

## **TRANSPORT COMMITTEE**

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY, 21 SEPTEMBER  
2018 IN COMMITTEE ROOM A, WELLINGTON HOUSE, 40-50  
WELLINGTON STREET, LEEDS**

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### **A G E N D A**

**1. APOLOGIES FOR ABSENCE**

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

1. To highlight Appendix 1 of Agenda item 9 which officers have identified as containing exempt information within the meaning of Schedule 12A to the Local Government Act 1972, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.
2. To consider whether or not to accept the officers' recommendation in respect of the above information as set out in Appendix 1 of Agenda item 9.
3. If the recommendation is accepted, to formally pass the following resolution:-

**RESOLVED** – That in accordance with paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972, the public be excluded from the meeting during consideration of Appendix 1 of Agenda item 9 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

**3. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**

4. **MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 6 JULY 2018**  
(Pages 1 - 8)
  5. **RAIL PERFORMANCE UPDATE**  
(Pages 9 - 20)
  6. **TRANSPENNINE ROUTE UPGRADE: AMBITION FOR WEST YORKSHIRE**  
(Pages 21 - 58)
  7. **RESPONSES TO FORMAL RAIL CONSULTATIONS: CROSS COUNTRY FRANCHISE AND PERIODIC REVIEW**  
(Pages 59 - 94)
  8. **CONSULTATION REPLY TO DFT BUS SERVICES ACT 2017**  
(Pages 95 - 120)
  9. **CITY CONNECT CYCLE CITY AMBITION PROGRAMME (CCAG) PHASE 1**  
(Pages 121 - 130)
- For Information**
10. **CITY REGION TRANSPORT UPDATE**  
(Pages 131 - 164)
  11. **SUMMARY OF TRANSPORT SCHEMES**  
(Pages 165 - 188)

**Signed:**



**Managing Director  
West Yorkshire Combined Authority**

**MINUTES OF THE MEETING OF THE  
TRANSPORT COMMITTEE  
HELD ON FRIDAY, 6 JULY 2018 AT COMMITTEE ROOM A,  
WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

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**Present:**

|                                      |                    |
|--------------------------------------|--------------------|
| Councillor Kim Groves (Chair)        | Leeds City Council |
| Councillor Eric Firth (Deputy Chair) | Kirklees Council   |
| Councillor Martyn Bolt               | Kirklees Council   |
| Councillor Peter Box CBE             | Wakefield Council  |
| Councillor Kayleigh Brooks           | Leeds City Council |
| Councillor Neil Buckley              | Leeds City Council |
| Councillor Peter Caffrey             | Calderdale Council |
| Councillor David Dagger              | Wakefield Council  |
| Councillor Michael Ellis             | Bradford Council   |
| Councillor Ian Greenwood             | Bradford Council   |
| Councillor Manisha Kaushik           | Kirklees           |
| Councillor Hassan Khan               | Bradford Council   |
| Councillor Michael Lyons OBE         | Leeds City Council |
| Councillor Kevin Swift               | Wakefield Council  |

**In attendance:**

|                           |   |
|---------------------------|---|
| David Hoggarth            | Strategic Rail Director Transport for the North |
| Councillor Barry Collins  | Calderdale Council                              |
| Councillor Richard Lewis  | Leeds City Council                              |
| Councillor Alex Ross-Shaw | Bradford Council                                |
| Dave Pearson              | West Yorkshire Combined Authority               |
| Liz Hunter                | West Yorkshire Combined Authority               |
| Janette Woodcock          | West Yorkshire Combined Authority               |

**1. Apologies for absence**

Apologies for absence were received from Councillor Peter Dew, Councillor Taj Salam, Councillor Daniel Sutherland and Ian Cherry.

**2. Declarations of disclosable pecuniary interests**

There were no disclosable pecuniary interests declared by Members at the meeting.

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

**RESOLVED** – That in accordance with paragraph 3 of Part 1 of Schedule 12A to the local Government Act 1972, the public be excluded from the meeting during consideration of Appendix 2 to Agenda item 12 on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exception outweighs the public interest in disclosing the information.

**4. Minutes of the meeting of the Transport Committee held on 25 May 2018**

Further to minute 69 to include there had been a lack of involvement with the District Consultation Sub Committees on the rail changes and a request that Committees were kept better informed in future.

Further to minute 71 to include meeting with the Secretaries of State for Transport / Communities and Local Government to seek re-assurances around their commitment to developing to funding the implementation of the Leeds City Region HS2 Growth Strategy.

Further to minute 70 to include that Network Rail also had a part to play in the disruption caused by the services changes through late delivery of infrastructure projects.

**Resolved:** That the minutes of the Transport Committee held on 25 May 2018 be approved and signed by the Chair.

**5. Chair's Comments**

Councillor Kim Groves the new Chair of Transport Committee opened the meeting by thanking Councillor Keith Wakefield whose role as Chair of the Transport Committee came to an end at the Combined Authority's Annual General Meeting on 28 June 2018.

Councillor Groves welcomed new members Councillor Peter Box, Councillor Kayleigh Brooks, Councillor Michael Ellis and Councillor Ian Greenwood.

**6. Governance Arrangements**

The Transport Committee was presented with a report to advise of the committee's terms of reference approved by the West Yorkshire Combined Authority at its Annual Meeting and of appointments to the Transport Committee

**Resolved:**

- (i) That the Terms of reference for Transport Committee be noted.

- (ii) That Councillor Taj Salam be appointed as Chair of Bradford District Consultation Sub Committee.
- (iii) That Councillor Daniel Sutherland be appointed as Chair of Calderdale District Consultation Sub Committee.
- (iv) That Councillor Manisha Kaushik be appointed as Chair of Kirklees District Consultation Sub Committee.
- (v) That Councillor Michael Lyons be appointed as Chair of Leeds District Consultation Sub Committee.
- (vi) That Councillor Kevin Swift be appointed as Chair of Wakefield District Consultation Sub Committee.

## **7. Transport for the North/Rail North Partnership Presentation**

The Transport Committee was presented with a report that introduced a presentation from David Hoggarth, Strategic Rail Director Transport for the North.

The Northern and Trans Pennine rail franchise which commenced in April 2016 are managed in the North by a partnership between Department for Transport and Transport for the North.

At its meeting on 25 May, the Committee discussed the changes to services and timetables which were introduced on 20 May and the performance Issues which had arisen following the introduction of the timetable and the consequential impact on passengers across the North.

David Hoggarth, Strategic Rail Director, Transport for the North was invited to give a presentation to inform members of the Partnership and provide an update on recent events and next steps.

The slides covered the Strategic Transport Plan, the Rail North Partnership, Franchise Transformation, Rail Service Improvements, May 2018 Timetable, Immediate Actions, Current Performance, TfN Short Term Priorities, Long Term Rail Strategy and Service Development.

The presentation was followed by a question and answer session as the Committee was keen to discuss the impact of the recent timetable changes and voiced their concerns about events leading up to May 18 which included:

- The failure of Network Rail to complete electrification projects in the North West.
- Not enough diesel trains available for other lines.
- Responsibility for the May 2018 changes and that this was ultimately at the national level.
- Insufficient time to train drivers on other trains/routes.

- Issues with management of new timetable at Leeds station causing regional disruption
- Compensation for passengers affected.

Members said that the public should be at the centre of any plans and resolutions as they were being asked on a daily basis for answers and assurances that this situation would not happen again. Members asked questions on the series of events leading up to the failure of the timetable changes and why this was allowed to happen, on driver numbers and training, compensation and the lack of communication to passengers as to why trains were cancelled. A question was asked about the freight market and how this would be affected. As well as the issues in delivering the timetables, questions were also raised about the timetable itself and whether it provided the right services in the first place.

David Hoggarth said that the immediate actions were to implement an interim timetable for Northern from 4 June and that 165 services in the North West were to be cancelled each day on a planned basis, accelerated driver training on routes and trains to be completed by 29 July and TfN were working with Network Rail to resolve the issues at Leeds. There will be close monitoring by the Rail North Partnership Team and information will be shared with TfN members.

A question was also asked about the Trans Pennine Route Upgrade. David Hoggarth said that Government was reviewing a number of different options. TfN will provide input into the decision making process in September. The ultimate decision is with the Secretary of State.

**Resolved:**

- (i) That the contents of the report and presentation be noted.
- (ii) That members' questions following the presentation be noted.
- (iii) That TFN supply a written response to issues upon which Mr Hoggarth promised further information.
- (iv) That Network Rail and Train Operators be invited to subsequent meetings of the Committee to update on plans and arrangements for rail service changes.

**8. Support for Mobility**

The Transport Committee considered a report on how the Combined Authority uses its powers to procure bus services, to recommend revised Policy Guidelines and a programme for district by district a review to ensure funds deployed to support mobility are effective in meeting the Combined Authority's objectives for inclusive growth.

The emerging local inclusive industrial strategy (LIS) sets out four grand challenges for West Yorkshire, including tackling stubborn deprivation and

tackling the City Region's productivity gap (with national and international peers) which is too large and continues to grow. The supported bus network currently plays a crucial role in providing access to jobs, healthcare and other key services for some of the most deprived areas of West Yorkshire, ensuring that people living in these areas do not suffer from transport poverty caused by lack of access to transport services.

Questions were asked about the relationship between these reviews and the ones already undertaken for Bradford and Wakefield. Assurances were given that a consistent approach would be taken and that those places already reviewed would not be treated differently.

**Resolved:**

- (i) That the contents of the report be noted.
- (ii) That the revised Policy Guidelines and programme for review in respect of its activities to support mobility be adopted.
- (iii) That a plan be developed for supporting mobility in respect of each local authority area in close co-operation with elected members and officers of the respective councils be developed.
- (iv) That a further report setting out the plans and programmes for supporting mobility in each local authority area together with an implementation plan be presented to the Committee before adoption.

**9. Developing the next Integrated Transport Block Programme - for the 3 year period 2019-22**

The Transport Committee was presented with a report to seek endorsement of proposed principles, approach and timetable for the development of detailed programmes for years three to five (2019-2022).

The Transport Committee was asked to endorse the proposed principles set out in paragraph 2.9, for development of the detailed programmes for years three, four and five (2019 to 2022) and to endorse the proposed approach and timetable set out in paragraph 2.9.

**Resolved:**

- (i) That the proposed principles set out in the report be endorsed.
- (ii) That the proposed approach and timetable set out in the report be endorsed.

**10. Approach to strategic and development planning matters relating to Transport**

The Transport Committee considered a report to update on the Combined Authority's approach to strategic and development planning matters.

The Strategic Economic Plan (SEP), sets out the overarching policy priorities relating to the Combined Authority's input into the planning process. Planning is a cross cutting policy area that has an impact on a number of the SEP priorities but particularly is focused on delivering policy area 4 (Infrastructure and Growth).

The Transport Committee was asked to note the information in the report and endorse the approach to securing developer contributions in paragraph 2.17 and 2.18 of the report.

**Resolved:**

- (i) That the contents of the report be noted.
- (ii) That the approach to securing developer contributions be endorsed.

**11. City Region Transport Update**

The Transport Committee considered a report to provide an update on the following current issues:

- Bus 18 Update – My Day Ticket for Under 19s
- Bus Hotspots Programme Revision
- Ultra-low Emission Bus Scheme
- New Ultra Low Emission Buses for Leeds Park and Ride
- Department for Transport (DfT) Cycle City Ambition – Cycle Safety Funding 2018/19 – Calder Valley Cycle Route.
- Transforming Cities Fund
- DEFRA Clean Air Strategy Consultation
- Leeds Clean Air Zone Consultation
- High Speed Rail Industry Leaders Conference

The Transport Committee was asked to note the updates provided in the report and endorse the revision to the Bus Hotspots Programmes as set out in paragraph 2.4 of the report.

**Resolved:**

- (i) That the contents of the report be noted.
- (ii) That the revision to the Bus Hotspots Programme be endorsed.

**12. Leeds Public Transport Investment Programme Update**

The Transport Committee considered a report to update on the Leeds Public Transport Investment Programme (LPTIP), the scheme and package development during 2017/18 and the first quarter of 2018/19 and the next steps for delivery. The Committee was asked to note the progress made in moving the schemes within the LPTIP programme forward.

**Resolved:**

- (i) That the contents of the report be noted.
- ii) That the progress made in moving the schemes within the LPTIP programme forward be noted.

**13. Summary of Transport Schemes**

The Transport Committee considered a report to inform of the transport related West Yorkshire and York Investment Committee recommendations from its meeting of 5 June 2018.

Appendix 2 of this report contained exempt information.

**Resolved:**

- (i) That the contents of the report be noted.
- (ii) That the contents of Exempt Appendix 2 be noted.

**14. Minutes of the Meetings of the District Consultation Sub-Committees held on**

**Leeds 9 April 2018**

**Resolved:** That the minutes of the Leeds District sub-committee held on Monday 9 April be approved.

**Calderdale 10 April 2018**

**Resolved:** That the minutes of the Calderdale District sub-committee held on Tuesday 10 April be approved.

**Bradford 16 April 2018**

**Resolved:** That the minutes of the Bradford District sub-committee held on Monday 16 April be approved.

**Wakefield 26 April 2018**

**Resolved:** That the minutes of the Wakefield District sub-committee held on Thursday 26 April be approved.

**Kirklees 18 April 2018**

**Resolved:** That the minutes of the Kirklees District sub-committee held on Tuesday 17 April be approved.

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**Report to:** Transport Committee

**Date:** 21 September 2018

**Subject:** **Rail Performance Update**

**Director:** Dave Pearson – Director of Transport Services

**Author(s):** Lynne Triggs, Mick Sasse

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

## 1. Purpose of this report

- 1.1 This report highlights the rail performance issues encountered since the new timetable was introduced in May 2018, the actions being taken to mitigate them, and the risks and scope for improvements to ongoing performance. The Committee is asked to note the recent performance and confirm support for solutions which will deliver better reliability, punctuality and capacity delivery.

## 2. Information

### Issues

- 2.1 The May 2018 timetable for Northern was issued very late without many of the specified service improvements which had been scheduled for May 18. This is in part a result of operators being formally told late in the process by Network Rail about the delay in the electrification of the Bolton Corridor, which would have released more diesel trains into the rest of the network. In the case of TPE, this does not apply in the same way, and this operator's services on the route serving West Yorkshire were delivered as specified in the franchise.

- 2.2 This happened alongside the largest national timetable change for many years, and the short notice has created a massive amount of work Network Rail's recently centralised timetable planning team in a very short timescale.
- 2.3 The timetable planning process was therefore reduced from 9 months to 4 months. The late changes as a result of the Bolton Corridor delay then necessitated changes to workforce and rolling stock plans.
- 2.4 The new timetable for Northern services was been put together quickly, without sufficient time for resolving conflicts. Other operator timetables were based on their original submissions, with Northern especially having to fit around services that are effectively fixed.
- 2.5 A major emerging issue is the capability of the infrastructure in and around Manchester to support the specified/planned levels of train service provision of all operators. The timetable was developed assuming the availability of the Northern Hub infrastructure works. Whilst the Ordsall Chord has been completed, the scope of works had been reduced including additional capacity at Manchester Piccadilly. Trains are being delayed by congestion travelling through Manchester affecting the performance of services in our region.
- 2.6 At the commencement of the May timetable, the balance of diesel and electric rolling stock is different to what was assumed in the franchise to be available for the December 2107 and May 2018 timetables.

### **TransPennine Express**

#### Performance

- 2.7 Since the introduction of the new timetable in May 2018, TPE's performance has fallen significantly (from an already lower performance level than that seen previously) (See Appendix 1)
- 2.8 The May 18 timetable has had a significant impact on the TPE performance mainly on the North Transpennine route (Liverpool, Manchester, Leeds, Hull, York, Scarborough, Middlesbrough and Newcastle). The impact on our region has been significant with severe delays, cancellations and trains turned around before their final destination to try and restore performance. At some stations there have been gaps of three to four hours between trains stopping.

#### Causes of Poor Performance

- 2.9 The following impacted on the levels of poor performance:-
- Severe congestion at the approaches to and on the platforms at Manchester Victoria including conflicts as trains need to cross one another's paths)
  - Congestion on the Castlefield corridor in Manchester (between Piccadilly and Deansgate)

- The signalling and platform allocations at Leeds station ( “station workings”) were incomplete causing congestion and last-minute platform changes
- On the East Coast Main Line TPE trains were given lesser priority to ECML trains by signallers causing delays between York and Northallerton
- Northern’s temporary timetable around Manchester – while designed to deal with Northern’s severe resource problems and cancellations, this timetable introduced its own problems in terms of new train conflicts such as some services terminating at Manchester Oxford Road causing congestion and delays to other services.
- The timetable provides some very tight planned turnarounds at destinations but the extent of the delays that were being incurred meant some delayed trains turning back before reaching their destination. This happens frequently at Manchester Piccadilly where trains are turned around rather than going on to the Airport, and trains to Scarborough, Newcastle and Middlesbrough have also been hit. TPE have indicated that the extent of this has reduced in recent periods.
- The new pattern of fast and stopping services between Leeds and Manchester needs fast trains to overtake slow ones at specific locations and requires a degree of precision to work which appears not to be achievable in practice.

### Mitigation

- 2.10 TransPennine Express have been actively seeking measures to provide additional resilience. Proposals were made to the Transport for the North Rail North Committee in August for the September to December period which required a shortening of peak time trains serving Leeds and Manchester to free up units which would be available to mitigate delays. The Committee were opposed to solutions which could exacerbate peak overcrowding during the autumn period where commuter flows can be at their highest. There is a continued dialogue between TPE, Transport for the North and CA officers to identify short term actions which will assist service resilience without compromising capacity and connectivity.
- 2.11 New, higher capacity, trains will enter service towards the end of the year which will ease the pressure on rolling stock and will enable further mitigation. Arrangements are being made from the December service change to reinstate the stopping pattern of the local services between Leeds, Huddersfield, Stalybridge and Manchester to a similar pattern to that operating before May. The current Leeds – Manchester stopping service will be split into a Leeds to Huddersfield and a Huddersfield to Manchester service. This will reduce the risk of the trains providing stopping services in West Yorkshire being delayed by congestion in the Manchester area.

### Northern

#### Performance

- 2.12 Since the introduction of the new timetable in May 2018, Northern’s performance has fallen significantly (from an already lower performance level

than that seen previously) (See Appendix 1). Whilst the west of the region was worst affected, West Yorkshire saw a major fall in performance and capacity provision, with numerous cancellations and trains being formed of fewer carriages than planned (short-forming), alongside poor punctuality.

### Causes of Poor Performance

2.13 The following impacted on the poor performance:-

- The train movements at depots and Leeds station (known as the “station workings”) did not work well, forcing last-minute platform changes, and resulting in trains trapped in the wrong locations.
- Due to the short notice of the timetable, drivers and conductors were not on the correct rosters and their duties initially had to be manually “improvised” on a day-to-day basis: for conductors this lasted for a week, and drivers for a fortnight. This required labour intensive short-term rostering.

In addition, two factors that primarily related to Northern’s West and Central regions (beyond West Yorkshire boundaries) had indirect impacts on a number of services in our area, such as the Calder Valley:

- Drivers had not been trained on the new routes and different types of trains due to the late opening of the new electrified lines.
- Driver shortages were compounded as there was no rest day working agreement in place.

The days affected by the RMT guards’ strike action are, from a performance monitoring point of view, are measured against the special timetable that runs on those days, not against what would run if there were no strike.

### Mitigation

2.14 The following actions have been taken in an attempt to improve performance and reliability:-

- Work has taken place to improve the station workings at Leeds, which has improved performance. Northern have advised that they are now content operationally with the station workings.
- Intensive driver training has been taking place in the areas affected, but this has involved West Yorkshire drivers being used to cross-cover in Lancashire.
- Introduction of an emergency timetable from the 4<sup>th</sup> June to 29<sup>th</sup> July. 165 (6%) of 2,800 daily services were removed from the timetable in the North West. On the 30<sup>th</sup> July 75% of these services were re-introduced – although the direct impacts of these changes were overwhelmingly outside West Yorkshire
- Additional management and train crew have been present at Manchester Oxford Road and Preston to provide better co-ordination.

## Current position and next steps

- 2.15 At the time of writing it is too early to say whether the reintroduction of some of the services removed in June has resulted in a further deterioration of performance, but there is little evidence that it has improved. The worst-affected route in West Yorkshire is the Calder Valley, which suffers impacts of the Manchester problems described above, and of the staffing issues of the Preston area, as well as interactions with the Trans-Pennine routes at several points; this compounds the long-standing issues with rolling-stock (inadequate quantity, poor quality and performance, and low reliability) and the slower scheduled journey times introduced on many services in May 2018. This is in addition to the conflicts around Leeds station. The result has been particularly low levels of punctuality, frequent partial or full cancellations, trains not being formed of the planned number of coaches, and also trains whose timetabled consist is inadequate to meet demand. Many other routes have however suffered deterioration in punctuality, reliability and short-forming, with May 2018 having exacerbated deep-seated issues.
- 2.16 Timetable changes for Northern services scheduled for December 2018 will involve minimal changes to the May18 timetable. This will further delay service improvements originally planned for December 2017 and deferred to May 2018. The Transport Committee considered a paper at its May meeting which set out concerns about the May 18 timetable prior to the subsequent performance issues. These concerns remain unresolved and enhancements committed in the Northern franchise continue to be delayed.
- 2.17 The CA will continue to press Northern, Network Rail and the Rail North Partnership (TfN), for resolution of these concerns by the December 2018 and for a more thorough reworking of timetables on routes such as the Calder Valley in May 2019 to address the current performance issues. A focus on reliability and on train capacity must be the priority.

## Compensation

- 2.18 On the 12<sup>th</sup> July both Northern and TransPennine Express announced compensation schemes beyond the Delay Repay scheme for Season Tickets (including the MCard). The TransPennine Express website specifically mentions MCards whereas Northern's website refers more generically to Multi-modal tickets.
- 2.19 For TransPennine Express compensation of one week's travel can be claimed where a season ticket for at least a week was held for specified routes which were severely impacted by the May timetable change.
- 2.20 For Northern customers, one week's travel can be claimed for anyone holding a season ticket between 20<sup>th</sup> May and 30<sup>th</sup> June for specified routes (Level 2 compensation). Northern is also offering compensation of one month's travel for customers holding a season ticket for at least four weeks during the period 1<sup>st</sup> April to 30<sup>th</sup> June for specified routes (Level 1 compensation). Only one level of compensation can be claimed and only from one train operating

company. In our region, Level 2 compensation applies on the Calder valley, TransPennine and Leeds – Sheffield routes

- 2.21 The special compensation scheme closed on the 19<sup>th</sup> September 2018 for Northern and closes the 1<sup>st</sup> October for TransPennine Express. The standard Delay Repay scheme will however continue to apply.

### **Reviews**

- 2.22 Following the introduction of the May 18 timetable several reviews were commissioned:-

- **Glaister Review**

On 4 June, the Secretary of State for Transport Chris Grayling asked the Office of Rail Regulation (ORR), to set up an inquiry headed by its chair Professor Stephen Glaister into the failed introduction of the new timetables. ORR has now confirmed that the inquiry will:

- identify factors that contributed to the failure to produce and introduce a satisfactory operational timetable
- reach conclusions about managing risks created by major network changes
- make recommendations to the industry and government before any future major network changes

The review will focus on what actually took place when the timetable was introduced, compared to what should have happened. It will concentrate on the evidence of where there were differences, and the underlying causes.

- **Rail North Partnership “Blake/Johnson” Review**

The objective of this review is to jointly review the Rail North Partnership arrangements for managing the devolved Northern and TransPennine Express rail franchises with a particular focus on learning from the May 2018 performance issues and steps leading up to this and to recommending solutions to avoid such events happening again.

The review team will produce a short report with a set of high level recommendations for joint partners (DfT and Transport for the North (TfN)) with a focus on making this form of partnership more effective including improving information flows. This may include lessons that would be relevant to other areas pursuing rail devolution and/or potential future stages of rail devolution for TfN.

- 2.23 The Combined Authority considered its position regarding the rail performance issues and its input to the Blake Johnson Review at its meeting on 2 August 2018.

## **Ongoing risks to performance**

- 2.24 The following are some ongoing risks to performance beyond the timetable issues:-
- Northern guards' dispute
  - Fleet reliability/availability – high levels of short formations on Northern and consequently overcrowding, with both franchises having insufficient diesel trains
  - Availability of hired train from Grand Central
  - Reliability issues affecting LNER trains causing delays and regulation issues on the East Coast Main Line
  - New Rolling Stock deployment and driver training
  - Concern that the industry as a whole does not appear to be sufficiently resourced to deal with the timetable issues and the resulting disruption that is occurring.
  - Seasonal risks to performance arising from leaf-fall.

### **3. Financial Implications**

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

### **4. Legal Implications**

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

### **5. Staffing Implications**

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

### **6. External Consultees**

- 6.1 No external consultations have been undertaken.

### **7. Recommendations**

- 7.1 That the Committee note the rail performance issues as a consequence of the introduction of the May 2018 timetable as set out in this report
- 7.2 The Committee urges the respective train operators and the Rail North Partnership to stabilise local rail services as soon as possible and to ensure delivery of the service enhancements specified in the rail franchises.

### **8. Background Documents**

None.

### **9. Appendices**

Appendix 1 – TOC Performance Following May 2018 Timetable Change

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## Appendix 1

### Train Operating Companies Performance Following May 2018 Timetable Change

#### Period Dates

Period 1- 1<sup>st</sup> April – 28<sup>th</sup> April (pre new timetable)

Period 2 - 29<sup>th</sup> April – 26<sup>th</sup> May (New timetable commenced 20<sup>th</sup> May)

Period 3 - 27<sup>th</sup> May – 23<sup>rd</sup> June

Period 4 - 24<sup>th</sup> June – 21<sup>st</sup> July

Period 5 – 22<sup>nd</sup> July – 18<sup>th</sup> August (Only Northern figures available)

#### Performance Terms

The Public Performance Measure (PPM) combines figures for punctuality and reliability into a single performance figure. For TPE it covers services arriving at their destination within 10 minutes of their planned arrival time and for Northern within 5 minutes of their planned arrival time.

Cancellations and Significant Lateness (CaSL) – the percentage of trains which are part or fully cancelled or arrive at their destination more than thirty minutes later than planned.

Short Formed – the percentage of trains which run with less than the planned capacity.

#### Northern

Target PPM – 91.4%

Target CaSL – 1.8%

Northern - All

| Period | PPM 2018 | PPM 2017 | CaSL | Short Formed |
|--------|----------|----------|------|--------------|
| 1      | 85.4%    | 92.7%    | 4.1% | 3.7%         |
| 2      | 80.4%    | 90.6%    | 6.5% | 3.9%         |
| 3      | 77.3%    | 90.9%    | 6.3% | 6.4%         |
| 4      | 78.5%    | 92.0%    | 4.6% | 5.1%         |
| 5      | 78.9%    | 91.4%    | 5.1% | 4.3%         |

Northern – West and North Yorkshire

| Period | PPM 2018 | PPM 2017 | CaSL | Short Formed |
|--------|----------|----------|------|--------------|
| 1      | 91.5%    | 96.2%    | 2.0% | 1.8%         |
| 2      | 90.2%    | 94.7%    | 2.0% | 1.8%         |
| 3      | 85.4%    | 95.1%    | 2.1% | 4.9%         |
| 4      | 84.9%    | 96.5%    | 2.5% | 5.5%         |
| 5      | 82.2%    | 96.1%    | 4.6% | 5.9%         |

## TransPennine Express

Target PPM – 90.1%

Target CaSL – 3.7%

### TransPennine Express – All Routes

| Period | PPM 2018 | PPM 2017 | CaSL  | Short Formed |
|--------|----------|----------|-------|--------------|
| 1      | 85.1%    | 91.5%    | 6.7%  | 0.71%        |
| 2      | 78.5%    | 88.1%    | 10.2% | 0.31%        |
| 3      | 71.0%    | 91.1%    | 14.3% | 0.15%        |
| 4      | 64.2%    | 91.9%    | 18.4% | 0.74%        |

TPE – North Route (Liverpool/Manchester/Manchester Airport to Hull, York, Scarborough, Middlesbrough and Newcastle)

| Period | PPM 2018 | PPM 2017 | CaSL  | Short Formed |
|--------|----------|----------|-------|--------------|
| 1      | 85.3%    | 91.7%    | 6.5%  | 0.34%        |
| 2      | 76.1%    | 88.5%    | 11.3% | 0.34%        |
| 3      | 67.4%    | 91.1%    | 16.4% | 0.12%        |
| 4      | 62.1%    | 91.9%    | 19.7% | 0.45%        |

## Other Train Operating Companies

### Public Performance Measure

| TOC    | Cross Country | Cross Country | East Midlands Trains | East Midlands Trains | Grand Central | Grand Central | Virgin EC LNER | Virgin EC LNER |
|--------|---------------|---------------|----------------------|----------------------|---------------|---------------|----------------|----------------|
| Period | 2017/18       | 2018/19       | 2017/18              | 2018/19              | 2017/18       | 2018/19       | 2017/18        | 2018/19        |
| 1      | 93.2%         | 88.6%         | 95.4%                | 92.3%                | 88.4%         | 76.7%         | 88.6%          | 78.7%          |
| 2      | 90.7%         | 86.1%         | 94.0%                | 92.1%                | 89.7%         | 74.4%         | 91.2%          | 76.8%          |
| 3      | 86.1%         | 81.8%         | 91.2%                | 90.9%                | 86.1%         | 80.5%         | 86.3%          | 80.9%          |
| 4      | 90.2%         | 77.8%         | 93.7%                | 87.3%                | 88.3%         | 65.0%         | 89.7%          | 68.1%          |

## Trains Arriving into Leeds – Weekdays 7am – 7pm – All Train Operators

Monday 4<sup>th</sup> June – Tuesday 31<sup>st</sup> July (not including strike days)

During this period 3.1% of all services arriving into Leeds were cancelled and 42.4% arrived three or more minutes late. Prior to the timetable change (based on data collected in March/April 2018) 1.3% of services were cancelled and 21.6% arrived late.

Certain routes into Leeds have been impacted more than others. Cancellations on the Calder Valley, Huddersfield and Wakefield lines have exceed 3.8% and more than two thirds of services on the Huddersfield line run late.

By calculating the average delay and estimates of passengers travelling into Leeds then the total delay per day inbound into Leeds has increased from 1,682 hours per day to 3,785 hours or an increase of 125 percent. It is likely that this figure would be higher if evening peak departures were also included in the analysis.

| Cancellations:   |          |               |        |           |              |            |       |           |            |      |
|--|----------|---------------|--------|-----------|--------------|------------|-------|-----------|------------|------|
|  | Airedale | Calder Valley | Hallam | Harrogate | Huddersfield | Pontefract | Selby | Wakefield | Wharfedale | York |
| 7am - 7pm  | 2.3%     | 3.8%          | 2.1%   | 3.3%      | 3.9%         | 2.1%       | 1.7%  | 3.8%      | 2.3%       | 2.8% |
| AM Peak  | 1.6%     | 4.4%          | 1.4%   | 2.7%      | 4.0%         | 1.3%       | 1.5%  | 4.3%      | 2.8%       | 1.3% |
| PM Peak  | 3.3%     | 1.5%          | 2.1%   | 4.4%      | 2.5%         | 3.3%       | 0.0%  | 4.0%      | 1.1%       | 2.8% |
| Percentage of services 3 or minutes more late into Leeds |          |               |        |           |              |            |       |           |            |      |
|  | Airedale | Calder Valley | Hallam | Harrogate | Huddersfield | Pontefract | Selby | Wakefield | Wharfedale | York |
| 7am - 7pm  | 18%      | 27%           | 31%    | 30%       | 70%          | 32%        | 48%   | 56%       | 18%        | 47%  |
| AM Peak  | 29%      | 33%           | 24%    | 36%       | 69%          | 27%        | 42%   | 53%       | 32%        | 35%  |
| PM Peak  | 22%      | 32%           | 37%    | 38%       | 81%          | 47%        | 54%   | 65%       | 22%        | 62%  |

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**Report to:** West Yorkshire Transport Committee

**Date:** 21 September 2018

**Subject:** **Trans-Pennine Rail Route Upgrade – Ambition for West Yorkshire**

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**Director:** Liz Hunter

**Author(s):** Michael Sasse

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

## 1 Purpose of this report

- 1.1 To provide an update on Trans-Pennine Route Upgrade (TRU) rail project.
- 1.2 To summarise the emerging findings of work to examine desirable service outcomes.
- 1.3 To set out the types of choice the region is likely to be able to make if TRU proceeds as envisaged by Transport for the North.
- 1.4 To seek Transport Committee’s approval of West Yorkshire Combined Authority’s proposed position on the specification of TRU.

## 2 Information

### Background and process

- 2.1 An overview of TRU, the project to renew and upgrade the railway between York/Selby and Manchester via Leeds and Huddersfield, was provided on 8 September 2017.

- 2.2 In early 2018, Network Rail (NR) made known the progress that they had made on behalf of the Department for Transport (DfT) in developing the project, including presenting four Strategic Development Options. These SDOs represented illustrative infrastructure configurations with a range of differing capital costs estimates. While little detail was given, it was evident that the SDOs varied in matters including the extent of electrification and the journey times that would be achieved, such that not all options would achieve the target journey times set out in the 8 September 2017 paper. It was however not initially clear what combinations of train services, and on what kind of timetable, would be made possible under each. So it was not clear whether the network would allow an optimal combination of fast intercity, regular local and usable freight paths. It remains clear that Northern Powerhouse Rail programme will be needed in addition to TRU to unlock sufficient capacity to provide the best connectivity across all categories of passenger and freight rail service.
- 2.3 The Client Development Remit provided by DfT (with some input from Transport for the North [TfN]) to NR left some of these service issues open; it did not fully reflect the Combined Authority's existing policies in particular on local rail services, and concerns exist that TRU could risk entrenching service patterns at some local stations that do not conform to stakeholders' aspirations or to the Combined Authority policy as set out, for example, in Rail Plan 7. There was also a risk that the service pattern might compromise the impact of the new stations, especially at Thorpe Park and White Rose. The May 2018 timetables for local stations heightened such concerns in the case of locations such as Batley and the Upper Colne Valley (Slaithwaite and Marsden).
- 2.4 It is understood that DfT is developing its own "SDO", driven by what infrastructure interventions it believes are affordable and deliverable by 2024 (but without excluding further interventions after this). TfN is also developing an SDO representing what it believes will be necessary to deliver its connectivity and capacity aspirations.

#### Combined Authority analysis

- 2.5 In this context, West Yorkshire Combined Authority and TfN identified the need to consider further, in the specific context of TRU, "what success would look like" in terms of the service outcomes that the project should enable, from a West Yorkshire standpoint. This needed to have regard to the empirical evidence, and focussed in particular on the balance of services, including their overall quantum (number of trains of each type in a standard hour) and their stopping patterns. This would help better understand what our priorities should be in the event that choices need to be made: what are "must-haves" under TRU and what enhancements should be retained for delivery in the longer term, in particular under Northern Powerhouse Rail. In turn, this could then be compared against what services each infrastructure combination ("SDO") would enable, and therefore a view to be taken as to which SDO (if any), the Combined Authority should support.

- 2.6 The result was a technical note entitled *Trans-Pennine Route Upgrade (TRU): West Yorkshire's Ambition* (see Appendix), provided in draft to TfN on 15 August 2018, and also sent to DfT. The note was particularly intended to inform the TfN Partnership Board meeting on 13 September, which Cllr. Judith Blake attends on behalf of West Yorkshire Combined Authority. TfN's position would then be communicated to DfT with a view to influencing the decision of the Secretary of State in terms of what (if any) variant of TRU is to be taken forward. That decision is expected in January/February 2019.
- 2.7 The technical note analyses the nature of the population and employment patterns on the TRU corridor as it passes through West Yorkshire, and the travel-to-work patterns to which they give rise, as well as giving an overview of the socio-economic nature of the stations' catchments and of future developments likely to influence travel patterns. It also considers existing policy and the empirical evidence on which that is based, plus evidence from industry-standard rail market analysis and demand forecasting as to what service patterns are likely to be successful in terms of providing an attractive service to the markets identified. The main findings of the technical note provided to TfN are that, from West Yorkshire's point of view:
- (a) There need to be "true" local services provided, stopping at all stations and operating on a regular clockface pattern, at least twice per hour, with additional capacity provided in the peaks and greatly improved levels of reliability over the present standards; there is a case to move towards four trains per hour (4tph) on local services in the longer term, to provide the metro-style walk-up-and-go frequencies that unlock the highest levels of connectivity and opportunity.
  - (b) The markets for local services are already significant but are poorly served, with some stations only having one train per hour and some local journeys being practically impossible by rail, particularly since the May 2018 timetable changes. As such, demand is being suppressed. Skip-stopping, "tidal"<sup>1</sup> or other compromised service patterns will not be suitable for these flows.
  - (c) These local markets are expected to see significant growth driven by exogenous factors, such as housing growth clustering around stations in locations such as Ravensthorpe, East Garforth and Brighouse (amongst others), and continued employment growth concentrated on the centres of Leeds, Huddersfield and to an extent Dewsbury, in locations that will disproportionately attract rail-borne commuting, as well as around the new stations at Thorpe Park and White Rose.

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<sup>1</sup> These are techniques that compromise local services, usually to fit additional fast trains over a congested section of line by reducing the difference in trains' journey-times; "skip-stopping" is, for example, if there are four local stations between two points, every hour one train will stop at two of the four stations and another at the other two – nothing stopping at all of them. This has happened between Huddersfield and Stalybridge and has proved unpopular because it has made some journeys impossible and has not been reliable. The concept of "tidal" flows involves providing a higher frequency in the "dominant" direction at a given station at the busiest times only; this is problematic where flows are balanced between both directions.

- (d) Balanced against this, there clearly needs to be high-quality, fast, reliable and high-capacity intercity connectivity between Leeds and Manchester, serving Huddersfield and extending to the main centres to the east and west, and with a balance between the Manchester destinations. This needs to comprise at least four such trains per hour. There is some additional benefit from an increase to 6tph, if these trains can be delivered at even intervals and are all equally fast.

It is however notable that current DfT and TfN thinking for post-TRU services does not suggest six equally fast trains per hour between Leeds and Manchester, but four fast plus two “semi-fast” with slower journey times but limited additional stops – and fewer local services than the evidence above would suggest is desirable. This suggests that if, as appears likely, providing more than 4tph fast in an affordable manner within TRU timescales would lead to sacrifices in local connectivity (where frequency is all-important), then there is a case to consider prioritising improving local connectivity as against exceeding 4tph for intercity services, especially if the additional fast services would not be as fast as the 4tph. The case for increasing to 6tph would then be revisited within the Northern Powerhouse Rail programme.

- 2.8 The Combined Authority has separately begun to carry out some high-level analysis of the limited timetable material that has recently been provided by NR, which is intended to illustrate the mix of services that they envisage could operate under the Strategic Development Option (i.e. TRU scheme variant) that delivers the most capability. It is understood that TfN also favour an infrastructure option that would deliver a comparable specification to that SDO. The purpose of this analysis is to establish whether the same infrastructure implied by that SDO could also be used to support service patterns that are in keeping with the principles set out above, i.e. an altered balance between intercity, local and freight trains. If it is found that it does, then the recommendation will be that the Combined Authority should support that SDO.
- 2.9 For the purposes of this testing, the principal features of the service patterns assumed in Combined Authority’s alternative approach were:
  - (a) There would still be four fast trains between Leeds and Manchester, evenly spaced around the hour, though two would gain stops at Dewsbury and Stalybridge.
  - (b) The two additional hourly semi-fast trains assumed by Network Rail to run between Manchester and Hull would not run: Hull would however have the same number of fast trains NR assume, plus a new, direct Manchester Airport link.
  - (c) There would be two stopping trains every hour between Manchester and Leeds, calling at all stations, which is not the case for all stations throughout the day in NR’s timetable.
  - (d) Capacity to run freight every hour is retained.

- (e) Connections at Huddersfield are improved and there is scope to introduce extra local or regional-express services.

### Emerging findings

- 2.10 Our early analysis suggests that, while the Combined Authority's priorities would result in a service pattern which differs from that assumed by NR in its TRU timetable development work, it appears likely that a similar level and type of infrastructure to that assumed by NR in that work would also be capable of delivering the Combined Authority's preferred service outcome. Lesser interventions, such as not electrifying the line in full or not four-tracking where this SDO assumes, would preclude the operation of the services proposed. While further work needs to be carried out to verify this, this leads in turn towards the conclusion that the level and type of TRU infrastructure intervention which officers understand to be favoured by TfN (for example, electrification, linespeed increases and some four-tracking) would also be appropriate to deliver a service concept compatible with the Combined Authority's priorities. This would lead to the Combined Authority agreeing with the broad infrastructure configuration for TRU that is understood to be proposed by TfN, possibly with minor variations, and therefore to support its development through the business case process. In other words, it is likely that, subject to further information, it is appropriate for the Combined Authority to support the TfN SDO. The caveat would be that where there are variants for a given element of TRU, such that one variant would support either the NR or the Combined Authority's service outcomes, and another would support *only* NR's specification, TfN should support the former.
- 2.11 The conclusions to be drawn are that the Combined Authority:
- (a) should support a service pattern for TRU that reflects our ambition in terms of the mix of train services supported – in particular, allowing local services to be enhanced – and should press for infrastructure designed to deliver this;
  - (b) should support TfN's Strategic Development Option (infrastructure configuration) for TRU, provided that further detail as to the scope of their preferred SDO and further timetabling work confirm that it is compatible with the preferred service outcomes that the Combined Authority's work has identified.
- 2.12 There has been close involvement with Kirklees and Leeds district officer colleagues in its production, a draft of this paper and of the technical note were provided to District officers. The purpose was to ensure, in advance of the 13 September meeting TfN meeting, that all West Yorkshire were sighted with the proposed position and the supporting evidence.
- 2.13 A verbal update will be given to Transport Committee on the TfN Partnership Board meeting that took place on 13 September 2018.

### **3 Financial Implications**

3.1 There are no direct financial implications from the report.

### **4 Legal Implications**

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

### **5 Staffing Implications**

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

### **6 External Consultees**

6.1 The West Yorkshire districts of Kirklees and Leeds, being those most directly affected by the TRU proposals, have been directly involved in the work described above, and all districts have had sight of the technical note and of this report.

### **7 Recommendations**

7.1 That the Committee notes the update on the Trans-Pennine Route Upgrade

7.2 That the Committee endorses the Ambition document in Appendix 1;

7.3 That the Committee confirms its support for the TfN Strategic Development Option, subject to verifying that it is capable of supporting the preferred service outcomes and the Chair writes to DfT and TfN setting out this position.

### **8 Background Documents**

8.1 8 September 2017 Trans-Pennine Route Upgrade report to Transport Committee.

### **9 Appendices**

West Yorkshire Combined Authority paper to TfN: *Trans-Pennine route upgrade (TRU): West Yorkshire's Ambition*

## Item 6 – TRU Update - Appendix

## Trans-Pennine Route Upgrade (TRU): West Yorkshire's Ambition

## Technical note

**0. Summary**

*This note is concerned with identifying what the optimal balance of rail services should be on the post-TRU York/Selby – Leeds – Huddersfield – Manchester line. It analyses the nature of the population and employment patterns on the TRU corridor as it passes through West Yorkshire, and the travel-to-work patterns to which they give rise, as well as giving an overview of the socio-economic nature of the stations' catchments and of future developments likely to influence travel patterns. It also considers existing policy and the empirical evidence on which that is based, plus evidence from industry-standard rail market analysis and demand forecasting as to what service patterns are likely to be successful in terms of providing an attractive service to the markets identified. The main findings are that, from West Yorkshire's point of view:*

- (a) There need to be "true" local services provided, stopping at all stations and operating on a regular clockface of at least 2tph, with additional capacity provided in the peaks and greatly improved levels of reliability over the present standards; there is a case to move towards 4tph on local services in the longer term, to provide the S-Bahn-style (i.e. metro) walk-up-and-go frequencies that unlock the highest levels of connectivity and opportunity.*
- (b) The markets for local services are already significant but are poorly served, with some stations only having one train per hour and some local journeys being practically impossible by rail, in particular since the May 2018 timetable changes. As such, demand is being suppressed. Skip-stopping, "tidal" or other compromised service patterns will not be suitable for these flows.*
- (c) These local markets are expected to see significant growth driven by exogenous factors such as housing growth clustering around stations in locations such as Ravensthorpe, East Garforth and Brighouse (amongst others), and continued employment growth concentrated on the centres of Leeds, Huddersfield and to an extent Dewsbury, in locations that will disproportionately attract rail-borne commuting, as well as around the new stations at Thorpe Park and White Rose.*
- (d) Balanced against this, there clearly needs to be high-quality, fast, reliable and high-capacity intercity connectivity between Leeds and Manchester, serving Huddersfield and extending to the main centres to the east and west, and with a balance between the Manchester destinations. However, from an interurban connectivity point of view, it is not clear that there is a strong case for more than four such trains per standard hour; or rather, if, as appears likely, providing more than this in an affordable manner would lead to sacrifices in local connectivity (where frequency is all-important), then it appears likely that priority should be given to the local services as against exceeding 4tph for intercity services.*

*Initial analysis carried out by WYCA suggests that, while the above service pattern differs from that which was assumed by Network Rail in its timetable development work for TRU, it appears likely that a similar level and type of infrastructure to that assumed by NR in that work would also be capable of delivering WYCA's preferred service outcome. While further work needs to be carried out to verify this, it leads towards the conclusion that the level and type of TRU infrastructure intervention which we understand to be favoured by TfN would also be appropriate to deliver a service concept compatible with WYCA's priorities. This leads WYCA to agree with the broad infrastructure configuration for TRU that we understand to be proposed by TfN, and therefore to support its development through the business case process.*

## Overview

0.1. The purpose of this analysis is to consider, by going back to first principles and considering the available evidence, what West Yorkshire's requirements should be in terms of the balance of different types of passenger train service on the TRU route. In broad terms, the different types of passenger train services that are in scope fall into the following categories:

- Express intercity services;
- Local stopping services; and
- Other trains that use part of the route.

By following this approach, it should help to answer, from a WYCA point of view, the question: "What does success on TRU look like?" While freight requirements have not been analysed in the same degree of detail, its critical importance is fully recognised (see section 2.2 below).

0.2. In support of this, several types of analysis have been undertaken:

- Socio-economic profiles of the catchments of stations on the route
- Travel to work patterns, with regard to future expected population changes, to identify the relative strengths of future flows
- Spatial planning: district-level overviews
- Impacts of new stations
- Existing policies and evidence base
- Evidence of future peak train capacity requirements
- Transport planning evidence (PDFH)

0.3. While detailed reporting on timetable analysis is beyond the scope of this note, we have also begun to consider the extent to which it would appear feasible to operate a service pattern that achieves the right balance of services over the route from WYCA's standpoint, without implying significantly infrastructure interventions under TRU that are significantly different in scope, extent or nature from that assumed by Network Rail's timetable development work so far and by TfN's vision of TRU. We summarise our findings so far.

0.4. This note sets out the approach taken within the analysis and sets out the headline findings to support the wider considerations.

## 1. Scope

1.1. The geographic scope of TRU itself forms the background to this note; that is: Manchester (both Piccadilly and Victoria for our purposes) through Stalybridge, Huddersfield and Leeds to York and Selby. The scope of this note is therefore all train services that normally use any of this route and are directly relevant to West Yorkshire (but not those that do not touch the county, such as Stalybridge – Manchester – Liverpool stoppers – these may be of indirect relevance and interest to the West Yorkshire, but are likely to be adequately addressed by work done by TfGM, Merseytravel and other colleagues). We therefore focus on the following present or future services:

- **Express intercity** services travelling over the route. Is it to be expected that these will run to Liverpool, Manchester Airport, Hull, Newcastle and Teesside. They may also directly serve Scarborough or Edinburgh.
- **Local stopping** services wholly or largely running within the core TRU geography, including York/[Hull –] Selby to Leeds, Leeds to Huddersfield, Huddersfield to Manchester stations (and Salford) – which may or may not run through across Leeds, Huddersfield and Manchester.

1.2. While **freight** is not analysed in detail in this note, WYCA firmly recognises the economic and environmental case for railfreight, with supporting evidence in the Yorkshire Rail Network Study, the Long-Term Rail Strategy, and trans-Pennine connectivity studies. It is therefore essential that TRU make adequate provision for freight paths across the Pennines. These paths need to be commercially attractive to operators in terms of speed and time of day, sufficient in number to accommodate future economic needs and modal shift from M62, and over routes able to accommodate trains of the weight/axle-weight, length and loading-gauge required. While the TRU route itself is not necessarily the only or the complete solution, we consider it highly likely that a viable hourly path over a W12-cleared Diggle line will be an essential part of that future provision. We note also the synergy between the activities required for gauge-clearance and electrification.

1.3. The importance of the following other passenger services, which use the TRU route and stations for part of their journeys, is also recognised and cannot be ignored by TRU planning, though they do not form the main focus of this note:

- Huddersfield – Penistone – Sheffield
- Huddersfield – Brighouse – Halifax – Bradford – Leeds
- Huddersfield to Wakefield and the Five Towns
- Huddersfield – Leeds – London
- Huddersfield – Brighouse – Upper Calder Valley
- Leeds – Dewsbury – Brighouse – Upper Calder Valley – Manchester (and beyond)
- Calder Valley – Bradford – Leeds – York (and beyond)

1.4. Accordingly, the following stations have been considered in scope for these purpose:

**Table 1: Stations in scope along the route:**

|                       |              |               |
|-----------------------|--------------|---------------|
| Manchester Piccadilly | Deighton     | Cross Gates   |
| Manchester Victoria   | Brighouse    | Garforth      |
| Ashton-under-Lyne     | Mirfield     | East Garforth |
| Stalybridge           | Ravensthorpe | Micklefield   |
| Mossley               | Dewsbury     | South Milford |
| Greenfield            | Batley       | Selby         |
| Slaithwaite           | Morley       | Church Fenton |
| Marsden               | Cottingley   | Ulleskelf     |
| Huddersfield          | Leeds        | York          |

1.5. This note attempts to set out what balance of services should be the aim for the TRU specification, and why. It does not go into detail on the “how”, such as:

- Detailed pattern of the timetables: while we recognise the very strong case for timetable structures which optimise travel opportunities by easing interchange through timetable and infrastructure design, and wish to see it guiding TRU particularly at obvious interchange nodes like Huddersfield, detailed timetable planning is beyond the scope of this note.
- Electrification: While there is a very strong body of evidence to support the contention that attempting to operate a busy mixed-traffic railway across the Pennines without electrification would be inefficient, unreliable, uneconomical and unsustainable, the specific case for electrification is again beyond the present scope of this note.
- Infrastructure specification: Devising specific solutions to provide what is identified in this note is clearly beyond its scope.

1.6. Finally, a detailed analysis of **performance** (punctuality and reliability) and its importance to the socio-economic successful of rail is not in scope, but we emphasise that addressing the deep-seated issues affecting the route at present must be a priority for TRU – but this cannot be at the cost of getting the right balance on connectivity and service outputs.

## 2. Socio-economic headlines

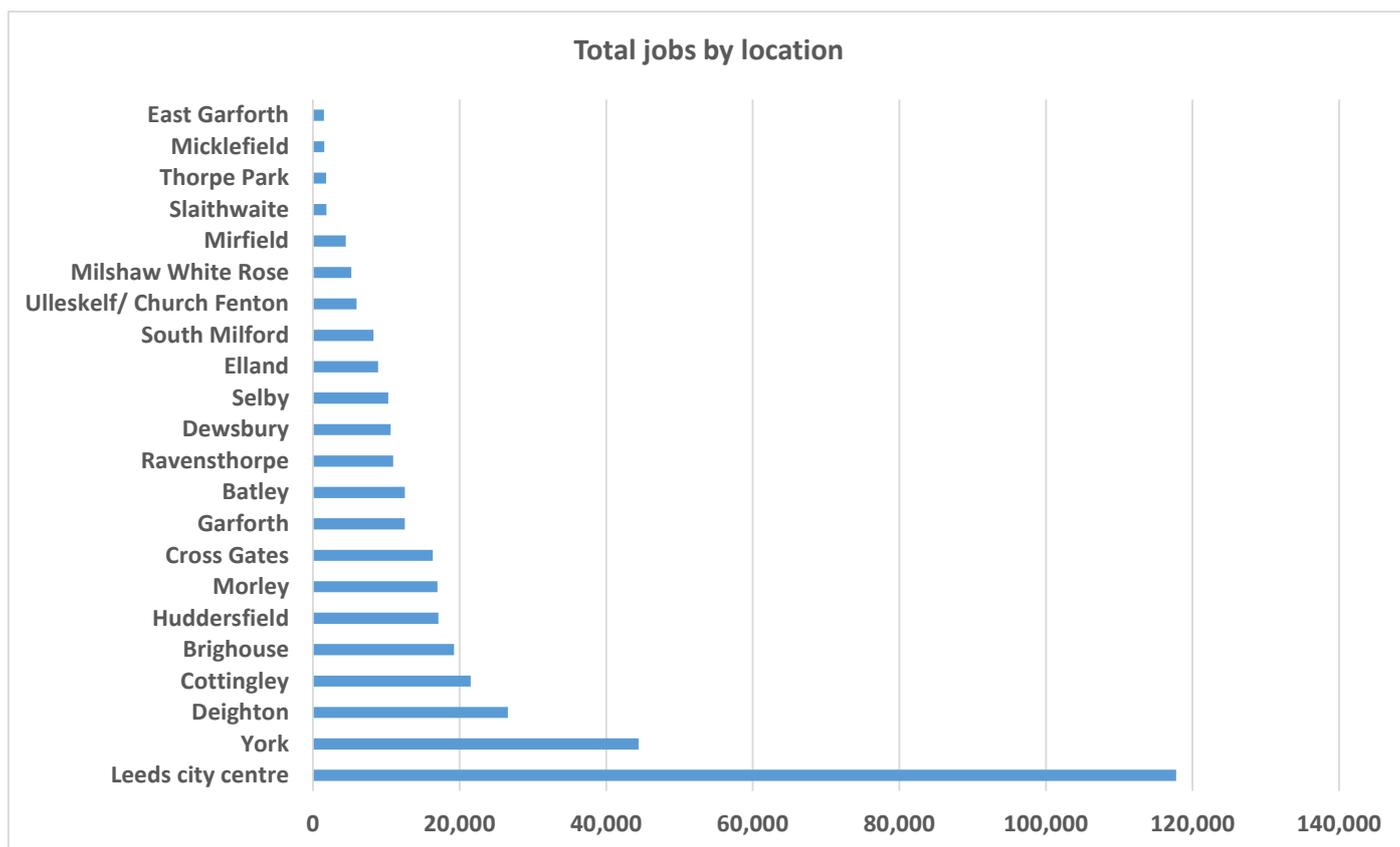
2.1. This section profiles the selected placement catchments:

- As local employment centres
- Resident based characteristics
- Travel to work (by rail)

### **(a) Local economies: jobs and businesses**

2.2. The analysis shows that the towns and areas (without Leeds and York city centres) surrounding local stations on route of the TRU contain 215,000 jobs and 17,000 businesses. Therefore it is critical that these areas are adequately served by appropriate transport links. Principal employment centres include Deighton, Cottingley, Brighouse and Morley, as well as central Huddersfield. However, all areas have local economies that need to be both protected and ideally enhanced.

**Figure 1: Total jobs in station catchments**



2.3. The range of sectors varies on the route, and includes some principal manufacturing centres, as well as areas whose focus is both office jobs, and other sectors such as primary industries, retail, wholesale and logistics.

***(b) Labour markets and deprivation***

2.4. There are approximately 400,000 people living within these station catchment areas, again excluding York and Leeds themselves. While local residents live in a variety of socio-economic contexts along the route, the route includes a number of the most deprived and lowest-income areas in the country. 2015 IMD data includes the following (several stations appear more than once, because each relevant neighbourhood<sup>1</sup> is shown separately):

<sup>1</sup> Attribution of each neighbourhood to station catchments has been carried out based on our modelling assumptions.

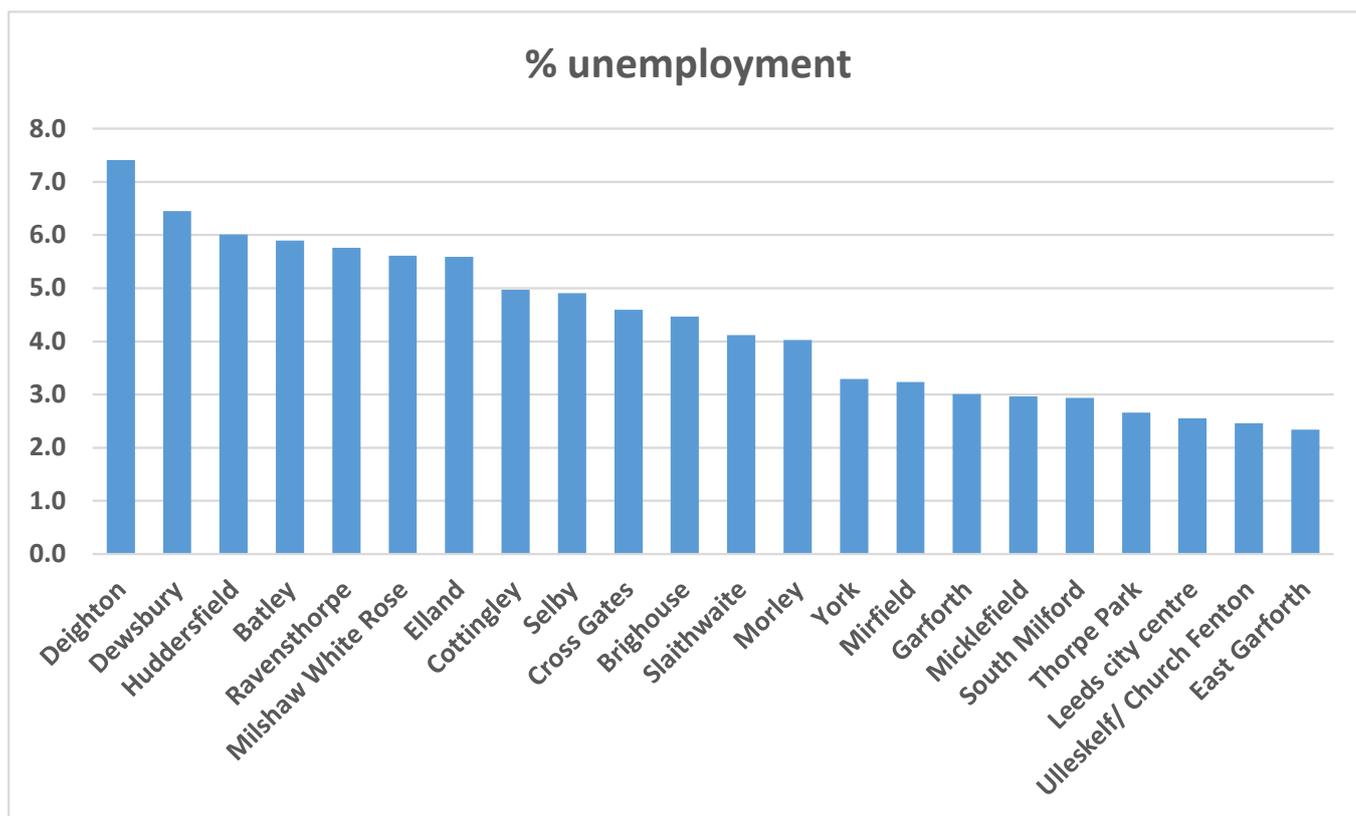
**Table 2: High-deprivation neighbourhoods in TRU station catchments:**

| <b>Station</b> | <b>District</b> | <b>IMD</b> |
|----------------|-----------------|------------|
| Cross Gates    | Leeds           | Top 1%     |
| Cottingley     | Leeds           | Top 5%     |
| Cross Gates    | Leeds           | Top 5%     |
| Cross Gates    | Leeds           | Top 5%     |
| Batley         | Kirklees        | Top 5%     |
| Deighton       | Kirklees        | Top 5%     |
| Huddersfield   | Kirklees        | Top 5%     |
| Deighton       | Kirklees        | Top 5%     |
| Dewsbury       | Kirklees        | Top 5%     |
| Cottingley     | Leeds           | Top 10%    |
| Cottingley     | Leeds           | Top 10%    |
| Cross Gates    | Leeds           | Top 10%    |
| Cottingley     | Leeds           | Top 10%    |
| Brighouse      | Calderdale      | Top 10%    |
| Batley         | Kirklees        | Top 10%    |
| Huddersfield   | Kirklees        | Top 10%    |
| Huddersfield   | Kirklees        | Top 10%    |
| Deighton       | Kirklees        | Top 10%    |
| Deighton       | Kirklees        | Top 10%    |
| Deighton       | Kirklees        | Top 10%    |
| Ravensthorpe   | Kirklees        | Top 10%    |

2.5. This underlines that parts of Cross Gates, Cottingley, Batley, Dewsbury and Ravensthorpe in particular are amongst the most deprived areas in the country. At present, Cottingley Ravensthorpe, and to an extent Batley, have relatively poor rail services in terms of frequency and quality, and WYCA considers addressing this contributor to poor access to opportunity, and so to perpetuating deprivation, to be a priority.

2.6. Many of these areas also suffer from relatively high levels of unemployment and economic inactivity – as shown below

**Figure 2: Unemployment rates in station catchments**



**(c) Summary**

The high-level analysis above<sup>2</sup> underlines that there is significant employment not only in the main centres served by intercity trains, with clear potential for rail to perform better in commuting, if local services were more attractive in terms of frequency, regularity and reliability. This would not only yield modal-shift benefits, but would also link deprived communities with low levels of car ownership to further job opportunities – in turn expanding the pool of labour available to the businesses concerned. The high levels of unemployment around locations such as Batley and Ravensthorpe underline the importance of this priority.

**3. Travel to work analysis**

3.1. This analysis seeks to understand travel to work patterns along the route (both current and future) to help, in part, to identify the mix of passenger service types that best suits the needs of the region.

**(a) Methodology**

3.2. Data on current travel to work flows was sourced from the 2011 Census. Data used was for origin-destination flows, disaggregated by mode, at MSOA level, and extracted for the catchments of stations considered in scope along the TRU route (see **Table 1** above).

3.3. Flows selected for analysis were those where the population-weighted centroid of both origin and destination MSOAs fall within 3km of one of the stations in scope. MSOAs allocated to the nearest station where catchments overlap.

<sup>2</sup> More detailed data is available and analysis can be provided.

3.4. A small number of practical adjustments have been made to improve the quality of the analysis, including:

- Manchester stations combined into one catchment – referred to in this analysis as ‘XMC’;
- Garforth stations combined into one catchment – referred to in this analysis as ‘XGF’;
- Reallocation of one MSOA in Huddersfield town centre which fell marginally to Deighton due to use of population weighted centroids;
- Reallocation of one MSOA to Micklefield from being out of scope; and
- Ulleskelf catchment merged into Church Fenton catchment due to very low catchment population.

3.5. The specification outlined above was used to produce matrices of origin-destination commuting flows between station pairs.

3.6. The high-level methodology developed here is appropriate considering the nature of the task in hand and the timescales available. There are, however, a number of limitations that should be kept in mind, including:

- Analysis based on Census travel to work data which does not identify the specific origin and destination stations used by rail commuters – this is instead inferred using simple catchment analysis (even so, this analysis has the advantage that it does not suffer the difficulties that Moira data does in assigning zonal Metro ticketing to specific journeys);
- Data from the 2011 Census is somewhat out-dated at present – although it is still widely applied and represents a comprehensive picture of commuting trips;
- Travel to work flows clearly do not capture wider journey purposes such as travel for leisure, business, or education – this could have important implications for the route being considered;
- The simple catchment analysis does not attempt to capture wider catchment impacts – for example longer distance park and ride access at stations such as Garforth;
- The assessment does not attempt to consider the impacts of new stations on the route – namely Thorpe Park, White Rose, and Elland;
- The assessment of expected future changes captures the impact of proposed employment and housing development at a high-level – but does not attempt to capture the impact of wider background growth on the rail network.

***(b) Findings – current patterns***

3.7. This section draws out the headline findings from the analysis of current travel to work patterns along the TRU route. The findings here are supported by a range of matrix outputs included on the following pages.

### Travel to work flows – current – rail (Census 2011)

3.8. For rail, headline findings have been drawn from the travel to work matrix presented within **Figure 3**<sup>3</sup>.

**Figure 3: Travel to work flows – current – rail (Census 2011)**

| O / D        | XMC        | SWT       | MSN       | HUD        | DHN       | BGH       | MIR       | RVN       | DEW        | BTL       | MLY       | COT        | LDS          | CRG       | XGF       | MIK      | SOM       | SBY       | CHF       | YRK        | Total        |     |
|--------------|------------|-----------|-----------|------------|-----------|-----------|-----------|-----------|------------|-----------|-----------|------------|--------------|-----------|-----------|----------|-----------|-----------|-----------|------------|--------------|-----|
| XMC          | -          | 0         | 1         | 24         | 2         | 0         | 1         | 0         | 0          | 0         | 1         | 2          | 67           | 0         | 1         | 0        | 0         | 0         | 0         | 0          | 2            | 101 |
| SWT          | 24         | -         | 6         | 85         | 6         | 0         | 1         | 3         | 5          | 0         | 2         | 3          | 97           | 1         | 1         | 0        | 0         | 0         | 0         | 0          | 2            | 236 |
| MSN          | 53         | 7         | -         | 78         | 5         | 2         | 0         | 2         | 6          | 0         | 0         | 2          | 48           | 0         | 2         | 0        | 1         | 0         | 0         | 0          | 1            | 207 |
| HUD          | 110        | 9         | 3         | -          | 9         | 3         | 7         | 7         | 68         | 21        | 9         | 29         | 624          | 4         | 5         | 1        | 0         | 1         | 0         | 0          | 11           | 921 |
| DHN          | 20         | 0         | 0         | 29         | -         | 1         | 2         | 0         | 7          | 2         | 2         | 1          | 104          | 2         | 0         | 0        | 0         | 0         | 0         | 0          | 0            | 170 |
| BGH          | 13         | 0         | 0         | 11         | 1         | -         | 1         | 0         | 6          | 2         | 3         | 3          | 104          | 1         | 0         | 0        | 0         | 0         | 0         | 0          | 5            | 150 |
| MIR          | 10         | 2         | 1         | 38         | 1         | 3         | -         | 3         | 12         | 12        | 9         | 4          | 189          | 1         | 0         | 0        | 0         | 0         | 0         | 0          | 2            | 287 |
| RVN          | 2          | 0         | 1         | 28         | 1         | 1         | 1         | -         | 6          | 8         | 3         | 10         | 136          | 0         | 0         | 0        | 0         | 0         | 0         | 0          | 3            | 200 |
| DEW          | 14         | 0         | 1         | 69         | 2         | 0         | 2         | 4         | -          | 2         | 0         | 4          | 233          | 1         | 1         | 0        | 0         | 0         | 0         | 0          | 10           | 343 |
| BTL          | 8          | 0         | 0         | 53         | 3         | 4         | 3         | 11        | 11         | -         | 3         | 11         | 237          | 4         | 2         | 0        | 0         | 0         | 0         | 0          | 4            | 354 |
| MLY          | 11         | 0         | 0         | 14         | 0         | 0         | 2         | 1         | 13         | 7         | -         | 1          | 203          | 1         | 1         | 0        | 0         | 1         | 0         | 0          | 10           | 265 |
| COT          | 5          | 0         | 0         | 10         | 1         | 1         | 0         | 3         | 3          | 2         | 1         | -          | 91           | 2         | 5         | 0        | 0         | 0         | 0         | 0          | 13           | 137 |
| LDS          | 68         | 4         | 0         | 79         | 0         | 2         | 1         | 7         | 26         | 11        | 19        | 17         | -            | 17        | 12        | 4        | 0         | 3         | 2         | 2          | 110          | 382 |
| CRG          | 10         | 1         | 1         | 16         | 1         | 0         | 0         | 3         | 4          | 5         | 4         | 7          | 348          | -         | 14        | 2        | 1         | 2         | 1         | 2          | 20           | 440 |
| XGF          | 5          | 0         | 0         | 9          | 0         | 0         | 0         | 0         | 1          | 1         | 9         | 15         | 738          | 39        | -         | 1        | 2         | 3         | 0         | 0          | 27           | 850 |
| MIK          | 2          | 0         | 0         | 1          | 0         | 0         | 0         | 0         | 1          | 0         | 0         | 4          | 58           | 0         | 4         | -        | 0         | 0         | 0         | 0          | 5            | 75  |
| SOM          | 2          | 0         | 0         | 1          | 0         | 0         | 0         | 0         | 1          | 0         | 0         | 1          | 144          | 1         | 0         | 0        | -         | 3         | 2         | 2          | 34           | 189 |
| SBY          | 6          | 0         | 0         | 0          | 1         | 0         | 0         | 0         | 0          | 0         | 1         | 3          | 167          | 2         | 1         | 0        | 1         | -         | 1         | 1          | 59           | 242 |
| CHF          | 4          | 0         | 0         | 1          | 1         | 0         | 0         | 1         | 0          | 0         | 0         | 1          | 77           | 0         | 0         | 0        | 5         | 3         | -         | -          | 43           | 136 |
| YRK          | 23         | 0         | 1         | 27         | 0         | 0         | 0         | 3         | 6          | 0         | 6         | 9          | 711          | 5         | 5         | 1        | 1         | 8         | 4         | -          | 810          |     |
| <b>Total</b> | <b>390</b> | <b>23</b> | <b>15</b> | <b>573</b> | <b>34</b> | <b>17</b> | <b>21</b> | <b>48</b> | <b>176</b> | <b>73</b> | <b>72</b> | <b>127</b> | <b>4,376</b> | <b>81</b> | <b>54</b> | <b>9</b> | <b>11</b> | <b>24</b> | <b>10</b> | <b>361</b> | <b>6,495</b> |     |

3.9. Summary of significant destinations:

- Flows into Leeds as the most significant destination by some margin;
- Substantial flows into centres of Huddersfield, York, and Manchester; and
- Notable flows into Dewsbury, Cottingley (covering areas south of Leeds), and Cross Gates (covering areas east of Leeds).

3.10. Summary of significant origins:

- Origins naturally more evenly spread for travel to work compared with destinations;
- Notably higher flows out of Huddersfield, Garforth, and York; and
- Significant rail commuting flows out of the majority of station catchments along the route.

3.11. For presentational purposes, **Figure 4** shows a simplified view of the same matrix with flows classified as 'Low' / 'Medium' / 'High' / 'Very high'.

<sup>3</sup> In the case of all of these figures, the locations in the leftmost column are origins and those in the topmost row are destinations.

**Figure 4: Travel to work flows – current – rail (categorised)**

| O / D | XMC    | SWT | MSN | HUD    | DHN | BGH | MIR | RVN | DEW    | BTL    | MLY | COT    | LDS     | CRG    | XGF | MIK | SOM | SBY | CHF | YRK    |
|-------|--------|-----|-----|--------|-----|-----|-----|-----|--------|--------|-----|--------|---------|--------|-----|-----|-----|-----|-----|--------|
| XMC   | -      | -   | -   | Medium | -   | -   | -   | -   | -      | -      | -   | -      | Medium  | -      | -   | -   | -   | -   | -   | -      |
| SWT   | Medium | -   | Low | Medium | Low | -   | -   | -   | Low    | -      | -   | -      | Medium  | -      | -   | -   | -   | -   | -   | -      |
| MSN   | Medium | Low | -   | Medium | Low | -   | -   | -   | Low    | -      | -   | -      | Medium  | -      | -   | -   | -   | -   | -   | -      |
| HUD   | High   | Low | -   | -      | Low | -   | Low | Low | Medium | Medium | Low | Medium | V. high | -      | Low | -   | -   | -   | -   | Low    |
| DHN   | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | -      | -   | -      | High    | -      | -   | -   | -   | -   | -   | -      |
| BGH   | Low    | -   | -   | Low    | -   | -   | -   | -   | Low    | -      | -   | -      | High    | -      | -   | -   | -   | -   | -   | Low    |
| MIR   | Low    | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | Low | -      | High    | -      | -   | -   | -   | -   | -   | -      |
| RVN   | -      | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | -   | Low    | High    | -      | -   | -   | -   | -   | -   | -      |
| DEW   | Low    | -   | -   | Medium | -   | -   | -   | Low | -      | -      | -   | -      | V. high | -      | -   | -   | -   | -   | -   | Low    |
| BTL   | Low    | -   | -   | Medium | -   | -   | -   | Low | Low    | -      | -   | Low    | V. high | -      | -   | -   | -   | -   | -   | -      |
| MLY   | Low    | -   | -   | Low    | -   | -   | -   | -   | Low    | Low    | -   | -      | V. high | -      | -   | -   | -   | -   | -   | Low    |
| COT   | Low    | -   | -   | Low    | -   | -   | -   | -   | -      | -      | -   | -      | Medium  | -      | Low | Low | -   | -   | -   | Low    |
| LDS   | Medium | -   | -   | Medium | -   | -   | -   | Low | Medium | Low    | Low | Low    | -       | Low    | Low | -   | -   | -   | -   | High   |
| CRG   | Low    | -   | -   | Low    | -   | -   | -   | -   | -      | Low    | -   | Low    | V. high | -      | Low | -   | -   | -   | -   | Medium |
| XGF   | Low    | -   | -   | Low    | -   | -   | -   | -   | -      | -      | Low | Low    | V. high | Medium | -   | -   | -   | -   | -   | Medium |
| MIK   | -      | -   | -   | -      | -   | -   | -   | -   | -      | -      | -   | -      | Medium  | -      | -   | -   | -   | -   | -   | Low    |
| SOM   | -      | -   | -   | -      | -   | -   | -   | -   | -      | -      | -   | -      | High    | -      | -   | -   | -   | -   | -   | Medium |
| SBY   | Low    | -   | -   | -      | -   | -   | -   | -   | -      | -      | -   | -      | High    | -      | -   | -   | -   | -   | -   | Medium |
| CHF   | -      | -   | -   | -      | -   | -   | -   | -   | -      | -      | -   | -      | Medium  | -      | -   | -   | Low | -   | -   | Medium |
| YRK   | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | -      | Low | Low    | V. high | Low    | Low | -   | -   | Low | -   | -      |

3.12. To enhance the analysis of rail travel to work flows, additional classifications can be used to dissect the findings further:

- **Figure 5** demonstrates which origin – destination flows are served by express intercity services at present, and therefore which flows are served by local stopping services; and
- **Figure 6** shows which flows involve a large centre at either end of the flow, and therefore which flows are made between pairs of local, intermediate stations along the route.

**Figure 5 Station origin-destination pairs served by express intercity services**

| O / D | XMC  | SWT | MSN | HUD  | DHN | BGH | MIR | RVN | DEW  | BTL | MLY | COT | LDS  | CRG | XGF  | MIK | SOM | SBY  | CHF | YRK  |
|-------|------|-----|-----|------|-----|-----|-----|-----|------|-----|-----|-----|------|-----|------|-----|-----|------|-----|------|
| XMC   | -    | -   | -   | Fast | -   | -   | -   | -   | Fast | -   | -   | -   | Fast | -   | Fast | -   | -   | Fast | -   | Fast |
| SWT   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| MSN   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| HUD   | Fast | -   | -   | -    | -   | -   | -   | -   | Fast | -   | -   | -   | Fast | -   | Fast | -   | -   | Fast | -   | Fast |
| DHN   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| BGH   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| MIR   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| RVN   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| DEW   | Fast | -   | -   | Fast | -   | -   | -   | -   | -    | -   | -   | -   | Fast | -   | Fast | -   | -   | Fast | -   | Fast |
| BTL   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| MLY   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| COT   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| LDS   | Fast | -   | -   | Fast | -   | -   | -   | -   | Fast | -   | -   | -   | -    | -   | Fast | -   | -   | Fast | -   | Fast |
| CRG   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| XGF   | Fast | -   | -   | Fast | -   | -   | -   | -   | Fast | -   | -   | -   | Fast | -   | -    | -   | -   | Fast | -   | Fast |
| MIK   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| SOM   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| SBY   | Fast | -   | -   | Fast | -   | -   | -   | -   | Fast | -   | -   | -   | Fast | -   | Fast | -   | -   | -    | -   | -    |
| CHF   | -    | -   | -   | -    | -   | -   | -   | -   | -    | -   | -   | -   | -    | -   | -    | -   | -   | -    | -   | -    |
| YRK   | Fast | -   | -   | Fast | -   | -   | -   | -   | Fast | -   | -   | -   | Fast | -   | Fast | -   | -   | -    | -   | -    |

**Figure 6: Station origin-destination pairs involving larger centres as either origin or destination (or both)**

| O / D | XMC   | SWT   | MSN   | HUD   | DHN   | BGH   | MIR   | RVN   | DEW   | BTL   | MLY   | COT   | LDS   | CRG   | XGF   | MIK   | SOM   | SBY   | CHF   | YRK   |
|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| XMC   | Major |
| SWT   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| MSN   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| HUD   | Major |
| DHN   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| BGH   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| MIR   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| RVN   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| DEW   | Major |
| BTL   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| MLY   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| COT   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| LDS   | Major |
| CRG   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| XGF   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| MIK   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| SOM   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| SBY   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| CHF   | Major | -     | -     | Major | -     | -     | -     | -     | Major | -     | -     | -     | Major | -     | -     | -     | -     | -     | -     | Major |
| YRK   | Major |

3.13. The analysis considering express / stopping services shows that a significant proportion of current rail journeys along the route fall within the concern of local stopping services. **Table 3** presents a summary of the split for each of the stations in scope along the route.

**Table 3:** Split of travel to work flows on express / stopping services

| TRU route<br>Station | Trips as origin |              | Trips as destination |              |
|----------------------|-----------------|--------------|----------------------|--------------|
|                      | Express         | Stopping     | Express              | Stopping     |
| XMC                  | 94              | 7            | 226                  | 164          |
| SWT                  | 0               | 236          | 0                    | 23           |
| MSN                  | 0               | 207          | 0                    | 15           |
| HUD                  | 819             | 102          | 208                  | 365          |
| DHN                  | 0               | 170          | 0                    | 34           |
| BGH                  | 0               | 150          | 0                    | 17           |
| MIR                  | 0               | 287          | 0                    | 21           |
| RVN                  | 0               | 200          | 0                    | 48           |
| DEW                  | 327             | 16           | 101                  | 75           |
| BTL                  | 0               | 354          | 0                    | 73           |
| MLY                  | 0               | 265          | 0                    | 72           |
| COT                  | 0               | 137          | 0                    | 127          |
| LDS                  | 298             | 84           | 2,540                | 1,836        |
| CRG                  | 0               | 440          | 0                    | 81           |
| XGF                  | 783             | 67           | 25                   | 29           |
| MIK                  | 0               | 75           | 0                    | 9            |
| SOM                  | 0               | 189          | 0                    | 11           |
| SBY                  | 174             | 68           | 7                    | 17           |
| CHF                  | 0               | 136          | 0                    | 10           |
| YRK                  | 772             | 38           | 160                  | 201          |
| <b>Total</b>         | <b>3,267</b>    | <b>3,228</b> | <b>3,267</b>         | <b>3,228</b> |

3.14. Looking at current trip origins, it is clear to see that express intercity services account for the majority of trips from the main centres of Leeds, Manchester, Huddersfield, York, and Dewsbury. However, there are clearly a significant number of trips from a wide range of intermediate stations that are reliant on the local stopping services. The overall picture shows that, within the TRU route, local stopping services serve 50% of total rail travel to work trips.

3.15. Trips with destinations in the larger centres, such as Leeds, Manchester, Huddersfield, York and Dewsbury, include many from origin communities that are not well served (or served at all) by express intercity services: this reflects the nature of these centres as attractors of commuting journeys from a wide range of intermediate stations.

3.16. In terms of specific origin-destination flows, it can be seen in **Figure 7** that there are significant flows that are not currently served by express intercity services, including:

- Trips to Leeds from: Marsden, Slaithwaite, Deighton, Brighouse, Mirfield, Ravensthorpe, Batley, Morley, Cottingley, Cross Gates, South Milford and Church Fenton;
- Trips to Huddersfield from: Marsden, Slaithwaite, Deighton, Batley and Mirfield;
- Trips to Manchester from: Marsden, Slaithwaite and Deighton; and

- Trips to York from: Cross Gates, Church Fenton.

**Figure 7: Travel to work flows – current – rail (categorised) – OD pairs served by express intercity services shown dark grey**

| O/D | XMC    | SWT | MSN | HUD    | DHN | BGH | MIR | RVN | DEW    | BTL    | MLY | COT    | LDS     | CRG    | XGF | MIK | SOM | SBY | CHF | YRK |        |
|-----|--------|-----|-----|--------|-----|-----|-----|-----|--------|--------|-----|--------|---------|--------|-----|-----|-----|-----|-----|-----|--------|
| XMC | -      | -   | -   | Medium | -   | -   | -   | -   | -      | -      | -   | -      | Medium  | -      | -   | -   | -   | -   | -   | -   | -      |
| SWT | Medium | -   | Low | Medium | Low | -   | -   | -   | Low    | -      | -   | -      | Medium  | -      | -   | -   | -   | -   | -   | -   | -      |
| MSN | Medium | Low | -   | Medium | Low | -   | -   | -   | Low    | -      | -   | -      | Medium  | -      | -   | -   | -   | -   | -   | -   | -      |
| HUD | High   | Low | -   | -      | Low | -   | Low | Low | Medium | Medium | Low | Medium | V. high | -      | Low | -   | -   | -   | -   | Low | -      |
| DHN | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | -      | -   | -      | High    | -      | -   | -   | -   | -   | -   | -   | -      |
| BGH | Low    | -   | -   | Low    | -   | -   | -   | -   | Low    | -      | -   | -      | High    | -      | -   | -   | -   | -   | -   | -   | Low    |
| MIR | Low    | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | Low | -      | High    | -      | -   | -   | -   | -   | -   | -   | -      |
| RVN | -      | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | -   | Low    | High    | -      | -   | -   | -   | -   | -   | -   | -      |
| DEW | Low    | -   | -   | Medium | -   | -   | -   | -   | -      | -      | -   | -      | V. high | -      | -   | -   | -   | -   | -   | -   | Low    |
| BTL | Low    | -   | -   | Medium | -   | -   | -   | Low | Low    | -      | -   | Low    | V. high | -      | -   | -   | -   | -   | -   | -   | -      |
| MLY | Low    | -   | -   | Low    | -   | -   | -   | -   | Low    | Low    | -   | -      | V. high | -      | -   | -   | -   | -   | -   | -   | Low    |
| COT | Low    | -   | -   | Low    | -   | -   | -   | -   | -      | -      | -   | -      | Medium  | -      | Low | -   | -   | -   | -   | -   | Low    |
| LDS | Medium | -   | -   | Medium | -   | -   | -   | Low | Medium | Low    | Low | Low    | -       | Low    | Low | -   | -   | -   | -   | -   | High   |
| CRG | Low    | -   | -   | Low    | -   | -   | -   | -   | Low    | Low    | -   | Low    | V. high | -      | Low | -   | -   | -   | -   | -   | Medium |
| XGF | Low    | -   | -   | Low    | -   | -   | -   | -   | -      | Low    | Low | Low    | V. high | Medium | -   | -   | -   | -   | -   | -   | Medium |
| MIK | -      | -   | -   | -      | -   | -   | -   | -   | -      | -      | -   | -      | Medium  | -      | -   | -   | -   | -   | -   | -   | Low    |
| SOM | -      | -   | -   | -      | -   | -   | -   | -   | -      | -      | -   | -      | High    | -      | -   | -   | -   | -   | -   | -   | Medium |
| SBY | Low    | -   | -   | -      | -   | -   | -   | -   | -      | -      | -   | -      | High    | -      | -   | -   | -   | -   | -   | -   | Medium |
| CHF | -      | -   | -   | -      | -   | -   | -   | -   | -      | -      | -   | -      | Medium  | -      | -   | -   | Low | -   | -   | -   | Medium |
| YRK | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | -      | Low | Low    | V. high | Low    | Low | -   | -   | Low | -   | -   | -      |

3.17. Based on the classification of trips in **Figure 6**, the analysis shows that around 5% of journeys do not involve a large centre at either end of the journey. Whilst not a substantial percentage of overall trips, not only are these trips not served by express intercity services, they are also in several cases not well served by current local stopping services. Some such locations are also the subject of proposed skip-stopping arrangements and/or would require interchange which has not been optimised: in some cases, such arrangements could render such journeys impossible by rail in practical terms.

3.18. The data also demonstrates from locations around Deighton and further west as far as Marsden, there are significant commuter flows towards Manchester as well as towards Leeds, underlining that stations such as Marsden and Slaithwaite could not be effectively served by a “tidal” service pattern which would only provide 2tph in one direction (possibly varying by time of day): these stations, as with the others along the Leeds – Manchester axis, require a regular 2tph stopping service all day.

*Travel to work flows – current – all modes excluding rail (Census 2011)*

3.19. For all other modes excluding rail, headline findings have been drawn from the travel to work matrix presented within **Figure 8**.

**Figure 8: Travel to work flows – current – all modes excluding rail (Census 2011)**

| O/D          | XMC          | SWT        | MSN        | HUD          | DHN          | BGH          | MIR          | RVN          | DEW          | BTL          | MLY          | COT          | LDS           | CRG          | XGF          | MIK        | SOM          | SBY        | CHF        | YRK          | Total         |
|--------------|--------------|------------|------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|---------------|--------------|--------------|------------|--------------|------------|------------|--------------|---------------|
| XMC          | -            | 1          | 4          | 63           | 9            | 6            | 2            | 0            | 3            | 2            | 12           | 7            | 161           | 2            | 3            | 0          | 1            | 3          | 0          | 14           | 293           |
| SWT          | 66           | -          | 108        | 1,870        | 171          | 117          | 43           | 50           | 45           | 45           | 18           | 37           | 231           | 4            | 1            | 0          | 2            | 0          | 0          | 6            | 2,814         |
| MSN          | 105          | 206        | -          | 651          | 60           | 29           | 15           | 17           | 27           | 9            | 12           | 9            | 91            | 4            | 4            | 0          | 2            | 0          | 0          | 1            | 1,242         |
| HUD          | 250          | 494        | 138        | -            | 1,671        | 766          | 288          | 320          | 460          | 315          | 187          | 229          | 1,381         | 51           | 17           | 6          | 0            | 7          | 1          | 33           | 6,614         |
| DHN          | 55           | 83         | 27         | 3,503        | -            | 376          | 187          | 136          | 190          | 114          | 59           | 92           | 429           | 25           | 8            | 2          | 1            | 0          | 0          | 12           | 5,299         |
| BGH          | 64           | 24         | 6          | 1,043        | 259          | -            | 73           | 57           | 109          | 91           | 103          | 129          | 644           | 26           | 5            | 6          | 1            | 2          | 0          | 25           | 2,667         |
| MIR          | 29           | 24         | 7          | 891          | 207          | 158          | -            | 425          | 717          | 323          | 157          | 178          | 665           | 31           | 15           | 3          | 3            | 3          | 1          | 12           | 3,849         |
| RVN          | 12           | 19         | 7          | 393          | 81           | 56           | 217          | -            | 1,171        | 550          | 126          | 197          | 552           | 16           | 5            | 3          | 5            | 0          | 0          | 9            | 3,419         |
| DEW          | 27           | 14         | 5          | 450          | 96           | 50           | 168          | 1,022        | -            | 1,072        | 293          | 302          | 868           | 52           | 12           | 3          | 5            | 3          | 0          | 21           | 4,463         |
| BTL          | 23           | 17         | 7          | 604          | 135          | 76           | 146          | 846          | 1,700        | -            | 734          | 564          | 1,313         | 85           | 13           | 3          | 7            | 11         | 0          | 20           | 6,304         |
| MLY          | 29           | 2          | 0          | 104          | 23           | 31           | 25           | 77           | 177          | 262          | -            | 1,653        | 4,842         | 241          | 59           | 14         | 33           | 11         | 2          | 52           | 7,637         |
| COT          | 25           | 2          | 0          | 66           | 12           | 23           | 13           | 32           | 79           | 83           | 1,060        | -            | 7,339         | 364          | 75           | 16         | 30           | 6          | 4          | 59           | 9,288         |
| LDS          | 180          | 5          | 1          | 190          | 26           | 43           | 16           | 49           | 117          | 91           | 833          | 2,757        | -             | 1,542        | 239          | 76         | 110          | 25         | 20         | 290          | 6,610         |
| CRG          | 49           | 1          | 1          | 56           | 15           | 21           | 7            | 23           | 47           | 51           | 443          | 937          | 9,991         | -            | 370          | 115        | 107          | 21         | 11         | 151          | 12,417        |
| XGF          | 17           | 2          | 0          | 22           | 9            | 7            | 5            | 20           | 27           | 31           | 210          | 368          | 3,522         | 915          | -            | 108        | 173          | 25         | 14         | 137          | 5,612         |
| MIK          | 5            | 1          | 0          | 5            | 2            | 1            | 0            | 4            | 10           | 7            | 41           | 88           | 746           | 201          | 116          | -          | 25           | 6          | 4          | 40           | 1,302         |
| SOM          | 5            | 0          | 0          | 6            | 2            | 7            | 2            | 3            | 8            | 2            | 23           | 65           | 664           | 115          | 76           | 28         | -            | 181        | 113        | 208          | 1,508         |
| SBY          | 10           | 0          | 0          | 9            | 3            | 2            | 2            | 5            | 5            | 9            | 35           | 48           | 541           | 56           | 28           | 6          | 452          | -          | 115        | 970          | 2,296         |
| CHF          | 11           | 0          | 0          | 8            | 4            | 2            | 1            | 3            | 5            | 3            | 19           | 28           | 424           | 70           | 32           | 14         | 155          | 269        | -          | 451          | 1,499         |
| YRK          | 47           | 0          | 4          | 48           | 7            | 11           | 3            | 7            | 11           | 10           | 64           | 120          | 1,756         | 197          | 56           | 21         | 128          | 228        | 115        | -            | 2,833         |
| <b>Total</b> | <b>1,009</b> | <b>895</b> | <b>315</b> | <b>9,982</b> | <b>2,792</b> | <b>1,782</b> | <b>1,213</b> | <b>3,096</b> | <b>4,908</b> | <b>3,070</b> | <b>4,429</b> | <b>7,808</b> | <b>36,160</b> | <b>3,997</b> | <b>1,134</b> | <b>424</b> | <b>1,240</b> | <b>801</b> | <b>400</b> | <b>2,511</b> | <b>87,966</b> |

### 3.20. Summary of notable findings:

- As widely understood, there are substantially more trips by other modes compared to rail , and with a much more varied range of origins and destinations;
- Largest individual origin-destination flows appear to be very short distance, and many flows likely to be out of scope for rail given the simple catchment analysis approach;
- However, there is almost certainly a large number of travel to work trips which are within scope of rail, and with a significant amount that would fall within the markets of local stopping services – if they were attractive enough.

#### **(c) Future growth**

- 3.21. An attempt has been made to capture the spatial impact of current land use planning – in terms of proposed housing and employment sites – on future travel to work patterns along the TRU route.
- 3.22. Housing land allocations have been sourced from the various Local Plan documents covering the areas along the route<sup>4</sup>. Allocations within 3km of the stations in scope along the route have been converted in to potential commuting trips based on the existing ratio of households to commuting trips across the whole region.
- 3.23. Future employment growth inputs have been sourced directly from the Regional Econometric Model (REM) as numbers of net jobs at MSOA level and then allocated to the MSOAs identified specifically for each station within the catchment analysis.
- 3.24. Both the housing and employment inputs have been converted into potential additional travel to work trips –both rail and non-rail – by applying existing mode shares and origin / destination splits from the Census analysis.
- 3.25. It is acknowledged that there is potential for double-counting in that a proportion of the trips generated from proposed housing and employment sites would be paired together as single flows. However, to counteract this, it is reasonable to expect that future land use planning could be positioned in such a way that could realistically result in higher rail mode shares than have been inferred based on existing land use patterns. In any event, it will be recalled that the purpose of this exercise is not to attempt to forecast absolute future levels of train occupation, but to show the locations, and therefore the likely flows, that are to be expected to see significant growth in commuting rail travel in the context of TRU and the need for there to be an appropriate balance of train services along the route.
- 3.26. In the absence of specific land use allocation inputs for areas outside the West Yorkshire region, growth in Manchester has been assumed to be equivalent to Leeds, which is considered to be a reasonable proxy.

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<sup>4</sup> The assumed timescales for the site allocations vary by authority but relate to the late 2020s to early 2030s and therefore represent a timescale which can be considered suitable for the TRU context.

**(d) Findings – future patterns**

3.27. For rail, headline findings have been drawn from the travel to work matrix presented within **Figure 9**. This builds upon the current rail travel to work matrix presented in **Figure 3** and layers the additional future trips on top.

**Figure 9: Travel to work flows – with future growth – rail**

| O / D        | XMC        | SWT       | MSN       | HUD        | DHN       | BGH       | MIR       | RVN       | DEW        | BTL        | MLY        | COT        | LDS          | CRG        | XGF       | MIK       | SOM       | SBY       | CHF       | YRK        | Total         |
|--------------|------------|-----------|-----------|------------|-----------|-----------|-----------|-----------|------------|------------|------------|------------|--------------|------------|-----------|-----------|-----------|-----------|-----------|------------|---------------|
| XMC          | -          | 0         | 2         | 62         | 4         | 0         | 2         | 0         | 1          | 0          | 3          | 4          | 216          | 1          | 2         | 0         | 0         | 0         | 0         | 10         | 309           |
| SWT          | 29         | -         | 8         | 119        | 7         | 0         | 2         | 4         | 6          | 0          | 2          | 4          | 174          | 2          | 1         | 0         | 0         | 0         | 0         | 2          | 360           |
| MSN          | 98         | 9         | -         | 97         | 5         | 2         | 0         | 4         | 8          | 0          | 0          | 2          | 50           | 3          | 2         | 0         | 1         | 0         | 0         | 10         | 292           |
| HUD          | 139        | 10        | 3         | -          | 10        | 3         | 8         | 8         | 72         | 24         | 10         | 31         | 725          | 5          | 5         | 1         | 0         | 1         | 0         | 17         | 1,073         |
| DHN          | 34         | 0         | 0         | 38         | -         | 1         | 2         | 0         | 8          | 3          | 2          | 2          | 114          | 3          | 0         | 0         | 0         | 0         | 0         | 0          | 208           |
| BGH          | 26         | 0         | 0         | 26         | 2         | -         | 2         | 0         | 12         | 6          | 6          | 7          | 227          | 2          | 0         | 0         | 0         | 0         | 0         | 10         | 326           |
| MIR          | 27         | 3         | 1         | 66         | 2         | 5         | -         | 5         | 18         | 19         | 15         | 6          | 289          | 1          | 0         | 0         | 0         | 0         | 0         | 3          | 459           |
| RVN          | 2          | 0         | 1         | 37         | 1         | 1         | 1         | -         | 8          | 12         | 4          | 13         | 198          | 1          | 0         | 0         | 0         | 0         | 0         | 7          | 288           |
| DEW          | 17         | 0         | 1         | 111        | 3         | 0         | 3         | 6         | -          | 4          | 3          | 6          | 371          | 2          | 1         | 0         | 0         | 0         | 0         | 16         | 545           |
| BTL          | 9          | 0         | 0         | 69         | 4         | 5         | 4         | 14        | 13         | -          | 5          | 13         | 310          | 6          | 2         | 0         | 0         | 0         | 0         | 5          | 458           |
| MLY          | 20         | 0         | 0         | 25         | 0         | 0         | 3         | 2         | 19         | 11         | -          | 2          | 377          | 3          | 2         | 0         | 0         | 2         | 0         | 20         | 486           |
| COT          | 13         | 0         | 0         | 24         | 1         | 1         | 0         | 5         | 4          | 4          | 1          | -          | 166          | 4          | 7         | 0         | 0         | 0         | 0         | 22         | 253           |
| LDS          | 91         | 5         | 0         | 105        | 0         | 3         | 1         | 9         | 33         | 15         | 25         | 22         | -            | 24         | 17        | 5         | 1         | 4         | 3         | 152        | 514           |
| CRG          | 16         | 2         | 2         | 27         | 2         | 0         | 0         | 5         | 6          | 9          | 7          | 12         | 616          | -          | 26        | 3         | 2         | 3         | 2         | 36         | 774           |
| XGF          | 20         | 0         | 0         | 22         | 0         | 0         | 0         | 0         | 2          | 3          | 15         | 30         | 1,346        | 77         | -         | 2         | 3         | 5         | 0         | 57         | 1,583         |
| MIK          | 2          | 0         | 0         | 6          | 0         | 0         | 0         | 0         | 1          | 0          | 0          | 4          | 225          | 7          | 5         | -         | 0         | 0         | 0         | 14         | 264           |
| SOM          | 3          | 0         | 0         | 1          | 0         | 0         | 0         | 0         | 1          | 0          | 0          | 1          | 181          | 2          | 1         | 0         | -         | 4         | 3         | 45         | 242           |
| SBY          | 9          | 0         | 0         | 1          | 1         | 0         | 0         | 0         | 0          | 0          | 2          | 4          | 261          | 4          | 2         | 0         | 2         | -         | 2         | 97         | 384           |
| CHF          | 4          | 0         | 0         | 1          | 1         | 0         | 0         | 1         | 0          | 0          | 0          | 1          | 142          | 2          | 0         | 0         | 8         | 4         | -         | 70         | 234           |
| YRK          | 29         | 0         | 1         | 32         | 0         | 0         | 0         | 3         | 7          | 0          | 8          | 12         | 1,004        | 9          | 7         | 1         | 4         | 11        | 5         | -          | 1,135         |
| <b>Total</b> | <b>588</b> | <b>28</b> | <b>20</b> | <b>870</b> | <b>46</b> | <b>22</b> | <b>29</b> | <b>66</b> | <b>220</b> | <b>107</b> | <b>109</b> | <b>177</b> | <b>6,990</b> | <b>160</b> | <b>81</b> | <b>13</b> | <b>21</b> | <b>34</b> | <b>14</b> | <b>593</b> | <b>10,188</b> |

3.28. **Figure 10** presents the net difference between the current and future trips.

**Figure 10: Travel to work flows – indicative future growth over current flows**

| O / D        | XMC        | SWT      | MSN      | HUD        | DHN       | BGH      | MIR      | RVN       | DEW       | BTL       | MLY       | COT       | LDS          | CRG       | XGF       | MIK      | SOM       | SBY       | CHF      | YRK        | Total        |
|--------------|------------|----------|----------|------------|-----------|----------|----------|-----------|-----------|-----------|-----------|-----------|--------------|-----------|-----------|----------|-----------|-----------|----------|------------|--------------|
| XMC          | -          | 0        | 1        | 38         | 2         | 0        | 1        | 0         | 1         | 0         | 2         | 2         | 149          | 1         | 1         | 0        | 0         | 0         | 0        | 8          | 208          |
| SWT          | 5          | -        | 2        | 34         | 1         | 0        | 1        | 1         | 1         | 0         | 0         | 1         | 77           | 1         | 0         | 0        | 0         | 0         | 0        | 0          | 124          |
| MSN          | 45         | 2        | -        | 19         | 0         | 0        | 0        | 2         | 2         | 0         | 0         | 0         | 2            | 3         | 0         | 0        | 0         | 0         | 0        | 9          | 85           |
| HUD          | 29         | 1        | 0        | -          | 1         | 0        | 1        | 1         | 4         | 3         | 1         | 2         | 101          | 1         | 0         | 0        | 0         | 0         | 0        | 6          | 152          |
| DHN          | 14         | 0        | 0        | 9          | -         | 0        | 0        | 0         | 1         | 1         | 0         | 1         | 10           | 1         | 0         | 0        | 0         | 0         | 0        | 0          | 38           |
| BGH          | 13         | 0        | 0        | 15         | 1         | -        | 1        | 0         | 6         | 4         | 3         | 4         | 123          | 1         | 0         | 0        | 0         | 0         | 0        | 5          | 176          |
| MIR          | 17         | 1        | 0        | 28         | 1         | 2        | -        | 2         | 6         | 7         | 6         | 2         | 100          | 0         | 0         | 0        | 0         | 0         | 0        | 1          | 172          |
| RVN          | 0          | 0        | 0        | 9          | 0         | 0        | 0        | -         | 2         | 4         | 1         | 3         | 62           | 1         | 0         | 0        | 0         | 0         | 0        | 4          | 88           |
| DEW          | 3          | 0        | 0        | 42         | 1         | 0        | 1        | 2         | -         | 2         | 3         | 2         | 138          | 1         | 0         | 0        | 0         | 0         | 0        | 6          | 202          |
| BTL          | 1          | 0        | 0        | 16         | 1         | 1        | 1        | 3         | 2         | -         | 2         | 2         | 73           | 2         | 0         | 0        | 0         | 0         | 0        | 1          | 104          |
| MLY          | 9          | 0        | 0        | 11         | 0         | 0        | 1        | 1         | 6         | 4         | -         | 1         | 174          | 2         | 1         | 0        | 0         | 1         | 0        | 10         | 221          |
| COT          | 8          | 0        | 0        | 14         | 0         | 0        | 0        | 2         | 1         | 2         | 0         | -         | 75           | 2         | 2         | 0        | 0         | 0         | 0        | 9          | 116          |
| LDS          | 23         | 1        | 0        | 26         | 0         | 1        | 0        | 2         | 7         | 4         | 6         | 5         | -            | 7         | 5         | 1        | 1         | 1         | 1        | 42         | 132          |
| CRG          | 6          | 1        | 1        | 11         | 1         | 0        | 0        | 2         | 2         | 4         | 3         | 5         | 268          | -         | 12        | 1        | 1         | 1         | 1        | 16         | 334          |
| XGF          | 15         | 0        | 0        | 13         | 0         | 0        | 0        | 0         | 1         | 2         | 6         | 15        | 608          | 38        | -         | 1        | 1         | 2         | 0        | 30         | 733          |
| MIK          | 0          | 0        | 0        | 5          | 0         | 0        | 0        | 0         | 0         | 0         | 0         | 0         | 167          | 7         | 1         | -        | 0         | 0         | 0        | 9          | 189          |
| SOM          | 1          | 0        | 0        | 0          | 0         | 0        | 0        | 0         | 0         | 0         | 0         | 0         | 37           | 1         | 1         | 0        | -         | 1         | 1        | 11         | 53           |
| SBY          | 3          | 0        | 0        | 1          | 0         | 0        | 0        | 0         | 0         | 0         | 1         | 1         | 94           | 2         | 1         | 0        | 1         | -         | 1        | 38         | 142          |
| CHF          | 0          | 0        | 0        | 0          | 0         | 0        | 0        | 0         | 0         | 0         | 0         | 0         | 65           | 2         | 0         | 0        | 3         | 1         | -        | 27         | 98           |
| YRK          | 6          | 0        | 0        | 5          | 0         | 0        | 0        | 0         | 1         | 0         | 2         | 3         | 293          | 4         | 2         | 0        | 3         | 3         | 1        | -          | 325          |
| <b>Total</b> | <b>198</b> | <b>5</b> | <b>5</b> | <b>297</b> | <b>12</b> | <b>5</b> | <b>8</b> | <b>18</b> | <b>44</b> | <b>34</b> | <b>37</b> | <b>50</b> | <b>2,614</b> | <b>79</b> | <b>27</b> | <b>4</b> | <b>10</b> | <b>10</b> | <b>4</b> | <b>232</b> | <b>3,693</b> |

3.29. **Figures 11 and 12**, which show the same information but simplified into bands, illustrate the large number of trips served by stopping trains that can be expected to see significant growth over the timescales in question.

**Figure 11: Rail travel to work flows, with future growth (categorised)**

| O/D | XMC    | SWT | MSN | HUD    | DHN | BGH | MIR | RVN | DEW    | BTL    | MLY    | COT    | LDS     | CRG    | XGF    | MIK | SOM | SBY | CHF | YRK |        |
|-----|--------|-----|-----|--------|-----|-----|-----|-----|--------|--------|--------|--------|---------|--------|--------|-----|-----|-----|-----|-----|--------|
| XMC | -      | -   | -   | Medium | -   | -   | -   | -   | -      | -      | -      | -      | V. high | -      | -      | -   | -   | -   | -   | -   | Low    |
| SWT | Medium | -   | Low | High   | Low | -   | -   | -   | Low    | -      | -      | -      | High    | -      | -      | -   | -   | -   | -   | -   | -      |
| MSN | Medium | Low | -   | Medium | Low | -   | -   | -   | Low    | -      | -      | -      | Medium  | -      | -      | -   | -   | -   | -   | -   | Low    |
| HUD | High   | Low | -   | -      | Low | -   | Low | Low | Medium | Medium | Low    | Medium | V. high | Low    | Low    | -   | -   | -   | -   | -   | Low    |
| DHN | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | -      | -      | -      | High    | -      | -      | -   | -   | -   | -   | -   | -      |
| BGH | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | Low    | Low    | V. high | -      | -      | -   | -   | -   | -   | -   | Low    |
| MIR | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | Low    | Low    | V. high | -      | -      | -   | -   | -   | -   | -   | -      |
| RVN | -      | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | -      | -      | High    | -      | -      | -   | -   | -   | -   | -   | Low    |
| DEW | Low    | -   | -   | High   | -   | -   | -   | Low | -      | -      | -      | Low    | V. high | -      | -      | -   | -   | -   | -   | -   | Low    |
| BTL | Low    | -   | -   | Medium | -   | -   | -   | Low | Low    | -      | Low    | Low    | V. high | Low    | -      | -   | -   | -   | -   | -   | -      |
| MLY | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | -      | -      | V. high | -      | -      | -   | -   | -   | -   | -   | Low    |
| COT | Low    | -   | -   | Medium | -   | -   | -   | -   | -      | -      | -      | -      | High    | -      | Low    | -   | -   | -   | -   | -   | Medium |
| LDS | Medium | -   | -   | High   | -   | -   | -   | Low | Medium | Low    | Medium | Medium | -       | Medium | Low    | -   | -   | -   | -   | -   | High   |
| CRG | Low    | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | Low    | Low    | V. high | -      | Medium | -   | -   | -   | -   | -   | Medium |
| XGF | Medium | -   | -   | Medium | -   | -   | -   | -   | -      | -      | Low    | Medium | V. high | Medium | -      | -   | -   | Low | -   | -   | Medium |
| MIK | -      | -   | -   | Low    | -   | -   | -   | -   | -      | -      | -      | -      | V. high | Low    | Low    | -   | -   | -   | -   | -   | Low    |
| SOM | -      | -   | -   | -      | -   | -   | -   | -   | -      | -      | -      | -      | High    | -      | -      | -   | -   | -   | -   | -   | Medium |
| SBY | Low    | -   | -   | -      | -   | -   | -   | -   | -      | -      | -      | -      | V. high | -      | -      | -   | -   | -   | -   | -   | Medium |
| CHF | -      | -   | -   | -      | -   | -   | -   | -   | -      | -      | -      | -      | High    | -      | -      | -   | Low | -   | -   | -   | Medium |
| YRK | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | -      | Low    | Low    | V. high | Low    | Low    | -   | -   | Low | -   | -   | -      |

**Figure 12: Rail travel to work flows, with future growth (categorised)–OD pairs served by express intercity services shown dark grey**

| O/D | XMC    | SWT | MSN | HUD    | DHN | BGH | MIR | RVN | DEW    | BTL    | MLY    | COT    | LDS     | CRG    | XGF    | MIK | SOM | SBY | CHF | YRK |        |
|-----|--------|-----|-----|--------|-----|-----|-----|-----|--------|--------|--------|--------|---------|--------|--------|-----|-----|-----|-----|-----|--------|
| XMC | -      | -   | -   | Medium | -   | -   | -   | -   | -      | -      | -      | -      | V. high | -      | -      | -   | -   | -   | -   | -   | Low    |
| SWT | Medium | -   | Low | High   | Low | -   | -   | -   | Low    | -      | -      | -      | High    | -      | -      | -   | -   | -   | -   | -   | -      |
| MSN | Medium | Low | -   | Medium | Low | -   | -   | -   | Low    | -      | -      | -      | Medium  | -      | -      | -   | -   | -   | -   | -   | Low    |
| HUD | High   | Low | -   | -      | Low | -   | Low | Low | Medium | Medium | Low    | Medium | V. high | Low    | Low    | -   | -   | -   | -   | -   | Low    |
| DHN | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | -      | -      | -      | High    | -      | -      | -   | -   | -   | -   | -   | -      |
| BGH | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | Low    | Low    | V. high | -      | -      | -   | -   | -   | -   | -   | Low    |
| MIR | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | Low    | Low    | V. high | -      | -      | -   | -   | -   | -   | -   | -      |
| RVN | -      | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | -      | -      | High    | -      | -      | -   | -   | -   | -   | -   | Low    |
| DEW | Low    | -   | -   | High   | -   | -   | -   | Low | -      | -      | -      | Low    | V. high | -      | -      | -   | -   | -   | -   | -   | Low    |
| BTL | Low    | -   | -   | Medium | -   | -   | -   | Low | Low    | -      | Low    | Low    | V. high | Low    | -      | -   | -   | -   | -   | -   | -      |
| MLY | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | -      | -      | V. high | -      | -      | -   | -   | -   | -   | -   | Low    |
| COT | Low    | -   | -   | Medium | -   | -   | -   | -   | -      | -      | -      | -      | High    | -      | Low    | -   | -   | -   | -   | -   | Medium |
| LDS | Medium | -   | -   | High   | -   | -   | -   | Low | Medium | Low    | Medium | Medium | -       | Medium | Low    | -   | -   | -   | -   | -   | High   |
| CRG | Low    | -   | -   | Medium | -   | -   | -   | -   | Low    | Low    | Low    | Low    | V. high | -      | Medium | -   | -   | -   | -   | -   | Medium |
| XGF | Medium | -   | -   | Medium | -   | -   | -   | -   | -      | -      | Low    | Medium | V. high | Medium | -      | -   | -   | Low | -   | -   | Medium |
| MIK | -      | -   | -   | Low    | -   | -   | -   | -   | -      | -      | -      | -      | V. high | Low    | Low    | -   | -   | -   | -   | -   | Low    |
| SOM | -      | -   | -   | -      | -   | -   | -   | -   | -      | -      | -      | -      | High    | -      | -      | -   | -   | -   | -   | -   | Medium |
| SBY | Low    | -   | -   | -      | -   | -   | -   | -   | -      | -      | -      | -      | V. high | -      | -      | -   | -   | -   | -   | -   | Medium |
| CHF | -      | -   | -   | -      | -   | -   | -   | -   | -      | -      | -      | -      | High    | -      | -      | -   | Low | -   | -   | -   | Medium |
| YRK | Medium | -   | -   | Medium | -   | -   | -   | -   | Low    | -      | Low    | Low    | V. high | Low    | Low    | -   | -   | Low | -   | -   | -      |

3.30. Equivalent future values have not been presented for non-rail trips due to the likely large impact of double-counting (as discussed above), particularly considering the high proportion of shorter distance trips.

3.31. Summary of significant increases in rail travel to work trips:

- Trips to Leeds from all stations, notably Manchester stations, Huddersfield, Brighouse, Mirfield, Dewsbury, Morley, Cross Gates, Garforth stations, Micklefield and York;
- Trips generally to Huddersfield, Manchester, and York
- While by definition smaller in magnitude, “elsewhere to elsewhere” trips, which are dependent on regular all-stations services (as opposed to skip-stopping or similar) will also see significant growth – provided that the rail services provided allow this to happen.

#### 4. Spatial planning: district-level overview

##### (a) Kirklees

###### General growth and spatial context

4.1. Kirklees has a projected population of approximately 440,000 people in 2018, with the population projected to grow to approximately 461,000 by 2031. The district has plans for

significant growth, with over 31,000 homes and 23,000 new jobs planned for the district by 2031. To underline that point, the objectively assessed need figures for housing, recently published by DCLG, show that Kirklees will be the second-largest housing provider over the next 15 years in the Leeds City Region, and the fourth largest local authority housing provider in the north of England outside of Manchester, Leeds and Sheffield. The council's strategy for delivering these major growth plans is focussed on the largest towns of Huddersfield and Dewsbury, in areas with transport connections to Manchester to the west and Leeds and Humber to the east.

### ***Spatial context for the stations listed in the TRU Service Outcomes***

#### ***Batley***

- 4.2. Batley town centre falls within a Leeds City Region Strategic Priority Area and is part of the council's major regeneration programme – the North Kirklees Growth Zone. The area contains a number of sub-regionally important retail, cultural and leisure destinations, with strong local and sub-regional employment opportunities; however recognised challenges to growth are traffic congestion along main routes and junctions, restricted local rail services, and bus journeys which take longer to larger towns and cities. Pockets of high unemployment, deprivation and poor health remain difficult challenges due in part to accessibility issues.

#### ***Dewsbury***

- 4.3. Dewsbury town centre falls within a Leeds City Region Strategic Priority Area and is part of the council's major regeneration programme – the North Kirklees Growth Zone. The town is the focus of at least 5,000 new homes by 2031, with a further 2,000 homes already planned for following years. It is a council priority to transform Dewsbury, building on its strategic location and driven by integrated housing and economic development in the town. Dewsbury is an important public transport hub, with bus services linking to other parts of North Kirklees and to Leeds, Bradford and Wakefield, but experiences traffic congestion on key routes, poor air quality in some areas, and higher than average retail vacancies. Pockets of high unemployment, deprivation and poor health remain difficult challenges due in part to accessibility issues. Dewsbury is now also emerging as a key further educational centre with the recent completion of the Dewsbury Learning Quarter and further plans for students at Kirklees College to be based in the town.

#### ***Ravensthorpe and Mirfield***

- 4.4. Ravensthorpe falls within a Leeds City Region Strategic Priority Area and is part of the council's major regeneration programme – the North Kirklees Growth Zone. This area is planned for major transformation, focussed around Ravensthorpe station, as this is the heart of the 4,000-home Dewsbury Riverside urban extension. The area is already a key location for a significant number of local, regional, national and international businesses, largely located in older industrial areas around the station area. Railway stations at Ravensthorpe and Mirfield currently have a lack of facilities, with poorer air quality in some locations of the towns, and there are significant traffic congestion issues on this key route between Leeds/Dewsbury and Huddersfield. Mirfield station currently plays an important role as the district's only direct rail link to London.

### *Deighton*

- 4.5. Deighton station is located close to the district's largest established strategic economic development zone, on Leeds Road in Huddersfield, providing approximately 5,000 jobs taking into account existing and proposed economic development proposals. The current position of the station, together with frequency and the routing of current public transport services, means that much of this development is served by the private car, exacerbating traffic congestion problems on this key route between Huddersfield to Junction 25 of the M62 and routes to Dewsbury and Leeds. Rail's attractiveness could be significantly improved by a relocation of Deighton station to an alternative location.

### *Huddersfield*

- 4.6. The town is the focus of at least 6,000 new homes by 2031, with a further 1,000 homes already planned for following years. It is a council priority to transform Huddersfield into an attractive place to live and work, and to tackle its increasing retail vacancy levels, building on its strategic location and driven by integrated housing and economic development in the town. The town is now also recognised as major student town, focussed on the increasingly prominent institutional role of the University of Huddersfield (18,000 students and growing). The town centre is the district's main cultural and leisure hub, as well as being pivotal to connectivity, with links to the Premier/Super League football/rugby stadium. Huddersfield is an important public transport hub, with train services to major cities across the north of England, as well as services to other towns in the region. Frequent bus networks connect Huddersfield town centre to outlying areas of the town and to other areas in Kirklees and elsewhere in West Yorkshire, but the town experiences traffic congestion on key routes, poor air quality in some areas, and higher than average retail vacancies. Pockets of high unemployment, deprivation and poor health remain difficult challenges due in part to accessibility issues.

### *Slaithwaite and Marsden*

- 4.7. There is growth around Slaithwaite and Marsden that is quite unique, and a growing commuter population that relies on links to Huddersfield, Manchester and Leeds. Former textile buildings and land are being reclaimed for new housing growth and small-scale, but high-value, digital and creative industries with strong links to the University of Huddersfield.

## **(b) Leeds**

### *The Leeds city economy*

- 4.8. Leeds is the UK's fastest growing city and is the main driver of a city region with a £64.6 billion economy, a combined population of 3 million and a workforce of 1.37 million. Over the next ten years, the Leeds economy is forecast to grow by 21%, with financial and business services set to generate over half of the GVA growth over that period. Financial and business services account for 38% of total output at present. Other key sectors include retail, leisure and the visitor economy, construction, manufacturing and the creative and digital industries.
- 4.9. Leeds city centre is an economic powerhouse for the North, with over 50% of the jobs in Knowledge-Intensive Business Services (compared to 25% across the city region as a whole). Leeds is the third-largest shopping destination in the UK outside London, and with over 300 bars and restaurants is a premium leisure destination. Office take-up in the city centre passed the 1m sq ft mark in 2017, more than double the amount registered in 2016, and 88% ahead

of the 10-year annual average for the city. Immediately to the south of Leeds City station, and including the site of the planned HS2 station, South Bank Leeds offers a unique opportunity to increase the physical and economic impact of the city centre. At 253ha, it is one of Europe's largest city centre regeneration opportunities, creating 35,000 new jobs and over 8,000 new homes. Leeds West End forms a natural expansion of the traditional office core and includes the new Government Hub (due for completion at the end of 2019, to accommodate 6,000 civil service workers). Proposals for a new Innovation District aim to make Leeds city centre a 21st century science park, centred on the universities and the Leeds General Infirmary in the northern part of the city centre.

- 4.10. These knowledge-intensive digital / creative and service sectors, as well as retail / leisure activities, are disproportionately located in the catchment of Leeds City Station, and they are therefore critically dependent on rail-borne connectivity from throughout the city region for their supply of labour, and on long-distance business-to-business and leisure connectivity. With increasing constraints on road-space and car parking, this dependence will only grow with increases in such economic activity.

#### *Thorpe Park and White Rose*

- 4.11. Outside the city centre, Thorpe Park represents one of the key economic centres in the District, with some 56,000 sqm of existing office development, and outline planning permission for a further 83,000 sqm, alongside a significant (22,000 sqm) retail and leisure element, currently under construction. Progression of the proposed Thorpe Park parkway station will provide a direct link to this major site. As described elsewhere, Thorpe Park is also expected to provide a significant park-and-ride / parkway access point to the local and wider strategic rail network.

- 4.12. West of the city, a new station proposal is under development at White Rose. Approximately 230,000 customers per week visit the Retail Centre, and 10,000 people are employed across the shopping centre, office park and industrial estate. If White Rose office masterplan is fully implemented in accordance to the aspiration of Munroe K (the developer), there will be 10,000 people working in the office park (currently there are about 4,000 people working there). In total, the number employed is expected to rise from 10,000 at present to 16,000.

- 4.13. The scale of the population and employment numbers, and the strategic locations, of Thorpe Park and White Rose underline the significant importance attached by the city to providing these locations with a good local service. This is, as noted elsewhere, a particular issue at White Rose, where the existing local service at the two adjacent stations of Cottingley and Morley is of poor quality and low frequency. At Thorpe Park the provision of a good service level and timetable is an essential component of supporting the approved and planned development. That this should not prejudice services at the adjoining local stations is considered important by the City, as is the retention of service levels at the existing Garforth and East Garforth stations which match the demand and connectivity needed by a potentially significantly expanded community.

#### *Population and housing distribution*

- 4.14. It is anticipated that the population of Leeds will rise from 784,500 in 2017 to 856,800 in 2033, an increase of 9%. The adopted Core Strategy (2014) contains plans for a net

additional 70,000 dwellings to be delivered between 2012 and 2028 and, although the Council has recently submitted a Core Strategy Selective Review based on a lower net increase of 52,000 households between 2017 and 2033, this nevertheless represents a major increase on the existing situation.

4.15. The planned distributional growth in households across Leeds is defined in the Core Strategy, with significant elements planned for the areas around and adjacent to the TRU route: Morley, Leeds city centre, east Leeds, Garforth and Micklefield. This accounts for half of all the housing growth for the District. Of particular note, almost 12,000 dwellings are planned for the city centre, alongside 6,000 in East Leeds Extension and adjacent sites (in the vicinity of Cross Gates and the planned Thorpe Park stations); up to 2,100 in the vicinity of Garforth (including the proposed Parlington development); and a further 650 in Micklefield. In the locality of Morley and the proposed White Rose station some 1,200 houses are planned.

## **5. Impacts of new stations in West Yorkshire**

5.1. WYCA is committed to delivering new rail stations in four locations around the county, of which two, Thorpe Park and White Rose<sup>5</sup>, are situated on the TRU route and one, Elland, is of relevance due to its intended services using the route.

### **(a) Thorpe Park**

5.2. Situated to the west of Garforth, Thorpe Park is intended to serve three main markets:

- Park-and-ride: to allow a swathe of population to the east of Leeds access to the rail network for short-distance journeys, especially commuting into the city, and provide an attractive alternative to car use;
- Parkway: to provide access to the longer-distance interregional rail network without the need to travel into a congested city centre for access to a station; and
- Inbound travel: Thorpe Park will be a significant centre of employment, attracting travel from neighbouring districts and further afield, above all for commuting purposes.

It follows from this that the network needs to be capable of allowing Thorpe Park to be served both by local services but also interregional trains serving main centres other than Leeds. While some of the park-and-ride and parkway market is expected to be abstracted from Garforth, reducing pressure on its parking, it should be emphasised that all existing stations are well used and should not suffer reductions in their services in consequence of Thorpe Park opening.

### **(b) White Rose**

5.3. This station is to be located to the south-west of the existing Cottingley station, towards Morley. Intended primarily to serve the White Rose employment centre<sup>6</sup>, it will undoubtedly also attract some usage for the neighbouring White Rose Centre (which itself also contains a bus interchange). While not intended to be a park-and-ride facility, White Rose may well replace the existing Cottingley station, with whose walk-up catchment the new station will overlap. It should however be emphasised that no decision has yet been taken to close Cottingley, though for the purposes (solely) of the timetable analysis discussed later in this paper, the assumption has been made that local trains would stop at White Rose instead of

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<sup>5</sup> Formerly known as Millshaw White Rose.

<sup>6</sup> Including the site formerly known as Millshaw.

Cottingley, with no net impact on their running times, or the wider impacts on line capacity, from doing so. However, one significant issue emerging from our analysis of Network Rail's timetabling work is that NR appear to have assumed only one train per hour stopping at Cottingley, and have not acknowledged that White Rose will require 2tph in common with the other stations on the line. Future TRU planning needs to be cognisant of White Rose and to assume 2tph stopping, not 1tph.

### **(c) Elland**

5.4. Elland station will be located to the west of the TRU geography, between Brighouse and Greetland Junction on the line west from Heaton Lodge Junction. It is intended that Elland, whose markets include a substantial town and whose proposed location makes it attractive for park-and-ride use, will be served by the same services as the existing Brighouse station, namely those from Huddersfield to Bradford and Leeds via Halifax, and from Manchester via the Upper Calder Valley to Dewsbury and Leeds. It is possible that London services provided at present by Grand Central will also gain an Elland stop. Any service calling at Elland will therefore use the TRU route. While the two Northern services currently operate on a 1tph basis, TRU work should be cognisant that in the medium term there is a strong evidence base (see for example the documents referred to in the next section) for 2tph to be provided; this could take the form of uplifts to existing service patterns, or of alternatives; we are for example aware of stakeholder lobbying for a service from Huddersfield via Brighouse to the Upper Calder Valley. While it may not be appropriate for TRU to make direct provision for such service uplifts which may be considered beyond its remit, it should not produce infrastructure solutions that would make it significantly more difficult to deliver such increments.

## **6. Existing policies and evidence base**

### **(a) Yorkshire Rail Network Study (YRNS)**

6.1. 2012's YRNS identified that, of £10.5bn to £12.2bn of benefits over a 60-year period that improvements in rail connectivity in Yorkshire could yield, over a quarter would be associated with enhancing existing connections on four main corridors, of which two are the two trans-Pennine mainlines from Leeds to Manchester. In addition, however, it found that further journey-time enhancements and frequency increases in the trans-Pennine corridors could deliver an additional £1.8bn to £2.1bn of benefit. It emphasised that, in order to unlock the full scale of benefits, a rail transport strategy needs to support enhanced connectivity for each of the four groups of movement types it identified: between regional centres; from sub-regional centres to the regional centres; journeys within the city region; and between sub-regional centres.

6.2. The YRNS Conditional Outputs Statement specifically states the principle that:

*To ensure that city regions across the North enjoy economic growth a balanced approach that enhances links within city regions and between city regions is required.*

6.3. It also notes that traditional transport appraisal, which has historically tended to favour longer-distance travel, is likely to understate significantly the value of intra-regional connectivity, where it helps to catalyse structural changes in the economy such as the move to high-value white-collar employment in Leeds city centre:

*Emerging evidence suggests that transport investments that are anticipated to have a structural impact on the economy can have an impact far greater than conventional transport cost benefit analysis would suggest.*

6.4. Amongst the headline conditional outputs identified by the YRNS, the first two are particularly relevant:

| Conditional Output |  | Current Constraint   |
|--------------------|--|--|
| 1.Connectivity     | <p>Rail journey times that are quicker than off peak car journeys</p> <p>A minimum frequency of two trains per hour (up to six trains per hour in some corridors) all day operating on a clockface timetable with additional peak services as required to meet demand.</p> | <p>Capability of the network and provision of sufficient and appropriate rolling stock to operate faster services</p> <p>Network capacity and availability of rolling stock to deliver increased frequency</p>   |
| 2. Capacity        | <p>Sufficient capacity, by providing longer or more frequent trains, to accommodate forecast demand growth to 2027</p>   | <p>Seating capacity currently exceeded on peak and inter-regional off peak services.</p> <p>Limited availability of rolling stock and infrastructure capability (track capacity, depot capacity and platform length) prevents longer or more frequent services</p> |

6.5. The YRNS connectivity conditional output therefore forms part of the basis on which WYCA continues to argue for a minimum frequency of 2tph all day at all local stations, including all of those on the TRU route – some will require more than this:

*Local services<sup>7</sup> within Leeds and Sheffield City Regions serving Leeds and Sheffield should have a minimum all-day service frequency of two trains per hour operating on a clockface timetable with additional services in the peak as the capacity output requires. Improving journey times between Bradford, Leeds, Sheffield and Manchester as well as between these regional centres and the sub-regional centres will also offer the opportunity to improve journey times within the two city regions. Meeting other outputs (such as those*

<sup>7</sup> A footnote reads: *Typically stopping at all stations on the route in which they operate, for example Ilkley to Leeds.*

*related to capacity and rolling stock) will also provide further opportunity to deliver benefits by reducing travel times within the journey to work catchment.*

6.6. The question of capacity will also help inform the service strategy, in particular in the peaks, when in any event trains operating any lower frequencies would not provide sufficient capacity, with consists of any plausible lengths. This is discussed in more detail below in the context of GHD’s demand modelling.

6.7. The YRNS Conditional Outputs Statement also assigns monetary economic values to improvements in connectivity. These improvements are measured in terms of Generalised Journey Time (GJT, discussed further below in the context of rail industry PDFH modelling), and their valuation has regard to the strength of the flow on each of the corridors in the scope of the study (because clearly 1 minute’s improvement enjoyed by 200 passengers per train is prima facie worth more than the same enjoyed by only 50). These benefits include increase rail revenues (a lower cost to society in providing the service); journey-time reduction itself (value of time of existing and new rail users); non-user benefits (resulting from modal shift to rail); and wider economic benefits (such as agglomeration, labour market improvements, and improving competition and therefore economic efficiency). Their analysis:

*... makes very clear the importance of commuting flows to the regional and sub-regional centres from the local (corridor) stations.*

6.8. Specifically<sup>8</sup>, the YRNS finds that the value of 1 minute’s saving of GJT is:

- £25.1m for journeys originating from local stations on the North Trans-Pennine corridor (i.e. the Leeds – Huddersfield – Manchester line)
- £19.1m for journeys from local stations on the York route
- £20.8m for journeys from local Leeds CR stations on the Selby – Hull line

6.9. These values do not include those accruing for journeys originating at regional-centre stations such as Manchester stations, York or Leeds, nor those from sub-regional centres including Huddersfield (for whose journeys the value is £56.2m).

6.10. In addition, YRNS recognises the critical nature of reliability to the operation of a successful railway, clearly a major problem at present on the Diggle route. This priority is reflected in the Conditional Outputs statement:

|                       |  |  |
|-----------------------|--|--|
| <b>4. Performance</b> | Reduce the variation in performance on different corridors by improving performance of the relatively poor performing corridors.<br><br>Any enhancements to meet these Conditional Outputs should not worsen performance | Variability in performance of services in different corridors caused by track capacity, rolling stock reliability and delivery of planned capacity |
|-----------------------|--|--|

<sup>8</sup> Appendix B to *Conditional Outputs Statement*, Table B12. Values given are present values using 2002 prices and do not include any de-crowding benefits that may also arise.

### **(b) WYCA (Metro) Rail Plan 7**

6.11. The conditional outputs identified by the YRNS were refined incorporated into the specific West Yorkshire context by Rail Plan 7, part of the region's third Local Transport Plan. Specifically, with regard to frequency, Rail Plan 7 states:

*Local services to the regional centres of Leeds and Bradford and the other sub-regional centres should have a minimum all-day service frequency of two trains per hour operating on an even interval timetable with additional services in the peak periods as the demand for increased capacity requires.*

6.12. In so stating, it recognises that this will imply increases in frequencies on certain services, explicitly including those at local stations west of Huddersfield, and also at Brighouse, Cottingley and Ravensthorpe, plus on the services from Huddersfield towards both Bradford and Wakefield.

### **(c) Rail North Long-Term Rail Strategy (LTRS)**

6.13. The LTRS, both the original version published in 2015 and the consultation draft of the updated 2018 version, also acknowledge the importance of frequent local services, using an evidence base comparable with that underpinning YRNS and Rail Plan 7, and also confirming that 2tph, operating at regular intervals, should be the minimum service level at local stations. The benefit of moving to such a minimum service level across the North is valued at £5.4bn (present value).

6.14. In addition, the 2015 LTRS advocates consistent service patterns and standards:

*The adoption of a categorised service specification (e.g. high speed, inter-regional express, urban commuter, community railways etc.) each with specific service and rolling stock standards.*

6.15. The LTRS also underlines the need for passenger-centred timetable structures that maximise the opportunities for convenient interchange.

### **(d) Political priorities**

6.16. Reflecting its critical strategic importance to West Yorkshire as a whole, the TRU project is considered to be a priority at political level. This has been reflected in statements from the leaders of Leeds and Kirklees councils (Councillors Judith Blake and Shabir Pandor respectively), as well as that of the Combined Authority itself, Councillor Susan Hinchcliffe. This political comment makes clear that:

- As a city without a dedicated rapid transit system, Leeds is dependent on good, frequent and reliable local rail services, to help people live their lives, get to work, and access education and other services. Leeds needs the new stations at White Rose and Thorpe Park to be able to be served by a good train service offer, and the infrastructure requirements need to reflect those services.
- Kirklees needs its residents, particularly in the more deprived areas of north Kirklees, to have usable and reliable access to jobs in the major employment centres – including not only Leeds, Dewsbury, Huddersfield and Manchester but also to jobs accessible from the new station at White Rose.

- At Combined Authority level, the focus is on socially inclusive and sustainable growth, and this drives a need for connectivity, including by rail, that will enable all members of society to benefit from economic and wider opportunities while enhancing their quality of life.

6.17. At a more local level, the need to provide more consistent, reliable and attractive services to the Upper Colne Valley (Slaithwaite and Marsden) continues to attract a high level of Councillor attention.

## **7. Future peak train capacity requirements: Evidence from GHD demand forecasts**

7.1. GHD's industry-compliant forecasting model suite, developed for WYCA, confirms that on the Huddersfield – Dewsbury – Leeds and York / Selby – Leeds corridors, by the 2023/24 rail year all peak local stopping services will be operating in excess of seated capacity, with most in the high peaks being in excess of total capacity. This is despite committed capacity enhancements and after subtracting demand from those "crowded off" rail travel. This crowding affects the services into Leeds from the west (broadly 2tph, but only 1tph from Slaithwaite and Marsden – whose services are particularly crowded by the time they approach Leeds) as well as from the east, and is despite many (though not all) services being assumed strengthened to the maximum degree assumed permitted by platform lengths.

7.2. Extrapolating demand growth beyond 2024 to a notional 2039/40 year, and assuming no further enhancements to rail services (only exogenous growth) beyond 2024, the model verifies that in practice there is little further capacity for growth, and large amounts of demand are "crowded off" on these corridors. This translates into a lack of rail capacity acting as a significant brake on the economy of West Yorkshire.

7.3. It should be noted that GHD's model, concentrating as it does primarily on peak flows into/out of the main West Yorkshire centres, will not pick up as clearly the growth forecast to take place from Kirklees westwards towards Greater Manchester. It is also acknowledged that the current calibration and inputs used in the GHD model will lead to it tending to understate forecast demand growth.

7.4. It can be reasonably concluded that providing anything less than a minimum of 2tph at all local stations on the TRU route would not be realistic over these timescales, even purely from a capacity point of view, at least in the peaks.

## **8. Transport Planning: Passenger Demand Forecasting Handbook (PDFH)**

8.1. PDFH contains guidance on the how service frequencies interact with other components of a passenger's journey, such as time spent travelling on the train itself, access to and egress from the railway network, and the effect of any need to change trains. These enable the effects of changing one or more of these criteria on passenger behaviour (and so on the success of the service in demand terms) to be predicted. This is called Generalised Journey Time calculation (GJT)<sup>9</sup>.

8.2. In general, GJT comparisons tend to confirm the view that, for a shorter train journey such as a daily commute, the frequency of the service is more important than its speed, because the

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<sup>9</sup> Note that the PDFH forecasting models do not include access and egress (if they were included, the elasticity values would need to be higher). For this simple example, this does not matter, as it is considering the effects on a given set of passengers, so access and egress would not change anyway.

waiting-time, which is perceived as more of an inconvenience than the actual travelling time, makes up a greater proportion of the total journey time. This is why typically buses can compete with rail for short suburban journeys. As the journey gets longer, so the importance of the travel time (speed) becomes greater as against other components of GJT. Similarly, the GJT of a service does not get better in proportion to an increase in frequency – beyond a certain level, providing an extra service does not lead to as great an increase in demand. That point is reached sooner for longer journeys than for short ones.

8.3. While somewhat simplified, the following examples illustrate the relative impacts of changing different aspects of the service (particularly train frequency and journey-time) for journeys that might be considered typical of the types of travel undertaken on the trans-Pennine mainline.

8.4. In every case, trains are assumed to be direct, so there is no “interchange penalty” applicable.

**(a) Typical city-region commuting journey**

8.5. With passengers assumed to be using season tickets or equivalent<sup>10</sup>, for a typical journey of about 10 miles, one can use PDFH elasticity methods to compare the relative importance of a good service frequency as against a lower frequency but a faster journey-time:

**Table 4: GJT and demand impact comparison: short-distance commuting example**

|                       | 1tph        | 2tph        | 4tph        | 1tph, fast  |
|-----------------------|-------------|-------------|-------------|-------------|
| Waiting               | 39          | 26          | 15          | 39          |
| Travelling            | 20          | 20          | 20          | 15          |
| Total GJT             | 59          | 46          | 35          | 54          |
| <b>Demand vs base</b> | <b>100%</b> | <b>131%</b> | <b>178%</b> | <b>110%</b> |

8.6. Assuming the service to run in our “base scenario” once per hour and to take 20 minutes, it can be seen that increasing the service (without making the train itself any faster) to 2tph would result in a demand increase of almost a third; a further increase to a metro-style 4tph (as on, for example, Merseyrail Electrics) would result in an even greater increase in demand – a full 78% more use than for an hourly service, reflecting the attractiveness of a walk-up-and-go service level. In contrast, if instead investment were concentrated on making the 1tph service faster, even increasing the train’s average speed from 30mph to 40mph would only increase demand by 10%.

8.7. This underlines the priority which it is appropriate to place on local services running at attractive frequencies, even if these frequent trains stop many times and their average actual speed is not particularly high.

**(b) Leeds – Manchester business journey**

8.8. In this example, passengers are assumed to be using full-fare tickets. It should be emphasised that this case represents a particular simplification, as the effect of Manchester having two (for some purposes three) relevant stations is not modelled. Nonetheless, for the

<sup>10</sup> Using values from Table B4.5 in PDFH v.6.0, the relevant elasticity to change is -1.1 for season and full-fare tickets, and -1.2 for reduced-fare travel.

purposes of showing the relative importance of speed versus frequency, we consider it to have validity.

**Table 5: GJT and demand impact comparison: middle-distance business example**

|                       | 4+2tph      | true 6tph   | 4tph        | 2tph       | 4tph fast   |
|-----------------------|-------------|-------------|-------------|------------|-------------|
| Waiting               | 13          | 10          | 15          | 26         | 15          |
| Travelling            | 42          | 40          | 40          | 40         | 35          |
| Total GJT             | 55          | 50          | 55          | 66         | 50          |
| <b>Demand vs base</b> | <b>100%</b> | <b>112%</b> | <b>100%</b> | <b>80%</b> | <b>112%</b> |

8.9. The scenarios here are as follows:

- “4+2tph”: This is intended to be a representation of something akin to the service pattern proposed in ITSS v.1.1: there are 4tph from Manchester to Leeds taking 40 minutes and 15 minutes apart, plus two others 30 minutes apart which take 49 minutes. The relevant waiting and travelling times are not simple averages, because there will be a preference amongst passengers for the faster trains, so the waiting time is slightly higher, and the travelling time slightly lower, than a simple arithmetical mean – the values are however estimates interpolated between the values for a 6tph and a 4tph service. This scenario is taken as the base.
- “true 6tph”: This is a notional scenario where there are six fast trains, all of which take 40 minutes, and they are perfectly spaced 10 minutes apart. It can be seen that this ambitious service level would generate 12% extra demand.
- “4tph”: This scenario removes the 2tph from Manchester to Leeds taking 49 minutes, but leaves the 40-minute fast services unchanged, operating at even 15-minute intervals. Such a scenario might be chosen if, for example, it were decided to operate better local services on a given network specification, and/or more freight. What it shows is that the GJT is in fact no different from the base scenario. In other words, **for journeys between Leeds and Manchester themselves** (as opposed to intermediate locations), the additional 2tph do not bring any benefits in pure GJT terms, and the 4tph service is all that is required in passenger attractiveness terms.
- “2tph”: While a 2tph fast service is not considered to be a serious proposal in the context of TRU and would not be supported by WYCA, this scenario is included for comparison with example (a) above, to show that in fact the demand effect of even a lower frequency would not be as marked as the that of different frequency levels for local stopping services. This notional 2tph service would in fact carry only 20% fewer passengers, all other things being equal, than either a 4tph service or indeed the 4+2tph service proposed under ITSS v.1.1.
- “4tph fast”: This is a variant on the “4tph” scenario, but with an increase in the fast trains’ speed such that they take only 35 minutes to complete their journey. This achieves a 12% increase in demand as against either the base scenario or the “4tph” – the same in GJT terms as if the trains ran every 10 minutes.

8.10. This example demonstrates that for journeys between Leeds and Manchester, and ignoring the effects of the choice of origin/destination stations in Manchester, there is no additional benefit in GJT terms to having the 2tph “semi-fast” trains proposed under ITSS v.1.1 as against a simple 4tph regular-interval service. This is not to say that there is no case for those semi-fast trains – they might be justified in terms of serving alternative locations in Manchester, serving intermediate locations between Manchester and Huddersfield and/or

Huddersfield and Leeds, or serving stations beyond the core TRU network that might not otherwise be served. However, it suggests that it is reasonable to look at other uses for the network capacity that might become available if those trains did not run, such as enhanced local services on the core TRU route (some or all of which may themselves run through from Leeds to Manchester), and/or freight paths.

8.11. Conversely, the simple analysis underlines that for longer journeys such as this, where business travel is likely to be significant, station-to-station journey time is important: it can be seen that a move from a 4tph service with trains taking 40 minutes to one where the same trains take only 35 minutes would, all other things being equal, increase end-to-end demand by 12%. Notably, this 5-minute speed enhancement taken as an example only represents half of the further journey benefit expected from the longer-term Northern Powerhouse Rail programme, which has set a sub-30-minute target for Leeds – Manchester. This evidence underlines that these journey times are worthwhile, even before ancillary advantages such as better interchange are considered.

**(c) Longer-distance example: Leeds – Newcastle leisure journey**

8.12. This last example is intended to illustrate how the components of GJT interact for a typical longer-distance leisure journey likely to be covered by TRU service – for example, a student travelling home for a weekend on a reduced-fare journey. It is assumed in the “base scenario” that TRU enables a train to travel from Leeds to Newcastle in 80 minutes, and that two trains achieve this per hour, plus a third train taking around 85 minutes (comparable to a current Cross-Country service).

**Table 6: GJT and demand impact comparison: longer-distance leisure example**

|                       | 3tph uneven | 3tph even   | 2tph        | 2tph fast   |
|-----------------------|-------------|-------------|-------------|-------------|
| Waiting               | 19          | 17          | 21          | 21          |
| Travelling            | 82          | 80          | 80          | 75          |
| Total GJT             | 101         | 97          | 101         | 96          |
| <b>Demand vs base</b> | <b>100%</b> | <b>105%</b> | <b>100%</b> | <b>106%</b> |

8.13. Once again, the base scenario attempts in simplified terms to represent what is understood to be proposed under ITSS v.1.1. Because the slightly slower XC train is assumed to be slightly less attractive than the two TRU services and the trains would be unlikely to operate 3tph on even 20-minute intervals, the waiting time is slightly greater than for an even 3tph service, and the journey time is slightly more than the 80-minute value.

8.14. The alternative scenarios then show that:

- if there were three trains exactly 20 minutes apart and all taking only 80 minutes to get to Newcastle, demand would increase by 5%;
- if there were only two trains per hour but they both took 80 minutes and were exactly 30 minutes apart, this would be just as attractive as the base scenario; and
- if there were only 2tph, again evenly spaced, and they were made 5 minutes faster on their journeys, this would generate 6% extra demand, more than if it were possible to move to a “perfect 3tph” service pattern.

8.15. This demonstrates that, for this origin-destination pair, from a passenger attractiveness point of view, a service of two trains per hour evenly spaced, and achieving the best journey time reasonably feasible, would appear to be a sensible target. Over this longer journey, the value of increases in end-to-end train speed are even greater – again pointing the way towards NPR.

**(d) Conclusions from simple GJT analysis**

8.16. The above examples, using standard industry techniques, can be taken to support the following conclusions:

- There is a strong case to ensure that local stations are provided with regular-interval services at a minimum level of 2tph, with a longer-term ambition (such as under an NPR scenario) of 4tph being clearly legitimate if the region wishes to move towards a Metro (S-Bahn) style of operations in order to provide the most attractive local train services possible, driving inclusive and sustainable economic growth and maximising quality of life. These local trains can stop at all stations, as the benefits in terms of service frequency, even intervals and simplicity of service offer outweigh the journey-time penalty for such journeys.
- From a connectivity point of view, 4tph appears to be the optimum level of fast service between Leeds and Manchester, and there is little need in GJT terms for 6tph. Anything beyond 4tph is only likely to be justifiable if it provides additional connectivity (such as by serving different areas of Manchester, intermediate stops, or locations beyond the core TRU network), or capacity that is needed end-to-end beyond that which could be delivered by 8-car sets running at 4tph. The case for such additional Leeds – Manchester trains should be balanced against alternative uses of the network, other ways of providing passenger capacity on the corridors in question, and other options to deliver connectivity for intermediate locations and those beyond the core TRU network. It is therefore legitimate to consider such alternatives rather than regarding the “6tph fast” model as sacrosanct.
- Longer-distance intercity connectivity will in general not require more than 2tph from a GJT point of view, but wider connectivity requirements might in some cases drive one to higher service levels on certain corridors; however, where tough choices need to be made on network capacity, such as on the ECML north of York, there may be a case for considering alternative solutions such as reliable, timetabled/ticketed and guaranteed cross-platform interchange.
- Conversely, the value of train speed increases (end-to-end journey times) on the longer-distance services is underlined: verifying much of the narrative behind NPR, which seeks to do this without compromising regional and local connectivity.

8.17. It is worth noting that, in broad terms, levels of economic benefit as between the scenarios for each origin-destination pair considered can be assumed to be roughly in proportion with demand, in relative terms. However, it will be recalled that all of the above analysis is simply in relative terms, and does not consider absolute demand levels – for example, the flow from Manchester to Leeds and vice versa is considerably greater than that between Marsden and Stalybridge, and the flows between Huddersfield and Leeds are greater still. It follows that the economic value of one minute saving of GJT will be greater on those heavier flows.

8.18. We would also comment that while we have not attempted to model reliability, we are aware that the value (or disbenefit) of one *unscheduled* minute, whether it be on a delayed train or waiting on a platform, is significantly more than one minute travelling on a punctual train, meaning that a punctual railway brings disproportionately strong GJT (and therefore

demand and wider economic) benefits. Once again this underlines the need for TRU to produce a genuinely reliable railway.

8.19. It is important to repeat that the above observations are based solely on GJT analysis and on the specific origin-destination pairs named. Other considerations might legitimately drive one to differing conclusions as to what service patterns are optimal; such factors could include:

- other origin-destination pairs along the same routes, which might give slightly different results (although the above examples are believed to show a fair spread of typical journeys using the TRU line);
- timetabling considerations, including the need for certain places to have a given number of direct connections to other locations (for example, if the view is that Manchester should have 2tph to Newcastle, then Leeds – Newcastle would have to be at least 3tph assuming that a service on the Cross-Country route is still required);
- train capacity: if absolute demand levels were, for example, such that even with 8-car trains, there were not enough passenger capacity to accommodate loadings between Manchester and Leeds, then the case for operating six trains per hour would become stronger (although note that if the additional two were slower, their impact on de-crowding the four fast trains would be limited).

## 9. Timetable analysis

9.1. We have had sight of Network Rail's paper Timetable & Performance Analysis Report <sup>11</sup>, which, on the basis of Strategic Development Option 1 (SDO1) reproduces a number of model standard-hour timetables that to differing extents translate the Indicative Train Service Specification (ITSS) v.1.1 into specific service pattern, including some sensitivity-tests of alternative options for use in performance analysis and infrastructure planning.

9.2. While we do not have any detailed information setting out the infrastructure assumptions on which this timetable development work was based, the timetables themselves, and the underlying paper, allow certain conclusions to be drawn about the capability and capacity that the infrastructure is assumed to deliver. Based on these, and retaining NR's wider assumptions on matters such as sectional running and dwell times, we have begun carrying out analysis of the extent to which those model standard-hour timetables could be varied to allow a service pattern to operate that more closely reflects the WYCA priorities evidenced in this paper – without altering the assumed infrastructure interventions.

9.3. While the conclusions emerging from our analysis are preliminary and subject to significant caveats, it would appear that the assumed network capability and capacity delivered by SDO1 as represented in NR's analysis would indeed be compatible with delivering the alternative service pattern assumptions used in our work. In particular, it is notable that:

- Removing the 2tph semi-fast Manchester Piccadilly – Hull services (and providing the relevant connectivity and on-train capacity using other services) frees up line capacity
- This allows a 2tph Leeds – Huddersfield – Manchester stopping service to operate, serving all stations on a straightforward and balanced clockface; notably, this includes Cottingley /

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<sup>11</sup> Transpennine Route Upgrade: ITSS Version 1.1 Timetable & Performance Analysis Report, 14th May 2018 (NR ProjectWise Ref: 151671-NWR-00-TRU-REP-K-OP-000051)

White Rose (which under some NR scenarios would only have 1tph), and the Upper Colne Valley

- There remain 4tph fast services between Leeds and Manchester, with 2tph having slightly longer journey times (45 minutes vice 39 minutes) while serving Dewsbury and Stalybridge
- It also provides the opportunity for locations such as Hull to have a better range of direct connectivity, and for connections in some locations to be made more logical, such as for cross-Huddersfield interchange journeys
- The reconfiguration could potentially deliver a more robust (and therefore punctual) railway overall on the same infrastructure, in that it reduces the pressure at some critical locations such as Stalybridge

9.4. This leads one towards the conclusion that SDO1, which we understand to be broadly similar to the variant of TRU infrastructure configuration favoured by TfN<sup>12</sup>, appears to remain the “right answer” even if this alternative view from TfN’s or Network Rail’s is taken as to the optimal mix of services that should operate on the route post-TRU. This leads to the conclusion that, though WYCA’s view as to that service configuration may indeed be different from TfN’s, WYCA should support TfN’s view as to the *infrastructure* configuration that TRU should deliver. This appears to be an important conclusion from the point of view of progressing TRU as a whole through its Strategic Outline Business Case and beyond.

9.5. Certain caveats need, however, to be emphasised at this stage;

- (a) We have so far received only very limited information as to the infrastructure assumptions behind NR’s timetable development work on SDO1 and believed to reflect TfN’s view of the appropriate configuration for TRU (these are believed to be the same). We have therefore had to rely on deduction and analogy.
- (b) Our timetable analysis and development work itself has been carried out in-house and not subjected to any external checking, validation, demand forecasting / crowding analysis, performance modelling or similar – nor consideration of interactions with the wider network beyond TRU boundaries. It is at an early stage and could change or even contain errors.
- (c) There could well be detail areas in which the infrastructure requirements of the WYCA timetable model do differ from those implied by the NR timetables, for example the turnback specifications where NR assumes that stopping services from Leeds and Manchester would terminate in Huddersfield, or the platform lengths required by WYCA’s assumption that fast services are likely to need to be longer if operating at 4tph.
- (d) Further work also needs to be carried out to consider the impact of the proposed new station at Thorpe Park<sup>13</sup>, that of assuming freight to be electrically hauled rather than diesel, that of any differences in services that may be necessary in the peaks, and potentially also options for other service configurations for local services such as those west of Huddersfield and/or on the routes through Brighouse and Elland.

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<sup>12</sup> We understand that TfN are referring to their proposed variant as SDO2A. However, it is understood that SDO2A would be similar to SDO1 in terms of the network capacity it would enable. Nonetheless, WYCA has not had sight of specifics about either strategic development option, and this needs further consideration to identify any material differences.

<sup>13</sup> Note that for the purposes of this exercise it is being assumed that White Rose simply replaces Cottingley with no net changes in trains’ running times nor net line capacity implications.

9.6. There may be instances where, while WYCA's service concept leads to the same general conclusions regarding the infrastructure configuration to be delivered by TRU and certainly to the same view as to the overall order of magnitude, scope and nature of the scheme, more than one option or sub-option is under consideration at a given location. In such cases, if a given option is compatible with both TfN's service concept and WYCA's, and an alternative option is only compatible with TfN's and would exclude WYCA's, we would urge that TRU be "future-proofed" by choosing the former. Purely by way of example, this might emerge in terms of the optimal configuration of Huddersfield station, where we understand several options to be available.

9.7. In light of these emerging conclusions, we are keen to share our timetable analysis with TfN colleagues and would ask them to make available fuller information on the specific infrastructure interventions making up their vision of TRU's physical configuration. There is clearly much scope for joint working between WYCA and TfN technical officers in developing TRU further and jointly supporting the development of the project through SOBC stage.

## 10. General conclusions

10.1. The York/Selby – Leeds – Manchester corridor is one of the most important rail routes serving West Yorkshire, and ensuring that TRU provides for the optimal combination of fast interurban and stopping regional services is essential if the region's businesses are to have access to the labour on which they depend, and if the region is to develop in a manner that is sustainable and inclusive, while maintaining and enhancing quality of life.

10.2. The analysis in this note shows strong evidence that:

- (a) There need to be "true" local services provided, stopping at all stations and operating on a regular clockface of at least 2tph, with additional capacity provided in the peaks and greatly improved levels of reliability over the present standards; there is a case to move towards 4tph on local services in the longer term, to provide the S-Bahn-style (i.e. metro) walk-up-and-go frequencies that unlock the highest levels of connectivity and opportunity.
- (b) The markets for local services are already significant but are poorly served, with some stations only having one train per hour and some local journeys being practically impossible by rail, in particular since the May 2018 timetable changes. As such, demand is being suppressed. Skip-stopping, "tidal" or other compromised service patterns will not be suitable for these flows.
- (c) These local markets are expected to see significant growth driven by exogenous factors such as housing growth clustering around stations in locations such as Ravensthorpe, East Garforth and Brighouse (amongst others), and continued employment growth concentrated on the centres of Leeds, Huddersfield and to an extent Dewsbury, in locations that will disproportionately attract rail-borne commuting, as well as around the new stations at Thorpe Park and White Rose.
- (d) Balanced against this, there clearly needs to be high-quality, fast, reliable and high-capacity intercity connectivity between Leeds and Manchester, serving Huddersfield and extending to the main centres to the east and west, and with a balance between the Manchester destinations. However, from an interurban connectivity point of view, it is not clear that there is a strong case for more than four such trains per standard hour; or rather,

if, as appears likely, providing more than this in an affordable manner would lead to sacrifices in local connectivity (where frequency is all-important), then it appears likely that priority should be given to the local services as against exceeding 4tph for intercity services.

- 10.3. This analysis has not attempted to consider all factors that are potentially relevant in considering the appropriate post-TRU balance of services on the route. For example, pure revenue considerations may suggest different conclusions as regards priorities – but the railway, it should be recalled, is not primarily a commercial entity but exists rather as a critical piece of infrastructure to ensure the proper functioning of the regions it serves: a railway that is successful in narrow revenue / opcost terms would be a failure if it did not deliver the workers into the city centres on which the economy depends. Similarly, operating considerations could also drive differing approaches to service provision – but while this might extend to the selection of which locations are linked with which others by through services, it should not dictate the overall levels of service provision. It might also be suggested that the nature of the infrastructure will be a factor determining the overall service proposition – but this should not be the deciding factor: while deliverability and affordability of infrastructure will always be a constraint on the ultimate levels of service that can be provided, the design of infrastructure needs to *follow* service provision, and not vice versa. Subject to such real-world constraints, the timetable should be written first, and the infrastructure designed around that – as is normal practice in most other European countries.
- 10.4. Initial analysis carried out by WYCA suggests that, while the service patterns that our priorities imply are likely to differ from those assumed by Network Rail in its timetable development work for TRU, it appears likely that a similar level and type of infrastructure to that assumed by NR in that work would also be suitable to deliver WYCA's preferred service outcome. While further work needs to be carried out to verify this, it leads towards the conclusion that the level and type of TRU infrastructure intervention which we understand to be favoured by TfN would also be capable of delivering a service concept compatible with WYCA's priorities. This leads WYCA to agree with the broad infrastructure configuration for TRU that we understand to be proposed by TfN, and therefore to support its development through the business case process.
- 10.5. It follows that work should continue to design a timetable concept (standard-hour off-peak and peaks) that reflects the priorities outlined in this paper, plus the areas noted as out of scope, alongside, of course, similar inputs setting out neighbouring authorities' and other stakeholders' priority outputs for TRU. The existing infrastructure design work (and the Strategic Development Options) can then be sense-tested against such timetable concept(s), and any detail modifications necessary carried out, subject to value-for-money, deliverability and other standard criteria.

*West Yorkshire Combined Authority, August 2018*



**Report to:** Transport Committee

**Date:** 21 September 2018

**Subject:** **Responses to rail industry consultations: Cross Country franchise and Periodic Review 2018**

**Director:** Liz Hunter, Interim Director of Policy and Strategy

**Author(s):** Jack Rodgers, Neil Moore

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

## 1. Purpose of this report

- 1.1 To inform Transport Committee of the Department for Transport (DfT) public consultation on the design of the next Cross Country rail franchise and the Combined Authority's response to the consultation.
- 1.2 To inform Transport Committee of the Office of Rail Regulation (ORR) public consultation on the regulatory framework for Network Rail in the period 2019 to 2024, and the Combined Authority's response to the consultation.
- 1.3 Transport Committee members have previously commented on these consultations by correspondence in August 2018. This report seeks endorsement of the submitted responses.

## 2. Information

### Cross Country consultation

- 2.1 The current Cross Country rail franchise is due to expire in late 2019. DfT has been consulting on the shape of the next franchise (expected to cover a period of seven to ten years). DfT asked for views on ideas to improve services on the Cross Country network. Responses to this consultation will inform the

content of the Department's Invitation to Tender, expected to be published in January 2019.

- 2.2 The closing date for consultation responses was 30 August 2018. Members were consulted by correspondence on 22 August to give opportunity for comment prior to finalisation.
- 2.3 A final Combined Authority response was submitted to DfT on 30 August 2018. It should be noted that the Combined Authority response focuses on West Yorkshire. A separate response has been submitted by the City of York Council.

### **Background to the Cross Country franchise**

- 2.4 A map of the routes served by the current franchise nationally is provided at Appendix 1. A further map showing the routes in the vicinity of the Leeds City Region is provided at Appendix 2. The basic pattern of Cross Country services that serve the City Region are as follows:
  - One train per hour between Edinburgh and Plymouth serving York, Leeds, Wakefield, and Sheffield.
  - One train per hour between Newcastle and Reading serving York, Doncaster, and Sheffield
- 2.5 Cross Country services are of fundamental importance to rail connectivity in West Yorkshire. It provides the only genuinely fast services (only one per hour) between Leeds and Sheffield, and contributes to the offer between Leeds and York. For Wakefield, Cross Country provides half the direct fast or semi-fast connectivity to Sheffield and the only direct connection to York.
- 2.6 More widely, half the direct connectivity between Leeds and Newcastle is provided by Cross Country, and they are at present the only operator linking West Yorkshire directly to Scotland with a regular service. They also provide strategically critical connectivity to the West Midlands and beyond to the South West. Cross Country services are also of great importance to York.

### **Combined Authority response to consultation**

- 2.7 The public consultation presents a long list of questions based around three key themes: crowding, the shape of the network, and customer experience. DfT has stated that issues surrounding crowding are their priority for the next franchise, and that this needs to be addressed urgently.
- 2.8 Overcrowding on Cross Country services is shown to be severe over long distances throughout the core network, and is no longer confined to peak periods. Crowding is an issue across all times of day and across both weekdays and weekends. Left unchanged, this situation will only worsen during the next franchise as passenger numbers increase as expected.

2.9 The final Combined Authority consultation response is included in full within Appendix 3. The response covers each of the questions posed in detail. A summary of the headline messages is set out below:

- **On train capacity:** The current Voyager train fleet is not suitable for providing the required capacity on services operating on the core Cross Country network. Passenger demand, both now and in the future, justifies substantially longer trains than currently run. A new fleet is likely to be the most appropriate response.

We consider the evidence to show strongly that there is significant demand for Cross Country type services which is suppressed through inadequate capacity and poor quality. The focus for the network should firmly be placed on increasing supply – though this increase in capacity should not necessarily be solely on Cross Country services themselves.

- **Quality of train fleet:** There are long-standing issues relating to the quality of passenger facilities on board the current Cross Country train fleet, especially relating to luggage capacity. The on-train offer needs to meet the needs of long distance inter-city travel, commensurate with other inter-city operations. As with on train capacity, this is likely to imply a different train fleet.

Provision of a new train fleet for long-distance Cross Country services could enable the current fleet to be refurbished and upgraded to be redeployed on regional express services that would complement the intercity services and pick up much of the shorter-distance demand.

- **Leeds – Wakefield – Sheffield:** Cross Country currently provide the only genuinely fast services (only one per hour) between Leeds / Wakefield and Sheffield. While it is to receive an additional hourly Northern Connect train from December 2019, it will still fall well below the required standard. There is a clear case for this to be remedied; this would likely be a Cross Country type service, potentially continuing beyond Sheffield towards the Midlands.

This would also provide much needed additional capacity to address severe overcrowding on the Leeds – Wakefield – Sheffield route. If passengers making shorter distance / commuting trips are provided with genuine alternatives in the form of additional fast services, helping to address the heavy peak commuting flows being handled, this would assist Cross Country services to fulfil their intercity potential.

Drawing on data from the 2011 Census, the following commuting flows (covering all modes of transport) are identified as being in scope:

- 3,600 daily trips between Leeds and Sheffield districts;
- 2,500 daily trips between Wakefield and Sheffield districts; and
- 650 daily trips between Bradford and Sheffield districts.

- **Cross Country routes:** It is essential that Cross Country continues to serve the routes and provide the service levels it does on corridors that serve the Leeds City Region. In addition to enhancements to the Leeds – Sheffield route (outlined above), a range of gaps in longer-distance connectivity that are of relevance to the Cross Country network have been identified for consideration, including: Glasgow via Carlisle; East Midlands; and Wales.

The Combined Authority response stated that proposals from bidders to serve Bradford with potential new routes would be welcomed. Bradford was specifically named within the consultation document in terms of extensions to routes or as potential new routes, and is the only likely prospect for new Cross Country connectivity in West Yorkshire.

The consultation included suggestions to curtail or divert existing Cross Country services to cope with service enhancement aspirations north of Northallerton on the East Coast mainline. It is considered unacceptable to terminate services from the South West rather than continuing them at least as far as Edinburgh. Terminating services in Leeds would be operationally most undesirable as it would increase the congestion caused by trains arriving from the west and terminating at Leeds.

It should be emphasised that the Combined Authority is “operator-neutral” regarding its aspirations for future services. Connectivity could equally be provided by other operators: the key is that services should be attractive and well integrated within the network. In this regard it should be noted that TransPennine Express has committed to run to two trains per hour to Newcastle from West Yorkshire, with one per hour continuing to Edinburgh.

- **Measures to overcome crowding:** DfT has asked for feedback on a number of measures proposed to overcome crowding on the Cross Country network. These include:
  - removing calls from towns closest the conurbation centre
  - restricting them to pick up / set down only; and
  - removing the validity of multi-modal tickets

Considering that the Cross Country franchise is of fundamental importance to the rail connectivity of the Leeds City Region, the firm position adopted is that measures to overcome crowding should focus on increasing supply rather than reducing passenger demand (as is the case with the proposed measures listed above). This includes noting that Wakefield Westgate is an important intercity origin and destination in its own right, and no stops should be removed.

- **Fares and ticketing:** In its current form, the Cross Country ‘Advanced Purchase on the day’ (APOD) system, under which unreserved seats can suddenly become reserved mid-journey, causes confusion,

disruption and ill-feeling amongst passengers. The consultation response recommends that this system should be modified.

There is a real need for Cross Country to reconsider their ticketing offer more widely, in particular to offer genuinely attractively priced tickets for medium-to-long-distance journeys, an area in which Cross Country performs poorly in comparison to other long distance operators.

We expect the future Cross Country franchisee to continue to accept all the Combined Authority's 'Metro' ticketing products, such as MCard, for all services that run within the relevant geography.

- **Early / late / Sunday services:** There is clear room for improvement in the times of first and last Cross Country services to and from West Yorkshire. Services should be scheduled to facilitate good connections to and from other key centres on the Cross Country network to support the range of journeys that passengers want to make.

There is strong demand for travel on Sundays, with the number of trips exceeding those taken in the weekday off-peak. Sunday service provision should therefore be at least equal to that delivered during the weekday inter-peak, including matching times of first and last services.

### **Timescales for the Cross Country franchise procurement**

2.10 For information, the timeline below sets out the expected milestones between now and the start of the new Franchise Agreement:

- July 2018 Expressions of Interest invited by DfT
- September 2018 Bidders shortlisted
- January 2019 Invitation to Tender issued to bidders
- April 2019 Bids received
- October 2019 Contract award (after standstill period)
- Late 2019 Anticipated start of new Franchise Agreement

### **Periodic Review 2018 consultation**

2.11 The Office of Rail and Road (ORR) has published its draft determination on what Network Rail should deliver in respect of its role in operating, maintaining and renewing its network with the £34bn funding available to it, known as Periodic Review 2018. This is based on the Network Rail Strategic Business Plan 2019 – 2024, published in February 2018. A summary of the Strategic Business Plan was presented to Transport Committee on 16 March 2018.

2.12 Periodic Review 2018 also establishes a framework to regulate Network Rail's efficiency and improve performance. It covers the period between 2019 and 2024, known in rail industry terms as control period 6 (CP6). The ORR is consulted on its draft determination over summer, with a closing date of 31st August 2018 for responses.

- 2.13 The Combined Authority response to the Office of Road and Rail consultation on Periodic Review 2018 is included in full within Appendix 4.
- 2.14 The ORR feels that there is greater scope for Network Rail to boost reliability and safety for customers (both passengers and freight) by amending its spending plans.
- 2.15 Network Rail forecasts a deterioration of two percent in the condition of assets (track, structures and earthworks) over CP6 based on the spending plans set out in its Draft Strategic Business Plan. Therefore the ORR has specified that it requires an 11% increase in spending on renewal activities to improve the sustainability of railway assets. This will require spending a further £1bn on renewals in addition to the £17bn already committed in the CP6 program to replace worn out assets. This is described as the 'Sustainability Fund' and is established by re-allocating funding within the overall proposed budget.
- 2.16 ORR believes Network Rail can realise the Sustainability Fund by reallocating monies from a central risk fund, achieving greater efficiency, and reducing spending allocated to research and development, together with realising additional income from land disposals.
- 2.17 The ORR is proposing to require Network Rail to lead the development of a plan that will secure journey time improvements across the network. This includes support for substantial capital investment (£55m) in timetabling systems and strengthening its timetable planning teams. ORR is looking separately at why the system failed to cope with the May 2018 timetable change.
- 2.18 In terms of performance, the ORR will introduce targeted monitoring by utilising greater use of 'scorecards'. These will contain sets of measures against which performance will be judged. This will allow the ORR to judge relative performance between routes (the City Region is part of the London, North East and East Midlands route), ensure that Network Rail addresses any routes that are underperforming and increase transparency for stakeholders as the scorecards will be published quarterly. Performance against the scorecards will heavily influence bonuses allocated to Network Rail's management.
- 2.19 As highlighted at Transport Committee in March 2018, Network Rail set out the need for significant investment in renewal of railway assets on the East Coast Main Line to improve and maintain the reliability of services on this line. The Combined Authority's response therefore focused on the need to ensure a significant proportion of the 'Sustainability Fund' is directed at additional renewals on this strategically important line.

### **3. Financial Implications**

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

#### **4. Legal Implications**

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

#### **5. Staffing Implications**

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

#### **6. External Consultees**

6.1 Combined Authority officers consulted relevant officer contacts in the five West Yorkshire partner councils in June 2018 with initial views on the main issues raised in the Cross Country consultation, to provide an opportunity to shape the final response.

#### **7. Recommendations**

7.1 That Transport Committee note and endorse the Combined Authority response to the Cross Country rail franchise public consultation as submitted to DfT.

7.2 That Transport Committee note and endorse the Combined Authority response to Periodic Review 2018 as submitted to the Office of Road and Rail.

#### **8. Background Documents**

Link to Cross Country franchise public consultation document:

<https://www.gov.uk/government/consultations/cross-country-rail-franchise>

Link to Cross Country prospectus providing further information for stakeholders:

<https://www.gov.uk/government/publications/cross-country-rail-franchise-2018-prospectus>

Link to Office of Road and Rail consultation on Periodic Review 2018 draft determination:

<http://orr.gov.uk/rail/economic-regulation/regulation-of-network-rail/price-controls/periodic-review-2018>

#### **9. Appendices**

Appendix 1 – Map of the existing Cross Country franchise services

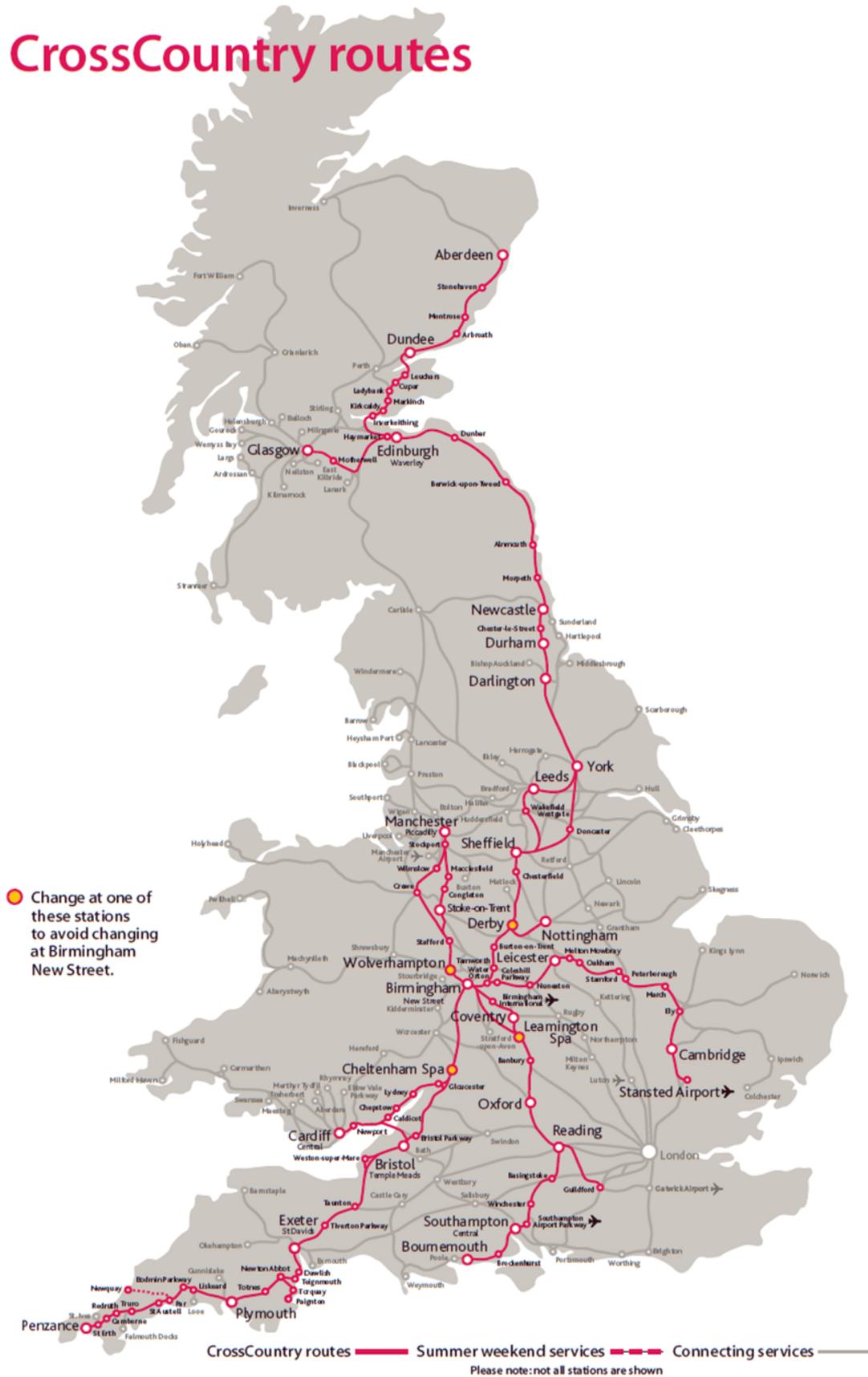
Appendix 2 – Map of the existing Cross Country franchise services in the vicinity of the Leeds City Region

Appendix 3 – Combined Authority response to Cross Country rail franchise public consultation

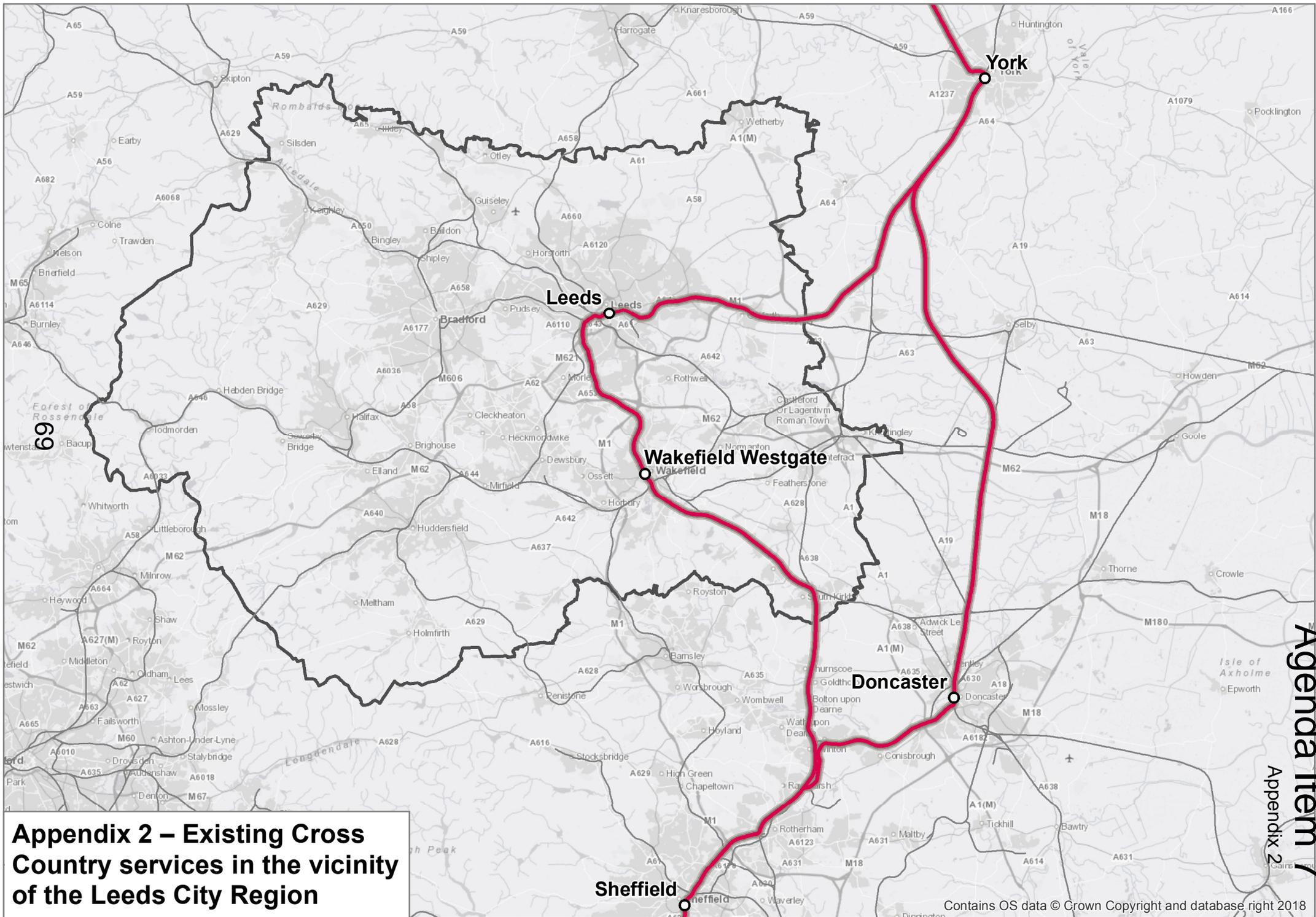
Appendix 4 – Combined Authority response to Office of Road and Rail  
consultation on Periodic Review 2018

## Appendix 1 – Map of the existing Cross Country franchise services

### CrossCountry routes



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**Appendix 2 – Existing Cross Country services in the vicinity of the Leeds City Region**

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## **Cross Country rail franchise – public consultation**

### **Draft response**

#### **Importance of Cross Country Trains to our region**

The Cross Country franchise (XC) is of fundamental importance to the rail connectivity of the Leeds City Region (LCR). It is the basis of the LCR's inter-city connectivity to important markets in the West Midlands and South West, as well as an important component of our connectivity to the North East and Scotland.

It also provides the only genuinely fast services (currently only one per hour) between Leeds / Wakefield and Sheffield, and contributes to the offer between Leeds and York. XC provides half the current direct connectivity between Wakefield Westgate and Sheffield (the only fast train) and the only direct connection between Wakefield and York. This means that it is a major carrier of the heavy peak commuting flows on which the Leeds city centre economy depends for its productivity.

It can be seen that the LCR depends on XC for much of its strategic interregional and intercity connectivity. In particular, having only one fast Leeds – Wakefield Westgate – Sheffield train per hour is anomalous (compared with 5tph fast Leeds – Huddersfield – Manchester). We have identified a clear case for this to be remedied; our work (shown in the Yorkshire Rail Network Study and Rail Plan 7) suggests that this would be likely to be a XC-type service, continuing beyond Sheffield towards the Midlands, whether via Derby or via Leicester. We would therefore wish to see plans being developed to deliver this badly-needed service enhancement at the first opportunity under the new franchise. In our response we identify other opportunities for the XC franchise to enhance connectivity between West Yorkshire and Glasgow, South Wales, and the East Midlands.

The Leeds – Sheffield fast service, while it is to receive an additional hourly Northern train from December 2019, will at 2 trains per hour still fall well below the standard of service offered on the Leeds – Manchester route, below standards prescribed by the Yorkshire Rail Network Study, and below the Northern Powerhouse Rail conditional outputs. The proposed new service outlined above would also help address this gap, and we are confident that a 3tph fast service across the operators would be justified commercially on this major axis. In a very large market, rail is underperforming between the Leeds City Region and Sheffield – this is particularly strikingly from / to Bradford and Wakefield.

Clearly there is significant overlap within the LCR between the long distance / inter-regional / commuting markets served by XC at present. If passengers making shorter distance / commuting trips are provided with genuine alternatives in the form of additional fast (regional express) services, helping to address the heavy peak commuting flows being handled, this would enable repositioning of XC as a true intercity operation. Therefore there is no scope for reducing station calls on XC services within West Yorkshire.

In any re-evaluation of the XC franchise geography and service patterns it is the Combined Authority's preference to maintain current direct links to the West Midlands and Bristol.

The Combined Authority shares the DfT's priority for addressing overcrowding on this franchise. The quality of the service offer needs to match passenger expectations for long distance travel. It is clear that elements of the current service are not achieving this at present. Repositioning the Cross-Country operation as a true intercity operation (there are parallels to what is now happening on Trans-Pennine Express) needs to encompass:

- new high-quality rolling stock suitable for longer journeys and business travel, with adequate capacity to cope with the suppressed demand that we believe such an upgraded service would unlock;
- faster journeys;
- improved on-board passenger facilities such as catering;
- better cooperation with other TOCs (such as on timetabling, fares and ticketing, and in daily operations);
- an attractive and passenger-friendly fares and ticketing offer (implying a radical overhaul of both the advance-purchase fares offer and of the reservation system); and
- high levels of reliability allied to improved handling of disruptions in the best interests of passengers.

The responses provided to the consultation within the remainder of this document are based on the recommendations provided in the text above.

The Combined Authority notes that this franchise is likely to have interfaces with future planning for HS2 services between the West Midlands and Yorkshire.

## Passenger survey

**9 What are the particular services, routes and times of day where you think crowding on Cross Country services needs to be addressed most urgently?**

As highlighted in the consultation document and the associated prospectus on the Cross Country (XC) franchise, overcrowding is the Department's priority for passengers in the next franchise and needs to be addressed urgently. Overcrowding on XC services is shown to be severe over long distances throughout the core XC network, and is a clear issue that is no longer confined to peak periods as a result of heavy commuting flows, but is an issue across all time periods throughout the day and across both weekdays and weekends. Left unchanged, this situation would only worsen during the next franchise as passenger numbers increase as expected.

It is clear to see that passenger demand on services operating on the core XC network, both now and in the future, justifies substantially longer trains than currently run. In a congested network, running relatively short four and five-car trains (such as the Class 220 / 221 Voyagers) is not an efficient use of network capacity. This implies that the current Voyager fleet is not suitable for providing the required capacity, and that a new fleet is likely to be the most appropriate response. This is coupled with long-standing issues relating to the quality of passenger facilities on board the Voyager fleet including, for example, inadequate luggage space (also see Q18 for response relating to carriage layouts and the wider quality issues with these trains).

It may be that the provision of a new fleet for long-distance intercity XC services could enable a refurbished and upgraded Class 22X fleet to be redeployed on regional express services that would complement the intercity services and so pick up much of the shorter-distance demand: in this way capacity could be added while allowing the XC operation to develop its true potential as an intercity operator, while also addressing long-standing shortfalls in train quantum on certain interurban links such as Leeds – Wakefield – Sheffield.

**10 Rank the following in order of priority for improvement for your future Cross Country services. Rank 1 for most important to 6 for least important.**

|                                      |   |
|--------------------------------------|---|
| more frequent weekday services       | - |
| more frequent weekend services       | - |
| more additional summer only services | - |
| earlier times of first trains        | - |
| later times of last trains           | - |
| earlier Sunday morning services      | - |

Given the complexities of the varying markets served by XC services in West Yorkshire, considering long distance / inter-regional / commuting markets as discussed earlier, it is not proposed to rank the individual interventions identified in the table above. Instead, commentary is provided for each intervention in turn.

### **More frequent weekday services**

As outlined in the initial text with this response, we have identified a clear need for an additional fast Leeds – Wakefield Westgate – Sheffield train per hour, and that this would be most likely to be a XC-type service, continuing beyond Sheffield towards the Midlands.

At present, additional XC services are provided on the Sheffield – Wakefield – Leeds – York section in both directions in the evening peak. This is achieved by diverting one service in each direction from the Sheffield – Doncaster – York route, and is used to provide additional peak capacity required to cater for demand on this heavily congested section of the core network. The West Yorkshire Combined Authority requests that these additional services, and the capacity that they provide, are at least retained. Equivalent enhancements to cater for demand in the morning peak would be welcomed.

### **More frequent weekend services**

See comment above on frequency of weekday services within the West Yorkshire context. It is expected that standard hour service patterns on Saturdays and Sundays should match that of the weekday inter-peak, noting that the National Travel Survey demonstrates that the overall demand for travel on Saturday and Sunday is higher than the weekday inter-peak demand. Overcrowding is increasingly becoming an issue at weekends on XC services.

### **More additional summer only services**

No comments on this section. Not directly relevant to the LCR.

### **Earlier times of first trains**

The current XC timetable shows an imbalance in the times of first trains departing Leeds when comparing Northbound and Southbound services. Southbound services begin at 06:11 with a first arrival in Birmingham at 08:11, Bristol at 09:39, and Plymouth at 11:44. Northbound services begin at 08:07 with first arrivals in Newcastle at 09:27, Edinburgh at 11:06, and Glasgow at 12:12.

Based on the times above, there is certainly room for improvement in the first arrivals into a number of key centres on the XC network. It is noted that

additional journeys (some involving interchange) are available across some of these flows with other operators. Considering interchange further, it is noted that journey opportunities from West Yorkshire to the North East and Scotland (changing at York) are more readily available than journey opportunities towards Birmingham and the South West.

The first arrival times for both northbound and southbound services at Leeds are more evenly matched. The first southbound service from Newcastle arrives at 08:11, the first from Edinburgh at 09:11, and the first from Glasgow at 10:11. The first northbound service from Birmingham arrives at 08:01, the first from Bristol at 10:00, and the first from Plymouth at 11:00.

Again there is room for improvement in the first arrivals at Leeds and Wakefield from a number of key centres on the XC network (subject to consideration alongside other operator services).

### **Later times of last trains**

Current southbound services from Leeds have last departures to Birmingham at 21:11, Bristol at 20:11, and Plymouth at 18:11. Current northbound services from Leeds have last departures to Newcastle and Edinburgh at 20:08, and Glasgow at 18:07.

Current northbound services have last arrivals from Birmingham, Bristol, and Plymouth at 23:07. However, current southbound services have last arrivals from Newcastle, Edinburgh, and Glasgow at 21:08 – this should be brought into line with the last Birmingham arrival.

As with the times of first trains, there is some room for improvement in the times of last arrivals and departures at Leeds to / from key centres on the XC network. Again, it is noted that additional journeys (some involving interchange) are available across some of these flows with other operators. The imbalance between northbound and southbound services is also present when considering the arrival times of last trains into Leeds.

### **Earlier Sunday morning services**

Transport for the North's (TfN) Long Term Rail Strategy identifies a specific conditional output to increase the number of services operating on Sundays and public holidays to achieve parity with the weekday inter-peak. There is strong demand for travel on Sundays, with the number of trips exceeding those taken in the weekday off-peak. TfN is clear that Sunday service provision should therefore be at least equal to that delivered during the weekday inter-peak.

Considering the majority of XC passengers are leisure travellers, and the correlation between leisure travel and travel at the weekend, this would support the case for Sunday services to be brought in line with weekday and

Saturday services, in terms of first and last trains, as set out above. It is also preferable for Sunday services to operate on the same clockface pattern as weekday and Saturday services too.

**11 What changes would you like to see to the way Cross Country currently sells and provides tickets?**

It is expected that the XC franchise holder will work in partnership with TfN to deliver the benefits of its Integrated and Smart Travel programme.

We expect the future XC franchisee to continue to accept all the Combined Authority's inter-available 'Metro' ticketing products, such as MCard, for all their services that run within the relevant geography. We would also expect the franchisee to work closely with other regional and intercity operators to ensure that the development of ticketing and sales channels takes place in a coordinated way, with compatible technologies, standardisation and inter-acceptance of tickets, mobile apps etc.

For the "traditional" XC markets: occasional travellers / leisure travellers, who may not be familiar with the workings of the network, making long-distance journeys, the importance of "traditional" ticketing should be acknowledged.

**12 What changes would you like to see to the Advanced Purchase on the day (APOD) system?**

In its current form, the XC APOD system, under which an unreserved seat can suddenly become reserved mid-journey, causes confusion, disruption and ill-feeling, amongst passengers, makes for a further complication in the already over-complex ticketing system, and is a further erosion of the simplicity of the walk-up railway. It is particularly disruptive on an operation such as the XC services around West Yorkshire where overcrowding is a particular problem.

While advance-purchase ticketing can be a valuable product in making rail travel affordable, the experiment of on-the-day advance purchase ticketing, as introduced on XC, should not be reproduced without significant modifications. One modification might, for example, be that last-minute (for example, on-the-day) AP ticketing should attach to a specific train but not guarantee a seat; this is a practice widely and successfully used for AP ticketing generally both in Britain and elsewhere in Europe.

**13 What additional information would be useful to you when planning your journeys or making connections onto other services?**

The Combined Authority continues to play a vital role in collating and disseminating integrated public transport information for journeys to, from and within West Yorkshire, via a number of channels including online and via

our Metroline call-centre service. We would therefore expect to continue to receive full information from all TOCs about their timetables, any disruptions, future service plans, and so on.

In terms of the quality of information provided by TOCs themselves directly to the actual or prospective passenger, it is essential that this is clear but comprehensive, is accurate, covers the full journey from door to door (if so required by the user), include fares information, covers all relevant public transport modes, is impartial as between operators, and is flexible to different users' requirements for information and detail levels. While it is no substitute for providing adequate peak capacity on trains, information on likely busyness levels of trains can be useful, especially for the occasional traveller.

**14 How would you like the information (in question above) communicated to you?**

See response to Q13 above.

**15 How do you believe Cross Country staff could be more effective in providing service and assistance that passengers need on a modern railway network?**

With regard to the staffing of trains, there is clear evidence that a visible staff presence on board all trains is essential to promoting perceived and actual safety, to revenue protection, and to creating a high-quality passenger journey experience such as through the ready provision of journey information and other assistance (such as to passengers with reduced mobility). While this applies to all rail journeys, we consider it to be particularly important in the "traditional" XC markets: occasional travellers, who may not be familiar with the workings of the network, making long-distance journeys.

Station staff provide reassurance, particularly to non-regular travellers, and can improve the overall journey experience. As XC has a large number of leisure travellers, this is an important factor. All station staff should be in a position to provide impartial assistance to rail users, irrespective of operator. This does not appear to be reflected in user experience, so there may be a case to deploy XC staff at key hubs on the routes served.

**16 What comment do you have on improving the overall passenger experience before, during and after the journey?**

We believe that punctuality and reliability have generally improved in recent years on XC, and we would wish to see this maintained and improved; this should not however be at the cost of artificially lengthening advertised journey times which are already somewhat slow on some routes, with generous allowances. When there is disruption, this needs to be well

handled in terms of passenger information, seeking to hold connections (XC and others' services), and operational solutions (e.g. stop orders).

From a Combined Authority perspective, we would wish to see far better integration between different train operators in matters such as timetable planning (planning connections, ensuring even service intervals), day-to-day operation and the management of perturbation (holding connections where appropriate, with performance monitoring modified to reflect the passenger experience and avoid current perverse incentives), information (timetable and route information to show all relevant services) and fares and promotions. The Combined Authority would also expect full cooperation of the new operator in the development of new ticketing technologies, including MCard multimodal products. Such requirements should be a requirement for all new franchises / concessions.

**17 How could the way in which Cross Country deals with your complaints and provides compensation to you be improved?**

The Combined Authority expects bidders to consider passenger feedback on this issue in detail (through Transport Focus research, passenger responses to this consultation, and wider sources of communication).

**18 Rank your priorities for improvement to the carriage layout for long distance inter-city Cross Country trains? Rank 1 for most important to 7 for least important.**

|   |   |
|---|---|
| More seats  | - |
| More table seats as opposed to 'airline' seats    | - |
| More comfortable room for short distance standing | - |
| Cycle storage                                     | - |
| Seats that align with windows                     | - |
| Greater leg-room                                  | - |
| Extra room for luggage                            | - |

The Combined Authority expects bidders to consider passenger feedback on this issue in detail (through Transport Focus research, passenger responses to this consultation, and wider sources of communication). In this context, all the factors above appear to offer passenger benefits.

XC provides important long-distance connectivity for the LCR. The on-train offer therefore needs to meet the needs of long distance inter-city travellers, commensurate with other inter-city operations. This means trains which offer an intercity ambience, including comfortable, low-density seating aligned with tables and windows, adequate luggage space, a full catering offer, and rolling-stock without noise and vibration caused by underfloor diesel engines.

This is likely to imply a different train fleet – preferably coinciding (and at the very least compatible) with the gradual electrification of the critical cross-country axes.

**Where and when do you think these facilities are most required?**

All services to / from / through the LCR. XC will continue to provide inter-city rail services connecting with the LCR.

**19 Rank your priorities for improvement to the carriage layout for local trains on Cross Country? Rank 1 for most important to 7 for least important.**

|   |   |
|---|---|
| More seats  | - |
| More table seats as opposed to ‘airline’ seats    | - |
| More comfortable room for short distance standing | - |
| Cycle storage                                     | - |
| Seats that align with windows                     | - |
| Greater leg-room                                  | - |
| Extra room for luggage                            | - |

No comments on this section. ‘Local’ services, as set out in the consultation document, are taken to mean the current Birmingham to Leicester and Birmingham to Nottingham Cross Country services which do not serve the LCR directly.

**20 What other comments or suggestions do you have about the on-board experience?**

Building on response to Q18.

Wi-Fi should be made available on all trains. It should be modern high-speed network with reliable coverage and adequate bandwidth, with ability to address faults in service. Wi-Fi should be genuinely free of charge to all passengers, regardless of where they booked their tickets or what type of ticket is held. Wi-Fi is however not a substitute for ensuring that voice and data signals (3G, 4G etc.) are not blocked by the carriage structure, as happens on some recent vehicles. The TOC should make reasonable efforts to work with mobile providers to close the most significant gaps in network coverage on main routes.

## Wider survey (stakeholder)

**23 Which of the following potential measures do you think could overcome crowding caused by short distance commuters using long distance Cross Country trains, assuming that suitable alternative services are available?**

|  |   |
|--|---|
| Removing calls from towns closest the conurbation centre either completely or just at peak times | N |
| Retaining calls at such stations but restricting them to pick up / set down only                 | N |
| Removing the validity of multi-modal tickets on long distance trains                             | N |

### Other?

In line with responses provided to other questions (notably Q9 and Q39), the Combined Authority strongly believes that the most appropriate approach to address overcrowding is through the provision of additional capacity where it is most needed. The measures identified in the questions as potential solutions are all focused on reducing passenger demand, and fail to address the underlying issues. We consider the evidence to show strongly that there is significant demand for XC-type services which is suppressed through inadequate capacity and poor quality. The focus for the XC network should firmly be placed on increasing supply – though this increase in capacity will (indeed should) not necessarily be solely on XC services themselves.

The wording of this question, in attributing the cause of overcrowding to the use of XC services by ‘short distance commuters’, is also problematic. In reality the distinction between different passenger types and the markets served is very much blurred. The binary view of short distance commuting versus long distance leisure trips (not to mention business trips of all varieties) is an over-simplification that does not help in planning for future services and capacity. In particular, it ignores the fact that XC largely is obliged to fulfil this role because of inadequate investment in regional rail capacity.

As outlined in the initial text that precedes this response, the XC franchise is of vital importance to the rail connectivity of the LCR. It provides the only genuinely fast services (currently only one per hour) between Leeds and Sheffield, and there is significant overlap between the long distance / inter-regional / commuting markets served at present. If passengers making shorter distance / commuting trips are provided with genuine alternatives in the form of additional fast regional / interregional services, helping to address the heavy peak commuting flows being handled, this would enable repositioning of XC as a true intercity operation.

Commentary is provided for each of the potential measures in turn.

### **Removing calls from towns closest the conurbation centre either completely or just at peak times**

Removing station calls is an option that the Combined Authority would strongly oppose for stations within the LCR. XC services provide the only genuinely fast services (currently only one per hour) between Leeds and Sheffield, and contributes to the offer between Leeds and York. Within the LCR XC provides half the current direct connectivity between Wakefield Westgate and Sheffield (the only fast train) and the only direct connection between Wakefield and York. This means that it is a major carrier of the heavy peak commuting flows on which the Leeds city centre economy depends for its productivity.

All stations served by XC within the LCR are important economic centres in their own right. Given the high overall market share for leisure trips across the XC network, it should also be noted that the smaller centres are likely to contribute significantly as origins. In some cases, such a Wakefield Westgate, the station doubles as an important network access point to car-borne travellers.

### **Retaining calls at such stations but restricting them to pick up / set down only**

Restricting calls to pick up / set down only can be viewed in the same terms as removing station calls. For the same reasons outlined above, the Combined Authority would strongly oppose such arrangements for stations within the LCR. In addition, there are also very few successful examples of pick up / set down only working well in practice nationally, with such arrangements proving to be confusing to passengers, and also being hard to enforce – and trying to do so risks exacerbating delays and passing them to other services. Such an arrangement would of course need to backfill capacity on those other services.

### **Removing the validity of multi-modal tickets on long distance trains**

Removing the validity of multi-modal tickets on specific services is also an option that the Combined Authority would strongly oppose. We expect the future XC franchisee to continue to accept all our 'Metro' ticketing products, such as MCard, for all their services that run within the relevant areas. Removing validity of multi-modal tickets within West Yorkshire would set a dangerous precedent for an area that relies heavily on a range of train operators and services to provide intra-regional connectivity. It would also would prove to be complex in terms of management and finances, confusing to passengers, and would introduce inconsistencies between products (with season ticket validity for example) at a time when the consensus is that railway ticketing is already complex.

### **Provide specific instances where these may be applicable**

N/A

**24 If it were possible would you agree with transferring these local routes to the West Midlands franchise:**

|                          |     |
|--------------------------|-----|
| Birmingham to Nottingham | N/A |
| Birmingham to Leicester  | N/A |

No comments on this section. Not directly relevant to the LCR.

**25 Would you like to see any other routes or stations transferred to or from the Cross Country franchise?**

|     |   |
|-----|---|
| Yes | X |
| No  |   |

See response to Q26 below.

It should be emphasised that the Combined Authority is “operator-neutral” regarding its aspirations for future services: the key is that the services should be attractive and well integrated within the network.

**26 Which routes and stations and why?**

Looking to the longer term, the conditional outputs developed for TfN in respect of Northern Powerhouse Rail (NPR), and supported by strategic and economic evidence, provide clear guidance for the future trajectory of the interurban links between the main centres of the North. Alongside working towards significantly faster journeys, there are routes on which this implies a frequency improvement beyond what is committed under any current franchises: these include two fast trains per hour between Leeds and Hull (not including stopping services); and four (possibly in the long run six) between Leeds and Sheffield. These enhancements will not only benefit business and leisure travel, but will also expand the “commutable” range of the Leeds City Region, contributing to productivity.

Beyond linking the ‘core cities’ to move towards NPR targets, which we expect to see extended to cover Bradford too, future XC services may play a role in developing Leeds City Region connectivity more widely – beyond the current XC network. The existing evidence base includes, for example, TfN’s Strategic Local Connectivity workstream and Rail North’s Long-Term Rail Strategy (LTRS). The LTRS in particular identifies an “Interconnected Urban Matrix” of principal towns and cities across the North which should be served by a consistent standard of inter-urban rail service with attractive frequencies and competitive journey times.

Addressing longer-distance interurban / intercity connectivity ‘gaps’ this evidence helps to identify would primarily build up the leisure and business rail markets, and they are likely to include linkages within the wider North where rail has potential to develop further, plus also instances of longer-

distance connectivity where rail could perform better. Relevant examples include from Leeds (and also Bradford) to:

- **Glasgow, via Carlisle:** The Combined Authority has carried out some early business case analysis for such a service, which we would be happy to share with XC. There appears to be a good case for it, particularly if allied to linespeed improvements between Skipton and Carlisle which is considered long overdue and easily deliverable; and complement (but not replace) the service currently offered by XC via the indirect Newcastle route. Leeds services could potentially run through from the East Midlands.
- **East Midlands:** Lincoln, Leicester, Milton Keynes (possibly via Bedford when the route opens) – all of these are significant centres to which Leeds has no, or limited, direct connectivity (note that the forthcoming Leeds-Lincoln Northern Connect service travelling via Barnsley and Sheffield, while welcomed, will not give a competitive end-to-end journey time).
- **Wales:** the Leeds City Region has at present no direct connectivity, and often indifferent connections, to anywhere in Wales (including the North Wales Coast and Cardiff).
- **Cambridge and East Anglia:** again, there are no direct linkages at present to these areas of significant economic and strategic importance.

It should be emphasised that the Combined Authority is “operator-neutral” regarding its aspirations for future services: the key is that the services should be attractive and well integrated within the network. As such, the examples named above may be delivered by any operator, and some of those shown would seem less suitable for a XC-type service but are included for completeness.

The Combined Authority would welcome proposals from bidders to serve Bradford with potential new routes. Bradford is the fifth largest Local Authority in the UK, with a population of 534,000, and an economy that ranks the 11th largest in the UK. Despite this economic scale the city is poorly connected by rail to the wider UK economy. The City of Bradford has seen significant regenerative change in recent years. However, despite these positive regenerative milestones, the city continues to be viewed as having a transport infrastructure which does not appropriately reflect the scale of the population or the economy that it serves.

Of the UK’s ‘core cities’ direct connections are only currently available to Leeds and Manchester, and with those connections being relatively poor in terms of journey time and quality of the passenger experience. This lack of connectivity is striking considering the proximity of Bradford to the XC network, with the city centres Bradford and Leeds being only eight miles

apart, and demonstrates potential for new routes to provide enhanced intra-city connectivity.

**27 If the network was unable to cope with all the service enhancement aspirations north of Northallerton on the East Coast mainline, would a:**

|   |   |
|---|---|
| curtailment of one of the existing Cross Country services be acceptable (with the resources redeployed to enhance other existing or new routes) | - |
| diversion of one of the existing Cross Country services be acceptable (with the resources redeployed to enhance other existing or new routes)   | - |

**Why / why not?**

The initial text that precedes this response sets out the vital importance of XC services to the LCR. It can be seen that the LCR depends on XC for much of our strategic interregional and intercity connectivity. It is essential for the Combined Authority that XC should continue to serve the routes and provide the service levels it does on those corridors that serve the LCR.

Two specific reasons supporting the preference to retain existing service patterns are set out below:

- **Direct Wakefield – York connection:** XC currently provides a direct service between Wakefield and York (and beyond to the North East and Scotland). Any curtailment of this service would diminish direct journey opportunities between important economic centres.
- **Journeys between York and Sheffield:** Currently the XC service between York and Sheffield via Doncaster offers the fastest journey times between York, the North East, and Scotland to destinations south of Leeds on the XC network. Any curtailment of this service would result in a significant proportion of these trips re-routing through the heavily congested section of route through West Yorkshire, which is already amongst the busiest sections of the XC network.

It is noted that TransPennine Express has a commitment to run two trains per hour to Newcastle, with one of these trains extending to Edinburgh.

In particular, it is not likely to be acceptable to consider terminating the XC services from the South West in Leeds rather than continuing them at least as far as Edinburgh. Connectivity to Glasgow will continue to be required unless / until direct intercity services from Leeds via Carlisle can be delivered. We would add that terminating XC services in Leeds is likely to be undesirable from an operational perspective as it would increase the congestion caused by trains arriving from the west and terminating at Leeds.

**28 Do you think the department's minimum specification should preserve exactly the existing pattern of services and station calls rather than offer an opportunity to change?**

|     |   |
|-----|---|
| Yes |   |
| No  | X |

**Comments:**

The Combined Authority sees no reasonable justification for restricting bidders to historic pattern of services and station calls, but as set out above some connectivity needs to be regarded as essential and therefore must be prescribed. Bidders should consider the importance of XC services to our region as set out at the start of this document.

**29 Should bidders be given flexibility to make limited changes to the extremities to the network so that benefits such as reduced crowding in the centre of the network can be provided?**

|   |   |
|---|---|
| Yes   |   |
| Yes, but only if alternative services are provided by other operators | X |
| No  |   |

**Comments:**

The Combined Authority agrees that flexibility should be given to bidders to make limited changes to the extremities to the network so that benefits such as reduced crowding in the centre of the network can be provided. In line with responses provided to other questions (notably Q9 and Q39), the Combined Authority strongly believes that the most appropriate approach to address overcrowding is through the provision of additional capacity to serve the core XC network by providing better rolling stock, and potentially cascading the existing Class 22X fleet to shorter-distance services of the regional express type. Careful consideration would clearly be required in terms of ensuring that suitable alternatives are made available, and ensuring that interchange arrangements, where necessary, are well planned and of a standard that meets passenger needs, backed up by attractive through fares. More detailed market analysis, including data on passenger origins and destinations, would be required to allow more informed response.

While most of the service reductions at the edges of the XC network are unlikely to have great impacts on the LCR, there are a few instances that are not welcomed – in particular the further downgrading of the Leeds – Glasgow services: until the route via Carlisle is upgraded, this remains our primary link to this important economic hub, and the road connections are equally lacklustre. As set out earlier within this response, rail journeys to places like Aberdeen (as a significant economic centre) and the South West (notable for leisure trips) are currently suppressed by the poor rail offer.

There may be scope to revisit the need for very long distance through services (e.g. Aberdeen – Penzance) as long as connectivity to extremities is retained from the majority of the network core.

**30 Do you agree that the current level of Cross Country services to the following routes are the minimum that must be specified for:**

|                                  |   |
|----------------------------------|---|
| West of Plymouth to Penzance?    | N |
| Exeter to Paignton?              | N |
| Newton Abbot to Paignton?        | N |
| North of Edinburgh to Aberdeen?  | N |
| Southampton to Bournemouth?      | N |
| Guildford?                       | N |
| Bath?                            | N |
| Cardiff to Bristol Temple Meads? | N |

See response to Q29.

**31 Do you agree that the changes to the following routes would be acceptable if a similar or improved service was provided by another operator:**

|                                  |   |
|----------------------------------|---|
| West of Plymouth to Penzance?    | Y |
| Exeter to Paignton?              | Y |
| Newton Abbot to Paignton?        | Y |
| North of Edinburgh to Aberdeen?  | Y |
| Southampton to Bournemouth?      | Y |
| Guildford?                       | Y |
| Bath?                            | Y |
| Cardiff to Bristol Temple Meads? | Y |

See response to Q29.

**32 Should bidders have some flexibility to make fewer calls at some stations, for example if that enabled them to accelerate services?**

|     |   |
|-----|---|
| Yes | - |
| No  | - |

See response to Q23. Removing station calls is an option that the Combined Authority would strongly oppose for stations within the LCR.

It is considered that, particularly on the route via Leeds, that there is limited scope for accelerating services due to pathing issues. It is also noted that existing scheduled timings are already quite slack.

**33 On what routes could this be introduced?**

N/A.

**34 Should the minimum specification have the number of trains from each station to Birmingham but give bidders the flexibility to decide where the trains go after Birmingham?**

|     |   |
|-----|---|
| Yes | - |
| No  | - |

Through links from the West Yorkshire beyond Birmingham towards Bristol and the South-West, whilst possibly experiencing demand suppression from the use of rolling-stock unsuitable for longer-distance journeys, are important for the region's economy and to provide a sustainable alternative to car and air travel. They should therefore be maintained: any possibility of substituting indirect connections, such as via interchange at Birmingham New Street, would represent an unacceptable deterioration in the service offer and would lead to drops in rail use in the business and leisure sectors. Furthermore, interchange at Birmingham New Street remains a very poor experience for rail passengers.

**35 Are there stations within the geography of the Cross Country network that should receive calls that they currently do not receive (include examples and supporting evidence)?**

The Combined Authority and Leeds City Council are working in partnership to progress the business case for a rail station at Thorpe Park to the east of Leeds on the York / Selby line. The implementation of the scheme will be subject to the relevant rail industry approvals, availability of funding, and technical and business case feasibility. The strategic purposes of Thorpe Park station would be as follows:

- Parkway station: catering for longer distance, typically business trips to urban centres such as York and Manchester;
- Connecting existing and new office, leisure and retail developments at Thorpe Park to employees and customers throughout the region;
- Connecting new residential areas in the East Leeds Extension and at Thorpe Park to local urban centres such as Leeds, Bradford and York for typically commuting and leisure purposes; and
- Strategic P&R: seeking to capture shorter distance, typically commuter and leisure trips to urban centres within West Yorkshire.

**36 Are there stations beyond the geography of the Cross Country network that should receive calls that they currently do not receive (include examples and supporting evidence)?**

See response to Q26. The Combined Authority would welcome proposals from bidders to serve Bradford with potential new routes and address the other connectivity gaps that have been set out.

**37 What changes would you like to see to the current Cross Country fares structure?**

Clearly we have concerns about the current APOD arrangements. That is not to say that AP ticketing is not a valuable way to generate additional rail travel and modal shift, particularly amongst price-sensitive leisure travellers who may well otherwise drive or fly. On the contrary: we consider that there is a real need for XC to reconsider its ticketing offer more widely, in particular to offer genuinely attractively priced tickets for medium-to-long-distance journeys, an area in which at present XC performs poorly in comparison to others such as East Coast. To take an example, for a one-day business trip from Leeds to Birmingham booked one or two days in advance, there is rarely if ever an attractively-priced AP offer (ticket prices of well over £100 are typical), and the only alternative offered is a full-priced Anytime Return at £133 for a journey of less than 120 miles each way. In practice, those who are 'in the know' will book (taking an example of the 08:11 train from Leeds) an Anytime Day Return from Leeds to Chesterfield; an Off-peak Day Return from Chesterfield to Derby; and an Anytime Day Return from Derby to Birmingham – at a total cost of £51.90 and offering full flexibility for a day trip. However, those who are not 'in the know' are likely to consider the offer unacceptable – and many will simply drive, at a petrol cost (the only marginal cost perceived by motorists) of around £40.

The longer the journey, the less effective the existing fares structure appears to be at attracting custom: taking the example of a weekend leisure trip (Friday to Sunday) from Leeds to Plymouth booked a month in advance, again there are no competitively-priced AP products: using these, the return journey would be likely to cost between £140 and £156; restricted off-peak tickets are available from £175.30, but the cheapest return ticket which allows a departure from Leeds before 10:00 is £208.50, and to travel before 09:00 the fare is a staggering £387.40. Based on single occupancy, the petrol cost of a return car would be around £108 – but many such journeys will not be made by solo travellers.

Information presented by Transport Focus at the XC Industry Workshop (11 June 2018) clearly showed that the top priority for improvement, identified by passengers (by an overwhelming margin), is the lack of value for money offered by the current XC fares structure.

It is hard to escape the impression that the current franchisee at present fails to promote travel other than short 'hops' between centres such as Leeds to Sheffield or Derby to Birmingham, and we consider that this needs to change if we are serious about intercity connectivity promoting economic linkages and achieving modal shift from car and air.

As such, it is our view that, XC should be required to overhaul substantially its ticketing and fares policy, particularly to:

- Withdraw last-minute AP ticketing with seat reservations (see response to Q12);
- Expand the range of competitively-priced tickets for middle- and long-distance travel; and
- Actively promote leisure travel, including via an enhanced AP ticketing offer.

**38 What more could be done to improve access and provide facilities for those with disabilities or additional needs?**

The railway faces a national challenge in upgrading the physical accessibility of stations on the historic network to standards that meet modern expectations in terms of inclusive design, with many stations (and some trains at present) still being unusable to some sections of society, such as those with temporarily or permanently reduced mobility. Within West Yorkshire, we have worked closely together with TOCs, Network Rail, DfT and local authorities to help deliver accessibility improvements, and would expect the relevant authorities to prioritise similar efforts on the core XC network. The Combined Authority considers it essential that the highly successful Access For All funding stream continue to be made available to Network Rail during Control Period 6 and beyond, at least on its present levels.

Station access is also about “fixing the link” between rail stations and the actual origins / destinations of rail passengers’ journeys – that is, ensuring that routes to and from the station are obvious, pleasant, accessible and convenient. Without getting this right, then however attractive the rail service itself, modal shift and mobility improvements will be compromised. Achieving this, where much will lie physically beyond the boundaries of railway land, depends on cooperative effort between the station facility owner (with Network Rail) and the local authority, and new franchisees / concession-holders across the network should be required to work on this vital area, including actively approaching local authorities to develop and implement schemes. It also, however, depends on the local authorities being adequately funded to address their responsibilities.

The introduction of a new XC inter-city fleet would also enable the accessible class 22X fleet to be cascaded for use on a regional express routes where older and less accessible trains are in use.

**39 Which initiatives would you suggest to try to reduce the disturbance caused by the ‘churn’ of passengers alighting and boarding at frequent station calls?**

The Combined Authority believes that the disturbance caused by the ‘churn’ of passengers alighting and boarding on XC services is primarily caused by a current lack of on-train capacity in the core of the network. The most effective way to reduce this disturbance is therefore through provision of additional capacity.

As outlined in the initial text within this response, we have identified a clear need for an additional fast Leeds – Wakefield Westgate – Sheffield train per hour (beyond the second one committed under the Northern franchise) and that this would be likely to be a XC-type service (see initial text on this matter for further details). This service would go some way in helping to address the heavy peak commuting flows currently being handled, enabling XC to be repositioned as a true intercity operation, and subsequently helping to separate flows of passengers over shorter and longer distances (reducing the level of ‘churn’).

The response provided to Q9 identifies that levels of passenger demand for services operating on the core XC network, both now and in the future, justify substantially longer trains than currently run, enabling both forecast and suppressed demand to be addressed and quality uplifts to be delivered. The provision of longer trains would clearly go a long way to address the severe levels of overcrowding experienced at present throughout the core of the XC network.

In addition to providing additional capacity in the core of the XC network, the response to Q18 relating to carriage layouts sets out the importance of providing adequate luggage space to cater for different passenger needs, particularly longer distance leisure travellers. This improvement, along with other improvements to the general layout of carriages, could also make a significant contribution to reducing the disturbance of passenger ‘churn’.

Specific attention should also be paid to the on train access and storage for cycles, pushchairs, etc.

The Combined Authority welcomes the invitation to bidders to develop ideas to ‘segregate’ passengers better according to the distance they are travelling, perhaps by having a more intelligent allocation of reservations to seats or compulsory reservations in certain carriages. It is difficult to see how the provision of different carriage layouts (in terms of seating configurations, luggage space, etc.) to match different passenger types / needs could be successfully implemented in practice without numerous unintended consequences. The separation of passengers into specific ‘types’ is not easy to achieve in reality.

|           |   |
|-----------|---|
| <b>40</b> | <b>Are there any improvements to the level stakeholder engagement by Cross Country that you would like to see and how could stakeholder engagement be improved?</b> |
|-----------|---|

Prior to the 2016 Direct Award, stakeholder engagement with the Combined Authority was very limited. Engagement has subsequently improved with the introduction of Stakeholder Managers.

XC is of vital importance to the rail connectivity of the LCR. It can be seen that the LCR depends on XC for much of our strategic interregional and intercity connectivity. That being the case, we would like to reemphasise our willingness to engage, and that we wish to continue to have much greater direct involvement with XC, both in our own right and as appropriate (such as at a more strategic level) via Transport for the North.

**41 Does Cross Country provide a sufficient level of support to relevant Community Rail partnerships in your experience?**

|     |   |
|-----|---|
| Yes | - |
| No  | - |

No comments on this section. The current Cross Country franchise does not relate directly to any existing or proposed Community Rail Partnerships within the LCR.

**42 Has their support improved in the last year to 18 months?**

|     |   |
|-----|---|
| Yes | - |
| No  | - |

No comments on this section. Not directly relevant to the LCR.

**43 Provide ideas on what more you feel the franchise could do to help the relevant Community Rail partnerships?**

No comments on this section. Not directly relevant to the LCR.

**44 Any other comments?**

Summary of the most important matters for the West Yorkshire Combined Authority:

- **Overcrowding / capacity:** The current Voyager train fleet is not suitable for providing the required capacity on services operating on the core XC network. Passenger demand, both now and in the future, justifies substantially longer trains than currently run. A new fleet is likely to be the most appropriate response, and also makes best use of network capacity.

Considering that the XC franchise is of fundamental importance to the rail connectivity of the LCR, measures to address overcrowding should focus on increasing supply rather than reducing passenger

demand through measures such as removing station calls, pick up / set down only arrangements, or removing the validity of multi-modal tickets.

- **Leeds – Wakefield – Sheffield:** XC currently provides the only genuinely fast services (only one per hour) between Leeds / Wakefield and Sheffield. While it is to receive an additional hourly Northern Connect service from December 2019, it will still fall well below the required standard. There is a clear case for this to be remedied; this would likely be a XC type service, continuing beyond Sheffield towards the Midlands.

This would also provide much needed additional capacity to address severe overcrowding on the Leeds – Wakefield – Sheffield route. If passengers making shorter distance / commuting trips are provided with genuine alternatives in the form of additional fast services, helping to address the heavy peak commuting flows being handled, this would assist positioning of XC as a true intercity operation.

West Yorkshire Combined Authority, 29 August 2018

## Office of Road and Rail - Periodic Review 2018

### Draft Determination Consultation Response

The West Yorkshire Combined Authority works to ensure that our region is recognised globally as a strong, successful economy where everyone can build great businesses, careers and lives. We bring together local councils and businesses to achieve this vision, so that everyone in our region can benefit from economic prosperity and a modern, accessible transport network.

The Combined Authority welcomes the changes proposed by the ORR especially in relation to increased spending on renewals, recognising the importance attached to the running of a railway that residents can rely on.

Network Rail in its Strategic Business Plan for CP6 stated that 'performance improvements desired by our East Coast Main Line (ECML) customers and stakeholders would require a significant programme of renewals beyond baseline funding'. The Combined Authority is particularly concerned about the reliability of the East Coast Main Line, which is of national strategic importance, connecting economies that contribute over £300bn to the UK economy. It provides for the Leeds City Region's main rail links to London and the South East, North East and Scotland.

In its draft Strategic Business Plan, Network Rail has set out a compelling case for additional renewals expenditure on the East Coast Main Line in the East Coast Supplementary Plan to drive up the reliability of the increasingly tired infrastructure on this route. The Supplementary Plan indicates that there is strong value for money case to support additional renewals investment.

The Combined Authority notes that the West Coast Main Line was substantially renewed in the 2000s, and the Great Western Main Line is currently subject to a programme of substantial renewals and enhancement. By contrast, the East Coast Main Line has not seen substantial investment in renewals for over 30 years, which is increasingly reflected in the reliability of the infrastructure.

The Combined Authority therefore strongly supports the case set out in the East Coast Supplementary Plan, and sees this as a priority for the allocation of the £1billion Sustainability Fund being proposed by ORR in its draft determination.

The Combined Authority also supports increased funding in timetabling systems and improved monitoring of Network Rail with regards to performance and efficiency.

West Yorkshire Combined Authority, 30 August 2018

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**Report to:** Transport Committee

**Date:** 21 September 2018

**Subject:** **Consultation reply to DfT Bus Services Act 2017 Information consultations**

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**Director:** Liz Hunter, Interim Director of Policy and Strategy

**Author(s):** Vikki Stevenson and Andrew Fitzpatrick

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

## 1. Purpose of this report

- 1.1. To inform Transport Committee of the Department for Transport's (DfT) Consultations on the 'Bus Services Act 2017: accessible information and open data', and to seek Transport Committee's endorsement of the proposed responses. The consultations for both accessible information and open data commenced on 5 July 2018 and close on 16 September 2018.

## 2. Information

### Accessible Information

#### Current Position

- 2.1. Despite the Public Service Vehicles Accessibility Regulations challenging many of the barriers previously preventing people from using bus services safely and comfortably, many people still find travel difficult because they are not aware of where the bus is on its route. Whilst the availability of audible and visible information has increased in the past twenty years, the majority of buses in Great Britain remain without it. However the benefits to passengers are significant, with advantages for customers unfamiliar with a buses route. There is also the potential for attracting new passengers who may have been

dissuaded from using the bus previously because of lack of confidence of where the bus is going and when they need to alight.

- 2.2. West Yorkshire Combined Authority, through its Metro transport network, is enabling easily accessible travel information through a range of formats. British Sign Language films are available which explain how passengers can use easy access buses and Access Bus facilities, and also include a SmartCard user guide. The Combined Authority also provide 'Easy Read' feedback forms to enable customers to tell us their thoughts about our services. In terms of bus operators, First West Yorkshire have recently trialled audio visual information on their new buses with positive feedback received.
- 2.3. Our West Yorkshire Bus Strategy outlines our aspirations for accessibility over the next 20 years, including providing information which meets best practice guidelines and statutory requirements and ensuring that complaints procedures are accessible and well promoted, of which there are evident synergies within the consultation proposals.

#### Consultation Description

- 2.4. DfT are seeking views on ways to improve information for bus passengers through the Bus Services Act 2017 and Accessible Information Regulations. They want to introduce regulations requiring bus operators to provide audible and visible information on local bus services to help passengers identify:
  - the route and direction of services
  - each upcoming stop
  - points at which diversions start or end
- 2.5. They intend to specify when this information must be made available and to what standard, allowing operators to select equipment or process that works for them. Their proposed approach recognises risks to smaller operators, marginal services and community transport.

#### Summary of Consultation Response

##### **Information to be provided**

- 2.6. The Combined Authority agrees with the DfT's core proposal that to be compliant, information will need to be provided both audibly and visibly and provided at specific points during a journey whilst allowing passengers time to alight.
- 2.7. The Combined Authority also agrees with the proposal requiring the provision of information to identify the respective route and direction, each stopping place, and points at which a diversion begins and ends. However the Combined Authority feel more consideration is needed regarding, specifically, unplanned diversions and the effect these announcements may have on passengers with learning disabilities or autism, who may have undertaken structured training around how to travel.

## **Timing of Information Provision**

- 2.8. DfT propose to specify that information identifying the route and direction is provided whilst the passenger doors are open at every scheduled stop. This information will be provided no earlier than the previous scheduled stop and in enough time for the passenger to alight, if they wish to do so.
- 2.9. The Combined Authority agrees that the proposed timing requirements are appropriate but would like to highlight the need for passengers to have sufficient time to alight the vehicle, especially those with visual impairments who may need extra time to gather any shopping or physical aids e.g. cane, Guide Dog.

## **Quality of Information**

- 2.10. The Combined Authority agree with the proposals that audible and visible information must be discernible to a specimen person positioned at the furthest extents possible from the source of the information and includes being seated in the designated wheelchair space. The Combined Authority have received feedback from our wheelchair user groups that wheelchair users facing backwards are at a disadvantage and require to see and hear information.
- 2.11. The Combined Authority also agrees with the proposal that audible information must be discernible to a person using a hearing aid in conjunction with an audible induction loop system. The Combined Authority believe it's important to provide these standards in the legislation in order to give passengers confidence that their information needs will be met reliably and consistently across different operators.

## **Use of Technology**

- 2.12. DfT propose that it would be inappropriate to require passengers to possess smart devices in order to access required information. The Combined Authority feel this is sensible as, despite its prevalence, there are still a number of passengers who don't own such products, so this requirement would be extremely restrictive. Reliance on this technology whilst moving around the bus could be problematic for some people. However information could still be made available for those with such devices, without having to be the sole medium of accessing it.

## **Use of Exemptions**

- 2.13. DfT suggest that vehicles operated under Section 19 and 22 permits ('not for profit' transport), vehicles carrying fewer than seventeen passengers and heritage vehicles should be exempt from the Regulations. The Combined Authority agrees with this and appreciate that providing audio and visual information would be a financial burden for these types of operators. The Combined Authority also recognise tour services don't run a regular timetable, therefore the need to provide audio and visual information is unnecessary.

## **Implementation Timescales**

- 2.14. DfT propose that the requirement to implement the Regulations for operators would be delayed for between two and six years, from commencement date, to provide smaller operators with longer to comply and plan for implementation. The Combined Authority agrees this is the most appropriate option, but is conscious that most operators will be required to retrofit equipment onto their buses, creating a financial burden for them. Conversely, without retrofit it will take a long time to roll these requirements out and there will be a variability/unreliability in the system.
- 2.15. Local Transport Authorities (LTA's) will also be required to fit audio visual announcements systems to local authority funded secured bus services. Whilst the Combined Authority don't oppose this, there are important implications for LTA's with the resulting additional costs of supported bus services. The Combined Authority agrees with UTG's assertion within their response that this could put some supported bus services at risk and to mitigate this, external and ring fenced funding, through a Government Grant, should be provided to assist LTA's with implementing this.
- 2.16. DfT are aware of at least one operator subsidising their ongoing information costs by using visible information displays to show advertisements. Whilst the Combined Authority broadly agrees that this could be an effective approach to lessening costs for operators, the Combined Authority would recommend that the balance between advertising and audio/visual announcements is considered. For example, interrupting visual information with advertisements would be okay if any audible information is ad-free. It is important that the primary function of providing travel information is respected and any advertising doesn't overwhelm or override this.

## **Guidance for Operators**

- 2.17. DfT propose to develop draft guidance to help operators understand the new legal requirement, including its role in supporting passengers, the duties of operators, and sources of additional help. The Combined Authority agrees with the elements of the proposed guidance.

## **Compliance and Enforcement**

- 2.18. The Combined Authority agrees with the proposal to specify in guidance and passenger communications, a process for complaining about alleged non-compliance. The Combined Authority is conscious that many disabled people are unaware of the levels of service they should expect, as well as complaints and enforcement procedures, and therefore acknowledge the importance for passengers to be aware of their rights. However, the Combined Authority is conscious of the importance of operators considering how they publicise these messages to passengers so that these processes are easily understood.

## **Extent of Regulations**

- 2.19. DfT do not intend to make provision in the Accessible Information Regulations for different implementation approaches for England, Scotland and Wales. The Combined Authority agrees that they should apply consistently across the three nations and as an English Authority particularly, the Combined Authority believes the regulations should certainly apply cross boundary.

## **Open Data**

- 2.20. Collectively, bus operators, Local Transport Authorities and data aggregators already deliver a significant amount of route, timetable and real-time information. A free national open dataset on routes and timetables is available through the Traveline National Data Set (TNDS) and Real Time Information (RTI) is available via Traveline and the NextBuses API for some local authorities and bus operators, but not all.
- 2.21. Responsibility for providing data, even the established routes and timetables, is often far from clear and relies on organisational good will. For fares and ticketing data, the lack of an agreed data standard is a barrier to publishing, which results in many customers not knowing the cost of a ticket before starting the journey. Research shows that RTI is highly valued by customers, and many operators in West Yorkshire have Automatic Vehicle Location (AVL) equipment on board buses. However, without high-quality, universal coverage of RTI, customer experiences and expectations will continue to vary across the region.

### Consultation Description

- 2.22. The DfT are seeking views on ways to improve information for bus passengers through the Bus Services Act 2017 and open data legislation. The DfT are proposing to make Regulations requiring the provision of digital Open Data by all operators of local bus services across England (outside London). The aim is to make it easier for bus passengers to plan their journeys through access to routes and timetables data, fares and tickets data, and RTI.

### Summary of Consultation Response

## **Distributed publishing model**

- 2.23. DfT are proposing to use a distributed data publishing model where bus operators and Local Transport Authorities are responsible for publishing their own data (routes, stops, fares and RTI). The DfT aim to build a Bus Open Data portal to make each operator's information discoverable. The Combined Authority believes a distributed data model is an acceptable method as it permits the publication of data as close to source as possible, making individual publishers accountable, which is in the best interest of customers. Although a distributed model puts pressure on data publishers, who don't all have the same capability or resource to publish data, DfT will need to provide adequate support so that any costs aren't passed to the customer. The

Combined Authority would like to see mechanisms in place ensuring a distributed model creates high quality, accurate data which can be developed into applications which will result in more accessible information available to customers. The Combined Authority believes customers need to have confidence in the data (routes, timetables, fares and real time information), so they can make informed travel decisions, and this confidence will only develop if they are provided with accurate and reliable information.

### **Routes and timetable**

- 2.24. The DfT are proposing that bus operators would be responsible for publishing route and timetable information by the end of 2019 in an industry standard TransXChange (xml) file format.
- 2.25. Bus service registration process is currently the trigger to capture route and timetable information. The Combined Authority uses the bus service registration information to populate routes and timetables in its central database that facilitates the production of easily accessible information to customers across a range outputs including printed timetables, bus stop displays, online timetables and journey planners on behalf of operators. Quality assurance forms a part of the process. The Combined Authority release this (Open) data which forms the part of the Traveline National Data Set (TNDS) which is already used by customer-focused journey planning apps including Google.
- 2.26. DfT proposals mean the responsibility for publication of route and timetable data (and quality assurance) will fall to bus operators, which is likely to have a financial impact on them. However, there will still be a requirement for the Combined Authority to consume the data in order to generate its passenger information outputs such as timetables. Publishing this data is in the best interest of the passenger so the Combined Authority strongly supports this proposal, however the Combined Authority would not expect to see the cost of the provision of such data to be passed to taxpayers.

### **Fares and ticketing**

- 2.27. The DfT are proposing that operators publish basic fare and ticket information by the end of 2020, with all fare variations by the end of 2022. Fare and ticketing information is not currently published universally by operators and there is no agreed standard, making this a major challenge, which DfT will need to address.
- 2.28. The Combined Authority strongly supports the publication of fares information as this will assist customers in making informed journey decisions. The Combined Authority note the UTG's concerns about the investment needed by operators to achieve this and therefore the cost to the bus industry, however the Combined Authority do not expect to see the cost of information provision be passed onto the taxpayer.
- 2.29. The benefits of making information on fares more transparent and accessible to customers may result in increased patronage and in the long term may

encourage a simplification fare structures. However, the Combined Authority notes that a phased approach to publishing fare information is not in the best interest of passenger, and therefore disagree with this approach. Releasing the full range of fares means passengers have the ability to choose the best value ticket for them. A phased approach, where simple tickets are released first, means that passengers could end up with the wrong product or be presented with inflated fares (particularly for multi-operator journeys), which could generate a negative perception and deter future bus use based on the information provided.

- 2.30. Consideration also needs to be given to the frequency at which fare data is to be published by operators. A lag time between a change in ticket prices and the fares data being consumed by third party apps, and ultimately delivered to the customers, may result in incorrect prices being advertised. This raises the question of who may be responsible for not selling tickets at the advertised price.
- 2.31. The DfT also propose that Local Transport Authorities could provide fares data on behalf of operators as a bureau service. The Combined Authority notes that Local Transport Authorities will need to be adequately financially supported if they were to provide service on behalf of operators. Any costs associated with implementing this need to be considered, so that the end result is not a cost to the taxpayer.

### **Real time information**

- 2.32. RTI informs members of the public about the current status of buses with predicted arrival times at bus stops. The DfT are proposing that bus operators should be responsible for generating and providing AVL data. The requirement to transform this into meaningful RTI for passengers and provide this to the Bus Open Data Portal will sit with Local Transport Authorities. This is consistent with the current approach in West Yorkshire.
- 2.33. The Combined Authority believes delivering RTI to customers is vital and bus operators and the Combined Authority have invested in an extensive RTI system, responding to customer expectations. It is recognised that the Combined Authority must maintain customer confidence in the information it provides and there is ongoing investment in the technology which operates the system. The Combined Authority currently already collates and quality assures RTI from operators, including validating against registration information. This information is accessible to customers via a variety of means (digital displays at stops/stations, via the website, text messages and third party apps).
- 2.34. The Combined Authority reiterates the UTG's concerns about the costs of this process at a time when funding is under severe pressure. Future funding constraints may mean that these services could become unaffordable without government support.
- 2.35. Not all operators have AVL systems and there is incomplete RTI coverage in West Yorkshire, which results in varying customer experiences and

expectations. The financial implications on smaller operators to provide RTI may force some out of business, potentially leaving local authorities to provide tendered services to plug the gap, which in turn has financial implications on them. However, a move towards complete coverage of RTI would result in a more universal standard for customers improving their experience of these services. In addition, the Combined Authority believes there is merit in standardising the frequency (timing) operators provide RTI.

- 2.36. Statistics from annual surveys and RTI usage figures from the website, text messages highlight how valued RTI is to customers and the Combined Authority recognises its importance and therefore strongly support the universal publication of RTI.

### **Information about the operation of the service**

- 2.37. The Combined Authority would support the DfT's view to impose legislation for the provision of RTI as this will provide the most benefit to existing customers and prospective users of bus services. By publishing high quality, accurate route, timetable and RTI data, customers will be presented with the full picture, allowing them to make informed travel decisions.
- 2.38. The Combined Authority would also support sharing of aggregated bus punctuality information in line with the Bus 18 initiative. Sharing of punctuality data between operators and local authorities will allow us to address areas of concern and use the data to develop shared solutions for the benefit of customers and the operation of services.

### **Information about bus stops**

- 2.39. There are currently two national data sets which contain information on bus stops. The National Public Transport Access Node (NaPTAN) covers information on access points to the transport network and National Public Transport Gazetteer (NPTG) provides topographic contextual information. The DfT are proposing to make maintenance of both datasets a statutory requirement for local authorities.
- 2.40. The Combined Authority recognises the value of NaPTAN and NPTG datasets and routinely update these so the proposals have no additional impact on the work already undertaken. The Combined Authority also sees the benefits of bus operators regularly consuming these datasets so there is a 'single version of the truth', reducing validation errors when producing timetable information for stops.

### **Tools and training**

- 2.41. The DfT recognise all data publishers will need to develop a level of digital maturity and capability to enable them to digitally publish data required by the draft regulations. The DfT are looking at developing guidance, software and training to help operators achieve this.

- 2.42. The Combined Authority believes the DfT should create step-by-step, technical guidance for all publishers on the topics covered in the Open Data Bus Services Act, which clearly outlines roles and responsibilities of publishers. The Combined Authority expect that any guides, tools and training resources provided by DfT should focus on ensuring that the processes for opening up bus data are cost-effective, straight-forward, efficient and consistent.

### **Use and disclosure of information**

- 2.43. The DfT propose that the data made available as part of the bus services act will be made freely available without restrictions on its use, a fundamental principle of Open Data.
- 2.44. Open Data on bus routes, timetables, fares and RTI will encourage use of the data in as many ways, including helping customers make informed travel decisions and allowing Local Transport Authorities and operators to make stronger evidence-based spending decisions.

### **Compliance and enforcement**

- 2.45. Currently, the majority of operators provide route and timetable information in paper format and Local Transport Authorities conduct quality assurance activities. The DfT's proposals mean that the bus operators will be responsible for publishing data via a distributed model and therefore they will be accountable for supplying high quality, accurate data. However, the Combined Authority recognises that the level of digital maturity and technical knowledge in this area varies between operators. To mitigate the impact of this the Combined Authority suggests that DfT need to enable operators to achieve a standardised level of technical competency so they have the capability to meet the DfT's proposals. The DfT suggest that Local Transport Authorities may be in a position to offer regional data publishing bureaus, providing support with data assurance activities. The Combined Authority currently provides this service locally and notes that that appropriate financial support needs to be provided to allow all Local Transport Authorities to resource this.
- 2.46. If data is published directly by operators, careful consideration needs to be given to how data is quality checked before being made available on the DfT data portal. High quality, accurate data is critical to the success of these proposals, given that ultimately this data will be collated by third party applications and consumed (and judged) by customers. The Combined Authority believes that the end-users of the data, the customers, need to be at the forefront of these proposals, ensuring they have access to timely, high quality, accurate information, which should be the main driver for enforcing compliance. Although DfT have indicated their desire to decouple bus Open Data from bus service registration, the Combined Authority suggests that there is an opportunity to perform some data quality assurance at the point of registration.
- 2.47. The Combined Authority believes that the DfT could consider financial support (e.g. grant loans) to help data publishers meet the proposed requirements.

Customers need to have confidence in the information published as part of these proposals so they can make informed travel decisions. Without complete compliance to the proposals, this key objective will fail to be met.

### 3. **Financial Implications**

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

### 4. **Legal Implications**

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

### 5. **Staffing Implications**

5.1 Response to the consultation is currently dealt with by existing resources within Transport Policy and Transport Services.

### 6. **External Consultees**

6.1 No external consultations have been undertaken.

### 7. **Recommendations**

7.1 That members endorse the submission of the consultation response.

### 8. **Background Documents**

8.1. DfT consultation documents:

<https://www.gov.uk/government/consultations/bus-services-act-2017-accessible-information>

8.2. [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/722573/bus-services-act-2017-open-data-consultation.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/722573/bus-services-act-2017-open-data-consultation.pdf)

### 9. **Appendices**

9.1. Appendix 1 – Accessible Information Consultation Response

9.2. Appendix 2 – Open Data Consultation Response

## **Bus Services Act: Accessible Information Consultation Response**

West Yorkshire Combined Authority recognises that bus use is a fundamental and significant component in the delivery of a modern, integrated inclusive transport network for West Yorkshire. In addition to the economic benefits of connecting people to places, the bus is an effective tool of social policy for delivering inclusive growth; providing the jobless with access to work; young people to education and training; and providing a way out of social isolation for older and disabled people. The Combined Authority recognises the importance of ensuring that all passengers have access to the information they need to make informed travel decisions. The Combined Authority therefore welcomes the proposals set out to improve on-board accessible information, which should lead to a better and more consistent passenger experience.

West Yorkshire Combined Authority, through its Metro transport network, is enabling easily accessible travel information through a range of formats. British Sign Language films are available which explain how passengers can use easy access buses and Access Bus facilities, and also include a SmartCard user guide. The Combined Authority also provides 'Easy Read' feedback forms to enable customers to tell us their thoughts about our services. In terms of bus operators, First West Yorkshire have recently trialled audio visual information on their new buses with positive feedback received.

Our West Yorkshire Bus Strategy outlines our aspirations for accessibility over the next 20 years, including providing information which meets best practice guidelines and statutory requirements and ensuring that complaints procedures are accessible and well promoted, of which there are evident synergies within the consultation proposals.

### 3. Information to be provided

#### **1. Do you agree that the Core Proposal is an appropriate response to the need for change identified in this document? Please explain your answer.**

The Combined Authority agrees with the Core Proposal.

#### **2. Do you agree that the proposed list of required information is an appropriate use of the powers available? Please explain your answer.**

The Combined Authority agrees that the proposed list of required information is an appropriate use of the powers available. Further commentary in relation to information identifying diversions specifically has been included in Question 3.

### 5. Timing of Information Provision

#### **3. Do you agree that the proposed information timing requirements are appropriate? Please explain your response.**

The Combined Authority agrees that the proposed timing requirements are appropriate. The Combined Authority would specifically like to highlight the proposal that information is provided before the scheduled stopping place to give

the passenger enough time to signal to the driver that they wish to alight. The Combined Authority believes the need for sufficient time for passengers is key, especially for those with visual impairments who may need extra time to gather any shopping and/or physical aids, e.g. cane, Guide Dog. For example, the 'Moovit' app has comprehensive VoiceOver/TalkBack support for the visually impaired, providing clear voice directions including get off alerts. These alerts provide an adequate amount of time for the passenger to move themselves and any appropriate items and is a valued feature by users of the app.

Regarding diversions, there may be difficulty implementing this with regards to unplanned diversions specifically, unless it is possible that a driver could have control over pre-programmed generic announcements which could be used at the touch of a button. Passengers with learning disabilities or autism specifically may have difficulties with this, for example if they have undertaken independent travel training they may have learned a structured way of travelling. Unplanned diversion announcements may disrupt their pre-conceptions about travelling and create a level of unnecessary stress.

#### 6. Quality of Information

- 4. Do you agree that the pro-posed use of a Specimen Person is the most appropriate way to ensure information provision is of an adequate quality to be useful to passengers? Please explain your response.**

The Combined Authority agrees with the proposals that audible and visible information must be discernible to a specimen person positioned at the furthest extent possible from the source of the information on both decks of the vehicle and are pleased that this also includes being seated in the designated wheelchair space. The Combined Authority similarly received feedback from our wheelchair user groups that wheelchair users facing backwards are at a disadvantage and need to be able to see and hear information. The Combined Authority believes it's important to provide these standards in the legislation in order to give passengers confidence that their information needs will be met reliably and consistently across different operators.

- 5. Do you agree that the regulations should require that a person using a hearing aid in conjunction with an audible induction loop system should be able to discern audible information? Please explain your response.**

The Combined Authority also agrees with the proposal that audible information must be discernible to a person using a hearing aid in conjunction with an audible induction loop system. The Combined Authority believes it's important to provide these standards in the legislation in order to give passengers confidence that their information needs will be met reliably and consistently across different operators.

#### 7. Use of Technology

- 6. Do you agree that it would currently be inappropriate to require passengers to purchase or possess smart devices in order to access required information? Please explain your response.**

The Combined Authority agrees that it would be inappropriate to require passengers to purchase or possess smart devices in order to access required information. Despite the prevalence of smart devices amongst the general population, some people aren't technologically minded and don't own these products therefore such a requirement would be extremely restrictive and could dissuade people from wanting to travel. The Combined Authority also feels that any need for reliance on such technology for information is a potential distraction from moving around the bus, especially for those, for example, with visual impairments. The Combined Authority do feel however that information could still be made available for those with smart devices but without it having to be the sole medium of accessing it.

8. Use of Exemptions

**7. Do you agree that vehicles operated under Section 19 and 22 permits should be exempt from the requirements in full? Please explain your answer.**

The Combined Authority agrees that vehicles operated under Section 19 and 22 permits should be exempt from the requirements. The Combined Authority appreciates that providing audio and visual information would be unaffordable for these types of operators.

**8. Do you agree that vehicles carrying fewer than seventeen passengers should be exempt from the requirements in full? Please explain your answer.**

The Combined Authority agrees that vehicles carrying fewer than seventeen passengers should be exempt from the requirements. The Combined Authority believes providing audio and visual information would be a financial burden for these types of operators.

**9. Do you agree that tour services, as defined in the Public Service Vehicles Accessibility Regulations 2000 (PSVAR) should be exempt from the requirements in full? Please explain your answer.**

The Combined Authority agrees that tour services should be exempt from the requirements. The Combined Authority appreciates these services don't run a regular timetable, therefore the need to provide audio and visual information is unnecessary.

**10. Do you agree that heritage vehicles should be exempt from the requirement to provide visible information; and heritage vehicles should be defined as those first used before 1st January 1973.**

The Combined Authority agrees that heritage vehicles should be exempt from the requirement to provide visible information, and that the definition of heritage vehicles is as proposed.

## 9. Implementation Timescales

- 11. Do you agree that the proposed implementation option indicated above is the most appropriate of the three options identified? Please explain your response.**

The Combined Authority agrees that the proposed implementation option is the most appropriate, however the Combined Authority is conscious that most operators will be required to retrofit the equipment onto their buses which will create a substantial financial burden for them, plus there are the practicalities of a multi-operator and multi-route environment. Whilst the Combined Authority does not oppose this option, there are also important implications for local transport authorities with the additional costs of supported bus services as a result.

- 12. Do you agree with our proposal to define “small operators” as those operating 20 or fewer vehicles? Please explain your response.**

The Combined Authority broadly agrees with the proposal to define “small operators” as those operating 20 or fewer vehicles, but this needs to be specified for buses running on registered local bus routes, not buses and coaches deployed on contracts, tours etc.

- 13. Do you agree with our analysis of the costs and benefits of the preferred option, as indicated in the consultation-stage Impact Assessment? Please explain your response.**

The Combined Authority agrees, as mentioned in Question 11. However, the Combined Authority is conscious that there is a lack of consideration of the potential impact on supported bus services. For instance, on a number of contracts there is minimum opportunity to increase passenger numbers through this technology, such as through school and rural services, therefore there is no potential of increased revenue from customers for the operator. If operators have to invest in new technology then this cost will be passed on in contract prices, therefore the burden will fall to the local authority.

- 14. a) We are aware of at least one operator which has subsidised the ongoing costs of providing audible and visible information by using visible information displays to show advertisements. Please explain how effective you think such an approach could be in mitigating the costs of providing audible and visible information for other operators?**

The Combined Authority broadly agrees, but would recommend that the guidance includes consideration with regards to the balance between advertising and audio/visual announcements. For example the Combined Authority feels that interrupting visual information with advertisements would be okay if any audible information is ad-free. Ultimately it is important that the primary functions of the system, to provide travel information, are respected and that any advertising doesn't overwhelm or override them.

- 14. b) We also understand that the cost of installing systems to provide accessible information can vary depending upon the vehicle and method of installation. Please comment on the difference in cost between procuring new buses with systems to provide audible and visible information already installed, and retrofitting related equipment.**

The Combined Authority is not familiar with the costs of implementation. Whilst it may appear simpler for operators to procure new buses with the systems already installed, the Combined Authority believe it will take a long time to roll out without retrofit and there will be a variability/unreliability in the system.

10. Guidance for Operators

- 15. Do you agree with our proposed content for the guidance? Please explain your answer, providing examples of potential content where appropriate.**

The Combined Authority agree with the proposed content for the guidance, especially with supporting passengers to understand what accessible information will be available to them and how to report alleged non-compliance, as referred to in Question 16.

Compliance and Enforcement

- 16. Do you agree with our proposed enforcement principles? Please explain your response.**

The Combined Authority agrees with the proposed enforcement principles and acknowledge the importance for passengers to be aware of their rights. This also appears to complement DfT's recently published Inclusive Transport Strategy, which aims to raise awareness and enforcement of passenger rights by raising awareness of the obligations on transport operators, the processes for raising concerns or complaints and working with regulators to hold operators to account. The Combined Authority is aware that many disabled people lack awareness of the levels of service they could expect from transport providers and the complaints and enforcement procedures available for addressing poor service, so this is welcomed. However, the Combined Authority is conscious of how important it will be for operators to consider how they publicise these messages to passengers so they can easily understand what the processes entail.

11. Extent of Regulations

- 17. Do you agree that the Accessible Information Regulations should apply consistently across England, Scotland and Wales? Please explain your answer.**

The Combined Authority agrees that the Accessible Information Regulations should apply consistently across England, Scotland and Wales. The Combined Authority believes the regulations should certainly apply cross boundary.

12. Impact Assessment

**18. Do you agree with our analysis of the costs and benefits of the preferred option, as indicated in the consultation-stage Impact Assessment? Please explain your response. We are aware of at least one operator which has subsidised the ongoing costs of providing audible and visible information by using visible information displays to show advertisements.**

Please see answer to Question 13.

**19a. Please explain how effective you think such an approach could be in mitigating the costs of providing audible and visible information for other operators? We also understand that the cost of installing systems to provide accessible information can vary depending upon the vehicle and method of installation.**

Please see answer to Question 14a.

**19b. Please comment on the difference in cost between procuring new buses with systems to provide audible and visible information already installed, and retrofitting related equipment.**

Please see answer to Question 14b.

## Bus Services Act: Open Data Consultation Response

West Yorkshire Combined Authority recognises that bus use is a fundamental and significant component in the delivery of a modern, integrated inclusive transport network for West Yorkshire. In addition to the economic benefits of connecting people to places, the bus is an effective tool for social policy to deliver inclusive growth; providing the jobless with access to work; young people to education and training; and providing a way out of social isolation for older and disabled people. The Combined Authority recognises the importance of ensuring that all passengers have access to the information they need to make informed travel decisions. The Combined Authority therefore welcomes the proposals set out to develop the provision of digital Open Data, provided that the costs of provision of this information are not passed onto the taxpayer.

One of goals of the Combined Authority is to create the best bus system in Europe, where catching the bus is an attractive and natural choice for everyone. The Combined Authority is committed to providing passengers with a better and more consistent experience of bus use and Bus Strategy sets the target to grow the number of bus passengers by up to 25% by 2027. To achieve this, over the last few years the Combined Authority have worked closely with bus operators and district councils to introduce a number of bus initiatives including; 'YourNextBus', a live mobile timetable delivered via apps, SMS and mobile internet; the introduction of the Mcard, a smart multi-operator ticket scheme, used by a third of all West Yorkshire bus trips; investment into vehicles by bus companies to make them attractive and accessible, the majority of which have low floors and have smart ticket machines.

Within the consultation response form, local authorities were asked to respond to Question 51 onwards.

### 12. Distributed data model

**51. Have you heard of the term 'open data' before? ie where data is shared freely and is machine readable so that it can be used by application developers to create apps for consumers.**

Yes.

**52. Were you aware that the Department for Transport would be requiring bus operators to share data (open data) about local bus services in the next few years?**

Yes.

**53. A distributed data publishing model is one where the industry and individual bus operators are responsible for creating and publishing their own data. Do you believe a distributed data model is the right approach for the bus industry?**

Yes, because a distributed data model permits the publication of data as close to source as possible, making individual publishers accountable, which is in the best interest of customers. However, the Combined Authority would also like to raise

the issue of how data quality is checked and maintained if data is published directly by operators.

**54. What benefits do you think a distributed data publishing model could bring for passengers?**

Provided adequate quality assurance processes are in place, then a distributed data publishing model will deliver high quality data to customers. Mechanisms need to be in place ensuring a distributed model creates high quality, accurate data which can be developed into applications which will result in more accessible information available to customers. Customers need to have confidence in the data (routes, timetables, fares and real time information), so they can make informed travel decisions, and this confidence will only develop if they are provided with accurate and reliable information.

**55. What impact do you think a distributed data model would have upon bus operators?**

A distributed model puts pressure on data publishers, who don't all have the same capability or resource to publish data, so the Combined Authority believes that DfT will need to provide adequate support so that any costs aren't passed to the customer.

**56. A data user is someone who would need to use open data to create applications, products and services for passengers, accessing the data through the bus open data portal. For example, an application developer. What features or functionality in a bus open data portal would help data users?**

The interface needs to be well developed and fit for purpose, with developers and publishers consulted. Data integrity should also be carefully considered so that data are released in a format which can be easily used by application developers.

**57. A data publisher is some who would need to create and publish data so that it was openly available on the bus open data portal. For example a bus operator. What features or functionality in a bus open data portal would help data publishers?**

See Question 56.

13. Routes and timetable

**56. As part of the bus open data requirements, the Department for Transport will require all operators of local bus services across England to open up routes and timetables data using the TransXchange format. Do you think this is the right approach to opening up routes and timetable data?**

Yes.

**57. The route and timetable data will be used by application developers to create transport planning apps for bus passengers. What types of routes and timetable data do you think would be most beneficial for bus passengers? Please describe the data and explain your response.**

Customers should be able to easily access information on all publicly accessible routes. Customers need to have confidence in the data (routes, timetables, fares and real time information), so they can make informed travel decisions.

**59. If you work for a local transport authority, do you currently publish routes and timetable information for passengers (website, apps)?**

The Combined Authority uses the bus service registration information to populate routes and timetables in its central database that facilitates the production of information across all customer focused outputs – printed timetables, bus stop displays, online timetables and journey planners on behalf of operators. Quality assurance forms part of the process. The Combined Authority release this data which forms the part of the Traveline National Data Set (TNDS) which is made available as open data and is already used by third journey planning apps including google.

**60. What impact might the need to provide routes and timetable data from 2020 have upon bus operators? Please explain your response.**

The proposals mean the responsibility for publication of route and timetable data (and quality assurance) will fall to bus operators, which is likely to have a financial impact on them, particularly the SMEs operating in the market (through the need for hardware and software). There will still be a requirement for the Combined Authority to consume this data in order to generate its passenger information outputs such as timetables. Publishing this data is in the best interest of the passenger so the Combined Authority strongly supports this proposal, however the Combined Authority would not expect to see the cost of the provision of such data to be passed to taxpayers.

**61. What support or assistance do you think bus operators might need to meet the requirements? Please explain your response.**

The Combined Authority anticipates the proposals to have a financial impact on operators, however these can be mitigated with support from DfT. The Combined Authority strongly supports the publication of route and timetable information and believes the benefits to the customers need to be at the forefront of these initiatives.

**14. Fares and ticketing**

**58. As part of the bus open data requirements, the Department for Transport will require all operators of local bus services across England to open up fares and tickets data using the NeTEX format. Have you heard of NeTEX before today?**

Yes.

**59. If you answered yes (you have heard of NeTEX), do you think this is the right approach to opening up fares data?**

Yes.

**60. What types of fares and ticket information would be the most beneficial for customers? eg singles and returns or multi operator etc.**

The Combined Authority believes that information on all types of fares and tickets should be readily available to the public. Customers need the ability to choose the most appropriate ticket for their journey in advance of traveling. Providing information on a subset of fares is not in the best interest of the customer.

**61. If you work for a local transport authority, do you currently publish fares and ticket information for passengers (website, apps)?**

Fare and ticketing information is not currently published universally by operators and there is no agreed standard, making this a major challenge which needs to be addressed. The Combined Authority strongly supports the publication of fares information as this will assist customers in making informed journey decisions. However, the Combined Authority notes that a phased approach to publishing fare information is not in the best interest of passenger, and therefore disagree with this approach. Releasing the full range of fares allows passengers to choose the best value ticket for their journey. A phased approach, where simple tickets are released first, means that passengers could end up with the wrong product or be presented with inflated fares (particularly for multi-operator journeys), which could generate a negative perception and deter future bus use based on the information provided. In addition to developing a data standard for fares, consideration also needs to be given to the frequency at which fare data is to be published by operators. A lag time between a change in ticket prices and the fares data being consumed by third party apps, and ultimately delivered to the customers, may result in incorrect prices being advertised. This raises the question of who may be responsible for not selling tickets at the advertised price.

**62. What impact might the need to provide fares data from 2020 have upon bus operators?**

The Combined Authority reiterates the UTG's concerns about the investment needed by operators to achieve this and therefore the cost to the bus industry. However, the Combined Authority believes publishing fare information is in the best interest of the customer and their perspective needs to be paramount. The Combined Authority also do not expect to see the cost of information provision be passed onto the taxpayer. The benefits of making information on fares more transparent and accessible to bus users may result in increased patronage and in the long term may encourage a simplification of operators fare structures.

**63. What support or assistance do you think bus operators might need to meet the requirements? Please explain your response.**

See Question 61.

**64. How might local transport authorities respond to a requirement to provide fares data on behalf of smaller / medium sized operators as a bureau service? Please explain your response.**

Local transport authorities will need to be adequately financially supported if they were to provide a bureau service for operators. Any costs associated with implementing this need to be considered, so that the end result is not a cost to the taxpayer.

## 15. Real time information

- 65. Real time information refers to passengers and others receiving live updates about the status of their bus service, usually through a display, device or website e.g. the bus is 3 minutes away. What options are you aware of for the provision of real time information to bus passengers in your local area?**

The Combined Authority currently already collates and quality assures RTI from operators, including validating against registration information. This information is accessible to customers via a variety of means (digital displays at stops/stations, via the website, text messages and third party apps). The Combined Authority reiterates the UTG's concerns about the costs of this process at a time when funding is under severe pressure. Future funding constraints may mean that these services could become unaffordable without government support. It is important to note that not all operators have automatic vehicle location systems and are therefore there is not complete coverage of RTI in West Yorkshire.

The Combined Authority believes delivering RTI to customers is vital and bus operators and the Combined Authority have invested in an extensive RTI system, responding to customer expectations. It is recognised that the Combined Authority must maintain customer confidence in the information it provides and there is ongoing investment in the technology which operates the system. Our annual customer tracker survey and consultation feedback illustrates that RTI is used and valued by customers giving them an importance rating of 7.9/10. The real time data that the Combined Authority process is used over 4.5million times per month via websites, text messages and third-party apps. Further, the QR and NFC tags that have been installed at all 14,000 stops have been scanned over 1.5million times. Overall customers scored the real time information service 7.7/10 in our recent tracker survey. These statistics highlight how important RTI is to customers and the Combined Authority recognises its importance and therefore strongly support the universal publication of RTI.

- 66. Where do you think the requirement to provide real time information belongs?**

Operators will need to invest in the required hardware and software in order to capture RTI data. Local Transport Authorities should collate and publish this data so that it is easily accessible to customers.

- 67. How did you think bus operators should provide real time information for bus passengers? Please explain your response.**

See Question 65.

- 68. What do you think are the barriers that prevent local transport authorities providing a real time information service to bus passengers in their area?**

See Question 65.

**69. What incentives are required to help the industry move to a position of 100% real time information coverage across England?**

The financial implications on smaller operators to provide RTI data may force some out of business, potentially leaving local authorities to provide tendered services to plug the gap, which in turn has financial implications on them. However, a move towards complete coverage of RTI would result in a more universal standard for customers improving their experience of these services. In addition to reaching 100% compliance in operators releasing RTI data, the Combined Authority also believes there is merit in standardising the frequency (timing) operators provide RTI.

16. Information about the operation of the service

**70. The Department for Transport can require other types of information about the operation of bus services to be opened up as part of the regulations. In providing information to bus passengers about the operation of service, do you agree that the focus should be on providing real time information (how many minutes away the bus is) rather than bus punctuality information (how late the bus is)?**

Yes. The Combined Authority would support the DfT's view to impose legislation for the provision of real time information as this will provide the most benefit to existing and prospective customers of bus services.

The Combined Authority would also support sharing of aggregated bus punctuality information in a similar fashion to the rail industry, and for frequent services, average waiting times would be useful. Improving the reliability and punctuality of buses journeys are key objectives of the Bus 18 initiative (a joint enterprise to improve customer satisfaction and passenger experiences for West Yorkshire bus users). Sharing of punctuality data between operators and local authorities will allow us to address areas of concern and use the data to develop shared solutions for the benefit of customers and the operation of services.

**71. The Department for Transport is currently building a bus open data portal which will be a one stop shop for bus data. What other types of information do you think we need to capture and reference on the Bus Open Data portal? Please explain your response (eg accessibility).**

Focus on publishing high quality, accurate route, timetable and RTI data so that customers are presented with the full picture, allowing them to make informed travel decisions. The Combined Authority believes customers should be asked what information would enhance their journey or encourage them to travel by public transport, which will inform the additional data requirements.

17. Information about bus stops

**72. The National Public Transport Access Nodes (NaPTAN) database is a national dataset of all public transport access points and includes bus stops. Do you agree that a statutory requirement should be placed upon local transport authorities to maintain the NaPTAN datasets?**

Yes.

**73. What do you think currently prevents local transport authorities from maintaining NaPTAN data?**

The Combined Authority recognises the value of NaPTAN and NPTG datasets and routinely updates these so the proposals have no additional impact on the work already undertaken. The Combined Authority do however see benefits of bus operators regularly taking extracts of these datasets so there is a 'single version of the truth', reducing validation errors when producing timetable information for stops.

## 18. Tools and Training

- 74. The Department for Transport intends to provide guidance for bus operators, local authorities and other stakeholders involved in the opening up of bus data. What topics and content would you like to see included in the guidance? Please explain your answer, providing examples of potential content where appropriate.**

Complete, step-by-step, technical guidance for all publishers on the topics covered in the Open Data Bus Services Act. Guidance should clearly outline roles and responsibilities of publishers.

- 75. The Department for Transport intends to provide tools and training for bus operators, local authorities and data users (app developers) to help them open up and use bus data. What tools and training would you require to enable you / your organisation to publish data digitally?**

The Combined Authority believes that any guides, tools and training resources provided by DfT should focus on ensuring that the processes for opening up bus data are cost-effective, straight-forward, efficient and consistent.

- 76. What prevents you from accessing these tools and training already? Please explain your response.**

See Question 75.

19. Use and disclosure of information

**77. Do you agree that open data should only be used for the purposes of making information about relevant local bus services available to bus passengers?**

A fundamental principle of Open Data is that it is made freely available without restrictions on its use. Open Data on bus routes, timetables, fares and RTI will encourage use of the data in as many ways, including helping customers make informed travel decisions and allowing local transport authorities and operators to make stronger evidence-based spending decisions.

## 20. Compliance and enforcement

### **78. What approaches would you like to see the Department for Transport (or its agents) use to monitor compliance and ensure all operators are providing required data digitally? Please explain your response.**

Currently the majority of operators provide route and timetable information in paper format and local transport authorities conduct quality assurance activities. The DfT's proposals mean that the bus operators will be responsible for publishing data via a distributed model and therefore they will be accountable for supplying high quality, accurate data. However, the Combined Authority recognises that the level of digital maturity and technical knowledge in this area varies between operators. To mitigate the impact of this the Combined Authority suggests that DfT need to enable operators to achieve a standardised level of technical competency so they have the capability to meet the DfT's proposals. The DfT suggest that local transport authorities may be in a position to offer regional data publishing bureaus, providing support with data assurance activities. The Combined Authority currently provides this service locally, however appropriate financial support needs to be provided to allow local transport authorities to resource this. As per the DfT proposals, if data is published directly by operators, careful consideration needs to be given to how data quality is checked before being made available on the DfT data portal. High quality, accurate data is critical to the success of these proposals, given that ultimately this data will be collated by third party applications and consumed (and judged) by customers. The end-users of the data, the customers, need to be at the forefront of these proposals, ensuring they have access to timely, high quality, accurate information, which should be the main driver for enforcing compliance. Although DfT have indicated their desire to decouple bus open data from bus service registration, the Combined Authority suggests that there is an opportunity to perform some data quality assurance checks at the point of registration.

### **79. What support processes should be in place to assist operators who are struggling to meet the requirements? Please explain your response.**

The DfT could consider financial support (e.g. grant loans) to help data publishers meet the proposed requirements.

### **80. What enforcement action / sanctions / penalties do you believe may be required to ensure operators do comply with the regulations? Please explain your response.**

The DfT could consider imposing financial penalties on data publishers if data is not provided within an agreed timeframe. Customers need to have confidence in the information published as part of these proposals so they can make informed travel decisions. Without complete compliance to the proposals, this key objective will fail to be met.



**Report to:** Transport Committee

**Date:** 21 September 2018

**Subject:** **CityConnect Cycle City Ambition Programme (CCAG)**

**Director:** Melanie Corcoran, Director of Delivery

**Author(s):** Fiona Limb, Programme Manger

|   |   |
|---|---|
| Is this a key decision?   | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| Is the decision eligible for call-in by Scrutiny?                                       | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| Does the report contain confidential or exempt information or appendices?               | <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No |
| If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1: | 3   |

## 1 Purpose of this report

- 1.1 To provide an update on the progress of the City Connect programme including the contractual dispute between Leeds City Council and the delivery contractor for the Leeds-Bradford Cycle Superhighway project.
- 1.2 To seek approval to enter into a funding agreement with Leeds City Council for up to £0.300m for enhancement works on the cycle superhighway in Leeds following the conclusion of the stage three Road Safety Audit, together with the remaining project contingency funding outlined in para 2.9 of Appendix 1.
- 1.3 To seek approval to enter into a funding agreement with Bradford Council for up to £0.150m for enhancement works on the cycle superhighway in Bradford following the conclusion of the stage three Road Safety Audit.

## 2 Information

- 2.1 The £57.8m CityConnect Programme, majority funded through the Department for Transport Cycle City Ambition Grant (CCAG) and LTP Integrated Transport Block (plus other DfT Grant funding) is being delivered in two Phases. The first phase of works to deliver the Leeds – Bradford (CS1) and Leeds to Seacroft (CS2) cycle superhighways, 20mph zones, an upgrade to the Leeds –

Liverpool Canal Towpath and additional cycle parking were completed in 2016.

- 2.2 In April and July 2017 it was reported to the Transport Committee that a number of cost estimates across the whole of the West Yorkshire phase 2 programme were low and that the level of contingency within bids, which was based on standard practice, had proved to be inadequate. This was primarily as a consequence of the requirement to secure funds through competitive bidding processes, with tight timescales, and costs being based upon preliminary estimates, rather than detailed design.
- 2.3 Due to the resulting pressure on the programme's financial position it was necessary to re-scope the programme and include some Phase 2 projects on a reserve list pending further information on costs, deliverability and value for money and the outcome of that review was endorsed by Transport Committee in November 2017.
- 2.4 The Phase 2 projects were subject to the Combined Authority's Assurance Process and were approved to proceed to delivery in two waves in July 2017 and November 2017.
- These projects are progressing well with the following schemes completed and opened: Castleford to Wakefield Greenway Phase 1 (Methley Bridge to Faries Hill Lock), Airedale Greenway (Leeds Liverpool Canal Towpath Riddlesden to Silsden) and Calder Hebble Towpath upgrade to Sowerby Bridge.
  - Construction continues on the Bradford Canal Road cycleway, cycle superhighway extensions in Leeds City Centre and towpath improvements on the Huddersfield Narrow and Rochdale Canals with completion of these projects expected between October 2018 and June 2019.
  - The remaining phase 2 projects, Castleford – Wakefield Phases 2, 3 and new Bridge over Hallam Line and York Scarborough Bridge are due for completion by March 2019.

Subsequently additional funding for the remaining reserve list schemes has been secured through the Department for Transport's Cycle Safety scheme (Rochdale Canal Phase 2) and approved in principle (subject to progression through the Assurance Framework) for Huddersfield Town Centre funded through the Growth Deal 'Call for Projects'.

- 2.5 Monitoring and evaluation of the usage of Phase 1 of the programme continues with record numbers of cyclists being recorded on the cycle superhighway and Leeds-Liverpool canal towpath over the summer months. Between May and July almost 120,000 trips were made on the Bradford - Leeds Cycle Superhighway, an overall increase of 26% on last year. Following the resurfacing works on the Leeds Liverpool Canal towpath between Kirkstall and Shipley in spring 2016 overall usage has increased significantly, with 150,000 trips recorded by counters at three locations between May and July - a 30% increase on the same months in 2016.

## Cycle Superhighway

- 2.6 In January 2015 Leeds City Council let the contract for construction of the Leeds to Bradford cycle superhighway to North Midland Construction (NMC) following a competitive tender process published in compliance with the Official Journal of the European Union procurement rules (OJEU).
- 2.7 Construction of the Leeds – Bradford cycle superhighway (CS1) commenced in January 2015 and completed in July 2016. However, the final account for the Leeds-Bradford CS1 scheme has yet to be concluded between Leeds and NMC.
- 2.8 In addition, as is the case for all highways schemes, a post-completion stage three Road Safety Audit has been undertaken on the entire route between Seacroft and Bradford. This audit has recommended a series of minor enhancement works. The value of these works is approximately £450,000 in total. The works to date are being undertaken, at risk, by Leeds and Bradford.
- 2.9 In November 2017 it was reported to Transport Committee in that:
- “Although Phase 1 is largely complete there are some enhancement works required following the conclusion of the road safety audit and other audits of the cycle superhighway. There is ongoing risk associated with the finalisation of the account between Leeds City Council and the primary contractor of the original works. A level of contingency is currently being held by the programme to deal with these matters should further costs be realised, but will need to be committed by March 2018 alongside the rest of the programme”.*
- 2.10 At this time a level of risk funding is still being held within the project budget for the conclusion of the phase 1 account should it be required along with delivery of the enhancement works detailed in 2.8 above. This funding remains uncommitted and is part of the Integrated Transport Block allocation for the programme, details can be found within Appendix 1. The DfT CCAG funding was committed to deliver the Phase 2 schemes by March 2018 and is on track for spend by Q3 of 2018/19 as is detailed in Ppras2.4 above.
- 2.11 As a phase 1 project, CS1 commenced prior to the introduction of the Combined Authority’s assurance framework being introduced and no funding agreement currently exists with Leeds or Bradford by which to claim the funding from the Combined Authority for the enhancement works or conclusion of the final account with NMC. It is therefore proposed that a funding agreement is entered into between the Combined Authority and each of the parties. This will enable Leeds and Bradford to drawdown funding against the defrayed expenditure.
- 2.12 Leeds and NMC are currently engaged in a formal dispute resolution process in order to conclude the final account and further details can be found in Appendix 1, which is confidential. The outcome of this process will not be known until autumn 2018 at the earliest. Notwithstanding this, it is proposed that the Combined Authority enters into a funding agreement with Leeds City

Council for the remaining contingency outlined in Appendix 1 to enable Leeds to draw down on this funding **if required** at the appropriate time.

- 2.13 It is proposed that officers continue discussions as necessary with Leeds City Council and Bradford Council (as a beneficiary of the scheme) in respect of the outcome of the dispute resolution once known, with a report back to this Committee if and when required.
- 2.14 For clarification, it should be noted that all projects in the phase 2 CityConnect programme are subject to the Combined Authority's Assurance Framework with appropriate funding agreements put in place to outline the roles and responsibilities of each of the parties involved including maximum funding available. The phase 1 programme pre-dated the Assurance Framework process.

### **3 Financial implications**

- 3.1 The first (Leeds - Bradford) and second (West Yorkshire and York wide) phases of the CityConnect programme are funded through a range of funding streams, primarily CCAG and Local Transport Plan Integrated Transport Block. The programme budget for the two phases is managed as one budget and totals £57.8m.
- 3.2 It is proposed that, up to £0.450m currently being held as risk for conclusion of the Cycle Superhighway project is released to Leeds (£0.300m) and Bradford (£0.150m) councils to contribute towards the remedial works undertaken as part of the outcome of the road safety audit. With payment made once a funding agreement has been signed with each party and expenditure evidenced.
- 3.3 It is proposed that, should it be required upon conclusion of the contractual dispute process, up to the value of the remaining contingency funding currently allocated to phase 1 of the programme, (less the up to £0.450m detailed above), is released to Leeds Council, to contribute towards any outstanding liability determined. With funds to be paid, once a funding agreement has been signed and expenditure evidenced. Details can be found in Appendix 1.

### **4 Legal implications**

- 4.1 It is suggested that one funding agreement is entered into with Leeds City Council for the available risk funds to cover the matters outlined in paras 3.2 and 3.3 above. A separate funding agreement will need to be entered into with Bradford Council for the remedial works for the value of up to £0.150m.
- 4.2 The information contained in **Appendix 1** is exempt under paragraph 3 of Part 1 to Schedule 12A of the Local Government Act 1972 as it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that the public interest in maintaining the content of the appendices as exempt

outweighs the public interest in disclosing the information as publication could prejudice current and future decision making.

## **5 Staffing implications**

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

## **6 External consultees**

6.1 Leeds City Council Highways have been consulted in the preparation of this report.

## **7 Recommendations**

7.1 That a funding agreement is entered into with Leeds City Council for up to £0.300m, together with the remaining contingency funding outlined in para 2.9 of Appendix 1.

7.2 That a funding agreement is entered into with Bradford Council for up to £0.150m.

7.3 That further discussions are initiated with Leeds City Council and Bradford Council once the outcome of the dispute resolution process is known.

## **8 Background documents**

8.1 None.

## **9 Appendices**

9.1 Appendix 1 - CityConnect Leeds-Bradford Cycle Superhighway – Update on Final Account

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**Report to:** Transport Committee

**Date:** 21 September 2018

**Subject:** **City Region Transport Update**

**Director:** Dave Pearson, Director, Transport Services

**Author(s):** Helen Ellerton / Alistair Ryder / Tom Gifford / Steve Heckley / Lynne Triggs / Kate Gifford / Richard Crabtree / Neil Moore

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

## 1 Purpose of this report

1.1 To provide the Transport Committee with an update on current issues.

## 2 Information

### Environmental and active travel issues

#### DEFRA Clean Air Strategy – Consultation Response

2.1 In May 2018 the Department for Environment, Food and Rural Affairs (DEFRA) launched a public consultation of its draft Clean Air Strategy with a deadline for responses of 12 August 2018. The strategy sets out the government's priorities for reducing public exposure to, and environmental damage caused by a range of pollutants including particulate matter, ammonia, nitrogen oxides and sulphur dioxide. It has been developed to address wider air quality challenges than solely roadside nitrogen dioxide emissions (addressed in DEFRA's 'UK Plan for Tackling Roadside Nitrogen Dioxide Concentrations' published in July 2017).

2.2 The draft strategy targets several sectors considered primary sources of emissions including transport, industry, energy generation and agriculture. In relation to the transport sector it sets out the following measures;

- Rail – increased research and investment in alternative fuel technology, signposting measures to decarbonisation the network including a plan to remove diesel only trains by 2040, and identification of significant air quality concerns at rail stations;
- Aviation – signposting to a new aviation strategy to be published in 2018 that will address emissions from planes and airport related pollution;
- Vehicles - commits to reduce non-exhaust based particulate emissions from brakes and tyre wear through research and innovation;
- Freight – support to understand how modal shift to rail freight can best address emissions especially when linked with zero emission last mile deliveries.

2.3 In responding to consultation the Combined Authority made these key points;

- Welcomes the holistic approach to tackling emissions but the strategy is light on ambition or detail. It fails to state real action on how it will address transport and energy based emissions - especially particulate matter - in the shortest possible time;
- There is little detail on how the strategy supports government cross-departmental actions set out in the Clean Growth Strategy (published October 2017) and 25 Year Environmental Plan (published January 2018);
- The strategy signposts future new primary legislation and powers to support local authorities to act, without explaining what these are, or what funding will be devolved to support local authorities to take action;
- Discrepancies and inaccuracies between local and national air quality modelling has created confusion amongst stakeholders over how different local and national strategies are addressing areas of concern, therefore the Combined Authority would welcome stronger partnership working and shared resourcing between government and local authorities to deliver an integrated and representative UK wide air quality model and to undertake cohesive action;
- There needs to be greater government support in making the case for green and blue infrastructure investment to enhance and protect the environment, including research on valuing green and blue infrastructure within future schemes to support cleaner and healthier environments;
- Electrification of the regional rail network is a key priority in improving journey times, connectivity and air quality and the Combined Authority will continue to press government for this much needed investment.

2.4 A draft version of the Combined Authority response was circulated to partner council officers and Transport Committee, Green Economy Panel and Combined Authority members for comment on 31 July 2018. The final version was endorsed by the Chair of the Transport Committee. A full version of the submitted response is attached as Appendix 1 to this report.

## Clean Bus Technology Fund

- 2.5 The Combined Authority and Leeds City Council successfully obtained a combined £4.2 million of DEFRA grant funding under its Clean Bus Technology Fund to enable the fitting of emission control equipment to 255 buses (- approximately ¼ of the West Yorkshire bus fleet). A Combined Authority competition to distribute the grant to operators identified greater demand to improve bus emissions than grant available and the CBTF grant has now been bolstered through £850,000 of grant from the Leeds Public Transport Investment Programme to extend retrofitting to a total of 300 vehicles. The Combined Authority is delivering the project on behalf of Leeds Council and is currently allocating the grant funding to bus operators. Vehicle conversions will commence in late 2018.
- 2.6 Through improving mid-life buses to the latest Euro VI engine emission standard, the project is forecast to create an annual Nitrogen Oxides emission saving of 358 tonnes and reduced air quality related health costs of £9 million. Although 300 buses will be improved in total, a number of services operate across district boundaries, so the benefits in each District will be as follows;
- Bradford – 79 vehicles;
  - Calderdale – 39 vehicles;
  - Kirklees – 66 vehicles;
  - Leeds – 219 vehicles;
  - Wakefield – 26 vehicles.
- 2.7 This project delivers West Yorkshire Bus Strategy policy and West Yorkshire Low Emission Strategy recommendations to improve bus fleet emissions. It also supports bus operators to ensure that their fleets comply with the proposed Leeds Clean Air Zone minimum emission standards, avoiding a total of £11,000 in daily charges for entering the proposed Zone and the potential impacts on bus service levels.

## Taxi Electric Vehicle Charging scheme

- 2.8 The £3.18 million Ultra-Low Emission Taxi Scheme project is being delivered by the Combined Authority and partner councils to install rapid charge points across West Yorkshire for use by taxi and private hire vehicles. The Combined Authority is currently procuring a delivery partner to install and operate the charge points. Installation is expected to commence in early 2019. The increase in dedicated charge points is forecast to encourage 500 private hire and taxi drivers to replace diesel vehicles with pure electric or plug-in hybrid equivalents, reducing Nitrogen Oxide emissions by 18% across the region.
- 2.9 The Taxi EV scheme is part funded by, and supports the delivery of the West Yorkshire Transport Strategy 2040, the West Yorkshire Low Emission Strategy in improving emissions from taxi sector and the implementation of the proposed Leeds Clean Air Zone in reducing Nitrogen Dioxide emissions.

## Local Cycling and Walking Infrastructure Plans

- 2.10 In November 2016 Transport Committee approved the use of £86,000 revenue grant funding secured from the DfT, alongside Local Transport Plan Integrated Transport block funding to develop Local Cycling and Walking Infrastructure Plans (LCWIPs) for West Yorkshire. These LCWIPs are planned to function as individual Plans for each partner council but to follow a consistent format. The individual Plans will be brought together to allow the creation of a single West Yorkshire LCWIP for use at a strategic level. All LCWIPs are proposed to contribute to the policies and targets of the West Yorkshire Transport Strategy 2040, plus local objectives for individual Plans identified by partner councils.
- 2.11 Partner councils are planning to focus on specific priority locations (which may vary between cycling and walking infrastructure plans), proposed to be defined through analysis of propensity for cycling and walking, alongside local spatial priorities for investment.
- 2.12 Following a procurement exercise, consultants have been appointed to provide external support to the Combined Authority and partner councils. Partner Council officers have met to discuss the approach to LCWIP development, high-level objectives and geographic focus within each partner council's Plan. Work has now begun on development of individual partner council Plans including identification of geographic focus, planning for local stakeholder engagement, and setting of local objectives. As individual Plans develop, update reports will be provided to Transport Committee.
- 2.13 This work to develop LCWIPs is expected to form part of a longer-term approach to develop active travel networks, an approach that reflects government LCWIP guidance.

## **Rail issues**

### LNER service withdrawals

- 2.14 LNER has withdrawn a handful of services from the timetable on the Leeds – London service. This took place from Monday, 13 August 2018. As a consequence there will now be hour-long gaps around these times, when there is otherwise a half-hourly service. The withdrawn services are set out below.

|                      |                                   |
|----------------------|-----------------------------------|
| Mondays to Saturdays | 09.03 London King's Cross – Leeds |
|                      | 11.45 Leeds - London King's Cross |
|                      | 15.03 London King's Cross - Leeds |
|                      | 17.45 Leeds - London King's Cross |
| Sundays              | 13.33 London King's Cross - Leeds |

- 2.15 LNER's objective is to free-up a train each day to cover for maintenance and improve the overall reliability of the rest of the service, noting that there have been a number of ad-hoc cancellations on East Coast services, and that the fleet is otherwise fully stretched with very little resilience.
- 2.16 LNER has stated that these are amongst the quietest services on the route. Whilst this is perhaps true on an end-to-end basis, the 1745 Leeds to London service provides helpful evening peak capacity out of Leeds to Wakefield and Doncaster. This point was raised in a letter to LNER which was issued by Leeds City Council with input from the Combined Authority, highlighting that the 1745 service should be a priority for reintroduction. The letter also reiterated the importance of ensuring that the introduction of the new 'Azuma' trains runs smoothly, with plenty of resilience to cope with disruption. These new trains will be introduced on LNER's Leeds services first, with plans to start running from December 2018. It is noted that the introduction of new trains generally involves some disruption as issues with the trains are ironed out, staff adjust to new ways of working and also as customers adapt.
- 2.17 Combined Authority officers have also drawn to Northern's attention the importance of ensuring that the local stopping services on the Wakefield Line run with the booked number of carriages, and that they are seen as a priority when there are train carriage shortages.

#### Rail Delivery Group Easier Fares Consultation

- 2.18 The Railway Delivery Group (RDG) is the umbrella body representing rail and passenger and freight operators, together with Network Rail. As well as representing the rail industry, RDG's functions include various industry-wide roles such as managing the railway ticketing system, including distribution of ticket revenue, the national railcard scheme and rail staff travel.
- 2.19 In May the RDG launched an Easier Fares consultation. The basis of the consultation is a review of fares and ticketing regulation, which is still based on a system devised in 1995. Objectives include the desire to offer an easier to use range of fares and deliver improvements in ticket buying technology. The consultation closed on 10 September 2018. Details are available at [www.britainrunsonrail.co.uk/fares](http://www.britainrunsonrail.co.uk/fares).
- 2.20 Transport for the North (TfN) has responded to the RDG consultation on behalf of partners in the North, and was agreed at the Rail North Committee on 23 August 2018. This response highlights the current work on a rail fares strategy being undertaken by TfN. Combined Authority officers have fed into this work, with member representation provided by Councillor Wakefield (in a role that will now be taken on by Councillor Groves).
- 2.21 The Combined Authority's input into this work has focused on the need for:
- A fares strategy which supports our inclusive growth and wider objectives;

- good value for money;
- fares which are consistent across a wider area than just our region;
- simplicity (especially in terms of terminology and branding of ticket types); and
- tickets that allow for flexible working and working in different locations.

2.22 Under the Northern and TransPennine Express franchises, TfN has certain devolved powers in relation to fares (subject to funding). This provides TfN with greater freedom to explore initiatives and trials, provided that the operating companies are held neutral to the commercial impact.

2.23 In its response, TfN has also highlighted the multi-million pound Integrated and Smart Travel programme that it is leading, with the objective of delivering modern payment methods and mobile travel information to public transport across the North. 'Smartcard on Rail' is the first phase of this programme, with the introduction of smartcard rail season tickets on Northern and TransPennine Express expected later in 2018.

2.24 The Urban Transport Group (UTG) has also provided a response to the consultation on behalf of urban transport authorities including the Combined Authority. UTG emphasised the considerable potential that exists for greater integration of rail fares with other forms of public transport in large urban areas, such as M-Card in the case of West Yorkshire.

#### Annual Rail Fares Increase

2.25 In line with government policy, regulated rail fares increase in line with the Retail Price Index (RPI), which is a measure of cost inflation. The price increase is based on the annual RPI figures for July each year and apply from the following January. Rail franchises have been let on this basis. The July 2018 figure was released by the Office for National Statistics on Tuesday 14 August 2018. As a consequence, regulated fares will increase by an average of 3.6% in January 2019. Regulated fares make up around half or all tickets, including many season tickets.

#### Local public transport issues

##### Joseph Rowntree Foundation Report

2.26 The Joseph Rowntree Foundation (JRF) report Tackling Transport-Related Barriers to Employment in Low Income Neighbourhoods was published in July 2018. The report considers transport to be a key barrier to employment for many residents living in low-income neighbourhoods. Transport issues are intimately related to the nature and location of employment. The prospect of poorly paid and insecure work limits the range of areas where individuals consider looking for work. This is sometimes compounded by the inaccessibility of jobs that have become increasingly dispersed across city regions. The report considers public transport systems to have not accommodated this changing geography of employment. The JRF report can

be accessed at <https://www.jrf.org.uk/report/tackling-transport-related-barriers-employment-low-income-neighbourhoods> .

- 2.27 Within West Yorkshire there are ongoing work streams being delivered with the major bus operators through Bus 18 and Connecting Leeds that may work towards addressing some of challenges highlighted by the report.
- 2.28 The Combined Authority is also undertaking a review of the West Yorkshire bus network. This will highlight locations where the network no longer connects the population with employment centres in the most efficient way. The bus network review is being undertaken for 2019, 2024 and 2033. The commission will take into account the whole bus service offer, both commercial and tendered services, reflect anticipated changes in land use, socio-demographics of the region and major infrastructure interventions.
- 2.29 The Combined Authority is also looking to work with the bus operators to facilitate trials of demand responsive services to understand likely viability and implementation.

#### Bus 18 Update

- 2.30 On 16 August the Chair of the Transport Committee along with senior representatives of the large bus operators attended a workshop with members of the Leeds, Calderdale and Barnsley Youth Parliaments to discuss young people's experiences using bus services. The session was the first opportunity to get feedback from young people on the launch of the MyDay ticket in July. The young people attending the session were seeking simpler and more affordable fares, better interaction with bus drivers and more information about using public transport available in schools.
- 2.31 Bus 18 was planned to be a short term initiative to enable early progress in delivering the Bus Strategy – hence the name. This approach has had benefits in being action focussed and discussions are being held with operators to establish a further initiative and work programme over a three year timescale until the end of 2021. At the time of setting up Bus 18, the formal provisions in the Bus Services Act formalising relationships between Local Transport Authorities and bus operators were not clear. It is intended to develop the successor arrangements to Bus 18 as a formal voluntary partnership. Full proposals to this effect will be presented to the next meeting.

#### Upgrade works in Bus Stations

- 2.32 A number of schemes have progressed through the summer to upgrade the customer experience at the Combined Authority's bus stations. The pick-up/drop-off area outside Bradford Interchange has been remodelled to make it safer and easier to use. The toilets at Huddersfield Bus Station have been fully refurbished and a 20p charge introduced. A similar scheme is in progress at Bradford Interchange. Free public Wi-Fi is being installed in bus stations as part of the upgrade to digital CCTV, it will become available in bus stations later in 2018.

## Future of Mobility – Call for Evidence

- 2.33 The Government's Industrial Strategy outlines four 'grand challenges' to put the UK at the forefront of industries of the future<sup>1</sup>. One of the challenges identified is the future of mobility. The Department for Transport (DfT) has launched a call for evidence on the 'Future of Mobility' to help inform the development of government strategy and to identify where investment could best support innovation in this sector. The call for evidence reviews existing travel trends, progress in transport automation, cleaner technology, data, connectivity and new business models to consider the future of urban mobility. The deadline for responses was 10 September 2018. Future funding is associated with the Industrial Strategy's grand challenges and it is anticipated that there will be funding associated with the forthcoming future of mobility strategy. We will keep Transport Committee informed of future developments in this area with a report to a future meeting.
- 2.34 The Combined Authority has adopted its West Yorkshire Transport Strategy 2040 which sets out an approach for supporting Inclusive Growth over the next 22 years and addressing the four grand challenges for the Leeds City Region. Under the West Yorkshire Transport Strategy's core theme of 'Smart Futures', the ambition is to 'make the best use of advancements in technology across all of our transport networks' to transform the affordability, ease and experience of the people using it.
- 2.35 The Combined Authority is also currently developing a Leeds City Region Connectivity Strategy that will identify targeted investment opportunities in 'Future Mobility' models and new transport technologies to solve local barriers to inclusive growth. Initial work has included consultancy support to understand recent developments in transport technologies – including automated vehicles, and to outline opportunities to support the Combined Authority's Inclusive Growth agenda. This evidence will be used in the Combined Authority's response to the Government's call for evidence that will major on the following topics:
- Areas which we feel should be included in the Government's review of regulation;
  - Provision of local data on transport trends and impacts that we believe is missing in the in the consultation document;
  - Identification of areas where government intervention may be required to address market failure as a result of emerging technologies and trends; and
  - The changes required to urban infrastructure to support the trends outlined in the consultation document.

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<sup>1</sup> <https://www.gov.uk/government/publications/industrial-strategy-the-grand-challenges/industrial-strategy-the-grand-challenges>

## Funding issues

### West Yorkshire Integrated Transport Block programme 2019 - 2022

- 2.36 The Transport Committee meeting of 6 July 2018 endorsed guiding principles and a timetable for the development of the detailed programme for use of LTP Integrated Transport block (ITB) funds in the next three years (2019/20 to 2021/22). The ITB is DfT's directly provided capital grant of circa. £13.1m per annum to the Combined Authority to fund local transport improvements across all the West Yorkshire districts to support delivery of the adopted West Yorkshire Transport Strategy 2024.
- 2.37 A workshop for Transport Committee Members and District Transport Portfolio holders was held on 6 August 2018 to provide early opportunity to shape the ITB programme. The workshop identified priorities in respect of the broad areas for investment and suggestions as to the types of schemes to provide the content of each programme area. The workshop's input was that the ITB programme should focus for the next three years on delivering improvements within three prioritised programme areas:
- **One System Public Transport / Smart Futures** - to contribute to targets to increase trips by bus and rail and increase customer satisfaction with public transport;
  - **Asset Renewal** - for "getting the asset right" for road and public transport users to increase customer satisfaction, and provide the partners with a good base from which to add improvements to the transport network;
  - **Healthy Streets** - an umbrella approach for a range of coordinated 'Place' focussed local transport interventions aimed at improving the accessibility, safety, air quality and environment of places.
- 2.38 Between September and October the Combined Authority and partner councils will investigate local opportunities and potential interventions including consideration of costs, in parallel with an on-going review of delivery of the first two years of the ITB programme. An update report will be made to the Transport Committee meeting of 9 November on the emerging detail of the programme and to consider funding choices. A further workshop (tbc) may take place to facilitate discussion involving Transport Committee, Portfolio Holders and officers.

### Transforming Cities Fund

- 2.39 The Combined Authority submitted a Leeds City Region stage one Transforming Cities Fund bid on 8 June 2018. Further detail on the content of the bid is outlined in the report that went to Transport Committee on 6 July, and the full application form and appendices are published on the Combined Authority's website<sup>2</sup>.

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<sup>2</sup> <https://www.westyorks-ca.gov.uk/transport/transforming-cities-fund/>

- 2.40 Decisions for stage one submissions are expected in early September following the end of parliamentary recess. In stage two of the application process, up to ten areas are expected to be taken forward to work with the DfT to develop a stage two bid setting out scheme specific proposals. Co-development of stage two submissions will take place over the second half of 2018, with a final decision on funding expected in early 2019. The Combined Authority has lined up consultancy support to assist in developing the stage two submission, if this is required.

### **Strategic transport issues**

#### Leeds Integrated Station Masterplan

- 2.41 The Leeds Integrated Station Masterplan (LISM) sets the ambition to redevelop Leeds rail station and the adjacent environment to create a world class gateway for the City Region by integrating High Speed Rail (HS2), Northern Powerhouse Rail (NPR) and classic rail services. It will cater for a forecast doubling in passenger numbers and also be a catalyst in accelerating delivery of the adjacent South Bank Leeds regeneration area.
- 2.42 The next stage of work required is to develop and produce a Strategic Outline Business Case (SOBC) for the LISM programme. This will set out the economic impact, define delivery strategies and identify funding and financing options to develop the component elements which will make up the LISM programme. Deloitte has recently been commissioned to develop the SOBC for LISM. A submission was sent to DfT for their consideration of the LISM work in the context of DfT's Market-Led Proposals – call for ideas. As work progresses further updates will be provided to the Transport Committee.

#### HS2 Hybrid Bill

- 2.43 The Department for Transport (DfT) has recently announced a nine month delay in the deposit in Parliament of the Hybrid Bill covering phase 2b of HS2. The Hybrid bill provides HS2 with rights including compulsory purchase, planning permissions and the power to construct and maintain works to enable construction of the Eastern leg of HS2.
- 2.44 HS2 have provided assurance that the delay in the parliamentary process will not impact the overall delivery of phase 2b of the project, which is a key part of an integrated transport vision for the transport network in West Yorkshire and the wider North which includes Northern Powerhouse Rail and Trans-Pennine route upgrade.
- 2.45 The postponement provides further opportunities for the Combined Authority, Leeds City Council, Network Rail and HS2 to ensure the proposed high speed network is properly integrated with the West Yorkshire transport network, existing Leeds rail station and the South Bank regeneration area.

## Transport Committee September workshop

- 2.46 HS2 has provided the catalyst to develop a transformed approach to connectivity for the City Region. Through the HS2 Growth Strategy, the HS2 Connectivity Strategy identified and prioritises a series of corridors where there is the greatest economic opportunity for transformational connectivity.
- 2.47 Transport Committee considered an update on the Leeds City Region Connectivity Strategy at the meeting on 25 May 2018. The May 2018 report provided an update on the development of the Inclusive Growth Corridors including the programme for the full list of corridors to be developed over the next 12 months, as well as the approach to developing the corridor plans.
- 2.48 A workshop for Transport Committee members to consider the emerging conclusions for the first tranche of corridors is scheduled for 28 September 2018.

### **3 Financial Implications**

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

### **4 Legal Implications**

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

### **5 Staffing Implications**

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

### **6 External Consultees**

- 6.1 No external consultations have been undertaken.

### **7 Recommendations**

- 7.1 That the updates provided in this report are noted.

### **8 Background Documents**

None

### **9 Appendices**

Appendix 1 – DEFRA Clean Air Strategy Consultation – West Yorkshire Combined Authority Response

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# DEFRA Clean Air Strategy Public Consultation

## West Yorkshire Combined Authority Response

Alistair Ryder  
13 August 2018

## West Yorkshire Combined Authority Summary Response

The West Yorkshire Combined Authority (hereafter referred to as ‘the Combined Authority’) fully supports government activity to reduce levels of harmful emissions and is leading on multiple activities to tackle serious local air quality issues that affect public health and the prosperity of the region’s economy. The Combined Authority is delivering the Leeds City Region Strategic Economic Plan (SEP) that has an ambition for the region to be a ‘globally recognised economy where good growth delivers high levels of prosperity, jobs and quality of life for everyone.’ In response to the government’s national Industrial Strategy, the Combined Authority is also developing a Local Inclusive Industrial Strategy which includes investment priorities of ‘inclusive growth corridors’ and ‘clean energy’ projects that will seek to tackle the region’s grand challenges of improving living standards, reducing stubborn deprivation, boosting clean energy employment and creating healthier environments to live and work.

The Combined Authority is developing strategies to deliver the region’s ambition for inclusive growth including the Clean Energy Strategy which will deliver a ‘zero-carbon regional economy by 2036’. The Combined Authority is currently delivering initial investment through its Better Homes and Warm Homes programmes that are reducing fuel poverty across the region through improved energy efficiency in over 4,000 homes, saving 900 tonnes of carbon emissions in 2016-17. However, these financially constrained programmes have only reached 1% of the regions homes considered in fuel poverty. We call on government to release further funding to ensure the whole region benefits from efficient and lower emission heating systems.

The adopted West Yorkshire Transport Strategy and West Yorkshire Low Emission Strategy support our SEP and seek to significantly reduce transport emissions as part of delivering an integrated transport network that supports inclusive growth, environmental protection and improving health and wellbeing. Recent investment to reduce emissions includes the Clean Bus Technology Fund which will convert ¼ of the West Yorkshire bus fleet to the latest Euro VI standard, removing 52 tonnes of Nitrogen Dioxide from our roads. The Ultra-Low Emission Taxi Scheme is forecast to support 500 diesel taxi and private hire vehicles convert to ultra-low emission plug-in hybrid or pure electric through the installation of up to 88 dedicated charge points. As well as the schemes highlighted above, the Combined Authority is supporting Leeds City Council’s implementation of a Clean Air Zone through West Yorkshire-wide programmes like the EcoStars Fleet Accreditation programme to achieve fleet emission improvements.

In its response to the Clean Air Strategy (CAS) the Combined Authority makes the following key points;

- The Combined Authority welcomes the holistic approach to tackling emissions but the CAS is light on ambition or detail. It fails to state real action on how it will address transport and energy based emissions- especially particulate matter - in the shortest possible time.
- There is little detail on how it supports government cross-departmental actions set out in the Clean Growth Strategy (published October 2017) and 25 Year Environmental Plan (published January 2018)

- The CAS signposts future new primary legislation and powers to support local authorities to act, without explaining what these are, or what funding will be devolved to support local authorities to take action.
- In reviewing the role of and funding for biomass based energy generation, the government must make the distinction between large scale, multi-benefactor schemes compared with individual domestic unit installations.
- Discrepancies and inaccuracies between local and national air quality modelling has created confusion amongst stakeholders over how different local and national strategies are addressing areas of concern. We welcome stronger partnership working and shared resourcing between government and local authorities to deliver an integrated and representative UK wide air quality model and to undertake cohesive action.
- There needs to be greater government support in making the case for green and blue infrastructure investment to enhance and protect the environment, including further research on valuing green and blue infrastructure within future schemes to support cleaner and healthier environments.
- The Combined Authority supports the government's agenda for full-decarbonisation of the domestic heat network – the Leeds City Region Clean Energy Strategy will detail our approach to achieving a 'zero-carbon economy' by 2036. However we wish to see a balanced energy approach to decarbonisation rather than full electrification. We await greater clarity from the government's forthcoming Heating Strategy. In the Leeds City Region, the innovative 'H21' domestic hydrogen network project for Leeds presents a real zero-emission proposal with potential downstream and wider air quality benefits including for the transport sector.
- Current energy efficiency programmes can produce significant air quality improvement and should be considered as important as innovation. The Combined Authority has an excellent track record in delivering industry and domestic energy efficiency programmes to reduce fuel poverty and energy expenditure. Greater devolved funding could expand successful programmes like the Better Homes and Warm Homes programme being delivered across our region and improve upon the 2,000 tonnes of carbon emission per annum saved already.
- The Combined Authority sees electrification of the regional rail network as a key priority in improving journey times, connectivity and air quality and we will continue to press government for this much needed investment.
- More stringent environmental standards are welcome but their impact on business and productivity should be considered. Mechanisms to incentive a low emission future are preferred over taxation mechanisms that have potential to hurt economic growth.

## Full Consultation Response

### 1. Understanding the problem

Q1. What do you think about the actions put forward in the understanding the problem chapter? Please provide evidence in support of your answer if possible.

The Combined Authority supports the government's ambition to improve understanding of harmful emissions, including causes and impacts on health, environment and the economy to influence cross-departmental policy, decision making and future investment at all levels.

In response to the Clean Air Strategy (CAS) proposal to **'improve our modelling, data and analytical tools'** a number of lessons can be learnt from the recent focus on Nitrogen Dioxide (NO<sub>2</sub>).

The government's 'UK plan for tackling roadside Nitrogen Dioxide concentrations' (UK Air Quality Plan) published in July 2017 identified local authorities where annual NO<sub>2</sub> emissions exceeded legal limits, mandating many authorities to take appropriate local action to reduce these concentrations. Evidence was based on DEFRA central air quality models and a range of vehicle and traffic condition assumptions.

Within the Leeds City Region all authorities identified current NO<sub>2</sub> exceedances but only Leeds City Council was mandated by DEFRA to deliver actions to tackle NO<sub>2</sub>. The model outputs have in some cases contradicted local air quality information e.g. omitting locally designated Air Quality Management Areas or identified road lengths not considered in breach of limits. This contradiction of evidence has led to confusion amongst stakeholders as to what local and UK plans are attempting to address, who is required to take action and questions about why there are discrepancies between Plans.

The DEFRA model also includes fleet age assumptions considered unrepresentative of local conditions. For example, the DEFRA model assumed 48% of the West Yorkshire bus fleet achieved Euro VI standard in 2018 which is considered ambitious, given that local buses operate for up to 15 years on West Yorkshire roads.

A disjointed, poorly resourced and unstructured approach to air quality evidence collation, monitoring and modelling leads to inaccuracies, confusion and a piecemeal approach to air quality rather than a consistent and collaborative approach between government departments and local authorities.

Local authorities have a legal responsibility to monitor air quality through the Environment Act 1995. Significant cuts in local authority revenue funding since 2010 has reduced the ability for local authorities to maintain effective air quality monitoring and reporting. Whilst the CAS proposes new primary legislation to help local authorities to tackle emissions, a lack of dedicated and non-competitive capital funding presents local authorities with the paradox of knowing about local air quality concerns but insufficient resourcing or the tools to monitor or take effective action. The collation of local longitudinal air quality evidence to identify and monitor problem requires long term and continued devolved funding to local authorities to ensure effective emission evidence collation that both benefits local action and can feed into a national model to support validation and accuracy. This is also relevant when macro air quality models are created and use assumptions that are incompatible with local evidence.

In light of the Volkswagen emission scandal, Emissions Analytics has undertaken 'real-world' emissions testing of vehicles and has found that 86% of Euro VI diesel vehicles

(eligible to enter Clean Air Zones) produce emissions above the NO<sub>x</sub> standard for Euro VI classification. We urge the government to work closely with organisations like Emissions Analytics and utilise databases like the [EQUA Emissions Index](#) to validate air quality models and develop policy to address the significant 'gap' between real world vs laboratory emissions, ensuring appropriate funding mechanisms are in place to remove polluting vehicles from our roads in the shortest possible time.

The creation of DEFRA Emission Damage Costs for Nitrogen Oxides and Particulate Matter in 2015 has been a significant step forward in quantifying potential air quality impact of major projects and appropriately costed mitigation. This evidence should form a key driver in future policy and input to business case development to help investment decisions and ensure sustainable growth is carried forward and where required, adequate mitigation is proposed.

The [West Yorkshire Low Emission Strategy](#) (WYLES) was developed by Bradford Council and adopted by all West Yorkshire partner councils and the Combined Authority in 2016-17, outlining measures to significantly improve air quality across the region. To support local sustainable development, the WYLES included a West Yorkshire Air Quality and Planning Technical Guide to address the externalities of increased emissions from new development. This uses DEFRA damage costs to recommend appropriate costed mitigation such as installation of electric vehicle charge points— a principle carried forward in the government's new 'Zero to Emission Government Roadmap' announced in July 2018.

Q2. How can we improve the accessibility of evidence on air quality, so that it meets the wide-ranging needs of the public, the science community, and other interested parties?

A single national database, resourced centrally and informed by a highly representative local network of air quality sensors would provide decision makers and stakeholders with effective information to take appropriate action on poor air quality. Current discrepancies between local and national models have led to confusion over the accuracy of data and identification of air quality concerns.

We support the dissemination of non-technical information about emissions to inform a range of audiences about the negative impacts of certain lifestyle choices, industrial practices and how everyone can play their part in improving energy efficiency and reducing emission output. We support the approach for a clearer and transparent database for a range of audiences to understand emission costs and impacts.

In terms of presentation, the [Public Health Outcomes Framework](#) is an effective example of clear comparative information presented on indicators at different spatial levels. Data sources like the EQUA Emissions Index database also help consumers understand the real emissions of new vehicles and should be supported by government.

## 2. Protecting the nation's health

Q3. What do you think of the package of actions put forward in the health chapter? Please provide evidence in support of your answer if possible.

The CAS majors on reactionary measures to reduce exposure to poor air quality rather than addressing emissions at source. Whilst we support improvements in the provision of public information about air quality and tips to reduce exposure, this must not be undertaken at the expense of activity to reduce emissions at source, for example through changing behaviours and lifestyle choices.

In response to CAS Proposal ***'We will progressively cut public exposure to particulate matter pollution as suggested by the World Health Organisation'***.

The WYLES used Public Health England research that estimated the equivalent of 1 in 20 people or 5.1% of all premature deaths in West Yorkshire are partly attributable due to exposure of particulate air pollution. We welcome the CAS proposal on reducing 'PM 2.5 levels in order to halve the number of people living in locations where concentrations of particulate matter are above 10µg/m<sup>3</sup> by 2025' however there is little detail in the CAS on activities to achieve this. If the CAS is to be considered ambitious, it should commit to the World Health Organisation guideline targets within the shortest timeframe possible, backed up by detailed credible fiscal and policy measures.

With 38% of particulate matter (PM) being sourced through domestic wood and coal burning, there needs to be greater activity than simply improving information and awareness of the environmental and health costs of inefficient domestic energy supplies. The Strategy provides little detail on the proposed 'powers' to enable local action and enforcement to reduce this source of pollution, especially in dense urban areas. There must also be greater promotion of alternative and cost effective measures to improve domestic heating and energy efficiency such as the Leeds City Region's Warm Homes and Better Homes Programme which has removed 900 tonnes of CO<sub>2</sub> per year through activities in 2016-17.

Response to CAS Proposal **"helping individuals and organisations understand how they could reduce their contribution to air pollution"**

Whilst the emphasis should be on reducing emissions at source, greater information can be provided to the public on potential 'healthy routes' for travel. Professor James Tate from University of Leeds has reviewed the relative public exposure to PM emissions for different walking routes to a school in Leeds. The research found a 77% exposure reduction to PM<sub>10</sub> exposure by using a 'green route' rather than the main road. A similar route based experiment for BBC's Inside Out programme by Professor Tate reviewed relative PM exposure through cycling, walking and inside a car. Results identified emission exposure within vehicles to be higher than that of walking or cycling, validating other studies with similar conclusions.<sup>1</sup> Greater public awareness of personal exposure through different transport modes may instil behaviour change away from car based travel and support wider health benefits.

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<sup>1</sup> <https://www.sciencedirect.com/science/article/pii/S004896971400713X>

In West Yorkshire, almost 25% of adults are classed as physically inactive<sup>2</sup> and 65% of adults are overweight or obese.<sup>3</sup> Studies have also identified that active commuting, such as cycling to work has proven to reduce absenteeism from work<sup>4</sup>. The CAS should present a clear opportunity for linking air quality policies and activities with those of public health priorities for promoting active travel to support a healthy, active population.

The £60 million CityConnect Cycling and Walking Programme is an example of multi-policy outcome delivery by investing in high quality sustainable travel infrastructure and behaviour change programmes to deliver healthier lives and cleaner environments in Leeds and Bradford. The CityConnect infrastructure delivery includes the 23km Leeds to Bradford Cycle Superhighway and upgraded canal towpaths, primarily on the Leeds to Liverpool canal. The programme also delivers cycle training, cycle challenges, business and school support and behaviour change campaigns, all with the aim of encouraging walking and cycling, promoting healthier lifestyles and improving sustainable access to employment from deprived communities.

The Combined Authority is also seeking to create 'quality places' in our region as part of delivering Inclusive Growth to support clean urban centres and liveable neighbourhoods that support healthy, liveable streets. Investment programmes such as the £1 billion local growth deal are investing in measures to support non-car based travel across the region such as investment in park and ride and public realm improvement schemes to support our ambition for quality places.

**Response to CAS proposal – 'publish updated appraisal tools...to enable the health impacts of air pollution to be considered in every relevant policy decision that is made'**

Unsustainable development has potential to create serious localised air quality dis-benefits. We welcome the government's current review of WebTAG appraisal including how potential air quality impact is monetised and valued within scheme appraisal to ensure future growth does not negatively impact on sections of the population. We also welcome the recent consultation on the National Planning Policy Framework and would like to see some of the sustainable development presumptions, including those pertaining to air quality referenced in the CAS.

As previously mentioned, DEFRA 2015 Damage Costs are included in the WYLES Planning Guidance to develop recommendations for emission mitigation at proposed development to ensure sustainable and clean growth in the region and to reduce public exposure to emissions generated from any increases in vehicle trips.

Q4. How can we improve the way we communicate with the public about poor air quality and what people can do?

The government should use social media channels to highlight the impact of poor air quality episodes and advise public of measures to both reduce emissions and exposure to emissions. The Combined Authority's CityConnect web and social media channels have

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<sup>2</sup> Public Health England '2.13ii Percentage of Physically Inactive Adults 2016/17

<sup>3</sup> Public Health England '2.12 Percentage of Adults (Aged 18+) classified as overweight or obese 2016/17

<sup>4</sup> <https://www.sciencedirect.com/science/article/pii/S0091743510001829>

successfully promoted active and sustainable travel to a wide audience of public and businesses.

Early school engagement will teach the next generations about the benefits of healthy living, influence later lifestyle decisions and could help children identify healthier routes to walk to school.

Evidence relating to the high levels of emissions inside cars may create greater awareness of the negative impacts of car travel and reduce the perceived notion that being inside a car is more protected environment from emissions than outside.

Engagement activities require local delivery to effectively target communities and businesses on the ground. There needs to be greater revenue support for local authorities to deliver local activities that influence behavioural choices and support cleaner, greener living.

### 3. Protecting the environment

Q5. What do you think of the actions put forward in the environment chapter? Please provide evidence in support of your answer if possible.

The protection of the environment and enhancement of biodiversity is important to the Combined Authority as part of delivering the SEP's vision for creating quality places and clean environments. A revised Leeds City Region Green and Blue Infrastructure Strategy is currently being finalised, that aims to create high quality natural / green infrastructure and environments across the City Region including new woodlands, street trees, and open spaces. Green infrastructure is seen as a crucial part of strategy delivery in mitigating the impacts of noise, water and air pollution.

The Green and Blue Infrastructure Strategy has identified a number of key actions which could increase the green infrastructure provision in the Leeds City Region. These programmes including mapping existing green infrastructure provision, natural flood management and peatland recovery to post-Brexit agricultural support. Of particular relevance to the CAS is work to investigate embedding the principles of inclusive growth into regional policy to ensure green infrastructure enhancement is considered in all future capital schemes, to help achieve the target of creating green corridors to support sustainable travel and healthy, active living. A barrier to the implementation of green infrastructure is the lack of flexibility in government appraisal processes e.g. Webtag, which local authorities are required to use in their evaluation of capital projects. At present there is insufficient evidence to support the non-monetised and monetised benefits which green infrastructure can bring to a scheme. We ask the government to commission research - supported by all government departments including HM Treasury - that ensures robust evidence is gathered to incorporate the beneficial value of green infrastructure in future investment business cases.

Cohesive and cross departmental policy should be at the heart of the CAS. There needs to be wider consideration of how this strategy interacts with the 25 Year Environmental Plan. It is noted the CAS makes little reference to the actions outlined in the government's Plan as 'protecting the environment' is a key theme with clear overlap between it and the CAS. What is unclear is the level of additionality provided by the CAS. Given the limited actions outlined in the CAS, it is assumed that the majority of activity is covered by the 25 Year Environment Plan.

While there is specific reference in the CAS to the impacts of nitrogen, ozone and particulates, the proposed actions of 'monitoring environmental impacts' and issuing of 'guidance' are not reflective of the mitigation measures that should be put in place to address air quality impact on the environment.

Regardless of the overlap with the 25 Year Environment Plan there should be a recognition of the role of green infrastructure in the mitigation of pollutants with clear proposal set out. Actions should be included within the chapter which promote the use of green infrastructure interventions e.g. street trees, SUDS, in the mitigation of pollutants. Where actions on green infrastructure are included in the CAS they should be complementary to those included in the 25 Year Environment Plan.

Q6. What further action do you think can be taken to reduce the impact of air pollution on the natural environment? Where possible, please include evidence of the potential effectiveness of suggestions.

No further comment.

#### **4. Securing clean growth and innovation**

Q.7. What do you think of the package of actions put forward in the clean growth and innovation chapter? Please provide evidence in support of your answer if possible.

The Combined Authority support proposals to improve investment in clean energy innovation. The Leeds City Region Strategic Economic Plan under Pillar three (Energy and Environmental Resilience) sets out the ambition of becoming 'a resilient, zero carbon energy economy by 2036'. To develop how the Combined Authority and the Leeds City Region could achieve this ambition an Energy Strategy and Delivery Plan (ESDP) has been commissioned with support from the Department for Business, Energy and Industrial Strategy (DBEIS). The ESDP will be published later in 2018 and will document actions that will enable the Leeds City Region to achieve its zero carbon ambition. The proposals set out in CAS that innovation can support our zero carbon future aspiration are welcome and we look forward to future regional investment to support this vision.

Full electrification of the heat network is one of the five scenarios outlined in the government's Clean Growth Strategy. Whilst the Combined Authority fully support a decarbonisation of the heat network, we also see a significant role for alternative fuels such as hydrogen in the future as part of a balanced energy mix that offers value for money. At present there is a question of whether full electrification of domestic heating can be achieved and at what cost for both supplier and end user. A balanced approach incorporating alternative fuels such as compressed natural gas, hydrogen and biomass must be considered within the future energy mix to ensure cost effective energy supplies are maintained that do not place residents in fuel poverty. We welcome greater clarity from government on its heating strategy.

The CAS makes it clear that a move away from coal towards biomass can have significant benefits for carbon reduction if appropriate emission abatement technology is included. Whilst a review of biomass based energy is welcome, there needs to be a separation of the objectives and benefits of large scale biomass energy generation compared with localised domestic use. Policy measures to address PM from smaller sources should not act as a barrier to investment in larger facilities when they are fitted with appropriate abatement technology.

The CAS proposal to review 'excluding biomass from the Renewable Heat Initiative if installed in urban areas which are on the gas grid' potentially misplaces the wider energy requirements for the region and how these schemes could be part of a localised whole-system solutions, especially when fitted with appropriate abatement technology to significantly reduce emissions.

The Leeds City Region is awaiting a clearer national approach to large scale biomass investment. Within the Region, Drax Power plant is a major national energy generator, supplying 6% of UK energy demand and employing over 800 people. Drax has plans for converting one of its remaining coal fired units to biomass, however it requires clarity whether government is committed to longer term support for biomass conversion. The CAS appears to question government commitment to biomass. The consideration of reviewing eligibility of coal to biomass from future round allocations from contracts for difference scheme creates an investment risk for Drax to progress with its planned conversion.

As part of ongoing dialogue with Drax we would also welcome consideration of whole system approaches including how bi-product heat from the plant can be used to support local businesses and residents to further improve emission output.

The Combined Authority has recently been awarded €3.5 million from the European Investment Bank's (EIB) ELENA technical assistance programme (a fund that provides technical assistance for energy efficiency and renewable energy projects) to establish the Energy Accelerator Programme. The purpose of the Energy Accelerator is to support business case development for new local energy supplies incorporating low carbon and low emission technologies.

Energy from Waste Plants are an example of how innovation can lead to cleaner energy when appropriate abatement technology is included. Data in 2016 from the Veolia Leeds Recycling and Energy Recovery Centre shows that the plant is operating significantly below emission limits for particulate matter, NOx and sulphur dioxide<sup>5</sup> whilst also generating approximately 13MW of energy for the National Grid with potential for thermal energy as part of a local heat network solution.

Q8. In what areas of the air quality industry is there potential for UK leadership?

Innovation is a key driver towards achieving a zero carbon economy by 2036 for the Leeds City Region. Government could signal greater support for localised energy creation, storage and smart grid distribution to reduce pressures on the national grid – especially with the predicted onset of mass electric vehicle take up. Leeds City Council has recently submitted a European funding application to enhance a new proposed park and ride facility with solar PV canopies and energy storage, with the distribution of this green energy into electric buses operating from the site and powering electric vehicles charged at the site. There is also the potential for local residents and businesses to benefit from the surplus energy or to support national grid peak energy demands.

A wider 'whole-system' solution to energy supply and utilisation has potential to significantly improve efficiency and lock in benefits of sustainable energy supply. The government's Industrial Strategy white paper hinted at opportunities for 'whole-system approaches' to decarbonise the network however we are yet to see where real investment and support can be provided to make this happen on the ground. The CAS should provide a clearer steer on how businesses and regions can be supported to develop these solutions. This is a clear example of how we can achieve leadership in whole system sustainable energy solutions.

Northern Gas Network is embarking on the Leeds H21 project that seeks to develop a hydrogen solution to convert domestic gas supplies, using hydrogen cracked from natural gas production in Middlesbrough. This has potential to create a decarbonised energy system with significant air quality improvement for the domestic energy sector and potentially transport sector - removing significant quantities of PMs and NOx emissions.

Q9. In your view, what are the barriers to the take-up of existing technologies which can help tackle air pollution? How can these barriers be overcome?

The Combined Authority welcomes the review of Renewable Heat Incentive Scheme to ensure it is fit for use and supports credible schemes. We believe the current model provides insufficient incentivisation for schemes such as air and ground source heat pump, considered appropriate low/zero-carbon alternatives to coal and other solid fuel sources for off-grid residents and businesses.

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<sup>5</sup> <https://www.veolia.co.uk/leeds/our-proposal/our-proposal/leeds-emissions-air-data>

The government should consider how incentivisation rather than taxation can support new energy efficiency and zero carbon technologies to flourish. The initial government subsidy support for solar PV panels is a good example of how government investment helped generate a commercial basis for solar investment and domestic energy supplies to support the grid. Wider benefits could be accrued if energy storage and smart grid technology could be financially supported by the government.

Q10. In your view, are the priorities identified for innovation funding the right ones?

No further comment.

## 5. Action to reduce emissions from transport

Q11. What do you think of the package of actions put forward in the transport chapter?  
Please provide evidence in support of your answer if possible.

The Combined Authority supports the reduction of all transport generated emissions and has adopted the Transport and Bus Strategies which seek to significantly reduce transport emissions and help deliver a low carbon economy by supporting transport sectors to adapt to zero-emission and clean energy alternatives and delivering infrastructure to support healthy, active travel.

An overall reduction in vehicle trips must be considered the ultimate solution to improving air quality in the short term, especially by supporting alternative modes. The West Yorkshire Transport Strategy targets a 3.5% reduction in car trips by 2027.

Evidence for London Marathon 2018 showed an 89% reduction in Nitrogen Oxide emissions due to restrictions in vehicle use within the locality of the event. If this reduction in vehicle movements was achieved more regularly, this would create a greater improvement in air quality, especially on predicted poor air quality days.

The WYLES was developed by Bradford Council and adopted in 2016-17 by all West Yorkshire partner councils and the Combined Authority. It outlines measures to significantly improve air quality across the region and makes a series of recommendations for planning and new development, vehicle fleet renewal, behaviour change activities and the promotion of active travel to support transports contribution towards delivering cleaner, healthier environments.

The Combined Authority is investing significant funding in low emission transport through programme like the £1.98 million Ultra-Low Emission Taxi Scheme that will see up to 88 dedicated chargepoints installed to support electric taxi and private hire uptake. The £4.2 million Clean Bus Technology Fund will also fund the conversion of ¼ of the West Yorkshire Bus Fleet to the latest Euro VI emission standard and is forecast to remove 52 tonnes of NO<sub>2</sub> from the bus fleet.

Whilst there has been significant recent investment in bus fleets, there is still a significant amount of work to be done for private cars. The WYLES identified that the private car accounts for up to 50% of NO<sub>x</sub> emissions on a typical West Yorkshire urban road. The Volkswagen Emissions scandal identified that many cars are emitting over 4 times the emissions stated in official emission certificates<sup>6</sup>. This means that UK emission forecasts could be significantly higher than modelled and real action is required by government to reduce vehicle emissions in the quickest timeframe possible. There must be more direct action by the UK government to remove these high polluting vehicles from our roads through activities like a nationwide car scrappage scheme.

We support the government in its approach to support electric vehicle take up and would urge a more flexible funding approach to helping local authorities support residents without private off-street parking. The limited uptake of the current OLEV 'on-street residential chargepoint scheme' by local authorities is an indication that the current scheme is not considered appropriate.

The HGV and Coach sectors are considered to be significantly lagging behind other vehicle sectors in investment in zero emission and low emission technology. Significant

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<sup>6</sup> <https://www.theicct.org/news/road-tested-sep2017-press-release>

barriers to fleet conversion are being encountered including challenges around alternative-fuel vehicle weight, a lack of alternative fuel refuelling infrastructure, technology risks and difficulties in developing business cases for fleet conversion and infrastructure investment. The lack of readily available vehicles and infrastructure has presented Leeds City Council with challenges during the design phase of their proposed 'Class B' Leeds Clean Air Zone that impacts on HGVs and coaches. These issues cannot be tackled solely at a local level due to the nature of freight, logistic and coach operations. We call on government to work with freight, logistics and coach sectors to provide real support for research and investment in alternative fuel vehicles and to assist in the rollout of nationwide refuelling networks.

Existing rail fleets in the region comprise of a significant proportion of older and higher polluting trains. The Combined Authority welcomes current investment in newer, higher standard of emission trains but would like to see further investment in rolling stock and the network at large. The West Yorkshire Transport Strategy highlights a key priority for the region of pressing rail industry to commit to a rolling programme of electrification and upgrades of the rail network serving the region, building on the Trans-Pennine scheme, with the Calder Valley and Harrogate lines being prioritised. This programme will achieve significant journey time and air quality benefits for the region.

The CAS has missed the opportunity to influence travel behaviour and highlight the role of active and sustainable travel in reducing transport sector emissions including the strong economic case for investment in healthy travel. The £60 million CityConnect walking and cycling programme being delivered by the Combined Authority is creating package of measures to change travel behaviour across the region through installing high quality walking and cycling infrastructure to support healthy active lives and improve access to employment by sustainable modes.

The Combined Authority welcome proposals in the CAS to reduce emissions from the aviation sector in supporting lower carbon air travel that supports regional growth and the health of local residents impacted.

Q12. Do you feel that the approaches proposed for reducing emissions from Non-Road Mobile Machinery are appropriate or not? Why?

The Combined Authority support measures to reduce emissions from Non-Road Mobile Machinery.

## 6. Action to reduce emissions at home

Q13. What do you think of the package of actions put forward to reduce the impact of domestic combustion? Please provide evidence in support of your answer if possible.

The CAS identifies that domestic coal and wood burning accounts for 38% of local particulate matter emissions from a relatively small proportion of households. This is of significant concern for public health and prohibiting the sale of the most polluting fuels is eminently sensible providing it does not leave residents in fuel poverty. The proposal to ensure only the cleanest stoves are available for sale by 2022 is considered too late given the increased number of stoves installed in urban areas during recent years.

Low emission and more efficient heating systems are already available, especially for off-grid residents, however the lack of uptake and high capital costs hint at a need to review the Renewable Heat Incentive Scheme and its effectiveness.

Existing programme to improve domestic energy efficiency demonstrate high levels of value for money and support significant employment in the installation of efficient resources as well as reducing domestic emissions. The Combined Authority would like to see existing resource efficiency measures strongly supported in the CAS to reduce both carbon and air quality emissions through reduced energy consumption.

The Combined Authority has a strong track record in delivering energy efficiency programmes to reduce carbon and pollutant emissions in the domestic sector. The Leeds City Region Warm Homes Programme is delivering efficient central heating system and gas connections to residents that are currently off-grid and experiencing fuel poverty. The Central Heating Fund has ensured that to date 446 fuel poor households received a gas central heating system. The estimated carbon emission savings are 900 tonnes per annum through removal of solid fuel and national grid energy consumption will achieve air quality savings. The scheme has an ambition of targeting a 2 tonne saving of carbon emissions per annum per property with a forecast saving across over 700 properties.

The City Region Better Homes Programme is also delivering energy efficiency and heating improvements across the City Region's homes. During 2017/18 improvement works were carried out in 627 homes, bringing the total number of homes improved through the Programme to 3,107. As a secondary benefit of reducing domestic energy bills, this programme will also have improved air quality and emissions from domestic heating.

The Combined Authority has ambitious plans for reducing fuel poverty across its estimated 156,000 homes that are in 'fuel poverty' however we are restricted by the level of available funding to deliver retrofit solutions at the scale required to meet the government's Clean Growth Strategy aspirations of attaining Energy Performance Certificate 'C rating' across all 'fuel poverty' properties in the region by 2030. Current funded programmes will see only 1% of those in fuel poverty in the region achieve the C-rating. We call on government for further funding to tackle the issue of fuel poverty and inefficiency.

The government also needs to develop greater action around the consideration of 'whole-system' solutions to reduce energy demand and ensure energy by-products are not wasted but utilised efficiently. These are identified in the government's Clean Growth Strategy, however their air quality impacts warrant reference in the CAS as part of delivering holistic policy.

Q14. Which of the following measures to provide information on a product's non-methane volatile organic compound content would you find most helpful for informing your choice of household and personal care products, and please would you briefly explain your answer?

“A B C” label on product packaging (a categorised product rating for relevant domestic products, similar to other labels such as food traffic light labels)

A traffic-light systems as per food products is considered the most appropriate way of informing the public.

Q15. What further actions do you think can be taken to reduce human exposure from indoor air pollution?

The Combined Authority has no further comment but supports measures to reduce exposure to indoor air pollution.

## **7. Action to reduce emissions from farming**

Q16. What do you think of the package of actions put forward in the farming chapter? Please provide evidence in support of your answer if possible.

The Combined Authority supports proposals to address ammonia exposure, however this should not be considered in isolation and should part of wider policies to ensure best practices of land and water management, and farming practices are seen throughout the UK farming sector to ensure habitats are protected and environments enhanced.

Q17. What are your preferences in relation to the 3 regulatory approaches outlined and the timeframe for their implementation: (1) introduction of nitrogen (or fertiliser) limits; (2) extension of permitting to large dairy farms; (3) rules on specific emissions-reducing practices? Please provide evidence in support of your views if possible.

The Combined Authority has no further comment.

Q18. Should future anaerobic digestion (AD) supported by government schemes be required to use best practice low emissions spreading techniques through certification? If not, what other short-term strategies to reduce ammonia emissions from AD should be implemented? Please provide any evidence you have to support your suggestions.

The Combined Authority has no further comment.

## 8. Action to reduce emissions from industry

Q19. What do you think of the package of actions put forward in the industry chapter? Please provide evidence in support of your answer if possible.

The Leeds City Region is prioritising activities to deliver a 'zero-carbon economy' by 2036 as part of its vision for inclusive and clean growth. The Combined Authority fully supports a reduction of emissions from industry, but also accepts a phased approach to low-energy conversion must be delivered to ensure economic growth is not destabilised.

The Combined Authority is delivering a Resource Efficiency Programme which is supporting businesses to reduce energy and waste consumption which will have a benefit for air quality through reduced fossil fuel consumption. The programme has supported over 250 small to medium business with an estimated carbon emission reduction of 1,747 tonnes per annum. Research has identified that industries across our region could cut fuel costs by £74 million per annum with further investment in resource efficiency, likely to generate significant emission savings. The current Resource Efficiency programme is due to end in 2019 and the Combined Authority is currently developing a future programme that will incentivise 'circular business models' that will produce a more synergous and systematic approach to resource efficiency that will benefit emissions. We would welcome government support in developing this programme to fund further successes in the region.

A balance needs to be struck between the regulation of industry to prevent emissions and the need to ensure businesses remain competitive and continue to operate, securing jobs and stimulating the local economy. The package of measures should ensure this balance is maintained, but it is unclear from the CAS actions proposed whether this is expected to happen. Incentivisation is preferable to penalisation.

The development of the government's Clean Growth Strategy sector roadmaps should be complementary to the industrial decarbonisation and energy efficiency action plans published alongside the Clean Growth Strategy. The proposed roadmaps should not conflict with the actions outlined in the CAS.

Caution needs to be applied when determining the approach to regulating plants with a thermal input of between 500kW and 1MW. This needs to be proportionate to the impact caused and not act as a barrier to the implementation of such plants, especially where they contribute to achieving carbon reduction targets.

In the Leeds City Region, the Combined Authority is delivering a Resource Efficiency Programme which is supporting businesses to reduce energy and waste consumption which will have a benefit for air quality through reduced fossil fuel consumption. Its delivery of small scale intervention supporting over 100 business has led to a forecasted carbon emission reduction of 1,747 tonnes CO<sub>2</sub> per annum.

Q20. We have committed to applying Best Available Techniques to drive continuous improvement in reducing emissions from industrial sites. What other actions would be effective in promoting industrial emission reductions?

There were a number of programmes announced in the government's Clean Growth Strategy e.g. Industrial Energy Efficiency Programme, which look to engage with businesses in different industrial sectors. Where government or its consultants are engaging with businesses in relation to energy efficiency or other low carbon initiatives there should be a consideration of how emissions from other sources could be reduced using the same funding streams.

Q21. Is there scope to strengthen the current regulatory framework in a proportionate manner for smaller industrial sites to further reduce emissions? If so, how?

No further comment.

Q22. What further action, if any, should government take to tackle emissions from medium plants and generators? Please provide evidence in support of your suggestions where possible.

No further comment.

Q23. How should we tackle emissions from combustion plants in the 500kW-1MW thermal input range? Please provide evidence you might have to support your proposals if possible.

Any actions which come about from the CAS should be complementary to those being pursued in the Clean Growth Strategy and 25 Year Environment Plan. Actions should be proportional to the impact caused and not be overly burdensome on the operators, especially where the plants / generators are low carbon. We re-iterate that incentivisation is preferred to penalisation.

Q24. Do you agree or disagree with the proposal to exempt generators used for research and development from emission controls? Please provide evidence where possible.

The Combined Authority agrees with the proposal, although best available techniques should be used to ensure emissions controls are complied with as far as possible.

## **9. Leadership at all levels (local to international)**

Q25. What do you think of the package of actions put forward in the leadership chapter? Please provide evidence in support of your answer if possible.

The Combined Authority welcomes a tougher stance on air quality emissions and cleaner energy generation, but the strategy is light on detail. The UK departure from the European Union presents risks and uncertainty as to how European environmental legislation will be transposed and enshrined in UK law. We would therefore seek greater clarification on how high environmental standards will be maintained to reassure public, businesses and authorities that protection of the environment and air quality are important.

In light of the disparity of vehicle emissions between real world and test certificate emissions, there needs to be greater action to remove older, polluting vehicles from the road immediately. There is a lack of detail in the CAS on what tools will be brought forward to support local authorities to tackle air quality locally and nationally.

Regions and local authorities require appropriate devolved and continued funding to monitoring air quality, identify problems and undertake real activity to make change. The CAS proposals have not adequately addressed how these requirements will be met or by when.

Q26. What are your views on the England-wide legislative package set out in section 9.2.2? Please explain, with evidence where possible.

The Combined Authority welcomes the arrival of a tougher legislative framework and providing local authorities with the tools to deliver action. This needs to be supported by appropriate devolved funding to deliver local action.

Q27. Are there gaps in the powers available to local government for tackling local air problems? If so, what are they?

Where air quality issues arise due to externalities – e.g. strategic road/rail networks - local authorities are currently powerless to take action and there is limited dialogue with strategic bodies to address local exceedances on these networks. Long term committed funding from national government for local authorities and national bodies to work collaboratively to support local air quality monitoring and emission improvement is essential.

The proposal to create a ‘comprehensive set of new powers designed to enable targeted local action in areas with an air pollution problem’ is welcome, however further detail is required in the CAS to ensure activities protect and improve public health.

Q28. What are the benefits of making changes to the balance of responsibility for clean local air between lower and upper tier authorities? What are the risks?

Any change to responsibility would need to be supported by legislative changes including robust national policy frameworks and adequate devolved funding for real activity to take place in local areas.

Q29. What improvements should be made to the Local Air Quality Management (LAQM) system? How can we minimise the bureaucracy and reporting burdens associated with LAQM?

No further comment.

## 10. Progress against targets

### Q30. What do you think of the package of actions in the strategy as a whole?

The Combined Authority supports a multi-pollutant strategic approach to tackling emissions rather than publication of singular emission strategies - such as the DEFRA 'UK Plan for Tackling Nitrogen Dioxide Concentrations' published in July 2017. This silo approach fails to capture the opportunity for addressing wider emission reductions through holistic activities. Removal of older diesel vehicles – especially private cars - from roads will reduce significant levels of both Nitrogen Oxide and Particulate Matter concurrently. Multi-criteria policy supporting sustainable development and active travel will have economic, health and environment benefits.

The CAS needs to have greater recognition of how clean growth can be achieved through synergous policy on land use planning, major infrastructure, transport and health to significantly improve air quality. The negative externalities of increases in vehicle trips or potential increased demand on UK energy grid is not adequately considered to date. Greater evidence will ensure future major development and infrastructure projects include the forecast and appropriate mitigation of air quality impacts. There should be linkage to the National Planning Policy Framework and its role in supporting cleaner environments through ensuring low carbon/low emission and sustainable development. There is also a lack of cohesion between the CAS and the priorities and actions set out in the 25 Year Environmental Plan.

It has been widely evidenced that a significant number of vehicles are emitting far higher levels of emissions than the certified levels. This presents real concern of underestimating emissions from different vehicle types. Given the recent data provided on emissions from both new and used vehicles, there is little evidence of major national policy change to remove these higher polluting vehicles from the road in the shortest possible time.

There is insufficient detail in many areas on how real change in air quality will be achieved. A significant reduction in PMs requires strong action however there is little justified action put forward in the CAS to demonstrate how real change will be influenced in the shortest possible time, especially around domestic energy and transport PM sources.

The CAS has failed to identify new devolved funding measures to tackle localised air quality concerns or how strategic networks will improve local areas impacted by poor air quality.

### Q31. Do you have any specific suggestions for additional or alternative actions that you think should be considered to achieve our objectives? Please outline briefly, providing evidence of potential effectiveness where possible.

A national scrappage or mobility credits scheme for removing older polluting vehicles from the roads should be a priority, especially given the emerging evidence on real vehicle emissions compared with their laboratory test certificates.

There also needs to be real support for the HGV and coach sectors to transform fleets to alternative and zero emission fuel technologies, with government supporting the business case development for nationwide investment in alternative fuel technologies and infrastructure to support UK wide fleet movements.

### Q32. If you have any further comments not covered elsewhere, please provide them here. No further comment.

**Many thanks for sharing your views with us. We will ensure these have been properly considered before the strategy is published.**

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All information correct at time of print (September 18)



**Report to:** Transport Committee

**Date:** 21 September 2018

**Subject:** **Summary of Transport Schemes**

**Director:** Melanie Corcoran, Director of Delivery

**Author(s):** Craig Taylor / Dave Haskins / Cath Pinn

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

## 1 Purpose of this report

- 1.1 To inform the Transport Committee of the transport related West Yorkshire and York Investment Committee (the Investment Committee) recommendations from its meeting of 4 July 2018.

## 2 Information

- 2.1 The recommendations for projects that were made by Investment Committee meeting in July 2018, were approved at the West Yorkshire Combined Authority (the Combined Authority) meeting on 2 August 2018 or delegated for approval to the Combined Authority's Managing Director.
- 2.2 The following projects were presented at the Investment Committee meeting on 4 July 2018. Further information for each project can be found in **Appendix 1**. The full agenda and papers for the Investment Committee meeting on 4 July 2018 can be found on our [website](#).

## **Capital Spend and Project Approvals**

### **Rochdale Canal - Cycle Safety Fund**

- 2.3 As part of the CityConnect Programme, this scheme will deliver 6km of high quality cycle route in the Calderdale District between the centres of Hebden Bridge and Todmorden, building on the projects currently being delivered in the corridor to create a continuous traffic free route along the Calder Valley.

### **Corridor Improvement Programme - A58/A672**

- 2.4 The scheme aims to improve connectivity and accessibility to support economic growth through highway improvements, and improving cycling and walking facilities along this part of the West Yorkshire Key Route Network (WYKRN).

### **Corridor Improvement Programme - A646/A6033**

- 2.5 The scheme aims to improve connectivity and accessibility to support economic growth through a package of improvements to improve resilience to incidents and weather events and encourage more walking and cycling along this part of the West Yorkshire Key Route Network (WYKRN).

### **Halifax Station Gateway**

- 2.6 The scheme aims to deliver a transformational redevelopment of Halifax Rail Station.

## **3 Financial implications**

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

## **4 Legal implications**

- 4.1 The payment of funding to any recipient will be subject to a funding agreement being in place between Combined Authority and the organisation in question.

## **5 Staffing implications**

- 5.1 A combination of Combined Authority and District partner project, programme and portfolio management resources are identified and costed for within the schemes in this report.

## **6 External consultees**

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

## **7 Recommendations**

- 7.1 To note the report.

**8 Background documents**

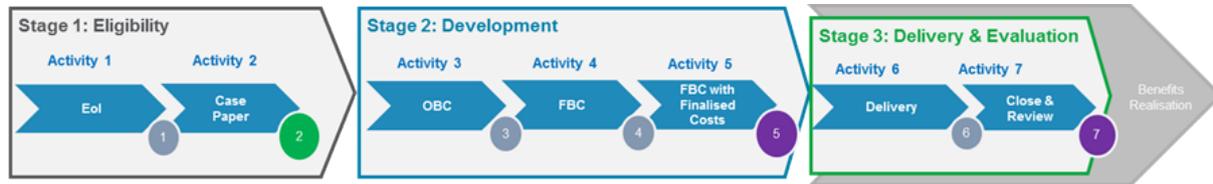
8.1 None.

**9 Appendices**

9.1 **Appendix 1** - Further information on transport related projects that were presented at the West Yorkshire and York Investment Committee on 4 July 2018.

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## Detailed information on transport related schemes considered by the West Yorkshire and York Investment Committee on 4 July 2018 ('Capital spending and project approvals').



### Projects in Stage 1: Eligibility

#### Rochdale Canal - Cycle Safety Fund (decision point 2 - case paper)

#### Background

The scheme, which forms part of the CityConnect Programme, will deliver 6 km of high quality cycle route in the Calderdale District between the centres of Hebden Bridge and Todmorden, building on the projects currently being delivered in the corridor to create a continuous traffic free route along the Calder Valley.

The project has been awarded £1.473 million funding by the Department for Transport following a competitive bidding process to improve cycle safety in the area and will be delivered in partnership with the Canal and River Trust and Calderdale Council.

The project will deliver against Priority 4 of the Leeds City Region Strategic Economic Plan – Infrastructure for growth, through linking people in the towns and settlements along the Calder Valley (including connecting to the rail stations) to jobs and other opportunities in the region. The proposal will contribute to the Transport Strategy target of increasing journeys by bike by 300% and “improving safety on the transport network”. In addition the scheme will contribute to the Priority 3 – Clean energy and environmental resilience through the improvements that will be made to the canal’s wash walls.

The route will provide a safe and attractive alternative to the heavily trafficked A646 for cyclists and pedestrians, which has seen an increase in road traffic accidents involving vulnerable road users. It is expected that the scheme will also unlock latent cycling and walking demand for both transport and leisure purposes, with similar projects realising increases in use of around 70% following completion. An initial assessment of the scheme suggests a BCR of 3.25:1 could be achieved.

Initial feasibility and development work has been completed previously as part of the wider CityConnect programme and it is expected that the project can progress quickly with a start on site planned for early in 2019 and completion by summer 2019.

#### Outputs, benefits and inclusive growth implications

The forecast outputs, benefits and inclusive growth implications for the scheme are:

- 6km of high quality cycle route (16.3km when taken in context of the wider CCAG programme delivery in the corridor)
- Connecting people to urban centres, key employment sites and economic opportunities.
- Congestion benefits will be realised through increased uptake of cycling and associated mode shift away from private car use. Mode share for cycling has been predicted to increase from 1.3% to 3.5% along the corridor, leading to a corresponding decrease in CO2 production and increasing local air quality.
- The scheme will realise significant health benefits through improved physical fitness, reduced absenteeism as well as a reduction in accidents (and the associated cost to the economy).
- Additional benefits resulting from the scheme which provides additional flood protection to homes and businesses will be realised through the associated wash wall repairs.

The scheme proposals demonstrate good value for money at this stage and its wider social benefits include health benefits such as improved fitness and reduction in accidents.

## **Risks**

The key risks and mitigating actions for this project are:

- Failure to manage tight timescales and receive approvals at appropriate stages as defined on outline project plan, allowing funding deadline to be met - Action - Detailed project plan to be produced in partnership with delivery partners.
- Insufficient funds to deliver scope of project - Action - Part of procurement exercise, design for the scheme should be packaged to allow Potential Value Engineering should costs exceed budget. The design and packages (scope) should be agreed and signed off by Executive (including Advisory Group and Programme Board sign off). Additional funding sources will also be explored to retain the project scope.
- Start on site is delayed, leading to time and cost increases - Action - twin track drafting of funding agreement with business case documentation.
- Failure to deliver project benefits due to economic case not stacking up - Action - Further analysis to be undertaken and detailed business case is to be developed.

## **Costs**

The total forecast cost to deliver the project is £1.553 million, to be funded through £1.473 million from the Combined Authority through the Department for Transport Cycle Safety Grant and £80,000 from Calderdale Council funds.

The Department for Transport grant is limited to £1.473 million.

No Combined Authority development costs are requested as part of this approval

## Timescales

The timescales of the project are:

- Completion of detailed design, consultation and sign off of designs early July 2018
- Procurement and firm costs early September 2018
- Completion of full business case (decision point 5) end September 2018
- Delivery Jan 2019 - Summer 2019 (decision point 6)

## Future assurance pathway and approval route

| Assurance pathway   | Approval route  |
|---|---|
| Decision point 4<br>Full business case                      | Recommendation: Investment Committee<br>Decision: Combined Authority's Managing Director                          |
| Decision point 5<br>Full business case with finalised costs | Recommendation: Combined Authority's Programme Appraisal Team<br>Decision: Combined Authority's Managing Director |

## Tolerances

| Project tolerances   |
|--|
| That scheme costs remain within those outlined in this report.<br>That programme timescales remain within 2 months of the timescales set out in this report. |

## Project responsibilities

|  |  |
|--|--|
| <b>Senior Responsible Officer</b>      | Kate Thompson, Combined Authority                                  |
| <b>Project Manager</b>                 | Fiona Limb, Combined Authority<br>Peter Stubbs, Calderdale Council |
| <b>Combined Authority case officer</b> | Nicholas Kiwomya   |

## Appraisal summary

The project has a clear strategic case and will deliver against the Leeds City Region's Strategic Economic Plan (SEP) priority 4 – Infrastructure for Growth, through providing sustainable and active transport infrastructure connecting key towns and settlements in the Calder Valley between Hebden Bridge and Todmorden and SEP priority 3 – Clean Energy and Environmental resilience through the work that will be required to the canal wash walls (to enable an improved towpath to be

built) improving flood resilience. In addition, there is a strong alignment with the Transport Strategy objectives to increase trips by bike and improve the safety of vulnerable road users as well as local plans and strategies including Calderdale's Local Plan and Health and Wellbeing strategy. The project's objectives are well defined and include the delivery of 6km of high quality cycle route which will; increase the numbers of walking and cycling trips, link to and enhance other planned transport projects in the area (CCAG and Transport Fund), deliver carbon reductions and improve air quality, reduce cyclist and pedestrian casualties and provide economic benefit to the region. The scheme has been assessed as providing good value for money with an initial benefit to cost ratio of 3.25:1, and further work will be undertaken to refine the economic appraisal for this scheme to measure the full range of benefits possible including, congestion, environmental, health and economic.

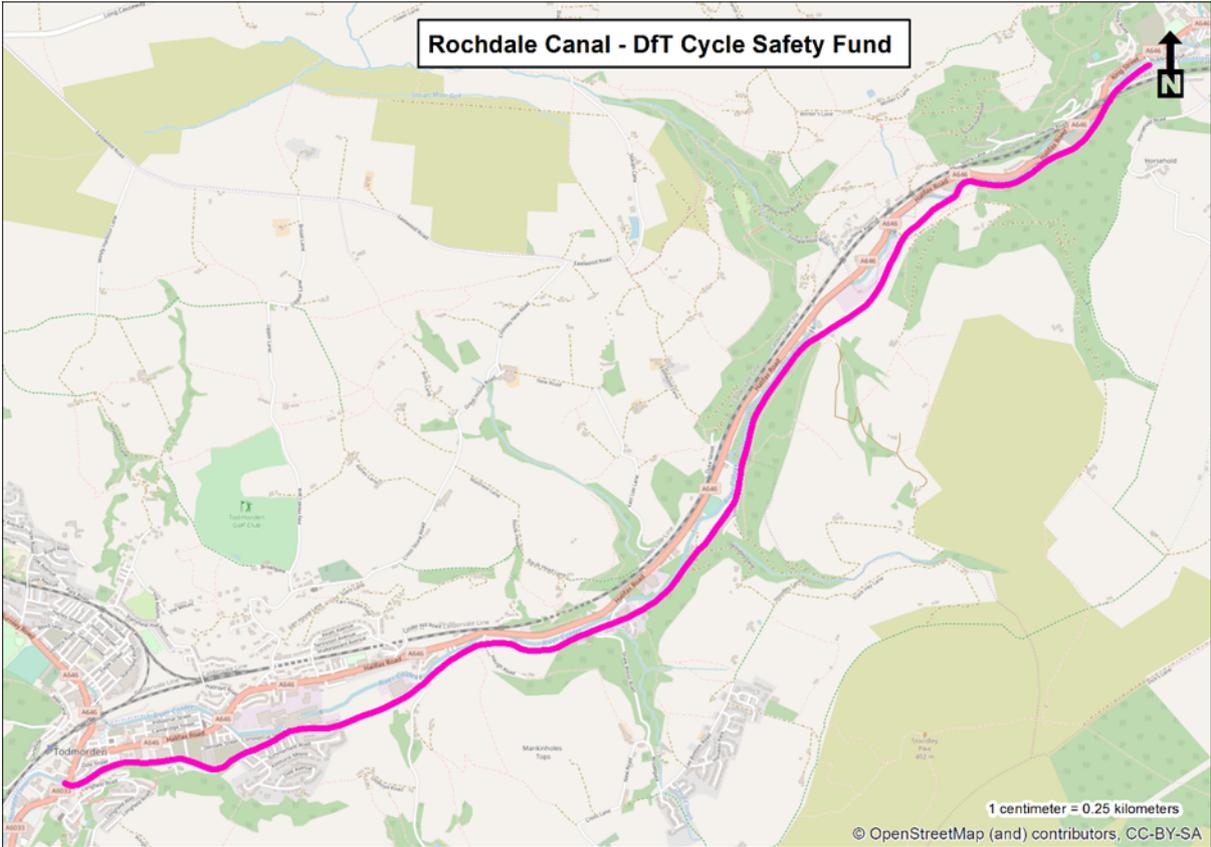
The project is well established and forms part of the CityConnect programme within initial feasibility design and costings work completed. The project has resources in place to take the scheme forward to delivery with a team from Canal and River trust and Calderdale Council undertaking the project management, design and procurement of the delivery going forward, with support from the Combined Authority's programme management team. Funding has been secured for the delivery of the project from the Department for Transport and this is being matched by external funding from Calderdale Council. The Department for Transport funding conditions and Canal and Rivers Trust working restrictions mean that the timetable for delivery is constrained but a clear critical path and key milestones are in place to deliver to this ambitious timeframe. Procurement plans are in place through the established Canal and Rivers Trust framework contractor, which has successfully been utilised for the first phase of the project, which is currently being delivered on site.

## **Recommendations**

That Investment Committee recommends to Combined Authority that:

- (i) The Rochdale Canal Towpath Improvement project proceeds through decision point 2 and work commences on activity 4 (full business case)
- (ii) That an indicative approval is given to the total project value of £1.553 million and the Combined Authority funding contribution of £1.473 million (from the Department for Transport – Cycle Safety Grant fund) with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs). The remainder will be funded by £80,000 from Calderdale Council,
- (iii) Future approvals are made in accordance with the approval pathway and approval route outlined in this report including at decision points 4 and 5 through a delegation to the Combined Authority's Managing Director following a recommendation by either Investment Committee or the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

**Location**



## **Projects in Stage 2: Development**

### **Corridor Improvement Programme Summary**

The Corridor Improvement programme is a programme of low and medium cost highway interventions on strategic highway corridors on the West Yorkshire Key Route Network (WYKRN), which aims to improve connectivity and accessibility to support economic growth. In order to achieve this the programme aims to deliver an 8% reduction in journey times for all traffic, with a higher target of 12% reduction in journey times for buses.

The creation of a West Yorkshire Key Route Network (WYKRN) is designed to facilitate economic growth and job creation by delivering reliable journey times for all modes across the core road network in West Yorkshire, regardless of authority boundaries. Improved reliability of the WYKRN will contribute to goals of the Leeds City Region Strategic Economic Plan (SEP) by improving connectivity and better connecting people, jobs and goods. Such improvements will help to attract investment and facilitate housing growth across the City Region.

The Corridor Improvement Programme will be delivered in three phases. The total forecast cost of the programme is £130.3 million, £125 million of which will be funded from the Combined Authority's West Yorkshire plus Transport Fund.

The following two schemes which are presented in this report form part of the Corridor Improvement Programme. They are the

- A58/A672 Corridor Improvement project
- A646/A6033 Corridor Improvement project

Both schemes are located in the Calderdale district and are being promoted by Calderdale Council.

The Corridor Improvement Programme received decision point 2 approval (case paper) from the Combined Authority on the 29th June 2017 for the programme as a whole, as part of this approval it was agreed that the 13 projects within the programme would be progressed on an individual basis to outline business case. These two schemes are the first projects from the programme to be brought forward for decision point 3 (outline business case) approval.

At decision point 2, a total forecast cost for phase 1 of the programme received an indicative approval of £67.8 million. This forecast only comprised of costs for 11 of the 13 projects from phase 1. Costs were not included for both the A58/A672 Corridor Improvement project, and the A646/A6033 Corridor Improvement projects (both of which are presented in this report for consideration). This was due to robust cost forecasts not being available at the time.

It is considered that both schemes are affordable through a mix of over-programming of Phase 1 and also from the wider Phase 2 and 3 forecast programme costs. It is intended that the Corridor Improvement Programme will be fully reviewed over the next 6 months and, if required, a change request approval sought to update the total forecast cost for Phase 1 schemes.

## **Background**

This scheme forms part of Phase 1 of the Corridor Improvement Programme.

This scheme proposes a package of focused transport interventions on the A58/A672 corridor in Calderdale to deliver highway improvements, along with improving facilities for active travel modes (cycling and walking). This includes a package of measures to improve highway efficiency for the benefit of all road users along this part of the West Yorkshire Key Route Network (WYKRN), comprising the A58/A672 between Halifax and the M62 Junction 22 via Sowerby Bridge, Ripponden and Rishworth. Currently there are issues with the journey time variability between peak and off-peak time periods particularly for public transport, poor air quality due to congestion and lack of appetite for growth due to these issues on the route.

Halifax is identified as a spatial priority area in the SEP. Improved links to the economic opportunities available in Halifax from Sowerby Bridge, Ripponden and Rishworth will connect people to higher value jobs. Improvements to the A58 in Sowerby Bridge will also better link residents of the Upper Calder Valley with similar economic opportunities available in Brighouse, Elland and Huddersfield, whilst improved air quality through reduced congestion on the A58 will ensure 'good growth' is achieved.

As part of the WYKRN, the A58/A672 provides a key role linking Calderdale to the Greater Manchester City Region. Improvements to this route will ensure sustainable growth of Halifax and surrounding economic centres such as Copley, whilst boosting the visitor economy by enhancing links with neighbouring areas. Increased accessibility of Halifax from the south west will also complement parallel improvements planned on the A629, helping erode the productivity gap that exists with other areas, reducing barriers that deter future investment and improving the quality of life for residents.

## **Outputs, benefits and inclusive growth implications**

The forecast outputs, benefits and inclusive growth implications for the project are:

- Improved journey time reliability on the A58/A672, particularly for public transport users and reduced variability between peak and off-peak time periods.
- Reduced congestion along the A58/A672 by reducing journey times for general traffic along the corridor by 8% or more in the AM and PM peak by opening year, in order to improve productivity and attract new investment, in particular to attract new businesses to occupy employment land allocated in the emerging Local Plan.
- future housing growth supported by reducing transport constraints to development on the corridor– enabling residential units located on preferred sites accessed via the corridor in the emerging Calderdale Local Plan to be realised by 2032.

- Enhanced provision for active modes in order to increase the sustainability of new development – closing gaps in network connectivity on the walking and cycling networks to limit net growth in car trips by 2026, once trips generated by new development are accommodated.
- Improved air quality – ensure the annual mean nitrogen dioxide levels observed in the AQMA declared in Sowerby Bridge town centre are improved by the end of the opening year.
- Accidents reduced by 10% throughout the corridor by 2022, with a particular focus on collisions involving pedestrians and cyclists.

The benefit to cost ratio of this scheme has been assessed as 4.3:1 and its wider social benefits include improving air quality, improved fitness and reduction in accidents.

## **Risks**

The key risks and mitigating actions for this project are:

- Drainage repairs required as a result of detailed design surveys. This will be mitigated by minimising drainage design modification to reduce the impacts of changes, ensuring detailed statutory utility plans are obtained and liaison with the relevant utility companies.
- Difficulties managing utilities leading to cost increases and programme delays. This will be mitigated through early engagement and regular dialogue with utility companies and timely requests for information.
- Adverse weather conditions impacting on scheme delivery. This will be mitigated through where possible works being scheduled outside of key adverse weather periods. Work will be packaged into smaller sections, so it can be rearranged within the overall programme. Extra time will be factored into the build period for each section to allow for delays.
- Local acceptance of the impacts of proposals. This will be mitigated by continued engagement with councillors and the wider community throughout the life of the project.

## **Costs**

The total forecast cost to deliver the project is £6.024 million. This will be funded entirely by the Combined Authority from the West Yorkshire plus Transport Fund.

Phase 1 of the programme received a total development cost approval of £4.483 million, of which £235,000 was allocated for the development of this scheme. The scheme now requires a further £706,665 to progress the scheme to full business case (decision point 4), taking the total development cost requirement to £941, 665. To date, 16% of costs have been spent on developing the scheme which is in line with expectations.

## **Timescales**

The timescales of the project are:

- It is forecast that the full business case (decision point 4) will receive approval in August 2019
- It is forecast that construction will be completed by March 2021 (decision point 6)

### Future assurance pathway and approval route

| Assurance pathway   | Approval route  |
|---|---|
| Decision point 4<br>Full business case                      | Recommendation: Investment Committee<br>Decision: Combined Authority's Managing Director                          |
| Decision point 5<br>Full business case with finalised costs | Recommendation: Combined Authority's Programme Appraisal Team<br>Decision: Combined Authority's Managing Director |

### Tolerances

| Project tolerances  |
|---|
| That costs should remain within 10% of the total project cost set out in this report<br>The timescales should remain within 3 months of the timescales set out in this report |

### Project responsibilities

|                                 |                                      |
|---------------------------------|--------------------------------------|
| Senior Responsible Officer      | Melanie Corcoran, Combined Authority |
| Project Manager                 | Peter Stubbs, Calderdale Council     |
| Combined Authority case officer | Simon Collingwood                    |

### Appraisal summary

A package of small-scale transport interventions on the A58/A672 corridor focused on highway improvements, along with improving facilities for active modes. The scheme involves a package of measures to improve highway efficiency for the benefit of all road users along part of the West Yorkshire Key Route Network (WYKRN), comprising the A58/A672 between Halifax and the M62 Junction 22 via Sowerby Bridge, Ripponden and Rishworth. The scheme has good management, strategic, economic commercial and financial cases and is designed to facilitate economic growth and job creation by delivering reliable journey times for all modes across the core road network in West Yorkshire, regardless of authority boundaries. Improved reliability of the WYKRN will contribute to goals of the Leeds City Region Strategic Economic Plan (SEP) by improving connectivity and better connecting people, jobs and goods. Such improvements will help to attract investment and facilitate housing growth across the City Region.

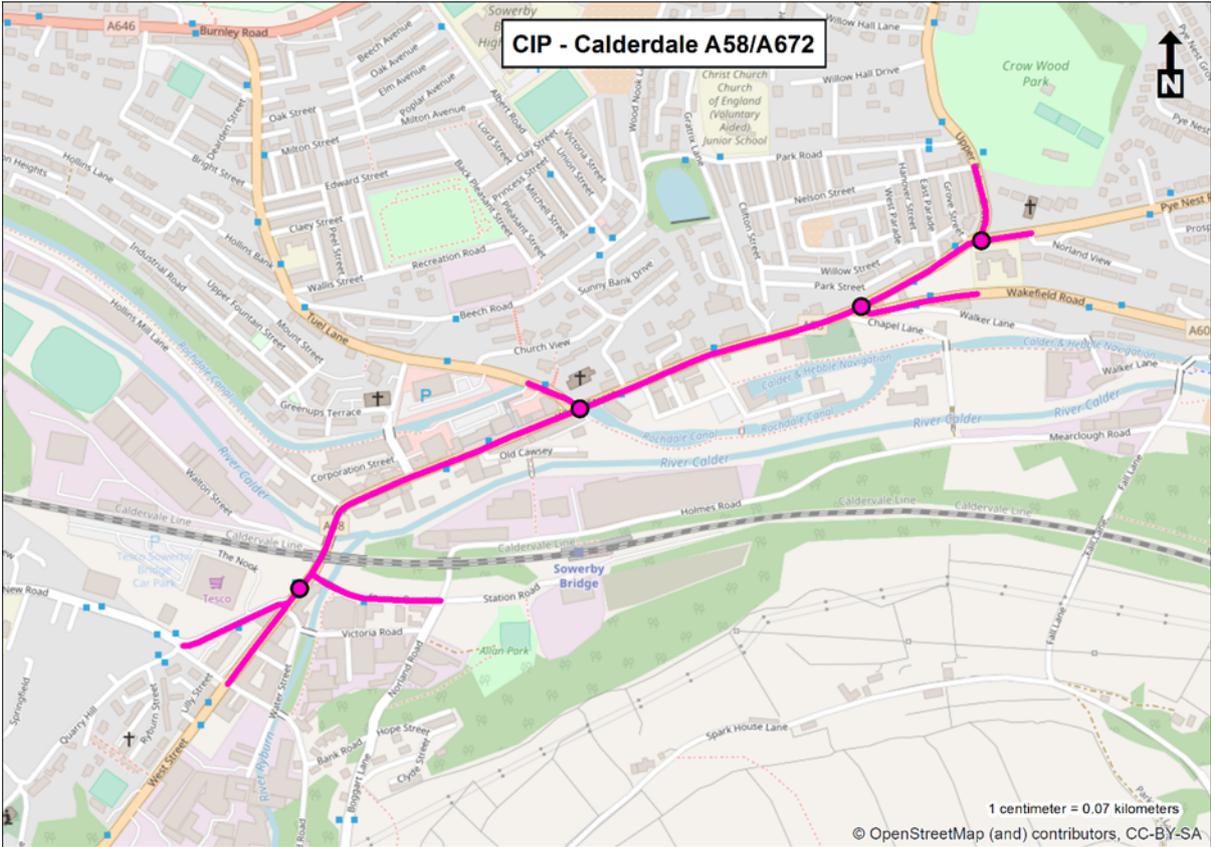
This scheme is judged to represent good value for money, which is demonstrated through a forecast benefit cost ratio of 4.3 to 1.

## **Recommendations**

That Investment Committee recommends to the Combined Authority that:

- (i) That the Corridor Improvements Programme scheme - A58/A672 proceeds through decision point 3 and work commences on activity 4 (full business case)
- (ii) That an indicative approval to the total project value of £6.024 million is given to be funded from the West Yorkshire plus Transport Fund with full approval to spend being granted once the scheme has progressed through the assurance process to decision point 5 (full business case with finalised costs).
- (iii) That the development costs of £706,665 are approved in order to progress the scheme to decision point 4 (full business case), and that the Combined Authority issue an addendum to the existing Funding Agreement with Calderdale Council for expenditure of up to £706,665 from the West Yorkshire plus Transport Fund taking the total approval to £941,665.
- (iv) That future approvals are made in accordance with the approval pathway and approval route set out in this report, to include at decision points 4 and 5 through a delegation to the Combined Authority's Managing Director. This will be subject to the scheme remaining within the tolerances outlined in this report.

Location



## **Background**

This scheme forms part of Phase 1 of the Corridor Improvement Programme,

The scheme will deliver a multi-modal package of improvements to address identified pinch-points, improve resilience to incidents and weather events and encourage modal shift along the A646/A6033 corridor. Current issues which will be addressed are inefficient junctions and required changes in traffic management, lack of bus facilities, lack of pedestrian crossing points, lack of cycle facilities and poor links to existing walking and cycling routes.

Halifax is identified as a spatial priority area in the Leeds City Region Strategic Economic Plan (SEP). Improved links to the economic opportunities available in Halifax from the Upper Calder Valley, will connect people to higher value jobs, whilst improvements to air quality through reduced congestion will deliver a better environment, ensuring 'good growth' credentials of the SEP are met. Potential improvements to public realm will also improve quality of life.

As part of the WYKRN, the A646/A6033 provides a key role linking Calderdale to the Greater Manchester City Region and to Lancashire. Improvements to this route will ensure sustainable growth of Halifax and surrounding economic centres, whilst boosting the visitor economy by enhancing links with neighbouring areas. Increased accessibility of Halifax from the west will also complement parallel improvements planned on the A58/A672, helping to erode the productivity gap that exists with other areas, reducing barriers that deter future investment and improving the quality of life for residents.

## **Outputs, benefits and inclusive growth implications**

- Improved journey time reliability, particularly for public transport users by reducing journey time variability between peak and off-peak time periods by 12% or more by opening year.
- Improve accessibility to employment sites by reducing journey times for general traffic along the corridor by 8% or more in the AM and PM peak by opening year.
- Enable future housing growth by 2032 at sites proposed along the corridor in the Calderdale Local Plan to be realised.
- Enhanced provision for active modes and closed gaps in connectivity on the walking and cycling networks by opening year, provides an environment which promotes and encourages active mode use.
- Improve air quality by making an improvement to levels of nitrogen dioxide/particulates and achieve the European target values in the two AQMAs declared in Luddenden Foot and Hebden Bridge by opening year.
- Reduce accidents with a particular focus on collisions involving pedestrians and cyclists.

- Improving efficiency on the Key Route Network by removing parking at key pinchpoints.

The benefit to cost ratio for the scheme has been assessed as 3.3:1 and its wider social benefits include improving air quality, improved fitness and reduction in accidents.

## **Risks**

The key risks and mitigating actions for this project are:

- Drainage repairs required as a result of detailed design surveys. This will be mitigated by minimising drainage design modification to reduce the impacts of changes, ensuring detailed statutory utility plans are obtained and liaison with the relevant utility companies.
- As the design is developed it may be identified that permanent works require land purchase or access outside of adopted highway boundary. This will be mitigated through early identification of third party land requirements, early engagement with relevant land owners and managing designs where possible to mitigate the need for third party land.
- Difficulties managing utilities leading to cost increases and programme delays. This will be mitigated through early engagement and regular dialogue with utility companies and timely requests for information.
- Adverse weather conditions impacting on scheme delivery. This will be mitigated through, where possible, works being scheduled outside of key adverse weather periods. Work will be packaged into smaller sections, so it can be rearranged within the overall programme. Extra time will be factored into the build period for each section to allow for delays.

## **Costs**

The total forecast cost to deliver the project is £5.092 million. This will be funded by the Combined Authority from the West Yorkshire plus Transport Fund.

Phase 1 received a total development cost approval of £4.483 million, of which £195,000 was allocated for the delivery of this scheme. The scheme now requires a further £594,581 to progress the scheme to full business case (decision point 4), taking the total development cost requirement to £789,581. To date, 16% of costs have been spent on developing the scheme which is in line with expectations.

## **Timescales**

The timescales of the project are:

- It is forecast that the full business case (decision point 4) will receive approval in August 2019
- It is forecast that construction will be completed by March 2021 (decision point 6 delivery)

## Future assurance pathway and approval route

| Assurance pathway   | Approval route  |
|---|---|
| Decision point 4<br>Full business case                      | Recommendation: Investment Committee<br>Decision: Combined Authority's Managing Director                          |
| Decision point 5<br>Full business case with finalised costs | Recommendation: Combined Authority's Programme Appraisal Team<br>Decision: Combined Authority's Managing Director |

## Tolerances

| Project tolerances  |
|---|
| That costs should remain within 10% of the total project cost set out in this report<br>The timescales should remain within 3 months of the timescales set out in this report |

## Project responsibilities

|  |                                      |
|--|--------------------------------------|
| <b>Senior Responsible Officer</b>      | Melanie Corcoran, Combined Authority |
| <b>Project Manager</b>                 | Peter Stubbs, Calderdale Council     |
| <b>Combined Authority case officer</b> | Simon Collingwood                    |

## Appraisal summary

The scheme will deliver a multi-modal package of improvements to address identified pinch-points, improve resilience to incidents and weather events and encourage modal shift along the A646/A6033.

The scheme has good management, strategic, economic commercial and financial cases and is designed to facilitate economic growth and job creation by delivering reliable journey times for all modes across the core road network in West Yorkshire, regardless of authority boundaries. Improved reliability of the WYKRN will contribute to goals of the Leeds City Region Strategic Economic Plan (SEP) by improving connectivity and better connecting people, jobs and goods. Such improvements will help to attract investment and facilitate housing growth across the City Region.

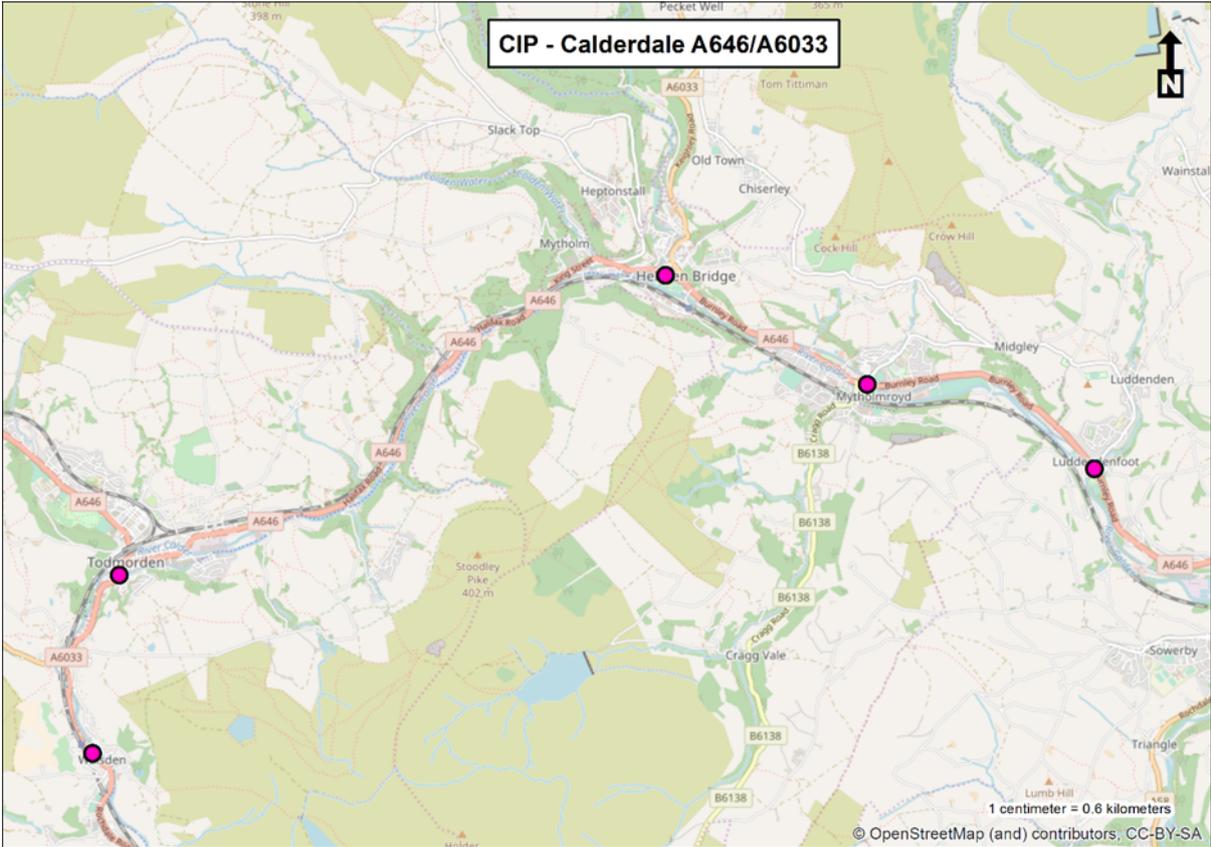
It is judged that the scheme represents good value for money and will deliver a predicted benefit cost ratio value of 3.3 to1.

## Recommendations

That Investment Committee recommends to the Combined Authority that:

- (i) That the Corridor Improvements Programme scheme - A646/6033 proceeds through decision point 3 and work commences on Activity 4 (full business case).
- (ii) That an indicative approval to the total project value of £5.092 million is given to be funded from the West Yorkshire plus Transport Fund with full approval to spend being granted once the scheme has progressed through the Assurance Process to decision point 5 (full business case with finalised costs)
- (iii) That the development costs of £594,581 are approved in order to progress the scheme to decision point 4(full business case), and that the Combined Authority issue an addendum to the existing Funding Agreement with Calderdale Council for expenditure of up to £594,581 from the West Yorkshire plus Transport Fund taking the total approval to £789,581.
- (iv) That future approvals are made in accordance with the approval pathway and approval route set out in this report, to include at decision points 4 and 5 through a delegation to the Combined Authority's Managing Director. This will be subject to the scheme remaining within the tolerances outlined in this report.

Location



## Halifax station gateway (change request)

### Background

The Halifax Station Gateway project will deliver a transformational redevelopment of Halifax Rail Station. A new iconic station building will be constructed, connecting architecturally with the Grade II Listed 1855 Building.

A new platform will be delivered, substantially increasing passenger platform capacity at Halifax. The land in front of the station - owned by Calderdale Council and currently leased to Eureka! The Children's Museum - will be developed into an attractive landscaped 'Station Gardens'. The 'Station Gardens' will connect the station with Halifax Town Centre via both the Piece Hall and Horton Street, and to Eureka! The Children's Museum.

The project will provide environmentally sensitive regeneration to legacy railway land, and deliver high quality pedestrian journey opportunities between Halifax rail station and the town centre core. The project is being developed by Calderdale Council in parallel with the West Yorkshire plus Transport Fund A629 Halifax Town Centre (phase 2) project. In combination these projects will transform the Eastern Gateway to Halifax Town Centre.

### Description of change request

Calderdale Council requires additional development funding to support further project development to maintain the project programme leading to outline business case (OBC) submission.

### Outputs, benefits and inclusive growth implications

It is expected that the project will:

- Increase the number of jobs and income per capita within Halifax above baseline trends within 5 years of project completion
- Increase the number and proportion of journeys to Halifax by rail in excess of industry forecasts (RUMS ) within 5 years of project completion
- Increase the level of investment by existing employers within Halifax above current levels within 5 years of project completion
- Increase the number of local business start-ups and external businesses establishing a base in Halifax above the baseline trend within 5 years of project completion
- Further work will take place on the business case which will include the production of a benefit cost ratio as the project develops.

### Risks

The key risks, and mitigating actions, for this project are:

- The scheme does not secure all the required funding to be delivered. This will be mitigated by the promoter working closely with other public and private

sector partners to identify potential match funding early in the development process, and pursuing relevant funding opportunities.

- A lack of funding leads to the timescales slipping further, which impacts on the project programme. This will be mitigated by robust programme management, and early identification of potential appropriate match funding sources.

## Costs

The total cost of the scheme is forecast to be £28.2 million, of which £10.6 million will be funded by the Combined Authority from the West Yorkshire plus Transport Fund. £315,000 development costs were approved, when the scheme passed through the equivalent to decision point 2 in 2016. An additional £793,000 is now sought by Calderdale Council to undertake additional feasibility works and produce a comprehensive outline business case and progress the scheme to decision point 3. This takes the total expenditure approval to £1.108 million. 16% of anticipated revised scheme costs are forecast to be spent on development.

## Timescales

The anticipated timescales of the project:

- Approval of an updated outline business case (decision point 3) is forecast to be achieved in Spring 2019
- The revised full approval at decision point 5 is forecast to be achieved in Winter 2020
- The revised forecasted completion date (decision point 7), will be Winter 2023

## Future assurance pathway and approval route

| Assurance pathway   | Approval route  |
|---|---|
| Decision point 3<br>Outline business case                   | Recommendation: Investment Committee<br>Approval: Combined Authority  |
| Decision point 4<br>Full business case                      | Recommendation: Combined Authority's Programme Appraisal Team<br>Approval: Combined Authority's Managing Director |
| Decision point 5<br>Full business case with finalised costs | Recommendation: Combined Authority's Programme Appraisal Team<br>Approval: Combined Authority's Managing Director |

## Tolerances

### Project tolerances

That costs should remain within 10% of the costs outlined in this report  
That timescales should remain within 3 months of the timescales set out in this report

### Project responsibilities

|  |                                     |
|--|-------------------------------------|
| <b>Senior Responsible Officer</b>      | Mark Thompson, Calderdale Council   |
| <b>Project Manager</b>                 | Sarah Callaghan, Calderdale Council |
| <b>Combined Authority case officer</b> | Rachel Jones                        |

### Appraisal summary

The scheme requires additional development funding to be brought forward to undertake further feasibility work to enhance the outline business case. The updated outline business case will be re-appraised when it is submitted, and recommendations presented to the Programme Appraisal Team.

### Recommendations

That Investment Committee recommends to the Combined Authority that:

- (i) The change request to the Halifax Station Gateway project of £793,000 additional development funds is approved. This takes the total approved development funds to £1.108 million.
- (ii) The Combined Authority enters into a £793,000 addendum to the existing funding agreement with Calderdale Council for expenditure of up to £1.108 million from the West Yorkshire plus Transport Fund.
- (iii) Future approvals are made in accordance with the Approval Pathway and Approval Route outlined in this report including at decision points 4 and 5 through a delegation to the Combined Authority's Managing Director following a recommendation by the Combined Authority's Programme Appraisal Team. This will be subject to the scheme remaining within the tolerances outlined in this report.

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