

TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY, 9 NOVEMBER 2018
IN COMMITTEE ROOM A, WELLINGTON HOUSE, 40-50 WELLINGTON
STREET, LEEDS**

A G E N D A

- 1. APOLOGIES FOR ABSENCE**
 - 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
 - 3. EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
 - 4. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 21 SEPTEMBER 2018.**
(Pages 1 - 10)
 - 5. WEST YORKSHIRE COMBINED AUTHORITY RESPONSE TO JOSEPH ROWNTREE FOUNDATION REPORT**
Members will be given a presentation and representatives from the Joseph Rowntree Foundation will be in attendance.
(Pages 11 - 14)
- For Decision**
- 6. FUTURE OF BUS 18**
(Pages 15 - 42)
 - 7. PLANNING FOR GROWTH: THE LEEDS CITY REGION CONNECTIVITY STRATEGY**
(Pages 43 - 90)
 - 8. TRANSFORMING CITIES FUND**
(Pages 91 - 94)

9. **RAIL PERFORMANCE AND FUTURE SERVICE PLANNING UPDATE**
(Pages 95 - 120)
 10. **NPR UPDATE**
(Pages 121 - 126)
 11. **TRANSPORT FOR THE NORTH INTEGRATED AND SMART TRAVEL PROGRAMME UPDATE**
(Pages 127 - 130)
 12. **AIR QUALITY UPDATE**
(Pages 131 - 134)
 13. **ENERGY STRATEGY AND DELIVERY PLAN**
(Pages 135 - 162)
 14. **GREEN AND BLUE INFRASTRUCTURE STRATEGY AND DELIVERY PLAN**
(Pages 163 - 180)
 15. **LOCAL TRANSPORT PLAN APPROVALS**
(Pages 181 - 190)
- For Information**
16. **BUDGET PLANNING**
(Pages 191 - 194)
 17. **LEEDS CITY REGION TRANSPORT UPDATE**
(Pages 195 - 208)
 18. **SUMMARY OF TRANSPORT SCHEMES**
(Pages 209 - 212)

Signed:

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

**Managing Director
West Yorkshire Combined Authority**

**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON FRIDAY, 21 SEPTEMBER 2018 AT COMMITTEE ROOM A,
WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

Present:

Councillor Kim Groves (Chair)	Leeds City Council
Councillor Eric Firth (Deputy Chair)	Kirklees Council
Councillor Martyn Bolt (Leader of the Opposition)	Kirklees Council
Councillor Kayleigh Brooks	Leeds City Council
Councillor Neil Buckley	Leeds City Council
Councillor Peter Caffrey	Calderdale Council
Councillor David Dagger	Wakefield Council
Councillor Peter Dew	City of York Council
Councillor Michael Ellis	Bradford Council
Councillor Ian Greenwood	Bradford Council
Councillor Manisha Kaushik	Kirklees
Councillor Michael Lyons OBE	Leeds City Council
Councillor Taj Salam	Bradford Council
Councillor Daniel Sutherland	Calderdale Council
Councillor Kevin Swift	Wakefield Council

In attendance:

Graham Meiklejohn	Transpennine Express (minute 24)
Melanie Corcoran	West Yorkshire Combined Authority
Helen Ellerton	West Yorkshire Combined Authority
Diane Groom	West Yorkshire Combined Authority
James Nutter	West Yorkshire Combined Authority
Alistair Ryder	West Yorkshire Combined Authority
Kate Thompson	West Yorkshire Combined Authority
Janette Woodcock	West Yorkshire Combined Authority

20. Apologies for absence

Apologies for absence were received from Councillors Peter Box, James Lewis, and Alex Ross Shaw and Ian Cherry.

21. 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.

22. Declarations of disclosable pecuniary interests

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

23. Minutes of the meeting of the Transport Committee held on 6 July 2018

Agenda Item 6 (Governance Arrangements)

Councillor Bolt raised an issue regarding the accuracy of the minute relating to the report on Governance Arrangements advising that the recommendations were incomplete and did not accurately reflect the decisions made at the meeting on 6 July, as presented in the report.

Furthermore, in relation to a query raised concerning the frequency of the District Consultation Sub-Committee (DCSC) meetings in the 2018/19 municipal year, Councillor Bolt asked that the additional recommendation which had been proposed allowing DCSC chairs the discretion to call additional meetings, as required, be recorded in the minutes.

Resolved:

- (i) That the minute relating to Agenda Item 6 (Governance Arrangements), be amended to accurately reflect the recommendations in the report which had been approved at the meeting on 6 July 2018.
- (ii) That the recommendation made giving each District Consultation Committee Chair the discretion to call additional meetings if required be recorded in the minutes of the meeting.
- (iii) That the minutes of the Transport Committee held on 6 July 2018, amended as detailed above, be approved as a true record and signed by the Chair.

24. Chair's Comments

The Chair, Councillor Kim Groves, opened the meeting and advised that following a request from the Committee, David Hoggarth (Strategic Rail Director, Transport for the North) had supplied a written response to issues on which he had promised further information following his presentation at the meeting on 6 July 2018 and this had been circulated to Members.

25. Rail Performance Update

The Transport Committee considered a report highlighting rail performance issues encountered since the new timetable had been introduced in May 2018, the actions being taken to mitigate them and the risks and scope for improvements to ongoing performance.

Members criticised the lack of responsiveness by the rail operators and agreed that although improvements had been made to services affected by the summer's timetable problems, services in the region were still extremely unreliable with frequent partial or full cancellations, poor punctuality and trains being short formed and unable to cope with capacity.

The Committee were given an update on the current performance of Northern and Transpennine Express (TPE) services and the steps being taken to address the continuing problems.

Councillor Lyons commented that the strengthening of trains was crucial to ensure that trains were not full to capacity leaving passengers behind. He asked whether there were sufficient drivers and guards in place to operate services and fulfil the current timetable and asked that Northern and Transpennine Express provide a written summary of their staffing levels.

Graham Meiklejohn (Regional Development Manager, TPE) was present at the meeting and was invited to the table to provide an update on the latest position with TPE performance. Mr Meiklejohn advised that TPE was on target to introduce new, higher capacity trains towards the end of the year and that they had sufficient driver provision for the new trains. Mr Meiklejohn was thanked for the information.

Cllr Bolt asked for an update detailing the specific effects of the timetable changes on services in the region.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the rail performance issues as a consequence of the introduction of the May 2018 timetable, as set out in the report, be noted.
- (iii) That the recommendation to urge the respective train operators and the Rail North Partnership to stabilise local train services as soon as possible and to ensure delivery of the service enhancements specified in the rail franchise be endorsed.
- (iv) That an update detailing the specific effects of the timetable changes on services in the region be provided to the Committee.

26. Transpennine Route Upgrade: Ambition for West Yorkshire

The Transport Committee considered a report providing an update on the Trans-Pennine Route Upgrade (TRU) rail project and which:

- (a) summarised the emerging findings of work to examine desirable service outcomes;
- (b) set out the types of choice the region was likely to be able to make should TRU proceed as envisaged by Transport for the North (TfN); and
- (c) sought Transport Committee's approval of the West Yorkshire Combined Authority's proposed position on the specification of TRU.

Members were provided with a detailed update on progress with the Transpennine Route Upgrade (TRU), a project to renew and upgrade the railway between York/Selby and Manchester via Leeds and Huddersfield. The Combined Authority and Transport for the North (TfN) had identified and agreed that work should be undertaken to examine desirable service outcomes for West Yorkshire; this piece of work explored the nature of the population and employment patterns on the TRU corridor as it passed through West Yorkshire, travel to work patterns, station catchments and future developments likely to influence travel patterns, along with demand forecasting of potentially successful service patterns. The findings of that work-stream had resulted in a technical note being produced (the Ambition document) which was appended to the submitted report. The technical note had been shared in draft form with TfN and the Department for Transport (DfT) and had been used to inform discussion at the TfN Partnership Board attended by Cllr Judith Blake on the 13 September. TfN's position would be communicated to the Department for Transport with a view to influencing the decision of the Secretary of State in terms of what, if any, variant of TRU should be taken forward. A decision was expected in January/February 2019.

Members discussed the technical note in detail and provided the following comments:

- that more ambition is needed;
- there is a need to ensure that the TP upgrade delivers on capacity;
- the detail around movement of freight was insufficient;
- rail movement should be incorporated into Local Plans;
- a map showing significant areas of population would have been helpful;
- the document should highlight points of growth - students at colleges and Huddersfield University;
- concerns re Penistone line;
- impact on the upper Calder Valley, Brighouse, Huddersfield;
- the electric railway charter will have an impact on the Calder Valley line;
- concerns that full electrification will cause major disruption;
- lack of connections to other rail services - no service from Wakefield to Manchester;
- rail capacity issues (ie Wakefield Westgate to Huddersfield);
- Bradford/Calderdale/Wakefield missing from list at 1.3, page 29;
- stakeholders should have been consulted;
- consideration be given to the merger of Mirfield & Ravensthorpe stations.

Cllr McBride spoke about his concerns for the Kirklees district and commented that Kirklees Members had not been consulted during formulation of the

technical document and asked that discussions take place as a matter of urgency before the views of the Committee were passed to TfN.

On the issue of freight, Councillor Groves advised members that she had recently met with the Freight Council who had offered to come along and talk to the Transport Committee. Members agreed that this would be helpful and suggested that the Road Haulage Association also be invited to attend a future meeting.

Resolved:

- (i) That the update provided on the Trans-Pennine Route Upgrade be noted.
- (ii) That the Ambition document as set out in Appendix 1 of the report be revisited and brought back to a future meeting.
- (iii) That support for the TfN Strategic Development Option be endorsed, subject to verifying that it is capable of supporting the preferred service outcomes and that the Chair of the Transport Committee write to the DfT and TfN setting out this position.
- (iv) That discussions be held with Kirklees Council on the content of the technical document in advance of the views of the Committee being communicated to Transport for the North.
- (v) That the Freight Council and Road Haulage Association be invited to attend a future meeting of the Committee.

27. Responses to formal rail consultations: Cross Country franchise and Periodic review

The Transport Committee considered a report providing information on the following formal rail consultations.

Cross Country consultation

Members were provided with an update on the Department for Transport's (DfT) public consultation on the design of the next Cross Country rail franchise. The DfT had asked for views and ideas on how to improve services on the Cross Country network in advance of tendering for the new franchise expected to be published in early 2019. Members had been given the opportunity to provide feedback by correspondence on 22 August and the final Combined Authority response was submitted to DfT on 30 August. A copy of the consultation response was appended to the submitted report for information.

Members were informed that the DfT had cancelled the Cross Country rail franchise competition but the Committee was asked to endorse the response in readiness for a future re-start of the proposals.

Members commented that the quality of trains and capacity on the Cross

Country route was extremely poor and a 2 year delay was wholly unacceptable.

Office of Rail Regulation (ORR) consultation

Members were provided with an update on the Office of Rail Regulation (ORR) public consultation on the regulatory framework for Network Rail in the period 2109 to 2024 (known as Periodic Review 2018). Members had been given the opportunity to provide feedback by correspondence on 22 August and the final Combined Authority response was submitted by the closing date of 31 August. A copy of the consultation response was appended to the submitted report for information.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the Combined Authority's response to the Cross Country rail franchise public consultation, as submitted to DfT, be endorsed.
- (iii) That the Combined Authority's response to the Periodic Review 2018, as submitted to the office of Road and Rail, be endorsed.

28. Consultation reply to DfT Bus Services Act 2017

The Transport Committee considered a report providing information on the Department for Transport's (DfT) consultations on the 'Bus Services Act 2017: accessible information and open data'.

Accessible Information Consultation Response

It was reported that the DfT were 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 and points at which diversions start and end.

Open Data Consultation Response

The Committee were informed that the DfT were seeking views on ways to improve information for bus passengers and proposed to make regulations requiring the provision of digital Open Data by all operators of local bus services across England to make it easier for bus passengers to plan their journeys through access to routes and timetable data, fares and tickets data and Real Time Information.

The detailed consultation responses were appended to the report and had been submitted by the closing date of 16 September 2018.

Resolved:

- (i) That the contents of the report be noted.
- (ii) That the submission of the consultation responses be endorsed.

29. City Connect Cycle City Ambition Programme (CCAG) Phase 1

The Transport Committee was provided with 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.

Members were provided with an update on progress with the CityConnect Programme which was majority funded through the Department for Transport Cycle City Ambition Grant (CCAG) and LTP Integrated Transport Block (plus other DfT Grant funding) and was being delivered in two phases. The first phase of works to deliver the Leeds-Bradford and Leeds-Seacroft cycle superhighways, 20mph zones, an upgrade to the Leeds-Liverpool Canal Towpath and additional cycle parking had been completed in 2016. An update on progress with projects in phase 2 was provided as detailed in paragraph 2.4 of the report.

Leeds - Bradford Cycle Superhighway

It was reported that following post-completion of the phase 1 works on the entire route of the Leeds - Bradford Cycle Superhighway, a stage three Road Safety Audit had identified a series of minor enhancement works which were required. There was also ongoing risk associated with the finalisation of the account between Leeds City Council and the contractor of the phase 1 works and a level of contingency funding had been held in the event that further costs were realised.

The Committee's approval was sought to enter into a funding agreement with Leeds City Council for up to £0.300 million to enable enhancement works to be carried out on the Leeds cycle superhighway together with the remaining project contingency funding outlined in the confidential appendix to the report. Approval was also sought to enter into a funding agreement with Bradford Council for up to £0.150 million to enable enhancement works to be carried out on the Bradford cycle superhighway.

Members expressed the view that there was a need for a more overreaching strategy with an extended network of quality cycle paths and availability of e-bikes. Councillor Groves suggested it may be useful to have a cycling working group with the emphasis on safe cycling.

Resolved:

- (i) That the contents of the update on the progress of the City Connect programme report be noted.
- (ii) That approval be given to entering into a funding agreement with Leeds

City Council for up to £0.300 million, together with the remaining contingency funding.

- (iii) That approval be given to entering into a funding agreement with Bradford Council for up to £0.150 million.
- (iv) That further discussions be held with Leeds City Council and Bradford Council once the outcome of the dispute resolution process is known.

30. City Region Transport Update

The Committee was provided with updates on the following issues as set out in paragraphs 2.1 to 2.48 of the submitted report:

- DEFRA Clean Air Strategy – Consultation Response
- Clean Bus Technology Fund
- Taxi Electric Vehicle Charging scheme
- Local Cycling and Walking Infrastructure Plans
- LNER service withdrawals
- Rail Delivery Group Easier Fares Consultation
- Annual Rail Fares Increase
- Joseph Rowntree Foundation Report
- Bus 18 Update
- Upgrade Works in Bus Stations
- Future of Mobility – Call for Evidence
- West Yorkshire Integrated Transport Block programme 2019 – 2022
- Transforming Cities Fund
- Leeds Integrated Station Master Plan
- HS2 Hybrid Bill
- Transport Committee September Workshop

The report provided the Committee with a detailed update on each of the above issues.

On the Clean Air Strategy consultation, members expressed concern that Leeds had been the only authority to have been consulted.

Resolved: That the updates provided in the report be noted.

31. Summary of Transport Schemes

The Transport Committee considered a report which provided information on the transport related West Yorkshire and York Investment Committee (the Investment Committee) recommendations arising out of its meeting on 4 July 2018.

It was reported that the recommendations for projects that were made by the Investment Committee on 4 July, had been approved at the West Yorkshire Combined Authority meeting on 2 August 2018 or delegated for approval to the Combined Authority's Managing Director.

Resolved: That the contents of the report be noted.

This page is intentionally left blank



Report to: Transport Committee

Date: 9 November 2018

Subject: **West Yorkshire Combined Authority Response to Joseph Rowntree Report**

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

Author(s): Helen Ellerton

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 The Joseph Rowntree Foundation (JRF) report Tackling Transport-Related Barriers to Employment in Low Income Neighbourhoods was published in July 2018. The JRF report can be accessed at: <https://www.jrf.org.uk/report/tackling-transport-related-barriers-employment-low-income-neighbourhoods>.
- 1.2 Joseph Rowntree Foundation have been invited to the Transport Committee to present the findings of their report.

2. Information

- 2.1 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.

Inclusive Growth

- 2.2 Addressing the issues that are raised in the Joseph Rowntree Foundation report are key to ensuring that there is inclusive growth.
- 2.3 In August 2017, the LEP Board and West Yorkshire Combined Authority agreed, in principle, to expand the City Region's policy range. This recognised that, while the existing Strategic Economic Plan (SEP) drives vital activity to deliver new jobs and homes, there are broader opportunities (e.g. the role of transport and connectivity) and issues that would benefit from a more comprehensive and agile approach.
- 2.4 The LEP Board in January 2018, agreed to work towards a broader policy framework where partners agree to work together on a range of topics (e.g. transport, potentially new aspects of tackling disadvantage in health, culture) to drive inclusive growth. Partners recognised that prevailing economic conditions are relatively strong (although by far from working in the interests of all), which provides the chance to address the City Region's structural weaknesses (including barriers in relation to transport) that are often the cause of inequality, poverty and lack of opportunity.
- 2.5 The Combined Authority is due to undertake a household survey, which will establish an evidence base about the key challenges residents. The household survey has been informed by the Joseph Rowntree Foundation Report. This will in the future inform specific inclusive growth activities.

West Yorkshire Bus Network

- 2.6 There are also ongoing work streams being delivered with the major bus operators through Bus 18 and Connecting Leeds, which are working towards addressing some of transport challenges highlighted by the report.
- 2.7 The Combined Authority is 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.
- 2.8 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.

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 There are no recommendations directly arising from this report.

8. Background Documents

8.1. The JRF report can be accessed at <https://www.jrf.org.uk/report/tackling-transport-related-barriers-employment-low-income-neighbourhoods>.

9. Appendices

None

This page is intentionally left blank



Report to: Transport Committee

Date: 9 November 2018

Subject: **Future of Bus 18**

Director: Dave Pearson, Director of Transport Services

Author(s): Helen Ellerton

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

1. Purpose of this report

- 1.1 To provide an update on Bus 18 and propose the next steps for moving towards a formal alliance with bus operators. This paper provides an introduction to the presentation that will be given to Transport Committee on the 9 November setting out the strengths and weaknesses of Bus 18, as well as a proposed way forward to build on this working relationship.

2. Information

- 2.1 Bus 18 has demonstrated effective collaboration between bus operators and the Combined Authority. It established a set of pledges and a programme of work supported by an informal and flexible leadership.
- 2.2 It developed a shared purpose and momentum to improve bus services in the region and has enjoyed modest success in this regard. For example, MyDay, was launched in July 2018 as the new all-day £2.60 county-wide bus ticket for West Yorkshire's under 19s, replacing the current half metro day ticket. In August 2018 15,300 tickets were sold, whereas 12,000 equivalent tickets were sold in the same period last year.
- 2.3 Bus 18 was a time limited programme, which is due to end in December 2018.

- 2.4 During this period, significant public investment in bus infrastructure has been identified through the West Yorkshire + Transport Fund and Connecting Leeds (Leeds Public Transport Investment Programme -LPTIP). It is vital to match this investment with tangible service improvements.
- 2.5 A level of commitment and accountability is needed to the way in which the public and private sector collaborates to stimulate a stronger role for the bus throughout the region. This would suggest a formal partnership structure would be the best way of moving forward.
- 2.6 The Bus Services Act 2017 provides for Advanced Quality Partnership, Enhanced Partnerships and franchising; all are relatively new, untested, provisions. It is proposed that in the short term focus is placed on making tangible improvements for the customer rather than the negotiations and legal process needed to establish a statutory arrangement.
- 2.7 It is therefore proposed that Bus 18 should move towards a non-statutory alliance (technically known as a voluntary partnership) with a view to migrating to a statutory partnership model as it matures.
- 2.8 A timescale of 2019 to 2021 is proposed. This ties closely to the timescales set for the investment programmes. It also matches the CA's budget plan and programme to transform its interventions in the bus services. Three years is a realistic timescale within which a tangible step change in the quality of service can be provided to the bus passenger.
- 2.9 This Alliance will provide a set of Heads of Terms, a delivery plan and what the customer can expect by 2021. The presentation will summarise these and seek input and advice from the Transport Committee. .

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 legal implications directly arising from this report.

6. External Consultees

- 6.1 No external consultations have been undertaken.

7. Recommendations

- 7.1 That the heads of terms and delivery plan of an alliance between the Combined Authority and bus operators be developed and presented to the next meeting of the Transport Committee for adoption.

8. Background Documents

- 8.1 No background documents are provided at this time.

9. Appendices

- 9.1 Appendix 1 contains the presentation.

This page is intentionally left blank

Future of Bus 18

Contents

1. West Yorkshire Combined Authority Bus Strategy
2. Delivering the Bus Strategy: Progress to Date
3. Delivering the Bus Strategy: Moving to the Next Stage
4. Next Steps

1. West Yorkshire Combined Authority Bus Strategy

The Vision



This document has been developed by West Yorkshire Combined Authority with support from the West Yorkshire District Councils, plus bus operators Arriva, First West Yorkshire & Transdev.
Version adopted by WYCA, 3 August 2017

To create a modern, integrated and innovative bus system, which puts customers first and contributes to the delivery of the economic, environmental and quality of life ambitions as set out in the Strategic Economic Plan and the West Yorkshire Transport Strategy.

Putting Customers First

Target: To grow the number of bus passengers by up to 25% over the next ten years

The policies to deliver the vision and resolve the challenges which currently exist in the industry:

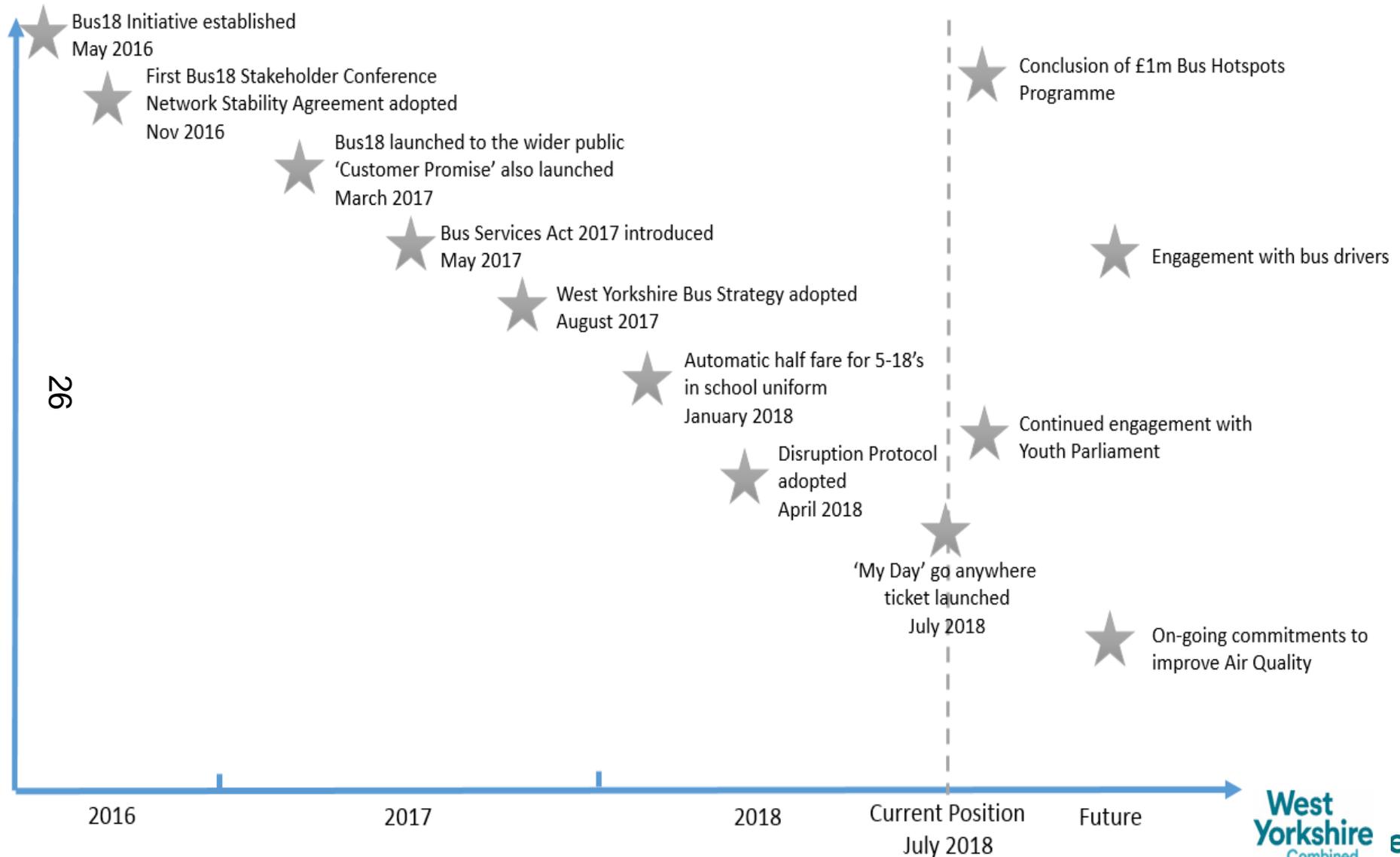
1. To provide consistent and excellent customer services across the bus system
2. To provide modern, coherent and integrated bus services
3. To provide integrated, simple and affordable bus fares for all
4. To provide easily accessible and reliable travel information
5. To present the bus system as a single network
6. To provide a modern bus system which contributes to improved air quality
7. To provide an inclusive and accessible bus system

2. Delivering the Bus Strategy: Progress to Date

Bus 18

- Emerging from the feedback obtained during the West Yorkshire Bus Strategy consultation, the Transport Committee identified the need to make early progress on addressing the issues that matter to bus passengers.
- This resulted in a programme of initiatives entitled Bus 18. The initiatives had to be:
 1. deliverable before the end of 2018;
 2. provide tangible benefits to the customer;
 3. deliverable within the current legislative framework;
 4. minimise any additional governance requirements; and
 5. to not constrain any party in terms of the longer term strategy.
- Bus 18 has developed a strong working relationship between partners but this is yet to materialise into real impact on key performance indicators

Our Progress To Date



MyDay –Example of a Bus 18 Success

- MyDay was launched in July 2018 as the new all-day £2.60 county-wide bus ticket for West Yorkshire's under 19s, replacing the current half metro day ticket.
- August 2018 15,300 tickets were sold, whereas 12,000 equivalent tickets were sold in the same period last year.

27

3. Delivering the Bus Strategy: Moving to the Next Stage

The Benefits of an Alliance: Working Together

- Formal Alliance will provide greater levels of accountability for all parties –commitment from all parties will ensure effective delivery within a timescale that will provide benefit to the customer
- A joint approach can allow for the pooling of resources and allow a greater focus on delivering a service to the customer
- The Combined Authority and West Yorkshire Districts are keen to build on our working relationship and maintain momentum
- The key features included in the Connecting Leeds Heads of Terms provide a platform to start the discussions and continue our working relationship.

Opportunities for a Partnership

- Bus Services Act 2017 provides the opportunity to formalise our relationship with bus operators
- There is an existing working relationship with the bus operators and the Connecting Leeds Heads of Terms provides a platform for further discussion
- ³ There are opportunities for capital investment in the infrastructure, which will enhance the bus offer
- There is strong political support for reform of the bus offer

Summary of the Partnership Options

<p style="text-align: center;">Alliance (Voluntary Partnership)</p> <ul style="list-style-type: none"> • An agreement between a local transport authority and the local bus operators to improve local bus services. • No requirement for detailed legal agreement, shared responsibility for delivering requirements. <p style="text-align: center;">31</p>	<p style="text-align: center;">Enhanced Partnership</p> <ul style="list-style-type: none"> • Legal agreement between a local transport authority and the majority of their local bus operators to work together to improve local bus services. • Shared responsibility between operators and LTA • Can vary in scale and scope to fit local requirements • Provides opportunity to influence a broad set of requirements including common ticket rules and fare zones, routes and branding • Parking policies and bus priority provision extended to increase usage
<p style="text-align: center;">Advanced Quality Partnership Scheme</p> <ul style="list-style-type: none"> • Legal agreement between local transport authority and bus operators with shared responsibility. • Services continued to be operated by commercial bus operators but new standards are set which some or all of the bus operators in the area are required to meet. • New standards include minimum service frequency, route branding/marketing, better payment methods, maximum fares • Parking policies and bus priority provision extended to increase usage 	<p style="text-align: center;">Franchised Bus Network</p> <ul style="list-style-type: none"> • Single, integrated local transport networks under one brand and one ticketing system -responsibility for management and delivery lies with LTA • Ability to cap and regulate fares. • Ability to contractually guarantee vehicle and service standards • Bus networks are specified by LTA • Potential value for money for the taxpayer through efficient use of subsidy

Reference: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/664318/bus-services-act-2017-new-powers-and-opportunities.pdf

An Alliance Proposition

- The proposal is for a Bus Alliance. This will provide:
 1. a structure for all parties to work towards improving the service offer for the customer
 2. the opportunity to implement measures to improve bus travel by ensuring the network is stable, affordable, reliable and punctual.
 3. opportunity to test the features of a statutory partnership without the legal implications

Summary of the Proposed Commitments

1. Service Provision

Commitment	Customer Experience
<p>Stable services on the core route network which will deliver high frequency services from 7am to 8pm</p>	<p>A clear visual of a core route network for West Yorkshire</p> <p>Extending the core network operation into the early evening</p>
<p>Comprehensive review of the bus network identifying how it can adapt to meet changing markets and demands.</p> <p>Ensure WYCA bus services funding is deployed in the most effective way to support mobility and demonstrate value for money</p>	<p>An integrated network of bus services serving local centres, with frequent and reliable access to the city centre and other locations</p> <p>Improved waiting environments at core hub locations</p>

Summary of the Proposed Commitments

2. Network Legibility

Commitment	Customer Experience
Develop a brand that is operator agnostic and provides clear legibility for the core network	A clear and legible bus network that is easy to use by the customer

Summary of the Proposed Commitments

3. Bus and Highway Infrastructure

Commitment	Customer Experience
Vehicle investment to deliver minimum Euro VI fleet of buses (CAZ compliant)	A tangible improvement in the air quality across the bus network making the environment better for all
To pilot alternative low/zero carbon fuels and share learning across the region	
Enhanced on-board facilities including information, charging points and free Wi-Fi	Free Wi-Fi, audio visual information and charging facilities
Vehicle investment enabling on-board audio visual information during the bus journey	Improvements for visually impaired passengers and those unfamiliar with their journeys
A highway efficiency programme aimed at improving reliability and punctuality	Reduced journey times and enhanced service reliability
High quality bus waiting infrastructure	High quality and safe waiting environments for passengers on the core route network

Summary of the Proposed Commitments

4. Fares, Ticketing and Affordability

Commitment	Customer Experience
<p>A simple, clear and affordable fares structure and ticketing offer across the core bus network to make travel easy for the customer</p> <p>No cost penalty for customers making multi-operator journeys</p> <p>₳</p>	<p>All customers will pay a fare commensurate with the journey made, regardless of operator</p>
<p>Cheaper tickets aimed at increasing the numbers of under 25s travelling by bus</p>	<p>Under 25's will have a high awareness of an affordable range of ticketing products and travel options</p>
<p>A ticketing system promoting pre-paid travel and contactless payments</p>	<p>Easier customer focused payment methods and quicker journeys due to reduced transaction time</p>

Summary of the Proposed Commitments

5. Customer Travel Information

Commitment	Customer Experience
Live travel and journey planning information , enabling passengers to make journey choices on the move.	Up to date and more accessible information available before and during the journey
37 To collaborate and provide passenger flexibility during major events and travel disruptions	Bus is seen as the most effective way of attending city/ town centre events Ability to use bus tickets on any operator
An accurate and reliable real time information system	A high quality, reliable and trusted real time system

Summary of the Proposed Commitments

6. Customer Service

Commitment	Customer Experience
Deliver a consistent standard of customer service across all bus services	Customer confidence that their experience will be consistent
Ensure customer service information is accessible and up to date during times of disruption	A reliable and easy to use system at all times, especially during disruption

Summary of the Proposed Commitments

7. Data Availability

Commitment	Customer Experience
All parties will use data to inform collective decision making to progress the partnership aims	Access to all bus service fares and ticketing information so customers can make informed journey decisions Bus service provision transparency and ability to make informed decisions about journey mode.

4. Next Steps

Next Steps

- On approval of the proposition at Transport Committee 9th November next steps are to develop the detail and present this at Transport Committee on the 11th January 2019
- Overall to work towards a fully developed Bus Alliance agreement⁴ by April 2019

This page is intentionally left blank



Report to: Transport Committee

Date: 9 November 2018

Subject: **Planning for Growth: The Leeds City Region Connectivity Strategy**

Director: Alan Reiss, Director Policy, Strategy and Communications

Author(s): Tom Gifford

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

1. Purpose of this report

- 1.1. To note the ongoing development of the Inclusive Growth Corridor Programme which will help to shape the future connectivity pipeline across all modes of transport serving the Leeds City Region.
- 1.2. To commence a conversation with the public and stakeholders around the new 21st century connectivity and services technologies required to address the economic and transport challenges facing West Yorkshire, to complement future strategic infrastructure including HS2 and Northern Powerhouse Rail (NPR).
- 1.3. To recommend establishing a member working group to oversee the development of the emerging City Region Transit Network.

2. Information

Introduction

- 2.1. This report develops the first tranche of Inclusive Growth Corridors (those areas with greatest economic need/opportunity), as identified in the HS2 Connectivity Strategy. The report sets out how transforming connectivity in the communities of greatest economic need will help raise productivity, living

standards and improve air quality, thereby helping to deliver Inclusive Growth.

2.2. Transport Committee have considered and supported the development of the HS2 Growth Strategy and the associated HS2 Connectivity Strategy throughout 2017-2018. The most recent update was provided to the May 2018 Transport Committee meeting. This report also reflects feedback received from a workshop on 28 September 2018 with Transport Committee Members / Portfolio Holders.

2.3. Alongside local priorities, the narrative and approach set out here in the City Region Transit Network have the potential to shape future connectivity priorities at a City Region level in the period up to HS2 opening in 2033 and beyond. The proposals are designed to complement, maximise and accelerate growth associated with HS2 coming to the Leeds City Region.

The Leeds City Region economy: At the heart of the North

2.4. Cities can be great places to live, with excellent public transport systems, well-designed public spaces for leisure and social activities, and flourishing, well-connected and productive businesses. Cities are also the engines of inclusive, economic growth. Strong, prosperous northern cities will help rebalance the national economy.

2.5. Leeds City Region is growing. At the heart of the North of England, it is an attractive place to live, increasingly attracting highly skilled, knowledge intensive service sector workers as well as new tourism/cultural/leisure opportunities. However, as the population has increased, transport congestion and air quality have become major constraints on inclusive growth.

2.6. Significant interventions are planned through the West Yorkshire Transport Fund and Connecting Leeds interventions and by the rail industry. However, as a whole there remains insufficient resilience and capacity in our urban transport system, particularly to the key employment centres. This will constrain business labour markets catchments, and constrain the ability to train and develop the next generation, by restricting access to colleges and universities. As identified by the National Infrastructure Commission, this is affecting many urban centres across the North of England and will increasingly inhibit economic development, living standards and our ability to help rebalance the national economy.¹

2.7. Urban transport infrastructure to distribute the benefits of HS2 / Northern Powerhouse Rail (“NPR”) cannot drive inclusive growth alone; a range of factors are essential to creating a coordinated programme of activity aiming to create more and better jobs, with a highly skilled workforce to sustain them. But the lack of urban transport capacity/infrastructure will inhibit growth.

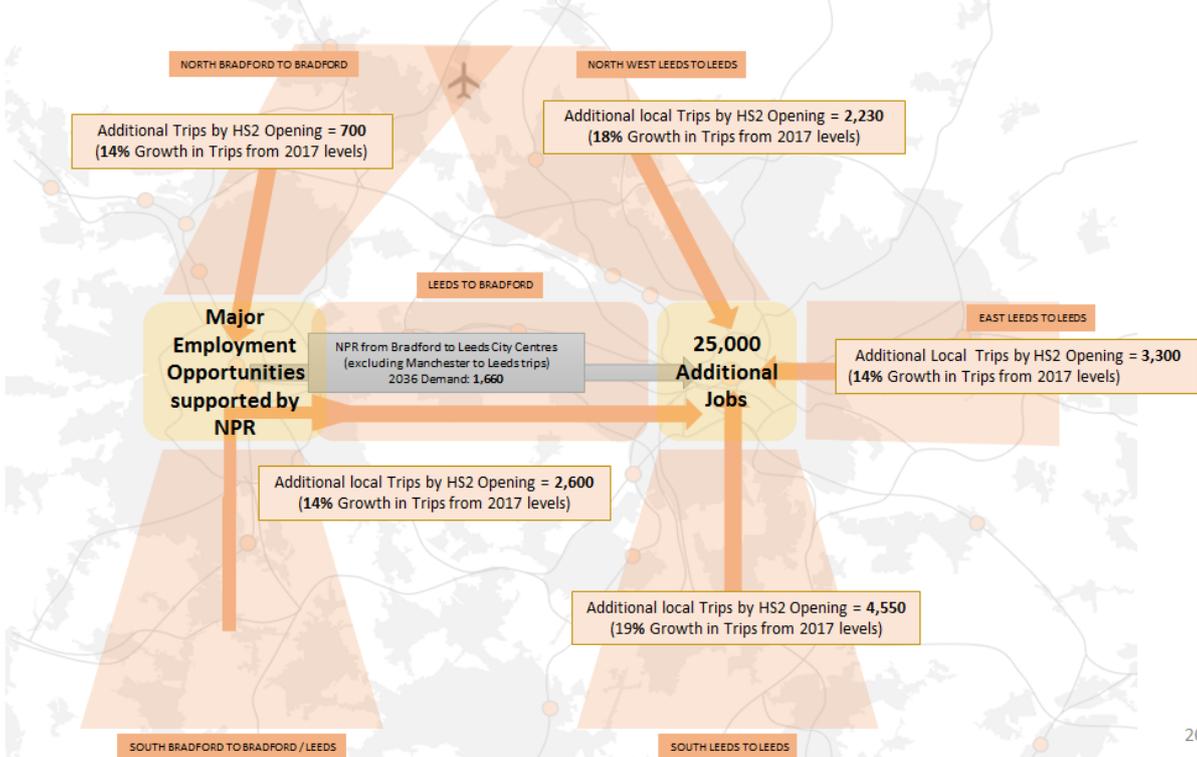
¹ National Infrastructure Commission, “National Infrastructure Assessment”, July 2018

2.8. This report sets out the first steps in helping to ensure space in the core urban centres is used effectively, with room allocated for high capacity, fast, frequent local public transport systems which allow our local urban communities to access employment opportunities and support our region’s plans for a 21st century transport system.

Planning for Growth

2.9. The HS2 Growth Strategy and the Strategic Economic Plan set out the potential for almost 150,000 new Full-Time Equivalent jobs to be created across the City Region by the time of HS2 opening in 2033. This includes 25,000 additional FTEs in Leeds City Centre. People need to travel to get to work and the additional jobs create extra pressures on the already heavily congested transport system. The scale of additional trips forecast is illustrated in Figure 2.1.

Figure² 2.1: Forecast increase in trips into Bradford and Leeds by 2033³



20

2.10. At a national level overall numbers of trips being made are falling⁴. This trend has not yet, however, been seen in West Yorkshire/Leeds City Region. The average number of trips per person by all modes in West Yorkshire is above the national average and has remained fairly stable over a number of years. Cars and vans make up 70% of all our travel to work trips and recent trend data shows the use of cars in our major urban centres increasing. With our economy centralising towards city centres, which are increasing in size and

² Larger versions of all figures can be found in Appendix 1
³ AM peak hour trips, based on information produced by WYCA Research and Intelligence Team
⁴ “The future of travel demand and its implications for policy and practice”
<https://www.its.leeds.ac.uk/about/news/the-future-of-travel-demand/>

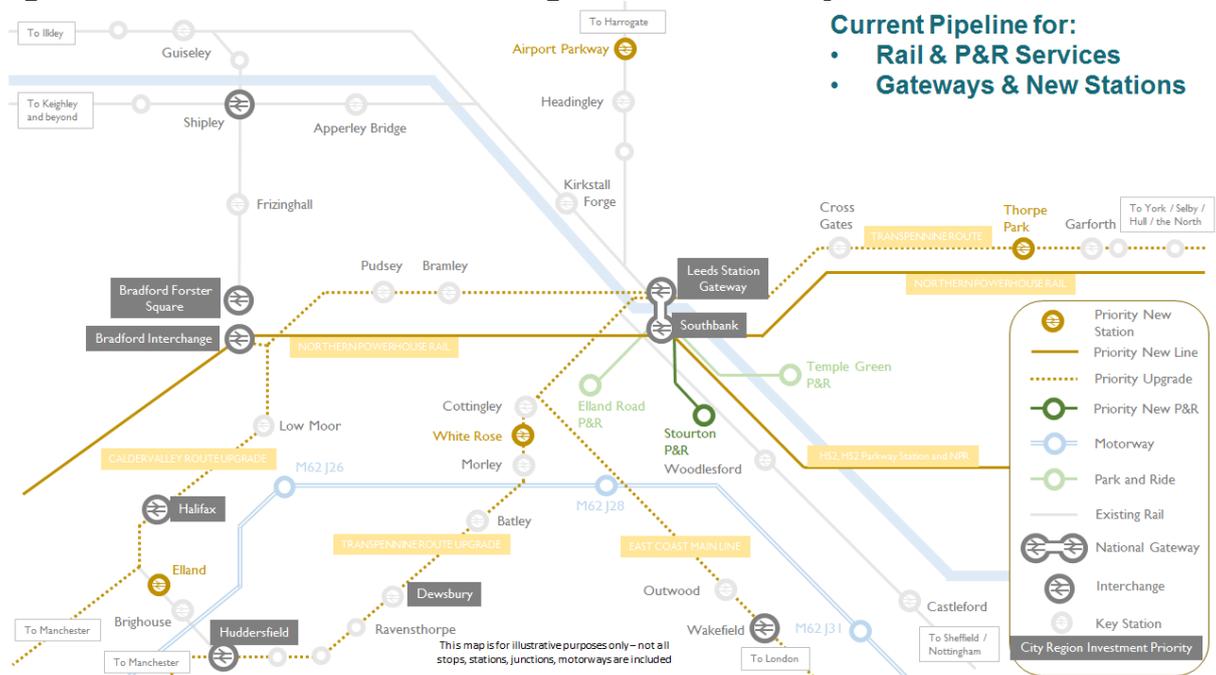
with many new employment opportunities being focused around Knowledge Intensive Businesses ('KIBs') in the professional services, retail, financial, health and creative sectors, the demand for travel into cities is expected to remain strong and increase.

- 2.11. With the scale of growth forecast, by the time of HS2 opening the urban communities in Leeds City Region will not be able to access the employment opportunities in the vicinity of the Leeds HS2 station gateway or access the onwards HS2 connections because there is insufficient urban transport capacity.
- 2.12. As highlighted by the National Infrastructure Commission, there is a clear need for additional urban transport capacity to enable people in local communities (i.e. housing/suburban areas) across the city region to travel to current and future employment opportunities, alongside strategic network investment such as HS2 and NPR.
- 2.13. Business as usual for connectivity will not enable the social and economic constraints to be resolved or the economic opportunities to be achieved.

Agreed Regional Connectivity Priorities

- 2.14. As a region we already have an ambitious programme of schemes in delivery through the West Yorkshire 'plus' Transport Fund, 'Connecting Leeds' and with partners such as Transport for the North and Highways England. And these are complemented by the Combined Authority's strategic transport priorities which are described in Appendix 1 and a number are illustrated in Figure 2.2.

Figure 2.2: Illustration of Current Regional Connectivity Priorities



- 2.15. These schemes are essential to delivering pan-northern transformational connectivity. They are also supported by a series of mainly highways and bus

priority interventions within each partner authority, which help to address historic underinvestment in transport in the north.

- 2.16. However, even with the current committed and planned investments, there is a substantial capacity gap to enable the local communities within the City Region to access the future employment opportunities.
- 2.17. The City Region needs to address this major capacity challenge, if the ambitions for inclusive, economic growth are to be realised.

Towards a 21st Century Public Transport System

- 2.18. Different transport modes fulfil different purposes and can help address the capacity challenge in different ways. Efficient transport systems across other city regions integrate different modes, enabling the best mode to be used to meet demand and address the local economic challenges/need.
- 2.19. The role and requirements for different modes of transport is driven by a range of factors, but, fundamentally different modes of transport can meet different scales of demand. Appendix 2 sets out a summary of the role of different modes. Within each mode, the future technology opportunities are moving forwards through innovations in propulsion systems (e.g. battery, EURO IV diesel, hydrogen) and increasing levels of autonomous operations. Yet even with these innovations, Appendix 2 demonstrates that the basic level of capacity provided by each mode remains constant.
- 2.20. Based on analysing the evidence around the current and forecast levels of demand, especially into Leeds City Centre, by the time of HS2 opening in 2033 there is a need to deliver a mass transit system⁵ within the core urban areas of West Yorkshire. It would connect high density local communities / labour markets into the national hubs and centres, as part of an integrated public transport system. Mass transit is just one element of integrated future pipeline; the system would need to be integrated within the wider public transport offer, for example through bus services feeding the mass transit services. Bus will continue to have a very important role in the transport network.
- 2.21. The adopted West Yorkshire Transport Strategy sets the ambition to be at the forefront of 21st Century, innovative technologies. In introducing a mass transit system, there is the opportunity to learn from past experiences, bringing together the best elements of systems elsewhere in the UK and beyond, and innovate through new autonomous / propulsion technologies. The region has the opportunity to implement new and emerging technologies which are not yet commonplace in UK, and become a world leader in advanced mass transit technologies.
- 2.22. As outlined above, different modes of transport serve different purposes. Whilst the principle need here is to grow capacity, research undertaken by

⁵ This is subject to the conclusions of the Business Case, which would need to be developed as a next stages in development. The phrases Mass Transit, Light Rail and Tram are often used interchangeably to mean a vehicle which can carry 200-300 people. As Appendix 2 illustrates a Mass Transit vehicle can carry 200-300 people – a vehicle of this size requires a steel rail.

Urban Transport Group has demonstrated that mass transit systems can bring many wider benefits, including:

- The opportunity to raise living standards and productivity through regenerating areas as a result of transit-led development. The development of mass transit in conjunction with major changes in the urban fabric is an effective way of supporting development activity, as has been demonstrated primarily in London Docklands, but also in Manchester and Nottingham for example;
- Penetration of town and city centre with permanent, visible, and acceptable infrastructure: direct access can be provided to city centre jobs, shopping, colleges and universities in a way that is highly visible, reliable and dependable and improves air quality;
- Predictable, regular and reliable journey times and service patterns, which meet local ambitions: service levels are generally high on simple, easily understood routes, generally operating at a high level of reliability due to segregation from traffic, priority at junctions and contractual incentives to operators;
- Raises the profile of the region and encourages inward investment: the image offered by mass transit permanent infrastructure, vehicles and operations secured in the long term, gives individuals and business confidence to make location decisions;
- Stops which are fully accessible to all users: Vehicles are highly accessible to all users and can provide 100% level boarding at stops. Other features include highly visible stops, good information, easy to purchase tickets and security measures (visible staff or police on and around the system, CCTV etc.);
- A high quality of ride throughout the entire journey, whether or not a system is fully segregated or mixes on-street and off-street running; short dwell-times: Multiple doors and off-vehicle ticketing ensure mass transit has the benefit of short dwell times at stops, with consequent journey time benefits;
- Additional capacity in a sustainable way – mass transit can provide additional passenger carrying capacity to existing city centres or major developments, whereas new road capacity would not be acceptable and bus is unable to meet the need;
- Providing capacity relief for the rail network, particularly at local rail stations close to city centres, and allowing the rail network to better serve the markets where it is the natural mode choice;
- A realistic, quality alternative to car users – a substantial body of industry evidence demonstrates that many car users would not choose to use a bus (regardless of how good a service is operator), but the same car users would be willing to travel by mass transit;
- Providing the opportunity to create a hierarchy of modes which integrate together to provide seamless interchange and services for passengers. For example, providing local communities with the ability to easily access

the NPR / HS2 stations in Leeds and Bradford – spreading the benefits of these national infrastructure projects;

- Provides opportunities for an expanded network into the future for example, potentially through integration with Tram-train technologies applied to existing rail lines in the future.

2.23. However, lessons learnt from elsewhere suggest that there are also significant challenges associated with delivering mass transit. These include for example, the scale of costs involved, integration with bus within the deregulated market, engineering / deliverability challenges, as well as ensuring value for money for both users and investors. Funding and financing is a major challenge both for development and construction - early identification of the funding strategy is essential. Whilst the cost of implementing mass transit can be high, the scale of benefits which it delivers are also high (for the reasons set out above). Other cities in the UK and beyond are demonstrating mass transit does offer high value for money and can also open up new funding opportunities.

Transforming connectivity for local communities by 2033

2.24. To establish where to address the ‘Capacity Challenge’, we are working through the following analytical and structured process to create the future pipeline:

- Stage 1:** Prioritising those communities of greatest economic need (as identified through the Leeds City Region HS2 Connectivity Strategy and endorsed by Transport Committee on 25 May 2018, following public and stakeholder).
- Stage 2:** Creating a ‘**Single Evidence Base**’, which brings together the challenges and opportunities across: socio-economic demographics; major housing and employment opportunities; anticipated land use changes and new employment growth zones; the environmental and clean energy opportunities; the known transport constraints as well as the forecast changes to travel demand patterns and capacity.
- Stage 3:** Based on conclusions above, identify those key ‘**Communities to Connect**’ through transformed connectivity.

2.25. To date this approach has been undertaken for 4 of the 24 Inclusive Growth Corridors⁶. These first four corridors were prioritised based on their high volumes of demand:

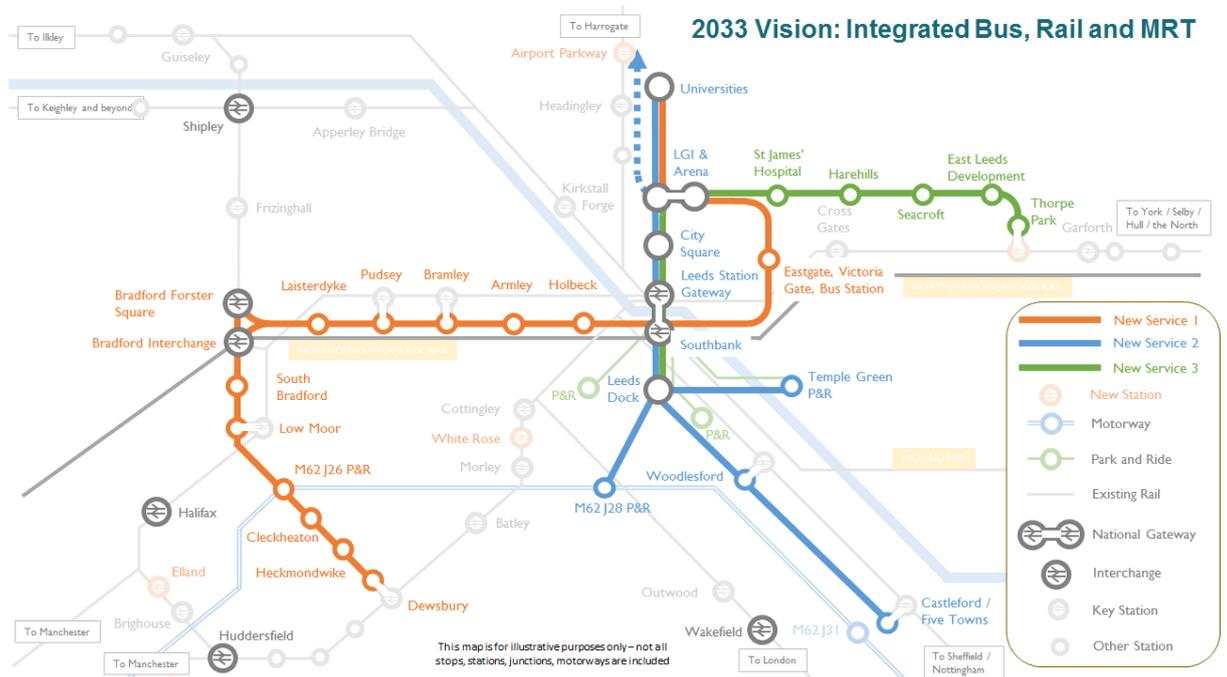
- Leeds Bradford cross city connectivity
- Extending the Southbank opportunity to the south of Leeds
- Encouraging new development from Bradford City Centre to South Bradford / North Kirklees

⁶ The programme for development of the remaining corridors was also considered by Transport Committee in May 2018. The report and associated appendices can be found here: <https://westyorkshire.moderngov.co.uk/documents/s7238/Item%208%20-%20Leeds%20City%20Region%20HS2%20Connectivity%20Strategy%20v2.pdf>

- Accelerating inclusive growth in the East of Leeds towards St James' Hospital and the East Leeds extension

2.26. Through this process, the key 'places to connect' for these four corridors have been identified and are illustrated within Figure 2.3. The work to date proposes three new public transport services to increase capacity between key local urban communities into national hubs – the orange, green and blue lines. These services require entirely new infrastructure and whilst complementary to the existing transport system, offer the opportunity to reimagine how other modes such as bus and rail can integrate with it. Together these new services would form the first tranche of the 'City Region Transit Network' to open in parallel with HS2 opening in 2033.

Figure 2.3: 2033 Emerging City Region Transit Network with HS2⁷



2.27. In designing schemes which connect these places and deliver the ambition, a set of inclusive growth targets have been developed for each service. These are summarised in Appendix 3 and form a key design criteria for scheme development.

2.28. The services highlighted in Figure 2.3 would be entirely new (and complementary but separate to the existing heavy rail network). They have the potential to form a key component of the emerging City Region Connectivity Strategy, and have the potential to help shape the future ambition for the development of an inclusive, 21st century, integrated transport system for the region for the next 20 years and beyond. Further

⁷ It is important to note that, detailed alignments, confirmation around mode choice and business case value for money assessments would be developed as part the next stage of development works and would also be informed by feedback and amendments as a result of from the proposed forthcoming engagement. At this stage the image is intended to illustrate the key communities to connect through transformed connectivity by 2033. It is likely that Mass Transit has an important role to play for these services given the scale of demand forecast and the economic needs of these communities.

development on additional corridors is still on-going (for further details of the Inclusive Growth Corridor Plans, see Appendix 5).

- 2.29. Mass transit vehicles are anticipated to be required to meet the capacity need in delivering these new City Region Transit Network services. This is only the start of the conversation. Through the conversation with stakeholders and the public as well as through development of the business cases, other modes such as Bus Rapid Transit or Tram-Train will continue to be assessed and may be more suitable for example, where there are lower levels of capacity required or where there is direct interface with the heavy rail network respectively.
- 2.30. The proposals will provide significant benefits across the entire region. Of the proposals presented in Figure 2.3, the benefits for West Yorkshire include the following:

Kirklees

- Complement investment in Transpennine Route Upgrade to the Huddersfield-Leeds line - to help create major regeneration areas to help realise the economic and social opportunities for North Kirklees
- Linking key new employment and housing sites in North Kirklees Growth Zone (Dewsbury) into Leeds (city centre, White Rose Centre Aire Valley Enterprise Zone) and Bradford (city centre and South Bradford)
- Addressing the poor public transport provision in areas particularly from within North Kirklees (where there is also no rail connectivity) connecting to Leeds and Bradford
- Provide transformed public transport provision through new park and ride provision to better connect and speed up journeys to Leeds and Bradford and provide congestion relief to the M62

Bradford

- Complementary investment in the Calder Valley rail route, improving journey times and travel options, including increased peak time capacity and improved options at evenings and weekends
- Enhance public transport provision linking Bradford Stations for enhanced north-south connectivity, integrated with Northern Powerhouse Rail
- Transform connectivity to help accelerate transit led regeneration / development in Bradford
- Provide new, additional capacity between Bradford and Leeds to serve a high density, interconnected urban economy
- Provide enhanced links between the urban centres of Bradford and Huddersfield, and connect communities in between to enable better access to employment opportunities

Calderdale

- Address the poor public transport provision and access to key employment centres
- Help to shape the development and future proposals for the Calder Valley Line and deliver continued improvements to the route including, but not limited to, electrification.
- Support transformation of connectivity for the entire Leeds-Bradford-Halifax corridor. This will address connectivity challenges for the various poorly connected residential centres and for employers seeking staff with the right skill sets – there are multiple such communities on this corridor.
- Enable sustainable growth in Calderdale’s Garden Suburb proposals and the Clifton Business Park commercial developments with transit orientated development.
- Strengthen the role of Halifax as a focus for growth and a cultural centre attracting national and international visitors

Wakefield

- Complement investment in East Coast mainline and HS2 to make the most of enhanced pan-northern and national connectivity and strengthen Wakefield’s role as a centre for business and culture
- Provide transformed public transport provision through new park and ride to Leeds - with potential congestion relief to the M62
- Transformed connectivity for the Five Towns area – to be developed further in the next stages of the Inclusive Growth Corridor programme. This will address connectivity challenges from the Five Towns to urban centres – e.g. connectivity north to Leeds and east to Selby – as well as enhanced connectivity between the Five Towns themselves.

Leeds

- Support and facilitate the developments within the Southbank, Aire Valley, Airport and Thorpe Park employment areas across the City
- Introduce, new innovative advanced technologies which create significant additional transport capacity from labour markets across the region
- Provide transformed connectivity which builds on the existing ‘Connecting Leeds’ proposals.
- A 21st century, high quality, high capacity intra city travel, while only part of the solution to transforming travel in Leeds, remains a key requirement in the transport investment pipeline.

Supporting Delivery of Inclusive Growth

- 2.31. The transformed connectivity set out in this report has the potential to raise productivity, living standards and improve air quality; thereby supporting delivery of Inclusive Growth to communities across the region. Illustrations of the economic impact of these new services on communities by 2033 are summarised below:

- Charlie, the NHS nurse who lives in Skipton and travels frequently to St James's and LGI hospitals (the joint largest NHS Hospitals in the North of England) would have a quicker, more reliable and direct route to work. Charlie would be able to interchange between hospital sites efficiently, meaning that Charlie could spend more time with patients.
- With HS2 East and the proposed City Region Transit Network, Mia the owner of an SME Medtech business in Birmingham will now be able to get to the important business meeting in Leeds Dock in less than an hour, rather than the current three hour journey time.
- Jessica, the academic who lives in South Yorkshire and travels between universities in Sheffield and Leeds will now have a quicker, more direct services connecting both sites. Jessica would now also be able to take up a permanent position at one of the Leeds Universities as the commuting time has halved compared to current journey times.
- Alethea, is currently studying her GCSEs at Swallow Hill Community College and lives in South Bradford. The careers advice support given to her through the College gave her the inspiration to start a career in Architecture and develop her skills through a Built Environment Design Apprenticeship at the Leeds College of Building. She would not have been able to access this course by public transport without the City Region Transit Network.
- The large numbers of commuters traveling from the York (/ East Riding) direction towards Leeds would have more resilient travel options as a result of the interchange facility at Thorpe Park. For example, Ben would now have the choice to travel by the new 'green' service to his offices in the innovation district of Leeds in the North city centre, or continue travel by rail to Leeds Station Gateway. This would also free up capacity on the existing heavily congested Leeds – Garforth – York railway line for other commuters.
- A start-up communications and technology company in Pudsey has recruited an advanced apprentice studying IT, software, web & telecommunications. The company accessed an Apprenticeship Grant for Employers grant. With the new City Region Transit Network in place, Ethan, who lives in Cleckheaton was able to apply for the apprentice position as he does not own a car. He has now completed the apprenticeship training and is employed as a programmer within the company.

Next steps for the emerging City Region Transit Network

- 2.32. The next stages of work for the proposals set out in Figure 2.3 are for further consideration by Transport Committee/ Combined Authority, as well as individual district Executive Boards (as required) in the run up to Christmas. It is also proposed to set up an on-going member working group to continue to oversee the work. This would enable the wider engagement and conversation with the region to formally commence after Christmas. Appendix 4 provides further details around the proposed engagement.

- 2.33. For the engagement and conversation, there is the opportunity to commence a twin-track process:
- With stakeholders focused around whether the principles set out in this report meet expectations and ambitions for the region
 - With communities in the areas of the proposed services, to help shape the work.
- 2.34. Subject to these next stages in the development, further reports would be brought back to Transport Committee and Combined Authority. Given the scale of development work required, the report proposes a member working group be set up to oversee the development of the City Region Transit Network. Appendix 6 provides further details around the scope of this group.
- 2.35. If there is support for the proposals set out here to be delivered by the time of HS2 opening in 2033, development work needs to start as soon as possible, given the long lead in times for major projects. Delivery would need to be in a phased approach. There is also the opportunity to consider integration of this work with the emerging Transforming Cities Fund submission.

Next steps for the Inclusive Growth Corridor Plans

- 2.36. Paragraph 2.24/2.25 set out that to date the development of the corridor plans has focused on:
- Leeds Bradford cross city connectivity
 - Extending the Southbank opportunity to the south of Leeds
 - Encouraging new development from Bradford City Centre to South Bradford / North Kirklees
 - Accelerating inclusive growth in the East of Leeds towards St James' Hospital and the East Leeds extension
- 2.37. In parallel with the proposals set out above, it is anticipated to increase development work for the wider corridor plans.
- 2.38. The next tranche of corridors to be focused are listed below and further phases are planned to commence early in 2019. Further details are provided in Appendix 2:
- Leeds – Five Towns (*included within scope of Transforming Cities Fund⁸*)
 - Leeds – Wakefield – Barnsley (*included within scope of Transforming Cities Fund*)
 - Leeds – Bradford – Halifax (*included within scope of Transforming Cities Fund*)
 - Bradford City Centre to Airport

⁸ Transforming Cities Fund provides funding in the period between 2018-2023. Details of the Leeds City Region submission can be found here: <https://www.westyorks-ca.gov.uk/transport/> and the item is discussed in the following agenda item.

- Leeds to Airport

2.39. Together, the conclusions of all the corridor plans will help shape the future pipeline (the potential City Region Transit Network would form only one element), which will be set out in the overarching Connectivity Strategy. The corridors plans will also help to shape the Inclusive Growth agenda and feed into the Local Inclusive Industrial Strategy.

Conclusions and Key Messages

2.40. This report develops the first tranche of Inclusive Growth Corridors (those areas with greatest economic need/opportunity), as identified in the HS2 Connectivity Strategy. The report sets out how transforming connectivity in the communities of greatest economic need will help raise productivity, living standards and improve air quality, thereby helping to deliver Inclusive Growth.

2.41. The conclusions set out here build on the current investment in transport improvements across York, Wakefield, Leeds, Bradford, Calderdale and Kirklees. Significant improvements are already being made through programmes including Connecting Leeds and the West Yorkshire-plus Transport Fund across Walking, Cycling, Bus and Rail.

2.42. This report seeks to ‘opening a conversation’ on future solutions to future capacity requirements and delivering inclusive growth - including maximising the positive impact of strategic transport investments (HS2/NPR).

2.43. Subject to feedback received through the conversation, the proposed City Region Transit Network has the potential to form a key priority for delivery in the timeframe up to HS2 opening in 2033.

2.44. Different modes of transport serve different needs and provide different levels of capacity. Technologies have moved forwards significantly in last decade. For example, new battery technologies, hydrogen propulsion and autonomous innovations are changing advance mass transit vehicle technologies.

2.45. The analytical and evidence based approach applied here is focused on connecting communities in greatest economic need/opportunity. This is the logical and evidenced based next step in the City Region’s plans for transport investment.

2.46. Significant further development work is required on the City Region Transit Network and would be informed by the conclusions of the forthcoming engagement.

3. Financial Implications

3.1. There are no direct financial implications from the report, however, the pipeline outlined have high value and high cost. A funding strategy for the emerging schemes identified here is essential and will be developed as part of the next stages of development.

- 3.2. Funding approvals for the Inclusive Growth Corridor Plans were granted through the Combined Authority Assurance Process, with capital approval sought at the 5 April 2018 West Yorkshire Combined Authority meeting.

4. Legal Implications

- 4.1. The West Yorkshire Combined Authority is the Local Transport Authority for West Yorkshire. Individual District Authorities are the Local Highways and Planning Authorities for their area. As such, the development of this Connectivity Strategy requires a collaborative partnership and mutual support between the Combined Authority and District Authorities.
- 4.2. In April 2017, the Combined Authority delegated oversight to the development of the Connectivity Strategy to Transport Committee. The West Yorkshire Transport Committee has a key role in overseeing the development of the Connectivity Strategy, which will help shape the future connectivity pipeline for the region.
- 4.3. In April 2017, Transport Committee noted that that land already within West Yorkshire Combined Authority ownership from development of previous mass transit schemes will be retained until the new LCR HS2 Connectivity Strategy identifies that it is no longer required for this purpose. The emerging conclusions set out in this report demonstrate that this land may be required for this purpose and as such should be retained subject to the conclusions of the detailed alignments which would be considered as part of the next stages of development.
- 4.4. An Integrated Sustainability Appraisal was developed for the West Yorkshire Transport Strategy 2040. It is anticipated that this will be updated in parallel to the development of the Leeds City Region Connectivity Strategy.

5. Staffing Implications

- 5.1. Development work has been undertaken within the West Yorkshire Combined Authority Transport Policy Team in partnership with partner district authorities.

6. External Consultees

- 6.1. The development of this report has reflected feedback and input from district partners. It also follows feedback from the recent Transport Committee member workshop as well as individual West Yorkshire Leader / Portfolio Holder meetings.
- 6.2. Subject to feedback and consideration by Transport Committee, it is anticipated that tailored versions of this report will also be considered by each West Yorkshire District Authority Executive Boards in the coming months.
- 6.3. The summary of the Engagement approach is included within Appendix 4. Engagement on the proposals set out here is anticipated to formally commence early in the New Year.

7. Recommendations

- 7.1 That Transport Committee notes the ongoing development of the Inclusive Growth Corridor Programme which will help to shape the future connectivity pipeline for the Leeds City Region.
- 7.2 That Transport Committee endorse commencing a conversation with the public and stakeholders around the new 21st century connectivity services and technologies required to address the economic and transport challenges facing West Yorkshire, to complement to complement future strategic infrastructure including HS2 and Northern Powerhouse Rail (NPR).
- 7.3 That the Transport Committee establish a member working group to oversee the development of the emerging City Region Transit Network.

8. Background Documents

- 8.1 25 May 2018 Leeds City Region Connectivity Strategy report to Transport Committee

9. Appendices

Appendix 1: Current Pipeline Illustrations and Future Connectivity Maps
Appendix 2: Role of Different Modes
Appendix 3: Proposed Service Targets
Appendix 4: Engagement Strategy
Appendix 5: Inclusive Growth Corridor Programme Update
Appendix 6: Draft scope for Member Working Group

This page is intentionally left blank

Contents

1. Vision, Strategy and Ambition
2. Current Pipeline and Priorities
3. Larger version of figures presented in Transport Committee report
4. Key Messages

**Transport Committee, Item 7, Appendix 1:
Current Pipeline Illustrations and Future Connectivity Maps**

Contents

- 1. Vision, Strategy and Ambition**
2. Current Pipeline and Priorities
3. Larger version of figures presented in Transport Committee report
4. Key Messages

1. Vision, Strategy and Ambition

Our priorities

Leeds City Region Strategic Economic Plan sets the vision:

To move towards Leeds City Region being economically self sufficient

61

IDEAS

Keep the City Region and the UK at the forefront of scientific research, innovation and new technologies.

BUSINESS ENVIRONMENT

Enable businesses to start-up, innovate, trade and invest. Supporting private sector leadership to deliver a more productive City Region.

PEOPLE

Nurture future talent, address skills shortages and provide the technical skills that will drive our economy.

INFRASTRUCTURE

Invest in infrastructure to transform the places where people want to live and work and businesses invest.

PLACE

Support vibrant, people-friendly, regenerated places, no longer dominated by the car, with clean growth, high quality green infrastructure and a vibrant cultural offer.

Ambition & Vision

West Yorkshire adopted Transport Strategy vision and modal targets:

“A world class public transport system that connects different modes of transport seamlessly into one comprehensive, easy to use network.”



Leeds City Region HS2 Connectivity Strategy: ‘Inclusive Growth’

To establish the major local and regional connectivity priorities which are required to enable and maximise growth associated with HS2 coming to the Leeds City Region.

Regional Challenges and Opportunities

63

- Opportunities
 - Quality of Life / inclusive growth
 - Young populations
 - Diverse economy
 - Housing plans
 - Development potential
 - New and emerging technologies
- Challenges:
 - Peak congestion
 - Crowding and reliability
 - Ageing assets that are deteriorating and not accessible to all
 - Environmental and Air Quality
 - Life expectancy / health problems

Connecting Leeds City Region

Leeds city region sits at the crossroads of the UK's transport system, and is the heart of the Northern Powerhouse.

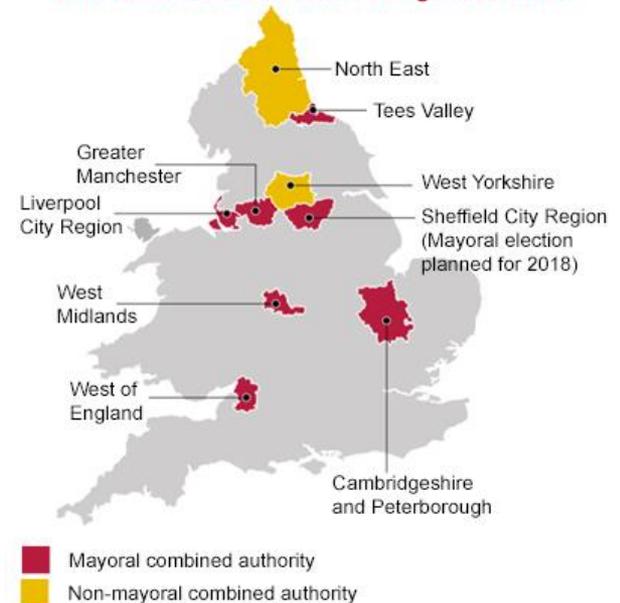
Getting the transport right here unlocks development right across the country - North/South and East/West.

It's vision is for transport connectivity that accelerates **inclusive, economic growth for the benefit of all.**

64 Promoting developments across the region are all local drivers of change as we cannot continue with the level of congestion, crowding and unreliability on our networks if this growth is going to happen.

Across the piece we are now getting in place the investment to begin to right a legacy of decades of underinvestment in the north. But there is much to do.

Combined authorities in England, 2017



Contents

1. Vision, Strategy and Ambition
- 2. Current Pipeline and Priorities**
3. Larger version of figures presented in Transport Committee report
4. Key Messages

2. Current Pipeline and Priorities

Making the most of national infrastructure

- **National motorways**
 - Existing problems on M1, M621, and M62
 - Interest in TfN proposals from East Lancashire to North/West Yorkshire
- **National Rail**
 - Significant growth
 - TRU and Transpennine fibre & 5G pilot (Manchester to Leeds and York)
 - HS2
 - Economic Growth across the region
 - Leeds Station
 - Touchpoints with NPR
 - Parkway station
 - Leeds EZ - Rolling Stock Depot and UoL Institute for High Speed Rail
 - NPR
 - New capacity from York to Leeds to Bradford City Centre to Manchester
 - Calder Valley
 - East Coast Mainline
 - Penistone Line
 - Leeds Question

Kirklees – Connectivity Priorities

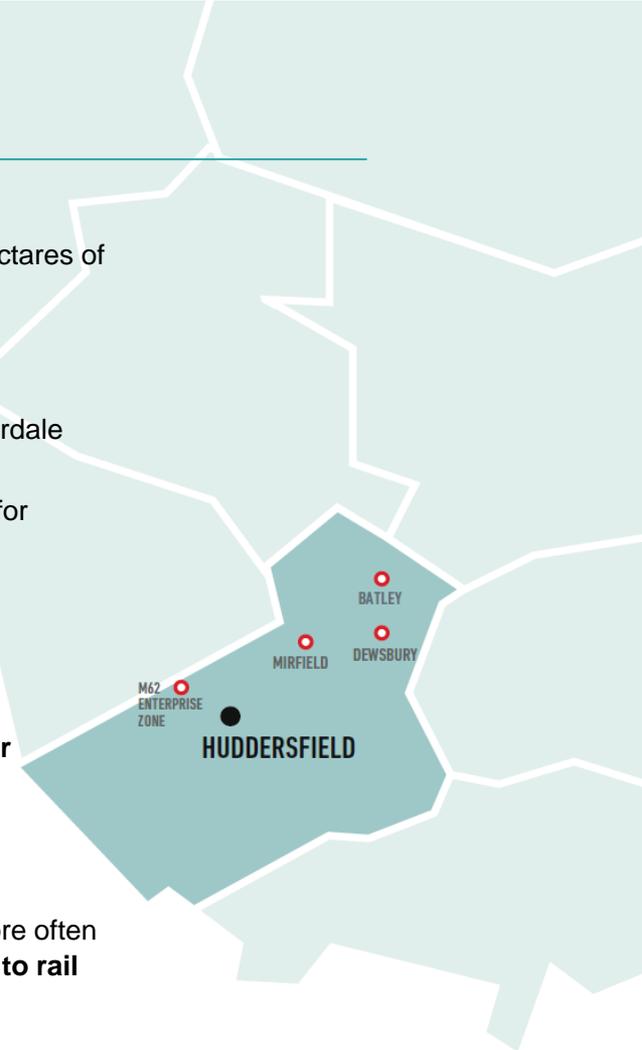
- **Transport investment in spatial and growth priorities**

- Connectivity to support North Kirklees Growth Zone including 6000 new homes and 35 hectares of land for new jobs
- To enhance Huddersfield Town Centre
- Capacity and resilience around the M62
- To support housing and employment growth around J25 of M62 in conjunction with Calderdale Council - 5000 new homes and 1000's of new jobs
- **Influencing/maximising the design of the Transpennine Route Upgrade (TRU)** – and for onwards local connectivity along the route
- **Penistone Line (Huddersfield to Sheffield)**

- **Securing investment in Strategic Roads**

- **M62 performance and resilience**
- Improve the existing **M62 J26 (Chain Bar)** and for a new junction on the **M62 at J24a near Bradley/Brighouse** Improving major local roads
- **North Kirklees Orbital Route (NKOR)**
- Delivery of its WY+TF programme of schemes

- To be recognised as a great place to walk and cycle, inspiring more people to walk and cycle more often as a mode of transport **to extend cycling and walking networks and enhancing connections to rail**



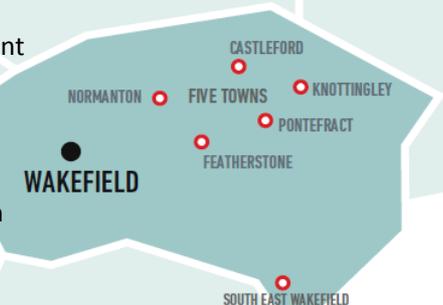
Wakefield – Connectivity Priorities

Vision and priorities

- Wakefield as a leading city for investment and culture
- The Five Towns area as the home of a vibrant leisure, housing and retail offer
- The South East as an attractive and appealing place to work and live

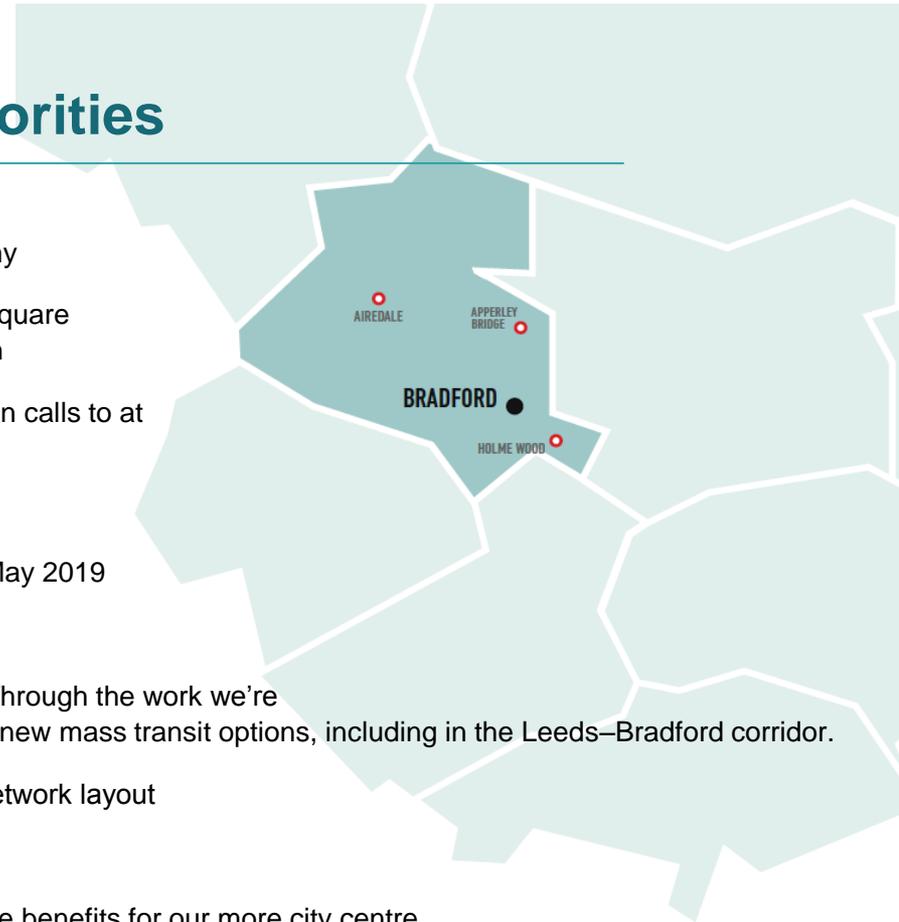
What will achieve this?

- **Housing, jobs and economic opportunity with quality of place and active travel and healthy lifestyles** – e.g. Wakefield city and City Fields, 4,500 new homes being developed along Castleford Growth corridor and development sites in Featherstone, Knottingley
- **Growth focused in areas where there is an opportunity to build on recent transport investments with particular spatial priorities in:** Wakefield and Castleford; North East of District - connecting the Five Towns to Wakefield and north to Leeds and east to Selby, South East of District - connect Hemsworth, South Elmsall, South Kirkby and Upton
- **Improved pan-northern and national connectivity through ECML, NPR, HS2 to Leeds, Sheffield, and beyond**
- **Developing Rapid Transit (e.g. Tram Train link) connecting the Five Towns to Leeds**
- **Securing investment in our local rail facilities and services**
 - including Knottingley / Outwood stations, and improving services from Castleford
- **Investment in major local roads priorities:**
 - Delivery e.g. Pontefract Northern Link Road, the Wakefield Eastern Relief Road and Kirkgate,
 - Further investment e.g. South Featherstone Link Road, Pontefract Key Route Network capacity improvements; link roads for Knottingley and South Elmsall and highway links for HS2 connections
- **Improving bus performance and attractiveness**
- **Investment in active travel**



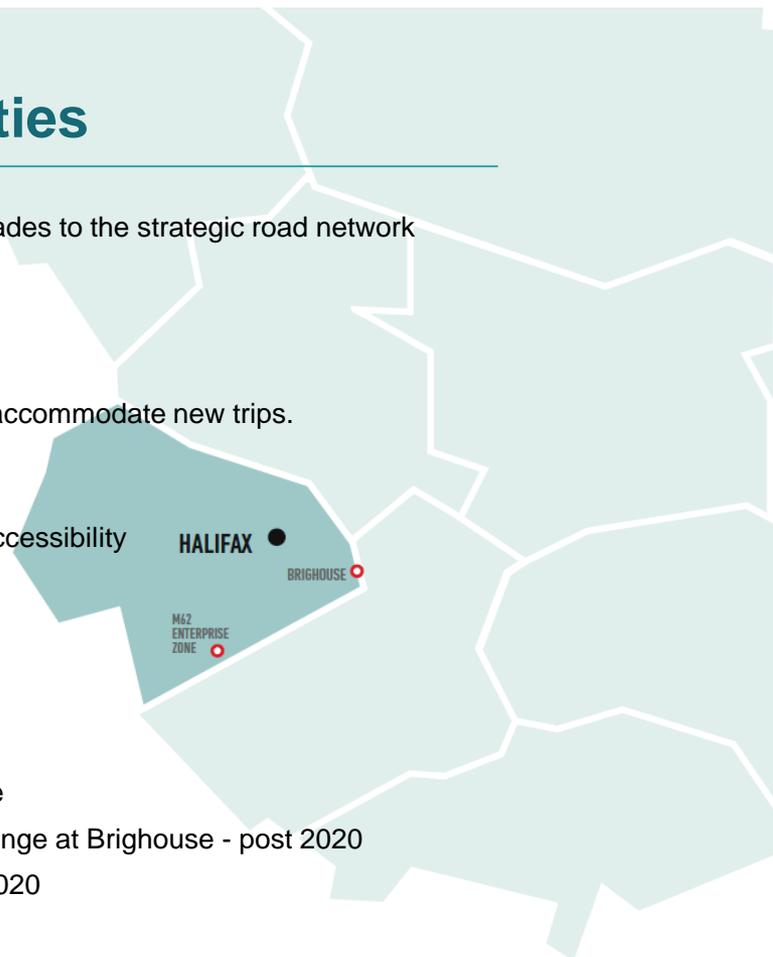
Bradford – Connectivity Priorities

- Northern Powerhouse Rail to serve Bradford city centre.
- Improving Leeds–Bradford connectivity for an interconnected urban economy
- Delivering Station Gateways at Bradford Interchange and Bradford Foster Square which support wider regeneration
- Low Moor - Additional trains to serve Low Moor Station with additional station calls to at least a half-hourly service
- Improving journey experience and options on the Calder Valley line
- Additional LNER through trains from Bradford and Shipley to London from May 2019
- Airedale and Wharfedale lines - additional capacity
- Establish the role of rail in respect of new mass transit in the City Region - Through the work we're undertaking on Inclusive Growth Corridors we expect to identify new mass transit options, including in the Leeds–Bradford corridor.
- Develop and operational solution to Bradford city centre's challenging rail network layout
- Development of Apperley Bridge station as airport gateway.
- Highway junction improvements to the Bradford ring road - which would have benefits for our more city centre
- **Road Priorities:**
 - Tong Street Hard Ings Road, Keighley Harrogate Road New Line Junction
 - Bradford Shipley Corridor South East Bradford Link Road



Calderdale – Connectivity Priorities

- Capitalise on planned HS2 and Northern Powerhouse Rail investment as well as upgrades to the strategic road network
- Growth priorities in developing employment sites in the north and east of the district
- Delivery of Calderdale Local Plan requirements for 17,000 new homes by 2031.
- Enhancing the quality of sustainable transport options to reduce car dependency and accommodate new trips.
- Improving transport connectivity within West Yorkshire and to Manchester
- Improved quality of life and environment with good air quality, public realm and local accessibility
- Priorities:
 - Calder Valley line electrification - dependent on TPU from 2025
 - Bradford-Halifax-Huddersfield corridor road improvements
 - New Station at Elland - Strong possibility for delivery in 2021-22
 - Halifax Station Gateway - dependent on additional funding to deliver full scheme
 - Better services from upper Calder Valley to Huddersfield - via improved interchange at Brighouse - post 2020
 - Better services Brighouse to Leeds - Fast upper Calder Valley to Leeds - post 2020
 - Customer improvements/Access for all
 - Build on past investment in cycling.



Leeds – Connectivity Priorities

- Doubling the size of our city centre with a new Leeds station at its heart
- Public transport as a real alternative to access the city centre
- More people friendly, healthy streets with improvements to the quality of the air.
- Leeds as the place to invest and trial new technologies and approaches
- Key priorities:
 - West Yorkshire Transport Fund – City Centre package
 - Leeds Bradford Airport to grow supporting £7m passengers and better business destinations
 - Leeds Public Transport Improvement Programme – Bus and New Stations
 - Leeds Station - HS2 / NPR
 - Future Mobility Programme
 - Blake/Johnson Review of Rail

LEEDS
BRADFORD
AIRPORT

EAST LEEDS

LEEDS

SOUTH BANK

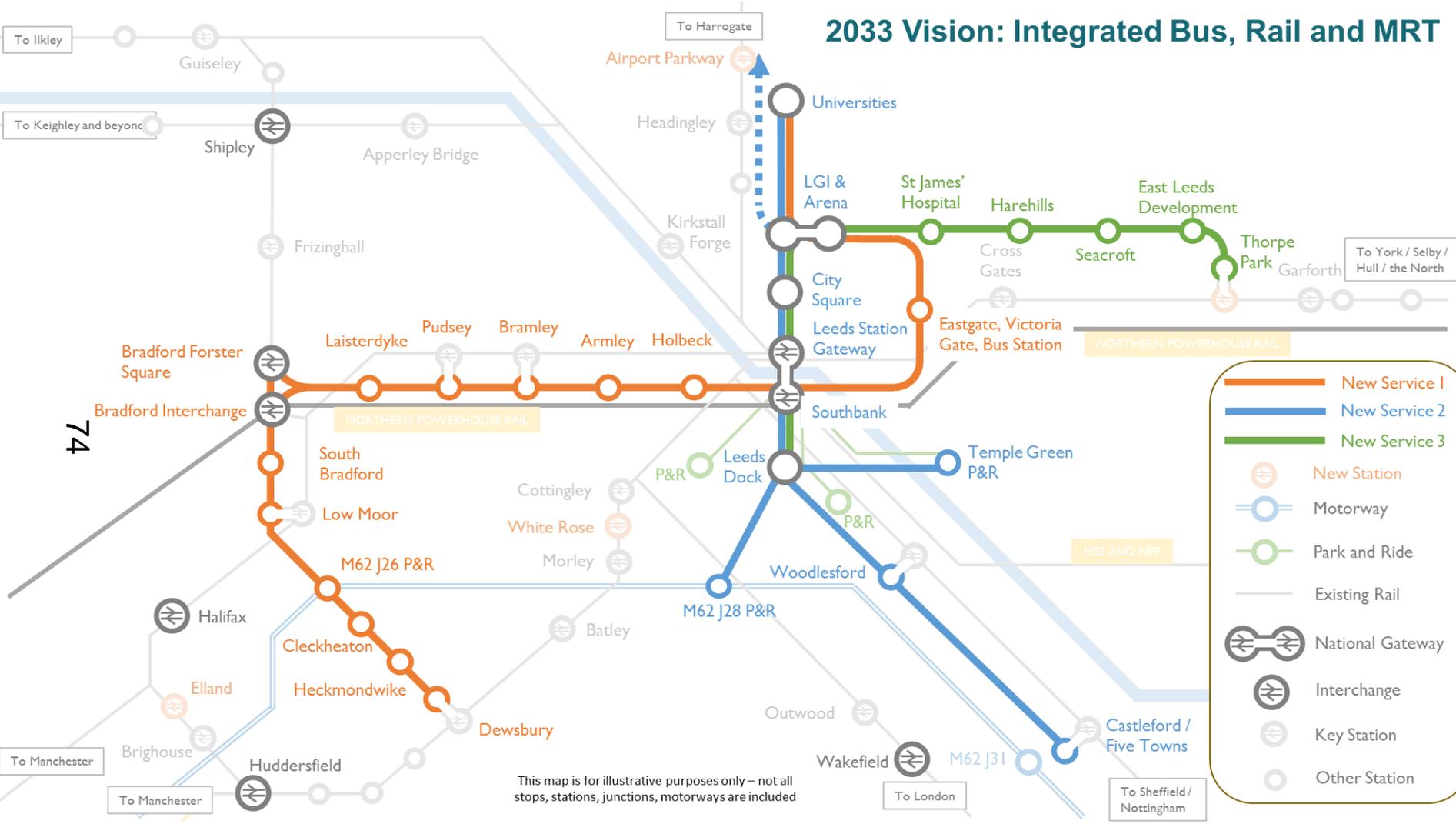
AIRE VALLEY

Contents

1. Vision, Strategy and Ambition
2. Current Pipeline and Priorities
3. **Larger version of figures presented in Transport Committee report**
4. Key Messages

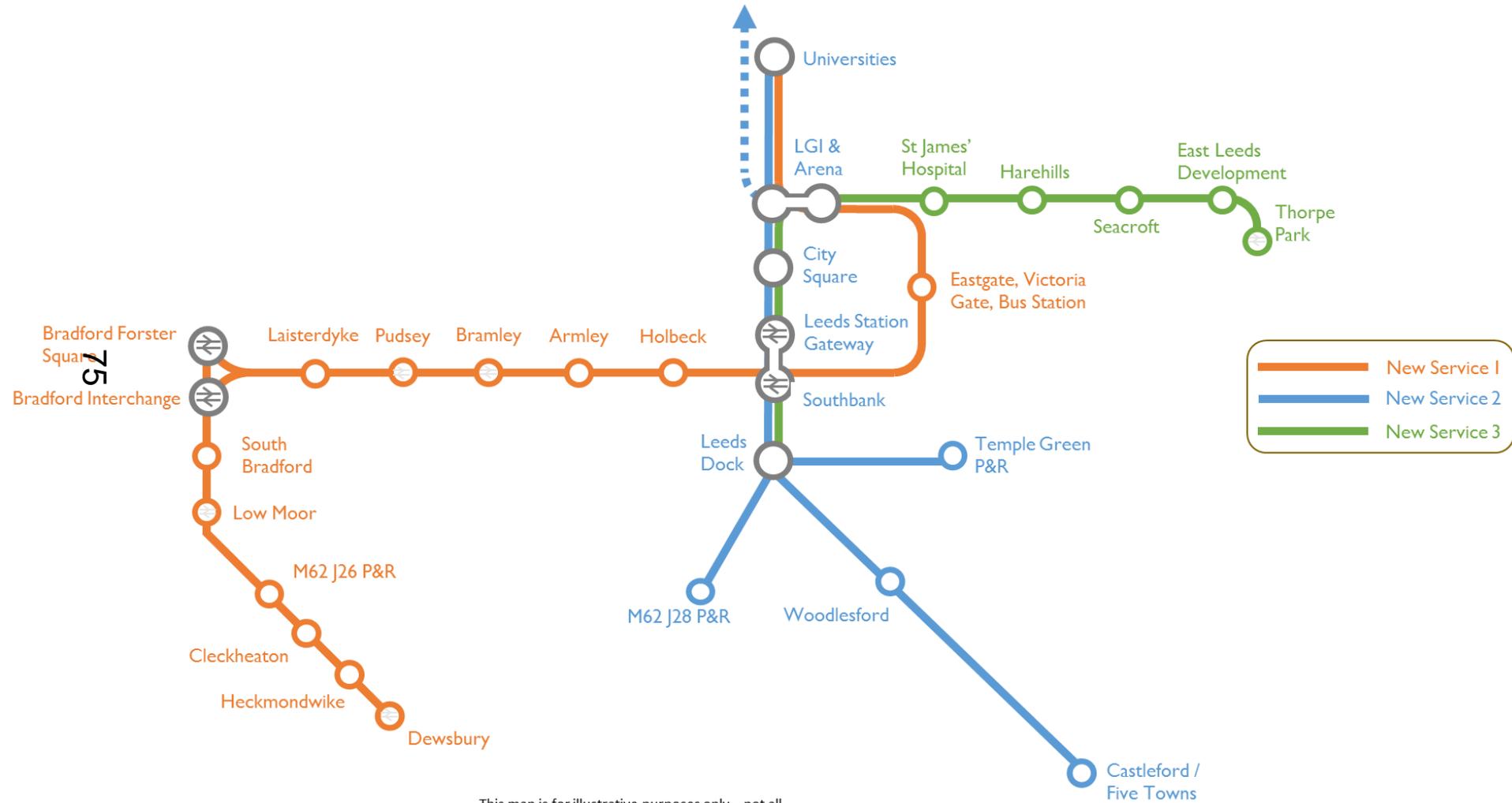
3. Larger versions of figures presented in Transport Committee report

2033 Vision: Integrated Bus, Rail and MRT



This map is for illustrative purposes only – not all stops, stations, junctions, motorways are included

2033 Emerging City Region Transit Network with HS2



Contents

1. Vision, Strategy and Ambition
2. Current Pipeline and Priorities
3. Larger version of figures presented in Transport Committee report
- 4. Key Messages**

4. Key Messages

Key Messages

- We have developed the first tranche of Inclusive Growth Corridors (those areas with greatest economic need/opportunity), as identified in the HS2 Connectivity Strategy.
- Transforming connectivity in the communities of greatest economic need will help raise productivity, living standards and improve air quality, thereby helping to deliver Inclusive Growth
- The proposals set out here build on the current investment in transport improvements across York, Wakefield, Leeds, Bradford, Calderdale and Kirklees.
- Significant improvements are already being made through programmes including Connecting Leeds and the West Yorkshire-plus Transport Fund across Walking, Cycling, Bus and Rail.
- The report seeks to ‘opening a conversation’ on future solutions to future capacity requirements and delivering inclusive growth - including maximising the positive impact of strategic transport investments (HS2/NPR).
- Subject to feedback received through the conversation, the proposed City Region Transit Network has the potential to form a key priority for delivery in the timeframe up to HS2 opening in 2033.
- Different modes of transport serve different needs and provide different levels of capacity. Technologies have moved forwards significantly in last decade. For example, new battery technologies, hydrogen propulsion and autonomous innovations are changing advance mass transit vehicle technologies.
- This is the logical and evidenced based next step in the City Region’s plans for transport investment.
- Significant further development work is required on the City Region Transit Network and would be informed by the conclusions of the forthcoming engagement.

This page is intentionally left blank

Mode	Capacity	Role
Walking and Cycling	<ul style="list-style-type: none"> Individual 	Greatest potential for shorter distance journeys, particularly across congested city centres/urban environments
Car / Mobility as a Service (MaaS) / Demand Responsive Transport / Taxi	<ul style="list-style-type: none"> 5-10 people per vehicle A generic single highway can carry can cater for around 1,800 people per hour 	Most suited to lower demand areas where trips are accessing multiple different destinations. Feeders into a core network, for example at a Park and Ride.
Standard Double Decker Bus	<ul style="list-style-type: none"> 70-80 people per vehicle. Maximum legal vehicle length is up to 18m A high service frequency of 10 buses per hour service can hold up to 700 people 	Flexible services which meet local accessibility needs – with very high density stopping patterns
Articulated 'Bendy' Bus / 'Ftr' / 'Trolley bus' vehicles	<ul style="list-style-type: none"> 80-100 people per vehicle. This meets the maximum legal public service vehicle length of 18m. A typical frequency of 10 buses per hour service can hold up to 700 people / hour 	
Bus Rapid Transit (BRT)	<ul style="list-style-type: none"> 70-80 people per vehicle With higher frequencies than a usual bus service, BRT can typically hold up to 1,000 people / hour 	A typical BRT service is highly segregated from other traffic and provides a fast and frequent point to point journey options. In Europe, BRT is often typically where there is less demand or as a precursor to Mass Transit.
Mass Transit / Tram / Light Rail	<ul style="list-style-type: none"> 200-300 people per vehicle Can operate service frequencies from 5 per hour to 40 per hour dependant on the location and need 1,000-10,000 people per hour 	Light rail is a form of urban rail transport using rolling stock with a steel wheel, but operating at a higher capacity through both segregated and on-road sections.
Suburban Heavy Rail	<ul style="list-style-type: none"> 400-700 people per vehicle (for example the Class 333s in Leeds North West can each hold around 450-500 people per vehicle) 2,000 – 6,000 people per hour 	Regional rail provides rail services between towns and cities. Unlike Inter-city, it stops at most or all stations. Typically with a half hourly service (or quarter hourly in the peak periods).
Inter urban / national Heavy Rail	<ul style="list-style-type: none"> 700-900 people per train 	Long distance, pan northern, Centre to Centre fast and direct services.

This page is intentionally left blank

Item 7: Appendix 3: Proposed Service Targets

Service 1 (Orange) West	Service 2 (Blue) * South	Service 3 (Green) East
Supporting and enabling 30,000 homes and 70,000 jobs	Supporting and enabling 17,000 homes and 157,000 jobs	Supporting and enabling 13,000 homes and 40,000 jobs
Enabling 50,000 more people to access high quality transport, with 25,000 being from the most deprived areas	Enabling 60,000 more people to access high quality transport, with 40,000 being from the most deprived areas	Enabling 35,000 more people to access high quality transport, with 15,000 being from the most deprived areas
A turn-up-and-go frequency of at least 6 services per hour which embrace new and advanced vehicle technologies		
Integration with wider public transport offer		
Create additional capacity to accommodate an extra 2,000 commuter trips per hour by the time of HS2 opening	Create additional capacity to accommodate an extra 5,000 commuter trips per hour by the time of HS2 opening	Create additional capacity to accommodate an extra 3,000 commuter trips per hour by the time of HS2 opening
A high quality service you can rely on with 98% reliability of services 'on time'		
Zero-emission, carbon neutral vehicles improving air quality		
Enable 25% of trips to shift from car		
A journey Time of 24-30 mins from M62 J26 P&R to Leeds via Bradford City Centre	A journey Time of 20-25 mins from Thorpe Park via St James' and LGI to Leeds	A journey Time of 15 – 20 minutes from M62 P&R at J28 to Leeds City Centre
A 'Healthy Streets' minimum score of 9/10 (See following slide)		
High quality design of interchange facilities, stops and vehicles		

* To the proposed M61 J28 P&R site only. Service targets for other blue lines to be developed

This page is intentionally left blank

Item 7: Appendix 4: Engagement Strategy

The development of this Transport Committee report and its appendices has reflected the significant feedback and input from district partners over the last six months. It builds on the feedback received through the HS2 Connectivity Strategy engagement which took place in spring 2018.

The report and its contents follows feedback from the recent Transport Committee member workshop as well as individual West Yorkshire Leader / Portfolio Holder meetings.

The purpose of this appendix is to summarise the engagement which would commence as early as possible in early 2019 around the proposals outlined in this Transport Committee report.

Stakeholder Engagement

- A4.1 Whilst engagement with a number of stakeholders has already informed the proposals set out in this report, it is proposed to commence a formal stakeholder focused engagement on the conclusions of the work to date as early as possible in 2019.
- A4.2 Extensive stakeholder mapping will be undertaken to identify key groups that may be interested or influential and need to be kept involved as the plans develop.
- A4.3 The aim of the engagement will be to build on evidence obtained through the West Yorkshire Transport Strategy, Leeds Transport Conversation and HS2 Growth Strategy Engagements to:
- Illustrate the need for transformational intra-city connectivity alongside the need for pan northern schemes including HS2 / Northern Powerhouse Rail (NPR)
 - Raise the profile of the scale of the transport capacity challenge facing the City Region up to 2030/40s
 - Consider whether the right places to be connected have been identified so far based on the corridors considered to date across the City Region
 - Raise the potential need for mass transit size vehicles (carrying 200-300 people) as being the most appropriate solution to addressing the intra-city connectivity needs.
- A4.4 A stakeholder engagement plan will be produced and is likely to include a number of phases over the next few years.
- A4.5 The results of the first phase of stakeholder engagement will be reported back to Transport Committee for their consideration.

Item 7: Appendix 4: Engagement Strategy

Public Engagement

- A4.6 The aim is to raise public awareness of the proposals and present positive messages about transport opportunities and investment.
- A4.7 Given the history of previous plans it is important to quickly provide simple answers to questions around transport modes, cost, technology, ability to deliver and how the first tranche of corridors have been identified.
- A4.8 A public engagement plan will be produced but is likely to include the following broad phases:
- Public awareness exercise regarding the principles of future mass transit which simply explains the identified need and capacity challenges. It is also important to highlight all the transport investment work which is already planned for the short to medium term.
 - More detailed public engagement focussed on the proposed first tranche of corridors, with the aim to enthuse local residents and businesses and keep them involved as plans develop.
 - Public consultation phases will be required in the future when there are decisions to make.
- A4.9 The Combined Authority Consultation and Engagement team will work in partnership with district based communication, engagement and consultation officers to develop the approach.
- A4.10 The public engagement plan will be developed and reported to the Transport Committee and Member Working Group for their consideration at each stage in the process.

- A5.1 The purpose of this Appendix is to provide an update on the development timetable for the wider Inclusive Growth Corridor Plans programme.
- A5.2 This Transport Committee report focuses on the first tranche of corridors. Development work on the next tranche of corridors is now underway and will help shape and support the Transforming Cities Fund submissions.
- A5.3 As outlined in the May Transport Committee paper, in developing the Inclusive Growth Corridor Plans, the development work will consider:
- **Housing and employment** sites – both existing and potential areas for growth over the short, medium and longer term,
 - Areas at risk of **flooding**, and **Social indicators** for example demographics i.e. long standing, inter-generational unemployment and availability of local services.
 - **Transport mode and technology options** required to provide the capacity required for the scale of current and future demand using the corridor. Bespoke proposals will be needed that build on existing plans to make it easier for people to make sustainable travel choices. Some corridors may be better suited to rail or car, others to a blend of modes including city/mass transit and active modes to deliver the future capacity and quality customer service required.
 - How to create the **sense of place along the corridors**, building on Transport for London’s ‘healthy streets¹’ approach to help tackle air quality and provide an environment within which people want to be active.
 - **Funding opportunities** including from Central Government, but also consider opportunities to utilise local funding streams such as through land value uplift.
 - Our understanding of on the **impact of future technologies**, for example autonomous vehicles, in the context of the LCR and the corridors.
 - Examine the **skills and supply chain interventions** which can be clearly integrated within the Connectivity Strategy.
- A5.4 This work is a highly significant opportunity for the City Region and will help the forward pipeline of connectivity schemes.
- A5.4 Development of each Inclusive Growth Corridor Plan is being undertaken through the following process:
- Establish through analysis of the economic evidence the detailed baseline position for each corridor
 - Establish the Inclusive Growth vision, ambition and outcomes for each individual corridor.
 - Long listing of potential connectivity options for each corridor
 - Undertake an option shortlisting based on the objectives of the connectivity strategy and the bespoke challenges facing each corridor.

¹ More information on Transport for London’s Healthy Street strategy can be found here - <https://tfl.gov.uk/corporate/about-tfl/how-we-work/planning-for-the-future/healthy-streets>

Item 7: Appendix 5: Inclusive Growth Corridor Programme Update

- Identify a shortlist of priority schemes and alignments for the corridor
- Continue a conversation with communities, businesses and stakeholders on the development of corridor plans to ensure it meets expectations and ambitions for the region.

A5.6 It is proposed to hold further workshops with Transport Committee members to examine and consider the on-going development of the corridors and how these should come together as an overall Connectivity Strategy.

A5.7 The corridor plan programme is outlined in Figure 1:

Item 7: Appendix 5: Inclusive Growth Corridor Programme Update

SPRING – AUTUMN 18

- Leeds – Bradford
- Bradford – South Bradford/
North Kirklees*
- Leeds – Huddersfield
- Leeds – East/South Leeds

* TCF Corridors

AUTUMN 18 – SPRING 19

- Leeds – Five Towns*
- Leeds – Wakefield –
Barnsley*
- Leeds – Bradford – Halifax*

* TCF Corridors

WINTER 18 – SPRING 19

- Bradford City Centre to
Airport
- Leeds to Airport

NEW YEAR – SUMMER 19

- Leeds – Skipton
- Leeds – York
- Leeds – Selby
- Leeds – Harrogate
- York – Selby
- York – Harrogate
- York – Haxby
- Wakefield – Denby Dale
- Wakefield – M62 J32
- Wakefield - Dewsbury
- Brighouse – Marsden
- Huddersfield – Halifax
- Brighouse – Halifax
- Huddersfield - Brighouse

This page is intentionally left blank

Item 7 – Appendix 6

City Region Transit Network: Member Working Group

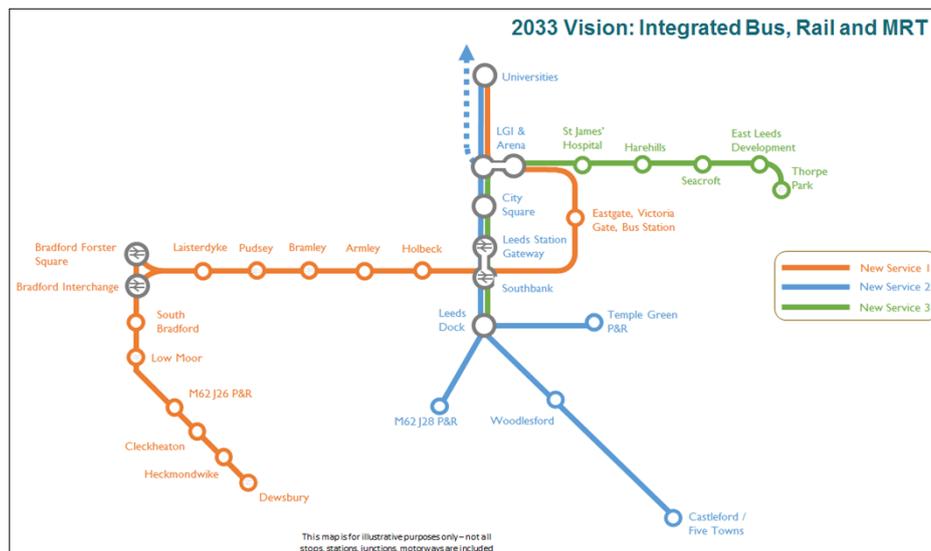
The purpose of this appendix is to provide an illustration of the scope of the Member Working Group. The terms of reference would be considered and agreed at the first meeting.

Membership

- Representation from West Yorkshire district partners including: Leeds, Bradford, Wakefield, Kirklees, Calderdale, and the West Yorkshire Combined Authority
- Councillor attendees would typically be expected to be either: the Leader and/or Portfolio Holder and/or Members of Transport Committee
- Typically up to two members could attend from each Authority
- Officers from each authority would be welcome to attend
- External speakers and guests can be invited to attend as required.
- Agendas and papers would be circulated 3 working days in advance
- The Member Working Group would not have any formal status but would provide regular updates to the Transport Committee and other Committees as necessary.
- The group would meet every two months, or more frequently when required
- The Combined Authority Transport Policy team would provide secretariat support for the meetings.

Scope of the Working Group

The Member Working Group would provide a forum to shape the development programme for the City Region Transit Network as illustrated below.



The group would consider and shape agenda items on:

- Forward programme
- Land strategies
- Technology options

Item 7 – Appendix 6

- Communications and engagement strategy and feedback
- Funding and finance
- Integration with other modes of transport modes
- Best practice from elsewhere



Report to: Transport Committee

Date: 9 November 2018

Subject: **Transforming Cities Fund**

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

Author(s): Tom Gifford/Alice Rowland

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

1. Purpose of this report

1.1 Following the stage 1 submission being successfully approved by Government, the purpose of this report is to:

- Provide an update to Transport Committee on Transforming Cities Fund.
- Seek endorsement to the continuation of the Transforming Cities Fund member working group sessions to oversee the development of the Transforming Cities Fund stage 2 submission.

2 Information

2.1 The Transforming Cities Fund (“TCF”) was announced in the Budget of November 2017 as a £1.7 billion fund to “support intra-city transport, will target projects to drive productivity by improving connectivity, reducing congestion and utilising new mobility services and technology”. The government originally made £840 million capital funding available for competitive bidding by non-mayoral combined authorities over the four year period to 2021-22; as of the Budget announcement on 29th October 2018, the total available is £1.28 billion and the period has been extended to 2022-23.

- 2.2 Key points include:
- £1.28 billion of funding is available to non-mayoral authorities in England. The Department for Transport (“DfT”) have set out that the competition to access this money will take a two stage application process.
 - Ten authorities (“*Derby & Nottingham, Leicester City, the North East, Norwich, Plymouth, Portsmouth, Southampton, Sheffield, Stoke-on-Trent and West Yorkshire*”) have been successful in reaching stage 2, and the 29 October budget announced that a further two areas would be allowed to bid. The DfT received circa 20-25 stage 1 bids.
 - In both TCF stages 1 and 2, bids are being competitively assessed against each other with funding awarded to the proposals which demonstrate the greatest improvements to productivity and offer the best value for money.
- 2.3 The DfT Stage 1 guidance outlined that stage 1 submissions are ‘light touch’ – in essence to agree the functional geography and broad scope of the submission. Individual schemes and information costs were not required for the stage 1 submission.
- 2.4 On 8 June 2018, West Yorkshire Combined Authority submitted the stage 1 TCF submission on behalf of the Leeds City Region (“LCR”). The contents of the LCR stage 1 decision were developed through a series of workshops, 1:1 and committee meetings with members and officers from across the City Region. The LCR Stage 1 submission was required to be published online and is available through the weblink below¹. The LCR stage 1 submission focused around three themes:
- 2.4.1 Strand 1: Transforming connectivity on four corridors in greatest need
 - 2.4.2 Strand 2: Creating eight Transformed 21st Century Gateways (plus a number of smaller locations)
 - 2.4.3 Strand 3: Transforming mobility for future generations (which to a degree also cuts across Strands 1 & 2)
- 2.5 The Government decision on Stage 1 bids was made on 27 September 2018 (a decision was originally expected in July 2018).

Development of the stage 2 submission

- 2.6 With the scope and geography now agreed, through stage 2 the detailed proposals within each strand need to be developed. DfT have advised that in the development of stage two submissions, successful city regions will work with DfT to develop scheme specific proposals.

¹ <https://www.westyorks-ca.gov.uk/transport/transforming-cities-fund/>

- 2.7 At this stage, beyond the short approval letter and official stage 1 press release², no guidance has been released for stage 2 by the DfT. On the basis of the letter our working assumptions are that:
- Stage 2a bids (small schemes up to £6m) can be submitted by Christmas
 - Stage 2b bids (big schemes) can be submitted as part of a strategic outline business case by summer next year

Member TCF Working Group

- 2.8 As with stage 1, the contents of the stage 2 bid will be developed in collaboration with Leeds City Region stakeholders, officers and members.
- 2.9 The 5 April 2018 Combined Authority meeting agreed that a 'Task and Finish' working group for portfolio / lead members be set up to shape the stage 1 submission. This was invaluable in shaping the stage 1 submission and it is proposed to set up regular meetings of the group to shape the stage 2 submission.
- 2.10 In addition, a series of working groups took place with officers from partner authorities from across the Leeds City Region to develop the bid. Dialogue is also continuing with the Leeds City Region Local Enterprise Partnership as well as with private sector partners including bus operators and universities.
- 2.11 It is proposed to continue this approach for the stage 2 submission and to widen the invite to representation on the member working group to the North Yorkshire authorities which are 'in scope' for the Leeds City Region submission.

3 Financial Implications

- 3.1 The DfT has made a contribution of £50,000 to the development of the stage 2 submission. This will support the development of the stage 2 strategic outline business case.
- 3.2 No budget allocations have been set by Government for the money available to the 10 successful Stage 2 applicants. Allocations for the 10 successful authorities including Leeds City Region will be developed through the Stage 2 co-production phase with the Department for Transport.

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.

² <https://www.gov.uk/government/news/pm-announces-ten-cities-shortlisted-for-major-transport-funding-across-england>

6 External Consultees

6.1 No external consultations have been undertaken.

7 Recommendations

7.1 That Transport Committee note the progression of the Leeds City Region Transforming Cities Fund bid to the stage 2 co-development phase.

7.2 That Transport Committee endorse regular member working group sessions be set up to support the development of the Leeds City Region stage 2 Transforming Cities Fund bid.

8 Background Documents

Combined Authority Reports 14 December 2017 and 5 April 2018
Transport Committee Report 15 May 2018

LCR TCF Stage 1 Approval Letter from the Department for Transport.

9 Appendices

None



Report to: Transport Committee

Date: 9 November 2018

Subject: **Rail Performance and Future Service Planning 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 checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1. Purpose of this report

- 1.1 To update members of the Transport Committee on the performance of local rail services following discussion at the meeting of the Transport Committee held on 21 September 2018.
- 1.2 To advise members of the Transport Committee of progress with the reviews into rail performance and governance following the issues emerging in May 2018.
- 1.3 To advise members of the Transport Committee of arrangements proposed to improve engagement between the Authority and the rail industry.
- 1.4 To update members of the Transport Committee on the service planning for the forthcoming timetable changes.
- 1.5 To seek Transport Committee’s agreement to actions to highlight the Combined Authority’s ongoing concerns at service delivery issues in the region and seek urgent interventions to address them.

2. Information

Current Rail Performance

- 2.1 The rail industry uses the Public Performance Measure (PPM) which combines figures for punctuality and reliability into a single performance figure. For TransPennine Express (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.
- 2.2 Northern (all services) – in the period April to mid-October 2018, Northern averaged 81% PPM in the region compared to 91% in the previous year. The reasons for the reduction in performance were considered extensively at the last meeting. Whilst there has been a small improvement overall since the withdrawal of the emergency timetable in the North West at the end of July, performance is still well below acceptable.
- 2.3 Northern (West and North Yorkshire) – in the period April to mid-October 2018, Northern averaged 87% PPM in this region compared to 95.4% in the previous year. Since the new timetable an average of 2.5% of trains have been cancelled and 4.6% of trains have operated in our region with fewer carriages than planned. Whilst overall this performance is better than the average across the north, this masks the fact that some routes such as Calder Valley have experienced a high level of delay and cancellation whereas other routes have experienced reasonable service levels.
- 2.4 TransPennine Express (TPE) - in the period April to mid-October 2018, TPE averaged 72% PPM on its North route (via York, Leeds and Huddersfield) compared to 90% in the previous year. Since the new timetable an average of 15% of trains have been cancelled. Performance in August/ early September showed some signs of improvement following actions taken by Network Rail with regard to signalling and train regulation at Leeds, Manchester and on the East Coast mainline. However performance is still well below acceptable.
- 2.5 Autumn brings further risks to rail performance due to the effect of leaf-fall on rail conditions. Train Operators and Network Rail have given assurances that the necessary planning and resources are in place however the damage inflicted on train wheels during the sliding and spinning on compacted leaves is considerable and means that some trains have to be taken out of service for extensive repair. The ongoing industrial action at Northern is currently reducing the level of service operated on Saturdays; this is not reflected in PPM values as only planned services for the day are included in cancellation statistics.
- 2.6 The PPM measure is an average of all rail services and therefore does not fully reflect the impact on affected passengers over a six month period. Many have experienced difficulties with home and work life as a result of being persistently delayed by commuting difficulties. Whilst the enhancements to delay repay and compensation arrangements explained later in this report are welcomed, passengers continue to be adversely affected by rail delays and

cancellations. The DfT/TfN Rail North Partnership is responsible for ensuring the Train Operating Companies are compliant with the franchise agreements. Whilst some of the root cause of the events of May 2018 lies with infrastructure issues and Network Rail timetable planning, the ongoing poor performance in terms of punctuality, reliability and short-forming of trains appears to be less so; the Partnership is assessing the responsibility of the franchisees and will determine the appropriate contractual action,.

- 2.7 At the meeting of the Combined Authority on the 2 August representatives of the Rail Industry – Network Rail, Northern and TransPennine Express agreed to send a letter to the Chair of the Authority Councillor Hinchcliffe to explain the recent issues and actions being taken to improve the situation. A copy of this letter is in Appendix 3.

Actions Taken To Mitigate Performance Problems

- 2.8 Arriva Rail North have indicated that they have taken the following actions in an attempt to improve performance and reliability of the Northern franchise:-
- Work has taken place to address problems with the track and platform allocation (“station workings”) at Leeds, which were causing trains to be delayed. In mid-September Northern’s team announced that the workings were “a hundred percent efficient”. They are observed to be improved, but Combined Authority officers believe problems with conflicts in the Leeds area to persist.
 - Now that improved station workings are in place, Northern state that they are in a position to focus on the daily delivery of service and especially the ‘problem trains’.
 - Intensive driver route training has been taking place to address the difficulties in the North West and routes across the Pennines
 - The emergency timetable in the North West has been lifted with most of the cancellations reinstated.
 - Additional rolling stock and workforce resilience measures have been introduced.
- 2.9 The following actions have been taken in an attempt to improve performance and reliability of the TransPennine Express (TPE) franchise:-
- Improvements to the Leeds station workings have also assisted with the reliability of TPE services passing through Leeds
 - TransPennine Express has 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 would result in 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 would exacerbate peak overcrowding during the autumn period where commuter flows can be at their highest. There has been further dialogue between TPE, Transport for the North and Combined Authority officers to identify actions which will assist service resilience without compromising capacity and connectivity.

TPE now propose to introduce the relevant changes (involving splitting the Leeds – Manchester stopping service into two at Huddersfield, plus changes to the resourcing of the Manchester Airport services) in December 2018. These changes will require two extra units to maintain the same train lengths. The Combined Authority has continued to seek assurances that these will be delivered without shortening any peak trains. However, these have not been received.

- 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 pattern closer to that operating before May, in parallel with the splitting of the current Leeds – Manchester stopping service at Huddersfield. This will reduce the risk of the trains providing stopping services in West Yorkshire being delayed by congestion in the Manchester area.
- Currently, on the instructions of the Rail North Partnership (RNP), two of TPE's class 185 trains are leased to Northern. They were due to be returned for the December 2018 timetable, but they are now expected to remain with Northern. New, higher-capacity, trains are expected to enter service from the end of the year, which will ease the pressure on rolling stock and enable further mitigation; however, it is believed unlikely that any will be in service by the timetable change date. As such it appears likely that some peak trains will indeed be shortened from six to three coaches.

- 2.10 Both franchisees are operating a special compensation scheme for season ticket holders on routes which were badly affected by performance problems immediately before and in the weeks after the timetable change in May. This provides for between one and four weeks' value of travel, paid in cash, depending on the route. Eligibility for the compensation scheme is now being extended to regular travellers (defined as those who travelled 3 or more days a week, but not on season tickets). It is also planned to extend the timescale for season ticket holders to make claims and that the operators will undertake additional promotion of the scheme to increase awareness. The special compensation scheme is prescribed by the Department for Transport and administered by the respective Train Operating Companies.
- 2.11 The Department for Transport has also announced an enhanced Delay Repay scheme for all Northern passengers. From December, passengers whose journeys are disrupted by 15-29 minutes will also be able to claim compensation under the Northern Delay Repay scheme – currently only those delayed by 30 minutes or more can claim (Delay Repay does not apply to passengers delayed due to inability to board an overcrowded train). The Department has also clarified that multi-modal tickets such as M Card are now eligible for Delay Repay. Arrangements are being made to implement this and to advise customers...
- 2.12 In August TfN wrote to the Secretary of State calling for a single person to coordinate both infrastructure and train operations in the North through the immediate process of resolving the timetable process. DfT and TfN have appointed Richard George to this role; he will work closely with Transport for the North, the Rail North Partnership, Network Rail and train operators. The

appointment will seek to address the structural issues which have been a major cause of the recent impact on passengers. Richard George has served on the boards of First Group rail franchises and is currently global head of rail infrastructure at SNC-Lavalin.

Rail Reviews

2.13 At the meeting of the Combined Authority on 2 August, members resolved that the following key points be submitted to the Rail North Partnership Review. This review is being led by Councillor Judith Blake and Rail Minister Jo Johnson seeking to identify how the devolved franchise management arrangements can be strengthened to prevent the difficulties experienced by passengers since the timetables changed in May.

- Transport for the North must exercise its role in franchise management in the interests of passengers, residents and business in the region and, where necessary, challenge the rail industry to deliver the service it is obliged to deliver.
- The remit of the Transport for the North Rail North Committee should enable political oversight of operational performance of the franchises and the planning of changes to service delivery. It needs to understand the anticipated impact on passengers of any change to services and to direct the Rail North Partnership to safeguard their interest.
- The formal agreement between DfT and TfN must put the Minister and Transport for the North on an equal footing with dual decision-making.
- Network Rail must be accountable for the impact of its decisions on passengers in the North. The Transport for the North Rail North Committee should be a formal consultee of Network Rail and be able to nominate onto key decision-making boards within the Network Rail governance.
- As the rail franchises are supported by public funds, there must be greater transparency in their management.
- The Train Operators should be contractually required to improve communication to help passengers adjust their travel plans when timetables change and services are disrupted.

The Review is expected to report its findings to the Transport for the North Board on 6 December 2018.

2.14 The Office of Rail and Road (ORR) published an interim report on 20 September 2018 into the national timetable disruption. Headed by ORR Chair Professor Stephen Glaister, its preliminary findings include:

- Network Rail, Govia Thameslink Railway (GTR), Northern, the Department for Transport (DfT), and the Office of Rail and Road (ORR) all made mistakes, which contributed to the collapse of services, particularly on the GTR and Northern routes.
- There is an apparent gap in industry responsibility and accountability for managing systemic risks, and that needs to change.

- The System Operator (SO) function within Network Rail was in the best position to understand and manage the risks, but did not take sufficient action, especially in the critical period of autumn 2017.
 - Neither GTR nor Northern were properly aware of or prepared for the problems in delivering the timetable and they did not do enough to provide accurate information to passengers when disruption occurred.
 - Both DfT and ORR are responsible for overseeing aspects of the industry, but neither sufficiently questioned assurances they received from the industry about the risk of disruption.
- 2.15 The Secretary of State has in response launched a major review of the UK rail industry in the light of the failure of several franchises and the problems emerging nationally from the timetable changes. The review will be led by Keith Williams, former British Airways chief executive and deputy chairman of John Lewis Partnership, supported by an expert challenge panel.
- 2.16 The panel comprises six members whom cover different stakeholder and geographic interests. Roger Marsh OBE, Chair of the Leeds City Region Enterprise Partnership and of the NP11 Board (group of Northern Powerhouse LEP Chairs) is a member of the panel. Officers will offer support to Roger Marsh in this role.
- 2.17 The full terms of reference were published by the Secretary of State on the 11 October 2018. The review's recommendations should support delivery of:
- commercial models for the provision of rail services that prioritise the interests of passengers and taxpayers
 - rail industry structures that promote clear accountability and effective joint-working for both passengers and the freight sector
 - a system that is financially sustainable and able to address long-term cost pressures
 - a railway that is able to offer good-value fares for passengers, while keeping costs down for taxpayers
 - improved industrial relations, to reduce disruption and improve reliability for passengers
 - a rail sector with the agility to respond to future challenges and opportunities
- 2.18 The Review may publish interim reports during the period of its work. The Review's final report will be a government White Paper, which will be published in autumn 2019. It will set out the government's intentions for reform of the rail sector.

West Yorkshire Combined Authority Rail Forum

- 2.19 Emerging from the events of the summer, the Chair of the Transport Committee is to establish a joint forum to enable the Combined Authority members, train operators, Network Rail, Transport for the North and other key bodies to discuss plans and issues affecting local services.

- 2.20 The Terms of Reference for the forum are attached as Appendix 2. The Combined Authority is recommended to endorse this approach and to approve the setting-up of this meeting and for the meetings to commence.

Service Planning and Future Timetable Changes

- 2.21 The rail industry, led by Network Rail, has made the decision that the December 2018 timetable should see only very limited service changes, and those that are made should be ones designed to improve performance (i.e. punctuality and reliability). Other proposed changes (even minor ones) requested by train operators are being vetoed. The “no-change” principle is a concern because the current (May 2018) timetable is sub-optimal in many cases from a passenger point of view, and contains technical flaws which themselves harm performance¹. It also means a further delay to many committed service enhancements that should have been introduced in December 2017 and have already been delayed to May 2018.
- 2.22 Combined Authority officers have met with Arriva Rail North, who have confirmed that this does still leave the door open to minor tweaks to the working timetable which could have real benefits to trains’ punctuality. In addition, there should be better-quality trains on the Leeds – Selby service, and the Leeds – Bradford – Huddersfield route will be slightly accelerated. However, disappointingly, Northern could offer little comfort that issues regarding inadequate train capacity would change significantly on routes such as the Calder Valley, Castleford / Pontefract and Harrogate lines, as the relevant train plans are not intended to change in December. The Combined Authority’s concern was also expressed that the ongoing crowding issues on routes such as these risk not being addressed until May 2019.
- 2.23 Against this background, it is important that the rolling-stock that is available is targeted where it is most needed. Arriva Rail North is planning an additional Leeds – Church Fenton– York service which would not significantly benefit connectivity east of Leeds (and would withdraw links from some stations to/ from Church Fenton). This is not a franchise obligation and the additional diesel units could arguably be better deployed elsewhere (such as to address the capacity issues on the Calder Valley or towards Castleford/Pontefract or to increase the service between Leeds and Harrogate towards franchise commitments).
- 2.24 May 2019 is expected to see more substantial changes, with the introduction of the remaining committed enhancements delayed from December 2017 and May 2018 (the “TSR2 changes”). Full details of the proposed timetables have not yet been made available, and it is understood that it is not intended that a full consultation exercise be carried out (there was a consultation carried out in 2017 on what was then proposed for May 2018, but in the event for the most part not delivered, and it is expected to be most or all of those changes that will be introduced in May 2019). Network Rail has however made clear that it

¹ Instances of “sub-optimality” include poorly structured clockfaces giving rise to irregular service intervals, and poor connections between services; “technical flaws” include errors in the timetable such that a given train cannot arrive at Leeds on time unless another train is late, because of a conflict at a junction or platform.

has serious concerns over network capacity and reliability in some areas, above all (but not only) around Manchester and Leeds. It is therefore possible that they may challenge whether all the TSR2 changes should be introduced in May 2019.

- 2.25 December 2019 is the timetable change which is intended to bring the introduction of all of the remaining committed service enhancements, particularly on Northern (“TSR3”), including the “Northern Connect” regional express services, such as between Bradford and Manchester Airport. It is not yet known what network capacity issues, if any, may affect the delivery of the TSR3 commitments in December 2019, but the Rail North Committee was made aware at its meeting on 9 October 2018 that compromises are likely to be required about which elements of the December 19 timetable are delivered.
- 2.26 The Combined Authority will press for clarification of these issues as soon as possible, in order that a proper consultation exercise can be carried out, and that, if choices have to be made between competing priorities, the TfN Rail North Committee can have the opportunity to make informed and meaningful decisions on what to prioritise for early delivery. By this means, the Combined Authority expects to be fully involved in all such decisions affecting this region.
- 2.27 At officer level, the Combined Authority is involved with technical work to seek to understand the relevant issues better, to identify what is likely to be possible, and to consider how best to optimise service patterns within the constraints available, be this in May 2019, December 2019 or beyond. From a West Yorkshire perspective, the input into this process is directly informed by the existing decisions of Transport Committee as to the priorities that should be pursued through that process. A further paper will be brought to the next Transport Committee meeting for consideration.
- 2.28 Whilst there are no implications directly arising from this report the delivery of an effective local rail service is crucial to inclusive growth.

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 Combined Authority staff are assisting with the Blake/Johnson review, as well as through technical work supporting Transport for the North in relation to the forthcoming rail timetable changes, and the scope for other service improvements. The Authority’s input is being led by Dave Pearson Director, Transport Services.

6. External Consultees

- 6.1 No external consultations have been undertaken.

7. Recommendations

- 7.1 That the Transport Committee notes the update on the current rail service performance and that Councillor Blake, as the Authority's representative on the Transport for the North Rail North Committee, raise through that Committee the Authority's concerns about the impact of prolonged rail disruption, and urge further action to restore rail performance to the level required by the respective franchises.
- 7.2 That the Transport Committee endorse the establishment of a West Yorkshire Combined Authority Rail Forum as described in this report.
- 7.3 That the Transport Committee note the Combined Authority's input into the Blake Johnson Review.
- 7.4 That the Chair of the Combined Authority writes to Arriva Rail North highlighting concerns that the December 2018 rail timetable will not address pressing service delivery issues on critical routes in West Yorkshire, and seeking action to address these as a priority.
- 7.5 That the Transport Committee note the risk associated with delivery of the 2019 timetable commitments as a consequence of network capacity constraints, and the work to be undertaken to understand this and the possible compromises which may be required. Further information will be presented at the January meeting of the Transport Committee.

8. Background Documents

Terms of Reference for the Rail North Partnership (Blake Johnson) Review

Office of Rail and Road: Independent Inquiry into the Timetable Disruption in May 2018

9. Appendices

Appendix 1 – Train Operating Company Performance

Appendix 2 – West Yorkshire Combined Authority's Rail Forum - Terms of Reference

Appendix 3 – Letter to Combined Authority Chair from the Rail Industry

This page is intentionally left blank

Appendix 1

Train Operating Companies Performance

Period Dates

Period 1- 1 April – 28 April (pre new timetable)

Period 2 - 29 April – 26 May (New timetable commenced 20 May)

Period 3 - 27 May – 23 June

Period 4 - 24 June – 21 July

Period 5 – 22 July – 18 August

Period 6 – 19 August – 15 September

Period 7 – 16 September – 13 October

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	<i>PPM 2017</i>	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%
6	85.2%	91.3%	3.0%	3.5%
7	78.6%	87.7%	4.0%	4.3%

Northern – West and North Yorkshire

Period	PPM 2018	<i>PPM 2017</i>	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%
6	89.9%	95.4%	1.2%	4.1%
7	83.5%	93.5%	2.4%	5.3%

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%
5	71.2%	90.0%	13.9%	0.68%
6	79.2%	89.9%	10.4%	0.77%
7	70.3%	86.5%	15.4%	1.31%

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%
5	69.5%	90.0%	15.1%	0.61%
6	76.6%	90.3%	12.0%	0.63%
7	69.2%	86.3%	16.1%	0.88%

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%
5	91.8%	78.3%	94.2%	86.7%	81.9%	72.0%	86.8%	65.2%
6	91.3%	85.0%	94.9%	90.6%	86.4%	84.5%	86.0%	80.8%
7	89.0%	82.7%	91.4%	87.9%	89.9%	76.6%	84.3%	67.4%

Other Train Operating Companies Performance

As shown above, other train operators in our region have also suffered a downturn in performance from the same periods last year. We asked if any of the other Train Operators wanted to provide an update on their performance.

London North Eastern Railway (LNER)

Virgin Trains East Coast (VTEC) became London North Eastern Railway in June 2018 following the DfT taking over the franchise as the operator of last resort following VTEC's ongoing financial difficulties.

There has been more than a four-fold increase in other Train Operators causing delays to LNER following the May timetable change. The majority of the delays being caused by Govia Thameslink Railway, Northern and TransPennine Express.

Internal fleet performance has continued to suffer partly as a result of a Class 91 electric locomotive being out of service since March 2018 following damage incurred during the 'Beast from the East' weather event. A Class 90 locomotive has been procured from a freight operator to cover for this but its 110mph maximum means that it cannot deliver right time performance on the London to Newark and Leeds services.

Two return trips between London and Leeds were withdrawn from the timetable from August in a bid to improve overall service reliability.

This page is intentionally left blank

Appendix 2

West Yorkshire Combined Authority's Rail Forum

Proposed Terms of Reference

Aim/Objectives

To provide an informal forum for open and honest discussion between the train operating companies (TOCs), the Combined Authority and other relevant parties, to co-ordinate and work together to achieve the following:

- to improve the rail service for West Yorkshire customers
- to increase rail patronage by 75% by 2027 in line with our Transport Strategy
- to make the most effective use of the Rail North Partnership arrangements
- to identify opportunities for collaborative working between the rail industry and City Region partners

Attendees

Members	Chair of the Transport Committee (currently Cllr Kim Groves)
	Deputy Chair of the Transport Committee (currently Cllr Eric Firth)
	Lead Opposition Member of the Transport Committee (currently Cllr Martyn Bolt)
CA Officers	Director of Transport Services
	Head of Transport Policy
	Head of Rail
	Rail Policy Team Officers (as required)
Train Operators	Regional Director East – Northern
	Stakeholder Manager (East Region) – Northern
	Strategy Director – TransPennine Express
	Regional Development Manager – TransPennine Express
	Other TOC employees to be invited where appropriate based on topics to be covered.
Network Rail	Strategy and Planning Director Leeds station management if relevant to agenda
Transport for the North	Strategic Rail Director
Department for Transport	Passenger Service Director
Transport Focus	Passenger Director or nominee
British Transport Police	To be invited where topics affecting safety and security are covered
West Yorkshire Ticketing Company Ltd	Chair to be invited where fares, payment and ticketing topics are covered

The following have an open invitation to the Forum:

- Chair of Combined Authority (currently Cllr Susan Hinchcliffe)
- West Yorkshire's Representative on Transport for the North's Board (currently Cllr Judith Blake)

Train operators LNER, Cross Country and Grand Central may attend any meeting, but will be specifically invited for particular topics of discussion.

Other relevant organisations will also be invited when freight is on the agenda (a minimum of once a year).

Frequency

Quarterly

Scope

This forum is not a committee of the Combined Authority. Its primary function is discussion; formal decision making remains with the Combined Authority, (with relevant decisions usually taken by the Transport Committee on behalf of the Combined Authority).

Outcomes from the meeting will be used, for example to feed into Transport Committee papers.

Areas of discussion:

- Rail Performance
- Train Service Requirements
- Stations – quality/community use
- Station Investment
- Delivery of franchise commitments
- Service delivery arrangements during planned infrastructure works
- Service planning and communications for major events where high rail demand is anticipated
- Fares, payment and ticketing including roll-out of smart ticketing and penalty fare schemes
- Passenger information / communications at times of disruption
- Customer service including passenger assistance, carriage of cycles
- Integration of rail with other modes

Conflicts of interest

Attendees are expected to declare any potential conflicts of interest arising as a result of their own personal circumstances or interests, except those arising as a representative of the organisation which they represent.

All declarations will be minuted, and the Chair of the meeting may ask any individual not to participate in any item where a conflict of interest arises.

Administration

The Rail Policy team provide the necessary administration for the meeting. Chair and Deputy Chair of the Transport Committee agree the agenda three weeks before the meeting according to current priorities so that rail industry colleagues can be prepared and attend with the most appropriate people.

All parties to agree from time to time what data will be supplied by which organisations for monitoring purposes at the meetings.

The Forum is not open to the public; papers and minutes are not available on the Combined Authority's web-site.

Whilst the Forum is not a public meeting, papers prepared for the meeting are still subject to the Freedom of Information Act 2000 and Environmental Information Regulations 2004, and requests for information will be considered on a case by case basis. The Combined Authority will liaise with the relevant organisation before releasing any information, however the Combined Authority shall be responsible for determining at its absolute discretion whether information is exempt from disclosure in accordance with the provisions of the legislation and whether information is to be disclosed in response to a request.

This page is intentionally left blank

CLlr Susan Hinchcliffe
Chair, West Yorkshire Combined Authority
Wellington House
40-50 Wellington Street Leeds
LS1 2DE

10th October 2018

Dear CLlr Hinchcliffe,

Rail Performance and Governance

We write following the meeting of West Yorkshire Combined Authority on Thursday 2nd August in relation to the implementation of recent timetable changes, and the impact this timetable change has had on the performance of the railways in West Yorkshire since May 2018.

Initially it is important to reiterate our sincere apologies to both elected members and passengers across West Yorkshire for the disruption which they have experienced since 20th May. Service levels have not been good enough and the rail industry is collectively working hard to improve performance.

A number of themes came across very clearly on 2nd August and we have taken these comments extremely seriously. They include the need for performance to recover more quickly, lessons to be learnt so that this doesn't ever happen again, for clearer lines of accountability within the industry, and for more information about the availability of compensation for affected passengers.

In due course our investment programme in West Yorkshire will provide more capacity and reliability with more trains running more regularly and reliably to more destinations, but the industry will only introduce these in a phased way when it can be done without a negative effect on the service.

In the interim, a number of significant measures are improving performance in the region. Completed performance improvement work includes Northern's revised timetable introduced over the summer; the phased introduction of more Northern services across the network in September 2018; and work by Network Rail System Operator on workings at Leeds and Manchester Stations.

In addition TransPennine Express have discussed a range of timetable performance improvements with Transport for the North which will be implemented in the December 2018 timetable change. Capacity on TransPennine Express services will increase this Winter when their Nova 3 trains are introduced.

In the appendixes accompanying this letter we provide more information demonstrating performance improvements in recent months. Interventions such as the introduction of Northern's interim timetable on 4th June; work by Network Rail's Timetable Planning Team throughout June to fix timetabling defects at Leeds Station to enable a sustainable improvement; and the conclusion of additional driver training by Northern in July have significantly contributed to this.

Item 6 Appendix 3

At the meeting members also requested more detailed performance data by route to enable a comparison between services in different parts of West Yorkshire. In the accompanying appendixes we provide a summary of Public Performance Measure (PPM) data. To address the request of Committee Members for a greater understanding of what makes up the PPM figure, TPE delays caused by Network Rail, the train companies on each other and the train company on itself are included in Appendix B.

Taken together with Appendix A, this complements section 2.15 of the report put before the Committee on 2nd August, and contains more detailed data from across Yorkshire. Whilst not inclusive of every destination we hope this provides a useful level of performance data on the routes included. PPM shows the percentage of regional services arriving within five minutes and long distance services arriving within ten minutes, combining figures for punctuality and reliability into a single performance measure. It is the current industry standard measurement of performance.

Going forward, one of the key challenges which the industry faces is congestion on lines running into and through Greater Manchester. As illustrated by the data accompanying this letter, although now improving, performance on the TransPennine Route has been particularly affected since May.

We are committed to working with Transport for the North, and their members including West Yorkshire Combined Authority, to look at options for improving rail services in Greater Manchester, specifically acknowledging that improvements are required along the Castlefield corridor to relieve congestion and help unlock capacity.

Our absolute and immediate priority remains continuing to bring greater consistency to the train service to provide passengers with certainty about services, and information which they can rely upon.

As such Network Rail, Northern and TransPennine Express will welcome the opportunity to attend a further meeting of the West Yorkshire Combined Authority later in the year to follow the interim report of the review being conducted by the Minister of State for Transport Jo Johnson MP and the Leader of Leeds City Council Cllr Judith Blake.

Yours Sincerely,

Rob McIntosh
Route Managing Director
LNE & EM, Network Rail

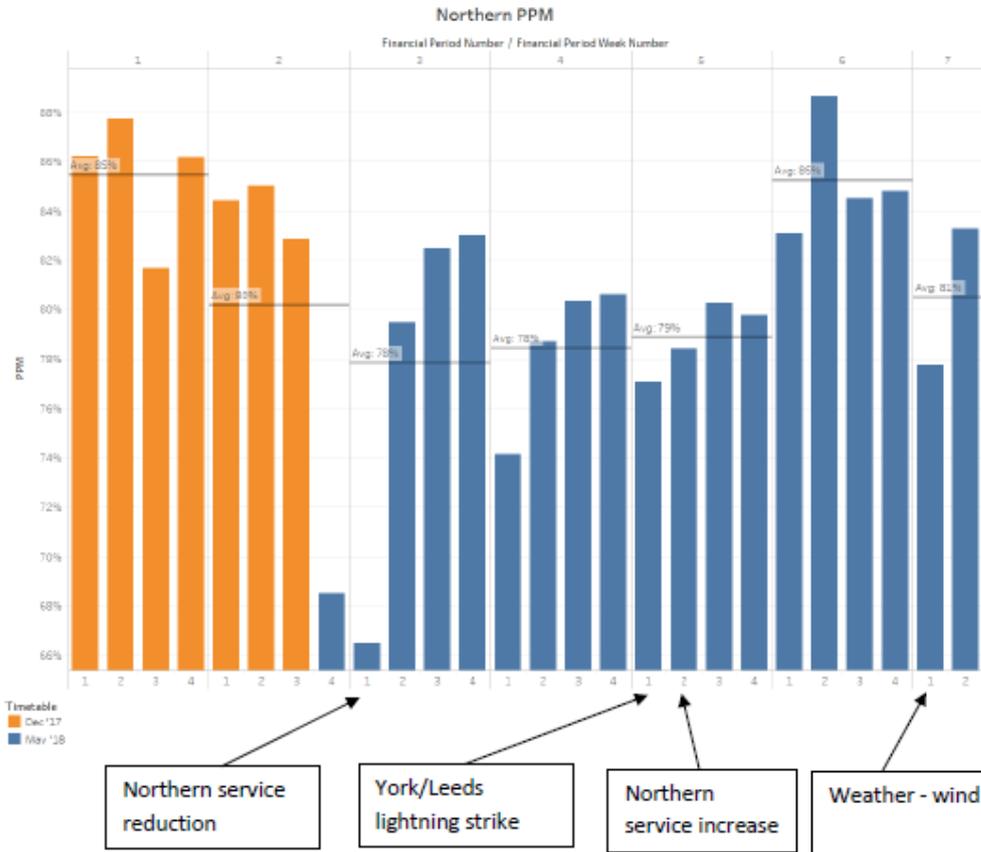
Rob Warnes
Performance & Planning
Director
Arriva Rail North

Leo Goodwin
Managing Director
TransPennine Express



Appendix A – Northern Performance Summary

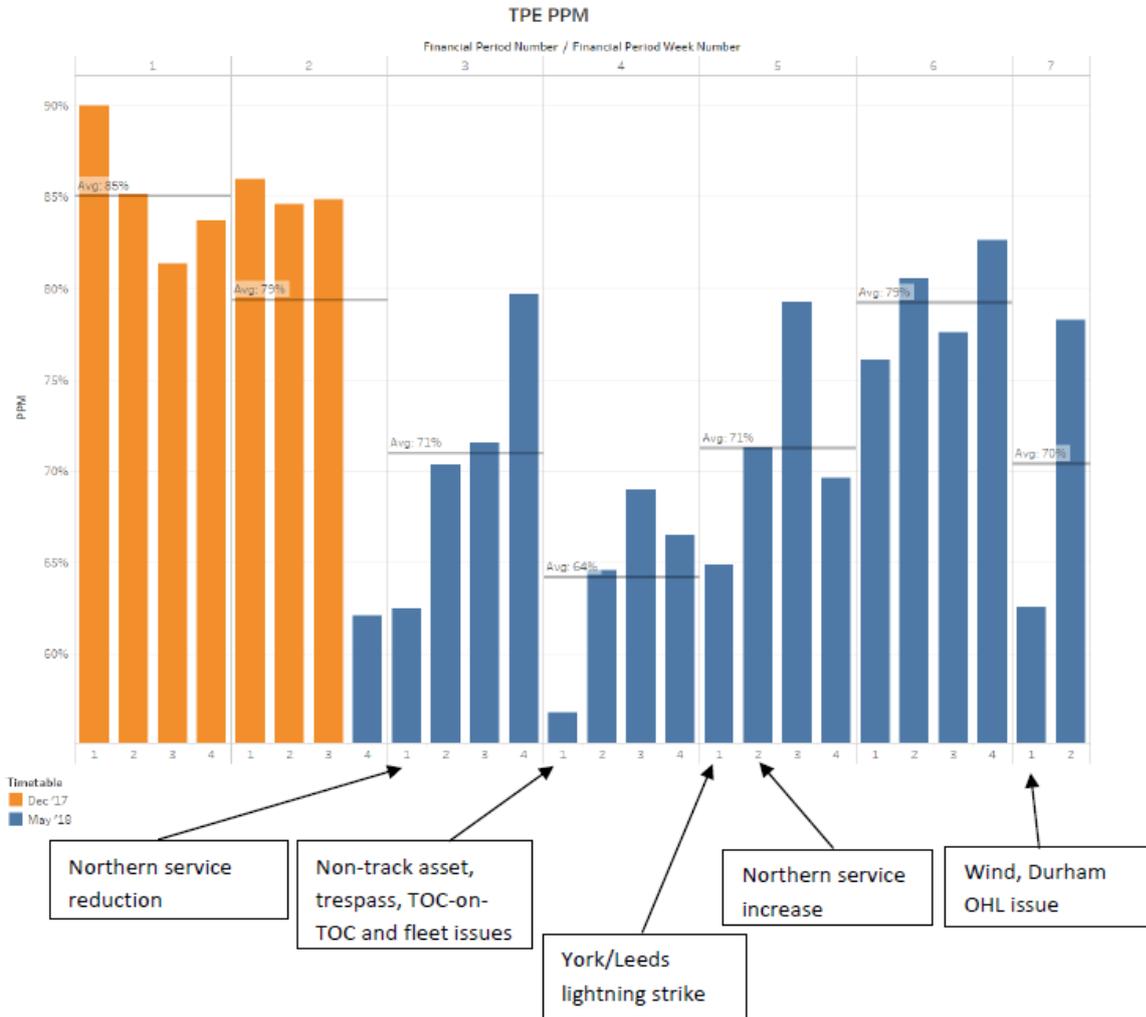




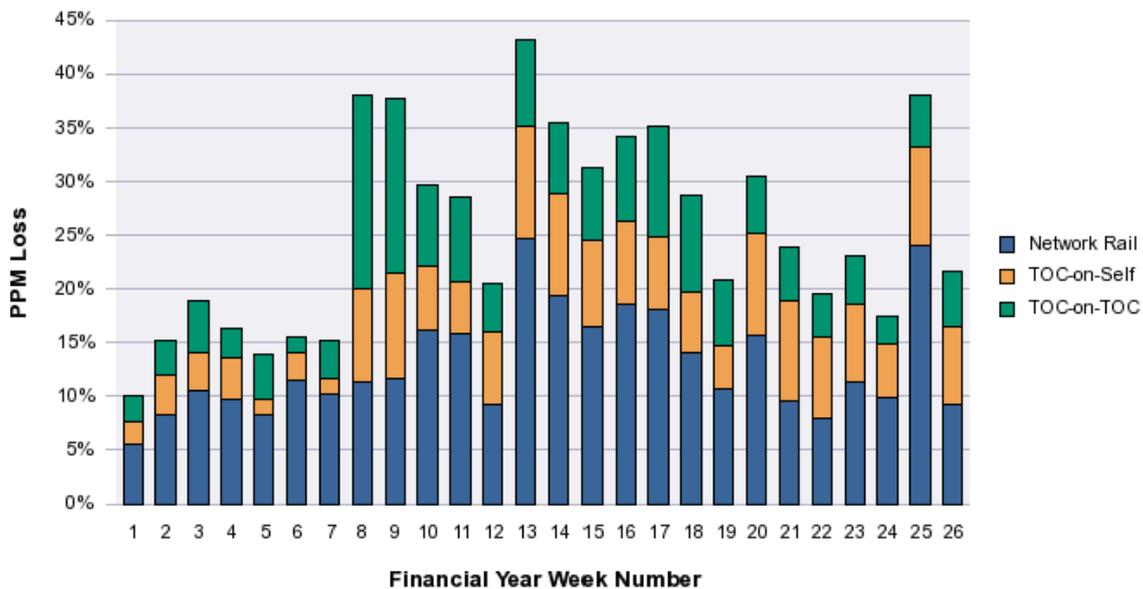
Line of Route	Location	Post TT	Pre TT	Location	Post TT	Pre TT	Location	Post TT	Pre TT
Leeds to Ilkley (PPM at Leeds and Ilkley)	Leeds	87.78	93.91	Ilkley	89.98	92.57			
Leeds to Skipton (PPM at Leeds and Skipton)	Leeds	86.28	92.35	Skipton	88.89	93.65			
Leeds to Preston (PPM at Leeds, Bradford Interchange and Halifax)	Leeds	71.34	71.49	Bradford Int	70.86	71.77	Halifax	70.26	71.87
Leeds to York via Harrogate (PPM at Leeds, Harrogate and York)									
Leeds to York via Harrogate	Leeds	75.3	88.14	Harrogate	72.99	85.84	York	69.21	82.8
Leeds to Knaresborough	Leeds	86.49	93.72	Harrogate	90.48	95.03			
Sheffield to Leeds via Wakefield Kirkgate (PPM at Leeds and Wakefield Kirkgate)									
Leeds - Castleford - Sheffield	Leeds	79.25	91.29	Wakefield K	71.51	90.71			
Leeds - Sheffield - Lincoln	Leeds	82.77	90.27	Wakefield K	81.25	88.55			
Leeds - Sheffield - Nottingham	Leeds	72.84	89.77	Wakefield K	63.16	86.1			
Ilkley to Bradford Forster Square (PPM at Bradford Forster Square and Ilkley)	Bradford FS	89.21	94.06	Ilkley	91.93	94.52			
Skipton to Bradford Forster Square (PPM at Bradford Forster Square and Skipton)	Bradford FS	92.38	95.07	Skipton	93.49	95.5			
Huddersfield to Sheffield (PPM at Huddersfield)	Huddersfield	70.67	62.5						

Pre TT is the three periods before TT change; post TT is the three periods since the TT change

Appendix B – TransPennine Express Performance Summary



TPE PPM Loss by Responsibility 2018/19



Appendix C – Additional Northern Performance Commentary



Leeds Station Workings

Leeds station workings were not validated when the timetable was launched on the 20th May and there were a significant number of errors in the operating plan. (It is normal practice to check and revise the station working plan before finalisation to ensure platform occupancy fits with the inward and outward workings of rolling stock to remove pathing conflicts. Because of the limited time available to complete the timetable, this process had not been followed.)

Network Rail planning teams at Milton Keynes did some work to fix the obvious errors in the plan but there were still found to be some significant problems which were resulting in platform congestion and a number of trains having to wait for their booked platforms. Northern and Network Rail therefore undertook a special exercise that involved station staff, signallers, train planners and Performance team members being detached from their normal roles to work through the plan line by line to make sure the station workings are as conflict-free as possible to enable trains to arrive and depart punctually.

It should be noted that Leeds station deals with approximately 35 arrivals and 35 departures every hour during the period from 0600 to 2300, with additional services during the two peak periods between 0700 and 1000 and between 1600 and 1900, Mondays to Fridays. This equates to over 1400 train movements in a typical day.

Neville Hill Performance

Prior to the Timetable change there was an even spread of arrivals onto the depot on an evening and off the depot on a morning. However, since the timetable change, most trains arrive later and depart earlier leading to significant congestion on the depot approaches at start and end of service. This has been multiplied by a number of the larger long-distance trains arriving onto the depot within a short time frame causing congestion on the depot itself.

Network Rail and the Train Operating Companies have committed to spread out the arrivals and departures from the December timetable change where possible, and Northern and East Midlands Trains have worked closely to review the depot throughput to ensure the depot and train movements are being managed as effectively as they can be. It is also worthy of note that the double track section east of Leeds has to accommodate 8 trains per hour in each direction as well as movements on and off Neville Hill, equally every movement off has the potential to conflict with all 16 hourly paths.

Northern has been taken the lead with all affected operators on Neville Hill through the depot action groups to work through a timely solution to the congestion currently being experienced. Initial agreements have focussed attention on right time planned arrivals and having the correct formations onto the depot. This enables depot flow to be maximised and all available capacity utilised effectively.

Leeds Station Reliability

Since the 20th May there have been a number of high-impact incidents affecting Leeds station with reliability of assets such as track circuits and points becoming increasingly unreliable. Network Rail have committed to an action plan to improve reliability of the assets within Leeds station.

In addition a significant lightning strike on the infrastructure on the 27th July caused delay to 450 trains on that day alone.

External Incidents, Trespass and Vandalism

There has been a marked increase in the level of external incidents including trespass and vandalism in recent months. During the summer there has also been an increase in low level trespass and vandalism such as graffiti and stone throwing. Putting this into context, Periods 1-5 last year saw the East region suffer 909 PPM failures due to fatalities, trespass or vandalism. This compares to 1,697 PPM failures for the same periods this year.

The industry continues to work collaboratively to prevent suicide on the network, with an increasing number of life-saving interventions being made by staff. There has also been an increase in 'bridge bashes' involving HGV's and buses.

Appendix D – Additional Route Based Performance Commentary

- **Leeds to Ilkley (PPM at Leeds and Ilkley) / Leeds to Skipton (PPM at Leeds and Skipton)**

Electric train services between Leeds, Bradford Forster Square, Skipton and Ilkley are operated mainly by Class 333 vehicles. There has been a number of Class 333 failures which have caused disruption and led to other (sometimes diesel-operated) vehicles having to be substituted or to service cancellation when there have been insufficient vehicles available.

A temporary speed restriction on the freight-only Rylstone Branch has caused some late running to freight traffic running between Skipton and Leeds.

- **Leeds to Preston (PPM at Leeds, Bradford Interchange and Halifax)**

Services have been impacted by train crew availability at the Blackpool depot. This is as a consequence of the additional training required due to late completion of electrification work at Bolton and Blackpool. The Calder Valley route has also been particularly hit by a large number of external incidents including bridge strikes and trespass.

Northern has a contract with Grand Central for the provision of a diesel unit and train crew to operate

the 0702 Hebden Bridge to Leeds and the 1725 Leeds – Hebden Bridge. Since the start of the May timetable, these services have been subjected to an unacceptably high number of cancellations for a variety of reasons, primarily related to unit failure and unavailability and to train crew provision. Northern and Grand Central are continuing to work together to resolve the underlying problems that have been identified.

- **Leeds to York via Harrogate (PPM at Leeds, Harrogate and York)**

The Leeds – York service group has been badly affected by the infrastructure and station workings problems at Leeds. If services running between Knaresborough and York are presented late in either direction, any delay can be compounded by the numerous single-line sections on the route as trains miss their ‘slot’ onto the single line sections.

There has also been significant congestion around York station with trains arriving into and departing York being particularly susceptible to other late running trains from London, Scotland and from late running services across the Pennines. The restricted layout and signalling at York can constrain the train plan and exacerbate delays if trains are already running late.

- **Sheffield to Leeds via Wakefield Kirkgate (PPM at Leeds and Wakefield Kirkgate)**

The introduction of the May timetable exposed a number of problems on the route between Leeds and Wakefield where Northern trains interact with freight traffic to/from Stourton freight terminal. Services have been rebid for December to ensure they are compliant with the train planning rules.

Services running to/from Nottingham have been affected by a disruptive temporary speed restriction at Alferton which has now been removed.

There has been a continuing problem due to a set of points at the north end of Sheffield station requiring replacement. Due to the heavily used part of the network where these points are located, this has led to congestion in and around the station with trains from the North only being able to use 3 platforms instead of the usual 5. Network Rail has now completed work to address this issue and normal working has now resumed.

- **Ilkley to Bradford Forster Square (PPM at Bradford Forster Square and Ilkley) / Skipton to Bradford Forster Square (PPM at Bradford Forster Square and Skipton)**

In addition to the Class 333 problems explained above, a lineside building fire at Frizinghall caused a closure of the line between Shipley and Bradford Forster Square for a full 24 hour period.

- **Huddersfield to Sheffield (PPM at Huddersfield)**

In addition to the problem with the set of points at the north end of Sheffield station outlined above, this route has suffered from a long standing temporary speed restriction at Wellhouse Tunnel near



Penistone which is causing 2 minutes of delay to every train – this results in a number of trains missing their slot at Meadowhall with resulting additional delays. Recent work by Network Rail has lifted the speed restriction from 20mph to 30mph. Work is planned to lift it entirely within the next 12 months.



Report to: Transport Committee

Date: 9 November 2018

Subject: Northern Powerhouse Rail Update

Director: Alan Reiss, Director Policy, Strategy and Communications

Author(s): James Nutter

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

1. Purpose of this report

- 1.1 To update the Committee on the progress being made on the development of the Northern Powerhouse Rail (NPR) programme.
- 1.2 To enable the Committee to provide input on the key issues for West Yorkshire in the development of the Strategic Outline Business Case for NPR, to Cllr Judith Blake and Roger Marsh, as the Combined Authority's representatives on the Transport for the North (TfN) Partnership Board.

2. Information

Background

What is NPR and why is it an important stage in its development?

- 2.1 NPR is a proposed network of inter-city region rail services that will support the development of a Northern Powerhouse economy, by radically improving the capacity of the north's railway to reliably move people and goods.

- 2.2 NPR will connect the north's major economic centres and transport hubs, through fast and frequent rail services that make use of:
- HS2 through a number of junctions with the existing railway;
 - Upgraded existing railway lines;
 - Brand new railway lines; and
 - Upgraded/new station/transport hubs.
- 2.3 The NPR programme is being jointly promoted by TfN and the Department for Transport (DfT), working with Local and Combined Authority and business partners across the North, HS2 Ltd, Network Rail and wider industry.
- 2.4 The programme's development is reaching a critical phase, namely the finalisation of the Strategic Outline Business Case (SOBC). This will demonstrate whether or not the overall NPR programme has a business case that is worth developing in more depth (at a very significant cost), to the next stage of development i.e. Outline Business Case. In his speech to the House of Commons on the Budget, Chancellor Philip Hammond confirmed £37 million of development funding will be made available for Northern Powerhouse Rail. The confirmed funding allows momentum to continue and will support the next stage of planning and design work.
- 2.5 The 6 December 2018 meeting of the TfN Partnership Board will consider and potentially endorse the NPR SOBC, which subject to the outcome of that meeting, will then be considered by the DfT's Board Investment Commercial Committee on 18 December 2018. It is this latter meeting which will decide whether or not to continue the development of the NPR programme, which will require a significant amount of Government funding. Once the Combined Authority has seen the results, this can be shared privately with Transport Committee Members.
- 2.6 In advance of the TfN Partnership Board meeting, it is important that the Committee is able to consider and advise the Combined Authority's representatives on the key issues in the development of NPR for West Yorkshire.

The Combined Authorities priorities for Transport for the North

- 2.7 The Combined Authority re-affirmed its priorities in relation to Transport for the North's (TfN) work programme and investment planning, in August 2017:
- A **Northern Powerhouse Rail Network (NPR)** that radically improves journey times across the North with **stops in Leeds, Bradford and York** and **integrates effectively with HS2**;
 - Continued investment in the existing networks including significant improvements to the **Calder Valley Line** and **East Coast Mainline**;
 - Consider how to reduce congestion and improve reliability on the **M62**. As part of this and the priority above, understanding how best to support our economic objectives by improving transport between Lancashire and Greater

Manchester to West and North Yorkshire (including serving Leeds Bradford Airport (known to TfN as the '**Central Pennines Corridor**');

- Delivery of the **Transpennine Route Upgrade** programme by 2022, to improve capacity and connectivity between but not limited to Manchester, Huddersfield, Leeds and York; and
- Delivery of **HS2** to the Leeds City Region.

The Combined Authority and LEP Position on NPR

2.8 The Combined Authority and the Leeds City Region (LCR) LEP agreed this region's position and priorities for NPR in 2016. This was developed through collaboration with LCR public and private sector partners, and evidence based work on how NPR could best support the LCR SEP and emerging transport strategy vision and objectives. The position includes:

- NPR is just one part of the region's connectivity requirements and there are other layers and supporting measures that are needed e.g. intra-city region rail, other public transport and highways improvements;
- Nowhere should lose the connectivity that they have now, or will have through planned investments e.g. improved services committed through the new Northern and TransPennine Express rail franchises, and Transpennine Route Upgrade;
- Northern connectivity is multi-modal & NPR forms only one part of the connectivity that rail will provide for the North;
- NPR station design is fundamental in being able to make seamless connections to other rail and transport services.
- Intermediate NPR stations would deliver significant additional GDP benefits to the LCR economy over and above a single stop at Leeds. There is a strong case for a West Yorkshire NPR station to the west of Leeds. The evidence points to it being located in Bradford and in particular in Bradford city centre based on regeneration opportunities and benefits to the economy and the labour market. There are strong, positive regeneration impacts and therefore a case for a NPR stop at York that would serve northern and eastern parts of LCR and Yorkshire.
- Those parts of LCR not directly on NPR can receive benefits from released capacity on the existing rail network.

NPR SOBC - West Yorkshire Issues for Consideration

Key NPR Issues for West Yorkshire

2.9 The following points are proposed to be the Combined Authorities key issues in the continued development of NPR through SOBC and beyond. These matters are derived from an assessment of the current uncertainties still for

resolution through the NPR programme development process, against the Combined Authority's position on NPR as outlined in paragraph 2.8,:

- West Yorkshire needs NPR to create and release new rail capacity, for better, reliable local, inter-regional and freight rail services;
- The design of the infrastructure needs to accommodate future demand and growth for all services (local, regional and national), and future proofed as far as possible;
- Delivery of HS2 Phase 2b to Yorkshire is vital to the delivery of the NPR objectives;
- An NPR station in Bradford city centre on a new line between Leeds and Manchester is a vital component of the overall Northern Powerhouse concept;
- Transpennine Route Upgrade (TRU) is a vital short – medium term intervention to provide improved rail capacity across the north, but also to West Yorkshire, and Leeds and Kirklees in particular. TRU is also vital post-NPR to cater for long term demand growth between Kirklees and Leeds, Manchester and other major centres;
- NPR needs to be developed as part of a north of England strategy and plan for improvement of the rest of the rail network and its services – to ensure the full benefits of NPR are realised across all West Yorkshire Districts;
- There is a need for an holistic, major rail infrastructure capacity improvement at and around Leeds station for both non-NPR and NPR rail services. NPR cannot be developed at the expense of the ability to affordably provide capacity for other rail service improvements;
- NPR/HS2 touchpoints (junctions) are a vital ingredient, including at Garforth and Stourton. Any NPR network without Stourton would be particularly damaging because:
 - Leeds is at a HS2 network dead-end;
 - Leeds could not be served by high speed rail Edinburgh – Newcastle – York – HS2 Eastern leg – Birmingham/London services;
 - It would be difficult for Leeds to be part of/benefit from any extension of HS2 eastern leg to Scotland in the future; and
 - There will be less released capacity on existing railway lines.

The Case for NPR in Bradford - Update

- 2.10 Working closely with City of Bradford Council, the Combined Authority commissioned further work to help deepen the understanding of and support for, the economic and strategic case for NPR to serve Bradford. Two commissions have been completed over the last few months with the main conclusions summarised as follows.

2.11 City of Bradford Council commissioned economic consultants Genecon to produce a strategic economic case for NPR in Bradford. The main conclusions are:

- The realisation of NPR connectivity in Bradford City Centre has the potential to enable a significant transformation in economic performance;
- A city centre NPR station could deliver up to 15,000 new jobs across Leeds City Region, generating £14.0bn in additional GVA, £5.8bn at present values;
- It could accelerate the delivery of around 670,000 sqm of new commercial floorspace and around 8,500 new housing units within the city Centre;
- A city centre NPR station could generate around £61m in land value uplift returns by 2060, around £33m in present values; and it could,
- Generate around £119m in additional business rate returns (£51m at present values) and around £19m in additional Council Tax (£9m at NPV).

2.12 The Combined Authority commissioned consultants Arup to undertake demand modelling work to understand the likely differences in passenger rail demand from city centre and parkway NPR station options. The conclusions are:

- Different station locations perform different functions with a city centre NPR station acting as a gateway for Bradford with the parkway serving more commuter trips to Manchester and Leeds. A city centre station is likely to act as both an origin (e.g. outbound commuting trips from Bradford) as well as a destination (e.g. inbound commuting and business travel).
- Passenger demand and revenue is likely to be higher for a city centre station than a parkway;
- Passenger demand and revenue will be highest for a city centre NPR station that is well connected to places north of Bradford city centre. Cross-city north – south connections as outlined in the Leeds City Region Connectivity Strategy will be important as a means of widening the catchment for NPR;
- The proposals offer the potential, subject to improving the above-mentioned north – south connectivity between the Bradford stations, to provide significant released capacity at Leeds station with many NPR trips between Leeds and Manchester switching to start or end at Bradford.
- A city centre NPR station offers a step-change in Bradford-Leeds connectivity with a rail service taking less than 10 minutes between the two cities. This may act to bring the two cities together to form a single economic entity.
- The proposals significantly increase the ‘reach’ of Bradford for both businesses and residents in the city. The centre of Manchester becomes circa 20 minutes away from the city - a similar journey time currently enjoyed to Leeds. Liverpool is around 40 minutes away and Birmingham is around an

hour away via HS2. This will completely transform the connectivity of the city and help to deliver economic change; and

- A parkway station could help to deliver relief to the M62 which currently experiences around 70,000 trips each way each day on the section between Huddersfield and Rochdale. A parkway station may, however, exacerbate congestion on one of the most congested sections of the motorway between junctions 25 and 27 as passengers access the parkway from Leeds and Kirklees/Calderdale.

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

7.2 That the Committee endorses the key priorities in paragraph 2.9 for NPR and agrees these priorities are pressed for through the Combined Authority's representatives on TfN's Partnership Board.

7.3 That the Committee notes the conclusions of recent studies relating to NPR serving Bradford and endorses their use in making the case for a city centre station in Bradford, outlined in paragraphs 2.10 – 2.12.

8. Background Documents

None.

9. Appendices

None



Report to: Transport Committee

Date: 9 November 2018

Subject: **Transport for the North Integrated and Smart Travel Programme Update**

Director: Dave Pearson, Director of Transport Services

Author(s): Mike Nolan and Helen Ellerton

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

1. Purpose of this report

- 1.1 To provide an update on the Transport for the North’s Integrated and Smart Travel Programme and to request endorsement for the signing of the Memorandum of Understanding required to enable progress of the Phase 2 Full Business Case.

2. Information

- 2.1 Transport for the North (TfN) is England’s first Sub-national Transport Body and was formed to develop the transport system across the North of England by providing the infrastructure needed to drive economic growth. The Integrated and Smart Travel programme (IST) is one of seven TfN programmes.
- 2.2 The IST Programme comprises three phases;
- Phase 1 – Smartcards on Rail - to deliver smart cards for rail travel across the North as part of a nationwide programme to roll out smart ticketing for all rail travel in the country
 - Phase 2 - Customer Information, Collaboration and Innovation - to make the same kind of information available to bus and light rail passengers that

is provided for rail passengers. Notably information about fares and notification of disruption.

- Phase 3 – Account Based Travel Using Contactless Payments - a London-style ticketing offer with capped daily or weekly pricing on multi-modal journeys using a contactless payments method for example a mobile app or bank card.

2.3 The broad objectives of the programme will help the Combined Authority deliver its aims of increasing public transport use by providing better information to help plan a journey and more options for people to pay for their journey. The Combined Authority will seek to integrate the new capabilities provided through the TfN programme with the provision of travel information and smart ticketing in our region. In particular how it links with existing services including yournextbus real time information system, the Combined Authority's travel information website wymetro.com and the MCard multi modal smart ticketing scheme.

2.4 The current position of the Programme can be summarised as follows;

- Phase 1 – Smartcards on Rail – under trial in East Yorkshire
- Phase 2 - Customer Information, Collaboration and Innovation – preparing to submit a Full Business Case (FBC) to Department for Transport (DfT) for Phase 2 in Autumn 2018
- Phase 3 – Account Based Travel Using Contactless Payments – a procurement is in progress for back office systems prior to submission of a Full Business Case

2.5 The Full Business Case for Phase 2 proposes to deliver the following:

- Fares Data Build Tool – Bus, Light Rail and Ferry Fares – data collation and display of fares, prescribed in the DfT Bus Open Data Programme, in journey planners and made available as open data, aligned to the developing NeTEx data standard to enhance customer information.
- Disruption Messaging Tool – provision of software to record planned and unplanned disruption information and distribute to multiple sources.
- Open Data Hub – to link developers, systems (social media platforms, journey planners etc.) and open data users to existing and new data.
- Knowledge Network – an information database which provides templates and tools to encourage knowledge sharing and improve the efficiency and effectiveness of organisations in the North that provide services supporting public transport information and ticketing.

2.6 Providing customers with enhanced disruption and bus fare information through channels which they prefer will increase customer satisfaction in line with the aims of Bus18 and a future proposed partnership.

- 2.7 Improved customer information supports the local economy by making it easier for customers to access information about how to get to employment, training, learning establishments and leisure opportunities using sustainable modes.
- 2.8 TfN have confirmed that the initiatives will directly support the DfT Bus Open Data Programme and will enable the initial benefits of the national programme to be realised in the North. This will allow fares data for bus services across the North to be available as open data in readiness to be consumed by national journey planners.

Phase 2 Memorandum of Understanding

- 2.9 The Department for Transport (DfT) has specifically requested TfN attach a signed Memorandum of Understanding (MoU), to the FBC, from each supporting Local Transport Authority (LTA's) to demonstrate support and ongoing commitment. This will enable TfN to proceed to the development stage with the aim of having the phase two initiatives in place and ready for use by April 2019.
- 2.10 The MoU sets out that TfN will meet the development costs of the initiatives and the licence/maintenance costs in the first two years of operation. This will cover the period April 2019 - April 2021.
- 2.11 The MoU states that should the Combined Authority find the initiatives of value to its operation then it will work with TfN to decide the level of funding commitment required in the medium and long term. This will also provide the opportunity to determine how the industry will meet the cost.
- 2.12 Signing the MoU does not commit the Combined Authority to provide specific funding and no costs will be incurred as a result of signing. Should the decision be taken later in 2019 to proceed with utilising the tools then a financial agreement will be covered under a separate legally binding contract to commence April 2021. The value of the initiatives included as part of this business case will be considered alongside the developing Information Strategy which will be considered by Transport Committee in early 2019.
- 2.13 Signing the MoU will enable the Combined Authority to be involved in the development of Phase Two initiatives and use them for one year prior to committing to funding their ongoing operation if it wishes to do so. TfN is making funding available to integrate initiatives with existing systems, such as real time, social media and the internet offer.
- 2.14 This will enable time to evaluate the initiatives in a live environment, determine if existing systems may be reviewed and establish an arrangement with transport operators to meet ongoing costs beyond April 2021.

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 legal implications directly arising from this report.

6. External Consultees

6.1 No external consultations have been undertaken.

7. Recommendations

7.1 That the Committee notes the progress of the Transport for the North's Integrated and Smart Travel Programme and endorse the Combined Authority entering into a MoU with TfN to trial the new information tools.

8. Background Documents

8.1 None

9. Appendices

None.



Report to: West Yorkshire Transport Committee

Date: 9 November 2018

Subject: **Air Quality Update**

Director(s): Alan Reiss, Director of Policy, Strategy and Communications

Author(s): Alistair Ryder

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 air quality issues and related activities taking place across the region.

2. Information

DEFRA direction for improvement in Bradford Nitrogen Dioxide levels

- 2.1. On 5 October 2018 the Department for Environment, Food and Rural Affairs (DEFRA) wrote to City of Bradford Metropolitan District Council requiring detail and evidence on how Nitrogen Dioxide emissions will be reduced to within legal limits in the shortest timeframe possible in locations of exceedance. A full action plan and business case must be submitted to DEFRA by 31 October 2019 detailing the activities proposed and their impact. The outcome is the result of recent air quality evidence submitted to DEFRA by the Council which identified that the Shipley corridor and sections of the city's inner and outer ring road are likely to still be in breach of maximum annual Nitrogen Dioxide emission levels by 1 January 2020.
- 2.2. The Combined Authority's adopted West Yorkshire Transport Strategy and the West Yorkshire Low Emission Strategy prioritises working with all partner councils to reduce emissions from the transport sector. Projects being

delivered by the Combined Authority such as the Clean Bus Technology Fund and Ultra Low Emission Taxi Scheme support a reduction in Nitrogen Dioxide emissions from the transport sector.

- 2.3. DEFRA is expected to publish an Environment Bill in the autumn 2018 which will set out new primary national and local legislation to improve emissions from a range of sectors and sources including transport.

Clean Bus Technology Fund Delivery

- 2.4. The Department for Transport's Clean Bus Technology Fund is a £4.2 million grant scheme being delivered by the Combined Authority in partnership with Leeds City Council. The scheme will see the retrofit of 300 mid-life buses across West Yorkshire – approximately 30% of the West Yorkshire bus fleet to the latest Euro VI emission standard. The scheme is anticipated to remove over 52 tonnes of Nitrogen Dioxide from the existing West Yorkshire bus fleet.
- 2.5. Operators are starting to deliver their retrofit programmes, with the lower emission buses expected to be in operation before the end of 2018. An official project launch with the Chair of the Transport Committee is planned for November 2018. There will also be vinyl graphics fitted onto retrofit buses to raise awareness of the project and its impact.

WYLES Delivery Resourcing

- 2.6. Kirklees Council was awarded £106,000 in 2018 through the DEFRA annual Air Quality Grant scheme for resourcing to deliver the recommendations of the West Yorkshire Low Emission Strategy (WYLES). The WYLES sets out a series of actions for the Combined Authority and its five partner councils to influence and deliver improvements in transport's contribution to poor air quality. To date there has been limited resourcing to deliver collaborative work on the recommendations and this grant now provides the dedicated resourcing required.
- 2.7. Proposals for the WYLES role include that the post holder is based part-time within the Combined Authority to ensure collaboration with emerging Leeds City Region Energy Strategy and actions for transport. It is also proposed that the officer reports directly to Cllr Kim Groves, Chair of the Transport Committee on a quarterly basis, identifying progress and escalating challenges and barriers to delivering the WYLES recommendations. The role will commence from January 2019.
- 2.8. There is clear interface between the WYLES recommendations and those of the draft Leeds City Region Energy Strategy which seeks to adopt a science based target to significantly reduce carbon emissions. The Energy Strategy Delivery Plan highlights the critical role transport plays in reducing the region's carbon output and how carbon improvement can also support improved air quality and increase inward investment in clean energy. The Energy Strategy Delivery Plan actions that align with WYLES recommendations are;

- Supporting the rollout of alternative fuel vehicles including hydrogen and electric.
- Hyperhubs – large scale alternative fuel refuelling hubs focussed on the business, freight and logistics sectors.
- Electric Vehicle Charging infrastructure – this aligns with the WYLES recommendation to develop a regional Electric Vehicle Chargepoint Strategy to support rollout and electric vehicle adoption.
- Smart Park and Ride Sites – development of charging infrastructure and solar energy generation at new park and ride sites.
- Behaviour change schemes – activities to promote cycling and walking.

2.9. The WYLES officer will liaise with and support delivery of the Energy Strategy recommendations to support a clean growth economy with significantly improved air quality.

ULEV Taxi Scheme

2.10. The £1.98 million Ultra-Low Emission Taxi Scheme is being delivered by the Combined Authority in partnership with the West Yorkshire five partner councils. The funding will support delivery of up to 88 dedicated taxi charge points across the region. Following procurement led by the Combined Authority in summer 2018, ENGIE Power Limited has been awarded the framework contract to deliver charging infrastructure across the region including use of the Taxi Scheme grant. Subject to contract signature, ENGIE Power Limited has proposed a number of fiscal and marketing measures as part of its tender to reduce the cost of electric vehicle ownership and to incentivise the replacement of diesel taxis with electric zero-emission equivalents.

2.11. Partner councils have nominated multiple publically owned car park sites for installation of taxi charge points. It is also expected ENGIE Power Limited will work with private sector partners to install charge points in appropriate locations.

2.12. Chargepoint installation is expected to commence early 2019 and will result in a significant increase in the quantity of public and dedicated taxi charge points across the region.

Transport Research Innovation Fund – Cycling Emission Exposure Project

2.13. The Transport Research and Innovation Programme is a co-funded research programme between the University of Leeds and the Combined Authority to tackle key transport issues in delivering the West Yorkshire Transport Strategy and wider transport/economic knowledge gaps. A number of projects have been funded to build evidence to help the Combined Authority deliver the inclusive growth agenda and the priorities of the West Yorkshire Transport Strategy.

- 2.14. Professors James Tate and Eva Heinen have proposed to undertake research to look at emission exposure and health impacts for cyclists along different segregated sections of the CityConnect cycle superhighway route between Leeds and Bradford compared with on-road cycle lanes and emission exposure for drivers on the same corridor. The research will seek to improve health and economic benefits of cycling to help strengthen the business case for investment in cycling.

3. Financial implications

- 3.1. No financial implications have been identified.

4. Legal implications

- 4.1. No legal and compliance implications have been identified.

5. Staffing implications

- 5.1. No staffing implications have been identified

6. External consultees

- 6.1. No external consultees are required for this update report.

7. Recommendations

- 7.1. That the contents of the report be noted.

8. Background documents

- 8.1. None.

9. Appendices

None.



Report to: West Yorkshire Transport Committee

Date: 9 November 2018

Subject: **Energy Strategy and Delivery Plan**

Director(s): Alan Reiss, Director of Policy, Strategy and Communications

Author(s): Noel Collings / Jacqui Warren

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 Transport Committee with a report on the development of the Leeds City Region Energy Strategy and Delivery Plan and to seek feedback from the Committee on its vision, priorities and high level initial actions.
- 1.2. To gain feedback from the Committee on the setting of a science-based carbon dioxide (CO₂) emissions reduction target for the Leeds City Region.

2. Information

Background

- 2.1. This report presents a summary of the draft version of the Leeds City Region (City Region) Energy Strategy and Delivery Plan (ESDP).
- 2.2. The City Region Strategic Economic Plan (SEP) sets out the ambition ‘to become a resilient zero carbon energy economy underpinned by high quality green infrastructure’. To understand how the City Region could achieve the SEP energy ambition the ESDP was commissioned, with support from the Department of Business, Energy and Industrial Strategy (BEIS).

- 2.3. The ESDP is a named delivery plan of the SEP and is aligned with current thinking on the emerging Local Inclusive Industrial Strategy (LIIS) and policy framework for the City Region (**Appendix 1**). In line with the national Industrial Strategy, which acknowledges the need to maximise the advantages for UK industry of the global shift to clean growth, further work will be undertaken to strengthen the LIIS to ensure carbon reduction is an integral part of everything we do in the City Region.
- 2.4. The purpose of the ESDP is to demonstrate how the City Region can begin to meet the objectives of the SEP and gain an economic advantage from the global transition to a clean, low carbon economy.
- 2.5. The ESDP is likely to contribute to a wide range of benefits in the City Region including:
- Reduced CO₂ emissions
 - Improved air quality
 - Lower energy costs for businesses and organisations
 - Increased competitiveness through lower energy costs for businesses
 - Reduction in fuel poverty and increase in associated health benefits
 - Regional approach to delivery of new clean growth economic opportunities i.e. supply chains and jobs and increase productivity
 - Clear articulation of City Region energy strengths and opportunities
 - Increased revenue
 - Retention of businesses
 - Increased inward investment
- 2.6. The ESDP and its actions will also help to address the national energy trilemma which, in addition to the decarbonisation of the energy system, aims to address energy security and affordability.
- 2.7. Furthermore the ESDP will also align and be complementary to a number of transport related strategies e.g. West Yorkshire Transport Strategy 2040, West Yorkshire Low Emissions Strategy, Carbon Zero Pathway, Local Cycling and Walking Infrastructure Plan.
- 2.8. The ESDP is made up of four work packages:
- **Work Package 1:** Energy state of the Leeds City Region
 - **Work Package 2:** Technology Options Appraisal
 - **Work Package 3:** Energy Opportunity Areas

 - **Work Package 4:** Delivery Plan
- 2.9. A summary of the headline outputs of the four work packages is set out below:

WP1: Energy state of the Leeds City Region

- 2.10. The emissions¹ produced in the City Region are a direct result of the energy consumed. This means that emissions from electricity generated within the City Region are excluded from the analysis presented below. The emissions considered are emissions as a direct result of fuel burnt and electricity consumed by end users.
- 2.11. The City Region consumed 64,232 GWh of energy in 2015 a decrease of 22 percent compared to 2005 levels. Consumption was roughly equal across the domestic, industrial and commercial, and transport sectors.
- 2.12. As would be expected given the intrinsic link between energy consumption and emissions, between 2005 and 2015 emissions also decreased, in this case by 38 percent to 16,472 ktCO₂.
- 2.13. While overall emissions are forecasted to decrease by 2036 the transport sector is expected to reverse this trend with a 28 percent increase in emissions over the period to 2036. This is likely to be caused by minimal changes to the internal combustion engine, the move back to petrol cars from diesel, and to date poor market penetration from electric vehicles.
- 2.14. The scenario modelled for future transport energy demand and emissions is but one scenario of the future and represents a worst case scenario. Further work is underway to explore this trend and to understand whether more local / appropriate datasets could be used to inform the estimate of future emissions from transport.
- 2.15. Please note forecasts are in line with BEIS central projections for the key drivers of energy and emissions, such as fossil fuel prices and take account of the estimated impact of implemented, adopted and agreed (as of July 2017) Government policies. As such there is reasonable confidence in the accuracy of forecasts.
- 2.16. The energy sector in the City Region represents 1.5 percent of the economy (£918 million) and employs approximately 7,900 people. This is forecast to increase under a business as usual scenario by 1.5 percent per year to £1.237 billion and to 10,200 people by 2036.
- 2.17. A more comprehensive overview of the key findings of the work package is contained at **Appendix 2**.

WP2: Technology options appraisal

- 2.18. A technology options appraisal was commissioned to understand the most significant energy technologies that would allow the City Region to meet the energy ambition set out in the SEP.

¹ References throughout this report to emissions are in relation to CO₂ emissions unless otherwise stated.

2.19. A total of 18 technologies were identified as having the most likelihood of enabling the ambition to be met. Each technology was scored against a series of criteria and ranked according to its performance against these criteria. The top five scoring technologies were:

- Energy efficiency
- Electric and plug-in hybrid vehicles
- Heat networks
- Hydrogen (not including transport)

- Solar PV

2.20. Other technologies identified relevant to transport but not identified above are hydrogen as a fuel for transport and efficiency of the transport network.

WP3: Energy opportunity areas

2.21. The technologies identified in WP2 have been mapped to understand the broad spatial opportunities for locating them in the City Region. These included energy storage, carbon capture and storage, and renewable heat.

2.22. The outputs of the work package will feed into the Leeds City Region Infrastructure Map.

2.23. The opportunity maps allow house buildings, local authorities, investors etc. interested in developing specific energy technologies to hone into specific areas of the City Region where they can undertake more specific detailed project feasibility work.

2.24. The opportunity maps also allow a shared strategic approach to infrastructure development in the City Region e.g. EV infrastructure, allowing energy to be built into major strategic infrastructure projects.

2.25. It should be noted that the energy opportunity mapping is intended to provide a strategic spatial oversight for energy technology types in the Leeds City Region. It does not take precedent over existing local evidence or policies contained within local authority Local Plans and any associated development management policy.

WP4: Energy Delivery Plan

2.26. The work package brings together the evidence generated as part of the previous three work packages and supplements this evidence with target setting and future scenario modelling to produce a coherent Energy Delivery Plan for the City Region.

2.27. Through stakeholder workshops five priorities were identified which the ESDP should focus on. These were:

- Resource efficient business and industry;
- New energy generation;

- Energy efficiency and empowering consumers;
 - Smart grid systems integration; and
 - Efficient and integrated transport.
- 2.28. Underneath these five priorities are 17 action areas which provide more details on the areas which projects will be focussed around. **Appendix 3** provides details on these action areas including the following relating to efficient and integrated transport:
- Promote a better, more integrated transport system, which is clean and efficient, addresses air quality issues, and promotes alternative transportation through cycling, walking and public transport.
 - Support the deployment of cleaner transport technologies, including electric vehicles and ultra-low emission vehicles, hydrogen fuel cell EVs and a network of charging infrastructure.
- 2.29. To date 36 actions have been identified with partners to form the basis of this strategy's delivery plan. These are set out in **Appendix 4**. Further work is now underway with partners to explore these projects in detail. Where possible, emissions savings have also been estimated. The actions which directly relate to transport are:
- **Hydrogen vehicles:** Deployment of hydrogen buses on City Region bus routes, hydrogen refuelling stations, and hydrogen-powered cars into local fleets.
 - **Hyperhubs:** These are large refuelling hubs for different alternative fuels, focussed on business-scale vehicles. Project is for a pilot hyperhub to demonstrate proof of concept in the City Region. Initially this would be for public sector fleets but over time expanding to cover HGV businesses.
 - **EV charging and infrastructure:** Deployment of dedicated taxi and public EV charging points across the City Region.
 - **Smart Park and Ride:** Deployment of solar PV canopies, energy storage, electric buses, charging infrastructure and grid / private wire electricity export links at existing and new Park and Ride sites.
 - **Smart Travel Programme:** Further development of existing programmes working across West Yorkshire (West Yorkshire Urban Traffic Management Control programme) and York (Smart Travel Evolution Programme) to improve the efficiency of the transport network.
 - **Behaviour change schemes:** Ongoing effort across the City Region to promote cycling and walking through behaviour change schemes.
- 2.30. In terms of the proposed projects suggested to date, the introduction of hydrogen vehicles and EV charging and infrastructure have the greatest potential to save emissions.

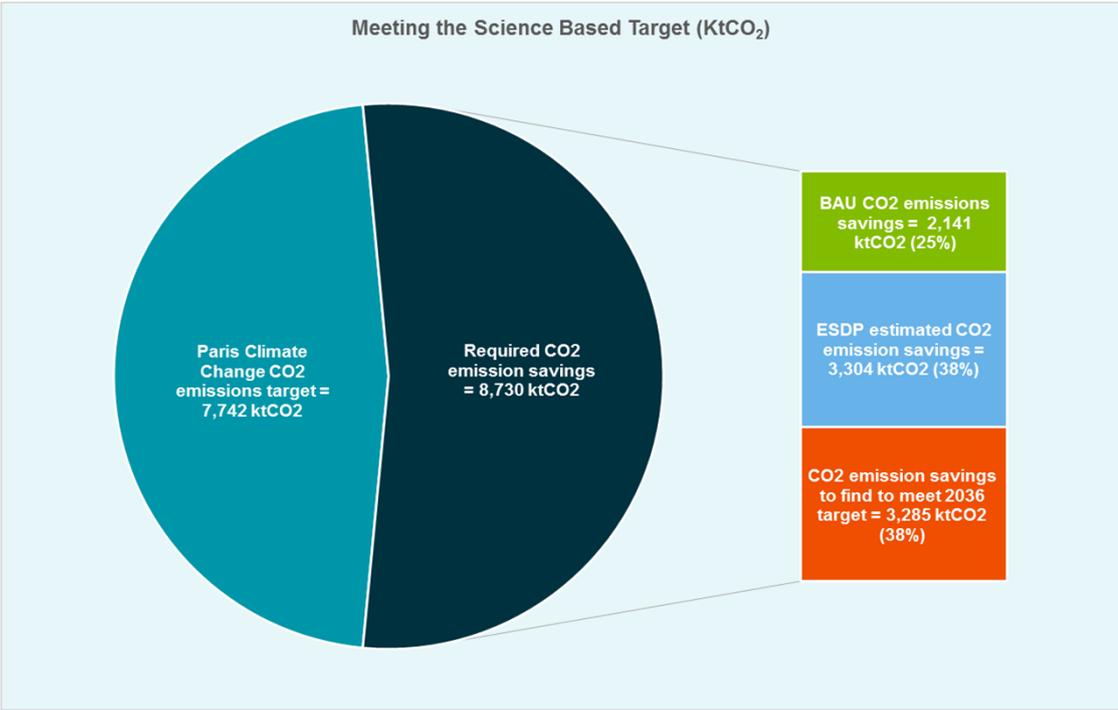
- 2.31. It should be noted that every effort is being made to ensure the work of the ESDP is complementary and not contradictory to other policy positions and delivery plans of the Combined Authority e.g. West Yorkshire Transport Strategy 2040, West Yorkshire Low Emissions Strategy.
- 2.32. Please note there are various levels of confidence associated with the emissions savings of each project. There is typically more confidence where projects are well developed e.g. district heat networks. As further work is undertaken (see 2.37) emissions savings for projects will be refined, however the estimated savings quoted for projects are considered conservative and err on the side of caution at this early stage.

Science-based target

2.33. One way to achieve the SEP ambition could be to adopt the Paris Climate Change Agreement of limiting temperature rise to below 2°C. If adopted the City Region would need to achieve an emissions reduction of 53 percent or 8,730 ktCO₂ by 2036 (against a 2015 baseline of 16,472 ktCO₂). Hypothetically:

- 3,304 ktCO₂ (38 percent) could be saved by delivering all of the projects outlined to date in the ESDP.
- 2,141 ktCO₂ (25 percent) is estimated to be achieved through business as usual measures such as confirmed government policies.
- 3,285 ktCO₂ (38 percent) to be found before 2036 through more accelerated programmes, new projects and radical policies.

2.34. Figure 1 illustrates the above².



² Please note due to rounding figures may not add up to 100 percent.

Figure 1. Outline of how to meet the 53 percent emission reduction target

- 2.35. It is worth stating that at this moment in time the above is based on estimates and a range of assumptions. The majority of the projects needed to meet the science based target are also not fully developed with allocated funding to deliver them. While the projects identified to date would not achieve the target, the majority of these interventions are currently led and implemented by the public sector only. There are likely to be significant additional emissions savings available through private sector programmes.
- 2.36. Future CO₂ scenario modelling undertaken to understand the benefits of meeting the 53 percent reduction target has indicated that doing so could generate approximately 100,000 jobs and be worth over £11 billion in GVA³. The capital spend to achieve these outcomes is estimated to be between £46 and £50 billion of public and private sector investment. Please note this is a high-level assessment and required further work. See below.
- 2.37. Further work is now needed to understand:
- Emission reduction requirements in detail.
 - Refine scenarios to better reflect regional activity and their estimated benefits.
 - Planned ESDP actions and their emission savings contributions in detail, and with a higher level of confidence.
 - New programmes and new innovation technology that could help meet a regional emission reduction target.
 - How realistic it is to meet the science-based target.
- 2.38. As part of the further work to investigate a science-based target the contribution made by the adopted West Yorkshire Transport Strategy 2040 targets will be examined in further detail, alongside any implications for these existing targets.
- 2.39. The Committee are asked for their comments on setting a science-based target for the City Region.
- 2.40. Leaders of the West Yorkshire Combined Authority have been initially briefed on the opportunity to explore setting a regional carbon reduction target in line with global emission reduction targets. A Leeds City Region summit / event is now proposed to explore setting a regional emission reduction target and how to meet it.
- 2.41. More immediately there are also a number of delivery mechanisms that partners across the City Region will be able to access to deliver projects identified in the ESDP. Some of these include the Combined Authority's Energy Accelerator and Resource Efficiency Fund.

³ Please note that this is not an indication of the maximum GVA which is retained in the City Region, but instead the maximum GVA expected from the capital spend on converting to new technologies.

- 2.42. Furthermore the new North East, Yorkshire and Humber (NEYH) Energy Hub will also provide project development support to implement some new projects arising from the City Region's ESDP.
- 2.43. The draft summary of the ESDP is contained at **Appendix 5**.
- 2.44. The table below outlines the next steps for the ESDP.

Action	Timescale
1. Approval of the ESDP from the LEP and Combined Authority.	October – December 2018
2. Devise detailed work plans for prioritised actions within the ESDP.	October 2018 – Spring 2019
3. Suitable actions from the ESDP to be immediately fed into the Energy Accelerator and new Energy Hub.	October 2018 onwards
4. Stakeholder engagement and possible City Region event to explore the science based target and how to meet it.	October 2018 – Spring 2019
5. Commission further work to support the exploration of the science based target.	October 2018 – Spring 2019
6. Subject to 1, 4 and 5 above, gain approval for the science based target from the GEP, LEP and Combined Authority.	Summer 2019

3. Financial implications

- 3.1. Given the scale of the projects identified in the ESDP there are likely to be financial implications for the Combined Authority. Further work will be undertaken to understand the scale of the financial ask.

4. Legal implications

- 4.1. No legal and compliance implications have been identified.

5. Staffing implications

5.1. No staffing implications have been identified.

6. External consultees

6.1. None.

7. Recommendations

7.1. That the contents of the report are noted and feedback provided.

7.2. That feedback is provided on the setting of a science-based CO₂ emissions reduction target for the City Region.

8. Background documents

8.1. None.

9. Appendices

Appendix 1 – Contribution to achieving the key challenges of the LIIS

Appendix 2 – Energy state of the Leeds City Region: Summary of key findings

Appendix 3 – Priority Action Areas

Appendix 4 – Project summaries

Appendix 5 – Summary of the ESDP

This page is intentionally left blank

Appendix 1 – Contribution to achieving the key challenges of the Local Inclusive Industrial Strategy

Key challenges for the City Region	How can the Energy Strategy and Delivery Plan help to tackle these?
Productivity gap is increasing	<p>By providing opportunities for businesses to reduce costs, remain competitive and relocate to the City Region through the provision of lower cost energy.</p> <p>By providing opportunities for businesses to be better able to profit from the decentralisation of energy generation.</p>
Innovation and research and development are very low	<p>By enabling resources to be allocated to research and development that would otherwise have been spent on energy.</p> <p>By providing and making businesses aware of the opportunities for innovation within the energy sector.</p> <p>By ensuring businesses have the opportunity to and are aware of developments in the energy sector that allow innovation and research and development to occur.</p>
Living standards have stalled	<p>By providing job opportunities for City Region residents in the energy sector.</p> <p>By ensuring all City Region residents have the opportunity to benefit from cleaner, cheaper energy.</p>
Stubborn deprivation exists	<p>By decreasing the number of City Region residents classed as in fuel poverty through lower energy bills and improved thermal comfort.</p> <p>By contributing to a reduction in respiratory related illnesses through the improvement of air quality.</p>

This page is intentionally left blank

Appendix 2 – Energy state of the Leeds City Region: Summary of key findings

The emissions produced in the City Region are a direct result of the energy consumed; this means that emissions from electricity generated within the City Region are excluded from the analysis presented. The emissions considered are Scope 1 and Scope 2 only, this includes emissions as a direct result of fuel burnt and electricity consumed by end users. Our Region's large power stations are therefore excluded from this analysis.

The City Region consumed 64,232 GWh of energy in 2015 a decrease of 22 percent compared to 2005 levels. The level of consumption roughly equates to 48 percent of Yorkshire and Humber and 5.5 percent of England's total consumption. Consumption was roughly equal across the domestic, industrial and commercial, and transport sectors.

As would be expected given the intrinsic link between energy consumption and emissions, between 2005 and 2015 emissions also decreased by 38 percent to 16.5 million tonnes of CO₂. This equates to roughly 60 percent of total emissions within the Yorkshire and Humber and 6.5 percent of total emissions in England.

The decrease in both energy consumption and emissions can be attributed in the main to increases in energy efficiency, a shift in the type of industry in the City Region and a decarbonisation of the UK electricity grid.

Over the period of the SEP (to 2036) energy consumption is forecast to increase by 13 percent (on 2015 levels) as a result of an increasing population, construction of more homes, continual growth in number of vehicles on the road network, increased mileage and more freight being carried via road.

Within the forecasts industrial and commercial energy consumption is forecasted to decrease due to a move to less energy intensive industries and a drive to increase efficiency to reduce operating costs.

In contrast to consumption emissions are forecast to decrease by 13 percent over the period to 2036. This is due to a move to less carbon intensive fuels, further electrification of processes, more efficient homes and appliances and further decarbonisation of the UK electricity grid.

While overall emissions are forecasted to decrease the transport sector is expected to reverse this trend with a 28 percent increase in emission over the period to 2036. This is likely to be caused by minimal changes to the internal combustion engine, the move back to petrol cars from diesel, and a lack of growth in the electric vehicle market.

Currently the City Region generate three times as much energy as it consumes making it a net exporter of energy. Historically this position has been as a result of the concentration of coal power stations in the City Region. While two of the three large coal power stations have recently closed down it is likely that developments on these sites coupled with the continued operation of Drax, will lead to the City Region remaining as a net exporter of energy into the future, albeit at a reduced level than historically.

Jobs and skills

The energy sector in the City Region represents 1.5 percent of the economy (£918 million) and employs approximately 7,900 people. This is forecast to increase by 1.5 percent per year to £1.237 billion and to 10,200 people by 2036.

While contributing a small element of the City Region economy employees within the energy sector are typically higher skilled relative to the average for all industries e.g. management, professional and associate professional / technical occupations.

In the City Region, similar to the national picture, faces significant challenge around skills shortages, with skilled trades, management, professional and operative occupations all susceptible to skills shortages. In the future it is likely that the sector will have difficulties in obtaining the skills that it needs, especially where it competes with other sectors in specific areas like engineering. Brexit is also likely to have an impact on the ability of employers in recruiting the right skills due to the current significant reliance on migrant workers from the EEA.

A significant level of higher education provision directly relevant to the skills required by the energy sector is hosted in the City Region. However only a small number of total graduates go on to work in the energy sector with the majority going on to take up employment in the manufacturing and professional services sectors.

Appendix 3 – Priority Action Areas

Priority	Action Area
Resource Efficient Business and Industry	Deliver advice and financial support to SMEs through the REF and build on the legacy of the programme through access to new finance to enable further implementation.
	Implement energy efficiency improvements across the large industrial sectors, demonstrate new and innovative technologies and share learning.
	Support innovation and growth in energy intensive industries, including technology innovation through carbon capture, utilisation and storage and energy efficiency technologies.
	Facilitate action across the energy intensive sectors within the City Region; coordinate a collaborative sector involvement in the BEIS sectoral Industrial Decarbonisation and Energy Efficiency Action Plans.
New Energy Generation	Provide a test bed for game changing, innovation technologies.
	Drive investment in distributed generation and low carbon energy projects.
	Drive investment in heat networks.
	Use the Energy Accelerator as a vehicle for project development.
	Energy innovation and supply chain development.
Energy Efficiency and Empowering Consumers	Deliver energy efficiency improvements to homes across the City Region to reduce fuel poverty and improve health.
	Develop partnership and funding models with utilities, local authorities, housing associations, community

Priority	Action Area
	energy groups and the health sector to implement energy efficiency programmes, building on the success of programmes such as Better Homes Yorkshire.
	Promote better housing standards in new development, in line with Government commitments.
Smart Grid Systems Integration	Unlock the transition to a smarter, more integrated energy economy, which balances supply and demand, capitalising on the City Region's existing sector strengths in the digital and data analytics market.
	Support the deployment of smart grid technologies across the domestic, commercial and industrial sectors, including smart meters, demand side response, energy storage and data analytics.
	Facilitate innovation through technology incubation, collaborating with local start-ups, technology developers and research institutions to access Government research and development funding and commercialise technologies.
Efficient and Integrated Transport	Promote a better, more integrated transport system, which is clean and efficient, addresses air quality issues, and promotes alternative transportation through cycling, walking and public transport.
	Support the development of clean transport technologies, including electric vehicles and ultra-low emission vehicles, hydrogen fuel cell EVs and a network of charging infrastructure.

Appendix 4 – Project Summaries

Project	Summary
Resource Efficiency Fund 2	Extend the scope of the existing REF to reach a larger number of SMEs and widen the scope for the types of assessment provided. Pilot system-wide innovation and the circular economy.
Green City Region Web Portal	Build on the existing Business Growth Hub by expanding the energy and environmental services offered by the Hub.
Green Curricula in Apprenticeships	Incorporate good business practice around energy and water management into curricula of apprenticeships.
Advancing Industrial Energy Efficiency	Targeting of the high emission industrial sectors of the City Region with an energy efficiency innovation programme.
Industrial Waste Heat Recovery	Quick start the development of waste heat recovery infrastructure across the City Region, targeting energy from waste plants and energy intensive industries including the glass, chemicals and food and drink sectors. Also includes the equipping of retail stores with heat recovery systems connected to refrigeration units.
CCS	Deployment of new CCS installations across the City Region, supporting and building on the pilot bioenergy capture and storage project at Drax.
District Heat Networks	Continue to support the development of the six most advanced networks while developing the heat network pipeline and identifying potential funding sources to allow implementation.
H21 Implementation, Skills and Supply Chain	Continue to support the development of the H21 project led by Northern Gas Networks, retaining as far as possible the benefits of the project within the City Region.

Project	Summary
Public Estate Renewables Programme	Utilisation of the public sector estate for the installation of renewable energy generation.
Community Energy Schemes	Provide support for, and facilitate the growth of the community energy sector and community energy projects, including the investigation of a community energy fund.
Carbon Budgets and Carbon Management	Implementation of carbon budgets and carbon management plans across the City Region's partners, in line with the Government's Emissions Reduction Pledge 2020 report.
Green Bonds	Development of a green bonds business model to support the ongoing transition to renewable energy.
Improve Local Plan Housing Policies	Introduction of planning policies which go beyond Building Regulations. (Identified due to the Deregulation Act 2015 not being enacted and the new National Planning Policy Framework stating ' <i>local authorities are not restricted in their ability to require energy efficiency standards above Building Regulations</i> '.)
Promote Sustainable Design and Construction	Consideration of alternative methods of house building, including Passivhaus and off-site modular construction.
Scaling Up Better Homes Yorkshire	Widespread rollout of retrofit fabric insulation and heating measures combined with new generation for households where it is suitable.
Whole System Domestic Energy Efficiency Retrofit Demonstrator	Takes a whole village or neighbourhood approach to the deployment of 'whole-system' energy efficiency measures to achieve a high level of efficiency.
Public Sector Retrofitting	Retrofit of the public sector estate with energy efficiency measures such as energy management systems, LED lighting, motion sensors.

Project	Summary
Full Fibre Infrastructure	Support the City Region Local Full Fibre Bid as a catalyst for the implementation of a smart energy system.
Street Lighting Programmes	Accelerate LED replacement, smart lighting controls and networked solutions across local authority areas.
Solar Carports	Installation of solar PV canopies above car parking spaces, proving space efficient renewable generation.
Whole Energy System Approach Pilot	Identification of new early stage new developments in the City Region where a whole energy systems pilot could be undertaken.
Energy Storage for Council Housing Mounted Solar PV	Identification of housing blocks and estates with high density solar PV installations, and install battery storage to maximise the solar PV utility.
Smart Leeds	Innovative kick starter project aimed at delivering a large number of energy system pilot and demonstrator projects in the City Region.
Hydrogen Vehicles	Deployment of hydrogen buses on City Region bus routes, and build two hydrogen refuelling stations. Will enable the incorporation of hydrogen powered cars into corporate fleets where the fuelling stations are located.
EV Charging and Infrastructure	Deploy dedicated taxi and public EV charging points across the City Region, focusing on rapid charging technology and high demand locations.
Hyperhubs	Pilot project to demonstrate proof of concept in the City Region.
Smart Park and Ride	Targeting of new and existing P&Rs to include solar PV canopies, energy storage, electric buses, charging infrastructure, a grid / private wire export link.

Project	Summary
Smart Travel Programme	Further development of existing programmes working across West Yorkshire (West Yorkshire Urban Traffic Management Control programme) and York (Smart Travel Evolution Programme) to improve the efficiency of the transport network.
Behaviour Change Schemes	Promotion of cycling and walking through behaviour change schemes across the City Region.

Leeds City Region Energy Strategy and Delivery Plan

DRAFT



LEEDS CITY REGION
ENTERPRISE
PARTNERSHIP

Working in
partnership
with the

West
Yorkshire
Combined
Authority

Introduction

The energy sector is currently experiencing a number of challenges in the UK; how to provide affordable and secure energy supplies, which are critical for economic development and ensuring businesses remain competitive, while responding to the requirements to decarbonise in line with international (Paris Climate Change Agreement) and national (Climate Change Act) agreements.

The Leeds City Region has a long history of energy generation, with its energy assets historically producing a major share of the UK's energy. With this long history comes a population with significant knowledge and expertise in delivering and operating energy generation projects. These are the strengths which it will be vital to maximise in ensuring the challenges currently faced are addressed and used to the City Region's advantage.

This Strategy and Delivery Plan sets out how the Leeds City Region could begin to meet the energy ambition set out in its Strategic Economic Plan to become a resilient, zero carbon energy economy. It also sets out the ways in which the City Region can gain an economic, social and environmental advantage from the unprecedented change happening within the sector and the challenges and opportunities that this brings.

Strengths and Challenges

The City Region is well placed to take advantage of the opportunities that are, and will, present themselves both within and outside the energy sector. These strengths are:

- A long legacy of energy generation within the region, having provided and indeed continuing to provide a significant proportion of the countries energy needs.
- An energy sector that has productivity levels among the highest of any industry in the region and is relatively high skilled, with strong representation in management, professional and technical occupations.
- A higher education sector which hosts a significant level of provision which is directly relevant to the needs of the energy sector.
- A high level of investment by employers in apprenticeships that relate to the specific needs of the energy sector.
- A large number of manufacturing, construction and distribution businesses that have the potential to play an integral part in moving to a zero carbon economy
- Significant existing low carbon programmes such as the Resource Efficiency Fund, Better Homes, Energy Accelerator

While these strengths will be built on as part of the Strategy and Delivery Plan there are a range of challenges that need to also be addressed, including:

- An estimated 13% increase in energy demand over the next 20 years and the need to reduce CO2 emissions in the face of this and across domestic, transport and industrial sectors.
- A continued reliance on fossil fuels and low uptake of low carbon and renewable energy sources (8.8% of energy consumed currently provided by renewables).
- A high number of households (12.5%) which remain in fuel poverty and need for all homes to achieve an EPC rating of C by 2035.
- A need to ensure the regions energy intensive industries (particularly in the chemicals, food and drink, and glass sectors) remain competitive on a global scale and are retained within the region.
- A need to ensure energy prices are kept manageable for businesses and households.
- Bringing our City Region in line with global emission reduction targets could require significant carbon savings and capital investment (initial estimate of up to £50 billion) and realise the economic benefits (initial estimate could be £11billion in GVA and create 100,000 jobs).

Benefits

By implementing the Strategy and Delivery Plan the City Region is likely to see a wide range of benefits that directly affect businesses and households across the region. These include:

- A reduction in emissions, both from a CO2 and air quality perspective
- Potentially lower energy costs through a decentralised and more efficient energy system.
- An increase in the number of jobs directly and indirectly related to energy, especially through bringing our City Region in line with global emission reduction targets
- An increase in the GVA of the energy sector within the City Region, which even considering current trends will grow over the next 20 years, but will accelerate if the Paris Climate Change Agreement is met.
- An ability to increase productivity, attract inward investment and talent due to lower energy costs and an increase in employment.
- Contributing to the delivery of climate change targets, including the Climate Change Act and Paris Climate Change Agreement.
- Alleviation of fuel poverty in the 12.5% of households currently classed as fuel poor.
- An increase in the security of energy supply within the City Region, relying less on imported fuel supplies

Vision & Priorities

Vision:

The vision for the Strategy as set out in the Strategic Economic Plan is to **create a resilient, zero carbon economy underpinned by high quality green infrastructure** and **within the next ten years target investment and innovation to make the City Region a leading edge centre for zero carbon energy.**

Aim:

This strategy and delivery plan aim to accelerate action to support the development of a resilient, zero carbon economy underpinned by high quality green infrastructure.

Priorities:

To support the vision this strategy and delivery plan will focus on five priorities:

- **Resource efficient business and industry** (including delivering advice, financial support, new improvement programmes, support for innovation and new clean tech clusters)
- **New energy generation** (including test beds for innovation, driving investment, use of the City Region's Energy Accelerator and Energy Hub)
- **Energy efficiency and empowering consumers** (large-scale energy efficiency improvement schemes, new funding models, higher housing standards)
- **Smart grid systems integration** (unlock the transition to a smarter, more integrated energy economy, deployment of smart grid technologies, facilitate innovation through technology incubation)
- **Efficient and integrated transport** (including clean, integrated systems, development of clean transport technologies and networks of ultra low emission vehicles)

Delivery Plan

The vision and priorities will be met initially through the following proposed actions

Project	Summary
Resource Efficiency Fund 2	Extend the scope of the existing REF to reach a larger number of SMEs and widen the scope for the types of assessment provided. Pilot system-wide innovation and the circular economy.
Green City Region Web Portal	Build on the existing Business Growth Hub by expanding the energy and environmental services offered by the Hub.
Green Curricula in Apprenticeships	Incorporate good business practice around energy and water management into curricula of apprenticeships.
Advancing Industrial Energy Efficiency	Targeting of the high emission industrial sectors of the City Region with an energy efficiency innovation programme.
Industrial Waste Heat Recovery	Quick start the development of waste heat recovery infrastructure across the City Region, targeting energy from waste plants and energy intensive industries including the glass, chemicals and food and drink sectors. Also includes the equipping of retail stores with heat recovery systems connected to refrigeration units.
CCS	Deployment of new CCS installations across the City Region, supporting and building on the pilot bioenergy capture and storage project at Drax.
District Heat Networks	Continue to support the development of the six most advanced networks while developing the heat network pipeline and identifying potential funding sources to allow implementation.
H21 Implementation, Skills and Supply Chain	Continue to support the development of the H21 project led by Northern Gas Networks, retaining as far as possible the benefits of the project within the City Region.
Public Estate Renewables Programme	Utilisation of the public sector estate for the installation of renewable energy generation.
Community Energy Schemes	Provide support for, and facilitate the growth of the community energy sector and community energy projects, including the investigation of a community energy fund.
Carbon Budgets and Carbon Management	Implementation of carbon budgets and carbon management plans across the City Region's partners, in line with the Government's Emissions Reduction Pledge 2020 report.
Green Bonds	Development of a green bonds business model to support the ongoing transition to renewable energy.
Improve Local Plan Housing Policies	Introduction of planning policies which go beyond Building Regulations. (Identified due to the Deregulation Act 2015 not being enacted and the new National Planning Policy Framework stating ' <i>local authorities are not restricted in their ability to require energy efficiency standards above Building Regulations.</i> ')
Promote Sustainable Design and Construction	Consideration of alternative methods of house building, including Passivhaus and off-site modular construction.
Scaling Up Better Homes Yorkshire	Widespread rollout of retrofit fabric insulation and heating measures combined with new generation for households where it is suitable.
Whole System Domestic Energy Efficiency Retrofit Demonstrator	Takes a whole village or neighbourhood approach to the deployment of 'whole-system' energy efficiency measures to achieve a high level of efficiency.
Public Sector Retrofitting	Retrofit of the public sector estate with energy efficiency measures such as energy management systems, LED lighting, motion sensors.
Full Fibre Infrastructure	Support the City Region Local Full Fibre Bid as a catalyst for the implementation of a smart energy system.
Street Lighting Programmes	Accelerate LED replacement, smart lighting controls and networked solutions across local authority areas.
Solar Carports	Installation of solar PV canopies above car parking spaces, proving space efficient renewable generation.
Whole Energy System Approach Pilot	Identification of new early stage new developments in the City Region where a whole energy systems pilot could be undertaken.
Energy Storage for Council Housing Mounted Solar PV	Identification of housing blocks and estates with high density solar PV installations, and install battery storage to maximise the solar PV utility.
Smart Leeds	Innovative kick starter project aimed at delivering a large number of energy system pilot and demonstrator projects in the City Region.
Hydrogen Vehicles	Deployment of hydrogen buses on one City Region bus route, and build two hydrogen refuelling stations. Will enable the incorporation of hydrogen powered cars into corporate fleets where the fuelling stations are located.
EV Charging and Infrastructure	Deploy dedicated taxi and public EV charging points across the City Region, focusing on rapid charging technology and high demand locations.
Hyperhubs	Pilot project to demonstrate proof of concept in the City Region.
Smart Park and Ride	Targeting of two new P&Rs to include solar PV canopies, energy storage, electric buses, charging infrastructure, a grid / private wire export link.
Smart Travel Evolution Programme (STEP)	Consider the extension of STEP across the City Region, monitoring and analysing real time journey information to make interventions where vehicles and traffic signals work together to improve the network.
Behaviour Change Schemes	Promotion of cycling and walking through behaviour change schemes across the City Region.

*These are draft projects that now need to be developed further with partners

Next Steps

The findings of the Strategy and initial Delivery Plan will be built on over the coming months. Key immediate activities include:

- Approval of the Strategy and Delivery Plan by the Combined Authority.
- Development of detailed work plans for the prioritised projects.
- Exploration of a City Region CO2 reduction target with Stakeholder, including the investigation of bringing our City Region in line with global emission reduction targets.
- A Leeds City Region summit in spring 2019 to explore setting a regional emission reduction target and how to meet it.
- Detailed delivery plan with potential regional carbon targets to be adopted by the end of 2019.

161

For more information contact Noel Collings (noel.collings@westyorks-ca.gov.uk) or Jacqui Warren (jacqui.warren@westyorks-ca.gov.uk)

This page is intentionally left blank



Report to: West Yorkshire Transport Committee

Date: 9 November 2018

Subject: **Green and Blue Infrastructure Strategy and Delivery Plan**

Director(s): Alan Reiss, Director Policy, Strategy and Communications

Author(s): Noel Collings / Jacqui Warren

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 a report on the development of the Leeds City Region Green and Blue Infrastructure Strategy and Delivery Plan and seek comments on its contents.

2. Information

Background

- 2.1. This report presents the draft version of the Leeds City Region (City Region) Green and Blue Infrastructure Strategy and Delivery Plan (GBISDP) to Transport Committee for information.
- 2.2. The LEP Board provided a mandate in January 2016 to refresh the City Region approach to green and blue infrastructure in light of the 2015 Boxing Day floods, acknowledging the beneficial effect it can have in mitigating and adapting to the impacts of flooding.
- 2.3. The LEP Board also recognised the additional wide ranging additional benefits that green and blue infrastructure can provide e.g. improved health and wellbeing, mitigation and adaptation to the effects of climate change, increased land values.

- 2.4. The GBISDP is a named delivery plan of the Strategic Economic Plan (SEP) and is aligned with current thinking on the emerging Local Inclusive Industrial Strategy (LIIS) and policy framework for the City Region (**Appendix 1**).
- 2.5. The GBISDP was split into two elements; the strategy and the delivery plan.

Strategy

- 2.6. The Strategy element of the GBISDP established a vision, five interconnected aims and seven priorities (**Appendix 2**).
- 2.7. Over 50 organisations from across the City Region with an interest or influence over the delivery of green and blue infrastructure measures contributed to the development of the vision, aims and priorities.
- 2.8. The LEP Board approved the Strategy in March 2017.

Delivery Plan

- 2.9. The development of the Delivery Plan was led by a convening partner for each priority whose role was to bring together relevant partners, collate current and planned actions, and identify future interventions.
- 2.10. Convening partners identified a long list of over 160 actions across the seven priorities ranging from those which are currently being developed to brand new interventions.
- 2.11. Prioritisation of the 160 plus actions was undertaken according to local and national strategic fit, deliverability and impact. From this process a shortlist of 12 actions have been identified for delivery as part of the Delivery Plan over the next five years:
 - **Natural flood management programme:** Coordination of the identification and delivery of the future natural flood management pipeline in the City Region.
 - **Inclusive growth integration programme:** Integration of inclusive growth principles, including Green Streets, Healthy Streets, into project appraisal processes across the Combined Authority and local authorities, including those appraisal processes relating to West Yorkshire Transport Fund projects.
 - **Network of off-road / safe on-road cycling and walking routes:** Programme to increase the number of off-road and / or largely safe cycling and walking routes in the City Region, complementing work already underway to develop a Local Cycling and Walking Infrastructure Plan for West Yorkshire.
 - **Leeds City Region green and blue infrastructure map:** Production of a City Region green and blue infrastructure map, linking into the Leeds City Region Infrastructure Map, and helping to embed green and blue infrastructure into new developments and infrastructure projects.

- **Green and blue infrastructure revenue identification and liability reduction:** Development of an approach to identify new revenue funding for the ongoing maintenance of green and blue infrastructure (seen as a key barrier to the implementation of green and blue infrastructure) at a local authority level.
- **White Rose Forest plan:** Setting out how the White Rose Forest will expand and deliver on its share of the Northern Forest commitments.
- **Peatland restoration programme:** Links partners and initiatives across the City Region to map, plan, prioritise and secure funding for post-2020 peatland restoration.
- **Post-Brexit agricultural and environmental policy and support:** Agree preferred options for policy / mechanisms to provide agricultural and environmental benefits in the City Region post-Brexit, including potential devolution funding and in line with the recently published Agriculture Bill 2018.
- **Green and blue infrastructure jobs, skills and GVA assessment:** Production of the evidence base relating to jobs, skills (including shortages) and GVA of the green and blue infrastructure sector in the City Region. Will also identify future potential opportunities relating to green and blue infrastructure.
- **Green and blue infrastructure skills programme:** Development of opportunities for providing and developing skills within the green and blue infrastructure sector in the City Region.
- **Green and blue infrastructure planning policy consistency:** Exploration of how planning policies and guidance on green and blue infrastructure could be more consistent across the City Region.
- **Green and blue infrastructure resource targeting:** Development of mechanisms that allow resources for green and blue infrastructure improvements to be focussed on areas of greatest need.

2.12. Where there is overlap with other Combined Authority work e.g. Local Cycling and Walking Infrastructure Plan (LCWIP); Transport Strategy; Inclusive Growth Corridors, the actions outlined above will where possible be aligned and not duplicate activity already being undertaken. This work will be undertaken as part of the development of detailed delivery plans for each action.

2.13. **Appendix 3** is a draft summary of the Strategy and Delivery Plan.

Project development, coordination and delivery

2.14. During consultation with partners on the shortlist of actions it became obvious that there is a lack of resource within partner organisation to fully commit to their delivery.

- 2.15. Despite some achievements by partners a similar issue was experienced in attempting to deliver the previous Green Infrastructure Strategy (produced in 2010) in the City Region.
- 2.16. To mitigate the lack of resources to deliver within partner organisations a proposal to secure a shared resource is being explored.
- 2.17. Monitoring of progress will be through the Green Economy Panel via its major projects update provided on a quarterly basis. A more detailed review of progress will be undertaken after two years.

Next steps

2.18 The following table highlights the next steps for the GBISDP.

Action	Timescale
Approval of the GISDP from the GEP, LEP and Combined Authority	October – End of December 2018
Secure commitment from partners for the Green Infrastructure Officer	End of December 2018
Commence work on the Delivery Plan’s 12 prioritised projects	April 2019

3. Financial implications

3.1. There will be financial implications for the Combined Authority of both contributing to a shared resource and delivering the project identified. Further work will be undertaken to understand the scale of the financial ask.

4. Legal implications

4.1. No legal and compliance implications have been identified.

5. Staffing implications

5.1. There could be potential staffing implication depending on further discussions with partners and any future decisions made. Further work will be undertaken to understand what staffing implications could arise.

6. External consultees

6.1. Over 50 organisations have been involved in the development of the GBISDP, including Yorkshire Water, Environment Agency, Forestry Commission, Natural England and local authorities.

7. Recommendations

7.1. That the contents of the report be noted and comments provided on the draft Green and Blue Infrastructure Strategy and Delivery Plan.

8. Background documents

8.1. None.

9. Appendices

Appendix 1 – Contribution to achieving the key challenges of the LIIS

Appendix 2 – Green and blue infrastructure vision, aims and priorities

Appendix 3 – Draft Green and Blue Infrastructure Strategy and Delivery Plan

This page is intentionally left blank

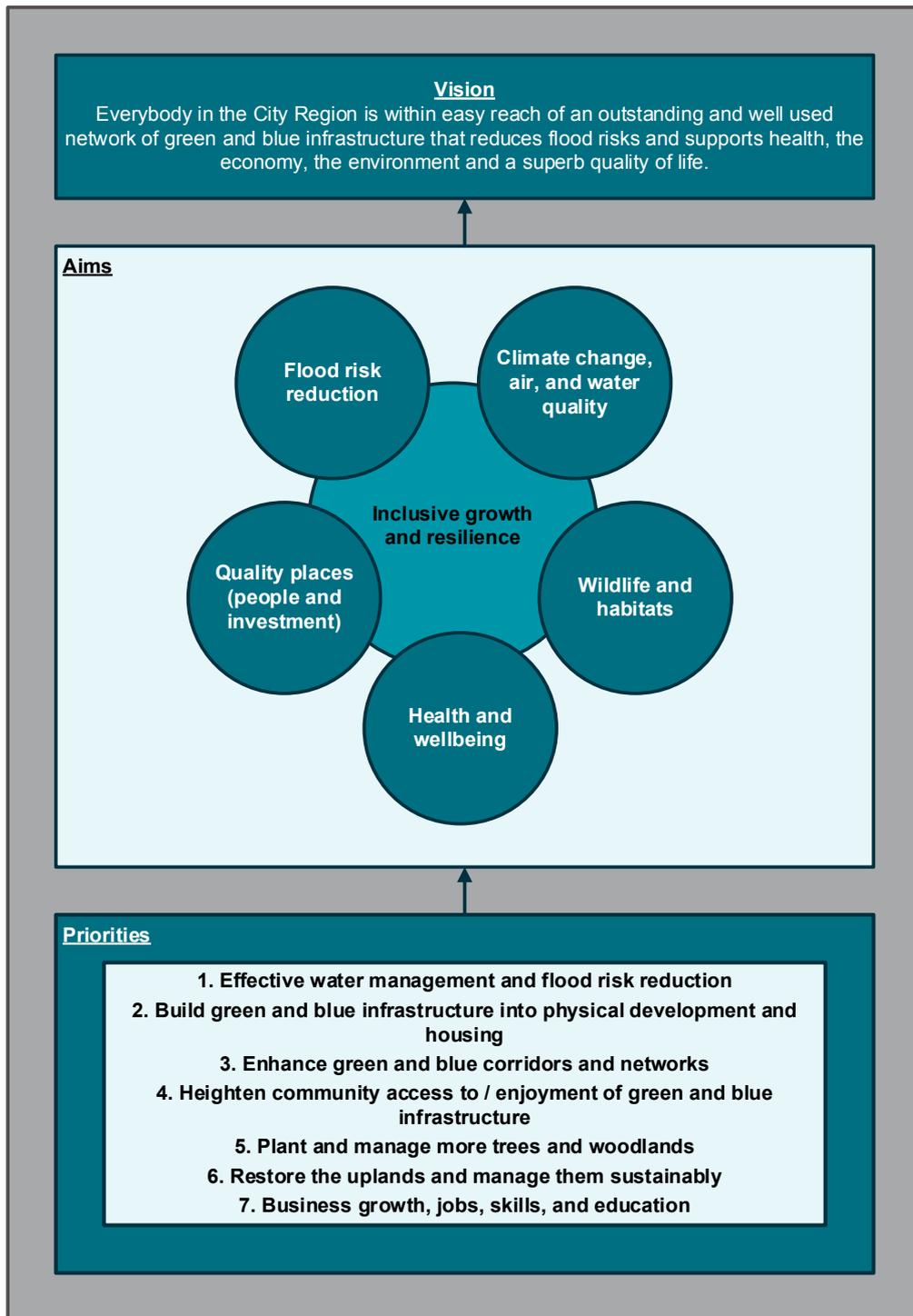


Appendix 1 – Contribution to achieving the key challenges of the LIIS

Key challenges for the City Region	How can the Green Infrastructure Strategy and Delivery Plan help to tackle these?
Productivity gap is increasing	<p>By supporting the key drivers of productivity including skills, innovation, investment and enterprise by creating new business and upskilling opportunities.</p> <p>By enhancing the City Region’s attractiveness and profile by raising the quality of developments and town / city centres, and improving an accessible green and blue infrastructure network.</p> <p>By providing the environment that enables businesses to attract talent and investment.</p>
Innovation and research and development are very low	<p>By connecting green and blue infrastructure expertise in universities and other institutions to business growth and the development of key projects e.g. energy, planning, engineering, construction.</p>
Living standards have stalled	<p>By boosting quality of place, leisure and amenity aspects of quality of life and living standards.</p> <p>By encouraging high quality development, reducing flood risk on businesses, and supporting business and jobs growth.</p>
Stubborn deprivation exists	<p>By prioritising access to, and improvement of, green and blue infrastructure in areas of deprivation and poor health.</p> <p>By creating opportunities for work experience, employment and apprenticeships.</p> <p>By improving air quality, mental health and physical activity.</p>

This page is intentionally left blank

Appendix 2 – Green infrastructure vision, aims and priorities



This page is intentionally left blank

Green and Blue Infrastructure Strategy and Delivery Plan

173

DRAFT

Introduction

This Strategy and Delivery Plan is about how the City Region builds on its green and blue infrastructure strengths and ensures it is one of its defining characteristics.

The Leeds City Region Strategic Economic Plan (SEP) sets out the ambition to become a resilient, zero carbon energy economy underpinned by high quality green and blue infrastructure.

Headline initiatives related to green and blue infrastructure set out in the SEP are:

- Make climate change adaptation and high quality green and blue infrastructure integral to improving the City Region economy and its spatial priority areas.
- Develop an integrated flood risk reduction programme, incorporating flood defences, green and blue infrastructure and resilient development.

Challenges & Strengths of Green & Blue Infrastructure in the City Region

Strengths

- Unique in England in having large urban areas in close proximity to a high quality natural environment.
- High number of natural designations ranging from the Yorkshire Dales National Park and Nidderdale Area of Outstanding Beauty to Sites of Special Scientific Interest and Local Wildlife Sites.
- Strong green and blue infrastructure sector with interest ranging from large national organisations to small community groups.
- Excellent cycling and walking provision.

Challenges

- Over 63,000 residential properties and more than 27,000 non-residential properties have some degree of flood risk.
- 7,385 residential and 4,698 non-residential properties are at a high risk of flooding.
- Less than 17 percent of City Region's blanket bog peatlands are in good condition.
- Tree cover is lower than the national average of 10 percent (likely to be around 7 percent).
- Areas of deprivation with poor access to green space.
- Long-term uncertainty over maintenance of, and payment for, green and blue infrastructure assets.
- Poor integration of green and blue infrastructure into new developments.
- Significant issues related to physical and mental health.
- Extent of current green and blue infrastructure provision in the City Region is unknown.
- Uncertainty over agricultural and environmental policy and support post Brexit and effect it will have on businesses across the City Region.
- Post 2020 support for peatland restoration once EU funding is withdrawn.
- Integration of green and blue infrastructure considerations into business cases and conventional economic appraisals.
- Size of the green and blue infrastructure sector in terms of GVA and people employed is unknown.

Benefits

Green and blue infrastructure is important because it has the ability to deliver the following benefits:

- Reduced flood risk across the City Region.
- Reduced carbon emissions and improved carbon storage potential.
- Reduced peak river flow rates and storm flows.
- Reduced economic damage of flooding.
- Increased productivity.
- Attracts inward investment through a green and pleasant environment.
- Retention of talent.
- Improved air quality.
- Reduced health inequalities.
- Increased physical activity leading to lower obesity levels and reductions in serious diseases.
- Improved mental health.
- Ability to bring communities together.
- Increased property values.

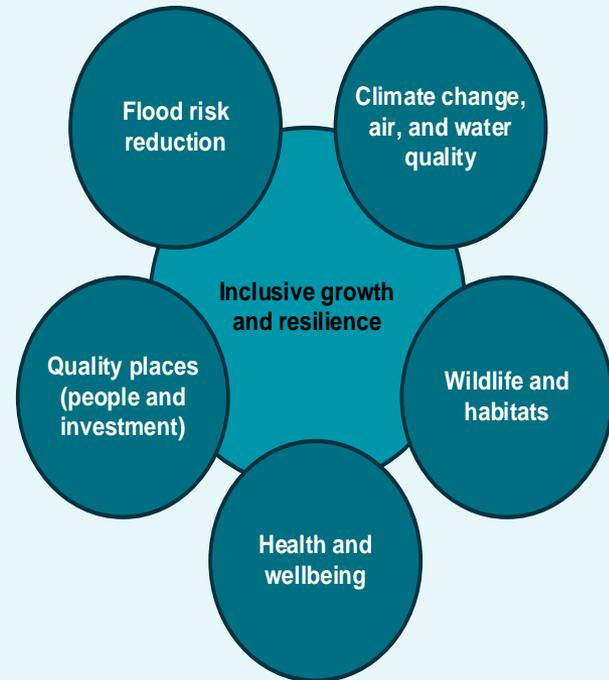
Aims & Rationale

This Strategy and Delivery Plan has the following vision and aims.

Vision

Everybody in the City Region is within easy reach of an outstanding and well used network of green and blue infrastructure that reduces flood risks and supports health, the economy, the environment and a superb quality of life.

Aims



Priorities

And will be delivered across the seven priorities outlined below.

Priorities

1. Effective water management and flood risk reduction
2. Build green and blue infrastructure into physical development and housing
3. Enhance green and blue corridors and networks
4. Heighten community access to / enjoyment of green and blue infrastructure
5. Plant and manage more trees and woodlands
6. Restore the uplands and manage them sustainably
7. Business growth, jobs, skills, and education

178

Delivery Plan Actions

The vision and priorities will be met through the following proposed actions

Project	Description
Leeds City Region Natural Flood Management Programme	Programme coordinating the identification and delivery of the future natural flood management pipeline in the City Region. Programme will also seek to collate data from existing natural flood management schemes with the view to building the evidence base to ultimately allow natural flood management measures to be used for Flood Grant in Aid funds.
Inclusive Growth Integration Programme	Programme to integrate inclusive growth principles e.g. green and blue infrastructure, healthy streets, health and wellbeing, into project appraisal processes e.g. Combined Authority PAT process.
Network of off road / safe on-road cycling and walking routes	Programme to increase the number of off road and / or safe on-road cycling and walking routes in the City Region. Programme will link into the ongoing work to develop Local Cycling and Walking Infrastructure Plans.
Leeds City Region Green and Blue Infrastructure Map	Production of a City Region green and blue infrastructure map, linking into the Leeds City Region Infrastructure Map.
Green and blue infrastructure revenue identification and liability reduction	Development of an approach to identify new revenue funding for the ongoing maintenance of green and blue infrastructure (seen as a key barrier to the implementation of green and blue infrastructure).
White Rose Forest Plan	Setting out how the White Rose Forest will expand and deliver on its share of the Northern Forest commitments.
Leeds City Region Peatland Restoration Programme	Programme to link partners and initiatives across the City Region to map, plan, prioritise and secure funding for post 2020 peatland restoration.
Post Brexit agricultural and environmental policy and support	Agree preferred options for policy / mechanisms to provide agricultural and environmental benefits in the City Region post Brexit, including lobbying of government and devolution.
Green and blue infrastructure jobs, skills and GVA assessment	Production of the evidence base relating to jobs, skills (including shortages) and GVA of the green and blue infrastructure sector in the City Region.
Leeds City Region Green and Blue Infrastructure Skills Programme	Programme to develop opportunities for providing and developing skills within the green and blue infrastructure sector in the Leeds City Region. Follows the outputs of the jobs, skills and GVA assessment.
Green and blue infrastructure planning policy consistency	Exploration of how planning policies and guidance could be more consistent across the City Region.
Green and blue infrastructure resource targeting	Development of mechanisms that allow resources for green and blue infrastructure improvements to be focussed on areas of greatest need e.g. areas of poor health and wellbeing, green and blue infrastructure deficient areas.

Next Steps

The findings of the Strategy and Delivery Plan will be built on over the coming months. Key activities include:

- Approval of the Strategy and Delivery Plan by the Combined Authority.
- Development of detailed work plans for the prioritised projects.
- Develop and gain commitment for a shared delivery resource .
- Commencement of action delivery.

180



Report to: Transport Committee

Date: 9 November 2018

Subject: **Local Transport Plan Approvals**

Director: Melanie Corcoran, Director of Delivery

Author(s): Craig Taylor / 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 checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	

1 Purpose of this report

- 1.1 To put forward proposals for the progression of, and funding for, one West Yorkshire Combined Authority supported Local Transport Fund funded project, for consideration and approval by Transport Committee as part of the Combined Authority's assurance process. Transport Committee has delegated authority to approve individual schemes within the Integrated Transport Block of the Capital Programme, up to a maximum cost of £3 million.
- 1.2 This report presents proposals for the progression of one scheme through the Combined Authority's assurance process in line with the Leeds City Region Assurance Framework. This scheme have a total combined funding value of £282,726, of which £282,726 will be funded by the Combined Authority. A total expenditure recommendation to the value of £282,726 is sought as part of this report for the development and delivery of this scheme. Further details on the scheme is summarised below can be found as part of this report.

Scheme	Scheme description	Decision sought
Bus Shelter Advertising Panel Lighting Conversion West Yorkshire	To reduce the Combined Authority's annual revenue costs for the supply of electricity to illuminate the	Approval to proceed through decision point 5, moving to activity 6 (Delivery)

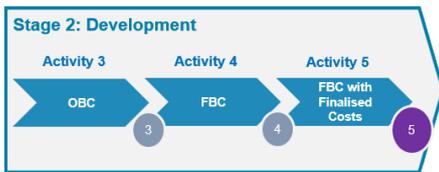
	advertising panels through replacing the existing florescent lighting tubes and associated electrical installations with LED lighting tubes. There are approximately 5300 tubes to replace in the 1719 advertisement panels at various locations throughout West Yorkshire.	Total value - £282,726 Total Value of Combined Authority funding - £282,726 Funding Recommendation sought £282,726
--	---	--

2 Information

- 2.1 The background information on the Combined Authority’s assurance framework through which each of the schemes outlined in this report are being approved is provided in **Appendix 1**. In addition, this appendix also provides a description of the approach for the future assurance approval pathway and the assurance tolerances for each scheme.

Project for consideration

Projects in Stage 2: Development



- 2.2 Projects at Development stage should demonstrate that they have tested the feasibility of a solution through their business case. This business case should then be developed in order to confirm and detail the preferred solution including finalising its cost.

Project Title	Bus Shelter Advertising Panel Lighting Conversion
Stage	2 (Development)
Decision Point	5 (Full business case with finalised costs)

Background

- 2.3 In order to reduce the Combined Authority’s annual revenue costs for the supply of electricity to illuminate the advertising panels it is proposed to replace the existing T8 florescent lighting tubes and associated electrical installations with T8 LED lighting tubes. There are approximately 5300 tubes to replace in the 1719 advertisement panels at various locations throughout West Yorkshire.

- 2.4 The scheme will contribute to the delivery of SEP Indicator on Environmental Sustainability, reducing CO2 emissions for the shelters converted by around two thirds.
- 2.5 The project will be developed, procured, implemented, contract managed, supervised, completed and reviewed by Combined Authority staff. External consultancy services will not be required.
- 2.6 In order to determine the most cost effective and preferred proposal for the new LED lighting system, 3 trial installations were installed to existing advertisement panels. These were appraised for robustness, ease of installation, energy efficiency and light distribution to maximise visual effect of the advertisement.
- 2.7 Combined Authority funding will be through the £700,000 Bus Shelter Invest to Save Programme within the Local Transport Plan Implementation Plan 3, as endorsed by Transport Committee in February 2017 and approved by the Combined Authority in April 2017.
- 2.8 As part of the Combined Authority's Assurance Process, the Authority, at its April 2017 meeting agreed that individual schemes would be brought to the Committee for individual approval.

A summary of the scheme's business case is included in **Appendix 2**.

Outputs, benefits and inclusive growth implications

- 2.9 The forecast outputs, benefits and inclusive growth implications are:
- A material annual reduction in electricity costs, providing substantial revenue savings over the remainder of the advertising contract
 - A significant reduction in CO2 emissions
 - Project will take 6 months to complete, with immediate benefits

Risks

- 2.10 The key risk to the project and the related mitigation is:
- Inclement weather could delay delivery of the project. This will be managed through sound contract management and contingency provision.

Costs

- 2.11 The project costs can be summarised as:
- £282,726 from the Local Transport Plan Implementation Plan 3 2017-22, which includes both delivery and contract management costs
- Combined Authority funding of £282,726 will pay for 100% of the funding for this scheme. It will be spent on appointing a competent contractor

(appointed in accordance with Combined Authority procurement rules and control of contractors / health and safety procedures) to undertake the works.

Timescales

2.12 The project is ready to commence, and is anticipated to take 6 months.

Assurance pathway and approval route

Assurance pathway	Approval route
Decision point 5 (full business case with finalised costs)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Transport Committee
Decision point 7 (close and review)	Recommendation: Combined Authority's Programme Appraisal Team Decision: Combined Authority's Director of Delivery

Assurance tolerances

Project tolerances
Costs should remain within 5% of the total costs in this report Timescales should remain within 3 months of the timescales in this report.

Project responsibilities

Senior Responsible Officer	Neale Wallace, Combined Authority
Project Manager	David Dufton, Combined Authority
Combined Authority case officer	John Buckle

Appraisal summary

- The scheme has a clear fit with existing Combined Authority Strategies. The reduction in CO2 is good for the environment, and the substantial annual revenue savings can be used towards future infrastructure or transport investment.

Recommendations

The Combined Authority's Programme Appraisal Team recommends to Transport Committee:

- (i) That the Bus Shelter Advertising Panel Lighting Conversion Project proceeds through decision point 5, and moves to activity 6 (delivery).

- (ii) That the total project value of £282,726 is approved from the Local Transport Plan (LTP) (Implementation Plan 3, 2017-2022),
- (iii) That future approvals are made in accordance with the approval pathway and approval route outlined in this report, subject to the scheme remaining within the tolerances presented.

2.13 The inclusive growth implications are outlined in the scheme as detailed above.

3 Financial implications

3.1 The report seeks endorsement to expenditure from the available Combined Authority funding as set out in this report.

4 Legal implications

4.1 The payment of funding to the scheme recipient will be subject to a funding agreement, contract or contract amendment being in place between the Combined Authority and the organisation in question.

5 Staffing implications

5.1 A combination of Combined Authority and local partner Council project, programme and portfolio management resources are or are in the process of being identified and costed for within the schemes in this report.

6 External consultees

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

7 Recommendations

7.1 That the Transport Committee approves that:

- (i) That the Bus Shelter Advertising Panel Lighting Conversion project proceeds through decision point 5, and moves to activity 6, Delivery.
- (ii) That the total project value of £282,726 is approved from the Local Transport Plan (LTP) (Implementation Plan 3, 2017-2022),
- (iii) That future approvals are made in accordance with the approval pathway and approval route outlined in this report, subject to the scheme remaining within the tolerances presented.

8 Background documents

8.1 None as part of this report.

9 Appendices

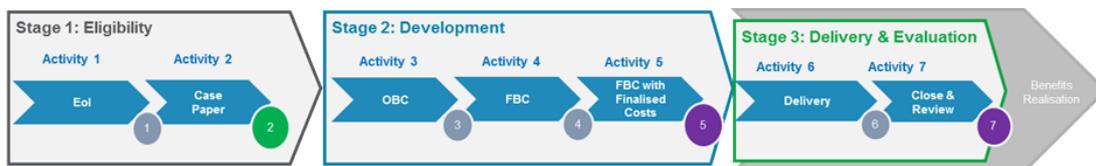
Appendix 1 - Background to the Combined Authority's assurance framework

Appendix 2 - Business case summary Bus Shelter Advertising Panel Lighting
Conversion scheme

Appendix 1: Background to the report

Information

1.1 This report puts forward proposals for the progression of, and funding for, a number of schemes for approval by the Combined Authority, following consideration by the West Yorkshire and York’s Investment Committee. The Combined Authority will recall that a three stage approach has been introduced as part of an enhancement to current project management arrangements, with the requirement that all projects subject to minor exceptions as detailed in the assurance framework, will as a minimum, need to formally pass decision point 2 (case paper approval) and 5 (final cost approval) highlighted below, with the requirement to meet the intervening activities deemed on a project by project basis.



1.2 The Programme Appraisal Team (PAT) appraises all schemes at the decision points. The PAT consists of an independent panel of officers representing policy, legal, financial, assurance and delivery. The scheme promoters from our partner councils or partner delivery organisations attend the meeting to introduce the scheme and answer questions from the panel. The terms of reference for the PAT are contained within the Leeds City Region Assurance Framework.

Future assurance and approval route

1.3 The tables for each scheme in the main report outlines the proposed assurance process and corresponding approval route for the scheme. The assurance pathway sets out the decision points which the scheme must progress through and will reflect the scale and complexity of the scheme. The approval route indicates which committees or officers will make both a recommendation and approval of the scheme at each decision point. A delegated decision can only be made by the Managing Director if this has received prior approval from the Combined Authority.

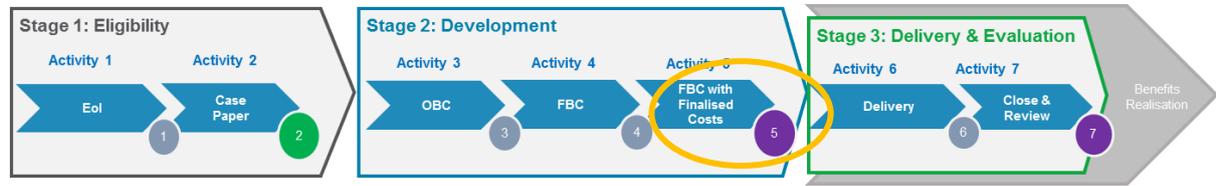
Tolerances

- 1.4 In order for the scheme to follow the assurance pathway and approval route that is proposed in this report, it should remain within the tolerances outlined for each scheme. If these tolerances are exceeded the scheme needs to return to Investment Committee and/or the Combined Authority for further consideration.

Section A: Business case summary - Bus Shelter Advertising Panel Lighting Conversion

Name of Scheme:	Bus Shelter Advertising Panel Lighting Conversion
PMO Scheme Code:	LTP-BUS-004a
Lead Organisation:	West Yorkshire Combined Authority
Senior Responsible Officer:	Neale Wallace
Lead Promoter Contact:	David Dufton
Case Officer:	John Buckle
Applicable Funding Stream(s) – Grant or Loan:	Local Transport Plan (LTP)
Growth Fund Priority Area (if applicable):	
Approvals to Date:	£700,000 within Local Transport Plan 2017-22 programme endorsed at Transport Committee 24 February 2017
Forecasted Full Approval Date (Decision Point 5):	November 2018
Forecasted Completion Date (Decision Point 6):	May 2019
Total Scheme Cost (£):	£282,726
WYCA Funding (£):	£282,726
Total other public sector investment (£):	None
Total other private sector investment (£):	None
Is this a standalone Project?	Yes
Is this a Programme?	No
Is this Project part of an agreed Programme?	Local Transport Plan Implementation Plan 3, 2017-2022

Current Assurance Process Activity:



Scheme Description:

In order to reduce the Combined Authority’s annual revenue costs for the supply of electricity to illuminate the advertising panels it is proposed to replace the existing T8 florescent lighting tubes and associated electrical installations with T8 LED lighting tubes. There are approximately 5300 tubes to replace in the 1719 advertisement panels at various locations throughout West Yorkshire.

The scheme will be developed, procured, implemented, contract managed, supervised, completed and reviewed by Combined Authority Facilities and Assets staff. External consultancy services will not be required.

Combined Authority funding of £282,726 will pay for 100% of the funding for this scheme. It will be spent on appointing a competent contractor (appointed in accordance with Combined Authority procurement rules and control of contractors / health and safety procedures) to undertake the works.

Business Case Summary:

Strategic Case	The scheme has a clear strategic fit to the Strategic Economic Plan and West Yorkshire Transport Strategy. The project will deliver against Strategic Priority 3 – Clean Energy and Environmental Resilience through a substantial annual reduction of CO2.
Commercial Case	Significant revenue savings will benefit the Transport Services directorate and the wider Combined Authority. In addition to benefits outlined in the Case Paper, more modern lighting will reduce the need for repairs.
Economic Case	Scheme will contribute to the delivery of SEP Indicator Environmental Sustainability, reducing CO2 emissions by around two thirds per annum.
Financial Case	£700,000 endorsed by Transport Committee in February 2017 for Bus Shelter Invest to Save.
Management Case	The Combined Authority is the scheme promoter and project oversight and management will be through existing resources within the Assets team.



Report to: Transport Committee

Date: 9 November 2018

Subject: **Budget Planning**

Director: Dave Pearson, Director, Transport Services
Angela Taylor Director. Resources

Author(s): Dave Pearson

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

1. Purpose of this report

- 1.1 To advise members of the Transport Committee on issues to be considered in the business planning process and revenue budget planning for 2019/20.

2. Information

- 2.1 On 11 October the Combined Authority was updated on the process to set the medium term financial strategy, business plan and the detailed budget for 2019/20. This work will develop the integrated budget and business plan proposals for 2019/20 and to set this within a longer term three year planning horizon. The Combined Authority will set the 2019/20 budget at its meeting in January 2019.
- 2.2 The initial budget proposal for 2019/20 is being put together assuming the continuation of the £1 million pa reduction in the Transport Levy. In preparing for the 2019/20 budget, the Budget Working Group is exploring where further savings can be made additional to the levy reduction plan.

- 2.3 This will require a reduction in spend on the services which are overseen by Transport Committee. This report sets out the approach to be taken in each of the major activity levels funded by the revenue budget.
- 2.4 A transformation programme is under way to ensure the transport services provided by the Combined Authority are both affordable within the reduced levy and are fully meeting changing customer expectations and the Combined Authority's inclusive growth agenda. The following sets out the financial imperatives in each of the key activity areas for the coming year.
- 2.5 **Support for Mobility/ Tendered Bus Services - current budget £18.7m** - the medium term financial strategy adopted in January 2018 plans to reduce this cost to £15.9m by 2020/21. This represents a 20% reduction in funding for mobility/ bus service support from 2017/18 levels. The Transport Committee adopted new policy guidelines in June 2019 which are now being applied to bring expenditure in line with the budget.
- 2.6 **Concessionary Fares – current budget £56.2 million** – this funding enables the free travel scheme for older and disabled people (ENCTS) and reduced fares for younger people. The £45million pa spend on the ENCTS scheme is determined by legislation and calculated using a methodology set by Department for Transport; the Combined Authority has limited discretion in this regard. The £10 million currently spent on cheaper bus fares for under 19s is discretionary and closely supports the Authority's inclusive growth objectives. Negotiations are ongoing with bus operators to extend the reach and value of this scheme without increasing spending above 2017/18 levels. The Combined Authority also funds the provision of half fare rail travel for ENCTS pass holders at a cost of £0.6 million, as these customers also have access to discounts through the national Railcard schemes, a review of the benefits of this concession is under way.
- 2.7 **Provision of Travel Information – currently budget £2million offset by £0.8 million contribution from transport operators** - this funds the provision of the Metroline contact centre, on line and real time information services (and associated data preparation), bus stop displays, printed maps and timetables. It is aimed to reduce the net cost to the Combined Authority of this activity by approximately 10% in 2018/19 and to review service provision establishing a new Travel Information Strategy which reflects the changing customer expectations in this regard. This review will also look at the balance of funding between the Combined Authority and operators with a view that enhanced service levels are funded by the industry. The strategy will support Authority's Business Plan which aims for 98% of travel information interactions/enquiries to be made on line to ensure a return on the Combined Authority's technology investment in this regard.
- 2.8 **Support To Multi Modal Ticketing – current cost £1.2 million offset by income of £0.8 million** the Combined Authority manages the sales and administration of the MCard scheme for which it receives 2.5% of the value of sales. An analysis of the costs of this activity would indicate that the CA is not recovering its full costs in this regard and a negotiation will be held with the West Yorkshire Ticketing Company to ensure the Combined Authority fully

recovers its costs. The Combined Authority provides Travel Centres a number of its bus stations and plans to increase the self – service offer at these sites to reduce costs and improve efficiency. This may require “spend to save” projects.

- 2.9 **Bus stations, stops, shelters and associated facilities – total cost £7.5 million offset by £4million income – net cost £3.5 million-** 53% of the cost of providing these facilities is offset by income from leasing retail units, advertising income and charges to bus operators. A programme of efficiencies and revenue generation has increased this proportion since 2016/17 including the introduction of charges for refurbished toilets and the provision of LED lighting. A target will be set to achieve 55% cost recovery in 2019/20.

3. Financial Implications

- 3.1 The objectives set out in the report are aimed at ensuring the cost of the transport services provided by the Combined Authority are in line with the revised Transport Levy.

4. Legal Implications

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

5. Staffing Implications

- 5.1 Whilst there are no staffing implications directly arising from this report, staff costs of the activities are within scope of the actions proposed.

6. External Consultees

- 6.1 No external consultations have been undertaken.

7. Recommendations

- 7.1 That Transport Committee endorse the approach to setting the 2019/20 revenue budget and medium term financial strategy as set out in this report.

8. Background Documents

- 8.1 No background documents are provided to this report.

9. Appendices

- 9.1 None.

This page is intentionally left blank



Report to: Transport Committee

Date: 9 November 2018

Subject: **Leeds City Region Transport Update**

Director: Dave Pearson, Director, Transport Services

Author(s): Various

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

Consultations

House of Commons Transport Select Committee Inquiries

2.1 The House of Commons Transport Select Committee launched two inquiries seeking written evidence in August 2018 into:

- the funding and governance of local roads in England
- ways of increasing active travel across England.

2.2 A response to the local roads call for evidence was developed by the West Yorkshire partner councils in their capacity as highways authorities with responsibilities for maintenance of highways assets. The evidence submitted included data on the number of compensation claims submitted to councils resulting from poor road conditions, showing how winter weather affects the number of claims and has reduced the resilience of the road network to extreme weather events.

- 2.3 As the financially accountable body for highways maintenance funding in West Yorkshire, support and input for the response from the Combined Authority was sought. A draft of the response was shared with Transport Committee members for comment via email before submission before the October deadline
- 2.4 A response to the active travel inquiry was developed by the Urban Transport Group on behalf of their members. The evidence addressed the different questions around the benefits and risks of active travel and how they are understood by the public and Government; recent trends in walking and cycling; the effectiveness of the Department for Transport (DfT) in setting the objectives and working with other departments that have relevant responsibilities; the balance of responsibilities between central Government and local bodies; and implementation of the Cycling and Walking Investment Strategy (CWIS) to date.
- 2.5 Input from Combined Authority officers was based on previous consultation responses submitted by the Combined Authority around active travel. A draft of the response was shared with Transport Committee members for comment via email before submission before deadline in October 2018.

Future Mobility Call for evidence

- 2.6 The future of mobility was identified as one of the Government's 'grand challenges' within its Industrial Strategy¹. The Combined Authority submitted a response to the Government's Future Mobility call for evidence on 10 September – Transport Committee Members were consulted via email before the response was submitted.
- 2.7 The consultation responses have not yet been published on the DfT website – full text of the Combined Authority's response can be provided on request.
- 2.8 Our response included providing evidence on several key areas:
- Emerging technologies;
 - The role of Government in addressing market failures as a result of emerging technologies and trends;
 - Areas which should be included in the government's regulatory review; and
 - The further actions which government should prioritise for resolving barriers to data sharing and protecting security.
- 2.9 The evidence submitted will help to inform the development of DfT's Future of Mobility Strategy which is due for publication before the end of 2018. We understand that there will be funding available associated with the future of mobility but it is not yet clear what form this will take.

New cycling offences: causing death or serious injury when cycling

¹ <https://www.gov.uk/government/topical-events/the-uks-industrial-strategy>

- 2.10 DfT has consulted on proposals for new cycling offences, of causing death or serious injury when cycling, and what the associated penalties might be. This follows the Cycling and Walking Safety Review, announced in September 2017 which included a report produced by an independent legal expert to determine whether the current applicable law continues to be adequate in cases where a cyclist has collided with a pedestrian and caused harm.
- 2.11 The consultation document sets out the proposals to bring cycling offences in line with driving offences, and includes a series of targeted questions, the most significant of which are:
- Our consultation proposes that there should be an offence of causing death by dangerous cycling. Do you agree with this proposal?
 - Do you think that there should be an offence of causing death by careless or inconsiderate cycling?
 - The consultation also proposes that there should be an offence of causing serious injury by dangerous cycling. Do you agree with this proposal?
 - This consultation proposes that there should be an offence of causing serious injury by careless or inconsiderate cycling. Do you agree with this proposal?
- 2.12 The document seems to provide little scope for general comments on the principles behind the proposal, including the severity of the issue and the prioritisation of legislative time and government resource to implement the proposal.
- 2.13 Cycling UK's response to the Cycling and Walking Safety Review notes that between 2007 and 2016, "98.9% of pedestrian fatalities and 95.6% of pedestrian serious injuries arising from collisions on a footway or verge involved a motor vehicle of some kind." This suggests that pedestrian fatalities or serious injury caused by collision with cyclists are marginal in terms of overall pedestrian casualties.
- 2.14 No response was submitted by the Combined Authority to the consultation on the basis that it seemed inappropriate to either support or object to a proposal for new laws that whilst harmonising cycling and driving offences, risks devoting legislative time and government resource to an issue that does not address the most significant cause of harm to pedestrians.

Rail issues

Calder Valley Line Upgrade

- 2.15 Network Rail recently completed upgrade work to the Calder Valley line between Hebden Bridge and Leeds via Halifax and Bradford Interchange. This is part of a programme to increase the capacity and capability of this route and follows completion of earlier work between Manchester Victoria and Hebden Bridge which increased line speeds as well as improving operational flexibility around Rochdale station.

- 2.16 Network Rail presented information on this project to Transport Committee on 12 January 2018, which has a total value of around £150million. The work in West Yorkshire has included:
- improving rail boundaries, drainage and other assets to ‘harden’ the route and improve resilience of the line;
 - line speed improvements between Hebden Bridge and Bradford Interchange;
 - remodelling of the track layout at Bradford Interchange and the junctions south of the station providing much greater flexibility by allowing parallel moves of trains into and out of the station;
 - resignalling between Hebden Bridge and Bradford Interchange, with more signals to allow significantly reduced ‘headways’ (the minimum distance between trains), together with renewal of existing signals between Bradford Interchange and west of Leeds; and
 - transfer of the control of signalling between Hebden Bridge and New Pudsey to the York Rail Operating Centre (ROC).
- 2.17 The work listed above was completed during a three-day closure of the railway on 20, 21, and 22 October 2018, when the new signalling was commissioned. This marked the completion of the track and signalling upgrades, whilst platform extensions are expected to continue until Christmas. The upgrade follows years of activity by the Combined Authority, Calderdale Council and City of Bradford Metropolitan Borough Council to make the case for service enhancements on this route.
- 2.18 There should be immediate benefits from completion of this project in terms of the reliability of the line, as there will be greater flexibility to recover from delays and accommodate more train moves around Bradford Interchange. This is important because the line is often one of the poorest for performance in West Yorkshire. Once timetables are recast in 2019, the line speed changes will enable a reduction in the journey time between Bradford Interchange and Manchester Victoria of 2 minutes, with potential further improvements when new trains are introduced with better acceleration. The work also facilitates the planned increase in services on the Calder Valley line from December 2019 (5 trains per hour), as well as the ability to better space out the mix of fast and stopping trains.
- 2.19 Improvements at Hebden Bridge station are also currently underway. This includes the installation of two 16-person lifts to provide step-free access to the existing subway, improvements to the station forecourt to improve access and an extension to the car park to provide an additional 46 spaces. The Combined Authority has facilitated funding for these works via the DfT Access for All Programme and the West Yorkshire plus Transport Fund respectively.
- 2.20 Both platforms at Hebden Bridge were also recently extended. Together with other platform extensions at stations on the Calder Valley route, this will allow the operation of 5-car trains. This is part of a wider programme of platform extensions are currently underway, as reported separately.

Platform extensions programme

- 2.21 Network Rail is committed to extending platforms at numerous locations around West Yorkshire in parallel with the franchise commitments from Northern and TransPennine Express to extend trains.
- 2.22 The work is phased according to when the extended platforms are expected to be required. Extensions at Marsden and Slaithwaite were completed in May 2018 to coincide with the commencement of TransPennine Express services at these stations.
- 2.23 Platform extensions are due for completion by December 2018 at the stations in the table below. At the time of writing work has started on site at all the locations, and are complete at Hebden Bridge.

Bradford Interchange	Brighouse	Cottingley
Deighton	Hebden Bridge	Mirfield
Morley	Mytholmroyd	Ravensthorpe
Sowerby Bridge	Todmorden	Walsden

- 2.24 Platform extensions are due for delivery early in 2019 at the stations in the table below.

Castleford	Featherstone	Knottingley
Normanton	Pontefract Monkhill	Pontefract Tanshelf
Streethouse	Woodsford	

- 2.25 Finally, the stations on the Penistone Line in the table below are programmed for platform extensions before the end of 2019.

Berry Brow	Brockholes	Honley
Lockwood	Shepley	

- 2.26 Platform extensions at some locations on the Trans-Pennine route via Huddersfield are being constructed as temporary structures pending confirmation of the scope of the TransPennine Route Upgrade (TRU) project. If TRU does not result in the alteration of these stations, then the platform extensions will be upgraded to a permanent fixture.
- 2.27 Some of the platform extensions are required as a result of the withdrawal of Pacer trains in 2019, which have particularly short car lengths. A three-car Pacer train is around the same length as a modern two-car diesel train; the increased capacity per vehicle is a further benefit of Pacer replacement. Whilst no Pacer trains have yet been withdrawn, it is understood that it still remains the case that all Pacers will be withdrawn by Northern by the end of 2019.

Additional capacity on the Wharfedale, Airedale and Leeds to Doncaster lines

- 2.28 Northern proposes the introduction of six-car electric trains (as pairs of new three-car trains) on some services on the Airedale and Wharfedale lines, which will be longer than the available platforms at several stations. No platform extensions are proposed to accommodate these longer trains. Instead, 'selective door opening' will be used in these situations. This could be particularly problematic in the evening peak when passengers returning home find themselves in the 'wrong' part of a crowded train. Officers have requested details of the operator's proposals for effective management of this arrangement to ensure the full benefit of the additional capacity is realised at busy times.
- 2.29 The existing four-car Class 333 electric trains are expected to continue to form many services on the Airedale and Wharfedale lines, together with Bradford – Shipley – Leeds services, as well as replacing older electric trains on the Leeds – Doncaster local services. Capacity was due to be increased on these lines by reconfiguring the seating in some carriages on the Class 333 trains into a 'metro' style with fewer seats and more standing space. This measure was intended to increase the total capacity per four-car train from 467 to 558 people, an increase of over 19%. It is understood that the original plan is no longer considered technically feasible due to constraints with the original design of these trains. Alternative options are being considered; this additional capacity remains an important franchise commitment.

Local transport issues

Local Cycling and Walking Infrastructure Plans (LCWIPs)

- 2.30 Development of Local Cycling and Walking Infrastructure Plans (LCWIPs) is underway following inception meetings held with each partner council, on production of Scoping and Background Reports for each individual LCWIP, which will detail the planned geographic scope of LCWIPs in West Yorkshire, the approach to stakeholder engagement, and the background data on current and planned provision, existing levels of cycling and walking as well as information about potential future demand and propensity.
- 2.31 Work carried out to date in conjunction with the consultants has indicated that the development of a comprehensive West Yorkshire LCWIP, with five constituent LCWIPs covering the urban and rural areas of the region, will involve a significant amount of resource and time to deliver. Some, but not all, of the work required to carry out the development of a comprehensive Network Plan that provides networks of suitable density and coverage for the whole of West Yorkshire. Development of a West Yorkshire and individual Partner Council LCWIPs is therefore expected to be delivered through several phases of work, and the current commission is proposed as a first phase of longer term development. Specific areas of focus have been identified for assessment through the LCWIP development process as part of this initial phase of work.

- 2.32 Partner councils have now commenced stakeholder engagement on development of individual LCWIPs for each partner council has commenced with cycle network planning workshops held with local stakeholders with interests in the areas of focus. Further events are planned to carry out walking audits with local stakeholders, assessing barriers on main walking routes into district and town/city centres.
- 2.33 Detailed analysis work will now be undertaken to assess the feedback from stakeholders through the targeted events, evidence on potential usage and demand and the characteristics of different cycle route options and walking interventions, to inform cycling and walking network maps for the areas of focus. Further feedback from stakeholders on these draft maps will then be sought.
- 2.34 A potential Transport Committee member working group on cycling has been proposed, which could potentially review progress on development of the LCWIP programme within West Yorkshire and issues identified to date.

Other walking and cycling issues

- 2.35 DfT has announced a change to the existing Plug In Car Grant scheme, which will include a £2 million fund which will contribute 20% of the purchase price up to a maximum grant of £1,000 per bike, regardless of the purchase price of the bike. Funding will be conditional on individual businesses following a code of cycle safety good practice.
- 2.36 This new fund will help to cut congestion and improve air quality, encouraging companies to replace older, polluting vans with a zero emission alternative to create a cleaner, greener future. Money will be split between larger fleets and smaller operators to ensure benefits are available to and spread between all sizes of business.
- 2.37 Through existing engagement with businesses as part of the CityConnect Bike Friendly Business programme, the Combined Authority will raise awareness of the opportunity for businesses and organisations that could make use of e-cargo bikes as an alternative to more polluting vehicles for local deliveries, reducing operational costs.
- 2.38 DfT has also announced a review of the Highway Code with regards to the way road users should behave in relation to pedestrians and cyclists, as part of its ambition to drive down unnecessary deaths. There are indications that the review could consider measures including changes to confirm priority for pedestrians and cyclists going straight ahead against traffic turning across side roads; introduction of a proposed “dutch reach” to ensure motorists look over their shoulder for passing traffic before opening car doors; and providing clearer guidance on the appropriate clearance for motorists to give cyclists when overtaking. These issues reflect some of the concerns raised in responses to the government’s Cycling and Walking Safety Review, including that submitted by the Combined Authority.

Connecting Leeds Update

- 2.39 The Leeds Public Transport Investment Programme, Connecting Leeds is making progress in a number of key areas. Following significant public consultation from June to August the Programme is looking to deliver a number of small scale early improvements for bus passengers, cyclists and pedestrians on the first phase of the corridors.
- 2.40 The detailed design and procurement is in progress for a number of schemes. In September and October further consultation took place on the A61 North and in November it is expected that consultation on the A647 will be revisited.
- 2.41 Both Stourton park and ride and the extension to Elland Road park and ride have been submitted for planning approval. Consultation and public engagement has taken place on Thorpe Park and White Rose stations with an overall positive response.
- 2.42 Alongside the bus and rail infrastructure packages a number of other activities are underway including:
- Real time -roll out of new real time screens in bus shelters is due to start shortly and is expected to be completed by March 2019. This is being delivered alongside the wider programme to upgrade real time displays in bus shelters across West Yorkshire
 - Leeds Bus Station -a review of Leeds bus station is underway. This is considering the capacity requirements and maximising opportunities to enhance the customer experience
 - New buses -First are expected to roll out the next wave of new buses in autumn on York Road, Hunslet Road, Dewsbury Road and in Roundhay.

Funding issues

Highways England Designated Funds

- 2.43 Highways England (HE) recently met with Combined Authority officers to discuss their Designated Funds (DF) programme. Designated Funds are being delivered across Road Investment Strategy (RIS) period 1 fund period up to 19/20.
- 2.44 For the RIS 1 period the Fund is allocated across 5 pots addressing a range of issues that are located on, or related to the Strategic Road Network (i.e. Motorways and A1). The five pots and indicative national allocations for RIS 1 are:
- **Environment** £225m
 - **Cycling, Safety and integration** £175m
 - **Air Quality** £75m
 - **Innovation** £120m
 - **Growth and Housing** £80m

- 2.45 Designated Funds is expected to continue under RIS 2 although the scope and scale of funding is at this stage not clear. Locally Highways England are however beginning to consider potential pipeline projects for RIS2.
- 2.46 Potential Designated Funds activities or schemes include cycling, safety and integration improvements but also schemes to mitigate the impact of the SRN on the surrounding environment (noise, carbon impacts, flooding, water quality, landscape, cultural heritage and biodiversity).
- 2.47 The RIS 1 funds have proven to be challenging for partners to access and for Highways England to spend. There now appears to be an opportunity to access a limited unallocated pot from RIS 1 which must be spent in 2 years (18/19 and 19/20).
- 2.48 Combined Authority and council partner officers are continuing to work collaboratively with Highways England to identify potential schemes. This includes working with partners such as the Environment Agency, Sustrans and Yorkshire Water. Work to date has focused on identifying short term, deliverable opportunities for RIS 1 (2018-20) but also to look at a longer term view for RIS 2 (2020-25) by developing the pipeline of potential integrated schemes based on known issues and opportunities.
- 2.49 Based on work completed to date the emerging potential opportunities for RIS 1 appear to be focused on schemes relating to the flood mitigation and cycling elements of the Fund. If any of these potential RIS 1 schemes develop past the pre-feasibility stage a further update will be provided prior to any formal submission.

EU Interreg funding bid

- 2.50 The Combined Authority is developing its approach to the Future of Mobility as part of developing Inclusive Growth Corridors, including a better understanding of the potential role of autonomous transport in supporting the inclusive growth agenda in the Leeds City Region. To help advance this work Combined Authority has made an application to the European Regional Development Fund - North Sea Region 'Interreg' Programme as part of a consortium proposal to consider potential impacts and benefits of autonomous vehicles on highways and transport systems.
- 2.51 The consortium proposal is being led by the City of Bremen and includes seventeen academic partners and regional bodies from across the North Sea Region. Autonomous vehicles have the potential to improve accessibility and deliver new efficient transport models, but there are also potential impacts around highway design, safety and commercialisation which are less understood. This consortium project is proposed to undertake collaborative research, knowledge sharing and test policy ideas for regions to help govern autonomous vehicles whilst ensuring benefits are realised.

- 2.52 The Combined Authority is proposing to work in partnership with the University of Leeds to test potential impacts through transport modelling and simulation. The outcome of this bid is expected by December 2018. If successful the project will commence in March 2019 and be delivered over a 3 year period to February 2022. The Combined Authority has a track record of being involved in several collaborative European funded projects that consider mechanisms to improve the development of policy, test new approaches to transport planning and understand new approaches to engagement and consultation.

Strategic transport and planning issues

Statement of Common Ground

- 2.53 The Ministry of Housing, Communities and Local Government (MHCLG) requires that a Statement of Common Ground (SoCG) has to be produced to support more effective joint working where planning issues need to be addressed by more than one local planning authority.
- 2.54 The first Leeds City Region SoCG will be presented to the Place Panel on 24th October. With respect to Transport the parties agree to:
- support the delivery of objectives and targets in the emerging Transport for the North Strategic Transport Plan; West Yorkshire Transport Strategy 2040; North Yorkshire Local Transport Plan (2016-2045), Leeds City Region HS2 Growth Strategy (2018), West Yorkshire Low Emissions Strategy (2016 – 2021) emerging Sheffield City Region Transport Strategy (2018-2040), emerging West Yorkshire Rail Strategy (2018) and emerging Leeds City Region Connectivity Strategy.
 - support the safeguarding and delivery of critical strategic routes and collaborate across boundaries (including beyond the Leeds City Region) to make best use of inter-regional road, rail and water transport networks including for the purposes of freight movements and to enable use of the most sustainable modes.
 - plan for significant transport infrastructure in the Leeds City Region.
 - align funding opportunities to deliver strategic growth objectives to ensure that development plans are deliverable; with a particular focus on Spatial Priority Areas as identified in the Leeds City Region SEP and where significant growth is identified in emerging local plans.
 - maintain support for strategic transport infrastructure that directly underpins housing and employment growth, particularly where this enables allocations to be fully developed contributing to the supply of new homes and/or jobs.

Leeds City Region Planning Review

- 2.55 The Planning Review concluded in September 2015 agreed 36 recommendations. These recommendations were endorsed by Planning Portfolios Board and approved by the Combined Authority.
- 2.56 The recommendations agreed in 2015 have now been updated to reflect changing governance arrangements and to reflect progress made relating to cross-boundary working since 2015. The changes will be presented to the Place Panel on 24th October.

Planning Review Key Changes

- 2.57 There are now 35 recommendations, reduced from 36 that were approved by the Combined Authority in September 2015. The following recommendations have been removed:
- Further consideration be given with local authority partners to the opportunities and benefits of more formalised arrangements e.g. West Yorkshire Combined Authority becoming a statutory consultee on major planning applications. – **This is no longer being progressed**
 - West Yorkshire Combined Authority officers will ensure internal processes are in place to coordinate and align planning application responses across economic and transport, as required. – **This is now established with joint planning application and local plan consultation responses**
 - Keep under review the Leeds City Region Interim Strategy Statement (2011). – **this has been superseded by the Statement of Common Ground / Statement of Cooperation work**
- 2.58 Three recommendations have been amended significantly (relating to the Statement of Common Ground and Infrastructure Investment Framework):
- 2) The West Yorkshire Combined Authority and the LEP to apply the high level principles of the emerging Statement of Common Ground and Statement of Cooperation in preparing strategic plans.
 - 28) A commitment by all partner councils to the use of the Leeds City Region Infrastructure Map (online tool) and to keep the data layers up to date, to be coordinated by the West Yorkshire Combined Authority. This tool illustrates the alignment between Local Plan employment and housing growth opportunities and committed infrastructure investments.
 - 29) To continue to prepare sub-regional, non-statutory, joint evidence and strategies that reflect emerging local plans across the city region (for example the Leeds City Region Connectivity Study and joint work on infrastructure planning).

2.59 Two recommendations have been added (in response to the Heads of Planning feedback):

- 30) The West Yorkshire Combined Authority will work with partner councils to ensure alignment of Local Plan spatial priorities with strategic spatial priorities and strategic infrastructure investment decisions.
- 31) The West Yorkshire Combined Authority will review the existing processes in place including the Assurance Framework to identify any issues and opportunities in achieving greater alignment between development management approvals and the funding of strategic transport infrastructure (including consideration of the timely funding of required infrastructure).

Transport for the North

2.60 Transport for the North (TfN) are in the process of revising their Draft Strategic Transport Plan (STP) following their consultation exercise held earlier this year. The STP when published will be TfN's flagship policy document setting out its plans for investment in strategic transport in the north in the 30 year period up to 2050. TfN are working towards December 2018 publication of their finalised STP.

2.61 The Combined Authority is seeking to ensure that the STP aligns with and will help deliver the policies and plans set out in the Combined Authority's policy framework and particularly help to maximise opportunities arising from the Leeds City Region Growth Strategy and the Connectivity Study work currently underway, as well as helping to deliver the local growth and regeneration aspirations identified in District Local Plans.

2.62 The finalised STP will be required to be agreed by all of the constituent partners to TfN which includes the Combined Authority. The Combined Authority provided a response to TfN's STP consultation, with the Transport Committee meeting of 16 March 2018 agreeing the key principles of that response. It is proposed to share the revised draft of the STP to Transport Committee Members prior to agreement, to ensure that those principles have been satisfactorily addressed.

2.63 TfN will also be producing an initial Long Term Investment Programme (LTIP) to sit alongside the policy statements of the STP, to provide details of the interventions for road, rail and integrated ticketing that are proposed to be delivered to realise the STP and partners plans for transformational growth, and provide the funding proposition to government. The current expectation is that publication of the LTIP will coincide with the launch of the final STP in March 2019. The LTIP will be informed by the technical work from the Strategic Corridor Development Plans that are currently being undertaken by TfN. The Combined Authority has been providing inputs to these studies and awaits confirmation of the proposed interventions within West Yorkshire and the City Region that will be included in TfN's Investment Programme.

HS2

- 2.64 HS2 has recently published a working draft Environmental Statement and Equality Impact Assessment Report. The Environmental Statement describes the likely environmental impacts of building and operating Phase 2b of HS2 (between the West Midlands and Leeds). It also proposes ways to avoid, reduce, mitigate and monitor the effects. The working draft Equality Impact Assessment Report considers the potential effects of building and operating the railway on groups protected by the Equality Act (2010).
- 2.65 Both reports are open for consultation and HS2 are holding a series of drop in events in Crofton, Garforth, Oulton, Hemsworth and Leeds City Centre to support this. It is envisaged that the local planning authority will be responsible for the majority of the issues raised in the reports. It is proposed to share a potential Combined Authority response to Transport Committee members on the consultation prior to the final closing date for responses which is Friday 21 December 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

None.

This page is intentionally left blank



Report to: Transport Committee

Date: 9 November 2018

Subject: **Summary of Transport Schemes**

Director: Melanie Corcoran, Director of Delivery

Author(s): Craig Taylor / 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 5 September 2018.

2 Information

- 2.1 The recommendations for projects that were made by Investment Committee meeting in September 2018, were approved at the West Yorkshire Combined Authority (the Combined Authority) meeting on 11 October 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 5 September 2018. Further information including locations maps where applicable for each project can be found on the Combined Authority's website <https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CId=156&MId=735&Ver=4>

Capital spend and project approvals

Calderdale multi-modal transport model

- 2.3 A new Multi-Modal Transport Model for Calderdale which will incorporate variable demand, a highways model and public transport models to support the development, appraisal, delivery and evaluation of Calderdale's West Yorkshire plus Transport Fund programme.

Corridor Improvement Programme Phase 1 – A62 Smart Corridor, Kirklees

- 2.4 This scheme forms part of Phase 1 of the Corridor Improvement Programme (CIP). The CIP is a programme of low and medium cost highway interventions on strategic highway corridors on the Key Route Network (KRN).

Glasshoughton southern link road, Wakefield

- 2.5 The Glasshoughton southern link road (GSLR) scheme is the provision of a 7.3 meter wide single carriageway road with footways and a segregated cycle route and provide an alternative route around the leisure and retail area and will therefore reduce congestion and increase accessibility.

Leeds New Station Street improvements

- 2.6 To improve the environment for pedestrians on New Station Street and around the entrance to the main concourse of Leeds Station.

Rail Park & Ride Programme phase 1 - Hebden Bridge

- 2.7 A project that will improve access to the main urban centres and deliver an increase in car parking capacity at Hebden Bridge Rail Station.

Door to door transport digital hub, Leeds

- 2.8 A project that will provide information and access to door to door transport in Leeds, focusing on providing information to older and disabled residents and their carers.

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 None.

This page is intentionally left blank