

TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY, 3 JULY 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

- 1. APOLOGIES FOR ABSENCE**
- 2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS**
- 3. EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC**
- 4. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON 15 MAY**
(Pages 1 - 8)
- 5. GOVERNANCE ARRANGEMENTS**
(Pages 9 - 14)
- 6. COVID-19 - IMPACTS AND RECOVERY**
(Pages 15 - 30)
- 7. RAIL STRATEGY UPDATE**
(Pages 31 - 60)
- 8. LEEDS CITY REGION TRANSPORT UPDATE**
(Pages 61 - 78)
- 9. SUMMARY OF TRANSPORT SCHEMES**
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Signed:



**Managing Director
West Yorkshire Combined Authority**



**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON FRIDAY, 15 MAY 2020 AT REMOTE MEETING - TO BE
LIVESTREAMED HERE:
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ZK9A/LIVE](https://www.youtube.com/channel/UCAZJNSGPQZZT41VIBN2ZK9A/LIVE) (COPY AND PASTE THE LINK IN YOUR BROWSER).**

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 Miss Jo Hepworth	Wakefield Council
Councillor James Homewood	Kirklees Council
Councillor Hassan Khan	Bradford Council
Mark Roberts	Beer Hawk Ltd
Councillor Taj Salam	Bradford Council
Councillor Daniel Sutherland	Calderdale Council

In attendance:

Councillor Alex Ross-Shaw	Bradford Council
Councillor Jane Scullion	Calderdale Council
Alan Reiss	West Yorkshire Combined Authority
Dave Pearson	West Yorkshire Combined Authority
Liz Hunter	West Yorkshire Combined Authority
Fiona Limb	West Yorkshire Combined Authority
Michael Sasse	West Yorkshire Combined Authority
Andrew Bradley	West Yorkshire Combined Authority
Ben Kearns	West Yorkshire Combined Authority

70. Opening Remarks

The Chair began the meeting by expressing condolences, on behalf of the

Transport committee, for all those who had lost loved ones during the pandemic. Members also wished to thank all key workers and transport operators for their essential role during the pandemic.

71. Apologies for absence

An apology for absence was received from Simon Pringle.

72. Declarations of disclosable pecuniary interests

There were no declarations of pecuniary interests.

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

There were no items which required the exemption of the press and public.

74. Minutes of the meeting of the Transport Committee held on 13 March

The Chair provided updates from the last meeting including that a joint DCSC meeting to be held in July and that the super bus fund had been suspended due to the COVID-19 pandemic.

Resolved: That the minutes from the Transport Committee held on 13 March be approved.

75. Northern Trains: Priorities for Leeds City Region

Members considered a report which provided an update on the transition of the Northern operation from the Arriva Trains North franchise to the Operator of Last Resort.

Members discussed the opportunity to establish new working relations with the operator and discussed the accountability and democracy of the Rail North Committee. Members asked for more reporting from the rail north committee.

Resolved:

- (i) 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.
- (ii) That the Committee note the issues facing Northern as OLR takes over the operation from Arriva.

(iii) 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

76. COVID-19: Current Status of the Transport Network

The Transport Committee considered a report which provided an overview of the current status of the transport network for bus and rail during the period of the COVID 19 emergency.

Members noted that bus and train operators were increasing their services from June onwards, but capacity would be constrained due to the social distancing guidance. Travel advice would be advertised throughout the network to promote guidance and social distancing.

Concessionary pass journeys had been relaxed to allow travel before 9:30, however from the beginning of June this would revert to the normal arrangements.

Members raised the following questions and comments:

- Members queries how social distancing would work on buses and its effect on the services. Further guidance was awaited from Government in respect of this.
- That it would be difficult for the bus drivers to monitor social distancing and manage passenger numbers.
- Members asked about compensation for annual pass holders. It was noted that the Combined Authority had offered to add equivalent months on the M card that have been lost.
- That additional cleaning in bus stations and on buses would be vital. Members noted that cleaning regimes had been stepped up in March, especially on touchpoints.
- Members asked how the Combined Authority could publicise the changes to the concessionary pass time change? It would be important to communicate the return to the 9:30 arrangement clearly but officers would speak to bus operators to take a flexible approach in the first instance to reinforce the message over the next 2 weeks.
- Members discussed Grand Central and the need to write to the Department for Transport to make the cause for parity of funding.

Resolved:

- (i) That the Committee notes the updates provided in this report.
- (ii) That the Committee endorses the approach to funding bus services during the March to June period as set out in paragraph 2.6
- (iii) 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.
- (iv) 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.

77. COVID - 19: Implications For The Combined Authority Policies

Members considered a report which provided an overview the implications of the COVID 19 emergency on Combined Authority transport policies.

Members made the following comments:

- That the current lockdown offered an opportunity to promote sustainable modes of transport such as walking and cycling, and some temporary schemes were ready to be put into place.
- Members discussed the need for and provision of facemasks on public transport.
- The role of the Economic recovery board in the region's response to the pandemic and the need for close working with Transport Committee

- The importance of the provision of broadband for home working – rural areas need access to a high quality broadband.
- That it was vital to link transport networks to skills hubs to ensure connectivity between education / skills network to residential areas.
- The change in road usage due to home working and the extent to which this may continue after the pandemic.
- Members discussed the air quality impact with there being fewer cars on roads in total but more vans for home deliveries. Members noted that it would be useful to monitor the changes in air quality throughout the lockdown.
- That it would be useful for the Combined Authority and the districts to share best practice between the districts on temporary arrangements for cycling and walking.

Resolved: That the Committee notes the updates provided in this report and endorsed the next steps set out in paragraph 2.36.

78. Transforming Cities Update

The Committee considered a report which provided an update on the Transport Cities Programme. The programme was made up of 22 packages of schemes across West and North Yorkshire. Members noted the governance structure for the programme.

Members asked for further details regarding the Cleckheaton and Heckmondwike schemes and were told that projects were in their early stages but they related to bus hubs and placemaking respectively.

Members also discussed the importance of a long term strategic vision around cycling and walking.

The Chair requested quarterly briefings to ensure oversight and engagement for transport committee members and portfolio holders.

Resolved:

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

79. Fare Deal for under 19s

Members considered a report which provided an update on the development on a 'Fare Deal for Young People' and the work underway to formulate a revised Concessionary Travel Scheme.

Members noted that due to the Covid-19 pandemic the work on the concessionary travel scheme had been delayed and an online consultation would be undertaken. A report with final recommendations for the concessionary travel scheme would be brought to a future meeting of the Transport Committee.

Resolved:

- (i) That the Committee endorses the progress made on a Fare Deal and the revised timescales set out in this report.
- (ii) That a further report be presented to the July 2020 meeting of the Transport Committee recommending the adoption a revised Concessionary Travel Scheme.
- (iii) 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.

80. Leeds City Region Transport Update

Members considered a report which provided an update on current transport issues in the Leeds City Region.

Members made the following comments:

- Members discussed the restoring railway fund and the possibility to reopen the Queensbury Tunnel and Leeds New line as sustainable transport routes. Members were informed that the connectivity strategy and rail strategy work would look at these issues.
- The possibility for a pilot for e-bikes. Officers suggested that they would feed the idea back to colleagues across the districts.
- That a potential problem with the reinstatement of the Wortley Curve was the lack of capacity from Wakefield to Doncaster because of freight travel. It was noted that a study to look at feasibility and deliverability would be underway.

Resolved: That the report be noted.

81. Summary of Transport Schemes

The Committee considered a report which provided an update on 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.

Resolved: That the report be noted.

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Report to: Transport Committee

Date: 3 July 2020

Subject: **Governance Arrangements**

Director: Angela Taylor, Director of Corporate Services

Author(s): A Shearon

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 appoint the District Consultation Sub-Committees.
- 1.2 To note the continuation of appointments made to the Transport Committee for the 2020/21 municipal year.
- 1.3 To re-establish the Local Bus Working Group, the Cycling and Walking Working Group and the Zero Emission Transport Working Group.

2. Information

Transport Committee – appointments

- 2.1 At its Annual Meeting on 27 June 2019, the Combined Authority made the following appointments to the Transport Committee:

- **Chair:** Councillor Kim Groves
- **Deputy Chair of the committee:** Councillor Manisha Kaushik
- **Leader of the opposition on the committee:** Councillor Martyn Bolt

- 2.2 Further to the Coronavirus Act 2020, regulations issued in April disapply the requirement for local authorities and combined authorities to hold an annual meeting (until May 2021). The regulations also provide that where an appointment would otherwise be made at an annual meeting, such appointment continues until the next annual meeting of the authority, or until such a time as the authority may determine.
- 2.3 In the circumstances, the appointments detailed in paragraph 2.1 above will continue for the 2020/21 municipal year.

District Consultation Sub-Committees

- 2.4 It is proposed that Transport Committee re-appoint the five advisory District Consultation Sub-Committees, each acting as a conduit for consultation for one of the five constituent council areas with the same terms of reference previously approved. It is proposed that each member of the Transport Committee co-opted from a constituent council is appointed as a voting member of the relevant Sub-Committee. Members of the public are also invited to attend and speak as public representatives, and elected Members from constituent councils also regularly attend.
- 2.5 It is proposed that the Chairs for each District Consultation Committee appointed by the Transport Committee on 5 July 2019, remain the same for the 2020/21 municipal year.
- 2.6 The 3 year term of office for the public representatives who were appointed to each of the committees in 2017 ended in March 2020. In view of the uncertainty about the future shape of the committee structure and public consultation following a devolution deal being secured and the move to a Mayoral Combined Authority, it is proposed that the public representatives are appointed for a further one year term of office until the next annual meeting of the Combined Authority.
- 2.7 Proposed dates of meetings for the Sub-Committees are set out in **Appendix 1**.

Local Bus Services Working Group

- 2.8 In previous years, the Transport Committee has also established a Local Bus Services Working Group to provide oversight of the application of the criteria for the supported local bus services and input into the procurement process for tendered services. It is proposed that this Working Group is re-established for the 2020/21 municipal year with the same arrangements and terms of reference approved previously.

Cycling and Walking Working Group

- 2.9 It is proposed that the Cycling and Walking Working group is re-established for the 2020/21 municipal year with the same arrangements and terms of reference previously approved.

Zero Emission Transport Working Group

- 2.10 It is proposed that the Zero Emission Transport Working group is re-established for the 2020/21 municipal year with the same arrangements and terms of reference previously approved.

3. Financial Implications

- 3.1 The post of chair of a District Consultation Sub-Committee attracts a special responsibility allowance under the Combined Authority's Members' Allowances Scheme.

4. Legal Implications

- 4.1 The Combined Authority's Procedure Standing Orders (including statutory access to information provisions), apply to meetings of the District Consultation Sub-committees. These provisions do not apply to Working Groups.
- 4.2 Political balance requirements do not apply to the appointment of co-optees to an advisory committee or sub-committee.

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

That the Transport Committee:

- 7.1 Notes that the following **appointments** made by the Combined Authority on 27 June 2019 will continue for the 2020/21 municipal year:
- Councillor Groves as Chair of Transport Committee,
 - Councillor Kaushik as Deputy Chair of Transport Committee,
 - Councillor Bolt as leader of the opposition on Transport Committee.
- 7.2 Re-establishes a **District Consultation Sub-Committee** for the municipal year 2019/20 for each constituent council area with the same terms of reference previously approved.
- 7.3 **Appoints** to the relevant **District Consultation Sub-Committee** each Transport Committee member co-opted from a constituent council as a voting member.

- 7.4 Confirms the following as **Chair** for each **District Consultation Sub-Committee** for the 2020/21 municipal year:
- Bradford DCSC – Taj Salam
 - Calderdale DCSC – Daniel Sutherland
 - Kirklees DCSC – James Homewood
 - Leeds DCSC – Peter Carlill
 - Wakefield DCSC – Kevin Swift
- 7.5 Approves the re-appointment of the public representatives for a further one year term of office until the next annual meeting of the Combined Authority.
- 7.6 Agrees that each District Consultation Sub-Committee meets on the **dates** set out in **Appendix 1** to this report.
- 7.7 Re-establishes the **Local Bus Services Working Group** for the municipal year 2020/21, with the same terms of reference and arrangements previously approved.
- 7.8 Re-establishes the **Cycling and Walking Working Group** for the municipal year 2020/21, with the same terms of reference and arrangements previously approved.
- 7.9 Re-establishes the **Zero Emission Transport Working Group** for the municipal year 2020/21, with the same terms of reference and arrangements previously approved.

8. Background Documents

None.

9. Appendices

- Appendix 1 – Proposed meeting dates for District Consultation Sub-Committees

District Consultation Sub-Committees

Calendar of Meetings 2020/21

Month	Day	Meeting	Time
2020			
July 2020	17	Joint DCSC (All Districts)	2pm
October 2020	12	Leeds	2pm
	13	Calderdale	2pm
	15	Wakefield	2pm
	19	Bradford	2pm
	21	Kirklees	2pm
2021			
March 2021	15	Leeds	2pm
	16	Calderdale	2pm
	18	Wakefield	2pm
	22	Bradford	2pm
	24	Kirklees	2pm

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Report to: Transport Committee

Date: 3 July 2020

Subject: **COVID-19 Impacts and Recovery**

Director: Dave Pearson, Director Transport & Property Services

Author: Dave Pearson, Director Transport & Property Services, Liz Hunter
Head of Transport Policy, Richard Crabtree Rail Development
Manager

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input 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 Report

- 1.1 To provide the Transport Committee with an update on current issues relating to the impacts of COVID-19 on transport operations and proposals for the recovery.
- 1.2 To set out the proposed priorities and objectives of a Transport Recovery Plan.

2 Information

Combined Authority impacts and recovery

Current Public Transport Provision

- 2.1 Following the Prime Minister’s announcement on 10 May, steps were taken to restore bus to support Step 2 of the Government’s recovery roadmap which occurred on 1 June. Around 75% of services are now operating, with some bus routes restored to normal frequencies between 0700 and 1900 Monday to Friday. Capacity is however severely constrained by social distancing limitations to around 20% of normal. Demand for public transport had

increased to around 25% of normal ridership following the restart of non-essential retail on 15 June. The implications of the announcement of relaxation of the 2m social distancing rule on 23 June 2020 were being considered at the time of writing however it was not expected to increase in bus and train capacity to more than 50%.

- 2.2 Rail timetables were similarly cut back in late March to around 60% of normal. Some increase across the network occurred on Monday, 18 May together with a new regime for managing social distancing on trains and stations. Currently local rail services are reporting ridership at 15% of normal levels and generally social distancing is being observed. A further service uplift is being planned for July which will increase capacity into major towns and cities at peak times.
- 2.3 Communications messages from the Combined Authority have sought to discourage travel by public transport and to warn of the risk of delays to passengers if buses or trains cannot allow people on because they have reached their safe capacity. From 15 June, passengers were required to wear a face covering on buses and trains.
- 2.4 Works have been carried out at Combined Authority operated bus stations, interchanges and bus shelters to reinforce the social distancing advice and to reduce the risk of overcrowding. There was a partial re opening of Bus Station Travel Centres from 15 June to assist MCard holders extend their tickets or obtain a refund. A limited resumption of AccessBus is planned for August however social distancing will significantly constrain the service.
- 2.5 The Combined Authority has also been working with schools to provide transport to support the limited return to school of some year groups. Should social distancing requirements continue to operate in September when a more extensive return of schools and colleges is expected, there will be significant cost and practical implications of increasing transport provision to meet this.

Public Transport Funding

- 2.6 The sudden and prolonged loss of fare revenue has had a major impact on Local Transport Authorities and the bus sector nationwide. The following financial support has been provided to maintain as bus service during the lockdown period;
 - Government has continued to pay 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. This provides c£6 million per month. Government has asked this to continue until August.

- The Government has also paid an emergency Covid-19 Bus Service Support Grant (CBSSG) direct to bus operators. This increased from late May to pay for the partial restoration of services in June
 - Government has also paid the Combined Authority CBSSG of £0.77 million between March and June to assist in funding the shortfall in fares revenue on bus contracts where the Combined Authority takes the revenue risk. A further sum for July and August is awaited based on returns to Government for the April to June period.
- 2.7 The current bus service funding package operates until August however the significant reduction in public transport passenger revenues is expected to continue beyond the easing of lockdown measures. At the time of writing, the funding arrangements beyond August are unknown. Acting through the Urban Transport Group and representations from Cllrs Blake and Groves, the Combined Authority is pressing for a more accountable and local determined approach to Government funding support to restore the bus service.
- 2.8 The dramatic reduction of use of public transport has also had an impact on MCard sales which have been negligible since March. In addition many customers who bought MCard tickets in expectation of travel have sought refunds. Customers have been offered an extension of the duration of their ticket so they get the benefits deferred until they return to traveling to work Whilst many have taken this offer, others have requested cash refunds. The cost pressure of refunds is manageable at present however, if sales revenue does not return in the Autumn, the trading position of West Yorkshire Ticketing Company Ltd , the joint venture company owned by the Combined Authority and transport operators to manage the MCard, becomes in jeopardy.
- 2.9 On rail, the current emergency government funding under Emergency Measures Agreements currently ends in September, it is understood that an extension of this is under consideration. Whilst Northern Rail and LNER will continue to operate under government control, there will be financial uncertainties for all other franchises.

Bus network impacts and recovery

- 2.10 Around 75% of bus services are currently operating, with core routes restored to normal frequencies between 0700 and 1900 Monday to Friday. Service levels are determined by the funding support package and COVID-19 workforce availability issues. With ridership and therefore fares revenue at around 20% of normal there remains a significant funding gap. As social distancing restrictions are relaxed, revenue will increase to close that gap. However, the rate at which this occurs is unknown and the changes to travel behaviour arising from the pandemic are expected to be long lasting. There is a material risk that the gap is not closed within the period of emergency funding.
- 2.11 The uncertainty around the Government funding support described in 2.6 beyond August is making it difficult for both the Combined Authority and bus operators to plan for the recovery of services. If sustained for the remainder of

the year, the increased costs and reduced income incurred by the Combined Authority will lead to a £12 million funding gap. This may increase in the event that Government emergency funding ceases ahead of a full economic recovery of services and it becomes necessary to fund the operation of bus services which were previously provided without subsidy.

- 2.12 Bus companies are obliged to trade profitably and will take the necessary steps to do so if costs exceed revenues and funding. This may give rise to a shrinkage in the network with some routes/ journeys not being reinstated during the recovery period and consequential job losses. Under these circumstances, the Combined Authority will be under pressure from the affected communities to restore services. To prevent this will require a longer, tapered approach to emergency Government funding support. Cllr Blake and the Metro Mayors have written to the Secretary of State seeking assurances as to continued funding and its local determination.
- 2.13 Local Transport Authorities awarded additional funds for bus services in the Better Deal For Bus Users programme reported to the February 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. This funding will be deployed in the period where the bus network is restored following the end of social distancing limitations.
- 2.14 The Combined Authority has continued to maintain its network of tendered bus services and its re- procurement programme has continued during the pandemic. New contracts for services in the Calderdale area (including those contracts previously operated by TJ Walsh) and serving Leeds Bradford Airport will commence in September and tenders are currently invited for the Shipley local service network. The current criteria and value for money metrics approved by the Committee has been applied to ensure these services continue to demonstrate value for money and align with the Combined Authority's policy.
- 2.15 In the event that the Combined Authority is required to consider the reinstatement of a withdrawn bus service, the criteria and value for money metrics will be applied. The Committee's Local Bus Working Group will be convened to review the position with regard to such services prior to any award of contract. The Working Group will also review the deployment of funds under the Better Deal For Bus Users described in this report. It is proposed to review the criteria and value for money metrics as part of the Transport Recovery Plan. Appendix 1 sets out the Terms of Reference for the Working Group approved by the Committee in 2018.

Rail network impacts and recovery

Service recovery

- 2.16 Since the previous report to the Transport Committee on the implications of COVID 19 on the rail network, timetables have continued to remain reliable

with PPM (Passenger Performance Measure) for all operators well over 90% PPM. Network Rail are managing to keep a full network available as well as continue with key maintenance work where social distancing is possible.

2.17 At the time of writing Northern is currently operating approximately 60% of its normal services. This will increase to 68% from 6th July and is focused on peak service increases into urban centres including Leeds. On June 15th in line with non-essential shops re-opening, Northern increased capacity (additional carriages) on the Leeds-Sheffield via Moorthorpe and Leeds-Sheffield via Castleford and Barnsley services, and adding extra peak-only trains on some routes. In general, in this region, most lines on Northern's network have at least one train per hour on weekdays (every other hour on Sundays), stopping at all stations, and more where services overlap. The main exceptions are:

- Airedale and Harrogate lines have 2 trains per hour in line with demand identified on those routes.
- Only 1 train every two hours Leeds to Selby/Hull, to Doncaster and Preston.
- Skeleton peak-only service Huddersfield – Wakefield – Castleford.
- No services on York-Pontefract-Sheffield and Knottingley – Goole line.

2.18 TransPennine Express (TPE) are currently operating at 70% of their usual services which increases to 85% on July 6th. They are running services from Leeds:

- fast over the Pennines to Manchester Victoria twice every hour, extending alternately to Liverpool and Manchester Airport
- fast to Manchester Piccadilly every hour
- fast to York twice every hour, extending alternately to Newcastle and Middlesbrough / Redcar
- fast to Selby and Hull every hour
- stopping towards Huddersfield hourly, plus a stopping service on from Huddersfield to Manchester

On July 6th TPE plans to improve capacity by increasing carriages (from 3 to 6) wherever possible on its trains between Manchester – Huddersfield and Huddersfield – Leeds. This will provide capacity for local commuting journeys at 140% of pre-COVID-19 levels in the peak periods. Timetables will not however change.

2.19 Cross-Country trains are also running hourly on their Scotland – York – Leeds – Wakefield – Sheffield – South West route. LNER's trains are running hourly from Leeds to London with one service a day to Harrogate and return, and the same for Bradford. Both Cross Country and LNER are operating as reservation service only. Grand Central suspended all services on 3 April, and this arrangement is continuing for the foreseeable future.

2.20 Overall, rail continues to show very low levels of demand across West Yorkshire, data for Leeds station shows levels are currently 91% lower than

the same period last year. However, the figures also show demand continues to increase steadily as the service level increases. Train operators have indicated an increase in passenger numbers in recent weeks largely owing to warm weather and easing of lockdown restrictions. Communications continue to be released to discourage leisure journeys by rail.

- 2.21 The industry has continued to encourage passengers to follow current government guidance to help reduce and mitigate risks of spreading COVID-19 on trains and at stations. Some of the measures include marked out seating on trains, posters, and floor markings to facilitate social distancing. Cleaning measures have also been enhanced with the use of a spay fog which protects surfaces from COVID-19 for several days. Government guidance was issued on the 15th June that now requires all passengers to wear face coverings on public transport.

Active travel impacts and recovery

- 2.22 On the 5th June, the Combined Authority submitted an application for the Department for Transport's Emergency Active Travel funding, announced on 9th May on behalf of the Combined Authority and West Yorkshire partner councils. This application is for a first tranche of funding which is expected to be released as soon as possible so that work can begin at pace, subject to submission of satisfactory plans. We expect guidance about tranche two shortly. The West Yorkshire indicative allocation was £12.567m (with £2.513m in tranche 1 and £10.053m in tranche 2).
- 2.23 The programme of schemes was established to provide swift and meaningful plans to provide more safe space for cyclists and pedestrians. We set out to the Government the need for a degree of flexibility over the detail of the schemes in the programme so to be able to respond to changing circumstances. The total funding requirement identified in the application exceeded the indicative allocation identified by Government, and so further prioritisation will be required to match the level of funding that is made available. This sets out the level of our ambition and readiness to deliver against future tranches of funding.
- 2.24 As discussed at the last Transport Committee, it is proposed that existing programmes, such as Transforming Cities Fund, are reviewed to consider whether any schemes can be delivered in a temporary way prior to full delivery.
- 2.25 To help with understanding the needs of those walking and cycling, an interactive map has been launched using the Combined Authority's Your Voice engagement platform. This map will support the development of the programme of improvements and where relevant, could also be used to inform future schemes, programmes and planning work such as LCWIP. The 'Safer Streets for Cycling and Walking' interactive map will allow people to highlight issues that they are experiencing when travelling by bike or on foot and to suggest where improvements could be made to make these journeys safer, including increasing space for social distancing. This map will allow people to

highlight issues in Calderdale, Kirklees and Wakefield. Bradford and Leeds already have their own interactive map engagement platforms, and the West Yorkshire Your Voice map provides links to these for residents wanting to identify issues in those districts.

Transport Recovery Plan

- 2.26 It is proposed that a Transport Recovery Plan is created to draw together in one place the role of transport through the restart and into recovery and what is needed to ensure transport can effectively and efficiently perform that role. The Transport Recovery Plan will inform the wider Economic Recovery Plan. Delivery of the Transport Recovery Plan will be overseen by Transport Committee; the Chair of the Transport Committee will report progress to the Combined Authority's Economic Recovery Board.
- 2.27 It is proposed that this plan is considered by the Combined Authority at the end of July and so Transport Committee's input is sought into the following priority areas and the headline objectives.

Bus Network – proposed actions to support restart and recovery

1. Providing passengers with a safe travelling environment which, in accordance with Government guidance, minimises the risk of virus transmission whilst providing access to work and essential journeys.
2. Working with bus operators to restore patronage and service levels transparency of the operating costs, public sector funding and revenues required to do so. Secure from Government a new approach to bus funding to ensure a sustainable and locally-led bus provision for communities.
3. Ensure the effectiveness of the Combined Authority's funding of the bus sector through concessionary fares and bus service provision to ensure they meet the Authority's policy objectives and the challenges of the changed economy. Review the criteria and value for money metrics applied to Combined Authority funded bus services to ensure they meet the requirements of a changed economy.

Ticketing, Fares and Information – proposed actions to support restart and recovery

4. Working with West Yorkshire Ticketing Company seek to restore the customer base and revenues of the MCard multi modal ticketing range.
5. Adapt ticketing products and payment options to reflect changing travel behaviours and customer expectations with particular regard to the anticipated increase in flexible and home working.

6. Focus on the affordability and flexibility of bus travel for under 25s introducing the Fare Deal for Young People approved by Transport Committee in February 2020
7. Working with the credit union sector and respective Government agencies to adapt payment technology to support passengers without bank accounts, jobseekers and those facing other mobility challenges exacerbated by the economic effects of the crisis.
8. Enhancing our live transport information services to enable passengers to understand the level of bus occupancy before boarding.
9. Work with app providers on multi modal journey planning and reviewing the options for pre-bookable transport including Demand Responsive Transport.

Rail – proposed actions to support restart and recovery

10. Working with rail operators to ensure the rail services cater as far as possible for the increasing passenger numbers in the region with social distancing and other safety measures in place.
11. As demand returns, securing from Government a commitment to invest in the local railway and a commitment to regional and national schemes to support reliability, greater capacity and connectivity for passengers and an improved offer for freight.
12. Through the Williams Review conclusions, work with Government to develop greater local involvement in decision making and devolution of funding.

Active Travel – proposed actions to support restart and recovery

13. Seeking the views of the public on issues they are experiencing when travelling by bike or on foot and to suggest where improvements could be made to make these journeys safer, including increasing space for social distancing.
14. Securing longer term investment in cycling and walking infrastructure, facilities and engagement activities starting with maximising the Government's Emergency Active Travel funding and making the case for longer-term, sustained investment.

Cross-cutting actions to support the restart and recovery

15. Review our capital programme to consider ways to bring forward the outcomes for example through using temporary measures before the permanent schemes are implemented and to ensure that the schemes are fit for social distancing.

16. Make the case to Government for more investment across transport to support the economic recovery and provide a long-term benefit for passengers and those walking or cycling.
 17. Pilot E-scooters to understand the benefits, issues and scalability.
- 2.28 The intention is that transport will also be part of the Economic Recovery Plan where it will feed into the priorities for inclusive growth, carbon and infrastructure in particular. In this wider economic plan, the case will be made for investment in transport to support our zero carbon targets through a new green deal, to support inclusive growth through providing accessibility and connectivity to all communities and to support successful towns and cities of the future. Links will also be made to how transport projects are a potential growth area and infrastructure skills remains a priority.

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 during the early stages of lockdown and it can be inferred from this that CO₂ emissions were similarly reduced
- 3.2. It is therefore important that the Transport Recovery Plan seeks to ensure that the recovered transport network delivers a more favourable situation with regard to air quality and carbon generation than existed prior to the pandemic

4. Financial Implications

- 4.1 COVID-19 is having a significant impact on the Combined Authority's revenue budget. This is manifested in reduced commercial income, increased bus station costs, lost commission from MCard sales and increased costs of bus service contracts where fares revenue is used to offset costs. The initial forecast full year impact of continued disruption by COVID-19 would suggest a £12 million funding gap which has been reported to Government. This will be revised as the year proceeds however continued uncertainty around Government funding for bus beyond August is limiting the accuracy of forecasting at present.
- 4.2 It is proposed that capital funds within the Bus Strategy and Smartcard and Information Programmes previously approved by the Committee are utilised to support the following activities in support of the Transport Recovery Plan
 - Bus Strategy Programme – develop new criteria and metrics for Combined Authority funded bus services
 - Smartcard and Information Programme- the presentation of operator derived bus occupancy data into the Combined Authority's real time information services

- Smartcard and Information Programme- the expansion of functionality of the MCard app to facilitate new ticketing products and services
- Smartcard and Information Programme- technology solutions to support transport payment and ticketing for job seekers and those without bank accounts

5. Legal Implications

- 5.1 There are no legal implications directly arising from this report.
- 5.2 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).

- 5.3 The above arrangements were reviewed at the previous meeting and it was agreed to retain them at least until this meeting of the Committee but to use it only where a decision is required in response to the COVID-19 emergency. Given the continued civil emergency, it is proposed to retain the arrangement until the September meeting of the Committee.

6. Staffing Implications

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

7. External Consultees

- 7.1 The content of this report has been developed with input from bus and rail operators.

8. Recommendations

- 8.1 That the Committee notes the updates provided in this report.
- 8.2 That the Local Bus Working Group oversees the reinstatement of the bus network and any commissioning of services by the Combined Authority in support of this.

- 8.3 That the Committee endorses the framework set out for the Transport Recovery Plan set out in paragraph 2.26
- 8.4 That the Committee approves alterations to the scope of the Bus Strategy and Smartcard and Information Programmes to facilitate elements of the Transport Recovery Plan set out in 4.1
- 8.5 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

None.

10. Appendices

Appendix 1 – Terms of Reference for Local Bus Working Group approved 2018

Appendix 1

Local Bus Services Working Group – arrangements

Terms of Reference

- 1 The Working Group is advisory only and has the following functions:-
 - a. To advise the Transport Committee on the practical application of the Combined Authority's criteria for supported services.
 - b. To consider proposals for supported services or to review supported services that have been procured by the Combined Authority.
 - c. To consider and review the tender evaluation and award procedures.
 - d. To advise and make recommendations to the Transport Committee and the Director, Transport Services in relation to any matter concerning the provision of supported bus services and the delivery of the policies of the Combined Authority in relation to public passenger transport services.

Role

It is intended that the business and attendance at meetings should be flexible to meet the requirements of the Transport Committee and therefore a formal committee structure is not appropriate.

The Working Group is not intended to replace or conflict with the Combined Authority's **Overview and Scrutiny Committee**, and any matter reviewed by the Working Group remains within the remit of that Committee and the Scrutiny Standing Orders.

Membership

- 2 The Working Group may comprise **any number of members of the Transport Committee from time to time** but with the intention that attendees of Working Group meetings will always include a member from any district where the supported services in issue are or would be provided, in the interests of providing local insight.

Meeting arrangements

- 3 The Working Group will meet **not fewer than four times annually**, but may meet at any time, if appropriate, in view of the business of the Combined Authority and the letting of supported services contracts and network reviews.
- 4 The Head of Legal and Governance Services will at the request of the Director, Transport Services or Head of Transport Operations, give **notice** of any meeting not in the calendar of meetings.

- 5 An **agenda** for business to be considered by a meeting of the Working Group will be provided in good time for any meeting.
- 6 At least **5 working days' notice** of meetings will be given and any members that wish to attend should notify the relevant officer in the Legal and Governance Services team.
- 7 There is no fixed **quorum** for meetings of the Working Group but it is advisable that:-
 - a) at least 3 members shall attend any meetings, and
 - b) at least one member from each affected district should attend any meeting.

If fewer than 3 members indicate they will attend, or if no member from an affected district will attend then the meeting need not be held. If a meeting is not going to be held, then members may make written representations on the papers to the Director, Transport Services if they wish.

- 8 So far as possible, representatives of **more than one political group** should attend in the interest of balance. There is no legal requirement for political balance to be achieved on working groups.
- 9 The Working Group is **not a sub-committee**. At any meeting, the members attending may if they wish select one of their number to act as **chair** for the purpose of conducting the business on the agenda. Where a decision is required, such as the terms of any recommendation, then the attendees may vote if there is not clear unanimity. Each attendee shall have one vote and any chair shall not have a casting vote. The views of all members present should be recorded if there is any dispute.
- 10 If at any meeting there is no **member present from a district affected** by bus service issues or proposals then a recommendation may not be made if it might impact on that district.
- 11 **Officers** may be called on to attend meetings and provide information, documents and advice to members, if requested, given reasonable notice.
- 12 Any **recommendations** of the Working Group will be brought before the next convenient meeting of the Transport Committee, or in the case of urgent matters, be notified to the Chair of the Transport Committee and the Director, Transport Services as soon as possible.

- 13 As the information discussed at meetings may contain commercial or **confidential information** relating to bus operators and tenders, proceedings of the Working Group shall be kept private and confidential.
- 14 The **Members' Code of Conduct** of the Combined Authority applies to the members when they are attending this Working Group in their capacity as a member of the Combined Authority. However, the Code does not explicitly extend its requirements in respect of declaring interests to meetings of any Working Group. The Head of Legal and Governance Services has therefore advised that members of the Working Group should treat meetings of the Working Group as if they are a formal committee meeting for the purposes of disclosing interests and not participating in discussion where members have an interest in a matter. This will help members avoid breaching the principles of conduct set out in the Code relating to selflessness, and honesty and integrity. Any declaration or non-participation by a member should be recorded in the minutes for the meeting of the Working Group.

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Report to: Transport Committee

Date: 3 July 2020

Subject: **Rail Strategy Update**

Director: Alan Reiss, Director Policy, Strategy & Communications

Authors: Richard Crabtree (lead)

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 Report

- 1.1 The purpose of this report is to update members on several related strategic rail items in the context of the Combined Authority’s emerging Rail Vision. It seeks Members’ continued support for engagement with the rail industry and TfN to make the case for the necessary investment in the network.

- 1.2 Taken together these items represent significant progress in developing a clear plan for accommodating growth and development of the rail network in the next 10 to 15 years ahead for the delivery of major projects such as HS2 and the new-build element of Northern Powerhouse Rail.

- 1.3 This report updates on:
 - Recent work on the development of a Rail Vision for West Yorkshire, including engagement with Council partners and Transport Committee.
 - The Combined Authority’s submission to the National Infrastructure Commission’s Rail Needs Assessment for the Midlands and the north consultation.
 - The Combined Authority’s submission to the New Stations Fund.
 - The completion of the Leeds Area Continuous Modular Strategic Planning (CMSP) analysis and recommendations and next steps.

- The development of the business case for the Leeds Existing Station Programme.
- 1.4 Matt Rice, Network Rail's Route Director will attend the start of the meeting to present on the findings of the Leeds Area CMSP Rail Study and to set out the next steps.

2 Information

West Yorkshire Rail Vision

- 2.1 Work is underway to develop of a new Rail Strategy for West Yorkshire. With significant changes within the rail landscape, it is more important than ever that we have a strategy that is both current and, at the same time, adaptable to the ever-changing world. We need the strategy to support us to:
- Work in partnership with the rail industry to secure delivery of committed improvements.
 - Influence the rail industry and help to shape the development and delivery of future interventions.
 - Guide development of rail priorities for the region and establish inputs to a coherent programme.
 - Challenge the industry to maintain high standards of passenger experience and service delivery.
- 2.2 Combined Authority officers have been working to develop a framework for the new Rail Strategy – identifying challenges and opportunities for our region, establishing principles for how the strategy will respond to our region's needs, and defining key themes that will be used to organise the strategy. These principles map back to our identified priorities, as set out in the emerging Strategic Economic Framework, including inclusive growth, tackling the climate emergency and delivering 21st century transport.
- 2.3 Four key themes have been identified – 'Capacity', 'Connectivity', 'Standards', and 'Implementation'. A clear focus on the passenger will be at the heart of the strategy and will be embedded within each of the key themes.
- 2.4 Specific work areas have been progressed to develop a programme and work plan for the strategy, to integrate the work with wider policy and strategy – including the emerging Connectivity Strategy, and to commission detailed technical work to provide a robust evidence base on which to build.
- 2.5 Combined Authority officers have embarked on a programme of engagement with local partners across the region. Interactive workshops have been held with Transport Committee to gather inputs of priorities for rail, including in-depth district-by-district sessions with members. Partner council officers have also been engaged through the Chief Highways Officers group and through one-to-one sessions with each district.

- 2.6 With a clear need to work in partnership with the industry, early engagement has also taken place with the Train Operators Forum. With a view to greater collaboration in strategic planning going forwards, consideration is being given to a greater focus on the medium to long term needs of the region.
- 2.7 A draft 'vision' document is currently in production, drawing on the work to date, and with a strong focus on the priorities for rail that have been identified through engagement with Transport Committee. Emerging key messages on priorities have been drawn from the input to date, including:
- Substantial investment in rail in our region required – significant barriers to travel need to be addressed urgently.
 - Rail is vital for the success of the economy, supporting inclusive growth, and tackling the Climate Emergency.
 - Need to expand the reach of major projects – with much greater focus on enhancing local connectivity.
 - Wider focus on the full door-to-door journey – rail as part of an integrated transport network – with access for all.
 - Clear aspiration to maximise potential of existing infrastructure – address clear disparities in access to rail and services levels.
 - Increasing role for rail in wider serving wider journeys – e.g. health & education / leisure & tourism / freight.
 - Quality standards need to be high across the region – reflecting varied needs. Simplicity and reliability are vital for passengers.
 - Need to develop consistent standards for the rail service offer throughout the region – including minimum frequency.
 - The strategy should be flexible to reflect future uncertainty / changing markets – and potential impact of the Williams Review.
- 2.8 Local engagement and initial analysis to date has underlined the importance for the Rail Strategy to address local accessibility, with an emphasis on enhancing local services. This implies a focus not just on major projects, but also ways to address barriers to accessing the network, including access to stations, better integration with bus services, and joined up information and ticketing.
- 2.9 The new emerging Rail Strategy provides the overarching context that sets the tone for the Combined Authority's ongoing involvement in a wide range of strategic rail activities. Each area of work draws on the priorities established as part of the development of the new strategy. Key areas of current activity are outlined in the section below.

Strategic Updates

- 2.10 Within the context of the Rail Vision work underway, the Combined Authority has been engaging in a number of strategic rail initiatives in partnership with the rail industry and Transport for the North.

Integrated Rail Plan for the Midlands and the north: Combined Authority submission to the Rail Needs Assessment for the Midlands and the north consultation

- 2.11 In February 2020 the Oakervee Review was published which was a report undertaken for the Government looking at whether and how to proceed with HS2. The report recommended that HS2 should go ahead, including the full Y shaped network to Leeds and Manchester but a further study to develop an Integrated Rail Plan (IRP) embracing HS2 alongside other rail investment programmes should be undertaken. The study should also look at how to quickly bring forward rail improvements for the Midlands and the North of England.
- 2.12 The IRP which is being developed over the summer will be informed by a rail needs assessment from the National Infrastructure Commission (NIC) who issued a call for evidence at the end of March 2020. The NIC asked stakeholders including the Combined Authority to contribute by responding to a set of eleven questions. These focussed on how best to integrate and phase HS2 phase 2b with other transport programmes such as Northern Powerhouse Rail (NPR), Trans-Pennine route upgrade (TRU) and local aspirations for rail improvements to unlock capacity and improve connectivity. The NIC were also very interested in how these proposals align and contribute to wider economic and environmental objectives both locally and nationally. The deadline for responses was 29th May 2020 and the submission provided at **Appendix 1** was on behalf of both the Combined Authority and the West & North Yorkshire Chamber of Commerce.
- 2.13 In our submission we call for a delivery plan which addresses the following:
- Sustainable inclusive economic growth which helps deliver decarbonisation and drives recovery and rebalancing post Covid19.
 - Delivering on local and national capacity and choice for rail passengers.
 - Increased capacity for freight.
 - A sequencing plan to deliver benefits much earlier and as they arise.
- We suffer from severe constraints on our network, particularly the routes into and through Leeds. Whilst the city will benefit from HS2, NPR and TRU this is a good example of where each project is only taking a project specific view at present. Without a coordinated short, medium and long term plan however, each project is likely to store problems for the next or only consider certain market needs not the totality.
- 2.14 In our submission we have focussed on five key pieces of infrastructure which need to be delivered but planned in such a way that each should be an enabler for another:

HS2 Phase 2B - Completion between the Midlands and Leeds in full – every year of delay costs the Leeds City Region economy £1.7 billion. There is potential to deliver benefits sooner which includes early delivery of the HS2

station alongside a link south to Clayton North to enable early introduction of NPR services to Sheffield.

NPR - Delivery of the full NPR network including a new line linking Leeds, Bradford and Manchester and a new through station in the centre of Bradford which could accommodate both NPR and Calder Valley services.

TRU - Completion by 2026 including electrification between Huddersfield, York and Selby and the Garforth touchpoint to provide additional capacity now to support economic recovery.

Leeds Station – Pedestrian capacity – the station is at capacity in terms of passenger numbers and will fail by 2026 impacting services and constraining growth. £8 million needs approving this year to continue our partnership to develop an outline business case to meet forecast growth requirements and plan how to deliver this in a phased manner. This is business critical to achieving a sustainable travel hub.

Network capacity – track and platform capacity at and around Leeds station is severely constrained and a bottleneck which impacts the local, regional and national network. Network Rail have identified potential interventions that are required to deliver future train services and support economic growth to 2043. This includes additional capacity on both eastern and western approaches to the station.

Electrification - A rolling programme to create an electrified City Region metro rail network starting with the Calder Valley line to decarbonise the railway and the economy.

- 2.15 We also cover in our submission the emerging thinking from the West Yorkshire Rail vision work covered earlier in this report including the need to address local connectivity gaps and also the requirement for continued investment in the East Coast Main Line.
- 2.16 We have expressed our willingness to work with the NIC and contribute to the IRP over the coming few months prior to their report being presented to the Government at the end of this year. This is to ensure the best outcome for the City Region to bring forward transformational rail improvements as quickly as possible.
- 2.17 To support the IRP submission, the Combined Authority alongside Leeds City Council and other HS2 East authorities commissioned a report which makes the case for delivering the HS2 Eastern Leg (from the East Midlands to Leeds) early and in full. The report available to download from www.hs2east.co.uk highlights the £58 billion transport investment deficit for Eastern authorities and how HS2 and supportive transport investments will create 150,000 additional jobs, contribute to a levelling up of the UK economy and support a reduction in carbon emissions.

New Stations Fund submission

- 2.18 It was reported to the Transport Committee at its meeting on 15 May 2020 that the Combined Authority would develop applications to the government's third round of the New Stations Fund (NSF). This is a £20m fund launched in February 2020 which could part-fund the delivery of new stations. The Combined Authority submitted two applications on 05 June 2020 for the new rail stations proposed at White Rose and Thorpe Park. The Department for Transport will carry out assessment of the NSF applications in August 2020 with an announcement on successful submissions expected in Autumn 2020. In the meantime, work is continuing to progress the development of the stations with existing funding.

Leeds Area Continuous Modular Strategic Planning (CMSP) Rail Study

- 2.19 As part of the industry's strategic planning process, Network Rail has recently completed a study on behalf on the industry seeking to identify how the rail network in and around Leeds can accommodate forecast growth and aspirations over the period between now and 2043. The focus is on Leeds and its surroundings, stretching westwards as far as Bradford and Skipton, northwards as far as Harrogate, eastwards as far as the approaches to York, and south towards Wakefield. Because of the pivotal nature of Leeds and its approaches, getting this area right in terms of unlocking congestion and providing train capacity is critical for West Yorkshire and the Leeds City Region as a whole – and its impacts are felt far wider across the North.
- 2.20 Whilst Network Rail has led the study, the Combined Authority has been closely involved over the last two years in the work, including in helping to frame the travel demand growth assumptions that should be used, and the ways in which this should be provided for in terms of the train services required for the future. The study has regard also to the implications of High Speed 2 and of Northern Powerhouse Rail. Based on analysing the pressure that all these future demands will place on the network, it has identified a potential programme of interventions to enhance the capacity of the network. These include, for example, stations where additional and/or longer platforms are needed, junctions where train conflicts may need to be removed by "grade-separation" (i.e. flyovers / diveunders), and stretches of two-track line that are likely to need four-tracking.
- 2.21 The potential interventions identified were linked to specific timescales, to show the short-, medium- and longer-term requirements, and order-of-magnitude costs estimates were given. It is important to emphasise that the work is the start of the process to deliver infrastructure enhancements, and that further progress will be subject to further refinement as well as, critically, to a positive business case. Undoubtedly the support of bodies such as the Combined Authority will place a major role in securing such progress and ultimately the funding of the intervention programme required.
- 2.22 It is notable that the starting point of this this particular study was that the current infrastructure in and around Leeds is already insufficient to cater for

present-day levels of demand and for the services that ought, according to the specifications of the franchises let in 2016, to have been operating by December 2019. Therefore, in parallel with and closely linked to the strategic study, Network Rail is also progressing the development of a series of high-priority schemes for delivery as a matter of urgency, to unlock the most pressing issues at Leeds and on the approaches to the station. It is hoped that these interventions will in practice follow directly on from the completion of the current works to provide the new Platform 0.

- 2.23 Key areas identified as constraints in the study are platform capacity at Leeds, Bradford Forster Square and Castleford stations, constraints on both the western and eastern approaches to Leeds Station, platform lengths across the study area and line capacity constraints between Armley Junction and Springs Junction. Pedestrian capacity at Leeds Station is found to be insufficient in the future with key areas identified as constraints at the gate lines, vertical circulation to platforms and constraints around Platform 17. Traction power supply is also a constraint in the Leeds Area.
- 2.24 The study has provided potential solutions to these constraints, in the form of infrastructure and operational interventions. The infrastructure solutions have been developed to an outline design and order of magnitude cost to provide a series of interventions. The short- and medium-term interventions identified are now being taken forward by the industry through a business case approach.
- 2.25 In parallel, the Combined Authority has also been carrying out independent work examining the pressures on the network, and identifying future infrastructure needs, on a wider West Yorkshire canvas, and taking into account our own demand growth forecasts and connectivity aspirations. The first stage of this work, focusing on infrastructure needs driven by demand growth, has recently reported, and this has provided independent evidence strongly suggesting that the conclusions and recommendations in the Leeds Area CMSP Rail Study are sound.
- 2.26 On this basis, it is suggested that the Combined Authority should make clear its support for Network Rail and the wider industry (including funders) to develop the Leeds Area CMSP Rail Study recommendations and obtain a commitment to their implementation. The result would be a phased and consistent set of interventions that will in a logical fashion provide the capacity and connectivity on the rail network that are needed now and will support its growth over the next two decades.

Leeds Existing Station Programme (LESP)

- 2.27 Leeds railway station is the busiest station in the North of England and is an important transport hub in this region. The station serves inter-city services to London, is an important stop on the Cross-Country network to Scotland, Midlands and Southwest England and it serves major Northern destinations including services to Manchester, Liverpool and Newcastle. It is also an important commuter station for local services, 80% of services in the West

Yorkshire area originate or terminate in Leeds Station. The number of rail passengers traveling to Leeds is predicted to increase by 34% by 2026 and by 81% to 2043. It is forecasted that the station will reach capacity by 2026 and urgent intervention is required to ensure this does not become a barrier to regional growth.

- 2.28 Redevelopment of Leeds station is crucial to support the growth of the city and the region. One of the key focuses of the redevelopment is to increase capacity for pedestrians and interchange passengers within the station to meet the projected growth in demand. It is closely aligned to the proposed improvements at Leeds station and approaches identified in the CMSP process.
- 2.29 In November 2017, the Leeds Integrated Station Masterplan (LISM) was published outlining proposals for redeveloping the station. It was jointly developed by the Leeds City Council, the Combined Authority, Network Rail, TfN, London Continental Railways and HS2.
- 2.30 To take this ambition forward, Network Rail and the above-mentioned public-sector partners have developed the Strategic Outline Business Case for a package of station enhancement works known as the Leeds Existing Station Programme (LESP). LESP is focused on resolving critical station user capacity issues, improving the passenger experience, better integrating and connecting the station with the city, building resilience to accommodate potential future rail programmes and enhancing the station retail offer.
- 2.31 The SOBC was submitted to the Department for Transport in December 2019. The submission seeks to establish Government endorsement for the proposition and seek approval for the release of funding for the next stage of work i.e. a 'Decision to Develop' within the Rail Network Enhancement Pipeline (RNEP). We are still waiting for a decision from the Government.

3. Clean Growth Implications

- 3.1 Championing growth and development of the local rail network is an important way in which the Combined Authority can facilitate modal shift to more sustainable modes of transport and support continued economic growth

4. Financial Implications

- 4.1 There are no direct 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 The content of this report has been shared with Network Rail for comments prior to publication.

8. Recommendations

8.1 Transport Committee is invited to:

- (i) Note progress on development of the West Yorkshire Rail Vision and to endorse the proposed next steps.
- (ii) Note and endorse the Combined Authority's response to the Rail Needs Assessment for the Midlands and the north consultation
- (iii) Note and endorse the Combined Authority's submission to the New Stations Fund scheme.
- (iv) Welcome the publication of the Leeds Area Continuous Modular Strategic Planning study by Network Rail, and to endorse the need to actively support the case for development and funding of the recommended projects in partnership with Network Rail and Transport for the North.
- (v) Note progress on development of the Leeds Station Existing Programme business case and to endorse the need to actively support the funding case for this project in partnership with Network Rail, Leeds City Council and Transport for the North.

9. Background Documents

Rail Network Capacity in West Yorkshire. Set out in **Item 9** – West Yorkshire Transport Committee, 10 January 2020. Available via:

<https://westyorkshire.moderngov.co.uk>

The Leeds Area Continuous Modular Strategic Planning Rail Study is expected to be published by week commencing 29 June 2020, and it will be available on the Network Rail website here:

<https://www.networkrail.co.uk/running-the-railway/long-term-planning/>

National Infrastructure Commission background and information on the Rail Needs Assessment for the Midlands and the north, available at:

<https://www.nic.org.uk/our-work/rail-needs-assessment/>

10 Appendices

Appendix 1 – Combined Authority response to the Rail Needs Assessment for the Midlands and the north consultation

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National Infrastructure Commission Call for Evidence Rail Needs Assessment for the Midlands and North

Executive Summary

Sustainable connected places are essential to support thriving communities. Never has this been more apparent than right now as our nation responds and indeed looks to recovering from one of our greatest challenges yet. How we choose to do that nationally as a United Kingdom and locally as the Leeds City Region can pivot us on a new more sustainable trajectory which we have been pursuing.

Our response to the call for evidence covers both national and local infrastructure requirements and what could be delivered earlier to bring wider benefits. What we require is a plan for long term project delivery to address the following:

- Sustainable inclusive economic growth which helps deliver decarbonisation and drives recovery and rebalancing post Covid19.
- Delivering on local and national capacity and choice for rail passengers.
- Increased capacity for freight.
- A sequencing plan to deliver benefits much earlier and as they arise.

Whilst the following projects are all required, it is their collective ability to plug connectivity gaps that will enable the above objectives to be met and hence the need for an overarching plan to ensure that happens and happens quickly. The Trans Pennine route upgrade is long overdue and the uncertainty around the other projects does not help investment decisions and confidence in our economy. We suffer from severe constraints on our network, particularly the routes into and through Leeds and this is a good example of where each project is only taking a project specific view at the moment. Without a coordinated short, medium and long term plan however, each project is likely to store problems for the next or only consider certain market needs not the totality.

HS2 Phase 2B -

Completion between the Midlands and Leeds in full – every year of delay costs the Leeds City Region economy £1.7 billion. There is potential to deliver benefits sooner which includes early delivery of the HS2 station alongside a link south to Clayton North to enable early introduction of Northern Powerhouse Rail services to Sheffield.

Northern Powerhouse Rail (NPR) -

Delivery of the NPR network linking Leeds, Bradford and Manchester including a new through station in the centre of Bradford which could accommodate both NPR and Calder Valley services.

Trans-Pennine Route Upgrade (TRU) -

Completion by 2026 including electrification between Huddersfield, York and Selby and the Garforth touchpoint to provide additional capacity now to support economic recovery.

Leeds Station –

Pedestrian capacity – the station is at capacity in terms of passenger numbers and will fail by 2026 impacting services and constraining growth. £8 million needs approving this year to continue our partnership to develop an outline business case to meet forecast growth requirements and plan how to deliver this in a phased manner under the comprehensive scheme. This is business critical to achieving a sustainable travel hub.

Network capacity – track and platform capacity at and around Leeds station is severely constrained and a bottleneck which impacts the local, regional and national network. Network Rail have identified potential interventions that are required to deliver future train services and support

economic growth to 2043. This includes additional capacity on both eastern and western approaches to the station.

Electrification -

A rolling programme to create an electrified City Region metro rail network starting with the Calder Valley line to decarbonise the railway and the economy.

Background

The West Yorkshire Combined Authority (WYCA) working in partnership with the Leeds City Region Enterprise Partnership (LEP) operates to ensure that our region is recognised globally as a strong, successful economy where everyone can build great businesses, careers, and lives. We bring together local councils and businesses to achieve this vision, so that everyone in our region can benefit from economic prosperity and a modern, accessible transport network. In this context the City Region is defined as encompassing the districts of Bradford, Calderdale, Kirklees, Leeds and Wakefield.

The West & North Yorkshire Chamber represents businesses of all sizes and sectors who collectively employ $\frac{1}{4}$ of the population of our region. The business organisation supports the growth of companies from start-up to maturity providing access to markets both home and abroad, facilitating international trade, providing finance, premises and support; it also provides a voice for the region's business community, facilitating dialogue and contributing constructively to policy strategies and consultations

We have four key objectives that will transform the Leeds City Region (City Region), unlocking its potential and deliver a regional powerhouse creating jobs and prosperity these are:

- **Boosting Productivity** – helping businesses to grow and bringing new investment into the region to drive economic growth and deliver jobs.
- **Enabling inclusive growth** – ensuring that economic growth leads to opportunities for all who live and work in our region.
- **Supporting clean growth** – growing our region's economy while also cutting CO₂
- **Delivering 21st century transport** – creating efficient transport infrastructure that makes it easier to get to work, do business and connect with each other.

As both the Local Transport Authority and LEP, we need a planned and integrated railway that provides the backbone to delivering the objectives outlined above. This must include decision-making on the strategic development of the railway serving our region across all levels with the customer always at the forefront.

Why do we need rail investment?

Economic Growth: Transport connects places, enabling people to travel for commuting, business and leisure purposes. Research, including most notably Eddington¹ in 2006, has shown that there is a positive relationship between infrastructure investment and economic growth and therefore a critical factor for the economy to function and grow.

The labour markets of all northern cities currently encompass their city regions, and they are limited by the connectivity of those places. Where investment is made in transport capacity and to reduce journey times, this enables cities to draw from wider pools of labour and allows households more choices on where to live. Providing better connections between northern cities, the Midlands and also to London underpins future commuting patterns and supports wider business interactions between firms, which will generate economic benefits for businesses and individuals across the UK.

¹ Eddington, Eddington Transport Study: The Case for Action, December 2006

Economic recovery: The City Region has a very strong presence in the finance and insurance sector, and has also experienced the largest growth outside London in knowledge intensive sectors (professional scientific and technical services), all of which benefit the most from agglomeration (the productivity benefits of being better connected). As a result of our central location, the City Region is well placed to benefit from investment in transport infrastructure, to support recovery from the current Covid19 crisis and help rebalance the national economy.

Rebalancing the economy: The UK needs new rail infrastructure to improve reliability and performance and to provide capacity for growth. This will enable faster and more reliable journeys at present, enabling the rebalancing of the UK economy in a way that is sustainable, contributes to plans for de-carbonisation, improving air quality and supports our region's objectives.

The Government's industrial strategy makes it clear that tackling the UK productivity gap requires a more balanced approach to growth across the country and this will be even more important in a post Covid19 society. Investment in rail will create a substantial number of skilled and higher productivity jobs and will stimulate research and development in new advance technologies that will benefit the UK economy, particularly in the North and Midlands.

Tackling capacity and poor performance: Passengers across the City Region are poorly served by the rail industry, with low passenger satisfaction and operating performance due to chronic overcrowding, cancellations and late running trains. Most local services are operated by Northern and Trans-Pennine Express (TPE) both of whose performance is well below industry standard. For example, only 55.4% (Northern) or 41.0% (TPE) services arrived on-time and 3.3% (Northern) or 6.6% (TPE) services were cancelled in Q3 2019-20. In both categories TPE is the worst performing compared to other operators². In terms of passenger satisfaction Northern is the lowest scoring operator with only 72% of passengers satisfied; TPE scored 79% and is the 4th worst operator³. The information provided on Northern is before the Department for Transport (DfT) stepped in an operator of last resort.

The factors behind the poor performance are multifaceted and complex but include a long-term lack of investment in both infrastructure and trains. The failure of government and/or Network Rail to deliver committed / expected infrastructure, particularly in Leeds and the Castlefield Corridor in Manchester, has exacerbated the problems.

What passengers want are rail services that are punctual, reliable, with a seat and less disruption from planned engineering work. It is difficult to operate a reliable network across the North because the network is congested as a result of a largely two track railway with national regional, local and freight services all competing for the same track capacity.

Investment in the Trans-Pennine Route Upgrade (TRU) which is currently proposed as capacity improvements and partial electrification between Leeds and Manchester is just addressing the immediate problems. The existing network needs to be improved addressing key capacity constraints at hubs such as Leeds, York and Manchester so the network is match-fit for the arrival of HS2 and NPR. Both HS2 and NPR are needed for future capacity and to improve connectivity and should be built as new lines rather than upgrading existing ones. Strategic alternatives to both exist but would be extremely disruptive to passengers and business if taken forward.

The rail industry had not responded quickly enough to deal with the big increases in passenger demand which had led to severe overcrowding on peak time services. For example, rail use at Leeds station has trebled over the past twenty years with an average of one million new trips added every year including over 1,000 extra peak morning trips. Both the current network in and

² <https://dataportal.orr.gov.uk/media/1702/passenger-performance-2019-20-q3.pdf>

³ National Rail Passenger survey Autumn 2019 - <https://d3cez36w5wymxj.cloudfront.net/wp-content/uploads/2020/01/27181442/Main-Report-Autumn-2019-240120.pdf>

station in Leeds at capacity with Leeds enduring the 4th worst overcrowding at peak times in the country.

Figure 1 highlights the potential future passenger growth at Leeds station under different scenarios agreed with DfT and all of which all indicate that the station will be at capacity in terms of passenger flows by 2026. The station cannot accommodate this scale of growth without major investment especially as the city centre is reliant on a single railway station.

The importance of rail: future growth

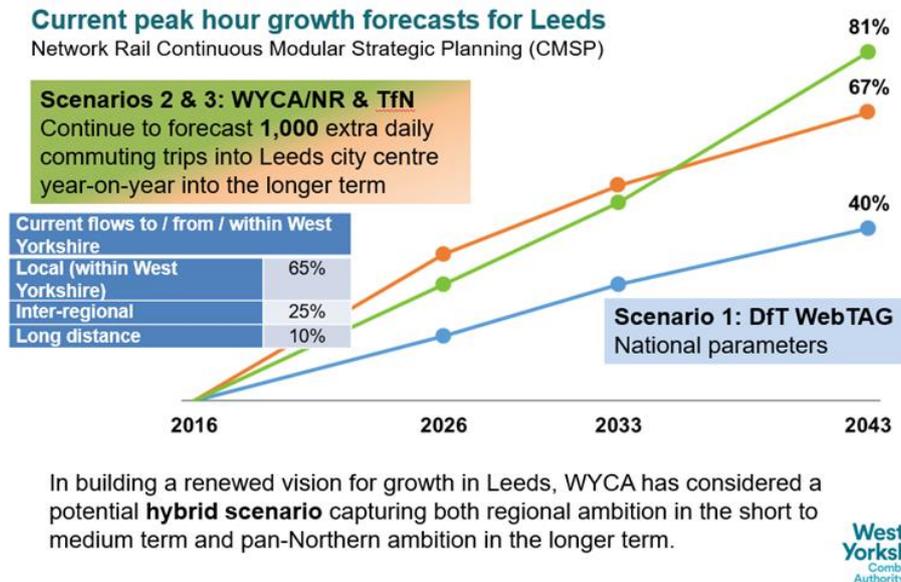


Figure 1 - Forecast rail growth in Leeds

Reverse years of transport underinvestment: There has been a long-term persistent underinvestment in regional transport. Over the past ten years the average annual public spending on transport has been £739 per capita in London, compared to £305 per capita in the North⁴. This means that for the last ten years London has received 2.4 times more public spending on transport than the North and this gap has been increasing. Work undertaken on behalf of HS2 East authorities highlights the scale of this underinvestment. If eastern authorities had received the same level of transport per person funding as London over the past decade, then £58 billion⁵ more would have been spent across the eastern regions. Over the longer term, investing in rail infrastructure both locally and regionally across the North and the Midlands and fully joined up across policies will ensure that the North could become a net contributor to the national exchequer rather than a net taker.

Investments in HS2 / NPR / TRU are nationally important schemes and if supported by improvements to the local rail network will create a pipeline of strategic connectivity improvements, capacity enhancements and network wide electrification that will ensure we have national rail infrastructure fit for the 21st century.

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

- **Capacity** –to reduce over-crowding and to cater for forecast growth in both passengers and freight traffic, as well as to allow more frequent services.
- **Reliability** – to improve reliability and resilience of the railway and provide a better-quality customer experience, seamless interchange between rail services and other modes to reduce car use.

⁴ Institute for Public Policy Research – Transport Investment in the Northern Powerhouse – 2019 update.

⁵ The case for the HS2 Eastern Leg (2020) – Volterra partners (supplied)

- **Connectivity** – reduced journey times and improved and new journey opportunities across all rail sectors, creating more attractive labour markets.
- **Emissions** – reduced to support a zero-carbon economy, improved air quality and to protect the environment.

We are currently developing a ‘Rail Vision’ for the City Region and our response to the questions set out by the National Infrastructure Commission provides our emerging thinking as we develop this. We would like to share our “Rail Vision” with you in due course. Figure 2 outlines the themes and outputs into which our rail requirements can be mapped:

Capacity	Connectivity
Track capacity	Journey times
On-train capacity	Frequencies
Station capacity	Access & integration
Freight options	Growth areas
Major projects	New stations / network gaps
Passenger	Implementation
Reliability / punctuality	Funding landscape
Information	Decision-making
Station quality	Industry structure
Rolling stock quality	Devolution agenda
Fares & ticketing	Cost effectiveness

Figure 2 - rail vision themes and outputs

To deliver our transport objectives we need a single strategic programme of investment in rail covering the next 30 years. The single programme must include:

- A phased programme of interventions at Leeds station which includes improving both pedestrian and operational capacity.
- Construction of TRU by 2026, including electrification between Huddersfield and York, and Selby.
- Early delivery of the Garforth HS2 touchpoint as a later phase of TRU improvements to speed up services to the North East and Scotland.
- Completion of HS2 Phase 2b between the Midlands and Leeds which includes the HS2 station in Leeds delivered as early as possible, alongside a link South to Clayton North to enable early introduction of NPR services to Sheffield.
- Delivery of the NPR network including a new station in the centre of Bradford incorporating both NPR and Calder Valley services and early delivery of a new line between Leeds and Bradford.
- A rolling programme of electrification to create an electrified City Region metro rail network that supports the Governments wider plans to decarbonise the economy, starting with the Calder Valley line.

The objectives outlined above are aligned with those proposed by Transport for the North (TfN), are complementary and offer opportunities for efficiencies and early benefits realisation. To ensure sustained economic growth over the coming decades, businesses will need to draw on pan-northern resources including access to labour markets, research centres and supply chains.

Building better, faster and more frequent transport links between key settlements and increasing the pool of workers to work in higher productivity urban locations will increase productivity across the wider economy. This will provide new opportunities especially for young people to specialise and allow a retention of skills and labour in the North.

Leeds City Region

With a population of over 2.3 million people and a GVA of £70 billion per annum⁶, Leeds City Region is a growing and vibrant place with huge potential. Home to 90,000 businesses and a 1.4 million workforce we are the UK's largest regional financial centre with more manufacturing jobs than anywhere in the North. This makes us the largest City Region economy in the UK, with an output larger than nine EU countries and home to busiest transport hub in the North at Leeds station which serves 34 million passengers per annum.

We have seven universities, 91,000 students and 39,000 graduates with an additional 170,000 students in further education. A fast-growing young population, with more under 24-year olds than any other area outside the South East, the City Region is a leading UK location for foreign and direct investment with significant interest in the digital and business service sectors.

The recent devolution deal announced in the spring budget will unlock more than £1.8 billion in investment to drive up living standards through better transport, improved skills and stronger businesses, while tackling the climate emergency across the City Region. The agreement, the biggest ever of its kind, includes a government commitment to support the development of a West Yorkshire mass transit system, an investment fund to develop plans for future housing sites and a heritage fund which will support the creation of a new British Library North.

The City Region is central to rebalancing the national economy. We are well placed post Brexit and Covid19 as the economic, cultural and geographic gateway to Yorkshire and the wider Northern Powerhouse. As a City Region, we have a relentless focus on ensuring inclusive growth – promoting an economy that embraces diversity, nurtures our talent, and harnesses youth as key to our future.

- The City Region is a major connectivity hub for the Northern Powerhouse⁶, with Leeds alone having more train passenger numbers each than anywhere else in the North (100,000 per day), equivalent in size to London Kings Cross.
- A thriving digital and tech hub cluster with enormous capability to pioneer the next generation of technological change.
- A focus on skills for the future – the City Region has the highest concentration of higher education institutions outside of London, producing 18,000 STEAM graduates annually, and is a net importer of graduates.
- We lead the way in key future growth sectors, with key assets such as Health Tech cluster in Leeds, Huddersfield University's 3M Buckley Innovation Centre, NEXUS at Leeds University and Born in Bradford, the largest longitudinal study of childhood health research in the world. These institutions will enable the formation of the next wave of leading knowledge-based businesses.
- We are at the centre of high-speed rail engineering with the University of Leeds Institute for High Speed Rail & System Integration and the University of Huddersfield's Institute of Railway Research.
- We are passionate about supporting healthy lives that improve wellbeing and productivity – identified as a 'big idea' in our Local Industrial Strategy.
- Our region is regularly voted both the 'happiest' and the 'best place to Live' in the UK with outstanding natural and cultural assets.

⁶ <https://www.investleedscityregion.com/why-leeds-city-region/>

Q1 - What potential investments should be in scope of the Commission's assessment of the rail needs of the Midlands and the North?

We need a single integrated plan developed jointly with other local transport authorities whose scope should be a continued, long term, holistic investment in the railway across operations, maintenance, renewal and enhancement. This should be determined by a shared set of requirements for all markets (high speed/intercity, inter-regional, local and freight). This should be matched by a wider programme across other areas of economic, transport, social, environmental and other policy developed locally in order to maximise the benefits and complement strategic investment in rail.

The investments should form an integrated program delivered in a phased manner starting now to realise benefits in the short term. This will allow these major interventions for TRU, HS2 and NPR services and infrastructure programmes to be planned holistically with the rest of the railway and locally emerging mass transit plans to accommodate future growth and demand across all service types (passenger and freight) and must be future proofed as much as possible. This will allow the City Region to ensure the rail network is at the core of an integrated public transport system that supports its economic and spatial priorities.

What is required to deliver our objectives for the North, this region and the country is a fit for purpose and futureproof transport network, with HS2, NPR and TRU as its backbone. This must include major rail capacity improvement at and around Leeds station to ensure HS2 and NPR is not developed at the expense of affordably providing capacity for other local rail service improvements.

Due to the interdependencies between the different schemes, they need to be planned in such a way that they (a) become enablers for later programmes of work such as HS2 / NPR for more efficient delivery, (b) planned as a single programme so they are less disruptive and more efficient in build and operation, (c) they are not at the detriment of improving local capacity and (d) ensuring that released capacity is effectively planned across projects.

It is important to 'think outside the box'. For instance, early delivery of the HS2 station in Leeds, prior to the actual HS2 network could allow it to be redeveloped without causing significant disruption and we ask that as part of the Integrated Rail Plan, the early use for conventional services is looked at.

The following should be priorities for the assessment:

Trans-Pennine route upgrade:

East-West connectivity across the North of England has not received sufficient focus or investment including, in particular the Trans-Pennine corridor between York, Leeds and Manchester which suffers from poor reliability, slow journey times and severe overcrowding.

Any improvements to the TRU corridor will be spread beyond the boundary of any infrastructure investment in West Yorkshire and Greater Manchester due to the geographic extent of train services which operate along the corridor. Seven LEP areas across the North will directly benefit from TRU, which include the North East Combined Authority (NECA), Tees Valley, North Yorkshire, East Riding, the Liverpool City Region and Edinburgh & South East Scotland. These collectively account for over 80% of the North's economic output.

The economic benefit to the North from delivering these high-level strategic outputs are significant. It has been estimated that TRU will help to increase or accelerate development regionally with 5,500 houses, 18,300 jobs and £1.1 billion GVA per annum⁷.

⁷ Mott MacDonald TRU Strategic Economic Narrative, Technical Note 2018 – source Transport for the North

TRU needs to be a fully electrified route between Manchester, Leeds, York and Selby. As part of a second phase of TRU improvements east of Leeds, the Garforth touchpoint and new line to York should be delivered early as it will benefit local and inter-city services towards York and the North-East prior to the introduction of NPR. We have outlined our TRU 'asks' previously in a letter to the Secretary of State and this is provided as supplementary evidence.

HS2 Phase 2b:

HS2 will carry over 300,000 passengers a day, releasing capacity on the existing rail network for both passenger and freight services by allowing the existing West and East Coast Main Lines (ECML), and the Midland Main Line, to be used in different ways, growing the overall capability of the rail network to meet future need.

HS2 is already at the centre of our LCR HS2 Growth Strategy already adopted and embedded in planning policy delivering our economic growth and transforming the rail and transport network serving the City Region and this is covered in a later response to question four.

The region cannot realise its growth ambitions without HS2 and the full eastern leg of HS2, HS2 East will reshape the economic geography of the UK, it provided the greatest opportunity to transform connectivity in the country. It will bring together the city regions centred on Leeds, Sheffield, Nottingham and Birmingham into a coherent and integrated economic zone of over thirteen million people, six million jobs and some of the UK's most significant manufacturing and business clusters.

The case for the eastern leg of HS2 between Birmingham and Leeds is very strong and set out in supplementary evidence (The case for the HS2 Eastern Leg - Volterra):

- The benefit-cost ratio is high with a BCR of 5.6⁸ and significantly greater than that of the western Leg BCR of 2.6.
- 60% of the wider economic benefits of HS2 Phase 2 are on the eastern leg.
- It will release capacity on the ECML allowing new services to be developed, additional; placed serves and improve reliability (currently only 43.4% trains arrive on time)⁹.
- Annual GDP benefits arising directly from better Birmingham to Leeds connections alone are worth over £604m¹⁰.
- Every year the eastern leg of HS2 is delayed it costs the City region economy £1.7 billion¹¹

The provision of a touchpoint between Leeds and Sheffield onto the classic rail network remains a requirement of the City Region to allow services from the South utilising HS2 infrastructure to travel beyond Leeds. This is important as the need to improve direct connectivity between Calderdale, Bradford and Kirklees to South Yorkshire and the Midlands is identified as a gap in service provision. In addition, it provides resilience in the network for East West connectivity. A touchpoint at Stourton does not offer the right solution in this respect and further detailed work is required to understand the requirements both as an optimum touchpoint from the HS2 network and other additional infrastructure to provide better links from Bradford, Halifax and Huddersfield to South Yorkshire and beyond.

Northern Powerhouse Rail:

Delivered in full the NPR network will bring ten million people within 90 minutes of four or more northern cities, unlocking place improvements value up to £15 billion with GVA benefits estimated

⁸ -The Case for the HS2 Eastern Leg (2020) – Volterra partners (supplied)

⁹MAA - On Time moving annual average - <https://dataportal.orr.gov.uk/media/1702/passenger-performance-2019-20-q3.pdf>

¹⁰ - HS2 East Economic Benefits – SYSTRA 2017

¹¹ The Case for the HS2 Eastern Leg (2020) – Volterra partners (supplied)

at £3.4 billion per year. It will increase rail demand by 400%, take 64,000 car trips per day off the road and support 35,000 more jobs in our city centres¹².

Work continues over the next six months to identify a single preferred concept of how to connect Leeds, Manchester, Sheffield, Hull, Newcastle and Liverpool. While a number of options are under consideration both the TfN Board and the City Region are clear that the preferred NPR network includes:

- Improved reliability and speed between Manchester, Bradford and Leeds via a new line serving central Bradford.
- Leeds to Sheffield delivered through HS2 phase 2b and an upgraded electrified route between Sheffield and Clayton.
- Leeds to Newcastle via a Garforth touchpoint onto HS2 and significant upgrades to the ECML north of York.
- Significant upgrades to the existing line between Leeds and Hull.

Given the number of interfaces between the HS2 and NPR network, we welcome the Oakervee review findings that HS2 and NPR should be regarded as a single network, that both are needed and are equally important. However, the projects have been developed in isolation and therefore each only provides what is needed for its own programme. There is a lack of integration and visibility on the programmes' outputs, meaning options under development may not offer the right solution overall or be at the detriment of local services. Remitting both NPR and HS2 to become a network solution should resolve these inevitable scheme development tensions.

In / around Leeds Station:

Leeds station, the busiest in the North of England with 34 million passengers is a major hub and interchange servicing both the city and the City Region. Of those that work in Leeds city centre, 75% commute in from outside the district, making the station a critical economic infrastructure gateway for both the region and the UK. Passenger numbers have trebled over the past twenty years, with one million new journeys added on average each year and forecast to increase by 81% by 2043. In comparison with similar stations nationally, it consistently ranks towards the bottom in terms of passenger satisfaction.

In less than five years and by 2026, it is forecast that station will exceed capacity in terms of congestion at ticket gate lines and circulation between platforms and overbridges. This is a significant risk as an inhibitor of growth for our region.

We have worked collectively on a resolution to ensure this key national gateway remains fit for purpose. The Leeds Existing Station Programme (LESP) is focussed on resolving station user capacity issues, improving the passenger experience, better integrating and connecting the station with the city, building resilience to accommodate potential future rail programmes and enhancing the station retail offer. A strategic outline business case has been submitted to the DfT as part of the Rail Network Enhancements Pipeline (RNEP) process. The business case demonstrates there is a clear need for investment in the station and recommends an additional overbridge and/or changes to existing bridges, additional entrances to the station and improvements to the station concourses. We are now seeking Government endorsement on a 'Decision to Develop' the station along with £8 million funding for the next stage of work.

Redevelopment of Leeds station is a key element in both the LCR HS2 Growth Strategy and the Leeds Inclusive Growth Strategy which seeks to double the size of the city centre both physically but critically in terms of economic output. Leeds South Bank is sited next to the station and is home to the proposed HS2 station, a new city centre park which goes on site this year, already has over

¹² https://transportforthenorth.com/wp-content/uploads/Potential-of-NPR_TfN-web.pdf

10,000 students and new office, retail, leisure and housing developments. In a sustainable location, it will support the creation of 35,000 new jobs and 8,000 new homes.

Detailed design on the first stage of improvements at Leeds station is currently underway following a successful bid from the Transforming Cities Fund. This will provide 'access for all' to the main entrance at the station, improve pedestrian flows, connect the station to the city wide cycle network and provide the largest cycle hub in the North of England at the station. This phase is scheduled to be complete by 2023.

Whilst LESP is developing interventions to accommodate passenger growth within Leeds station, there will also be increasing demand for passenger and freight services across Leeds and the North of England. There are severe constraints on our network, particularly the routes into and through Leeds. As part of Network Rail's Continuous Modular Strategic Planning process (CMSP), several pinch points have been identified on the network in and around the Leeds area which include:

- Platform capacity at Leeds station.
- Constraints on the western and eastern approaches to Leeds station.
- Platform lengths at 29 stations across the City Region.
- Line capacity constraints between Armley Junction and Springs Junction.
- Platform capacity constraints at Bradford Forster Square and Castleford.

The study also suggests that growing passenger numbers will put pressure on capacity at Leeds station which is insufficient in the medium and long term. Key areas identified as constraints are:

- At station gate lines.
- Vertical circulation to platforms.
- Constraints around platform 17.

Potential interventions are detailed in the Leeds CMSP report¹³ and indicate what is required to deliver future train services in the Leeds area to support economic growth to 2043. These include junction reconfigurations, increasing the number of tracks and platform extensions / reinstatements at various locations in and around Leeds station and across the City Region in addition to pedestrian capacity improvements at the station. The options provided are investment choices for potential funders to be considered for development and delivery. Network Rail are currently developing a strategic outline business case for those interventions required by 2026.

It is imperative that land is safeguarded as soon as possible in areas adjacent to Leeds station to ensure there is sufficient space to provide for future infrastructure requirements required by both CMSP and NPR. There is a significant risk that much of the required land may have been developed on by the time these proposals have been authorised.

Bradford Southern Gateway:

Bradford has an annual economic output of £10 billion and is home to over half a million people, with a quarter of those under the age of eighteen making it the youngest city in the UK¹⁴. It is by far the largest city in England that does not benefit from regular, fast, national and inter-regional rail services and this poor connectivity has held it back economically in recent decades.

NPR with a stop in central Bradford will transform the city's connectivity, more than halving journey times to other cities including Leeds, Manchester, Liverpool and Newcastle. It would also play a major part in regenerating the city centre acting as a catalyst for new residential and commercial development, raising skill levels, connecting people to opportunities and building Bradford's

¹³ How can forecast growth and partners aspirations be accommodated in the Leeds area up to 2043 – Network Rail

¹⁴ <https://www.investinbradford.com/media/1108/economic-strategy.pdf>

business base. By 2060, NPR is forecast to contribute £14.6 billion to the local economy and deliver 14,250 additional jobs¹⁵.

Bradford is already developing a strategic masterplan for a new Southern Gateway area of the city utilising £500,000 funding from central Government with a focus on housing, skills and inclusive growth. A new NPR station as a key hub in development of this new urban district and ongoing work in conjunction with TfN will consider what the best location for a new station is. This includes the possibilities of integrating it with the existing Calder Valley line, removing the turnback at Bradford Interchange and creating a new through station which would also improve services to Calderdale and East Lancashire.

East Coast Main Line:

The City Region is on the ECML, which has not benefited from the same levels of investment as the West Coast Mainline, the latter had a major update costing £9 billion and completed in 2008. As a result, train services utilising the ECML suffer from poor reliability with 8.1% of London North Eastern Railway services (LNER) cancelled or significantly late against an industry average of 4.9%¹⁶. This unreliability has a detrimental cost of £62m per annum on local economies¹⁷.

The development of HS2 provides an opportunity to refocus the way in which the ECML operates south of Leeds utilising released much needed capacity on the network for local and regional services. Ongoing investment prior to HS2 opening is still required in the existing network to improve capacity, develop new services and, in particular, improve reliability.

Electrification:

Only 26% of passenger routes across the City Region are electrified compared to 42% nationally, these being the ECML and the Airedale and Wharfedale lines to the North West of Leeds serving Bradford Forster Square, Skipton and Ilkley. This limits the ability to run electric services cross-city through Leeds and impacts both local and national targets with regards to air quality and de-carbonisation.

We are calling for a rolling programme of electrification across the City Region rail network which reduces the long term costs of operating the railway, allows the efficient operation of high frequency services benefiting from electrified rolling stock acceleration/deceleration profiles and provides rail infrastructure which is suitable for a low carbon future. An initial programme would include the Calder Valley line, Harrogate line and the five towns area of Wakefield as set out as tier one candidates in the 'Northern Sparks' report of the North of England Electrification Task Force¹⁸. This is on the assumption that TRU has electrified the railway between Manchester, Leeds, York and Selby.

Connectivity Gaps:

Initial work undertaken on behalf of the City Region, TfN and DfT has looked at existing travel demand across West Yorkshire by all modes to identify connectivity gaps¹⁹. The travel demand analysis indicated that there are significant flows between all districts within the city region, large cross-boundary flows to other key centres in adjacent regions and sizeable long-distance cross - boundary flows.

Table 3 indicates where there are connectivity gaps in terms of rail. This illustrates where demand is high but public transport has a low market share often because of poor end to end journey times but frequency and a lack of direct services are also a factor. What is not indicated below are

¹⁵ https://www.nextstopbradford.com/wp-content/uploads/2019/03/NPR_Bradford_Growth_Strategy.pdf

¹⁶ Based on a moving annual average from Office of Rail and Road data, 2018-19 Q4

¹⁷ ECML: Benefits of Investment (Systra) – produced for ECML authorities – unpublished.

¹⁸ https://transportforthenorth.com/wp-content/uploads/EFT_Report_FINAL_web.pdf

¹⁹ Leeds City Region – West Yorkshire Rail Connectivity Vision – Fore / Atkins Jan 2020 (supplied)

markets that do not currently exist but may do so in the future e.g. where road and rail links are currently poor, such as to East Anglia or to Glasgow.

District (between)	Local (within City Region)	Regional / National
Bradford	Calderdale, Kirklees, Leeds, Wakefield	Craven, East Midlands, Harrogate, Lancashire, Manchester
Calderdale	Bradford, Kirklees, Leeds, Wakefield	Manchester, Lancashire
Kirklees	Bradford, Calderdale, Wakefield	Barnsley, Sheffield
Leeds	Bradford, Calderdale	Harrogate, Barnsley, Lancashire, Rotherham, Lincolnshire
Wakefield	Bradford, Calderdale, Kirklees	Barnsley, Manchester, Rotherham, Selby

Figure 3 - West Yorkshire Connectivity Gaps by District (prior to HS2 / NPR / TRU)

Q2 - Which set of rail investments do you believe would, together best unlock capacity within the Midlands and the North and best improve connectivity within the Midlands and the North?

The North's railway is trying to serve too many different markets on a network that was progressively reduced in scale by British Rail. There is too much two-track railway running on alignments created by Victorian engineers serving a set of 21st century multi-market requirements. Investment is therefore needed to create new, future proofed, more direct / faster railways that enables the segregation of fast and slow trains, and which creates a radical uplift in capacity both new and released. This includes investment in HS2 phase 2b, NPR new lines, enhanced classic services, capacity pinch points and stations to serve a common set of requirements across all markets across the country, as evidenced in our response to question one.

Technical evidence on rail capacity analysis within West Yorkshire²⁰ provided separately (WYCA National Infrastructure Commission – Steer) indicates that much of our region's rail network is operating at capacity and will struggle to operate increased services without infrastructure and signalling improvements. The following sections of route are handling numbers of trains and service patterns close to the practical track capacity of the routes (issues by line):

- Harrogate line – poor signalling headways and platform capacity at Harrogate.
- Airedale / Wharfedale lines – poor signalling headways, single track sections, Shipley station conflicts.
- Huddersfield line- high occupation, Bradley junction and Heaton Lodge Junction.
- Calder Valley line – high occupation, conflicting moves at Bradford Interchange.
- Penistone line –capacity constraints on most single-track sections
- Hallam / Pontefract line – in excess of available capacity on many sections, insufficient capacity at Wakefield Kirkgate, Pontefract Monkhill and Castleford stations.
- York / Selby lines –significantly in excess of capacity between Leeds and Micklefield junction.

Potential infrastructure requirements are covered in the supporting technical evidence. The paper also considers alternatives to the proposed HS2 Stourton touchpoint. It concludes that providing a Clayton connection would be feasible but would require significant quadruple tracking of the West Riding line (Doncaster–Wakefield Westgate-Leeds) which would be expensive and duplicate HS2 provision. A connection south of Hare Park junction (Crofton) is suggested as a possible alternative.

²⁰ WYCA National Infrastructure Commission Response– Steer for WYCA, May 2020 (supplied)

Larger scale interventions are covered in figure 4. These need to be planned together in an integrated program that recognises that they are not discrete and have several interdependencies. Interventions are needed now at Leeds and the Castlefield corridor to address capacity and reliability issues. Sections of the HS2 and NPR network delivered early would benefit TRU such as early completion of the Garforth touchpoint to York section of HS2 phase2b.

Intervention	Capacity	Connectivity	Benefits
TRU upgrades	✓		Faster and more frequent services across the North of England
HS2 Phase 2b	✓	✓	Transformational journey time improvements between West Yorkshire, South Yorkshire, the Midlands and London. Releases capacity on ECML. New journey opportunities (East Midlands – West Yorkshire)
NPR	✓	✓	Transformational journey time improvements across the North. Releases capacity on existing lines. Much better connectivity for Bradford, New journey opportunities
Leeds Station	✓		Address capacity and reliability and deliver franchise commitments
Bradford Southern Gateway	✓	✓	New through station co-located with NPR will also speed up Calder Valley services
Electrification	✓		Increases operational efficiency and contributes to decarbonisation and improved air quality
Garforth touchpoint & HS2b to York	✓		Faster journeys to York and the North East.

Figure 4 - Large scale interventions to unlock capacity & connectivity

Q3 - Within the set of investments, you identified, which individual investment(s) should be the highest priority?

A key priority for the City Region is a comprehensive and all-encompassing investment plan for Leeds station, the busiest in the North, which includes early delivery of the HS2 station and also transformational improvements to the rail network between Leeds and Bradford, provided by NPR. By delivering this infrastructure early it will become an enabler for later phases of HS2 and NPR. If we don't get Leeds right, unlock capacity, improve reliability and allow the rail network to grow it is not just in the city region that will suffer economically but nationally as Leeds is a key node on the rail network.

Our economy is crying out in the short term for a more reliable railway that has sufficient capacity both to operate more services as per franchise proposals and to reduce overcrowding on passenger services. This means work on TRU and acceleration of the business case with regards to Leeds station capacity and the interventions indicated in the Leeds station CMSP should be started as soon as possible.

In the longer term, accelerating certain parts of both the NPR and HS2 programmes could benefit current services and infrastructure such as TRU. There are various opportunities to expedite delivery of some of the inter-dependant aspects of the two projects which we strongly believe should not continue to be seen as discrete entities but rather as part of an integrated whole under a long term rail vision. Two elements are highlighted in this regard.

- The Trans-Pennine route is at the heart of the NPR project and to the east of Leeds TfN has identified the desirability of a “touchpoint” at Garforth on the York and Selby main lines that allows the main NPR line to intersect with and utilise the main HS2 route towards York. There is already a strong case for this scheme as part of an increasingly needed capacity uplift

between Leeds and York where the mix of fast and slow trains increasingly points to the segregation of services which will ultimately come to the fore when NPR is delivered. Early delivery would achieve tangible benefits to reliability, journey time and the potential expansion on services on this busy mixed traffic route, not just for the City Region but for Tees Valley and Newcastle too.

- We welcome NPR's plan is to share with HS2 key elements of the route south of Leeds to provide NPR services into South Yorkshire and the Midlands. Therefore, reflecting the declared ambition for a "build from the North" ambition for HS2 it is believed that the early progression of key elements for the route between Leeds and Sheffield have the potential to accelerate the NPR network. This should include the T shaped HS2 station, platforms and viaduct on approach into Leeds, as well as the HS2 route in Yorkshire, south towards Clayton junction, the northern chord and Sheffield. This would deliver transformational journey time savings and improved inter-regional connectivity between the Sheffield City Region and Leeds City Region which are poorly connected.

Q4 - What supporting policies need to be in place to deliver the benefits of the investments you identified? If there are any dependencies with other investments/policies, how confident are you that these supporting policies will be put in place?

We believe that we already have our supporting policies in place and have followed an evidence led approach to identifying our connectivity challenges and solutions covering all modes. What we require is a commitment to deliver and fund with a governance arrangement that has a local decision-making role.

HS2 is already at the centre of the adopted strategy for delivering our economic growth and transforming the rail and transport network serving the City Region. The LCR HS2 connectivity strategy sets out how the region will work with Government, businesses, schools, colleges and universities to maximise the benefits from HS2 and other planned upgrades. The strategy aligns with the TfN's Strategic Transport Plan, as well as the West Yorkshire Transport Strategy to ensure that the public transport network can cater for an additional 146,000 full time equivalent jobs forecast across the city region by 2033.

The LCR HS2 growth strategy sets out six proposals on how HS2 will transform the City Region economy by providing a step change in connectivity for the City Region, a new world class gateway at Leeds station, be a catalyst for regeneration, inspire our people, develop our business and supply chain and be a magnet for investment and a cultural destination. The National Infrastructure Commission has been providing expert challenge through its city programme in this regard.

We have identified a prioritised a series of corridors where there is the greatest economic opportunity for transformational connectivity to:

- Enhance productivity by connecting all our important places with a focus on disadvantaged and peripheral groups and communities.
- Respond to partner councils' Local Plans and growth aspirations.
- Respond to pan-northern economic priorities with improved connectivity to North and South Yorkshire, Manchester/Lancashire, Humberside and the North East.
- Respond to regional carbon target of net zero CO₂ by 2038.
- Demonstrate integration and fit between different transport modes.

In addition to the HS2 connectivity strategy we also have several supporting policies and strategies which can be provided including:

- Leeds City Region Strategic Economic Plan.

- Local Industrial Strategy.
- West Yorkshire Transport Strategy 2040.
- Leeds City Region Housing Vision.
- NPR – Bradford Growth Strategy.
- Leeds Integrated Station Masterplan.

Q5 - What impact would the investments you identified have on greenhouse gas emissions? In particular, how would they affect the UK's ability to meet its domestic and international targets, including the Paris Agreement and net-zero?

There are two core elements with regards to reducing greenhouse gas emissions from transport, which are to de-carbonise the transport network and to support modal shift to more sustainable modes. Encouraging people out of their cars onto public transport or 'active travel' such as cycling and walking is key to cleaner air, lower carbon emissions and will also benefit public health.

The success of this hinges on how well the rail investments are set within a wider, complementary policy framework. If this is joined up, then the investments are likely to have a significant impact on reducing greenhouse gases and achieving net zero. Investments in rail will enable journeys that do need to be undertaken are through an integrated, active, public transport focussed and clean powered network. Mobility as a service will play a key role in developing a sustainable door to door transport network.

Authorities within the City Region have strengthened their commitment to local emission reductions through the declaration of a climate emergency and the setting of targets to reach net zero carbon emissions by 2038 with significant progress by 2030. To meet our target and comply with the Paris agreement, emissions must be reduced by 14.5% year on year.

The Combined Authority is working with partners in North Yorkshire on developing a zero carbon transport roadmap as part of a wider programme which will identify policies and strategies needed to decarbonise all sectors of the economy including power, construction and industry.

Currently in West Yorkshire transport is the largest emitting sector, responsible for 44% of emissions, with road transport the largest contributor (primarily private car use). With significant consumer and industry behaviour change to reduce travel demand and to shift journeys from private cars to active and public transport, it is this sector that could make a significant reduction in carbon emissions.

Emerging work (still in draft) indicates that to meet the climate change targets will require public transport capacity to be increased by 55% compared to today, which includes a 20% increase in passenger km by rail by 2030 and a 10% shift in freight movements from heavy goods vehicles to rail (or 67% increase in freight tonne per km)²¹. Therefore, rail is going to have to play a much bigger role to provide modal shift from car.

Therefore, significant electrification of both passenger and freight activity will be required to mitigate emissions. Currently only 26% of the West Yorkshire network is electrified compared to 42% of national network and well below the European average. As set out earlier in our response, we are calling for a rolling programme of electrification across the City Region rail network which will reduce the long term costs of operating the railway and allow the efficient operation of high frequency services to provide rail infrastructure suitable for a low carbon future. This supports Network Rail's Traction Decarbonisation Network Strategy which aims for an 80% electrified rail network by 2050.

²¹ North & West Yorkshire Emissions Reduction Pathways (Draft report) by elementenergy

An initial program in addition to full electrification of TRU between Manchester, Leeds, York and Selby should also include the Calder Valley line, the Harrogate line and the five towns area of Wakefield.

The City Region will benefit from £317m of investment from the Transforming Cities Fund which is being used to dramatically improve access to public transport, cycling and walking. This includes transformational schemes to improve multi-modal interchange and access to the train stations in Halifax, Dewsbury, Huddersfield, Leeds and Bradford²².

Q6 - In addition to greenhouse gas emissions, what are the potential environmental effects (positive and negative) of the investments you identified?

Many positive impacts from the proposed investments are the result of modal shift from road-based transport onto rail. Reducing traffic congestion has multiple benefits including reduction in greenhouse gases, air pollution, noise, traffic accidents and stress for those driving.

Currently across the North of England, 80% of commuting trips and 87% of freight movements are undertaken by road²³. Investment in rail projects such as HS2 and NPR, which will improve both North - South and West – East connectivity and will relieve pressure on the parallel motorway corridors such as the M1 and M62. Forecasts for NPR indicate it could reduce road traffic by between 710 and 800 million car-km per year which is equivalent to taking 64,000 cars off the road each day²⁴.

Any new infrastructure can have a negative impact on natural habitats, residential / employment sites, and general disruption resulting from construction. Undertaking major upgrades to existing lines is highly disruptive to existing services and passengers, costly and constrained by engineering and operational opportunities of improving rail lines designed in the Victorian area. Both HS2 and NPR must be new lines rather than upgrades, built off-line where possible to reduce impacts on the existing network but designed to have a minimal impact on the surrounding environment.

Q7 - Aside from those delivered by improved connectivity and greater capacity, what broader impacts on people's quality of life could the investments you identified have?

By bringing people closer together transport shapes the growth of towns and cities and can be used to facilitate regeneration and development opportunities and create dynamic and attractive places. These benefits are hard to capture in traditional transport appraisal, but the wider economic benefits should not be underestimated.

Locally, studies have been undertaken to indicate how the introduction of transformational transport infrastructure contribute to regeneration. For example, Bradford is already undertaking work to ensure that the city is NPR ready, to guarantee it unlocks the economic and social opportunities that a city centre station would bring by being on the NPR network.

In 2018, Bradford produced a new and bold economic strategy that aims to raise GVA by £4 billion, get 20,000 more people into work, and raise those with NVQ 3 skill levels by 48,000. Having first-class transport connections is needed to help make that step-change, and support Bradford's ambitions to play its full part in the City Region and Northern Powerhouse.

The main component for Bradford's case is that the improved connectivity that NPR offers will support both Bradford's and the North's economy by acting as a catalyst for new residential and commercial development, by raising skill levels, connecting people to opportunities and building

²² Details of the transforming cities fund bid - <https://www.westyorks-ca.gov.uk/media/3372/lcr-tcf-sobc-final.pdf>

²³ <https://transportforthenorth.com/wp-content/uploads/At-a-glance-Strategic-Transport-Plan.pdf>

²⁴ Source – TfN response to the NIC

Bradford's business base. A city centre NPR station is forecast to provide a £14.6 billion boost to Bradford's economy and create up to 14,250 additional jobs by 2060²⁵.

The city has secured £500,000 of Government funding to support master-planning to maximise regeneration opportunities from NPR. This is focussed on a 'Southern Gateway' located just to the south of the city centre with the NPR station as a key anchor. The masterplan will consider how to maximise the potential of the area to create a hub for innovative businesses and high quality residential and commercial development which is integrated into the city centre and the local transport network.

Our region has already commenced our long-term planning for Leeds station. The Leeds Integrated Station Masterplan (LISM)²⁶ is a comprehensive spatial and development plan which aims to provide a hub station to support both rail and the City's growth and connectivity in Leeds and the City Region. One of the first aims is to ensure the station has a comprehensive solution for when passengers step off the platform and can take safe passage to the station exits. This is to meet the holistic forecast growth in passenger numbers from all rail programmes which will occur in Leeds station to ensure services seamlessly integrate with HS2 and NPR with minimum disruption. Secondly LISM seeks to ensure that the station responds to, leverages and redevelops the surrounding area and in particular the South Bank to meet its potential and drive economic growth.

The South Bank which is adjacent to the existing railway station and proposed HS2 station, is a major new economic zone in the centre of Leeds. Already large-scale plans for employment and housing development are coming in response to the plans for a HS2 / NPR / classic rail hub station at the heart of this area. It is over 200 hectares in size is one of the largest city centre regeneration schemes in Europe. It is expected to deliver over 35,000 new jobs and 8,000 homes²⁷. It will double the size and economy of Leeds city centre making it one of the largest centres for knowledge intensive jobs in financial and producer services in Europe

Providing faster and reliable services with improved access to better jobs, education, tourism and leisure will have a positive impact on people lives. It is important that there is an integrated plan which provides better links between intercity, regional and local networks. The role that stations play in this must not be missed and we must ensure that they act as mobility hubs with connecting transit systems which include tram, bus, cycle hubs and be accessible to all. By encouraging cycling and walking to stations and ensuring public transport actually connects to rail services rather than operating in isolation will reduce congestion, air pollution and provide better health outcomes for local residents

Q8 - How would the costs and benefits of the investments you identified be distributed economically, socially and geographically?

There is a massive North South gap in productivity and delivering a network of transport improvements across the North and Midlands has the potential to unlock significant economic growth, increase productivity, reduce carbon emissions and level up the economy. One of the key issues preventing households from accessing social and economic opportunity is transport poverty. This is defined as a combination of a lack of public transport availability and/or access to a motor vehicle which results in reduced labour market outcomes. Transport poverty is strongly correlated with social disadvantage with low income households more likely to face economic and social exclusion. Relieving transport poverty, lifting people out of deprivation and ensuring better economic activities is key to achieving inclusive growth, ensuring that no individuals or groups are left behind.

²⁵ https://www.nextstopbradford.com/wp-content/uploads/2019/03/NPR_Bradford_Growth_Strategy.pdf

²⁶ <https://southbankleeds.co.uk/assets/documents/2017.11.03-Leeds-Integrated-Station-Masterplan-LR-v6-DS.pdf>

²⁷ Southbank Leeds Regeneration Framework – Leeds City Council

Figure 5 indicates how both HS2 and NPR connect those areas across the North and Midlands which suffer from transport poverty, so limiting access to employment opportunities. This needs to be linked to within-region transport investments to ensure the areas experiencing the greatest levels of socio-economic deprivation benefit.

Eastern Leg Transport Poverty

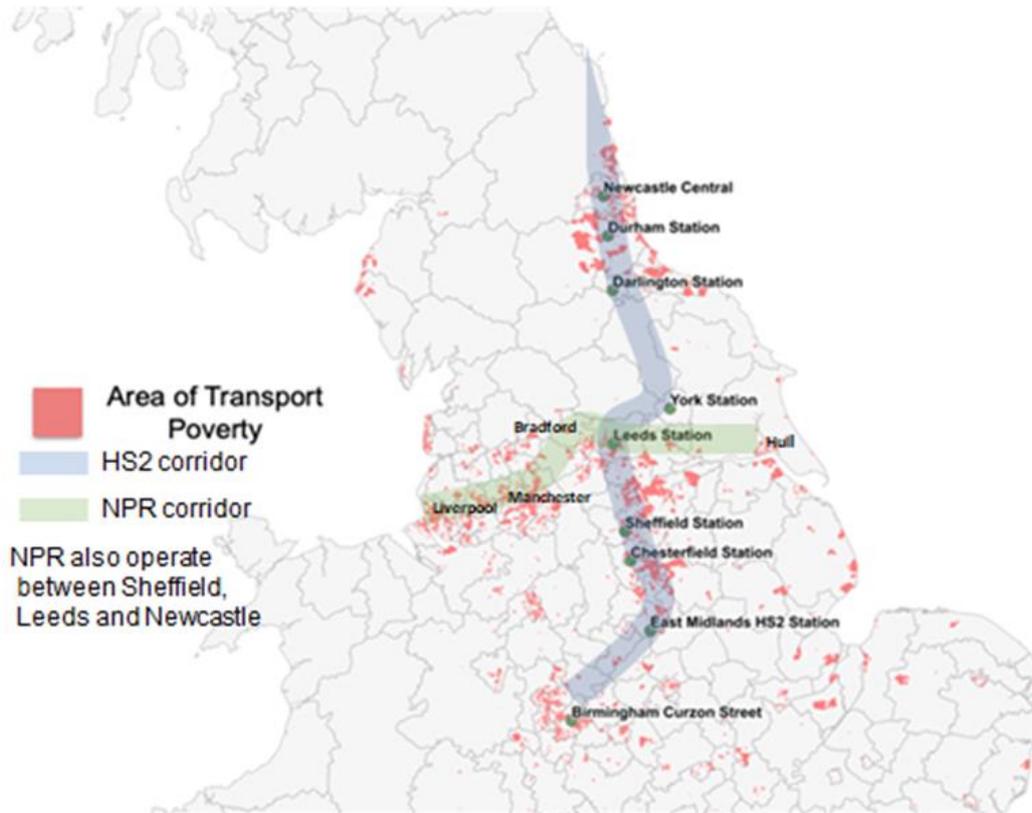


Figure 5 - Transport Poverty

The eastern leg of HS2 serves a population of thirteen million people and six million jobs, which is similar in size to Greater London. The purpose of HS2 is to deliver a new national network which will create 100,000 additional jobs along its eastern leg. This is one of the reasons why economically the eastern leg of HS2 outperforms the western one. The last time a comparison between the two was made the eastern leg had a BCR of 5.6 in comparison to 2.6 for the western leg²⁸.

The NPR network will increase the population catchments of the largest cities by as much as 40% and four million more people will be within a 90-minute journey time to Leeds compared to today.

The Government wants to grow the UK's exports by 5%, enhance global competitiveness by making Britain a more attractive place to invest, strengthen links to Heathrow Airport and access to major ports to provide links to emerging markets. Both HS2 and NPR will strengthen local and national supply chains, reducing barriers to exporting by improving links to ports and airports. Access to larger labour pools will raise productivity levels. Supporting employment and skills measures are required to develop the science and engineering education to meet the demands for jobs generated.

²⁸ The Case for the HS2 Eastern Leg (2020) – Volterra partners (supplied)

Q9 - Which set of investments would best improve rail connectivity with Scotland

Improving links with the North’s neighbouring economies will play a critical role in realising the economic potential of both the North and the UK. Along the eastern corridor there are several key employment sectors which will benefit from agglomeration as a result of improved connectivity and access to a wider specialised workforce. These sectors include advanced manufacturing in the North East, Tees Valley and Sheffield City Region, health, life sciences and professional services in the Leeds City Region and the renewable energy sector along the East Coast.

Currently along the ECML and particularly between York and Scotland there are capacity, operability, timetabling, and reliability constraints along the corridor which is limiting economic growth and the movement of people. Effectively resolving these competing demands, particularly in the context of HS2 and NPR is crucial to realising the potential of the rail network in this area.

What is required is a new two track or higher speed line to Scotland via the East Coast connecting the population centres (which are much larger than along the West Coast) with journey times reduced towards a three-hour threshold. This would allow rail to compete more effectively against domestic aviation as well as car. An early quick win on this corridor would be delivery of the Garforth Touchpoint which would speed up services between the City Region, York, the North East and Scotland.

Q10 - What would be the impact of the investments you identified on connectivity between the Midlands and the north, and other parts of the UK?

Both NPR and HS2 are integral parts of the future rail network and it is essential that they are planned as part of a network together and not in isolation to it. There is now a clear opportunity to ensure that alongside TRU and improvements to the ECML, HS2 and NPR deliver a transformation in rail that can spread across the whole of the North.

Table 1 indicates the improvement in journey times that both NPR and HS2 would bring to Leeds and Bradford. It would bring an additional four million people and 135,000 extra businesses within 90 minutes of the City Region. Providing new rail infrastructure also releases capacity on exiting lines allowing rail to serve local and regional markets more effectively and dependably. All this will help drive inclusive and transformational growth. More people will have access to opportunities, opening up a wider range of jobs that better match their skills. Businesses will be able to grow their supply chains and labour markets, making it easier to seek out opportunities across a wider range of markets in the North and beyond.

Leeds to:	Current	Proposed		Bradford to:	Current	Proposed
Birmingham	118 min	49 min		Birmingham	155 min	79 min*
London	131 min	81 min		London	180 min	100 min*
Sheffield	40 min	27 min		Sheffield	95 min	55 min*
East Midlands Hub	N/a	27 min		East Midlands Hub	n/a	49 min*
Newcastle	81 min	60 min		Newcastle	127 min	67 min
Manchester	55 min	30 min		Manchester	60 min	22 min

Table 1 - Proposed Journey Time Improvements (in Minutes) as a result of HS2 / NPR

*Bradford – assumes a fifteen-minute interchange penalty at Leeds. This would be negated and journey times improved even further with a touchpoint between the HS2 and existing network to provide better links from Bradford, Halifax and Huddersfield to South Yorkshire and beyond.

Improving the rail infrastructure, speeding up services and providing more direct links provides a sustainable alternative to our congested strategic road network. This will promote modal shift not only from car to rail but also provides opportunities for rail freight to have a more competitive offer. There are significant freight and logistic sites, particularly along the motorway corridors which

require access to ports and population centres which could transfer goods via rail rather than Heavy Goods Vehicle.

Q11 - What would be the impact of the investments you identified on international connectivity across the Midlands and the North?

In a globalised and post-Brexit economy, good connectivity to international ports and airports is important in attracting greater inward investment and allowing businesses in the North to find new markets and more easily trade with the rest of the world. Creating a larger/stronger catchment for our airports will support growing the range and frequency of international connections which can then drive further growth right across the North.

International connectivity through Manchester Airport and our other regional airports supports the visitor economy, and universities, attracting international students and world-leading academics and encouraging knowledge exchange and research partnerships with the world's best academic institutions. Manchester Airport will benefit from having a rail station that serves both the HS2 and NPR networks in addition to its existing rail offer. An important quick win with regards to access to Manchester Airport is to provide new infrastructure on the Castlefield corridor in Manchester. This will increase capacity, improve reliability, and deliver additional services including Halifax and Bradford via the Calder Valley as committed in the Northern franchise.

A proposed new station on the Harrogate line will support sustainable access to Leeds Bradford airport, as well as acting as parkway for access to Leeds and Harrogate. This important commuter line also requires investment to boost capacity and a prime candidate for early electrification.

Further thought needs to be given to provide a link to HS1 to provide the North direct access to Europe without having to change at St Pancras in London. Given the need to respond to the climate emergency and that international connectivity plays a significant role in driving tourism, this would provide a sustainable alternative to travelling by air. It is our firm view that this will be a growing market in the years to come, and indeed our evidence²⁹ developed in 2016 supports this.

For freight, there is a need to reduce journey times to make transport by rail more competitive and attractive compared to other modes and greater flexibility with train paths so that goods can be moved when suppliers or customers require them. For the end-to-end freight journey to be as efficient as possible, the North needs better surface access to ports, airports, and intermodal terminals. There are some significant potential rail freight flows where existing network capacity and capability pose constraints. There are currently no suitable routes across the Pennines that can accommodate the largest inter-modal deep-sea shipping containers on standard wagons and many examples where rail freight journeys are agonisingly slow due to route requirements. For example, biomass shipments take eleven hours to travel between Liverpool docks and Drax power station which are 84 miles apart.

Rail freight journey times are often slow, due to circuitous route requirements. This can be due to several factors, including high infrastructure utilisation (which can reduce the availability of paths), gauge clearance and route capability constraints. Slow journey times erode rail's commercial competitiveness versus road transportation and serve as a barrier to attracting traffic to rail. Freight journey times must become quicker if the rail network is to facilitate and accommodate the requirements of a growing economy.

TfN have identified capacity pinch points on the rail network that need addressing and these are available in their Northern Freight and Logistics report³⁰.

²⁹ HS2 – HS1 Link Strategic Case; Systra for TfL, WYCA, SCR, NECA & WMCA - 2016

³⁰ <https://transportforthenorth.com/wp-content/uploads/TfN-Freight-and-Logistics-Report.pdf>



Report to: Transport Committee

Date: 3 July 2020

Subject: **Leeds City Region Transport Update**

Director: Dave Pearson, Director Transport Services

Author: Richard Crabtree (lead)

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 Report

- 1.1 To provide the Transport Committee with an update on current issues not covered elsewhere in the agenda.

2 Information

Transport for the North meetings

Transport for the North Board

- 2.1 Transport for the North Board met on 11 June 2020. The meeting considered the following substantive matters:

- **Operational Rail Update** covering the latest developments on the COVID-19 impact and response.
- **Economic Recovery Plan** setting out the proposed approach to developing a pitch for accelerated investment in infrastructure to promote economic recovery.
- **Future Road Investment** setting out details of the Highways England Road Investment Strategy 2.

- A **Northern Powerhouse Rail Update** highlighting that a Strategic Outline Case will be shared with members before the September Board meeting.
- **Proposed Investment Programme** paper considering the development of a pipeline approach to scheme development against different funding scenarios. This paper also highlighted a refresh of TfN's Future Travel Scenarios.

2.2 A link to TfN Board meetings and papers is provided in the **Background Documents** section. The next meeting of Transport for the North Board is scheduled for 29 July 2020.

2.3 The Combined Authority considered a paper on 25th June 2020 that covers the TfN Economic Recovery Plan proposals, including schemes submitted for consideration, **Background Documents** section.

Rail North Committee

2.4 Rail North Committee met on 12 May 2020. The Committee considered the following substantive matters:

- **Rail Operations and COVID-19 Recovery** with updates from TfN, with a focus on how the industry is responding to the COVID-19 crisis.
- **Blake-Jones and Williams Reviews** where the Committee endorsed a programme of actions to implement the Blake-Jones recommendations, including development of the Passenger Promise. It was noted there was no update on the Williams Review.
- **Northern Trains Update and 100-day Review** where Nick Donovan and Richard George updated the Committee on the early findings of their review of the Northern operation.

2.5 The Northern Trains Update included a section on stakeholder engagement. Northern has confirmed that the primary consultation relationship will remain with the Rail North Committee and TfN Board. Northern will continue regular direct engagement with MPs and Metropolitan Leaders (including in West Yorkshire). The previously announced Stakeholder Panel will therefore focus on those areas and interests that are not heard as effectively through existing channels.

2.6 A link to papers is provided in the **Background Documents** section. The next meeting of Rail North Committee is scheduled for 14 July 2020.

Future Mobility

e-scooter trials

2.7 The Combined Authority is currently working with interested council partners and Department for Transport (DfT) to help develop proposals for e-scooter trials in West Yorkshire. The trials would examine the impact of rental e-scooters on other road users, vulnerable groups and determine the impact that

they have on use of other modes. The trials will also examine the contribution that e-scooters might make to the economic recovery from COVID-19.

- 2.8 Any proposals developed for submission to DfT will be circulated to Transport Committee members for comment and approval before the end of June. DfT have suggested that they wish to see schemes on the ground in August 2020.
- 2.9 The background to the e-scooter trials is available on the DfT website. A link is provided in the **Background Documents** section.

Future Mobility Strategy

- 2.10 The purpose of the West Yorkshire Future Mobility Strategy is to demonstrate how Future Mobility and new technology can help achieve the Region's key objectives and assist in the long-term recovery from the COVID-19 crisis. The Strategy also sets out the principles and priorities for our work on Future Mobility to meet our wider ambitions over the short (0-2 years), medium (2-5 years), and long (5-10 years) terms.
- 2.11 Following Transport Committee involvement through a previous workshop, the Future Mobility Strategy is currently being finalised and we are planning to launch a public consultation on it in the coming weeks.

DfT Future of Transport Regulatory review – consultation response

- 2.12 The DfT's Future of Transport Regulatory review asks for evidence and views on micromobility (e-scooters), flexible bus services and Mobility as a Service (MaaS). The Combined Authority in consultation with council partners are currently developing a response to the consultation. Our response will be circulated to Transport Committee members by email for comment and approval before the July meeting so that we can submit it before the deadline of 3 July 2020.
- 2.13 Our response will also take account of the responses under development by Transport for the North and the Urban Transport Group.

Fare Deal for Young People

- 2.14 At the February meeting, the Committee approved progress with a revised Concessionary Travel scheme to make it easy and affordable for young people to travel. As reported to the May meeting, digital engagement with young people is continuing about fare levels and affordability. The consultation will end on 30 June 2020 after publication of these papers. A verbal update will be provided.
- 2.15 A simplified fare structure will be agreed with bus operators informed by the engagement exercise for incorporation in a revised Concessionary Travel Scheme and associated Equality Impact Assessment. The implementation of the new scheme will take place when travel ceases to be constrained by social distancing requirements.

Rail updates

TransPennine Route Upgrade

- 2.16 It is understood that the refreshed Outline Business Case (OBC) for TransPennine Route Upgrade (TRU) was recently approved by the DfT's Investment, Projects and Delivery Committee (IPDC) in April 2020.
- 2.17 We understand the IPDC was asked to support a baseline OBC programme for partial electrification and, in parallel, also endorse further development work for a full electrification option which also considers the gauge clearance requirements for freight in more detail. We understand Ministerial and Treasury approval is now being sought to release funding to Network Rail for further design and development work in 2020.
- 2.18 An update on TRU by the DfT is expected at the TfN Board meeting on 29 July 2020.

Northern 100-day review

- 2.19 Northern's new management team reported that it submitted the 100-day review of the business to the Secretary of State for Transport on 8 June 2020, as planned. This date marked 100 days since the Operator of Last Resort took over the Northern operation.
- 2.20 The detailed content of the review has not yet been published. However, discussions with Northern suggest that it focuses on ensuring the efficiency and effectiveness of day-to-day operations. A copy of the presentation given at Rail North Committee on the 100-day review (amongst other things) is included at **Appendix 1**. Northern has committed to engagement on its longer-term business planning as this takes place in coming months.
- 2.21 The paper agreed by Transport Committee at its meeting on 15 May 2020 (see **Background Documents**) was shared with Northern to inform the Review from a West Yorkshire perspective. Officers will continue to use this as the basis for ongoing engagement with Northern.

Rail Forum meeting

- 2.22 The Rail Forum met on 20 May 2020, with representatives from Northern, TransPennine Express, LNER, Cross Country, Network Rail, Transport Focus and Transport for the North.
- 2.23 The management of the current COVID-19 crisis was discussed, and the details are reflected in the separate COVID-19 paper before the Committee.
- 2.24 Other matters discussed included the current rail devolution situation, including the implications of the Mayoral Combined Authority activity now underway. Industry partners were also updated on progress with the West

Yorkshire Rail Vision, ahead of formal engagement to come (as set out in the Rail Strategy paper before this Committee). The Chair also requested more details on Network Rail's plans for freight in the region.

Zero Emission Transport Working Group update

- 2.25 The Zero Emission Transport Working Group met on 22 May 2020. The meeting discussed the improvements in air quality due to COVID-19 and the emerging findings of the Emission Reduction Pathways study for the transport sector.

Air quality

- 2.26 Air quality improved markedly during the lockdown period and this is illustrated by the pollutant levels that have been recorded at monitoring stations. Maintaining improved air quality will be challenging as the lockdown eases and monitoring of the different sectors of the economy will be implemented to understand how pollutant levels change.

Emission Reduction Pathways

- 2.27 The purpose of the Emission Reduction Pathways is to identify the different ways in which West Yorkshire could reach its target of becoming net-zero carbon by 2038. The study is split into three tasks:
- **Task 1** – develop emission reduction pathways for the transport, buildings, power, industrial and land-use sectors in West Yorkshire that achieve the net-zero target.
 - **Task 2** – produce an implementation roadmap for West Yorkshire based on the outputs of Task 1.
 - **Task 3** – produce policy recommendations and action plan that delivers the measures and activity identified in Tasks 1 and 2.
- 2.28 The Working Group were presented with the emerging transport sector findings and were asked for feedback. The Working Group discussion formed part of initial engagement with West Yorkshire local authorities to determine if they were comfortable for the findings to be shared with a non-local authority audience.
- 2.29 Non-local authority stakeholder engagement is planned for July and will seek feedback on the findings of Task 1 and input into the co-design of the policy recommendations and action plan (Task 3). Local authorities will also be asked to provide input into the co-design process.
- 2.30 A full update on the study will be provided at the next meeting of Transport Committee.

3 Clean Growth Implications

- 3.1 As noted under the various topics covered above.

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 Consultations

7.1 No external consultations have been undertaken.

8 Recommendations

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

9 Background Papers

Agendas, papers and webcasts of meetings of the Transport for the North Board and meetings of Rail North Committee are available via this link:

<https://transportfornorth.com/about-transport-for-the-north/meetings/>

TfN's Economic Recovery Plan is covered at item 8 of the West Yorkshire Combined Authority meeting of 25 June 2020, available via this link:

<https://westyorkshire.moderngov.co.uk/ieListDocuments.aspx?CIId=133&MIId=839>

Legalising rental e-scooter trials – consultation material on Department for Transport website, available via this link:

<https://www.gov.uk/government/consultations/legalising-rental-e-scooter-trials-defining-e-scooters-and-rules-for-their-use/legalising-rental-e-scooter-trials>

10 Appendices

Appendix 1 – Northern Trains Update presentation to Rail North Committee on 12 May 2020

Northern Trains Update

Rail North Committee 12th May 2020

Agenda

- The current position
- Post Covid-19 restoration of services
- Progress on the Northern trains 100-day Plan.
- ⊗ • Progress of the Performance Recovery Task Force
- Stakeholder Engagement

Current Position

- DOHL took ownership control of Northern on 1st March. Rail North Committee on 12th March but within days everything changed.
- All normal Train Company life is on hold. Emergency Measures Agreements for all the privately owned Franchises to ensure service continuity.
- 69 • Massive bill being carried by Treasury to cover loss of income.
- Currently operating a special “Key Worker” timetable. This has been added to and “tweaked” to respond to requests and local requirements
- Train Performance is a best ever 96% T-3. Fewer trains (circa 50%), fewer problems but fewer passengers.
- Scale of this timetable driven was partially by “demand” and partially by “supply”. In particular traincrew availability.
- Excellent co-operation and liaison with the North of England Contingency Working Group and with other authorities. Excellent liaison with regional and local officers on local requirements.

Increasing service level

- Northern Trains services cover multiple markets and geographies – Service requirements for “Schools and/or construction workers” would look different from “city commuters” – the peaks are different.
- Agreed service objectives are critical to plan TT design and structure. Local services to take priority over long distance services?
- Social distancing rules will have a profound impact on capacity and therefore on service design. There are no easy mechanisms for volume management either on train or at stations.
- We will not put our staff into an unsafe working situation – we are in agreement with the trade unions on this. This applies to all staff whether they are train crew, station, depot or office staff.
- Increased services on (18th) May assumes an increase to the current special timetable (raising to circa 65%) – restoration to full timetable is very different.
- We still have a significant staff availability challenge.

Restoration of Full timetable

- There is potentially a different railway in future from pre-Covid-19. Great uncertainty regarding passenger demand and capacity requirements.
- Restoration of a “Full Timetable” is in effect the introduction of the full new May 2020 timetable (or a variant of it). However, few of the pre-conditions for new timetable introduction are in place.
- Whilst the full May 2020 timetable plan is agreed, successful implementation is dependent upon everything else being in place too – as we saw in May 2018.
- The Northern May 2020 TT needs New trains, the associated Traincrew training, system changes, wholesale fleet and traincrew diagram and roster changes and necessary consultation with the Trade Unions on all this.
- None of the training has been able to continue during social distancing
- New train delivery stopped during Lockdown
- We will have significant staff shortages which will continue to affect training and staff rosters for many weeks.
- Moving all this into a “ready” position is a process that would take around 12-14 weeks in normal circumstances. Situation different in some other TOCs.
- We will not repeat May 2018 – the re-introduction of the full timetable will not be rushed. NTL will not promise delivery until it is safe and confident to do so.

Northern 100-Day Plan Update

- Post change of ownership is always a difficult period for a Franchise team.
- The team at Northern has worked through some exceptionally difficult circumstances over the last two months – with outstanding results.
- Significant additional workload – new working arrangements, plus planning and introduction of special timetables.
- 72 • In the background progress has still been made on the 100-day Plan – albeit in a slightly different shape from that which was first envisaged.
- Covid-19 has changed the short and medium term landscape – far less certainty. Makes the creation of a traditional Business Plan very difficult.
- Inevitably has become less of a “Business Plan” and more of a “Prospectus” for moving forward.
- Apart from Covid-19 disruption there are some senior personnel changes in the pipeline

Strategic Direction is Clear

- The ambition is to re-establish Northern Trains as a trusted partner in the North and as an important vehicle for growth and social coherence.
- We have encouraged ambition in the Planning – to lift Northern’s goals up from the day-to-day operation to fulfil its wider potential.
- Focus on people, performance, customers, stakeholders and investment in sustainable growth – to make this a modern railway for the people of the North.
- Planning has involved consultation throughout the Management and also front-line Staff for their ideas and their thoughts. Very different from a Franchise Bid which is “passed down”.
- This has resulted in over 80 initiatives being worked on
- Some significant business cases are being drafted as part of this work.
- Consultation has continued with all the Authorities and through the TfN Officers Reference Group
- But Covid has caused a re-think on the overall Plan structure:
 - The Northern Prospectus will have three phases:
 - Phase 1. Post Covid Recovery.
 - Phase 2. To December 2021 – timetable restructuring to get Northern back on track, implement the plans being developed and re-build the confidence and trust in the business
 - Phase 3: Ambitious Plan for sustainable Long-term Growth across the business.

Priority Issues in the NTL Prospectus

- A clear priority focus on People, Performance for Customers, Partners and stakeholders, and investment in long term sustainable growth.

Regardless of any Covid or other issues the following will be in the Plan:

- The fundamental focus on getting the basics right to ensure that the train plan is delivered for customers punctually and with resilience - every day.
- The introduction of the new trains – as soon as possible, but without detriment to the service.
- The final removal of the Pacers.
- A plan for the trains we need in the future as well as the stabling and maintenance for them
- A renewed emphasis on staff and their working environment
- A re-focussed management ability to respond quickly to rapidly changing circumstances.
- Re-constructed relationships with Partners, Stakeholders and Communities that Northern serves to rebuild our reputation.
- This will also need a re-structured and re-visited timetable that is planned around reliable performance for the passenger.
- NTL are therefore working very closely with the Performance Recovery Task Force to ensure plans are in sync.

Performance Recovery Task Force

- The work of the Recovery Task Force led by Network Rail is key to achieving a passenger performance led timetable.
- The Task Force has made short term recommendations for December 2020 which reduce the number of trains on the Castlefield Corridor – as well as looking at some possible Post Covid alterations on services to the Airport.
- 75 • Medium term changes are being looked at for a re-structured timetable in December 2021 – which will be the first performance-led timetable in the North
- Key principles are being developed to ensure that the capacity is used well – all with service reliability at its core.
- Session with TfN Rail Officers and members on 27th April
- As part of the 100-day process, recommendations on Strategic direction to be set out during 2020 for December 2021.
- This is the start of the process – to design options and make recommendations for change. The normal timetable processes will still apply.
- Timetable “bidding” doesn’t take place until next year – subject to all the usual discussion and consultation through the timetable bidding process.
- Everyone recognizes the need for change - but change will bring us all some challenges.

Performance Recovery Task Force

- This work, whilst focussed on Castlefield Corridor affects the whole of the North
- We need to ensure these Timetable re-structuring plans and the Infrastructure development work fit at a Strategic Level with ALL the other Infrastructure Projects;
- Hope Valley Upgrade
- 92 • Trans-Pennine Route Upgrade
- East Coast Mainline Upgrade
- And in the long-term NPR and HS2 development
- Part of the Task Force work is also assessing the Infrastructure Options for Castlefield Corridor capacity. Review undertaken by Network Rail sponsor team building on prior Manchester Corridor work and with new developments.
- Some potential interventions noted for early development e.g. platform extensions for longer trains

Alignment of the NTL Prospectus and Task Force work together provide:

- The Performance Recovery Task Force work is in sync with the NTL plan – we need both
- A differently structured performance-led timetable being developed which is a “Rail industry” solution
- 77 • Short term interventions and longer-term structural change
- The aim is to increase overall passenger carrying capacity but with increased reliability
- Infrastructure and fleet proposals to support reliability and growth
- A rail industry set of solutions – led by Network Rail and DfT and all TOCs are affected not just Northern Trains
- Reliable operation by NR, Reliable operation by NTL
- Reliable service for passengers

Stakeholder Engagement

- Rail North Committee and TfN Board with all the Authorities present – remain the primary consultation bodies for NTL
- MPs and Metropolitan Leaders - we will stay in touch with individually
- Stakeholder Panel was planned for transitional arrangements – appreciate it caused concern regarding the composition of membership and potential for overlap with RNC – overtaken by events, must not overlap
- Covid has shown we need to consult widely and more locally
- There are some voices not heard through our RNC/TfN engagement – looking into “more Local” and less Big-City centred arrangements – perhaps 4 groups (NE, NW, SE, SW) of the region.
- eg Transport Users, Tourism bodies, CBI Regional Reps, Community Railways, Chambers of Commerce, with some local representatives
- Separate Northern Accessibility User Group for its specific focus
- Open engagement to ensure we get it right



Report to: Transport Committee

Date: 3 July 2020

Subject: **Summary of Transport Schemes**

Director: Melanie Corcoran, Director of Delivery

Author(s): Helen Feltrup

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 13 May 2020, 9 June 2020 and 25 June 2020 respectively.
- 1.2 The full agenda and papers for the Combined Authority meeting on 25 June 2020 can be found on the Combined Authority [website](#)

2 Information

The following projects were presented at the Investment Committee meeting on 13 May 2020 - Capital Spend and Project Approvals

- 2.1 The full agenda and papers for the Investment Committee meeting on 13 May 2020 can be found on the Combined Authority [website](#).

Active & Sustainable Travel in Leeds City Centre (Bishopgate)

- 2.2 Leeds Train Station is the busiest in the North of England and a nationally significant gateway, with passenger numbers anticipated to increase by 81% by 2043. The Active and Sustainable Travel within Leeds City Centre package

of schemes is key to ensuring that this growth is sustainable by enhancing access pathways to Leeds Train Station, both within the immediate city centre area and linking into communities on the periphery of the city centre.

- 2.3 The package of schemes will be funded from the Transforming Cities Fund and Leeds Public Transport Investment Programme (LPTIP).
- 2.4 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on individual schemes within the package to activity 3 (Outline Business Case) at the Combined Authority on 25 June 2020.

East Leeds Demand Responsive Transport

- 2.5 This scheme will trial a digitally enabled Demand Responsive Transport (DRT) service in East Leeds. The pilot will see the introduction of a flexible and agile bus service based on demand rather than a traditional fixed route of scheduled bus services. The service will be accessed through a smart phone app, which uses routing algorithms to match vehicles with capacity, to users
- 2.6 The scheme is funded from the Leeds Public Transport Investment Programme (LPTIP), Local Transport Plan Integrated Block Programme (LTP ITB) and Section 106 contributions.
- 2.7 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 3 (Outline Business Case) and work commence on activity 5 (Full Business Case plus finalised costs) at the Combined Authority on 25 June 2020.

City Connect Phase 3 - Castleford Greenway Phase 4

- 2.8 This scheme will deliver a new 1.3 kilometre pathway which will fill a gap in the local cycle network in the Methley area, provide a connection to the Trans Pennine Trail, and provide a complete cycle route between Leeds, Wakefield and Castleford.
- 2.9 The scheme is to be funded through the West Yorkshire plus Transport Fund.
- 2.10 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 4 (Full Business Case) and work commence on activity 5 (Full Business Case with finalised costs) at the Combined Authority on 25 June 2020.

The following projects were presented at the Investment Committee meeting on 9 June 2020 - Capital Spend and Project Approvals

- 2.11 The full agenda and papers for the Investment Committee meeting on 9 June 2020 can be found on the Combined Authority [website](#).

A641 Bradford-Brighouse-Huddersfield Corridor

- 2.12 The A641 forms part of the Key Route Network between Huddersfield and Bradford and provides an essential link from Brighouse to surrounding centres and the M62 junction 25 (via the A644). The scheme comprises of a series of interventions proposed for delivery in Brighouse Town Centre and along the A641 corridor
- 2.13 The scheme is to be funded from the West Yorkshire plus Transport Fund (WY+TF).
- 2.14 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 25 June 2020.

Safety, Accessibility and Efficiency Programme: Investing in Bus Stations, Shelters and Clean Growth

- 2.15 The programme brings together three schemes - Safety and Security, Bus Shelters and Invest to Save. This scheme aims to improve overall provisions and facilities within bus stations and bus shelters across West Yorkshire for the safety and comfort of both passengers and staff and to encourage an increase in bus patronage.
- 2.16 This programme will be funded from the Local Transport Plan - Integrated Transport Block fund.
- 2.17 A decision by the Investment Committee using the delegated authority from the Combined Authority was sought as part of this report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 4 (Full Business Case) at the Investment Committee on 9 June 2020.

'Connecting Leeds' from South Leeds and through Wakefield (A61 South)

- 2.18 The 'Connecting Leeds' from South Leeds and through Wakefield (A61 South) package focuses on improving public transport, particularly buses, as well as walking and cycling, to meet the extra demand from new homes and jobs planned within areas along the corridor.
- 2.19 The package will be funded from the Transforming Cities Fund.
- 2.20 A recommendation to the Combined Authority was sought as part of this report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 25 June 2020.

Active and Sustainable Interchange for Harrogate

- 2.21 The Active and Sustainable Interchange for Harrogate package seeks to address the economic imbalance in Harrogate due to low value local jobs/economy and a highly skilled/educated resident population.
- 2.22 The package will be funded from the Transforming Cities Fund and potential match funding has been identified from North Yorkshire County Council and Harrogate Borough Council.
- 2.23 A recommendation to the Combined Authority was sought as part of this report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on individual schemes within the package to activity 3 (Outline Business Case) at the Combined Authority on 25 June 2020.

Active and Sustainable Travel across Skipton Town Centre

- 2.24 The package will provide a 21st century gateway, responding to the current and future (projected) high usage of Skipton Railway Station and offering a high-quality user experience, ensuring the train becomes a more viable commuting travel option for more people. The package will particularly improve access to the station for cyclists and pedestrians.
- 2.25 The package will be funded from the Transforming Cities Fund.
- 2.26 A recommendation to the Combined Authority was sought as part of this report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 25 June 2020.

Active and sustainable travel to Selby Gateway

- 2.27 The package will be comprised of an enhanced public realm, walking and cycling routes, and an improved gateway experience at the Selby Rail Station. The package will provide better connectivity; maximising use of rail and bus services, whilst also increasing sustainable travel, supporting the town centre, and easing pressure on the local transport network (reduced traffic volumes will also enhance air quality).
- 2.28 The package will be funded from the Transforming Cities Fund, and potentially match funded by North Yorkshire County Council and Network Rail.
- 2.29 A recommendation to the Combined Authority was sought as part of this report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 25 June 2020.

'Connecting Leeds' towards Castleford and the Five Towns (A639)

- 2.30 The package includes combinations of measures such as improvements to bus stop access, the introduction of bus lanes and bus gates, changes to on-

street car parking, junction improvements and traffic signal upgrades, expanding the cycle network through cycle lanes and cycleways and improving access to employment and interchanges.

- 2.31 A recommendation to the Combined Authority was sought as part of this report and the scheme gained approval to proceed through decision point 2 (Strategic Outline Case) and work commence on activity 3 (Outline Business Case) at the Combined Authority on 25 June 2020.

Leeds City Centre Package: Armley Gyratory

- 2.32 The Armley Gyratory scheme brings together a package of interventions to reconfigure the highway network at the gyratory junction and associated routes. This includes the realignment of existing highway, a new northbound link through the centre of the gyratory, a revised A58 approach arm to the southern extent of the gyratory creating a new junction with the A643 (exit) arm, increased capacity on A643 between the railway bridge and the gyratory (increasing from three lanes to five), revised signal arrangements, improved active mode (walking and cycling) provision around the circumference of the gyratory, and a new shared space and active mode route across the central gyratory.
- 2.33 The scheme is to be delivered through the Leeds City Centre Package (CCP) programme, funded by the West Yorkshire plus Transport Fund (WY+TF).
- 2.34 A recommendation to the Combined Authority was sought as part of this report and the scheme gained approval to proceed through decision point 3 (Outline Business Case) and work commence on activity 4 (Full Business Case) at the Combined Authority on 25 June 2020.

Corridor Improvement Programme (CIP) Phase 1 Holmfirth Town Centre

- 2.35 The scheme comprises of a series of measures along the A6204/A635 and Holme Valley route, including the rationalisation and upgrading of the existing signal-controlled junctions, widening of footways, improvements to pedestrian crossings, public realm and bus stops, and the inclusion of electric vehicle charging points. These measures will help in resolving issues such as conflicts between turning movements, resulting in high congestion levels constraining economic growth of the local area.
- 2.36 The scheme is wholly funded from the West Yorkshire plus Transport Fund (WY+TF).
- 2.37 A recommendation to the Combined Authority was sought as part of this report and the scheme gained approval to proceed through decision point 3 (Outline Business Case) and work commence on activity 4 (Full Business Case) at the Combined Authority on 25 June 2020.

City Connect: Cross Church Street

- 2.38 The Cross Church Street scheme is to be delivered through the City Connect Phase 3 programme, which seeks to build on the cycling network delivered

through the Department for Transport's Cycle City Ambition Grant (CCAG), across West Yorkshire in phases 1 and 2 - to make cycling the natural choice and accessible to everyone. The scheme will see delivery of a 0.33 kilometre route in Huddersfield Town Centre, of which a key feature is the transformation of Cross Church Street (and Queens Street) from a motorised route to one to benefit pedestrians and cyclists.

- 2.39 The scheme is to be delivered through the City Connect Phase 3 programme, funded by the West Yorkshire plus Transport Fund (WY+TF).
- 2.40 A recommendation to the Combined Authority was sought as part of this report and the scheme gained approval to proceed through decision point 3 (Outline Business Case) and work commence on activity 5 (Full Business Case with finalised costs) at the Combined Authority on 25 June 2020.

Halifax Station Gateway

- 2.41 The scheme includes the construction of a new two-storey station building and pedestrian bridge improving connections to Halifax Town Centre. It will also involve re-opening the underpass connecting the station to the eastern side of the railway and the Nestle site, changes to the Nestle site to provide connections into the Hebble Trail and the creation of amenity space. To the south, the arrangements for parking and access to the Eureka! visitor attraction will be reconfigured to allow for changes in parking at front of the new station.
- 2.42 A recommendation to the Combined Authority was sought as part of this report and the scheme gained approval to proceed through decision point 3 (Outline Business Case) and work commences on activity 4 (Full Business Case) at the Combined Authority on 25 June 2020.

Monitoring, Evaluation and Bid Development

- 2.43 The scheme consists of a range of monitoring, evaluation and bid development activities to support delivery of the West Yorkshire Transport Strategy 2040 and its ambition to create a modern, world-class, well-connected transport system that makes travel around West Yorkshire easy and reliable.
- 2.44 A decision by the Investment Committee using the delegated authority from the Combined Authority was sought as part of the report and the Activity 5 Change Request was approved by the Investment Committee on 9 June 2020.

Emergency Active Travel Funding

- 2.45 On 09 May 2020 government announced a new £250 million emergency active travel fund - the first stage of a £2 billion investment, across England, in walking and cycling, over the next 5 years. The Combined Authority submitted an application to government for this funding, by the 5 June 2020 deadline and an indicative total allocation of up to £12.567 million has been confirmed.

- 2.46 The funding will be spent by the five West Yorkshire partner councils and the Combined Authority, on schemes identified to introduce trial and temporary measures to manage and reallocate road space, to support safe walking and cycling, and access to public transport, supported by measures to enable behaviour change.
- 2.47 A recommendation to the Combined Authority was sought as part of the report and the scheme gained approval for work to commence on Activity 6 (Delivery) at the Combined Authority on 25 June 2020.

3 West Yorkshire Combined Authority - Capital Spend and Project Approvals

- 3.1 All schemes were approved by the Combined Authority at its meeting on 25 June 2020.

4 Clean Growth Implications

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

5 Financial implications

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

6 Legal implications

- 6.1 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.

7 Staffing implications

- 7.1 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.

8 External consultees

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

9 Recommendations

- 9.1 That the report be noted.

10 Background documents

- 10.1 None.

11 Appendices

- 11.1 None.

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