

Report to: Transport Committee

Date: 21 September 2018

Subject: **City Region Transport Update**

Director: Dave Pearson, Director, Transport Services

Author(s): Helen Ellerton / Alistair Ryder / Tom Gifford / Steve Heckley / Lynne Triggs / Kate Gifford / Richard Crabtree / Neil Moore

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

Environmental and active travel issues

DEFRA Clean Air Strategy – Consultation Response

2.1 In May 2018 the Department for Environment, Food and Rural Affairs (DEFRA) launched a public consultation of its draft Clean Air Strategy with a deadline for responses of 12 August 2018. The strategy sets out the government's priorities for reducing public exposure to, and environmental damage caused by a range of pollutants including particulate matter, ammonia, nitrogen oxides and sulphur dioxide. It has been developed to address wider air quality challenges than solely roadside nitrogen dioxide emissions (addressed in DEFRA's 'UK Plan for Tackling Roadside Nitrogen Dioxide Concentrations' published in July 2017).

2.2 The draft strategy targets several sectors considered primary sources of emissions including transport, industry, energy generation and agriculture. In relation to the transport sector it sets out the following measures;

- Rail – increased research and investment in alternative fuel technology, signposting measures to decarbonisation the network including a plan to remove diesel only trains by 2040, and identification of significant air quality concerns at rail stations;
- Aviation – signposting to a new aviation strategy to be published in 2018 that will address emissions from planes and airport related pollution;
- Vehicles - commits to reduce non-exhaust based particulate emissions from brakes and tyre wear through research and innovation;
- Freight – support to understand how modal shift to rail freight can best address emissions especially when linked with zero emission last mile deliveries.

2.3 In responding to consultation the Combined Authority made these key points;

- Welcomes the holistic approach to tackling emissions but the strategy is light on ambition or detail. It fails to state real action on how it will address transport and energy based emissions - especially particulate matter - in the shortest possible time;
- There is little detail on how the strategy supports government cross-departmental actions set out in the Clean Growth Strategy (published October 2017) and 25 Year Environmental Plan (published January 2018);
- The strategy signposts future new primary legislation and powers to support local authorities to act, without explaining what these are, or what funding will be devolved to support local authorities to take action;
- Discrepancies and inaccuracies between local and national air quality modelling has created confusion amongst stakeholders over how different local and national strategies are addressing areas of concern, therefore the Combined Authority would welcome stronger partnership working and shared resourcing between government and local authorities to deliver an integrated and representative UK wide air quality model and to undertake cohesive action;
- There needs to be greater government support in making the case for green and blue infrastructure investment to enhance and protect the environment, including research on valuing green and blue infrastructure within future schemes to support cleaner and healthier environments;
- Electrification of the regional rail network is a key priority in improving journey times, connectivity and air quality and the Combined Authority will continue to press government for this much needed investment.

2.4 A draft version of the Combined Authority response was circulated to partner council officers and Transport Committee, Green Economy Panel and Combined Authority members for comment on 31 July 2018. The final version was endorsed by the Chair of the Transport Committee. A full version of the submitted response is attached as Appendix 1 to this report.

Clean Bus Technology Fund

- 2.5 The Combined Authority and Leeds City Council successfully obtained a combined £4.2 million of DEFRA grant funding under its Clean Bus Technology Fund to enable the fitting of emission control equipment to 255 buses (- approximately ¼ of the West Yorkshire bus fleet). A Combined Authority competition to distribute the grant to operators identified greater demand to improve bus emissions than grant available and the CBTF grant has now been bolstered through £850,000 of grant from the Leeds Public Transport Investment Programme to extend retrofitting to a total of 300 vehicles. The Combined Authority is delivering the project on behalf of Leeds Council and is currently allocating the grant funding to bus operators. Vehicle conversions will commence in late 2018.
- 2.6 Through improving mid-life buses to the latest Euro VI engine emission standard, the project is forecast to create an annual Nitrogen Oxides emission saving of 358 tonnes and reduced air quality related health costs of £9 million. Although 300 buses will be improved in total, a number of services operate across district boundaries, so the benefits in each District will be as follows;
- Bradford – 79 vehicles;
 - Calderdale – 39 vehicles;
 - Kirklees – 66 vehicles;
 - Leeds – 219 vehicles;
 - Wakefield – 26 vehicles.
- 2.7 This project delivers West Yorkshire Bus Strategy policy and West Yorkshire Low Emission Strategy recommendations to improve bus fleet emissions. It also supports bus operators to ensure that their fleets comply with the proposed Leeds Clean Air Zone minimum emission standards, avoiding a total of £11,000 in daily charges for entering the proposed Zone and the potential impacts on bus service levels.

Taxi Electric Vehicle Charging scheme

- 2.8 The £3.18 million Ultra-Low Emission Taxi Scheme project is being delivered by the Combined Authority and partner councils to install rapid charge points across West Yorkshire for use by taxi and private hire vehicles. The Combined Authority is currently procuring a delivery partner to install and operate the charge points. Installation is expected to commence in early 2019. The increase in dedicated charge points is forecast to encourage 500 private hire and taxi drivers to replace diesel vehicles with pure electric or plug-in hybrid equivalents, reducing Nitrogen Oxide emissions by 18% across the region.
- 2.9 The Taxi EV scheme is part funded by, and supports the delivery of the West Yorkshire Transport Strategy 2040, the West Yorkshire Low Emission Strategy in improving emissions from taxi sector and the implementation of the proposed Leeds Clean Air Zone in reducing Nitrogen Dioxide emissions.

Local Cycling and Walking Infrastructure Plans

- 2.10 In November 2016 Transport Committee approved the use of £86,000 revenue grant funding secured from the DfT, alongside Local Transport Plan Integrated Transport block funding to develop Local Cycling and Walking Infrastructure Plans (LCWIPs) for West Yorkshire. These LCWIPs are planned to function as individual Plans for each partner council but to follow a consistent format. The individual Plans will be brought together to allow the creation of a single West Yorkshire LCWIP for use at a strategic level. All LCWIPs are proposed to contribute to the policies and targets of the West Yorkshire Transport Strategy 2040, plus local objectives for individual Plans identified by partner councils.
- 2.11 Partner councils are planning to focus on specific priority locations (which may vary between cycling and walking infrastructure plans), proposed to be defined through analysis of propensity for cycling and walking, alongside local spatial priorities for investment.
- 2.12 Following a procurement exercise, consultants have been appointed to provide external support to the Combined Authority and partner councils. Partner Council officers have met to discuss the approach to LCWIP development, high-level objectives and geographic focus within each partner council's Plan. Work has now begun on development of individual partner council Plans including identification of geographic focus, planning for local stakeholder engagement, and setting of local objectives. As individual Plans develop, update reports will be provided to Transport Committee.
- 2.13 This work to develop LCWIPs is expected to form part of a longer-term approach to develop active travel networks, an approach that reflects government LCWIP guidance.

Rail issues

LNER service withdrawals

- 2.14 LNER has withdrawn a handful of services from the timetable on the Leeds – London service. This took place from Monday, 13 August 2018. As a consequence there will now be hour-long gaps around these times, when there is otherwise a half-hourly service. The withdrawn services are set out below.

Mondays to Saturdays	09.03 London King's Cross – Leeds
	11.45 Leeds - London King's Cross
	15.03 London King's Cross - Leeds
	17.45 Leeds - London King's Cross
Sundays	13.33 London King's Cross - Leeds

- 2.15 LNER's objective is to free-up a train each day to cover for maintenance and improve the overall reliability of the rest of the service, noting that there have been a number of ad-hoc cancellations on East Coast services, and that the fleet is otherwise fully stretched with very little resilience.
- 2.16 LNER has stated that these are amongst the quietest services on the route. Whilst this is perhaps true on an end-to-end basis, the 1745 Leeds to London service provides helpful evening peak capacity out of Leeds to Wakefield and Doncaster. This point was raised in a letter to LNER which was issued by Leeds City Council with input from the Combined Authority, highlighting that the 1745 service should be a priority for reintroduction. The letter also reiterated the importance of ensuring that the introduction of the new 'Azuma' trains runs smoothly, with plenty of resilience to cope with disruption. These new trains will be introduced on LNER's Leeds services first, with plans to start running from December 2018. It is noted that the introduction of new trains generally involves some disruption as issues with the trains are ironed out, staff adjust to new ways of working and also as customers adapt.
- 2.17 Combined Authority officers have also drawn to Northern's attention the importance of ensuring that the local stopping services on the Wakefield Line run with the booked number of carriages, and that they are seen as a priority when there are train carriage shortages.

Rail Delivery Group Easier Fares Consultation

- 2.18 The Railway Delivery Group (RDG) is the umbrella body representing rail and passenger and freight operators, together with Network Rail. As well as representing the rail industry, RDG's functions include various industry-wide roles such as managing the railway ticketing system, including distribution of ticket revenue, the national railcard scheme and rail staff travel.
- 2.19 In May the RDG launched an Easier Fares consultation. The basis of the consultation is a review of fares and ticketing regulation, which is still based on a system devised in 1995. Objectives include the desire to offer an easier to use range of fares and deliver improvements in ticket buying technology. The consultation closed on 10 September 2018. Details are available at www.britainrunsonrail.co.uk/fares.
- 2.20 Transport for the North (TfN) has responded to the RDG consultation on behalf of partners in the North, and was agreed at the Rail North Committee on 23 August 2018. This response highlights the current work on a rail fares strategy being undertaken by TfN. Combined Authority officers have fed into this work, with member representation provided by Councillor Wakefield (in a role that will now be taken on by Councillor Groves).
- 2.21 The Combined Authority's input into this work has focused on the need for:
- A fares strategy which supports our inclusive growth and wider objectives;

- good value for money;
- fares which are consistent across a wider area than just our region;
- simplicity (especially in terms of terminology and branding of ticket types); and
- tickets that allow for flexible working and working in different locations.

2.22 Under the Northern and TransPennine Express franchises, TfN has certain devolved powers in relation to fares (subject to funding). This provides TfN with greater freedom to explore initiatives and trials, provided that the operating companies are held neutral to the commercial impact.

2.23 In its response, TfN has also highlighted the multi-million pound Integrated and Smart Travel programme that it is leading, with the objective of delivering modern payment methods and mobile travel information to public transport across the North. 'Smartcard on Rail' is the first phase of this programme, with the introduction of smartcard rail season tickets on Northern and TransPennine Express expected later in 2018.

2.24 The Urban Transport Group (UTG) has also provided a response to the consultation on behalf of urban transport authorities including the Combined Authority. UTG emphasised the considerable potential that exists for greater integration of rail fares with other forms of public transport in large urban areas, such as M-Card in the case of West Yorkshire.

Annual Rail Fares Increase

2.25 In line with government policy, regulated rail fares increase in line with the Retail Price Index (RPI), which is a measure of cost inflation. The price increase is based on the annual RPI figures for July each year and apply from the following January. Rail franchises have been let on this basis. The July 2018 figure was released by the Office for National Statistics on Tuesday 14 August 2018. As a consequence, regulated fares will increase by an average of 3.6% in January 2019. Regulated fares make up around half or all tickets, including many season tickets.

Local public transport issues

Joseph Rowntree Foundation Report

2.26 The Joseph Rowntree Foundation (JRF) report Tackling Transport-Related Barriers to Employment in Low Income Neighbourhoods was published in July 2018. The report considers transport to be a key barrier to employment for many residents living in low-income neighbourhoods. Transport issues are intimately related to the nature and location of employment. The prospect of poorly paid and insecure work limits the range of areas where individuals consider looking for work. This is sometimes compounded by the inaccessibility of jobs that have become increasingly dispersed across city regions. The report considers public transport systems to have not accommodated this changing geography of employment. The JRF report can

be accessed at <https://www.jrf.org.uk/report/tackling-transport-related-barriers-employment-low-income-neighbourhoods> .

- 2.27 Within West Yorkshire there are ongoing work streams being delivered with the major bus operators through Bus 18 and Connecting Leeds that may work towards addressing some of challenges highlighted by the report.
- 2.28 The Combined Authority is also undertaking a review of the West Yorkshire bus network. This will highlight locations where the network no longer connects the population with employment centres in the most efficient way. The bus network review is being undertaken for 2019, 2024 and 2033. The commission will take into account the whole bus service offer, both commercial and tendered services, reflect anticipated changes in land use, socio-demographics of the region and major infrastructure interventions.
- 2.29 The Combined Authority is also looking to work with the bus operators to facilitate trials of demand responsive services to understand likely viability and implementation.

Bus 18 Update

- 2.30 On 16 August the Chair of the Transport Committee along with senior representatives of the large bus operators attended a workshop with members of the Leeds, Calderdale and Barnsley Youth Parliaments to discuss young people's experiences using bus services. The session was the first opportunity to get feedback from young people on the launch of the MyDay ticket in July. The young people attending the session were seeking simpler and more affordable fares, better interaction with bus drivers and more information about using public transport available in schools.
- 2.31 Bus 18 was planned to be a short term initiative to enable early progress in delivering the Bus Strategy – hence the name. This approach has had benefits in being action focussed and discussions are being held with operators to establish a further initiative and work programme over a three year timescale until the end of 2021. At the time of setting up Bus 18, the formal provisions in the Bus Services Act formalising relationships between Local Transport Authorities and bus operators were not clear. It is intended to develop the successor arrangements to Bus 18 as a formal voluntary partnership. Full proposals to this effect will be presented to the next meeting.

Upgrade works in Bus Stations

- 2.32 A number of schemes have progressed through the summer to upgrade the customer experience at the Combined Authority's bus stations. The pick-up/drop-off area outside Bradford Interchange has been remodelled to make it safer and easier to use. The toilets at Huddersfield Bus Station have been fully refurbished and a 20p charge introduced. A similar scheme is in progress at Bradford Interchange. Free public Wi-Fi is being installed in bus stations as part of the upgrade to digital CCTV, it will become available in bus stations later in 2018.

Future of Mobility – Call for Evidence

- 2.33 The Government's Industrial Strategy outlines four 'grand challenges' to put the UK at the forefront of industries of the future¹. One of the challenges identified is the future of mobility. The Department for Transport (DfT) has launched a call for evidence on the 'Future of Mobility' to help inform the development of government strategy and to identify where investment could best support innovation in this sector. The call for evidence reviews existing travel trends, progress in transport automation, cleaner technology, data, connectivity and new business models to consider the future of urban mobility. The deadline for responses was 10 September 2018. Future funding is associated with the Industrial Strategy's grand challenges and it is anticipated that there will be funding associated with the forthcoming future of mobility strategy. We will keep Transport Committee informed of future developments in this area with a report to a future meeting.
- 2.34 The Combined Authority has adopted its West Yorkshire Transport Strategy 2040 which sets out an approach for supporting Inclusive Growth over the next 22 years and addressing the four grand challenges for the Leeds City Region. Under the West Yorkshire Transport Strategy's core theme of 'Smart Futures', the ambition is to 'make the best use of advancements in technology across all of our transport networks' to transform the affordability, ease and experience of the people using it.
- 2.35 The Combined Authority is also currently developing a Leeds City Region Connectivity Strategy that will identify targeted investment opportunities in 'Future Mobility' models and new transport technologies to solve local barriers to inclusive growth. Initial work has included consultancy support to understand recent developments in transport technologies – including automated vehicles, and to outline opportunities to support the Combined Authority's Inclusive Growth agenda. This evidence will be used in the Combined Authority's response to the Government's call for evidence that will major on the following topics:
- Areas which we feel should be included in the Government's review of regulation;
 - Provision of local data on transport trends and impacts that we believe is missing in the in the consultation document;
 - Identification of areas where government intervention may be required to address market failure as a result of emerging technologies and trends; and
 - The changes required to urban infrastructure to support the trends outlined in the consultation document.

¹ <https://www.gov.uk/government/publications/industrial-strategy-the-grand-challenges/industrial-strategy-the-grand-challenges>

Funding issues

West Yorkshire Integrated Transport Block programme 2019 - 2022

- 2.36 The Transport Committee meeting of 6 July 2018 endorsed guiding principles and a timetable for the development of the detailed programme for use of LTP Integrated Transport block (ITB) funds in the next three years (2019/20 to 2021/22). The ITB is DfT's directly provided capital grant of circa. £13.1m per annum to the Combined Authority to fund local transport improvements across all the West Yorkshire districts to support delivery of the adopted West Yorkshire Transport Strategy 2024.
- 2.37 A workshop for Transport Committee Members and District Transport Portfolio holders was held on 6 August 2018 to provide early opportunity to shape the ITB programme. The workshop identified priorities in respect of the broad areas for investment and suggestions as to the types of schemes to provide the content of each programme area. The workshop's input was that the ITB programme should focus for the next three years on delivering improvements within three prioritised programme areas:
- **One System Public Transport / Smart Futures** - to contribute to targets to increase trips by bus and rail and increase customer satisfaction with public transport;
 - **Asset Renewal** - for "getting the asset right" for road and public transport users to increase customer satisfaction, and provide the partners with a good base from which to add improvements to the transport network;
 - **Healthy Streets** - an umbrella approach for a range of coordinated 'Place' focussed local transport interventions aimed at improving the accessibility, safety, air quality and environment of places.
- 2.38 Between September and October the Combined Authority and partner councils will investigate local opportunities and potential interventions including consideration of costs, in parallel with an on-going review of delivery of the first two years of the ITB programme. An update report will be made to the Transport Committee meeting of 9 November on the emerging detail of the programme and to consider funding choices. A further workshop (tbc) may take place to facilitate discussion involving Transport Committee, Portfolio Holders and officers.

Transforming Cities Fund

- 2.39 The Combined Authority submitted a Leeds City Region stage one Transforming Cities Fund bid on 8 June 2018. Further detail on the content of the bid is outlined in the report that went to Transport Committee on 6 July, and the full application form and appendices are published on the Combined Authority's website².

² <https://www.westyorks-ca.gov.uk/transport/transforming-cities-fund/>

- 2.40 Decisions for stage one submissions are expected in early September following the end of parliamentary recess. In stage two of the application process, up to ten areas are expected to be taken forward to work with the DfT to develop a stage two bid setting out scheme specific proposals. Co-development of stage two submissions will take place over the second half of 2018, with a final decision on funding expected in early 2019. The Combined Authority has lined up consultancy support to assist in developing the stage two submission, if this is required.

Strategic transport issues

Leeds Integrated Station Masterplan

- 2.41 The Leeds Integrated Station Masterplan (LISM) sets the ambition to redevelop Leeds rail station and the adjacent environment to create a world class gateway for the City Region by integrating High Speed Rail (HS2), Northern Powerhouse Rail (NPR) and classic rail services. It will cater for a forecast doubling in passenger numbers and also be a catalyst in accelerating delivery of the adjacent South Bank Leeds regeneration area.
- 2.42 The next stage of work required is to develop and produce a Strategic Outline Business Case (SOBC) for the LISM programme. This will set out the economic impact, define delivery strategies and identify funding and financing options to develop the component elements which will make up the LISM programme. Deloitte has recently been commissioned to develop the SOBC for LISM. A submission was sent to DfT for their consideration of the LISM work in the context of DfT's Market-Led Proposals – call for ideas. As work progresses further updates will be provided to the Transport Committee.

HS2 Hybrid Bill

- 2.43 The Department for Transport (DfT) has recently announced a nine month delay in the deposit in Parliament of the Hybrid Bill covering phase 2b of HS2. The Hybrid bill provides HS2 with rights including compulsory purchase, planning permissions and the power to construct and maintain works to enable construction of the Eastern leg of HS2.
- 2.44 HS2 have provided assurance that the delay in the parliamentary process will not impact the overall delivery of phase 2b of the project, which is a key part of an integrated transport vision for the transport network in West Yorkshire and the wider North which includes Northern Powerhouse Rail and Trans-Pennine route upgrade.
- 2.45 The postponement provides further opportunities for the Combined Authority, Leeds City Council, Network Rail and HS2 to ensure the proposed high speed network is properly integrated with the West Yorkshire transport network, existing Leeds rail station and the South Bank regeneration area.

Transport Committee September workshop

- 2.46 HS2 has provided the catalyst to develop a transformed approach to connectivity for the City Region. Through the HS2 Growth Strategy, the HS2 Connectivity Strategy identified and prioritises a series of corridors where there is the greatest economic opportunity for transformational connectivity.
- 2.47 Transport Committee considered an update on the Leeds City Region Connectivity Strategy at the meeting on 25 May 2018. The May 2018 report provided an update on the development of the Inclusive Growth Corridors including the programme for the full list of corridors to be developed over the next 12 months, as well as the approach to developing the corridor plans.
- 2.48 A workshop for Transport Committee members to consider the emerging conclusions for the first tranche of corridors is scheduled for 28 September 2018.

3 Financial Implications

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

4 Legal Implications

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

5 Staffing Implications

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

6 External Consultees

- 6.1 No external consultations have been undertaken.

7 Recommendations

- 7.1 That the updates provided in this report are noted.

8 Background Documents

None

9 Appendices

Appendix 1 – DEFRA Clean Air Strategy Consultation – West Yorkshire Combined Authority Response