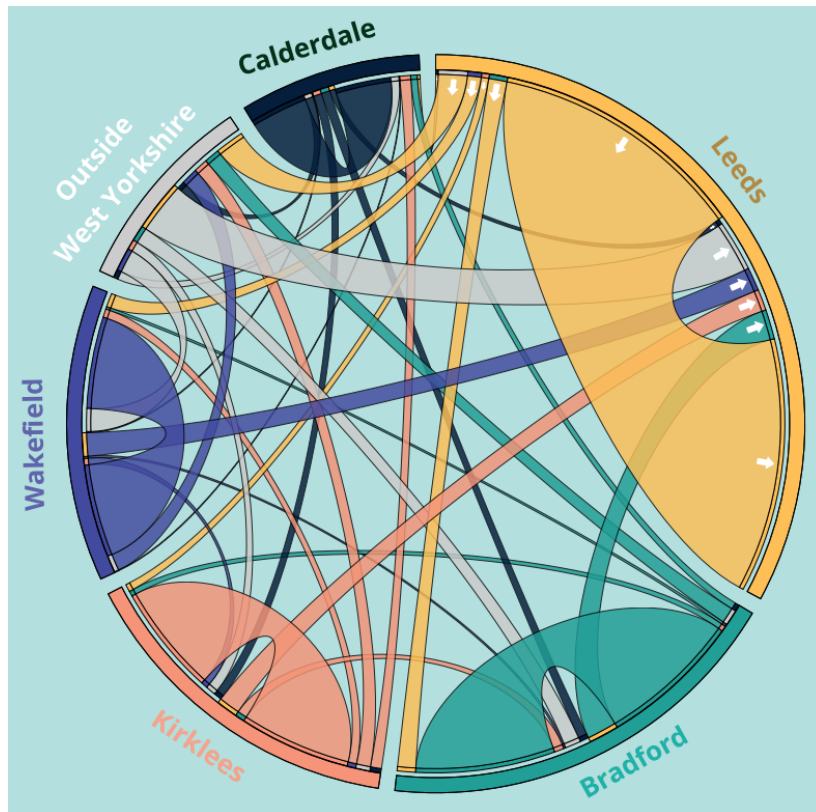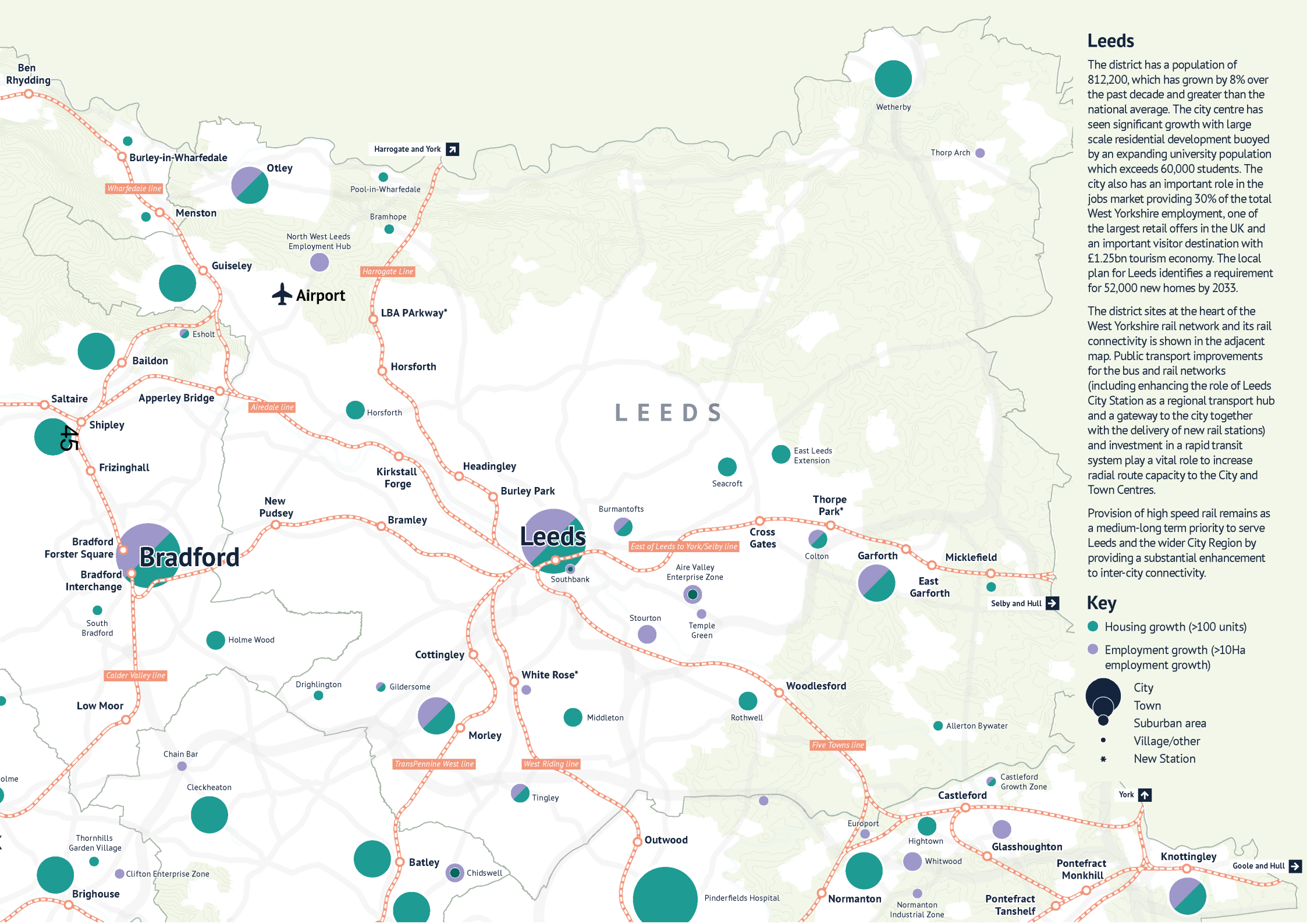
Leeds

The district has a population of 812,200, which has grown by 8% over the past decade and greater than the national average. The city centre has seen significant growth with large scale residential development buoyed by an expanding university population which exceeds 60,000 students. The city also has an important role in the jobs market providing 30% of the total West Yorkshire employment, one of the largest retail offers in the UK and an important visitor destination with £1.25bn tourism economy. The local plan for Leeds identifies a requirement for 52,000 new homes by 2033.

The district sites at the heart of the West Yorkshire rail network and its rail connectivity is shown in the adjacent map. Public transport improvements for the bus and rail networks (including enhancing the role of Leeds City Station as a regional transport hub and a gateway to the city together with the delivery of new rail stations) and investment in a rapid transit system play a vital role to increase radial route capacity to the City and Town Centres.

Provision of high speed rail remains as a medium-long term priority to serve Leeds and the wider City Region by providing a substantial enhancement to inter-city connectivity.

Key

- Housing growth (>100 units)
- Employment growth (>10Ha employment growth)
- City
- Town
- Suburban area
- Village/other
- * New Station

Map labels

Ben Rhydding
Burley-in-Wharfedale
Otley
Pool-in-Wharfedale
Wetherby
Thorp Arch
Menston
Wharfedale line
North West Leeds Employment Hub
Bramhope
Guiseley
Airport
Harrogate and York
Harrogate Line
Esholt
LBA PArkway*
Baildon
Horsforth
Saltaire
Apperley Bridge
Airedale line
Horsforth
L E E D S
Shipley
East Leeds Extension
Frizinghall
Kirkstall Forge
Headingley
Seacroft
New Pudsey
Bramley
Burley Park
Burmantofts
Thorpe Park*
Bradford Forster Square
Leeds
Cross Gates
Garforth
Micklefield
Bradford
Southbank
East of Leeds to York/Selby line
Colton
East Garforth
Bradford Interchange
Aire Valley Enterprise Zone
Selby and Hull
South Bradford
Holme Wood
Stourton
Temple Green
Cottingley
White Rose*
Woodlesford
Calder Valley line
Drighlington
Gildersome
Middleton
Allerton Bywater
Low Moor
Morley
Rothwell
Castleford Growth Zone
Chain Bar
Five Towns line
Castleford
York
Cleckheaton
TransPennine West line
Tingley
West Riding line
Europort
Hightown
Glasshoughton
Thornhills Garden Village
Outwood
Whitwood
Pontefract Monkhill
Knottingley
Clifton Enterprise Zone
Batley
Chidswell
Pinderfields Hospital
Normanton
Normanton Industrial Zone
Pontefract Tanshelf
Goole and Hull
Brighouse
Brighouse

Bradford

The district has a population of 546,700 and has a younger school age demographic compared to England as a whole. Bradford has the 4th highest number of manufacturing jobs of any city in the UK.
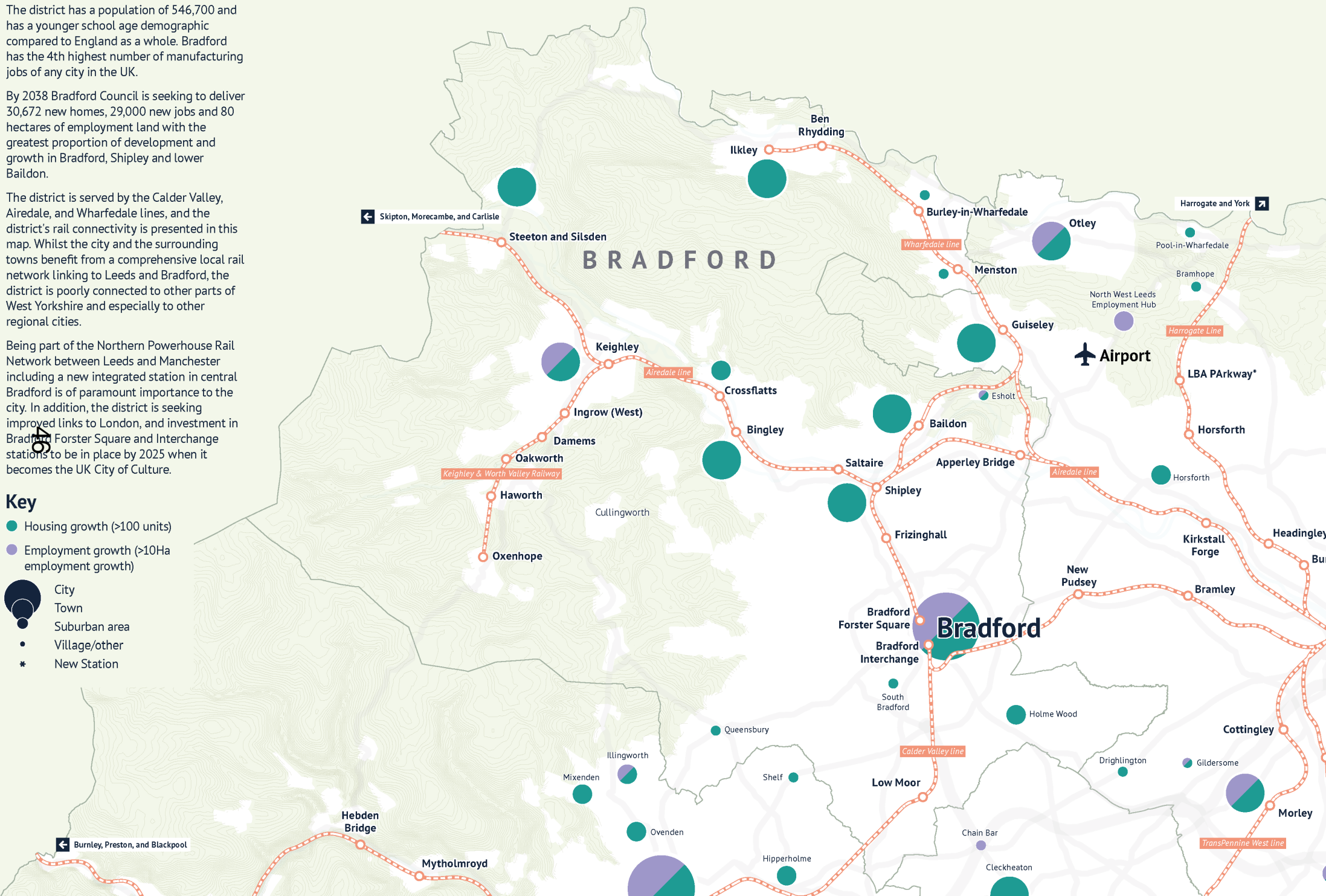
By 2038 Bradford Council is seeking to deliver 30,672 new homes, 29,000 new jobs and 80 hectares of employment land with the greatest proportion of development and growth in Bradford, Shipley and lower Baildon.

The district is served by the Calder Valley, Airedale, and Wharfedale lines, and the district's rail connectivity is presented in this map. Whilst the city and the surrounding towns benefit from a comprehensive local rail network linking to Leeds and Bradford, the district is poorly connected to other parts of West Yorkshire and especially to other regional cities.

Being part of the Northern Powerhouse Rail Network between Leeds and Manchester including a new integrated station in central Bradford is of paramount importance to the city. In addition, the district is seeking improved links to London, and investment in Bradford Forster Square and Interchange stations to be in place by 2025 when it becomes the UK City of Culture.

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Key

- ● Housing growth (>100 units)
- ● Employment growth (>10Ha employment growth)

- ⬤ City
- ● Town
- ● Suburban area
- • Village/other
- * New Station

Skipton, Morecambe, and Carlisle

Steeton and Silsden

B R A D F O R D

Keighley

Airedale line

Ingrow (West)

Damems

Oakworth

Haworth

Keighley & Worth Valley Railway

Cullingworth

Oxenhope

Crossflatts

Bingley

Saltaire

Shipley

Frizinghall

Queensbury

Shelf

Illingworth

Mixenden

Hebden Bridge

Ovenden

Burnley, Preston, and Blackpool

Mytholmroyd

Hipperholme

Ben Rhydding

Ilkley

Burley-in-Wharfedale

Wharfedale line

Menston

Otley

Pool-in-Wharfedale

Bramhope

North West Leeds Employment Hub

Guiseley

Airport

Harrogate and York

Harrogate Line

LBA PArkway*

Horsforth

Esholt

Baildon

Apperley Bridge

Airedale line

Horsforth

Kirkstall Forge

Headingley

New Pudsey

Bur

Bramley

Bradford Forster Square

Bradford

Bradford Interchange

South Bradford

Holme Wood

Cottingley

Drighlington

Gildersome

Low Moor

Calder Valley line

Chain Bar

Morley

Cleckheaton

TransPennine West line

Calderdale

The district has a population of 206,400 and compared to West Yorkshire has a greater share of the population older than 65 but is still below the average for England as a whole. Around 80% of the population of Calderdale lives in the east of the borough in Halifax, Sowerby Bridge, Brighouse, Elland and surrounding settlements. Western Calderdale which includes the settlements of Todmorden, Hebden Bridge Mytholmroyd and Ripponden.

Most of the district is characterised by steep incised valleys and high moors which forces both the road and rail network into the valley bottoms. Calderdale has a requirement to provide 14,950 homes by 2032/33 with the majority of development focussed in the southeast of the district.

The district is served by the Calder Valley Line and its rail connectivity is illustrated in the adjacent map. Whilst the district is connected by regular services to other regional centres in West Yorkshire (except Wakefield), these are slow and often overcrowded. Rail priorities for the district include electrification of the Calder Valley Line, delivery of a new station in Elland, more frequent services particularly from Brighouse and Sowerby Bridge and the redevelopment of Halifax rail station.

Key

- 🟢 Housing growth (>100 units)
- 🟣 Employment growth (>10Ha employment growth)

- ⬤ City
- ● Town
- ● Suburban area
- · Village/other
- * New Station
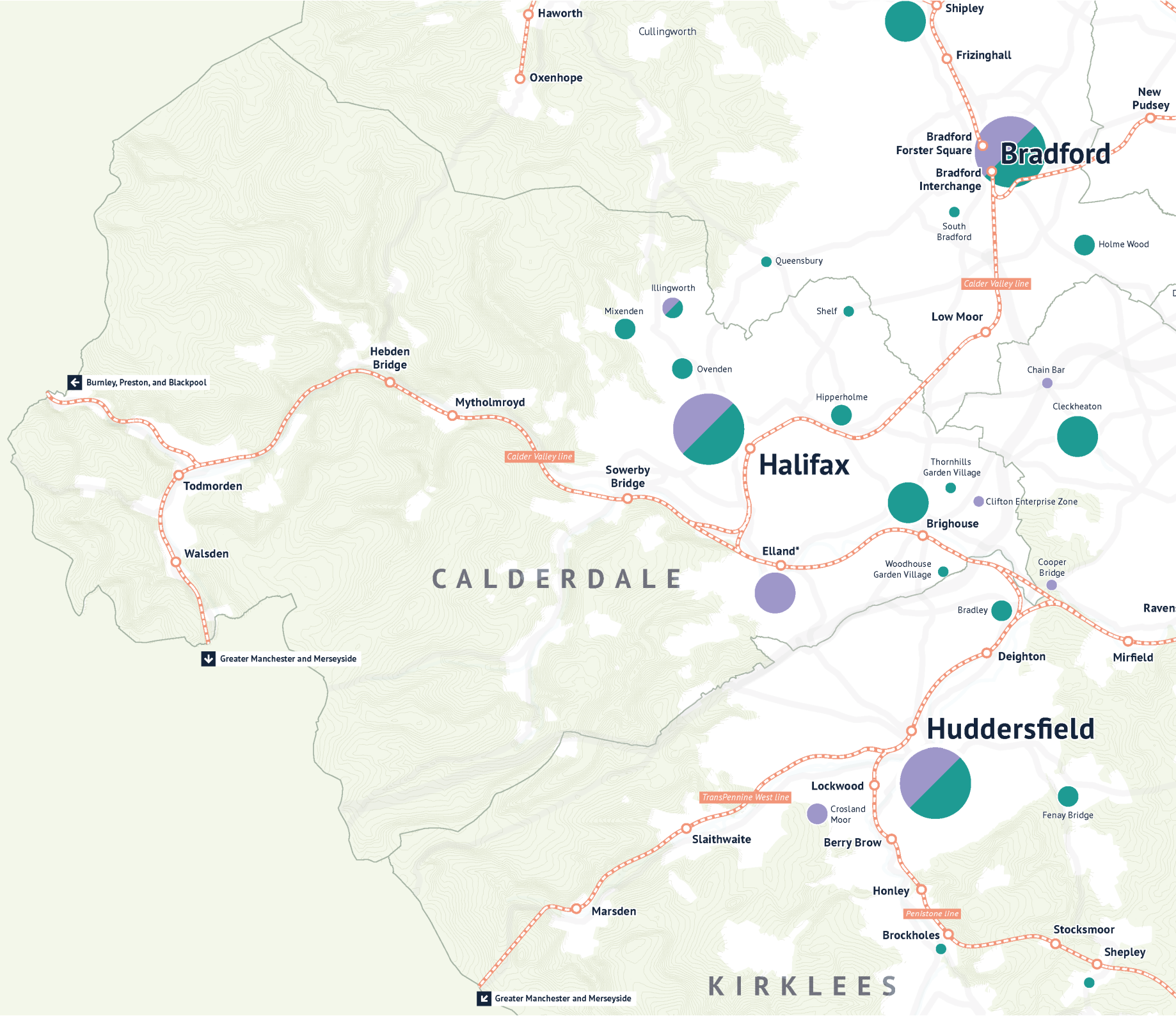
Kirklees

The district has a population of 433,300, which is expected to reach 475,900 by 2031. Around 60,000 residents commute to employment outside of the district, with Leeds being a particular focus for commuters.

Huddersfield has high employment in manufacturing with world leading engineering and textile businesses. Kirklees is also home to Dewsbury and Batley, both significant towns in their own right with distinctive historic environments. The local plan for Kirklees identifies a need for 31,140 new homes by 2031. Signifciant residential growth is planned at Bradley, Chidswell and Dewsbury Riverside which is adjacent to Ravensthorpe rail station.

The district is served by both the Penistone Line and the Transpennine route. Kirklees' rail connectivity is shown in the adjacent map. Significant investment as part of the TransPennine Route Upgrade (TRU) will provide faster and more frequent services for Kirklees and improvements at many stations.

Rail priorities for the district include increasing the frequencies of services along the Penistone Line and ensuring that disruption to passengers and local communities is kept to a minimum while the TransPennine route is upgraded.

Key

- 🟢 Housing growth (>100 units)
- 🟣 Employment growth (>10Ha employment growth)
- City
- Town
- Suburban area
- • Village/other
- * New Station
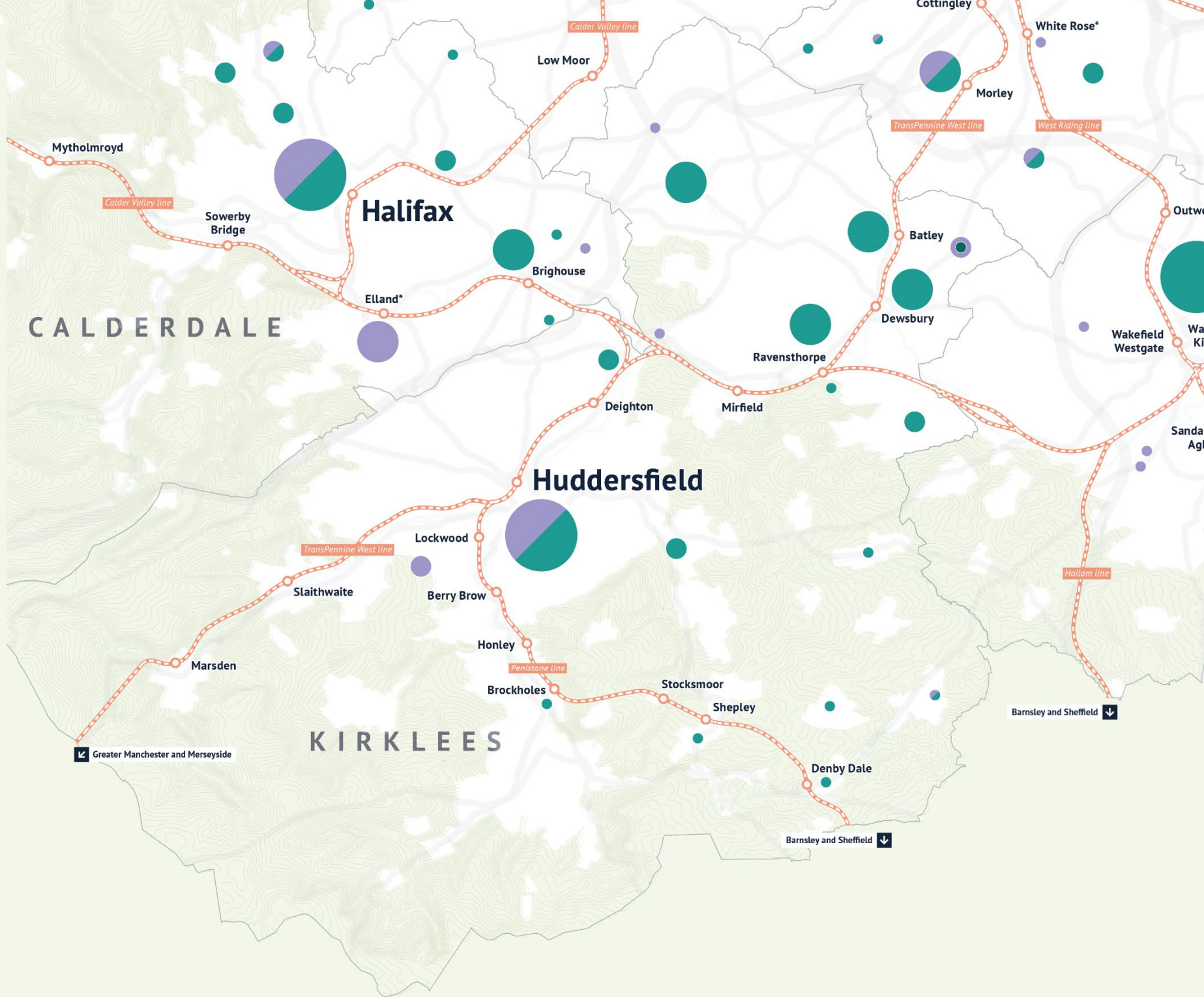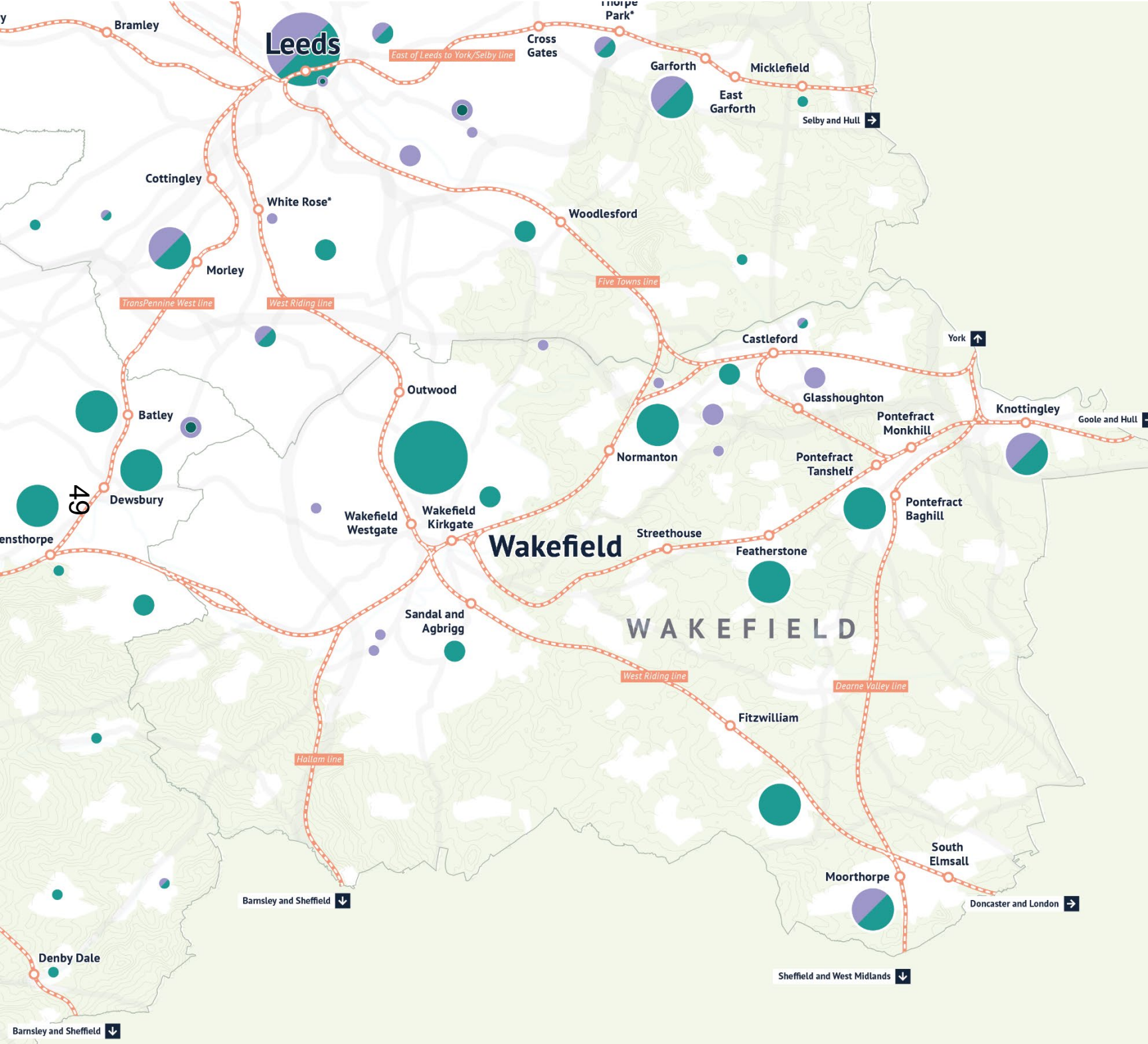
Wakefield

The district has a population of 353,200 and has experienced the largest percentage growth (8.4%) across West Yorkshire. The local plan for Wakefield highlights the need to construct 26,600 new homes by 2035.

Wakefield district is comprised of the city itself and to the north-east of Wakefield are the Five Towns, comprising Castleford, Pontefract, Normanton, Knottingley and Featherstone which have a collective population of 113,000. These towns share strong historic, economic, and cultural links based around the growth and subsequent decline of coal mining industry. Wakefield's strengths are in the food and drink and manufacturing sectors as well as strong growth in logistics. It is also a centre for culture and creativity and known for its sculpture with two world class art venues.

The district is served by the West Riding, Dearne Valley, Hallam, and Five Towns lines and rail routes in the district are shown in the map. Whilst the city itself has fast and frequent rail connections to Leeds and beyond, the surrounding towns do not have the same benefits and suffer from slow and infrequent services.

The local plan indicates the need for improvements to the rail network which include improving capacity, journey times and quality of public transport links between the urban centres in the district, Leeds City Region and South Yorkshire, particularly to Wakefield and Leeds city centre at peak times.
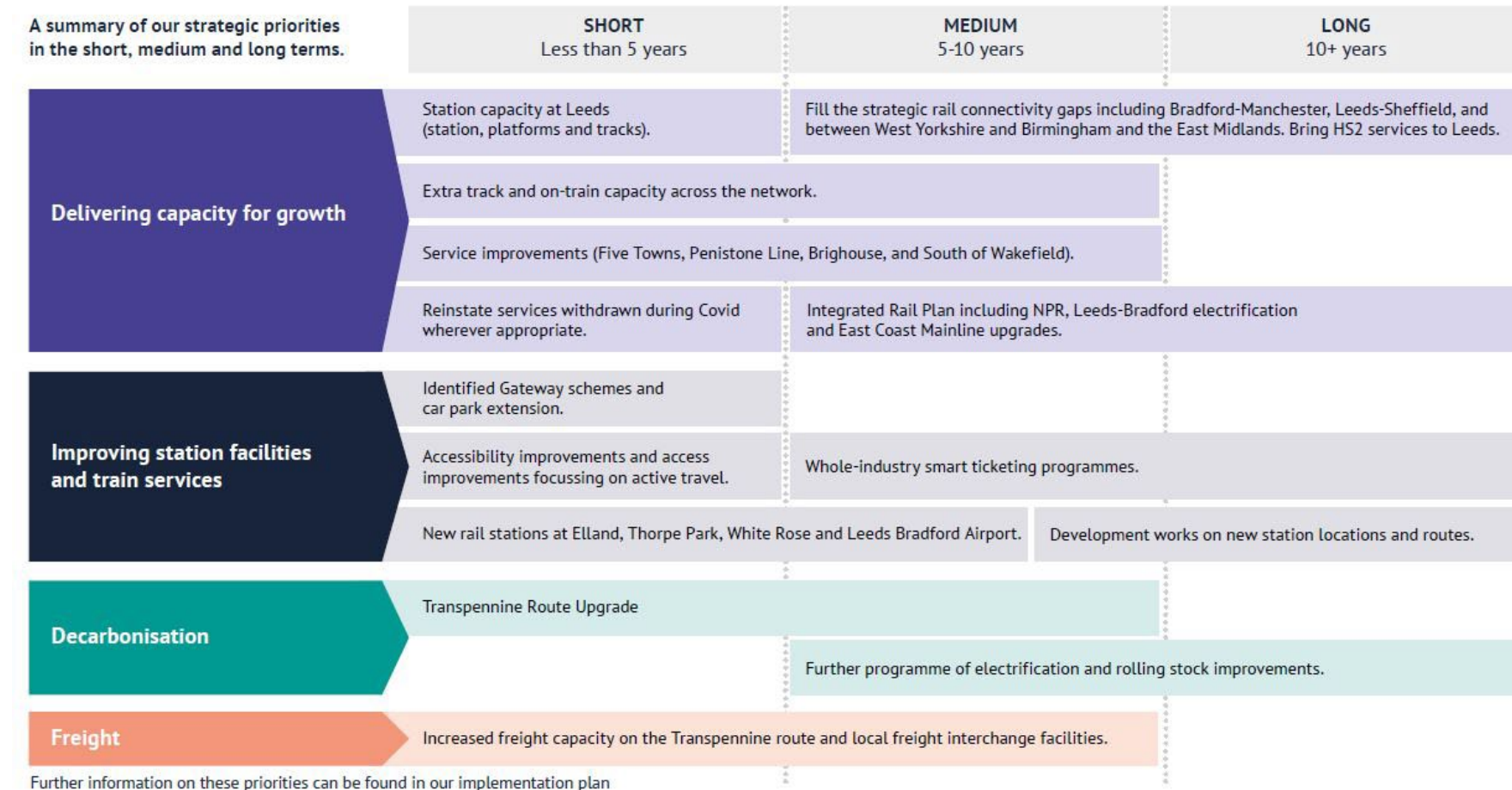
Key

- ● Housing growth (>100 units)
- ● Employment growth (>10Ha employment growth)

- ● City
- ● Town
- ● Suburban area
- • Village/other
- * New Station

Strategy in Summary: Our Strategic Priorities

The figure below presents our four Strategic Priorities and 13 sub-priorities which summarise our strategy for West Yorkshire's rail network.

Figure 4: Strategy in Summary

A summary of our strategic priorities in the short, medium and long terms.	SHORT Less than 5 years	MEDIUM 5-10 years	LONG 10+ years
Delivering capacity for growth	Station capacity at Leeds (station, platforms and tracks).	Fill the strategic rail connectivity gaps including Bradford-Manchester, Leeds-Sheffield, and between West Yorkshire and Birmingham and the East Midlands. Bring HS2 services to Leeds.	
	Extra track and on-train capacity across the network.		
	Service improvements (Five Towns, Penistone Line, Brighouse, and South of Wakefield).		
	Reinstate services withdrawn during Covid wherever appropriate.	Integrated Rail Plan including NPR, Leeds-Bradford electrification and East Coast Mainline upgrades.	
Improving station facilities and train services	Identified Gateway schemes and car park extension.		
	Accessibility improvements and access improvements focussing on active travel.	Whole-industry smart ticketing programmes.	
	New rail stations at Elland, Thorpe Park, White Rose and Leeds Bradford Airport.	Development works on new station locations and routes.	
Decarbonisation	Transpennine Route Upgrade		
		Further programme of electrification and rolling stock improvements.	
Freight	Increased freight capacity on the Transpennine route and local freight interchange facilities.		

Further information on these priorities can be found in our implementation plan

Major Projects

Introduction

Our rail vision is for the rail network to be the core of a fully integrated multi-modal network of public transport and active travel, which is attractive conveniently accessible to everybody, and links people to opportunities and amenities across our region and beyond, with door-to-door journey times that are reliably at least as fast as driving; rail must also be the mode of choice for industry across a wide variety of sectors to ship their freight.

Our Rail Vision sets out the key objectives that an integrated programme of major projects would deliver for the region, including HS2, Northern Powerhouse Rail (NPR), the TransPennine Route Upgrade (TRU), and investment in Leeds station:

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

To deliver these objectives, we need rail improvements to be developed in a way that reflects the integrated nature of the railway, considering local and intra-regional services as well as inter-city connectivity. All these services are important, and with parts of our region's network operating at or near capacity it would struggle to handle increases in one without negatively affecting the others.

Infrastructure planned around hub stations such as Leeds and Bradford is essential to increase capacity and improve connectivity, thereby ensuring express type services are provided without negatively affecting local services. These, alongside co-ordinated and integrated timetables, will help realise the benefits of 'hub' stations.

This is why the Vision supports the delivery of HS2 and NPR in full. The benefits that these projects would have delivered are hugely important to achieving the region's net-zero targets and to supporting our internationally significant economy, with new high-speed connectivity at Leeds and Bradford supporting wider connectivity across the region.

The Government published the Integrated Rail Plan for the North and Midlands (IRP) in 2021. The IRP proposed significant changes to the plans for HS2, NPR, and TRU. Some elements of the IRP including further development of a West Yorkshire mass transit network, additional investment in the East Coast Main Line and delivery of an enhanced TransPennine Route Upgrade between Manchester, Huddersfield, Leeds, and York are important and beneficial to the region.

However, we believe that the IRP, in its current form, does not deliver the investment in rail services and infrastructure required to support our economy, decarbonisation (including our commitment to net-zero by 2038) or the 'levelling up' of transport networks to match provision in both Greater Manchester, the West Midlands or London.
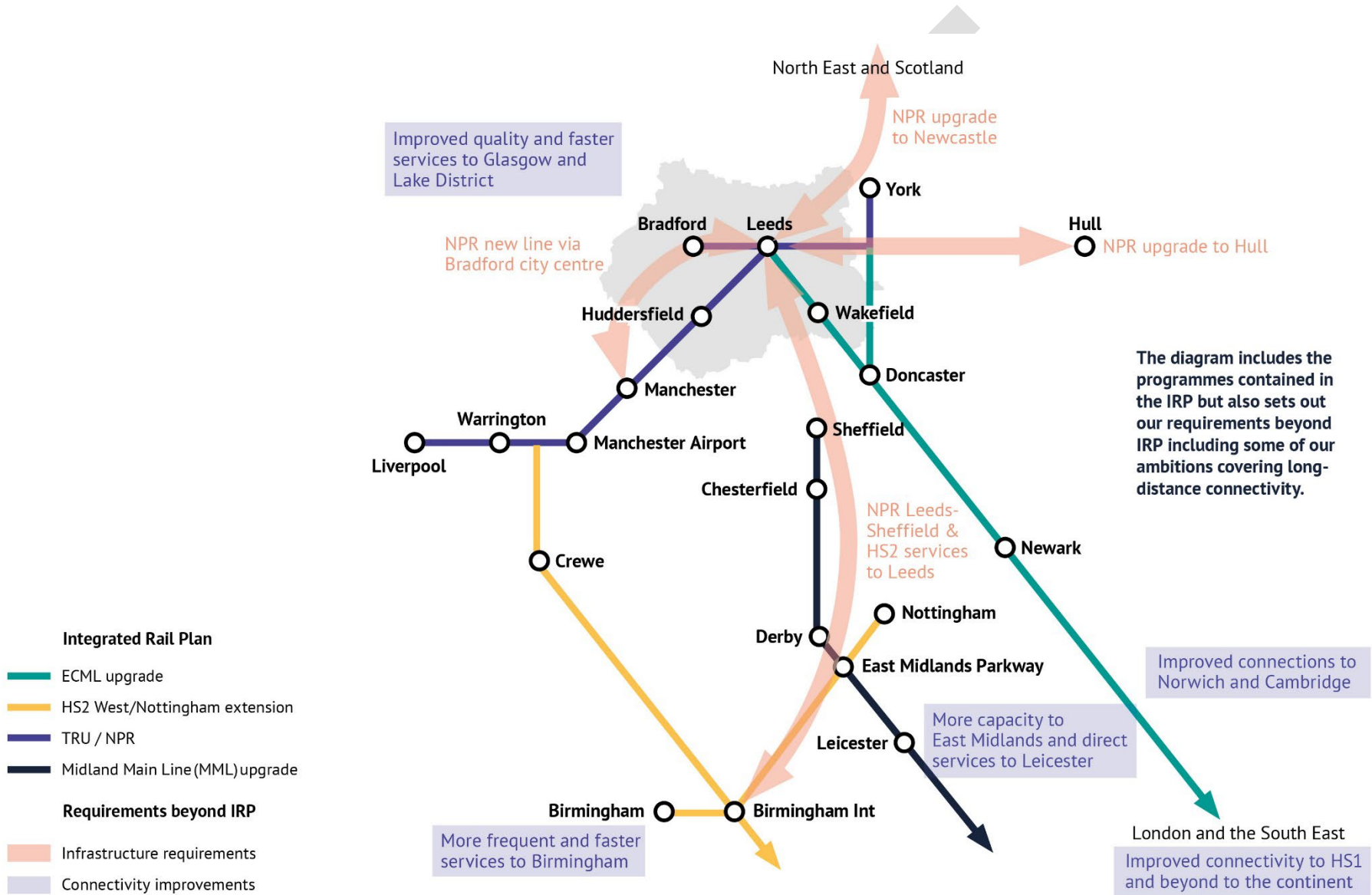
The published IRP does not support our region's ambitions for a stronger, more competitive and better-connected North that meets the urgent challenges presented by the climate emergency. Table 1 below shows key areas covered in the IRP, and how the commitments differ from our region's requirements. The map on the following page illustrates our requirements beyond the schemes set out in the IRP.

Table 1: Integrated Rail Plan and West Yorkshire's requirements

Element of IRP	Included in IRP	West Yorkshire's requirements
Transpennine Route Upgrade (TRU)	• **TRU** delivered in full including electrification between Manchester, Leeds, and York and digital signalling. • Hourly freight path and improved gauge clearance.	• **TRU** delivered in full. • Fully accessible stations across the Transpennine route. • Disruption minimised during construction.
HS2	• **HS2** Eastern Leg will reach East Midlands Parkway with services extended to Nottingham and Sheffield on existing infrastructure which includes upgrades to the Midland Main Line. • A commitment to look at the most effective way to run **HS2** services to Leeds and Leeds station capacity.	• Identify and progress the preferred **HS2** East option to bring **HS2** services to Leeds. • The previously proposed 'T-shaped station' should be committed alongside network improvements at the existing station to ensure appropriate capacity and resilience to deliver maximum benefits from committed upgrades, expand freight capacity, and improve local services.
Northern Powerhouse Rail (NPR)	• **NPR** via Huddersfield which includes a new line between Manchester and Marsden, and upgrades to infrastructure between Marsden and Huddersfield. • **NPR** to utilise the **TRU** upgraded infrastructure between Huddersfield, Leeds, and York. • Upgrades and electrification of the Calder Valley line between Leeds and Bradford Interchange.	**The TfN Preferred NPR option delivered in full including:** • A new line between Leeds and Manchester via a new central Bradford station. • Upgrades between Clayton Junction and Sheffield allowing **NPR** services to run via **HS2** between Leeds and Sheffield. • Upgrades between Leeds and Newcastle including reinstatement of the Leamside Line for freight services. • Upgrades including electrification between Leeds and Hull.
Stations	**HS2 Leeds** • A study looking at Leeds station capacity and potential for mass transit to deliver heavy rail services. Land remains safeguarded for a new **HS2** station despite no commitment on delivery. **NPR Bradford** • Explicit that **NPR** services operate to Bradford Interchange	**HS2 Leeds** • New **HS2** station which includes **NPR** Leeds – Sheffield services to relieve capacity at the existing station. **NPR Bradford** • New through station integrated with the Calder Valley line.
West Yorkshire Mass Transit	• Development funding for mass transit which includes a study looking at the potential for the system to provide an alternative to local rail services at Leeds station to relieve capacity.	• Investment in a mass transit system which complements our existing rail network and future improvements.
East Coast Main Line (ECML)	• Upgrades including digital signaling, line speeds and capacity.	• Upgrades to improve capacity, performance, and reliability.

Figure 5: Wider rail network – Integrated Rail Plan (IRP) and beyond

Improved quality and faster services to Glasgow and Lake District

NPR upgrade to Newcastle

North East and Scotland

NPR new line via Bradford city centre

NPR upgrade to Hull

The diagram includes the programmes contained in the IRP but also sets out our requirements beyond IRP including some of our ambitions covering long-distance connectivity.

NPR Leeds-Sheffield & HS2 services to Leeds

Improved connections to Norwich and Cambridge

More capacity to East Midlands and direct services to Leicester

London and the South East

Improved connectivity to HS1 and beyond to the continent

More frequent and faster services to Birmingham

Integrated Rail Plan

— ECML upgrade
— HS2 West/Nottingham extension
— TRU / NPR
— Midland Main Line (MML) upgrade

Requirements beyond IRP

 Infrastructure requirements
 Connectivity improvements

Cities labelled: York, Bradford, Leeds, Hull, Huddersfield, Wakefield, Manchester, Doncaster, Warrington, Sheffield, Manchester Airport, Chesterfield, Liverpool, Newark, Crewe, Nottingham, Derby, East Midlands Parkway, Leicester, Birmingham, Birmingham Int

Next steps

The IRP committed to developing studies on the most effective way to run HS2 trains to Leeds, as well as the options for capacity improvements at Leeds station. We will support the development of these studies to ensure they reflect our region's priorities and set out a path to deliver high quality improvements.

The anticipated outputs of IRP leave substantial gaps in capacity and connectivity for West Yorkshire, and we will need to work with the industry to agree the approach to, and timescales for, closing the gaps that are not resolved in the IRP, such as:

- Pan-Northern connectivity to and from Bradford;
- Connectivity between Leeds- Sheffield, West Yorkshire and Hull, Birmingham, and the East Midlands; and
- How investment in both mass transit and rail will complement each other to meet our ambitions for connectivity in West Yorkshire.

Further it is noted that the upgrade of existing lines, rather than the construction of new lines, adds considerable disruption for a significant period of time to the network that could otherwise be reduced. We will also ensure that upgrades are not at the detriment of local services both now and into the future.

We will also work with the industry to maximise the benefits of TRU as quickly as possible, as part of an integrated transport network which includes last-mile connectivity, and to minimise disruption from the programme to West Yorkshire's residents, commuters, businesses and communities.

Passenger Connectivity

Introduction

Our Rail Vision establishes that connectivity, in terms of service frequencies, journey times, and available destinations, is central to the overall vision for the future of rail in West Yorkshire.

The connectivity offered by the rail network forms a crucial part of overall door-to-door journeys. Recognising this, our Vision focuses on rail travel as one part within a wider transport network. When this network is well integrated, it better supports our objectives of modal shift from private car and enabling sustainable and inclusive economic growth.

To achieve this goal of an integrated transport network we will work closely across rail, bus, mass transit and active travel to ensure plans for these modes are cohesive and complementary. This is particularly important in the context of passenger connectivity, where connectivity gaps should be addressed using the most appropriate mode or combination of modes. Designing this integrated network will be one of the key areas of future work continuing on from this Rail Strategy.

In terms of future needs, it is essential that we capture:

- All rail markets and journey purposes – including travel for commuting, business, education, and leisure purposes.
- All geographic scales – including local, inter-regional, and longer distance travel requirements.
- The needs of both passenger and freight travel – and ensuring we plan for balance between the two (rail freight connectivity has been captured in the Freight Chapter of this Strategy).
- The importance of integrating rail services into a single, coherent offer, and integrating that rail offer with other public transport modes to create a comprehensive and cohesive public transport network for our region.

This chapter first presents our strategy for long distance rail connectivity, including our plans in response to the Integrated Rail Plan and its impact on HS2 and Northern Powerhouse Rail. We then consider the gaps in intra-regional and local connectivity, comparing existing connectivity with our aspirations for rail connectivity in West Yorkshire.

Long Distance Connectivity

Domestic connectivity gaps

Our Vision sets out the gaps in long distance connectivity between West Yorkshire and the rest of the country. Long distance rail connectivity is mostly centred on Leeds station as a hub for the region (and to some extent Manchester for those to the west of the region), which benefits from direct and frequent services to and from London, Manchester, and York as well as other key national hubs. Long distance journeys from Leeds tend to be competitive with or faster than travelling by car, especially for centre-to-centre journeys, though this is not always the case.

The maps overleaf illustrate the different long-distance connectivity available from Leeds for both car and rail – showing in particular that rail is much less competitive with car for journeys towards the north-west, west (including Wales) and south-west (including the Midlands).

Journey times by road from most other main urban centres in West Yorkshire to key national hubs are comparable to those from Leeds given their favourable access to the motorway network. This is not the case for rail, where in most cases connectivity is less favourable compared to Leeds.

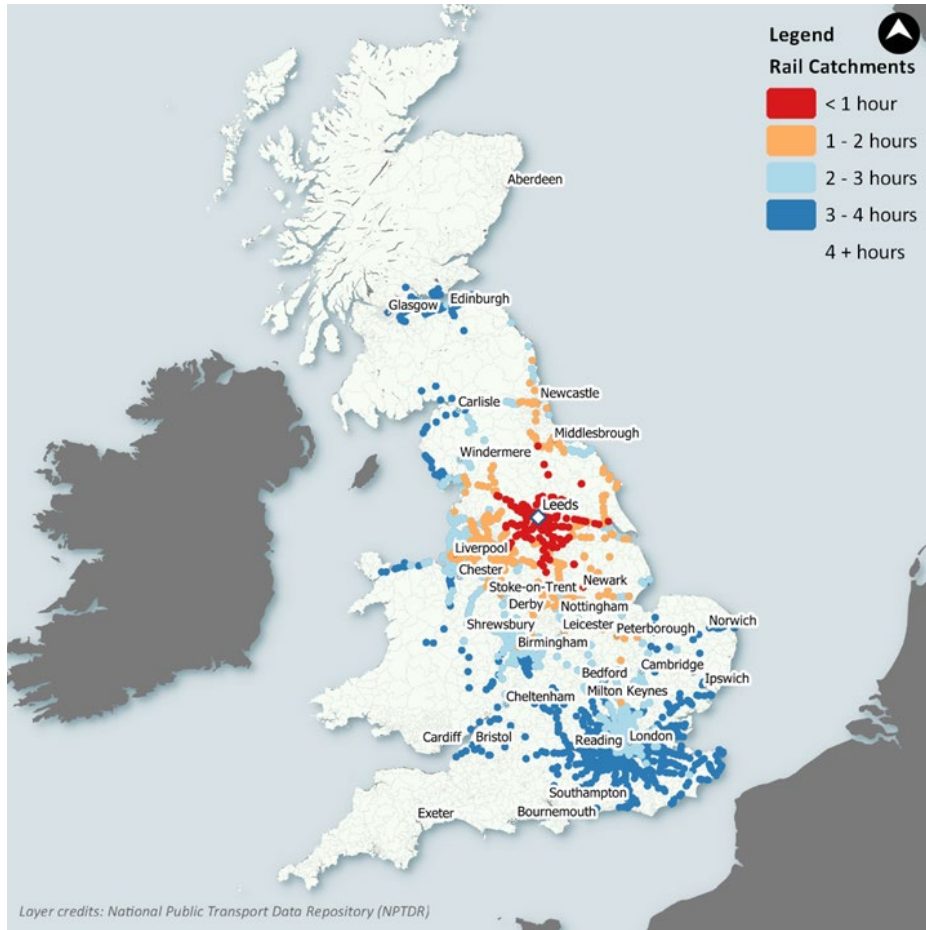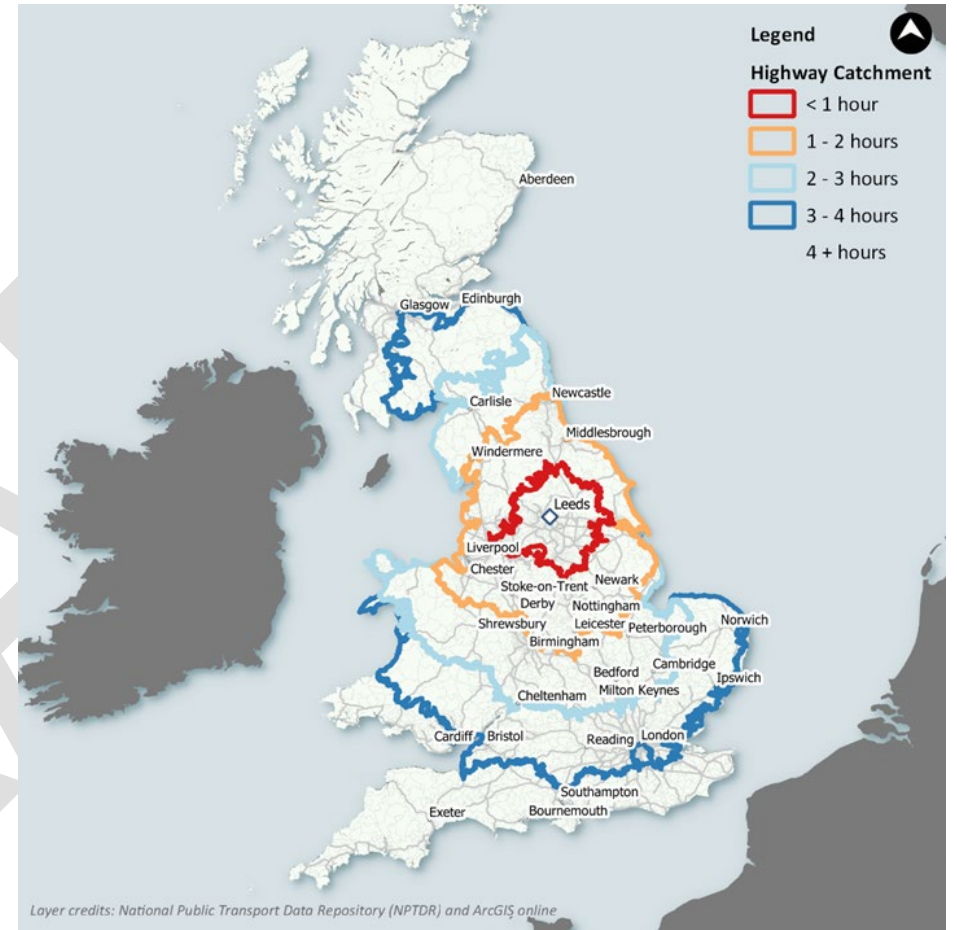**Figure 6: Long distance rail connectivity from Leeds**

Legend
Rail Catchments
- < 1 hour
- 1 - 2 hours
- 2 - 3 hours
- 3 - 4 hours
- 4 + hours

Layer credits: National Public Transport Data Repository (NPTDR)

Figure 7: Long distance car connectivity from Leeds

Legend
Highway Catchment
- < 1 hour
- 1 - 2 hours
- 2 - 3 hours
- 3 - 4 hours
- 4 + hours

Layer credits: National Public Transport Data Repository (NPTDR) and ArcGIS online

Away from Leeds, the other centres in our region, including Bradford, Halifax, Huddersfield and Wakefield, do not all enjoy the same level of long-distance rail connectivity. These centres tend only to have direct intercity services when they are on the strategic route, e.g. Wakefield to London or Huddersfield to Manchester. Bradford is particularly poorly served in relation to its size and status – both lacking direct rail services to many locations and also suffering poor access to and across Manchester due to the absence of services from the Calder Valley line to the south side of Manchester and its airport.

The following table presents a summary of connectivity to hubs in other regions both long distance and adjacent regions, demonstrating the range of connectivity available. For simplicity this shows where direct services are available, as an indication of journey opportunities, though noting that journeys between all locations are generally available with a single interchange. The table is based on services from December 2019, i.e. before COVID-19; since then, not all services have been restored to those levels.

Table 2: Long Distance / Adjacent Regions Train Connectivity

Hub	Leeds	Bradford	Halifax	Huddersfield	Wakefield
Edinburgh	🟢			🟢	🟢
Glasgow	◯				◯
Chester	🟢	🟢	🟢		
Liverpool	⚫			⚫	
Newcastle	⚫			⚫	🟢
Cardiff					
Birmingham	🟢				🟢
Leicester					
Nottingham					🟢
Cambridge					
Peterborough					🟢
London	⚫	◯	◯		⚫
Exeter	🟢				🟢
Southampton					
Hull	⚫	🟢	🟢	🟢	
Manchester	⚫	⚫	⚫	⚫	
Sheffield	⚫			🟢	⚫
York	⚫	🟢	🟢	⚫	🟢
Summary	Well-connected and acting as a hub for journeys for the whole of West Yorkshire.	Connected to Manchester and the North West but need to interchange at Leeds or Manchester for most other journeys.	Connected to Manchester and the North West but need to interchange at Leeds or Manchester for most other journeys.	Well connected to East-West services via the TransPennine route. North-South journeys require at least one interchange.	Well connected to north-south services via the ECML and XC routes. East-West journeys require at least one interchange.

- ⚫ More than 1 direct train per hour
- 🟢 1 direct train per hour
- ◯ Limited direct trains

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Direct services are highly valued by passengers, but it is not possible for every station in our region to be connected by direct trains to all main destinations across the country. Our Strategy aims to balance the benefits of direct connections with the value of frequent connecting services. Interchange itself however needs to be made far simpler, more reliable, consistent and convenient.

In addition to these specific connectivity gaps, our recently completed Long Distance Connectivity Study identified key gaps in rail connectivity between West Yorkshire as a whole and other parts of the country:

- Birmingham and the West Midlands;
- Nottingham, Leicester, and the East Midlands;
- Sheffield and South Yorkshire;
- Manchester, Merseyside, Lancashire and Wales; and
- Carlisle, Glasgow and the West of Scotland.

Services between our region and Birmingham, Nottingham, and Sheffield are limited to one fast train per hour. Travelling to or from Leicester requires one or more interchanges, depending on where in West Yorkshire the journey starts and ends. These journeys are often not attractive compared with the car.

Travelling to Glasgow from West Yorkshire requires either using a direct service that operates infrequently, or travelling via Settle, Manchester or Edinburgh. These options offer a slow and indirect journey between the fourth and fifth most populated urban areas in the UK.

HS2 and Northern Powerhouse Rail

Our Vision strongly supports the delivery of the HS2 Eastern Leg to Leeds and the construction of Northern Powerhouse Rail - including a new station in Bradford - in addition to the TransPennine Route Upgrade and improvements to the East Coast Main Line.

We were clear that the Leeds City Region was ready for HS2 and that delivery of the Eastern Leg would support our growth strategy.

We set out the transformational connectivity improvements that the full NPR network would deliver to towns and cities across our region, not least through a new station in Bradford city centre. The capacity released on existing lines - such as the Calder Valley Line, TransPennine West Line and Hallam Line - could have been used to improve both passenger and freight services.

As discussed in the Major Projects chapter of this Strategy, the proposals set out in the IRP represent a significant change in planned strategic rail investment to, from, and within our region.

Whilst the specific HS2 and NPR programmes may no longer be delivered as we previously expected, our position on the outcomes and benefits they would have delivered remains unchanged: significant investment is required to upgrade the long-distance rail connectivity to and from our region.

International rail connectivity

The Rail Vision identifies the need for rail to provide attractive connectivity to closer international destinations, as an alternative to flying and a step towards decarbonisation.

At present, links to mainland Europe consist principally of rail via St Pancras International and Eurostar services, car journeys via the Hull ferry, Harwich ferry or Channel Tunnel, coach journeys with a transfer in London, and flights. For Ireland, rail and coach services combined with ferries are the alternative to flying.

The High Speed 1 link to the Channel Tunnel and mainland Europe in particular represents a strong opportunity to achieve a step-change in our region's connectivity to the near Continent, with potential centre-to-centre journey times to a variety of major destinations that are highly competitive with aviation. We will work with partners around the country, the industry and Government to exploit this opportunity and provide greatly improved international rail connectivity via this route.

Next steps for long distance connectivity

A lack of direct and competitively priced long-distance services is a major barrier to using the rail network for passengers. Overturning the negative perception of interchange is important to achieving increased mode share for rail for long-distance trips, which centres in large part on coordinating services and ensuring high levels of reliability. The quality of station facilities also plays a role in the decision-making process, indicating a need for easy, convenient, and comfortable interchange points.

Our Long Distance Connectivity Study developed a set of target outcomes for long-distance services. They do not cover feasibility, deliverability, or the adoption of specific new infrastructure, but provide a starting point for the development of more detailed proposals. The outcomes do not cover international rail connectivity, which will be the focus of separate more detailed study.

We will work with industry partners to develop feasibility and help make the case for these Strategic Interventions, which are presented below:

- Passenger demand forecasting research tells us that longer distance passengers value reliability and service quality particularly highly. We will work with the industry to identify opportunities for reliability improvements and higher-quality rolling stock on long-distance journeys to and from West Yorkshire.
- As set out at the start of this Strategy we are supportive of improvements to the East Coast Main Line as a part of the IRP. Existing rail demand between West Yorkshire and London is high, but there is untapped potential in this market including for intermediate destinations such as Newark and Peterborough and onward connectivity to East Anglia. In addition to improvements between Leeds and London, increased frequency of services between Bradford and London is one of our Strategic Interventions, and we will use our influence in the industry to make the case for this clear.

- Rail's mode share for journeys between West Yorkshire and Birmingham is low, although the overall size of the travel market is large. Improvements to capacity (which in turn could help reduce fares and deliver value-for-money to passengers), frequency, quality and journey time on this corridor are one of our Strategic Interventions.
- Rail services to and from Sheffield, Derby, and Nottingham currently have a very low mode share, and there is opportunity for significant gains in terms of modal shift from car to be made on this route. Strategic Interventions to provide parity of service in comparison with other corridors include capacity increases, improved frequencies, rolling stock quality improvements, and improved and/or direct connectivity onward to Leicester.
- The Settle – Carlisle route currently has a poor service frequency and slow journey times. Improvements to connectivity through faster journey times, capacity enhancements, increased frequencies, direct services to Glasgow, and improvements to rolling stock are our priorities for this route to help improve connectivity between our region and Scotland.
- Mode share improvements could be made on trans-Pennine journeys to and from Manchester, including from Bradford, Halifax and Wakefield, with a particular focus on improved reliability and faster journeys given how important we know it is to long distance passengers, many of whom will be connecting at Manchester to travel to more distant destinations. We will work with the industry to maximise the benefits of TRU and the IRP as plans for these schemes progress.
- Delivery of long-planned direct services from Bradford and Halifax via the Calder Valley to the south side of Manchester and Manchester Airport would unlock a wide range of connectivity and should be a priority.

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Local and Intra-regional Connectivity

Our local and intra-regional rail network and service currently face a number of issues and constraints, which make travelling local by rail within West Yorkshire unappealing for many potential passengers:

- Lack of consistency in service frequency. Whilst some areas have a good service (such as Shipley), many are poorly served (such as Normanton).
- Service offer is not aligned with the polycentric nature of the region. Rail services in West Yorkshire have a strong focus on journeys to and from Leeds. Connections between other centres, often more 'orbital', such as from Bradford or Halifax to Wakefield, are generally poor.
- Disparities between peak and off-peak service levels, a lack of early morning and late evening services, and reduced Sunday services (such as only one train per 2 hours on several lines around Wakefield), significantly limit journey opportunities and are not well-suited to post-COVID journey patterns, such as increased off-peak or weekend travel.
- Current timetables do not coordinate arrival and departure times at interchange nodes – both between rail services and between rail and bus – leading to long waits and slow end to end journeys. Examples of this exist not only at natural hubs such as Huddersfield but also at major centres like Leeds (such as on Sundays when trains are infrequent) and smaller stations like Brighouse where better coordination would greatly enhance connectivity. This also hampers long-distance connectivity and acts as a barrier to modal shift from car to public transport.
- Journey times when travelling by rail are often slow, and do not meet our target for station-to-station rail journey times being no slower than 75% of the off-peak, uncongested, car journey time. Instances include travel from Leeds to Knottingley, Huddersfield to Barnsley / Sheffield, and many journeys which involve interchange.

- Reliability and punctuality can be poor, with some routes, such as that east of Leeds towards Selby / York and the Calder Valley line, particularly prone to poor unpunctual services and/or to cancellations.
- Overcrowded services. Crowding remains an issue on many services on the post-Covid railway, including outside the traditional peaks and at weekends. This takes place at times on most routes.

To address the challenges described above, service improvements to provide a consistent standard of connectivity across the region are required. This means improving the connectivity between those parts of the region which are served by infrequent, slow services whilst also ensuring our quickest, most frequent routes continue to offer the best possible passenger connectivity. It also means improving connectivity between services (whether regional or longer-distance) by providing convenient connections and interchange facilities.

The Rail Vision presents our aspirational standards for service frequencies across the region. Existing service frequencies in West Yorkshire and a full description of our aspirational standards are presented overleaf.

Figure 8 shows current service standards by way of frequency of trains in one direction, based on December 2019 pre-Covid service levels in standard off-peak hours. (Some simplification has been applied, so not all services are counted.) A comparison between this and our aspirational service standard set out in the Rail Vision shows the required improvement of service standards in our region.

The **minimum standard** to be achieved across the region is **2 trains per hour**, with **emerging routes** to see a phased improvement from current levels. Such services that need improvement include connections to important **neighbouring areas** – Greater Manchester, South Yorkshire, North / East Yorkshire and Lancashire.

We hold an aspiration to see the **majority of stations** on core radial routes served by a **4 trains per hour** service for **'turn up and go'** travel

into key urban hubs, particularly Leeds. This includes **combined services** where routes converge on approach to our urban centres.

We have a further aspiration to see **'enhanced'** services running **6 trains per hour** between major centres, including Bradford, and the regional centre in Leeds. This would involve local services running in conjunction with **overlapping** services to provide both inter-regional and long-distance connectivity, with an aspiration for **local hubs** to provide multi-modal interchange and improved active travel provision along with the facilities required.

Figure 8: West Yorkshire train frequency constraints (pre-Covid service level)

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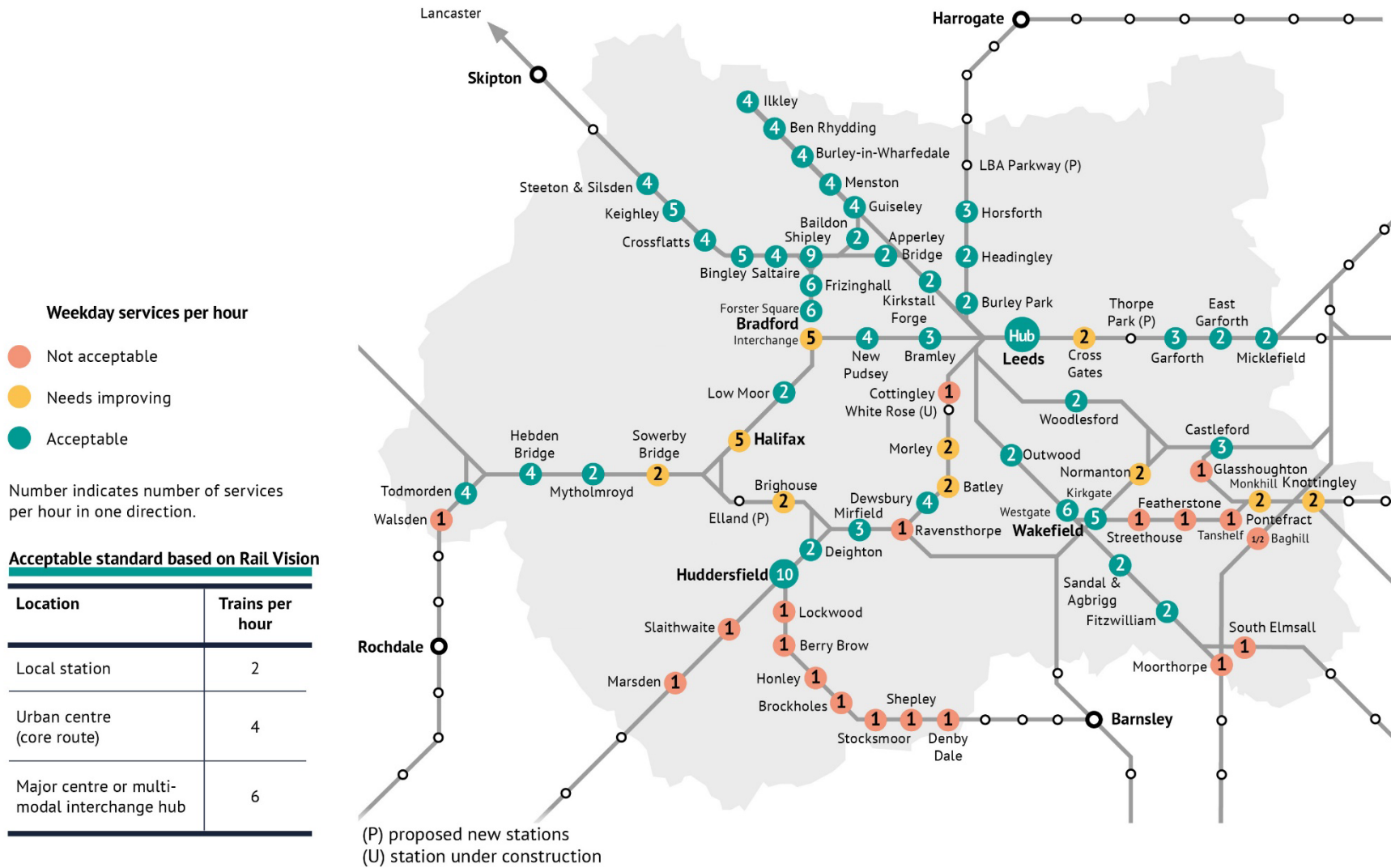
Intra-regional connectivity gaps

Our Rail Vision described intra-regional connectivity gaps in West Yorkshire. These are parts of the network where a relatively poor rail service offer does not align with a strong potential demand for rail trips between the hubs of our region.

We have revisited these intra-regional flows and presented the existing service level, journey time, and comparative car journey time overleaf. We have also presented how the evidence for change for each flow has progressed since our Vision was published.

Our conclusions are unchanged from the Rail Vision, and our analysis still shows that connectivity between hubs other than Leeds, is poor and does not serve the potential market for travel as well as it could – leading to low rail modal shares along these routes.

Rail has the potential to fill some of these connectivity gaps, and some of them are covered in our review of the local routes in West Yorkshire below. Other places where rail could be the solution to filling hub-to-hub connectivity gaps will require the construction of new rail infrastructure and the "Expanding the Reach" chapter of this Strategy covers our work in this area.

Rail is not always the optimal public transport solution. In some places, bus and/or mass transit is likely to offer a better connectivity solution, either on their own or in conjunction with rail. In implementing our Strategy we will work across transport modes to ensure connectivity gaps are addressed in an integrated and complementary manner.

Table 3 below summarises service levels on routes between our region's main centres, and how these compare with car journeys. As throughout this document, these are based on December 2019 pre-COVID rail timetables for standard off-peak hours, because services have been subject to frequent change since then. In general, a return to the off-peak service levels from before COVID is a priority for West Yorkshire.

Table 3: Intra-regional connectivity

Flow	Service frequency (daytime off-peak)	Rail journey time (December 2019)	Car journey time (off-peak)	Evidence for Change
Bradford - Leeds	4 tph from Interchange 2 tph from Forster Square	~17-20 minutes to Interchange ~25 minutes to Forster Square	25-50 minutes	Previously assumed to be enhanced through NPR; now subject to further planning as part of the IRP studies. Improvements to 6tph identified as part of the strategic evidence for Calder Valley line enhancements.
Bradford - Wakefield	4 tph requiring change at Leeds 4 per day direct	~50 minutes via Leeds ~45-55 minutes direct	30-55 minutes	Previously part of NPR (interchange at Leeds), subject to detail planning as part of the IRP studies. Case for hourly direct services identified in Rail Vision development and from district consultation. Improvements identified as part of the strategic evidence for Five Towns area enhancements. In longer term, the Combined Authority will consider options to reinstate the Spen Valley route to provide direct connectivity.
Bradford - Huddersfield	1 tph	~35-40 minutes direct	25-45 minutes	Improvements to 2tph identified as part of the strategic evidence for Calder Valley line enhancements.
Bradford - Halifax	3-4 tph	~10-15 minutes	25-40 minutes	Improvements to frequency and journey time identified as part of the strategic evidence for Calder Valley line enhancements.
Leeds - Wakefield	5 tph to Westgate 3 tph to Kirkgate	~11-15 minutes to Westgate ~16-30 minutes to Kirkgate	20-35 minutes	Improvements to be considered as part of IRP studies. Frequency enhancements to services to/from beyond Wakefield stations, as evidenced by WYCA connectivity standards, would increase frequencies on these routes too.
Leeds - Huddersfield	5 tph (fast or semi fast trains)	~17-19 minutes	30-50 minutes	Improvements to journey times and frequencies (to 6tph fast plus semifast) to be delivered as part of TRU.

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Flow	Service frequency (daytime off-peak)	Rail journey time (December 2019)	Car journey time (off-peak)	Evidence for Change
Leeds - Halifax	3-4 tph	~35 minutes	30-50 minutes	Improvements to frequency and journey time identified as part of the strategic evidence for Calder Valley line enhancements.
Wakefield - Huddersfield	4 tph requiring change at Leeds 1 tph direct	~55 minutes ~25 minutes direct	35-55 minutes	1tph service largely ceased during COVID; priority to restore this Frequency improvements identified as part of the strategic evidence for Five Towns area enhancements.
Wakefield - Halifax	2 tph change at Leeds 4 per day direct	~60 minutes via Leeds ~35 minutes direct	35-55 minutes	Improvements identified as part of the strategic evidence for Five Towns area enhancements. Case for hourly direct services identified in Rail Vision development and from district consultation.
Huddersfield - Halifax	1 tph	~20 minutes	20-35 minutes	Improvements identified as part of the strategic evidence for Calder Valley line enhancements.

Local connectivity gaps

Table 4 overleaf presents examples of how passenger connectivity on each main rail route in West Yorkshire compares to the frequency standards set out above, as well as our aspiration that station-to-station rail journey times should be no slower than 75% of the off-peak, uncongested car journey time, in order that the door-to-door public transport journey can be competitive. It does not however attempt to include all services. Train frequencies are again based on pre-COVID (December 2019) off-peak standard services – in several cases, services are currently running at lower levels than these, and a restoration of these off-peak service levels is a priority for the Combined Authority.

Based on consultation and existing evidence, we have developed an Indicative Train Service Specification (ITSS), which shows one way that our aspirations for the region's rail network could be translated into a specific set of train services. We have then compared this with the existing (weekday, off-peak) offer to show the connectivity gap on each route. Our view is that Sunday services should conform to the standard daily off-peak pattern.

For both local and intra-regional centre-to-centre connectivity there is a programme of further work that is required to plan, make the case for, and work towards delivering improvements to connectivity. We will seek funding opportunities to progress this programme of work and support local and industry partners in the instances where they take this evidence-building forward. The next steps for each route are also summarised in the table overleaf.

We will work closely with the local and rail industry partners to make the case for improvements.

Table 4: Local connectivity service frequency/journey time gaps and next steps

Flow	Service frequency gaps	Journey time gaps	Next steps
Harrogate Line: Leeds to York via Harrogate and Knaresborough	Additional trains required alongside London services to bring total to 4tph Leeds to Harrogate	Journeys between Leeds and stations to the north of the route, notably Harrogate and Knaresborough are slow as a result of line speeds and stopping patterns.	Restore pre-COVID service levels Update existing business case evidence to demonstrate case for improvements
East of Leeds: Leeds to York/Selby via Micklefield	Frequency at WY local stations to be increased from 2 to 4tph (2tph to York and 2tph from Selby) Long-distance services should be increased from 1 to 2tph to Selby and Hull Local and intercity trains to serve Thorpe Park	Journeys towards York from local stations are uncompetitive with car due to stopping patterns and train performance.	Strategic case for speed and frequency improvements is established, including in Outline Business Case for TRU Work with industry partners to ensure the local benefits of TRU are delivered
Five Towns: Leeds to Knottingley via Castleford/Wakefield	Increase frequency of the existing Leeds - Knottingley services via Leeds and Wakefield from 1 to 2tph Direct 1tph services from: Castleford to York, Knottingley to Goole, Pontefract / Knottingley to Doncaster and Pontefract to Bradford	Journeys from Knottingley and Pontefract to both Leeds and Wakefield are slow and reduce the attractiveness of rail. This in part due to indirect routing.	Build on existing work to develop pipeline of interventions and supporting business case Potential quick wins: Restore pre-COVID service levels New Manchester – Huddersfield – Wakefield – Castleford – York service Hourly extension of service to Goole Restoring Your Railway work led by SYMCA developing case for Pontefract - Doncaster
West Riding line: Leeds to Sheffield/Doncaster via Wakefield Westgate	Increase frequency of stopping services to Sheffield and Doncaster from 1 to 2tph Increase frequency of fast trains to Sheffield to 2tph (1tph through from Bradford).	Journeys from local stations to Leeds, Doncaster and Sheffield are slow as they are on the crucial centre-to-centre Leeds – Sheffield flow.	Existing evidence for enhancements needs reviewing and updating as part of IRP studies
Hallam Line: Leeds to Sheffield via Barnsley	Increasing stopping services from 1 to 2 trains per hour, providing a minimum 2tph at local stations and 4tph at key hub stations Introduce direct trains from Normanton to Leeds	Journeys to Sheffield from most West Yorkshire stations on this route are uncompetitive with car, as are journeys from Darton to Leeds and Normanton to Leeds.	Build on existing work to develop pipeline of interventions and supporting business case, to deliver frequency and speed improvements

Flow	Service frequency gaps	Journey time gaps	Next steps
TransPennine West: Leeds to Manchester via Huddersfield	All local stations to have at least 2tph. In longer term, stations closer to Leeds to move towards 4tph Brighouse (and Elland) to have 2tph towards Leeds via Dewsbury	Journeys from some local stations to Leeds are an issue, and Brighouse has poor journey times to Leeds and Manchester, and Huddersfield in part down to train performance, stopping patterns and indirect routing.	Strategic case for improvements is established, including in Outline Business Case for TRU; infrastructure proposed under TRU and IRP should facilitate improved journey times and frequencies to meet / approach our standards Work with industry partners to ensure the local benefits of TRU are delivered Brighouse services to become semifast to Leeds
Penistone Line: Huddersfield to Sheffield	Increase frequency of the current stopping services from 1 to 2 trains per hour	Journeys to Sheffield from most locations including Huddersfield which is an important interurban flow.	Restore pre-COVID service levels Based on established business case for frequency and speed enhancements, work with industry to pursue funding Investigate further the case for reinstating "network gap" between Penistone and Sheffield via Deepcar, jointly with SYMCA.
Calder Valley Line: Leeds to Huddersfield/ Burnley/Manchester via Bradford	Increase off-peak service frequency to provide a two train per hour service on all routes (total service at least 4tph at most locations) Increase Leeds – Bradford Interchange to 6tph in total	Journeys into Leeds from west of the route, and into Manchester from the east are slow – though car journeys also slow due to a constrained road network. Improving Bradford – Manchester journey times is a particular target. Rail journeys to Bradford from Sowerby Bridge, Mytholmroyd and Walsden are slow and uncompetitive with car.	Established strategic evidence sets out need for enhanced services; close alignment with NPR proposals. Priority to review and update evidence in the context of the IRP.
Airedale Line: Leeds/ Bradford to Skipton	Service frequencies generally already meet connectivity standards. In longer term, 4th train per hour Leeds – Skipton (which could be stopping or semi-fast).	Journeys from Leeds to Bradford are slower than via New Pudsey, but intermediate connectivity is important.	Connections between Baildon & Leeds via Guiseley and Shipley to be optimised Develop strategic evidence for the case for future service improvements in these corridors
Wharfedale Line: Leeds/Bradford to Ilkley	In longer term, increase Leeds – Ilkley to 4tph off-peak rather than peak-only.	Travelling from Baildon to Leeds is slow as there is no direct service.	
Dearne Valley S&K Line: Sheffield to Pontefract and York	Increase to hourly as priority; in longer term, work towards 2tph.	Current end-to-end journey times are uncompetitive with car, but there are opportunities for improvement.	Established business case evidence for enhancements; work with industry to pursue funding

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Integrated Connectivity

The previous pages have described the way in which train services should evolve across our region's geography in order to serve a variety of markets. However, the various rail services must not be planned in isolation from one another or from other modes of transport, if rail is to unfold its true potential.

Why is integration important?

Most public transport, and especially the rail network, is geared towards journeys into and out of main centres in our region, especially Leeds. Where services are attractive and capacity adequate, rail currently achieves good modal shares, such as commuting from Airedale and Wharfedale into Leeds, or for travel to London. For other journeys, it too often performs poorly, with disproportionately unattractive and variable journey times, and often poor frequencies. This is especially the case where a change of trains is needed, such as a journey from the Upper Colne Valley (e.g. Marsden) to Bradford. As a result, journeys of other types are carried out overwhelmingly by car, resulting in total in a high volume of road traffic.

Rail needs, within the wider transport network, to be part of a more comprehensive network solution that reflects the wide variety of travel that takes place. While the physical and population characteristics of West Yorkshire could make it fertile ground for public transport, current rail service geography is not in all cases aligned to the main travel flows, some significant settlements lack direct access to the rail network, and no single mode can serve all flows.

An attractive public transport network must provide consistent and predictable levels of service to maintain simplicity and ease of use. However, providing this in our region is a challenge, and from smaller localities it is likely only to be realistic to provide services with attractive frequencies to a small number of destinations or hubs. Our goals can therefore only be achieved by coordinating services, so that interchange

between trains, between train and bus, or indeed between buses, is easy, reliable, consistent and intuitive. Within this, the railway must transform from being, at worst, a set of individual services which do not work together, into being the backbone of a comprehensive sustainable mobility network for our region and beyond.

What should integration look like?

The above factors lend themselves strongly to a system of 'integrated clockface timetabling' where:

- Trains and buses run at the same minutes past each hour (hourly, twice per hour or more depending on the nature of the flow) all day, every day
- All the most important links enjoy direct services
- At interchange nodes, trains (and buses) in all directions 'meet' once or twice (occasionally more) per hour, enabling easy and direct interchange from anywhere to anywhere
- Bus routes are designed, where appropriate, to feed into rail services at such nodes, which might be large towns or might be local railway stations
- Provision of other first/last mile options including cycle and car club, particularly where bus services are less frequent.
- The system operates with a high degree of reliability so that there is confidence that connections will almost always be met
- This is backed up by a simple fares and ticketing system valid across all operators and modes

This "best practice" approach is common in many other parts of Europe, such as the Netherlands, Switzerland and the Czech Republic.

How could it benefit West Yorkshire?

Under this approach timetables can become simple and intuitive, journeys are consistent and reliable, and a far wider range of trips than traditionally assumed becomes a sensible prospect by public transport. As an

example, the map overleaf show where can be reached on pre-COVID timetables by rail within one hour from Slaithwaite station, and where it would be possible to reach within an hour, without the trains themselves physically running any faster, if services around Huddersfield were integrated on these principles. Adding bus integration would enhance the benefits even further. (The maps only consider journeys eastwards from Slaithwaite, travelling through Huddersfield, as the benefits of integrating other locations outside West Yorkshire, such as Stalybridge or Manchester's stations, have not been considered at this stage.)

Figure 9: Current and potential rail journeys within an hour from Slaithwaite

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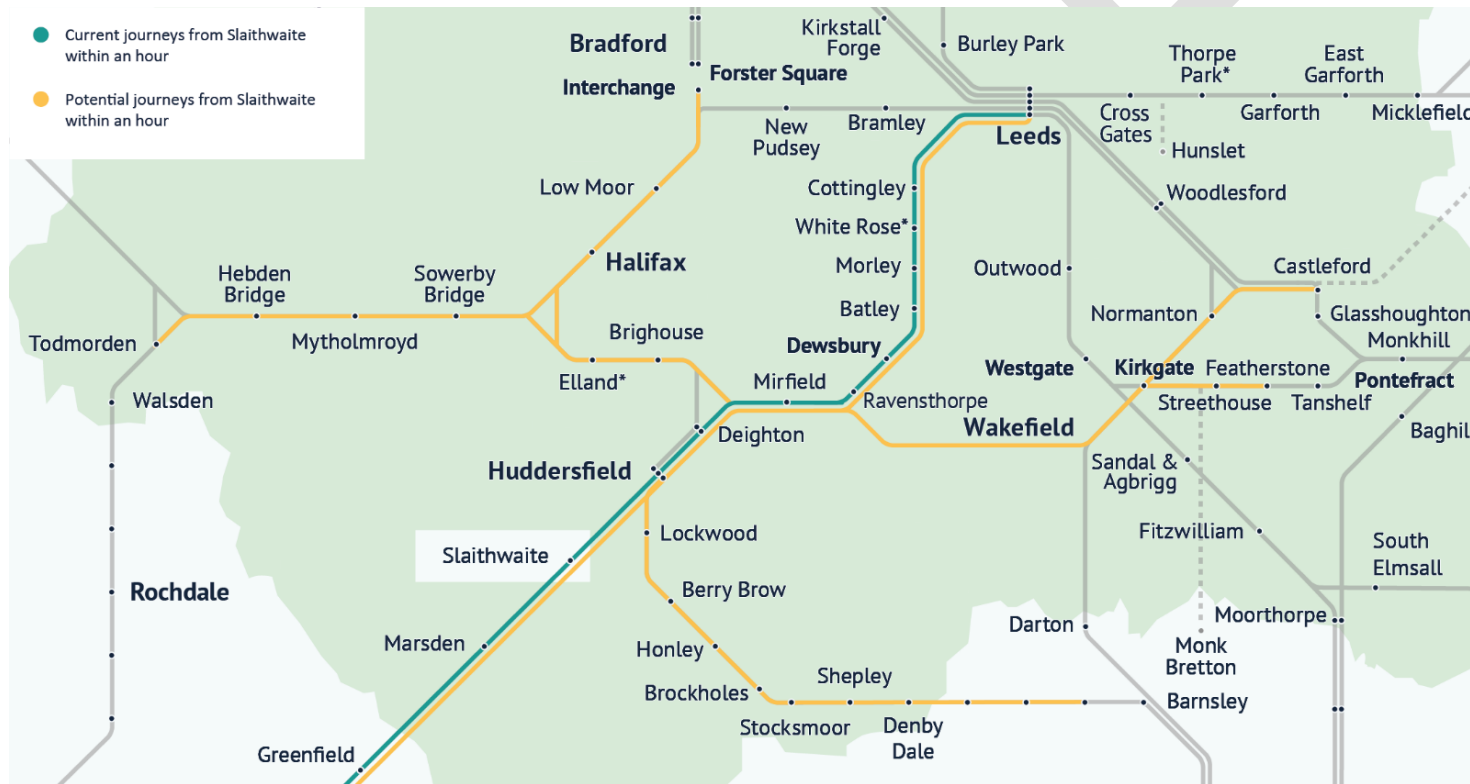
While the approach can be applied within one single mode (such as on rail alone), the advantages are amplified when it is combined across modes to create an integrated public transport system. The objective should be a multi-modal system that allows an opportunity to travel from anywhere to anywhere, at least twice an hour, simply, reliably and affordably, and at least as fast from door to door as the equivalent car journey. The railway will form the spine of this network.

An integrated timetable can help in creating an inclusive, non-discriminatory transport system: because interchange is concentrated at specific times around the hour and specific places, footfall is greater (enhancing personal safety), and interchange nodes are specifically designed and adapted for the purpose.

What are the next steps?

An integrated system of this type will not be achieved overnight: it needs changes to infrastructure, timetabling practice, performance management and beyond, but there are some quick wins such as adjustments to remove "just-miss" non-connections, which can be addressed relatively easily. Looking beyond this, future reforms to the rail and bus industries are likely to present valuable opportunities to move to this more harmonised public transport concept.

Initial modelling work has shown strong potential benefits for West Yorkshire from this approach, with modal shift from car and improved access to opportunity and amenity. We will build on this to develop the concept and supporting business case, to demonstrate in more detail what the future network could look like, including for example how bus routes might be optimised, and how it might be delivered, as an input to our new Local Transport Plan.

Capacity Needs

Introduction

The Rail Vision sets out our ambitious plans for future rail services in West Yorkshire. Improving capacity is central to achieving these ambitions, and a key part of achieving national and regional policy objectives such as the 'levelling-up' agenda, decarbonisation and post-COVID-19 recovery.

As set out in the Connectivity chapter, a key part of our Vision is introducing our minimum standard of two trains per hour on all local and regional services. Alongside this, we must ensure there is enough capacity on trains to accommodate everyone who wants to travel and avoid overcrowding. We will also make sure that we expand capacity on the network for both passenger and freight services to meet the growing demand that is needed for us to realise our regional objectives.

In the rail industry the term 'capacity' has two meanings:

- The space available on passenger trains, in terms of the number of seats and available space for standing on shorter journeys, to accommodate consistently and reliably the number of passengers wishing to travel; and
- The ability of the railway network itself, in terms of the tracks, signalling and junctions, to handle the number and types of trains required to deliver the timetabled passenger and freight services.

The two factors are interrelated. Providing additional passenger capacity can be achieved by providing either more frequent trains (which may require additional track) or longer trains (which may require more or lengthened platforms at stations). Providing more frequent trains gives passengers more choice about when they travel and provide better interchange opportunities. This can attract more people to travel by rail, which then in turn drives the need for additional passenger capacity.

A similar situation occurs for freight services: providing more paths on the network for freight trains (and more convenient / faster paths) can attract

more companies to transport freight by rail, driving the need for additional freight capacity.

The existing capacity on the rail network is highly utilised, meaning there is limited scope to provide longer, more frequent trains without investment in infrastructure.

This chapter summarises the work we have undertaken to understand the capacity challenge and identify what investment may be necessary. We also set out how we will work with the rail industry to secure enough capacity on the rail network to deliver the Rail Vision.

West Yorkshire Capacity and Rolling Stock Study

To understand the nature and scale of improvements to the network that are required to deliver our aspirational service levels, we carried out a detailed study of capacity in our region. This considered:

- The service levels needed to enhance passenger connectivity to support the wider decarbonisation, levelling up and economic objectives in our region, as set out in the Connectivity Chapter;
- The projected demand growth in the region; and
- The on-train and track capacity of the current and future network.

Our study confirmed that a lack of capacity constrains the improvements which can be made to rail services in West Yorkshire. On-train capacity is very limited in places. Before COVID-19 many passengers faced severely crowded rail services on a daily basis, having to stand on peak services in and out of key centres such as Leeds, Bradford, Huddersfield and Wakefield. In some cases, people were unable to board their train due to severe overcrowding.

Overcrowding eased during the pandemic, but we expect the issues to return as more passengers return to the railway. Some routes are already experiencing problems, including at weekends, as the leisure market is recovering more strongly than commuting and business travel. This is

exacerbated by late, cancelled, or short-formed trains – reflecting the highly constrained train fleet sizes in the North.

On top of this, in many places track capacity is so limited that it is not possible to introduce any new services, while platform lengths are too short to run longer trains. This makes it difficult to provide the service levels that West Yorkshire needs to boost productivity, support clean and inclusive growth, and deliver a 21st century transport system alongside decarbonisation.

The following sections summarise the evidence underpinning these conclusions, along with next steps for addressing the capacity challenges.

On-train capacity

The on-train capacity section of the Capacity Study considered how future growth in passenger numbers will affect crowding on trains into key centres in the weekday morning peak (7am-10am). It covered all stations in the districts of the Leeds City Region including Leeds, Bradford, York, Harrogate, Selby, Wakefield, Calderdale, Kirklees, Barnsley and Craven.

Table 5: 2019 and future utilisation of on-train capacity in the morning peak by route

Line	2019		Future (see note below)	
	Seating	Standing	Seating	Standing
Harrogate	most	most	most	most
East of Leeds	most	none	some	some
Five Towns	most	none	most	most
West Riding Line	some	none	most	most
Hallam	most	none	some	some
TransPennine West	most	most	most	most
Calder Valley	most	most	most	most
Airedale	most	some	most	most
Wharfedale	most	most	most	most

○ = no trains exceed capacity

◍ = some trains exceed capacity

● = most trains exceed capacity

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As shown in Table 5 the following lines had peak-time demand greater than the total seating and standing capacity of the trains in 2019:

- Harrogate Line
- Huddersfield Line
- Calder Valley Line
- Wharfedale Line

In addition, on the West Riding line, while capacity is generally sufficient on intercity services, crowding was in 2019 significant on several local services.

Most lines will see demand greater than seating and standing capacity in the future, meaning that some passengers will not be able to get on their chosen service unless capacity is enhanced. Additional train capacity will therefore be needed to provide enough space for everyone and make travelling by train a more comfortable experience.

The work calculated the number of extra carriages (the individual coaches that make up a train) which are needed to meet the projected growth in demand and reduce overcrowding, as well as run the additional services which our region needs to meet our connectivity needs. The requirements have been calculated for three different scenarios, shown in Table 6:

- Low growth to 2040 - the carriages required to accommodate growth in a COVID-19 recovery scenario which assumes peak demand in the region will return to pre-COVID levels by 2025, with growth to 2040 based on a combination of Network Rail Continuous Modular Strategic Planning (CMSP) growth forecasts and our local growth assumptions;
- High growth to 2040 - the carriages required to accommodate growth to 2027 as forecast in our Transport Strategy, with growth to 2040 based on based on a combination of Network Rail CMSP growth forecasts and our local growth assumptions, resulting in a +100% increase in demand from 2020-2040; and
- Service enhancements - the number of carriages required to deliver our aspirational connectivity levels, without any demand growth.

As shown in the Table 6, **up to 79 additional carriages would be required to deliver a low growth recovery from COVID-19, with up to 195 carriages required should demand return as projected prior to COVID-19. In addition, a further 43 carriages would be required to deliver our required service frequency improvements, bringing the total of additional vehicles required to 238** against a base of 743

carriages to deliver the current service. It should be noted that the base used here, referred to as "2022", refers to the December 2021 timetable, not the pre-COVID December 2019 as used in Table 5. Because fewer trains ran in the peaks in December 2021 than did in 2019, the number of carriages operating on several routes was less in 2022. Therefore, if the pre-COVID December 2019 timetable were instead taken as the base, then the uplifts required against the base train fleet size would be less than shown here.

The numbers given here should be taken as orders of magnitude rather than precise prescriptions for the industry, because the ways in which services are planned and trains provided are complex. The values given have regard to the need to maintain sufficient spares in the fleet to allow for maintenance and cover for failures or other contingencies. Overall, this represents a significant increase in current rolling stock volumes, and we will need to work closely with the industry to identify opportunities to realise this growth.

Table 6: Carriages needed on each route to meet low growth, high growth and service enhancement scenarios

Route	2022	Low growth (2040)	High growth (2040)	Required service enhancements	Service enhancements plus low growth (2040)	Service enhancements plus high growth (2040)
Harrogate	51	57	72	84	84	84
East of Leeds	215	220	238	227	227	238
Five Towns	16	22	28	43	43	43
West Riding	46	55	63	70	70	70
Hallam	35	38	44	30	38	44
Huddersfield	141	146	161	162	162	162
Penistone	9	18	18	18	18	18
Calder Valley	125	136	151	201	201	201
Airedale	75	90	100	94	94	100
Wharfedale	28	38	61	28	38	61
Dearne Valley	2	2	2	24	24	24
Total	743	822	938	981	999	1,045
Difference vs base	-	+79 (11%)	+195 (26%)	+238 (32%)	+256 (34%)	+302 (41%)

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Track capacity

The track capacity section of our Capacity Study analysed how heavily used the rail network infrastructure in West Yorkshire is. The end results are displayed on the map overleaf, where each line is colour coded according to the number of minutes it is in use per hour. This shows areas which were heavily used in the last pre-Covid timetable in December 2019, and which may struggle to accommodate new services.

While not all services running then have yet returned since COVID, the diagram overleaf shows clearly that large areas of the rail network across our region are heavily used, with the timetable using close to the full capacity of the tracks across long stretches of the network. There are several areas which are close to full capacity:

- The approaches to Leeds station.
- The Harrogate Line: between Harrogate and Leeds;
- The East of Leeds to York and Selby Line: between Micklefield and Leeds;
- The West Riding Line;
- The Huddersfield Line: between Dewsbury and Leeds;
- The Penistone and Hallam Lines: particularly the approach to Barnsley Interchange;
- The approach to Castleford in the Five Towns;
- The approaches to Bradford Interchange on the Calder Valley Line;
- The Airedale & Wharfedale Lines between:
    - Apperley Bridge and Leeds;
    - Guiseley and Shipley; and
    - Cononley and Keighley.

A variety of infrastructure solutions could be used to improve capacity in these areas, including signalling enhancements, adding more tracks and improving junction layouts. Specific improvements to Leeds station and its immediate approaches could include additional lines and platforms,

widening viaducts and improving junction layouts to avoid different routes crossing each other and creating conflicts.

Leeds station

As the largest rail hub in West Yorkshire – and one of the busiest in the country – Leeds station has a significant role in accommodating local, regional and national rail services. Ensuring there is sufficient capacity is critical to supporting services throughout the region - the majority of services start at, terminate at or pass through Leeds, or are affected by the infrastructure constraints at Leeds. Because of the importance of the Leeds area, these constraints have impacts much more widely around the North, often causing delays to spread across a wide area of the network. The constraints at Leeds station include:

- Short platforms, which restrict the ability to operate longer trains;
- Pinch-points on approaches to the station, which constrain overall capacity across the entire region and prevent operation of additional services; and
- The track layout and nature of services mean platforms are used inconsistently, with some busy all day and others less utilised.

These problems are exacerbated by the timetables serving Leeds, which are not designed with its capacity constraints in mind. Services often have to be to be timetabled with long dwell times at Leeds, using its capacity as a 'safety valve' to make up time lost elsewhere on the network and leading to high platform occupancy. Over the longer term, supporting HS2, Northern Powerhouse Rail and implementing our aspirational service pattern would bring further capacity challenges.

Possible solutions to these challenges involve combinations of providing additional platforms, track and potentially new routes into Leeds station, including the T-shaped station concept as proposed by HS2. These solutions are substantial and will need further whole-industry and whole-network development work to identify and deliver the most appropriate solutions.

Peak time track occupations, May 2019 timetable

- ▬ Severely constrained >75%
- ▬ Moderately constrained 50 — 75%
- ▬ Not constrained <50%

Skipton

Harrogate

York

Ilkley

Ben Rhydding

Burley-in-Wharfedale

Otley

BRADFORD

Wharfedale line

Menston

Gulseley

✈ Airport

Horrogate line

LBA PArkway*

Horsforth

LEEDS

Steeton and Silsden

Keighley

Airedale line

Crossflatts

Bingley

Ingrow (West)

Damems

Oakworth

Haworth

Keighley & Worth Valley Railway

Oxenhope

Saltaire

Shipley

Apperley Bridge

Airedale line

Frizinghall

Baildon

Kirkstall Forge

Headingley

Burley Park

Leeds

Capacity constraints at Leeds station on immediate east and west approaches

Thorpe Park*

Cross Gates

Garforth

Micklefield

East Garforth

East of Leeds to York/Selby line

Capacity constraints in the Shipley area

Capacity constraints at Bradford Forster Square

Capacity constraint at Mill Lane junction and Bradford Interchange

Bradford Forster Square

Bradford

Bradford Interchange

New Pudsey

Bramley

Cottingley

White Rose*

Woodlesford

Calder Valley line

Low Moor

Burnley

Morley

TransPennine West line

West Riding line

Five Towns line

Castleford

Capacity constaints at Castleford station

Knottingley

Glasshoughton

Pontefract Monkhill

Pontefract Tanshelf

Pontefract Baghill

Hebden Bridge

Mytholmroyd

Calder Valley line

Sowerby Bridge

Halifax

Brighouse

Batley

Dewsbury

Outwood

Normanton

Streethouse

Featherstone

Todmorden

Walsden

Elland*

Ravensthorpe

Wakefield Westgate

Wakefield Kirkgate

Wakefield

WAKEFIELD

Littleborough

Deighton

Mirfield

Sandal and Agbrigg

Huddersfield

West Riding line

Dearne Valley line

Fitzwilliam

Lockwood

Slaithwaite

Berry Brow

Honley

Penistone line

Hallam line

South Elmsall

Marsden

Brockholes

Stocksmoor

Shepley

KIRKLEES

Denby Dale

Moorthorpe

Barnsley

Penistone

This map and the data that informs it only cover main routes with frequent passenger services

CALDERDALE

TransPennine West line

Interventions required and next steps

Based on the work undertaken so far, **there is a clear need for capacity enhancements at Leeds station and elsewhere across West Yorkshire**.

More detailed rail planning and business case work is needed to understand what specific improvements are needed, what phasing of delivery would be optimal, and which options provide best value for money. To make the case for these improvements, we will work with the industry and partners to review existing work and to produce updated business case evidence, including feeding into the Integrated Rail Plan studies wherever possible. Further work will also be needed to demonstrate precisely when each stage of additional capacity will be needed and create a programme of potential works.

However, our initial technical work has produced a staged set of interventions to deliver our capacity requirements. As set out above, the COVID-19 pandemic brought unprecedented disruption to society with a major impact on the usage of public transport. Rail demand, however, has returned strongly across our region. While there is still uncertainty around the long-term impact of COVID-19 on rail demand and wider travel habits, our rail network is constrained *today* as a result of years of underinvestment. Even taking the most pessimistic view of no growth, which we do not consider realistic, our rail network will still require significant and urgent investment. Figure 10 summarises the interventions the region requires in the short and medium terms.

In the longer term, in order to meet our region's ambitions in decarbonisation and inclusive growth, rail will and must play a significant role. Our rail network needs to be significantly improved, so that rail travel can be a viable and attractive option as part of an integrated public transport offer across a wide range of journeys. Figure 11 sets out the key interventions required on our existing network to meet those objectives if we are serious about tackling the climate emergency and enabling

inclusive economic growth. These are in addition to interventions required in the 'no growth' scenario, and to Northern Powerhouse Rail and HS2.

It is likely that some of these capacity options will have an impact on land, housing growth and development. **We will urge the Government to work with us, our district partners and the industry to understand the impact and agree viable options to deliver the capacity we need to realise our vision for rail**.

Figure 10: Interventions required in a 'no growth' scenario

Legend:
- Longer trains
- Additional peak trains
- Other interventions

(P) proposed new stations
(U) station under construction

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Figure 11: Interventions required to meet our region's objectives

Longer trains

Signalling improvements

Other capacity enhancements e.g. tracks

Electrification priorities (first phase) associated rolling stock improvements.

(P) proposed new stations
(U) station under construction
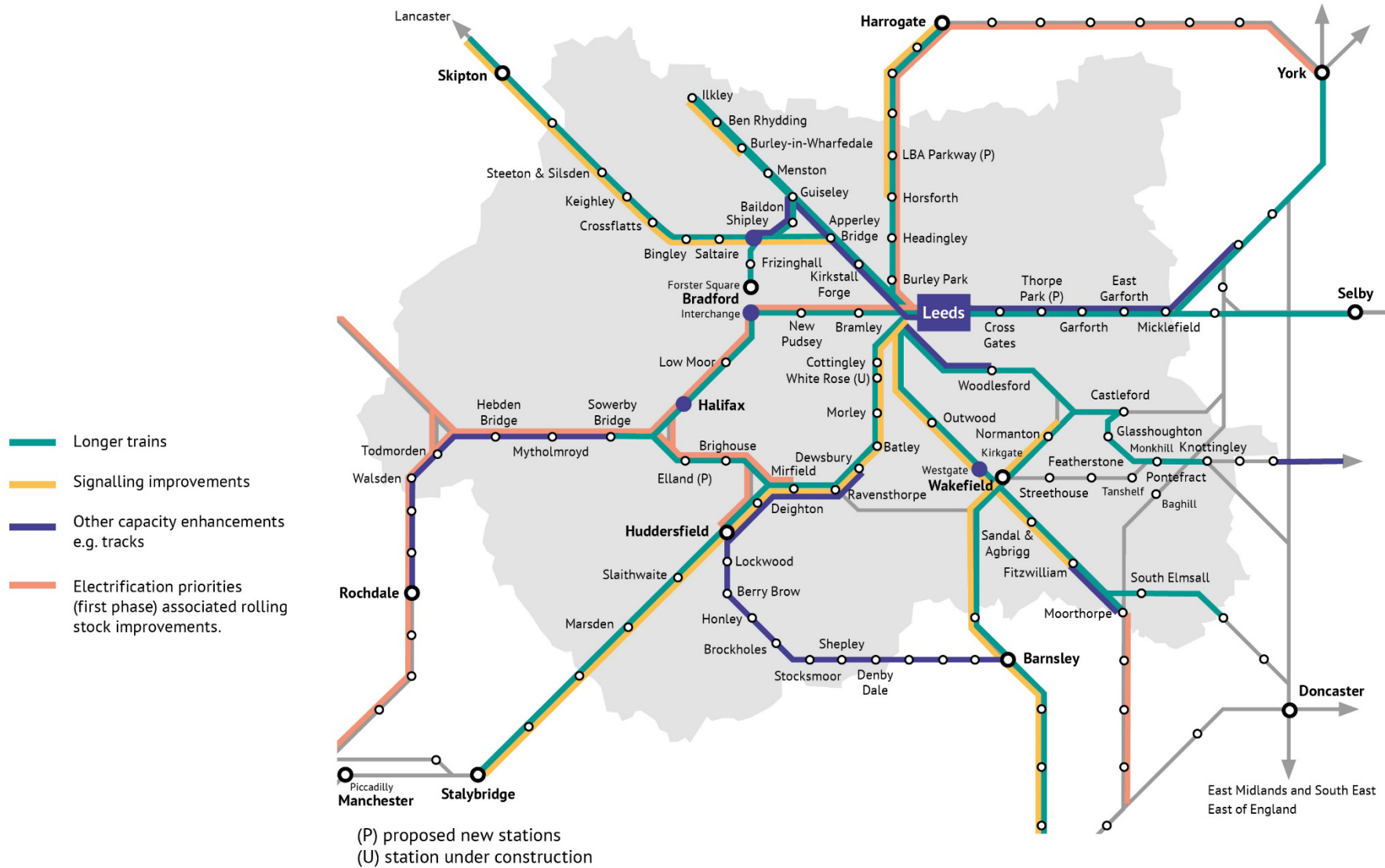
Passenger Experience and Access to the Network

Introduction

A core principle underpinning this Strategy is creating a regional rail network which is safe, easy to use, accessible and convenient. This chapter focuses on improving passenger experience on the rail network in West Yorkshire, spanning across the passenger journey from buying tickets, to accessing and using stations, to the on-train experience.

The development of **rail fares and ticketing** must be considered as part of the wider West Yorkshire and North of England public transport ticketing system. The way that the fares and ticketing system operates has real impacts on the overall attractiveness and affordability of rail. Buying a ticket is often someone's first interaction with the rail network. We need a system that can fit around how people live their lives and travel, and which ensures everyone gets the best and most appropriate fare for the journey they make, but is not overcomplicated.

Stations are the gateways to our rail network. While rarely the true start or end of a journey, they are the face of the railway to the travelling public. The quality and fitness-for-purpose of stations is crucial to achieving modal shift towards rail and promoting socially inclusive and sustainable access to opportunity and amenity.

Rail stations are often places of interchange between rail services, as well as interchange between rail and other modes of transport – including bus, walking, cycling, taxi, car club and car. Stations can also function as local hubs in their own right, hosting valuable services for communities. As well as being attractive and accessible, each station needs to be rooted in its local area and have functions which suit its community. Provision of high-quality information about onward transport options will help to ensure that

the interchange between rail and the first/last mile of the passenger journey is seamless.

Most of the passenger journey is spent onboard trains, so providing the right **on-train environment and experience** is important to encourage modal shift. Making sure that journey types and train types are properly matched up (e.g. using higher density seating for shorter journeys while maximising comfort on longer trips) can also help make travel more comfortable. Many trains currently used in West Yorkshire are over 30 years old and will need to be upgraded or replaced to comply with de-carbonisation requirements and to meet the minimum quality standards that we expect.

> **Station and On-train Safety and Inclusivity:** We believe that the railway must be safe and accessible for everyone, from all walks of life. Ensuring that stations and the on-train experience are inclusive and safe should be the default position of the railway industry, and is a position we strongly advocate. This principle underpins all the possible interventions set out below.

> **Rail Network Safety:** Our position is that the inherent safety of rail is a major strength and we will continue to support industry-wide efforts to maintain and improve it, such as through upgrading or closing level crossings where appropriate. As well as safety benefits to road and rail users, these investments can also bring further benefits through improving rail journey times, reliability and capacity.

Fares and ticketing

Fares and ticketing form an important first impression of the rail network. No matter how efficient, reliable, comfortable, and fast the rail system may be, we will struggle to achieve modal shift and inclusive growth if buying a

ticket is perceived as poor value for money or is so complex that it creates accessibility barriers.

Currently, the wide range of rail products, fares, rail cards, restrictions, and retail channels present a complex and often difficult system for passengers to navigate. This can make it challenging for people to have confidence that the products they purchase are correct and provide them with the best value for money for their travel requirements. While some rail fares are seen as good value, others are viewed as prohibitively expensive, and the wider perception is that arbitrary inconsistencies abound, especially where journeys cross administrative boundaries.

Alongside this, travel patterns are changing – including part-time or flexible working, multiple work locations, and the growth of the leisure economy compared to business travel and commuting. The way tickets are delivered is also changing, with gradual migration away from paper tickets towards mobile or e-ticketing, smart cards (such as MCard), and other products. However, this has been limited by the complex structure of the rail industry, including the fares and ticketing systems themselves.

To help achieve our objectives for the Rail Strategy, we have identified a set of specific priorities for the development of rail fares and ticketing:

- Simplicity – We will call for improvements to reduce the complexity of fares and ticketing – aiming for a system which is simple, clear, logical and easy to use for passengers;
- Value for money – We will support measures to ensure passengers achieve good value for money for their travel – whilst also tackling issues relating to affordability and increasing the attractiveness of rail travel as the 'product' purchased; and
- Passenger needs – We will endorse changes to the fares and ticketing system to better suit changing travel patterns and passenger needs, integrated across all modes of travel – including catering for pan-Northern travel markets as connectivity improves.

Addressing these issues is likely to be challenging within the current fares structure, and as a Combined Authority, we have only limited influence over ticketing and do not set rail fares. However, the Williams-Shapps Plan for Rail set out a case for a new fares structure which is better equipped to cater for the aims set out above, including simplifying fares and introducing London-style ticketing on urban and commuter networks throughout the UK.

We will feed into the implementation of this structure, making sure it contributes to our economic, social, and environmental objectives and is coordinated with our wider transport network. We also recognise the tensions and potential conflicts that would need to be carefully considered – notably in balancing simplicity, value for money, fairness, flexibility, and operating efficiency.

Stations

Stations are the face of the railway to the travelling public. The location, quality and methods of access to stations fulfil an important role in potential passengers' travel decisions. Stations can also offer wider social value, providing hubs where people meet, and shaping wider community- and place-based economic development.

Our vision for rail stations is for them to be attractive gateways to the rail network which help rail to contribute to socially inclusive and sustainable economic growth. They will provide comfortable, safe and pleasant waiting environments with accurate, timely, clear and accessible information. They will also play a role in attracting investment in our region and regenerating their catchment areas.

We consider it a given that the rail industry will provide station facilities that meet passengers' requirements in terms of safety and accessibility, but also station amenities which should provide a minimum level of comfort.

In some instances, the Combined Authority will also be involved as a co-funder to accelerate the accessibility improvements to achieve the ambition of inclusive growth. Working with the industry, we will complete

planned accessibility improvements in Todmorden, Menston and Pontefract Monkhill and we will continue to secure further funding to accelerate accessibility enhancements elsewhere.

Looking beyond these basic amenities we have undertaken work to identify the relationship between stations and the area they serve, and therefore the facilities and infrastructure needed for passengers to best access stations. This considers the role of each station in West Yorkshire and their fit within the community and economy they serve.

This section summarises the identified station roles and relationships with the surrounding area, and next steps to develop a work programme which will upgrade stations to meet those standards.

Station Amenities

As gateways to the network, stations are an important part of the passenger experience. **All stations** in the region must provide a minimum standard to allow all passengers to access the network. This includes:

- Facilities and infrastructure that ensure a safe station for all;
- Step-free access to every platform to allow access for all;
- A comfortable waiting environment, with seating and shelters; and
- Appropriate information to inform passengers about the rail journey and the journey to and from the station.

In addition, many stations act as hubs for interchanging rail passengers, be it between trains or with bus (and in future mass transit) – these locations will require additional facilities to be effective interchanges. Stations serving longer-distance travel also require amenities for passengers arriving at the station early, and for other activities such as meeting friends and colleagues. This is particularly important for stations in **regional and sub-regional centres** - Leeds, Wakefield Westgate and Kirkgate, Huddersfield, Halifax and Bradford Interchange and Forster Square. Such amenities are likely to include upgraded waiting facilities, retail and refreshment outlets, toilets, and higher levels of provision of information and assistance.

Opportunities will be taken wherever they arise to enhance facilities at stations to improve the quality of journey and encourage use by passengers and others alike. However, those opportunities, and the funding available, are likely to be unique to each station and so must be considered on a case-by-case basis.

Station access

Each rail station will have its own unique requirements for connectivity with other transport modes. This will depend on the station's location relative to the area served and the nature of journeys being made to and from the station - such as longer or short distance, or for commuting, leisure or business travel. For example, stations in **regional/sub-regional**

centres and **principal towns** have significant volumes of passengers both starting and finishing their rail journeys at the station. Passengers using the station as the start or end of their rail journey are likely to have different priorities in terms of their access travel. For example, someone ending their morning commute at a city station is unlikely to have access to their own bicycle, meaning they require alternative modes of transport for their onward journey. These stations are also located towards the centre of the urban areas they serve, making integration with bus network and other transport modes essential and generally relatively easy to achieve.

For local stations, there is likely to be a greater number of passengers travelling between the station and their home address, and using the station as the starting point for their outward rail journey. Because these stations are so unique, with their own local contexts, the best way for passengers to access the station is likely to be bespoke, reflecting:

- The station setting, including whether the station is in the centre or on the edge of a settlement and whether the surrounding area is high or low density; and
- The length of rail trips from the station, which affects whether other modes of transport complement or compete with rail travel.

What is clear is that across all stations a blend of different access types will be necessary to provide the best possible integration between the rail station, its complimentary access modes and the communities and economies they serve. The table overleaf summarises the range of access facilities that should be provided at different types of station, the station settings in which each mode is likely to be dominant, and therefore where interchange facilities are most needed. Interchange between public transport may however happen at stations of all types, and our prioritisation will reflect these roles and potential.

Table 7: Access requirements and gaps

Access mode	Station settings where access mode should be emphasised	Facilities needed to deliver good access	Typical gaps in provision
Walk access	**All stations.** Priority where stations centrally located within catchments and car ownership low E.g. Burley Park, Featherstone, Lockwood, Mytholmroyd, Frizinghall	• Information about walking routes, route signposting and maps • Walking infrastructure including good quality paths, road crossings, pedestrian areas, traffic calming and road safety measures • Personal security measures such as improved lighting, sightlines and CCTV	Walking infrastructure and wayfinding typically poor; some routes indirect; features (e.g. bridges, poor lighting / sightlines) create poor perception of safety
Cycle access	**All stations.** Priority where stations have dispersed catchment and rail trips are medium to long (i.e. cycling entire journey is not viable option) E.g. Pontefract Monkhill, Steeton and Silsden, Brighouse, Denby Dale	• Secure cycle parking including bike maintenance facilities/repair shop • Integration with cycling infrastructure e.g. cycle paths, route maps and signposting • Traffic calming and other road safety measures	Cycle racks common, but not other facilities (such as maintenance tools) Limited integration with main cycle routes and infrastructure
Bus access	Facilitated where bus and rail journeys can improve connectivity and/or where station can act as interchange between buses. Emphasis where stations serve (or could serve) a wide catchment, including major hub stations E.g. Keighley, Dewsbury, Castleford, Hebden Bridge	• Enhancing and re-routing services, and altering timetables, to integrate better with rail as is currently being covered in our integrated connectivity work • Multi-modal route maps, timetables and real-time information at stations and stops, signposting between rail and bus • Multi-modal integrated ticketing options • Designed interchange spaces including bus stops and waiting areas, and pedestrian routes between station and bus stops	Most stations have bus routes near stations, but physical integration between bus stop and station is often poor Bus and rail routes, timetables and fares are not typically integrated

Access mode	Station settings where access mode should be emphasised	Facilities needed to deliver good access	Typical gaps in provision
Car access	Drop-off and Blue Badge parking for all stations. General car parking prioritised only where space available to provide parking and stations are on the edge of their catchment and provide a park-and-ride function, or served by roads on the Key Route Network and where rail trips are typically long, with stations providing a 'parkway' function. E.g. New Pudsey, Thorpe Park	• Must include drop-off and pick-up locations (including for taxi and private hire vehicles) and Blue Badge parking spaces where possible • Where provided, should include signed car parks at or close to the station with priority spaces for certain groups (e.g. car sharers, parent and child) • Management of on-street parking within vicinity of the station • Provision of electric vehicle charging points whenever is appropriate.	Historic approach to station parking has been ad hoc and opportunity-based, resulting in inconsistent quantity of spaces and quality of provision Demand for car parking at stations has often exceeded the available spaces
Mobility Hubs	Best suited to "destination" stations which have a higher proportion or high numbers of inbound trips, or with a large nearby population that may use the facilities independently of rail travel. E.g. Hebden Bridge and Keighley	• Flexible bike/e-bike rentals, e-scooter schemes and car club provision	CA are currently working to develop proposals for mobility hubs which has a wider scope across the whole of WY.

Stations: Next steps

Our Station Access study included an initial gap analysis to identify stations where access provision currently falls short of the facilities identified in Table 7 above. As active travel provision is identified as a priority for all stations, our next steps will be to undertake a piece of work to identify opportunities for further improvements to improve walking and cycling access to stations across West Yorkshire. This will be developed as a pipeline of potential improvements for implementation when funding opportunities arise.

Finally, whenever funding opportunities arise, we will seek to develop business cases and secure funding to rectify the gaps identified in Table 7 and improve access to our stations.

Accessibility improvements

Equal access to the rail network is a right, not a luxury. The accessibility of rail stations varies considerably across West Yorkshire. 71% of stations in West Yorkshire do not have compliant step-free access, and many lack facilities that assist the user experience, such as toilets, drop-off/pick-up points and induction loops. Other existing facilities such as signage do not meet current standards. All of these exclude people from travelling by train to access jobs, education, leisure and health services. Improving accessibility and inclusivity benefits a broad range of existing/potential rail users including older and mobility impaired people, people with pushchairs and small children – while improving the experience for all travellers. The existing accessibility at stations on our network is illustrated on the map overleaf.

Figure 12: West Yorkshire rail station accessibility

Lancaster

Skipton

Harrogate

Ilkley
Ben Rhydding
Burley-in-Wharfedale
Menston
LBA Parkway (P)
Steeton & Silsden
Keighley
Guiseley
Horsforth
Crossflatts
Baildon
Shipley
Apperley
Bridge
Headingley
Bingley Saltaire
Frizinghall
Kirkstall
Forge
Burley Park
Forster Square
Bradford
Interchange
New
Pudsey
Bramley
Leeds
Cross
Gates
Thorpe
Park (P)
East
Garforth
Garforth
Micklefield
Low Moor
Cottingley
White Rose (U)
Woodlesford
Castleford
Halifax
Morley
Outwood
Normanton
Glasshoughton
Monkhill
Knottingley
Hebden
Bridge
Sowerby
Bridge
Brighouse
Batley
Kirkgate
Featherstone
Todmorden
Mytholmroyd
Dewsbury
Mirfield
Westgate
Wakefield
Streethouse
Tanshelf
Pontefract
Baghill
Walsden
Elland (P)
Ravensthorpe
Deighton
Sandal &
Agbrigg
Fitzwilliam
South Elmsall
Huddersfield
Lockwood
Moorthorpe
Slaithwaite
Berry Brow
Rochdale
Marsden
Honley
Shepley
Barnsley
Brockholes
Stocksmoor
Denby
Dale

Station accessibility

■ Step-free

▲ Step-free but not fully accessible

● Not step-free

◻ Committed scheme

Note: All stations along the
Transpennine route could potentially
be made step-free as part of the
TRU programme.

(P) proposed new stations
(U) station under construction

06

Government investment in recent years for improving accessibility has been limited, meaning slow delivery and limited impacts. The Government's Access for All Programme for accessibility improvements is available every five years. In recent years, West Yorkshire has only received funding to improve two stations in every five-year cycle. Rail franchises covering the North of England have only had modest annual budgets to deliver small-scale accessibility improvements. Given that 71% of West Yorkshire's stations do not have compliant step-free access, the current rate of investment would mean that it will take decades for all our rail network to be fully accessible. Combined Authority intervention therefore is needed to accelerate delivering accessibility improvements sooner, not only to provide benefits to passengers more quickly but also to maximise the opportunities available to lever in substantial government and industry investment.

We have completed accessibility audits in all West Yorkshire stations operated by Northern Rail. The Combined Authority is working closely with the rail industry to make use of the available funding to implement a programme of smaller accessibility schemes, such as compliant signage and toilets. In terms of larger-scale accessibility improvements, such as installing lifts, we are working closely with Northern to make joint submissions for Access for All funding and will provide match-funding whenever appropriate to maximise the opportunity for success.

On-train experience

The quality of trains serving our region's railway forms a large part of the overall passenger experience – optimising which is vital to achieving our decarbonisation objectives by encouraging more people to use the railways. Trains need to be an attractive place for passengers to spend time, whether it be for commuting, business travel, visiting friends and family, or going on holiday.

West Yorkshire's current fleet ranges from suburban units over 35 years old to brand-new local, inter-regional and long-distance trains. In some cases, trains are used in a way that does not suit their design – such as using high density urban trains for long-distance services or interurban trains on suburban work. This can compromise comfort and/or cause operating problems such as delays in boarding and alighting.

Table 8 provides a summary of the main train types operating in our region. Several are over 30 years old and reaching the end of their useful lives, and/or are diesel trains which will need to be replaced to meet challenging decarbonisation objectives (see Decarbonisation chapter). Some trains offer poor accessibility, cramped interiors, poor seating, a lack of air conditioning, or limited information provision. However, many of the trains operating in West Yorkshire have recently been refurbished, adding amenities such as power sockets, Wi-Fi and upgraded information systems, and we would like to see this high standard rolled out across the network.

Table 8: Principal train types used in West Yorkshire

						Seating						
150		2 and 3 car sets	Diesel	1984 - 87	75mph	••• •• / ••• •• 3+2	Y	Y	Ⓝ	Ⓝ	Text only	Local
158		2 and 3 car	Diesel	1989 - 92	90mph	•• •• / •• •• 2+2	Y	Y	Y	Y	Text only	Local, inter-regional
170		3 car	Diesel	2004 - 05	100mph	•• •• / •• •• 2+2	Y	Y	Y	Y	Text only	Local
185		3 car	Diesel	2005 - 06	100mph	•• •• / •• •• 2+2	Y	Y	Y	Y	Digital screens	Local, inter-regional
195		2 and 3 car	Diesel	2017 - 20	100mph	•• •• / •• •• 2+2	Y	Y	Y	Y	Digital screens	Local, inter-regional
220/221		4 and 5 car	Diesel	2000 - 01	125mph	•• •• / •• •• 2+2	Y	Y	Y	Y	Text only	Long distance
331		3 and 4 car	Electric	2000 – 03	100mph	•• •• / •• •• 2+2	Y	Y	Y	Y	Digital screens	Local
333		4 car	Electric	2015 -2018	100mph	••• •• / ••• •• 3+2	Y	Y	Ⓝ	Ⓝ	Text only	Local
800 series		5 and 9 car	Electric/ bi-mode	1988 - 92	125mph	•• •• / •• •• 2+2	Y	Y	Y	Y	Text only	Inter-regional, long distance
91 + Mk4		9 car	Electric (loco)	2016 - 18	125mph	•• •• / •• •• 2+2	Y	Y	Y	Y	Digital screens	Long distance
68 + Mk5a		5 car	Diesel (loco)	2016 - 18	100mph	•• •• / •• •• 2+2	Y	Y	Y	Y	Digital screens	Inter-regional, long distance

To help achieve our objectives, we have identified a set of specific priorities for improving the on-train experience:

- Passenger experience – We will promote the development of a consistent high quality on-train experience for each type of journey, suited to the market being served; and
- Productivity benefits – We will push to maximise productive time on trains by providing adequate comfortable seating capacity and high-quality digital connectivity.

Our Rolling Stock Study defined a potential future fleet based on the types of services which are being run now and will be in future. These were categorised as local, inter-regional and long-distance, with unique requirements for each type as shown below. Critical quality factors that should be reflected in all rolling stock specification include:

- Full compliance with all accessibility requirements
- Air-conditioning
- High-performance mobile and wi-fi connectivity plus power sockets
- Informative and accurate real-time information screens
- Space for luggage reflecting the routes the train serves, including large items such as pushchairs, and cycles as appropriate
- A high standard of seating comfort, generally aligned with windows
- For local services, capacity to stand for short periods in reasonable comfort and safety
- For inter-regional and long-distance services, extra facilities such as first-class accommodation and catering (trolley and/or buffet)

Experience has shown that the "2+3" pattern of high-density seating for short-distance rolling stock brings few benefits in practice, with centre seats often not used while reducing usable standing space, and so it is not recommended for future fleets.

We will seek to influence future rolling stock procurement (including new-build and refurbishment) to ensure that these standards are reflected and that the quality of the passenger experience is paramount when specifications are set.

Expanding the Reach

There are parts of our region which are not currently well served by rail or other forms of public transport – including significant towns with no station. Our Rail Vision committed us to identifying ways to address these gaps, where additions could significantly increase the network's ability to achieve our objectives and spread the benefits of rail more widely across our region.

While rail is particularly effective at moving large numbers of people over longer distances than modes such as bus or active travel, our network at present serves a wide variety of travel needs, and this will certainly continue and increase, especially in the context of an integrated network. Rail will not always be the best solution to a connectivity need, or in some cases may not be practically deliverable. In these situations, alternatives such as upgraded bus services or mass transit will be developed – often in the context of multi-modal solutions such as designing bus and rail integration into our network planning to provide an attractive through journey opportunity. Our work has therefore considered the connectivity gaps identified in the round.

Where rail is the best-suited mode to addressing gaps in the transport network, we have considered measures to address these gaps. Some gaps could be filled by more 'standalone' measures, such as introducing new direct services or constructing new stations. Others could require more substantial intervention such as the construction of new lines and routes. This chapter identifies the schemes which we will be considering in further detail, following initial consultation and evidence gathering.

New services on the existing network

For many people in our region, longer-distance journeys will involve travelling to a hub station by a non-rail mode, rather than taking a direct service from their local station. This can make travel by public transport unattractive compared to travelling by car, and means that travel to employment and other opportunities is highly dependent on private cars.

New direct services could provide a step change in connectivity in these situations, alongside other opportunities based on high-quality interchange.

This is a particular challenge for the 'Five Towns' of Pontefract, Castleford, Knottingley, Normanton and Featherstone in the south-east of the region with their dispersed population. Here, rail connections to regional centres like Doncaster, York, or Bradford almost inevitably involve an interchange at Leeds, adding time, cost and complexity.

Travel is often dominated by private cars, causing problems with social exclusion, congestion and emissions, and limiting the potential for further development and employment growth. Our Five Towns Connectivity Study found that a relatively small number of interventions could address many of the connectivity gaps between these places (shown in Figure 13), where rail is a viable solution:

- Increasing the frequency of Sheffield-Pontefract-York services from 3 trains per day to 1 train an hour;
- Extending the hourly Huddersfield-Castleford service to York;
- Extending the existing Leeds-Knottingley service hourly to Goole;
- Regular services between the Five Towns area and Bradford; and
- Introducing a new, hourly Leeds-Pontefract-Doncaster service.

We will work with industry and local authority partners to support further business case development for these services, alongside any possible infrastructure enhancements and the additional rolling stock needed to deliver them.

Figure 13: Rail map of the Five Towns with December 2019 and future service levels

Key

	Route	Present service	Future service*
▬	Main Pontefract Lines regular services	Hourly each route	Twice-hourly each route
▬	Dearne Valley S&K (Baghill) line	Three per day	Hourly
▬	Goole line	1/2 per day	Hourly
▬	Askern line	2/3 per day	Hourly
▬	Huddersfield – Wakefield – Castleford line	No through service at present	Hourly

Service levels to meet medium-term priorities under this Rail Strategy
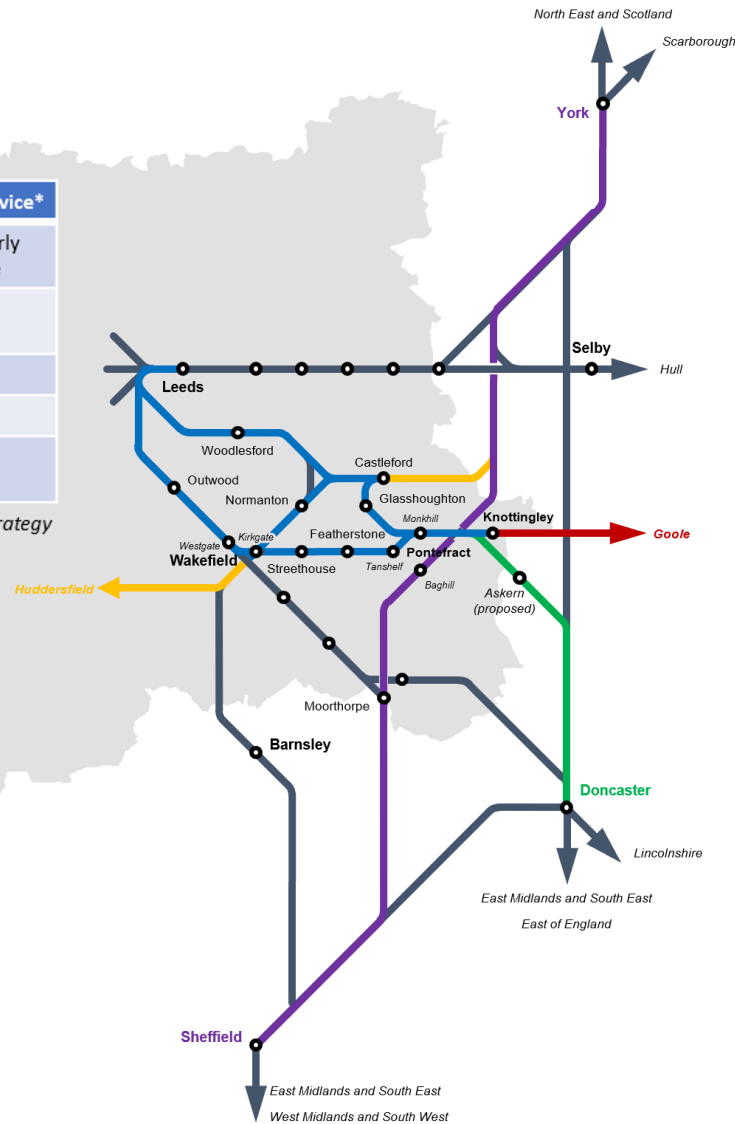
As set out earlier in this Strategy, we have also reviewed connectivity to longer-distance destinations outside West Yorkshire, identifying key flows where travel is currently dominated by private car journeys and where rail is not currently competitive with road journey times or costs, and certain flows where air travel is significant. Making rail more attractive for these journeys, both for business travel and for leisure and tourism, can contribute to decarbonisation and support economic growth. New direct services to South Wales, the South West of Scotland and the East and South East of England could make these journeys more appealing, driving modal shift and improving connections between these regions for business and leisure to grow the economy.

New stations

New stations can deliver a wide range of possible benefits. They improve connectivity for existing residents, enabling more people to access the public transport network and providing more options for sustainable travel. In some cases, they can also be a catalyst for economic growth and new development, unlocking further investment and providing an anchor for development in an area.

Case Study: Kirkstall Forge station opened in 2016 as part of the first phase of a major mixed-use development, which will eventually include 1,050 houses, 300,000 sq ft of office space and 100,000 sq ft of retail, leisure and community space. The station is a key part of the project, with high-quality connectivity to Leeds city centre enabling a higher quality and density of development than would otherwise have been possible.

We have successfully delivered several new station projects in recent years, with the delivery of another four proposals currently in progress - at Elland, Leeds Bradford Airport Parkway, Thorpe Park and White Rose. These stations will connect communities which have been cut off from the network, support the decarbonisation of journeys by increasing public transport's modal share, and support new and existing enable development. **We will prioritise the delivery of these new stations, while continuing to assess other potential station sites where there could be a potential case for investment**.

While new rail stations improve access to the rail network and support growth and development, they may not be the right solution for every location. On a congested rail network, a new rail station can be detrimental by adding rail congestion and slowing down existing journeys. This means potential new stations need to be carefully assessed to ensure they will benefit the network as a whole, as well as benefitting local communities and supporting local development.

We carried out a study assessing potential new station sites in West Yorkshire, with the aim of increasing access to rail services and supporting wider sustainable development opportunities. This work reviewed and updated a previous study carried out in 2014 to identify where the findings may have changed and evaluate additional sites. **The study confirmed that in almost all locations where there is a clear case for a new station and one could be delivered reasonably easily, this has either already happened, or (as with Elland, White Rose, Thorpe Park and Leeds-Bradford Airport Parkway) a scheme is already in progress. Certain additional sites were however identified as having potential for stations, but in all cases hurdles, such as operating or construction issues, were identified as being significant at present. Nonetheless, the following are potential candidates for more detailed examination:**

- Hemsworth;
- Horsforth Vale;
- Horsforth Woodside;
- Golcar; and
- Middleton.

New routes

Some gaps on the network, such as major towns with no rail station, cannot be addressed without constructing entirely new infrastructure, particularly where lines have been closed or have never existed.

While new rail connectivity can have transformative economic and social benefits, there are substantial costs to delivering reinstated or new-build rail schemes. Capital costs are high, and most services will also require ongoing funding to cover future operational costs. New routes are often concentrated in more densely populated areas, which can mean there is limited land available for construction. Capacity constraints such as around major stations can also constrain the ability to accommodate new services without further additional investment which in many cases may be disproportionate to the overall scheme. These issues can make it challenging to develop a business case acceptable to funders.

Recognising these challenges, we have carried out a sifting exercise to identify potential schemes that merit more detailed examination. The following schemes have been identified, subject to availability of development funding:

- Reinstating services on a branch line between Menston and Otley, running services through to Leeds and/or Bradford;
- Reinstating the Crigglestone Chord to link the Huddersfield-Wakefield line to the Wakefield-Barnsley-Sheffield line, which would enable faster journeys from Bradford, Huddersfield, and Halifax through to Barnsley and Sheffield;
- Reinstating the Spen Valley route south of Bradford, linking through to Wakefield, which in conjunction with the chord at Crigglestone could also allow greatly improved services from Bradford to Sheffield and beyond as well as addressing an area of major connectivity disadvantage;
- Reinstating the line between Penistone and Deepcar, to join the existing freight route which the South Yorkshire MCA is proposing to upgrade for passenger use, which could enable additional (and faster) services to run from Huddersfield through to Sheffield; and
- Introducing a regular passenger shuttle on the existing heritage railway line from Keighley to Oxenhope, to connect to existing services at Keighley.

Further examination of these schemes will continue to be carried out in parallel with the development of our mass transit corridors, with any

synergies, complementarity or possible conflicts considered closely – for example, ensuring that a future solution for the Spen Valley reflects both local and longer-distance connectivity needs.

The above schemes are in addition to the **Skipton-Colne reinstatement** scheme, a scheme located outside West Yorkshire but with clear benefits to our region. This scheme has been the subject of a significant amount of work by a variety of bodies, meaning that a strong body of evidence already exists. As such, we have already confirmed our support for this important strategic reinstatement to proceed as a priority.

We will also support the South Yorkshire MCA in their proposals to reinstate the line between **Wakefield and Barnsley via Cudworth**, while working to better understand the benefits within the West Yorkshire area.

Expanding the reach of the rail network is an ongoing aspiration. We will continue to identify places where connectivity could be improved, looking across rail and other modes, particularly as other proposals develop such as the IRP study on connectivity between Leeds and the East Coast Main Line. The longer-term vision for Bradford's connectivity is also subject to further work.

In the meantime, we will ensure that - where relevant - any historic rail alignments are protected from development until the relevant reinstatement schemes have been considered further.

Freight

Introduction

Improving provision for rail freight in West Yorkshire aligns strongly with our priorities. The Government placed significant emphasis on the role of rail freight in its William-Shapps Plan for Rail. Locally, our Rail Vision provides strategic arguments and several areas of priority for increasing the levels of freight carried by rail in and through West Yorkshire, and a detailed Rail Freight Study has been produced to develop this evidence further.

Rail freight is highly energy- and carbon-efficient, with the ability to be zero-carbon under electric haulage; it also produces far lower levels of other forms of pollution than road freight and can contribute to substantial easing of road congestion.

The Rail Vision sets out key objectives and aspirations for improving rail freight in the West Yorkshire area. At the heart of the Rail Vision is an aspiration to grow the role of rail freight to support our wider objectives, in two main ways:

- By enabling and attracting modal shift from road haulage, thereby supporting decarbonisation and other environmental and social impacts - as set out in our Decarbonisation Pathways which require a minimum of 10% of current HGV movements to be shifted to rail and a 150% increase in rail freight tonne km, representing a significant increase in the distance and volume of freight moved by rail; and
- By providing a better overall logistics solution that allows business in West Yorkshire to expand their markets in a sustainable way, and in doing so supporting clean economic growth and productivity.

Our Rail Vision identifies the need to improve connectivity (in terms of both road-rail freight interchange facilities and the availability of direct routes), capacity and capability for rail freight to achieve these objectives,

and to do so while meeting the needs of both freight and passengers. It specifically identifies the need for a strategy with a clear focus on the critical operational factors which need addressing to enable rail freight growth.

The Rail Vision also acknowledges the key role that major projects play in expanding the role of rail freight, including the TransPennine Route Upgrade and the previously planned HS2 and Northern Powerhouse Rail projects. We will continue to make the case for these or subsequently defined projects to create an environment that allows rail freight to prosper.

This chapter summarises the evidence from our detailed Rail Freight Study, setting out the role of rail freight in supporting the West Yorkshire and wider UK economy. It also sets out the next steps for us and our local authority partners to achieve the Rail Vision for freight.

What is the evidence?

There is a vibrant freight market within West Yorkshire. The wider Yorkshire & Humberside region - of which West Yorkshire is part - is home to 5.5 million people and 8.5% of the UK population, but generates around 11% of the UK's total road freight traffic (157m tonnes), and has 15% of the total warehousing floor space in England.

The disproportionately high shares of road freight traffic and warehousing floor space are related to the presence of the Humber ports and associated trade flows, but also reflect the strategic importance of freight and logistics to our region. Freight is particularly important to the area where the M1, M62 and A1 converge, in the Five Towns. Table 9 below shows the significance of employment in the freight generating industries of wholesale and transport/storage in the Five Towns area.

Table 9: Jobs by sector

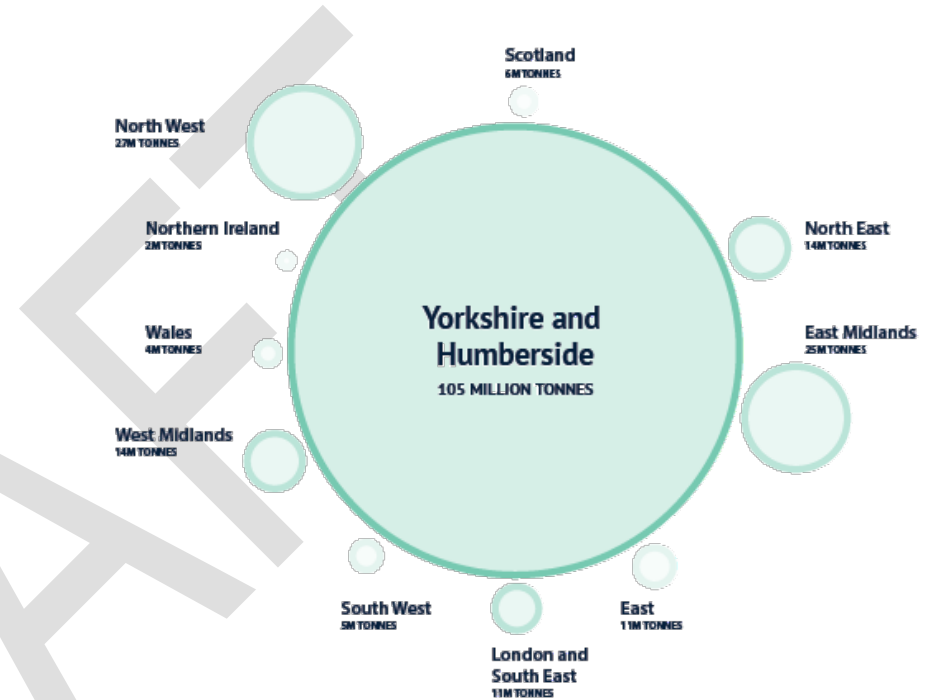| Industry	% of jobs in Five Towns	% of jobs in Leeds	% of jobs in York	% of jobs in Doncaster
Wholesale	9%	7%	2%	4%
Transport & storage (incl. postal)	11%	7%	5%	8%

Freight terminology:

- **Tonnes lifted** – the weight of goods moved (measured in *tonnes*)
- **Tonnes moved** – a function of the weight of goods moved *and* the distance over which they are moved (measured in *tonne-kilometres*)

Figure 14 shows the relative volume of road freight traffic ***lifted*** to, from or within the region. Around 219 million tonnes are lifted in total, with 105 million tonnes moving within the Yorkshire and Humber region. This is the tonnes moved by GB-registered goods vehicles. This means it is a conservative view of overall road freight traffic, as it excludes foreign-registered goods vehicles.

Figure 15 shows the tonne-km of road freight traffic ***moved*** to, from and within the region - which takes into account both the weight of goods moved and the distance they were moved. A total of 27 billion tonne-km of road freight traffic was moved, but a much smaller volume was moved *within* the region, at 6.9 billion tonne-km. This is because tonne-km reflects the distance travelled, with trips within the region typically being shorter distance distribution from warehouses to retail and end-user premises.

Figure 14: Tonnes lifted by road to/from/within Yorkshire & Humberside 2019 (source: DfT)

Scotland
6M TONNES

North West
27M TONNES

Northern Ireland
2M TONNES

Wales
4M TONNES

West Midlands
14M TONNES

Yorkshire and Humberside
105 MILLION TONNES

North East
14M TONNES

East Midlands
25M TONNES

South West
5M TONNES

London and South East
11M TONNES

East
11M TONNES

West Yorkshire Combined Authority – Rail Strategy

Figure 15: Tonnes moved by road to/from/within Yorkshire & Humberside 2019 (source: DfT)

North West
4BN TONNE-KM

Scotland
1.8BN TONNE-KM

North East
2BN TONNE-KM

East Midlands
3.2BN TONNE-KM

Northern Ireland
2M TONNE-KM

Yorkshire and Humberside
6.9 BILLION TONNE-KM

Wales
4M TONNE-KM

West Midlands
2.2BN TONNE-KM

South West
1.8BN TONNE-KM

London and South East
2.8BN TONNE-KM

East
2.6BN TONNE-KM
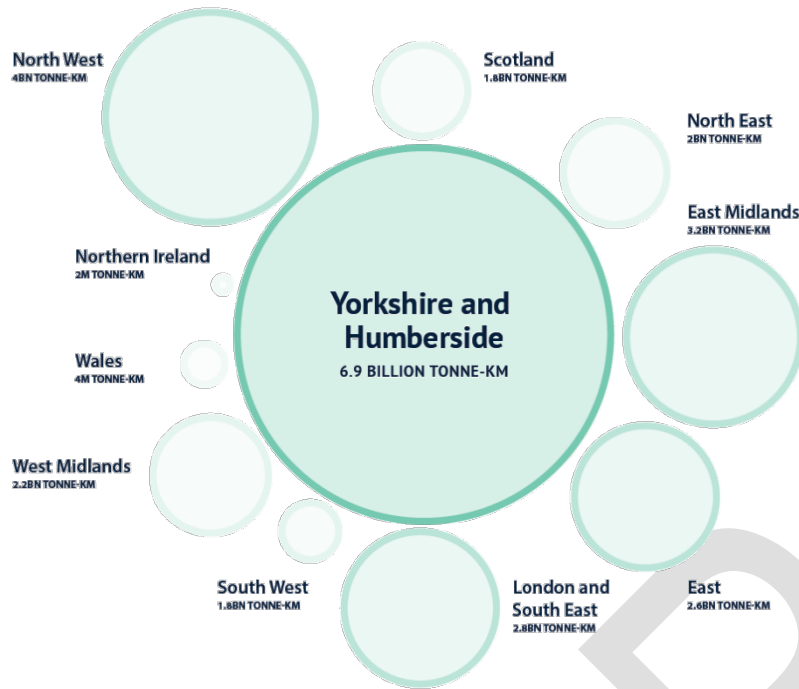
This analysis illustrates that, with carbon emissions generally proportionate to the tonnes *moved*, the greatest short-term gains in decarbonisation terms are likely to be from targeting longer-distance trunk hub-to-hub HGV hauls. In many cases these may also be the flows most suited to modal shift to rail.

However, it also underlines the clear opportunity and need for rail to find innovative ways to serve the 'first and last mile' (often a few kilometres in practice), given that there will in most cases be a need for rail-connected hubs/warehousing to be linked to the ultimate destination of freight by sustainable road-based links – representing both a challenge and an opportunity.

The market for rail freight

At present, both in our region and nationally, rail freight is overwhelmingly of two principal types:

- Bulk goods, carried in full trainloads – these include fuels (oil products, biomass, nuclear), construction materials (aggregates, cement), steel, new road vehicles, domestic refuse; and
- Intermodal containers – either regular services available to a variety of shippers (such as from seaports to inland terminals), or in some cases for a single customer (such as flows of containerised food and drink for supermarkets).

Beyond these, much smaller volumes of other commodities travel by rail such as mail, parcels and premium low-volume goods. Since the 1990s, the railway has not generally carried consignments less than a trainload which are not containerised – in contrast to many other European countries where wagonload freight continues.

Rail freight in Britain is run by private operators on a commercial basis with no direct subsidy, and, in general, competition with road haulage is intense and cost-driven.

In other markets, such as lower-volume premium logistics (such as high-priority parcels), there are opportunities for innovation such as using spare capacity on existing passenger trains to move cage-load freight, or using converted passenger units for caged or palletised goods. However, doing so requires investment in freight handling capability at our current stations to allow goods to be handled and transhipped. Several studies and trials are currently being undertaken to prove this concept. We will monitor the development of these trials and work with the industry to identify these opportunities in West Yorkshire.

Because very few freight origins have their own rail connections (other than certain large industrial plants, quarries, oil terminals and similar sites), transhipment is generally necessary for most types of freight other than traditional bulk-commodity flows. This incurs a time and cost penalty

and means that without subsidy to encourage modal shift, there tends to be a threshold below which rail freight is not economical. This threshold varies depending on local conditions, but in Britain is usually around 100 miles for intermodal and similar flows – though there is evidence that this figure is falling as rail becomes more competitive due to increases in the cost of fuel and shortages of HGV drivers.

The evidence also shows that there is a significant volume of longer-distance freight movements to and from the region. This is an area which more naturally lends itself to traditional rail freight markets. Given the major challenges associated with decarbonising HGVs themselves, modal shift in these markets is a significant opportunity to decarbonise freight.

However, there are constraints to expanding the role of rail freight for this market, including the capacity and capability of the rail network to handle more freight trains and connect to the places freight needs to move. A relatively modest number of additional paths for freight trains across the national core mainline network would be enough to achieve a significant modal shift from HGVs, but certain key sections will need much more capacity and improvements to loading gauge clearance – e.g. the TransPennine rail line via Huddersfield. The number and location of rail freight terminals within the region may also act as a barrier, in terms of overall terminal capacity and being suitably located to serve the end customer.

In addition to freight movements to and from West Yorkshire, there are significant current and potential freight movements *through* our region. These include:

- North-South movements between the Midlands or Southern England (notably the South Coast ports) and the North East and Scotland; and
- East-West movements, including fuel for the energy industry and the potential for intermodal container traffic from Liverpool and the North East ports.

While there is a major opportunity for increasing rail freight in these corridors, network capacity and capability currently constrain growth. This is particularly true for East-West movements, where there is highly constrained capacity on the TransPennine routes and through Manchester. In addition, on this corridor the restricted loading gauge (the height and width clearance under bridges and similar structures) limits the movement of intermodal containers. There are also significant network capacity constraints to North-South movements. Though these constraints are largely found outside West Yorkshire, we will support work with the industry to resolve them.

More generally, there are a range of external factors which constrain opportunities for rail freight, including national policy, tax and fuel subsidies and decisions to invest in highway infrastructure. We will aim to influence national government to create an environment that is positive for rail freight.

Electrification is a clear benefit for freight as well as passengers, not only decarbonising it and enabling higher-performing trains that are easier to slot between passenger services, but also reducing operating costs and so making rail freight more cost-competitive against road.

Working with local authority partners and rail industry, the Freight Study has considered a range of possible solutions to these challenges.

What are the recommendations?

Our Freight Study sets out the following recommended actions to address the identified constraints, working with the freight industry. It should be emphasised that the requirements of the rail freight sector can vary considerably according to the commodity being carried and the consignment size: what is relevant for low-volume premium parcels logistics travelling at 125mph is quite different from that required by block trains of aggregates limited to 60mph; revitalising the wagonload market would require yet other considerations. Equally, the requirements of the markets for intermodal containers differ from those of biomass for

electricity generation or refuse for recycling. Therefore the following recommendations will form the framework of our future freight work, but the interventions that follow will reflect these differing needs.

Development of strategic freight interchange opportunities: As part of the Freight Study, we worked with Local Authority partners to undertake a detailed freight interchange site assessment. This suggested a wide availability of opportunities for strategic freight interchanges in our region. There are notably more sites to the east of our region, reflecting both the better topographical conditions, the existing distribution-related infrastructure, and the good highway links via the A1, M1 and M62. However, the presence of opportunities is set against a backdrop of development pressures. We will need to work with the freight industry and our local authority partners to establish and develop the long-term opportunities to promote major rail-served sites, including safeguarding potential land, similar to that already existing at Wakefield Europort.

Allocation of capacity: A critical challenge for expanding rail freight is providing sufficient capacity, capability and flexibility to accommodate new services. As an immediate and ongoing action, we will encourage and support the industry to consider ways to improve the allocation of existing capacity across the regional rail network, in a balanced manner that avoids "trading-off" growth in rail freight with the improved passenger services our region also needs.

Supporting an increase in capacity and capability: There is a critical need to provide additional infrastructure to support rail freight growth. We will continue to support the needs of the rail freight industry in the context of major schemes across the network, including the case for the TransPennine Route Upgrade to help increase network capacity and capability across West Yorkshire, and expand capacity improvements out onto other routes to help spread demand across the network. Capability (such as loading gauge and axle loads) must also keep step with industry's needs. This will help to unlock latent demand for East-West rail freight, alongside enhancements to the Calder Valley route and the

potential Skipton-Colne reopening. A combination of the TransPennine Route upgrade investment and opportunities for additional road-rail freight interchanges could lead to the creation of a new rail freight corridor, on the Ravensthorpe – Wakefield – Castleford route.

Developing evidence for investment: We will work with partners to develop the evidence for interventions to unlock freight opportunities on the rail network. This assessment will extend beyond the rail corridors themselves to identify opportunities for unlocking major lineside commercial development which could then leverage additional investment. It will also work alongside the Local Plan process of site allocation and protection of opportunity sites.

Dialogue with industry partners: To achieve this strategy, we will work proactively with our local authority and industry partners. We will commit to building on recent consultation with these stakeholders to develop a Freight Forum for the region. This will support ongoing dialogue across partners to realise future rail freight opportunities by addressing barriers and adapting local transport investment programmes, as well as informing the Local Plan development process. It can also provide input to a more detailed multi-modal freight strategy approach in West Yorkshire, alongside local authority partners, as part of work on LTP4. This will also include development of further responses on the 'first and last mile', decarbonisation of road haulage, and promoting the use of inland waterways for freight.

Pan-Northern connections: We will continue to support the role of TfN in developing an action plan for the Freight and Logistics Strategy agreed in 2022. TfN has an important role in co-ordinating activity across its partner authorities on freight matters, given the highly inter-connected nature of the freight market and networks. This extends to supporting and maintain a North of England evidence base, and access to national freight forecasts.

Working towards supportive national policy: We will continue to support the rail freight industry in seeking to influence national policy in its

favour, such as steps to redress the competitive balance against road freight and lower the "threshold distance" at which rail becomes competitive. This will include support for innovations designed to unlock new markets for rail freight, such as pilot projects to provide facilities for premium goods/ parcels at passenger stations.

Decarbonisation

Introduction

Transport accounted for 40% of all carbon emissions in West Yorkshire in 2019. Reducing these emissions will be a key and critical component of achieving net-zero.

Our West Yorkshire Carbon Emissions Reduction Pathways report set out scenarios to test the level of policy, infrastructure and behavioural change required to achieve net-zero. Modal shift to rail is a crucial part of reducing transport emissions across all scenarios, alongside overall demand reduction. The most ambitious scenario, reducing emissions from transport by 83%, requires rail passenger-kilometres to increase by 60% by 2038, in addition to rail demand growth forecast to arise from other changes: this would require a substantial increase in rail capacity.

Even this scenario leaves us short of achieving net-zero – so even more modal shift may be required.

Our Rail Vision set tackling the climate emergency as a primary objective for rail in our region. Rail has two key roles to play in decarbonising transport: encouraging modal shift from private car journeys (and, where applicable, air travel), and decarbonising rail operations through electrification.

Many of the projects and plans set out in this Strategy aim to enable modal shift by making rail a more attractive and available option for a larger proportion of journeys within and outside the region. Therefore, the previous sections of this strategy, such as those on connectivity, integration, capacity and the quality of the passenger travel experience across trains, stations and network access, are highly material to decarbonisation. Improving social inclusion and quality of life will see people become more mobile and result in additional journeys, which need to be made through sustainable means, alongside shifting freight from roads to rail.

Additional rail capacity will be needed to accommodate this growth, as set out in the Capacity chapter of this Strategy, and rail will need to be made more attractive by providing a higher-quality, more consistent and more accessible service through our plans for services, stations and rolling stock. Delivering new stations and routes will make rail a potential option for journeys where there is currently no real alternative to driving, as will better integration between rail and other modes such as buses, active travel and the future mass transit network.

Rail is already a low-carbon mode of transport. However, achieving substantial carbon reductions and delivering committed emissions targets will require further additional action. This includes phasing out diesel power, with the national Transport Decarbonisation Strategy setting an ambition to phase out all diesel-only trains by 2040. This is a huge challenge in our region, where less than a third of the network is currently electrified. The Rail Vision outlined our plans for a rolling programme of electrification across all routes in our region.

While electrification is a key contributor to decarbonisation – and electric trains can be practically zero-carbon when power is drawn from renewables – there are other important benefits from electrification which are valuable in their own right. Electric trains are generally faster and more reliable, with reduced maintenance liability helping drive the passenger benefits needed to secure modal shift. Electrification also brings wider societal and health benefits, through improvements to local air quality and noise pollution. These challenges are particularly pertinent for routes which travel through dense, highly populated parts of our region. There are acute air quality issues across our network, particularly inside Leeds station.

The upfront capital investment in electrification helps to drive longer term industry cost savings. Electric rolling stock is typically considerably cheaper to purchase and/or lease - electric traction is generally cheaper than diesel or bi-modal trains, and maintenance is simpler too. We also expect that the upfront cost of electrification will become cheaper as other

electrification programmes, including the TransPennine Route Upgrade, identify more efficient ways of working. We are committed to supporting the industry in making the case for electrification across the network.

Battery, and possibly hydrogen, power could be valuable as interim solutions to deliver faster decarbonisation, including through hybrid solutions. However, the limited range and performance of such trains is likely to suit only low density, low-traffic, low-speed, and shorter-distance passenger routes.

Existing proposals and projects will deliver electrification between York and Manchester via Huddersfield as part of the TransPennine Route Upgrade, as well as from Leeds to Bradford Interchange, which was introduced in the IRP. It is crucial that these happen and are not further delayed. However, this leaves clear gaps in electrification which limit the benefits delivered; for example, all services between Leeds and Bradford currently continue down the non-electrified Calder Valley Line and are operated by diesel trains, meaning that no benefits will be delivered between Leeds and Bradford without changes to rail services and/or rolling stock. There is a strong case for filling these gaps to deliver benefits more quickly.

Priorities for Electrification

We have carried out analysis to understand the routes which would benefit the most from electrification – focused on the decarbonisation impact, but also reflecting operational and performance benefits. This research identified the volume of journeys each scheme would be able to decarbonise. This depends on the service pattern and the extent to which an individual route or section also requires use of un-electrified track, both of which affect the number of diesel vehicles that could be taken out of service.

Another key strategic consideration is the existing rolling stock on each line. A substantial proportion of the diesel rolling stock used on services in our region is likely to require replacement before 2040. Electrifying routes

which currently use the largest numbers of diesel trains means that more trains are replaced. As a result, the oldest diesel trains can be retired and newer diesel and bi-mode rolling stock can be cascaded down to other routes, improving the quality of a larger number of journeys. Electrifying routes in advance of rolling stock life-expiry removes the need to purchase diesel units which will only be used for a fraction of their expected life, or bi-mode diesel-electric units which are heavy, complex and expensive.

While our analysis has primarily been based on electrifying passenger services, moving a larger proportion of freight by rail is also critical to decarbonisation, with a 150% increase required for our most ambitious carbon reduction scenario. At present, the vast majority of rail freight is transported using diesel locomotives; emissions per tonne are substantially lower than road transport, but this can still be reduced further. It can be more challenging to decarbonise freight services fully than passenger services, as they often cover long distances across the country with several non-electrified sections of track. However, electrifying routes within the West Yorkshire area would enable some freight services to be operated with electric or bi-mode locomotives, reducing the unit cost of rail freight and increasing the benefits of modal shift, and there are also infill schemes (not necessarily within our region) which could bridge electrification gaps and enable flows to switch to pure electric.

On the basis of this assessment, the priority routes for electrification, based on current and planned passenger services, have been divided into three tiers.

Electrification phasing – passenger network

Legend:
- Existing
- ⋯ Planned
- Tier 1
- Tier 2
- Tier 3

← Skipton, Morecambe, and Carlisle

BRADFORD

Wharfedale line

Airedale line

Harrogate and York ↗

Harrogate Line

✈ Airport

Keighley & Worth Valley Railway

Airedale line

LEEDS

Bradford

Leeds

East of Leeds to York/Selby line

Selby, York and Hull →

← Burnley, Preston, and Blackpool

Calder Valley line

Calder Valley line

Halifax

Five Towns line

York ↑

TransPennine West line

West Riding line

Goole and Hull →

CALDERDALE

↓ Greater Manchester and Merseyside

Wakefield

WAKEFIELD

Huddersfield

West Riding line

Dearne Valley line

TransPennine West line

Hallam line

↙ Greater Manchester and Merseyside

KIRKLEES

Penistone line

Barnsley and Sheffield ↓

Doncaster and London →

Sheffield and West Midlands ↓

Barnsley and Sheffield ↓

Tier 1 reflects the highest-priority routes based on our assessment of the infrastructure, rolling stock, operational benefits, and feasibility of electrification. These routes would fill crucial gaps and enable the rapid delivery of benefits:

- The Harrogate Line: Many neighbouring routes are electrified, so electrification would enable more flexibility of local service patterns, and high numbers of diesel vehicles would be removed.
- The Calder Valley Line: As one of the busiest routes in the region, high numbers of diesel vehicles could be removed, and full electrification would maximise the benefits of Leeds-Bradford electrification; there is also significant freight traffic.
- Wakefield Westgate/Dearne Valley Line: This would fill the gap from West Yorkshire to the planned Midland Main Line electrification at Sheffield, and enable improvements to the service pattern on the route, which could be considered in the options for bringing high speed rail to Leeds as part of the IRP studies.

Tier 2 routes could also deliver substantial benefits, but less frequent services and shorter trains (currently) mean these would likely follow after Tier 1. In some cases, the nature of the route may mean a wider scope of initial investment is needed to realise the benefit. These schemes would therefore be expected to follow after Tier 1:

- The Pontefract Lines covering both routes between Leeds and Knottingley;
- The Hallam Line between Leeds, Barnsley and Sheffield; and
- East of Leeds to York/Selby between Micklefield and Hull, which is mostly outside the region but has a high potential to remove diesel vehicles from the network in West Yorkshire.

After Tiers 1 and 2 are completed, 80% of route-kilometres in the region will be electrified.

Tier 3 encompasses all remaining routes in the West Yorkshire area: the Penistone, Huddersfield-Castleford, and Castleford-York lines, plus the

Dearne Valley (S&K) line section from Moorthorpe north to York via Pontefract. In these cases, the direct benefits of electrification, from the standpoint of passenger services, would be smaller, generally due to lower demand and service frequency.

However, the relative benefits of electrifying these lines would increase as the programme continues. Electrification will become easier where the main hub stations are already electrified. Electrifying the Tier 3 routes will also remove the need to retain small and isolated fleets of diesel (or other self-powered / hybrid) rolling stock, bringing further operational and cost benefits by improving the overall efficiency of the region's rolling stock operation. This could also help facilitate the delivery of improved rolling stock for passengers.

Similarly, more widespread electrification will help make electric traction more feasible for longer distance **freight** services by reducing the number of 'diesel islands' on the network where diesel traction is required and unlocking long sections of the freight network for full electric operation. More detailed consideration of freight network benefits would be expected, in particular, to highlight the case for infill electrification of Thornhill LNW Junction (near Ravensthorpe) through Wakefield and Castleford to Church Fenton, and also the route from Stourton and Wakefield freight terminals to Hare Park Junction (south of Wakefield) where the West Riding line towards Doncaster is joined – as well as ensuring electrified access to the future strategic rail freight interchange sites discussed in the previous section of this strategy.

We will push for these priority schemes to be delivered as part of a national electrification strategy, and work with industry partners to build the evidence and business cases required to deliver them.

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Implementation

Introduction

This chapter presents how we will deliver our Strategy, through our role in the industry and the delivery mechanisms available to us. To provide an indication of the timescales of the Strategy, we have categorised each of the actions and next steps in the Strategy, based on the status of each scheme or intervention.

Our role

Delivery of the Rail Strategy will require a strong and collaborative relationship with our rail industry partners. We will consolidate and develop these partnerships through:

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

Although we do not have direct control over some aspects of the network such as fares / ticketing, station management and trains - as these are owned or operated by Network Rail and Train Operating Companies - we can work in partnership with the industry to prioritise and deliver investment, as well as influencing how services are specified via Transport for the North.

We have the ambition to establish a formal working relationship with the new industry body, Great British Railways (GBR). We hope to work with GBR to deliver improvements across our rail network and ensure that passengers in West Yorkshire feel the benefits that industry reform can offer. We have established a Strategic Rail Partnership with industry partners as a forerunner for the strong and effective local partnership with Great British Railways that the Williams-Shapps proposals promise.

Our Rail Strategy and the wider Connectivity Infrastructure Plan align strongly with the Williams-Shapps Plan for Rail. The plans share similar objectives, namely a commitment to growing, not shrinking, the railway network at a time of uncertainty in the industry and wider economy. We look forward to maximising the opportunities that industry reform presents for our rail network, particularly any future relationship that is established with Great British Railways.

The majority of the rail investment is currently dependent on the government funding, our ambition is to have increased local control over investment in our rail network. The Levelling Up White Paper points towards further devolution of powers and funding on infrastructure spending. We will closely monitor the Government's policy position on rail spending and work proactively to make the most of any opportunities for devolved powers to invest in our rail network.

We will continue to work closely with our local authority partners throughout West Yorkshire, with neighbouring authorities, and with Transport for the North, on matters where co-operation across a wider geography is required.

The mechanisms and opportunities for us to specify, influence and procure transport provision in our region are evolving, across all modes and for rail particularly. This implementation chapter is based on the structure of the industry as it is today. However, this may not always be the case, and while the approaches set out here are likely to remain valid at least in principle, the way in which we work may change.

Skills and the Strategy

The transport agenda is inextricably linked with skills and employment. Large-scale infrastructure projects included in our Rail Strategy will require access to skills and labour which are already in high demand and short supply in our region. At the same time, they could provide opportunities for training and employment to up-skill the labour force of West Yorkshire.

The Future Ready Skills Commission, made up of leading experts from education, policy think-tanks and employers, set out its blueprint for a post-16 skills system. One of the nine recommendations of the Commission was that large-scale public infrastructure projects designed to level-up areas should include an additional skills premium of up to 5% of the total budget of the project to maximise their economic potential.

The additional money raised through a skills premium and devolved to our region would fund future workforce needs, as well as support social mobility through better connections between local skills strategies and investment. This would ensure that projects deliver their full social and economic potential and deliver benefits to our communities. We urge the Government to include this skills premium as part of the funding for implementing our Rail Strategy.

Strategy implementation

The next steps identified below have been categorised in terms of the next stage of work that needs to be undertaken and the timescale for delivery. The stages of work can be summarised as follows:

- Investigations and feasibility: Longer-term sifting and feasibility work to identify the best solution to a problem or gap on the rail network and begin understanding the feasibility of delivery.
- Development: Development of Business Cases and establishment of value-for-money for schemes that have been specified to some level of detail but are not yet ready for delivery.
- Delivery: Schemes that should be delivered, at least partially, in the next five years.

The identified timescales for delivery are summarised as follows:

- Short term: where stages of work are expected to be undertaken over the next 5 years.
- Medium term: where stages of work are expected to be undertaken in around 5-10 years' time.

- Long term: where stages of work are expected to be undertaken beyond 10 years' time.

There are also several possible roles the Combined Authority can undertake in delivering these actions. The role we take depends on the sources of funding – whether it is locally funded or funded by central Government. For schemes that are funded by central Government, we will take on an influencing role, providing local information and evidence to support the case for investment.

The table below presents how we will deliver our Strategy through the funding and the delivery mechanisms available to us. It also provides an indication of the timescales of specific actions and next steps.

Table 10: Implementation Plan - next steps

Scheme or priority	Timeframe	Stage of development	Local funding	Central government funding
Reinstate services withdrawn during Covid wherever appropriate.	Short	Delivery		●
Complete gateway schemes at five of our biggest stations (Leeds, Bradford Forster Square and Interchange, Huddersfield, and Halifax).	Short	Development / delivery	●	●
Complete major accessibility improvements at Menston, Garforth, Pontefract Monkhill and Todmorden and secure funding for further major accessibility improvements.	Short	Delivery / development	●	●
Deliver minor station accessibility improvements across the region.	Short	Delivery	●	●
Deliver car park extensions as appropriate to be identified in our emerging park and ride study.	Short	Delivery	●	●
Identify and reach agreement on a cross-industry solution for capacity and capability at Leeds station.	Short	Development	●	●
Provide evidence to support service improvements such as Five Towns, Brighouse, Penistone line and South of Wakefield to support economic growth.	Short / medium	Feasibility		●

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Scheme or priority	Timeframe	Stage of development	Local funding	Central government funding
Support investment to provide extra track and on-train capacity across the network.	Short / medium	Feasibility / development		●
Identify further gaps in station accessibility and develop a pipeline of improvements with a key focus on cycling and walking access.	Short / medium	Feasibility / development	●	●
Deliver new rail stations at Elland, Thorpe Park, White Rose, and Leeds Bradford Airport.	Short / medium	Development / delivery	●	●
Support the implementation of Transpennine Route Upgrade (TRU), with a focus on maximising benefits and minimising the impacts of disruption. Specifically support implementation of increased freight capacity and capability on the Transpennine route.	Short / medium	Development / delivery	●	●
Develop evidence and supporting initiatives in relation to local freight interchange facilities and rail network capability and establish a Freight Forum.	Short / medium	Feasibility		●
Develop the case for electrification on our priority Tier 1 routes (Harrogate, Calder Valley and Wakefield Westgate/Sheffield lines) including rolling stock improvements.	Medium / long	Feasibility		●
Support the implementation of all investment identified in the Integrated Rail Plan including Leeds-Bradford electrification and East Coast Mainline upgrades.	Medium / long	Development		●
Carry out further works on identified locations and routes which currently have no access to the rail network.	Medium / long	Feasibility	●	●
Fill the strategic rail connectivity gaps including Bradford-Manchester, Leeds-Sheffield, and between West Yorkshire and Birmingham and the East Midlands. Bring HS2 services to Leeds.	Medium / long	Feasibility		●
Provide inputs and support to whole-industry smart ticketing programmes.	Medium / long	Feasibility		●

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Delivery opportunities

To deliver the Strategy we will need to be dynamic and alive to the new delivery and funding mechanisms available to use as the rail industry is reformed. This section shows some of the delivery and funding opportunities that are currently available and may become available in the future.

Industry forums

Wherever appropriate possible we will engage with members of the rail industry to understand their different perspectives on the region's rail priorities, and take advantage of different opportunities to deliver improvements for passenger and freight services. We have established a Strategic Rail Partnership with industry partners and will continue to engage through this route, with an emphasis on doing business with the railway and securing accountability on behalf of passengers and business. For example, we recently engaged with local partner authorities, rail freight groups, and end-user customers to inform our Freight Study. We will continue this direct engagement with all stakeholders in the industry where possible.

Rail Network Enhancements Pipeline (RNEP)

RNEP is the principal funding opportunity for improvements to physical rail infrastructure, including track, signalling. It is managed by the Department for Transport. Previous schemes delivered through RNEP include electrification and capacity improvements, and we expect to explore RNEP as a possible funding opportunity for similar schemes in West Yorkshire in the future. We will monitor if, and how, the role of RNEP changes as industry reform is delivered.

Service operating agreements

Train services across West Yorkshire, and the wider network, are contracted to operators through operating agreements with Department

for Transport and in some cases Rail North Partnership. In the future, the nature of these agreements and the roles and responsibilities set out in them will change as the industry moves towards Passenger Service Contracts (PSCs) as set out in the Williams-Shapps Plan for Rail. When these PSCs are established, we will expect to provide input on the improvements they should include, for example rolling stock upgrades or new and improved services.

We do not expect PSCs to be implemented for Northern or TransPennine Express services for some years, but in the meantime, we will continue to work through the Rail North Partnership to provide our priorities for improvements to the industry as the existing agreements are negotiated and renewed.

'Funding pot' opportunities

In recent years funding for public transport improvements has often come through specific funding 'pots' held by the Department for Transport or other Government departments. Recent opportunities included the Restoring Your Railway Fund, Transforming Cities Fund, City Region Sustainable Transport Settlement (CRSTS), Access for All programme and the Levelling up Fund. These funds have typically focused on improvements to facilities and accessibility at rail stations and we expect to continue delivering similar schemes through similar funding opportunities in the future.

As and when specific 'pots' of funding become available, we will work with local partners as appropriate to support their funding bids for improvements to the rail network in West Yorkshire.

Further devolution and Great British Railways

The Government's 'Levelling Up' White Paper positions further devolution as a key mechanism to reduce social and economic inequalities in the UK. Whilst the details of any further agreements and what they mean for investment in the rail network are currently unclear, we welcome any

opportunity for increased local control over investment in our rail network and will monitor developments in this area closely.

We also welcome opportunities to establish a formal working relationship with the new industry body, Great British Railways (GBR). We hope to work with GBR to deliver improvements across our rail network and ensure that passengers in West Yorkshire feel the benefits that industry reform can offer.

Next Steps to secure the future of rail in our region

We have created this Strategy to deliver this vision for the future of rail in our region:

Our Rail Vision is for the rail network to be the core of a fully integrated multi-modal network of public transport and active travel, which is attractive, conveniently accessible to everybody, and links people to opportunities and amenities across our region and beyond, with door-to-door journey times that are reliably at least as fast as driving; rail must also be the mode of choice for industry across a wide variety of sectors to ship their freight. This is needed to allow the network to support the wider objectives of boosting productivity, enabling inclusive growth, tackling the climate emergency and delivering a 21st century transport network. Further, we must reach net-zero carbon emissions by 2038.

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A rail service to support decarbonisation and sustainable growth

Our Rail Vision sets out what the rail service in West Yorkshire needs to look like to attract passengers and freight to rail as a mode of choice, to support the wider decarbonisation and sustainable growth objectives.

The following points summarise our ambition and our intended outcomes for our rail service offer, noting these are subject to developing affordable, deliverable and value for money solutions.

An all-day, all-week service

with service frequency reflecting when passengers want to travel, including early morning, late evening and weekend peak periods.

Frequent local and inter-regional services

a minimum service frequency of two evenly spaced trains per hour, with enhanced frequencies connecting sub-regional centres and other larger towns, allowing people to travel when they need to.

An integrated public transport offer

where ticketing, information, interchange facilities and timetables are planned to make the door-to-door public transport journey, across all of West Yorkshire, as simple and convenient as possible.

Quick journey times

so that the public transport offer is as competitive with car as possible.

An attractive longer-distance service

with a minimum of two fast trains per hour frequency connecting to our neighbouring regional centres and an hourly opportunity further afield – including services from Bradford, Wakefield, Huddersfield and Halifax to better access pan-regional and national opportunities.

Capacity and capability for future demand

allowing us to accommodate at a minimum the 60% increase in passenger-kilometres and a 155% increase in freight tonne-kilometres needed to support decarbonisation in the region.

Consistent service quality

so that all parts of the region enjoy a high standard of station facilities and design which integrates stations with the communities they serve, rolling stock that meets passengers' expectations and a punctual service that passengers and business can rely on.

To make this a reality, the Combined Authority is committed to working together with Government, Regional Transport Authorities, the rail industry, Local Authorities, our local partners and other stakeholders to take forward our implementation plan to deliver improvements across our rail network and ensure that passengers in West Yorkshire feel the benefits that industry reform can offer.

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Glossary

Accessibility	The physical layout of trains, stations and other passenger-facing facilities that mean that persons of all physical and cognitive ability (and disability) levels can use them easily.
Access (to network / stations)	How rail travellers arrive at their station from their actual journey origin, and by extension how they arrive at their ultimate destination after leaving the last rail station – contrast with "accessibility".
Active travel	Making journeys by physically active means, like walking and cycling.
Axle load	The load that presses on each axle of a (rail) vehicle. Railway infrastructure must be capable of accommodating the axle load of the heaviest freight (and passenger) trains that run (also known as 'route availability').
Bi-mode unit / locomotive	A train that can operate either using more than one power source, usually being electro-diesel (meaning electric power plus diesel engines) but can mean electric-battery or other alternative power.
Business case	An assessment of the value-for-money of investment in a scheme, encompassing strategic, economic, management, commercial and financial elements.
Cage-load freight	Freight that is transported in wheeled metal cages that allow easy transfer between vehicles.
Capacity: infrastructure / track	The ability of the railway network itself, in terms of the tracks, signalling and junctions, to handle the number and types of trains required to deliver the timetabled passenger and freight services.
Capacity: trains	The space available on passenger trains, in terms of the number of seats and available space for standing on shorter journeys, to accommodate consistently and reliably the number of passengers wishing to travel.
Climate emergency	A situation in which urgent action is required to reduce or halt climate change and avoid potentially irreversible environmental damage resulting from it.

Commuting	Regular travel from home to work and back, which may or may not take place several days a week; also often includes trips to and from a place of education.
Decarbonisation	The process of reducing and removing carbon emissions from our society in order to approach or reach net-zero carbon, as a response to the climate emergency.
East Coast Mainline (ECML)	The line from London King's Cross northwards towards Doncaster, York, Newcastle and Edinburgh, often taken to include the West Riding section which connects Doncaster to Wakefield Westgate and Leeds.
Electrification	A railway electrification system supplies electric power directly to railway trains, most commonly (though not always) via overhead power lines.
First and last mile	For passengers, first and last mile refers to the start and end of the journey, for example from a residence to a bus stop or railway station. For freight, first-mile delivery is at the start of the delivery of the supply chain and last-mile delivery is at the end of the supply chain, especially where the actual origin and/or destination are not directly on the railway so another mode is needed to access the network. ("Last mile" is sometimes also used for electric freight locomotives with a small diesel engine to allow movement over unelectrified sidings and short branches.)
Freight tonnes lifted	The weight of goods moved (measured in tonnes)
Freight tonnes moved	A function of the weight of goods moved and the distance over which they are moved (measured in tonne-kilometres)
Frequency	The number of trains operating on a specific route each hour, typically expressed as 'trains per hour' or 'a 30 minute frequency'.
Gap analysis	A process that assesses the capability of the service or network against the desired, expected provision.
Great British Railways (GBR)	Great British Railways is a planned state-owned public body that will oversee rail transport in Great Britain, with the exception of Transport for London, Merseytravel services, and light rail and trams elsewhere in England.

Gross Value Added (GVA)	A measure of the value of goods and services produced in an area, industry or sector of an economy.
Heritage railway	A rail line that operates primarily as a tourist and leisure attraction rather than primarily as a public service; such lines typically do not operate daily throughout the year – in West Yorkshire, the successful Keighley & Worth Valley Railway is an example.
High Speed 1 (HS1)	The existing high-speed railway line that connects London to the Channel Tunnel.
High Speed 2 (HS2)	A new high speed railway connecting London with the Midlands and North of England.
Inclusive growth	Economic growth that is distributed fairly across society and creates opportunities for all.
Indicative Train Service Specification (ITSS)	An indication of the level and types of train service provided (or to be provided) within a given area. It usually contains details of origin, destination, routing, stopping pattern and train characteristics. It is used as a first stage in service planning, from which timetables can be developed.
Integrated connectivity / transport	A network where different services are coordinated with one another, for example in terms of the routes and timings of separate services, of unified fares and ticketing systems, and of passenger information and marketing.
Integrated Rail Plan (IRP)	The Integrated Rail Plan for the North and Midlands, published in November 2021, set out the Government's proposals to improve the rail network in the North and Midlands.
Interchange	The requirement to change between vehicles, whether it be changing trains, or changing between train and bus or vice versa.
Intermodal containers	A shipping container available in standardised shapes and sizes, designed and built for freight transport across varying modes such as rail, road and sea.
Inter-regional	Travel over intermediate distances beyond West Yorkshire's boundaries, often to neighbouring conurbations (interurban travel), but not including longer-distance intercity travel.

Intra-regional	Within the West Yorkshire region, including travel between the districts of West Yorkshire, for example between Bradford and Wakefield.
Leisure travel	Journeys which are made not to work or education (compare "commuting") or for business purposes; these therefore include travel for personal business (e.g. shopping or a visit to a doctor), day-trips, incoming and outbound tourism, and social trips such as visits to family and friends.
Loading gauge	The height and width clearance available to trains, such as under bridges and similar structures. No vehicle, or load on a freight wagon, can pass along a line for which it is not gauge-cleared.
Local Transport Plan	Local Authorities in England produce and regularly update statutory Local Transport Plans (LTPs). LTPs identify priorities for maintaining and improving local transport systems, based on the needs and wants of residents and organisations in the region, and put forward plans for how they will be achieved. These proposals may then given funding to be implemented.
LTP4	The fourth Local Transport Plan developed by West Yorkshire Combined Authority, currently in development.
Mass Transit	A proposed new transport system in West Yorkshire which is currently under development.
Modal shift	Changing the way in which passengers travel, or freight is moved, from one form of transport to an alternative one – for example, attracting car drivers to use public transport instead, or changing a freight shipment from lorry to rail trunk haulage.
Multi-modal	Using more than one form of transport, such as rail and bus.
Net-zero carbon	A state in which the difference between greenhouse gases emitted into and removed from the atmosphere is zero, or close to zero.

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Northern Powerhouse Rail (NPR)	A proposed major strategic rail programme, designed to transform connectivity between the key economic centres of the North.
Off-peak	Periods outside peak times (see 'Peak' below).
Palletised goods	Goods carried on small, flat wooden platforms of standardised sizes designed for easy shipping, transfer and loading / unloading.
Peak	The busiest period for commuting travel, typically occurring on weekdays between 07:00 and 10:00, and 16:00 and 19:00.
Performance	On rail, this covers both the Punctuality of trains (whether they arrive and depart on time) and Reliability (whether they operate or are cancelled).
Polycentric	Having more than one urban centre of strategic importance.
Premium goods / freight / logistics	Carrying items of high value whose rapid delivery is time-critical – typical examples include mail and parcels.
Rail Network Enhancement Programme (RNEP)	The principal funding opportunity for improvements to physical rail infrastructure, including track, signalling and electrification. It is managed by the Department for Transport and periodically updated.
Rolling stock	Railway vehicles including passenger carriages, freight wagons, self-powered multiple units and locomotives.
Short-formed	A train running with fewer carriages than planned. This is not necessarily the same as a train composed of too few carriages than required to meet actual demand.
Strategic Rail Partnership	We have established a Strategic Rail Partnership with industry partners as a forerunner for the strong and effective local partnership with Great British Railways that the Williams-Shapps proposals promise.
T-shaped station / T-station	In the context of Leeds, this refers to the concept of providing new platforms to the south of the existing Leeds station, such as for the use of HS2, NPR and/or other services, with the new platforms on a north-

	south alignment perpendicular to the existing east-west-aligned station. The concept has featured in HS2 planning for Leeds.
Ticketing	This refers not only to traditional train or multi-modal tickets, but to all means by which entitlement to travel is shown, including travel passes, stored-value / pay-as-you-go smart cards and similar, and other payment methods such as contactless bank payment cards or mobile apps.
Trainload freight	Rail freight where the whole train is operating for one specific customer (who made be the end customer like a quarry, or maybe a forwarder such as a container shipping company) – contrast with "wagonload freight".
TransPennine Route Upgrade (TRU)	A programme of work to the route between Manchester, Huddersfield, Leeds and York to improve passenger services and provide capacity for freight.
Transhipment	Moving freight from one vehicle to another, such as transferring containers from a ship onto a train, or unloading parcels from a train for delivery by van.
Turn up and go	A service with a high frequency that means passengers generally do not need to check the times in advance and will simply arrive at the station, usually taken as a train every 10 to 15 minutes or better.
Wagonload freight	Rail freight where a train is composed of wagons for more than one customer – in an extreme case, each wagon of the train could be carrying a different customer's goods. The consequence is that the minimum shipment size which a customer can have conveyed by rail is much less than under a trainload-only system. The wagons may or may not all be travelling between the same origin and/or destination. Contrast with "trainload freight".
Williams-Shapps Plan for Rail	A 2021 White Paper that set out the Government's plan for changing the railways in Great Britain, based on the shared vision of Keith Williams, the independent Chair of the Rail Review, and the Rt Hon Grant Shapps MP, the former Secretary of State for Transport.

Find out more

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All information correct at time of writing

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Report to:	Transport Committee
Date:	26 May 2023
Subject:	**Local Transport Forum Arrangements 2023/24**
Director:	Dave Pearson, Director Transport Operations and Passenger Experience
Author:	Rachel Jones Interim Head of Transport Policy

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

1. **Purpose of this report**

1.1 To establish arrangements for the Local Transport Forums in 2023/24.

2. **Information**

2.1 Members will be aware of the creation of the role of Transport Engagement Lead in 2022, one per Council area. The purpose of these roles is to act as engagement lead on local transport matters for each council area, to help secure engagement in the Combined Authority's transport activity. Alongside the respective transport related Portfolio Holder, the Transport Engagement Leads help to facilitate effective joint working between the Combined Authority and its Council partners. The role profile for the Transport Engagement Lead is attached as Appendix 1.

2.2 The Transport Engagement Leads also assist the Deputy Chairs and Chair of Transport Committee to maintain a good working knowledge of local transport matters across West Yorkshire.

2.3   Central to the role of the Transport Engagement Leads is to lead open Local Transport Forums for their respective council area. The Local Transport Forums will be open public sessions. They provide an opportunity for:

- Updates to be provided on the Combined Authority's transport activity, policies and programmes, together with those of council partners.
- A forum for local in-person engagement in new policies and proposals (e.g. local transport plan, mass transit development, local transport scheme development).
- An opportunity for the public and local interested parties to raise specific transport-related matters to the attention of Transport Committee.

2.4   The aim is to provide for two Local Transport Forums to be held per council area per year, with the main points and issues raised being reported back to Transport Committee. The Local Transport Forums are just one way in which the Combined Authority engages in its transport activity. There is no expectation that the Forums are a stand-alone consultation mechanism.

2.5   The Local Transport Forums are not formally constituted committees and other than being led by the Transport Engagement Lead, will not have a formal membership. Transport Committee Deputy Chairs will be invited, together with the relevant transport-related Portfolio Holder, and local members of the Transport / Infrastructure Scrutiny Committee. Officers from the Combined Authority will present at the Local Transport Forums, alongside transport officers from the respective council.

2.6   It was intended to establish two Local Transport Forums in each district per municipal year. However, these were not fully delivered in 2022/23 and it is appropriate to establish more definite arrangements for the coming municipal year. The following arrangements will be put into place:

- Each Transport Engagement Lead will be allocated a senior transport officer at the Combined Authority to provide support.
- Two Local Transport Forums will be held in each district, one during the period September to November and one in January to March.
- The date, venue and time of the meeting will be agreed with the Transport Engagement Lead – the Combined Authority will support venue booking when appropriate.
- The Combined Authority will promote the Local Transport Forums through its media communications. Transport Engagement Leads will facilitate communications through Council and local comms networks.
- Combined Authority Governance Services will not be in attendance and formal minutes will not be provided. A Combined Authority officer will summarise the key points of the meeting to support of reporting back to Transport Committee.

2.7   Whilst the Transport Engagement Lead will agree the agenda for the Forum, the following elements are recommended:

1. Chair's Update
2. Combined Authority officer update
3. Council officer update
4. Bus/ rail operator update
5. Specific topic/ theme for the meeting
6. Questions / issues from the floor
7. Chair's summing up

This does not preclude the Forum being focused on a particular key topic or theme at any point.

3. Tackling the Climate Emergency Implications

3.1 Like all committees, the terms of reference for the Transport Committee include a commitment to tackling the climate emergency.

4. Inclusive Growth Implications

4.1 The terms of reference require Transport Committee and its associated Forums to promote inclusive growth in its actions.

5. Equality and Diversity Implications

5.1 The terms of reference require this, and all other committees, to consider equality and diversity in its actions and decision making.

6. Financial Implications

6.1 The positions of Ordinary member, Transport Engagement Lead and Deputy Chair attract an allowance under the Combined Authority's Members' Allowances Scheme. The Allowances Scheme was revised and approved at the Annual Meeting to reflect the new positions.

7. Legal Implications

7.1 The Combined Authority's Procedure Standing Orders (including statutory access to information provisions), do not apply to Working Groups.

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 arrangements for Local Transport Forums in 2023/24 be approved as set out in this report.

11. Background Documents

None.

12. Appendices

Appendix 1 – Role profile for the Transport Engagement Lead is attached as Appendix 1

Appendix 1

WEST YORKSHIRE COMBINED AUTHORITY
TRANSPORT COMMITTEE

ROLE PROFILE: TRANSPORT ENGAGEMENT LEAD
Five roles, one per Constituent Council area.
This role profile is <u>in addition to</u> 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.

Report to: Transport Committee

Date: 26 May 2023

Subject: **Transport Policy Update**

Director: Melanie Corcoran, Director, Transport Policy and Delivery

Author: Rachel Jones, Head of Transport Policy (interim)

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

1. Purpose of this Report

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

2. Information

Transport for the North Updates

Transport for the North Board

2.1 The Transport for the North (TfN) Board last met on 23 March 2023. This meeting considered the following substantive items:

- **Budget and Business Plan for 2023/24**, where members endorsed and agreed the budget and business plan for the coming year.

- **Strategic Transport Plan (STP)**, where members agreed the draft Strategic Transport Plan for consultation during the summer. Members agreed the important role of the STP in articulating the North's ambitions, and the need to secure more joined-up decision making, particularly on strategic rail matters. Members thanked the TfN team for the work put into the updated draft STP. Public consultation on the draft STP takes place during summer 2023 until August, with an objective to agree the final version by the end of the year.

- **Road Investment Strategy (RIS)** where members endorsed TfN's approach to responding to government's Road Investment Strategy.

- **Northern Powerhouse Rail (NPR) Co-sponsorship**, where members considered the Memorandum of Understanding between the Department for Transport and TfN on arrangements for co-sponsorship of the NPR project. Members called for more local engagement on the NPR project and seek a strengthening of TfN's role to ensure the project responds to the North's opportunities.

- **Rail North Committee update**, where members received a further update on the performance situation following Rail North Committee on 22 February 2023. Members expressed continued frustration at the level of cancellations on TransPennine Express and requested that the Chair write to the Secretary of State for Transport to call for a fresh start under new management.

2.2 TfN launched consultation on the draft Strategic Transport Plan on 22 May 2023. A substantive item on this will be bought to the next meeting of Transport Committee on 7 July 2023.

Rail North Committee

2.3 Rail North Committee met on 22 February 2023, and considered the following substantive items:

- **Rail North Partnership Update,** where the Committee received updates from operators and Rail North Partnership on current rail operations. This included an overview of the recovery plan put in place for TransPennine Express (TPE) to reduce the level of cancellations. Members expressed continued frustration with TPE's performance, and thanked Northern for the improved picture, particularly in the North West.

- **Manchester Task Force**, where members received an update on the timetable changes in central Manchester and plans for future infrastructure investment. The importance of this work to the wider North was emphasised, including for links between Bradford, the Calder Valley and Manchester Piccadilly and Manchester Airport.

- **East Coast Mainline**, where the Committee considered updates on planning activity. The importance of the Leeds Area studies, and the need to see progress with the Integrated Rail Plan studies was emphasised, in particular the need to address Leeds – Sheffield connectivity.

- **Strategic Rail Report**, where members endorsed ongoing work to develop a strategy for rail to help deliver the ambitions of the draft Strategic Transport Plan. This will be consulted on later in the year.

2.4   Also agreed at the meeting was a revision to officer arrangements in the North West as part of a move to strengthen decision-making. Similar proposals are being considered for the Yorkshire area.

2.5   The next meeting of Rail North Committee is due to take place in Leeds on 7 June 2023.

Local Electric Vehicle Infrastructure (LEVI) Fund

2.6   The UK Electric Vehicle Infrastructure Strategy was published in March 2022 setting out the government's approach to delivering charging infrastructure to 2030, to remove charging infrastructure barriers and accelerate the pace of EV adoption. To support the delivery of this strategy, the government announced the Local Electric Vehicle Infrastructure Fund (LEVI) fund in Spring 2022, a £450 million fund to 'accelerate commercialisation of local, close to home charging'. This funding is intended to be used by Local Authorities to leverage private investment in chargepoints locally to significantly advance and accelerate chargepoint delivery, targeted at residential areas without access to off-street parking.

2.7   From this fund, the following was <u>awarded</u> to West Yorkshire in February 2023:

   •   £1,500,000 Pilot Funding – capital funding to deliver EV infrastructure, focused on residential areas without access to off-street parking.
   •   £236,880 Capability Funding – for resources to support EV infrastructure coordination and delivery.

2.8   In addition to this, the following was <u>allocated</u> to West Yorkshire in March 2023 (subject to Office for Zero Emission Vehicle approval of suitable proposal):

   •   £14,326,000 Capital Funding - to delivery EV chargepoint infrastructure, focused on residential areas without access to off-street parking.
   •   £1,079,120 additional Capability Funding – to increase local authority capacity and capability for the planning and delivery of EV infrastructure.

2.9   The full value of the West Yorkshire LEVI programme could be £15,826,000 capital grant funding supported by £1,316,000 resource funding, taking the programme total to over £17,000,000. However, the project is also required to leverage private investment in EV chargepoints so the total value for West Yorkshire will be higher.

2.10   Work is underway with district partners to develop a West Yorkshire electric vehicle chargepoint strategy which will establish the objectives for public electric vehicle infrastructure roll out as well as principles for investment, guidance for chargepoint design and an action plan for accelerating deployment. The West Yorkshire proposal for the LEVI Fund will be developed based on the emerging strategic principles set out in the draft strategy:

- **Enable & accelerate EV charging network**: Build charging network ahead of predicted EV uptake to facilitate transition, with an emphasis on strategic priorities and 'close to home' charging.

- **Reduce inequalities and ensure good coverage of the West Yorkshire network**: Strive for equality of access in EV charging, levelling up coverage across West Yorkshire, reducing inequalities and ensuring no areas are left behind.

- **Ensure right chargers in the right places**: Ensure EV charging infrastructure meets the needs of local communities that contribute positively to our local areas and streets, whether on-street chargers or via charging hubs.

- **Ensure easy to use, fair and accessible to all:** Promoting competition and proper regulation to ensure a healthy market with fair prices, good levels of service, high accessibility standards and supporting a good customer experience for all.

- **Ensure the West Yorkshire network is resilient, reliable, safe and well maintained**: Work to ensure chargepoints are well maintained, reliable, safe and secure to maximise the usable of the network and increase user confidents in electric vehicle charging.

- **Support wider transport decarbonisation goals:** Help to reduce the environmental impact of travel & transport by encouraging modal shift & enable alternatives to private car use, supporting electrification of buses and shared transport, and ensuring the use renewable energy is prioritised to supply chargepoints.

2.11   The Combined Authority is working with District Partner officers to develop outline proposals for the Capital and Capability Funding prior to the Expression of Interest submission deadline on 26th May. A verbal update will be provided to committee members. A full proposal is expected to be required by November 2023.

Air Quality Strategy – Defra Grant Funding Award

Public Particulate Information Improvement Project (PIIP) Project

2.12   The Department for Environment, Food & Rural Affairs (Defra) has announced that the West Yorkshire air quality scheme proposal was one of the 44 projects to be awarded air quality grants for delivery over the next two years. The Defra funding grant opportunity looked for proposals to improve understand and awareness of particulate matter.

2.13   The West Yorkshire Public Particulate Information Improvement (PIIP) Project was developed in partnership with the West Yorkshire Low Emission Strategy (WYLES) Delivery Group, which includes air quality representatives from each of the five partner councils alongside public health professionals. The project

is also supported by partnerships with Leeds Beckett University and the University of Leeds.

2.14   The project comprises four work packages which include enhancing the West Yorkshire particulate matter monitoring network, a particulate dashboard and regional air quality public information page, and research projects by university partners.

2.15   The scheme will significantly improve knowledge and understanding of particulate matter, improving awareness and bridging the knowledge gap surrounding regional particulate matter data. This will provide a better understanding of which sources are having greatest impacts on our communities, enable interventions to be targeted most effectively, and support the development of a new air quality strategy for West Yorkshire.

3.   Tackling the Climate Emergency Implications

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

4.   Inclusive Growth Implications

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

5.   Equality and Diversity Implications

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

6.   Financial Implications

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

7.   Legal Implications

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

8.   Staffing Implications

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

9.   External Consultees

9.1   No external consultations have been undertaken.

10.   Recommendations

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

11.   Background Documents

Agendas, papers and webcasts of meetings of the Transport for the North Board and Rail North Committee are available via this link: https://transportforthenorth.com/about-transport-for-the-north/meetings/

12.   Appendices

None.

Report to:	Transport Committee
Date:	26 May 2023
Subject:	**Bus Service Improvement Plan - Programme Update**
Director:	Melanie Corcoran, Director of Transport Policy and Delivery
Author:	Rachel Jones, Interim Head of Transport Policy

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

1. Purpose of this Report

1.1 The purpose of this paper is to update Transport Committee on the state of the local bus network, ongoing delivery of the Bus Service Improvement Plan revenue programme and set out the approval of:

- £6,228,434 to deliver Enhanced Bus Services and further network improvements from September 2023 onwards.

- £11,728,590 to continue the delivery of Mayor's Fares up to March 2024.

1.2 The paper does not explicitly cover the recent Department for Transport (DfT) announcement relating to future bus funding, as sufficient information was not available at the time of publication. A verbal update will be provided to committee members.

2. Information

State of the Bus Network and Bus Recovery Grant

2.1 The accompanying Passenger Experience report (Item 9) on this agenda updates the Committee on current issues with bus provision in West Yorkshire. At the time of writing, we are aware of correspondence from DfT regarding future funding that may impact on Mayor's Fares and delivery of our BSIP. Prior to this announcement, bus operators have advised an intention to reduce and withdraw some services in July should funding be withdrawn or reduced.

A verbal update will be given to the committee with further information in this regard.

Bus Service Improvement Plan – Programme Update

2.2   The Department for Transport (DfT) funded £69,974,070 Bus Service Improvement Plan (BSIP) revenue programme is the Combined Authority's main way to responding to current industry challenges and support transformation for bus passengers in the short to medium term. It reflects the ambitions set out the in the BSIP strategy document, which was published in October 2021, and informed the funding bid to Government.

2.3   In April 2022, the Combined Authority was notified by the DfT that it had been indicatively awarded £69,974,070 in revenue funding, over three financial years, to support delivery of its BSIP.

2.4   In agreeing what the funding should be spent on, the DfT advised that it wanted to see it prioritised towards 'cheaper and simplified fares' and 'increased service frequencies and new routes'; and that the delivery of associated initiatives would need to be agreed with bus operators as part of a 'BSIP' Enhanced Partnership (EP) scheme, before the funding would be released to the Combined Authority.

2.5   A BSIP funding package, outlined in Table 1, was agreed by the Combined Authority as the basis for its revised spending submission to DfT and development of the corresponding EP scheme. This funding was confirmed by DfT and received by the Combined Authority in November 2022.

Table 1 – BSIP revenue funding programme overview

Funding area	Schemes and interventions	Revenue cost (£m)
Clear and simple fares	• Mayors Fares' subsidy. • Business to customer sales and marketing. • Business to business sales.	£36,974,070
New and improved services	• Evolution and growth of the bus network. • 'Superbus' (now referred to as 'Enhanced Bus Services'). • Service innovation – Demand Responsive Transport and Mobility Hubs.	£30,950,000
Supporting bus priority and safety	• Improvements to coordination of bus, urban traffic and passenger information. • Enhanced Safer Travel Partnership with the WY police.	£2,050,000
Total revenue cost		£69,974,070

2.6   The BSIP strategic vision for better buses in West Yorkshire is also supported by capital investment in bus priority measures and other initiatives via the City Region Sustainable Transport Settlement Programme (CRSTS) and Levelling Up Fund (LUF), amongst others.

2.7   A BSIP programme has since been established to manage delivery of the relevant schemes, with a programme SOC approved by Transport Committee in November 2022. Further internal capacity within the Combined Authority is required to support the delivery of the schemes and interventions outlined above, with £2,200,000 within the existing programme to be deployed up until the end of 2024/25.

'Enhanced Bus Services' and the Bus Network Plan

2.8   In the BSIP, the Combined Authority set out its ambition for delivery of an enhanced, fully inclusive and more cohesive bus network – which takes people where they need to go, when they need to go and caters for the complexity of modern travel patterns and different passengers' need.

2.9   To support this, it also committed to the development of a five-year Bus Network Plan, which will include:

- Expansion of the high frequency 'core network' – so more people live near a bus stop where a service arrives at least every 15 minutes.

- Improvements to the regularity and consistency of less frequent services.

- Increasing services in the early morning, evenings and at night-time.

- Increasing services in rural, out-of-town and economically deprived areas.

- Local 'Enhanced Bus Service' schemes (previously referred to as 'SuperBus' networks) with cheaper fares and priority on the roads.

- More pilots of demand responsive 'FlexiBus' services.

2.10   The Mayor's Big Bus Chat public engagement, conducted in summer 2022, found that only a quarter of bus users agreed that their local bus services are frequent enough to be convenient for travel. It also identified that the public's priority areas for investment included improving the frequency of existing daytime services, protecting current services at risk of being withdrawn and more evening services.

2.11   Transport Committee have been kept updated on development of the network plan throughout the last year, which has included background analysis of current network provision and development of a long list of suggestions for network improvements which has been analysed against the strategic principles set out in the BSIP, and discussed with partner councils.

2.12 A Strategic Outline Case has been submitted to the Combined Authority seeking approval to spend £6,228,434 from the overall £30,950,000 of BSIP revenue funds assigned to 'new and improved service' to deliver the first tranches of the Bus Network Plan, bringing the total amount of money approved from this pot to £7,988,434 to date.

2.13 This includes the delivery of the first 'Enhanced Bus Services' (previously known as 'Superbus'), a term which describes schemes where investment of public funds are used to improve local bus services through a combination of improvements. These improvements will be delivered initially with local bus operators, First West Yorkshire and Transdev Blazefield, through the West Yorkshire Bus Enhanced Partnership at a total cost to the Combined Authority of £4,228,434 over three years.

2.14 These Enhanced Bus Services will combine improved service frequencies and fare incentives to encourage passengers to travel more frequently by bus. The Combined Authority will fund them at a reducing rate for the first three years, with operators agreeing to take commercial risk in years four and five, with the aim of making them financially sustainable in the longer term. Table 2 sets out the detail and cost of these schemes, which are intended to be operational from September 2023 onwards.

Table 2 – Enhanced Bus Service schemes

District	Operator	Bus service enhancement	Total cost
Bradford	Transdev	Keighley - K3 10min; K7 12min; £1 Keighley Zone flat fare	£1,475,944
Leeds / Bradford	Transdev	Aireline - Shipley to Leeds frequency increased to 20 mins. Option to route some journeys through Wrose/Idle	£1,282,963
Calderdale/ Kirklees	First West Yorkshire	Halifax- Huddersfield- new express service X3. 501/503 every 7/8 mins New connections to Elland station and between hospitals New 538 service Halifax- Elland (station)- Brighouse	£1,469,527
		Total cost:	£4,228,434

2.15 Approval is also sought to invest a further £3,000,000 in tendering new and enhanced services across the region as the first tranche of deliverables from the remaining funding available to invest over the coming years. The exact routes and services to be funded from this tranche are still to be determined, with a recommendation that final approval of the funding be delegated to the Combined Authority Chief Executive in consultation with The Mayor and Transport Committee Chair, subject to confirmation of these. A focus of these investments will be quick wins and early priorities.

2.16   Further phased tranches of new and enhanced services (up to a total additional value of £22,950,000) will be brought forward for funding approval in due course, following development of further business cases, to support and be responsive to the bus network's changing needs.

2.17   This funding approval request and the corresponding Programme Appraisal Team (PAT) report is covered in more detail in Item 11.

'Mayor's Fares'

2.18   Mayor's Fares' was the first main deliverable of the BSIP programme. Launched in September 2022, it has capped all single tickets at £2 and the MCard Day Saver ticket at £4.50. The scheme aimed to deliver the BSIP ambition for 'clear and simple fares' which make paying for bus travel more affordable, easier, convenient and flexible. It was envisioned the initiative would encourage more people to travel by bus more frequently, as well as east cost-of-living pressures for existing passengers. As of May 2023, the scheme has cost approximately £1,243,000 per month, to a total of £11,185,222.

2.19   As reported to Transport Committee on 10 February 2023, between September 2022 and December 2022, 7.2 million customer journeys were made using the Mayor's Fares - approaching half a million passenger journeys each week. In addition, passengers had saved a total of £3.6m compared to what they would have been paying without the initiative - on average each passenger was saving 20%. The data also suggested growth in patronage in the final quarter of 2022 as well as changes to commuting patterns.

2.20   As of April 2023, weekday bus patronage in West Yorkshire was 85% of pre-pandemic levels. The ongoing impact of Year 1 of Mayor's Fares on patronage and customer satisfaction is still being determined. This will inform the price of the fare cap and operator repayment mechanism for years 2 and 3 of the scheme. Therefore, a submission of a Full Business Case to secure approval for the total scheme allocation of £33,974,070 is planned for submission late 2023.

2.21   To keep the scheme ongoing until that time, a change request has been submitted for £11,728,590 to keep the scheme live until at least March 2024.

2.22   This funding approval request and the corresponding appraisal summary is covered in more detail in Item 11.

The Bus Reform Assessment

2.23   To respond to the challenges facing the local bus system and support delivery of the full ambitions of the BSIP in the longer term, the Combined Authority is also conducting a Bus Reform Assessment (the 'Assessment'). This will assess the different options for governance of the local bus system, including

the existing Enhanced Partnership, an Enhanced Partnership 'plus' and Franchising.

2.24 At the Combined Authority meeting on Thursday May 25th, committee members will be asked to approve the progression of the Assessment for Audit, in accordance with the statutory requirements set out under Transport Act 2000 (as amended by the Bus Services Act 2017).

2.25 The Assessment concludes that Franchising is the preferred option for the Combined Authority to progress with subject to both the audit and the outcome of the statutory consultation, which will inform a report and recommendation to The Mayor.

2.26 It is also proposed to continue engaging with local bus operators to understand in more detail what more may be achievable under the Enhanced Partnership, which can be considered as part of the final Mayoral decision.

2.27 A verbal update will be given to Transport Committee on the decision made by Combined Authority members following this meeting.

3. Tackling the Climate Emergency Implications

3.1 There are no climate emergency implications directly arising from this report.

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

4. Inclusive Growth Implications

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

5. Equality and Diversity Implications

5.1 Supporting Equality and Diversity through ensuring the bus service is attractive, inclusive and accessible for all is a key aim of the West Yorkshire Bus Service Improvement Plan.

5.2 The Mayors Big Bus Chat public engagement prioritised engaging with seldom heard groups and, where possible, obtaining data on protected characteristics from participants, in order to strengthen the insights it provides to support Equality and Diversity within the BSIP.

5.3 An Equality Impact Assessment has been completed and will be reviewed regularly throughout the programme's delivery.

6. Financial Implications

6.1 Funding approval requests in relation to Enhanced Bus Services, the Bus Network Plan and Mayors Fares, addressed through Item 11, will support delivery of Tranche 1 of the Bus Network Plan and continuation of the Mayors Fares scheme.

7. Legal Implications

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

8. Staffing Implications

8.1 Further internal capacity will be sought to support delivery of the interventions within the BSIP revenue funding programme.

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

10.1 The Transport committee notes the BSIP programme update and funding approval request (covered as part of Item 11).

11. Background Documents

11.1 There are no background documents referenced in this report.

12. Appendices

None.

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West Yorkshire Combined Authority

Tracy Brabin Mayor of West Yorkshire

Report to:	Transport Committee
Date:	26 May 2023
Subject:	**Passenger Experience Update Report**
Director:	Dave Pearson, Director Transport & Property Services
Author:	Mick Bunting, Head of Passenger Experience

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

1.   **Purpose of this Report**

1.1   To provide an update on the performance of the transport network in West Yorkshire, including an update on the Combined Authority's passenger facing activity.

2.   **Information**

        Summary Picture

2.1   The recovery of travel demand following the pandemic has stabilised with evidence that the recovery on bus and rail continues to build, albeit slowly.

2.2   Punctuality and reliability performance remains a concern, and we continue to work with industry to try address these issues where possible.

2.3   First Group's contract to operate TransPennine Express (TPE) will end on 28 May. Discussions had been ongoing regarding either a contract extension or new contract. In the event, DfT determined that operation of TPE should instead transfer to the government-owned Operator of Last Resort, alongside Northern and LNER.

2.4   In January 2023 overall weekday bus patronage (which includes all passenger cohorts) steadily increased to 85% of the pre pandemic baseline (March 2020). Since then, patronage has remained stable outside of school holidays and the snow event in early March. At the end of March (before Easter), adult bus patronage was 81% of baseline levels, which compares to 72% for the equivalent week in 2022 (see **Appendix 1**).

2.5   Service reliability continues to be impacted by traffic congestion and reduced availability of bus drivers and engineers. This was a cause for concern in 2021/22, however bus operators are advising that staff shortages are easing.

Rail Network

2.6   Northern reports rail patronage at approximately 83% compared to pre-pandemic levels, with higher levels when services are stable. Leisure travel continues to lead the recovery, with some weekends regularly proving busier than pre-pandemic. Mondays have seen the weakest recovery. Commuter levels are remaining reasonably stable now at 55% overall recovery, based on ticket types (though may commuters are using advance purchase tickets). In response, Northern are targeting several marketing initiatives for commuters.

2.7   TransPennine Express (TPE) reports demand at around 75% of pre-pandemic levels which is at the same level as reported to the previous meeting of Transport Committee.

2.8   LNER indicates demand is at 95% of pre-pandemic levels for the period October to December. The decline from the previous report to this meeting likely represents the impact of engineering works along with several strike days. The Leeds to London services represents the most popular flow. Friday and Sunday are the busiest days of the week with 150% passengers travelling compared to pre-pandemic levels. LNER have submitted proposals to the Department for Transport to run additional services on Sundays.

2.9   CrossCountry demand is about 70% of pre-pandemic levels with the leisure market also prevalent; Fridays, Saturdays and Sundays being the busiest days.

2.10   Average weekday footfall at Leeds rail station stands at 70% of pre-pandemic levels, reflecting the March rail strike days. Weekend levels remained near baseline levels (95%) around the same time.

2.11   Strikes continue to impact demand significantly during the week of the strike but recovering in the week following.

2.12 **Summary of Network Changes**

<u>Bus Network</u>

2.13 Bus services have been sustained throughout the pandemic by a combination of Government and local government funding. In February, Government announced that funding will extend until the end of June 2023. Bus operators had notified their intention to reduce or withdraw some services to make savings commensurate with an anticipated reduction in funding.

2.14 As highlighted in Item 8, a recent announcement was made by Department for Transport (DfT) relating to future bus funding. Insufficient information was available at the time of publication to be able to provide an overview of ramifications. A verbal update will be provided to committee members.

2.15 Timetable amendments were made in April to Park & Ride services in Leeds which have had a negative impact on service performance in the weekday peaks. An adjusted timetable was introduced on 22 May to address these issues.

<u>Rail Network</u>

2.16 Details of the timetable change on Sunday, 21 May 2023 were reported to Transport Committee on 10 March 2023. An analysis of known changes is included at **Appendix 2**.

2.17 An important change reported was the replacement of the Huddersfield – Wakefield – Castleford rail service with an infrequent rail replacement bus service with greatly extended journey times.

2.18 On 23 March, the Combined Authority wrote to Rail North Partnership emphasising dismay at this decision, urging them to:

a. to provide a firm and unequivocal commitment to reintroduce rail services by the proposed operation of a Manchester – Huddersfield – Wakefield – Castleford – York service from the December 2023 timetable change; and

b. to take active steps to provide a rail-based solution as soon as possible, in particular before September, in time for the new college and university academic years.

At the time of writing no substantive response has been received.

Passenger Network Performance

<u>Bus Network</u>

2.19 Bus service performance is measured by reliability, which is the number of service journeys which actually operate, and punctuality, the percentage of

buses operating on time (i.e. no more than 1 minute early or 5 minutes late) at the start of the route and at timing points along the route. The Bus Alliance collates figures on this from the three major bus companies in the region (First, Arriva and Transdev), the latest quarterly figures West Yorkshire wide are:

Month	Reliability	Punctuality (from the first stop)	Punctuality (stops along the way)
January 2023	96.5%	88.6%	79.6%
February 2023	95.7%	89%	79.6%
March 2023	94.9%	88.4%	79.3%

2.20 The bus industry target is for 99.5% of registered bus service mileage to be operated (reliability) and 95% of buses to run no more than 1 minute early or 5 minutes late (punctuality). The above results show performance significantly less than the target over the full period. The results are currently aggregated over all operators at all times of the week and the passenger experience at busier times may be worse than this in some places.

2.21 Transport Committee members have asked for a more detailed analysis of these results by area. There are a number of data issues to resolve to enable this and it is hoped to offer greater detail in this regard later in 2023.

Rail Network

2.22 Rail strikes continue to affect the rail network with industrial action by the RMT impacting operators on the 16 and 18 March. Planned industrial action with rail operators on 30 March and 1 April was suspended as discussions reopened over pay, job security and working conditions between the RMT and the Rail Delivery Group. However, RMT members voted to renew the mandate for strike action in early May, and a further strike with operators took place on Saturday 13 May, when a substantially reduced timetable operated with no services on several routes.

2.23 Network Rail employees voted to accept a pay offer and are no longer part of the industrial action with the RMT over pay. However, modernising maintenance consultations are ongoing. The suspension of Network Rail action has allowed more of the network to be available on strike days and Northern was able to add additional services calling at Hebden Bridge into the timetable operated on strike days, these reportedly performed well.

2.24 At the time of writing more strikes have been announced by the ASLEF union on the 12 and 31 May, and 3 June which will impact on all operators. Almost no train services will be operating on these days, although LNER operated a basic service on 12 May. ASLEF withdrew non-contractual overtime from 15 May to 20 May, and current indications are that it will do so again on 31 May and 1 June. In combination with the action by RMT members on 13 May, the impacts are significant, impacting on several key events across the country.

2.25   The performance reports for Northern and TransPennine Express (TPE) are included in **Appendix 3**, which includes a description of the different performance measures mentioned below.

2.26   Since the last update to Transport Committee, punctuality has improved for Northern and TPE and both operators have seen a decrease in cancellations against a peak in Period 10 (December). Time to 3 (Percentage trains calling at station stops within 3 minutes of the planned time) for the most recent four-week period 13 (March) sits at 82.87% for Northern and 70.67% for TPE. This is a notable increase for Northern over the last 6 periods with an increase of 12% from period 8.

2.27   Cancellations saw Northern at 4.17% (3.5% in the East region) and TPE at 5.81%. These figures exclude cancellations announced by the evening before ('P-coded'), which TPE continues to make extensive use of, as set out below.

2.28   Train crew availability remains a challenge. Although significantly improved, some COVID-19-related training backlogs are still being cleared, staff absence (higher than average sickness levels for TPE especially) and action short of a strike impacting rest day working agreements are all contributing to the high levels of cancellations and poor performance. Strike action has also impacted the rate at which training can be delivered.

2.29   TPE's performance has continued to suffer acutely from these issues, compounded by higher than anticipated levels of drivers leaving the business and increased training demands related to network enhancement programmes - principally related to TransPennine Route Upgrade diversions and new routes related to Manchester Task Force.

2.30   TPE cancellations continue to have a severe impact in West Yorkshire. Many of these are at short notice, made on the day or the evening before. The latter (known as 'P-coded' or planned cancellations if notified before 22:00 on the evening before) are currently not counted in official cancellation statistics. The ORR is now reporting p-coding for all operators, monthly on their website to help introduce more transparency.

2.31   On TPE, for the most recent period 13 (March), 17% (1,023) of services were cancelled (approximately 11% were P-coded and 6% were same day cancellations). On Saturdays in the same period 19% of services were cancelled (approximately 13% were P-coded and 6% were same day cancellations). Since the previous report to Transport Committee there has been a reduction in total cancellations (including p-coding) from 31.6% to 18%. This is a percentage change of –43.4%. The improving trajectory is welcome, but cancellations are still a long way from where they need to be.

2.32   As detailed at Transport Committee in March, a Recovery Plan was submitted to Rail North Partnership by TPE in early February 2023. The plan continues to be monitored closely by the Rail North Partnership. The target set within the recovery plan is aligned at driver recruitment, the driver trainee progress and

monitoring the sickness position. The latest update from TPE reports that the recovery plan is on target.

2.33 Over the recent period, northern Mayors have continued to engage with the Secretary of State for Transport to secure improved performance at TransPennine Express.

2.34 On 11 May 2023, the Secretary of State for Transport confirmed that First Group's contract to operate TPE would not be extended or renewed. The government-owned Operator of Last Resort (OLR) will take over when the current contract ends on 28 May. The Mayor strongly welcomed the news as a fresh start for the operator, and the right outcome after over a year when commuters have experienced exceptionally poor performance.

2.35 It is hoped that transfer of ownership will mark a reset in relationships with staff and set the scene for a more constructive set of discussions with trade unions. This would assist in enabling a faster recovery of performance. Nonetheless change will take time, and it will be imporant to maintain pressure and secure accountability for the delivery of the Recovery Plan.

2.36 TPE will join Northern and LNER as operators that are owned by OLR. In making the announcement regarding TPE, the Secretary of State confirmed that he has requested the Department of Transport to review services in the north to improve efficiency and find better ways to deliver for passengers with engagement from northern Mayors. This is a welcome initiative in principle, although concern remains over the potential impact of service reductions in the context of cost savings.

2.37 Horbury Junction suffered a broken rail on 28 December, affecting services from Leeds, Castleford, and Wakefield to Barnsley, Sheffield, Nottingham and Lincoln. A temporary fix was implemented in January with a permanent fix planned for the end of May. A broken rail impacting performance at Whitehall Junction on the west side of Leeds station has also now been fixed.

2.38 There has unfortunately been an increase in cable theft and vulnerable people on the railway which has impacted performance. Network Rail has ordered additional remote covert and overt cameras for use in hotspots. Trials of new equipment are being carried out which will detect when a cable has been pulled with location reports. Extra patrols are also being introduced by British Transport Police address antisocial behaviour. Hotspot action plans have also been developed for high-risk areas for trespass/vandalism, including Leeds Station.

2.39 During the recent Stalybridge Blockade which formed part of the Transpennine Route Upgrade (TRU) works, Northern took steps to protect services on the Calder Valley line (which acted a key diversionary route), which resulted in a small number of other services being cancelled. Passenger loadings were high on the route due to poor delivery of TPE services with a knock-on effect onto Northern services. A feedback exercise is being undertaken by Network Rail with signalling and control teams to identify learnings from the Stalybridge

blockade, contingency arrangements and inform the planning of future blockades.

2.40   At the time of writing no issues have been raised with the delivery of the plan, including service recovery post-incident but there are 'settling' speeds imposed on train operators following work for TRU which are essential but introduce some delays for a for a week or so afterwards. Some issues with replacement buses and passenger information were fed back and picked up at the time of the blockade. Train operators were pleased with how industry partners worked together.

2.41   Upcoming TRU line closures in May and June are listed online here: https://thetrupgrade.co.uk/upcomingclosures/ . With one exception, these are weekend-only closures. Further work from 19-24 June will take place at Morley, with alternative travel arrangements outlined on the above web page.

2.42   Work is planned by Network Rail in June to reduce the risk of flooding from third party land (outside of railway ownership) onto the railway. The objective is a reduction in delay minutes caused by flooding specifically between Leeds and Harrogate, and Halifax and Bradford. Preparation has also started on summer heat related issues.

Passenger Satisfaction and Attitudes

Transport Focus Surveys

2.43   Throughout the pandemic, Transport Focus conducted nationally representative research around travel use. The latest iteration of this research surveys 2,000 people nationally representative of the population of Great Britain every other weekend, who are screened to create separate survey reports for bus and rail use. These explore the journey purpose and satisfaction of those who used buses outside London or made a rail journey excluding London Underground in the last seven days, with weightings applied to the varying base numbers to make the results nationally representative. Reports are now published monthly, and links are provided in **Background Documents.**

2.44   The latest insights from surveys published on the 21 April 2023 were:

- 88% of bus passengers were satisfied with their journey overall, compared to 86% in the previous report.
- 86% of rail passengers were satisfied with their journey overall, the same level as the previous report. For both bus and rail, satisfaction broadly increases with age, with a dip in the 35-54 cohort.
- For bus, satisfaction with both value for money and punctuality was 73%, a slight decline on 74% in the prior report. Journey time satisfaction fell slightly to 84% from 85%, satisfaction with crowding remained at 87% and bus frequency fell slightly to 66% from 67%.
- For rail, satisfaction with value for money rose to 57% from 55% compared to the last report, while punctuality satisfaction stayed at

80%. Journey time satisfaction fell slightly to 83% from 84%, while satisfaction with the level of crowding and train frequency rose slightly from 70% to 71%.

- Compared to rail passengers, bus passengers reported higher levels of satisfaction with value for money (73% for bus vs 57% for rail), and levels of crowding (87% for bus vs 71% for rail). Rail reported higher levels of satisfaction with punctuality (80% for rail vs 73% for bus) and frequency of service (71% for rail vs 66% for bus).

Updates on Combined Authority activity

Current Usage Indicators

2.45 **Appendix 4** includes a summary of several usage indicators of Combined Authority "Metro" branded activity which give a comparison between current levels of demand and trends, including to the pre-pandemic position where available.

2.46 Although use of services continues to be impacted the reduction in travel associated with the pandemic, the data indicates demand for travel information is increasing. Calls made into Metroline on weekdays in March 2023 were 91% of the equivalent week in 2019 (pre-pandemic), up from 74% in March 2022. Page views for the Metro website in early May 2023 were 69% of pre-pandemic levels (i.e., the equivalent week in 2019), and Metro page view numbers in every week in 2023 were higher than in 2022 so far.

2.47 The new Halifax Bus Station is progressing well and is expected to open later this year. Resurfacing and waterproofing works continue at Bradford Interchange.

3. Tackling the Climate Emergency Implications

3.1 An important element of the Transport Recovery Plan agreed in 2020 is to try to embed increased levels of active travel and the opportunity to restore and grow public transport use to maintain improved air quality and achieve decarbonisation ambitions.

4. Inclusive Growth Implications

4.1 Sustaining an effective, stable and affordable public transport network is crucial in ensuring the post pandemic economic recovery is inclusive particularly to communities with limited access to private transport

5. Equality and Diversity Implications

5.1 Ensuring an effective, stable, and affordable public transport network is important for equality and diversity.

6.   Financial Implications

6.1   As reported on an accompanying report, inflationary pressures arising from fuel and wage cost growth are impacting on the Combined Authority and bus operators.

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 on the Passenger Experience in West Yorkshire 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

Bus service changes in December, January and February 2023 are summarised and published on the Metro website. The summary documents can be accessed via this link: https://www.wymetro.com/plan-a-journey/travel-news/service-changes/

The Combined Authority continues to produce a regular *West Yorkshire Economic and Transport Insights Report*. This includes information and analysis on public transport patronage and is available via this link: https://www.westyorks-ca.gov.uk/documents/economic-monitor/.

A regularly updated transport and economic recovery dashboard is available via this link: https://app.powerbi.com/view?r=eyJrIjoiNTA5ZjIzZWQtNDdiOS00ZGNiLTIlNm QtNWZmZmQ0ZDBkMjRiIiwidCI6IjM0ZTkzYmZjLWVINjYtNDM0NS1hNGZILT gwNWI2N2U0ODBjMCIsImMiOjh9

Transport Focus continues to publish regular satisfaction surveys of public transport users. These can be accessed via these links:
Bus User Survey - Transport Focus
Rail User Survey - Transport Focus

The Combined Authority's COVID-19 transport survey results are published here: https://www.westyorks-ca.gov.uk/documents/covid-19-transport-survey/

12. **Appendices**

Appendix 1 – Insights on transport network use

Appendix 2 – Summary of May 2022 rail timetable changes

Appendix 3 – Rail network performance data

Appendix 4 – Metro branded activity measures

Appendix 1 - Insights on Transport Network Use

The content in this Appendix is extracted from the Economic-Transport Insights Report published produced by the Combined Authority Research and Intelligence team. The full report is available online together with a link to a regularly updated dashboard with the latest available data, available here:

Full Report

COVID-19 economic & transport recovery monitor - West Yorkshire Combined Authority (westyorks-ca.gov.uk)

Dashboard

https://app.powerbi.com/view?r=eyJrIjoiNTA5ZjIzZWQtNDdiOS00ZGNiLTllNmQtNW ZmZmQ0ZDBkMjRiIiwidCI6IjM0ZTkzYmZjLWVlNjYtNDM0NS1hNGZlLTgwNWI2N2 U0ODBjMCIsImMiOjh9

Since the end of January, up until Easter bus patromage has been relatively stable

The chart below shows weekday bus use relative to pre-pandemic conditions. A table compares the last full week in March 2023 against the last full week in March 2022, these are comparable weeks in that there were no significant holiday or weather-related impacts. Patronage since the end of January has been stable in normal weeks, with dips for holidays and snow, rather than exhibiting further recovery.
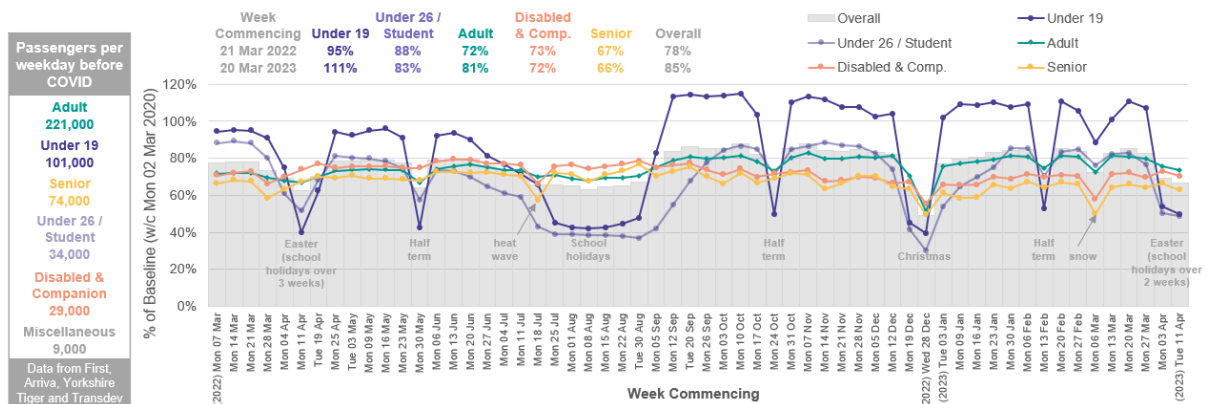
Note - Baseline period is week commencing Mon 02 Mar.
Source: Bus operators electronic ticket machine data, passenger boarding locations in West Yorkshire. First, Arriva, Yorkshire Tiger and Transdev account for over 90% of bus services in West Yorkshire. Graph shows First, Transdev and Yorkshire Tiger data. Data is for weekdays excluding bank holidays, with ticket types assigned to broad cohorts.

National transport usage remains stable

In the weeks before Easter, national road use by all motor vehicles remained around 100% of pre-pandemic levels. Bus use outside London remains around 80 to 90% on weekdays with weekend usage spikes, exceeding 100% on several Sundays. Rail use remains around 85 to 95%.
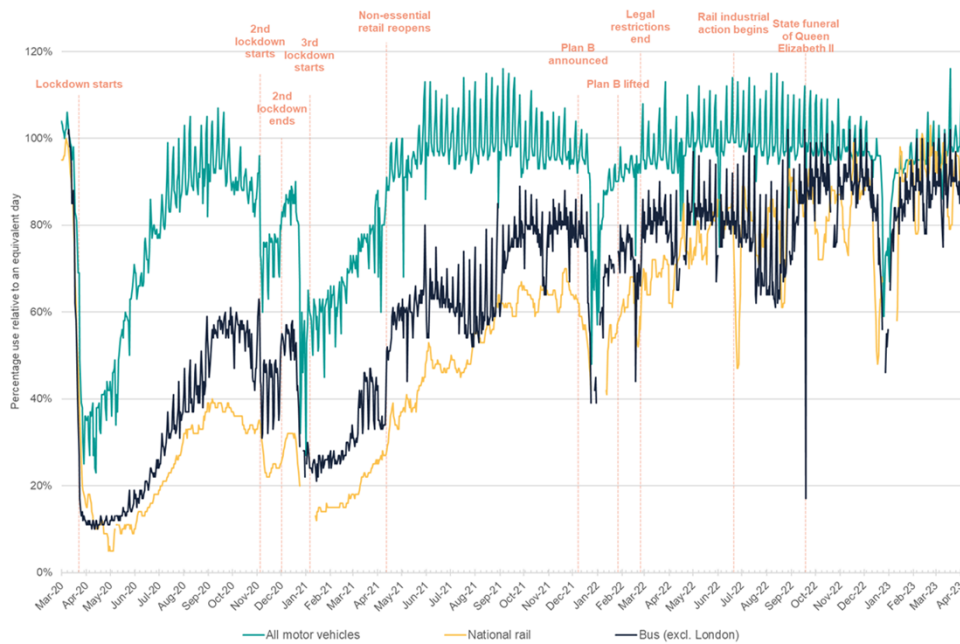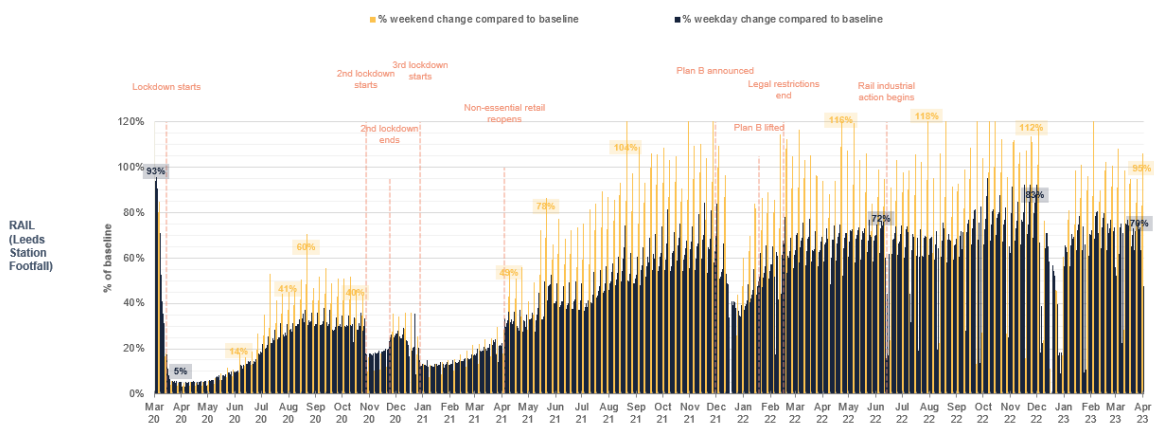
Note - Bus (exlcuding London) is expressed as the percentage of the equivalent day of the third week of January 2020. Motor vehicle use (cars, light and heavy vehicle goods) is expressed as the percentage of the equivalent day in the first week of Februray 2020.
Source: *https://www.gov.uk/government/statistics/transport-use-during-the-coronavirus-covid-19-pandemic*

## Weekday footfall at Leeds station back to 70% of pre-pandemic levels following March rail strikes

Average weekday footfall at Leeds railway station returned to 70% of pre-pandemic levels following rail strikes in March. Weekend footfall count remains at similar level to previous month.

Baseline period is Monday 2nd - Friday 6th March 2020 (weekdays) and 29th Feb -1st March and 6th-7th March (weekends)

Source: *Leeds Rail Station Footfall - Network Rail*

March night-time footfall also remains lower than pre-pandemic levels and lower than the same time last year

Leeds city centre day time footfall remains suppressed relative to pre-pandemic; in March 2023 footfall was 22% lower than in March 2019, having not reached 2019 levels since the pandemic began. This is also reflected in the wider UK trend where there is a 0.9% decrease in retail activity between February and March probably due to wet weather. The higher prices of goods because of the cost-of-living crisis is also a factor in the reduced levels of footfall compared to 2019 in Leeds city centre and the UK. There is a slight increase between March 2023 and March 2022 showing a slightly improved situation.
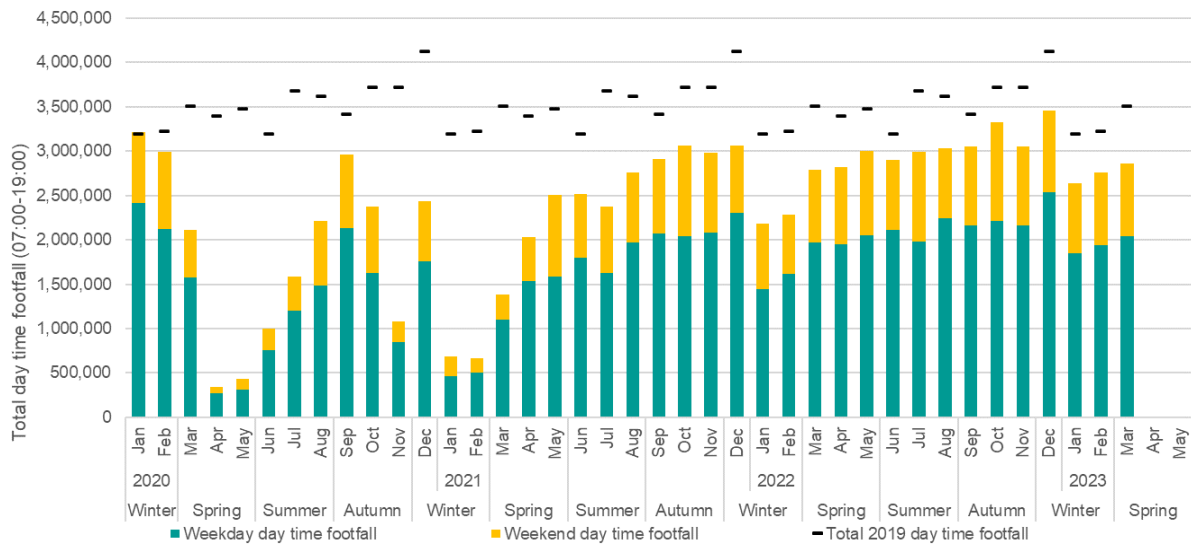
Leeds city centre night time footfall in March 2023 remains 17% below the equivalent pre-pandemic month (March 2019) and was lower than March 2022. Weekday night time footfall increased between February and March 2023. Weekday night time footfall also increased slightly in March 2023 in comparison to March 2022.
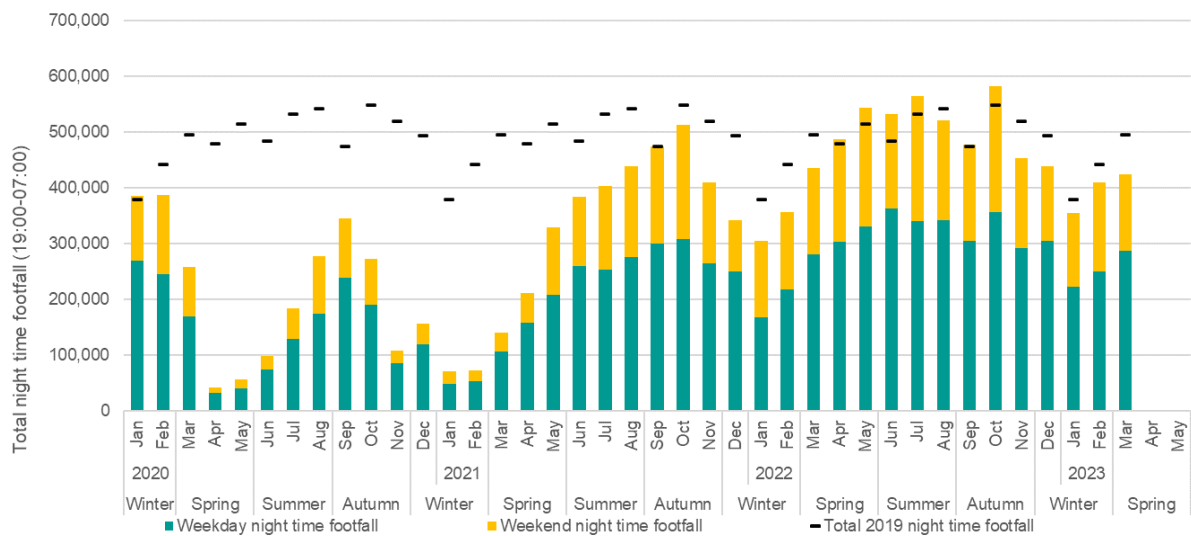
Source: *Leeds City Council*

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Item 6, Appendix 2: May 2023 rail timetable change summary

In this summary, Sundays are only mentioned if there are any differences from the December 2022 timetable, and/or if any issues associated with the December 2022 timetable are perpetuated here. If no day is mentioned, the service referred to is every working day, i.e. daily except Sundays. "SO" means Saturdays only and "SX" means Mondays to Fridays only.

This summary was produced before full details are available, so errors and /or omissions to the detail may remain; engagement with operators is ongoing.

<u>Northern</u>

General principle: Services operating since December 2022 continue, but with some modifications, as set out below. In many cases an identical timetable is to be offered (often with a few minutes' variation – anything less than 5 minutes' difference is not mentioned here – hence use below of phrase "nearly identical")

Line / service	Changes in May 2023	Comments
Harrogate	Almost identical, except: • Mondays to Saturdays, 1709 departure from Leeds now runs only to Harrogate (not Knaresborough). No significant changes to LNER services.	Services remain below pre-Covid levels in standard hours.
Wharfedale (Ilkley)	No change to Ilkley – Leeds trains. Ilkley to Bradford trains at 0951, 1151, 1351, and 1451 are removed Mondays to Saturdays, resulting in an hourly service during the middle of the day. Bradford to Ilkley trains at 0916, 1016, 1116, 1216, 1316 and 1416 are removed Mondays to Saturdays, resulting in an hourly service during the middle of the day. No changes to services on Sundays.	Northern state the reduction in frequency during the middle part of the day on Bradford services is to create resilience to reduce the level of cancellations whilst resources recover – see main report.

Line / service	Changes in May 2023	Comments
Airedale local (Skipton and Bradford Forster Square)	No change to Skipton – Leeds trains. Skipton to Bradford trains at 0934, 1034, 1134, 1234 and 1334 are withdrawn Mondays to Saturdays, resulting in an hourly through service during the middle of the day. Bradford to Skipton trains at 1041, 1241, 1341, 1441 are withdrawn Mondays to Saturdays, resulting in an hourly through service during the middle of the day. No changes to services on Sundays. No significant changes to LNER services.	Northern state the reduction in frequency during the middle part of the day on Bradford services is to create resilience to reduce the level of cancellations whilst resources recover– see main report.
Calder Valley: (core via Bradford & Halifax)	Almost identical, except: • Additional hourly service between Leeds and Chester (via Bradford, Halifax, Rochdale and Manchester Victoria) on Sundays departing between 0943 and 1944. • Additional hourly service between Chester and Leeds (via Manchester Victoria, Rochdale, Halifax and Bradford on Sundays departing between 0925 and 2025.	The increased frequency on Sundays is welcome and has been a long-running priority with Northern.
Calder Valley: (Brighouse, Huddersfield, Dewsbury)	Almost identical, except: • 0501 Leeds to Huddersfield via Bradford Interchange that ran Mondays to Saturdays is withdrawn.	-
Calder Valley (Todmorden & Burnley)	Almost identical.	-
Castleford – Wakefield – Huddersfield	All four weekday services are withdrawn, to be replaced by a substitute bus service with extended journey times. No Sunday service, as historically.	This is a deeply unwelcome move, pending partial resolution when all-day Huddersfield – Wakefield – Castleford service is expected to be provided as part of a regular TPE Manchester – Huddersfield – Wakefield – York service from December 2023. This is subject to confirmation – see main report.

Line / service	Changes in May 2023	Comments
Penistone Line	Almost identical.	There continues to be a missing train at around 21:35 from Sheffield to Huddersfield
Huddersfield Line (Local services)	Almost identical, except: • Calls at Dewsbury on eastbound services are reinstated at Dewsbury at 1608 and 1712, which reinstates a broadly half-hourly service pattern in the afternoon peak between Huddersfield and Dewsbury. Longer distance TransPennine Express services – see separate section below.	The restoration of afternoon calls at Dewsbury is welcome; this has significantly impacted students at Greenhead College and workers returning from Huddersfield to Dewsbury.
Wakefield Line: Leeds – Wakefield Westgate – Doncaster / Sheffield	Almost identical, except: • 2222 Leeds to Doncaster is an additional service on Saturdays. As noted below, an additional northbound CrossCountry service will also operate Mondays to Saturdays, calling Sheffield (1748), Wakefield (1817) and Leeds (1833). No significant changes to LNER services.	Some issues remain, including regarding services on Saturday evenings out of Leeds towards Sheffield, but welcome to see 2-hour gap filled for Doncaster services. Sunday morning services from Leeds continue to be poorly spaced. Peak-only additional Doncaster trains continue not to run.
Hallam Line: Leeds – Wakefield Kirkgate – Barnsley - Sheffield	Almost identical.	-
Pontefract (both lines)	Almost identical.	Significant December 2022 issues continue: • Missing c. 06:30 Knottingley – Wakefield – Leeds • Missing c. 07:29 Leeds – Wakefield – Knottingley Also, pre-Covid peak-only additional train towards Castleford continues not to run.

Line / service	Changes in May 2023	Comments
East Leeds line (York & Selby)	Almost identical.	Longer-standing issues as shared with Northern, including structure of Leeds – York stopping service.
Dearne Valley: Sheffield – Pontefract Baghill - York	Almost identical, except: • The two trains that operate on late afternoons / evenings on Sundays are replaced by a single bus service covering stops between York and Moorthorpe.	-

TransPennine Express (North Trans-Pennine line only)

Almost identical to December 2022, except:

- 1402 Newcastle to Liverpool Lime Street now starts Newcastle rather than York.
- Dewsbury stops restored in eastbound afternoon peak on for services from Huddersfield as noted in table above.

LNER

No material changes relevant to West Yorkshire planned in May 2023.

Cross-Country (Scotland – Leeds – Birmingham – South-West)

Minor adjustments planned in May 2023, with more services extending out beyond Bristol to Plymouth and Plymouth to Penzance and vice versa.

- There is an addition afternoon peak service between Sheffield (1748), Wakefield (1817), Leeds (1833) and York (1901) provided by CrossCountry as part of an additional Reading to Newcastle service. This brings valuable additional afternoon peak capacity, restoring the northbound situation prior to the pandemic.

Grand Central (Bradford Int – London King's Cross)

Only very minor adjustments planned in May 2023.

Appendix 2 – Rail Network Performance Data

How Performance Is Reported

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

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

The main indicators used in this report are:

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

More information how rail performance is reported is available here: https://www.raildeliverygroup.com/punctuality.html

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

Period	Four-week date range
P10 (23/10)	11 Dec 2022 to 7 Jan 2023
P11 (23/11)	8 Jan 2023 to 4 Feb 2023
P12 (23/12)	5 Feb 2023 to 4 March 2023
P13 (23/13)	5 March to 31 March 2023

Some of the charts in the report show abbreviated codes, for example '23/07'. These codes refer to the year and reporting period. The first two digits refer to the year – '23' means 2022/23, '24' means 2023/24 and so on. The latter two digits are the period in the year. So, 23/13 is the 13th reporting period in 2022/23.
We will continue to work with Transport for the North to ensure the graphical summary data provides valuable insights, including to show year-on-year comparisons.

Northern

Northern operates most of the rail services in West Yorkshire.

Headline performance is summarised below.

Time to 3 (% of station calls within 3 mins of planed time)	8 Jan 2023 to 4 Feb 2023	5 Feb 2023 to 4 March 2023	5 March 2023 to 31 March 2023
Northern overall	79.29%	81.27%	82.87%
East Region (Yorkshire and East Midlands)	81.41%	80.01%	77.64%

Cancelled	8 Jan 2023 to 4 Feb 2023	5 Feb 2023 to 4 March 2023	5 March 2023 to 31 March 2023
Northern overall	3.53%	4.53%	4.17%
East Region (Yorkshire and East Midlands)	4.09%	4.88%	3.50%

More detailed information on Northern's performance is available here: https://www.northernrailway.co.uk/corporate/performance

The overall trend of Northern performance for the last six 4-week reporting periods is shown in % below:
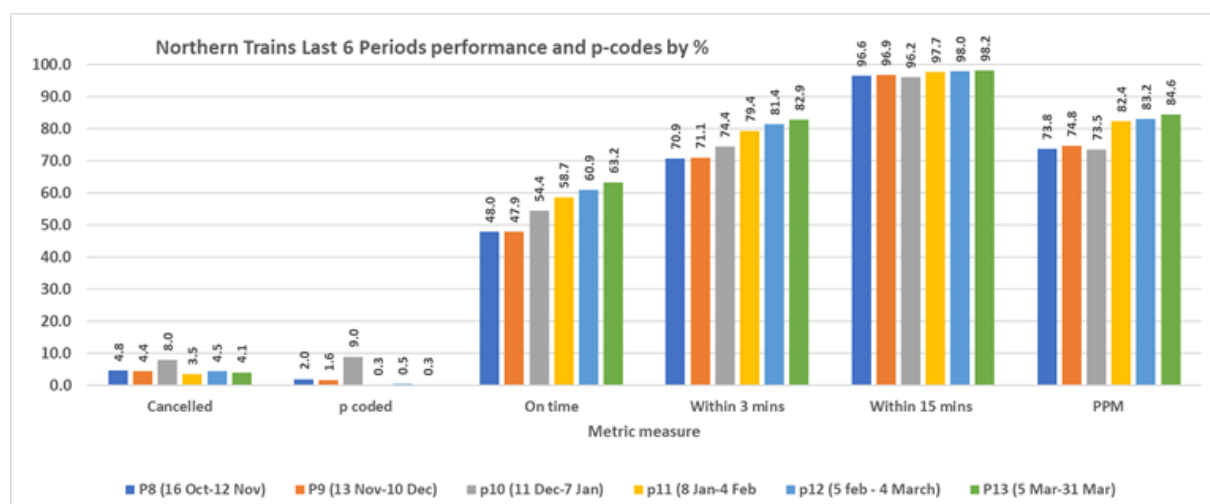
Key: Left axis: % of station calls within 3 minutes (T-3) of planned times, % of station calls within 15 minutes (T-15) of planned times, and legacy PPM measure.
Right axis: % of trains cancelled.

The chart below summarises Northern's East Region (Yorkshire and East Midlands) performance from 5 March to 31 March 2023 (Period 13).

**Punctuality at recorded station stops**
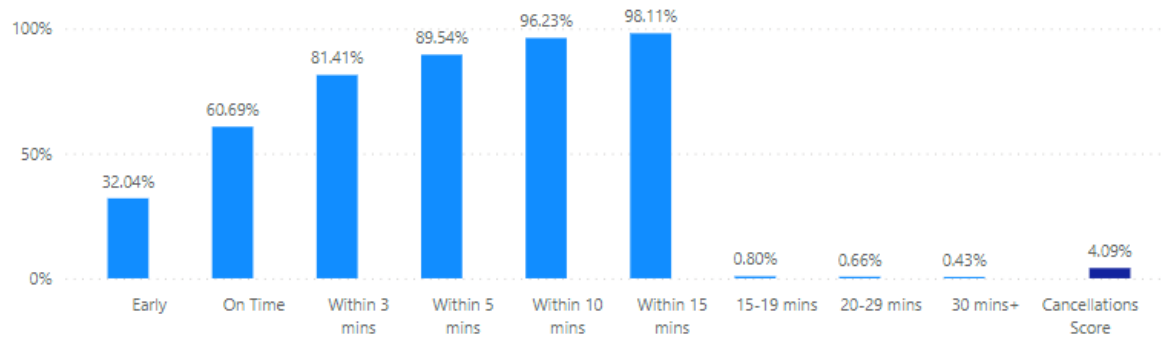
The charts below show punctuality and cancellation trends for Northern's East Region (Yorkshire and East Midlands area) in 4-week periods from 9 Jan 2022 (Period 1 of 2022/23, represented as 23/01) to 31 March 2023 (Period 13 of 2022/23, represented as 23/13).

Northern East Region: % of station calls within 3 minutes of planned time
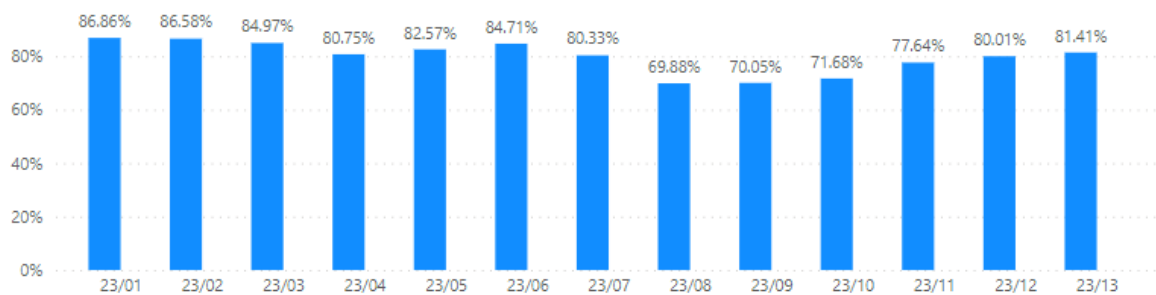
Northern East Region: % of services cancelled
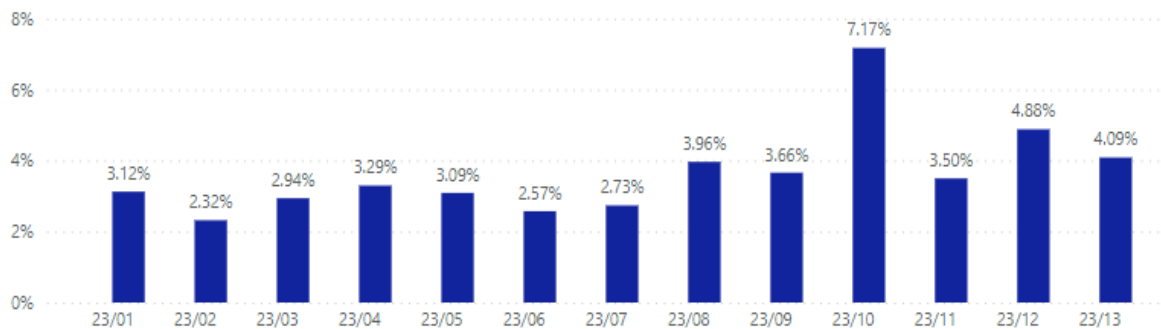
TransPennine Express

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

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

Time to 3 measures (% of station calls within 3 mins of planed time)	8 Jan 2023 to 4 Feb 2023	5 Feb 2023 to 4 March 2023	5 March 2023 to 31 March 2023
Overall	64.02%	70.65%	70.67%

Cancelled	8 Jan 2023 to 4 Feb 2023	5 Feb 2023 to 4 March 2023	5 March 2023 to 31 March 2023
Overall	8.96%	7.18%	5.81%

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

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

The overall trend of TPE performance for the last six 4-week reporting periods is shown in % below:
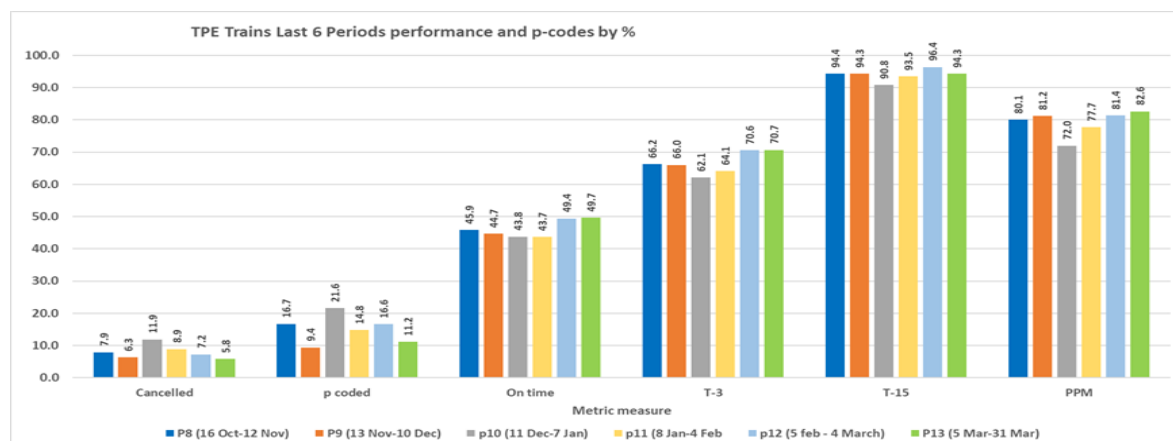
Key: Left axis: % of station calls within 3 minutes (T-3) of planned times, % of station calls within 15 minutes (T-15) of planned times, and legacy PPM measure.
   Right axis: % of trains cancelled.

The chart below summarises TPE's North Route (services in and through West Yorkshire) performance from 5 March 2023 to 31 March 2023 (Period 13).

Punctuality at recorded station stops
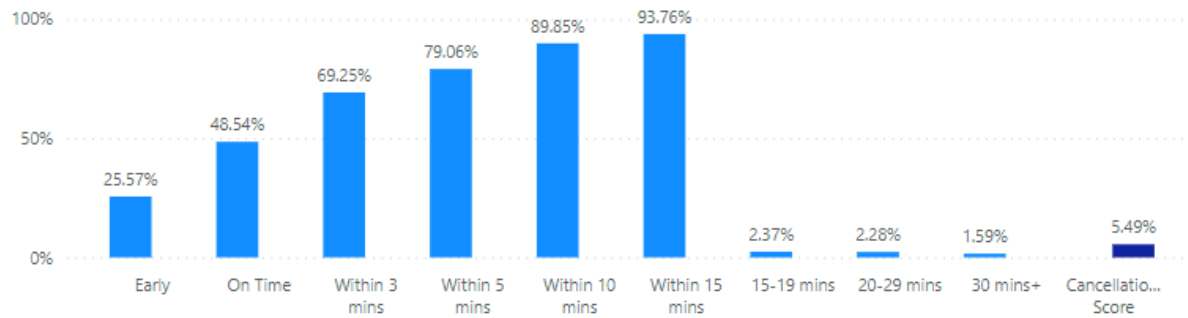
The charts below show punctuality and cancellation trends for TPE's North Route (services in and through West Yorkshire) 9 Jan 2023 (Period 1 of 2022/23, represented as 23/01) to 31 March 2023 (Period 13 of 2022/23, represented as 23/13).

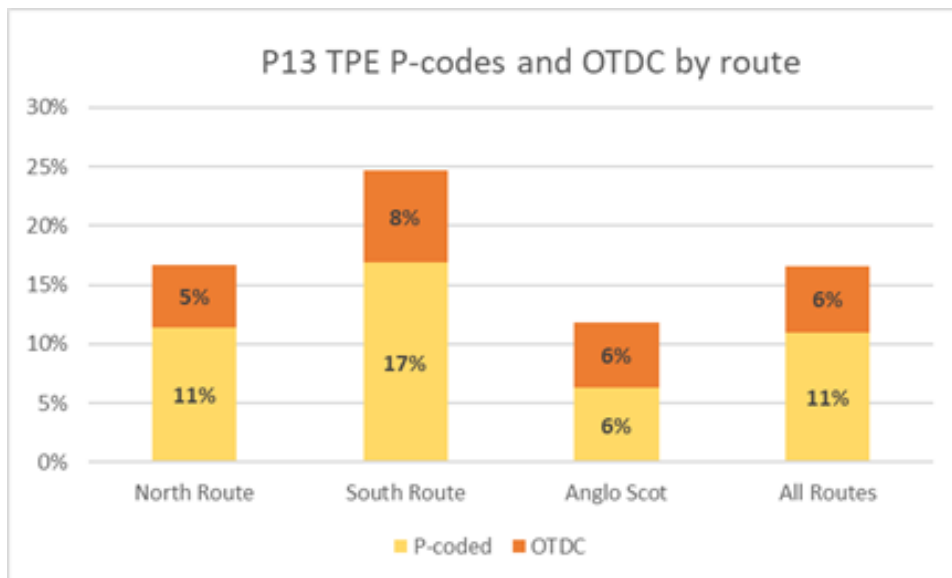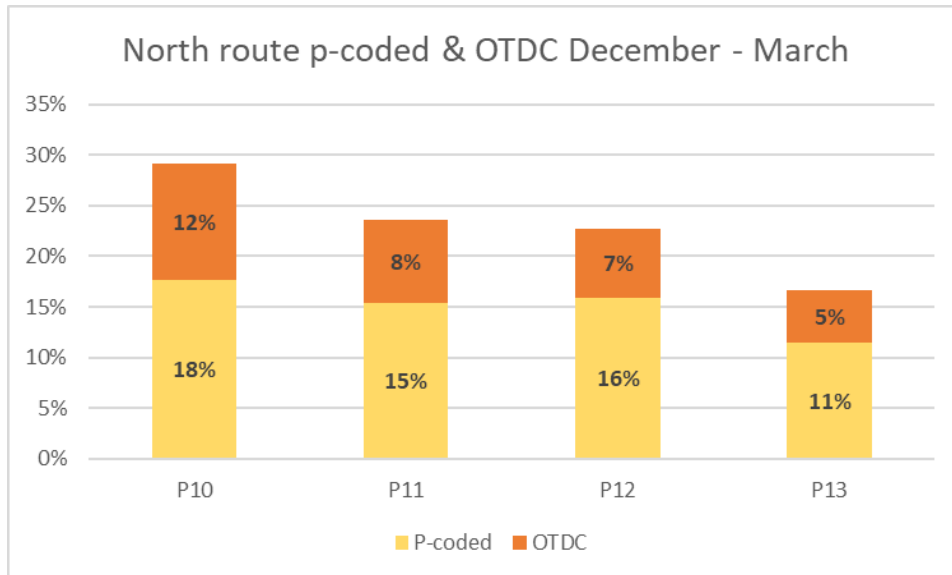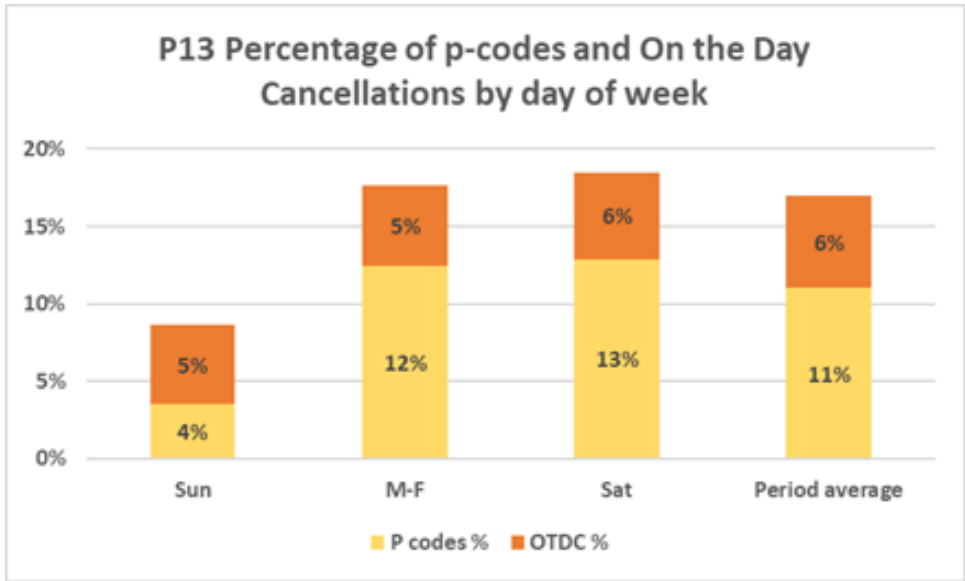**TPE North Route: % of station calls within 3 minutes of planned time**
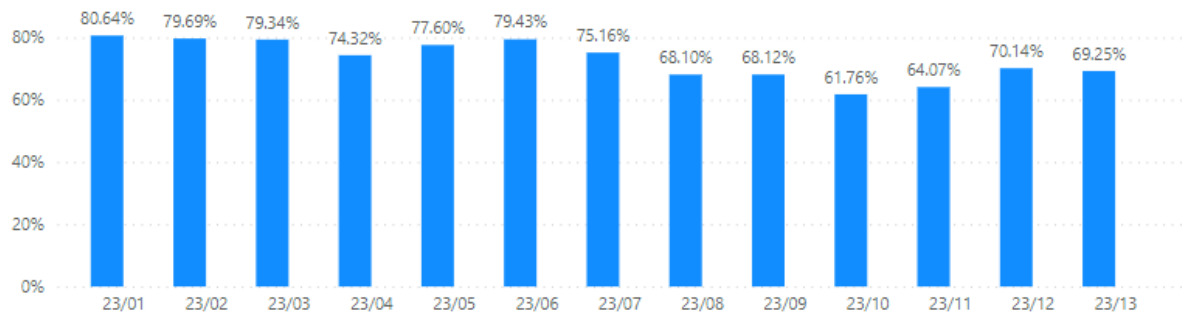
TPE North Route: % of services cancelled
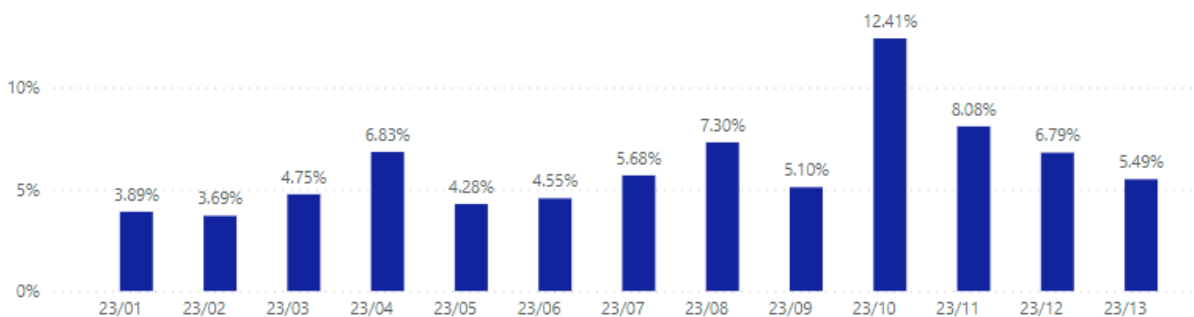
The charts below show % of trains P-coded (planned cancellations notified before 22:00 on the evening before) and those cancelled on the day on TPE's service groups. P-coded trains are not counted in the TPE and Northern reported cancellations. Period 13 covers 5 March 2023 to 31 March 2023.

This data has been manually compiled.

North route p-coded & OTDC December - March

Period	P-coded	OTDC
P10	18%	12%
P11	15%	8%
P12	16%	7%
P13	11%	5%

Legend: P-coded, OTDC

P13 TPE P-codes and OTDC by route

Route	P-coded	OTDC
North Route	11%	5%
South Route	17%	8%
Anglo Scot	6%	6%
All Routes	11%	6%

Legend: P-coded, OTDC

P13 Percentage of p-codes and On the Day Cancellations by day of week

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

Appendix 4 - Metro Branded Activity Measures

Content below is the latest extract 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 before this, but the data is not comparable. March 2023 sales volumes were similar to last March, however the number of enquiries at travel centres was considerably higher.
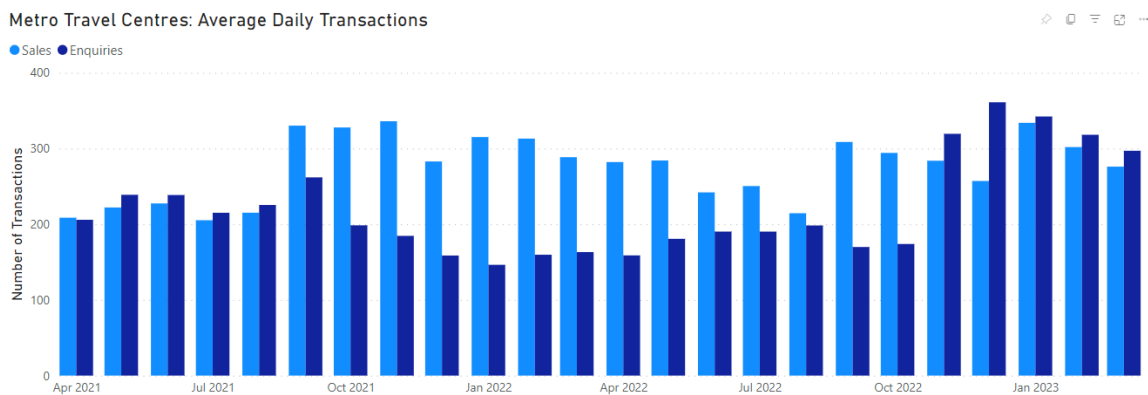

Number of Journeys Planned Using Moovit Journey Planner

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 used in 2019, so comparable data is not available.
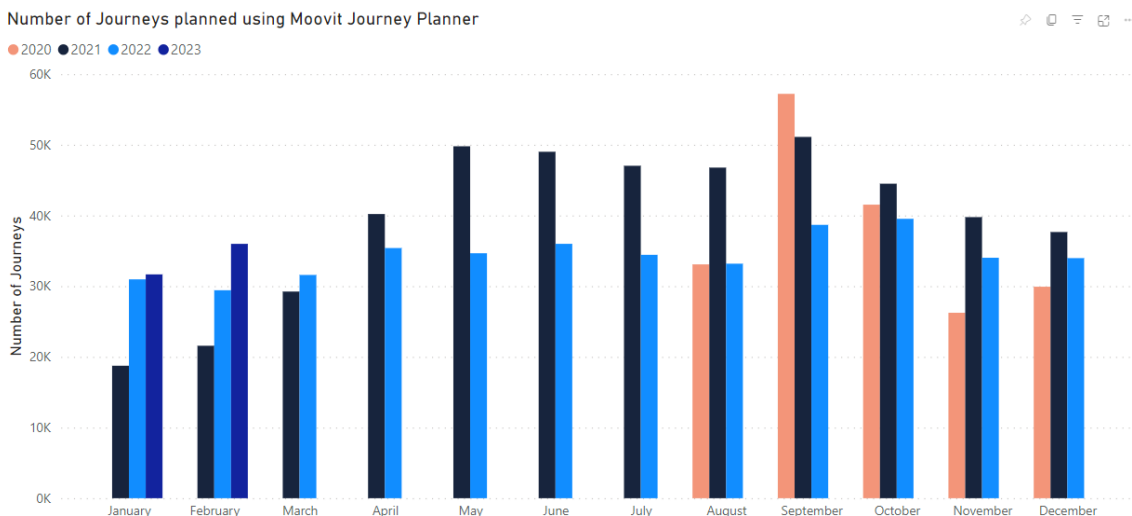
Engagement with Metro Website – www.wymetro.com

The chart shows the average number of weekday (Monday to Friday) pageviews for the Metro Website by week of the year. The latest data (early May 2023) reveals page views are 69% of pre-pandemic levels (same week in 2019).

Metro and MCard Website Pageviews
Year ●2019 ●2020 ●2021 ●2022 ●2023
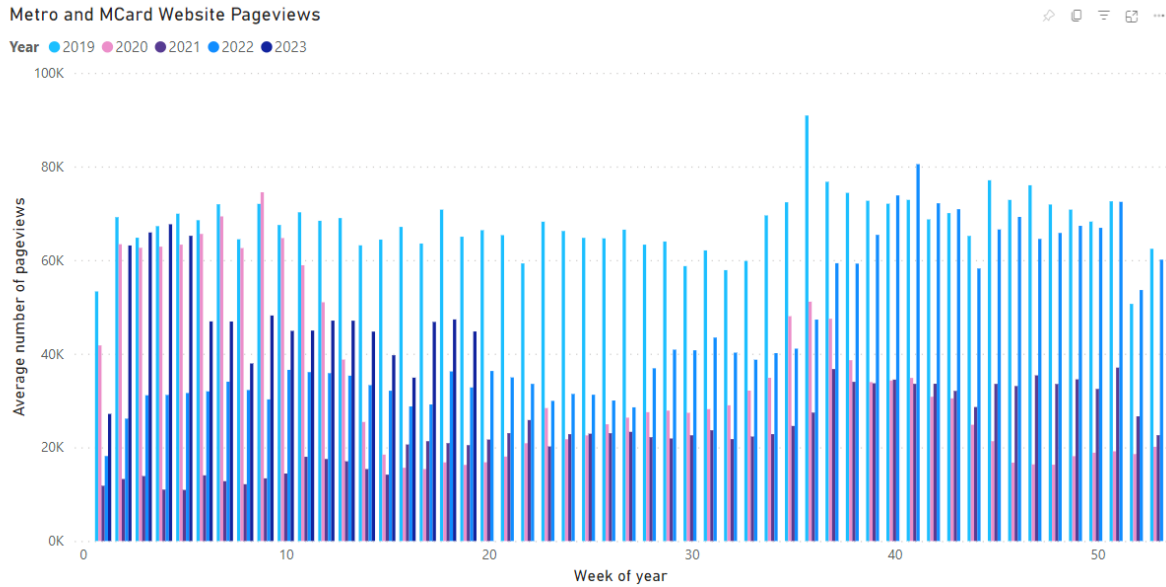
MetroLine Calls

The chart shows the average number of weekday (Monday to Friday) calls to MetroLine by month. In March 2023, weekday call centre volumes were 91% of the equivalent pre-pandemic week (in 2019), up from 74% in March 2022.

Metro Line Calls
Year ●2019 ●2020 ●2021 ●2022 ●2023
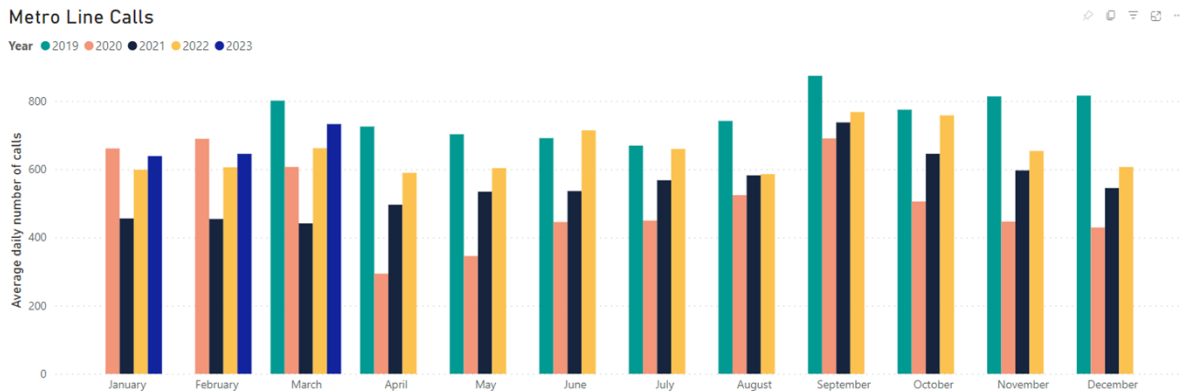
Use of Park and Ride Services

The chart shows the total number of Park and Ride journeys (using both smart and paper tickets) made by month of the year. In January 2023, the number of Park and Ride journeys was 90% of the equivalent number in January 2019 (although its worth noting Stourton Park and Ride wasn't operational in 2019).

Park & Ride Journeys

Year ● 2019 ● 2020 ● 2021 ● 2022 ● 2023
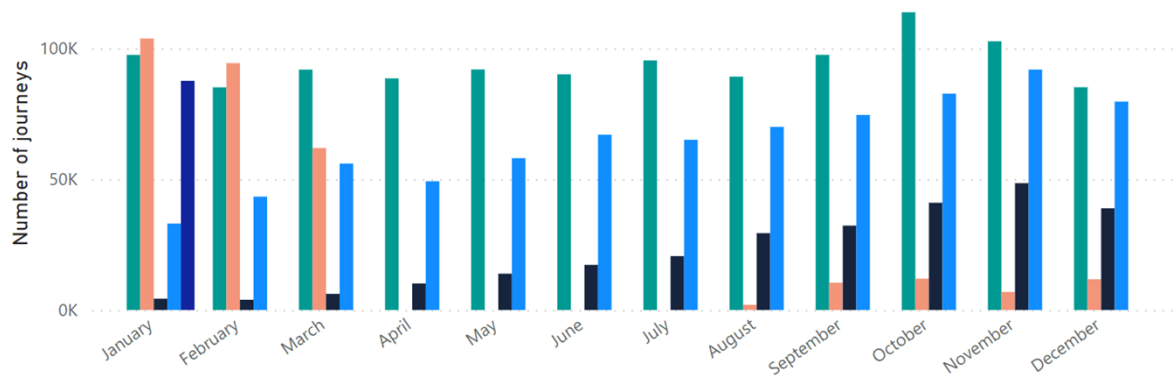
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Report to:	Transport Committee
Date:	26 May 2023
Subject:	**Review Of MyBus Primary School Services**
Director:	Dave Pearson, Director of Transport Operations and Passenger Experience
Author:	Steve Wainwright, Education Transport Manager

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

1. Purpose of this Report

1.1 To advise the Transport Committee of the actions taken following a review of the operation of school bus services provided to primary schools ahead of the 2023/24 academic year.

2. Information

2.1 The Mybus scheme was a government funded trial of North American style school bus provision, introduced in 2002, which included new services to primary schools designed to encourage modal shift and reduce school gate traffic congestion. Following the end of this funding, the Combined Authority maintained many of the services at its own cost.

2.2 In 2019, the Transport Committee approved a set of policy guidelines, which set out the circumstances in which a subsidised school bus service should be provided. This included value for money criteria, which, at the time, was £1.50 per passenger trip. Given subsequent economic conditions the value for money threshold for this exercise was increased to £2.00 per passenger trip.

2.3 The usage and performance of school bus services is kept under review to ensure service provision remains within the guidelines set by the Committee. The Combined Authority provides 38 "MyBus" services to primary schools. The MyBus scheme sought to encourage modal shift and reduce school gate traffic congestion.

2.4 In the light of inflationary cost pressure on school transport, a review of this provision has been undertaken with a view to obtaining savings which would offset the additional costs across this service area. This review identified 17 services which did not meet the guidelines for school transport approved by Transport Committee. A process commenced in January to engage on the potential modification or withdrawal of these services from the end of the 2022/23 academic year. This report sets out the actions to be taken following the review and engagement.

2.5 The engagement sought to identify particular hardships or disadvantage arising from any withdrawal or change to service, Options which addressed these issues were explored and it has been possible to protect journeys for many pupils.

2.6 No significant issues emerged from the engagement and subsequent Equality Impact Assessments concerning the services listed below. Arrangements are therefore being made to withdraw these services at the end of the 2022/23 academic year in close collaboration with the respective schools. There has been close collaboration with the respective schools in reaching these conclusions and engagement has taken place with ward members and in several cases constituency MPs.

Service	District	£/ passenger trip	School 1	School 2	School 3	School 4
P6	Bradford	£6.18	Iqra			
P23	Bradford	£4,44	Steeton			
P31	Bradford	£11.14	Cross Flatts	East Morten		
P32	Bradford	£11.51	Cottingley Village			
P34	Bradford	£5.11	St Joseph's RC	Trinity All Saints CE		
P44	Leeds	£9.67	St Theresa's RC			
P73	Leeds	£22.27	St Urban's RC			
P74	Leeds	£5.53	Iveson	Holy Name RC		
P76	Leeds	£6.82	Holy Rosary & St Anne's RC			

P99	Bradford	£8.51	Ashlands	All Saint's CE	Ben Rhydding	Sacred Heart Catholic
S13	Kirklees	£5.12	Kirkheaton			

2.7 **Service P49, Lindley CE and Reinwood (£6.51/ trip)** - concerns were raised during the feedback about the loss of this service. However, a maximum 10 children use this service, and it is often less than half this number. Most users live within a one mile walking distance of school. It is therefore intended to withdraw this service.

2.8 In response to engagement feedback, alternative arrangements which maintain most journeys, will be made in the following cases;

- **Service G3, Garforth St Benedict's RC (£9.75/ trip)-** Concerns were raised by parents and the school regarding the distance travelled and the lack of alternatives. Having considered the feedback and investigated the feasibility of a number of different options, a cost-effective solution has been found which brings the service in line with the Combined Authority's value for money criteria. This involves adapting the route and linking with another service. It is therefore intended to make the necessary contract changes which safeguards most journeys.

- **Service P45, Thorp Arch Lady Elizabeth Hastings CE (£6.03/trip)** – concerns were raised regarding the lack of alternative travel options. Having considered the feedback and investigated the feasibility of a number of different options, a cost-effective solution has been found which safeguards most journeys by adapting the route of other school bus services in the area.

- **Service P51, Holy Family and St Michael's RC School (£4.34/ trip)** - Concerns were raised about the distance travelled and the lack of public transport alternatives for the 35 children using the service. There are no opportunities to adapt other services in the area. This service will continue pending further discussions with the school and BKCAT Academy Trust with a view to co-funding the service.

- **Service P98, Sacred Heart Catholic Primary School (£7.14/ trip)-.** Concerns were raised by parents and the school regarding the distance travelled and the lack of alternatives. The feasibility of a number of different options were explored. A cost-effective solution has been found which adapts a service to St Marys Catholic School, Menston. Students for Sacred Heart school would board after St Mary's students had alighted and so there would be no overlap.

- **Service S20, Ledston Lady Elizabeth Hastings CE (£6.86/ trip)** Concerns were raised by parents and the school and the school board

of governors regarding distance travelled and no regular bus services in the area. A cost-effective solution has been found which brings the service in line with the Combined Authority's value for money criteria through co-funding, a fare increase and adapting another school service.

2.9 The above arrangements will be subject to regular review to ensure they are working to meet the needs of the pupils and schools affected.

3. Tackling the Climate Emergency Implications

3.1 The original objective of the Mybus scheme was to encourage modal shift and reduce school gate traffic congestion. Whilst the withdrawal of services may lead to an increase in the use of private transport, in some cases it could lead to an increase in walking and cycling as some children live within a 30-minute walk of school.

4. Inclusive Growth Implications

4.1 Whilst the original objective of the Mybus scheme was to encourage modal shift and reduce school gate traffic congestion, it was recognised in the evaluation that the services support parents to access employment and the consequences of this were considered in the review.

5. Equality and Diversity Implications

5.1 An Equality Impact Assessment has been carried out in respect of all services considered for withdrawal.

6. Financial Implications

6.1 This provision was originally funded by Government grant which is no longer available.

6.2 As previously reported to the Committee, the costs of providing bus services are currently subject to inflationary pressures, the c£530,000 per annum saving obtained from the actions in this report will assist in offsetting this cost pressure.

7. Legal Implications

7.1 The variations and terminations of contracts required are permissible under the Combined Authority terms and conditions.

7.2 An Equality Impact Assessment has been carried out in respect of all services considered for withdrawal in accordance with the requirements of the Equalities Act.

8. Staffing Implications

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

9. External Consultees

9.1 An extensive public engagement has been undertaken the details of which are available as background documents.

10. Recommendations

10.1 That the Transport Committee notes the actions being taken to ensure the provision of MyBus primary school services remains within the policy guidelines set by the Committee in 2019.

11. Background Documents

Summary of engagement responses.
Equality Impact Assessments

12. Appendices

There are no appendices to this report.

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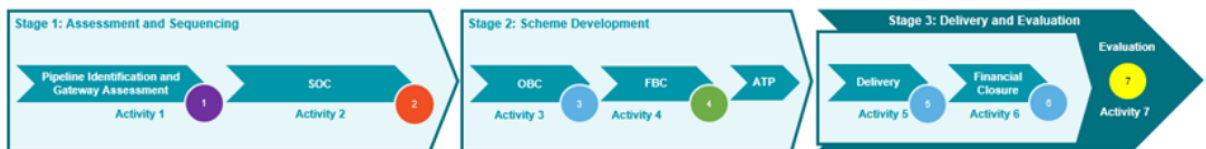| Report to:	Transport Committee
Date:	26 May 2023
Subject:	Project Approvals
Director:	Melanie Corcoran, Director of Transport Policy and Delivery
Author:	Craig Taylor, Head of Portfolio Management and Appraisal

1 Purpose of this report

1.1 To report on proposals for the progression of, and funding for projects under Investment Priority 5 – Delivering Sustainable, Inclusive and Affordable Transport, within the West Yorkshire Investment Strategy (WYIS), that have been considered at stages 1, 2 and 3 of the Combined Authority's assurance process.

1.2 The Transport Committee has delegated decision making authority approved by the Combined Authority on 23 June 2022. Where the Transport Committee is asked to make an approval decision this will be highlighted in the summary table and made clear in the recommendations.

1.3 The recommendations can be found in Section 12 of this report.

2 Report

2.1 This report presents proposals for the progression of schemes through the Combined Authority's assurance process in line with the Combined Authority's Assurance Framework. Further details on the schemes summarised below can be found as part of this report.

2.2 For more detail on the Combined Authority's Assurance Framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**.

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

3.1 The West Yorkshire Investment Strategy (WYIS) sets out the Investment Priorities for the period 1 April 2021 to 31 March 2024 across six areas. In each, a number of priority project / programme areas have been identified that are the focus for intervention.

3.2 Investment Priority 5 will deliver a range of programmes and schemes which focus on:

- Creating an affordable, simple, integrated, and accessible system for people to travel anywhere by public transport.

- Increasing passenger numbers on bus, rail, and future transport networks.

- Improving air quality and reduction in car dominance.

- Ensuring that people are enabled to make sustainable travel choices from housing and employment sites.

- Transforming access for communities of persistent poverty, where households have prolonged experiences of poverty, to employment opportunities and skills centres.

- Enhancements in ticketing and travel information.

- Buses being an effective and affordable mode of transport.

- Enhancing customer satisfaction with public transport.

Scheme Summaries

Bus Service Improvement Plan – Network Enhancement and Enhanced Bus Services West Yorkshire	**Scheme description** This scheme will expand the core network of bus services and routes in West Yorkshire. This will include more frequent services, more bus routes and longer service hours. The scheme contributes to ongoing improvements to the region's bus services and is part of the Bus Service Improvement Plan (BSIP) Programme. This scheme is funded by the Department for Transport's Bus Service Improvement Plan fund, which is part of the National Bus Strategy. **Impact** The scheme seeks to increase bus passenger numbers by making bus travel more attractive and better suited to the travel needs of the people of West Yorkshire. It will provide greater accessibility to education, employment, and housing, by bus, and help facilitate a switch from car travel and therefore reduce greenhouse gas emissions. A value for money assessment will be carried out alongside further development of the scheme scope and design at Outline Business Case. **Decision sought** Approval to proceed through decision point 2 (Strategic Outline Case) and work commences on activity 3 (Outline Business Case) Total value of the scheme - £29,700,000 Total value of Combined Authority funding - £29,700,000 Funding recommendation sought - £6,228,434 A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

Combined Services and Assets Database (CoSA) West Yorkshire	**Scheme description** This scheme will procure and implement a replacement for the Combined Services and Assets (CoSA) system. This system will provide public transport information and support management of the public transport network, which is a statutory obligation for the West Yorkshire Combined Authority. The new system will enable the Combined Authority to continue to create and manage bus timetables, manage and plan public transport, provide journey planning tools for the public and provide scheduling of taxi transport for young people with special educational needs, enabling access to education and training. The scheme is to be funded by the City Region Sustainable Transport Settlement (CRSTS) fund. **Impact** The new system will support the delivery of an inclusive, efficient and integrated public transport services, which in turn supports the provision of a viable transport alternative to the private car. It is not possible to establish the benefit cost ratio or value for money position of this scheme. **Decision sought** Approval to proceed through decision point 2 to 4 (business justification case) and work commences on activity 5 (Delivery). Total value of the scheme – £615,000 Total value of Combined Authority funding - £615,000 Funding recommendation sought - £565,000. A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

Leeds City Bikes	**Scheme description**
Leeds	This scheme will introduce an electric bikes (e-bikes) share/hire scheme in Leeds city centre and surrounding areas.
	The scheme is to be delivered through the Transforming Cities Fund (TCF) Carbon Mitigation Measures Fund.
	Impact
	The scheme will provide improved sustainable transport options for short trips, increasing convenience and options for travel, whilst contributing to reducing greenhouse gas emissions produced by the local transport network and improving connectivity to education, employment and housing as well as improving health and wellbeing for users.
	The value for money assessment reflects a benefit cost ratio (BCR) of 6.2:1. This is categorised as 'Very High' value for money.
	Decision sought
	Approval to proceed through decision point 4 (full business case) and work commences on activity 5 (delivery)
	Total value of the scheme - £2,861,369
	Total value of Combined Authority funding - £2,000,000
	Funding recommendation sought - £1,700,000
	A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

Bus Service Improvement Plan – Clear and simple fares 'Mayor's Fares' West Yorkshire	**Scheme description** This scheme is a West Yorkshire initiative that caps the region's bus fares for the multi-operator MCard Day Saver ticket at £4.50 and the adult single ticket at £2. This proposal was developed in response to the Government's National Bus Strategy which encouraged Local Transport Authorities to explore cheaper fares offers with local bus operators, as part of a package of measures to encourage more people to use the bus. **Impact** The scheme is expected to increase bus patronage and benefit deprived communities, young people, job seekers and people in education as well as reducing greenhouse gas emissions. The value for money position for the scheme has not yet been calculated, but this will be covered in the Full Business Case submission. **Decision sought** Approval of the change request to provide an additional £11,728,590 of funding. Total value of the scheme - £33,974,070. Total value of Combined Authority funding - £33,974,070. Funding recommendation sought - £11,728,590 A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

| Thorpe Park Rail Station

Leeds | **Scheme description**

The Thorpe Park rail station scheme will deliver a new rail station at Thorpe Park on the Leeds to York section of the Trans-Pennine railway.

The scheme is being funded by the West Yorkshire plus Transport Fund (WY+TF), and the New Stations Fund 3 (NSF3). The scheme has previously received funding from the Leeds Public Transport Investment Programme (LPTIP)

Impact

The new rail station will help to unlock development at Thorpe Park by improving the connectivity of the city's workforce to this strategic employment site, and additionally provide improved sustainable and affordable travel opportunities for those on lower incomes to education, retail, and housing, supporting principles of Inclusive Growth.

The value for money assessment will be determined following further business case development.

Decision sought

Approval of the change request for the Thorpe Park rail station scheme to increase the Combined Authority's contribution to the scheme to £20,900,000 (the Combined Authority has recently been awarded £7,000,000 from the Department for Transport's New Stations Fund 3 (NSF3) - this does not increase the total project costs), release of £7,000,000 funding to support business case development and early works and to extend the delivery timescale to July 2025.

Total value of the scheme - £31,642,000

Total value of Combined Authority funding - £20,900,000

Funding recommendation sought - £7,000,000

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

Halifax Bus Station	**Scheme description**
Calderdale	This scheme will redevelop Halifax bus station in its existing location north of Halifax town centre. It will deliver a modern, fit for purpose and environmentally friendly bus station through improvements that will include a new fully enclosed concourse, enhanced access for pedestrians and cyclists, real time travel information, bicycle parking and improvements to the station's energy efficiency.
	The scheme is to be funded through the Transforming Cities Fund (TCF) with a contribution from the West Yorkshire plus Transport Fund (WY+TF).
	Impact
	This scheme supports inclusive growth by delivering a modern bus station which will enhance public safety and user experience, improve travel by bus, rail, walking and cycling to employment, education, housing, and retail, reducing private vehicle use and improving air quality.
	The value for money assessment reflects a core Benefit Cost Ratio (BCR) of 2.11:1, judging the scheme as high value for money when assessed against the Department for Transport's value for money criteria.
	Decision sought
	Approval to the change request to increase the funding by £2,800,000 to £20,500,000 and to extend the delivery timescale to October 2023.
	Total value of the scheme - £20,500,000
	Total value of Combined Authority funding - £20,500,000
	Funding recommendation sought - £2,800,000.
	A decision by the Transport Committee using the delegated authority from the Combined Authority is sought as part of this report

Other Decisions Relevant to the Transport Committee

3.3   Since project approvals were last reported to the Transport Committee on 10 March 2023, the following decisions have been made which are relevant to the Transport Committee.

Decisions Made by the Combined Authority on 16 March 2023

3.4   The following schemes have recently been assessed in line with the Combined Authority's assurance process and approved by the Combined Authority.

3.5   The full agenda and papers for the meeting can be found on the Combined Authority website here.

Castleford Growth Corridor Wakefield	Approval of the change request to increase the Combined Authority contribution funding to £11,519,000 and to increase the scheme outputs. The total scheme value will increase from £9,491,000 to £11,740,000 Funding approved - £577,473 Total indicative value of the scheme - £11,740,000 Total indicative value of Combined Authority funding - £11,519,000
CRSTS Programme Region-wide	Approval of the change request to increase the approved programme development costs by £7,000,000 to £10,000,000 and approve delegation to the West Yorkshire Combined Authority's Chief Operating Officer to authorise schemes access to these development costs. Funding approved - £7,000,000 Total indicative value of the scheme - £1,232,000,000 Total indicative value of Combined Authority funding - £830,000,000

3.6   Since the Transport Committee's meeting on 10 March 2023, the following decision points and change requests have been assessed in line with the Combined Authority's assurance process and approved through the agreed delegations to:

Combined Authority's Chief Executive

Corridor Improvement Programme – Holmfirth Town Centre Kirklees	Approval of the full business case and for work to commence on delivery, subject to Approval to Proceed Funding approved - £5,174,000 Total value of the scheme - £7,474,000 Total value of Combined Authority funding - £5,174,000

TCF: Network Navigation Phase 1 Bradford, Calderdale, Kirklees and Wakefield	Approval of the full business case and for work to commence on delivery, subject to Approval to Proceed Funding approved - £5,259,823 (Phase 1) Total value of the scheme - £5,259,823 Total value of Combined Authority funding - £5,259,823

3.7　　Under the delegation £10,433,823 was approved. The decisions were made by the Chief Executive following a recommendation from the Combined Authority's Programme Appraisal Team.

Combined Authority's Chief Operating Officer

A6110 Leeds Outer Ring Road Leeds	Approval of the change request to increase the development funding allocation from £596,000 to £821,000 from the West Yorkshire plus Transport Fund Funding approved - £225,000 Total indicative value of the scheme - £8,761,000 Total indicative value of Combined Authority funding - £7,000,000
Castleford Station Gateway Wakefield	Approval of the change request for an additional £71,732 to undertake outstanding work before scheme completion Funding approved - £71,732 Total value of the scheme - £2,907,732 Total value of Combined Authority funding - £2,907,732

3.8　　Under the delegation £296,732 was approved. The decisions were made by the Combined Authority's Chief Operating Officer, following a recommendation from the Combined Authority's Programme Appraisal Team.

4　　Information

4.1　　The Combined Authority's assurance framework requires that formal approval is given to the following elements of a scheme as part of its development:

- The progression of a scheme through a decision point to the next activity.

- Indicative or full approval to the total value of the scheme funding requested.

- The Combined Authority's entry into a funding agreement with the scheme's promoter.

- The assurance pathway and approval route for future decision points.

- The scheme's approval tolerances.

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

Projects in Stage 1: Assessment and Sequencing

Project Title	Bus Network Plan and Enhanced Bus Services
Stage	1 (assessment and sequencing)
Decision Point	2 (strategic outline case)

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

Background

4.3   This scheme will be funded by the Department for Transport (DfT) through the Bus Service Improvement Plan (BSIP). This is a £69,974,070 fund covering West Yorkshire. The objectives of the BSIP programme are to dramatically improve bus services outside of London through greater local leadership, reverse the recent shift away from public transport and to encourage passengers back onto buses. The Bus Service Improvement Plan funding is part of DfT's National Bus Strategy (NBS).

4.4   This scheme will deliver two elements in West Yorkshire comprising:

- Network Enhancements including new and enhanced bus services which will:
    - expand the frequency of some services to run every 15 minutes or quicker
    - extend the times that services run to start earlier in the morning and to continue later into the evenings
    - improve the regularity of less frequent services
    - improve provision of services in more rural and economically disadvantaged areas
- "Enhanced Bus Services" – network enhancements which will include:
    - Interventions on specific travel routes which will facilitate increased frequency of bus services alongside bus priority measures that will improve journey times.

4.5   The scheme is split into four tranches, summarised below, with funding for Tranche 1 and the first year of the Enhanced Bus Services proposals being sought now:

- o Tranche 1 - network protection and 'quick win' enhancements

- o Tranche 2 - new connections and further enhancements

- o Tranche 3 - development pot for currently undeveloped suggestions

- o Tranche 4 – Enhanced Bus Services

4.6 At the Transport committee on 18 November 2022, the BSIP received programme level approval at decision point 2, strategic outline case (SOC), with indicative approval to the overall programme costs of £69,974,070.

4.7 The objectives of the scheme are to:

- Expand the core bus network

- Increase frequency of services on more routes

- Increase the number of bus routes

- Increase service time coverage (i.e. earlier and later services)

- Reduce carbon emissions

- Increase the attractiveness of public transport to support access and connectivity to employment, education, housing and key travel destinations

4.8 A summary of the scheme's business case is included in **Appendix 2**.

Tackling the Climate Emergency Implications

4.9 A Stage 1 carbon impact assessment of the scheme has been undertaken. This highlighted positive changes in terms of air quality and greenhouse gas emissions as a result of the new and enhanced services encouraging people to travel by bus rather than private car. On going and more detailed assessments will be undertaken throughout the development of this scheme and will be included at decision point 4 full business case (FBC).

4.10 The scheme aims to contribute to tackling the climate emergency by creating improved and more attractive bus services to encourage more people to travel by bus more often, rather than private car to help reduce carbon emissions.

Outputs and Benefits

4.11 The scheme outputs and benefits include:

- Increase bus patronage (to support the BSIP target of 15% by 2025 and 30% by 2030).

- Increase passenger satisfaction with the local bus network (to support the BSIP target of 7.5/10 by 2025 and 8/10 by 2030).

- Stabilise and grow the local bus network (increased mileage and reduced service cuts year on year).

- Improved housing accessibility via the core bus network (to support the BSIP target of 55% by 2025, 65% by 2030).

- Improved employment accessibility via the core bus network (to support the BSIP target of 60% by 2025, 70% by 2030).

- Deliver new bus services, which includes enhanced bus service routes.

- Deliver enhancements to existing bus services, which includes enhanced bus service routes.

- Reinstate previously withdrawn bus routes where possible.

Inclusive Growth Implications

4.12 The scheme will support inclusive growth by providing new, integrated bus services which aim to provide a service that meets the needs of everyone, particularly for economically and socially deprived communities. This will enable more people with better access to good, high quality employment opportunities

4.13 Better bus accessibility and connectivity will also enable more people to access education and training opportunities, especially for younger people and those on low incomes, contributing to enhancing productivity for the region. An increased number of bus services and/or buses running for greater durations of the day will also contribute to enabling the creation of more jobs locally.

4.14 The scheme will particularly benefit those without access to a car, as it will provide an improved travel option to access homes, places of employment, education, training, leisure and other social value opportunities that are available.

Equality and Diversity Implications

4.15 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development. It was noted that the following groups with Protected Characteristics will experience a positive impact from the scheme:

- Age - positive impact on older and younger people who tend to use public transport more than other age groups. Improved connectivity of services throughout the day and in evenings and weekends will be particularly beneficial to those age groups too.

- Disability - this group, generally, has an increased reliance on public transport so the improvements are likely to have positive benefits including reducing the impacts of loneliness and opening up access to employment, leisure facilities and health appointments.

- Race – minority ethnic groups are more likely to live in neighbourhoods that are classed as deprived and, on average, make more trips by bus. As such improvements are likely to have positive benefits.

- Sex/Gender – women are statistically, more likely to use public transport than men, as such this group will be more positively impacted by the scheme.

4.16 The scheme aims to create a safe and inclusive bus service through the introduction of network enhancements to better serve more excluded and disadvantaged groups and cater for journeys outside the main commuter peak times.

Risks

4.17 The key scheme risks and mitigations include:

- Uncertainly of the ongoing availability of funding availability. The BSIP funding has not yet been received past the first year. This is to be mitigated by providing evidence and regular analysis of what is achievable within budget and regular communication with DfT to give confidence on delivery.

- Lack of capacity in the Bus Policy project team to support further analysis and prioritisation of routes. This is being mitigated by increasing the capacity within the team with the necessary data analysis skills, and collaboration with other internal teams that can support analysis work as required.

- Financial challenges facing the bus system, including increased costs as a result of inflation, and reduced passenger numbers since Covid that have led to service cuts reduces the achievable impact within the programme's budget. To mitigate this some BSIP funding has been allocated to protecting the current levels of service on the bus network to ensure there is a better foundation for the improvements set out in this programme (although it is noted in the business case that funding should not be used to support existing service levels and patterns).

- Planned interventions fail to drive increase passenger numbers since the Covid pandemic. This will be mitigated by ongoing engagement with passengers to understand their priorities and needs combined with working with the Combined Authority's research team to understand and respond to recovery trends.

Costs

4.18 The total scheme cost, for all four tranches of delivery is £29,700,000.

4.19 Approval is now sought for £6,228,434, taking the total approval to £7,998,434 for delivery of Tranche 1 and the first year of the Enhanced Bus Services proposal.

4.20 At decision point 1 (strategic assessment) £1,000,000 of development costs was approved to develop the Strategic Outline Cases for the BSIP programme. The BSIP programme SOC that was subsequently developed obtained approval to the development costs of £2,200,000 for the programme, of which a total of £770,000 was specified for the New and Improved Services element of the BSIP programme.

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4.21 The scheme will be funded entirely through the Bus Service Improvement Plan Revenue funding (£69,974,070) which was awarded by the Department for Transport to the Combined Authority on 8 August 2022.

4.22 The Combined Authority will need to enter into a funding agreement with the bus operators involved in delivering the route improvements for expenditure of up to £7,998,434 from the Bus Service Improvement Plan Revenue funding.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	26/05/2023
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive	03/07/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/03/2025

Other Key Timescales

4.23 Other key timescales are:

- Tendering of bus service contracts for Tranche 1 and Enhanced Bus Services Proposals – June 2023

- Tendering of bus service contracts for Tranche 2 – December 2023

- Consultancy support to further develop Tranche 3 route suggestions and business case support – November 2023

- Tendering of bus service contracts for Tranche 3 – December 2024

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within 10% of those outlined in this report.
Delivery (DP5) timescales remain within 6 months of those outlined in this report.

Appraisal Summary

4.24 The overarching strategic importance of the scheme's potential is highlighted in the business case, in that it can improve the accessibility and connectivity of public bus services to employment, education and social value opportunities.

The scheme can also help facilitate a shift away from private car trips to contribute to the decarbonisation of transport. The scheme therefore aligns with several national, regional and local policies and strategies.

4.25   The business case summarises the market failure in the bus industry in West Yorkshire, highlighting the perception of the bus being unattractive, certain areas having poor/no accessibility to the bus network and low frequency of services which has contributed to declining bus patronage. The reduced patronage impacts the commercial viability of services. These issues have been exacerbated by the Covid-19 pandemic and patronage is currently around 85% of pre-pandemic levels. The Case for Change identifies three broad areas to improve the bus offer (which the BSIP Programme is based on) to facilitate a recovery of bus usage, these are to provide faster and more reliable services, cheaper fares and ticketing, and easier to understand services.

4.26   The options presented in the business case, were very high-level so it is difficult to understand exactly how they will address the market failures stated and the differentiation between the scale of impact between options. The optioneering that informed the business case was not undertaken in a clear and robust manner, with limited detail of the assessment provided to the appraisers. However a separate appraisal is underway to consider the routes and enhancements that could be provided on the network and a recommendation has been requested for delegation to the chair of the Transport Committee.

4.27   The cost summary provided within the business case set out a scheme cost of £29,700,000 for all tranches of network improvements and the Enhanced Bus Services proposal. All of the options presented in the financial case had the same cost, even though the options represent a range and mix of measures within them. The promoter has stated that the costs would remain the same regardless of the options identified and proposals would reflect the available funding. It was stated that the Enhanced Bus Services proposals will be partially funded by BSIP, with agreements made with operators that Years 4 and 5 will be financially supported by them. This does not appear to be formalised and it is not clear as to the reassurances DfT will need that funding is spent in accordance with its guidelines. Clarity around available funding previously approved for the BSIP programme as a whole was also required to understand what can be used for development and delivery of this scheme.

4.28   The financial risks that are highlighted relate to funding being limited, delayed or viability of services impacting delivery. These risks are proposed to be mitigated by regular engagement with stakeholders, careful monitoring of inflation forecasts and spending, reviews of programme scope, and management of public communications.

4.29   The Commercial Case highlights that the procurement activities are likely to follow a 'business as usual' route, which typically uses an open tender or three quote process approach in an attempt to maximise competition in a relatively limited bus market. This and the stabilisation of the network element in particular, however, would likely involve a direct award to existing operators and so this would need to ensure the funding is used for that purpose and

routes are not cancelled/reduced. There was a lack of clarity around how the procurement could be done to ensure public value, furthermore it is not clear whether 'stabilising' the network is a legitimate use of the funding provided by the Department for Transport.

4.30 In terms of management of the project, a high level governance structure has been provided and a brief summary of roles and responsibilities is included. It is noted that recruitment for resources required to develop and deliver the scheme has been approved and is due to commence soon.

4.31 It is highlighted that there has been stakeholder involvement in the development of the SOC and feedback from wider transport related consultations suggest support for the principle of the interventions being suggested. Further engagement with operators and key stakeholders is planned regarding specific route enhancements.

Recommendations

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

(i) The Bus Network Plan & Enhanced Bus Services (previously Superbus) scheme proceeds through Decision Point 2 (Strategic Outline Case) and work commences on Activity 3 (Outline Business Case).

(ii) An indicative approval to the Combined Authority costs of up to £29,700,000 is given. The total scheme cost is £29,700,000.

(iii) Approval to the development and initial delivery costs of up to £6,228,434 is given, subject to discharge of Condition 3, taking the total approval to £7,998,434. This comprises up to £770,000 for development costs, £3,000,000 for Tranche 1: 'Network Protection and Quick Win Enhancements and up to £4,228,434 for Enhanced Bus Services (Year 1).

(iv) The Combined Authority provides funding to bus operators for Network Protection, Quick Win Enhancements and for Enhanced Bus Services (Year 1), by using existing compensation arrangements, subject to the discharge of Condition 3. The amount of funding allocated to each bus operator is delegated to the Director of Transport Policy and Delivery.

(v) The discharge of Condition 3 is delegated to the chair of the Transport Committee, in consultation with portfolio holders.

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

Conditions

4.33 The following conditions have been set by PAT to gain approval to commence activity 3 (Outline Business Case):

(i) Evidence the key stakeholder engagement carried out as part of identifying and agreeing routes.

(ii) Update logic map with clearer and quantified outputs.

(iii) Details, including provision and costs, of the services to be protected and enhanced is provided to clarify what the funding allocation is to be used for, for Tranche 1 (Network Protection and Quick Win Enhancements) and Tranche 4 (Enhanced Bus Services).

(iv) A robust cost assessment for the different options is undertaken.

Project Title	Combined Services and Assets Database (CoSA) replacement
Stage	1 (assessment and sequencing) and 2 (project development)
Decision Point	2 to 4 (business justification)

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

Background

4.34 This scheme will be funded from the City Region Sustainable Transport Settlement Fund (CRSTS) which is a £5.7 billion investment in local transport networks. It provides consolidated, long-term capital funding to eight city regions across England through 5-year settlements from tax year 2022/23 to 2026/27. The objectives of the CRSTS fund are:

- Driving growth and productivity

- Decarbonising transport

- Levelling up services and areas

4.35 The Combined Services and Assets Database (CoSA) system provides public transport information and network management capabilities, which are statutory duties for the West Yorkshire Combined Authority as defined in the Transport Act 2000 and Bus Services Act 2017. To fulfil this obligation, the Combined Authority has been using an original bespoke system (CoSA) since 1999, with it being designed in 1998. The contract with the current supplier expires on 31st March 2024.

4.36 A more up to date replacement system is needed. A modern IT solution will have better functionality to manage and plan public transport, offering intelligent reporting for decision makers and better journey planning options for the public. The current CoSA system also does not align to modern IT, MCA Digital, security or GDPR requirements and/or policies.

4.37 Renewing the existing contract for the CoSA system with the current supplier is not an option, as the contract has already been extended multiple times and cannot be further extended. An assessment of the current software solutions indicates that a better option will be available to fulfil this requirement.

4.38   A new public transport information and network management system will meet modern IT, MCA Digital and GDPR policies and will provide:

- The procurement and implementation of a software solution that will replace CoSA.

- Applications to be based on a modern web architecture, using a cloud-based solution which is in line with the Corporate Technology Strategy.

- The effective scheduling of bus services.

- Provision of timetable information across the CA and third-party outputs, such as Google, that will enable the public to navigate public transport to access employment and training.

- The scheduling of taxi transport for young people with special educational needs, enabling access to education and training.

- The provision of open data to continue to enable third parties such as Google, Citymapper and Moovit, who are revolutionising the way information is provided to customers.

4.39   A modern system would also mean improved security and alignment to relevant policies, procedures, and strategies. A new system would contribute towards the:

- West Yorkshire Connectivity Strategy 2040

- West Yorkshire Bus Strategy 2040

- Bus Information Strategy 2019-2040

- Strategic Economic Framework 2016

- Net Zero Strategy

- Mayoral pledges of Tackling the Climate emergency and Championing the Local Economy

4.40   The design and implementation of a new system is expected to cost approximately £615,000, with an ongoing revenue cost (in line with current spend) of £150,000 per annum, totalling £1,500,000 over the ten-year life of the project.

4.41   Development costs of £50,000 were previously approved to provide a dedicated consultant resource to develop the Business Justification Case. The consultant supported the team to explore the options to replace the current CoSA system, determine the technical requirements of the preferred suppliers model, the design of the new systems architectures and interfaces and to determine indicative costs, resource requirements and a draft implementation plan.

4.42   Without a replacement system the Combined Authority would be in breach of its statutory obligation for the provision of public transport information and network management, as defined in the Transport Act 2000 and Bus Services Act 2017. If a new system is not in place with time to transfer data from the old CoSA system, this data would be lost, and this could have significant consequences for the Combined Authority.

4.43 A summary of the scheme's business case is included in Appendix 3.

Tackling the Climate Emergency Implications

4.44 The scheme will support the objective of tackling climate emergency by the following:

- The new system will continue to provide the functionality that enables the provision of information management of assets on the bus network and the scheduling of bus services.

- This will support the delivery of efficient and integrated public transport services, which in turn supports the provision of a viable transport alternative to the single occupancy car use, attracting people to use the bus and to reduce car use.

- The provision of timetable information across the Combined Authority and third-party outputs, such as Google, will enable the public to navigate public transport and encourage the use of sustainable modes of travel rather than the car.

4.45 A Stage 1 qualitative Carbon Impact Assessment has been included as part of the Phase 2 BJC submission. This qualitative assessment indicates a small positive benefit in relation to the Carbon Impact of the scheme.

Outputs and Benefits

4.46 The outputs and benefits are:

- Implementation of a system that replicates and enhances the current public transport information and network management system by March 2024.

- Implementation of the Asset & Infrastructure Management Module via the CI Anywhere platform by September 2023.

- Implementation of the Education SEN and Home to School transport module via the 365 flexiroute platform by December 2023.

- Implementation of the scheduled bus services module by February 2023.

- Provision of an integrated testing and training programme for users by December 2023.

- The Combined Authority will be able to continue to meet its statutory obligations in the provision of public transport information, scheduling of services and management of the assets on the public transport network.

- The provision of a set of integrated systems/software solutions that will assist in the transition to a franchised public transport network if the CA decide to pursue that route.

- The smooth delivery of Bus improvement schemes that will require a core public transport management system to support delivery.

- The continued roll-out of the Network Navigation scheme across West Yorkshire which improves wayfinding for passengers.

- The maintenance of 14,000+ bus stops/shelters fully managed through the new system.

- Improved passenger information, network management and management of assets.

- Support for the increased usage of online journey planners and mobile applications by improving accuracy of real time information.

- Continued access to education and training through the scheduling of taxi transport for young people with special educational needs.

- Improved efficiency of the maintenance and management of the street infrastructure by improving response times, reducing costs, and increasing accountability.

- Improvements to visibility and accessibility of passenger information and successful operation and management of CCTV cameras that improve customer safety.

- More effective routing and scheduling of buses capable of improving punctuality and reliability.

Inclusive Growth Implications

4.47 The scheme will support inclusive growth through its support of reliable and affordable public transport which helps in the reduction of inequalities. The bus provides access to education, employment, training and leisure and is available to all. The system will continue to enable the scheduling provision of bus information and management of network assets across the bus network in support in the operation of bus services.

Equality and Diversity Implications

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

4.49 The scheme equality and diversity implications are:

- The replacement of the core system will enable the continuation and improvement of this information to ensure all of those with protected characteristics are provided with information that enables them to use public transport effectively.

- The new system will improve accessibility for bus users. For example, by providing translated information for those where English is not a first language.

- A new improved system will make it easier for those with additional needs or disabilities to book taxi transport, such as SEN students from schools.

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Risks

4.50   The scheme risks and mitigations include:

- Failure to implement a new system in time - The replacement system(s) cannot be fully delivered and operational in time for the expiration of the existing contract support for CoSA. If this was to happen there would be substantial disruption to internal processes and the Combined Authority would be in breach of its statutory obligations (defined in the Transport Act 2000 and Bus Services Act 2017). To mitigate this risk a recruitment exercise is underway to recruit an ICT project manager and a contingency plan looking to extend existing contractual support is being produced.

- Internal staff resourcing – There are resource limitations within the Combined Authority which will result in challenges to delivery within the required timeframe and may result in a lower quality product than would have otherwise been realised. To mitigate this risk a recruitment exercise is underway to bring in an ICT project manager, resource support has been identified in Transport Services and the Project Exec and Senior User are aware and engaged in project development and delivery.

- Complex data transfer – Complex transfer to new system resulting in inaccurate or missing information. This risk will be mitigated by ensuring robust processes are in place for the data transfer.

Costs

4.51   The total scheme costs are £615,000.

4.52   The Combined Authority's contribution is £615,000 from the CRSTS fund.

4.53   There will also be an annual revenue cost of £150,000 to support the replacement system, this will total £1,500,000 over the 10-year period of the project. The revenue budget is to be provided from an existing budget source which currently supports the CoSA system.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
1 (strategic assessment)	Recommendation: Strategic Assessment Priority (SAP) Group Decision: Director of strategy, Communications and Policing and Director of Delivery	14/09/2022
2 (Business Justification Case Phase 1)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority	08/12/2022

3 and 4 (Business Justification Case Phase 2)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	26/05/2023
5 (delivery closure)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery	29/06/2024

Other Key Timescales

Milestone	Date
Approval of ATP	23/06/2023
Start of Delivery	01/07/2023
Introduce new systems Asset Management SEN/Education migration Scheduled Services (remaining CoSA modules)	 September 2023 December 2023 February 2023
Testing Asset Management SEN/Education migration Scheduled Services (remaining CoSA modules)	 Jul/Aug 2023 ongoing Nov/Dec 2023
Training Asset Management SEN/Education migration Scheduled Services (remaining CoSA modules)	 Aug/Sep 2023 Oct/Nov 2023 Dec 2023 to Jan 2024
New system in place – Go Live	12/03/2024

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +15% of those outlined in this report
Delivery (DP5) timescales remain those outlined in this report.

Appraisal Summary

4.54   It is stated that the scheme should be considered as low risk, however the top three risks all relate to the tight timeframe of the project and potential resource constraints. As this project is to ensure the CA fulfils a Statutory Obligation, and the new system would need to be in place by October 2023, it would seem that the project may deserve to be considered as a medium or even high-risk project.

4.55 Additional work is required to illustrate how the new system would provide additional benefits over the current system; however it is clear that it will support other activity of the CA such as CRSTS and BSIP Programmes.

4.56 Although the options appraisal does not accord with a standard Green Book assessment, there has been a significant level of consideration of different system needs and solutions, and this has been informed by specialist consultant support. However, it is difficult to ascertain whether the preferred option will present best value for money as the appraiser is unable to compare the options as they contain no detailed information on risks, benefits, or costs.

4.57 The preferred option is that the Combined Authority should move to a multi-supplier environment using best-in-class software to achieve identified outcomes. A number of CoSA functions have already migrated to other software, and further functions are to be migrated to, or delivered, via software which the CA is already using. The project group have determined that certain functions will be provided by existing software suppliers such as CiaAnywhere and 365 flexiroute, this then reduces the modules or elements where open procurement will be required. Work is ongoing to identify how services from CiAnywhere and 365 Flexiroute will be contracted.

4.58 The financial profile does not include any specified allocation for risk, contingency or inflation therefore it is uncertain how overspends against the allocated budget could be mitigated. For a project at this stage, which is moving into delivery, the BJC should provide confirmed costs from the procurement exercise rather than estimated costs. It is therefore not possible at this stage to understand if the total costs of the project are correct or if the funding envelope is sufficient.

Recommendations

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

(i) The Combined Services and Assets Database replacement scheme proceeds through decision point 2 to 4 (Business Justification Case) and work commences on activity 5 (Delivery).

(ii) Approval to the Combined Authority's delivery costs of £615,000. The total scheme value is £615,000.

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

Projects in Stage 2: Scheme development

Project Title	Leeds City Bikes
Stage	2 (scheme development)
Decision Point	4 (full business case)

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

Background

4.60 This scheme will be funded from the Department for Transport's Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 2 of the fund, which received Department for Transport's approval in March 2020.

4.61 The TCF programme is organised into three themes which focus on improving public transport and cycling corridors, improving accessibility to key locations, and improving transport hubs and Interchange facilities. The TCF programme also includes a separate fund for carbon mitigation. This was developed to provide investment into low carbon measures to enhance the TCF fund to support in the transition to sustainable transport options. This scheme is to be funded from the TCF Carbon Mitigation Measures Fund element of the programme.

4.62 Leeds City Council has developed a shared electric bike (e-bike) scheme, known as 'Leeds City Bikes'. E-bikes are bicycles that are equipped with a rechargeable electric motor to assist with peddling, making them a more viable option than traditional bicycles for many journeys. The assistance provided by the motor makes these bicycles more accessible for many people with physical restrictions for whom more active modes of travel would not be an option. This will help to facilitate the switch from short distance car trips, made by residents, students, workers and visitors, to travel using e-bikes which are more environmentally friendly and encourage an active lifestyle.

4.63   The scheme will provide the infrastructure for a network of maintained e-bikes within strategically selected areas of Leeds. This will consist of approximately 116 docking stations combined with up to 10 active mobility hubs where the e-bikes will be available for public. 515 e-bikes and 80 docking stations are funded by the Combined Authority and 140 e-bikes and 36 docking stations will be funded and owned by the operator. The e-bikes will be available for public use – hired via an app or SMS, 24 hours a day for 365 days per year, across Leeds city centre and the surrounding area.

4.64   The bikes will be operated and maintained by the appointed operator. The bike's batteries will be charged at a separate facility, rather than at the docking stations, with batteries being swapped when required. This will enable the docking stations to be more flexible in terms of location and reduces costs and risks with implementation as they do not need electrical connections or significant excavation for installation.

4.65   As part of this initial roll out, 10 (electric) trikes will be piloted. These will be owned by the operator and a pre-booking system will enable users to arrange for the trikes to delivered to, and collected from, specified locations.

4.66   The scheme supports the Mayoral Pledge to tackle the climate emergency and protect the environment in addition to the Combined Authority's Strategic Economic Framework's Investment Priority 5: Future Transport.

4.67   A summary of the scheme's business case is included in Appendix 4.

Tackling the Climate Emergency Implications

4.68   The scheme aims to contribute to tackling the climate emergency by creating improved access to sustainable forms of transport for residents, students, workers and visitors in Leeds. The scheme is anticipated to facilitate a switch from relatively short car trips, as well as other forms of transport, to bike trips to help reduce carbon emissions.

4.69   A carbon impact assessment of the scheme has been undertaken which calculated a potential net carbon saving of 173 tonnes of carbon emissions (or the calculated carbon equivalent) (CO2e) over a ten-year appraisal period.

4.70   It is estimated that there will be 80 tonnes of CO_2e produced as a result of setting up the scheme, including the production and shipping of the e-bikes and docking stations and set up. The operational carbon emissions related to maintenance, operational emissions (relating to reduced car kilometres travelled) and battery charging and replacement, would represent an estimated saving of 253 tonnes of CO_2e, when compared to a without scheme situation. Overall, this equates to an expected net saving of 173 tonnes of CO_2e, due to the reduced volume of short car journeys.

Outputs and Benefits

4.71   The scheme outputs and benefits include:

- Provision of up to 655 e-bikes.

- Installation of up to 116 docking stations.

- Delivery of up to 10 Active Mobility Hubs across a service area covering inner Leeds and adjoining area.

- A software system to manage app-based bike hire, and payments from the users (managed by an external operator).

- Introduction of a new form of public transport to improve access to employment, education, housing and key travel destinations.

- Increase in cycling and the number of short-distance trips made by bikes (estimates suggest there will be over 478,000 trips per year using the e-bikes, with each bike having an average of 2 trips per day), contribution to making cycling a normal part of traveling in Leeds.

- Reduction in carbon emissions due to a net carbon saving of 173 tonnes of carbon emissions (or the calculated carbon equivalent) over a ten-year appraisal period.

- Improved health and wellbeing for users of the system through increased physical activity of the e-bike users, combined with wider benefits of improved air quality as a result of reduced car use within the city centre.

- Improved access to other forms of transport, through use of e-bikes to travel between bus stops and train stations.

- The scheme will create employment and training opportunities through the supplier, who has committed to employing and training local people for service operation.

4.72 A benefit cost ratio (BCR) of 6.2:1, which is 'Very High' value for money

Inclusive Growth Implications

4.73 The scheme supports inclusive growth by improving accessibility to employment, education, housing and other social value opportunities via a sustainable form of public transport for a wide range of people. The electric assist provided by the bikes means that cycling is less physically demanding on joints and muscles, which can enable people to ride for longer distances and durations and over steeper gradients. This assistance can help cycling appeal to a wider audience, of ages, abilities and fitness levels, attracting people who may otherwise be less active or confident, as well as making it a more viable travel option for a wide range of uses.

4.74 The scheme will particularly benefit those without access to a car, or do not have good access to public transport or a bicycle, as it will provide a new travel option to access places where employment, education, and leisure opportunities are available.

Equality and Diversity Implications

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

4.76 Whilst e-bikes are more inclusive than standard bikes, and it is acknowledged by Leeds City Council that bicycles are not fully inclusive by design, and there will be some members of the community who will not be able to use the standard e-bikes.

4.77 A pilot of 10 e-bike/trikes will be piloted at the outset of the project. The supplier will engage with partners (including community groups and complementary projects) to promote the trikes and identify users for the pilot. Using the suppliers booking systems, trikes will be available for delivery and collection from locations in the city. All staff working on the scheme will be appropriately trained, to ensure users are supported to access the service. Monitoring of the effectiveness of this service will be undertaken and used for future planning.

4.78 It is highlighted that the scheme will provide a positive impact in terms of age, as e-bikes provide easier cycling options for older people who may not otherwise consider cycling as an accessible form of transport. It is noted that the supplier will work with Leeds Older People's Forum on the Travel Connections Programme to deliver training and cycling proficiency sessions.

4.79 The mobile app and the website to be used for accessing the e-bike service will be compliant with Web Content Accessibility Guidelines (WCAG). The operator has also confirmed that alternative payment options, which include supporting the use of pre-payment cash cards will be available and also that the service will utilise SMS unlocking for customers who do not have access to a smartphone.

4.80 The location of docking stations is yet to be confirmed but it is envisaged this will be done in consultation with a wide range of groups. It is noted that some docking stations will be sited on footways and areas that are publicly accessible and so careful consideration of these is needed to ensure that they are easy to navigate around for blind and partially sighted people. Docking stations are also to be targeted in areas of deprivation to ensure inclusive access to the scheme is available.

Risks

4.81 The scheme risks include:

- Risk of low demand and uptake of the e-bikes, which would have an impact on the outputs and benefits listed in this document. This is to be mitigated by undertaking marketing/promotion, discounted tariff options to attract users and installing the docking stations near high quality routes.

- Risk of insufficient revenue generated by the scheme, impacting the viability of the scheme. This is being mitigated by the revenue shortfall being entirely covered by the supplier, who will fund any operating deficit without seeking any additional revenue support from Leeds City Council or the Combined Authority.

- Risk of issues with the supply chain, affecting the ability to source bikes and docking stations in time for delivery. This is mitigated by the

supplier carrying out the bulk of the manufacturing and assembly of the e-bikes and infrastructure in the UK to help limit global supply chain delays/issues. The supplier has already sourced 25% of the required fleet.

- Risk of inflation affecting the cost and the ability to implement the scheme. This has been mitigated by agreeing a fixed price for a specified service level with the supplier via the procurement process, subject to contract signing.

- Issues in identifying preferred docking locations and securing the required permissions, impacting scheme delivery. This is being mitigated by prioritising siting of docks on publicly owned land, or on third party land where support has already been achieved. The supplier's experience and good practice in delivering docking stations will also be utilised.

- Risk of vandalism or theft, resulting in additional costs and loss of assets. This will be mitigated by ensuring the supplier guarantees to replace stolen or 'lost' bikes, by locating the docks in areas of good surveillance, and by having a payment system which requires the return of the bike to stop fees accruing for the user.

4.82 Risk workshops are to be held on a quarterly basis to review the risk register, to monitor existing risks and identify any new risks that may have occurred. Risk reduction activities will continue to be undertaken to mitigate and eliminate risks that may impact on the deliverability of the project.

Costs

4.83 The scheme costs are:

- The total scheme costs are £2,861,369.

- The Combined Authority's contribution is £2,000,000 from the Transforming Cities Fund's Carbon Mitigation Measures Fund sub-programme.

- The remaining funding is £861,369 from the supplier.

- The Combined Authority will enter into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £2,000,000.

- A funding approval of £1,700,000 is being sought now, as £150,000 was approved for scheme development at the Combined Authority Committee meeting in June 2021. Plus, an additional £150,000 development cost was approved by the Combined Authority's Managing Director via a Change Request in February 2022.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	24/05/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/03/2024

Other Key Timescales

4.84 Other key timescales are:

- September 2023 – launch of initial scheme in priority areas.

- March 2024 – completion of all docking station installations, all bicycles available for hire.

- December 2027 – end of formal contract (five years from date of contract signing - contract extensions may be available).

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within 0% of those outlined in this report
Delivery (DP5) timescales remain within 3 months of those outlined in this report.
Outputs remain within -10% of those outlined in this report

Appraisal Summary

4.85 The scheme aims to support inclusivity, accessibility and to help tackle the climate emergency, through provision of a publicly accessible sustainable travel option. The shared e-bike scheme will enable people to undertake short bike trips and better connect to other forms of public transport for longer journeys to access education, employment and leisure opportunities, as well as reducing the reliance on the car for those trips. It can also facilitate active forms of travel for those who currently do not own or have access to a bike, removing the issue and cost of ownership, which will be particularly beneficial for those on lower incomes.

4.86 The transport sector, in Leeds, contributes high levels of emissions due to the high dependence on car travel. Reducing car dependence and its associated carbon emissions is a key local and regional priority. Increasing the proportion of trips made by cycling is a key contribution towards this aim.

4.87 Leeds City Council has procured an experienced supplier to deliver, operate and manage the scheme on its behalf. The key commercial risk of the scheme relates to revenue generation. If demand is lower than forecast then there would be a revenue shortfall and the benefits stated would not be materialised. The revenue risk, however, is being covered entirely by the supplier for the duration of the contract. If the scheme is profitable, Leeds City Council will receive 25% of the profit share and has committed to using this to further enhance the scheme. At the end of the contract all infrastructure purchased using the Combined Authority contribution would be returned to Leeds City Council. The supplier will retain the infrastructure and application software it has provided.

4.88 The business case highlights the ability for the scheme to provide very high value for money due to the revenue and associated user benefits in terms of journey times and health benefits.

4.89 The delivery of the scheme is not dependant on any other schemes, aiding its ability to be implemented relatively quickly. However, its overall success is dependent on other linked initiatives, in particular the provision of high quality cycle infrastructure within Leeds (such as those being developed through Transforming Cities Fund and City Region Sustainable Transport Settlement Programmes). The tariff will also likely determine success. The proposed pay as you go tariff will include a £1.50 charge to unlock the bike and then a charge of 10p per minute; therefore a 15 minute cycle (which could cover around 3 miles) would cost £3.00. Options for purchasing of bundles reduces this cost, and special offers for low income, health & social prescribing will be developed.

4.90 This compares with the current bus fares being a maximum of £2 across West Yorkshire. Other, comparable e-bike cycle hire schemes elsewhere in the country are summarised below:

Location	Unlock Fee	Tariff	Cost for 15 minute hire	Additional
London (TfL/Santander)	-	£3.30 for single rides up to 30 minutes	£3.30	£3.30 for additional 30 minutes
Greater Manchester (Beryl)	£1.00	10p per minute	£2.50	Minute bundles available for reduced cost
Bournemouth Christchurch Poole (Beryl)	£1.50	12p per minute	£3.30	Minute bundles available for reduced cost
West Midlands (Beryl)	£1.50	10p per minute	£3.00	Minute bundles available for reduced cost

Leeds City Bikes (Beryl)	£1.50	10p per minute	£3.00	Minute bundles available for reduced cost

4.91 Monitoring and evaluation is an important aspect of the scheme, to ensure the success of the scheme can be identified and lessons learnt. This is critical to establish whether expansion of the scheme in Leeds or for provision elsewhere in West Yorkshire is a possibility. Therefore appropriate resource and funding is required for this.

Recommendations

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

(i) The Leeds City Bikes scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).

(ii) Approval to the Combined Authority's contribution of £1,700,000 is given, taking the total approval to £2,000,000. The total scheme cost is £2,861,369.

(iii) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £2,000,000.

(iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report subject to the scheme remaining within the tolerances outlined in this report.

Project Title	Bus Service Improvement Plan - Mayor's Fares
Stage	2 (scheme development)
Decision Point	Change request (activity 4)

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

Background

4.93 This scheme will be funded by the Department for Transport (DfT) funding for the Bus Service Improvement Plan (BSIP). This is a £69,974,070 fund covering West Yorkshire. The objectives of the BSIP programme are to dramatically improve bus services outside of London through greater local leadership, reverse the recent shift away from public transport and to encourage passengers back onto buses. The Bus Service Improvement Plan funding is part of DfT's National Bus Strategy (NBS).

4.94 'Mayor's Fares' is a key part of the region's Bus Service Improvement Plan and will make travel by bus more accessible by reducing the costs to passengers. This is achieved through funding for the capping the MCard Day Saver ticket at £4.50 and the adult single ticket at £2. MCard tickets are accepted by all the bus operators in the West Yorkshire region which allows passengers to select the buses that are most convenient for them, regardless of operator. This scheme will complement the already introduced Young Person's Fares, which are capped at 60p for short single journeys, £1.20 for journeys of up to 5 miles, and £1.80 for journeys of over 5 miles.

4.95 The introduction of cheaper and simpler fares was included in the Mayor's 2021 election manifesto. In conjunction with the Government's National Bus Strategy, this proposal was developed as part of a package of measures to encourage more people to use the bus.

4.96 Due to the current cost of living crisis, the decision was taken to introduce the cheaper fares as early as possible, and so the scheme was launched at risk on 4 September 2022, prior to committee approval. The Transport committee on the 18 November 2022 approved £11,893,176 of funding from the overall budget of £33,974,070, with the funding required until the end of May 2023 whilst work continued on the full business case (FBC).

4.97   Since the launch of the Mayor's Fares, it has been determined that at least one full year of delivery is necessary to fully analyse the scheme's benefits, including the impact on bus passenger numbers. This longer time period will also provide a solid basis to calculate an effective operator payment mechanism, which needs to take account of decreases in the level of subsidy required as the numbers of passengers choosing to travel by bus increases.

4.98   To continue to fund the Mayor's Fares during this period of analysis and to ensure sufficient time for developing the full business case and seeking approval, the scheme is requesting a further £11,728,590 to fund the necessary fare subsidy until 31 March 2024. At this time a full business case will be brought to the Transport Committee for full financial approval.

4.99   The scheme aligns with the Combined Authority's Strategic Investment Framework investment priority 5: Future Transport. This also supports the Mayoral Pledges to introduce simpler fares, tackle the climate emergency and protect our environment.

Tackling the Climate Emergency Implications

4.100 The scheme aims to increase the number of passengers travelling by bus by making it more affordable. This will involve a reduction in the number of journey's taken by private cars, contribution to a reduction in the emission of carbon and other pollutants caused by car use.

4.101 More detailed assessment of the environmental impacts of this scheme will be included in the assessments taken at the end of the first year and will be included in the full business case (FBC).

Outputs and Benefits

4.102 The scheme outputs and benefits include:

- Increased bus patronage through more affordable fares
- Shift from car use to public transport
- Reduced emissions from transport
- Increased disposable income for bus users.

Inclusive Growth Implications

4.103 The scheme inclusive growth implications include:

- Enabling priority passenger groups such as young people, jobs seekers and people in education to more easily afford the costs of travelling to education, employment and leisure opportunities.

- Reduced fares will benefit those that do not own or have regular access to private cars, communities with lower incomes and those who are economically disadvantaged. The benefits of lower fares will support all passengers, especially at this time of high inflation.

Equality and Diversity Implications

4.104 An Equality Impact Assessment (EqIA) has been undertaken for the scheme and equality and diversity impacts taken account of as part of the development of the scheme and the business case development. This process will continue throughout the analysis of the first year's impacts and in development of the full business case.

4.105 Cheaper fares help to support individuals and families with lower incomes, who are disproportionality made up of people that belong to groups with protected characteristics, and who may be significantly affected by the current cost of living crisis.

Risks

4.106 The scheme risks include:

- The scheme fails to significantly increase bus passenger numbers. It is difficult to directly attribute passenger number developments to the Mayor's Fares initiative and so to mitigate, a dedicated passenger survey on the scheme will be carried out as part of the development of the full business case (FBC). Based on feedback from the survey, adjustments to the scheme to increase passenger numbers may be made as appropriate.

- Financial risk / Value for money – there is a contractual commitment to maintain the scheme for the first full year of operation and at least 2 months notice is required to be given to the bus operators if the scheme is discontinued. The ongoing impact of Year 1 of Mayor's Fares on patronage and customer satisfaction is still being determined. This will inform the price of the fare cap and operator repayment mechanism for years 2 and 3 of the scheme. Goals of the scheme not only focus on patronage increase but also on increasing disposable income for households through more affordable fares and increasing customer satisfaction through simplified fares. Regular dialogue with bus operators, gathering of passenger feedback and an effective subsidy payment mechanism aim to ensure that financial risks are kept to a minimum and scheme delivery continues in an effective and economic manner. A Value for Money assessment will be carried out as part of the FBC development to determine the scheme's effectiveness in implementing its goals.

Costs

4.107 The total scheme costs are £33,974,070, which is expected to deliver a 3-year programme.

4.108 The Combined Authority's contribution is £33,974,070 from the Bus Service Improvement Plan (BSIP).

4.109 At its meeting on 18 November 2022, the Transport Committee approved £11,893,176 for delivery of the Mayor's Fares scheme, from its launch on 4 September 2022 through to May 2023.

4.110 Approval is sought for an additional £11,728,590 in costs to continue delivery from June 2023 through to March 2024. This brings the total approved funds to £23,621,766.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
2 (strategic outline case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	18/11/2022
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	31/01/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	31/03/2025

Other Key Timescales

4.111 Other key timescales are:

- As part of the FBC development, a passenger survey will be carried out in September 2023.

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within 10% of those outlined in this report.
Delivery (DP5) timescales remain within +6 months of those outlined in this report.

Appraisal Summary

4.112 The change request submission does not provide any greater levels of assurance than those which were contained in the original Bus Service Improvement Plan (BSIP) Strategic Outline Case (SOC) submission.

4.113 The appraisal of the BSIP SOC raised a number of concerns and some of these are relevant to the Mayor's Fares initiative. These included concerns regarding the value for money offered by the initiative.

4.114 It should be noted that no analysis has been provided in the submission on whether the initiative has directly affected passenger numbers since its inception in September 2022.

4.115 The promoter points to a 6% increase in passenger numbers up to December, but it is unclear whether any of this is due to the Mayor's Fares Initiative, as the increase reflects wider trends across the country.

4.116 There was no specific condition applied at the previous decision point regarding calculation of the value for money offered by the Mayors Fares scheme, so a condition has been recommended as part of this change request approval.

4.117 A condition has also been recommended for a robust evaluation of the impact of the scheme on bus patronage to be provided in the FBC submission.

4.118 It has been confirmed that there is political and contractual commitment to maintain the scheme for the first year of operation.

4.119 The FBC is now expected to be submitted in November 2023, which will mean that allowing time for appraisal of the business case, a committee decision on continuing the scheme could be expected in January 2024. To take account of any slippage in the FBC it is accepted that providing sufficient funding to continue the scheme until the end of March 2024 would be the most prudent approach.

4.120 It is felt reasonable to recommend approval of the change request.

Recommendations

4.121 The Transport committee, approves that:

(i) The change request to the BSIP Mayors Fares scheme to increase the funding allocation to continue the scheme until the end of March 2024 is approved.

(ii) £11,728,590 of additional funding is allocated from BSIP to the Mayor's Fares scheme, taking the total scheme approval to £23,621,766.

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

Project Title	Thorpe Park Rail Station
Stage	2 (scheme development)
Decision Point	Change request (activity 3)

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

Background

4.122 The Thorpe Park rail station scheme is being developed for delivery through the West Yorkshire plus Transport Fund (WY+TF), supported by a funding allocation secured from the Leeds Public Transport Investment Programme (LPTIP) and the New Stations Fund 3 (NSF3).

4.123 The Thorpe Park rail station scheme will deliver a new rail station at Thorpe Park on the Leeds to York section of the Trans-Pennine railway. The station would be situated immediately southwest of the junction between Manston Lane and the newly constructed southern section of the East Leeds Orbital Route (ELOR), with highway access taken from Manston Lane (to the north) and pedestrian access for existing and new residents.

4.124 The new rail station will include:

- Two platforms with 4 railway tracks, capable of accommodating six-car trains, connected with a covered footbridge.

- A station building with waiting areas, ticketing facilities, information point and staff facilities.

- Cycle facilities and bus drop-off points.

- Car parking with circa 500 spaces and electric vehicle charging points.

4.125 This scheme will be jointly delivered by Network Rail and the Combined Authority. Network Rail will be responsible for the delivery of the railway station and associated infrastructure. The delivery of the car park will be the responsibility of the Combined Authority in partnership with a private developer.

4.126 The scheme progressed through decision point 3 (outline business case) at the West Yorkshire and York Investment Committee on 03 February 2021.

Since this design and planning work have progressed and the scheme is now at the end of the Governance for Railway Investment Projects (GRIP) framework GRIP3 outline design stage. This framework has been developed by Network Rail to manage and control rail investments that enhance or renew the rail network.

4.127 During the process of design and options evaluation a number of changes to the initial scope of this scheme have been identified that will improve the service that the new railway station will deliver. The scheme now seeks to deliver a 4-track station in line with the separate Trans Pennine Route Upgrade (TRU) programme and to change aspects of the car park location and design. The full details will come forward at decision point 4, full business case (FBC). Additional elements that are required to facilitate the Trans Pennine Route Upgrade will be funded by the TRU programme.

4.128 In May 2021 the Combined Authority was awarded £7,000,000 from the Department for Transport's New Stations Fund 3 (NSF3) to be used for the scheme. This funding is subject to conditions set by the Department for Transport (DfT). Most significantly, the funding needs to be committed by the end of March 2024, or it will need to be returned to government. If this occurred it would increase the current funding pressure on the project / impact on the affordability of the current scheme. For this reason, the scheme seeks release of the £7,000,000 of NSF3 funding to continue to progress development of the business case, continue design works, starting with GRIP stage 4, begin early site enabling works and to purchase construction equipment. Work is ongoing to bridge the now £10,000,000 funding shortfall and will be addressed at full business case. Please note, that this does not increase the total project costs which remain at £31,642,000.

4.129 The scheme also requests approval to extend delivery timescales to the end of 2025.

Tackling the Climate Emergency Implications

4.130 The new Thorpe Park rail station will improve access to rail for communities within the surroundings areas, and for those employed at Thorpe Park Business Park. The large parking provision and electric vehicle charging facilities will offer an attractive alternative to driving into the city. This will enable more journeys to be taken by more sustainable public transport, reduce the private car use and contribute to a reduction in the emissions of carbon and other harmful emissions caused by car use.

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

Outputs and Benefits

4.132 The scheme outputs and benefits are:

- Two platforms with 4 railway tracks, capable of accommodating six-car trains, connected with a covered footbridge.

- A station building with waiting areas, ticketing facilities, information point and staff facilities.

- Cycle facilities and bus drop-off points.

- Car parking with circa 500 spaces and electric vehicle charging points.

- Attracting new users to the rail market, improving access to labour markets for employers, reducing congestion, and improving air quality on Leeds's arterial roads – with over 900,000 road vehicle-kilometre savings per annum.

- Supporting housing growth by providing access to employment and leisure opportunities in the West Yorkshire urban centres – with up to 200,000 additional rail journeys per annum.

- Improved access to the strategic / long distance rail market for residents and business in the east of the Leeds City Region – with over 13,000 new-to-rail users on these routes per annum.

Inclusive Growth Implications

4.133 The Leeds Inclusive Growth Strategy 2018-23 is centred on 12 'big ideas', which in turn focus on people, place, and productivity. Of note to the proposed Thorpe Park station is idea #7: "Building A Federal Economy - Creating Jobs Close to Communities". This identifies the need to strengthen transport links to enable sustainable and affordable access to jobs. It specifically refers to Thorpe Park as an economic hub which requires investment to support growth.

4.134 The proposed station would help to unlock development at Thorpe Park by improving the connectivity of the city's workforce to this strategic employment site, and additionally providing improved sustainable and more affordable travel opportunities when compared to the overall cost of travelling by car for those on lower incomes to education, retail, and housing.

Equality and Diversity Implications

4.135 An Equality Impact Assessment (EQIA) has been carried out, and measures identified within it will enhance accessibility and mitigate against potential negative impacts to users because of the design, construction, and operation of the scheme. The EQIA will be revisited at full business case and the following considerations will be made:

- Engaging with Protected Characteristic Groups at detailed design stage to ensure issues are designed out and accessibility and safety opportunities maximised, including additional means of escape for less mobile station users, enhancements to the drop off area to allow for pick up, and the design elements of public spaces at the station.

- Ensuring a clear communication and engagement strategy is in place during construction and upon station opening, as a two-way forum between constructors and communities to best ensure station services and routes are accessible as possible.

Risks

4.136 The scheme risks include:

- That the scheme is not affordable, due to the current funding shortfall of £10,740,000. Mitigations are being explored by the project team, with a number of options including private investments and revenue from commercial developments. This will be further addressed when the scheme returns at decision point 4, full business case (FBC).

- The scheme's current funding gap is increased if the NSF3 funding of £7,000,000 cannot be fully committed by the DfT's deadline of March 2024. This is being mitigated through this request for release of funds for design, development and early works and carefully planning and commitment of funds alongside ongoing dialogue with DfT.

- The Combined Authority is responsible for at least 3 years of operation of the completed station, risking that generated revenue does not fully cover the site's total operational costs. This will be mitigated by carrying out a robust assessment of rail timetables, rail fares, and forecast passenger demand alongside work to reduce operational costs at full business case.

- Interdependency with the Trans Pennine Route Upgrade risks causing delay to the construction programme. This will be mitigated by working closely with Network Rail at each step of the construction programme and planning accordingly.

- Risks that planning consent and other required approvals are not given. This will be mitigated by early and ongoing proactive engagement with Planning officers and Network Rail.

Costs

4.137 The scheme gained approval for decision point 3 (outline business case) at the Combined Authority on 04 February 2021. Indicative approval was given to the Combined Authority's contribution of £13,900,000, with £3,800,000 from the Leeds Public Transport Investment Programme (LPTIP) and £10,100,000 from the West Yorkshire plus Transport Fund (WY+TF). Total scheme costs of £31,642,000 were indicatively approved.

4.138 Development funding of £3,800,000 was approved from LPTIP fund and £936,000 from the WY+TF. £500,000 in development funding had previously been approved.

4.139 In May 2021 the Combined Authority was awarded £7,000,000 from the Department for Transport's New Stations Fund 3 (NSF3) to be used for the Thorpe Park Rail Station scheme. This increases the Combined Authority's contribution to £20,900,0000.

4.140 The scheme has a funding shortfall of £10,740,000 which will be addressed at decision point 4 (full business case).

4.141 The Combined Authority will enter into a Funding Agreement with Network Rail for expenditure up to £7,000,000.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 3)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	26/05/2023
4 (full business case)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Executive	10/07/2024
Approval to Proceed	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	28/08/2024
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	30/07/2025

Other Key Timescales

- May 2023: Public Consultation & Planning submission
- July 2023: Completion of ES4/ES5 Tender process and contract award (design and build)
- July 2025: Construction completion (decision point 5)

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within 10% of those outlined in this report.
Delivery (DP5) timescales remain within 3 months of those outlined in this report.

Appraisal Summary

4.142 The Thorpe Park rail station scheme seeks approval to the release of £7,000,000 from the New Stations Fund 3 (NSF3) programme to fund project development and early work costs by March 2024. DfT made this award to the Combined Authority in May 2021.

4.143 It is acknowledged that commitment of this funding will ensure it can be utilised to best support the scheme, especially alongside the scheme exploring and determining the final commercial arrangements with Network Rail and The

Scarborough Group on developing the car park and bridging the affordability gap.

4.144 As the business case is progressed, it will be critical to ensure that the Combined Authority's Commercial and Legal team is engaged with at all times to ensure the most effective commercial and financial package is determined and agreed with all parties, to ultimately ensure a new rail station can be delivered at Thorpe Park to benefit the City Region.

Recommendations

4.145 The Transport Committee approves that:

(i) The change request for the Thorpe Park Rail Station scheme to:

    o   Indicatively approve the increase of the Combined Authority's contribution to £20,900,000, an increase of £7,000,000.

    o   The release of additional development funding of £7,000,000 to continue to progress the scheme and carry out early works, bringing the total approved development costs to £12,236,000.

    o   The delivery timescale (decision point 5) is extended to 30 July 2025.

(ii) The Combined Authority enters into a Funding Agreement with Network Rail for expenditure up to £7,000,000.

(iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report.

Projects in Stage 3: Delivery and Evaluation

Project Title	TCF Halifax Bus Station
Stage	3 (delivery and evaluation)
Decision Point	Change request (activity 5)

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

Background

4.146 The Halifax Bus Station scheme is primarily funded through the Department for Transport's (DfT) Transforming Cities Fund (TCF). As part of the Government's Industrial Strategy and the National Productivity Investment Fund, the TCF aims to drive up productivity through improved connections between urban centres and suburbs. To do this, the TCF provides a significant opportunity to invest in infrastructure to improve public and sustainable transport connectivity in some of England's largest cities. This scheme will be funded through Tranche 2 of the fund, which received DfT approval in March 2020.

4.147 The project received development funding from the West Yorkshire plus Transport Fund (WY+TF).

4.148 This scheme will redevelop Halifax Bus Station into a modern, fit for purpose bus station. This will serve as a public transport gateway into Halifax town centre for residents and visitors to Calderdale. The scheme will contribute to the Halifax Town Centre Delivery Plan by providing essential travel infrastructure to serve as a catalyst to growth. Other complementing schemes being delivered through the Halifax TCF package and the WY+TF include the A629 phase 2 Halifax town centre scheme and the North and West Halifax Improved Streets for People scheme.

4.149 The completed bus station will include environmentally friendly building design, a new fully enclosed level concourse facility with a customer information point, toilets, and retail units. Benefits to travellers will include smoother integration between bus and rail travel, cycling and walking through enhanced cycle parking and better travel information through links to rail real time information. The scheme's benefits will be further enhanced by bus route

improvements that will be delivered by the WY+TF A629 Phase 2 Halifax town centre scheme including key destinations in Halifax town centre such as Wool Shops, the Piece Hall, Dean Clough, and new Trinity Sixth Form College.

4.150 The scheme received full approval to progress to delivery in July 2021, and works started in September 2021. The construction programme has been split into four distinct phases:

(i) Demolition of the existing station building and putting in place new bus stand allocations for the remaining bus services within the bus station, using the existing bus stands at the top of the site.

(ii) Construction of a large and deep flood attenuation tank under the bottom of the site and construction of a new temporary 6 stand bus station at the bottom of the site, with a bus station managers office, travel centre, and bus operator mess room

(iii) Construction of the new passenger concourse at the top of the site (with 10 of the 19 bus stands becoming open to the public as part of the final construction phase), works to the existing listed buildings, and completion to public highway works.

(iv) Complete works to the existing listed buildings, demolition of the temporary bus station, and complete construction of the bus apron, bus layover bays, and final 9 bus stands at the new passenger concourse.

4.151 Despite the complexity of the build, construction has progressed well with phases 1 to 3 now complete, and work is about to start on phase 4. Several unforeseen costs have arisen, which have increased the overall costs for this scheme. This includes but is not limited to:

- The need for additional physical measures to improve the health and safety provisions in place at the temporary bus station. These will provide improved safeguards for bus station staff, passengers and pedestrians and include measures such as separation of paths and areas of bus traffic on and around the site.

- Additional design works are needed for the existing listed buildings. This was due to a lack accurate records due to age of the buildings, and reduced ability to carry out pre-survey investigations due to the building's listed status prior to the initial design work.

- Unforeseen groundworks are needed after historic human remains were unearthed. In addition, asbestos has been uncovered which will need to be dealt with safely.

- Costs have also been incurred as a result of delays in diverting utilities by utility providers. Additional compensation costs to Calderdale Council are needed to accommodate the additional capacity at existing bus stops within the town centre which involved suspending several parking bays for a longer period as part of executing the Bus Disruption Plan during the works.

4.152 A detailed lessons learned has been carried out for the work that has been completed to date, and appropriate adjustments to the planning of the remaining works have been made. As a result, additional approval is sought to increase the risk allowance for the final phase of the construction programme in addition to the additional costs that have arisen.

4.153 The scheme now brings forward a change request seeking approval to increase the total budget by £2,800,000, taking the total scheme cost from the previously approved £17,700,000 to £20,500,000. The additional cost will be funded from the TCF programme contingency fund.

4.154 Additionally, the scheme requests to revise the delivery completion date from the end of July 2023 to 31 October 2023.

Tackling the Climate Emergency Implications

4.155 The scheme supports delivery of the Leeds City Region's 'net carbon neutral target for transport by 2038' by delivering an energy efficient, modern bus station, improving its operational efficiency and environmental performance through design features such as installation of heat pumps, the provision of Photo-Voltaic solar panels (for energy generation), and a green roof, which will also deliver biodiversity benefits.

4.156 By improving connectivity between bus, rail, walking & cycling, the redeveloped bus station will make it easier to travel by more sustainable forms of transport. enabling and encourage a shift from car travel. The final bus station will also include the infrastructure required for the future provision of electric charge points and the operation of electric buses at the station, further supporting ambitions of Clean Growth and a low emission sustainable transport system.

Outputs and Benefits

4.157 The scheme outputs and benefits include:

- A new fully enclosed level concourse facility including customer information point, toilets, and retail.

- Enhanced entry and access for pedestrians and cyclists with better links to key destinations in Halifax town centre.

- 5% increase in the number of people using the bus station three years after opening.

- 90% reduction in reported incidents of pedestrians entering the bus operating area one year after the opening.

- A 50% improvement in customer satisfaction one year after opening to be measured via customer satisfaction surveys undertaken before and after the redevelopment.

- Reduced bus station operating costs with income from the retail operations of the bus station to increase to £26,000 per annum within five years after opening, based on today's prices.

- Support the Leeds City Region's net carbon neutral target for transport by 2038, with delivery of an energy efficient bus station and inclusion of enabling works (electrical ducting) to support future introduction of charge points and electric buses.

- In conjunction with the A629 phase 2 Halifax Town Centre scheme, passengers will benefit from improved bus journey times and quality, better accessibility and connectivity to education, employment, housing, and retail.

- As a result of the increase to scheme costs, the revised value for money assessment reflects a benefit cost ratio (BCR) of 2.11:1, a reduction from 2.76:1 at full business case. Despite this reduction this BCR is still in High Value for Money classification when assessed against the Department for Transport's value for money criteria.

Inclusive Growth Implications

4.158 The scheme inclusive growth implications include:

- Improving options for public and active forms of transport will especially benefit those that do not have the use of a private car when accessing options for work, education and leisure.

- Improved safety and a better quality station environment will improve access to bus services by making public transport a more attractive and accessible. This will particularly benefit communities that are seldom heard and face additional barriers such as low incomes, and who rely on the bus the most.

Equality and Diversity Implications

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

4.160 The new station has been designed to remove barriers for groups with protected characteristics. Those with disabilities will benefit from   an open plan layout with contrasting wayfinding lines, slip resistant floor tiles, and level boarding to enable easy access to bus gates and other services. The bus station also includes a Changing Places facility.

4.161 Safety will be improved in a number of ways including the station being enclosed under one roof, be well-lit, and have CCTV monitoring in place.

Risks

4.162 Following a further quantified risk assessment, the scheme has increased its risk allowance, and continues to work with the Design & Build contractor to manage risks for the remainder of the delivery programme. Scheme risks include:

- Possible further unforeseen works to the existing listed buildings. This is being mitigated on ongoing reviews as works progress to ensure any issues are identified and raised early.

- Risk of further reactive health & safety measures at the temporary bus station. This is being mitigated through clear and consistent signage, clear communications, bus driver training and a staffed security cabin to manage the risks of pedestrians entering the area of bus operations.

- Risk of utility companies' late installation of tenant electricity meters. This is being mitigated by ongoing proactive dialogue with utility providers to manage critical milestones and interdependencies, along with allocation of a risk budget.

- Necessary changes to end user requirements such as upgrading the brush barrier at bus stands due to changes in the models of buses being run by operators, for example smaller buses due to reduction in passenger numbers. This has been mitigated by updates to the barrier requirements and ongoing reviews.

Costs

4.163 The scheme received full project approval from the Combined Authority on 29 July 2021 to progress to delivery. Approval was given to total scheme costs of £17,700,000. Of this £17,295,000 is from the Transforming cities Fund (TCF), £405,000 is from the West Yorkshire plus Transport Fund (WY+TF) and £405,000 is contributed by Calderdale Council.

4.164 As a result of this change request, the revised total scheme cost will be £20,500,000, an increase of £2,800,000. This is to be funded entirely from the TCF programme contingency fund. This brings the TCF contribution to £20,095,000. There is no change to the Calderdale Council's contribution.

Assurance Pathway and Approval Route

Assurance pathway	Approval route	Forecast approval date
Change request (activity 5)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee	26/05/2023
5 (delivery)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Chief Operating Officer	29/11/2023

Other Key Timescales

- July 2023 - the new concourse building will be opened to the public for operational services and 10 of the station's 19 bus stands.

- October 2023 – All bus stands will operate from the new bus station concourse.

- October 2023 – forecast construction completion.

Assurance Tolerances

Assurance tolerances
Combined Authority costs remain within +5% of those outlined in this report.
Delivery (DP5) timescales remain within +3 months of those outlined in this report.

Appraisal Summary

4.165 A combination of additional design works and unforeseen costs during the construction programme has led to the increase in costs and delay to the delivery timescales.

4.166 Further funding to support the increase in scheme cost, which includes funding to pay the additional costs already incurred as well as to increase the risk allowance to support the final phases of the construction programme, has been identified through the TCF programme contingency pot, with endorsement given by the TCF Project Board.

4.167 Significant efforts have been taken to minimise increased cost risks associated with unprecedented inflation and energy costs since the start of these works, as well as steps to better understand the cost increase, including a robust Lessons Learnt exercise which recommends mitigations that could be put in place for future station build schemes led by the Combined Authority or its partners that are of similar scope and complexity.

4.168 Accepting that the build is complex, and the numerous challenges faced including impact of the Covid19 pandemic, construction has still progressed well, with the scheme now entering the final phases and soon to achieve Practical Completion to benefit bus users in Halifax and the wider City Region.

4.169 It is also highlighted that the increase to costs could have been greater if the scheme had not taken proactive steps and carried out robust value engineering exercises alongside the appointed contractor.

Recommendations

4.170 The Transport Committee approves that:

(i) The change request for the Halifax Bus Station scheme to increase the funding approval by £2,800,000 to £20,500,000 and to extend the delivery timescale to October 2023, is approved.

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

5 **Tackling the Climate Emergency implications**

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

6 **Inclusive Growth implications**

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

7 **Equality and Diversity implications**

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

8 **Financial implications**

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

9 **Legal implications**

9.1 The payment of funding to any recipient will be subject to a funding agreement being in place between the Combined Authority and the organisation in question.

10 **Staffing implications**

10.1 A combination of Combined Authority and local partner council project, programme and portfolio management resources are, or are in the process of, being identified and costed for within the scheme in this report.

11 **External consultees**

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

12 **Recommendations (Summary)**

Bus Network Plan and Enhanced Bus Services

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

(i) The Bus Network Plan & Enhanced Bus Services (previously Superbus) scheme proceeds through Decision Point 2 (Strategic Outline Case) and work commences on Activity 3 (Outline Business Case).

(ii) An indicative approval to the Combined Authority costs of up to £29,700,000 is given. The total scheme cost is £29,700,000.

(iii) Approval to the development and initial delivery costs of up to £6,228,434 is given, subject to discharge of Condition 3, taking the total

approval to £7,998,434. This comprises up to £770,000 for development costs, £3,000,000 for Tranche 1: 'Network Protection and Quick Win Enhancements and up to £4,228,434 for Enhanced Bus Services (Year 1).

(iv) The Combined Authority provides funding to bus operators for Network Protection, Quick Win Enhancements and for Enhanced Bus Services (Year 1), by using existing compensation arrangements, subject to the discharge of Condition 3. The amount of funding allocated to each bus operator is delegated to the Director of Transport Policy and Delivery.

(v) The discharge of Condition 3 is delegated to the chair of the Transport Committee, in consultation with portfolio holders.

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

Conditions

12.2 The following conditions have been set by PAT to gain approval to commence activity 3 (Outline Business Case):

(i) Evidence the key stakeholder engagement carried out as part of identifying and agreeing routes.

(ii) Update logic map with clearer and quantified outputs.

(iii) Details, including provision and costs, of the services to be protected and enhanced is provided to clarify what the funding allocation is to be used for, for Tranche 1 (Network Protection and Quick Win Enhancements) and Tranche 4 (Enhanced Bus Services).

(iv) A robust cost assessment for the different options is undertaken.

Combined Services and Assets Database (CoSA) Replacement

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

(i) The Combined Services and Assets Database replacement scheme proceeds through decision point 2 to 4 (Business Justification Case) and work commences on activity 5 (Delivery).

(ii) Approval to the Combined Authority's delivery costs of £615,000. The total scheme value is £615,000.

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

Leeds City Bikes

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

(i) The Leeds City Bikes scheme proceeds through decision point 4 (full business case) and work commences on activity 5 (delivery).

(ii) Approval to the Combined Authority's contribution of £1,700,000 is given, taking the total approval to £2,000,000. The total scheme cost is £2,861,369.

(iii) The Combined Authority enters into an addendum to the existing funding agreement with Leeds City Council for expenditure of up to £2,000,000.

(iv) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report subject to the scheme remaining within the tolerances outlined in this report.

Bus Service Improvement Plan - Mayor's Fares

12.5 The Transport committee, approves that:

(i) The change request to the BSIP Mayors Fares scheme to increase the funding allocation to continue the scheme until the end of March 2024 is approved.

(ii) £11,728,590 of additional funding is allocated from BSIP to the Mayor's Fares scheme, taking the total scheme approval to £23,621,766.

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

Thorpe Park Rail Station

12.6 The Transport Committee approves that:

(i) The change request for the Thorpe Park Rail Station scheme to:

o Indicatively approve the increase of the Combined Authority's contribution to £20,900,000, an increase of £7,000,000.

o The release of additional development funding of £7,000,000 to continue to progress the scheme and carry out early works, bringing the total approved development costs to £12,236,000.

o The delivery timescale (decision point 5) is extended to 30 July 2025.

(ii) The Combined Authority enters into a Funding Agreement with Network Rail for expenditure up to £7,000,000.

(iii) Future approvals are made in accordance with the assurance pathway and approval route outlined in this report.

TCF Halifax Bus Station

12.7 The Transport Committee approves that:

(i) The change request for the Halifax Bus Station scheme to increase the funding approval by £2,800,000 to £20,500,000 and to extend the delivery timescale to October 2023, is approved.

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

13 Background Documents

13.1 None as part of this report.

14 Appendices

Appendix 1 - Assurance Framework

Appendix 2 - Bus Network Plan and Enhanced Bus Services – Business Case Summary

Appendix 3 - Combined Services and Assets Database (CoSA) – Business Case Summary

Appendix 4 – Leeds City Bikes – Business Case Summary

Project Approvals
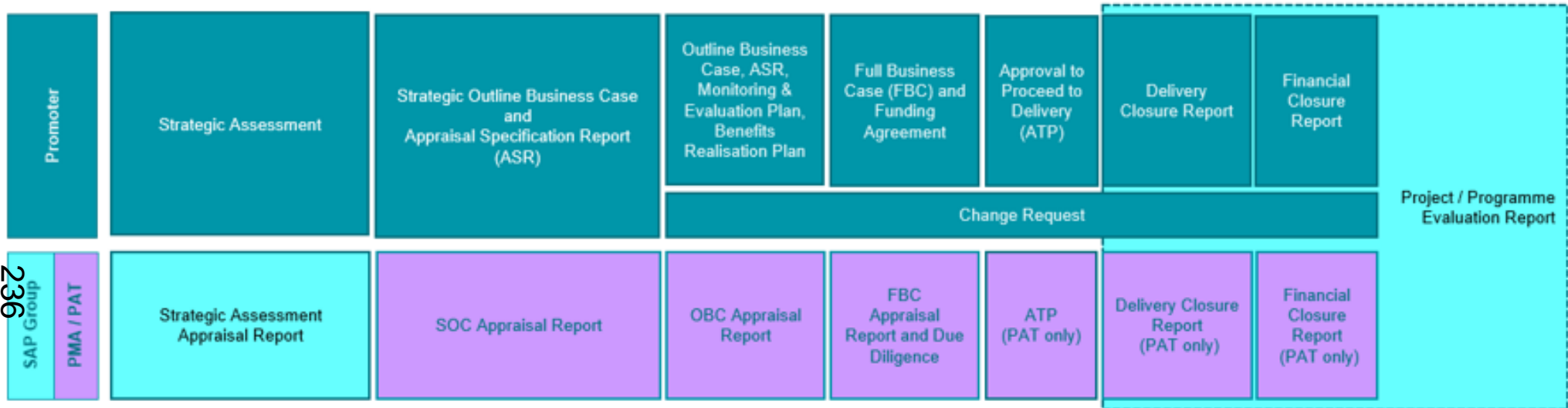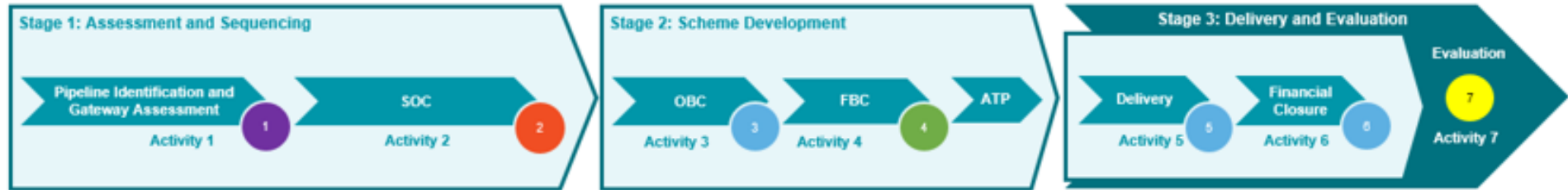**Appendix 1 - Assurance Framework**

1   Assurance Framework

1.1   The Combined Authority's Assurance Framework was developed in 2015 as part of the Growth Deal with Government. Its purpose is to ensure that the necessary systems and processes are in place to manage funding effectively, and to ensure the successful delivery of the Strategic Economic Framework (SEF) ambitions and the West Yorkshire Investment Strategy (WYIS).

1.2   The Framework's focus is to ensure that necessary practices and standards are implemented to provide the Government, Combined Authority, the Leeds Enterprise Partnership (LEP) and local partners with assurance that decisions over funding (and the means by which these decisions are implemented) are proper, transparent and deliver value for money. It covers all projects and programmes funded from Government or local sources that flow through the LEP and Combined Authority and must be reviewed annually, as stipulated by Government.

Assurance Process

1.3   The process is flexible, in that each project or programme will be set a bespoke approval pathway and approval route to be followed. This may be to delegate decisions to a Committee, Managing Director (MD) etc. or it may be that certain decision point (activity) approvals are not required, or that bid documents to other government departments can be utilised. Furthermore, development costs can be funded at decision point 1 and beyond.

1.4   Approval is required at Combined Authority (CA) for all programmes and projects at least once in their lifetime and this is usually at decision point 2 (Strategic Outline Case). The Assurance Pathway and Approval Route is also set at this point.

1.5   At FBC (Decision Point 4), the Programme Appraisal Team (PAT) sets conditions that must be met before full approval of funding is given and the project has Approval to Proceed to Delivery (Activity 5).

1.6   In line with the revised Green Book, in assessing value for money, a stronger emphasis can now be placed on the strategic case and how the strategic objectives and priorities of the Combined Authority will be met through the delivery of the project. This might for example include, but not limited to, supporting the climate change and good growth agenda (the Combined Authority aims to achieve net-zero by 2038), supporting an increase in active mode and public transport use and / or supporting / accelerating housing development. The specific approach will be determined on a programme by programme basis as funding and investment streams come forward.

1.7   The Assurance Process is set out below:

Assurance Process

Stage 1: Assessment and Sequencing
- Pipeline Identification and Gateway Assessment — Activity 1 (1)
- SOC — Activity 2 (2)

Stage 2: Scheme Development
- OBC — Activity 3 (3)
- FBC — Activity 4 (4)
- ATP

Stage 3: Delivery and Evaluation
- Delivery — Activity 5 (5)
- Financial Closure — Activity 6 (6)

Evaluation
- Activity 7 (7)

Promoter

| Strategic Assessment | Strategic Outline Business Case and Appraisal Specification Report (ASR) | Outline Business Case, ASR, Monitoring & Evaluation Plan, Benefits Realisation Plan | Full Business Case (FBC) and Funding Agreement | Approval to Proceed to Delivery (ATP) | Delivery Closure Report | Financial Closure Report | Project / Programme Evaluation Report |

Change Request

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| Strategic Assessment Appraisal Report | SOC Appraisal Report | OBC Appraisal Report | FBC Appraisal Report and Due Diligence | ATP (PAT only) | Delivery Closure Report (PAT only) | Financial Closure Report (PAT only) | |

KEY:
- 🔴 Key Decision Point (CA Approval Required)
- 🟢 Key Decision Point (Committee Approval may be required)
- 🔵 Decision Point (Committee Approval may be required)
- 🟣 Decision Point
- 🟡 Reporting Point

1.8   Programmes / schemes will start to be developed through an ongoing dialogue with the Region's businesses, third sector and public organisations, in line with the West Yorkshire Investment Strategy (WYIS). Schemes will access funding through either a commissioning process or through open calls. Programmes / schemes will be assessed through a Strategic Assessment (an early-stage gateway check and challenge review) to determine if they are eligible to proceed (Decision Point 1).

1.9   If approved the scheme will progress to strategic outline case (SOC), where schemes will be expected to demonstrate a strategic fit in terms of project outcomes and set out their proposed approach to establishing value for money (VfM). At this stage, a long list of options will be considered with a shortlist being presented in the SOC. Consultation at this stage will be limited, but will be a key to the next activity, outline business case (OBC) in Stage 2. At this stage, funding may be sought to enable work to progress on the OBC. Schemes will also be required to submit an Appraisal Specification Report (ASR). It is at the end of this stage where the Combined Authority approve the indicative funding, approval pathway and route and tolerance levels (Decision Point 2).

Stage 2: Scheme Development

1.10   If approved the scheme will progress to OBC unless the approval pathway set at decision point 2 does not require this. The OBC should revisit the options identified within the SOC to identify the option which optimises public value, confirm the affordability of the scheme, and put in place the arrangements to ensure successful delivery. The OBC should be prepared in accordance with the Green Book five-case model and should include a draft Monitoring and Evaluation Plan and a Benefit Realisation Plan. The economic case must be developed in consistency with the agreed ASR. Guidance will be provided to scheme promoters around the level of detail to be submitted at this stage with regards to proportionality of the business case. The scheme will be presented for approval by the decision-maker (decision point 3) as set out in the approval pathway and route approved at decision point 2.

1.11   If approved the scheme will progress to full business case (FBC) which will confirm the contractual arrangements for the preferred option. Affordability of the scheme is reiterated, and the scheme puts in place the final arrangements for delivery and monitoring and evaluation of the scheme. A Monitoring and Evaluation Plan and a Benefit Realisation Plan are mandatory products at this stage. The FBC should also be prepared in accordance with the five-case model and any conditions set at OBC should be resolved. The economic case must be developed in consistency with the agreed ASR. The scheme will be presented for approval by the decision-maker (decision point 4) as set out in the approval pathway and route approved at decision point 2.

1.12   The FBC approval will be granted with a condition that the scheme remains within set conditions. Where this condition has been met Approval to Proceed into Delivery (Activity 5) will be granted by the Managing Director (or by an

officer under sub-delegated authority from the Managing Director). If the condition(s) is not met, the project will be required to re-submit the FBC.

1.13 A Single Stage Business Case, called Business Justification, has now been introduced for transport and non-transport projects that are either below £2,000,000, low complexity, low risk and / or not novel or contentious. Although this is a single stage approval, replacing decision point 2 (SOC), decision point 3 (OBC) and decision point 4 (FBC), the remainder of the assurance process must still be followed.

Stage 3: Delivery and Evaluation

1.14 Once a scheme gains FBC approval and the conditions set have been met, the scheme can progress into Activity 5 (Delivery).

1.15 Upon scheme completion, a Delivery Closure Report is required that details how the scheme has performed. This includes whether delivery has remained within the timeframes specified within the business case, has achieved the objectives of the scheme and associated outputs, documents what has been delivered and highlights the overall costs. The Delivery Closure Report will be presented for approval by the decision-maker (decision point 5) as set out in the approval pathway and route approved at decision point 2.

1.16 Following completion of Activity 6, the scheme will be required to submit a Financial Closure Report (Activity 6). The Financial Closure Report confirms the final costs for the scheme, ensuring all payments have been completed. The Financial Closure Report will be presented for approval by the decision-maker (decision point 6) as set out in the approval pathway and route approved at decision point 2.

1.17 The purpose of the Delivery and Financial Closure Reports is to assess the success of the scheme, identify best practice for future schemes, resolve all open issues and to capture feedback and lessons learnt to inform the development and delivery of future schemes.

1.18 Activity 7 (Evaluation) will be managed by the Combined Authority's Research & Intelligence team. This is a reporting point as opposed to the previous decision points in the process and will be undertaken when the scheme is completed for an evaluation of the benefits, outcomes and economic impact compared to the overall objectives set out in the SOC. Insights and learning intelligence from evaluation will also be fed back into policy and strategy in order to inform the design and development of future schemes. Interim evaluations may also be undertaken as required as set out in the Monitoring and Evaluation Plan.

2   Future assurance and approval route

2.1 The tables for each scheme in the main report outline the proposed assurance process and corresponding approval route for the scheme. The assurance pathway sets out the decision points which the scheme must progress through and will reflect the scale and complexity of the scheme. The approval route

indicates which committees or officers will make both a recommendation and approval of the scheme at each decision point. A delegated decision can only be made by the Managing Director if this has received prior approval from the Combined Authority.

3   Tolerances

3.1   In order for the scheme to follow the assurance pathway and approval route that is proposed in this report, it should remain within the tolerances outlined for each scheme. If these tolerances are exceeded the scheme needs to return to a Committee and/or the Combined Authority for further consideration.

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Project Overview

Project Title	BSIP Bus Network Enhancement and Enhanced Bus Services
Date of FBC Submission	01 March 2023
Scheme Location/ Address	West Yorkshire
Applicant Organisation	West Yorkshire Combined Authority
Type of Organisation	Mayoral Combined Authority
Main Funding Programme	Bus Service Improvement Plan
Sub Funding Programme (if applicable)	N/A
Project cost stated at previous Decision Point 1	£168,000,000 (for full BSIP programme)
Development cost allocated at previous Decision Point 1	£1,000,000 (for full BSIP programme) £770,000 (approved at BSIP SOC Activity 2 specifically for this scheme)
Current Forecast Project cost	£29,700,000 (for Bus Network Plan & Superbus)
Funding Applied for from the Combined Authority now	£6,228,434
Other public sector funding amounts and sources	N/A
Private sector funding amounts and sources	Operator investment - TBC
Percentage split of cost for all funding sources	Department for Transport (provided to the Combined Authority) - 100%

Business Case Summary

Scheme Description

This scheme is part of a 5 year plan to dramatically improve bus services in West Yorkshire and increase the number of passengers that want to travel by bus. At the moment buses do not run when and where people most want and need to travel. This scheme will improve and add routes to the bus network, increase the frequency of buses and run services at times that people need to travel. It proposes to do this by:

- Enabling the bus network to support the journeys that passengers need, especially for those who mix work, childcare and other caring responsibilities

- Enabling more households to be within walking distance of a frequent bus service to their nearest city/town centre

- Enabling better access by bus to places of work that are on the edge or out of town

- Ensuring that buses run when they are needed for people and the economy especially those that do shift work or work into the evening

- Provide bus routes that enables people to switch from the private car

- Identify new routes between communities where there is demand.

Strategic Case

This programme contributes to the following strategies and aims of the Combined Authority:

1) West Yorkshire Transport and Bus Strategies

2) Bus Service Improvement Plan

3) Connectivity Infrastructure Plan

4) West Yorkshire Climate and Environment Plan

The programme responds to the Mayoral pledges:

1. 'bring buses back under public control, introduce simpler fares, contactless ticketing and greener buses'

2. 'keeping women and girls safe at the heart of my policing plan'. The programme enables the Combined Authority to have more influence over improvements to the bus network, such as more early morning and late-night services, which may reassure and encourage women to make more journeys by bus at these times of day.

3. 'tackle the climate emergency and protect the environment'

The bus network enhancements should encourage more people to make sustainable travel choices and create modal shift away from the private car to bus, contributing to better air quality.

The programme will support inclusive growth by providing new, integrated bus services which aim to provide a viable service for everyone, particularly for economically and socially deprived communities, and connect more people to good, high quality employment opportunities.

Economic Case

New and enhanced bus services will increase the number of bus passengers, customer satisfaction and so revenue will also increase. In addition the local economy will benefit from improved accessibility to housing, employment, health and education opportunities.

Commercial Case

Reducing passenger numbers and increasing running costs, particularly following the Covid-19 pandemic, has led to commercial services being reduced and in the worst cases withdrawn altogether. However, passenger numbers are slowly increasing to on average 85% of pre-pandemic levels (as of February 2023), with some areas and routes seeing increased demand.

Despite decreases in services there is a generally a large bus operator market in the region to contract from, with over 20 small, medium and larger operators in the region.

The changes to how routes are planned and run will require different approaches to procurement for the different stages of this project, including professional consultancy and commercial bus operators. Therefore a range of procurement processes (three quote processes, bus service tendering etc) are included within the overarching procurement strategy.

Market testing has been carried out in relation to enhanced bus proposals and further testing will be carried out as required.

Financial Case

The forecasted programme cost is £29,700,000 from the Bus Service Improvement Plan (BSIP) Revenue funding.

Management Case
The scheme is being developed with internal and external stakeholders including the Combined Authority's transport services and delivery teams, West Yorkshire Bus Alliance and local politicians, as well as through analysis of customer insight and intelligence gained through previous consultation exercises, such as West Yorkshire Bus Strategy and Connectivity Infrastructure Plan. Government have requested that elements of this funding programme are contractualised within an Enhanced Partnership (EP) Scheme, therefore the statutory process in relation to EP's within the Bus Services Act 2017 needs to be followed.

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Project Overview

Project Title	Combined Services & Assets Database (CoSA) replacement
PMA Identification Number	N/A
Date of Business Justification Submission	17 March 2023
Scheme Location/ Address	West Yorkshire

Main Funding Programme	City Region Sustainable Transport Settlement (CRSTS)
Sub Funding Programme (if applicable)	N/A
Project cost stated at Activity 1	Up to £400,000
Development cost allocated at Activity 1	£50,000
Project cost now	£615,000
Funding Applied from the Combined Authority now	N/A
Other public sector funding amounts and sources	N/A
Private sector funding amounts and sources	N/A
Percentage split of cost for all funding sources	N/A

Business Case Summary

Scheme Description

This scheme will procure and implement a replacement for the Combined Services and Assets (CoSA) system. This system will provide public transport information and support management of the public transport network, which is a statutory obligation for the West Yorkshire Combined Authority.

The new system will enable the Combined Authority to continue to create and manage bus timetables, manage and plan public transport, provide journey planning tools for the public and provide scheduling of taxi transport for young people with special educational needs, enabling access to education and training.

The scheme is to be funded by the City Region Sustainable Transport Settlement (CRSTS) fund.

Strategic Case

The original Combined Services and Assets (CoSA) system and database was established in 1999. Although CoSA has been updated it is not fully web-based architecture and does not comply to the Combined Authority's approved technology standards and principles or the Corporate Technology Strategy. The current contract for the provision of CoSA expires in March 2024, and the current

supplier has been in place for over 20 years since CoSA was designed in 1998. In the short to medium term the scheme will enable the termination of the current contract for the provision of CoSA and the smooth transition so the new systems/software that will enable the Combined Authority to meet its statutory obligations defined in the Transport Act 2000 and Bus Services Act 2017.

This scheme aligns with the Combined Authority's Strategic Economic Framework (SEF) Investment Priority 5: Future Transport. In the long term the systems/ software will be able to facilitate the transition to a franchising environment, which directly aligns with the Mayoral pledge of bringing buses back into public control.

Economic Case

A number of options have been investigated, and the preferred solution of a web-based cloud-native replacement solution has been reached with specialist consultant support. Replacement of the current solution is a necessity due to the age of the current system, and the benefits of an up to date system include the ability to make better informed systems and more accurate and reliable travel information for passengers.

Commercial Case

The preferred option is that the Combined Authority should move to a multi-supplier environment using best-in-class software to achieve identified outcomes. Many of the required services are available from multiple suppliers.

Soft market testing has taken place in order to inform the procurement strategy. The feedback from the market engagement and two Q&A sessions identified suppliers that are interested in the opportunity and have the proven capability.

The procurement approach is to pursue a single or prime supplier to provide all of the necessary functionality. The tender for the single or prime supplier will be released to the markets in Spring/Summer 2023

Financial Case

The total scheme cost is £615,000 which will be funded by the Combined Authority's Gainshare Fund. Expected revenue costs for the project are £150,000 per annum.

Management Case

This scheme will be managed by the Combined Authority and governance structures have been implemented to oversee the work undertaken.

Project Overview

Project Title	Leeds City Bikes
Main Funding Programme	Transforming Cities Fund
Funding Applied for from the Combined Authority now	£1,700,000
Total scheme costs	£2,861,369

Business Case Summary

Scheme Description

This scheme will introduce an electric bike (e-bike) share/hire scheme. This will provide improved sustainable transport options for short trips in Leeds city centre and surrounding areas, increasing convenience and options for travel, whilst contributing to reducing the carbon emissions produced by the local transport network.

The scheme is to be delivered through the Transforming Cities Fund (TCF) Carbon Mitigation Measures Fund.

Strategic Case

The Leeds City Bikes scheme is part of the Department for Transport's (DfT) Transforming Cities Fund (TCF) which aims to drive up productivity through improved connections in urban centres and suburbs by investing in infrastructure to improve public and sustainable transport connectivity.

The shared e-bike scheme will cover Leeds city centre and surrounding area and will encourage more people to travel by bicycle instead of by car. This will reduce congestion on the roads, improve air quality, and provide better opportunity for sustainable travel for short trips to, from and within the city centre. This supports the objectives of the TCF programme, the West Yorkshire Mayor's pledge to 'tackle climate emergency'. In addition it supports the Combined Authority's Strategic Economic Framework (SEF) Investment Priority 4: Tackling the Climate Emergency and Environmental Sustainability and Investment Priority 5: Future Transport.

The scheme will also complement several other planned schemes that will encourage and enable more active forms of travel such as walking and cycling across the Leeds district and, in particular, within the city centre.

The scheme supports inclusive growth and inclusivity as it will benefit many of the areas in and surrounding Leeds city centre, including those living with high levels of income and health inequality, to access active transport options, to improve opportunity for access to employment, education, and housing.

Economic Case

This scheme is based on a forecast of 10 years and has a Benefit to Cost Ratio (BCR) of 6.2, which falls in the 'Very High Value for Money (VfM)' category.

This scheme has been developed using a range of scenarios and assumptions about demand for e-bike hire and the change in likely benefits to the public to test the strength of the VfM. The lowest VfM (BCR of 1.58 which equates to 'Medium VfM') may occur if expected bike use by 30% of the expected demand.

Although there will be carbon emissions of approximately 80 tons of carbon (tCO_2e) from the work required to manufacture and install the bikes and their infrastructure, including docking stations and charging, it is expected that over a 10 year the overall reduction in carbon will have a monetary value of around £20,200.

Commercial Case

Demand for e-bikes has been assessed using a variety of scenarios and assumptions, including analysis of similar schemes in other cities.

The preferred supplier has been procured following Leeds City Council's (LCC) established procurement processes. The supplier will run and maintain the e-bike share scheme on behalf of LCC over a five year contract, with the potential for extensions if desirable. A percentage of revenue will be paid to LCC which will be fed back into the scheme.. The supplier will cover any revenue shortfalls for the duration of the contract.

At the end of the contract all infrastructure purchased using the Combined Authority contribution will be returned to Leeds City Council.

Financial Case

The total scheme cost is £2,861,369, of which the Combined Authority will contribute £2,000,000 from the Transforming Cities Fund's Carbon Mitigation Measures Fund sub-programme. The remaining cost, £861,369, is being provided by the supplier.

Management Case

Leeds City Council is the lead promoting authority and will manage the contract with the identified supplier. Governance structures have been developed, based on existing structures and a dedicated scheme manager in place to manage the contract.

Infrastructure is to be mainly located on the public highway and permissions such as Traffic Regulation Orders are in development. Planning permission is not required to deliver the scheme however, agreements will be needed if third party land is to be used for siting of docking stations.

A Risk Register is being used to monitor and manage risks.

A Monitoring and Evaluation (M&E) plan is in place to monitor, record, and evaluate the benefits of the e-bikes. As this is the first scheme of its kind in West Yorkshire lessons from the planning, implementation and running of the e-bike system will also be recorded and examined to contribute to the planning of future works and schemes.