

Report to: Transport Committee

Date: 4 March 2022

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:	
Are there implications for equality and diversity?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No

1 Purpose of this report

- 1.1 To provide Transport Committee with relevant updates on current issues not covered elsewhere on the agenda.

2 Information

Transport for the North matters

Transport for the North Board

- 2.1 The Transport for the North (TfN) Board met in Manchester on 25 January 2022.
- 2.2 This meeting considered the following substantive items:
- **TfN Appointments** where the Board agreed the appointment of Lord Patrick McLoughlin as the new Independent Chair. The appointment commenced on 26 January. Lord McLoughlin is a former Secretary of

State for Transport. The Board also agreed the appointment of an interim Finance Director.

- **Integrated Rail Plan** where members were updated on the latest information published by DfT in support of the Integrated Rail Plan (IPR), the proposed TfN response to the Transport Select Committee call for evidence and latest position on co-sponsorship of the Northern Powerhouse Rail project. Overall, Members supported TfN's approach, and the need to continue to make the case for the Board's preferred Northern Powerhouse Rail (NPR) network, and the strong evidence base that underpins this. TfN continues to work with DfT to bring discussion on the co-sponsorship of NPR to a conclusion.
- **Budget and Business Planning** where members were updated that TfN has not yet received confirmation of its core budget for 2022/23. This uncertainty is compounded by a lack of clarity over the scale of staff transfers to DfT as part of the change in co-client arrangements for NPR. This is having an acute impact on business planning and the need to set a budget for the forthcoming financial year. TfN continues to work with DfT to resolve the situation.
- **Rail Investment Planning** which provided an update on rail investment planning matters and sought sign-off to TfN's proposed response to the While Industry Strategic Plan (WISP) response. Investment priorities to address network issues around Leeds and Bradford were highlighted, together with an approach being developed for the East Coast Main Line north of York. It was noted that a programme update on the Rail Network Enhancements Programme (RNEP) is awaited.
- **Rail Business Planning** where members received an update on business planning for Northern and TransPennine Express, which are the operators co-managed via TfN. It was made clear in discussion that less revenue support is available from DfT in future years. Members expressed concerns about the implications for this, including the role of staff on stations and on trains, and the need to protect service levels.

New Independent Chair visit

- 2.3 Following his appointment as Independent Chair of TfN's Board and Partnership Board, Lord Patrick McLoughlin made a visit to West Yorkshire on 14 and 15 February, along with the Chief Executive, Martin Tugwell.
- 2.4 They met with Sir Roger Marsh and Mark Roberts from the LEP Board in Leeds on 14 February, and the following day met with the Mayor, Cllr Hinchcliffe, and Cllr Lewis in Bradford.
- 2.5 These meetings provided an opportunity to discuss West Yorkshire's priorities for TfN and for transport investment in the North. The discussions covered the review of the Northern Powerhouse Independent Economic Review, and the value that TfN adds by allowing the North to speak with one voice on the importance of transport investment.

- 2.6 The implications of the Integrated Rail Plan, and future studies for HS2 were also discussed, as well as the important multi-modal role of TfN, including through the forthcoming review of the Strategic Transport Plan. The valuable role now performed by TfN's Analytical Framework in making a strong investment case for transport projects was also recognised.

Rail North Committee

- 2.7 Rail North Committee has not formally met since the meeting of 15 December 2021, as reported at the last Transport Committee. An informal session was held with Committee members in early January to consider operator business plans, which was covered at the subsequent TfN Board meeting, and summarised above.
- 2.8 The next meeting of the Rail North Committee is scheduled for Wednesday, 9 March 2022.

Transport for the North draft Freight and Logistics Strategy

- 2.9 TfN launched a public consultation on its draft Freight and Logistics Strategy for the North of England in January 2022. The strategy has been in development throughout 2021, with engagement from officers from TfN's partner authorities, including West Yorkshire. A link to the draft Strategy is provided in **Background Documents**.
- 2.10 The Strategy brings a welcome focus to the important role of the freight and logistics sector in the North. It includes helpful analysis of the key issues and opportunities and has a strong link to the recently agreed TfN Transport Decarbonisation Strategy. The Strategy underlines the importance of growing mode share for rail and inland waterways, as well as the need to decarbonise road-based freight vehicles, as well as the freight benefits for rail electrification.
- 2.11 The Strategy also brings into sharp focus the need to secure a gauge-cleared rail route across the Pennines to release the significant market potential of intermodal freight. This will deliver sectoral efficiency, contribute to decarbonisation, and help northern ports fulfil their full market potential. There is an underlying narrative regarding the need to ensure the growth in rail freight traffic is properly accounted for in rail network planning.
- 2.12 Once agreed, the next steps will be to establish an action plan. Together with other recent strategy work from TfN, the Freight and Logistics Strategy will inform the update of the Strategic Transport Plan taking place throughout 2022.
- 2.13 A copy of the West Yorkshire response to the consultation is included at **Appendix 1**. This was subject to review and input from officers at partner authorities in West Yorkshire.

Transport for the North Transport Decarbonisation Strategy

2.14 In December 2021, TfN launched the first regional Transport Decarbonisation Strategy (see **Background Documents**), outlining its target of near-zero carbon emissions from surface transport by 2045. It is the first time a regional strategy of this type has been produced, bringing together the region's leaders to speak out with one voice on the climate emergency and how the transport sector must act to address the challenge.

2.15 The wider action plan within the strategy covers:

- Encouraging modal shift towards more sustainable ways of travelling, such as public transport and active travel
- Zero emission vehicles, including cars, HGVs, and buses, with a comprehensive network of charging facilities to support their wider use.
- The decarbonisation of the rail network through electrification
- The use of hydrogen and alternative fuel vehicles
- Opportunities for decarbonisation in the freight industry
- Reducing the embodied carbon within new transport infrastructure development.

2.16 The Decarbonisation Strategy sets out a measurable, evidence-based and time-bound Decarbonisation Trajectory, which starts at 'where we are now' and travels towards alignment with the objectives of the Paris Agreement. The shape of the curve is dictated by a series of interim emissions reduction milestones that ensure a rate of progress aligned to the Climate Change Committee's Carbon Budget as a minimum.

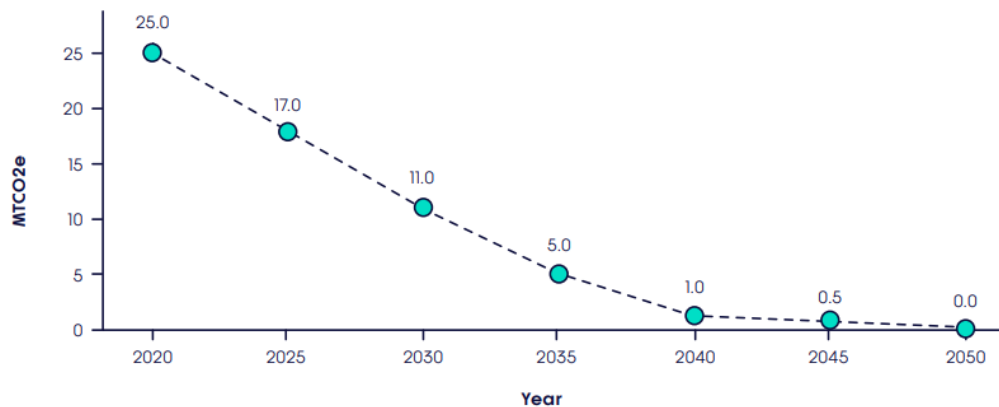


Figure 2: TfN's Decarbonisation Trajectory

2.17 The Decarbonisation Trajectory headlines include:

- A 56% reduction in emissions from 2018 to 2030, achieved mostly through mode-shift and demand reduction
- A 96% reduction in emissions from 2018 to 2040, reflecting longer-term decarbonisation measures, such as a high proportion of zero-emissions vehicles in the vehicles fleet

- A close to zero date of 2045 for carbon emissions from surface transport in the North.
 - A national carbon budget of approximately 290 mega-tonnes of CO₂ from 2018 to 2050.
- 2.18 The strategy lays out the North's minimum expectations in relation to both local and national decarbonisation policy ambitions and is intended to provide an overarching framework for local partners across the region to meet their decarbonisation responsibilities and ambitions through a coordinated effort.
- 2.19 This work also highlights the strength of TfN's analytical capability, helping identify priority areas for electric vehicle charging points and making sure carbon impacts are properly considered in investment planning. It also utilises TfN's Future Travel Scenarios to ensure it is futureproofed for a diverse range of possible scenarios.
- 2.20 The Combined Authority supports the recommendations made within the Strategy as it provides a strong context for us to achieve our net zero ambitions across West Yorkshire.

Active travel and highway updates

Launch of Active Travel England

- 2.21 DfT confirmed the launch of a new executive agency, Active Travel England (ATE) on 24 January. The agency will be based in York and will manage the national active travel budget, awarding funding for projects which meet the new national standards set out in 2020. Alongside, the appointment of Chris Boardman MBE as the first Active Travel Commissioner for England was confirmed.
- 2.22 It is anticipated that ATE will have a role in promoting design guidance for cycling and walking infrastructure and provide advice to improve scheme design and implementation. Work will now progress to establish the new agency, which is expected to become fully operational later in 2022. Further details of the announcement are included in **Background Documents**.

The Highway Code update

- 2.23 Updates to the Highway Code came into effect from 29 January 2022. The changes are intended to enhance safety for all road-users, particularly those most at risk. This includes a new hierarchy of road-users to ensure that quicker or heavier modes of travel have the greatest responsibility to reduce the danger or threat they may pose to others on the road.
- 2.24 The changes follow a consultation on a review of the Highway Code to improve road safety for cyclists, pedestrians, and horse riders during summer 2020. The review of the Highway Code arose from Government's Cycling and Walking Safety Review and action plan published in November 2018.

Responses submitted to the Safety Review identified changes to the Highway Code as important in improving pedestrian and cycle safety.

2.25 The Combined Authority's own response to the Cycling and Walking Safety Review, submitted in June 2018, developed through Transport Committee suggested that government could use a review of the Highway Code to consider proposals being developed by cycling and walking stakeholder organisations that would improve safety, including around priority for pedestrians and cyclists at side roads.

2.26 The changes to the Highway Code relate to:

- **Hierarchy of road users:** The introduction section of The Highway Code has been updated to include 3 new rules about the new 'hierarchy of road users'. The hierarchy places those road users most at risk in the event of a collision at the top of the hierarchy.
- **People crossing the road at junctions** The updated Code clarifies and updates existing rules around priority, including that when people are crossing or waiting to cross at a junction, other traffic should give way
- **Walking, cycling or riding in shared spaces** - new guidance is included in the updated Code in the code about routes and spaces which are shared by people walking, cycling and riding horses.
- **Positioning in the road when cycling** - the Code includes updated guidance for people cycling about positioning themselves, including that cyclists should ride in the centre of the lane in certain situations
- **Overtaking when driving or cycling** - updated guidance on safe passing distances and speeds for people driving or riding a motorcycle when overtaking vulnerable road users, including leaving 1.5 metres when overtaking cyclists, and 2 metres when overtaking people riding horses
- **People cycling at junctions** the updated Code includes clarifications and new advice on cyclists using junctions with and without cycle-specific facilities
- **People cycling, riding a horse and driving horse-drawn vehicles on roundabouts** to clarify and provide additional guidance on how motorists should act when encountering cyclists or horse riders using a roundabout
- **Parking, charging and leaving vehicles** - The code recommends a new technique when leaving vehicles, and sets out new guidance on using electric vehicle charging points.

2.27 Links to a summary of the key changes and the new Highway Code are provided in the **Background Documents**.

Smart Motorways

2.28 The Transport Select Committee published the outcome of its inquiry into Smart Motorways in November 2021, and the government provided a response on 12 January 2022 (see **Background Documents**). The Committee's report called on government to pause the rollout of all-lane running Smart Motorways until five years of safety and economic data is

available and safety improvements have been delivered and independently evaluated.

- 2.29 The government's response agreed to pause further roll-out of smart motorways (including upgrading dynamic hard shoulders to all-lane running) until 5 years of safety data is available. It also confirmed that current stretches of smart motorway will be reviewed and further updated in line with latest best-practice with a commitment to £900m to achieve this, including £390m for additional emergency areas. These updates will include the stopped vehicle detection technology which is part of the latest specification.
- 2.30 All lane running and 'smart motorway' technology has been used to increase the capacity of motorways, including sections of the M1 and M62 in West Yorkshire. The reviews follow concerns regarding the safety of all lane running on motorways, including instances of lives being lost. Carriageway space previously reserved for a continuous hard shoulder is reallocated for dynamic or permanent use as a running lane alongside provision of emergency areas for stopped vehicles.

Rail updates

Access for All

- 2.31 The Department for Transport (DfT) has opened the opportunity to bid for stations to be included in the next Control Period's (CP7 2024-29) Access for All nominations. The nominations are led by the train operating company in consultation with key stakeholders including the Combined Authority. The Access for All Programme nationally funds the delivery of rail station improvements including lifts/ramps/footbridges to provide an obstacle free, accessible route to and between platforms. As part of the previous round of funding (CP6 2019-24) schemes are currently being developed at Garforth, Menston, Todmorden and from the Mid-Tier Programme Pontefract Monkhill.
- 2.32 The DfT sets the criteria for assessment of station nominations. Based on these criteria the proposed stations for nominating are Ben Rhydding, Knottingley, Shepley, Honley, Horsforth, Guiseley and Keighley (subject to the outcome of option selection feasibility work to support the nominations).
- 2.33 No stations on the route on the Transpennine Route Upgrade (TRU) are to be included in the Combined Authority's station nominations. Network Rail has confirmed that all stations on the route are in line to become step-free under TRU subject to full approval for funding in the next business case gateway.
- 2.34 The Combined Authority will work together with Northern to develop the supporting information for the station nominations for submission by the DfT's deadline 15 April 2022.

Manchester Recovery Taskforce and TransPennine Express Timetable Consultations

- 2.35 As reported to Transport Committee previously, it was confirmed in October 2021 that an 'Option B+' had been selected as the preferred approach to revising timetables in response to the Manchester Recovery Task Force work. The detailed timetable consultation was published by rail operators on 15 November 2021.
- 2.36 TransPennine Express also consulted in parallel on a proposal to change the origin / destination of some of its services east of Leeds. This involves the Scarborough – Liverpool service and Hull – Manchester service, to establish a Scarborough – Manchester and Hull – Liverpool service. The Combined Authority provided a single response to these linked consultations.
- 2.37 The Combined Authority response:
- Restates the fundamental position that the timetable changes can only be considered acceptable in parallel with meaningful commitments to infrastructure investment to allow reliable operation of the originally planned services (per the response to the March 2021 consultation).
 - As a driver for the changes, the need to clearly demonstrate that the December 2022 proposals will deliver reliable service patterns.
 - The priority attached to providing a half-hourly service throughout the day at Slaithwaite and Marsden.
 - The need to ensure the proposals are compatible with both the reintroduction of the Huddersfield – Wakefield – Castleford services throughout the day, and the proposed new station at Elland.
- 2.38 A copy of the final submission to the detailed timetable consultations is attached at **Appendix 2**. It is expected that revised timetables will be introduced from December 2022.

Great British Railways headquarters competition

- 2.39 On 4 October 2021, the Secretary of State for Transport announced that a competition will take place to find a location for the headquarters of Great British Railways (GB Railways) outside of London. On 5 February 2022, DfT and the Great British Railways Transition Team confirmed details of the public competition with guidance for completing expressions of interest.
- 2.40 Great British Railways will own rail infrastructure, receive the fare revenue, run and plan the rail network and set most fares and timetables under the plans announced as part of the Williams-Shapps Plan for Rail White Paper. This will include taking over the role of Network Rail, various industry-wide bodies and some of the functions of the current train operators. The GB Railways Transition Team is taking early steps to establish the new organisation and

recently ran a call for evidence a new Whole Industry Strategic Plan (See **Item 9**).

- 2.41 The vision is for GB Railways to be a highly devolved organisation, with most decision-making and budgets controlled regionally. Nonetheless, GB Railways will require a headquarters location, and this will be strategically important for the town or city that is chosen to host it.
- 2.42 Wakefield and City of York councils are preparing expressions of interest to submit to the competition by the deadline of 16 March 2022. The next stages of the competition will include an advisory public vote alongside detailed evaluation of shortlisted locations during May 2022.
- 2.43 The location is expected to be confirmed by the Secretary of State in summer 2022. Further details and background to the competition are included on the Great British Railways Transition Team website (see **Background Documents**).

3 Tackling the Climate Emergency Implications

- 3.1 It is essential that the public transport and walking and cycling networks continues to provide access to employment, training and leisure opportunities across West Yorkshire so that modal shift to public transport and active modes can happen
- 3.2 The TfN Transport Decarbonisation Strategy provides a valuable strategic framework for addressing the Climate Emergency as local programmes and priorities are developed to achieving the modal shift required to meet our ambitious targets locally.

4 Inclusive Growth Implications

- 4.1 The transport network continues to provide access to employment and training opportunities across West Yorkshire, and opportunities for this continue to be explored as part of the initiatives outlined in this paper. The TfN Transport Decarbonisation Strategy refers to capitalising on the associated commercial opportunities.

5 Equality and Diversity Implications

- 5.1 It is important that the transport network addresses the accessibility needs of all communities across West Yorkshire. Equality and diversity are being addressed as part of individual projects and policies. The changes proposed to the Highway Code are welcome to increase the safety and accessibility of active travel modes.
- 5.2 The Access for All schemes will continue to increase the accessibility of the railway for all users.

6. Financial Implications

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

7. Legal Implications

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

8. Staffing Implications

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

9. External Consultees

9.1 No external consultations have been undertaken.

10. Recommendations

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

11. Background Documents

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

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

TfN Draft Freight and Logistics Strategy for consultation, available on the Transport for the North website, via this link:

<https://transportfornorth.com/freight-logistics/>

TfN Transport Decarbonisation Strategy is available via this link:

<https://transportfornorth.com/decarbonisation/>

New executive agency Active Travel England launches, Written statement to Parliament, 24 January 2022, available here:

<https://www.gov.uk/government/speeches/new-executive-agency-active-travel-england-launches>

The Highway Code: 8 changes you need to know from 29 January 2022, available here: <https://www.gov.uk/government/news/the-highway-code-8-changes-you-need-to-know-from-29-january-2022>

The Highway Code is available here:

<https://www.gov.uk/browse/driving/highway-code-road-safety>

Rollout and Safety of Smart Motorways, Third Report of Session 2021-22, Transport Select Committee, 2 November 2021, available via this link:

<https://publications.parliament.uk/pa/cm5802/cmselect/cmtrans/26/report.html>

Government to pause rollout of all lane running motorways, Written statement to Parliament, 12 January 2022, available here:

<https://www.gov.uk/government/speeches/government-to-pause-rollout-of-all-lane-running-motorways>

Rollout and safety of smart motorways: Government Response to the Committee's Third Report, 12 January 2022, available via this link:

<https://publications.parliament.uk/pa/cm5802/cmselect/cmtrans/1020/report.html>

National headquarters competition for Great British Railways, Competition guide for applicants, available here: <https://gbrtt.co.uk/hq/>

12. Appendices

Appendix 1 West Yorkshire consultation response to the draft Freight and Logistics Strategy

Appendix 2 West Yorkshire consultation response to Manchester Recovery Taskforce and TransPennine Express timetable consultations