

**Report to:** Transport Committee

**Date:** 14 October 2022

**Subject:** **Transport Policy Update Report**

**Director:** Liz Hunter, Interim Director of Policy and Development

**Author:** Helen Ellerton, Interim Head of Transport Policy

Is this a key decision?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for call-in by Scrutiny?	<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Does the report contain confidential or exempt information or appendices?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
If relevant, state paragraph number of Schedule 12A, Local Government Act 1972, Part 1:	
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 a quarterly update on relevant transport policy developments not covered elsewhere on the agenda.

## 2. Information

### New Prime Minister and Ministers

- 2.1 The Mayor has written letters to the new Prime Minister and Secretary of State for Transport to set out West Yorkshire's transport priorities, including on levelling-up, bus and rail recovery, delivery of Northern Powerhouse Rail (NRP) in full and devolution of funding and powers. This includes a request for a meeting with Anne-Marie Trevelyan MP, the new Secretary of State for Transport.
- 2.2 The new Prime Minister was clear during her campaign and subsequently that she supports the case for the full Northern Powerhouse Rail network, including the new line between Manchester and Leeds via central Bradford. The Mayor and Leaders will press to ensure this commitment is honoured.
- 2.3 A 'mini-budget' was held on Friday, 23 September and included publication of The Growth Plan 2022 (see **Background Documents**). This included commitments to accelerate key transport projects around West Yorkshire,

including Transpennine Route Upgrade, Leeds Station Enhancement, Northern Powerhouse Rail, new stations at White Rose and Thorpe Park, West Yorkshire Mass Transit, Leeds City Centre Cycle Improvements, and A650 Tong Street, Dawson's Corner Junction and Stanningley Bypass.

- 2.4 These announcements represent a welcome commitment from the new Administration to support delivery of important transport projects in West Yorkshire such as the Mass Transit scheme and Northern Powerhouse Rail. The Combined Authority and its partners look forward to working with government to develop the measures to accelerate these projects.

### **Transport for the North updates**

#### **Transport for the North Board**

- 2.5 The Transport for the North (TfN) Board met for its Annual Meeting on 30 June. This meeting considered the following substantive items:
- **TfN Business Planning and Budget** where members approved the Business Plan and Budget / Reserve Strategy for 2022/23. This focuses TfN's activity on revision of the Strategic Transport Plan and continuing via the Board being the 'voice of the North' on transport matters. Provision is also made to support member authorities including via the ongoing management of the Analytical Framework (transport models). The Business Plan also makes provision for ongoing support for the Rail North Partnership arrangements and the arrangements for co-sponsorship of the Northern Powerhouse Rail programme. Members supported the case for TfN to have more than a one-year funding settlement.
  - **Strategic Transport Plan development**, where the Board endorse the structure and principles for the update of TfN's Strategic Transport Plan (STP). Technical work will be ongoing throughout 2022, alongside a refresh of the Northern Powerhouse Independent Economic Review. Consultation is expected on a draft STP in Spring 2023. Members were keen to ensure that the STP embodies a bold and ambitious vision for transport investment in the North.
  - **Rail North Committee update**, where the Board was provided with an update from the last Rail North Committee. Members expressed concern about the potential implications of reduced revenue support for Northern.
  - **Great British Railways update** which included details of the recent consultation on planned legislation to enable rail reform. The Great British Railways Transition Team have been invited to attend the next meeting of the Board.
  - **HS2 Update**, which updates the Board on the latest development of HS2 as it effects the north, most notably changes in the North West. Members reiterated the need for TfN to continue to help champion the need for the Northern Powerhouse Rail project to address the North's ambitions.

2.6 A further meeting of the TfN Board took place on 29 September 2022, covering the following substantive items:

- **TfN's Socially Inclusive Transport Strategy** was agreed. This includes the release of a tool to help evidence transport-related social exclusion, which will help to target policies to address this. Members welcomed the work as a valuable addition to the north's transport evidence base.
- An update was provided on **Connected Mobility**, setting out TfN's ambition to act in an enabling capacity to support local transport authorities in the development of multi-operator ticketing and information initiatives.
- **Integrated Rail Plan update**, where the Board was provided with an update on the Transport Select Committee report and TfN's response. TfN will continue to make a strong case for the delivery of the full NPR network, including a stop in central Bradford on a new line between Manchester and Leeds. The Board is keen for this to emphasise the 'levelling-up' and growth opportunity for the north.
- An update was provided on **Transpennine Route Upgrade**. The Board welcomed the commitment to this project, and the progress being made. Network Rail was challenged to consider if elements of the programme could be delivered more quickly.
- The **International Connectivity Policy Statement** was endorsed. Members supported the overall position, noting the important role that national policy plays in aviation capacity, and offering strong support for measures to help decarbonise aviation.
- A **Rail North Committee Update** was provided. Members expressed their serious concerns about ongoing reliability problems, particularly the level of cancellations and service reductions impacting TPE and Avanti West Coast. Members called for deliverable recovery plans to restore passenger confidence in the railway. See also **Item 13** at this Committee.

2.7 The next meeting of the TfN Board is due to take place on 14 December 2022. A link to papers and webcasts of the TfN Board meetings is provided in **Background Documents**.

2.8 Following agreement to the new budget and business plan in June, TfN has concluded a structural reorganisation. Recruitment to new director-level posts of Rail and Roads Director (also acting as Deputy Chief Executive), Strategy, Policy & Communications Director, and Finance Director has been taking place.

#### Rail North Committee

2.9 Rail North Committee was due to meet on 13 September 2022. However, this meeting was cancelled due to the period of mourning following the death of Her Majesty the Queen.

- 2.10 The members of the Committee have continued to receive updates from the rail operators and Rail North Partnership about the impact of reduced staff availability for a range of reasons. This has led to reduced timetables on Northern over summer and ongoing very poor reliability at TransPennine Express. More information on these matters, including an update on the December 2022 timetable plans is included in the Passenger Experience Update Report at **Item 13**.
- 2.11 The next meeting of Rail North Committee is due on 15 November 2022. A link to papers and webcasts of the Rail North Committee is provided in **Background Documents**.

#### National Highways Road Investment Strategy (RIS) engagement

- 2.12 TfN has commenced initial engagement with its partner authorities on developing recommendations for future investment in the Strategic and Major Road Networks. This will inform TfN's recommendations for the next Road Investment Strategy (RIS3) for the National Highways network.
- 2.13 RIS3 will cover the period 2025 to 2030. The DfT has set the following six strategic objectives to underpin the RIS:
- Improving safety for all
  - Network performance to meet customer needs
  - Improved environmental outcomes
  - Growing the economy
  - Managing and planning the Strategic Road Network (SRN) for the future
  - A technology-enabled and enabling network
- 2.14 TfN proposed to engage Board members on the overall approach to RIS3 at the next Partnership Board meeting in late September. TfN proposes submit its final recommendations to DfT and National Highways in early 2023, following further engagement with partners and sign-off by the TfN Board.

#### **Rail updates**

##### Transport Select Committee Report: The Integrated Rail Plan for the North and the Midlands

- 2.15 The Transport Select Committee (TSC) published a response to the Integrated Rail Plan (IRP) on 28 July 2022, following a call for evidence earlier this year. The TSC is quite hard hitting in its response and asks Government to revisit the IRP evidence. For instance, the TSC state that options which could transform connectivity have not been properly tested. There is emphasis in the TSC response on the negative impacts for Leeds and in particular Bradford, where the report states that the potential for it to be the engine of the Northern Powerhouse is being squandered.

- 2.16 The TSC makes several recommendations, which include a full analysis of the wider economic impacts of the different Northern Powerhouse Rail options, revaluation of the Bradford St James Market station proposal, updated benefit-cost-ratio for the entire HS2 project which includes the Eastern leg to Leeds, a commitment to the redevelopment of Leeds station by 2035 and a plan of action, by September 2022, on how to get HS2 services to Leeds.
- 2.17 A link to the TSC report is provided in **Background Documents**. The Government response to the recommendations made by the TSC was due by 27 September 2022. As noted above, the new Prime Minister committed support to the delivery of the full NPR network, including a new line between Manchester and Leeds via central Bradford during her leadership campaign.

#### West Yorkshire Rail Strategy

- 2.18 The technical work supporting the Rail Strategy is now complete. Officers of the Combined Authority have been engaging with officers from partner authorities, Leaders and Members, as well as industry colleagues in recent months. A draft executive summary and rail strategy will be shared with Transport Committee in the coming meetings with the intention to seek the Committee's approval to consult at the December meeting.

#### Transpennine Route Upgrade

- 2.19 There are a number of key developments on the Transpennine Route Upgrade (TRU) in recent months (links are provided in **Background Documents**):
- The government has approved the Transport and Works Act Order (TWAO) application made by Network Rail to the Secretary of State for the proposed improvements between Huddersfield and Westtown (Dewsbury) on 27 June 2022.
  - On 19 July 2022, the government has made available £959 million of funding to continue to progress the delivery of the Transpennine route upgrade. This funding will enable the design of the upgrade to progress and will enable further on-the-ground delivery of electrification and journey time improvement works, mostly west of Leeds.
  - The National Audit office published a Value for money report on the 20 July 2022 for the Transpennine Route Upgrade programme and confirmed that there is a clear case for Transpennine route electrification
- 2.20 This development suggests that this programme is now in a good position to proceed with greater certainty. The Combined Authority understands that whilst TRU is the largest rail investment this region is going to receive in the coming decade, the scheme will have a huge impact on the lives of people living, working or doing business in the North of England especially during construction phases.

- 2.21 The Combined Authority looks forward to working with rail industry partners to maximise the benefits of the scheme and will continue holding the government and rail industry to account to ensure the plans are delivered to limit disruption to our communities, improve local stopping services and make all stations accessible on this important route. A TRU members' working group will be held in early October so that members could be engaged in the details of this important rail investment project.

### **Electric Vehicle Infrastructure Strategy**

- 2.22 Work is underway with district partners to develop a West Yorkshire electric vehicle chargepoint strategy as part of our wider work on alternative fuel strategies for West Yorkshire. The UK Electric Vehicle Infrastructure Strategy, published in March 2022, sets out a requirement for combined authorities to develop local chargepoint strategies, setting out policies to remove charging infrastructure barriers and accelerate the pace of adoption.
- 2.23 The West Yorkshire strategy will establish the objectives for public electric vehicle infrastructure roll out as well as principles for investment and action plan for accelerating deployment. This work compliments other workstreams by the CA and district partners to advance sustainable vehicle uptake and sits in parallel to work to transition the West Yorkshire bus fleet to a zero emission.
- 2.24 The West Yorkshire Climate and Environment Plan 2021 – 2024 set a commitment to accelerate the deployment of electric vehicle charging points across the region with a focus on ensuring equity in provision. A range of public EV charging infrastructure schemes have already been delivered by the Combined Authority and our Partners, includes the ULEV taxi scheme, delivering over 100 charging points for taxis and public use, alongside additional schemes to deliver public charging at sites across the region such as council owned car parks.
- 2.25 A number of workstreams support the work of a West Yorkshire strategy:
- An **Electric Vehicle Infrastructure Strategy Working Group** has been established which includes officer membership from each of our district partners, and provides a forum for strategy develop, informed by existing district policies, projects and EV aspirations.
  - A **technical study** on the potential for EV charging infrastructure was commissioned by the West Yorkshire Low Emission Strategy Delivery Group. This study focused on demand forecasting, strategic investment priorities and early infrastructure deliverables.
  - **Transport for the North** have developed an Electric Vehicle Charging Infrastructure Framework which includes an evidence base and visualisation tool for use by TfN and partners to assess electric vehicle charging infrastructure requirements.
  - **City Region Sustainable Transport Settlement (CRSTS)** contains funding for a number of EV infrastructure schemes, including charging points in residential areas through the decarbonisation pilot programme,

and in EV charging for car clubs and e-bike charging through the integrated and shared transport.

- 2.26 The strategy will set out the aims, objectives and principles for investment for electric vehicle infrastructure in West Yorkshire and include an action plan for infrastructure delivery. The purpose of the document is to guide investment decisions for future funding opportunities as well as provide design guidance for electric vehicle chargepoints to ensure provision meets the needs of those who live and work in West Yorkshire, and ensure equity of access across region.
- 2.27 It is vital that the West Yorkshire Electric Vehicle Infrastructure Strategy aligns with the principles of our Transport Strategy and daughter documents, specifically to support the transition to electric vehicles while also encourage modal shift away from private car use. As such the strategy will include consideration of electric shared transport opportunities alongside charging for private vehicles.
- 2.28 In June 2022, a West Yorkshire bid was submitted to the Local Electric Vehicle Infrastructure (LEVI) Pilot fund to accelerate the rollout of electric vehicle charging for residents without access to off-street parking. Unfortunately, the West Yorkshire bid was not successful, however positive feedback was received from funders and further rounds of funding are expected in 2023. The 9 local authorities that were successful for the LEVI Pilot Fund were: Barnet, Dorset, Durham, Kent, Midlands Connect, North Yorkshire, Nottinghamshire, Suffolk and Warrington

### **West Yorkshire Consultation Responses**

#### **Williams-Shapps Plan for Rail: A Consultation on Legislation to Implement Rail Transformation**

- 2.29 Government published a consultation on 9 June 2022 setting out the legislative proposals to establish Great British Railways. A link is provided in **Background Documents**.
- 2.30 The West Yorkshire response to the consultation is included at **Appendix 1**. The response underlines the ongoing need for rail reform, and in particular:
- That Great British Railways must have an explicit role and remit in contributing to delivery of regional economic, social, and environmental objectives, and to be accountable for doing so. This needs to be reflected in the legislation.
  - To ensure that reform creates the opportunity for the radical simplification needed to ensure that Metro Mayors and their local partners can do business with the railway, and to secure effective joint working.
  - That Great British Railways must increase the cost effectiveness and efficiency of the railway, increasing the case for local co-investment.

- The importance of Great British Railways being managed at arms' length from government.
  - The need to ensure that network investments is better co-ordinated with planning and investment on services, renewals, and operational matters.
- 2.31 The West Yorkshire submission also emphasised support for the overall case for devolution, endorsing the Urban Transport Group (UTG) response. A link to the UTG response is included in **Background Documents**.
- 2.32 Following this consultation, the Government is expected to set out draft legislation in the Transport Bill, anticipated in Parliament in the Autumn. The Queen's Speech indicated that the Transport Bill will also cover provisions relating to self-driving and remotely operated vehicles and the roll-out of electric vehicle charging points.

#### Further Integrated Rail Plan consultations

- 2.33 Responses have also been provided to calls for evidence from the UK2070 commission in relation to the Integrated Rail Plan (IRP) inquiry and also from the Institution of Civil Engineers and the All-Party Parliamentary Group on Infrastructure, on how to accelerate the delivery of the IRP.

#### Transport funding updates

##### City Region Sustainable Transport Settlement

- 2.34 At the January 2022 meeting, Transport Committee members were updated on the preparation of a Programme Business Case for a proposed City Region Sustainable Transport Settlement (CRSTS) programme, which was submitted to Government at the end of January 2022. At its March meeting, the Combined Authority approved progression of the proposed programme and indicative approval to the programme value of £830 million.
- 2.35 Government confirmed the final allocation of £830 million in April 2022 with some conditions and need for some further agreement to finalise the programme. A final programme was submitted in July 2022 offering increased levels of ambition in delivering bus priority in the region supporting delivery of the Bus Service Improvement Plan (BSIP) and the minister confirmed a delivery plan for the final programme on 29 July which is now published on the gov.uk website.
- 2.36 The final CRSTS programme proposes to deliver 71 schemes across 10 programme areas, funded through the £830 million CRSTS funding alongside other sources including TCF, Gainshare, West Yorkshire-plus Transport Fund, Network Rail and Towns Fund. The programme includes a level of overprogramming of around £98 million, reflecting the high scenario proposal originally bid for from CRSTS funding.



- 2.37 A link to the confirmations of allocations and confirmed delivery plans published on the DfT website is provided at **Background Documents**.

### Levelling Up Fund

- 2.38 The Levelling Up Fund (LUF) was originally announced in the 2020 Spending Review as a new cross-departmental fund under the oversight of the Treasury, Department for Transport (DfT) and Department for Levelling Up, Housing and Communities (DLUHC).
- 2.39 The Fund offers a total of £4.8 billion investment over four years (2021/22 to 2024/25) in infrastructure that improves everyday life in England, Scotland, Wales and Northern Ireland and supports town centre and high street regeneration, local transport projects, and cultural and heritage assets. The fund is open to submissions from local and combined authorities.
- 2.40 A second round of funding was launched in March 2022 with a revised deadline of August 2022 and announcement of successful bidders expected in autumn 2022. The Combined Authority is eligible to submit one large transport bid (up to £50 million) with spend needing to be incurred by March 2025 and expectation of at least 10% local contribution. MPs have a formal role in the bidding process to reflect their local perspective and were able to provide formal priority support to two bids for their constituency.
- 2.41 A bid proposal has been developed which proposes a range of measures to support bus and other sustainable transport modes across the region. The proposed package of three schemes combines corridor and targeted hotspots-type highways interventions with improvements to bus stations and stops to enable a safer, more accessible and effective bus network. The total value of the proposed package is £47.25 million, with £41.25 million of LUF funding sought and £6 million of match funding from gainshare and West Yorkshire-plus Transport Fund.
- 2.42 The proposed package bid is made up of three component schemes:
- Two corridor schemes supporting bus journeys with bus priority measures, improvements to journey times for all traffic and provision of better cycling and walking facilities on the A629 North in Halifax (Orange Street roundabout to Ogden), and A639 Park Road in Pontefract. These schemes have been developed to Outline Business Case stage through the West Yorkshire-plus Transport Fund's Corridor Improvement Programme.
  - A bus passenger improvements package – providing safety, accessibility and environmental improvements at bus stations, bus stops and locations of delay for bus services across the region (“bus hotspots”) identified by district partners and bus operators working in partnership.
- 2.43 In June 2022 the Combined Authority authorised the Managing Director to finalise and submit a LUF bid on behalf of the Combined Authority in

consultation with the Mayor and partner authority Leaders and the bid was submitted by the revised deadline of 2<sup>nd</sup> August 2022. An update will be provided to Transport Committee once the outcome of the bid is known.

### Rail Station Accessibility

- 2.44 In March 2022 this Committee was updated on the opportunity to bid for stations to be included in the next Control Period (CP7 2024-29) Department for Transport (DfT) Access for All programme. The nominations are led by the train operating company in consultation with the Combined Authority. The Access for All programme nationally funds the delivery of major rail station improvements including lifts/ramps/footbridges to provide an obstacle free, accessible route to/from and between platforms.
- 2.45 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 at Pontefract Monkhill.
- 2.46 The DfT sets the criteria for assessment of station nominations. Based on these criteria and other local data the proposed stations for nominating are Ben Rhydding, Knottingley, Shepley, Honley, Horsforth, Guiseley and Keighley (in order of priority). As part of the City Region Sustainable Transport Settlement (CRSTS) Rail Accessibility Package the Combined Authority has £5 million for large-scale accessibility improvements. Like the previous rounds of Access for All station nominations will be scored higher by the DfT if supported by match funding. The Combined Authority provided match funding support to the last round of nominations. To help build on the success of the last round £200,000 match funding has been identified to support each of the 7 stations being nominated this round from the CRSTS Rail Accessibility Package totalling £1.4 million. The 7 station nominations are also supported by a 'Letter of Support' by the Mayor of West Yorkshire, Portfolio Lead for Transport and Lead Member for Public Transport. It is anticipated that the DfT will announce stations selected to be part of the Access for All Programme in Spring 2023.
- 2.47 Once the outcome of the Access for All bid is known the Combined Authority will look at options for using the remaining Rail Accessibility Package funding to fully fund large-scale accessibility improvements at a station not selected by the DfT.
- 2.48 No stations on the route on the Transpennine Route Upgrade (TRU) are to be included in the Combined Authority's Access for All 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 at the next business case gateway.

### **3. Tackling the Climate Emergency Implications**

- 3.1 It is essential that both public transport and walking and cycling networks contribute to the mode shift necessary to meet West Yorkshire's ambition to achieve net zero by 2038. This is a key theme that underpins the funding programmes set out, including the CRSTS programme.
- 3.2 The proposals in development as part of the Electric Vehicle Infrastructure Strategy are also an important way the Combined Authority is seeking to achieve decarbonation of road vehicles.

### **4. Inclusive Growth Implications**

- 4.1 The transport network is fundamental to providing access to employment and training opportunities across West Yorkshire, and well as supporting the economic prospects of key centres. This is an underpinning aspect of the Combined Authority's transport development work set out in this report.
- 4.2 The West Yorkshire representation in response to consultation on the legislation to form Great British Railways was explicit on the need for the new railway organisation to be actively responsive to the needs and opportunities of the places it serves, to ensure that the railway contributes inclusive growth objectives.

### **5. Equality and Diversity Implications**

- 5.1 A safe, attractive and affordable transport that addresses the needs of all communities across West Yorkshire is a core objective. The transport policy development work referred to in this report is being subject to equality impact assessment to ensure that equality and diversity impacts are being properly considered. Mass Transit workstreams include development of a specific Equality, Diversity and Inclusion Strategy as set out above.
- 5.2 The Combined Authority continues to make a strong case to ensure Transpennine Route Upgrade delivers accessibility upgrades to the stations along the route, which is now part of the current proposals.

### **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.

10.2 That the Committee endorses the approach for Rail Station Accessibility set out in this report including the identified match funding in support of the Access for All station nominations.

## 11. Background Documents

*The Growth Plan 2022*, HM Treasury, 23 September 2022, available here: <https://www.gov.uk/government/publications/the-growth-plan-2022-documents/the-growth-plan-2022-html>

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/> .

The Transport Select Committee response to the Integrated Rail Plan is available here:

[\*The Integrated Rail Plan for the North and Midlands\* \(parliament.uk\)](#)

*Huddersfield to Westtown (Dewsbury) improvements: Transport and Works Act order*, 27 June 2022, available here:

<https://www.gov.uk/government/publications/huddersfield-to-westtown-dewsbury-improvements-transport-and-works-act-order>

*Transport update: Transpennine route upgrade*, Written statement to Parliament, 19 July 2022, available here:

<https://www.gov.uk/government/speeches/transport-update-transpennine-route-upgrade>

*The Transpennine Route Upgrade Programme*, Report by the Comptroller and Auditor General, 20 July 2022, available here:

<https://www.nao.org.uk/reports/the-transpennine-route-upgrade-programme/>

*Williams-Shapps Plan for Rail: legislative changes to implement rail reform*, CP 660, June 2022 is available on the DfT website here:

<https://www.gov.uk/government/consultations/williams-shapps-plan-for-rail-legislative-changes-to-implement-rail-reform>

*Response to the consultation on legislation to implementation rail transformation from the Urban Transport Group*, August 2022, available from the UTG website here:

<https://www.urbantransportgroup.org/resources/types/consultation-responses/response-consultation-legislation-implement-rail>

Department for Transport City Region Sustainable Transport Settlements confirmation of allocations, April 2022, available here: <https://www.gov.uk/government/publications/city-region-sustainable-transport-settlements-confirmed-allocations>

Department for Transport City Region Sustainable Transport Settlements confirmed delivery plans, July 2022, available here: <https://www.gov.uk/government/publications/city-region-sustainable-transport-settlements-confirmed-delivery-plans-and-funding-allocations>

## **12. Appendices**

Appendix 1 West Yorkshire response to Consultation on Legislation to Implement Rail Transformation