

## UK Parliament Transport Committee: Integrated Rail Plan - call for evidence.

### Submission on behalf of the West Yorkshire Combined Authority.

#### Executive Summary:

An Integrated Rail Plan (IRP) was published on 18 November 2021. The plan sets out a core pipeline of commitments to a further £54bn<sup>1</sup> of spending on rail and local transport in the Midlands and North over three decades.

The West Yorkshire Combined Authority welcomes the publication of the IRP and Government's commitment and decisions regarding the Transpennine Route Upgrade (TRU) and a mass transit system for West Yorkshire.

However, as it stands, the IRP is not ambitious enough for the region and West Yorkshire seems to be at a disadvantage compared to other areas of the North. The Prime Minister promised on numerous occasions that he would deliver a new line between Leeds and Manchester and Government ministers repeatedly said HS2 would be delivered in full, but these commitments were broken when the IRP was published.

The IRP proposals have serious impacts for our two largest cities:

**Bradford** is not included as part of the Northern Powerhouse Rail (NPR) network and effectively remains on a branch line, despite it being the UK's worst connected city. NPR would regenerate the local economy including delivering 27,000 new jobs. If the Government is serious about levelling up, then a city centre Bradford station would be included on the Leeds – Manchester NPR link.

The **Leeds** city strategy is shaped around a new HS2 station and accompanying growth strategy that would deliver 50,000 new jobs. Loss of the station and HS2 / NPR services to London, East Midlands and Sheffield costs the Leeds City region economy £1.7bn a year in lost output.

The IRP does not provide a cohesive plan but instead a series of fragmented upgrade proposals which does not deliver the network needed and will be very disruptive to passengers while the infrastructure is delivered. The lack of ambition in terms of the IRP is clear when you compare the preferred NPR network agreed by Northern leaders with that proposed.

There is hardly any mention about NPR services between Leeds and Hull, it is unclear what is proposed for NPR services beyond York and NPR Leeds to Sheffield is subject to a study on how to get HS2 to Leeds. Leeds to Bradford electrification whilst welcome, does not make sense as services will then continue onto Halifax, Preston and Manchester on a line which is not electrified.

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<sup>1</sup> £96.4bn announced in the IRP but £42.5bn of this committed to completion of HS2 phase 1 and 2a

The current IRP does not support our region's ambitions for a stronger, fairer, and better-connected North that meets the challenge of the climate emergency. The plan in its current form will limit the growth and the potential of West Yorkshire for many decades ahead.

We are of the opinion that the plan fails to meet the Government policies on levelling-up and decarbonisation. There is also uncertainty around the disruption impacts, deliverability, and outcomes of the IRP proposals. The body of evidence that underpins the IRP proposals has not been made available, meaning it's difficult to make an informed assessment. We are keen to understand how data and evidence collated by our region, partners and Transport for the North (TFN) has been used to assess and determine the proposals presented in the IRP.

Business as usual investment will not close the economic gap or deal with the social and environmental challenges our region faces. In our opinion the proposed transport investment is focussed on more productive areas rather than those that need it.

In this submission, we submit our evidence to the Transport Select Committee in two parts. Part one gives an overview of West Yorkshire and outlines the impact of the IRP to our region and our districts. Part two provides evidence to the specific questions as set out by the committee. Appendix 1 provides a list of supporting evidence.

Moving forward, we are keen to work with the government to develop the following at pace:

- Options for how **High-Speed Services from East Midlands** can travel through to Leeds
- The optimal solution for **Leeds station network capacity**, taking into consideration of a Mass Transit System
- Details around **Leeds / Bradford Electrification**, the opportunity for better connections to Bradford through Leeds.
- Delivery of **TRU** as quickly as possible, with a full understanding of the benefits for passengers and freight and plans for minimising disruption impacts on local connectivity, communities, and businesses.
- The timescales and scope of the proposed improvement works on the **East Coast Main Line (ECML)**, so that benefits from the improvement can be unlocked as soon as possible.

## PART ONE: WEST YORKSHIRE AND THE IMPACT OF IRP

### Overview of West Yorkshire

The West Yorkshire Combined Authority covers the local authority areas of Bradford, Calderdale, Kirklees, Leeds and Wakefield. With an employed workforce of 1.1 million and around 95,000 businesses, West Yorkshire is the United Kingdom's largest regional financial centre and contains more manufacturing jobs than anywhere else in the North.

The Combined Authority represents 2.3 million residents and a growing working age population which is projected to grow by 8% to more than 2.5 million by 2043. The region has a young and a highly diverse population with many ethnicities, backgrounds and lifestyles represented.

West Yorkshire is the UK's largest economy and population centre outside of London, with an output larger than nine EU countries, and is the biggest contributor to the Northern Powerhouse in economic terms. Therefore, moving forwards West Yorkshire is key to re-balancing the national economy and enabling the North of England to contribute fully to, and benefit from national economic growth.

Our vision for West Yorkshire is that it is 'Recognised globally as a place with a strong successful economy where everyone can build great businesses, careers and lives supported by superb environment and world-class infrastructure.'

There are significant challenges preventing us from realising our vision for everyone in the region which include -

- A history of lower levels of infrastructure investment, skills and innovation means that productivity lags behind much of the rest of the UK and Europe.
- Not all parts of the region have benefited from economic growth in the past which is reflected in widespread and acute deprivation. There is a risk that that this could be exacerbated as the economy bounces back post-pandemic.
- Economic growth in the region must not hamper our efforts to tackle the climate emergency and meet our local commitment to become a net-zero carbon economy by 2038.
- Our transport network is under increasing pressure but constrained by trying to balance the needs of local, regional, and national connectivity. We need significant investment in transport to connect communities, making it easier to get to work, do business and connect with each other sustainably.
- Further devolution of both investment and decision making is required to align policy more closely to West Yorkshire's needs.

A number of priorities have been identified that underpin our vision and address the challenges facing West Yorkshire:

**Boosting productivity** - Helping businesses to grow and invest in the region and their workforce, to drive economic growth, increase innovation and create jobs.

**Enabling inclusive growth** - Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities, towns and cities.

**Tackling the climate emergency** - Growing our economy while cutting emissions and caring for our environment.

**Delivering 21st-century transport** - Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.

**Securing money and powers** - Empowering the region by negotiating a devolution deal and successfully bidding for substantial additional funds.

## The importance of the Integrated Rail Plan and its impact on our region and districts

The Integrated Rail Plan (IRP) sets out a 30-year vision and a £96 billion strategy and states that railways planned properly '*can transform the prospects of the places they serve, helping businesses to grow, generating new jobs and opportunities, and improving the lives of people who live and work there. An investment in rail is an investment in more prosperous communities.*'<sup>2</sup>

It goes on to say that the IRP is a package that '*will overall and modernise rail connections across regions and help honour this Government's most important pledge - to level up our country*'<sup>3</sup>.

Whilst we agree with the sentiment expressed above in the IRP and welcome further commitment to a mass transit system for West Yorkshire and the Trans-Pennine route upgrade (TRU), which has been promised since 2011. We feel the rest of the plan falls way short of what is needed to deliver a 21<sup>st</sup> century rail system for our region. It does not create the capacity needed to expand our rail network particularly around Leeds or deliver the transformational connectivity that Bradford requires to support its growing population.

### Capacity:

The IRP does not deliver either Northern Powerhouse Rail (NPR) or HS2 East in full for the region and is completely lacking in ambition. New lines including NPR with a stop in central Bradford and a high-speed line between Leeds and Sheffield to East Midlands and beyond are required to improve both speed and capacity between our cities and to relieve pressure on our existing lines, which would allow more local, inter-urban and freight services to operate.

Instead, we are offered a series of upgrades to the existing Victorian infrastructure, which will cause significant disruption for decades, not deliver the capacity required or the journey times promised and at the expense of local services. We are not confident that IRP will deliver the claimed journey time benefits without a detrimental impact on development of our local services. We believe in evidenced based policy making but without the technical evidence that underpins the IRP being made

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<sup>2</sup> Page 10 – <https://www.gov.uk/government/publications/integrated-rail-plan-for-the-north-and-the-midlands>

<sup>3</sup> Ditto

available to us, we are unable to assess the full impact on our regional network. For example, we are aware that alternative options for HS2 East have been looked at by consultant Mott MacDonald on behalf of the Department for Transport (DfT) but this report has not been released.

Leeds station and approaches is a known bottleneck on the rail network, impacting reliability across the North. There is no concrete commitment to resolve the capacity issue at Leeds as part of the published IRP. Instead, the IRP seeks to resolve the rail capacity problem with a mass transit solution. We are adamant that while mass transit is important for this region, it is not the right solution to resolve the rail capacity issues. Details will be explained in the later part of this submission.

### **Levelling-up:**

There is already an imbalance in transport spending, and this is clear in the Government's own data. Spending per head across Yorkshire & Humberside is £1,434 per annum less than that spent in London, £803 less than the North-West and £131 less than the West Midlands<sup>4</sup>. The IRP does not reverse decades of underinvestment in our region.

By not providing the infrastructure required for West Yorkshire, it places the region at a competitive disadvantage in terms of connectivity and does nothing towards the pledge to 'level up the country'.

West Yorkshire is a diverse polycentric region made up of major cities and towns and each have distinctive economic roles and priorities. Some are better connected by rail to other large economic centres than others. The IRP could have provided better services to those towns and cities poorly connected, as part of the aim of levelling up the economy. But it appears to have ignored the powerful evidence collated by Transport for the North, as part of the Northern Powerhouse Independent Economic Review and other economic modelling undertaken to support the strategic case for the preferred NPR network. A similar body of work exists to support the full HS2 East network and the benefits it would bring to the Eastern regions of England<sup>5</sup>

### **Decarbonisation:**

Both the Combined Authority and the five West Yorkshire councils have all committed to reach net zero carbon emissions by 2038, well before the Government's target date of 2050.

Over the past decade there has been a downward trend in carbon emissions across the region as the result of reductions from industry, commercial and domestic sectors of the economy. Transport is now the largest sector by emissions, accounting for 39% of the total and above the national average. Across West Yorkshire, road transport is the main contributor to this.

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<sup>4</sup> <https://www.gov.uk/government/statistics/country-and-regional-analysis-2020/country-and-regional-analysis-november-2020>

<sup>5</sup> <https://hs2east.co.uk/publications/>

The IRP could have played a key role to help us to achieve our objective of net zero by making rail a more attractive alternative to the private car and through electrification of the rail network.

At the moment, only 26% of passenger routes across our region are electrified compared to 42% nationally. Also, to achieve the region's ambition, this requires doubling the amount of rail freight and passenger km compared to today. Whilst we welcome commitment to electrification of the trans-Pennine routes and between Leeds and Bradford, it still leaves a large number of gaps on our network preventing the city region from benefiting from an electrified rail network. The IRP does not make any reference to a future programme of electrification. We believe that an initial electrification program must include the entire Calder Valley route, Harrogate Line and the five towns area of Wakefield. All these were identified as tier one candidates in the 'Northern Sparks' report which prioritised rail lines across the North for electrification.<sup>6</sup>

The IRP makes it harder to decarbonise our transport network, as the rail network will still not provide an attractive, sustainable alternative for passengers and freight that use our congested highway network. For example, sections of the M62 and M1 carry 161,700 and 122,500 vehicles a day<sup>7</sup> respectively with heavy and light goods vehicles accounting for 29% of the traffic.

### **Economic recovery:**

Transport and Infrastructure improvements could have played a key role in economic recovery. However, the IRP falls short of providing the infrastructure required for this region.

Providing a rail network that has capacity to grow is crucial to support economic recovery. Prior to the pandemic, the region was experiencing a significant increase in rail patronage. For example, passenger numbers at Leeds station have more than trebled between 1997 and 2017 with an average of one million extra trips added every year<sup>8</sup>.

Passenger numbers at the station have recovered quickly since COVID restrictions have been relaxed with weekdays at around 70%<sup>9</sup> of pre-pandemic levels (nationally 66%) and exceeding pre-pandemic footfall on a weekend by as much as 49% in October 2021.

The figure below highlights potential future demand at Leeds. Whilst this is based on pre-pandemic travel demand, it does indicate the potential scale of future growth that could be experienced by the regions rail network. Without providing the additional rail capacity for growth, it will limit the economic potential of West Yorkshire for many decades ahead.

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<sup>6</sup> [https://transportforthenorth.com/wp-content/uploads/EFT\\_Report\\_FINAL\\_web.pdf](https://transportforthenorth.com/wp-content/uploads/EFT_Report_FINAL_web.pdf)

<sup>7</sup> <https://roadtraffic.dft.gov.uk/#6/55.254/-6.053/basemap-regions-countpoints> - 2019 average from sites 56006,16007,16008,73211,26055,36055

<sup>8</sup> <https://dataportal.orr.gov.uk/statistics/usage/estimates-of-station-usage>

<sup>9</sup> <https://www.westyorks-ca.gov.uk/media/7741/lcr-economic-and-transport-insights-20211220.pdf>

# The importance of rail: future growth

## Current peak hour growth forecasts for Leeds

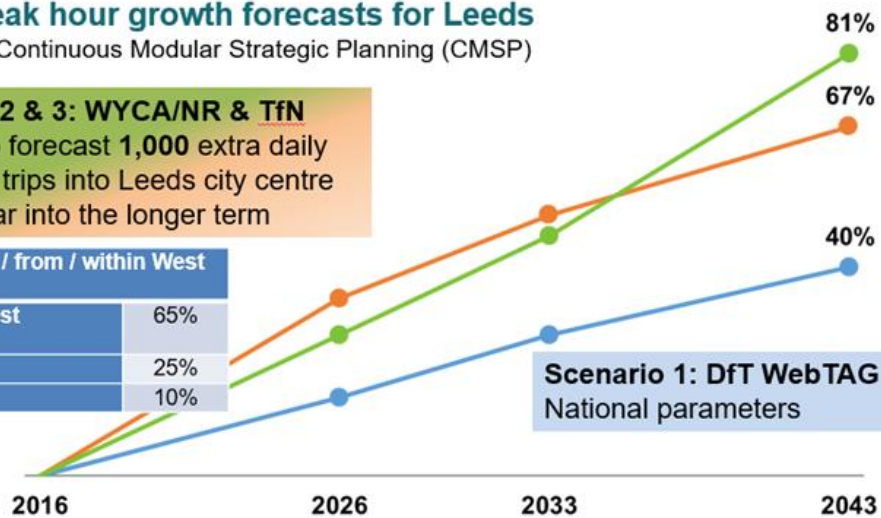
Network Rail Continuous Modular Strategic Planning (CMSP)

### Scenarios 2 & 3: WYCA/NR & TfN

Continue to forecast 1,000 extra daily commuting trips into Leeds city centre year-on-year into the longer term

#### Current flows to / from / within West Yorkshire

Local (within West Yorkshire)	65%
Inter-regional	25%
Long distance	10%



In building a renewed vision for growth in Leeds, WYCA has considered a potential **hybrid scenario** capturing both regional ambition in the short to medium term and pan-Northern ambition in the longer term.



Figure 1 - Forecast rail growth in Leeds (pre-pandemic)

The table below provides a summary of what is required for our region which is supported by the technical works and business case works complete by HS2 Ltd, TfN and Network Rail in the last 10 years compared to what the IRP delivers.

Corridor	What is required for the region	What IRP delivers (W Yorks)*
HS2 East (Leeds to East Midlands, Birmingham & London)	New HS2 station at Leeds New HS2 link Leeds to East Midlands (Toton) and on to Birmingham	<b>A study</b> to look how best to get HS2 services to Leeds and Leeds station capacity. New line to E Midlands, upgraded Midland Main Line to Sheffield
NPR: Leeds – Manchester	New line via central Bradford (including a potential combined station with Calder Valley services)	NPR / TRU Hybrid via Huddersfield rather than Bradford which includes a new line Manchester to Marsden. Electrification: Leeds – Bradford + potential 6-minute journey time improvement
NPR: Leeds – Sheffield	NPR services from Leeds HS2 station. NPR services via HS2 and upgraded/electrified Dearne Valley line to Sheffield.	<b>A Study</b> looking at potential to take HS2 services on to Leeds from the East Midlands instead of NPR.
NPR: Leeds – Newcastle	Increased capacity from Neville Hill depot to Garforth and new link to HS2 towards York. Leamside line reopened for freight	TRU to deliver electrification East of Leeds, not clear what infrastructure / capacity provided to York. No improvements north of York
NPR: Leeds – Hull	Electrification and journey time improvements.	<b>Nothing</b> - no longer considered part of core NPR network

TRU: Manchester – York	Electrification, capacity and line speed improvements	Delivered in full as part of an NPR / TRU hybrid
Station	Preferred option	What IRP delivers
HS2 Leeds	New HS2 station in Leeds which includes NPR Leeds – Sheffield services to relieve platform capacity on the existing station	<b>A study</b> looking at Leeds station capacity and potential for Mass Transit to deliver heavy rail services. Land remains safeguarded for a new station despite no commitment on delivery,
NPR Bradford	Station options included St James market as a replacement for Bradford Interchange to support regeneration and better integration with Calder Valley services.	Electrification of line between Bradford Interchange and Leeds.  Explicit that services operate to Bradford Interchange

Table 1 - IRP and West Yorkshire impacts (\* Subject to business case)

As you can see, apart from the commitment on TRU and the electrification of the railway between Leeds-Bradford, what we receive from IRP is a package of studies which do not offer any commitment in the delivery of infrastructure investment and will add years of uncertainty which hinders economic recovery.

Indeed, some of the proposed areas of study have already been subject to previous evaluation(s) over the last decade and at the moment it is not clear what economic outcomes the IRP proposals will deliver.

## IRP impacts by local district

### Bradford:

Bradford is the UK's 7<sup>th</sup> largest and youngest city with 25% of its population aged under eighteen. It is home to 540,000 people, 17,000 businesses and a £10.5 billion economy. It is the UK's worst connected city by rail<sup>10</sup> with no direct connections to other major centres such as Liverpool, Newcastle, Sheffield and the Midlands. The current direct services to Leeds, Manchester, Preston and York are slow and unreliable.

As a major city, Bradford, is effectively on a branch line. It badly needs improved rail services but is constantly let down with promises of service improvements that never materialise. For example, in 2015 Bradford was promised new direct services to Liverpool, Manchester Airport, Sheffield and Nottingham as part a new Northern franchise<sup>11</sup> which would begin in 2019. These have never been delivered and there are no timescales for their potential introduction.

NPR via central Bradford would have revolutionised rail travel for the city, providing direct and frequent services to Liverpool, Birmingham, and Newcastle with journey times at least halved to Leeds, Manchester, York and Hull.

<sup>10</sup> <https://thebestcommunications.com/uncategorized/integrated-rail-plan-study-of-thousands-of-train-journeys-shows-six-worst-connected-cities-are-in-the-north-and-midlands/>

<sup>11</sup> <https://www.gov.uk/government/news/massive-boost-to-rail-services-brings-northern-powerhouse-to-life>



This is a massive lost opportunity and completely counter to the Governments ambitions around decarbonisation and levelling up. Of all the NPR options that were considered, the one via central Bradford creates the greatest number of new jobs, generates the most rail trips, has the highest GVA impacts and results in the biggest reduction in car travel. This information is contained in the unpublished Strategic Outline Case for NPR developed by TfN which should be reviewed by the Transport Select Committee.

It also unlocks urban regeneration and transforms connectivity for both deprived and black, Asian, and minority ethnic communities located near the proposed NPR station, who would benefit for better access to job opportunities in Manchester, Leeds, York and beyond.

The case for Bradford is also clearly made in several studies. Work undertaken by consultant Arup's found that a Bradford NPR station could boost the economy by £30bn, create 27,000 new jobs and generate a 10% uplift in land values over a decade by bringing 6.7m people and £137bn of annual economic output within a 35-minute journey of central Bradford<sup>12</sup>.

Mott MacDonald consultancy in a recent report<sup>13</sup> cited that NPR via Bradford could deliver a £22bn boost to the Northern economy. It also states that traditional Treasury analysis fails to recognise the true economic potential when simultaneous action across skills planning utility provision education tourism leisure and industrial policy is considered.

The IRP does commit to electrifying the Calder Valley line between Leeds and Bradford and reducing journey times down to 12 minutes subject to a satisfactory business case. This is welcomed, although given most services do not terminate at Bradford Interchange but continue to Halifax, Manchester and East Lancashire, it would seem sensible to commit to full electrification of the Calder Valley line. The IRP, however, fails to make this commitment.

Bradford needs a complete comprehensive set of proposals to address the longstanding weaknesses in its rail offer. Making a step change in the rail connectivity of Bradford requires more than the proposal to electrify the existing line to Leeds. We urgently need Government to give clarity to people in Bradford about how they will better connect to the North and the rest of the country.

### **Calderdale:**

The district which includes Halifax, Brighouse and the upper Calder valley towns of Todmorden, Sowerby Bridge and Hebden Bridge is barely referenced in the IRP. An NPR option via central Bradford could have provided a joint NPR/Calder Valley station with the ability for Calder valley services to use the NPR route into Leeds, Manchester and beyond considerably reducing journey times.

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<sup>12</sup> <https://www.bradford.gov.uk/regeneration/northern-powerhouse-rail/northern-powerhouse-rail-plans-for-bradford-city-centre/>

<sup>13</sup> [https://www.northernpowerhousepartnership.co.uk/wp-content/uploads/2021/10/FINAL-3541\\_WhitePaper\\_MW\\_NorthernPowerhouseRail.pdf](https://www.northernpowerhousepartnership.co.uk/wp-content/uploads/2021/10/FINAL-3541_WhitePaper_MW_NorthernPowerhouseRail.pdf)

The IRP proposal states that improvements between Leeds and Bradford could provide journey time savings of five minutes between Halifax, upper Calder valley and Leeds. As discussed earlier, the IRP does not commit to the electrification of the Calder Valley route beyond Leeds – Bradford, which is a missed opportunity in terms of decarbonisation and connectivity. Electrification of the Calder Valley line remains a key priority for both Calderdale and the Combined Authority and this corridor is identified as a “tier-one” priority for electrification as part of the Northern Sparks report, led by Andrew Jones MP and published in 2015<sup>14</sup>.

### **Kirklees:**

The district which covers Huddersfield, Dewsbury, Batley, Cleckheaton and Heckmondwike benefits from greater certainty with regards to the TRU programme. The commitment to full electrification between Manchester and York is very welcomed and, with appropriate support, presents major opportunities for investment and housing growth, particularly adjacent to Huddersfield and Dewsbury station.

The IRP, however, does not provide any clear commitment on freight clearances and station improvements along the route, which are crucial to support modal shift and accessibility to the network.

While the commitment on TRU is welcomed, rail improvements on existing railway lines could be very disruptive for residents, passengers and freight operators during construction. By merging the NPR and TRU programmes together, this disruption will now extend westwards from Huddersfield to Marsden. It also means that this strategic rail line between Manchester and York could be subject to disruption for a 20-year period between 2025 and 2045, as it is upgraded for TRU and then NPR. This would have been mitigated to some extent if the preferred NPR new line option via Bradford was taken forward.

We need to understand the costs, scale and extent of this disruption and the mitigation proposed to minimise impact on communities and businesses to prevent further pressure on the already congested M62 and the already fragile economy.

Previous large scale rail improvements such as the West Coast Main Line upgrade caused significant disruption, particularly for weekend travellers<sup>15</sup> for over a decade. The local economy must be protected during TRU construction.

The IRP commits to eight fast services an hour between Leeds and Manchester with a 33-minute journey time. We are not confident this can be provided without an impact on local services, we are looking forward to seeing the evidence and timetable specification which underpins the IRP to assess this. The fast regional services should not be implemented at the expense of providing local rail services in the Kirklees area. This was one of the key reasons behind the need for a new line, to provide the capacity so that local and inter-regional growth in rail traffic could both be accommodated.

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<sup>14</sup> [https://transportforthenorth.com/wp-content/uploads/EFT\\_Report\\_FINAL\\_web.pdf](https://transportforthenorth.com/wp-content/uploads/EFT_Report_FINAL_web.pdf)

<sup>15</sup> <http://news.bbc.co.uk/1/hi/england/7167073.stm>

## **Leeds:**

Leeds is particularly hard hit by the published IRP with the whole central city growth strategy based around HS2 coming and the creation of a new T shaped station.

- Firstly, the IRP does not address the well documented capacity issues at Leeds station or the network around Leeds that impacts local, regional, and national rail services. The western approach to Leeds is particularly constrained and that is the reason why the T-shaped station is the most deliverable option to deliver additional capacity for the region.
- Secondly, Leeds is no longer connected to the HS2 network as part of the IRP. Instead, the IRP commits to further study looking at *'how to take HS2 services to Leeds and the most optimal solution for Leeds station capacity – particularly in light of post COVID-19 demand'*.
- Thirdly, Leeds has large amounts of land safeguarded for HS2, until the issue of how to get services to the city is resolved, it will mean no development can take place which is very damaging to the city's economic recovery in the post-pandemic world.

What is needed is agreement and commitment to progress developed proposals to increase track and pedestrian capacity at Leeds and approaches as soon as possible to provide long term resilience for the city. The Government has recently funded £161m investment towards increasing capacity at Leeds station (separately from the IRP), while this investment enables some of the 2016 franchise commitments to be delivered (late). It is not a long-term plan and whilst welcome, falls short of what is needed to support future growth in passengers, freight and services to enable a thriving West Yorkshire economy.

Network Rail has already completed extensive technical and business case work on the required improvements at and around Leeds. We urge the Government to make a firm commitment to deliver based on the available technical works and evidence.

The study looking at how best to get HS2 services to the city must be a joint piece of work involving the Combined Authority and local partners. It must have agreed objectives and outputs covering performance, connectivity, capacity and modal shift and be developed at speed. At present the £100m decision sits with the Secretary of State, with no ability for the mayoral authorities in the North and Midlands to influence the outcome despite devolution.

## **Wakefield:**

Further investment promised in the IRP on the East Coast Main Line will benefit Wakefield as it will provide a faster service to London. We are looking forward to seeing a clear roadmap of investment so that the improvements can be delivered at pace with clear commitment. The ECML upgrade has been on the table for investment for over two decades and whilst there has been some good delivery of infrastructure improvements in recent years, it is thus far not what one would call a full route upgrade.

HS2 East would have released capacity on the ECML to provide increased local services and freight. The IRP says it will deliver faster services along the ECML with longer trains but does not commit to increase capacity to operate more services.

In addition, and again in the spirit of seeking to help level up, the district needs better local connectivity by rail for the former coal mining 'five towns' surrounding Wakefield, which is not addressed in the IRP.

Wakefield is considering bidding to be the location for the headquarters of Great British Railways which will help the Government to deliver its agenda of levelling-up.

## **PART TWO: EVIDENCE TO THE SPECIFIC QUESTIONS**

### **The contribution that the IRP will make to rail capacity and connectivity for (a) passengers and (b) freight in (i) the Midlands and the North and (ii) the UK**

Whilst the IRP delivers some capacity and connectivity improvements, the proposals fall well short of the benefits in terms that both the preferred option for NPR and HS2 East would have brought. We are unable to make a proper assessment of the IRP proposals as the technical work underpinning the plans have not been shared but we are concerned that many of the proposals may not be operationally achievable.

From a West Yorkshire perspective, the IRP provides little capacity uplift or provision to cater for future growth in either passenger or freight traffic. Our existing network suffers from poor performance and train operators have been unable to fulfil their franchise obligations for new services due to capacity constraints. Upgrading our existing Victorian rail infrastructure will also be extremely disruptive.

The best way to increase capacity and futureproof the network is to build new lines, yet the only new rail alignment in this region is a new link between Manchester and Marsden. At this point it will join an upgraded Trans-Pennine line, which must cater for local stopping services, fast passenger services and freight. Communities, passengers and freight operators using this corridor will suffer significant disruption, impacting already fragile economies and businesses. Furthermore, there is a significant risk that this route will be at capacity as soon as it is upgraded.

While Leeds and its approaches are a well-known bottleneck of the rail network (pre-pandemic was responsible for a third of all delays in the North) -, the IRP does not provide any concrete commitment / proposals for improving capacity in and around Leeds beyond a further study which will look at this and how to bring HS2 services into Leeds.

This introduces further delay in delivering the much-needed capacity. Network Rail has already completed extensive technical and business case works to improve capacity at and around Leeds, what we need is commitment, not a further study. Also, a further study will introduce further delay in delivering improved connectivity between Leeds and Sheffield, Birmingham, and the East Midlands.

The IRP cites that a future West Yorkshire Mass Transit system could potentially relieve capacity issues at Leeds station and provides Manchester Metrolink as an

example of how this could be achieved. Whilst not wanting to pre-empt the outcome of any further study, the rail network in and around Leeds is very different to that in Manchester. Routes in our region carry a mixture of local, inter-regional, inter-city and freight services and are not self-contained, unlike Manchester. All our rail corridors are already well utilised and therefore it would be very disruptive and not suitable for conversion to Mass Transit, which offers less capacity than heavy rail services.

The IRP does not deliver the benefits to the connectivity and capacity from West Yorkshire to the North-East. In the IRP, the NPR core network ends at York and only two paths provided for fast services from Leeds and across the Pennines. Under the preferred NPR option, four NPR services an hour would have connected West Yorkshire to the North East in addition to cross-country services. This is a huge, missed opportunity to improve connectivity across the North from Merseyside, Greater Manchester, West Yorkshire across to the North East and beyond.

Connectivity to Hull is hardly referenced in the IRP apart from being a '*future possibility*'. Connectivity between Leeds and Hull is previously identified as part of the core NPR network and one of the first phases identified to be delivered in the preferred NPR option supported by strong economic evidence. The opportunity to improve the connectivity to Hull and form an electrified rail network between Liverpool to Hull via Manchester and Leeds is lost in the IRP proposals.

Improved connectivity to London from Leeds in the IRP is provided by an upgraded ECML rather than HS2. This does not provide the same journey time benefits or seated capacity that HS2 provided e.g., it takes 32 minutes longer and provides 2,000 fewer seats per hour.

It's a similar picture between Leeds and Birmingham with journeys taking 49 minutes longer under the IRP proposals (the published IRP provides two contradictory journey time assessments of 67 minutes and 84 minutes) and 750 fewer seats per hour in each direction.

With regards to freight, we welcome the IRP ensuring the TRU link will improve freight clearances, but this needs to be explicit and ensure that it provides (W12) gauge clearance for container traffic. This improvement needs to be extended to Hull via Wakefield and be electrified to create a meaningful rail freight corridor between the major ports of Liverpool and Hull. If the Government is serious about decarbonisation of the transport network and improving air quality for citizens, then transferring HGVs from the M62 onto the rail network would be a good start.

### **Whether and how the IRP will “level up” communities in the Midlands and the North.**

The IRP under current proposals will do little in terms of levelling up communities across West Yorkshire and the Northeast. We have set out in clear terms what levelling up is required for West Yorkshire in a letter to the treasury, as many parts of our region have not benefitted equally from economic growth. Longstanding

inequalities including poor health, transport and fuel poverty, housing affordability, and poor social mobility are impacting many of our deprived communities.

More than one in five people in West Yorkshire live in areas within the 10% most deprived in England, according to the Index of Multiple Deprivation (IMD). This is equivalent to more than half a million people. The deprivation profile of our region has remained relatively unchanged between 2004 and 2019, reflecting the existence of pockets of persistent deprivation. The most disadvantaged areas are clustered around town and city centres and their periphery.

Another key issue of concern is that residents from an ethnic minority group are roughly twice as likely as the population as a whole to live in areas of the most acute deprivation in our region, meaning that around a third of residents in the most deprived neighbourhoods are from an ethnic minority group.

Both our economic recovery plan<sup>16</sup> and our inclusive growth framework<sup>17</sup> define the actions needed on skills, training and infrastructure to ensure all groups can contribute towards and benefit from economic growth. Boosting productivity is the long-term route to improved living standards, as set out in the IRP, '*an investment in rail is an investment in more prosperous communities*'

There is a real risk that IRP will not only exacerbate the North-South divide but will also create an East-West one, as most of the investment in new rail infrastructure is in the North-West and Midlands as explained in the earlier part of this submission. Again, the IRP does not include any analysis of the wider economic benefits of the proposed interventions. Therefore, it is not possible to identify whether or how these will help levelling up in the North and the Midlands. As IRP provides limited rail capacity (in terms of new lines) for our region to grow, it will certainly impact on our ability to level-up with the rest of the country.

### **The lack of levelling up: Bradford**

The biggest lost opportunity with regards to levelling up comes as a result of removing Bradford from the NPR network and ignoring the evidence that sits behind TfN's preferred NPR network and endorsed by Northern leaders.

This is completely counter to the Governments ambitions around decarbonisation and levelling up. Of all the NPR options between Leeds and Manchester, the one via central Bradford creates the greatest number of new jobs, generates the most rail trips, has the highest GVA impacts and results in the biggest reduction in car travel.

It also unlocks urban regeneration and transforms connectivity for both deprived and black, Asian, and minority ethnic communities located near a proposed NPR station. who would benefit from better access to job opportunities in Manchester, Leeds, York and beyond.

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<sup>16</sup> <https://www.westyorks-ca.gov.uk/media/4240/draft-west-yorkshire-economic-recovery-plan.pdf>

<sup>17</sup> <https://westyorkshire.moderngov.co.uk/documents/s18435/Item%209%20-%20Inclusive%20Growth%20Framework.pdf>

The case for Bradford is clearly made in the unpublished TfN strategic outline case for NPR and several independent studies. Mott MacDonald consultancy in a recent report<sup>18</sup> cited that NPR via Bradford could deliver a £22bn boost to the Northern economy and that traditional Treasury analysis fails to recognise the true economic potential when simultaneous action across skills planning utility provision education tourism leisure and industrial policy is considered. Economic analysis undertaken on behalf of the City of Bradford Metropolitan District Council forecast that NPR could boost the local economy by £30.bn and deliver 27,000 additional jobs<sup>19</sup>.

Bradford needs a complete comprehensive set of proposals to address the longstanding weaknesses in its rail infrastructure. Making a step change in the rail connectivity of Bradford requires more than the proposal to electrify the existing line to Leeds. We urgently need Government to give clarity to people in Bradford about how they will better connect the city to the rest of the North, to supports its economy and generate opportunities for its young and growing population.

### **The lack of levelling up: Leeds and Eastern regions**

The IRP commits £100m funding which includes looking at how best to get HS2 services to Leeds from the East Midlands. More studies mean more delay. The fact is that there are already significant amounts of land immediately to the South of Leeds city centre and along the potential HS2 corridor through the districts of Leeds and Wakefield safeguarded against development. This means that these areas are blighted, and investment cannot take place, which further hinder the economic recovery and the levelling-up agenda. This ongoing uncertainty impacts investor and business confidence in Leeds and West Yorkshire, considering HS2 has already been in development for a decade and the land safeguarded since 2017.

The Leeds city strategy is shaped around a new HS2 station and the potential for redevelopment of the Southbank area of Leeds City Centre, one of the biggest regeneration projects in Europe. The continuing delay in delivering the connectivity promised by HS2 costs the Leeds City region economy £1.7 billion a year. The Leeds City Region HS2 Growth strategy, published in 2018, identified that HS2 connectivity would generate 50,000 new jobs, 8,000 new homes and generate £54bn of GVA for the local economy.<sup>20</sup>

Work undertaken on behalf of HS2 East Partnership illustrates why the Eastern leg of HS2 connecting Leeds to the Midlands could underpin the national levelling up strategy by:

- Generating 150,000 jobs through delivery of local HS2 growth strategies.
- Increasing frequency and reducing journey times between key economic centres in the North and Midlands, benefiting 13 million people, supporting 6 million jobs which equates to 20% of the UK GVA.

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<sup>18</sup> [https://www.northernpowerhousepartnership.co.uk/wp-content/uploads/2021/10/FINAL-3541\\_WhitePaper\\_MW\\_NorthernPowerhouseRail.pdf](https://www.northernpowerhousepartnership.co.uk/wp-content/uploads/2021/10/FINAL-3541_WhitePaper_MW_NorthernPowerhouseRail.pdf)

<sup>19</sup> <https://www.bradford.gov.uk/regeneration/northern-powerhouse-rail/northern-powerhouse-rail-plans-for-bradford-city-centre>

<sup>20</sup> <https://www.westyorks-ca.gov.uk/media/2804/hs2-growth-strategy-20122017.pdf>

- Supporting the development of supply chains and advanced industrial clusters.
- Creating new and better jobs in areas with high levels of deprivation.

Work for the HS2 East partnership<sup>21</sup> also highlights the disparity in outcomes and life chances of communities that living along the Eastern Leg of HS2 and that of the Western Leg of HS2, which suggests that HS2 should be committed in full.

- Transport investment in the East is 25% below that in North-West and West Midlands and 34% below national average
- HS2 East has 42% of England’s social deprivation hotspots despite having 23% of the population, twice as many as HS2 West.
- A higher proportion of financially stretched households (as indicated in figure 1) are located on the Eastern leg of HS2

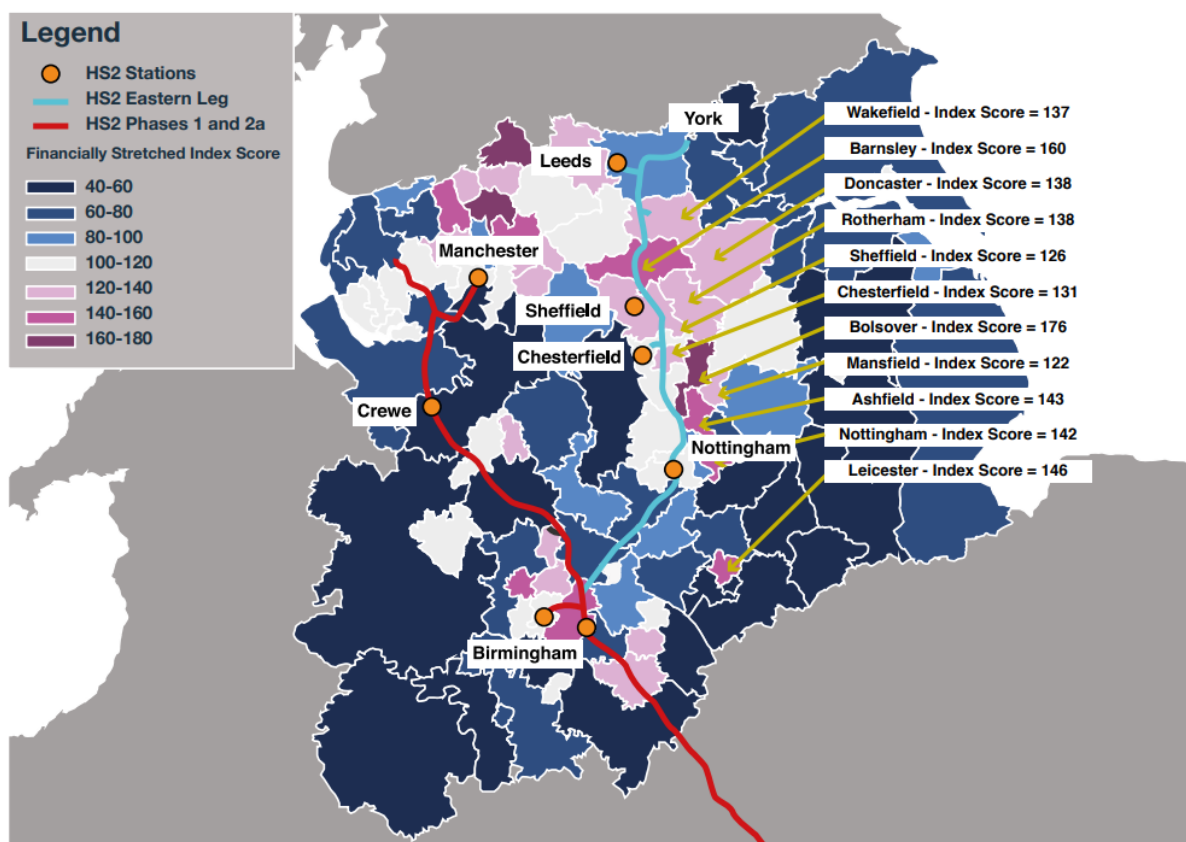


Figure 2 - Financially stretched households along HS2 legs

### **The lack of levelling-up: Leeds – Sheffield**

Another weakness of the IRP is the complete lack of ambition with regards to improving connectivity between Leeds and Sheffield, the two largest cities in Yorkshire. The report acknowledges that despite being 39 miles apart by rail, the faster journey time is 40 minutes, and this is achieved by only one service an hour with the rest considerably slower.

<sup>21</sup> <https://hs2east.co.uk/wp-content/uploads/2021/10/hs2-east-campaign-report-mind-the-gap-2021-digital.pdf>



The two city region economies support two million jobs, 175,000 businesses and have a combined GVA of £96bn. Their combined strengths lie in advanced manufacturing and the knowledge intensive sectors of the economy. Both of which benefit from access to a wider labour market and skilled workforce. Despite the size and importance of the respective city region economies, there has been little in the way of rail infrastructure investment, and they remain poorly connected.

Despite the importance of improving connectivity between the two city regions, the IRP makes no commitment to improve the connectivity between Leeds and Sheffield apart from saying that *'Connections will be further considered within the work on how best to take HS2 services to Leeds'*. There is no guarantee that there will be any improvement between the two city regions. NPR would have provided four trains an hour with a journey time under 25 minutes between the two cities.

A transformational improvement and an enhanced rail offer could result in significant modal shift. Currently, 90% of the journeys between Leeds and Sheffield are made by car. Reducing some of the vehicle movements on the M1, which on each section carries more than 100,000 vehicles a day will help to reduce congestion, improve air quality, and help deliver against decarbonisation targets.

### **The lack of levelling-up: West Yorkshire**

Government has made clear the need to rebalance transport investment towards areas of lower productivity and connectivity. Therefore, delivering new infrastructure is a critical factor for the economy to function and grow.

As highlighted, strengthening connectivity for example between city regions such as Leeds and Sheffield or cities like Bradford and Manchester enables their economic centres to function more like a single economy. This occurs by creating greater agglomeration between businesses, better knowledge transfer between industry and academic institutions, and stronger and wider labour markets. This will improve productivity and enable West Yorkshire to compete globally with the most productive and prosperous places across the world.

Better rail services are critical for improving access to labour markets, to enable businesses to draw on a wider catchment of apprentices, graduates and skilled workers and create more opportunities to access jobs.

The current IRP only offers West Yorkshire upgrades to Victorian rail infrastructure which will be disruptive, studies for potential improvements which might not happen or would only happen 'sometime in the future' or no improvements at all for some of largest economic centres and travel flows. The IRP proposed investment is focussed on the Midlands and North West and therefore does not align with the Government's agenda of levelling up.

## How the IRP will affect rail infrastructure and services outside the Midlands and the North.

We are not able to comment on infrastructure beyond the Midlands and the North beyond that of the implications for the ECML.

While the proposed investment on ECML is welcomed, we will need to see a clear roadmap of investment so that the improvements can be delivered at pace with clear commitment. The ECML upgrade has been on the table for investment for over two decades and whilst there has been some recent progress with delivery, it does not constitute a full route upgrade, so the main impacts on rail infrastructure and services have yet to be seen.

Without HS2 East, it is not possible to operate HS2 services on the ECML to York, Darlington and Newcastle. In the absence of HS2, further improvements to the north of York on the ECML will be needed to improve connectivity on the eastern side of the country. The IRP, however, is silent about infrastructure improvement beyond York on ECML.

The IRP indicates that there will be journey time reductions (a reduction of 20-25 mins between Leeds, Wakefield and London) as a result of higher track speeds and digital signalling. We remain sceptical in how achievable this is, until we see the technical works which underpins the proposal. We are aware that a study commissioned by the Department for Transport and completed by Mott McDonald has looked at this. We urge the government to share and publish the study as soon as possible.

In 2016 a report commissioned by DfT, produced by consultant Atkins did look at strategic alternatives to HS2 phase 2b<sup>22</sup>. It looked at a number of criteria including capacity, reliability, punctuality, disruption and environmental impact. The report concludes that '*no conventional alternative can be found to serve Leeds that was not unnecessarily expensive or disruptive, or that could deliver benefits in terms of speed*'. It also concluded that a new high-speed line offers the most appropriate solution for Leeds.

The IRP states that plans are proposed to deliver seven or eight train paths an hour (as opposed to six today) North of York. This was originally proposed in the failed May 2022 ECML timetable i.e. not transformational improvement.

Without HS2 East or further ECML improvements, connectivity to Scotland relies on the western rail corridor which undermine the resilience of the rail network and aggregate the issues of regional imbalance.

The preferred NPR network with full implementation of HS2 alongside TRU and improvements to the ECML would have delivered an integrated, transformational solution for the North. Instead, IRP offers a solution relying on the upgrade of the

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[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/568309/strategic-alternatives-to-hs2-phase-2b-atkins-report.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/568309/strategic-alternatives-to-hs2-phase-2b-atkins-report.pdf)

existing ECML. This means the cities along the ECML will be subject to years of disruption with very little benefits – a lot of pain but very little gain.

HS2 East would have allowed services on the ECML to be recast, offering the opportunity to provide more local connectivity and paths for freight services, this opportunity is now lost.

### **The challenges to central Government, Great British Railways, regional and local authorities, transport bodies and other stakeholders in delivering the IRP.**

The frequent start and stop nature of commitments to major rail infrastructure (including the published IRP) reduces businesses' and investors' trust in major rail projects. This further undermines confidence in the supply chain and discourages investment in innovation, people, and skills. The lack of business confidence and skill shortage will be the key challenge for the rail industry and Government bodies who seek to deliver any major rail improvements.

For example, in 2011 it was announced that the Midland Main Line (MML) would be electrified, this was then paused in 2015, then the decision reversed the same year but with a three-year extension to complete (e.g 2023). In 2017, it was descoped with electrification north of Kettering to Derby, Nottingham, and Sheffield cancelled. The IRP now indicates it will be electrified by the mid 2030's.

TRU has suffered a similar fate; it was first announced in 2011 and has been paused on a number of occasions. Although work has finally been started, the progress has been slow. It will be 2030s before the Leeds-Huddersfield improvement could be completed and improvement between Leeds-Manchester will not be completed until 2040s, according to the IRP.

What is needed is the proposed Great British Railways body to be provided with a long-term funding settlement to deliver programmes, but not to decide what the desired objectives and outcomes ought to be. We need a stronger role for local leaders alongside Ministers, to ensure railway improvements address local and national economic and social needs.

The proposed studies into the most effective way to run HS2 trains into Leeds, optimal solutions for Leeds station capacity and Leeds – Bradford electrification will provide a useful litmus test on how various authorities can work together to provide the best outcome.

### **How the rail schemes in the IRP will integrate and interact with HS2.**

Until we resolve how HS2 trains get to Leeds, then there is uncertainty from a West Yorkshire perspective on how it will interact with other IRP proposals.

We have always been clear that a new station in Leeds is required to deliver the capacity needed to support future growth across the Leeds City Region economy. The T-shaped station proposed under HS2 was not only vital in providing platform

capacity for the HS2 services but additional platform capacity for regional services such as NPR services between Leeds and Sheffield. These services cannot be accommodated within the existing station footprint.

The Combined Authority alongside Leeds City Council is part of the HS2 East partnership which brings together authorities along the proposed route. In conjunction with partners, we have an agreed set of 'asks' with regards to HS2 East which are set out in appendix 2.

The forthcoming study into HS2 extending to Leeds will no doubt consider other options around Leeds station other than providing a new station and providing access from the South. The existing Leeds station is already constrained, squeezing any additional high-speed services to the current Leeds footprint will potentially affect local and regional services as demonstrated by the works completed by TfN. Land on the existing approaches to Leeds is tightly constrained and it would not only be difficult but very expensive to increase the footprint or provide new infrastructure to cater for additional services.

The question for us is not just how we get HS2 to Leeds but how does West Yorkshire get the connectivity it needs to London, the Midlands, Greater Manchester, Sheffield etc with the capacity to develop local passenger and freight services.

In the preferred network proposed by TfN, NPR and HS2 were fully integrated. In the IRP proposals, they are not integrated at all with Leeds (one of the major cities) cut off from the HS2 network, connectivity to Hull and North East are not considered and there is no concrete proposal to improve Leeds and Sheffield as part of the HS2 proposal in the IRP.

### **How the rail improvement schemes in the IRP were selected, and whether those selections represent equity between and within regions.**

It is not at all clear to us how schemes in the IRP were determined, but cost seems to be the main driving factor, rather than strategic outcomes related to wider policy objectives concerning decarbonisation and levelling up.

For instance, the North had a preferred phased evidence-based option<sup>23</sup> for the NPR network, agreed with regional leaders and provided to the Government. This network was forecast to deliver 100,000 extra jobs, 20,000 businesses and an annual GVA uplift of £14.bn by 2060.

The preferred NPR option would have brought 2.9m more people and an additional 77,000 businesses within 90 minutes of Leeds. It would also unlock the regeneration of the Southern Gateway in Bradford, a 100-hectare regeneration site adjacent to the city centre with the potential to bring 27,000 additional jobs and £2.9bn GVA uplift by 2060<sup>24</sup>.

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<sup>23</sup> <https://transportforthenorth.com/press-release/leaders-agree-final-northern-powerhouse-rail-plan/>

<sup>24</sup> <https://transportforthenorth.com/wp-content/uploads/Northern-Powerhouse-Rail-Connect.pdf>

Our region has developed a HS2 Growth Strategy based around a HS2 station sited next to the South Bank, which is at the heart of the city's plans to double the size of the city centre with new office, retail, leisure, and housing developments, supporting the creation of 35,000 jobs and 8,000 new homes. Across the wider city region, HS2 could have created 50,000 additional jobs and added £54bn GVA to the regional economy.

The wider benefits of the NPR network and our HS2 Growth Strategy appear to have been glossed over in the IRP selection process.

Decarbonisation (which is one of the government's key policies) seems not to be taken seriously in the IRP selection process. IRP is silent on the electrification programmes contrary to the recommendation of the National Infrastructure Commission. IRP will not provide an electrified passenger and freight corridor between Liverpool to Hull (the two major ports in the north).

Within our region, beyond TRU there are no commitments to the provision of new lines, to massively increase capacity to cater for modal shift from all travel markets.

It is also uncertain if levelling-up is the key criteria in the selection process as discussed in early section of this submission. IRP, as it stands, fails to level up our region and in particular a major city such as Bradford. Most of the investment focus appears to be on the North West and Midlands. In future, London, Birmingham and Manchester (along with both regional airports) will be connected by world class transport infrastructure forming a new 'growth corridor' which will draw both national and international investment reshaping the UK's economic geography and reinforcing an East-West divide.

In the IRP document (figures 6 and 7)<sup>25</sup> it indicates the respective rail market size and GVA of major conurbations both side of the Pennines. Leeds dominates the Eastern side and Manchester the Western Side in terms of GVA, yet both cities are treated completely differently with regards to new infrastructure provision aside from TRU.

Manchester is provided with an HS2 link to Crewe (onwards to Birmingham & London), a new HS2/NPR station and new NPR links to Warrington and Marsden. Leeds in comparison is promised a study into station capacity and a potential HS2 link and also electrification to Bradford with the latter conurbation still effectively remaining on a branch line. It's not clear from any evidence presented why West Yorkshire and Greater Manchester should be treated differently, considering the historic underspend in transport across this region.

The IRP is not in line with wider Government policy concerning climate change and levelling up. Also, it does not appear to have considered the available local, regional and national evidence. A lot of time, expense and energy has been expended on promises of investment relating to both delivery of NPR and HS2 in full that has come to nothing.

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<sup>25</sup> <https://www.gov.uk/government/publications/integrated-rail-plan-for-the-north-and-the-midlands>

## Whether the IRP represents value for money for UK taxpayers.

The evidence base and business cases for the proposed outputs and outcomes have not been published and therefore it is difficult to assess the benefits and value for money of the published IRP.

With regards to HS2 the latest publicly available information (2010) indicated that the HS2 eastern Leg provided better value for money with a far better benefit cost ratio (BCR) of 5.6 compared to 2.6 for the western leg<sup>26</sup>. No economic assessments have been provided recently as to the value for money of the HS2 western leg or that of just providing a new HS2 link to the East Midlands.

In terms of NPR, the new line option between Leeds and Manchester via Bradford provides the greatest benefits with regards to new jobs, GVA impacts and results in the biggest reduction in car travel<sup>27</sup>. When wider strategic impacts are considered, it offers a far stronger strategic case than the upgrade options and is comparable in value for money terms.

Without clear evidence and defined outcomes, the Government is at risk of spending considerable amounts of taxpayers funding on delivering a package of 'schemes' that may not deliver any real benefits to the rail network and communities, particularly in terms of capacity and local connectivity. The economic analysis underpinning the IRP must be published as soon as possible, to ensure that the proposals have been developed in an equitable way.

Given the significant change in proposals, the uncertainty associated with the further studies, the lack of timescales for completion of these studies and the time required to develop proposals and business cases once a preferred route has been identified it is not clear when or if capacity to meet future demand and benefits will be delivered within the next decade, or 25 years.

Back in 2019 the Government declared a climate emergency and has set a target of achieving net zero carbon by 2050 and reducing carbon emissions by at least 68% by 2030 as part of its aim to 'build back greener'. This coupled with objectives to level up the economy means that reliance on traditional transport economic analysis to determine if a scheme is value for money needs to take wider impacts into account.

The investment, time, and energy following years of planning are now wasted. We want Government to fund the new economic growth plans needed now that NPR and HS2 are not at their heart.

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<sup>26</sup>Page 60 - <https://hs2east.co.uk/wp-content/uploads/2021/08/Volterra-HS2-Eastern-Leg-NICInput-REISSUE-1.pdf>

<sup>27</sup> TfN NPR strategic outline case – unpublished.

## Appendix 1 - List of evidence

The following is a list of evidence (hyperlinked) that should be reviewed when considering the IRP proposals:

- NPR draft Strategic Outline Case + supporting documents (not in the public domain - requested from TfN)
- [HS2-East-Prospectus-2021.pdf \(hs2east.co.uk\)](#)
- [hs2-east-campaign-report-mind-the-gap-2021-digital.pdf \(hs2east.co.uk\)](#)
- [Leeds City Region HS2 Growth Strategy - West Yorkshire Combined Authority \(westyorks-ca.gov.uk\)](#)
- [EFT Report FINAL web.pdf \(transportforthenorth.com\)](#)
- <https://thebestcommunications.com/uncategorized/integrated-rail-plan-study-of-thousands-of-train-journeys-shows-six-worst-connected-cities-are-in-the-north-and-midlands/>
- <https://www.gov.uk/government/news/massive-boost-to-rail-services-brings-northern-powerhouse-to-life>
- <http://news.bbc.co.uk/1/hi/england/7167073.stm>
- <https://www.westyorks-ca.gov.uk/media/4240/draft-west-yorkshire-economic-recovery-plan.pdf>
- <https://westyorkshire.moderngov.co.uk/documents/s18435/Item%209%20-%20Inclusive%20Growth%20Framework.pdf>
- [https://www.northernpowerhousepartnership.co.uk/wp-content/uploads/2021/10/FINAL-3541\\_WhitePaper\\_MW\\_NorthernPowerhouseRail.pdf](https://www.northernpowerhousepartnership.co.uk/wp-content/uploads/2021/10/FINAL-3541_WhitePaper_MW_NorthernPowerhouseRail.pdf)
- <https://www.bradford.gov.uk/regeneration/northern-powerhouse-rail/northern-powerhouse-rail-plans-for-bradford-city-centre>
- <https://www.westyorks-ca.gov.uk/media/2804/hs2-growth-strategy-20122017.pdf>
- <https://hs2east.co.uk/wp-content/uploads/2021/10/hs2-east-campaign-report-mind-the-gap-2021-digital.pdf>
- [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/568309/strategic-alternatives-to-hs2-phase-2b-atkins-report.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/568309/strategic-alternatives-to-hs2-phase-2b-atkins-report.pdf)
- <https://transportforthenorth.com/press-release/leaders-agree-final-northern-powerhouse-rail-plan/>
- <https://transportforthenorth.com/wp-content/uploads/Northern-Powerhouse-Rail-Connect.pdf>

## Appendix 2 – HS2 East partners ask

### **Common asks across the HS2 East partnership are that government:**

- Shares fully and immediately the technical work undertaken to support the IRP in order to help partners understand the rationale and shape the further work required locally and nationally to deliver the plan.
- Works with local partners to rapidly develop a clear plan showing how delivery of the IRP proposals will be accelerated and benefits realised sooner; this should take account of the need to ensure sufficient capacity in the sector and the role of Greater British Railways in the future implementation process.
- Scope, commission and undertake the further study(s) for bridging the gap between the East Midlands and Leeds as quickly as possible with clear milestones and collaborating with local partners at key stages including providing a clear position with a deadline for a final decision on safeguarding.
- Support the reviews of local and regional growth strategies that are now required, through both direct funding and sharing of methodologies to ensure alignment with future HMT consideration of proposals.
- Takes an integrated approach to upgrades and electrification to minimise disruption, provide for future services including HS2 (including the hybrid Bill) and enable sharing of best practice along routes including collaboration between Network Rail and local partners and provide clarity on the timescales and scope for all proposals for existing routes.
- Sets out how connectivity between the midlands and the north can be improved in line with the original NPR/HS2 proposals and how capacity will be provided in the long term given the need to see more freight services and regular services and the use of existing lines within the IRP.
- Rapidly confirms plans for local schemes and how these will be delivered alongside the IRP proposals
- ensuring that the skills system is funded and geared up to deliver the construction, engineering, maintenance, town planners, highways, etc professionals to deliver.
- Works closely with the HS2 East Technical Working Group to undertake a study to determine the future maintenance depot and stabling facilities considering all of the originally planned depots for HS2 from Birmingham to the North East. This group has previously reviewed the stabling requirements and submitted a report to DfT.
- Commits that all future major timetable changes on the East Coast Mainline, Midland Mainline and Trans Pennine Route must have an accompanying infrastructure plan.