

Report to: Transport Committee

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Subject: **City Region Transport Update**

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

1 Purpose of this report

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

2 Information

Customer Satisfaction Monitoring

2.1 The Combined Authority and its predecessor has since 2002 carried out an annual Tracker Survey to assess changing attitudes to transport in the City Region. The survey follows the same format and methodology each year to enable customer satisfaction to be tracked. 1460 people were contacted for a telephone interview in late 2017. All ratings are made on a satisfaction scales on 1 (low) to 10 (high) and the key findings can be summarised as follows;

- Satisfaction is lowest (below an average score of 6) for the condition of roads, availability of cycle facilities and the affordability of both motoring and public transport. Satisfaction is highest (above 7) for local taxi services, street lighting, and rail stations. Bus stations scored 6.9.
- Satisfaction with bus services was 6.9 a small drop from 7.2 in the previous year. Satisfaction ratings for rail services have remained at 7.

Overall satisfaction ratings are consistent with recent years. The detailed findings will inform the delivery of the Bus Strategy and Transport Strategies for which updates are available on this agenda.

- The survey is also used to track awareness, use and satisfaction with transport information services. The key findings from this part of the survey are an increasing use of mobile devices and social media to obtain information and that use of this media is increasing fastest amongst the over 65s. The detailed findings will inform the updated Travel Information Strategy which will be presented to the Committee later in 2018.
- The survey also looks at passenger confidence in getting the best value from their bus fares. Less than 50% of respondents are confident that they are getting best value. Addressing this finding will be taken up by West Yorkshire Ticketing Company which is seeking to simplify the customer offer with regard to bus fares.

2.2 Transport Focus is the independent consumer watchdog for the transport industry. It carries out annual customer surveys for a range of transport modes. The Transport Focus carried out its Annual Bus Passenger Survey in December 2017. This is a nationwide survey within which the Combined Authority commissions an additional sample in West Yorkshire to inform its bus strategy implementation. The results of the survey will be published on 15 March 2018, a verbal update will be provided to the meeting.

Connecting Leeds

2.3 Connecting Leeds is the name and brand for the implementation of the Leeds Transport Strategy which incorporates the £173.5m million Leeds Transport Investment Programme and the various schemes planned under the West Yorkshire Plus Transport Fund. A launch event was held on 20 February to mark the start of consultation on the first phase of corridor schemes which will provide bus priority and improvements to walking and cycling on the following routes

- A647 Bradford to Leeds via Stanningley, Bramley and Armley;
- A61 North Alwoodley to Leeds via Moortown and Chapel Allerton;
- A58 Oakwood and Roundhay to Leeds via Harehills and St James's Hospital.
- Armley Gyratory –to improve traffic flow and cut congestion.

2.4 The launch event also featured the initial 34 of First's commitment to invest £71m in 284 new buses in Leeds by the end of 2020. The new low-emission Euro 6 diesel buses will initially go into service between Holt Park, Headingley, Beeston and the City Centre and feature "next stop" announcements, wi fi, device charging and leather seating. First has also announced that its service 5 between Halton Moor and the city centre loop will be the first of its routes to convert to electric operation in 2019.

MCard Update

- 2.5 Late in 2017, independent consultants Bus Reinvented assessed all of the transport ticketing schemes in the UK. The City Region's MCard scheme was rated on par with London for the highest range of retail and payment options available to customers. In summer 2017, the MCard app was launched enabling Mcard holders to top up their smart card using their phone. This is the first app of its kind to offer this functionality. In less than six months, customers have already spent over half a million pounds topping up their Cards. The most popular time for sales is between 8 and 9pm on Sundays when young people are organising themselves for the week ahead at school or college with 25% of sales being placed via the app for products aimed at this market.

Real Time Bus Passenger Information Display Upgrade

- 2.6 In April 2017, the Transport Committee approved expenditure of £1,963K from the Local Transport Plan Implementation Plan 3 capital programme for the Real Time Bus Passenger Information Display Refresh Project. Work will commence in April to upgrade the 310 larger three line LED displays found at the busier stops and to replace the 740 smaller "TV sized" LCD displays found at less busy stops with brighter LED displays.

Transforming Cities Fund Update

- 2.7 The Chancellor announced in the November 2017 Budget, the 'Transforming Cities Fund' (TCF) – A £1.7 billion fund "to support intra-city transport, will target projects to drive productivity by improving connectivity, reducing congestion and utilising new mobility services and technology".
- 2.8 In the Budget, the Chancellor set out that "half will be allocated via competition for transport projects in cities and the other half will be allocated on a per capita basis to the 6 combined authorities with elected metro mayors." The Budget set out allocations:
- 2018/19: £140m
 - 2019/20: £355m
 - 2020/21: £485m
 - 2021/22: £1,010m
- 2.9 £850m is unallocated and available to bid for. As a non-mayoral CA, West Yorkshire Combined Authority is anticipated to be able to submit a bid for a proportion of the available funding.
- 2.10 Guidance around the criteria/timing for bidding was expected to be published by DfT early in the New Year but has been delayed to around Easter. Further updates on the Transforming Cities Fund will be provided to Transport Committee once the guidance is released by DfT.

Clean Bus Technology Fund and Zero Emission Bus Development

- 2.11 On 13 February 2018 the Department for Environment, Farming and Rural Affairs (DEFRA) announced that the West Yorkshire Combined Authority and Leeds City Council have been successful with their applications to the £40 million Clean Bus Technology Fund. West Yorkshire bus operators will be provided with £4.2 million in capital grant funding to ensure 231 older, more polluting buses achieve a Euro VI emission standard (or better) from the fitment of emission control technology. This represents approximately one quarter of the West Yorkshire bus fleet.
- 2.12 It is anticipated the project will remove over 52 tonnes of Nitrogen Dioxide emissions from the bus fleet and £23.9 million in environmental and health benefits over a five year period. This will deliver air quality improvements across West Yorkshire and help bus operators achieve compliance with the proposed Class B Clean Air Zone emission standards for Leeds. The applications were developed through the West Yorkshire Bus 18 Partnership - launched in 2016 to improve bus services for passengers through a number of pledges, including the reduction of emissions through more environmentally-friendly buses.
- 2.13 The Combined Authority has successfully delivered government funding for retrofit emission control technology previously, including 119 MyBus yellow school buses and 26 Access Buses in 2014 and 2015 through the Clean Bus and Clean Vehicle Technology Funds.
- 2.14 The scheme supports the Leeds City Region economic priorities for inclusive growth by creating quality places through improved public transport services and delivers the West Yorkshire Transport and Bus Strategies by significantly reducing bus fleet emissions.
- 2.15 To support further reductions in bus fleet emissions and move towards cleaner energy consumption, the Combined Authority is commencing work to develop an alternative fuel/zero emission bus delivery plan for West Yorkshire in partnership with bus operators. The work will identify opportunities to overcome existing barriers to investment in alternatives fuels and zero emission technology.

Recent bus service changes

- 2.16 The bus service change date on 17/18 February was one of the busiest experienced by the Combined Authority requiring changes to information at over 8,000 bus stops (55%). Whilst most service changes were adjustments to timetables improve reliability and punctuality. Route changes were made by First to services in the Gilstead and Eldwick area of Bradford District and by Arriva to its services between Dewsbury and Halifax.
- 2.17 The changes to Arriva services would have removed the bus link between Mirfield and Brighouse which would have restricted access to a number of employment sites. Passenger use on this section of route was sufficient under

the Combined Authority's guidelines to justify action to maintain the link. Arrangements were therefore made with Yorkshire Tiger to fund the maintenance of this link at a marginal cost to the Combined Authority.

Network Rail Strategic Business Plan

- 2.18 Network Rail has submitted its strategic business plan for control period 6 (CP6) detailing how it expects to spend the £47 billion allocated to it by the UK Government between 2019 and 2024. The primary focus for spending is on improving day to day operations, maintenance and renewals.
- 2.19 It has allocated £10 billion for enhancements to the rail network but the majority of this is to cover committed schemes carried over from control period 5, including the proposed Trans-Pennine route upgrade. The City Region is covered by the London North Eastern & East Midlands Route strategic plan and this highlights the need to cater for a 15% growth in train services and a corresponding increase in passenger numbers in CP6. This is as a result of the introduction of new trains and additional services that were specified in the last round of rail franchises.
- 2.20 A major concern is that the plan states that they will be unable to meet the train performance targets specified by the Train Operating Companies (TOC's) and in particular those relating to the East Coast Main Line (ECML). They indicate that the baseline funding is not enough to cover a significant programme of renewals which is required on the ECML, which was electrified in 1991 but has not had its signalling renewed since the 1970's and track since the 1980's. Network Rail has set out a number of options in the business plan, which range from £66 million to £1.5 billion which could drive incremental performance improvements on the ECML route but have no identified funding.
- 2.21 The strategic business plan is open for consultation until 6th March and the Combined Authority will seek opinions from transport committee members prior to responding to the Office of Road and Rail highlighting concerns around ECML funding and train performance targets.

May 2018 rail timetable change

- 2.22 On 20 May 2018 significant changes are due to take place to rail services, including on many Arriva Rail North (ARN, i.e. Northern) routes and on the main Trans-Pennine Express (TPE) Liverpool – Manchester – Leeds – Hull / Scarborough / Newcastle / Middlesbrough lines. These are supposed to include the major changes originally scheduled for December 2017, which bring in a number of improvements for Leeds City Region services. As previously reported to Transport Committee, the December 2017 changes were delayed to May 2018 due to a number of issues with Network Rail enhancement works around the country. Examples of service improvements scheduled to be delivered in May 2018 include:

- Leeds – Harrogate: increase from 2 trains/hour (tph) to 4tph (daytimes)
- Calder Valley: through trains to Manchester Airport and Chester
- Huddersfield: Trans-Pennine Express (TPE) fast trains to move to more regular timetable, and TPE to take over most stopping services
- Extra weekday hourly train Knottingley – Pontefract – Wakefield – Leeds
- Extra Sunday trains on several routes
- Various improvements to first and last services

2.23 However, further delays to Network Rail works (especially electrifying the Manchester – Preston line, which would free up diesel trains) have compounded an already severe shortage of diesel trains. This means that many of the May 2018 service improvements may not now happen until later – possibly not until the December 2018 timetable change (i.e. a year later than originally expected).

2.24 Because of this last-minute change, both ARN and TPE are still working with Network Rail on finalising their May 2018 timetables, and we therefore still have no clarity as to what will operate. We expect that it will be the first week in March before we receive confirmation of the services that will run.

2.25 In this context, we have continued to work with both train operators to try to address issues with the earlier draft timetables we had seen and improve passenger services, but we cannot yet know whether we have been successful. Examples include (but are not limited to) additional stops at Kirkstall Forge, and avoiding a potentially worse service for Slaithwaite and Marsden.

2.26 It is therefore likely that we will be in a position to provide a further update by the date of the actual Transport Committee meeting itself on 16 March.

Apperley Bridge and Kirkstall Forge Stations One-year On Post Opening Evaluation

2.27 The first draft of the evaluation work undertaken on the new stations at Apperley Bridge and Kirkstall Forge has been received. The final version will be completed following further work and feedback. However the underlying analysis presents a strong picture of the performance of these new stations compared to the initial business plan. Highlights include:

- Performance at Apperley Bridge is now in line with expectations, but initially grew faster than forecast. The primary limit on demand now being the size of the car park. Abstraction (existing rail passengers transferring from other stations) appears to be lower than forecast. Significant abstraction was observed at Shipley station, but passenger numbers at that station are still growing, indicating overall that the new station at

Apperley Bridge has created the opportunity for many more people to use Shipley station resulting in significant new rail patronage. This strongly suggests there is suppressed demand for rail travel (i.e. more people would use the rail service if there were access and / or capacity).

- Kirkstall Forge station is recording around double the patronage forecast at this stage. The surveys took place before the new commercial development opened, which we understand is now attracting significant additional rail trips. As with Apperley Bridge, anticipated abstraction from other stations is significantly lower than forecast, indicating more users are new to rail than predicted. Notably, the survey work was undertaken prior to the incremental increase in peak-hour services that was secured in December 2017. This underlines the strong case for a full half-hourly service from May 2018 (see para 2.25).

- 2.28 A specific fear was that Kirkstall Forge station may abstract passengers from buses on the A65 Quality Bus Corridor. However, the surveys appear to suggest that bus use on the A65 has grown in parallel. Another fear expressed in modelling work was that the increased journey times associated with the new station stops would put people off using the services further up the lines. Rail patronage has continued to grow at all stations on these lines, so there is no discernible indication that this has been the case, bearing out our view at the time.
- 2.29 Clearly, there are some important messages and lessons emerging from this work, and we expect to be able to present a more detailed report on the evaluation at a future meeting of the Transport Committee.
- 2.30 In terms of our delivery experience, there remain a number of outstanding items to address with Network Rail on Kirkstall Forge and Apperley Bridge stations, together with Low Moor and the Leeds Station Southern Entrance (LSSE). This includes the closure of the final accounts and the completion of the Lessons Learnt (Network Rail GRIP8) sessions for Kirkstall Forge, Apperley Bridge and Low Moor.
- 2.31 Cost overruns on all 4 schemes are anticipated, although the scale of costs payable by the Combined Authority is still being negotiated across the portfolio of projects. The primary causes of the cost overruns can be summarised as follows:
- Kirkstall Forge and Apperley Bridge – additional works undertaken to overhead line, glazing on footbridge, and unforeseen ground conditions.
 - Low Moor – historic mine shaft discovered late in the construction process and repair works to historic gas main.
 - Leeds Station Southern Entrance – unforeseen ground conditions, strengthening of the viaduct, changes in design as required for the safe and practical operation of the entrance.

LCR HS2 Growth Strategy and Leeds Integrated Station Masterplan

- 2.32 Transport Committee last considered the details of the Leeds City Region HS2 Growth Strategy at the meeting in January 2018. The Leeds City Region HS2 Growth Strategy includes a range of workstreams including the Leeds Integrated Station Masterplan ('LISM') and the Leeds City Region HS2 Connectivity Strategy. WYCA continues to support HS2 and the benefits which HS2 will bring to the region.
- 2.33 Since the meeting in January, the strategies have been published on the Combined Authority website^[1] and stakeholder focused engagement has been taking place. The engagement formally ended on 2 March 2018 and analysis around the responses has now started. The conclusions will be reported back to a future Transport Committee meeting.
- 2.34 Much of the feedback received through the engagement has been from key stakeholders. This has included feedback from the Department for Transport / Ministry of Housing, Communities and Local Government. A copy of their response letter is appended to this report. Their response focuses on matters associated with the Leeds Integrated Station Masterplan (which is one of the workstreams of the HS2 Growth Strategy). Their response highlights their willingness and need for ongoing dialogue to address outstanding issues around delivery of LISM, whilst also highlighting a range of caveats.
- 2.35 The positive, multi-organisational collaboration to develop LISM has been an example of industry best practice and reflects Sir David Higgins views around how we all jointly developed LISM following the Yorkshire Hub report and reflect the objectives of HS2 Ltd to deliver "a stronger, more balanced economy capable of delivering lasting growth and widely shared prosperity".
- 2.36 A response to this officer letter from Central Government is currently being drafted and it is recognised by both DfT and MHCLG that further development work around the points highlighted in the letter are required. Meetings with DfT and MHCLG to discuss the letter are being arranged. Key points of the officer response letter are anticipated to include:
- Although sited in Leeds, delivery of LISM, as well as the HS2 Eastern Leg is a key priority for the economy of the region.
 - The Combined Authority continues to support the delivery the Leeds Integrated Station Masterplan and we see the combined Network Rail / HS2 station as a single entity. As such, delivery of LISM continues to require a joined up 'one government' approach as DfT/HM Treasury is the ultimate funder of Network Rail, HS2 Ltd and Northern Powerhouse Rail.
 - We welcome the feedback from DfT / MHCLG and the opportunity to work together to identify key projects which are considered integral components of LISM. We are keen to ensure the points highlighted by Government are reviewed in the context of the 'Station as a single entity' and therefore through a one central government approach, whilst noting that LISM will

be delivered through a cocktail of funding sources across a range of government departments.

- The timescales set out by the DfT for production of business cases for some significant individual components of LISM (by 23 April 2018) look very challenging. Through working with the DfT and MHCLG, we need to better understand the detailed outputs that need to be completed by this deadline. In particular further engagement around the Leeds City Centre Transport Strategy with DfT and HS2 Ltd is required.
- The overall network capacity challenges around Leeds (for example as a result of the combined impact of committed franchise upgrades, Northern Powerhouse Rail and Trans Pennine Route Upgrade) are not currently being considered together as one. Whilst LISM in part focuses on addressing the pedestrian capacity issues in and around the station, the rail network issues around Leeds will continue to intensify. The delivery of HS2 and NPR services and ultimately a new NPR line from Manchester to Leeds will all intensify activity in and around Leeds Station. This can only be solved and addressed with a shared and integrated understanding of the issues. Network capacity through Leeds Station is a pan-regional, national and industry-wide issue, given the importance of the Leeds Station to the overall rail network.

2.37 The draft officer response letter will be circulated to Transport Committee members and through the Chair of the Transport Committee, consideration will be given to whether a political response will also be required.

2.38 The Hybrid Bill for HS2 Phase 2b which includes both the Eastern arm from Birmingham to Sheffield/Leeds and the Western arm from Birmingham to Manchester will be published next year. The Bill will include a very substantial Environmental Impact Assessment ('EIA') which will set out the detailed implications as a result of the construction and operation of HS2. Preparations are now underway to put in place the local resources required in order to consider the EIA and to understand whether we will need to formally petition Government through the Select Committee process.

2.39 Further updates on the LCR HS2 Growth Strategy, as well as around LISM and HS2 will be brought back to future Transport Committee meetings.

3 Financial Implications

3.1 The additional costs of the Bradford Interchange Scheme can be met from the funds allocated in the LTP Programme for Bus Station Health and Safety.

4 Legal Implications

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

5 Staffing Implications

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

6 External Consultees

6.1 No external consultations have been undertaken.

7 Recommendations

7.1 That the updates provided in this report are noted.

8 Background Documents

2017 Tracker Survey Results

9 Appendices

Department for Transport / Ministry of Housing, Communities and Local Government joint response to HS2 station places growth strategies and requests and appendices to this letter.