

House of Commons Transport Committee

INQUIRY RELATING TO THE INTEGRATED RAIL PLAN

SUMMARY

This submission to the House of Commons Transport Committee has been prepared by members of the Leeds Civic Trust, a third sector organisation based in Leeds which includes amongst its objectives, the enhancement of amenities in Leeds which will help encourage the prosperity of the city - these include the development of an appropriate transport system.

The Integrated Rail Plan (IRP) does set out two objectives which the Leeds Civic Trust is able to support:

- as we recognise that HS2b East to Leeds and the full NPR route would not have been built for many years, we support an overall the aspiration to provide benefits earlier
- we also support the intention to maximise the benefit that can be derived from the ECML, both south and north of Leeds.

However, these few positives are far out-weighed by the many issues which the IRP creates:

- the IRP as published does not achieve the objective of 'levelling up' for Leeds and West Yorkshire by providing the step change in connectivity needed to other key cities and regions of the UK
- the proposals for Leeds and Yorkshire are incomplete - it is not clear whether the proposals made are feasible or deliverable and to what extent they are aspirational
- the proposals potentially create an East/West divide, with rail investment concentrated in the Midlands and West side of the country, disadvantaging Leeds, Yorkshire and the Northeast in relation to Manchester and Northwest England
- it does not provide for the improvements in capacity needed to improve local rail services and support the modal shift of freight from road to rail
- there is no solution proposed for the issue of lack of platform capacity at Leeds City Station - it may be that this is best done by constructing the HS2 station as envisaged but with a new line connection to the conventional rail network
- the lack of provision for electrification of key rail routes in Yorkshire means that local rail services will not be zero-carbon by the government's target date of 2050.

1 Introduction

- 1.1 Leeds Civic Trust wishes to see Leeds as a sustainable, liveable and fair city in which transport helps people to lead rich, productive, varied and healthy lives. Moving around the city and the City Region should be an affordable, efficient and seamless experience. The needs of the whole city should be catered for by the transport system. It should enhance the city's built and natural environment and help Leeds to meet its global environmental obligations. The transport system should support the city's economy, enabling businesses to be productive and giving people access to a wide range of employment, leisure and educational opportunities. The Trust's own [Transport Vision](#) reflects the City Council's recent Transport

Strategy which has the *vision for Leeds to be city where you don't need a car, where everyone has an affordable zero carbon choice in how they travel.*

- 1.2 Rail is a key element in this Vision and the Trust has, from the outset, supported the development of HS2 as a core element in the region's connectivity. However, this must link seamlessly to initiatives such as Northern Powerhouse Rail (NPR), enhancements to local rail services and other public transport improvements.
- 1.3 The Leeds Civic Trust has worked with many stakeholders with the objective of ensuring that our views can be captured and promoted in appropriate places, contributing positively to the debate on rail projects in the region. Key recent rail-focussed initiatives include discussion papers relating to Links between the Station and the City, a report which proposed an alternative location for the initial HS2 station and plans to make the new HS2 station the focus of regeneration of Leeds South Bank.
- 1.4 The Trust's [Priorities for Rail](#) (published November 2017) set out the elements which we feel should be included within an Integrated Rail Plan for West Yorkshire.
- 1.5 In early 2021, the Trust published a second document which set out an aspiration for a [West Yorkshire Metro System](#), which assumed that the completion of HS2 would allow the provision of the more intensive local train service which is required to deliver connectivity throughout the region (copy supplied with this submission).
- 1.6 The House of Commons Transport Committee is interested in the implications of the Integrated Rail Plan (IRP) for the economy and rail capacity and connectivity. It has stated that it is particularly interested in receiving written evidence that addresses the questions set out below. The documents above set the context for the Trust's interest in the enhancement of rail services and our answers to the questions asked by the Committee.

2 Question A: The contribution that the IRP will make to rail capacity and connectivity for (a) passengers and (b) freight in (i) the Midlands and the North and (ii) the UK

- 2.1 In view of the interest of the Leeds Civic Trust (LCT), we are making our principal observations on Capacity and Connectivity with regard to The North and direct connections/routes to other parts of the UK.
 - a1) *Passenger Capacity*
- 2.2 Additional rail capacity is important in supporting the city's decarbonisation, encouraging modal shift from car to rail and enhancing links with all parts of the UK, including the Midlands, the Southwest, Wales, the Northeast and Scotland as well as London.
- 2.3 Over the last decade, Leeds station has consistently been the busiest in the North and has trebled its passenger numbers since 2000. Post-covid, Leeds station passenger numbers exceed the national average and are currently in the region of 84% of pre-covid levels Monday to Thursday and nearing 150% Friday to Sunday. Station usage in October 2021 was 101% of October 2019. Delays occurring in Leeds Station and the approaches where there is limited capacity for existing services can impact the network nationally as far away as Plymouth and Aberdeen.

- 2.4 The IRP states that:
as well as inadequate journey times, the NIC also identified reliability as a key constraint, especially for trains serving the North. Northern Rail and Transpennine Express both had lower-than-average punctuality in 2019/20, with the percentage of trains arriving on time at 55% and 41% respectively, compared to the national average of 65%. The Government notes that attempts to run more services have foundered on the capability of the Victorian network, as seen in the timetabling problems of 2018.
- 2.5 It was and remains the view of the LCT, and that of many other stakeholders from the region, that HS2 and NPR were not principally about reducing journey times but rather the potential they gave for greater capacity for additional and more reliable rail services to serve the regional and local markets. Through removal of fast trains (Yorkshire & Northeast to London, Northeast to Southwest Cross-Country and East West Trans-Pennine), additional local services could be operated on routes which are important to serve locations within what is a regional travel catchment.
- 2.6 As an example, it is not possible to operate more frequent local services on routes such as Leeds to Doncaster as slower trains stopping at existing intermediate stations (let alone any additional stops which should be introduced to serve growing residential/business areas en route) are caught up by through services on what is a twin track line with no opportunity to 'overtake'. The same effect can be seen on lines between Leeds and Manchester and Leeds and York. This is in contrast to most routes out of London where four tracking is the norm, allowing both frequent high speed and slow services.
- 2.7 The LCT has long campaigned for the provision of four tracks between Leeds and York to allow significant enhancement of capacity on this key route for both local and long-distance services. At present, capacity is constrained by this being a two-track line with a number of stations serving significant residential and business locations for multiple commuting, business, education and leisure journeys - through services are held up by stoppers and more stations cannot be added at growth points. In this area, HS2b East as proposed would provide a pair of fast tracks from Thorpe Park to York, leaving the old line to serve intermediate stations and freight traffic. This new line would also serve NPR trains from Leeds which would be enhanced by the restoration of former third and fourth tracks from immediately east of Leeds City Centre to the HS2 junction - there is space in the formation for much of this route so it could be delivered quickly and cost-effectively.
- 2.8 Cancellation of HS2b East removes the potential for this significant capacity enhancement. This greater capacity on local rail services is required in order to deliver on the Government's commitment to decarbonisation through encouraging modal shift from private to public transport. In pre-pandemic times, it was difficult to catch peak hour commuter train services to Leeds due to over-crowding, with 15.3% of passengers having to stand during the morning and evening peaks (*Autumn 2019 - DfT data*).
- 2.9 While such levels of use may take some time to recover, capacity must be provided for those travellers who must be encouraged to transfer from road to rail commuting. These will only do so if train services run from a

convenient local station, are frequent and are reliable - this cannot be the case on mixed traffic railways such as those in West Yorkshire.

- 2.10 It is a concern that at the same time as National Highways and other agencies are continuing to forecast significant growth in vehicle use in planning new road schemes, rail schemes are being cut back. An example is the Lofthouse Interchange between the M1 and M62, where the fact that vehicle moves through the junction are predicted to grow by over 42% over the next thirty years (*DfT consultation website*) is given as justification for what will no doubt be very significant capital expenditure. This would be better spent on alternative modes of transport which would reduce the need for such works.

a2) Freight Capacity

- 2.11 The fact that existing lines are full at present means that there is limited potential to provide additional freight paths around the region. This is already illustrated by the convoluted and time-consuming journey taken by biomass trains from Liverpool to Drax. Removal of express services to new HS2 and NPR routes would enable additional freight services to be interwoven with extra local train services on the current lines - this option is lost in the published IRP.

b1) Passenger Connectivity

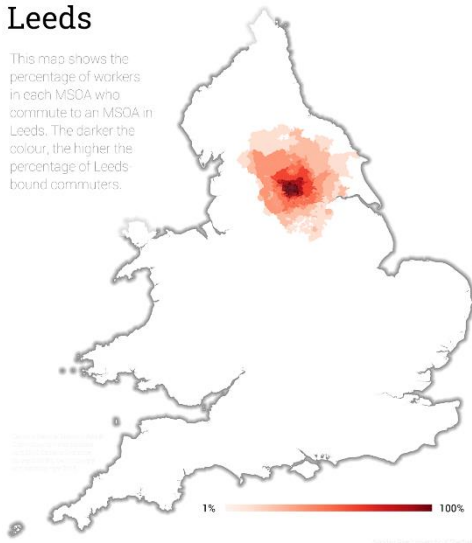
- 2.12 The West Yorkshire 'conurbation' has a very different character to that of areas such as Greater Manchester, Merseyside, the West Midlands and Tyneside. Rather than a single continuous urban area which can stretch for many miles through a number of sub-centres and local authorities, the geography of West Yorkshire features a series of deep river valleys - this has ensured that individual towns have not coalesced into one. As a result, the green wedges which are characteristic of the area and so valuable to its culture and well-being, make commuting distances longer and so better suited to heavy rail travel. This is complemented by the compact nature of the principal commuting and leisure destination (Leeds city centre) and the central location of its single main railway station. Almost all the lines into Leeds are serving locations outside the city district itself such as Skipton, Ilkley, Harrogate, Selby, Barnsley and the upper Calder Valley, with 70% of Leeds railway arrivals being from destinations outside Leeds postcodes.
- 2.13 The size of the Leeds catchment can be seen in the diagrams in Figure 1 and these demonstrate that there is potential for rail to play a key role in decarbonising transport. At present, cars dominate the modal split (and did so before the Covid pandemic) and so, if Government targets are to be achieved, it is essential to offer travellers realistic alternatives through an integrated public transport system. Because of the distances involved, in West Yorkshire this should involve 'first mile' travel by foot, cycle or bus, with longer journeys between settlements made by rail.

Figure 1

% of Workers Commuting to

Leeds

This map shows the percentage of workers in each MSA who commute to an MSA in Leeds. The darker the colour, the higher the percentage of Leeds bound commuters.

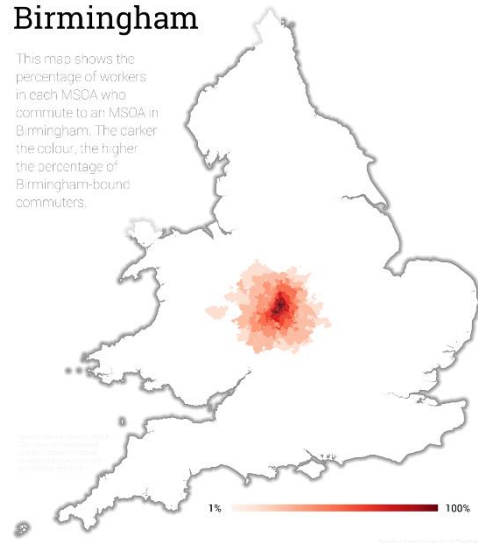


Leeds has a wide catchment for its workers, making rail an appropriate choice for many commuters.

% of Workers Commuting to

Birmingham

This map shows the percentage of workers in each MSA who commute to an MSA in Birmingham. The darker the colour, the higher the percentage of Birmingham-bound commuters.



Although it has a larger population, Birmingham's catchment area is smaller than Leeds'.

by Alasdair Rae from 2011 Census data ([Stats, Maps n Pix: City Footprints](#))

- 2.14 The area where passenger connectivity is poorest in West Yorkshire is with South Yorkshire and the East/West Midlands. This corridor would have been transformed by the construction of HS2, increasing service frequencies whilst halving many journey times in order to deliver benefits of agglomeration for business and provide greater leisure travel opportunities between cities, so taking cars off the roads.
- 2.15 Recognising the weakness in the existing Leeds to Sheffield route and the ambition for High Speed trains to reach Leeds, the IRP proposes a study to determine how this can be most effectively achieved. From a Leeds perspective, key considerations for the study will need to be:
- the future of the safeguarded and capacity releasing T-shaped station extension proposal that formed part of the HS2 plans
 - developing a new line from Leeds to Clayton Junction and onward options to the eastern leg of HS2
 - potential connections to the East Coast Main Line and/or Midlands Mainline.
- 2.16 The IRP states that further work will be carried to determine an appropriate upgrade along this corridor but the fact that this critical aspect has been excluded adds to the impression that West Yorkshire has been given little consideration within this strategy. Plans are put forward for electrification of the Midland Main Line as far as Sheffield but it seems ridiculous not to commit to an electrified route from Sheffield to Leeds, whether by existing lines (so decarbonising local and through services) or along a putative new route which might replace part of HS2b East. Such electrification would provide an 'escape' for electric trains at the northern end and so create an alternative route should there be disruption on the ECML.

- 2.17 The IRP includes the full electrification of the Transpennine route from Leeds to Manchester via Huddersfield (and further East and West) but this should be an essential element of any decarbonisation strategy for local rail services rather than a replacement for a higher speed route for intercity trains. Without extensive four tracking of the existing route, which includes many pinch-points where such work would be both costly and disruptive, this line cannot provide the capacity required to deliver a full range of rail services - local, fast passenger and freight. It is for this reason that Transport for the North and successive governments proposed NPR as a way of delivering the connectivity required to enhance the prosperity of the North.
- 2.18 It is considered that the IRP proposal of a high speed line from Manchester to the Yorkshire border (providing four tracks out of Manchester) would place West Yorkshire at a significant disadvantage as there would have to be compromises between fast and slow services, giving neither the opportunity to develop in such a way as to grow the market nor encourage modal shift.
- 2.19 With regard to the Leeds to Bradford line, the electrification promised in the IRP will not transform connectivity between the cities, and from Bradford to the rest of the country. The present two-track line does not have the capacity to accommodate both fast trains (the 12 minutes quoted in the IRP) and stopping trains serving the existing and potential stations along the route. As this was formerly a four-track formation, the extra tracks should be restored so as to allow both frequent fast and slow services.

b2) Freight Connectivity

- 2.20 Provision of additional capacity on existing lines should be allied to the delivery of or use of additional freight only lines in Yorkshire for a mix of services in order to provide more opportunities for rail to serve the many distribution hubs in the region. This could include some short-haul services such as that recently introduced from Immingham to Doncaster which will remove significant numbers of lorry movements.
- 2.21 At present, cross Pennine freight is heavily concentrated on the M62 and it is essential to reduce dependence on this route which is both weather-affected and particularly polluting due to the steep gradients encountered by heavy goods vehicles.
- 2.22 The IRP makes no mention of plans for reinstating the line between Skipton and Colne although this has been the subject of on-going development work for many years, supported by stakeholders including the DfT. It is suggested that the opening of this route would provide greater freight connectivity in addition to providing passenger services between what is at present an economically disadvantaged part of the country (Northeast Lancashire) and the generally more prosperous parts of West Yorkshire.

West Yorkshire Mass Rapid Transit

- 2.23 The IRP includes provision of £100m (or in other places, £200m?) for the initial development of a Mass Rapid Transit (MRT) network in West Yorkshire. It is suggested that tram-train could be an option for reducing overcrowding at Leeds Station but, as discussed in paragraphs 2.12 and

2.13, much rail commuting takes place over longer distances. It has previously been found that conversion to tram-train as a meaningful way to divert services away from Leeds station would create journey-time impacts, undermining the competitive journey time advantage rail offers, and lead to issues of compatibility with existing heavy rail services.

2.24 The LCT considers that the provision of a MRT system for Leeds should be a separate exercise from the IRP as the outputs have very different aims. Mass transit solutions such as light rail or bus rapid transit are intended to cater for new markets and to integrate with rail and bus, trying to create modal shift from car. As such, initial proposals in Leeds and West Yorkshire have been complementary to existing rail infrastructure, rather than competing with or replacing current rail services.

3 Question B: Whether and how the IRP will “level up” communities in the Midlands and the North

3.1 The intention of the Y-shaped HS2 network was to improve connectivity between the principal cities in the UK, with the benefits this would bring in terms of economic agglomeration and relief of congestion on existing, largely Victorian, railway lines. The changes proposed in the IRP remove these benefits from Yorkshire and the Northeast while maintaining (or even enhancing) those for the West/East Midlands and Northwest England. There are already regular high speed services from Manchester to the West Midlands while those from West Yorkshire are slow and unreliable. Without the northern part of HS2b East, significant parts of the UK will be at a long-term economic disadvantage through poorer access to the better-served locations

3.2 A key aspect of the HS2b East project is its role as a catalyst for development and regeneration. From 2015, the South Bank Regeneration Framework Supplementary Planning Document and Leeds Station Integrated Masterplan were developed in partnership with the Department for Transport, Network Rail, Transport for the North, West Yorkshire Combined Authority and the Council. These set the framework for the development of Leeds city centre around the HS2 infrastructure and anticipated that the new HS2 station adjoining the existing station would provide capacity for ‘classic rail’, in addition to integrating HS2 services with other national, regional and local rail services, any future MRT system and local buses. The South Bank Regeneration Framework Supplementary Planning Document was embedded in Planning Policy in 2018. Critically, this provided the framework to allow the city to continue to independently grow around the HS2 safeguarded land. Without certainty as to rail services in the region, which was the intention of the IRP, this important scheme and its role in ‘levelling up’ communities would be lost.

4 Question C: How the IRP will affect rail infrastructure and services outside the Midlands and the North

4.1 The core responses in this submission relate to local issues in the Yorkshire region and its immediate neighbours rather than the country as a whole.

4.2 However, in view of the fact that the IRP suggests abandonment of HS2b East, it is essential that due regard is given to the needs of Yorkshire in planning for the enhancement of existing lines in Southeast England (and in the Northeast) which will need to provide the required capacity and

connectivity to replace that which would have been delivered by HS2b East.

- 4.3 Network Rail has already delivered significant improvements to the East Coast Main Line (ECML) but these have resolved the issues at the 'low-hanging fruit' locations on the route such as Werrington, Peterborough, Hitchin, Stevenage and Kings Cross where grade separation and/or additional tracks will help.
- 4.4 However, the IRP only hints at the further work which would be required if the ECML is to remain the principal route to access Yorkshire and the Northeast in the longer term. If the IRP is to be a truly integrated plan for the future which can deliver enhancements faster than would be the case with HS2, provision for enhancements should include the elements set out in Appendix One.
- 4.5 In 2017 Network Rail published a study which confirmed that even with the investment of £13.4bn and decades of weekend disruption, the ECML could not be upgraded to a level that would deliver the capacity which would have been provided by the HS2b eastern leg. The IRP recognises this, with the number of daily seats forecast via an upgraded ECML only being 56% of those proposed under HS2.

5 Question D: The challenges to central Government, Great British Railways, regional and local authorities, transport bodies and other stakeholders in delivering the IRP

- 5.1 The revisions to long-established current plans which have been set out in the IRP will challenge delivery agencies in that, in Yorkshire in particular, there is a far greater reliance on upgrading of existing lines. As was found during the West Coast Main Line and Great Western upgrade programmes, such work on a live railway running on Victorian foundations is going to be very disruptive and potentially very costly with many uncertainties as to the condition of existing structures. An early justification for HS2 was that building a new line provides an opportunity for greater certainty in cost terms and would not disadvantage communities that would go through many years of disruption during construction works. As the technical detail has not been published, it is not possible to provide detail comment on this but we have major concerns as to the feasibility of many of the proposals for Yorkshire in the IRP.

6 Question E: How the rail schemes in the IRP will integrate and interact with HS2

- 6.1 The LCT has long suggested that HS2 should be better integrated with existing lines and it is welcomed that initial plans for captive 'Continental stock' trains have been abandoned. Such an approach makes best use of new lines, allowing services to pull off and onto HS2 to serve intermediate locations (as is the case with most continental high speed lines).
- 6.2 Our concern is that the IRP as published does not appear to settle the way in which HS2 integrates and interacts with other rail schemes. It concentrates on confirming significant sections of the previously announced Y-network but does not give any firm indication of how issues to the East of the Pennines will be addressed. Many of the assumptions made, or hinted at, as to how existing lines could be enhanced have been demonstrated by experienced railway operators to be impractical e.g. higher speed running on the ECML, more intensive services on the

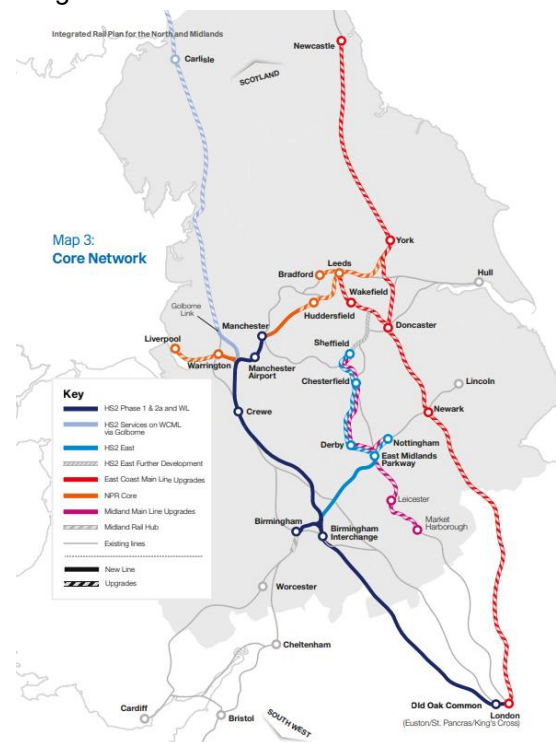
Transpennine route and greater opportunities for freight traffic. The many pinch-points on existing routes would provide a brake on significant capacity improvements.

- 6.3 The IRP proposes further studies to consider alternative options for delivering greater capacity and high speed services in Yorkshire but these may determine that the best and most cost-effective option might be the ‘resurrection’ of all, or large elements of, HS2b East from the East Midlands to and through Yorkshire. Such studies should be completed as soon as possible and with the full involvement of key stakeholders such as Transport for the North and Midlands Connect in order to reflect the needs and aspirations of local users.
- 6.4 As initial studies demonstrated that the eastern leg of HS2b delivered a higher cost/benefit ratio than that on the western side of the country, we are concerned that this will have an overall negative effect on the return from the investment in HS2 as a whole.

7 Question F: How the rail improvement schemes in the IRP were selected, and whether those selections represent equity between and within regions

7.1 The lack of equity between regions can be seen easily in the diagram showing the Core Network as published in the IRP (Figure 2). This shows that high speed rail services on dedicated tracks will run to the West/East Midlands and Northwest England but that Yorkshire and the Northeast will need to rely on ‘upgraded’ lines which it has been demonstrated cannot deliver the capacity and connectivity offered by new routes.

Figure 2



7.2 A network of new lines in the Midlands and between Manchester and Liverpool will allow significantly improved local services through diversion of fast trains - this will be impossible in Yorkshire where we will need to rely on mixed-traffic two-track railways.

- 7.3 Two of the largest and fastest developing cities in Britain (Leeds and Bradford) will not have access to continuous high speed rail services, with trains having to travel along existing lines to reach their destination - this is already the case in Yorkshire where the line from Doncaster to Leeds puts a significant constraint on capacity and speed.
- 7.4 The proposals in the plan and shown on the summary plan do not give full consideration to westbound links from locations such as Bradford or any links from Hull to the main lines.

7.5 Yorkshire & Humberside has for many years had a lower per head spend on transport than many parts of the UK (particularly London and the Southeast) as demonstrated in Figure 3. The proposals in the IRP will do nothing to redress such an imbalance.

Figure 3

PUBLIC EXPENDITURE PER HEAD ON TRANSPORT, BY SUB-FUNCTION										
England, 2016/17, £ per head										
	North East	North West	Yorkshire and The Humber	East Midlands	West Midlands	East of England	London	South East	South West	Total England
Transport	291	370	335	220	314	333	944	370	305	425
of which: national roads	50	62	71	52	61	64	3	93	42	55
of which: local roads	104	88	96	70	77	103	42	63	96	78
of which: local public transport	19	36	22	19	15	12	115	12	23	35
of which: railway	110	175	137	70	150	144	773	201	136	249
of which: other transport	8	9	10	9	12	9	10	1	7	8

House of Commons Library Briefing Paper 8130 (12 February 2018)

8 Question G: Whether the IRP represents value for money for UK taxpayers

- 8.1 The current position with regard to financing the railways is difficult in that the pandemic has completely altered the transport environment. Notwithstanding assurances that rail travel is safe, those commuters that are still travelling to work are turning to the private car, making it more difficult to address the climate emergency through modal shift.
- 8.2 At the same time income from fares has fallen and particularly in the case of season tickets where the 9 to 5, five days a week office job may have disappeared for many workers. However, this is also an opportunity in that railways will not need to cater for the morning and afternoon peaks which require significant investment in coaching stock which is only fully used a few times a day. But this change to what may be a 'leisure-user' dominated railway means that to attract these 'discretionary' passengers the operators need to deliver a frequent and reliable service which irregular users find easy to navigate, mixing local and long-distance services to reach more far-flung destinations.
- 8.3 It is difficult to determine if the IRP as published is 'value for money' in that significant elements of expenditure are uncertain - this is particularly the case with regard to enhancements to rail services in Yorkshire which are to be the subject of further studies. The expenditure is unbalanced as between East and West of the country (without forgetting the Southwest, which is not within scope of this IRP), meaning that while it may be good value in some areas it is certainly not the case in Yorkshire.
- 8.4 In the House of Commons debate on the IRP, Huw Merriman MP stated that 'it costs us in this country £2 million to deliver a single kilometre of electrified track. The Germans can do that for less than £500,000 because they have a rolling programme of electrification' (*Hansard 18 November 2021*). Our rough calculations suggest that the per mile construction cost of HS2 is projected to be around five times the actual cost of the high speed line between Tours and Bordeaux in France. Whilst accepting that

land costs and environmental constraints are higher in the UK, a five-fold difference seems excessive.

- 8.5 This seeming inability of the UK to deliver major infrastructure on time and to a sensible budget makes the case for such investment weaker and means that less can be achieved for a given budget. It could be argued that the scrapping of HS2b East and the original NPR proposals is a consequence of costs for the southern section of HS2 having run out of control.
- 8.6 In addition, there is a tendency in the UK not to stick to infrastructure plans. Large amounts of money are spent both by central and local government in developing schemes which either never see the light of day or are adopted, cancelled and then modified before being cancelled again. Electrification of the Midland Main Line is an example, as is the proposal to dual the A66 between the A1 and M6.
- 8.7 A contrast can be made with Spain where, 20 years ago, an ambitious transformational plan was made for a High Speed Rail system which would connect all provincial capitals with Madrid in under 4 hours and with Barcelona in under 6 hours. By and large, Spain has stuck with this plan and the majority of the network is expected to be completed in 5 years' time. A feature of the Spanish approach is its inclusion of all provincial capitals thus ensuring that all of the country derives benefit (this is true levelling up). Most developed countries are building high speed rail networks and there is danger that the UK is getting left behind.
- 8.8 Traditional Benefit to Cost Ratios (BCRs) tend to intrinsically benefit London-based schemes because the higher concentration of population means that benefits are usually higher. Recent changes to the Government's 'green book' for evaluating schemes includes more emphasis on 'place-based analysis' which is designed to give more weight to the regional benefit of schemes and to promote the 'levelling up' agenda. However, the lack of reference to the impact of these changes in the IPR raises questions as to whether this change has actually been incorporated in the analysis. Scotland benefits from allocations on a weighted population basis under the Barnett formula meaning that the North of England is systematically disadvantaged.
- 8.9 As the IPR is long term project, only relatively small sums would be needed on an annual basis to provide for additional infrastructure investment e.g. £1 billion per annum would generate £28 billion up to 2050. Areas where this could be generated include abandoning plans to reduce air passenger duty for domestic flights (many other countries are implementing measures to promote modal shift from short haul flights to rail) and abandoning highways schemes such as conversion of further sections of the M1 and M62 to 4-lane running smart motorway.

9 Conclusion

- 9.1 The Integrated Rail Plan does set out two objectives which the Leeds Civic Trust is able to support:
 - as we recognise that HS2 East to Leeds and the full NPR route would not have been built for many years, we support an overall the aspiration to provide benefits earlier

- we also support the intention to maximise the benefit that can be derived from the ECML, both south and north of Leeds.

9.2 However, these few positives are far out-weighed by the many issues which the IRP creates:

- the IRP as published does not achieve the objective of 'levelling up' for Leeds and West Yorkshire by providing the step change in connectivity needed to other key cities and regions of the UK
- the proposals for Leeds and Yorkshire are incomplete - it is not clear whether the proposals made are feasible or deliverable and to what extent they are aspirational
- the proposals potentially create an East/West divide, with rail investment concentrated in the Midlands and West side of the country, potentially disadvantaging Leeds, Yorkshire and the Northeast in relation to Manchester and Northwest England
- it does not provide for the improvements in capacity needed to improve local rail services and support the modal shift of freight from road to rail
- there is no solution proposed for the issue of lack of platform capacity at Leeds City Station - it may be that this is best done by constructing the HS2 station as envisaged but with a new line connection to the conventional rail network
- the lack of provision for electrification of key rail routes in Yorkshire means that local rail services will not be zero-carbon by the government's target date of 2050.

9.3 We suggest that there needs to be a firm programme of improvements to the existing rail network in and around Leeds and West Yorkshire. Selective line upgrade, electrification and 4-tracking are required over the period to 2035 to deliver the modal shift which will help address climate change. However, in the longer term and as proposed for many other Core Cities within the IRP, we believe that new lines into Leeds are likely to be needed to provide appropriate connectivity and capacity for true 'levelling up' of the region's economy.

APPENDIX ONE

Enhancements to East Coast Main Line

1. Any programme of improvements which would help address the shortfall in capacity arising from cancellation of the full HS2b East should include the following elements:
 - a. the doubling of the section through Welwyn where the narrow viaduct and tunnels are an obstruction on what would otherwise be a four-track line from Kings Cross to Huntingdon
 - b. the restoration of four tracks from Huntingdon to Peterborough, which can be done largely within the former rail formation
 - c. the removal of level crossings on this and other parts of the ECML so as to enhance safety for both rail and road users, together with installation of additional footbridges/underpasses for pedestrian and cycle connectivity.
2. Other works on the ECML could be considered to be within the Midlands and the North but these are listed here for continuity:
 - a. the reconstruction of stations at Grantham and Newark to provide through lines alongside platforms for stopping services - it is considered that such works could be completed within the current rail formation through taking in former goods yards or sidings
 - b. removal of the flat crossing immediately north of Newark Northgate in order to enhance capacity and speeds on both ECML and Nottingham to Lincoln lines
 - c. reconstruction of Doncaster station and its environs to provide grade separation for trains travelling from Leeds to the South - these are often held up on the approach to the main ECML to allow late-running trains from the South to pass on northbound lines
 - d. the reconstruction of Northallerton and Darlington stations to provide additional platforms and so allow faster trains to pass those stopping at intermediate stations
 - e. diversions onto new or reconstructed lines in locations such as Durham, Morpeth and Berwick-upon-Tweed to improve fast services through to Scotland - this would enable more internal air services to be withdrawn and so reduce adverse impacts on climate.
3. The IRP states that the ECML will be upgraded with digital signalling, power supply upgrade and infrastructure improvements to accommodate longer trains and to increase the speed in places to 140mph. However, calculations in the railway press have shown that opportunities to increase speeds to 140mph are very limited and that the time savings indicated in the IRP are not practically achievable.
4. Any up-grading of existing lines will be very disruptive to existing services and the programme of works hinted at in the IRP would lead to many years of partial or full closures of the existing route - this was a key argument for the construction of a new line.