

**Report to:** Transport Committee

**Date:** 8 November 2019

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

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

## 1. Purpose of this report

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

## 2. Information

### Road Network

#### Local Highways Maintenance Challenge Fund

2.1 The Department for Transport (DfT) announced in July 2019 a local Highways Maintenance Challenge Fund as part of the government's programme for funding improvements to local roads. This is essentially a top-up fund that enables local highway authorities in England to bid for road maintenance projects that are otherwise difficult to fund through their usual Highways Maintenance Block funding allocations they receive annually from government.

2.2 The Challenge Fund has been in existence as a competitive bidding fund since 2015. The West Yorkshire partner councils have been successful with bids to previous tranches of Challenge Fund. This current tranche makes available a total of £198 million DfT funding over two years, 2019 to 2020 and 2020 to 2021. Guidance for bidding can be found at

<https://www.gov.uk/government/publications/apply-to-the-local-highways-maintenance-challenge-fund>

- 2.3 The Challenge Fund is profiled over the two financial years in the following way:
- Year 1: For 2019 to 2020 the available funding is £98 million - This is intended for smaller schemes, with local highway authorities invited to bid for up to £5m of DfT funding.
  - Year 2: For 2020-21 the available funding is £100m - Here the DfT is seeking Expressions of Interest (EOI) for larger structural renewal projects. The guidance does not identify a specific size of project to be funded, other than above £5 million, but the DfT directs applicants to the limited scale of available funding.
- 2.4 Local highway authorities are required to fund a proportion of the total scheme costs. The proportion is not specified by the DfT but could include a local authority's own and/or third party (developer) funding.
- 2.5 The deadline for authorities to submit Year 1 bids and Year 2 EOI is 31 October 2019.
- 2.6 The DfT's guidance requires that where a local highway authority falls within a combined authority, each component authority should submit bids via the combined authority, with the combined authority ranking the bids to indicate the relative priority they attach to each one. Within the West Yorkshire Combined Authority area a total of five smaller Year 1 bids, and five larger Year 2 EOI are allowed.
- 2.7 The Combined Authority has sought proposals for smaller Year 1 and larger Year 2 schemes from each of the partner councils and assessed these against a set of criteria agreed by the partners. A provisional set of five prioritised schemes for each of the Year 1 and Year 2 pots was circulated for comment to West Yorkshire Leaders, Transport Committee Members and District Transport Portfolio Holders, prior to finalising the submission to the DfT's deadline.

#### DfT Local Pinch Point Fund

- 2.8 The DfT also announced in July 2019 a Local Pinch Point Fund (LPPF) as another bidding competition. LPPF totals £150m over two years, with £75m in each financial year 2021-2022 and 2022-2023. Applicants are invited to submit Expressions of Interest. The LPPF has a deadline for submissions of 31 January 2020. The DfT guidance for applications can be found at: <https://www.gov.uk/government/publications/apply-to-the-local-pinch-point-fund/local-pinch-point-fund-guidance-for-applicants-2019>.
- 2.9 As with the Challenge Fund, the LPPF is open to local highway authorities but with the requirements that within a Combined Authority are the EOI must be submitted via the Combined Authority, with the EOI ranked by the Combined Authority in priority order

2.10 The guidance identifies the fund as being for local road network improvements to support economic growth by tackling barriers on the local highway network that may be restricting the movement of goods and people, with eligible suggested as including but not limited to; road widening, additional traffic lanes, additional footway, cycle provision, junction improvements, severance, pedestrian crossings, bus priority measures. Schemes can be on a specific site, at one junction, a point to point improvement along a length of existing highway, or provide access to a site earmarked for development. The guidance states that bids will not be accepted relating to the DfT's Major Road Network.

2.11 LPPF bidding will have two phases:

- Phase 1 EOI submitted to the 31 January 2020 deadline will be assessed by the DfT and successfully schemes invited to progress to a Phase 2;
- Phase 2 will require further detailed submission by the bidding authorities – with further guidance to be issued to the successful authorities when they are notified.

2.12 It is proposed to report proposed Phase 1 EOI submissions and their initial prioritisation to the Transport Committee meeting on 10 January 2020.

#### DfT Major Roads Fund

2.13 The Transport Update report to the Transport Committee meeting of 6 September 2019 provided an update on the submission of a Transport for the North funding bid to the Departments for Transport's National Roads Fund. TfN's Partnership Board agreed the list of prioritised schemes that made up its bid, which were submitted to the DfT on 31 July 2019, accompanied by TfN's Regional Evidence Base and supplementary scheme documentation provided by the sponsor local highway authorities. All bid documents are accessible from the TfN website at <https://transportforthenorth.com/>. TfN included two West Yorkshire schemes in their funding bid: Bradford A650 Tong Street and Leeds Dawson's Corner/Stanningley Bypass.

2.14 The government announced an initial tranche of successful MRN schemes at the Conservative Party conference in September/October 2019. The DfT's website provides details: <https://www.gov.uk/government/news/18-new-roads-move-a-step-closer-to-completion>. From the North, Lancashire County Council was successful with their £31m Preston Western Distributor road, approved for construction, and a joint bid from the North of Tyne Combined Authority and North East Combined Authority secured development funding for their £40m Tyne Bridge and Central motorway renewal scheme. There was no announcement on the two West Yorkshire schemes. The DfT have confirmed that this was a first round of announcements on the MRN bids with more announcements to continue over the next couple of months.

## Rail

### Rail Station accessibility bids

- 2.15 The Transport Committee approved match funding totalling £750,000 to support Rail Station Access for All bids as part of the LTP Integrated Transport Block Programme 2019-2022 on 15 March 2019. Five bids supported by £750,000 were submitted to the DfT Access for All bidding round in 2018. Two of the bids were announced as being successful in April 2019 requiring a total of £300,000 to match fund schemes in Calderdale (Todmorden) and Bradford (Menston).
- 2.16 The DfT announced a further round of funding in July 2019, available here <https://www.gov.uk/government/news/20-million-fund-marks-one-year-on-from-the-inclusive-transport-strategy>. This national £20 million Access for All Mid-Tier Programme is available to support rail station accessibility projects requiring between £250,000 and £1 million of Government support.
- 2.17 As reported to Transport Committee in September 2019, the Combined Authority has worked together with Northern and council partners to develop bids. Four bids will be submitted during October 2019. Two of the bids will be supported by £300,000 from the LTP Integrated Transport Block Programme for schemes in Bradford (Burley-in-Wharfedale), Kirklees (Marsden & Slaithwaite) and Wakefield (Pontefract Monkhill, which is also supported by match funding from Wakefield Council). The other two bids will be supported by LPTIP (Leeds Public Transport Investment Programme) funding for schemes in Leeds (Cross Gates and Horsforth). The announcement of successful bids is expected in Spring 2020.

### Oakervee Review of HS2

- 2.18 The Government has commissioned a review led by Douglas Oakervee into HS2, following the Prime Minister's stated wish to review whether and how HS2 proceeds. The review will use all existing evidence on the project and consider its:
- benefits and impacts;
  - affordability and efficiency;
  - deliverability; and
  - scope and phasing, including its relationship with Northern Powerhouse Rail.
- 2.19 Leeds City Council and the Combined Authority submitted evidence to the review panel in September 2019 working with Cllrs Judith Blake, Susan Hinchcliffe and the West and North Yorkshire Chamber of Commerce. The original aim was for the Review to report in Autumn 2019.
- 2.20 If the Oakervee Review is published by the time Transport Committee meets, a verbal update will be provided as necessary.

## Northern Powerhouse Rail

- 2.21 Combined Authority officers continue to work with Transport for the North on the development of Northern Powerhouse Rail (NPR). The current focus of activities in the NPR programme is:
- Identify how the proposed NPR connections will utilise and interact with planned HS2 infrastructure and provide options for inclusion in the HS2 Phase 2B hybrid Bill;
  - Identify a single preferred concept on each route by no later than 2020;
  - Seek long-term investment decisions through the 2019 Spending Review by the Treasury; and
  - Make important, collective decisions about phasing and delivery models. This will enable progress toward Outline Business Case demonstrating affordability and deliverability of the whole network.
- 2.22 In addition to the above-mentioned activity, Transport for the North and its partners are working to respond to the Prime Minister's backing for NPR, and his July 2019 request made at the Museum of Science and Industry in Manchester to bring forward plans for the Leeds – Bradford - Manchester leg of the network. Transport for the North is therefore preparing details of what an autumn deal on NPR could be. We continue to press the case for a new line between Leeds, Bradford city centre and Manchester along with sufficient capacity in and around Leeds station and east of Leeds to maximise NPR and ensure it runs alongside a growth in local services.
- 2.23 Whilst this is notionally positive, it will be important that energy continues to be applied to the development of the whole NPR and wider rail network.

## Rail Connectivity Vision

- 2.24 Without a single, joined up, long-term vision for the railway serving the region, including HS2, NPR, TRU, and wider services, there is significant risk that individual programmes are developed in relative isolation, with different programmes based on different planning assumptions.
- 2.25 The Combined Authority, working with TfN and advisors, and supported by Network Rail and DfT, is developing an evidence-led 'Rail Connectivity Vision' to establish a shared vision for the region's national, regional and local rail connectivity needs. This will form a major part of the Combined Authority's forthcoming Rail Strategy, and will play an important role in the development of the Connectivity Strategy.
- 2.26 An early priority is to determine whether or not the proposed touchpoint between the HS2 and classic rail networks south of Leeds at Stourton – not part of the current design scope for the HS2 Phase 2b Hybrid Bill – is required to deliver the Vision. A paper to TfN Board on 5 December is planned to set out whether an Additional Provision to the Hybrid Bill is required to include the touchpoint, or whether alternative solutions are required.

2.27 Consultation with Members on development of the wider Rail Strategy will take place in coming months, to engage in the strategic choices about the type of rail future they want for the region.

#### TransPennine Route Upgrade Transport and Works Act Order Consultation

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

2.29 Upgrading the section of railway between Huddersfield and Westtown is key to delivering the benefits passengers want along the TransPennine railway. The current layout in this area limits the railway's ability to run more and faster trains and affect the reliability of train services. The key proposals include:

- Doubling the number of tracks from two to four along the majority of the railway
- Separating sections of track from each other by either a bridge (fly-over) or tunnel (dive-under) at Ravensthorpe
- Upgrading stations at Huddersfield, Deighton, Mirfield and Ravensthorpe
- Electrification of the railway from Huddersfield to Ravensthorpe – and right through to Leeds.

2.30 As part of the consultation, Network Rail invited feedback by Friday, 25 October 2019 via an on-line survey form. The consultation questions are specifically related to this section of railway. The Combined Authority has responded to this survey based on the submission to Network Rail which was developed in close consultation with officers from council partners. The Chair of Transport Committee also wrote a letter to the Secretary of State on 10 October 2019 that set out the Combined Authority's asks for the TRU project. The letter is attached in **Appendix 1**.

#### Rail Performance

2.31 The latest comparative performance data up to and including Period 7 (ended on 12 October 2019) is provided at **Appendix 2**. This indicates that services have, in general, stabilised between mid-August and mid-October, with some improvements on TransPennine Express (TPE) following a particularly poor period earlier in the summer. Performance earlier in the summer was impacted by a range of factors which continue, but exacerbated by problems with exceptional periods of hot and then unseasonably wet and windy weather.

2.32 The overall picture remains disappointing, and reflects the continued challenge of running a reliable service on a congested and complex network, where it can be difficult to recover from specific incidents.

2.33 Northern has identified the following specific incidents that drove poor performance on services with impacts on West Yorkshire:

- 27 August – Trespass at Manchester Victoria, 1,491 minutes of delay, 12 cancellations
- 30 August – Train fault at Bingley, 1,806 minutes of delay, 27 cancellations
- 31 August – Train fault at Sheffield, 2,909 minutes of delay, 83 cancellations
- 9 September – Track fault at Leeds, 612 minutes of delay, 66 cancellations
- 13 September – Points failure at Manchester Piccadilly, 4,702 minutes of delay, 111 cancellations
- 29 September – Flooding near Blackpool, 449 minutes of delay, 73 cancellations
- 1 October – Track vandalism at Crossflatts, 996 minutes of delay, 22 cancellations
- 2 October – Train fault at Deansgate, 1,165 minutes of delay, 12 cancellations
- 11 October – Flooding at Blackpool, 1,688 minutes of delay, 74 cancellations

2.34 TPE has identified the following specific incidents that drove poor performance on services with impacts on West Yorkshire:

- 29 August 2019 - Fatality at Slaithwaite, 1,991 minutes of delay, 50 cancellations
- 13 September 2019: Points failure at Manchester Piccadilly, 1,726 minutes of delay, 76 cancellations
- 23 August 2019: Broken rail at Morley, 978 minutes of delay, 81 cancellations
- 28 September 2019: Flooding between Manchester and Liverpool, 1,054 minutes of delay, 21 cancellations
- 05 October 2019: Track fault near Mirfield, 883 minutes of delay, 40 cancellations
- 21 September 2019: Track circuit failure near Manchester, 709 minutes of delay, 10 cancellations

2.35 Engines on TPE's fleet of existing trains became less reliable over summer. The progressive introduction of new trains should help take the pressure off this fleet to allow the underlying causes of this unreliability to be addressed.

2.36 The introduction of new trains and the significant associated training requirements have impacted on crew availability for both operators. As more staff are trained, this pressure should start to ease, but it will be an ongoing challenge for some time. There is also an expectation that performance will continue to be impacted in coming weeks as new trains 'bed-in', which is difficult to mitigate.

2.37 The data available at the time of writing only includes up to 12 October, so the impact of autumn conditions this year is not yet clear. Autumn preparedness was the subject of a robust discussion with the operators and Network Rail at TfN Rail North Committee 11 September. Whilst formal data is awaited, at the time of writing, the early indication is that autumn performance is in line with

expectations, with no major incidents. This situation is liable to change with any sudden changes in the weather.

- 2.38 The December 2019 timetable change includes further structural tweaks aimed at improving the overall reliability of services. In light of the above factors, in particular the large scale introduction of new trains in coming months, it is likely that overall performance will remain disappointing.
- 2.39 Northern's performance on short formations has improved, particularly on local routes, but from a very poor position in July / August. The situation on short formations remains an overall concern. As additional new trains come into service, we hope to see this picture improve over the coming periods. It is important in this context to keep Pacer trains on standby to cover for any shortfalls, particularly through autumn and until the performance of new trains achieves good levels. This message is regularly conveyed to Northern.

#### Introduction of new trains

- 2.40 As reported to Transport Committee on 6 September, Northern, TransPennine Express and LNER continue to introduce new trains in the City Region.
- 2.41 LNER's transition to Azuma trains continues to progress. It currently expects to remove the last of its diesel HST trains before the end of the year. The gradual transition remains relatively uneventful, and passenger response has generally been positive. The Azuma trains provide a welcome increase in capacity.
- 2.42 Northern has started to introduce new electric trains on Leeds to Doncaster and Leeds / Bradford / Skipton / Ilkley services. These will replace the small fleet of older non-air conditioned trains that date from the late 1980s. A launch event at Bradford Forster Square and on the Airedale Line relating to these new trains took place on 4 September.
- 2.43 Northern introduced new diesel trains on the Leeds – Bradford – Halifax – Manchester – Warrington – Chester service on 21 October, with a successful launch event on the Calder Valley line on 18 October. These are the first brand new trains on this line for almost 30 years, and services on the York – Leeds – Bradford – Halifax – Preston – Blackpool services are expected to switch over to new trains before the end of the year. These will mark an improvement for passengers, offering on-board Wi-Fi, at-seat device charging and air conditioning, as well as better acceleration and braking performance.
- 2.44 TPE has introduced further 'Nova 3' trains into service. The first 'Nova 1' train ran in passenger service at the end of September, and these are now regularly appearing in service. It is anticipated that by December there should be several more new trains in operation with TransPennine Express, bringing desperately needed additional capacity. Passenger response to TPE's new trains continues to be positive.
- 2.45 Typically, new trains are very unreliable in their early months as common faults are ironed out and staff become used to operating and maintaining them. This

has inevitably proved to be the case with new trains for Northern and TransPennine Express, which are new types on the network (except Nova 1). As noted above, other than careful management there are no clear mitigations, and things will improve in time. The Combined Authority's primary emphasis remains on ensuring that the transition is properly managed and that daily reliability and delivery of peak time capacity is the first priority.

- 2.46 As previously reported, delays to new trains means that Northern needs to keep some Pacer trains in service into next year. It is important that Northern does not prematurely withdraw Pacer trains until it has sufficient new trains in reliable service to run all the services (including peak strengthening) it has committed to.
- 2.47 In combination with South Yorkshire Passenger Transport Executive, officers continue to be in discussion with Northern to secure passenger benefits for those areas that will have to rely on Pacer trains for local rail journeys beyond the end of the year. This was the subject of a joint letter from Mayor Dan Jarvis (Sheffield City Region), Cllr Judith Blake (West Yorkshire), and Mayor Andy Burnham (Greater Manchester) to Northern in late October.

### **Walking and cycling**

- 2.48 In July 2019, progress on development of Local Cycling and Walking Infrastructure Plans for the region was reported to Transport Committee, including the plan to commence stakeholder engagement on the draft phase one LCWIPs. Draft phase one LCWIP documents were shared with Transport Committee members through the Your Voice portal following the meeting.
- 2.49 The engagement period was originally planned to be complete by the end of September 2019, but this period was extended for some of the individual partner phase one LCWIPs as a result of requests from some stakeholders and to allow sufficient time for feedback to be provided. Engagement relating to all phase one LCWIPs concluded in October 2019.
- 2.50 The work to update the documents to reflect feedback received is underway and expected to be completed in November, and as a result endorsement for the draft phase one LCWIPs is intended to be sought from Transport Committee at the next meeting in January 2020.
- 2.51 The draft phase one LCWIP documents have been shared with the DfT to demonstrate progress and have been well received. Detailed feedback is awaited from DfT to help steer further phases of development.

### **3. Financial Implications**

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

### **4. Legal Implications**

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

## **5. Staffing Implications**

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

## **6. External Consultees**

6.1 Northern and TransPennine Express have offered comments on earlier drafts of the content relating to rail performance and the introduction of new trains.

## **7. Recommendations**

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

## **8. Background Documents**

8.1 None

## **9. Appendices**

9.1 Appendix 1 – TRU Asks of West Yorkshire  
Appendix 2 – Train Operator Performance Graphs