

WEST YORKSHIRE PASSENGER TRANSPORT AUTHORITY

DATE: 23 NOVEMBER 2007

AGENDA ITEM NO: **19**

SUBJECT: NATIONAL AND REGIONAL TRANSPORT POLICY ISSUES

Report of the Passenger Transport Executive

1. MATTERS FOR CONSIDERATION

- 1.1 To update the Authority on a number of national and regional transport policy issues.
- 1.2 Copies of the documents referred to in the report are available from the Deputy Clerk to the Authority.

2. INFORMATION

Regional Spatial Strategy

- 2.1 Previous reports to the Authority have covered the development of the new Regional Spatial Strategy.
- 2.2 The Secretary of State has recently issued proposed changes to the draft Regional Spatial Strategy and these changes have been issued for consultation.
- 2.3 The Yorkshire and Humber Regional Assembly (YHA) have produced a summary of the main changes, and this is included as **Appendix A**.
- 2.4 The major changes with transport implications are increased allocations for housing and the increased projections for employment. These changes will lead to increasing demands for travel and this makes it even more important that developments are in accessible locations and that appropriate transport infrastructure and services are provided.
- 2.5 A workshop with City Region Partners was held at Metro's offices to develop a draft response. Metro has taken the lead on collating the response on the changes as they affect transport.
- 2.6 A proposed response is attached as **Appendix B**. It is recommended that this is endorsed for inclusion in a City Region response.

The Integrated Regional Framework

- 2.7 Earlier in 2007, YHA issued a consultation invitation on a draft Integrated Regional Framework (IRF).
- 2.8 The purpose of the IRF is to:
- Secure consensus regarding landmark issues, being the critical issues that need to be addressed by the region working together;
 - Support delivery to tackle the landmark issues using existing policies and lobby for new measures and resources; and
 - Challenge and suggest new policy directions where evidence shows this is needed.
- 2.9 The seven landmark issues are:
- Widening gaps and inequalities;
 - Transport;
 - Climate change, energy and resource use;
 - Housing markets and affordability;
 - Public health and obesity;
 - High level skills and business innovation; and
 - Violent crime.
- 2.10 A response was submitted by Metro on behalf of the West Yorkshire LTP Partnership. The recognition of transport as one of the seven landmark issues is helpful. Key issues highlighted in the response included:
- Reducing the need to travel may be in conflict with other landmark issues. The implications of RSS and the City Region Development Programme are that more travel will be required as a result of increased economic growth and employment opportunities within the City Region;
 - Reducing travel by car, or reducing car mileage, may be a more appropriate aspiration, when set in the context of increasing the use of public transport, cycling and walking;
 - There are many positive examples of how economic growth has been accommodated whilst managing the growth in car use. For example despite significant employment growth in Leeds City Centre, car based commuting is reducing as a percentage of overall commuting;

- The development of sites which are geared up to car access serves to maintain the dominance of the car. The emerging Local Development Frameworks, and a more systematic application of existing Unitary Development Plan policies, should be used to positively influence mode choice, and help to deliver mode change;
- There are significant increases needed in expenditure on transport in the region, and in particular the Leeds City Region, which has seen high employment growth. The transport investment required to unlock further growth is set out in the City Region Transport Vision;
- Mode transfer can only be delivered if the transport system can offer the capacity, quality and reliability required to enable and encourage it. Effective policies, such as demand management, may be required to increase the rate of transfer from car to more sustainable modes; and
- A more systematic process to secure developer contributions to encourage mode transfer to buses and trains from new development will be required. This would include, for example, greater use of initiatives such as the residential Metrocard scheme.

Rail Strategies

- 2.11 Earlier in the year, the Department for Transport published its White Paper on Rail, which includes the High Level Output Statement (HLOS) for the period up until 2014. This was considered by the Authority's Rail Working Group.
- 2.12 At the end of October 2007, Network Rail published its Strategic Business Plan for Control Period 4. This is Network Rail's plan for operating, maintaining, renewing and enhancing the rail network for the five years from 2009-10 to 2013-14. It is their principal submission to the Office of Rail Regulation's (ORR) periodic review of Network Rail's outputs, expenditure and access charges. It also sets out how they will deliver the outputs required by the HLOS.
- 2.13 The ORR has now started a thorough review of the Plan and they will be looking for it to contain further significant improvements in Network Rail's performance and efficiency. The ORR review will continue until June 2008, when they expect to publish their draft determinations on Network Rail's outputs, expenditure and access charges. In the meantime, they will publish their initial assessment of whether they consider that the output requirements of the HLOS can be funded by the Government in the light of Network Rail's proposals.
- 2.14 The ORR is now asking for the views of interested parties on the Plan and whether it represents a realistic and efficient way of meeting

Network Rail's specific interests and the needs of rail users and potential funding bodies. Stakeholders' comments are required by 14 December 2007.

- 2.15 **Appendix C** includes a summary of the main points in the plan together with Metro's proposed response to the ORR. Overall the plan represents a major step forward and there are many positive proposals although there are areas where the document does not go far enough in meeting Metro's aspirations.
- 2.16 The ORR will audit and approve final access charges and serve a Review Notice on 18 December 2008. There will then be a period up to 5 February 2009 when any objections can be made and, assuming that no major issues arise, Network Rail will publish its delivery plan by 31 March 2009.

Local Area Agreements / Multi-Area Agreements

- 2.17 Metro is currently working with the West Yorkshire District Councils and Local Strategic Partnerships to help to shape their new Local Area Agreements (LAA) to ensure that transport, accessibility and connectivity priorities are properly addressed. The new LAAs need to be in place by June 2008.
- 2.18 Multi-Area Agreements (MAAs) are a new concept and were introduced in the Government's White Paper 'Strong and Prosperous Communities' last year. They are designed to be cross-boundary Local Area Agreements, bringing together key partners to tackle issues that are best addressed at a regional or sub-regional level.
- 2.19 The Leeds City Region have indicated to Government their intention to develop an MAA in transport and skills within the first round of MAAs expected to be agreed with Government by June 2008.
- 2.20 Metro is leading on the development work that has just begun for a transport MAA within the City Region, and is working closely with the City Region partners.
- 2.21 Further updates will be prepared for the PTA as work progresses.

Local Transport Bill / Transport Governance Review

- 2.22 At the PTA meeting on 21 September 2007, Members were updated on the governance review proposals contained within the draft Local Transport Bill. The Authority's work on the Bill is being overseen by the Audit and Governance Committee with inputs from other Working Groups as appropriate.
- 2.23 The revised Bill, which was introduced into Parliament on 7 November 2007, retains proposals to reform transport governance arrangements and for local areas to undertake their own local reviews to decide what governance model would work best locally.

- 2.24 The revised Bill now renames all PTA's as "Integrated Transport Authorities" (ITA) to reflect their role in coordinated, conurbation wide transport planning, rather than just passenger transport. The revised Bill also now allows for expanded or new ITA areas to incorporate parts of adjacent shire counties, rather than having to incorporate whole counties as had been propose in the draft Bill. This expansion would be subject to agreement of all relevant authorities.
- 2.25 As discussed at the PTA seminar on 19 September, a review of the governance arrangements across the Leeds City Region is being undertaken in advance of the enactment of the Bill. As previously outlined, there are two main work streams associated with this.
- A comprehensive review of the transport governance arrangements. This includes the identification of objectives, the development of possible models and an objective assessment of the most appropriate model(s) for the Leeds City Region. The review is being led by independent consultants and will involve detailed consultation with all authorities and key partners.
 - In parallel, Metro has established a process for an internal review, which will ensure that Metro's views are fed into the independent review and will also consider the implications of the emerging options on Metro as an organisation. Terms of Reference for the project have been considered by the Authority's Business Improvement Group.
- 2.26 A seminar will be arranged for all Authority members to have the opportunity to shape Metro's initial input to the review. It is envisaged that a further workshop will be arranged early in the New Year (with the independent consultants leading the wider review).
- 2.27 Further reports will be brought to the Authority and relevant Working Groups as appropriate.

3. FINANCIAL AND EC PROCUREMENT IMPLICATIONS

- 3.1 None as a result of this report.

4. STAFFING IMPLICATIONS

- 4.1 None as a result of this report.

5. EQUAL OPPORTUNITY IMPLICATIONS

- 5.1 None.

6. RECOMMENDATIONS

- 6.1 That the report be noted.

- 6.2 That Metro's input to a City Region response to the Regional Spatial Strategy changes is approved.
- 6.3 That the proposed response to Network Rail's Strategic Plan is approved.

Director General
West Yorkshire Passenger Transport Executive

APPENDIX B

Draft response on Secretary of State's Proposed Changes to RSS October 2007

General

The proposed changes to the structure of the document add clarity, consistency and improve the readability of the document.

We agree with changes to emphasise the key role of the document as a spatial planning document. The inclusion of key spatial priorities in Section 4 is helpful.

We agree that the use of contextual and headline indicators to monitor if outcomes associated with the Spatial Vision are being delivered is useful.

We support the greater emphasis on the role improved public transport and more effective demand management can have in supporting the delivery of the spatial vision.

We support the greater emphasis on access to/within Leeds, but should also include all major urban centres.

There needs to be greater emphasis on LDFs including SPDs to generate funding for public transport applied consistently, for investment over and above site specific mitigation measures.

The proposed increases in housing and employment figures, strengthen the need for main thrust of consultation responses over the course of the development of RSS, namely:

The RSS should lead to Planning Authorities within the Regions taking a much more co-ordinated and strategic approach to planning decisions in ways which:

- Will make best use of existing transport networks wherever possible, that is new development should be located near to public transport nodes and/or corridors;
- Use the planning system to require developers to support travel plans designed to encourage more sustainable travel including the provision of travelcards;
- Recognise that investment will be required to support some development locations not well serviced by the existing network; and
- Provide a framework for funding any necessary enhancements in advance of new major developments.

APPENDIX B (continued)

Policy area	Which part? Page/policy reference	Support or object?	Why do you support or object, or what is your comment?
Climate change and resource use	P25 YH2 A3	Support	Links the control of climate change specifically through reducing traffic growth by improving public transport and demand management. To be a more effective policy there should be a 'requirement to', not a reliance on 'should'.
Climate change and resource use	P25 YH2 A3	Support	Reducing traffic growth can be supported by policies on the location and nature of new developments, which should be added at this point for emphasis.
Role/definition of Principal towns	P32 YH6 C2	Support	Welcome the emphasis on good public transport connectivity between Principal Towns and Regional/Sub Regional Cities.
Role/definition of local service centres	P34 YH7	Support	Local service centres should have a minimum level of public transport frequency and quality to the nearest Principal Town.
Green belts	P38 YH9 D	Support	A green belt review should also include the potential of the rail network to provide additional passenger capacity/frequency/quality in combination with additional demand from new housing.
How to deliver the core approach – transport investments	P43/44 Table 5.2 - Transport	Support	Support the emphasis on demand management and enhanced rail services in the early years of the plan.
How to deliver the core approach – transport investments	P43/44 Table 5.2 - Transport	Support	Would like to see emphasis on the need to introduce Supplementary Planning Documents to fund public transport initiatives to add to the overall capacity, quality and reliability of the public transport network (in addition to site specific mitigation measures).

Approach to transport in the Leeds City Region	P48 LCR1 D	Comment	Would like to see a link between investment in rail access and 'spreading' the benefit of growth in Leeds to other Cities Towns.
Approach to transport in the Leeds City Region	P48 LCR1 D2	Support	<p>The emphasis on improving public transport to/within Leeds should specifically refer rail to capacity, quality and frequency and local bus quality, frequency and reliability. The section should also identify the role of BRT in providing much needed capacity and quality improvements, particularly linked to park and ride.</p> <p>While Leeds may be a priority, we feel public transport investment is required to support regeneration and sustainable access to other centres.</p>
Approach to transport in the Leeds City Region	P48 LCR1 D	Comment	The role of improving public transport connectivity between the main Cities and Towns in the LCR should be included, in line with the Leeds City Region Transport Vision.
Approach to transport in the Leeds City Region	P48 LCR1 E	Support	The opportunities for strategic development, supported by the existing (or enhanced) public transport network should be emphasised. For example developing Dewsbury as a Principal town is supported, but this needs linking to the location of the rail station and the quality/capacity of connections to Leeds and Huddersfield.

Joined up working in the Leeds City Region	P49 LCR1 G	Support	Collaboration on LDFs should include the need for a common application of SPDs to generate funding to improve public transport quality/capacity/frequency (in addition to site specific mitigation).
Investment priorities in the Leeds City Region	P55 LCR2	Comment	The schemes identified in the LCR Transport Vision should be highlighted.
Housing growth in West Yorkshire	P124 13.22B	Object	We would object to additional housing allocations, without the following policy approach being adopted. The proposed increase in housing stock should be linked to locational policies (along core public transport routes, at or around suburban rail stations) and with policies to generate the funding required to improve the quality, capacity and frequency of public transport – through SPDs for public transport funding (in addition to site specific mitigation measures). There is great potential benefit in establishing a Region wide tariff on new houses for application through all LDFs in the region.
Personal travel reduction an modal shift	P139 T1 A	Comment	Given the scale of growth envisaged, reducing the demand for travel seems too unrealistic. It would be preferable to focus on reducing the need to travel by car, particularly at congested periods.
Personal travel reduction an modal shift	P139 T1 A	Comment	The measures should include the use of ICT solutions to allow more home working and local work-hubs.
Personal travel reduction an modal shift	P139 T1 C	Support	This section should also acknowledge the role of the rail network and LRT network by making best use of existing capacity (or most easily expanded capacity) when making locational decisions, particularly when generating commuting into Leeds or commuting out of Leeds to high density employment (e.g. offices) along key corridors (including LRT) or at key transport hubs.
Personal travel reduction an modal shift	P139 T1 E	Support	Congestion at and around schools and on bus routes suffering from reliability should also be prioritised. Providing public transport capacity (via rail or BRT particularly) is essential if mode transfer is to be delivered, and employment/housing growth accommodated.
Parking policy	P142 T2 A	Support	We welcome the inclusion of 'or more restrictive than' (rather than setting

			maximum levels, which could be used as the norm) parking standards.
Parking policy	P142 T2 A	Support	Standards in urban centres should be lower than in surrounding non-central areas, and could also be reduced along high frequency bus corridors and at and around rail stations.
Parking policy	P142 T2 A	Support	Park and ride provision must be linked with supply/cost of urban centre parking
Parking policy	P142 T2 F	Object	Given the support given to Demand management, it is not clear the reference to parking levies to control PNR parking has been removed. It offers a simple, direct way of influencing PNR use and could encourage less supply of PNR (with a consequent increase in land use density) in urban centres.
Parking policy	P145 T3 B2	Support	Park and ride provision must be linked with supply/cost of urban centre parking
Public transport	P146 16.15	Support	The proposal to focus public transport within urban areas, ahead of rural areas is supported, given the affordability of investments, but there is a need to identify the role of rail heads and bus/rail park and rides for accessing urban centres, as well as car sharing for those and other local travel.
Rural transport	P163 T8 E	Support	Community Transport solutions for rural public transport needs are supported, since they will generally offer more value for money solutions. They will need to provide adequate connectivity and interchange with connections to urban centres, and reflect access to key local destinations such as health services, post offices, local shops and schools.
Transport investment priorities	P165 T9 E	Support	There is a clear need to 'pool' S106 monies to deliver wider scale improvements to the transport network, over and above site specific mitigation measures. There is also a need to ensure that public transport improvements are in place before developments start to generate travel demand. This may require forward funding mechanisms to be established, particularly if development is incremental.

Transport investment priorities	P165 T9 E	Comment	Table 16.24 should be more specific about the priorities identified in the City Region Transport Vision. There will be a need to co-ordinate the RTS with schemes that are being developed through the LCR Transport Vision.
Transport investment priorities	P168 table 16.24 A7	Support	The addition of 'within and between' in the proposed changes supports the LCR Transport Vision. This City region Transport Vision should be referenced in this section.
Health and recreation	P206 ENV11	Support	With the additional supportive measure that walking and cycling should be encouraged as a means of access to public transport nodes such as rail stations and LRT halts

APPENDIX C

NETWORK RAIL'S STRATEGIC BUSINESS PLAN 2009-2014

Summary of the Plan

1. The Strategic Business Plan document consists of a main 222 page report that sets out the strategic context, considers the issue of the increase in demand for rail services (both passenger and freight), considers the railway industry strategy and sets out Network Rail's own policies and strategies. This is then followed by the Plan, a consideration of how much it will cost to deliver and how this can be financed. The full document is available from www.networkrail.co.uk.
2. In addition there are some more detailed attachments that summarise the key milestones in delivering the proposed strategy for each of the 26 routes categorised by Network Rail. Of those routes, the main ones that impact upon Leeds City Region services are: -
 - Route 8 East Coast Main Line
 - Route 10 North Trans-Pennine North and West Yorkshire
3. The proposed strategy for Route 10 proposes: -
 - a phased programming of train lengthening on most routes
 - a revised service pattern on the Calder Valley route
 - a revised service pattern in the Castleford area
 - revised services on the Leeds – Manchester – Liverpool route
 - revised service patterns where train lengthening is not the best solution to meet growth
4. Each of these proposed strategies for service improvements will require some form of infrastructure enhancement and these include proposals for: -
 - Platform extensions where necessary and practical together with additional stabling and depot servicing facilities.
 - Enhanced infrastructure at Bradford Interchange (in conjunction with the already proposed Mill Lane junction track renewal) and at Todmorden (proposed turn-back facility) in order to increase capacity, improve journey times and provide new journey opportunities on the Calder Valley route.
 - Possible small scale improvements in the Castleford area.

- A programme of line-speed and capacity enhancement schemes on the Leeds – Manchester – Liverpool route.
 - A turn-back facility at Keighley and at the proposed parkway station for East Leeds, in order to provide a different range of services and calling patterns on the Airedale and York/Selby lines, together with signalling improvements on the Harrogate line that would enable train frequencies to be improved.
5. In addition to the above, the Plan recognises Metro's aspirations for later evening services on a number of routes and suggests that this will be examined through the current Yorkshire and Humber Route Utilisation study.
 6. An associated industry aspiration referred to in the Plan is that of the 'seven day railway' and Network Rail will be examining ways in which their maintenance and renewals work across the network will interfere less with the need to run trains when passengers want them to.
 7. Reference is also made to the proposed south pedestrian entrance to Leeds rail station together with other improvements around the station to better cope with the continuing growth in patronage.
 8. The Plan for the East Coast Main Line deals mainly with capacity and performance constraints outside West Yorkshire, which will bring to longer distance travellers and the interaction between long distance trains and local services, particularly those operating through the Leeds City Region.
 9. Importantly for West Yorkshire, the Plan does include for platform lengthening at stations between Doncaster and Leeds and the proposed capacity improvements at Wakefield Westgate. There is also reference to speeding up the entrance / exit speeds on the Hemsworth loops and, whilst this is welcomed, it is considered that a far better scheme would have been the quadrupling of track in that area.

DRAFT RESPONSE

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Dear Mr McMahon

CONSULTATION ON NETWORK RAIL'S STRATEGIC BUSINESS PLAN

I refer to the letter from Bill Emery dated 1 November 2007 seeking views on a range of key issues related to Network Rail's Strategic Business Plan (SBP).

Metro is grateful for the opportunity to comment on the SBP and am pleased to say that the SBP and its contents are, overall, welcomed. However, Metro does not believe it goes far enough in terms of supporting economic growth through delivering priorities set out in the City Region Transport Vision.

The SBP recognises the challenges created by the continuing, significant growth in demand for local, regional and national rail travel within the main regional centres and, in particular for Metro, the Leeds City Region. The SBP also questions the robustness of some of the patronage growth assumptions that were made earlier in the compilation of the High Level Output Specification (HLOS).

Additionally, it recognises the inconsistencies within the HLOS of the train load factors expected by 2014 for services in Leeds compared with other regional centres such as Manchester and Birmingham and, as you will appreciate, this is an area of particular concern to Metro. Whilst the additional rolling stock will go some way to address the natural passenger growth in the Leeds City Region, it does not tackle the existing, unacceptable, levels of overcrowding experienced on many of the peak services arriving at and departing from Leeds station.

Network Rail suggests that the SBP is robust enough to cope with growth continuing at the current levels but this is an area that Metro will continue to challenge vigorously. In this respect, Metro has been working closely with Northern on what are considered to be realistic and robust projections of the level of expected growth for the SBP period and how this translates into numbers of additional carriages for a range of load factors.

It is disappointing that the Route Utilisation Strategy study work programme has not kept pace with both the HLOS and the SBP. Nevertheless, much of the work already accomplished within the Yorkshire and Humber RUS appears to be reflected within

the SBP and Metro trusts that any further identified gaps can be accommodated within the SBP prior to the final document being approved.

It is also disappointing that the SBP does not refer to a number of the key aspirations of the Leeds City Region Transport Vision and makes no reference to the current work being carried out by Metro on the opportunity to convert the Harrogate line to tram/train technology.

The City Region's aspiration for additional electrification to both the east and south west of Leeds does not appear to be referred to in the Plan and this is disappointing. The Department, in the HLOS, suggested that it was undecided on the short term appropriateness of further electrification schemes. Further electrification is something that Metro believes is critical in terms of improving services on the main arterial routes centring on Leeds.

The infill of electrification between Leeds Neville Hill and the East Coast Main Line at Colton junction, York, and the Hambleton curves, together with the route through to Selby will enable more efficient and flexible working of electric traction within the City Region's core routes.

Metro fully supports infill electrification within the region and it was of particular interest that, at the launch of the SBP in London on 2 November, Network Rail's Chief Executive, Iain Coucher, suggested that Network Rail was strongly supportive of further electrification and was to make a joint representation with the Association of Train Operating Companies to the Department to that effect. Electrification schemes have also received much support in Scotland recently. Metro will lend whatever support it can to such a campaign and will continue to vigorously pursue the City Region's electrification aspirations with Network Rail.

Metro would like to see a more ambitious plan for the English regions recognising the substantial contribution these areas make to the national economy.

An example of where Metro believes that more ambitious investment is required is the National Stations Improvement Programme (NSIP), which will inject £156 million into approximately 150 medium sized stations nationally. This investment is welcome, but once again, due to the criteria used by the Department and the restricted level of funding, it is likely that only 3 or 4 of Northern's stations within West Yorkshire will qualify for this funding, which is unacceptable.

Metro expects that, in this and subsequent investment programmes, a more pragmatic approach should be taken to ensure that an appropriate level of funding is spread amongst districts and regions. These areas, like West Yorkshire, have many small sized, un-staffed stations that support significant numbers of passengers every day and yet, because of the national categorisation applied, do not qualify for centrally funded improvements.

Finally, the reference within the SBP to possessions strategies and the move towards a 'seven day railway' is welcome, even though it is recognised that, together, they can be something of a paradox. If Network Rail achieves its strategy in these respects this will go some way to enable local train operators to address

Metro's desire to see later running trains in the evenings and higher levels of service during Sundays. It is to be hoped that Network Rail can improve their possessions management through their proposed strategy and eliminate the recently increasing number of local, over-running weekend possessions, which have created problems for train operators and passengers.