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**Report to:** Transport Committee

**Date:** 9 November 2018

**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:	

## 1. Purpose of this report

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

## 2. Information

### Consultations

#### House of Commons Transport Select Committee Inquiries

- 2.1 The House of Commons Transport Select Committee launched two inquiries seeking written evidence in August 2018 into:
- the funding and governance of local roads in England
  - ways of increasing active travel across England.
- 2.2 A response to the local roads call for evidence was developed by the West Yorkshire partner councils in their capacity as highways authorities with responsibilities for maintenance of highways assets. The evidence submitted included data on the number of compensation claims submitted to councils resulting from poor road conditions, showing how winter weather affects the number of claims and has reduced the resilience of the road network to extreme weather events.

- 2.3 As the financially accountable body for highways maintenance funding in West Yorkshire, support and input for the response from the Combined Authority was sought. A draft of the response was shared with Transport Committee members for comment via email before submission before the October deadline
- 2.4 A response to the active travel inquiry was developed by the Urban Transport Group on behalf of their members. The evidence addressed the different questions around the benefits and risks of active travel and how they are understood by the public and Government; recent trends in walking and cycling; the effectiveness of the Department for Transport (DfT) in setting the objectives and working with other departments that have relevant responsibilities; the balance of responsibilities between central Government and local bodies; and implementation of the Cycling and Walking Investment Strategy (CWIS) to date.
- 2.5 Input from Combined Authority officers was based on previous consultation responses submitted by the Combined Authority around active travel. A draft of the response was shared with Transport Committee members for comment via email before submission before deadline in October 2018.

#### Future Mobility Call for evidence

- 2.6 The future of mobility was identified as one of the Government's 'grand challenges' within its Industrial Strategy<sup>1</sup>. The Combined Authority submitted a response to the Government's Future Mobility call for evidence on 10 September – Transport Committee Members were consulted via email before the response was submitted.
- 2.7 The consultation responses have not yet been published on the DfT website – full text of the Combined Authority's response can be provided on request.
- 2.8 Our response included providing evidence on several key areas:
  - Emerging technologies;
  - The role of Government in addressing market failures as a result of emerging technologies and trends;
  - Areas which should be included in the government's regulatory review; and
  - The further actions which government should prioritise for resolving barriers to data sharing and protecting security.
- 2.9 The evidence submitted will help to inform the development of DfT's Future of Mobility Strategy which is due for publication before the end of 2018. We understand that there will be funding available associated with the future of mobility but it is not yet clear what form this will take.

#### New cycling offences: causing death or serious injury when cycling

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<sup>1</sup> <https://www.gov.uk/government/topical-events/the-uks-industrial-strategy>

- 2.10 DfT has consulted on proposals for new cycling offences, of causing death or serious injury when cycling, and what the associated penalties might be. This follows the Cycling and Walking Safety Review, announced in September 2017 which included a report produced by an independent legal expert to determine whether the current applicable law continues to be adequate in cases where a cyclist has collided with a pedestrian and caused harm.
- 2.11 The consultation document sets out the proposals to bring cycling offences in line with driving offences, and includes a series of targeted questions, the most significant of which are:
- Our consultation proposes that there should be an offence of causing death by dangerous cycling. Do you agree with this proposal?
  - Do you think that there should be an offence of causing death by careless or inconsiderate cycling?
  - The consultation also proposes that there should be an offence of causing serious injury by dangerous cycling. Do you agree with this proposal?
  - This consultation proposes that there should be an offence of causing serious injury by careless or inconsiderate cycling. Do you agree with this proposal?
- 2.12 The document seems to provide little scope for general comments on the principles behind the proposal, including the severity of the issue and the prioritisation of legislative time and government resource to implement the proposal.
- 2.13 Cycling UK's response to the Cycling and Walking Safety Review notes that between 2007 and 2016, "98.9% of pedestrian fatalities and 95.6% of pedestrian serious injuries arising from collisions on a footway or verge involved a motor vehicle of some kind." This suggests that pedestrian fatalities or serious injury caused by collision with cyclists are marginal in terms of overall pedestrian casualties.
- 2.14 No response was submitted by the Combined Authority to the consultation on the basis that it seemed inappropriate to either support or object to a proposal for new laws that whilst harmonising cycling and driving offences, risks devoting legislative time and government resource to an issue that does not address the most significant cause of harm to pedestrians.

### **Rail issues**

#### **Calder Valley Line Upgrade**

- 2.15 Network Rail recently completed upgrade work to the Calder Valley line between Hebden Bridge and Leeds via Halifax and Bradford Interchange. This is part of a programme to increase the capacity and capability of this route and follows completion of earlier work between Manchester Victoria and Hebden Bridge which increased line speeds as well as improving operational flexibility around Rochdale station.

- 2.16 Network Rail presented information on this project to Transport Committee on 12 January 2018, which has a total value of around £150million. The work in West Yorkshire has included:
- improving rail boundaries, drainage and other assets to ‘harden’ the route and improve resilience of the line;
  - line speed improvements between Hebden Bridge and Bradford Interchange;
  - remodelling of the track layout at Bradford Interchange and the junctions south of the station providing much greater flexibility by allowing parallel moves of trains into and out of the station;
  - resignalling between Hebden Bridge and Bradford Interchange, with more signals to allow significantly reduced ‘headways’ (the minimum distance between trains), together with renewal of existing signals between Bradford Interchange and west of Leeds; and
  - transfer of the control of signalling between Hebden Bridge and New Pudsey to the York Rail Operating Centre (ROC).
- 2.17 The work listed above was completed during a three-day closure of the railway on 20, 21, and 22 October 2018, when the new signalling was commissioned. This marked the completion of the track and signalling upgrades, whilst platform extensions are expected to continue until Christmas. The upgrade follows years of activity by the Combined Authority, Calderdale Council and City of Bradford Metropolitan Borough Council to make the case for service enhancements on this route.
- 2.18 There should be immediate benefits from completion of this project in terms of the reliability of the line, as there will be greater flexibility to recover from delays and accommodate more train moves around Bradford Interchange. This is important because the line is often one of the poorest for performance in West Yorkshire. Once timetables are recast in 2019, the line speed changes will enable a reduction in the journey time between Bradford Interchange and Manchester Victoria of 2 minutes, with potential further improvements when new trains are introduced with better acceleration. The work also facilitate the planned increase in services on the Calder Valley line from December 2019 (5 trains per hour), as well as the ability to better space out the mix of fast and stopping trains.
- 2.19 Improvements at Hebden Bridge station are also currently underway. This includes the installation of two 16-person lifts to provide step-free access to the existing subway, improvements to the station forecourt to improve access and an extension to the car park to provide an additional 46 spaces. The Combined Authority has facilitated funding for these works via the DfT Access for All Programme and the West Yorkshire plus Transport Fund respectively.
- 2.20 Both platforms at Hebden Bridge were also recently extended. Together with other platform extensions at stations on the Calder Valley route, this will allow the operation of 5-car trains. This is part of a wider programme of platform extensions are currently underway, as reported separately.

### Platform extensions programme

- 2.21 Network Rail is committed to extending platforms at numerous locations around West Yorkshire in parallel with the franchise commitments from Northern and TransPennine Express to extend trains.
- 2.22 The work is phased according to when the extended platforms are expected to be required. Extensions at Marsden and Slaithwaite were completed in May 2018 to coincide with the commencement of TransPennine Express services at these stations.
- 2.23 Platform extensions are due for completion by December 2018 at the stations in the table below. At the time of writing work has started on site at all the locations, and are complete at Hebden Bridge.

Bradford Interchange	Brighouse	Cottingley
Deighton	Hebden Bridge	Mirfield
Morley	Mytholmroyd	Ravensthorpe
Sowerby Bridge	Todmorden	Walsden

- 2.24 Platform extensions are due for delivery early in 2019 at the stations in the table below.

Castleford	Featherstone	Knottingley
Normanton	Pontefract Monkhill	Pontefract Tanshelf
Streethouse	Woodlesford	

- 2.25 Finally, the stations on the Penistone Line in the table below are programmed for platform extensions before the end of 2019.

Berry Brow	Brockholes	Honley
Lockwood	Shepley	

- 2.26 Platform extensions at some locations on the Trans-Pennine route via Huddersfield are being constructed as temporary structures pending confirmation of the scope of the TransPennine Route Upgrade (TRU) project. If TRU does not result in the alteration of these stations, then the platform extensions will be upgraded to a permanent fixture.
- 2.27 Some of the platform extensions are required as a result of the withdrawal of Pacer trains in 2019, which have particularly short car lengths. A three-car Pacer train is around the same length as a modern two-car diesel train; the increased capacity per vehicle is a further benefit of Pacer replacement. Whilst no Pacer trains have yet been withdrawn, it is understood that it still remains the case that all Pacers will be withdrawn by Northern by the end of 2019.

Additional capacity on the Wharfedale, Airedale and Leeds to Doncaster lines

- 2.28 Northern proposes the introduction of six-car electric trains (as pairs of new three-car trains) on some services on the Airedale and Wharfedale lines, which will be longer than the available platforms at several stations. No platform extensions are proposed to accommodate these longer trains. Instead, ‘selective door opening’ will be used in these situations. This could be particularly problematic in the evening peak when passengers returning home find themselves in the ‘wrong’ part of a crowded train. Officers have requested details of the operator’s proposals for effective management of this arrangement to ensure the full benefit of the additional capacity is realised at busy times.
- 2.29 The existing four-car Class 333 electric trains are expected to continue to form many services on the Airedale and Wharfedale lines, together with Bradford – Shipley – Leeds services, as well as replacing older electric trains on the Leeds – Doncaster local services. Capacity was due to be increased on these lines by reconfiguring the seating in some carriages on the Class 333 trains into a ‘metro’ style with fewer seats and more standing space. This measure was intended to increase the total capacity per four-car train from 467 to 558 people, an increase of over 19%. It is understood that the original plan is no longer considered technically feasible due to constraints with the original design of these trains. Alternative options are being considered; this additional capacity remains an important franchise commitment.

### **Local transport issues**

#### **Local Cycling and Walking Infrastructure Plans (LCWIPs)**

- 2.30 Development of Local Cycling and Walking Infrastructure Plans (LCWIPs) is underway following inception meetings held with each partner council, on production of Scoping and Background Reports for each individual LCWIP, which will detail the planned geographic scope of LCWIPs in West Yorkshire, the approach to stakeholder engagement, and the background data on current and planned provision, existing levels of cycling and walking as well as information about potential future demand and propensity.
- 2.31 Work carried out to date in conjunction with the consultants has indicated that the development of a comprehensive West Yorkshire LCWIP, with five constituent LCWIPs covering the urban and rural areas of the region, will involve a significant amount of resource and time to deliver. Some, but not all, of the work required to carry out the development of a comprehensive Network Plan that provides networks of suitable density and coverage for the whole of West Yorkshire. Development of a West Yorkshire and individual Partner Council LCWIPs is therefore expected to be delivered through several phases of work, and the current commission is proposed as a first phase of longer term development. Specific areas of focus have been identified for assessment through the LCWIP development process as part of this initial phase of work.

- 2.32 Partner councils have now commenced stakeholder engagement on development of individual LCWIPs for each partner council has commenced with cycle network planning workshops held with local stakeholders with interests in the areas of focus. Further events are planned to carry out walking audits with local stakeholders, assessing barriers on main walking routes into district and town/city centres.
- 2.33 Detailed analysis work will now be undertaken to assess the feedback from stakeholders through the targeted events, evidence on potential usage and demand and the characteristics of different cycle route options and walking interventions, to inform cycling and walking network maps for the areas of focus. Further feedback from stakeholders on these draft maps will then be sought.
- 2.34 A potential Transport Committee member working group on cycling has been proposed, which could potentially review progress on development of the LCWIP programme within West Yorkshire and issues identified to date.

#### Other walking and cycling issues

- 2.35 DfT has announced a change to the existing Plug In Car Grant scheme, which will include a £2 million fund which will contribute 20% of the purchase price up to a maximum grant of £1,000 per bike, regardless of the purchase price of the bike. Funding will be conditional on individual businesses following a code of cycle safety good practice.
- 2.36 This new fund will help to cut congestion and improve air quality, encouraging companies to replace older, polluting vans with a zero emission alternative to create a cleaner, greener future. Money will be split between larger fleets and smaller operators to ensure benefits are available to and spread between all sizes of business.
- 2.37 Through existing engagement with businesses as part of the CityConnect Bike Friendly Business programme, the Combined Authority will raise awareness of the opportunity for businesses and organisations that could make use of e-cargo bikes as an alternative to more polluting vehicles for local deliveries, reducing operational costs.
- 2.38 DfT has also announced a review of the Highway Code with regards to the way road users should behave in relation to pedestrians and cyclists, as part of its ambition to drive down unnecessary deaths. There are indications that the review could consider measures including changes to confirm priority for pedestrians and cyclists going straight ahead against traffic turning across side roads; introduction of a proposed “dutch reach” to ensure motorists look over their shoulder for passing traffic before opening car doors; and providing clearer guidance on the appropriate clearance for motorists to give cyclists when overtaking. These issues reflect some of the concerns raised in responses to the government’s Cycling and Walking Safety Review, including that submitted by the Combined Authority.

## Connecting Leeds Update

- 2.39 The Leeds Public Transport Investment Programme, Connecting Leeds is making progress in a number of key areas. Following significant public consultation from June to August the Programme is looking to deliver a number of small scale early improvements for bus passengers, cyclists and pedestrians on the first phase of the corridors.
- 2.40 The detailed design and procurement is in progress for a number of schemes. In September and October further consultation took place on the A61 North and in November it is expected that consultation on the A647 will be revisited.
- 2.41 Both Stourton park and ride and the extension to Elland Road park and ride have been submitted for planning approval. Consultation and public engagement has taken place on Thorpe Park and White Rose stations with an overall positive response.
- 2.42 Alongside the bus and rail infrastructure packages a number of other activities are underway including:
- Real time -roll out of new real time screens in bus shelters is due to start shortly and is expected to be completed by March 2019. This is being delivered alongside the wider programme to upgrade real time displays in bus shelters across West Yorkshire
  - Leeds Bus Station -a review of Leeds bus station is underway. This is considering the capacity requirements and maximising opportunities to enhance the customer experience
  - New buses -First are expected to roll out the next wave of new buses in autumn on York Road, Hunslet Road, Dewsbury Road and in Roundhay.

## Funding issues

### Highways England Designated Funds

- 2.43 Highways England (HE) recently met with Combined Authority officers to discuss their Designated Funds (DF) programme. Designated Funds are being delivered across Road Investment Strategy (RIS) period 1 fund period up to 19/20.
- 2.44 For the RIS 1 period the Fund is allocated across 5 pots addressing a range of issues that are located on, or related to the Strategic Road Network (i.e. Motorways and A1). The five pots and indicative national allocations for RIS 1 are:
- **Environment £225m**
  - **Cycling, Safety and integration £175m**
  - **Air Quality £75m**
  - **Innovation £120m**
  - **Growth and Housing £80m**

- 2.45 Designated Funds is expected to continue under RIS 2 although the scope and scale of funding is at this stage not clear. Locally Highways England are however beginning to consider potential pipeline projects for RIS2.
- 2.46 Potential Designated Funds activities or schemes include cycling, safety and integration improvements but also schemes to mitigate the impact of the SRN on the surrounding environment (noise, carbon impacts, flooding, water quality, landscape, cultural heritage and biodiversity).
- 2.47 The RIS 1 funds have proven to be challenging for partners to access and for Highways England to spend. There now appears to be an opportunity to access a limited unallocated pot from RIS 1 which must be spent in 2 years (18/19 and 19/20).
- 2.48 Combined Authority and council partner officers are continuing to work collaboratively with Highways England to identify potential schemes. This includes working with partners such as the Environment Agency, Sustrans and Yorkshire Water. Work to date has focused on identifying short term, deliverable opportunities for RIS 1 (2018-20) but also to look at a longer term view for RIS 2 (2020-25) by developing the pipeline of potential integrated schemes based on known issues and opportunities.
- 2.49 Based on work completed to date the emerging potential opportunities for RIS 1 appear to be focused on schemes relating to the flood mitigation and cycling elements of the Fund. If any of these potential RIS 1 schemes develop past the pre-feasibility stage a further update will be provided prior to any formal submission.

#### EU Interreg funding bid

- 2.50 The Combined Authority is developing its approach to the Future of Mobility as part of developing Inclusive Growth Corridors, including a better understanding of the potential role of autonomous transport in supporting the inclusive growth agenda in the Leeds City Region. To help advance this work Combined Authority has made an application to the European Regional Development Fund - North Sea Region 'Interreg' Programme as part of a consortium proposal to consider potential impacts and benefits of autonomous vehicles on highways and transport systems.
- 2.51 The consortium proposal is being led by the City of Bremen and includes seventeen academic partners and regional bodies from across the North Sea Region. Autonomous vehicles have the potential to improve accessibility and deliver new efficient transport models, but there are also potential impacts around highway design, safety and commercialisation which are less understood. This consortium project is proposed to undertake collaborative research, knowledge sharing and test policy ideas for regions to help govern autonomous vehicles whilst ensuring benefits are realised.

2.52 The Combined Authority is proposing to work in partnership with the University of Leeds to test potential impacts through transport modelling and simulation. The outcome of this bid is expected by December 2018. If successful the project will commence in March 2019 and be delivered over a 3 year period to February 2022. The Combined Authority has a track record of being involved in several collaborative European funded projects that consider mechanisms to improve the development of policy, test new approaches to transport planning and understand new approaches to engagement and consultation.

### **Strategic transport and planning issues**

#### Statement of Common Ground

- 2.53 The Ministry of Housing, Communities and Local Government (MHCLG) requires that a Statement of Common Ground (SoCG) has to be produced to support more effective joint working where planning issues need to be addressed by more than one local planning authority.
- 2.54 The first Leeds City Region SoCG will be presented to the Place Panel on 24<sup>th</sup> October. With respect to Transport the parties agree to:
- support the delivery of objectives and targets in the emerging Transport for the North Strategic Transport Plan; West Yorkshire Transport Strategy 2040; North Yorkshire Local Transport Plan (2016-2045), Leeds City Region HS2 Growth Strategy (2018), West Yorkshire Low Emissions Strategy (2016 – 2021) emerging Sheffield City Region Transport Strategy (2018-2040), emerging West Yorkshire Rail Strategy (2018) and emerging Leeds City Region Connectivity Strategy.
  - support the safeguarding and delivery of critical strategic routes and collaborate across boundaries (including beyond the Leeds City Region) to make best use of inter-regional road, rail and water transport networks including for the purposes of freight movements and to enable use of the most sustainable modes.
  - plan for significant transport infrastructure in the Leeds City Region.
  - align funding opportunities to deliver strategic growth objectives to ensure that development plans are deliverable; with a particular focus on Spatial Priority Areas as identified in the Leeds City Region SEP and where significant growth is identified in emerging local plans.
  - maintain support for strategic transport infrastructure that directly underpins housing and employment growth, particularly where this enables allocations to be fully developed contributing to the supply of new homes and/or jobs.

## Leeds City Region Planning Review

- 2.55 The Planning Review concluded in September 2015 agreed 36 recommendations. These recommendations were endorsed by Planning Portfolios Board and approved by the Combined Authority.
- 2.56 The recommendations agreed in 2015 have now been updated to reflect changing governance arrangements and to reflect progress made relating to cross-boundary working since 2015. The changes will be presented to the Place Panel on 24<sup>th</sup> October.

### **Planning Review Key Changes**

- 2.57 There are now 35 recommendations, reduced from 36 that were approved by the Combined Authority in September 2015. The following recommendations have been removed:
- Further consideration be given with local authority partners to the opportunities and benefits of more formalised arrangements e.g. West Yorkshire Combined Authority becoming a statutory consultee on major planning applications. – **This is no longer being progressed**
  - West Yorkshire Combined Authority officers will ensure internal processes are in place to coordinate and align planning application responses across economic and transport, as required. – **This is now established with joint planning application and local plan consultation responses**
  - Keep under review the Leeds City Region Interim Strategy Statement (2011). – **this has been superseded by the Statement of Common Ground / Statement of Cooperation work**
- 2.58 Three recommendations have been amended significantly (relating to the Statement of Common Ground and Infrastructure Investment Framework):
- 2) The West Yorkshire Combined Authority and the LEP to apply the high level principles of the emerging Statement of Common Ground and Statement of Cooperation in preparing strategic plans.
  - 28) A commitment by all partner councils to the use of the Leeds City Region Infrastructure Map (online tool) and to keep the data layers up to date, to be coordinated by the West Yorkshire Combined Authority. This tool illustrates the alignment between Local Plan employment and housing growth opportunities and committed infrastructure investments.
  - 29) To continue to prepare sub-regional, non-statutory, joint evidence and strategies that reflect emerging local plans across the city region (for example the Leeds City Region Connectivity Study and joint work on infrastructure planning).

- 2.59 Two recommendations have been added (in response to the Heads of Planning feedback):
- 30) The West Yorkshire Combined Authority will work with partner councils to ensure alignment of Local Plan spatial priorities with strategic spatial priorities and strategic infrastructure investment decisions.
  - 31) The West Yorkshire Combined Authority will review the existing processes in place including the Assurance Framework to identify any issues and opportunities in achieving greater alignment between development management approvals and the funding of strategic transport infrastructure (including consideration of the timely funding of required infrastructure).
- Transport for the North
- 2.60 Transport for the North (TfN) are in the process of revising their Draft Strategic Transport Plan (STP) following their consultation exercise held earlier this year. The STP when published will be TfN's flagship policy document setting out its plans for investment in strategic transport in the north in the 30 year period up to 2050. TfN are working towards December 2018 publication of their finalised STP.
- 2.61 The Combined Authority is seeking to ensure that the STP aligns with and will help deliver the policies and plans set out in the Combined Authority's policy framework and particularly help to maximise opportunities arising from the Leeds City Region Growth Strategy and the Connectivity Study work currently underway, as well as helping to deliver the local growth and regeneration aspirations identified in District Local Plans.
- 2.62 The finalised STP will be required to be agreed by all of the constituent partners to TfN which includes the Combined Authority. The Combined Authority provided a response to TfN's STP consultation, with the Transport Committee meeting of 16 March 2018 agreeing the key principles of that response. It is proposed to share the revised draft of the STP to Transport Committee Members prior to agreement, to ensure that those principles have been satisfactorily addressed.
- 2.63 TfN will also be producing an initial Long Term Investment Programme (LTIP) to sit alongside the policy statements of the STP, to provide details of the interventions for road, rail and integrated ticketing that are proposed to be delivered to realise the STP and partners plans for transformational growth, and provide the funding proposition to government. The current expectation is that publication of the LTIP will coincide with the launch of the final STP in March 2019. The LTIP will be informed by the technical work from the Strategic Corridor Development Plans that are currently being undertaken by TfN. The Combined Authority has been providing inputs to these studies and awaits confirmation of the proposed interventions within West Yorkshire and the City Region that will be included in TfN's Investment Programme.

## HS2

- 2.64 HS2 has recently published a working draft Environmental Statement and Equality Impact Assessment Report. The Environmental Statement describes the likely environmental impacts of building and operating Phase 2b of HS2 (between the West Midlands and Leeds). It also proposes ways to avoid, reduce, mitigate and monitor the effects. The working draft Equality Impact Assessment Report considers the potential effects of building and operating the railway on groups protected by the Equality Act (2010).
- 2.65 Both reports are open for consultation and HS2 are holding a series of drop in events in Crofton, Garforth, Oulton, Hemsworth and Leeds City Centre to support this. It is envisaged that the local planning authority will be responsible for the majority of the issues raised in the reports. It is proposed to share a potential Combined Authority response to Transport Committee members on the consultation prior to the final closing date for responses which is Friday 21 December 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**

None.