

## **CROSS BOUNDARY ISSUES**

### **INTRODUCTION**

People's transport needs do not recognise administrative boundaries. We are therefore working with neighbouring authorities to ensure that, as far as possible:

- joint proposals are developed for important cross-boundary corridors of travel;
- significant proposals close to administrative boundaries are discussed on a joint basis;
- links are developed to support economic regeneration on a regional and sub-regional level;
- public transport ticketing systems and concessionary fares arrangements are developed to assist cross-boundary travel;
- transport strategy objectives are not undermined by incompatible policies.

### **REGIONAL CONTEXT**

West Yorkshire forms a key part of the Yorkshire and the Humber Region. It contains over 40% of the Region's population and a higher proportion of the Region's employment. Whilst West Yorkshire contains a number of large, relatively free-standing urban centres, there are important cross-boundary transport issues, which affect West Yorkshire and its neighbouring areas.

The draft Regional Planning Guidance recognises Leeds as overwhelmingly the dominant economic centre of the Yorkshire and the Humber Region. The strength and continued growth of the Leeds economy has implications for travel patterns and has led to a growth in longer distance commuting.

The draft Regional Planning Guidance recognises that some planning decisions made in one LTP area can have significant cross-boundary effects. For example, large retail outlets attract shoppers from a wide catchment. Similarly, leisure developments such as out of town cinemas and sporting venues also have large catchments. Key cross-boundary planning issues are addressed in the Land Use Planning annex.

West Yorkshire is bounded by South Yorkshire to the south and south-east, Greater Manchester and Lancashire to the west and North Yorkshire to the north and east. There is also a short rural boundary section with Derbyshire.

The key cross-boundary corridors affecting West Yorkshire are:

With South Yorkshire

- M1 Corridor and parallel rail routes
- Wakefield – South Elmsall – Doncaster
- Pontefract/Castleford/Hemsworth – Barnsley/Dearne Valley

With Greater Manchester/Lancashire

- M62 West Corridor and parallel rail route
- Huddersfield – Oldham

- Halifax – Oldham/Rochdale/Burnley
- Keighley – Colne/Burnley

With North Yorkshire

- Bradford/Leeds – Keighley/Ilkley – Skipton – Yorkshire Dales
- Leeds/Bradford – Harrogate
- Leeds - Selby/York

With Derbyshire/ Peak National Park

- Trans-Pennine Movements

## **REGIONAL ORGANISATION**

Under the general umbrella of the Regional Assembly for Yorkshire and the Humber, various bodies exist to co-ordinate activities related to transport policies. These are:

- Regional Transport Forum, which has overall responsibility for Regional Planning Guidance which includes the Regional Transport Strategy;
- Regional Transport Group, consisting of elected Members from each of the Highway Authorities and the PTAs, the Government Office and public transport providers;
- Transport Officers' Group, chaired by Kirklees Council, with membership from each of the Highway Authorities and the PTEs, GOYH and other regional bodies;

In addition, under the auspices of the Regional Chamber, there is a Robust Infrastructure Commission, chaired by the leader of City of York Council, with membership consisting of officers from representative authorities, the Government Office for Yorkshire and the Humber (GOYH), other public and private transport providers and private companies;

Also, all West Yorkshire authorities, together with all Yorkshire and Humber authorities are members of TravelWise. The regional TravelWise group, which is led by Metro, ensures cross-boundary co-ordination of TravelWise activity and this is further reinforced by regional participation in the **Target** project. Further details of this are provided in the Demand Management Appendix.

## **SOUTH YORKSHIRE**

### ***Context***

There is increasing demand for commuting between South Yorkshire and Leeds, principally by car along the M1, with associated worsening problems of congestion.

The Wakefield District of West Yorkshire abuts the Barnsley and Doncaster Districts of South Yorkshire. This boundary is recognised to be somewhat artificial because of the strong relationship between the respective communities based on their historic coal mining heritage. Indeed a coalfields area has been defined for the purposes of addressing the economic deprivation caused by the demise of the coal mining industry. This area straddles the boundary, including the communities and former colliery sites of each affected District.

Investment in new employment within South Yorkshire as a result of its European Union Objective One status will create job opportunities that may be attractive to

residents of West Yorkshire, particularly within the coalfields area. South Yorkshire's Objective One 'Single Programming Document' sees the jobs likely to be generated in Leeds as providing employment opportunities for South Yorkshire residents and transport links with Leeds are therefore considered to be important.

Consultants, on behalf of the DETR, are currently carrying out the South and West Yorkshire Multi-Modal Study (SWYMMS). They are considering issues and problems associated with strategic transport links in the area defined by the motorway 'box', broadly comprising the M1, the A1 and A1(M), the M18 and the M62 in South and West Yorkshire. Recommendations for multi-modal solutions to the problems should be made towards the end of 2001. These may have implications for current proposals.

### ***Key Issues and Actions***

#### Leeds - Wakefield - Barnsley - Sheffield Corridor

Improving the Sheffield - Leeds rail link is identified as a key priority within draft Regional Planning Guidance and in the Regional Economic Strategy. The improvement of rail frequencies and journey times is a major requirement. West and South Yorkshire PTEs are commissioning a joint study to consider improvements to services.

Measures to improve bus services have already been initiated through the respective 'Centre of Excellence' programmes. In the A61 corridor between Wakefield and Barnsley, a cross-boundary quality bus partnership is being developed. A "Metromaster" ticket offering bus travel in West and South Yorkshire was introduced in 1999.

#### Regeneration of South East Wakefield and the Dearne Towns

The key issue is the need to foster economic regeneration of the coalfields area by attracting new industries and businesses and providing local employment opportunities.

The Wakefield Unitary Development Plan has allocated significant brownfield and greenfield sites for employment purposes. The major opportunities are located around junction 31 of the M62 at Normanton and Whitwood, but there are also large allocations in the south east of the district. Within the Dearne Towns area of the Barnsley District, redevelopment of the former collieries has been progressing, creating large numbers of new jobs.

To meet the criteria for sustainable development it is recognised that accessibility by public transport, cycling and walking needs to be greatly improved. The opportunities for distributing freight by rail and waterway also need to be realised. The respective authorities and PTEs have already made a start on developing cross boundary bus services to link the communities with employment opportunities. In addition there are existing regional rail services linking Leeds and Wakefield with Sheffield and Doncaster which have stations within the South East Wakefield and Barnsley / Dearne Towns areas.

Proposals are being developed for improvements at Moorthorpe Railway Station, including bus/rail interchange and to encourage links to Wath/Manvers regeneration area using employer-funded bus services from a mini-interchange at Swinton Station.

The former South Kirkby colliery site is well located adjacent to a main rail line and

the potential for providing rail freight connections is recognised. Nevertheless it is considered that to attract modern industry and distribution companies, it is vital for there to be good road connections to the strategic highway network. Over the last few years the highway network in the Barnsley District has been subject to major improvement with the provision of the Dearne Towns Link Road and the Coalfields Link Road. Whilst connections to the M1 are now in place, there remains a need to provide the connection to the A1 and hence to the M62.

The present lack of a suitable road link is resulting in increasing traffic flows, including high proportions of heavy goods vehicles, routing along the A628 from the south east and from across the boundary. This is creating severe environmental and safety problems in the communities of Ackworth and Pontefract. A major highway scheme, the Hemsworth - A1 Link Road, is included in the programme to provide the necessary connections to the A1 and M62 and to facilitate the introduction of measures to redirect traffic away from the affected communities. This scheme will be mutually beneficial for both districts.

#### Cycling and Walking

The Trans-Pennine Trail is a multi-user route on the National Cycle Network that is being developed. It includes a spur between the main east - west route from Barnsley northwards through Wakefield District to Leeds, with an onward connection to other National Cycle Network links from Leeds to Bradford and Wetherby.

The South Elmsall, South Kirkby and Upton Ringway is a circular walking and cycling route which provides a more local facility for the communities on both sides of the boundary.

## **GREATER MANCHESTER AND LANCASHIRE**

### ***Context***

The M62 is the major east-west route in the north of England. It is a major transport link for the movement of freight from the ports of Liverpool, Hull and Goole and provides access to the airports of Liverpool, Manchester, Leeds Bradford and Humberside. It provides an all weather route between Greater Manchester and West Yorkshire and links the main towns and cities of West Yorkshire.

The main North Trans-Pennine rail route links Leeds, Dewsbury, Huddersfield and Manchester and is served by up to four trains per hour in each direction, however journey times are restricted by track curvature and capacity. Another Trans-Pennine service links Leeds, Bradford and Halifax with Burnley, Preston and Blackpool and other services run between Halifax and Manchester via Rochdale.

### ***Key Issues and Actions***

The bulk of the movements on the M62 are between West Yorkshire and Greater Manchester, 50% of journeys starting in West Yorkshire are trans-Pennine. Between peak periods, over 33% of traffic are goods vehicles. The high Pennine sections of the M62 do not operate at capacity but this soon changes when the more local traffic joins in both West Yorkshire and Greater Manchester during the morning and evening peak periods.

Traffic on the A646, A58 and A672 routes between Greater Manchester and Calderdale causes problems in the Calder Valley towns and Halifax. To a lesser

extent there are problems associated with traffic on the A62 and A635 in the Colne Valley towns and Holmfirth.

### M62 Route

The Highways Agency is currently carrying out consultation on a Route Management Strategy for the M62. This covers the whole of the M62 from Liverpool to Hull. The strategy aims are to:

- improve safety;
- improve traffic flow;
- encourage transport integration;
- improve the environment;
- provide better travel information.

In addition to the work that is currently being undertaken, the Highways Agency is considering:

- variable speed limits;
- designated lanes for high occupancy vehicles or lorries;
- traffic lights on entry slip roads;
- bus priority at junctions to assist local services;
- park and ride facilities to link to bus and rail services;
- more low noise surfacing and noise barriers;
- traffic control centres;
- providing up to the minute information on traffic conditions.

### Public Transport

The Pennine sections of both rail routes do not operate at capacity. However, this changes when people on more local journeys join in both West Yorkshire and Greater Manchester during the morning and evening peak periods. During these periods both trans-Pennine rail routes do not have sufficient capacity.

In the second round of rail franchising, it is planned to create a separate franchise covering Trans-Pennine rail services. This has attracted expressions of interest from a number of potential operators and will lead to enhanced services.

Cross-boundary tickets for bus and rail services between West Yorkshire and Greater Manchester is an issue that the two PTEs are seeking to address.

### Cycling

Whilst not a significant mode for major centre to centre cross boundary movements, cycling is of greater importance as a leisure mode. Even so, there is an unmet demand for short commuting trips within the corridor. The introduction of the National Cycle Network in the region, with co-operation on cross-boundary links such as the Calder Valley Cycle Route, which will link West Yorkshire to Rochdale and Greater Manchester, will help to satisfy that demand.

## **NORTH YORKSHIRE**

### ***Context***

The towns and villages of North Yorkshire, which are close to the West Yorkshire boundary, are a major source of peak time traffic flows into the districts of Bradford and Leeds. These areas also look to these cities as important centres for business and leisure and therefore links between the two areas are a significant issue, particularly within the northern and eastern fringes of the West Yorkshire conurbation. Similarly, traffic flows out of the conurbation to York, Harrogate and into the Yorkshire Dales National Park are a source of significant transport problems.

Arrangements have been put in place for regular liaison between West Yorkshire Authorities and North Yorkshire, City of York Council and the Yorkshire Dales National Park.

### **Airport Access**

There is significant 'leakage' of airport passengers from within the natural catchment area of Leeds Bradford International Airport (LBIA) to airports across the Pennines. In many instances, this will be to use flights not available from LBIA. Nevertheless, improved transport links to LBIA, resulting from implementation of its Surface Access Strategy should reduce unnecessary longer distance travel.

### ***Key Issues and Actions***

The key cross-boundary issues affecting West Yorkshire are shown below. These are divided into local and strategic issues.

#### **Cross-boundary commuting**

Commuting is a key issue, particularly in the Airedale-Bradford/Leeds, Harrogate-Leeds/Bradford and York/Selby-Leeds corridors. Such longer distance commuting appears to be on the increase. Car and rail are the main modes. This leads to increased traffic congestion on approach roads, in particular contributing to delays to local bus services, and use of rail services, leading to overcrowding and in some cases, passengers being unable to board at stations near the destination.

To address these issues, discussions have been held with a view to extending the scope of cross-boundary tickets to include travel in North Yorkshire in order to address cross-boundary fare differentials.

The proposed new rail station at Cross Hills included in the North Yorkshire Local Transport Plan should provide an alternative to driving to park and ride stations in West Yorkshire for commuters using the Airedale line.

Introduction of new class 333 electric trains on routes including Leeds-Skipton from Autumn 2000, replacing the existing 40 year old trains on these routes, will provide a more attractive, reliable and comfortable journey.

Cross-boundary bus services, for example between Leeds and Harrogate, have been improved through the provision of more attractive modern vehicles.

#### **Airport Surface Access**

Leeds Bradford International Airport is close to North Yorkshire's boundary and about 20% of its passengers come from North Yorkshire. It is also the nearest airport to York. Many movements from York and North Yorkshire to this and other airports pass

through urban areas of West Yorkshire.

North Yorkshire County Council has participated in the Leeds-Bradford International Airport Transport Forum, which has led to the publication of the airport's surface access strategy. This contains proposals that should result in substantially better access to the airport by public transport.

### Cycling

Whilst not a significant mode for major centre to centre cross boundary movements, cycling is of greater importance as a leisure mode. The National Cycle Network straddles the region and crosses boundaries, so a common approach to its implementation would be desirable. Cycling may have a role for short distance journeys to rail stations and cycle parking provision should therefore reflect this at appropriate locations.

Introduction of the National Cycle Network in the region is progressing, with co-operation on cross-boundary links where necessary such as the Harrogate to York route, which passes through West Yorkshire in the Wetherby area.

### Leisure Travel

Surrounding areas of North Yorkshire form an important leisure destination for residents of West Yorkshire, in particular the Yorkshire Dales National Park. Heavy traffic is experienced on routes to the national park and in parts of the park itself, with consequent parking and visual intrusion problems in an area of high landscape quality.

To address this, a network of Sunday bus services operates from Leeds, Bradford and Wakefield to popular parts of the National Park with times convenient for walkers and other visitors and with routes serving rail stations where possible. The possibility of using car parks in West Yorkshire as a reverse park and ride facility for these bus services is being discussed. In addition, discussions have been held with to look at the possibility of a providing a cycle carrying facility on these routes.

The Leeds-Settle-Carlisle and Leeds-Morecambe rail lines are promoted as alternatives to car for leisure travel, with connecting bus links to important visitor destinations not served by stations and guided walks organised by volunteers co-ordinated with train services.

## **DERBYSHIRE/ PEAK NATIONAL PARK**

### ***Context***

The Peak Park Transport Forum is an established partnership which includes 9 highway authorities, 5 district councils, the National Park Authority, 2 railway operators, Railtrack, 3 Passenger Transport Executives, the Countryside Agency, English Nature and Transpennine Ltd. with the 4 Regional Government Offices and the Highways Agency as observers. The Forum has developed the **South Pennines Integrated Transport Strategy (SPITS)**, which has been informed by a number of major studies that had been commissioned to help devise a co-ordinated strategy for the region.

Part of the south-west corner of West Yorkshire (part of Kirklees District) is incorporated into the Peak National Park. Kirklees and Metro have been active in the Transport Forum and developing the Transport Strategy.

### ***South Pennines Integrated Transport Strategy***

Public consultation was carried out during 1998 to assess transport problems and to gauge opinions about the proposed major elements of the strategy. There was widespread support for the Strategy; although there were concerns from particular localities and from special interest groups about particular proposals or relating to omissions from the strategy.

Taking the findings of the consultation and other relevant developments a priority framework is being developed which describes the objectives, key themes and how the objectives are to be met.

#### Vision and Objectives

The Vision is:

*“an environment which is safer and healthier, in which the overall impact of transport is reduced, whilst ensuring access by everyone to everyday facilities, based on a more sustainable economy.”*

The Objectives have been agreed as:

#### Integration

- to improve strategic public transport services within the South Pennines area and to promote easier connections between different ways of travelling;
- to make best use of and improve the Highways Agency's core road network in the South Pennines area;
- to limit traffic growth on other roads within the South Pennines;
- to link transport policies with the environment, land use planning, education, health and wealth creation;
- to influence the content of Regional Transport Strategies and Local Transport Plans;
- to maximise the use of rail for freight transport.

#### Safety

- to create a safer environment for:
  - residents and visitors to the area, with particular regard for vulnerable road users;
  - cross-Pennine travellers.

#### Economy

- to help develop in a sustainable way the economies of the South Pennines.

#### Environment

- to conserve and enhance the valued characteristics of the National Park and its environs.

#### Accessibility

- to develop accessible and affordable transport choices, with particular regard to vulnerable and non-motorised users.

## Strategy

The strategy consists of 5 main elements:

- traffic restraint (e.g. speed reduction measures and traffic calming) on all trans-Pennine routes and class A and B roads, south of the M62 and north of the A50 except the A57/A628/A616 corridor;
- similar traffic restraint measures on the minor road network in the SPITS area, to prevent diversion;
- improvement/reinstatement of rail routes across or around the SPITS area (e.g. re-opening of the Matlock-Buxton and Woodhead railways, trans-Pennine rail upgrades);
- improved/new strategic bus/coach services across, within or around the SPITS area;
- improvement to the A57/A628/A616 core trunk route across the National Park, including Mottram-Hollingworth-Tintwistle and on the Tintwistle-Stocksbridge section, with environmental mitigation measures through the Woodhead Moors Special Protection Area.

These measures will be complemented where appropriate by travel awareness measures.

Within West Yorkshire the measures will include:

- the A628 - M62 area traffic restraint;
- Trans-Pennine Rail upgrade;
- bus service enhancements into/through the National Park;
- progressing the strategic environmental assessment of the trans-Pennine routes.