

TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY, 15 MAY 2020
AS A REMOTE MEETING - TO BE LIVESTREAMED HERE:
[HTTPS://WWW.YOUTUBE.COM/CHANNEL/UCAZJNSGPQZZT41VIBN2
ZK9A/LIVE](https://www.youtube.com/channel/UCAZJNSGPQZZT41VIBN2ZK9A/LIVE) (COPY AND PASTE THE LINK IN YOUR BROWSER).**

A G E N D A

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

A handwritten signature in black ink, consisting of the letters 'BSM' in a stylized, cursive font. A horizontal line is drawn underneath the signature, extending to the right.

**Managing Director
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON FRIDAY, 13 MARCH 2020 AT COMMITTEE ROOM A,
WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

Present:

Councillor Kim Groves (Chair)	Leeds City Council
Councillor Manisha Kaushik (Deputy Chair)	Kirklees
Councillor Martyn Bolt (Leader of the Opposition)	Kirklees Council
Councillor Neil Buckley	Leeds City Council
Councillor Peter Caffrey	Calderdale Council
Councillor Peter Carlill	Leeds City Council
Councillor Colin Campbell	Leeds City Council
Councillor Andy D'Agorne	York Council
Councillor Michael Ellis	Bradford Council
Councillor Sinead Engel	Bradford Council
Councillor James Homewood	Kirklees Council
Councillor Hassan Khan	Bradford Council
Professor Simon Pringle	Project Rome
Mark Roberts	Beer Hawk Ltd
Councillor Taj Salam	Bradford Council
Councillor Kevin Swift	Wakefield Council

In attendance:

Matt Rice	Network Rail
Hywel Rees	Leeds Bradford Airport
Councillor Lisa Mulherin	Leeds City Council
Councillor Jane Scullion	Calderdale Council
Ben Still	West Yorkshire Combined Authority
Dave Pearson	West Yorkshire Combined Authority
Liz Hunter	West Yorkshire Combined Authority
Ben Kearns	West Yorkshire Combined Authority

55. Apologies for absence

Apologies for absence were received from Councillor Sutherland and Councillor Hepworth.

56. Declarations of disclosable pecuniary interests

Councillor Ellis and Councillor Scullion declared that they were members of the Yorkshire Regional Flood and Coastal Committee.

57. 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 1 to Agenda Item 9 on the grounds that they are likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information and for the reasons set out in the report that in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

58. Minutes of the meeting of the Transport Committee held on 10 January

Resolved: That the minutes of the Transport Committee held on 15 January be approved.

59. Covid-19

Members were informed of the contingency plans for the Transport Committee regarding Covid-19. The Chair proposed the cancellation of the District Consultation Sub-Committees as a precaution. Members discussed whether this step was necessary given that the turnout of the DCSCs was usually relatively low and would not pose a risk at the current time.

Members put the matter to a vote and result was as follows:

For: 8

Against: 3

In addition, members were also consulted on plans for business continuity and delegations to the Managing Director in consultation with the Chair of Transport Committee and members in the event that the Transport Committee was unable to convene at its next meeting on the 15 May. Members also asked if there was scope to use videoconferencing to hold the formal meetings. It was noted that current legislation required formal committees to meet in person but should this change then the Combined Authority would seek to make use of technology to continue Committee business.

Resolved:

- (i) That the District Consultation Sub-Committees be cancelled.

- (ii) That the following delegation be exercised should there be disruption/cancellation of Transport Committee meetings during the Coronavirus situation:
 - (a) To delegate authority to the Managing Director and Directors of the Combined Authority to take any action and decisions as they consider to be necessary, which would ordinarily fall to be taken by the Transport Committee to ensure the timely progress of the business of the Committee.
 - (b) This is subject to consultation with the Chair and Deputy Chair of Transport Committee, and in consultation with members of the Committee (via appropriate communication channels).

60. Rail Connectivity Vision and Rail Update

The Committee considered a report which provided an update on rail matters. Matt Rice, Route Director North and east for Network Rail was in attendance and provided a verbal update which included:

- That there had been a revenue downturn due to Covid-19 and Matt Rice set out Network Rail's approach to ensure business continuity during the pandemic.
- Problems with capacity – delays caused by overcrowding and boarding / alighting
- The importance of signallers and Network Rail's plan to recruit more. It was noted that while technology can assist in many aspects of the rail industry there was no replacement for more signallers.
- Leeds Station – recognised the difficulties associated with the station and will be looking to hire 60 new members of staff.
- Recognised the importance of the new trains to improve passenger experiences.
- A call for leadership and co-ordination from all parties involved in the rail industry.
- Members asked about the possibility of locating a station in East Leeds around Marsh Lane. Network Rail indicated that it was not an option which they were considering but officers from the Combined Authority could consider a business case.

Resolved:

- (i) That the presentation from Matt Rice be noted
- (ii) That the progress being made in developing a new rail strategy for West Yorkshire, in advance of the Rail Vision Workshop, be noted.
- (iii) That the updates on HS2, the Restoring Your Railway Fund, the Northern franchise, Northern pacer retention and the Accessibility Fund 2020 be noted.

61. Devolution Update

The Transport Committee was provided with a verbal update on the recently announced West Yorkshire Devolution deal. The deal was subject to agreement from each local authority at full council in September.

The deal required a mayoral election in May 2021 and would provide £1.8 billion over 30 years as well as additional decision making powers. Of particular note for members of the Transport Committee were powers regarding key route networks and bus franchising as well as the £317 million for the Transforming Cities Fund.

Resolved: That the update be noted.

62. Aviation Update

Members were provided with a presentation from Hywel Rees from Leeds Bradford Airport.

The presentation outlined the following points:

- That Leeds was the fourth largest metropolitan district yet had the fifteenth largest airport.
- That the Leeds Bradford Airport building was designed in 1965 and provided a poor passenger experience and presented a challenge for operators.
- The aim for the new terminal building to be environmentally friendly and achieve Breeam excellence.
- That the building would be designed so it is easy to access via public transport.
- Look at options for new technology in decarbonising aviation such as battery power, biofuel, hydrogen.

Members raised the following points:

- Members asked what new technologies were forthcoming to enable the aviation industry to decrease its emissions. It was noted that in other modes of transport the technology needed to decarbonise was closer in view compared to the aviation industry.
- Actions which the airport could take to address this– for instance, encourage operators, advance research and development and set targets.
- As other sectors decarbonised aviation would constitute a larger proportion of the region's emissions.
- That the airport's expansion aimed to help it reach its consented capacity which would mean more passengers and more flights and increased emissions.

Resolved: That Transport Committee thanks Hywel Rees for his presentation.

63. Zero Emissions Transport Update

The Committee considered a report which provided an update on the Zero Emissions Transport Working Group and the ongoing work to decarbonise transport.

Members heard the progress of the working group to date in overseeing various pathways for the decarbonisation of transport including the underlying assumptions of the work, the engagement strategy, and the emerging findings.

Resolved:

- (i) That the contents of the submitted report, and the emerging findings of the work, be noted.
- (ii) That the engagement plan to ensure partner councils and stakeholders are engaged in co-designing the preferred pathways, roadmap and delivery action plans be noted.

64. Concessionary Bus Travel for Under 19's

The Committee considered a report which proposed steps to amend the Concessionary Fare Scheme to create an affordable fare for under 19s and encourages additional bus journeys.

It was proposed that the maximum fare for under 19s would be £1.20 with different price points for journeys below the maximum would be modelled and an Equality Impact Assessment would be undertaken. The findings from that exercise would be brought to the Transport Committee at its next meeting in May.

Other aspects of the proposals included a relaxation of proof of age requirements so that drivers only need ask for proof of age when the customers looks older than 19.

Resolved:

- (i) That the development of a Fare Deal for Young People as set out in this report be endorsed.
- (ii) That, under the current Concessionary Travel Scheme, people of eligible age should not be required to prove their age to obtain a concessionary fare unless the bus driver suspects the customer is older than their 19th birthday.
- (iii) That a revised Concessionary Travel Scheme be presented for consideration by Transport Committee in May 2020.

65. Bus Strategy Update

Members considered a report which set out the process and sought approval for the approach to the Department for Transport announcement of Better Deal for Bus Users Funding which included the Super Bus Fund and Electric Towns Fund.

The submitted report set out the approach for an expression of interest and outlined a list of possible bus service enhancements developed in consultation with officers across the districts.

Members gave their approval to the expression of interest and mentioned specific interventions such as services in north Kirklees, and a Keighley to Halifax service via Denholm. Members also inquired if the funding could be used to reintroduce frequency of bus where services had been cut to hourly. Members noted that officers would look at the feasibility of these interventions but that there would not be enough funding to reintroduce frequency of services.

Resolved:

- (i)** That the submission of an Expression of Interest to the Department for Transport Supported Bus Services Funding based upon the approach outlined in this report be approved.
- (ii)** That, in consultation with the Chair of the Transport Committee, bids are submitted to the Super Bus and All-Electric Town Funds based upon the approach outlined in this report.
- (iii)** That the continued progress of the West Yorkshire Bus Alliance be endorsed.
- (iv)** That the current position regarding the potential sale of First West Yorkshire and the work in progress to understand the requirements for delivering bus services in West Yorkshire through a franchising model be noted.

66. Mass Transit

The Committee considered a report which provided an update on Leeds City Region Mass Transit.

The Committee noted the market testing work and that the views of the industry would help the Combined Authority develop an advanced urban transit system.

Resolved:

- (i) That the emerging conclusions from the advanced urban market testing be noted.
- (ii) That the endorsement of further preparatory works by the Combined authority be noted.

67. Public Transport Performance Update

The Committee received an update on recent bus and rail performance.

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

68. Leeds City Region Transport Update

Members considered a report which provided an update on Leeds City Region Transport issues.

Resolved: That the report be noted.

69. Summary of Transport Schemes

The Committee considered a report which provided an update on the transport related schemes approved by the Investment Committee at its meetings on 9 January and 5 February.

Resolved: That the report be noted.

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Report to: Transport Committee

Date: 15 May 2020

Subject: **COVID – 19: Current Status of the Transport Network**

Director: Dave Pearson, Director, Transport Services

Author(s): Bus Dave Pearson Rail Richard Crabtree

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 overview of the current status of the transport network for Bus and Rail during the period of the COVID 19 emergency and actions taken in this regard.
- 1.2. To review the emergency delegation arrangements agreed at the meeting of 13 March 2020

2. Information

Bus

- 2.1. Since government advice was issued on 16 March advising members of the public to avoid unnecessary travel, bus services have seen a dramatic decline in passenger numbers. In response to a decreasing number of customers, the number of commercial services running has therefore reduced accordingly, with bus operators generally running Sunday timetables, with an expanded service at peak times and on the busiest routes. To enable older people attend early morning shopping provision, the ENCTS free bus pass was temporarily extended to enable use before 0930 on weekdays for the period of the lockdown.

- 2.2. On 30 March, the timings of these services were revised further in order to run a targeted 'key worker' timetable, taking into consideration feedback from members and the public. Where peak-time buses are becoming busy, operators are doubling up on service provision, in order to facilitate social distancing. Operators are working together to ensure that their timetables complement each other so services are not duplicated or removed completely. Tendered services, have also been reduced, refined or suspended in line with the requirement to support journeys for key workers. Currently approx. 50% of bus mileage is in operation.
- 2.3. Patronage and service levels will continue to be monitored regularly. At the time of writing ridership is around 15% of typical levels and had been growing slowly in April. The use of free bus passes by older/ disabled people is at around 10% of regular levels. The West Yorkshire Bus Alliance has established a arrangements to enable the Combined Authority and operators to communicate the latest updates and make decisions collaboratively.
- 2.4. The Combined Authority's bus stations have remained open during this period with revised management arrangements to promote social distancing. Travel Centres in bus stations were closed on 26 March following the new arrangements to close non essential retail activity. At the time of writing usage was at 10% of usual levels increasing slightly in April in line with bus use
- 2.5. AccessBus services were reduced to supporting essential shopping trips from 16 March. Contact was made customers to establish whether they were able to access shopping deliveries by family, friends or community services. This resulted a gradual reduction of the service to a complete closure from 10 April. The buses and drivers have been made available to the NHS and communities.
- 2.6. The sudden loss of fare revenue has had a major impact on Local Transport Authorities and the bus sector nationwide the following has been initiated to support the sector from March to June;
- Continued payment of the Bus Service Operators Grant to bus operators for commercial services and to local authorities for tendered services at the rate operating prior to the pandemic.
 - Government has also asked Local Transport Authorities to maintain concessionary fare and tendered bus service payments to bus operators at the value that was being paid immediately before the emergency. A briefing paper was circulated to the Committee on 7 April setting out how this decision has been made. This provides c£6 million per month
 - On 3 April the Government announced an emergency Covid-19 Bus Service Support Grant which provides bus operators and the Combined Authority with short term supplementary funding. The Combined Authority will receive an additional £0.77 million over a 12 week period

which will assist in funding the shortfall in fares revenue on bus contracts where the CA takes the revenue risk

- Local Transport Authorities awarded additional funds for bus services in the Better Deal For Bus Users programme reported to the previous meeting of the Committee are able to utilise this funding to support bus services during the emergency and the ensuing recovery period. The Combined Authority was awarded £1.086 million from this fund which will assist in the process of reinstating the network.
- 2.7. The funding made available is to support the provision of a bus service for key workers and essential journeys during the period of the emergency. The Combined Authority attached conditions to the continuation funding it has provided and Government has set conditions for the COVID-19 Bus Service Support Grant which, in addition to securing the key worker network, require an “open book” approach to all public funds paid to bus operators during this period.
- 2.8. At the time of writing, discussions were in progress with Department for Transport regarding funding for bus services beyond June. Acting through the Urban Transport Group, the Leaders and Elected Mayors of the City Regions have written to the Secretary of State to ensure all public sector funding is managed by Local Transport Authorities including West Yorkshire Combined Authority. A verbal update will be provided to the meeting.
- 2.9. The following arrangements have been made to protect bus passengers and staff;
- Cleaning / hygiene- higher standard of cleaning especially touchpoints , drivers issued with hand sanitiser
 - Driver protection/ PPE – bus companies that didn’t have “assault screens” have been fitting them and are sealing where necessary to reduce air flow. Some companies are giving drivers gloves, masks not being used by bus drivers, cleaners in bus stations are wearing masks
 - Social Distancing –signs / floor markings etc to promote. Duplicate buses put on busy trips. In the absence of more definitive guidance maximum 50% of bus capacity has been the measure used.
 - Cash – promoting contactless payment but have not withdrawn cash due to concerns about social exclusion implications of this. Nationally Arriva introduced exact fare.
- 2.10. At the time of writing, consideration was being given to the next phase of the COVID-19 emergency as some “lockdown” restrictions are relaxed and more people travel. This presents a number of challenges for bus services;
- Social distancing – maintaining two metres distancing will reduce the capacity of a bus to around 20% and will present difficulties in managing bus stations, interchanges and busy bus stops.
 - Funding – the additional costs of any service higher frequency will not be met by the additional fare revenue. The current public sector funding

arrangement ends in June and a further public funding will be needed to maintain and increase service levels

- Network – ensure the services are meeting the requirements of the economy and the population as they adapt to a phased return to work and new travel habits
- Customer confidence – people may be reluctant to use public transport due to the proximity with other travellers. A high level of confidence in social distancing and hygiene provisions will need to be fostered

Rail

- 2.11. In response to the threat posed by the COVID-19 outbreak and national advice on social distancing, demand for rail services dropped significantly. During April the industry reported around 95% reduction in demand on local services compared to normal, with even fewer people making long-distance trips. The busiest trains have tended to be on lines that are normally busy for commuters such as Skipton to Leeds, where up to 50 passengers per service have been observed. However, single figures of passengers per train has been more typical. Data from Leeds station shows some of the most marked declines in use have been on Saturdays and Sundays, with virtually no travel for leisure and retail purposes. Rail demand has remained flat throughout 'lockdown', with only a very marginal increase in use evident in early May.
- 2.12. A number of rail staff have had to self-isolate or are vulnerable, which has reduced the ability to operate services. In response to these issues, rail services across the region were significantly reduced from week commencing 24 March with the aim of protecting the resilience of the services needed for essential use and key workers. Train operators have worked closely together to ensure that services continue to cover as much of the network as possible whilst enabling freight operators to continue critical supply chains.
- 2.13. At the time of writing Northern is currently operating approximately 50% of its normal services and TransPennine Express (TPE) 40%. In general, in this region, every line on Northern's network has at least one train per hour on weekdays (every other hour on Sundays), stopping at all stations, and more where services overlap. Services on the Harrogate Line were stepped up to half-hourly in April to help serve the new Nightingale Hospital based in Harrogate Conference Centre. Trans-Pennine is running hourly fast services from Leeds over the Pennines to Liverpool and York, plus stopping trains towards Huddersfield and Manchester; both TPE and Northern are operating between Leeds and Selby/Hull.
- 2.14. Cross-Country trains are also running hourly on their Scotland – York – Leeds – Wakefield – Sheffield – South West route. LNER's London trains have been cut to generally one every other hour, running only from Leeds. Grand Central suspended all services from 3 April, having initially run a reduced service. Its trains provide Bradford – Halifax – Wakefield – London services. First trains generally run between 06:00-07:00 and last trains between 21:00-22:00.

- 2.15. Services continue to be reviewed and adjusted based on the outputs from consultations between the main train operators, the Rail North Partnership and officers through the North of England Contingency Group which have a call on weekly basis. In addition, Transport Focus (watchdog for Transport users) is carrying out a piece of work nationally to survey rail usage patterns and to seek feedback on rail journeys. Information of key worker trips is also being collected by Metroline and used to inform these discussions. Attention on Contingency Group calls and in engagement with the industry is now turning to how services are stepped up and how this is effectively managed and co-ordinated in the context of emerging national advice.
- 2.16. Data indicates, as would be expected with a greatly reduced service and fewer passengers, punctuality levels are good with PPM (Passenger Performance Measure) figures well in excess of 90%. It is notable that despite an increase in trespass incidents, for example, the impact on services is much reduced when fewer trains are running. Another clear lesson is that normal timetables do not allow sufficient time at stations for passengers to get on and off trains (dwell times) during busy periods.
- 2.17. Where possible train capacity is provided to meet demand and to provide space to allow for social distancing; daily passenger counts are being carried out by conductors to monitor this. Open counter ticket offices have been closed but those with windows remain open with amended rosters to comply with social distancing. Passengers needing tickets have been asked wherever possible to use cards, not cash. Social isolation markings at stations have been introduced where required and waiting rooms are closed. Catering on trains has also been suspended.
- 2.18. Many staff at Northern have transferred to the cleaning teams to provide enhanced touch point cleaning on trains and stations, including ticket machines. Penalty Fares are in operation for TPE but for Northern Rail they have been suspended. Gate lines remain in use to minimise anti-social behaviour and non-essential travel; social distancing measures have been applied.
- 2.19. The Communications and Marketing team have implemented a Coronavirus campaign focused on conveying the key messages of discouraging the use of public transport unless necessary; social distancing while travelling; checking travel information; paying by contactless where possible and washing hands before and after travel. These messages are being conveyed via a range of channels including the media, social media, targeted online advertising, posters in bus and rail stations, digital screens, real-time displays, and video screens.
- 2.20. The Department for Transport has suspended normal franchise agreements with all revenue and cost risk moving to the government for an initial 6 months to September 2020. Train operators continue to run services day to day for a predetermined management fee. This has ensured that trains necessary for key workers and essential travel continue to operate. Anyone who has an advance ticket can refund it free of charge and all-season ticket holders can

claim a refund for time unused on their tickets (this can be carried out remotely so passengers are advised they must not go in into ticket offices to carry this out). Train operators are also accepting tickets for each other's services for necessary journeys.

- 2.21. The constraints on operator resources, as well as the difficulty of maintaining social distancing in the confines of an enclosed train cab has delayed driver training. The main impacts of this are:
- LNER has not been able to complete driver training for the route between Leeds and Huddersfield, which will delay introduction of the new daily service from Huddersfield and Dewsbury to London and return. This was due from the May timetable change. The service will be introduced at a later stage when possible.
 - Driver training at Northern and TransPennine Express on new trains has been delayed. This will have knock-on impacts later in the year against original plans for the introduction of new trains. There has also been a marginal impact on delivery of Northern's new trains.
- 2.22. Work is ongoing to evaluate and respond to the risk associated with a return to increased service levels but there are number of challenges to overcome. Both TPE and Northern are working to try and preserve route and traction knowledge, in some cases using diversionary routes. For Northern especially this is challenging with significant numbers of drivers and conductors off for several weeks at a time. The ongoing situation will continue to be monitored closely by officers.
- 2.23. In the medium term there are several impacts resulting from the transfer of the industry to Emergency Measures Agreements, which means that requirements under franchise agreements are suspended. The implications of this are considered further at Item 6.

Travel information and payment

- 2.24 Alongside the reduction in patronage on public transport, there has been a significant reduction in levels of MCard sales since the lockdown phase was announced. Customers are still able to purchase MCard products via the MCard app, at ticket vending machines and on buses. Many operators are encouraging the use of contactless and exact cash fare as on bus payment.
- 2.25 Travel centres in bus stations closed on 26 March in line with Government guidance and will remain closed until further notice. Travel information remains available at wymetro.com and via Twitter @metrotravelnews. In line with any updated Government guidance, the ongoing implications of social distancing on our ability to operate travel centres within bus stations will continue to be monitored.

Emergency Decision Making

- 2.26 At the Committee meeting on 13 March 2020 the following delegation was agreed in anticipation of disruption to the Committee business due to the COVID 19 emergency

That the following delegation be exercised should there be disruption/cancellation of Transport Committee meetings during the Coronavirus situation:

(a) To delegate authority to the Managing Director and Directors of the Combined Authority to take any action and decisions as they consider to be necessary, which would ordinarily fall to be taken by the Transport Committee to ensure the timely progress of the business of the Committee.

(b) This is subject to consultation with the Chair and Deputy Chair of Transport Committee, and in consultation with members of the Committee (via appropriate communication channels).

- 2.27 The above arrangements were utilised to enable the relaxation of the concessionary fare scheme, closure of Travel Centres and the financial arrangements described 2.6. Subsequently arrangements have been made to enable meetings to be held using video conferencing. Whilst this is enabling the Committee to take decisions in line with the meeting timetable, the current emergency may throw up situations which require a more immediate decision. It is therefore proposed to retain the delegation at least until the next meeting of the Committee but to use it only where a decision is required in response to the COVID-19 emergency.

3. Clean Growth Implications

- 3.1. Air quality has seen improvements during the crisis. Local real-time road-side monitoring shows harmful NO₂ emissions on a downward trajectory half-way through 1st week of lockdown. Particulate Matter (PM) emissions are static, possible from domestic wood burners and an increase in domestic bonfires.
- 3.2. There is not a current set of metrics on this however, road transport CO₂ emissions can be inferred from a 1-2-1 relationship with NO₂ monitoring as above. Aviation emissions are significantly reduced by the reduction in flights.

4. Financial Implications

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

5. Legal Implications

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

6. Staffing Implications

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

7. External Consultees

- 7.1. Arriva Yorkshire, First West Yorkshire, Transdev and Yorkshire Tiger provide regular status updates which have been included within this report.
- 7.2. Rail industry partners have commented on the accuracy of this report.

8. Recommendations

- 8.1. That the Committee notes the updates provided in this report.
- 8.2. That the Committee endorses the approach to funding bus services during the March to June period as set out in paragraph 2.6
- 8.3. That the Committee endorses the approach to Government to ensure that the Combined Authority co-ordinates public sector funding for bus services during the continuation of the COVID -19 emergency.
- 8.4. That the delegated decision making arrangement approved by the Committee on 13 March be maintained for use on urgent matters relating to the COVID-19 emergency and reviewed at the next meeting.

9. Background Documents

- 9.1 None

10. Appendices

None.



Report to: Transport Committee

Date: 15 May 2020

Subject: **COVID – 19: Implications For The Combined Authority Policies**

Director: Dave Pearson, Director, Transport Services

Author(s): Dave Pearson, Liz Hunter

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 overview of the implications of the COVID 19 emergency on Combined Authority transport policies.

2. Information

General transport implications

- 2.1. The final impact of COVID 19 on the Leeds City Region will not be known for some time. It is already clear that the impact will be significant and is likely to have a lasting impact for both individuals and the economy. This will necessitate a review of our strategies relating to industry, employment and skills, business support, innovation and inclusive growth, in order to position the region as strongly as possible for economic recovery.
- 2.2. In the short term the impact on public transport of the lifting of the lock-down and subsequent re-start will be guided by a number of factors from social distancing rules, including whether masks will have a role to play, the potential demand depending on which sectors are unlocked and when schools return and the amount of Government funding available to support services, as covered in item 5.

- 2.3. Beyond the lifting of the lock-down, the transport strategy, and emerging work on the carbon pathway to zero emissions by 2038, already had a set of policies and targets through which we wanted to transform the transport experience for the public. Through the recovery and beyond, enabling this to happen will continue to be important.
- 2.4. It is recognised that work needs to consider the possible implications on the public transport system from the crisis and the options for how transport can support the immediate economic recovery. The potential longer-term changes to how people will travel and the implications for our economic, transport, social and environmental objectives also need to be considered.
- 2.5. As demand for travel is directly linked to the economy, when that starts to recover, it is expected that transport usage will change too. When the West Yorkshire economy recovered from impacts of the last recession, car trips steadily increased.
- 2.6. However, there are a number of other variables that we need to consider from this crisis that are not necessarily directly linked to the economic recovery. For example the impact of social distancing on public transport patronage and capacity, the level of public sector intervention required to maintain public transport services, and the value that has been seen of centralised co-ordination of public transport (at various level), and the increased use of technology to enable home working in particular are all likely to have lasting impacts.
- 2.7. Whether the reported benefits to air quality, carbon, noise and the ability for people to walk and cycle without the level of pre-crisis traffic, will continue, will depend not only on people's behaviour through the recovery and beyond but also the measures national and local Government put in place to support public and active travel.
- 2.8. The rest of the paper looks at specific modes and topics and starts to give a flavour of the types of issues and funding that need to be considered for the recovery. As the situation is moving rapidly a verbal update can be given at the meeting.

Bus

- 2.9. The sudden loss of fare revenue and the anticipated slow rate of recovery has had a profound effect on the bus sector. Within days of the start of the emergency, Halifax bus operator TJ Walsh ceased trading and others went into a "mothballed" state. The injection of public funding to support the sector initiated in April was aimed at maintaining cash flows during the height of the crisis however longer-term public support will be required to enable the bus network to recover. The Combined Authority will play a pivotal role in rebuilding a bus service which meets the changed economic and social environment post Covid-19 and will work through the existing Bus Alliance to engage with operators.

- 2.10. As lockdown and social distancing measures are removed patronage will return, but this could be slow to build up, carrying many risks. The type of industries returning through a phased return will influence the likely coverage and usage of the network. For example, travel to offices may be slower to return than locations where some social distancing could be maintained. This will influence which corridors are likely to be busier than expected. Also the extent of social distancing rules will impact on capacity and patronage and there may need to be specific public transport approaches required.
- 2.11. There are a range of next steps to be worked through including an understanding of the likely demand flows as lock-down is lifted, the public sector input needed and how it can best be used to ensure a bus network that meets the needs of West Yorkshire residents following the crisis. It is also likely that new approaches will be needed to encourage people that public transport remains safe to use through regular cleaning, as is already happening at bus stations.
- 2.12. The Committee are aware of the work initiated in late 2019 to identify bus reform options. The destabilising effect of COVID 19 on the economics of the bus sector and its increasing reliance on public funding will be a major factor in shaping the Combined Authority's future interventions to secure an effective bus service.

Rail

- 2.13. The Department for Transport (DfT) suspended normal franchise agreements in March with all revenue and cost risk moving to the government for an initial 6-month period. This arrangement is governed by Emergency Measures Agreements entered by the operators with DfT. Train operators will continue to run services day-to-day for a predetermined management fee. Northern and LNER are governed by Services Agreements as part of the Operator of Last Resort arrangements, but the principles of Emergency Measures Agreements are being applied for consistency.
- 2.14. The continued operation of the railway is coming at a significant cost to DfT as revenue has substantially reduced, whilst fixed operating costs remain high. It is clear there will be a sharp focus on ensuring financial efficiency during this period, with likely (but currently unknown) impacts on short-term investment plans. It will take many months for revenue to increase significantly, with a strong likelihood of long-term changes to rail markets. Under these circumstances it is difficult to anticipate a return to the commercial rail franchises in the short-term.
- 2.15. Rail network capacity across the North was at its operational limits before the crisis. Impacts on demand on the short term will create the time and space needed to effectively plan for how future patterns of growth are accommodated. Local knowledge, insight and expertise will be valuable in informing this planning, with a direct relationship to the work being overseen by the Economic Recovery Board.

- 2.16. The previous passenger rail delivery model was already proving financially and operationally unsustainable, which drove the need for reform. The Government indicated in late March that it will publish the Williams Rail Review as a White Paper by the summer recess, although further delay is possible. The Review will shape the future governance and commercial arrangements for the rail network. The current crisis is likely to accelerate the case for implementation, both in terms of the value of more effective co-ordination across the rail industry and that the Emergency Measures Agreements have effectively delivered 'concessions' already.
- 2.17. As with bus, there are a range of next steps to be worked through including an understanding of the likely demand flows as lock-down is lifted, the role of local and regional bodies in the decision-making and how the Combined Authority can best ensure a rail network that meets the needs of West Yorkshire residents following the crisis.

Walking and cycling

- 2.18. As with all modes, the longer-term impact on walking levels and the likelihood of achieving our Transport Strategy targets is not yet certain. Reductions in walking associated with reduced travel demand overall are expected to reverse once destinations start to re-open, continuing the upward trend in walking levels that has been experienced in recent years. Longer term trends have potential to be more positive than negative, especially in walking for leisure given the experience that people may be having in taking daily exercise in local areas. Any increased use of local amenities and businesses during the current period could result in increases in walking to access these areas in future, especially if aligned to wider action to develop "15 minute cities" as proposed in cities like Paris and Portland, Oregon.
- 2.19. As the second most commonly used mode of transport, walking will remain vital for access to work, shopping and services, and providing everyday exercise in the economic recovery – especially as the most affordable mode of transport.
- 2.20. The current limitations of pavement space illustrated by social distancing between passing pedestrians highlights an issue that existed on many streets before the crisis, of inadequate pedestrian facilities. Adopting and implementing enhanced standards for footway widths in the future as part of wider plans to improve conditions for people on foot, as well as action on temporary obstruction such as obstructive pavement parking will help
- 2.21. Considering the shorter term requirements of social distancing, some local highway authorities have been investigating if changes to infrastructure can be made to improve conditions for pedestrians – for example, the removal or temporary suspension of pedestrian control buttons on crossings and replacement with automatic pedestrian detection, to remove the need to touch a surface and hence reduce the risk of transmission and infection. Such automated signal changes could also be of general benefit in the longer term to people walking and cycling, with timings made automatic. Some changes have already been made, for example in Bradford City Centre.

- 2.22. The Government has recently published new temporary guidance on publicity requirements relating to temporary or permanent Traffic Regulation Orders. These are intended to assist authorities considering creation of new orders to allow temporary or permanent changes to traffic movement to support safer pedestrian and cycle movement – in common with many other cities across the world. Any temporary or permanent measures of this sort introduced during the current crisis could provide longer term opportunity for more permanent changes to the way streets are used and traffic managed, providing an illustration of the benefits that these kind of changes could offer to communities, in a similar way to the Streets for People Demonstration Projects. Partners are considering potential measures of this sort that could be implemented during the current period, supported by the Combined Authority.
- 2.23. Cycling offers an important opportunity in the economic recovery. As, along with walking, it offers affordable mobility that improves health and supports social distancing where there is continued need for this to be maintained for access to work, shopping and services. People's experiences of travelling by bike may have increased during this period, as a way of following making essential journeys whilst maintaining social distancing, and following the government's guideline of daily exercise taken outside. Where lower traffic levels are currently being experienced, this may make cycling feel safer and more attractive on residential streets, local high streets and even busier main roads. This effect may be particularly noticeable on normally high trafficked main roads, and highlight how cycling without the risk of mixing with heavy traffic volumes and speeds can be a convenient and attractive transport option.
- 2.24. Working with partners to enable and encourage cycling and walking is as important as ever and there have been good examples of organisations seeking to promote active travel at this time that can be built on through the recovery.
- 2.25. Like walking, if more people start cycling in the current situation and want to continue during recovery period, the Combined Authority and partners could enable this through activity to support increased uptake, including continuation and enhancement of the current behaviour change programmes aimed at enabling more walking and cycling, positive investment in cycling facilities on busier routes, as well as support for creation of "low traffic neighbourhoods" to enable cycling amongst all ages on residential streets.
- 2.26. Given that it is likely that traffic volumes on busier routes could return to pre-crisis levels as the economy recovers, this may increase the need for investment and reallocation of road space in protected cycle facilities. This will require greater levels of investment. Transforming Cities Fund and our Local Cycling and Walking Infrastructure Plans are important steps in planning for and making this investment, and further funding could be sought from Government, depending on its approach to investment post crisis.

Road Safety

- 2.23 In 2018, 71 people died as a result of vehicle collisions in West Yorkshire. That was a 65% increase on the previous year and represented the highest number of deaths on our roads since 2008. Conversely, the number of people sustaining serious injury reduced slightly to 801 which is the lowest ever recorded total for West Yorkshire. The loss of any life is an unacceptable price for mobility and current numbers necessitate a strong focus on infrastructure design and behaviour, speed and vehicle related issues in the short and longer term, targeted at reducing the risk of casualties from road traffic crashes, both between motor vehicles and between vehicles and people walking or cycling.
- 2.24 The impact of COVID 19 has been seen in speeds increasing due to the empty roads and reduced enforcement. This may lead to a different type of injury collision e.g. related to different time of day, demographics, road users etc. There are also potential risks related to M.O.T extensions and the safety of vehicles, and the relaxation of EU regulations on maximum driving hours. So, whilst killed and serious injuries might be anticipated to fall in 2020 due to the overall reduced exposure to risk with reduced cars on the roads, policy and action to improve road safety is still required. Mitigations are available in respect of reduced Zero Tolerance Drink Driving, speed limits, increased enforcement, improved infrastructure and road safety communications campaigns.
- 2.25 Health professionals have suggested a programme of emergency speed restrictions on main roads that could see speed limits reduce e.g. from 30mph to 20mph and 50mph/40mph to 30mph. This will require the support of the Police if enforcement is to take place. Some of the partner councils, as the Local Highways Authorities in West Yorkshire, have started to review speed limits on local roads due to the increases in mean speed, to understand the scale of the challenge and resource implications, and at the same time discuss with the Police where increased roads policing activity would yield positive benefits without unduly impacting on their COVID 19 response.
- 2.26 There is also a road safety communications campaign being developed by the NHS/Public Health, Police and road safety teams for roll out across West Yorkshire aimed at increasing awareness to reduce the potential for road traffic collisions and incidents as much as possible during and after lockdown. This will support the Road Safety GB 'Take Extra Care' campaign encouraging all road users to do their bit to reduce the strain on the emergency services in the coming weeks and months, by taking extra care if they must make an essential journey. The campaign will be rolled out through Social Media and through usual Police, health and road safety channels, with a ramping up of activity as lockdown is released.

Air Quality and Carbon

- 2.27 Poor air quality has a general detrimental impact on people with breathing issues and is being linked to the exacerbation of COVID 19 infection,

hospitalisation and death. Poor air quality is also linked with a number of underlying conditions which cause additional risk to COVID 19 patients, such as heart disease and hypertension. Nitrogen Dioxide (NO₂) is a key concern with regard to poor air quality. NO₂ inflames the lining of the lungs, and it can reduce immunity to lung infections. Concentrations of NO₂ primarily occur near major roads, resulting from vehicle emissions. The presence of NO₂ in the air also contributes to the formation and modification of other harmful air pollutants, such as particulate matter (PM). Particulate matter is also a pollutant in its own right, which is linked to poor health outcomes.

- 2.28 With decreased motorised traffic, we are seeing from real-time, road-side monitoring in West Yorkshire that harmful NO₂ emissions are on a significant downward trajectory from half-way through the first week of COVID 19 lockdown. PM emissions have however been static a consequence, potentially, of the use of domestic wood burners (during a cold snap) and an increase in domestic bonfires (possibly linked to council refuse tips and waste recycling centres being temporarily closed due to COVID-19). Levels of NO₂ are for example already at expected Clean Air Zone “completed scheme levels” in West Yorkshire without any intervention. Should current levels of NO₂ be maintained we would improve local air quality to make it easier for people with breathing problems, and we could potentially see, in future, respiratory illness and related admissions to Hospital come down.
- 2.29 The ability of the partner councils to monitor air quality in West Yorkshire has been reduced by austerity cuts. There will be a requirement to reinvest quickly in Air Quality monitoring to improve our understanding of changes in air quality, and to act accordingly based on evidence, as the lockdown is released and economic activity resumes.
- 2.30 There is no direct, local measure of carbon emissions from transport, with data calculated from a variety of proxy data, but road transport CO₂ emissions in West Yorkshire can be inferred from a 1-2-1 relationship with NO₂ monitoring, and thus substantially down. Aviation emissions will also be significantly reduced. COVID 19 impacts have dramatically reduced domestic and international flights and is expected to mean that 2020 aviation emissions are unusually low.

Travel information and payment

- 2.31 For some people the current crisis and lockdown will have led to more use of digital connectivity which might encourage them to book and pay for travel online in the future. There have also been questions raised about the use of cash on bus in particular and Arriva in our region are currently asking for the exact fare. With the more vulnerable members of our society who would potentially be more inclined to use traditional sources of information and payment in lock-down at the current time, it is difficult to quantify the extent to which the overall demand will change at the current time.
- 2.32 There is also the increased likelihood of people wanting to work more flexibly, for example more from home. In order to help the transport network cater for

different demands, we will continue to consider how the MCard could be made available on different platforms, including the MCard app for iPhone users (due to be launched later this summer). We will also work with bus and rail industry partners and with Transport for the North to deliver ticketing options which offer people improved value for money. Different ticketing offers and behaviour change incentives (including the development of a mobility credits scheme) may need to be considered to encourage people to return to using public transport as part of the recovery. Whilst the development of new ways to book and purchase travel are important, we also recognise that not everyone has a bank account or easy access to mobile or on-line services so solutions also need to be developed to cater for these requirements.

Infrastructure

- 2.33 The delivery of infrastructure projects during the period of lock-down has also been impacted from the ability of construction firms to enable social distancing at work to limited materials from certain sources for example quarries. Investment in infrastructure has a beneficial impact on the economy and Government could decide to invest more. The implications for business cases, growth forecasts and approach to risk will all need to be considered, including for the mass transit work too.

Economic Recovery Board

- 2.34 A new West Yorkshire Economic Recovery Board has been established that brings together civic and business leaders from across the region. The Board met for the first time on the 30th April and agreed three priorities that will drive a targeted recovery plan for the region: developing resilient and thriving businesses, boosted by innovation, high skills and entrepreneurialism; developing an inclusive economy that provides people with a decent standard of living; and promoting environmental sustainability in all parts of the region.
- 2.35 The West Yorkshire Economic Recovery Board will meet frequently to agree and implement an economic recovery plan for the region and provide a collective voice for the region to Government. It builds on existing partnership working between local agencies in response to the pandemic. One of the workstreams that the Board will oversee is our transport recovery.

Next steps

- 2.36 There is already considerable efforts being made to be ready for the re-start and consider recovery. It is recommended that the Committee endorse the following immediate next steps:
- To enable effective planning, agree that the Combined Authority continues to call for clarity from Government on social distancing rules and the funding to support public transport.
 - For the Combined Authority to work with operators on priorities for services to cater for the return of demand.
 - For the Combined Authority to find ways to engage with the public to keep them safe when using public transport.

- For the CA to consider options for cycling and walking prioritisation to enable safe social distancing and encourage people to walk and cycle post recovery.
- For the Combined Authority to continue to understand the impact of the COVID 19 on the economics of the bus and rail sector, their increasing reliance on public funding and the different models to ensure effective outcomes for passengers.
- To ensure that the highlighted benefits of local knowledge and co-ordination of public transport services are consolidated through the Combined Authority's devolution and Mayoral Combined Authority-ready workstreams to ensure that bus and rail networks respond to local needs and priorities.
- For the CA to continue to consider the impacts of COVID 19 on our wider transport objectives such as air quality, carbon and modal shift to public transport and to review options to promote active and public transport as part of the recovery.

3 Clean Growth Implications

- 3.1 The response to the recovery from the last economic recession was for car trips to increase. There was some decline in urban centres nationally as social and technological change began to impact on travel patterns, but West Yorkshire bucked this trend, with car trips increasing to our centres.
- 3.2 The Transport Strategy aims to provide more and better-quality travel options to reduce trips made by car and the mode share of the car. In the immediate recovery private car trips might be favoured for social distancing reasons and van trips might be expected to maintain recent growth as households maintain home delivery of goods. At the same time the lockdown has delivered mass behaviour change and shown society has capacity to adapt. This could be the opportunity to decouple economic growth from growth in car travel, and potentially travel generally. This will not just support the carbon targets but also have benefits for our air quality and noise reduction from traffic, and potentially the economic sustainability of our smaller towns and local centres.

4 Financial Implications

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

5 Legal Implications

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

6 Staffing Implications

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

7 External Consultees

7.1 As the work develops, it will be tested with partners and lessons will also be drawn from other city regions.

8 Recommendations

8.1 That the Committee notes the updates provided in this report and endorses the next steps set out in paragraph 2.36.

9 Background Documents

9.1 None

10. Appendices

None



Report to: Transport Committee

Date: 15 May 2020

Subject: **Transforming Cities Update**

Director: Melanie Corcoran, Director Delivery

Author(s): Fiona Limb

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

1. Purpose of this report

- 1.1 To provide an update on progress on the Transforming Cities Programme.
- 1.2 To seek feedback on the approach to Governance and oversight of the programme

2. Information

Scope of the Programme

- 2.1 Forming part of the Government’s Industrial Strategy and National Productivity Investment Fund the Transforming Cities Fund forms the next major Programme of transport infrastructure for our City Region and will be essential to reducing reliance on car travel and meeting the Leeds City Region commitment to become a net zero carbon city region by 2038. This will support better air quality, health and wellbeing outcomes for residents. Through improvements to bus quality and reliability as well as improving infrastructure for walking and cycling, we will create an attractive alternative to the private car and create more liveable places, driving up productivity through improved connections between urban centres and suburbs.

- 2.2 The SOBC was framed around three funding scenarios, Low, Core and High. These scenarios included a mix of schemes that were deliverable at different scales in the three scenarios as well as some schemes that were only funded in core and high scenarios.
- 2.3 The Programme is made up of 22 packages of schemes across West Yorkshire, and North Yorkshire (York, Selby, Craven and Harrogate). The programme is made up of schemes delivering a mix of public transport, cycling and walking infrastructure. It builds on the City Region's existing programmes including the West Yorkshire + Transport Fund and Leeds Public Transport Investment Programme (LPTIP).
- 2.4 The Prioritised programme of interventions will:
- Transform the bus offer by providing two new Park and Rides and new bus priority on 6 major bus corridors to create more reliable and faster bus journey times from deprived communities to key employment sites.
 - Transform our town and city centres for walking and cycling by delivering high quality CityConnect style infrastructure and improved sustainable access to rail stations in Leeds, Halifax, Huddersfield, Bradford, Wakefield, Harrogate, York, Skipton, and Selby
 - Transform the bus navigation and provision of bus travel information across the Core Bus Network in West Yorkshire
 - Provide a step change in the waiting environment at Heckmondwike, Cleckheaton, Bradford Interchange, Glasshoughton, and new bus interchanges with improved cycling and walking access in Dewsbury and Huddersfield
 - Significant improvements to walking and cycling by delivering high quality 'CityConnect' style infrastructure on 6 key corridors to housing and employment sites
 - Deliver a new White Rose Rail Station to accommodate future connectivity and employment growth
 - Enable direct sustainable access to major development sites, including White Rose Business Park, Olympia Park and York Central
 - Complement and prepare for High Speed2, Northern Powerhouse Rail and Transpennine Route Upgrade
- 2.5 Our Transforming Cities Fund Programme builds on our extensive experience of delivering transformational change in the City Region through large scale investment programmes such as West Yorkshire plus Transport Fund, CityConnect and LPTIP. Transforming Cities Fund will further integrate our transport network by filling strategic gaps to enable a significant increase in the take up of sustainable travel options.
- 2.6 In some cases, the TCF schemes take the form of enhancements and additional scope to existing TF and LPTIP projects or TCF will deliver projects that have had development work completed previously. However, the majority

of TCF schemes are new and have had little detailed development work completed to date.

Progress towards Delivery

- 2.7 Following the Strategic Outline Business Case (SOBC) submission to DfT in November 2019, for the overarching programme, work has continued to develop the 22 packages of schemes across the programme in anticipation of the Funding announcement that was made as part of the Government's Budget statement on the 11th March 2020.
- 2.8 At its meeting in August 2019 the Combined Authority approved £3m from the West Yorkshire + Transport Fund's Transformational pot to fund TCF development in the short term. This was used to complete the work required to submit the final SOBC to DfT as well as enable individual packages of schemes to undertake early development work.
- 2.9 As required by the DfT the Transforming Cities Programme will be assured using the Combined Authority's Assurance Framework. To date all 22 packages of schemes have achieved approval at DP1 (Decision Point 1) of the Assurance Framework and eight packages of schemes have submitted Strategic Outline Cases (SOCs) for approval over the next quarter. The remainder of SOCs are expected to be submitted for appraisal by July 2020, with approvals programmed for October 2020.
- 2.10 Following Package SOC submissions and approvals, individual scheme Business Cases will be developed that will determine the delivery pathways and timescales with the first schemes forecast to be on site in early 2021.
- 2.11 Work is also underway to establish the Programme's Governance structures and reporting arrangements including the establishment of Programme and Project Boards as well understanding the approach to stakeholder engagement and management. Further details on Programme Governance is provided in paragraphs 2.15 to 2.19 below.
- 2.12 Given the constrained timescales for delivery of the Programme it is essential that development work continues, at pace, if projects are to achieve delivery by the DfT deadline of March 2023. Therefore, a separate report to the Combined Authority is being prepared that requests the release of a total of £17.781m to allow the Combined Authority and its Partners to source and appoint resources to undertake development work at scale as well as provide capacity to manage the programme overall. We will continue dialogue with the DfT as to the impact of the current Pandemic situation on the programme timescales for delivery.

Funding Award and DfT Requirements

- 2.13 The March 2020 Budget announcement detailed that the West Yorkshire Combined Authority would receive £317m from the DfT TCF fund to progress schemes against its 'low' scenario plus an additional £25m to be allocated across the programme reflecting the Partners priorities.

- 2.1 Through West Yorkshire's Devolution deal, also announced on 11th March 2020, in line with flexibility provided to other Mayoral Authorities, West Yorkshire Combined Authority will have scope to prioritise investments above this level. There remains an ambition, in West Yorkshire, to deliver the full TCF Programme and a funding strategy for those schemes in the core and higher scenarios is therefore being developed with Partners.
- 2.14 The DfT Grant Award letter detailed a number of expectations on the Combined Authority and its Partners in throughout the lifetime of the programme. These included:
- The Combined Authority given the ability to assure all Transforming Cities schemes locally irrespective of cost and must provide a revised framework in April
 - Annual reporting on delivery with an indicative list of WYCA's prioritised schemes by 20 April 2020
 - Commitment to revised design and delivery standards for cycling and walking infrastructure as issued by DfT
 - Adhere to branding guidelines
 - Engage with the DfT's national Monitoring and Evaluation framework for the fund.

Governance and Reporting Arrangements

- 2.15 As mentioned in paragraph 2.11 above work has been underway with partners through the Shadow Programme Board to shape the proposed governance and reporting arrangements for the programme. This includes the establishment of a Portfolio Board with membership made up of officers from the Combined Authority and Partner Councils as well as Thematic Programme Boards focussing on groups of projects providing infrastructure along 'Corridors', improving access to 'Places' and improving 'hubs and Interchange facilities.
- 2.16 The overarching approach is aligned to the existing Governance and reporting structures of the Combined Authority. This includes the requirements of the Assurance Framework with decision making powers being retained by the Combined Authority for Project and Programme approvals and delegations to the Investment Committee and the Managing Director as appropriate.
- 2.17 The DfT has detailed requirements around delivery against specific quality expectations, such as for cycling and walking design infrastructure. Therefore, further work is underway to understand how key stakeholders can be engaged in scheme development including opportunity for wider political oversight such as through the Transport Committee's thematic sub-groups.
- 2.18 It is suggested that regular updates on Programme delivery are provided to the Transport Committee to ensure that the programme remains aligned to the objectives set in the initial SOBC and the Transport Strategy. In addition, specific project issues or groups of common thematic issues and opportunities

are discussed with the sub-groups as and when required or requested. Frequency of these reporting arrangements is a matter for discussion and agreement by the Transport Committee.

- 2.19 Further consideration is also being given to key stakeholders being engaged on the programme through the establishment of Advisory Groups and Quality Panels, such has been utilised on other delivery programmes such as CityConnect.

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 update on progress of the Transforming Cities Programme is noted
- 7.2 That the approach to Governance of the programme is noted and the suggested reporting arrangements to Transport Committee and its sub-groups is endorsed.

8. Background Documents

West Yorkshire Transforming Cities Programme Strategic Outline Business Case <https://www.westyorks-ca.gov.uk/improving-transport/transforming-cities-fund/>

9. Appendices

None.

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Report to: Transport Committee

Date: 15th May 2020

Subject: **Fare Deal For Under 19s**

Director: Dave Pearson, Director, Transport Services

Author(s): Andrew Bradley

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. The meeting of the Transport Committee on 13 March 2020 endorsed the development of a 'Fare Deal for Young People' and agreed that a revised Concessionary Travel Scheme be presented for consideration by Transport Committee in May 2020.
- 1.2. Unfortunately, due to the COVID-19 pandemic, the focus of both the bus operators and the Combined Authority shifted to more immediate matters. As a result it is not possible to present a revised Concessionary Travel Scheme to this meeting. However work has continued and this report sets out the progress made since the March Transport Committee meeting and identifies the next steps.

2. Background

A Fare Deal for Young People

- 2.1. A "Fare Deal for Young People" is a key output from the West Yorkshire Bus Alliance. It involves an amendment to the formal Concessionary Travel Scheme and a commitment by the Combined Authority, bus operators and the West Yorkshire Ticketing Company. The Transport Committee endorsed the following components of the Fare Deal:

- **Simple fares for under 19s** – a simplified single fare system and a “go anywhere” day ticket so that young people know how much it costs to take the bus
- **Savings for regular travellers** – discounts for young people buying weekly and monthly tickets
- **Welcoming young people** – drivers will only ask for proof of age where the customer looks older than 19
- **Discounts for 19-25 year olds** - cheaper weekly and monthly tickets for anyone under 25

2.2. It will be necessary to keep the above under review to ensure they are the correct provisions for the post COVID 19 environment.

A revised Concessionary Travel Scheme

- 2.3. Local bus service provision outside London is operated in a de-regulated environment across the UK meaning that fares are set by individual companies. Whilst the Combined Authority cannot set fares, it can identify those fares and ticketing products which are eligible for reimbursement under the Concessionary Travel Scheme.
- 2.4. In setting the 2020/21 budget, the Combined Authority has maintained the budget for young people’s concessionary travel at the level of 2019/20 on the basis that a strategy is implemented to increase bus travel amongst under 19s at no additional cost to the Combined Authority
- 2.5. The current Concessionary Travel Scheme provides for half the adult fares for the journey travelled. It is proposed to amend this to require a simplified structure. Whilst the Scheme cannot mandate fares, it can set the conditions under which operators would receive reimbursement.
- 2.6. The aim of this Scheme is to create an affordable fare which encourages additional journeys without causing a significant loss of income to the bus system. Discussions with bus operators are in progress to arrive at a simplified single fare structure with a maximum fare of £1.20. Whilst this will reduce the fare for longer distance passengers care is needed to minimise the impact on those currently paying less than £1.20. Different price points below £1.20 are being modelled and an Equality Impact Assessment is being carried out.
- 2.7. The impact of COVID-19 on the public transport network and industry has been significant, as it has been for young people. Measures which make travel for young people simple and easy to understand will, if anything, be even more important as the bus network adapts to a new post pandemic environment. It is therefore planned to prepare a scheme for introduction at an appropriate point later in 2020.

3. Progress to date and next steps

Equality Impact Assessment

- 3.1. The research and intelligence work required to inform the Equality Impact Assessment is well under way. Bus operators have supported the Combined Authority in the provision of the number of fares paid at various price points at a bus depot level. Analysis of this data is helping to identify any specific areas where there might be young people who would not benefit from the revised Scheme proposed.
- 3.2. Coupled with the Research and Intelligence work, and to strengthen the Equality Impact Assessment, the Combined Authority is running an online consultation to capture the views of young people on the specific proposals outlined. The consultation opened on 23 April and will close on 31 May 2020.
- 3.3. Table A below sets out a revised timescale .

Table A

	Timescale advised to March Committee	Revised Provisional Timescale
Relaxation of proof of age	April 2020	At start of lifting “lockdown”
Revised Concessionary Fares Scheme presented to Transport Committee for approval	May 2020	July 2020
New Scheme published	May 2020	July / August 2020
MCard app launched	June 2020	August 2020
New fare structure implementation	July 2020	On resumption of full school attendance provisionally September 2020

- 3.4. *Proof of age* – Bus operators had commenced work in instructing their operational staff concerning the relaxation around proof of age in March. Renewed efforts to ensure that both operational staff and young people are aware of the new arrangements will follow when young people start travelling again as “lockdown” restrictions are lifted.
- 3.5. *MCard app launch* – as previously reported development work is underway on a barcode ticketing app for all customers which would have particular advantages to facilitating travel for under 19s. The development work has only been moderately delayed by Covid-19. However, plans for undertaking user acceptance testing have been delayed by the travel restrictions. The timescales proposed at Table A assume that it is possible to undertake the user acceptance testing as it would not be desirable, nor acceptable to launch a new app without testing.

- 3.6. A delay to the introduction of the new app would not, necessarily, delay the launch of a new Concessionary Travel Scheme. It would, however, delay the accurate collection of data necessary to ensure revised payments to operators from April 2021
- 3.7. *Revised Concessionary Travel Scheme to Transport Committee* - Subject to the wider impacts of Covid-19, it is proposed to finalise the Equality Impact Assessment and complete agreements with bus operators on a new fare structure during May/ June. It is planned to recommend a new Concessionary Travel Scheme to the July meeting of the Transport Committee for implementation during summer / autumn.
- 3.8. Recognising that this is a key measure to regain confidence in using local bus services, however, in a scenario where the timescales do not match with those required for presenting a report to the July Transport Committee, it is requested that a final decision on the revised Scheme be made by the Chair and Directors in consultation with members of the Committee in accordance with the emergency delegations approved by the Committee on 13 March.
- 3.9. *New fare structure implementation* – notwithstanding the uncertainties which prevail at present, it is planned to implement the new fares in time for the new academic year in September 2020.

3. Clean Growth Implications

- 3.1 The report identifies the work to improve the accessibility to the West Yorkshire bus network for young people. An improved ticketing offer to customers will increase bus patronage, reducing the need for car journeys for young people to access, education, amenities and employment opportunities.

4. Financial Implications

- 4.1 The 2020/21 revenue budget approved by the Combined Authority on 6 February 2020 includes provision of £9.567 million for young people's concessionary fares of which £9.24 million is for bus travel. The proposals in this report will not result in any additional costs to those included in the budget.

5. Legal Implications

- 5.1 The Combined Authority is able to operate a concessionary travel scheme to discount the cost of local bus travel for young people through the powers granted to it through the Transport Act 1985 and the well-being power under section 2 of the Local Government Act 2000.
- 5.2 The Terms of Reference for Transport Committee authorise the Committee to make decisions with regard to its role as a Travel Concession Authority This report proposes a revision of the formal scheme documentation to reflect the revised fares and reimbursement provisions set out in this report.

5.3 All commercial decisions concerning pricing in response to the introduction of the Scheme are taken by the bus operators or the West Yorkshire Ticketing Company Limited (owners of the 'MCard' suite of tickets).

6. Staffing Implications

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

7. External Consultees

7.1. The following parties have been consulted:

- Local bus operators
- The West Yorkshire Ticketing Company
- The report to 13 March Committee set out the consultation with young people to date. A subsequent on line consultation was in progress at the time of writing

8. Recommendations

8.1 That the Committee endorses the progress made on a Fare Deal and the revised timescales set out in this report.

8.2 That a further report be presented to the July 2020 meeting of the Transport Committee recommending the adoption a revised Concessionary Travel Scheme.

8.3 That, in the event that the Covid 19 situation necessitates a change in the programme set out in this report or in the meeting schedule for the Committee, that the adoption a revised Concessionary Travel Scheme be considered under the delegated arrangements approved by the 13 March Committee.

9. Background Documents

None

10. Appendices

None

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Report to: Transport Committee

Date: 15 May 2020

Subject: **Northern Trains: Priorities for Leeds City Region**

Director: Dave Pearson, Director, Transport Services

Author(s): Michael Sasse, Rebecca Cheung

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. The purpose of this report is to:

- Update Transport Committee on the transition of the Northern operation from the Arriva Trains North franchise to the Operator of Last Resort.
- Highlight for the Committee the opportunity this presents to establish a new working relationship with Northern, and to seek endorsement for this approach.
- Set out a summary of the issues and challenges for the Northern operation and to seek endorsement for the Combined Authority’s proposed priorities for engagement with Northern.

1.2. Consideration of these issues commenced before the COVID 19 “lockdown” was imposed in March 2020, with its far-reaching impacts on the railway. However, the issues discussed in this report are expected not only to remain after this period passes, but the experience gained during this time may well also help guide future decisions. The principles set out should also guide how

the Combined Authority influences Northern's post-COVID 19 recovery planning. This is discussed in more detail from paragraph 2.33 below.

2. Information

Background

- 2.1. The Arriva Rail North (Arriva) franchise was terminated on 1 March 2020, with responsibility for the Northern network transferred to the publicly-owned "Operator of Last Resort" (OLR), as Northern Trains Limited (Northern). Whilst Northern is ultimately owned by central Government it is managed, as was the Arriva franchise, by the Rail North Partnership, a partnership of DfT and Transport for the North.
- 2.2. The relationship is governed by a Services Agreement. This is based on the former Franchise Agreement but modified to reflect the new financial and operating requirements. The Services Agreement is expected to be published shortly by DfT.
- 2.3. Under these arrangements the Rail North Committee retains a role in influencing the operation and holding the operator to account on behalf of passengers, in parallel with the ongoing arrangement for the TransPennine Express franchise. West Yorkshire and York is represented on the Rail North Committee by Councillor Judith Blake.
- 2.4. The Arriva franchise failed, ultimately, because revenue failed to meet expectations in line with the franchise bid. The Northern operation was therefore under tremendous financial strain as it sustained heavy losses, with the funding gap being filled by Arriva. Under OLR this burden is lifted, and the absence of a commercial franchise agreement presents the opportunity for a different type of relationship with Northern.
- 2.5. Nick Donovan has taken over as the Managing Director of Northern, and Richard George continues to be involved as Chair of OLR. Nick and Richard addressed the 12 March 2020 meeting of the Rail North Committee. At this meeting they set out the opportunity under the new arrangements to 'reset' the relationship between Northern and its partners across the North. Richard George has indicated that he wishes to establish closer relationships with political leaders in the major metropolitan areas, and an initial discussion has taken place between Councillor Blake, Richard George and Nick Donovan.
- 2.6. This paper seeks endorsement to the principle of establishing a closer working relationship with Northern based on previously agreed objectives. These principles are underpinned by our devolution and Williams Review position, namely:
 - A closer partnership where we work openly and honestly as partners, recognising our respective roles, including the role of elected members as passenger champion and holding the operator to account when things go wrong.

- A relationship that addresses the important role that the rail network performs in West Yorkshire in delivery of our policy objectives for clean and inclusive growth. In particular, the rail network is fundamental in achieving sustainable access to our main employment centres.
 - The importance we attach to ensuring enough capacity is available to achieving these ambitions, alongside getting the day-to-day operational basics right.
- 2.7. It is anticipated that the OLR arrangements for Northern will apply until a new structure is put in place in response to the long-awaited Williams Review. Although not yet published, this is widely expected to be based on an operating concession model.

Issues and challenges for the Northern operation

- 2.8. As previously reported to Committee, passenger satisfaction and operating performance remained low on the Northern network under the previous franchise, in comparison both with historic levels and with other operators nationally. Crowding has remained chronic on most corridors at peak times, and the operator has been negatively perceived¹.
- 2.9. The factors behind this are multifaceted and complex, but include a long-term lack of investment in both infrastructure and trains, plus under-resourcing of trains and staff. Whilst a lot of blame has been apportioned to the failure of government and/or Network Rail to deliver committed / expected infrastructure upgrades, this is only part of the picture, and our analysis suggests that the franchise would have struggled to deliver (reliably or at all) its committed December 2019 services with sufficient capacity even if the upgrades had been completed.
- 2.10. The transition to OLR presents an opportunity to take steps to address some of the most pressing problems on the Northern network, as well as other interventions that might be considered in the shorter term to improve the passenger experience, including low-cost interventions and “soft factors” which relate to the operator’s image.
- 2.11. The messages coming from the top level in Northern imply an openness to considering such inputs: they have already come up with some clear “quick-wins” which were to be implemented in the early stages, before COVID 19 intervened, and the points in this paper are intended to align with the emerging ethos and look “beyond 100 days”. They are not intended to be longer-term interventions or to have regard to any industry reforms that might emerge from the Williams Review and inform what follows after the OLR Northern period of operation.
- 2.12. A recurring theme will be the insufficient size of the Northern train fleet, especially diesel units, to meet present-day demand levels, let alone forecast

¹ See, for example: <https://www.theguardian.com/business/2020/jan/28/northern-rail-passengers-uk-franchise>

growth. This needs to be seen in the context of a severe national shortage of such trains, linked to the ageing existing fleet, the drive to withdraw Pacers, and the lack of an electrification programme. As a consequence, while some diesel trains are available and could be brought into the Northern fleet (either directly or via “cascading”), it is difficult to see a quick answer that would eliminate the shortfall entirely – and even doing this is likely to require some quick decisions once the COVID 19 crisis passes.

2.13. Potential shorter-term interventions come into a number of categories:

- Short-term low-cost “quick wins” targeting performance, the passenger experience, and the image of the operator
- Short-term interventions with some, but arguably modest, cost, such as minor improvements to the ambience of carriages, and improvements to passenger information and facilities on stations
- Timetable choices: what is the right balance between the provision of sufficient capacity and improved punctuality / reliability? Do we still wish to pursue all the additional services that Arriva were committed to delivering but were not in fact running yet? Are there services that are currently operating (or soon to start) but that may no longer be a priority? Will there need to be service changes to improve operating performance and appropriate train capacity, in advance of additional rolling stock becoming available, in order to allow more and/or more robust service delivery?
- In the medium term (but commencing as soon as practicable), the injection of additional rolling stock.

2.14. In the longer term, the Combined Authority will be seeking to influence whatever model of train service specification comes after the current OLR period. What form this will take will depend on how Government chooses to implement the recommendations of the Williams Review of the industry, and it is not yet clear over what timescale this will happen. Equally, in the medium term, it is acknowledged that the devolution deal will alter how the Combined Authority engages with the industry – hopefully enhancing our voice. Dealing with the most pressing problems cannot be delayed.

2.15. Finally, it must again be emphasised that these shorter-term measures, targeting the most pressing problems of reliability and crowding over a timescale within which it would not be practicable to deliver infrastructure upgrades, must not be viewed as an alternative to providing such upgrades. Network enhancements (including capacity schemes and electrification), backed up by a sufficient fleet of attractive and reliable trains, must follow, and the Combined Authority will continue to press for these at every opportunity.

Short-term, low-cost interventions - within a year

2.16. Measures that come under this category, themes with which we believe Northern management to be already engaging, could include:

- Additional training for drivers and guards to achieve improved operating discipline, aimed at reducing small delays², and for guards on passenger care and information – but also potentially improved engagement with front-line staff, helping to increase motivation and pride
- Refreshing Northern’s approach to communication with its passengers, focusing on honesty and empathy in light of past failings: what has gone wrong previously and why, as well as what can and cannot be achieved in the short, medium and longer terms – the aim being to help rebuild trust between the operator and its passengers

Short-term interventions at relatively modest cost - within a year

- 2.17. Northern has already committed itself to a “deep clean” of the fleet inherited from Arriva. This is clearly welcome, though its impact will be primarily be felt on a minority of the fleet, namely the older and unrefurbished trains. However, additional measures could target shortcomings with the refurbished fleet and new fleets, such as seat coverings.
- 2.18. Upgrading the information provided at main hubs such as Leeds and Manchester Victoria, such as by providing full public address systems to advise on disruptions and assist passengers.
- 2.19. Incremental improvements to station facilities, such as ensuring that stations that are only staffed for a part of the day have adequate alternative shelter for times when waiting rooms cannot be kept open.

Short-to-medium term interventions: timetable choices - one to two years

- 2.20. It is assumed that the scope to introduce significant numbers of additional trains into the Northern fleet within the short term is limited – though it is not zero, and some time could be “bought” if a speedy decision were made to delay further the withdrawal of the Pacer trains. Therefore within this category fall timetable choices – discussed above: essentially, the scope to focus resources on consistently delivering reliability and punctuality alongside adequate capacity. This could include longer but less frequent trains.
- 2.21. Such steps could free up units to add capacity, where currently they struggle to meet normal demand, and/or Northern could increase fleet reserves to the levels needed to reduce the frequency of trains being “short-formed” on the day due to units not being available. Re-focusing services could, by simplifying service patterns and reducing conflicts with other trains, improve the punctuality and reliability of services.
- 2.22. Similar questions apply to services which were in the former Arriva franchise Train Service Requirement specification, but which it was not possible to deliver.

² This was a recommendation of Richard George’s 2019 enquiry into rail in the North.

- 2.23. In considering any service changes, it should be emphasised that these would be temporary measures which do not remove the urgent need for Government to address the root causes of the shortages and poor performance, by the provision of additional rolling-stock (see below) and progressing overdue infrastructure interventions.

Short-to-medium term interventions: other interventions - one to two years

- 2.24. Within a similar timescale, other interventions that might be considered could include:
- Completing the refurbishment programme to all of the inherited Arriva train fleet, including³
 - (as a top priority) accessibility modifications and the removal of track-discharge toilets;
 - interior refits not yet carried out;
 - installation of wi-fi and charging points
 - Remedial work (potentially carried out in whole or part under warranty by the manufacturer) to certain new units to address faults⁴
 - Station shelters: some stations which are staffed during certain hours but not all day have no, or minimal, passenger shelter available during the hours when the station is not staffed – perversely, many are relatively busy stations such as Halifax; solutions could be either capital (provide improved shelters) or revenue (extend station staffing hours).

Medium-term interventions: the “missing fleet” – one to three years

- 2.25. As noted above, the evidence is that the fleet, particularly that of diesel trains, is simply too small to enable all of the services currently in the timetable to be operated with trains long enough to meet normal demand, and to do so reliably (i.e. without frequent on-the-day short-forming). It is clear that the long-term solution is electrification (not least given the large number of good-quality electric trains currently not in use elsewhere) – but providing additional carriages in our region cannot wait for this to happen. While not all of the new Northern trains have been put into service yet, it appears that these will not be sufficient. It is not clear that, even if all Network Rail interventions needed such as longer platforms at Leeds had been provided, Arriva would have been able to provide the train lengths that were expected and needed.
- 2.26. Fleet planning is a highly complex and technical matter, but we have attempted to calculate the order of magnitude of “the missing fleet”. This has been done by comparing the numbers of carriages which are currently (March 2020) timetabled to be provided in the AM and PM peaks on all Northern lines regularly serving West Yorkshire, against the numbers that would have been provided if Arriva’s originally proposed December 2019 train-plan had been delivered. It has also been compared against the numbers that our own

³ It is not clear whether a commitment to do these things has been carried from Arriva into Northern.

⁴ This would increase pressure on the train fleet. Again, consideration should be given to extending the reprieve of the Pacer units until this has been completed and potentially other additional rolling-stock sourced.

knowledge of regular demand levels⁵ has indicated are actually needed if existing trains were to operate with acceptable levels of peak crowding.

- 2.27. After adding allowances for maintenance spares and a small uplift to increase the reliability of the intended train formation actually being provided “on the day”, the calculations suggest that of the order of 38 to 43 extra carriages would be likely to be needed to provide the train lengths that Arriva had originally proposed for December 2019 – or about 50 to 56 vehicles to bring crowding down to acceptable levels. It is however important again to emphasise that this is not a precise exercise and is intended merely to give a sense of the scale of the issue.
- 2.28. There is therefore a strong case for the Combined Authority to argue that Government should prioritise the provision of significant numbers of additional trains, as these are urgently needed to bring services in our area to acceptable levels consistent with the promises made in 2016 when the Arriva franchise began, and with actual normal levels of passenger demand.
- 2.29. While platform lengths would at present in some places constrain the ability to provide the longer trains needed, and much of the lengthening work required in this area is still not committed, the point is that even when this is done, the trains cannot be lengthened without this additional rolling-stock.
- 2.30. It is worth adding that colleagues in combined authorities in Greater Manchester, South Yorkshire and Merseyside are also carrying out similar exercises, as is TfN. Once this has been done and the results reconciled (including to address overlaps where services cross boundaries), it is hoped that a fuller picture will emerge of “The North’s Missing Fleet”, and so frame a clear “ask” to Government and to the industry, backed up by consistent data.
- 2.31. It is understood from informal conversations that Northern management would agree that an injection of additional rolling stock into their operation is needed. There may well be scope for cooperative working with the train operator.

Longer-term interventions

- 2.32. Longer-term strategic interventions in rail in our region, in particular those currently assumed to relate to a timescale beyond that currently envisaged for Northern under the present arrangements, are outside the scope of this paper, but are forming the focus of ongoing work by the Combined Authority, both in its own right and within Transport for the North.

Impact of the COVID 19 crisis

- 2.33. As noted above, the COVID 19 situation has had profound implications on the operation of the railway in this region, as elsewhere – and will continue to do so for a long time. It is impossible sensibly to estimate the timescale or magnitude of the impacts, but the following are likely to be relevant:

⁵ Based on formal counts, consultants’ market assessments, and regular observations.

- As the railway has focused on the function of conveying key workers to essential jobs (alongside maintaining vital freight flows), both demand and the volume of trains running have dropped sharply, as expected.
 - While it is impossible to be certain, it is likely that when restrictions do come to be lifted, both demand and supply will increase in a gradual way – though not necessarily in step with one another, which may well give rise to challenges.
 - It is legitimate to ask both:
 - (a) Will demand return, in the long run, to previous levels, and growth resume?
 - (b) Should we be seeking to return to the same service levels and patterns as previously?
- 2.34. On the demand side, it seems likely that a significant number of workers, especially in the types of white-collar city-centre office employment that makes up much current rail commuting demand, may feel more disposed to work from home more frequently, even if only for one or two days a week. On the face of it, this could reduce demand and crowding pressure on the busiest rail services, but could further damage their revenues. However, it is entirely possible that this easing will not last: previous experience of adding capacity to our commuter network has shown that this unlocks demand that is currently suppressed from travelling by rail at all. Therefore in our region, where rail’s modal share is generally lower than in London and the South-East and car use remains significant, we may well not see the long-term demand drops that have been suggested around London: rather, the change will just “buy us time” to address the chronic crowding issues.
- 2.35. In the short term, it seems likely that when travel restrictions are lifted, there will be a sharp uplift in leisure travel by all modes, as journeys to family, friends and countryside/recreational facilities resume. In the longer term, there seems little reason to suppose that leisure travel will not resume its historic growth trends on rail, particularly as attention re-focuses on the climate emergency – subject, it must be borne in mind, to the state of the wider economy. Business travel is difficult to predict, but in this case an initial “uptick” could be followed by a slight drop, as a result of increased awareness of the possibilities of remote meeting technology.
- 2.36. A significant caveat will be the need for the public to regain confidence in public transport in general, and rail in particular. This relates not only to the perceived personal safety of travelling by train after COVID 19, but also to the longer-term issues set out above in relation to the Northern rail operation.
- 2.37. As reported elsewhere to this Committee, the greatly reduced train timetables operating, and numbers travelling, during the COVID 19 “lockdown” have resulted in train services that have, overwhelmingly, been reliable and punctual. While this would be expected, it does underline a point that has been made since at least the May 2018 timetable collapse and has become more voluble: that the railway is, under “business as usual”, running with more trains than its current infrastructure can reliably cope with – and that there is a

case for the “fewer but longer” principle on some lines. While this will not be relevant everywhere (the Combined Authority would not wish to see services below 2 trains per hour at any West Yorkshire station), and it cannot be a substitute for urgently needed investment in trains and infrastructure, there may well be cases where this principle could be applied effectively in our region, as services gradually are rebuilt after the lockdowns.

- 2.38. In addition, it seems clear that the COVID 19 crisis has placed a massive burden on public finances and the wider economy. While Government may consider it wise to respond to the seemingly inevitable recession by increasing spending to restart economy activity, and infrastructure projects such as rail could play a role in that, there must equally be a risk that Government’s response could be to cut back on spending and investment – at worst, a return to “austerity”. This latter tactic could pose a significant threat not only to future investment, but even to the maintenance of historic service levels where, as on Northern, these are reliant on subsidy.
- 2.39. In light of the economic shock to which COVID 19 has subjected the remaining commercial franchised operators (such as Trans-Pennine and Cross-Country) and Government’s emergency measures to support them, it remains to be seen how the future for these other rail operators will look. It seems possible that comparable decisions may need to be made to those made in respect of Northern.
- 2.40. It also follows from the above that the case for major, longer-term investments in the North’s rail transport infrastructure, such as Northern Powerhouse Rail and High Speed 2 integrated into regional connectivity, will be at least as strong in a post-COVID 19 world: restarting the economy with such an infrastructure investment boost will help many sectors of the economy to recover, and the need for the British economy to be rebalanced will be at least as great as previously. In addition, the recent unintended reductions in air pollution and greenhouse-gas emissions have underlined the need to drive forward a cleaner form of economic growth towards a post-carbon future, supported by sustainable non-carbon transport.
- 2.41. The work by the National Infrastructure Commission and Government to develop an Integrated Rail Plan, and the Combined Authority’s input to that, will therefore be an important vehicle to re-set and properly integrate rail investment, in the context of a post Covid 19 world.

3. Clean Growth implications

- 3.1. The ability of rail to contribute to modal shift from car use towards public transport, and so reduce the harmful consequences of car use, has been compromised by the poor performance of rail under the Arriva franchise. Any steps that address these shortcomings, in particular by increasing the capacity of trains and improving their reliability, is therefore directly relevant to achieving the goals of clean growth. Electrification of the rail network is also a vital input to achieving a zero-carbon economy. The imperative of recovering

and enhancing the attractiveness of public transport is arguably even greater in framing the recovery from the COVID 19 pandemic.

4. Inclusive Growth implications

- 4.1. Rail plays an essential role in social inclusion by enabling access to opportunity and amenity. Any interventions which unlock constraints to rail use (including its ability to convey the numbers of passengers seeking to travel) are therefore wholly consistent with inclusive growth.

5. Financial Implications

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

6. Legal Implications

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

7. Staffing Implications

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

8. External Consultees

- 8.1. While this paper is based on existing Combined Authority rail policy, consultation on its specific contents has not been carried out and will be required should certain specific measures be subsequently identified for possible implementation.

9. Recommendations

- 9.1. That the Committee endorse the principle of a new relationship with Northern based on openness, honesty and working in partnership, which recognises elected members' role as passenger champion, and which secures delivery of strategic objectives for clean and inclusive growth, recognising the important role for rail in West Yorkshire in achieving these.
- 9.2. That the Committee note the issues facing Northern as OLR takes over the operation from Arriva.
- 9.3. That the Committee approve the principle that Combined Authority officers should work with Northern, TfN and others to identify potential interventions for the short-to-medium term period after the industry emerges from COVID 19 restrictions but while OLR continues. These interventions should be directed towards the key principles of:
 - Improving reliability and punctuality
 - Providing train capacity where it is most needed
 - Improving staff morale and the image of the rail operator

- Making small-scale but noticeable improvements to the passenger experience at trains and on stations, including better information
- Setting the agenda for the longer-term investment that rail in our region requires

The broad types of intervention, to address the issues identified above and summarised below and form the basis of further discussion for Combined Authority officers with Northern and TfN, include:

Short-term, low-cost	<ul style="list-style-type: none"> • Staff training and engagement • “Soft factors” – communications and image
Short-term, modest-cost	<ul style="list-style-type: none"> • Minor improvements to train interiors • Improved passenger information at hub stations • Station service access
Short-to-medium term	<ul style="list-style-type: none"> • Temporary timetable interventions to drive performance • Complete fleet refurbishment programme • Remedial work to class 195 fleet • Station facilities “quick wins”
Medium-term	<ul style="list-style-type: none"> • “The missing fleet”: • Complete assessment of scale of requirements • Put forward request and evidence to Government

10. Background Documents

10.1. None

11. Appendices

11.1. None

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Report to: Transport Committee

Date: 15 May 2020

Subject: **Leeds City Region Transport Update**

Director: Dave Pearson, Director, Transport Services

Author(s): Roads, Zero Emissions and Active Travel -Steve Heckley Rail -
Richard Crabtree Bus -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 To provide the Transport Committee with an update on current issues.

2. Information

Road updates

2.1 Transport Committee has previously been informed of opportunities to invest in the road networks in the region to improve performance and reliability for a range of users, through Department for Transport (DfT) funding competitions for Local Highway Authorities to improve local roads, and the development of a Road Improvement Strategy by Highways England for improving the Strategic Road Network of motorways.

Local Road Network – Funding competitions

2.2 The Combined Authority has worked with West Yorkshire partner councils to develop and submit bids to two recent funding competitions:

- **Highways Maintenance Challenge Fund (HMCF)** - DfT guidance published in July 2019 invited funding bids for schemes addressing highways structural maintenance issues, with submissions required by 31 October 2019;

- **Local Pinch Point Fund (LPPF)** – DfT guidance published in July 2019 invited funding bids for schemes seeking to reduce congestion on local roads, with a deadline of 31 January 2020.
- 2.3 The HMCF was split into two separate pots:
- £98 million in total available for 2019-20 for small maintenance schemes requiring grant up to £5 million, submitted by application form;
 - £100 million in total available for 2020-21 for large renewals schemes requiring grant of over £5 million, submitted by Expression of Interest (EOI) as the first stage of a two-stage application process.
- 2.4 DfT guidance required Combined Authorities to priority rank proposals developed by their constituent Local Highway Authorities and submit applications/EOI on their partners behalf. The West Yorkshire partners could submit up to a total of 5 bids to both the smaller and larger scheme pots. The West Yorkshire Combined Authority submitted five ranked applications for small schemes and five EOI for large schemes. Assessment criteria for ranking was developed with the partner councils, and rankings for small and large schemes were agreed by Transport Committee. The bids for the small schemes were published on the Combined Authority's website, as the DfT's requirement.
- 2.5 The DfT announced on 28 February 2020 the winners of HMCF small schemes bids for delivery in 2019-20. West Yorkshire was successful with two of its five submitted schemes:
- A629 Calderdale Way refurbishment (Calderdale Council) – awarded DfT grant of £3,932,000;
 - A62 Leeds Road Carriageway resurfacing, drainage, structural improvements and A6024 Slope stabilization, drainage, carriageway reconstruction (Kirklees, Calderdale) - awarded DfT grant of £2,030,000
- These two schemes had been ranked priority 1 and 2 by the Combined Authority. A total of 32 Local Authorities were awarded a share of the funding pot. The DfT identified that the competition was very oversubscribed.
- 2.6 A DfT decision on the HMCF Large scheme EOIs is awaited. The DfT has advised the Combined Authority that its seeking advice from Ministers, but given that schemes are for delivery in 2020-21, winners would be expected to be announced and funding issued by March 2021. The number one priority for West Yorkshire is A64(M) Regent Street Flyover structural renewals (Leeds), with EOI also submitted for two schemes each in Bradford and Wakefield.
- 2.7 The Local Pinch Point Fund (LPPF) pot totals £150 million, available over two years with £75 million in each year for 2021-22 and 2022-23.
- 2.8 LPPF guidance also specified a Combined Authority role to rank bids from constituent highway authorities to indicate relative priority. As with HMCF, West Yorkshire criteria for ranking was developed with partner councils and the ranking agreed by Transport Committee. LPPF bidding is a two-stage process, and although only high level details were required at this first stage, prioritisation followed a thorough process with an initial long list of proposals

assessed against DfT criteria and also against regional and local criteria to ensure compatibility with social and environmental objectives, including impacts on road safety, air quality and carbon emissions. The next, more detailed application required for schemes that the DfT progresses from the EOI stage will provide opportunity to develop and refine scheme detail and assess impacts and mitigations.

- 2.9 The prioritised list of West Yorkshire EOI proposals for LPPF grant is:
1. North Baileygate, Pontefract - Partial Gyratory and Junction Signalisation, (Wakefield Council) - DfT LPPF grant sought of £1,671,000;
 - 2= A62 Longroyd Bridge, Huddersfield (Kirklees Council) - DfT LPPF grant sought of £9,300,000;
 - 2= A61 Scott Hall Road bus lane, Leeds (Leeds Council) - DfT LPPF grant sought of £8,900,000;
 - 4 Tetley Street / Inner Ring Road realignment, Bradford (Bradford Council) - DfT LPPF grant sought of £10,000,000;
 5. A655 Black Road Bus Priority Scheme, Wakefield, (Wakefield Council) - DfT LPPF grant sought of £1,150,000 to 1,500,000 (depending on options).
- 2.10 The DfT wrote in April to the Combined Authority to confirm that the consideration of LPPF EOIs is on hold for the time being owing to the circumstances regarding COVID-19. The DfT propose to revisit the submitted EOIs later this year and will contact bidding authorities when it is in a position to resume work on the LPPF.

Strategic Road Network - Road Investment Strategy 2

- 2.11 Highways England published on 11 March 2020 its Road Investment Strategy 2 (RIS2), setting out the government's road investment strategy for the five-year period from April 2020 to March 2025 for the Strategic Road Network (SRN) of motorways. The RIS2 document can be accessed at:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/872252/road-investment-strategy-2-2020-2025.pdf
- 2.12 RIS2 is targeted at strengthening the strategic role of the motorways in supporting the UK's economic performance, but also recognises obligations to communities living close to the SRN and to the natural and built environments. The RIS2 document sets out the:
- Strategic long-term vision for what the strategic road network should look like in 2050;
 - Performance specification setting out the expectations for Highways England and the strategic road network, including metrics and indicators for measuring performance;
 - Investment plan of how money will be invested in operations, maintenance and renewals and enhancements in the RIS2 period, 2020-25;
- 2.13 RIS2 was informed by consultation, research and evidence gathering to understand demand and requirements, and included the input of the West Yorkshire Local Highways Authorities and the Combined Authority..

- 2.14 RIS funding is directly linked to the money road users pay, coming from the National Roads Fund which is derived from receipts from Vehicle Excise Duty. A statement of funds identifies that Highways England is expected to receive a total of £27.4 billion from the government during RIS2 to deliver the outputs and outcomes listed in the document. The RIS2 funding is split into:
- £11,899 billion for operations, maintenance renewals and business costs;
 - £14,118 billion for large scale capital enhancements i.e. committed schemes where the project is expected to start by 1 April 2025;
 - £472 billion for preparing enhancements for delivery in the next RIS3 period from 2025;
 - £870 billion for designated funds aimed at small scale environmental and safety mitigations.
- 2.15 The following headlines are in respect of identified schemes relevant to the West Yorkshire Combined Authority geography:
- No committed major enhancement schemes for delivery in RIS2;
 - Upgrading the M62 to smart motorway between junction 20 (Rochdale) and junction 25 (Brighouse);
 - A number of enhancement schemes identified for the RIS3 pipeline, for which funding exists to investigate a possible scheme (but not yet deliver a scheme), and where Highways England will be engaging with local highway and transport authorities in this process:
 - M1 Leeds Eastern Gateway;
 - M1/M62 Lofthouse Junction;
 - A1 Doncaster-Darrington;
 - M1 Junctions 35A-39 Sheffield to Wakefield extra capacity;
 - A64 Hopgrove, York,
- 2.16 The Designate Funds reflects a stated Highways England's responsibility to improve the environmental and safety performance of the SRN through a number of mainly small-scale improvements. The schemes are not specified in advance but RIS2 summarises the intent with these pots and commits to working with key stakeholders (which would be expected to include the Combined Authority and partner councils) to invest these funds over the course of RP2. The Designate Fund pots are:
- £345 million Environment and Wellbeing fund
 - £169 million Users and Communities fund
 - £216 million Innovation and Modernisation fund
 - £140 million Safety and Congestion fund
- 2.17 RIS2 reiterates the government's target and plans for decarbonisation and identifies a high level strategy to be applied to the SRN encompassing operations and transformative policies, including the development of a network of rapid charge-points for electric vehicles along the SRN, and supporting the decarbonisation of freight to address difficulties associated with finding approaches for the freight sector to move away from diesel.
- 2.18 RIS2 includes proposals for smart motorway schemes, including within West Yorkshire, with the caveat that these are subject to the findings and recommendations of a DfT commissioned "evidence stocktake" to gather facts

on the safety of smart motorways. The DfT published the stocktake on 12 March 2020 (following RIS2) and it can be accessed at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/873000/smart-motorway-safety-evidence-stocktake-and-action-plan.pdf. The stocktake reviewed evidence from four years, 2015 to 2018. Overall the evidence was found to show that in most ways, smart motorways are as safe as, or safer than, conventional motorways, but not in every way. The statistics suggest that fatal casualty rates are lower while injury rates may be slightly higher. Within this overall picture, the evidence found that risk related to live lane breakdowns has increased and there is confusion over the different types of smart motorways.

- 2.19 The smart motorway stocktake provides an action plan for the delivery and operation of smart motorways. An action for making smart motorways even safer and building public confidence is to end the use of dynamic hard shoulders. This is where the hard shoulder is used as a temporary traffic lane to increase capacity only when it is needed most. This was an early version of smart motorway and is recognised as a cause of confusion for motorists. The action plan will convert the hard shoulder permanently into a traffic lane, known as “all lane running” (which has been the standard for smart motorways since 2012). All existing dynamic hard shoulder smart motorways will be converted to into all lane running by the end of March 2025, so there will be only one type of smart motorway without a permanent hard shoulder. The action plan commits to continue to monitor the evidence as it evolves.

Rail updates

Restoring your Railway Fund

- 2.20 On 19 February 2020, the Government announced the “[Restoring Your Railway Fund](#)” to support different projects to reinstate axed local services and restore closed stations. This fund is split in 3 ways:
- Ideas Fund
 - Accelerating existing proposals
 - Proposals for new or restored stations

The following paragraphs provide some background of the funding and our proposed bidding strategy.

Ideas Fund

- 2.21 Ideas Fund (IF) - Ideas fund cover ideas that could help to restore lost rail connections to communities. This fund could include closed stations, upgrade of current freight line to include passenger services and restoring disused rail alignment. Any proposals should be sponsored by at least one MP working with local authorities and community groups. Submission should set out the strategic case, socio-economic benefits, service proposed and infrastructure and operating costs of the proposals. DfT will fund 75% of costs up to £50,000 of

successful proposals to help fund transport and economic studies and deliver an initial business case. Originally, there were 2 rounds of assessment for proposals, one in March and one in June 2020. Due to the Covid-19 situation, DfT has introduced a third funding round in November 2020.

- 2.22 Due to the limited time available to prepare for the March submission, CA had supported a submission for the Wortley Curve. The submission is sponsored by Rachel Reeves MP. The proposal of Wortley Curve has emerged from the Combined Authority's Rail Connectivity Vision work which was reported to the Transport Committee at its meeting in March 2020. The work identifies that there are sizeable travel markets between Bradford, Calderdale and Kirklees to places such as Wakefield, Sheffield and the East Midlands, that the railway is not currently serving well. It identifies opportunities for infrastructure enhancement which could improve the integration of NPR, HS2 with the existing rail network. These include the reinstatement of Wortley Curve and an enhanced Clayton junction as part of the HS2 development.
- 2.23 The Wortley Curve was a half mile section of railway connecting Wakefield and Bradford branches which was closed in 1985. The location of Wortley Curve is shown in Appendix 2 of this report. If the Wortley Curve could be reinstated as part of a wider package, it could potentially enable faster, direct journeys between Bradford/Calderdale/Kirklees and Wakefield/Sheffield/the East Midlands without having to reverse at Leeds station. DfT has received 6-application for the March submission and further update will be provided to promoter in May. It is our understanding that submissions had also been made for reinstating regular passenger services on the Askern line between Doncaster and West Yorkshire, re-opening Askern station was sponsored by the Rt Hon Ed Miliband MP and re-opening of the North Midland line between Barnsley to Wakefield via Royston was sponsored by Dan Jarvis MP. It is likely that a bid will be submitted by Alec Shelbrooke MP for Methley station in the next rounds of submission.
- 2.24 In terms of future submissions, there are a couple of schemes that we could potentially apply for the ideas fund:

New rail stations - A study to consider the viability of potential new rail stations across West Yorkshire was produced for the Combined Authority by Atkins consultancy in 2014. While most of the findings remain valid, there are changes that might affect the priority of new rail stations. These include the emergence of Leeds Public Transport Investment Programme (LPTIP), new strategic and spatial priorities and development of connectivity strategy, plus in some cases changes that have taken place on the railway itself, or are planned. Officers of the Combined Authority have identified a list of sites that need to be reassessed and will be working closely with the officers of district partners. It is envisaged that a revised list of priority sites could be available later this year and this could be used as the basis to support further Ideas Fund submissions.

Network gaps – There are areas and communities that are not at present on the rail network, either never having had a rail connection, or where the line was closed. There are several disused railway alignments in West Yorkshire that could potentially be benefited from the Ideas Fund. Officers of CA will carry out a high-level assessment of these lines and will work closely with district officers and the rail industry partners.

As further works are required around new stations sites and network gaps as part of rail strategy and connectivity work, a November submission is more likely. Further details will be shared with Transport Committee members in the upcoming meetings and workshops which could be used as the basis to support / develop further Ideas Fund submissions in November.

Accelerating existing proposals

- 2.25 This fund is available to accelerate the development and delivery of schemes that already have existing business cases but need support for a larger sum of funding to progress to an outline business case. These schemes should already have existing business cases endorsed by DfT. Funding may also support newer schemes that already have supporting analysis and are seeking a larger sum of support to progress to an Outline Business Case. Deliverability of these proposals will then be assessed, and funding allocated to develop them further. There are no suitable schemes in West Yorkshire that fall into this category.

Proposals for new or restored stations

- 2.26 The government launched the third round of the New Stations Fund (NSF) on 28 February 2020 which will invest £20 million in new stations. The funding could part-fund the delivery of new or previously closed railway stations. Based on the outcomes of the last round, the funding was awarded to 5 schemes with the sum of award ranged from £1.6m to £4.4m per scheme. Schemes need to reach a credible stage of development with submission equivalent to an Outline Business Case. Schemes must complete GRIP Stage 7 (i.e. scheme handback) by the 29th February 2024. The business case should demonstrate reasonable value for money with the support of third-party match funding (minimum 25%). Scheme should be without material revenue abstraction from Train Operating Companies and not substantially increase existing passenger journey times. Any proposed scheme must bring incremental benefits in form of an increase in services available for new passenger journeys or increased financial revenues.
- 2.27 Based on the stage of development, we have four schemes in West Yorkshire that fit with the funding criteria i.e. rail stations at Elland, White Rose, Thorpe Park and Leeds Bradford Airport.

- 2.28 It is not necessary to submit a bid for Elland rail station as the scheme is fully funded by the WY+TF. It might not be appropriate to submit a bid for Leeds Bradford Airport as the capital funding required for the station and the associated highway improvements will significantly exceed the funding available in this funding source and the Combined Authority is working with Leeds City Council on other options.
- 2.29 It is proposed that two submissions are made for White Rose and Thorpe Park rail stations due to the stage of development and the availability of third-party funding through developer's contribution and/or LPTIP funding. The submission of Thorpe Park is still dependent on further work on the financial case and available match-funding.

Mid-Tier Access for All Fund

- 2.30 The Department for Transport (DfT) announced in [February 2020](#) that Pontefract Monkhill had been selected to benefit from a share of £20 million for accessibility improvements. The national Access for All Mid-Tier programme supports projects requiring between £250,000 and £1 million of Government support. Subject to a feasible design being possible Pontefract Monkhill could receive an accessible, step-free route into the station, as well as to and between each platform.
- 2.31 As reported to Transport Committee in November 2019 the Combined Authority together with Northern submitted two bids supported by £300,000 from the LTP Integrated Transport Block Programme. Unfortunately, the other bid which was for a package of minor accessibility improvements at Burley-in-Wharfedale, Marsden and Slaithwaite was not selected. The Pontefract Monkhill scheme therefore will be funded by £300,000 from LTP Integrated Transport Block, £1 million from DfT and the remaining funding will be covered by Wakefield Council.
- 2.32 Two other bids were also submitted for accessibility schemes at Cross Gates and Horsforth supported by LPTIP (Leeds Public Transport Investment Programme) funding. Unfortunately, these bids were withdrawn from the process due to programme and funding timescale issues.

TransPennine Route Upgrade Transport and Works Act Order Consultation

- 2.33 Network Rail is proposing an upgrade to a section of railway between Huddersfield and Westtown (Dewsbury) to deliver passenger benefits along the TransPennine railway as part of the TransPennine Route Upgrade (TRU) to be funded by the Department of Transport. Upgrading the section of railway between Huddersfield and Westtown is key to delivering the benefits passengers want along the TransPennine railway.

2.34 Following the consultation in Autumn last year, Network Rail carried out a second round of consultation in March/April time. The consultation is around specific proposals at the following locations:

- Location of Deighton station
- Design of Colne Bridge Road
- Design options of John William Street Bridge
- Location of Ravensthorpe

2.35 The deadline of the consultation ended on 30 April 2020. Officers of CA had been working closely with officers of Kirklees Council and provided feedback to Network Rail on these technical proposals.

Williams Rail Review and rail devolution

2.36 The outcome of the Williams Rail Review is still awaited. In a written reply to a Parliamentary Question of 20 March the Rail Minister, Chris Heaton-Harris, said it was the Government's intention to publish the recommendations before the summer recess (July 2020) as a White Paper. The West Yorkshire Devolution Deal acknowledges West Yorkshire's ambitions on further powers for rail devolution and states that these are being considered as part of the Williams Review.

Bus updates

Network Navigation

2.37 In July 2019 Transport Committee approved the development of the Network Navigation principles through the Connecting Leeds programme. This project has been developed as part of Connecting Leeds but will create a format which can be extended throughout West Yorkshire deliverable through the West Yorkshire Bus Alliance and funded through the Transforming Cities Fund.

2.38 The Network Navigation principles will be limited to the Core Bus Network only, which is defined as services with a frequency of 15 minutes or better or serve key destinations across the region. This is to provide a distinction between the service level on this network compared with the rest of the bus network.

2.39 Appendix 1 presents the designs for Leeds to be delivered across the City's Core Bus Network later in 2020. The designs for the rest of West Yorkshire will shortly start to be developed.

2.40 The materials will be shortly reviewed through an engagement on YourVoice. This follows three Focus Group sessions, including with Accessibility Groups. A trial site will also be installed in Leeds City Centre once the current Covid-19 crisis is in the recovery phase.

Transport Focus Bus Passenger Survey

2.41 Transport Focus undertake an annual Bus Passenger Survey to assess levels of customer satisfaction across the country. The survey was carried out in

autumn 2019 with a sample size of 1631 in West Yorkshire. The headline results are provided in Appendix 3, more detailed results are available on the Transport Focus website. Overall satisfaction in our region remained at 85%, the same level as in 2018. Only 70% of those sampled were satisfied with punctuality; a fall of 2%. Satisfaction with the interior cleanliness of buses fell by 3% with most other key measures the same. The detailed results will be reviewed by the Bus Alliance and will inform its workplan for 2020/21

Future Mobility Zone funding – update

- 2.42 The DfT announced the winners of the £70 million Future Mobility Zone (FMZ) funding competition in March 2020. The Combined Authority had submitted a bid on behalf of Leeds City Region and been shortlisted in May 2019 as one of seven areas in the UK that has made it through to phase 2 of the competition. Unfortunately, the Combined Authority was not successful in being included in the final three winning authorities. The Combined Authority has received positive feedback from DfT and is working closely with the partner councils to identify alternative funding sources for the component schemes within the FMZ package. A further update will be provided to Transport Committee.

Streets for People demonstration projects

- 2.43 A Members' workshop was held in February 2020, to provide Members with an update on progress with the five, £1 million, demonstration projects (one in each District) which are being funded from the West Yorkshire Transport Strategy Integrated Transport Block programme. The focus of the workshop was to provide insight into the different community engagement approaches taken by the Leeds and Wakefield projects, both of which are further progressed than projects in the other Districts.
- 2.44 Members confirmed their support for projects of this kind and for the early engagement approach that has been adopted by Leeds and Wakefield, allowing the local community and business to shape potential options for the schemes. The need for early and thorough engagement was recommended for application in the other demonstration projects.
- 2.45 Members also agreed that the demonstration projects should be supported by behaviour change activity to ensure that ensure changes to the built environment result in longer term travel behaviour change. It was agreed that the Combined Authority and partners would explore opportunities to align existing behaviour change activity with the demonstration projects. Similarly, a number of the demonstration projects already seek to draw in additional capital funding from other programmes and members agreed that these demonstration projects should continue to act as catalysts for partnership activity and joined up investment from across local authorities.
- 2.46 A series of national site visits to similar types of projects that have been delivered elsewhere were proposed as a way for members to get insight in best practice in delivery of these types of schemes that aim to put people at the

centre of changes to places and the road network and promote safe and sustainable transport and reduce dependency on the private car.

Zero Emissions Transport Working Group

- 2.47 The Working Group meeting scheduled for 8 April 2020 was cancelled due to the situation relating to COVID-19, and has been rearranged for Friday 22 May, to meet virtually. In the meantime, work on decarbonisation pathways and policy recommendations continues to progress, albeit slightly differently and with a short delay to the programme originally planned with the Emission Reduction Pathways commission. A draft Final Report of the Task 1 activity presenting the emissions pathways modelling results for all sectors, including Transport, is expected for early May, for review of the transport section by the Working Group at its meeting on 22 May. In addition, one-to-one meetings are being held with the West Yorkshire partner councils during May to raise their awareness of the findings of the pathways and provide the opportunity to feedback comments. Planned wider engagement and consultation with stakeholders will be adversely affected by COVID-19. A revised plan is currently being developed to ensure the process of partner organisation and stakeholder participation can continue.
- 2.48 The intention had been to hold a transport sector specific workshop in April 2020 to assist in the next step of co-design of the policy recommendations that need to be developed as part of the project. This workshop has also been cancelled due to Covid-19. A revised plan for the workshop is also being developed so that partners and stakeholders can co-design policy recommendations. Alternative proposals could take the form of webinars and/or online surveys. To avoid the webinar becoming unmanageable places may need to be limited, but the webinar could also be recorded and made available for stakeholders to view on the Combined Authority's website. A set of supporting presentations and an on-line survey are also being considered to ensure as many as possible stakeholders can assist the co-design of policy recommendations. These plans will be confirmed in the next few weeks.
- 2.49 The 13 March 2020 meeting of Transport Committee received a presentation from the Chief Executive of Leeds Bradford Airport (LBA) providing an update on work being undertaken by the National Aviation Group and industry partners on decarbonisation and LBA's own proposals for mitigating the carbon impact of its operations. It is recognised that the activities of LBA represent one view of pathways to decarbonisation, and Transport Committee through the work of its Zero Emissions Transport Working Group on the current Emission Reduction Pathways commission is looking to engage with as wide as possible group of stakeholders. A variety of views on aviation have been identified to-date, and options are currently being considered on how to further increase understanding of issues and opportunities related to aviation emissions through hosting a joint meeting between selected interested parties on aviation, which is expected to include Transport Committee, the aviation industry and civil society. This proposal has also been interrupted by COVID-19 with a date to be confirmed.

Cycling and Walking Issues

Local Cycling and Walking Infrastructure Plans

- 2.50 In January 2020, Transport Committee endorse the phase one LCWIP documents for Calderdale, Kirklees, Leeds and Wakefield, and endorsed the phase one for Bradford except any part of the proposals which fall outside the Bradford boundary, which is subject to further feasibility work and engagement on any potential options that are deemed feasible. These documents were intended to be reported to the Combined Authority at its meeting in April but this has been deferred to the next meeting, as a result of that meeting's agenda being focussed on the COVID19 crisis.
- 2.51 The development of LCWIPs and a commitment to investing in walking and cycling infrastructure that meets forthcoming national design guidance forms part of the West Yorkshire devolution deal agreed in March 2020.
- 2.52 Development of Local Cycling and Walking Infrastructure Plans in the next phase of work and alignment with the wider Connectivity Strategy is ongoing. An approach to develop the next phase has been developed with partners, to expand the geographic coverage of the plans. The use of the Combined Authority's Your Voice platform is proposed to be used to launch an online mapping public engagement exercise, seeking comments on current conditions and issues for people walking and cycling in West Yorkshire.
- 2.53 The Transport Committee Members' Walking and Cycling Working Group discussed use of the Your Voice platform and an online interactive map, and although members did indicate some support for this kind of engagement, highlighted the need to ensure that any online engagement in the current circumstances is accompanied by other forms of engagement with those for whom online-based engagement is less suitable or accessible, and this will be planned to take place once current situation has moved into the recovery phase, or whenever such engagement is possible.
- 2.54 The Design Principles document has also been discussed in more detail by the Members Working Group, including consideration of stakeholder engagement. It has been agreed that a wider stakeholder engagement exercise is needed than previously proposed, given the need to ensure that representatives from the range of different user groups who may be affected by the adoption of these principles, including disabled people. Approaches to this engagement will be planned around the limitations imposed by the current circumstances regarding the current Covid-19 crisis, and may have to take place during the recovery phase.

E-Cargo Bike Funding Bid

- 2.55 A funding opportunity has been launched by the Energy Saving Trust, offering Local Authorities the chance to secure grant funding for electric assist cargo bikes ("E-Cargo Bikes") as a sustainable transport alternative for urban deliveries, to reduce emissions and contribute to improved air quality. E-cargo bikes funded through this grant could be used to support authorities' own fleets

and operations, as well as supporting local businesses with loans and trials to assist transition to using zero carbon alternatives for their business needs.

2.56 Following discussion between West Yorkshire partner councils and the Combined Authority, a bid has been submitted by Leeds City Council to the fund on behalf of the region, seeking funding for e-cargo bikes for its own use and to offer businesses in Leeds, as well as for Bradford Council for both internal use and for businesses in Bradford district. The Combined Authority has also expressed an interest in securing bikes for internal use within the CityConnect team, as well as providing businesses in Calderdale, Kirklees and Wakefield with the opportunity to trial their use. The outcome of the funding bid is expected in spring 2020 but this may be affected by the current COVID19 situation.

3. Clean Growth Implications

3.1 The report identifies work currently ongoing on the development and delivery of rail, bus, place making, safer roads and cycling and walking interventions, all of which should serve to increase the quality and range of sustainable options for travel, which will in turn will support our target to become a net zero carbon city region by 2038. The funding opportunities identified for road improvements provide opportunity to consider how best to develop and use our road networks to maximise benefits for a range of users and purposes, and to reduce the negative impacts of car use.

4. Financial Implications

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

5. Legal Implications

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

6. Staffing Implications

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

7. External Consultees

7.1 None

8. Recommendations

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

9. Background Documents

9.1 None

10. Appendices

- 10.1 Appendix 1 – Network Navigation designs, Leeds City’s Core Bus Network
- 10.2 Appendix 2 – The location of Wortley Curve
- 10.3 Appendix 3 - Transport Focus Bus Passenger Survey West Yorkshire Highlights

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City centre network visualisation

Edits

April 2020

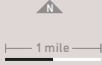
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**West
Yorkshire**
Combined
Authority

Agenda Item 10
Appendix 1

Leeds Network Map

Leeds Core Network



City Centre Map with new zones & stop lettering proposal



Bus Stop Flags

70

Multi-corridor leaving city centre



M  bus stop


Example Street
buses towards
Meanwood **Moortown** **Roundhay**


Leedscity

2	3	3A	12
13	13A	48	51
52			

11727 

Beyond corridor name




M  bus stop


Example Street
buses towards
Moor Allerton Centre
Meanwood


Leedscity

51	52
----	----

11727 

Towards city centre




M  bus stop

Example Street
buses towards
City Centre
Meanwood

Leedscity

51	52
----	----

11727 

Shelter Vinyls

Signature 3 Bay Cantilever



Shelter Vinyls

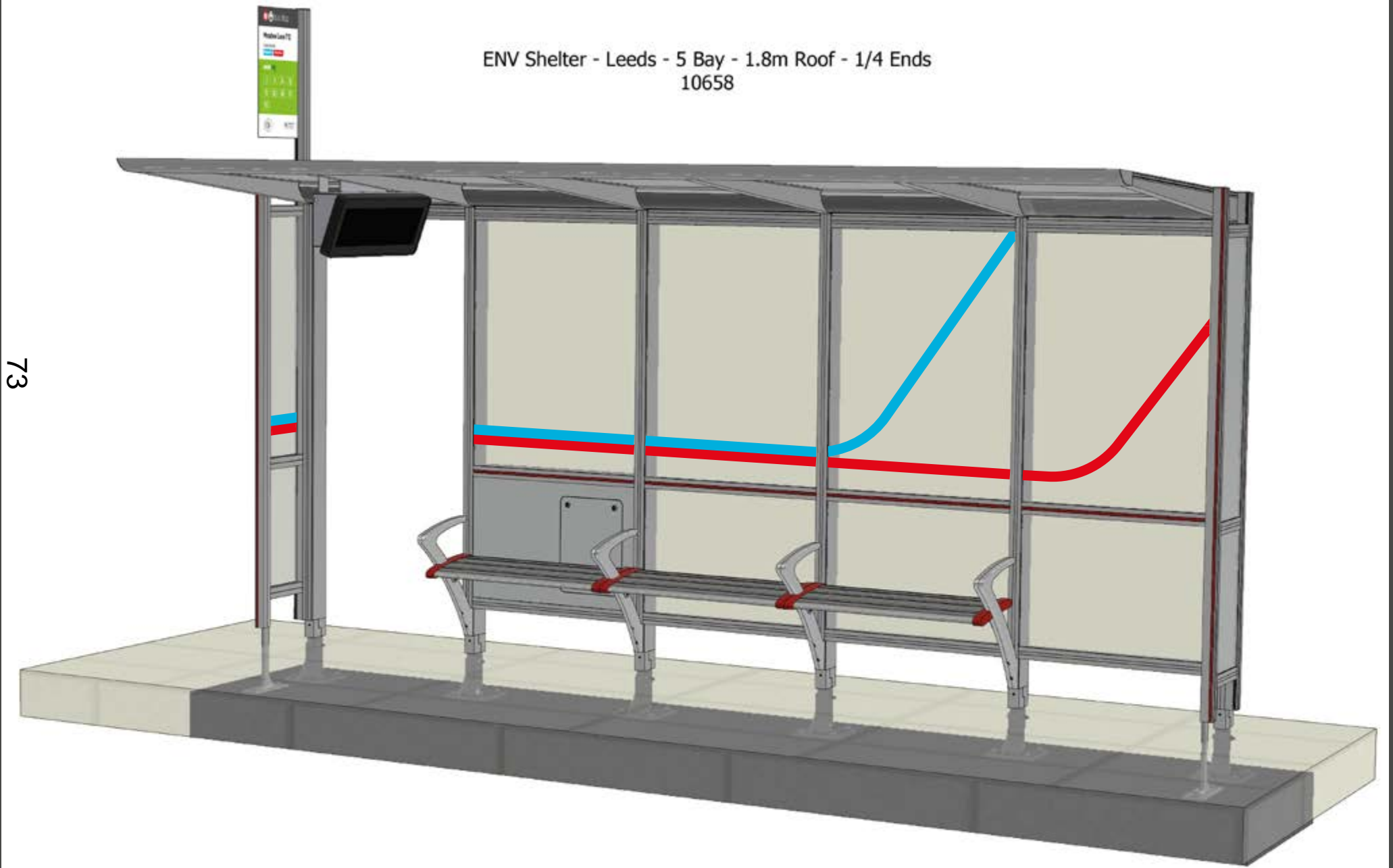
Signature 3 Bay Enclosed



Shelter Vinyls

ENV Shelter

ENV Shelter - Leeds - 5 Bay - 1.8m Roof - 1/4 Ends
10658



73

Trial Site



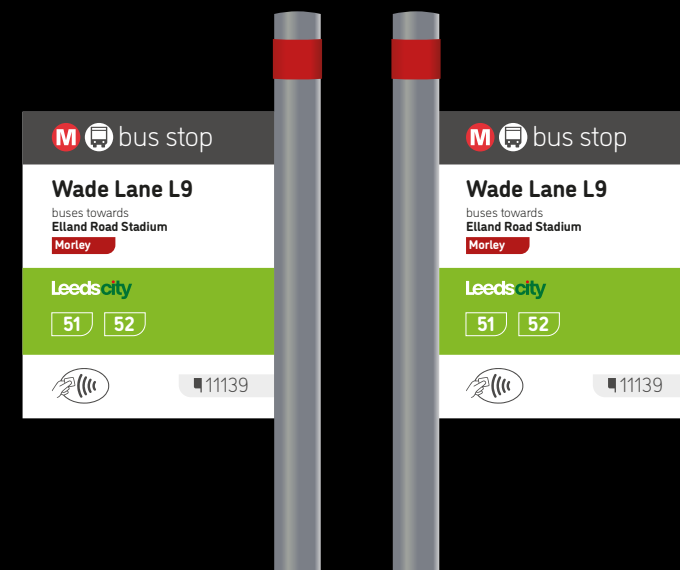
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Half moon



Flag, Pole & Roundel

if top & bottom bracket



Red Ral Code 3001



Core Network

service	towards	stops
Bradford		
72	Bradford	Civic A, Headrow E, Merrion G
X6	Bradford	Civic A, Headrow B, Merrion G
Cleckheaton		
254 255	Cleckheaton then Dewsbury	Bus Station, Trinity B, Wellington J, L, M
Garforth		
5	Halton Moor	City Square I, Civic C, K, M, Corn Exchange J, Cultural B, D, Headrow O, Merrion C, Station A, Wellington I
19 19A	Garforth	City Square J, Civic D, F, Corn Exchange K, Cultural A, D
40	Seacroft	Cultural A, D, Victoria B
56	Whinmoor	Cultural B, D, Merrion C, Victoria K
163 166	Garforth then Castleford	City Square J, Corn Exchange K, Cultural A, D
X26 X27	Thorpe Park	City Square A, Civic I, Merrion I
Hospital		
4	Seacroft	City Square I, Corn Exchange L, Cultural B, D, Trinity D, Wellington F, H
7	Wetherby then Harrogate	Bus Station, Headrow K
16 16A	Whinmoor	City Square I, Corn Exchange L, Cultural B, D, Trinity D, Wellington F, H
42	Oakwood	City Square D, Corn Exchange L, Wellington E, G
49	Monkswood Gate	Civic I, E, Cultural C, D, Merrion D, Victoria K
50 50A	Seacroft	Civic I, E, Cultural C, D, Merrion D, Victoria K
Coastliner	York & Malton then Scarborough or Whitby	Bus Station, Cultural D
Kirkstall		
33 34	Guiseley then Otley	Bus Station, City Square F, Headrow F, Wellington A, G
49	Bramley	Civic A, Cultural E, Headrow D, Victoria A
50 50A	Horsforth	Civic A, Cultural E, Headrow D, Victoria A
Aireline	Shipley then Keighley	Bus Station, City Square F, Headrow F, Wellington A, D
Flying Tiger	Leeds Bradford Airport	Bus Station, Station B, Trinity B, Wellington A, G
Meanwood		
7	Primley Park	City Square K, Headrow J, Trinity D, Victoria L
51 52	Moor Allerton	Corn Exchange G, Headrow B, L, Southbank C, Merrion E
Middleton		
12	White Rose Shopping Centre	Corn Exchange C, Victoria I, Southbank B
13 13A	Middleton	Corn Exchange C, Victoria I, Southbank B
74	Middleton	Corn Exchange F, Cultural G, Sovereign B
Moortown		
2	Roundhay Park	Corn Exchange I, Headrow I, Southbank C
3	Brackenwood	Corn Exchange I, Headrow I, Southbank C
3A	Gledhow	Corn Exchange I, Headrow I, Southbank C
36	Harrogate then Ripon	Bus Station, Headrow H
Morley		
51 52	Morley	Corn Exchange A, Merrion F, Southbank A, Victoria G
Old Farnley		
42	Old Farnley	City Square H, Headrow B, G, Wellington B, C
Pudsey		
4	Pudsey	Cultural E, G, Trinity A, Station C, Wellington B
16	Bramley then Pudsey	Cultural E, G, Trinity A, Station C, Wellington B
Roundhay		
12	Roundhay Park	Corn Exchange H, Headrow H, Southbank C
13	Brackenwood	Corn Exchange H, Headrow H, Southbank C
13A	Gledhow	Corn Exchange H, Headrow H, Southbank C
X98 X99	Wetherby	Headrow A, K
University		
1 6	Holt Park	Headrow C, M, Merrion B
19	Ireland Wood	Civic C, Corn Exchange D, F, Cultural E, G, Station B
19A	Tinshill	Civic C, Corn Exchange D, F, Cultural E, G, Station B
56	Moor Grange	Cultural E, Headrow L, Merrion B, Victoria B
X84	Otley, Ilkley then Skipton	Headrow B, Merrion A, H

service	towards	stops
Wakefield		
110	Wakefield then Hall Green	Bus Station
189	Castleford then Wakefield	Bus Station
410	Pontefract then Chequerfield	Bus Station
444 446	Carlton then Wakefield	City Square H, Civic H, Cultural C, Trinity C
White Rose Shopping Centre		
2	Middleton	Corn Exchange B, Southbank B, Victoria H
3 3A	White Rose Shopping Centre	Corn Exchange B, Southbank B, Victoria H
10	Beeston	City Square A, Sovereign A
200	Morley then Cleckheaton	Bus Station, Trinity B, Sovereign A
201	Morley then Dewsbury	Bus Station, Trinity B, Sovereign A
202 203	Dewsbury then Huddersfield	Bus Station, Trinity B, Sovereign A

Fast buses		
Cityzap	York FAST	Bus Station
X10	Barnsley FAST	Bus Station

Other buses

service	towards	stops
1B	Beckett Park Campus	Headrow C, M, Merrion B
7A X7	Alwoodley	City Square K, Headrow J, Trinity D, Victoria L
7S	Shadwell	City Square K, Headrow J, Trinity D, Victoria L
11	Cross Gates	Bus Station, Headrow K, Victoria B
11A	Cross Gates	City Square B, Civic J, Merrion I
14	Pudsey	City Square H, Wellington B
15	Old Farnley	Corn Exchange F, Cultural G, Station D, Wellington B, D
15	Logic Business Park	City Square H, Civic E, G, Corn Exchange J, Cultural C, Trinity C
27	Guiseley	Civic I, Merrion B, D, Station B
28	Adel	Civic I, Cultural G, Merrion B, D, Station B
28	Leeds Dock	City Square I, Cultural A, Headrow N, Merrion C
35	Greengates	City Square F, Wellington A, D
47	White Rose Centre	Corn Exchange C, Southbank B
48	Wigton Moor	Corn Exchange I, Headrow I, Southbank C
48	Morley	Corn Exchange C, Southbank B, Victoria I
54	Morley	City Square G, Headrow G, Wellington J, L, M
55	Parkwood	City Square G, Headrow G, Wellington J, L, M
55C	Cottingley	City Square G, Headrow G, Wellington J, L, M
62	East End Park	Bus Station
64	Aberford	City Square B, Corn Exchange L, J, Cultural D, B, Trinity C, Victoria J
65	Gildersome	City Square G, Wellington J, L, M
74	Middleton	Corn Exchange F, Cultural G, Sovereign A
75	Middleton	City Square G, Wellington J, L, M
81 81A	Pudsey	City Square B, Wellington B, D
117	Wakefield	Bus Station, Corn Exchange E, Sovereign A, C
118 118A 118S	Wakefield	Bus Station, Corn Exchange E, Sovereign B, C
167 168	Castleford	City Square E, Cultural C, Trinity C
229	Heckmondwike then Huddersfield	Bus Station, Trinity B, Sovereign B
402 403	Selby	Bus Station
508	Halifax	City Square F, Wellington A, D
N1	Weetwood	Headrow M, Merrion B
N9	Cleckheaton	Cultural C, Trinity B, Wellington K, L, M
N10	Wakefield	City Square I, Civic H, Corn Exchange K, Cultural C, Trinity C
X11	Bradford	City Square D, Wellington B
X14	Pudsey	City Square H, Wellington B
X17	Overton	Bus Station, Corn Exchange B, Sovereign A, C
X41	Wakefield	City Square I, Civic I, Sovereign B
X60	Castleford	City Square E, J, Corn Exchange K, Cultural A, D
X62	Hull	Bus Station

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Appendix 2 :

Figure 1: Wortley Curve in relation to existing lines

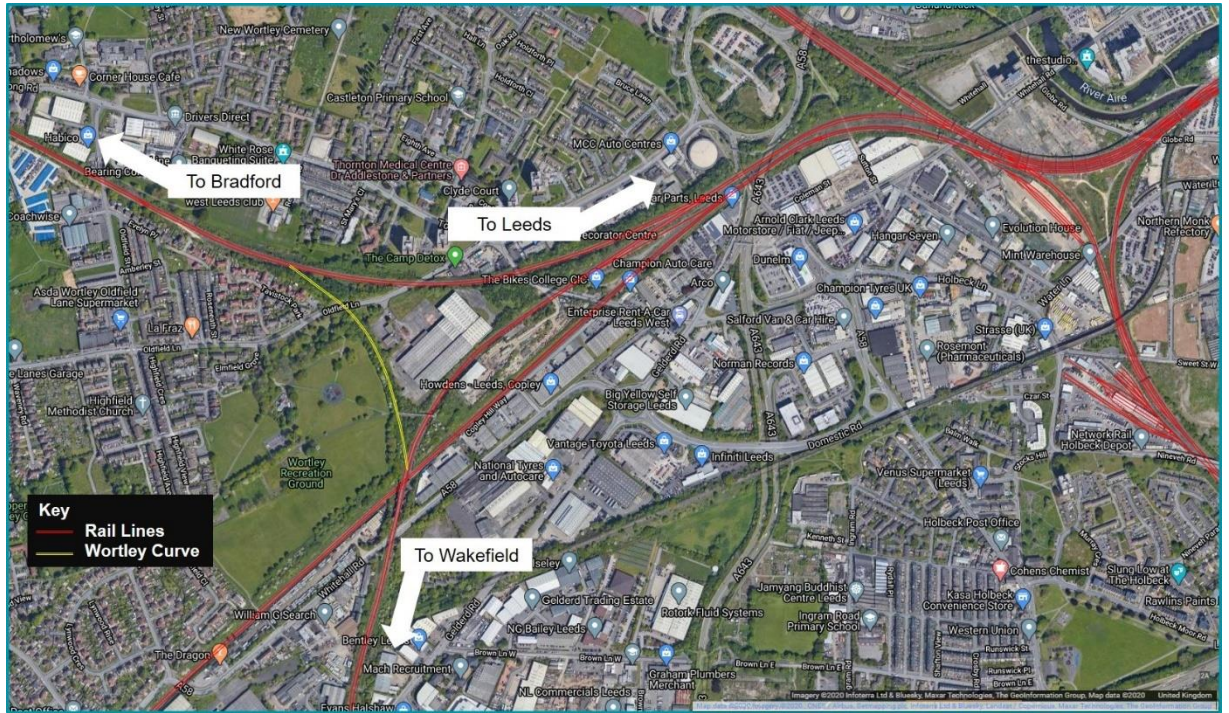
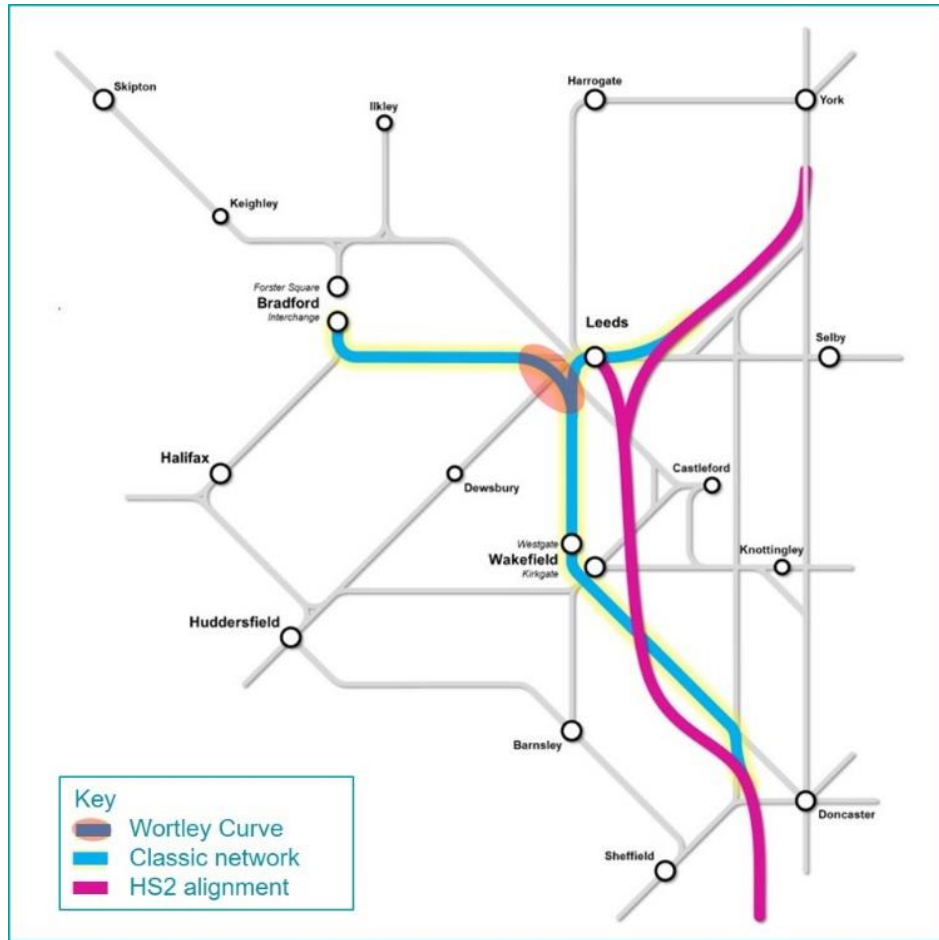
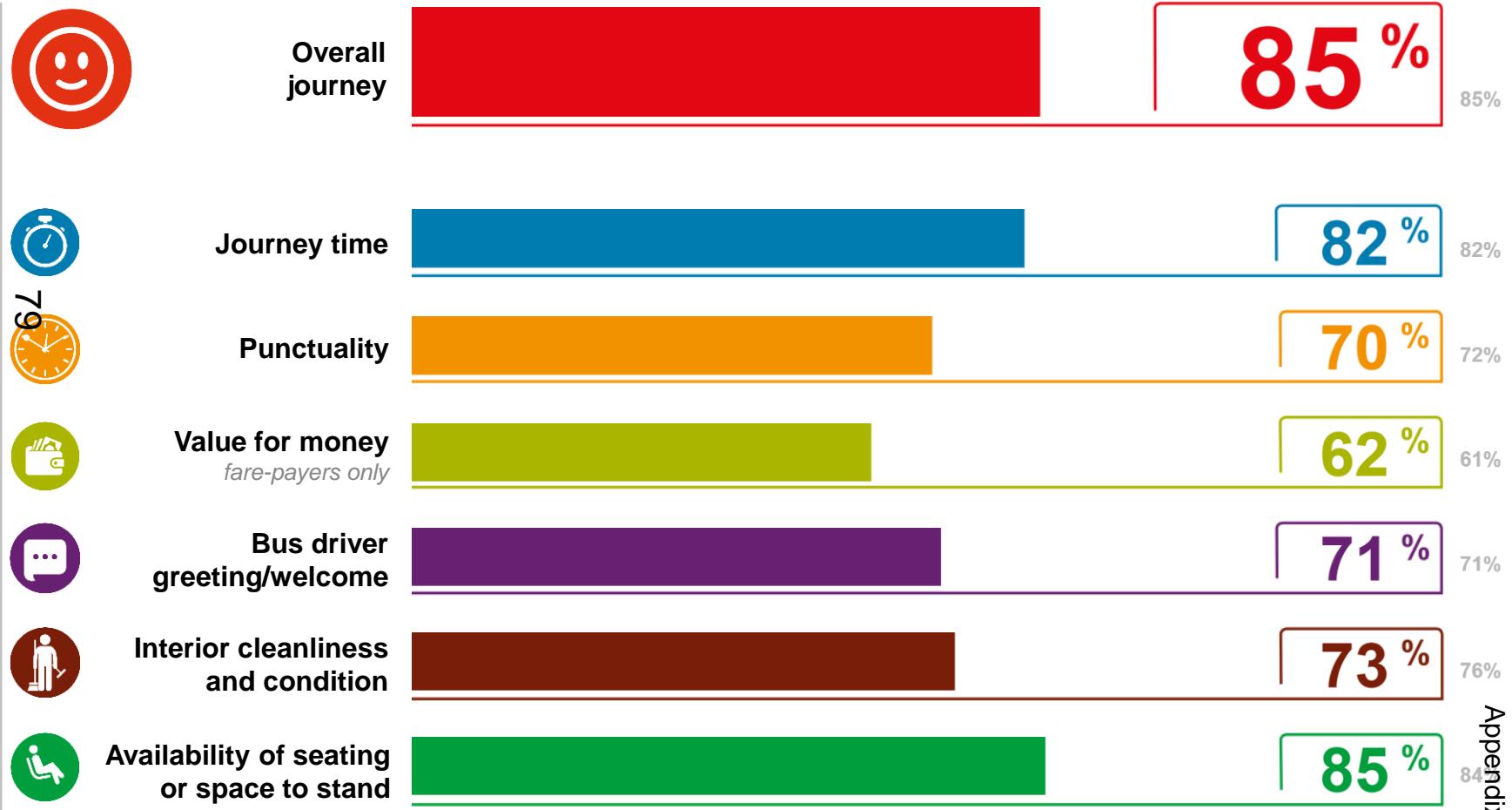


Figure 2: Wortley Curve in relation to classic network as a potential alternative to HS2 Stourton touchpoint (this will be subject to further technical and development work)



Transport Focus Bus Passenger Survey Results

Headline results for West Yorkshire in 2019



Figures shown are total very or fairly satisfied.
Last year's figure shown in grey, where available.

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Report to: Transport Committee

Date: 5 May 2020

Subject: **Summary of Transport Schemes**

Director: Melanie Corcoran, Director of Delivery

Author(s): Namrata Chhabra

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

1 Purpose of this report

- 1.1 To inform the Transport Committee of the transport related West Yorkshire and York Investment Committee and Combined Authority meeting approvals from their meetings of 5 March 2020 and 16 April 2020 respectively.

2 Information

The following projects were presented at the Investment Committee meeting on 5 March 2020 - Capital Spend and Project Approvals

- 2.1 The full agenda and papers for the Investment Committee meeting on 5th March 2020 can be found on the Combined Authority [website](#).

A647 Corridor Leeds

- 2.2 The scheme consists of a series of improvements along the A647 corridor that extends from Armley Gyratory and Leeds Road Gyratory.
- 2.3 The scheme supports Priority 4 (Infrastructure for Growth) of the Strategic Economic Plan. It is part of the Leeds Public Transport Investment Programme (LPTIP) and will be funded through devolved Department for Transport funding

- 2.4 The scheme gained approval to proceed through decision point 4 (full business case) and commence work on activity 5 (full business case with finalised costs) at the Investment Committee on 5th March 2020.

Rail Parking Package Normanton

- 2.5 This scheme will deliver an extended car park at Normanton rail station, increasing the free rail car parking capacity to 173 spaces.
- 2.6 The scheme will also deliver enhanced drainage infrastructure, CCTV, low energy lighting and provision of electrical ducting for two future electric charging bays.
- 2.7 The scheme is to be wholly funded by the West Yorkshire plus Transport Fund.
- 2.8 The scheme gained approval to proceed through decision point 5 (full business case plus costs) and work commences on activity 6 (delivery) at the Combined Authority on 16th April 2020.

The following project was to be presented at the Investment Committee meeting on 2nd April 2020 but due to the Covid-19 pandemic this project was considered at the Combined Authority meeting of 16th April 2020

- 2.9 Due to current Covid-19 pandemic the Investment Committee members were unable to meet and as such the meeting scheduled for 2nd April was cancelled.
- 2.10 In light of the current public health response to Covid-19, Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020 came into force on 4th April 2020. The regulations make provision for local authorities (including Combined Authorities) to hold meetings remotely and as such the transport schemes due to be considered in April Investment committee meeting were considered at the Combined Authority meeting of 16th April 2020.
- 2.11 The full agenda and papers for the Combined Authority meeting on 16th April 2020 can be found on the Combined Authority [website](#).

Corridor Improvement Programme (CIP): A650 Newton Bar

- 2.12 The A650 Newton Bar scheme primarily involves the construction of a new signalised ‘hamburger’ roundabout (where the main road goes through the centre of the roundabout) and improvements to the approach roads, to support a more efficient transport network.
- 2.13 The scheme is to be delivered through the West Yorkshire plus Transport Fund’s Corridor Improvement Programme, a programme of low and medium cost highway interventions on strategic highway corridors on the West Yorkshire Key Route Network (WYKRN), which aims to improve connectivity and accessibility to support economic growth.

2.14 The scheme gained approval to proceed through decision point 4 (Full Business Case) and work commences on activity 5 (Full Business Case with costs) at the Combined Authority on 16th April 2020.

3 Clean Growth Implications

3.1 There are no clean growth implications directly arising from this report; they have been considered at the relevant Investment Committee.

4 Financial implications

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

5 Legal implications

5.1 The payment of funding to any recipient will be subject to a funding agreement being in place between Combined Authority and the organisation in question.

6 Staffing implications

6.1 A combination of Combined Authority and District partner project, programme and portfolio management resources are identified and costed for within the schemes in this report.

7 External consultees

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

8 Recommendations

8.1 That the report be noted.

9 Background documents

9.1 None.

10 Appendices

10.1 None.

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