

TRANSPORT COMMITTEE

**MEETING TO BE HELD AT 11.00 AM ON FRIDAY 31 OCTOBER 2014
WELLINGTON HOUSE, 40-50 WELLINGTON STREET, LEEDS**

A G E N D A

1. APOLOGIES FOR ABSENCE

2. DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS

Members are reminded of their responsibility, in accordance with the Members' Code of Conduct, to declare any disclosable pecuniary interests in any matter under consideration at this meeting. Should you have a disclosable pecuniary interest in an item on the agenda you should not participate in any discussion on the matter, vote on the matter or remain in the meeting during discussion and voting on the matter subject to Part 4 (paragraphs 19 and 20) of the Code of Conduct.

If a member is unsure of the correct course of action to take, they should seek advice from the Secretary and Solicitor **prior** to the meeting.

Members should complete the appropriate form, attached herewith, and hand it to the Clerk before leaving the meeting. A blank form can be obtained from the Clerk at the meeting.

3. EXCLUSION OF THE PRESS AND PUBLIC

To identify items where resolutions may be moved to exclude the press and public.

**4. MINUTES OF THE MEETING OF THE TRANSPORT COMMITTEE HELD ON
26 SEPTEMBER 2014
(pages 7 to 14)**

Copy attached.

5. MINUTES OF THE MEETING OF THE LOCAL BUS SERVICES WORKING GROUP HELD ON 29 SEPTEMBER 2014
(pages 15 to 19)

Copy attached.

6. TRANSPORT BUSINESS PLAN 2014/15 PROGRESS
(pages 20 to 32)

To consider the attached report.

7. TRANSPORT UPDATE
(pages 33 to 37)

To consider the attached report.

8. LOCAL TRANSPORT PLAN APPROVALS
(pages 38 to 55)

To consider the attached report.

9. BUS STRATEGY
(pages 56 to 70)

To consider the attached report.

Signed:

A handwritten signature in blue ink, appearing to be 'AS Lytle', is written over a light blue rectangular highlight.

Head of Paid Service WYCA

WEST YORKSHIRE COMBINED AUTHORITY
DECLARATION OF DISCLOSABLE PECUNIARY INTERESTS

NAME OF MEMBER:

COMMITTEE: **TRANSPORT COMMITTEE**

DATE: **31 OCTOBER 2014**

AGENDA ITEM NO	NATURE OF INTEREST

Signed

You should complete this form only if you have a disclosable pecuniary interest in any particular item on this agenda. (See attached appendix for schedule of disclosable pecuniary interests.) Completed forms should be handed in to the Secretary and Solicitor **before** leaving the meeting.

NOTE: Should you have a disclosable pecuniary interest in an item on the agenda you should not participate in any discussion on the matter, vote on the matter or remain in the meeting during discussion and voting on the matter subject to paragraph 24 of the Code of Conduct.

If you are unsure of the correct course of action to take, you should seek advice from the Secretary and Solicitor prior to the meeting.

**SCHEDULE OF DISCLOSABLE PECUNIARY INTERESTS UNDER THE LOCALISM ACT 2011 AND THE
CODE OF CONDUCT OF THE COMBINED AUTHORITY 2014**

Disclosable Interest	Description
Employment, office, trade, profession or vocation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	<p>Any payment or provision of any other financial benefit (other than from the relevant Authority) made or provided within the relevant period in respect of any expenses incurred by a Member in carrying out duties as a member, or towards the election expenses of the Member.</p> <p>This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.</p>
Contracts	<p>Any contract which is made between the relevant person (or a body in which the relevant person has a beneficial interest) and the Authority -</p> <p>(a) under which goods or services are to be provided or works are to be executed; and</p> <p>(b) which has not been fully discharged.</p>
Land	Any beneficial interest in land which is within the area of the Authority.
Licences	Any licence (alone or jointly with others) to occupy land in the area of the Authority for a month or longer.
Corporate tenancies	<p>Any tenancy where (to the member's knowledge) -</p> <p>(a) the landlord is the Authority; and</p> <p>(b) the tenant is a body in which the relevant person has a beneficial interest.</p>

Securities

Any beneficial interest in securities of a body where -

- (a) that body (to the Member's knowledge) has a place of business or land in the area of the Authority; and
- (b) either -
 - (i) the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - (ii) if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which the relevant person has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If a Member has a disclosable pecuniary interest in a matter under discussion, the Member may not:-

- (a) participate, or participate further, in any discussion of the matter at the meeting;
- (b) participate in any vote, or further vote, taken on the matter at the meeting (unless the Member has requested and been granted a relevant dispensation by the Standards Committee), or
- (c) remain in the room during the discussion or vote on the matter.

Where Members have a disclosable pecuniary interest in a matter to be considered at a meeting, they may attend the meeting but only for the purposes of making representations, answering questions or giving evidence relating to the matter, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise. Once Members have finished, or the meeting decides they have finished, Members must leave the room and may not remain in the room during the discussion or vote on the matter.

Note: If a close family member has a Disclosable Pecuniary Interest, this is deemed to be a Disclosable Pecuniary Interest of the Member of the Authority.

ITEM 3

PUBLIC INSPECTION OF DOCUMENTS AND ACCESS TO MEETINGS OF THE WEST YORKSHIRE COMBINED AUTHORITY

Inspection of Documents

- (a) Files containing documentation relating to items to be discussed at the meeting may be inspected by contacting the named officer as detailed below. Certain information may be confidential and not open to inspection.

Exempt Information

- (b) The attached agenda items do not contain any exempt information as defined in Part 1 of Schedule 12A to the Local Government Act 1972.

Compilation of Agenda by:	Angie Shearon
Telephone No:	Leeds (0113) 251 7220
Date:	23 October 2014

**MINUTES OF THE MEETING OF THE
TRANSPORT COMMITTEE
HELD ON FRIDAY 26 SEPTEMBER 2014 IN WELLINGTON HOUSE, LEEDS**

Present: Councillor James Lewis (Chair)

Councillors R Billheimer, Y Crewe, E Firth, A Hussain, M Johnson, D Kirton, M Lyons, A Pinnock, R Poulsen, L Smaje, D Sutherland, T Swift and E Taylor

In attendance: Councillors V Slater (Bradford), P McBride (Kirklees) and D Levene (York)

Observer: Councillor B Collins (Calderdale),

33. Apologies for Absence

Apologies for absence were received from Councillors A Carter, G Lowe, M Ward and R Lewis (Leeds).

34. Declarations of Disclosable Pecuniary Interests

There were no pecuniary interests declared by Members at the meeting.

35. Minutes of the Meeting of the Transport Committee held on 11 July 2014

Resolved: That the minutes of the Transport Committee held on 11 July 2014 be approved and signed by the Chair.

36. Minutes of the Meetings of the District Consultation Sub-Committees

Resolved:

- (a) That the minutes of the meeting of the Leeds District Consultation Sub-Committee held on 7 July 2014 be approved.
- (b) That the minutes of the meeting of the Calderdale District Consultation Sub-Committee held on 8 July 2014 be approved.
- (c) That the minutes of the meeting of the Kirklees District Consultation Sub-Committee held on 9 July 2014 be approved.

- (d) That the minutes of the meeting of the Bradford District Consultation Sub-Committee held on 14 July 2014 be approved.
- (e) That the minutes of the meeting of the Wakefield District Consultation Sub-Committee held on 17 July 2014 be approved.

37. WYCA Funded Socially Necessary Bus Services

The Committee considered a report:

- Seeking the endorsement of guidelines for the provision of socially necessary bus services.
- To confirm the basis under which Boxing Day, Dalesbus and free town/city bus services were provided.
- Progress with upgrading MyBus vehicles under the Clean Bus Technology Fund.

It was reported that under the Transport Act 1968, the Combined Authority had a duty to consider the need for socially necessary services and the power to procure those services.

The former WYITA had developed criteria aimed at achieving savings required by the financial strategy whilst retaining as far as practicable, accessibility to local facilities. Members were informed that the Guidelines had been adopted in 2011 and had proved to be robust and fundamental to the successful process of saving money through the network reviews over the last 3 years.

Boxing Day Services

It was reported that Boxing Day services had been very successful since their reintroduction in 2007. It was proposed to procure and maintain the same level of service for 2014 as in 2013 primarily focussed on access to Leeds and Huddersfield town centres where Boxing Day retail activity was at its strongest. Members were also advised that it was proposed to trial an additional service between Leeds and Wetherby.

Dalesbus

It was reported that since 2007 the former WYITA had supported and provided a grant contribution to the Dales & Bowland Community Interest Company to operate a number of Sunday services throughout the year, providing leisure access for West Yorkshire residents visiting the Dales.

Members recognised the benefits to the residents of West Yorkshire and recommended that their support be continued in 2015/16.

FreeTown/City Bus

It was reported that the former WYITA, in partnership with the relevant West Yorkshire District Councils, had match funded the operation of free town/city services in Bradford, Dewsbury, Huddersfield and Wakefield. It was proposed that this approach be confirmed and thereby, in the event of a Local Authority wishing to pull out of that arrangement, the match funding from the Combined Authority would be withdrawn.

MyBus Vehicles

It was reported that in 2013/14 the former WYITA had been awarded a £1m capital grant under the Department for Transport's Clean Bus Technology Fund together with match funding from the Local Transport Plan to install emission control systems to 119 Euro 3 Yellow MyBus vehicles.

Members were advised a further bid of £277,550 to equip an additional 23 vehicles had now been accepted by the DfT. It was also proposed that match funding from the LTP programme would be sought to undertake complementary work to extend the operational life of the vehicles together with a strategy to address the 23 vehicles not included in the current award.

Resolved:

- (i) That the 'Guidelines for the Provision of WYCA Funded Socially Necessary Bus Services' be endorsed.
- (ii) That the provision of Boxing Day services for 2014 as outlined in paragraph 2.6 of the submitted report be approved.
- (iii) That the continued support for the Dalesbus services, subject to the availability of funding and the use of the WYCA's wellbeing powers in relation to the cross-boundary element within the scheme be endorsed.
- (iv) That the position regarding co-funding of town/city bus services be noted.

38. Rail Franchising

The Committee considered an update report on the progress being made on the refranchising of the Northern Rail and TransPennine Rail franchise.

It was reported that the DfT and Rail North had announced a shortlist of 3 bidders for both franchises. The next key milestone in that process was to develop and issue an Invitation to Tender setting out the specifications for both franchises in December 2014. In this respect all Rail North partners including the WYCA were heavily involved in all details of the work to inform the eventual franchise specification,

covering the key priorities which were outlined in paragraph 2.8 of the submitted report.

Reference was also made that whilst the formal franchise consultation had now closed and the responses were being analysed, it was understood that the North had collectively submitted a strong submission.

The Committee was also advised that good progress was being made to introduce formal governance structures for the Association of Rail North Leaders, Rail North Ltd and a legally underpinned partnership with the DfT.

Resolved: That the report be noted.

39. Smartcard and Information Programme Update

The Committee considered a report which provided an update on the Smartcard and Information Programme (SCIP).

The report highlighted a number of notable milestones which had been achieved in respect of the six component projects in the SCIP programme:

- Successful launch of the new website content management system which had resulted in a large increase in the usage of the wymetro.com website particularly from mobile devices.
- Mcard was now the most comprehensive ticketing scheme outside London.
- The conversion of all entitlement passes to smartcard had almost been completed.
- The Smart enabled retail network, including 700 Payzone outlets, had been commissioned.

Members noted that Post Office Counters Limited had not submitted a bid to offer a smart enabled retail network and it was planned to withdraw all Post Office sales by the end of December 2014.

It was reported that good progress on specifying the contract for the yournextbus realtime information was being made. The WYCA, SYPTTE and the City of York were working in partnership to procure a replacement system.

Members were advised that in view of the technology which had evolved since the current contract was let, views on additional user requirements had been sought from the former Passenger Consultative Committees, bus operators and other user groups.

Resolved: That the report be noted.

40. Local Transport Plan Approvals

The Committee considered a report which sought funding approval for the following projects, which formed part of the approved 2014/15 Capital Programme:

- Leeds Bus Station Carriageway
- Local Transport Plan Feasibility and Monitoring/Evaluation Evidence
- Rail Devolution
- High Speed/One North Work
- ICT Data Centres

Members commented that the Local Transport Plan Committee had provided a useful forum to discuss programmes and schemes. Councillor Swift, as the WYCA member on the Transport Committee, noted these comments and would refer them for consideration.

Resolved:

- (i) That expenditure of £825,000 for the resurfacing of carriageways at Leeds Bus Station, to be funded through the LTP be approved.
- (ii) That expenditure of £505,000 in relation to the 5 year contract for the external data centre to be funded through the LTP be approved.
- (iii) That expenditure of £500,000 on the Rail Devolution Programme be approved. WYCA will contribute up to £150,000 to be funded through the LTP. Contributions towards the overall programme cost will continue to be apportioned among the partners.
- (iv) That expenditure of £500,000 to fund LTP Feasibility Studies and LTP Monitoring and Evaluation Evidence data during IP2, to be funded through the LTP be approved.
- (v) That expenditure of £277,550 to equip 23 Euro 4 MyBus vehicles, to be funded through the Clean Vehicle Technology Fund be approved.
- (vi) That the contribution to the work associated with One North proposals for improving cross-Pennine connectivity works be noted.

41. West Yorkshire Plus Transport Fund

The Committee considered a report which provided an update on the process for re-profiling the development and delivery schedule for transport investments included in the West Yorkshire Plus Transport Fund.

It was reported that following the successful bid, subsequent feedback from the Government had now provided clarity on future funding profiles to be made

available to the WYCA and York over the 20 year commitment period 2015-34. In this respect members were informed that funding from the Government beyond 2021 would be the subject to 5 yearly independent reviews that would assess the economic impacts of the schemes delivered as well as delivering on time and within budgets.

The WYCA and York partners were reviewing the overall timescales and funding requirements for the development and delivery of the priorities for a number of 'early win' schemes based on set criteria including deliverability, affordability, key project risk and timescales and opportunities to 'lever in' additional funding. A revised programme had now been proposed to enable engagement with District Council partners and other stakeholders with a view to a report being presented to the Combined Authority at its December meeting, setting out the revised schedule for the Fund. Members were advised that this work would be overseen by the WYCA Transport Committee and Investment Committee.

Resolved: That the report be noted.

42. NGT Update

The Committee considered a report on the current status of the NGT Project including the Public Inquiry.

It was reported that in February 2014, prior to the commencement of the Public Inquiry, the former WYITA had reaffirmed their support for NGT. The Committee was given an update on work which was continuing on developing the NGT Trolleybus Project and on the Public Inquiry which had commenced on 29 April and was now expected to finish in late October 2014.

Members were advised that discussions were ongoing with objectors who were directly affected by the proposal in order to understand their concerns in more detail and, wherever possible, to try and resolve them in order to enable withdrawal of objections. The Chair referred to a number of emails that members of the Transport Committee had received from objectors to the scheme. He proposed to send a response to the correspondents on behalf of the Committee.

Resolved: That the report be noted.

43. Exclusion of Press and Public

The Transport Committee considered a recommendation to exclude the press and public from Agenda Items 12, 13 and 14, which contained exempt information defined in Paragraph 3 of Schedule 12A Local Government Act 1972.

RESOLVED: It was agreed that for the reasons outlined below, the public interest would be better served by maintaining the exemption, and, therefore, the press and public were excluded for Agenda Items 12, 13 & 14:

- (a) It was agreed that because disclosure of Item 12 (NGT – Objection Management) would reveal the commercial negotiations between WYCA and the other parties involved with the various property transactions this would be prejudicial to the negotiating position of the Authority and those parties.
- (b) It was agreed that because disclosure of Agenda Item 13 (Concessionary Travel Update) would reveal the commercial negotiations between WYCA and bus operator companies this would be prejudicial to the negotiating position of the Authority and those companies.
- (c) It was agreed that because disclosure of Agenda Item 14 (Wakefield Kirkgate Station) would identify the maximum contribution WYCA would make towards the project this would be prejudicial to the negotiating position of the Authority.

***44. NGT – Objection Management**

The Committee considered a report recommending commercial arrangements involving interests in land, amongst other things, be entered into with objectors to the NGT scheme.

Resolved:

- (i) That the recommended agreements with objectors be entered into on the terms set out in the report.
- (ii) That negotiations continue with one objector as recommended in the report.

***45. Concessionary Travel Update**

The Committee considered a report which provided an update with the larger bus operators on the reimbursement in relation to the 2008 English National Concessionary Travel Scheme (ENCTS) for the period 2014/15 to 2016/17.

The report also sought approval to continue negotiations with Stagecoach Yorkshire and Yorkshire Tiger on ENCTS reimbursement and proposed amendments to the scheme with regard to concessionary travel for young persons.

Resolved:

- (i) That the position on ENCTS Agreements with the larger bus operators be noted.
- (ii) That the sums as detailed in paragraph 3.7 of the submitted report be approved as the basis for concluding agreements with Stagecoach Yorkshire and Yorkshire Tiger.

- (iii) That the amendments to the Transport Act 1983 Concessionary Travel arrangements as detailed in the submitted report be approved.

***46. Wakefield Kirkgate Station**

The Committee considered a report seeking expenditure towards the Wakefield Kirkgate Station redevelopment.

Resolved: That expenditure towards the Wakefield Kirkgate Station redevelopment to be funded through the Local Transport Plan as detailed in the submitted report be approved.

**MINUTES OF THE MEETING OF THE
LOCAL BUS SERVICES WORKING GROUP HELD ON
MONDAY 29 SEPTEMBER 2014 IN WELLINGTON HOUSE, LEEDS**

Present: Councillor Eric Firth (Chair)

Councillor Yvonne Crewe
Councillor David Kirton
Councillor James Lewis
Councillor Andrew Pinnock

1. Election of Chair

Councillor Eric Firth was elected Chair of this meeting of the Local Bus Services Working Group.

2. Apologies for Absence

Apologies for absence were received from Councillors Ruth Billheimer and Rebecca Poulsen (Bradford).

3. Declarations of Disclosable Pecuniary Interests

There were no pecuniary interests declared by members at the meeting.

4. Exclusion of the Press and Public

There were no items on the agenda requiring exclusion of the press and public.

5. Working Group Programme 2014/15

The Working Group considered a report which outlined the potential work programme for the Local Bus Services Working Group and noted the Terms of Reference as set out in Appendix 1 of the submitted report.

It was reported that the key function of the Group was to advise the Combined Authority's Transport Committee on the practical application of the criteria for supported services adopted by the Transport Committee at its meeting on 26 September 2014. The Group would also focus on bus services procured by the Authority as well as changes to the commercial bus network and any implications for the supported network arising from any such changes.

It was agreed that the Working Group would meet at least four times per year and a schedule of future meetings was outlined to members. In this respect, it was agreed to hold the next meeting of the Working Group on 27 October 2014. It was further agreed that, in accordance with the Terms of Reference, a member of the Transport Committee from the appropriate District would be present at meetings dependent on the subject matter to be discussed and that a chair of the Group would be elected from the members in attendance at the beginning of each meeting.

Resolved –

- (a) It was agreed that the next meeting of the Local Bus Services Working Group would take place on 27 October 2014.
- (b) That further meetings of the Local Bus Services Working Group would be arranged through consultation with the Chair and Deputy Chairs of the Transport Committee.

6. Local Bus Services Update

The Working Group considered a report, which outlined in detail to members the major developments to local bus services since April 2014 across the Districts.

Service 113

In July, the new Service 113 had commenced linking Dewsbury, Pontefract and Pinderfield's hospitals. It was reported that the service had been funded by the Mid Yorkshire Health Trust and that the Combined Authority was receiving a fee from the Trust to manage the service.

It was requested that consideration be given to incorporating a stop on Halifax Road near to Dewsbury Hospital, as this would assist the travelling public, but would not deviate the service from the scheduled route.

Members also requested that passenger figures for the service be submitted to a future meeting of the Group.

Services 737 and 747

The Working Group was also advised of changes to Services 737 (Bradford – Shipley – Leeds Bradford International Airport (LBIA) - Harrogate) and 747 (Bradford – Greengates – LBIA) from 26 October 2014. Members noted that Service 737 would no longer continue to Harrogate and instead terminate at LBIA and Service 747 would be extended to operate to Harrogate. It was reported that these changes had been instigated in order to achieve improved service reliability.

A schedule of tender awards since April 2014 was attached as Appendix A to the submitted report and it was confirmed that all contracts awarded were in line with the Combined Authority's Standing Orders and Financial Regulations.

Resolved – That the report be noted.

7. Calderdale Network Review

The Working Group considered a progress report on the Calderdale Network Review, which included all areas in the district apart from Hebden Bridge/Todmorden and Elland/Brighouse.

It was reported to members that the consultation process had recently been undertaken via the website, by post and drop in sessions in the district and that over 600 responses had been received. It was noted that feedback received had highlighted a number of issues of concern, which were outlined below.

- Withdrawal of links to Rochdale from Sowerby Bridge and Ripponden;
- Withdrawal of bus services from Rochdale Road, Ripponden;
- Replacement of the hourly service to Halifax from Mill Bank/Soyland with a daytime only service every 90 minutes to Ripponden and Sowerby Bridge;
- Reduction of Service 534 Northowram to Halifax to every 90 minutes;
- Loss of link to Halifax from Krumlin, Dean Head and Ringstone;
- Reduction of the Halifax – West End – Washer Lane service to every 90 minutes.

Members were advised of the next steps to the review. Tenders had now been invited for packages that had been designed to maximise competition and included flexibility to address many of the issues raised in the consultation. In this respect, the outcome of the tenders would be reported to the next meeting of the Working Group on 27 October 2014.

The Group commended the hard work and effort undertaken by Combined Authority officers in implementing the review and it was hoped that a more substantial network would be created as a result of the changes.

Resolved – That the report be noted.

8. Home-To-School Transport

The Working Group considered a report regarding the outcome of tendering for school services in Kirklees, Leeds and Wakefield districts since the commencement of the academic year 2014/2015.

Members were advised of the implications for bus service provision arising from changes to Local Education Authority (LEA) school travel policies. The Group was also informed of changes to the tenders for school taxi and minibus services, primarily in the Wakefield area, but also in Calderdale and Leeds, through agency agreements with LEAs. Details of these changes and contracts were outlined in the submitted report.

Resolved – That the report be noted.

9. AccessBus Update

The Working Group considered a report concerning the award of 5 year contracts for the operation of the AccessBus service across West Yorkshire from October 2014.

It was reported that 19 bids had been received from 10 different operators and utilising the scoring matrix, as detailed in Appendix 1 of the submitted report, the award of contracts was as follows.

Bradford	-	TLC
Calderdale	-	Calderdale Council
Kirklees	-	Yorkshire Tiger
Leeds	-	CT Plus
Wakefield	-	BL Travel

Members noted that customers, who were often vulnerable, would not experience any significant changes as a result of the new contractors and that all of the above operators, with the exception of Yorkshire Tiger, were current providers of AccessBus services.

To coincide with the retendering of the service, 8 life-expired vehicles would be replaced by 7 new Solo SE vehicles. The new vehicles would be allocated to the Calderdale and Kirklees districts who would receive 3 and 4 vehicles respectively. It

was further reported that buses would be re-allocated in the Bradford and Wakefield districts in order to provide extra journeys.

The Working Group commended the necessity of the AccessBus service, as many customers would not be able to travel independently if not for this facility.

Resolved – That the report be noted.

Originator: John Henkel,
Acting Director Transport



ITEM 6

Report to: Transport Committee

Date: 31 October 2014

Subject: Transport Business Plan 2014/15 Progress

1. Purpose

1.1 To provide the Committee with an update on progress with delivering the Transport Business Plan for 2014/15 and to seek early input to the 2015/16 plan.

2. Information

2.1 The Transport Committee has previously approved the Transport Function Business Plan for 2014/15, which sets out Key actions for the period to 31 March 2015. This plan was subsequently approved by the West Yorkshire Combined Authority at its meeting of 29 May 2014.

2.2 Work is now underway to establish a business plan for 2015/16 that covers all the activities of the WYCA and establishes the appropriate budget and resourcing to do so. At this halfway point of the year it is timely to consider delivery of this year's plan and ensure both that the agreed actions are progressing and identify activities that should be included in the 2015/16 plan.

2.3 Progress with priorities such as bus strategy, transport fund, single transport plan and rail issues are set out in separate reports. Progress with NGT was reported to the September meeting of the Transport Committee.

2.4 The 2014/15 Transport Function Business Plan also set out actions and deliverables under the Local Transport Plan headings of Enhancements, Travel Choices, Connectivity, Asset Management and Supporting Activities, with an added heading of Engagement with Customers. These are set out in **Appendix 1**, with a commentary added against each one regarding progress made to date.

2.5 It is envisaged that the plan format will be revised for 2015/16 to reflect all of WYCA's priorities, as well as relevant performance indicators. The plan will be developed in conjunction with the budget process. An initial set of transport priorities are set out in **Appendix 2**.

3. Financial Implications

3.1 The actions identified in the business plan are within the 2014/15 revenue and capital budgets.

3.2 The 2015/16 business plan will reflect the 2015/16 budgets.

4. Legal Implications

4.1 None arising directly from this report.

5. Staffing Implications

5.1 None arising directly from this report.

6. Consultees

6.1 The Director, Resources and Director, Development have been consulted.

7. Recommendations

7.1 That the Transport Committee note progress on delivery of the 2014/15 Transport Business Plan and provides initial input to the 2015/16 business plan.

8. Background Documents

8.1 Transport Function Business Plan 2014/15.



Enhancements

A key objective is to secure the funding arrangements, through the Leeds City Region deal, for the £1.6 billion West Yorkshire plus York Transport Fund and for investment through the Strategic Economic Plan.

The Combined Authority has also inherited a portfolio of schemes to enhance the transport system. Key activities in 2014/15 include:

- Securing powers, through a Transport and Works Act Order application and public inquiry, for New Generation Transport (NGT), a 14.8km transformational trolleybus system running between the northern and southern edges of Leeds through the city centre connecting people to key employment sites, education, health and leisure facilities and reducing congestion on the busy A660 corridor.

Update: The public inquiry commenced in May and is due to conclude at the end of October/early November. The outcome of the Inquiry will be known in late 2015/early 2016.

- Working with Network Rail in constructing the Leeds Station Southern Entrance - a new, £17.3m fully-accessible, enclosed pedestrian extension over the River Aire directly south of the station. Lifts, escalators and stairs will take passengers to and from areas south of the city such as Holbeck Urban Village.

Update: The contractor is on site with construction now well underway, with completion scheduled for 2015/16.

- Constructing a new £6 million bus station in Castleford. The new bus station will feature an enclosed waiting area, CCTV coverage, real-time information and display and public toilets. The project also includes improved pedestrian links between the new bus station and the town's rail station.

Update: The contractor is on site with construction now well underway. The new facility is scheduled to open in February 2015

- Start construction of new rail stations at Apperley Bridge and Kirkstall Forge to encourage a modal shift away from car through improving access to the rail network in a manner which improves access across West Yorkshire.

Update: Contracts have been awarded for the construction of these stations.

- Progressing plans for a new station at Low Moor by securing planning consent, acquiring land and procuring a construction contract and Low Moor.

Update: Planning permission has been secured and CPO process initiated to facilitate the purchase of the required land. Tenders have been received and are being assessed.

- Co-ordinating the construction of the CityConnect project, which includes a 23km cycle and pedestrian superhighway between east Leeds and the centre of Bradford. Other components of the project include year-round surfacing of the Leeds-Liverpool canal towpath (between Leeds and Shipley), city centre cycle access and secure cycle parking, 20 mph zones and a programme of consultation and promotional activities.

Update: Consultation work has been undertaken. Agreement has been reached with the Canal and Rivers Trust for towpath enhancement works. Tenders for construction of the superhighway are being evaluated. City Centre cycle parking has been installed.

- Continuing rail development activities, including making of the case for electrification of the Harrogate and Calder Valley rail lines, the Yorkshire Rail Network Strategy Phase II (with Network Rail), and working with HS2 Ltd and local partners on connectivity and station integration.

Update: WYCA is contributing to the Electrification Task Force charged with developing a proposal for further electrification. Work is on-going on the development and delivery of the Yorkshire Rail Network Study and developing a local connectivity plan for HS2.

- A key role in the negotiating the outcome of the Strategic Economic Plan submission, which include a portfolio of transport interventions, including Department for Transport 'legacy' schemes,

Update: The outcome of the Leeds City Region Growth Deal in June provides an additional £573m for the region, on top of previously agreed sums, to deliver a range of economic and transport investments for the region.

Other activities will include programme management of the Local Transport Plan second Implementation Plan and scheme development of projects to be funded through the Strategic Economic Plan.



Travel Choices

Good progress is being made with the roll-out of smartcard ticketing as a key component of SCIP (smartcard and information programme). Deliverables in 2014/15 include a new retail network with more outlets and longer opening hours, weekly and monthly smartcard products, a new 16-25 smartcard product and the development of 'pay as you go' smartcard ticketing.

Update: A new retail network was launched in April 2014 and included 700 Payzone shops, smart enabled travel centres and smartcard kiosks at Elland Road Park and Ride site. There are 55,000 Young Persons (11- 16 year olds), 26,000 Scholars smartcards (16- 18 year olds), 15,000 education passes issued (school cards & boarding cards) and 5,000 16- 25 year olds smartcards in use. In addition, there 15,000 pink Mcards (platform card which can be used for weekly and monthly products) and 400,000 ENCTS smartcards in use. Over 1 million smart transactions on bus and rail per week are being recorded each week

Other planned activities for 2014/15 include:

- Development of a new customer database, providing a single customer view and log-in.

Update: Detailed system specification is underway, initial development is underway and the test environment available. Tendering is due to commence for an 'e-payment provider' to manage ticket sales and a website supplier to build the new ticket sales website. It is planned to complete the build in spring 2015 with data migration to take place by summer 2015. A launch is expected in the second half of 2015.

- Progressing the re-procurement of the award winning 'yournextbus' realtime information system, with enhanced functionality such as on-vehicle displays;
Update: Detailed system specification undertaken and OJEU procurement has commenced.
- The Junior SAFEMark programme, benefitting around 6,500 pupils from around 170 schools. A substantial part of the programme will be provided through Metroville, part of the Culture Fusion youth centre in Bradford;
Update: The programme has delivered Bradford's Culture Fusion, Metroville delivery starts in Oct 14. 33% of Bradford schools (2185 pupils) are booked in so far. Calderdale SAFEMARK commences in November 14 with the target of delivery to 30 schools. Wakefield, Kirklees and Leeds delivery will start in 2015
- go:cycling programme, offering cycle training and support to 5500 (+ Skyride Mass Participation events) novice cyclists and forming part of the Tour de France legacy programme;
Update: Additional funding means that 18,492 engagements have been achieved so far this year. This total includes cycle tutoring and bike maintenance training, guided rides, provision of advice and information and involvement in the Ride for Rewards workplace challenge.
- Support for the Travel Plan Network, providing sustainable travel advice to 200 business and supporting job seekers through ticketing offers provided through JobCentrePlus;
Update: So far this year the programme has provided support to the 200 network members and supported 1,600 job seekers.
- Enhancing the role of bus stations as 'safe places' through staff training and promotion;
Update: Refresher safe places training for staff has been delivered at Leeds and Huddersfield bus stations. Hate crime awareness training has been provided for bus station managers and for staff at Bradford interchange. Wakefield Safe Places scheme is due to launch in 2014, and Wakefield, Pontefract and Castleford Bus stations will all be 'safe places'.
- Supporting the information provision for the Tour de France 2014 Stages 1 and 2.
Update: Input from WYCA employees contributed to the success of the Tour de France in Yorkshire, with two members of staff seconded to the TdfHub2014.
- Supporting national events such as 'Catch the Bus Week' and 'Walk to School' week;
Update: WYCA supported these initiatives through the use of social media
- Ensuring customers are provided with accurate, up-to date information through internet based systems (such as the journey planner and 'yournextbus' realtime information system) and printed material;
Update: Standards have continued to be maintained for the delivery of passenger information, with services meeting KPIs. Customer satisfaction is being assessed through the autumn survey programme.
- Maintaining the effectiveness of the Metroline call centre, providing customer information as well as card management and feedback services

Update: Metroline has met its KPI targets for the year to date and answered ¼ million calls.

- Effective management and administration of concessionary travel schemes, with changes to methodology to make use of smartcard data.

Update: Agreements with large operators are being finalised. There are cap and collar parameters within the agreements that will be triggered using on smart transaction data. Smaller operators that have smart ETMs are being paid on smart transaction data and verified manual recordings.

- Negotiating an enhanced concessionary travel offer for young people

Update: The intention has been communicated to operators and details are being developed.



Connectivity

The programme of bus network reviews has already achieved savings of over £5 million per annum whilst retaining key links. Activities for 2014/15 include.

- Start of operation of a new park and ride service from Elland Road, Leeds, utilising an 800 space dedicated car park. The service contract has been awarded to First West Yorkshire, who will use new double-deck vehicles. Carnet products will be available using ITSO smartcards.

Update: The facility opened on time in June and take up has been growing week on week, with the majority of travel made using Smartcards.

- Re-procurement of the AccessBus service, providing cost-effective door-to-door services for 5,600 customers unable to use public transport;

Update: Contracts have been re-tendered and re-let with effect from October

- Piloting the use of Accessbus vehicles to provide home-to-school transport for primary schools;

Update: Services operate to three primary schools.

- Introducing gross cost (minimum subsidy) tendering for home-to-school services as part of the 2014 tender round;

Update: ¼ of services are now operating on this basis.

- Introducing a penalty points regime for the AccessBus service as part of more robust contract management procedures;

Update: The penalty regime has been included in the new contracts from October

- Further developing contract management procedures to comply with regulations and implement good practice;

Update: Regular contract management compliance meetings are held with operators.

- On-going dialogue with bus operators regarding service changes and responding appropriately;
Update: Effective dialogue has been maintained, and service change dates for 2015 agreed.
- Liaison and planning to support spectators wishing to view Stages 1 and 2 of the Tour de France 2014, and to support everyday business and leisure activities;
Update: input from WYCA employees contributed to the success of the Tour de France in Yorkshire
- Completing the three year programme of network reviews designed to achieve cost savings of 25%;
Update: The recently completed Calderdale review is the final major network review and new arrangements will be in place from January. Savings have been realised and reflected in the medium term financial strategy
- Finalising a partnership agreement (with Yorkshire Tiger and Leeds Bradford International Airport) for the 757 airport service;
Update: partnership arrangement now in place
- Progressing new transport hubs across West Yorkshire;
Update: construction has started on the new hub at Heckmondwike.
- Effective management of devolved £2million Bus Service Operators Grant (BSOG) payments to achieve efficiencies.
Update: savings have been achieved in the re-letting of contracts, with BSOG on new contracts refined to incentivise efficiency and support other services.



Asset Management

Planned activities for 2014/15 include:

- Utilising a successful £1m bid to the Department for Transport's (DfT) Clean Bus Technology Fund to reduce emissions from the first tranche of Mybus yellow buses. Catalytic Reduction Technology, and 'GreenRoad' Eco-driving system, will be fitted to 119 buses, reducing harmful emissions by 90%.
Update: Newly fitted and liveried buses were re-launched in September.
- re-constructing the life expired bus carriageways at Leeds City Bus Station,
Update: The work to do this is out to tender.
- Remedial action to repair the culvert at Cleckheaton bus station
Update: The work to do this is out to tender.
- Replacing eight life expired AccessBus vehicles at a cost of £720,000;

Update: New vehicles were delivered over the summer and are in operation.

- A start to a programme to extend the asset life of 'Smart5' bus shelters, which are now showing signs of deterioration, thereby achieve cost savings;

Update: The project is now programmed for 2015/16.

- Generating income through works to the toilets at Leeds bus station to facilitate a new retail unit, construction of a retail pod at Bradford Interchange and charging for car parking at Britannia Street, Bradford;

Update: The retail pod has been installed. Discussions are underway with CBMDC regarding the Britannia Street car park. Works at Leeds bus station are scheduled for 2015.

- Completing improvement works at bus stations in Halifax, Dewsbury, Leeds and Bradford. These works include improvements to pedestrian walkways and automatic number recognition cameras to assist with effective and efficient speed management in bus stations;

Update: This work is complete at all locations.

- A planned works programme arising from asset condition surveys;

Update: The programme is being progressed.

- Management of contracts for mechanical, electrical and cleaning activities,

Update: The programme is being progressed.

- Introduction of broadband and Wi-Fi in larger bus stations and on class 333 and some other local trains;

Update: Wifi will be fitted by 2015.

- Managing the programme of FTA inspections of the Combined Authority's vehicle fleet, including Mybus and AccessBus vehicles;

Update: Inspections are up to date.



Supporting Activities

The Resources Directorate will provide support to the Combined Authority in the transition to bring together transport and economic investment, developing more effective collaboration between partners and acting as a single voice for the sub-region.

Other activities will include:

- Provision of legal and democratic services to the Combined Authority and its Committees

Update: Existing WYITA and WYPTE teams are now undertaking all elements of this work.

- Public relations services, working collaboratively to promote the work of the Combined Authority and its Committees

Update: Protocols have been developed to ensure the PR teams across WYCA, the LEP and Districts are working effectively together.

- Effective governance through financial controls, risk management, audit and accountancy

Update: All WYITA and WYPTE processes have been developed to fully support WYCA.

- Effective investment and treasury management;

Update: Previous WYCA arrangements have been developed to fully support WYCA.

- Reviewing the Health and Safety Policy and conducting the programme of risk assessments and health and safety inspections;

Update: The policy continues to be kept under review along with progress on undertaking risk assessments and inspections.

- More effective document management and storage through implementing Sharepoint;

Update: A proof of concept trial of Sharepoint is due in late October ahead of a roll out across the organisation.

- Enhancing productivity through a desk-top virtualisation programme

Update: Tenders have been invited for this work and a contract will be awarded by the end of the calendar year.

- Managing an upgrade of the web-hosted Covalent performance management system

Update: The upgrade is being planned to support the 2015/16 business plan.

- Mitigating the risk of equal pay claims through the pay and grade audit project

Update: Options to progress the implementation of pay and grading are currently being considered.

- Providing staff training and development programmes and opportunities, including initiatives such as the 'First Wednesday Club' where staff share expertise

Update: The First Wednesday Club has taken place each month as well as a range of staff training activities.

- Exploring opportunities for open data through founder membership of the Leeds Open Data institute

Update: An open data policy has been developed and some data has been published through the Leeds data mill.

- Organisational development and review, including managing the business change implications of investments such as SCIP (smartcard and information programme), the on-going adoption of social media and opportunities for collaboration and efficiencies using techniques such as 'Lean', 'Systems Thinking' and Total Quality Management

Update: These activities have been brought together under the WYCA Development Programme. Outcomes include, for example, the withdrawal of paper Young Persons and Scholars photocards in September 2014 with Smartcards as the replacement. This is enabling delivery of the SCIP vision to transform the customer experience for transport

ticketing and information. This will enable enable more transactions, for a lower unit transaction cost and with increased customer satisfaction.

- Supporting the 'rewiring public services' agenda, including the devolution of funding and powers.

Update: The WYCA is developing devolution 'asks' to support its aspirations.



Engaging with Customers

The Combined Authority has inherited Metro's membership of the Institute of Customer Service (ICS) and its holistic approach to ensuring the needs of its customers are at the heart of everything it does.

Activities planned for 2014/15 include:

- Continuing to support our front-line staff through a programme of ICS accreditation and 'First Impressions' training. Recognising that meeting and exceeding customer expectations will increase patronage, reduce congestion; contribute positively to CO2 reduction and our wider transport and economic objectives. 116 staff have already achieved ICS professional qualification and all new staff will be encouraged to do the same.

Update: WYCA has been re-accredited with ICS and staff have undertaken further training with ICS this year

- Reviewing our complaints procedure to ensure customer feedback and complaints are dealt with promptly and effectively by the appropriate teams. We will aim to respond to all customer complaints within 10 days and take action either directly or by sharing feedback with key partners.

Update: KPIs for responding to feedback are being met. The annual "You Said, We Did" summary is being produced.

- Undertaking annual customer satisfaction surveys, consulting 1500 residents to provide us with the intelligence to enable us to improve the services we provide directly, but also gain a better understanding of trends and inform our wider priorities for the coming year.

Update: The annual tracker survey was undertaken in September / October.

- Consulting on all major proposals, ranging from major developments and projects to service changes and bus network reviews, ensuring that we continue to provide services that reflect the needs of our customers. As an organisation, we are pro-active in meeting our responsibilities to consult, investing in training to achieve accreditation from the Consultation Institute.

Update: Consultation has taken place on the bus area network reviews and schemes such as City Connect and Low Moor rail station. Consultations have also involved District Engagement Sub Committees.

- Developing the function of District Engagement Committees replacing the former Passenger Consultative Committees

Update: New terms of reference now support the District Engagement Sub Committees which have been meeting regularly since April.

- Incorporating social media and other means of electronic communication to make it easier and more convenient to access our information in a way that meets our customers' expectation for increasing choice and flexibility.

Update: Use of social media such as Twitter and Facebook has increased and attracts positive feedback.

- Exploring ways to further improve customer service through social media training and introduction of web-chat functionality by Metroline along with opportunities to reach wider audiences when promoting our products and services in line with our newly-developed social media strategy.

Update: Social media was used extensively to promote travel demand management measures for the Tour de France and for the conversion of entitlement cards to smart. The development of web-chat functionality is programmed.

- Producing an annual 'You Said, We Did' report to highlight some of our key achievements and ensure our customers realise that we are listening to what they are saying and they are making a difference to the services we offer.

Update: The annual report will be published in November.

- Continuing to use customer feedback, consultation and analysis of usage numbers to gain a better understanding of what is important to our customers will help us to make the right decisions when considering changes to service provision through activities such as the planned bus network reviews in Calderdale, Keighley and South Kirklees.

Update: Feedback from consultation has been used in the network review process and most concerns have been addressed.

- Embedding core values of:

- ✓ People First
- ✓ Respect
- ✓ Integrity
- ✓ Making a difference
- ✓ Excellence

Update: The values have been reviewed and compared to those in place at District Councils to ensure they continue to be valid for the WYCA.



Key Transport Actions for 2015/16 INITIAL DRAFT

Enhancements

- Progress bus strategy, rail devolution and preparatory work for HS2/HS3
- Continue to develop NGT project in the most cost effective manner consistent with the requirement to re-submit the business case and efficient procurement once powers are granted
- Complete the Leeds Station Southern Entrance Project
- Complete the City Connect Project
- Open new stations at Low Moor, Apperley Bridge and Kirkstall Forge
- Progress the Transport Fund early win schemes and develop subsequent projects

Travel Choices

- Implement the new Customer data base system, facilitating self-service on-line
- Award a contract for the successor bus real-time information system
- Launch smartcard 'Stored Travel Rights' (Pay as You Go), carnet products and daily cap
- Submit bid to the Technology Strategy Board (subject to outcome of feasibility proposal bid)
- Implement LSTF funded activities
- Support Car Club developments (subject to outcome of funding bids)

Connectivity

- Complete transport hubs programme
- Introduce two new rail franchises (Northern and TransPennine)

Asset Management

- Implement Phase 2 of the programme to green the MyBus fleet
- Re-construct life expired carriageways at Leeds Bus Station

Supporting Activities

- Integrate new teams within WYCA
- Complete desk top virtualisation project
- PR activities to promote WYCA
- Implement change management programme

ITEM 7

Report to: Transport Committee

Date: 31 October 2014

Subject: Transport Update

1. Purpose

1.1. To provide an update on key transport issues affecting the Combined Authority.

2. Information

Single Transport Plan

- 2.1. The West Yorkshire Combined Authority has approved the development of a 'single transport plan' for West Yorkshire that reflects the ambition of the Combined Authority, the evolution of the Transport Fund within the Local Growth Deal, the need to prepare for HS2 and further East-West connectivity, and work streams on bus strategy and rail devolution. The Transport Committee are overseeing the Review, working closely with the Investment Committee.
- 2.2. The Transport Committee held a workshop over the summer with the Transport Portfolio Advisory Group and agreed that the plan should position the Combined Authority to take action to improve connectivity at different geographic levels including local, intra-regional, pan northern and national. It is envisaged that the single plan will be a concise high level document with maps and graphics setting out the vision and ambition of the Combined Authority. Work is progressing over the next two months to capture the emerging findings coming from the city region HS2 and One North work, as set out below.
- 2.3. Proposals for a further workshop are being developed.

Strategic Rail Issues

Rail North Update

- 2.4. At the last meeting of the Combined Authority, Cllr James Lewis was appointed as the West Yorkshire and York Director for Rail North Ltd, which is now formally established as a company. The majority of the 30 northern Local Transport Authorities have either agreed to join Rail North or are in the process of obtaining the formal approvals. Rail North is continuing to work closely with DfT on the specification for the Northern and TransPennine franchises which will be captured in 'Invitations to Tender' to be issued to short-listed bidders market in December. It is suggested that opportunities for the Transport Committee Chair and Deputy Chairs to meet with the short-listed bidders be explored
- 2.5. WYCA officers have been working closely with colleagues across the North to make the case for enhancements in line with West Yorkshire's RailPlan 7 and the Rail North Long Term Rail Strategy. Key priorities include building in growth (the previous Northern franchise was let on the basis of no growth) to support the economic aspirations set out in the Strategic Economic Plan and improving quality, particularly of trains and stations.
- 2.6. Rail North has worked with the DfT to develop the partnership principles agreed with the Secretary of State in January 2014 into a heads of terms for a full Partnership Agreement. This includes a new joint Rail North and DfT management team based in the North of England, to manage the contractual and investment sides of the new franchises. The agreement also includes a process for moving to full devolution (where Rail North would take full responsibility from the DfT) during the life of the franchises.
- 2.7. In tandem, the Department for Transport and Rail North have undertaken a consultation exercise on the approach to specification for the new franchises. The Transport Committee contributed to a WYCA response. Other respondents have included RMT, who have also contacted the Transport Committee members to relay concerns about staffing levels and other issues.

HS2, One North and HS3

- 2.8. West Yorkshire Combined Authority continues to lead on the Leeds City Region HS2 Connectivity Study, which forms part of the City Region's HS2 Growth Strategy work.
- 2.9. The Transport Committee and Transport Portfolio Holders took part in a workshop at the end of September to discuss a proposed vision in relation to maximising and spreading the benefits of HS2 across the City Region. The vision agreed is to enhance our transport network to ensure all City Region districts are able to benefit from HS2 by enabling journeys from district hubs in the key centres (e.g. Huddersfield, Halifax, Bradford, Wakefield, Dewsbury, Harrogate, Selby, Skipton, Barnsley) to London via HS2 services (from Leeds, York, Meadowhall and Manchester) in a maximum total time of two hours.

- 2.10. These enhancements would also ensure much improved connectivity from District Hubs to other City Regions e.g. the West and East Midlands, Sheffield, as well as other parts of the Leeds City Region. Coupled with this is the vision to ensure that the bulk of the City Region's population is within a 20 minute travel time of a 'District Hub'. Taken together, this vision would deliver a journey time between most residential areas across the City Region and London equivalent to the current average inter-city rail journey time from Leeds station to London, Kings Cross of two hours and twenty minutes.
- 2.11. This approach would provide much of the Leeds City Region with the connectivity to London currently afforded to Leeds and Wakefield city centres through the present rail links to London.
- 2.12. Work is now progressing to understand the interventions required to help deliver this vision, as well as the strategic economic business case for the investment that will be needed. All City Region District Councils are engaged in this work and a further report of which will be brought to the Transport Committee. This work will also be reflected in the Single Transport Plan.
- 2.13. West Yorkshire Combined Authority is also inputting to the further One North work, which is being led by Transport for Greater Manchester. The original One North report published in August this year was an initial response to the challenge posed by Sir David Higgins in his HS2 Plus report, namely for the north to state how it thinks east – west connectivity should be enhanced to maximise the north – south connectivity benefits arising from HS2.
- 2.14. The second phase of One North work is building upon the proposition in phase 1, and will put forwards a Strategic Investment Plan for transformational, pan-northern connectivity improvements for the Chancellor to consider in his Autumn Statement later this year and complement the further report by Sir David Higgins.
- 2.15. West Yorkshire Combined Authority is engaging with its constituent partner authorities to ensure their preferred outcomes from the One North work are considered.

Yorkshire Rail Network Study

- 2.16. Phase 1 of the Yorkshire Rail Network study (YRNS) funded by West Yorkshire Combined Authority, Leeds City Region and South Yorkshire PTE, identified opportunities to improve rail services in the Leeds and Sheffield City Regions in the short-medium term, as a pre-cursor to plans being developed in conjunction with HS2/HS3.
- 2.17. The study identified 10 conditional outputs relating to connectivity, capacity, journey times and performance (amongst other things) which set out what the rail network should seek to deliver in order to support sustainable economic growth in the city regions. These outputs are conditional on the ability to identify and deliver a value

for money solution. Evidence shows that to enjoy balance economic growth, enhanced connectivity is required both within and between city regions. Improved connectivity is also critical to the ability to share the benefits of HS2 across the region. This is recognised in the March 2014 HS2 Plus report.

2.18. Some of the enhancements that will deliver the conditional outputs will, if delivered in full, be delivered by Network Rail in Control Period 5 through Northern Programmes (Yorkshire) and the Northern Hub on the following routes:

- Leeds – York;
- Leeds – Selby;
- Leeds - Manchester via Huddersfield;
- Bradford Interchange - Manchester via Rochdale;
- Sheffield - Manchester (service frequency).

2.19. This will generate the rail network capability to achieve £2.1bn of Gross Valued Added to the economy of the North of England. Further electrification schemes are being examined by the joint taskforce announced by the DfT in December 2013, involving Rail North.

2.20. For the remaining routes across the Leeds and Sheffield City Regions, Network Rail has developed high –level options for infrastructure interventions to meet the journey time and capacity targets as part of the YRNS Phase 2 work. The phase 2 work was fully funded by Network Rail and is now complete.

2.21. Network Rail has commenced YRNS Phase 3 work, which will cover detailed work on demand, constraints, service options and economic appraisals. The outputs will include packages of value for money interventions that could be delivered by 2023 to achieve the YRNS conditional output ambitions. Emerging conclusions will be available by January 2015 with a final report complete in spring 2015. The phase 3 work is funded and led by Network Rail. It will be an important input to the rail industry’s regulatory investment planning process for Control Period 6 which will culminate in the Government’s HLOS in 2017.

3. Financial Implications

3.1. None as a result of this report.

4. Legal Implications

4.1. None as a result of this report.

5. Staffing Implications

5.1. None as a result of this report.

6. Consultees

6.1. The Acting Director Transport has been consulted.

7. Recommendations

7.1. That the report is noted.

ITEM 8

Report to: Transport Committee

Date: 31 October 2014

Subject: Local Transport Plan Approvals

1. Purpose

- 1.1. To seek approval to the revised Local Transport Plan (LTP) Implementation Plan 2 (IP2) Integrated Transport Block programme.
- 1.2. To seek approval for LTP Quarter 3 2014/15 payments for the following programmes:
 - LTP IP2 Integrated Transport and Highway Maintenance Blocks;
 - Cycle City Ambition Grant for CityConnect programme;
 - West Yorkshire 'plus' Transport Fund.
- 1.3. To seek funding approval for the following IP2 schemes:
 - Transport Hubs;
 - Bus Hot-Spots;
 - Cycling and walking schemes.
- 1.4. To advise of future funding opportunities and potential requirement for match funding from the LTP Integrated Transport Block.

2. Information

Quarterly Payments

Integrated Transport Block Funding

- 2.1. The West Yorkshire Combined Authority (WYCA) has recognised the need to review the LTP3 second Implementation Plan 2014-2017 (IP2) once the outcome of the Local Growth Fund bid and the future LTP allocations notified by the Department for Transport (DfT) were known.
- 2.2. A review of the IP2 programme and overall capital plan has been undertaken with District Council partners and has identified a balanced and affordable programme, as in set out in **Appendix 1**. There will be a further opportunity to review this programme as part of the Single Transport Plan development.

- 2.3. The review has resulted in a number of proposed minor changes to programmes as set out in **Appendix 2**. The proposed quarterly payments are shown in section 3, Table 1.

Highways Maintenance Block Funding

- 2.4. The Highway Maintenance (HM) Block funding is distributed between the District Councils in accordance with DfT formulaic allocation.
- 2.5. Kirklees Council received a £1m advance from the IT Block in 2013/14 to support an accelerated programme of highway maintenance works in preparation for the Tour de France. It was agreed at the time that this funding would be paid back to the IT Block from Kirklees' 2014/15 Highway Maintenance Block allocation. The Kirklees HM Block quarterly payments for 2014/15 have been adjusted accordingly.
- 2.6. The distribution of the HM Block funding is set out in **Appendix 3**. The proposed quarterly payments are shown in section 3, Table 1.

Cycle City Ambition Grant Funding

- 2.7. The Cycle City Ambition Grant (CCAG) funding is managed in accordance with the principles established for LTP funding, with funding allocated to partners in accordance with the forecast spend at the beginning of each quarter.
- 2.8. The funding to be allocated in quarter 3 of 2014/15, as agreed with the partners involved is set out in **Appendix 4**. The proposed quarterly payments are shown in section 3, Table 1.

West Yorkshire plus Transport Fund

- 2.9. Following the Local Growth Fund announcement the budget requirements for the West Yorkshire plus Transport Fund (WY+TF) have been reviewed. In September 2014 Transport Portfolio Advisory Group endorsed the release of an additional £2.711m in order to progress scheme implementation in 2015/20. The budget requirement is set out in **Appendix 5**. Funding is required for the continued development of early win projects set out in **Appendix 6**. This release would come from the reserves held by WYCA ring-fenced to support the development and delivery of the WY+TF. The Transport Committee is asked to approve this expenditure. The proposed quarterly payments are shown in section 3, Table 1.
- 2.10. To date all work undertaken on York projects has been funded from their own budget. Any funding of York schemes through the centrally held fund will require an agreement with York. A proposal is currently being developed for consideration.

IP2 Transport Hubs

- 2.11. The LTP set out an approach to improve interchange and integration through the development of transport hubs. A phase 1 Hubs programme comprising a pilot scheme in each District was delivered in the first LTP Implementation Plan (IP1).
- 2.12. The Interim IP2 included a three year Hubs programme to continue the delivery of transport hubs. The Transport Committee meeting of June 2014) agreed funding of £300k towards a transport hub scheme at Heckmondwike, linked to local regeneration proposals. The Transport Committee meeting of July 2014 deferred funding approval for additional hubs schemes pending a review of the capital programme.

- 2.13. The IP2 programme set out in Appendix 1 includes a small programme of Hubs. Funding approval is requested for £435k:
- £150k to deliver a programme of small scale improvements comprising totems, way finder signage and enhanced travel information at seven sites (Guiseley, Otley, Cross Gates, Sowerby Bridge, Brighouse, Leeds Bradford Airport);
 - £285k to deliver two Town Centre schemes at Normanton (£150K) and Morley (£135K) with more comprehensive improvements. Both schemes are proposed for implementation in 2015/16.

Bus hot-spots IP2 Programme

- 2.14. The Interim IP2 made provision for a bus hot-spots programme to introduce measures on the highway to reduce traffic congestion impacts on buses, thereby improving bus service punctuality and reliability.
- 2.15. The capital programme review has identified that a small programme of bus hot-spot schemes is affordable in IP2. Discussions with West Yorkshire Districts and Bus Operators have identified some small scale schemes to deliver congestion relief in 2014/15. Funding approval is requested for £326k for the delivery of 6 schemes:
- Bradford Bolton Rd/ShIPLEY Airedale Rd – improved access to bus gate;
 - Bradford Queensbury - Signal improvements;
 - Calderdale King Cross – Traffic management and bus stopping arrangements;
 - Leeds Chapel St/Selby Rd, Halton – Junction realignment for bus egress;
 - Leeds Garforth – Signalised bus priority measures;
 - Wakefield Hall Green - revised parking arrangements at bus terminus.
- 2.16. As it is desirable to have a worked-up programme of Hotspot schemes for future implementation, funding approval is also requested for an additional £115k to enable feasibility work on future schemes.

Cycling and Walking Schemes

- 2.17. The revised IP2 programme set out in Appendix 1 includes a programme of accelerated cycling and walking schemes. Schemes are proposed for delivery or development in 2014/15 for Calderdale, Kirklees and Wakefield, (these three Districts were not beneficiaries of the Cycle City Ambition Grant (CCAG) funding).
- 2.18. Funding approval is requested for £295k including:
- £210k for delivery of the following four schemes in 2014/15 (- Mixenden to Ovenden pedestrian links, Hebble Trail, Huddersfield Town Centre Cycle Links expansion, and Dalton–Deighton Greenway extension);
 - £85k for the development of schemes for when future funding becomes available.

Cycle Rail Funding Bid

- 2.19. In September 2014, the DfT announced a new funding opportunity for Train Operating Companies for improvements to cycle/rail integration, with up to £15m available nationally. Bids are due in by 31 October 2014, with funding available for works on railway land to be undertaken between April 2015 and March 2016.
- 2.20. Representatives from the five West Yorkshire District Councils and York, three Train Operating Companies (East Coast, Northern Rail, and TransPennine Express) that operate stations within West Yorkshire; Sustrans, and WYCA have met to scope out the West Yorkshire bids.
- 2.21. It is expected that ten bids will be submitted relating to the five different themes of the funding round. These themes are set out below:
- Cycle Storage and facilities within stations (Northern Rail bid) - Works at a number of stations in West Yorkshire encompassing wheeling ramps on stairs at stations and cycle parking;
 - Access Improvements to Stations (Northern Rail bids) - Larger scale improvements to access at stations including those on the CityConnect route involving the upgrading or creation of off road cycle routes;
 - Pontefract–Knottingley Connect Cycle Route (Northern Rail bid) - Works on railway land to improve storage and access to Pontefract stations from the cycle route
 - Scarborough Bridge, York (East Coast Trains bid) - Improving cycle access across Scarborough Bridge to create a new route to York station;
 - Dewsbury/Huddersfield stations (TransPennine Express bid) - Cycle parking and storage improvements at Huddersfield/Dewsbury stations (TransPennine).
- 2.22. The bid requires 10% local match funding, potentially from the IP2 programme in 2015/16. Approval from the Transport Committee would be sought following the DfT bid outcome announcement, expected to be in March 2015.

DfT Cycling Delivery Plan

- 2.23. The DfT on 16 October 2014 launched a 10 year Cycling Delivery Plan. The Delivery Plan seeks a step change in the numbers of people cycling by outlining plans to double cycling by 2025. The Delivery Plan has been published for consultation.
- 2.24. The DfT's aspiration is to work with local government and Local Enterprise Partnerships to increase funding for cycling from current levels of around £5 per person each year, to a minimum level of £10 per person each year by 2020 and 2021. This is double the intention set out in the West Yorkshire Cycling Prospectus. The Government proposes to set up partnerships with local authorities, where in exchange for signing up to a series of actions to deliver cycling and walking, local authorities will receive support, incentives and priority access to funding.
- 2.25. The Delivery Plan identifies the first stage in the partnership process as local authorities providing an Expression of Interest, which would then be followed by dialogue between the DfT and local authority and its partners about the scale of ambition and how the partnership would work to realise this ambition.

- 2.26. Transport Committee is asked approve a response confirming interest in forming a partnership with Department for Transport.

CarPlus Demonstration Project Grant Funding

- 2.27. In September 2014 the national car club organisation 'CarPlus' launched a nationwide funding competition for proposals to expand, enhance and create new car clubs. In total £250k is available across three demonstration projects and £90k across a number of smaller bids. WYCA submitted a West Yorkshire and York Expression of Interest (EoI) for car club funding that relating to the theme of 'Developing Integration between shared transport modes and public transport' (grant valued at £50k).
- 2.28. The WYCA EoI proposes:
- A single West Yorkshire plus York car club providing a step change in integrated travel, marketing, journey planning to strengthen the car club identity;
 - Roll-out of public transport smartcard access to car club vehicles to improve the door-to-door journey;
 - Trials of public transport smartcard ticket payment technology for car club usage;
 - Introduction of Electric Vehicles into the West Yorkshire and York car club fleet to embrace low emission technology;
 - £120k (min) match funding to expand to new locations across the bid area with car club spaces integrated into the multi-modal transport network.
- 2.29. It is proposed that (as a minimum) the £50k grant is like-for-like match funded with £50k of LTP, £20k from Local Sustainable Transport Fund 2015/16 (designated for Car Clubs) and an indicative £50k of investment from the car club operator selected to operate the scheme in West Yorkshire.
- 2.30. Car Plus has indicated that the EoI was extremely strong and has invited the submission of a detailed proposed by 7 November 2014. Discussions are proposed to progress with all district partners, Northern Rail and the existing Car Club operators to develop details of locations for car club spaces, costings and the single contract procurement process.

ULEV Bid

- 2.31. The Office for Low Emission Vehicles (OLEV) is expected to release Guidance in November 2014 on funding support for a range of measures to encourage the take up of Ultra Low Emission Vehicles (ULEVs). It is expected that up to £500m is to be made available nationally between 2015 and 2020 with a bid deadline of February/March 2015.
- 2.32. To support the development of a bid, approval is sought for £15k to engage specialist external advice to ensure the Combined Authority is well placed to develop a high quality bid capable of securing significant funding.
- 2.33. It is expected that the bid will require match funding in 2015/16. Further details will be submitted to the Transport Committee when guidance is published.

3. Financial implications

- 3.1. The financial implications are set out in Section 2 of the report.
- 3.2. Table 1 summarises the Quarter 3 payments to be made to the District Council partners:

Table 1 – Quarter 3 2014/15 Payments (£000s)

District	IT	Maintenance	CCAG	WY+TF	Total
Bradford	338	1,307	73	45	1,763
Calderdale	337	842	NA	217	1,396
Kirklees	406	1,000	NA	190	1,596
Leeds	1,477	1,714	673	256	4,120
Wakefield	349	745	NA	200	1,294
WYCA	3,224	NA	509	631	4,364
York	NA	NA	NA	104	104
Total	12,284	5,608	1,225	1,643	14,637

4. Legal Implications

- 4.1 The release of funding to York for the WY+TF will require an agreement to repay such funding back to WYCA from LGF Capital Allocations in 2015/16. An agreement is being developed for future consideration.
- 4.2 A Section 56 Agreement will be required between the WYCA and the Train Operating Companies for any funding contributions made as a result of a successful Cycle Rail Fund bid

5. Staffing Implications

- 5.1. None as a direct result of this report.

6. Consultees

- 6.1. John Henkel (Acting Director Transport), Angela Taylor (Director of Resources) and David Hoggarth (Director of Development) have provided advice in the preparation of this report.

7. Recommendations

- 7.1. That the Transport Committee approves the revised LTP IP2 programme set out in Appendix 1.
- 7.2. That the Transport Committee approves the quarterly payments set out in Table 1.
- 7.3. That the Transport Committee approves the expenditure of £2.711m in 2014/15 from the Combined Authority reserves to progress the WT+TF.
- 7.4. That the Transport Committee approves the expenditure of £435k to fund the delivery of the IP2 Transport Hubs Programme, to be funded through the Local Transport Plan.
- 7.5. That the Transport Committee approves the expenditure of £326k to fund the delivery of the IP2 Bus hotspots programme and £115k to fund the development of future Hotspots schemes, to be funded through the Local Transport Plan.
- 7.6. That the Transport Committee approves the expenditure of £295k on the delivery and development of additional cycling and walking schemes in Calderdale, Kirklees and Wakefield, to be funded through the Local Transport Plan.
- 7.7. That the Transport Committee approves £15k in 2014/15 to prepare for a potential bid to government to encourage take up of Ultra Low Emission Vehicles in West Yorkshire, to be funded through from the Local Transport Plan.
- 7.8. That the Transport Committee approve a response to the Department for Transport confirming interest in forming a partnership to increase cycling.

8. Background Documents

- Local Transport Plan Approvals, Transport Committee, 11 July 2014, Item 8
- LTP Programme, Transport Committee, 13 June 2014, Item 5
- LTP Implementation Plan 2014-17 and the development of the strategic economic plan 2015-21, ITA Executive Board, 31 January 2014, Item 7

APPENDIX 1 - Revised LTP3 Implementation Plan 2 (IP2) 2014-17

	Profiled capital cost			
	2014/15	2015/16	2016/17	3 year total
Highway Asset				
Highway resurfacing / reconstruction	15,458,000	21,271,000	21,271,000	58,000,000
Bridges, structures and retaining walls	6,662,000	9,169,000	9,169,000	25,000,000
Street Lighting	1,646,000	2,117,000	2,117,000	5,880,000
TOTAL HIGHWAY ASSET				88,880,000
TOTAL HIGHWAY MAINTENANCE BLOCK				89,000,000
Public Transport Asset				
Dewsbury bus station refurbishment	0	75,000	75,000	150,000
Leeds City Bus station - Carriageway structural reconstruction and toilet charging and upgrades	60,000	830,000	0	890,000
CCTV system (pan, tilt, zoom) camera replacement – various bus stations		75,000	75,000	150,000
Cleckheaton bus station culvert structural repairs	100,000	0	0	100,000
Bus shelter programme – 30 shelters per year	250,000	250,000	223,000	723,000
Smart 5 refurbishment to extend asset life		1,500,000		1,500,000
Access bus and operational vehicle replacement	527,000		488,000	1,015,000
MyBus extend life	570,000		360,000	930,000
ICT system infrastructure	880,000	272,000	274,000	1,426,000
TOTAL PUBLIC TRANSPORT ASSET				6,884,000
Network Management				
Joint UTC Control – WY wide	205,000	166,000		371,000
West Yorkshire Improved Data Network – WY wide	505,000	607,000	467,000	1,579,000
Improve Signals Operation – WY wide	1,199,000	1,104,000	1,148,000	3,451,000
Variable Message Signs and other signing – WY wide (including Bradford VMS at Westfield in Y2)	276,000	621,000	180,000	1,197,000
Traffic Signals Maintenance – WY wide	441,000	330,000	360,000	1,131,000
Freight - West Yorkshire wide	50,000	50,000	0	100,000
Pinch Point Programme commitments	839,000	0	0	839,000
Horsforth roundabout, Leeds	1,466,000	0	0	1,466,000
TOTAL NETWORK MANAGEMENT				11,219,000

Information				
Smartcards			0	0
Transport Data management	50,000	425,000	425,000	900,000
Multi-modal, hubs, disruption information, web portal	50000	525,000	525,000	1,100,000
Bus real time Evolution	75000	225000	700000	1,000,000
TOTAL INFORMATION				3,000,000
Cycling and Walking				
CCAG City Connect superhighway (Bradford & Leeds)		7,500,000	0	7,500,000
LCCN9 Chapel Allerton to Leeds centre route	500,000	0	0	500,000
Cycle facilities - Calderdale <i>Delivery</i> <ul style="list-style-type: none"> • West Vale Cycle Route Extension • Luddendon - Brierly Route • Elland Bottom (Extension of LSTF scheme) • Sowerby Bridge Canal route signing • Mixenden to Ovenden Ped facilities • Hebble Trail <i>Development</i> <ul style="list-style-type: none"> • Elland to Ainley Top • Ryburn Valley - Ripponden to Sowerby Bridge 	225,000		225,000	
Cycle Facilities – Kirklees <i>Delivery</i> <ul style="list-style-type: none"> • Dalton - Deighton Greenway Phase 1 • Huddersfield Town Centre Cycle Links <i>Development</i> <ul style="list-style-type: none"> • Dewsbury Town Centre - cycle links • Wilton Park Cycle Route • Spen Valley Greenway - east extension • Headlands Road to Spen Valley Greenway link • Colne Valley Multi-User route 	345,000		345,000	
Cycle Facilities – Wakefield <i>Delivery</i> <ul style="list-style-type: none"> • Nagger Line, Outwood <i>Development</i> <ul style="list-style-type: none"> • Pontefract to Knottingley • Castleford Cycleway 	190,000		190,000	
Cycle facilities – general <ul style="list-style-type: none"> • Feasibility and development 	50,000		50,000	
TOTAL CYCLING AND WALKING				8,810,000
Integrated Public Transport				
Bus Quality Contract / Bus Quality Partnership development	100,000	434,000	266,000	800,000
Hubs 'lite' - up to 27 sites, various locations, light touch treatment (- totem, enhanced information including real time, improved signage)	150,000			150,000
Town centre Transport Hubs - More comprehensive site development to influence travel behaviours. Sites: <ul style="list-style-type: none"> • Heckmondwike, Kirklees (Y1, £300k) • Normanton, Wakefield (Y2, £150k) • Morley, Leeds (Y2, £135k) 	300,000	285,000		585,000

Bus Hot Spot schemes delivery of:				
<ul style="list-style-type: none"> • Bradford- Bolton Road/ShIPLEY Airedale Rd • Bradford – Queensbury • Calderdale - King Cross • Leeds - Chapel Street/Selby Road, Halton • Leeds – Garforth • Wakefield - Hall Green 	440,000			440,000
And development of further schemes				
Castleford Bus Station	3,500,000			3,500,000
Low Moor Rail Station	0	4,340,000	595,000	4,935,000
Leeds Elland Road Park & Ride	1,600,000			1,600,000
Wakefield Kirkgate	400,000			400,000
TOTAL INTEGRATED PUBLIC TRANSPORT				12,410,000
Safer Roads				
Bradford KSI Casualty Reduction including locally determined Traffic Management	1,021,000	923,000	923,000	2,867,000
Calderdale KSI Casualty Reduction including locally determined Traffic Management	442,000	442,000	442,000	1,326,000
Kirklees KSI Casualty Reduction including locally determined Traffic Management	754,000	754,000	754,000	2,262,000
Leeds KSI Casualty Reduction including locally determined Traffic Management	1,478,000	1,478,000	1,477,000	4,433,000
Wakefield KSI Casualty Reduction including locally determined Traffic Management	737,000	737,000	736,000	2,210,000
WY Safer Roads support	66,000	66,000	68,000	200,000
TOTAL SAFER ROADS				13,294,000
Above safety allocations determined by current IP1 formula				
Bids and Leverage				
Rail Devolution	245,000	225,000	50,000	518,000
Rail Development programme – from RailPlan7	240,000	200,000	200,000	640,000
Station Enhancements and accessibility improvements - Match to lever in rail industry / 3rd party funds			1,300,000	1,300,000
(* dependent on external funding opportunities)				
Local LTP match for funding bids. Non-rail projects e.g. Local Pinch Points, Cycle City Ambition etc – including LSTF legacy schemes(* dependent on external funding opportunities)	422,000	1,000,000	941,000	2,363,000
TOTAL BIDS AND LEVERAGE				4,821,000

Low Carbon Fuels and Technologies				
Gas and electric vehicle refuelling strategy & infrastructure			30,000	30,000
Calderdale - SW Pennine Tourist Trail EV Charging/EV Trial Voucher scheme .	30,000	10,000		40,000
Bradford -up to 8 twin charging points, match funded by the Health Authority	50,000			50,000
Leeds EV Charging within public car parks		20,000		20,000
Wakefield EV Charging within public car parks		20,000		20,000
Kirklees EV Charging - 4 twin units within public car park	30,000			30,000
Leeds to procure expert advice to identify gas customers, locations for a major gas station & to assist in competitive dialogue	15,000			15,000
Leeds, Bradford & Wakefield - Joint scheme to identify sites to best locate 3/4 large gas station & outline design	35,000	25,000		60,000
Select Project to develop a user friendly Procurement Evaluation Tool, which will enable Fleet Operators to buy the best performing LEV	20,000	35,000		55,000
Real time emission monitoring of Liquid Air Heat Hybrid bus trials		20,000		20,000
Demonstration projects with local authority fleet/buses			30,000	30,000
Leeds are currently developing with Northern Gas Network, a project to trial 5 to 10 Hydrogen powered buses. Awaiting outcome of proposed meeting with Metro, LCC & NGN		30,000		30,000
TOTAL LOW CARBON FUELS AND TECHNOLOGIES				400,000
Other				
LTP feasibility	66,000	67,000	67,000	200,000
LTP Monitoring and Evaluation / analysis	100,000	100,000	100,000	300,000
• IT scheme monitoring (Pinch point & smaller schemes)				
• Monitoring equipment				
• Data extraction				
TOTAL OTHER				500,000
TOTAL INTEGRATED TRANSPORT BLOCK				67,880,000
TOTAL IT BLOCK OVER-PROGRAMMING				8,918,000
TOTAL IT BLOCK WITHOUT OVER PROGRAMMING				58,962,000

APPENDIX 2 – Q3 changes to Indicative LTP Integrated Transport IP2 2014-2017 (£000s)

District		2014/15	2015/16	2016/17	TOTAL
Bradford	Approved July 14	1,169	1,275	1,518	3,962
	Proposed Adjustment	91	400	0	491
	Proposed Oct 14	1,260	1,675	1,518	4,453
Calderdale	Approved July 14	1,849	830	721	3,400
	Proposed Adjustment	-305	-15	0	-320
	Proposed Oct 14	1,544	815	721	3,080
Kirklees	Approved July 14	3,170	1,497	1,518	6,185
	Proposed Adjustment	-806.5	1000	0	0
	Proposed Oct 14	2,364	2,497	1,518	6,185
Leeds	Approved July 14	5,330	1,932	2,240	9,502
	Proposed Adjustment	288	40	0	328
	Proposed Oct 14	5,618	1,972	2,240	9,830
Wakefield	Approved July 14	1,643	1,233	1,260	4,136
	Proposed Adjustment	-149	190	0	0
	Proposed Oct 14	1,494	1,423	1,260	4,136
Combined Authority	Approved July 14	12,687	10,576	4,701	27,964
	Proposed Adjustment	61	35	0	0
	Proposed Oct 14	12,748	10,611	4,701	27,964
Centrally held funding	Approved July 14	2,418	1,966	2,959	7,343
	Proposed Adjustment	-1,993	-1,578	-1,059	-4,630
	Proposed Oct 14	425	388	1,900	2,713
TOTAL	Approved Jun 14	28,266	19,309	14,917	62,492
	Proposed Adjustment	-2,814	72	-1,059	-3,801
	Proposed Oct 14	25,453	19,381	13,858	58,692

Notes:

General:

- Total LTP IT Block funding reduced down from £57m to £53m 2014-2017 (- DfT July 2014 confirmation of IT block allocations from April 2015, resulting from LGF top slice and changes to formula)
- 14/15 programme to be reduced by around £2.7m; the majority to be carried forward for scheme delivery in 2015/16
- Reductions in Bus Hotspots, Hubs and Bids & Leverage programme areas have balanced the programme with reduced funding taken into consideration

Bradford: +£91k in 2014/15; +£400k in 2015/16 as a result of the following changes:

- Variable Message Signs as part of Westfield development in 2015/16
- LTP Monitoring in 2014/15
- Electric Vehicle charging points match funded by the Health Authority in 2014/15
- Bus Hotspots delivery in 2014/15
- Bus Hotspots feasibility / development in 2014/15

Calderdale: -£305k in 2014/15; **-£15k** in 2015/16 as a result of the following changes:

- Hipperholme Junction – match funding for scheme no longer required in 2014/15
- Bradford Rd, Bailiff Bridge – scheme not being progressed in 2014/15
- LTP Monitoring in 2014/15
- Bus Hotspots delivery in 2014/15
- Bus Hotspots feasibility / development in 2014/15
- Install Electric Vehicle (EV) charging points along the SW Pennine Tourist Trail in Calderdale, Kirklees & Bradford with funding administered by Calderdale in 2014/15 and 2015/16.
- Saddleworth Road/Stainland Road – new Network Management scheme in 2014/15
- Mixenden to Ovenden pedestrian links to school and shops, and Hebble Trail canal towpath upgrade in 2014/15
- Ainley Top Elland segregated cycle track along A629

Kirklees: -£806.5k in 2014/14; **+£1,000k** in 2015/16 as a result of the following changes:

- Huddersfield Town Centre delivery profiled into 2015/16
- Tuel Lane/Wharf St traffic signals, re-profiled from 2015/16 to 2014/15
- LTP Monitoring in 2014/15
- Huddersfield Town Centre and Dalton – Deighton Greenway cycling schemes in 2014/15
- Bus Hotspots delivery in 2014/15
- Bus Hotspots feasibility / development in 2014/15
- Installation of up to 4 twin EV charging points in 2014/15

Leeds: +£288k in 2014/14; **+£40k** in 2015/16 as a result of the following changes:

- Traffic counter installation programme in 2014/15
- Bus Hotspots delivery in 2014/15
- Bus Hotspots feasibility / development in 2014/15
- LTP Monitoring in 2014/15
- New Low Carbon Fuels & Technology schemes including emission monitoring of liquid air heat hybrid buses and installation of EV charging points in public car parks in 2015/16
- Road Safety Officer and central Road Safety programme in support of West Yorkshire Road Safety initiatives in 2014/15
- Whitehall Rd/Back Lane traffic signals

Wakefield : -£149k in 2014/14; **+£190k** in 2015/16 as a result of the following changes:

- Pontefract Town End scheme profiled in to 2015/16
- Bond St/Bell St widening scheme in 2014/15 no longer being progressed
- LTP Monitoring in 2014/15
- Installation EV charging points in public car parks in 2015/16
- Bus hotspots delivery in 2014/15
- Castleford Cycle route development in 2014/15
- Bus hotspots development in 2014/15

WYCA: +£61k in 2014/14; **+£35k** in 2015/16 as a result of the following changes:

- Leeds Bus Station carriageway resurfacing profiled into 2015/16
- LTP Monitoring in 2014/15

- New Low Carbon Fuels & Technologies schemes for advice to identify customers and sites for a gas station and the development of a Procurement Evaluation Tool for fleet operators to purchase best performing vehicles for emissions in 2014/15 and 2015/16

Centrally held funding: -£1,993 in 2014/15; -£1,578 in 2015/16; -£1,059 in 2016/17 as a result of the following changes:

- reduction in Bids and Leverage programme area across 2014-17, balancing the programme
- reduction in Hubs programme in 2015/16, balancing the programme
- reduction in the Bus Hotspots programme in 2015/16, balancing the programme
- VMS as part of Westfield development in 2015/16 –funding allocated to Bradford
- Hipperholme match funding returned to centrally held funding in 2014/15
- Road Safety Officer and central Road Safety programme in support of West Yorkshire Road Safety initiatives – funding allocated to Leeds in 2014/15
- Monitoring costs allocated to partners in 2014/15
- Traffic counter installation in 2014/15 – funding allocated to Leeds
- Additional cycle schemes – funding allocated to Calderdale, Kirklees and Wakefield in 2014/15

**APPENDIX 3 – Indicative LTP Highways Maintenance Block Funding 2014-2017
(all figures in £000s):**

Partner Authority	IP2		
	2014/15 (Indicative)	2015/16 (estimated)	2016/17 (estimated)
	£000s	£000s	£000s
Bradford	5,228	7,175	7,175
Calderdale	3,367	4,621	4,621
Kirklees	4,333*	7,319	7,319
Leeds	6,858	9,412	9,412
Wakefield	2,980	4,090	4,090
Combined Authority	0	0	0
Total	23,766	32,617	32,617

* Kirklees maintenance allocation has been adjusted to pay back the loan from the IT block in 2013/14 to fund an accelerated maintenance programme ahead of the Tour De France

APPENDIX 4 – CCAG Funding Profile (all figures in £000s)

Partner	2013/14 (paid)	2014/15			
		Q1 (Paid)	Q2 (Paid)	Q3	Q4
Bradford	142	29	68	73	TBC
Leeds	457	430	186	673	TBC
WYCA	630	624	286	509	TBC
Total	1,229	1,083	540	1,225	TBC

Note: total funding for the projected is made up as follows:

DfT Cycle City Ambition Grant	£18.052m
LTP IP2 contribution	£7.5m
Best Foot Forward	£0.25m
Leeds City Council	£0.17m
Total	£25.972m

APPENDIX 5 – West Yorkshire + Transport Fund Interim Budget Summary (all figures in £000s)

District	2013/14		2014/15					TOTAL ALLOCATION REQUIRED
	Payment	Outturn ¹	WT+TF Funds held by partners carried forward from 13/14	Quarterly Payments				
				Interim		Post SEP ³		
				Q1	Q2	Q3	Q4	
Bradford	264	43	221	0	89	45	158	556
Calderdale	70	70	0	0	305	217	205	797
Kirklees	230	60	170	0	100	190	195	715
Leeds	470	293	177	471	621	256	256	2,074
Wakefield	528	376	152	0	2,525	200	0	3,253
WYCA	190	21	169	0	342	204	70	804
Resources	75	74	0	112	113	162	163	624
Advisors	290	290	0	30	115	95	60	590
Sub Total	2,117	1,227	889	613	4,210	1,369	1,107	9,415
York	0	0	0	0	0	104	104	208
Contingency	0	0	0	0	75	170	130	375
GRAND TOTAL	2,117	1,227	889	613	4,285	1,643	1,351	9,998
Budget	2700		889	613	4,285	273		7,287
Variance (total approved budget against forecast spend)	583		0	0	0	- 1,370	-1,341	-2,711

APPENDIX 6 – Transport Fund quick-win projects to be progressed using additional budget proposed

- Calder Valley rail enhancements
- A629 Halifax to Huddersfield Corridor
- Halifax Town centre works
- York Northern Outer ring road
- ‘York Central’ access
- A650 Keighley Hard Ings Road
- Harrogate Road/New Line Bradford
- Cooper Bridge, Kirklees
- Huddersfield station gateway works
- East Leeds Outer Ring Road
- Leeds City centre package
- A65 to Leeds Bradford Airport link road
- Wakefield Eastern Relief Road
- West Yorkshire UTMC project

ITEM 9

Report to: Transport Committee

Date: 31 October 2014

Subject: Bus Strategy

1. Purpose

1.1. To seek input to progressing the bus strategy.

2. Information

Background

- 2.1. The West Yorkshire Combined Authority considered the bus partnership approach that had been developed in conjunction with District Councils and ABOWY (the Association of Bus Operators in West Yorkshire) at its meeting of 18 September 2014. The report to this meeting is attached as **Appendix 1**.
- 2.2. The WYCA did not consider that the proposed partnership met its requirements in terms of integrated ticketing and a proportionate contribution to the West Yorkshire Plus Transport Fund (given that the investment proposals would lead to increased operator revenue as well as reduced operating costs).
- 2.3. WYCA were also concerned at the lack of clarity regarding the New Bus for Leeds / West Yorkshire proposals as these had not been identified in the presentation that was made to WYCA members on 26 June, meaning it was not clear what other operators might commit to. In addition, it was understood that the New Bus for West Yorkshire proposal is the subject to consultation, and was not necessarily seen as a commitment.
- 2.4. WYCA therefore wished work on a Bus Quality Contract Scheme to continue in parallel with a meeting between nominated WYCA members and ABOWY to ascertain whether or not the partnership approach could be enhanced to meet WYCA aspirations. WYCA also wished the Transport Committee to oversee further activity.

Potential Ticketing Enhancements to a Bus Partnership

- 2.5 WYCA has endorsed the Local Transport Plan and the transport policies of the former WYITA. The Local Transport Plan sets out aspirations for the development of an integrated transport system, which ideally requires a single integrated ticketing system (as is found in London and the majority of European cities).
- 2.6 WYCA considered the partnership proposals for new multi-operator zonal tickets for Leeds and Bradford as inadequate as the coverage was limited and the products would still be priced at a c 15% premium compared to an operator only product.
- 2.7 It is understood that bus companies may consider that premium pricing is required because of the potential inaccuracies arising from a manual survey system used to apportion pre-paid multi-operator ticketing revenue between operators.
- 2.8 Good progress has been made in implementing smartcard ticketing, with the withdrawal of non-smart multi-operator tickets (except day tickets) by January 2015. The process for using smartcard data for revenue apportionment is being discussed with the West Yorkshire Ticketing Company Limited.
- 2.9 It is therefore suggested that ABOWY should use its membership of the West Yorkshire Ticketing Company Limited to set out a clear timetable to a more comprehensive multi-operator ticketing offer, with zero (at least only marginal) premium pricing and effective marketing and promotion.

Potential Ticketing Enhancements to a Bus Partnership

- 2.10 WYCA and the Transport Committee have been advised that the Low Growth Fund settlement does not fund the full delivery of the West Yorkshire Plus Transport Fund, meaning a combination of additional local contribution with some scaling back is likely to be required.
- 2.11 The Highways Efficiency and Bus Package within the West Yorkshire Plus Transport Fund is designed to both reduce operating costs as well as increasing bus patronage, and hence revenue.
- 2.12 The current partnership proposal includes a joint approach to the re-deployment of vehicles saved as a result of reduced journey times. ABOWY has been unwilling to commit to a revenue contribution to the West Yorkshire Plus Transport Fund.
- 2.13 It is suggested that the partnership approach could be enhanced through a further contribution from bus operators in recognition of the Highway Efficiency and Bus Package's beneficial impact on their operations.

Potential Fleet Enhancements to a Bus Partnership Approach

- 2.14 The Local Transport Plan sets out an approach to enhance air quality through technology and behaviour change measures. Emissions from diesel engines, as used in all buses in West Yorkshire, are a major contributor to poor air quality.
- 2.15 The Highway Efficiency and Bus Package within the West Yorkshire Plus Transport Fund included proposals, subject to State Aid consideration, for a local 'Green Bus' fund to accelerate investment in 'green buses'.
- 2.16 It is suggested that a partnership approach would be enhanced through a clear programme for 'greening' the bus fleet and thereby helping to address poor air quality in urban areas across West Yorkshire.

Bus Quality Contract Scheme

- 2.17 WYCA was advised that the resources allocated to work on a Bus Quality Contract Scheme had been reduced as a result of unfilled vacancies and competing demands.
- 2.18 WYCA were also advised that some previous work would need to be updated to reflect changes to networks and fares/tickets.
- 2.19 This work is being progressed and a further update will be provided to a future meeting.

3. Financial Implications

- 3.1. Work associated with the bus strategy is being funded from approved budgets for 2014/15.
- 3.2 Funding for activities post 31 March 2015 will be sought through the WYCA budget setting process.

4. Legal Implications

- 4.1. None arising from this report.
- 4.2 WYCA has powers to enter voluntary partnership arrangements, make a Bus Quality Partnership Scheme and promote and, subject to process, make a Bus Quality Contract Scheme.

5. Staffing Implications

- 5.1. Resources to progress bus strategy work are being reviewed.

6. Consultees

6.1. The WYCA Head of Paid Service has been consulted.

7. Recommendations

7.1. It is recommended that the Transport Committee note the report and provide guidance on requiring enhancements to the current partnership approach.

Originator: John Henkel
Acting Director Transport



Report to: Combined Authority

Date: 18 September 2014

Subject: BUS STRATEGY

1. Purpose

- 1.1. To seek guidance regarding WYCA's preferred approach to improving local bus services.

2. Information

Background – the Importance of Bus Services

- 2.1 Local bus services tend to be an important, but often neglected, mode of transport with a customer base that is less 'vocal' than rail passengers. Recent research by Greener Journeys and pteg (Passenger Transport Executive Group) has confirmed the importance of bus services to local economies. The 2014 Greener Journeys report (Buses and Economy 2), which was based upon research undertaken by Leeds University (Institute of Transport Studies), concluded that:

There is a significant relationship between accessibility by bus and employment. People in urban areas who are currently unemployed and seeking work depend heavily on the bus for access to employment. This is particularly the case for younger people, females, those with no car available and those with lower skills.

The bus is a vital artery for shopping trips. In our sample survey, 70% of non-food shopping trips are to town/city centres with 30% out of town. Bus has the largest market share (one third) of retail/expenditure trips to city centres. Bus users contribute 22% of expenditures on non-food and entertainment across all locations.

The bus has an important social insurance dimension. This is the value of having the option available of using the bus, plus any social or community value buses have on behalf of others.

- 2.2 The pteg report (Making the Connections: the Cross Sectoral Benefits of Supporting Bus Services) re-enforces these findings and also concludes that:

The bus provides exceptional value for money in generating economic benefits for urban areas. In PTE areas, bus networks are estimated to generate over £2.5bn in economic benefits, against public funding of £0.5bn - around £1.3bn reflect user benefits from access to jobs, training, shopping and leisure opportunities.

The bus is a unique and effective tool of social policy. Vulnerable and socially disadvantaged groups in society are most reliant on bus networks; this includes low income households; young people in education, or trying to enter the job market; older people; disabled people; jobseekers; and women.

Bus services are key to providing access to opportunity including providing the jobless with access to work; young people to education and training; and providing a way out of social isolation for older and disabled people.

- 2.3 The quality and effectiveness of local bus services will be important in delivering the Strategic Economic Plan as buses provide access to employment and training opportunities, support retail and other activities as well as helping to address congestion.

De-regulation and the West Yorkshire Context

- 2.4 The 1985 Transport Act de-regulated and privatised local bus services, with the exceptions of London and Northern Ireland. As a result bus services in West Yorkshire are operated by private companies within a de-regulated framework, with circa 90% of bus service mileage provided on a 'commercial' basis (i.e. without direct subsidy from WYCA and associated contractual arrangement), with a small proportion of operating costs offset by Bus Service Operators Grant (BSOG). Bus operators of commercial services determine most aspects of service standards, including routes, frequencies, fares, ticketing, and quality of delivery.
- 2.5 Local Transport Authorities, such as WYCA, are able to influence the performance and development of local bus services through partnership agreements (either voluntary or statutory) or through a Quality Contract Scheme, which has the effect of suspending bus de-regulation and introducing the tendering regime that applies in London and most major European cities. Further information on these approaches is set out in **Appendix 1**.
- 2.6 There has been an on-going debate about the effectiveness of bus de-regulation, with some strongly held opposing views. The Competition Commission undertook an investigation of the bus industry between 2010 and 2012. The Commission's final report of 2012 concluded that there was, in general, little effective competition between bus operators and that some detriment (the Adverse Effect on Competition) was likely as a result. The Competition Commission noted that the Adverse Effect on Competition was, in general, more likely to occur in West Yorkshire than other comparable metropolitan areas.

- 2.7 The Competition Commission proposed a number of remedies aimed to promoting competition between bus companies. The former WYITA were advised that these remedies were unlikely to be effective in the West Yorkshire context. Recent market analysis has demonstrated that the level of competition has not changed significantly since the Competition Commission's report was published.
- 2.8 The Institute for Public Policy Research have recently published a report ('Greasing the Wheels') which considers the funding, governance and regulatory framework for rail and bus markets. The report concludes that liberalisation of bus services (de-regulation) has not resulted in competitive markets, mirroring the Competition Commission's findings. The report acknowledges that partnership between authorities and bus companies have worked in some areas (examples being Brighton, Oxford and Sheffield) but recommends that it should be easier for local transport authorities to have greater control over local bus services by making the process for a Bus Quality Contract Scheme easier. Although not referenced in the IPPR report, Transport for Greater Manchester are exploring bus market reform with the Department for Transport as part of their City Deal and Growth and Reform Plan (Greater Manchester Strategic Economic Plan).

West Yorkshire Bus Strategy

- 2.9. The majority of West Yorkshire bus services are provided by three large operators - First (c 65%), Arriva (c 25%) and Transdev (c 8%), with the remainder being provided by around 40 other companies. Each of these three operators is 'dominant' in different parts of West Yorkshire.
- 2.10 Bus patronage in West Yorkshire declined by 11% between 2001 and 2011, despite an increase in population and the introduction of the English National Concessionary Travel Scheme. The reasons for decline are complex and include changes in car ownership, growth in local rail travel, the relative costs of public transport and car use, perceptions of value for money and operational performance.
- 2.11 There has been considerable bus related investment by the former WYITA, District Councils and bus operators. Operators have moderated the frequent service changes and fares increases of a few years ago and introduced some fare reductions, as well as investing in vehicles (including hybrid buses) and introducing wi-fi on some services. Patronage appears to have stabilised at around 180-185 million journeys per year, with the major operator currently reporting year-on-year growth. The most recent Passenger Focus survey of existing passengers reports an increase in satisfaction with bus services in West Yorkshire.
- 2.12 The former WYITA had reviewed the operation and performance of local bus services and was concerned at the loss of patronage, network instability, a pattern of above inflation fare increases, fragmentation of ticketing and inconsistent performance standards. The former WYITA resolved that a Quality Contract Scheme should be developed as its preferred option for improving bus services, whilst engaging in further discussions with bus operators regarding an alternative partnership approach.

- 2.13 Bus operator partnership proposals developed subsequently were not accepted by the former WYITA, who considered that they lacked important detail and fell short of the ITA's aspirations for integrated ticketing (a single ticketing system), transparency regarding value for money and certainty about implementation. The former ITA also resolved to continue discussions with bus operators and District Councils to develop a partnership approach to improving local bus services.
- 2.14 Operators have also, in tandem with these discussions, engaged in a series of network reviews resulting in retention of network connectivity (with little loss of services) and a significantly reduced tendered services budget for WYCA (of circa 25% or circa £4.5m per annum) and retained young persons' concessionary travel at a lower re-imburement rate. Progress has also been made with the introduction of smartcard ticketing, funded through Better Bus Area Fund, and operators have introduced fare reductions, (significant in terms of some products in some areas) and introduced new zonal tickets.
- 2.15 Partnership proposals, subsequently further developed through discussion with bus operators and District Councils, were presented to an informal meeting of the Combined Authority on 26 June 2014. The presentation, and subsequent correspondence, is attached as **Appendix 2**. The objectives set out in the presentation, and associated partnership documentation, are:
- A transport system which contributes to a cohesive city region and drives the local economy by connecting jobs, places and people.
 - A creative approach which leverages maximum funding and investment, aligned with the West Yorkshire Plus Transport Fund (WY+TF) and gives the region true competitive advantage.
 - Better value for money on behalf of local people, with a robust prospect of success and accelerated delivery.
- 2.16 The proposed partnership approach has been documented in a Memorandum of Understanding, schedules and draft Voluntary Partnership Agreement, with the key elements as set out below:
- Network Stability, as defined through a Service Change Code of Conduct. Operators would commit to not make structural changes (e.g. changes with a significant impact on customers through re-routing or frequency reductions) more than once per year. Structural changes would only be made on one of three dates throughout the year. Changes to improve punctuality could also be made on other dates by agreement. The Code of Conduct also contains operator commitments to consult in advance of proposed changes.
 - Quality Standards, comprising a schedule of service standards covering operator, WYCA and highway authority responsibilities has been developed. The standards include a 'last journey' guarantee.

- Key Performance Indicators, covering a number of output and outcome indicators, such as patronage, reliability and punctuality, access to key centres and customer satisfaction.
- Data Share Agreement, reflecting previous work between the Confederation of Passenger Transport (CPT, the operators' national trade body) and pteg, has been developed. The agreement also incorporates current data share agreements relating to bus real-time information and data from electronic ticket machines.
- Customer Service Charter, including a number of existing commitments but also introducing a passenger compensation policy.
- Core Network Definition, setting out which services, which would be provided without direct WYCA financial support.
- Re-investment proposals linked to bus priority measures, with operators propose to re-invest a proportion, to be agreed on a scheme by scheme basis, of the bus resources saved.
- Two new multi-operator tickets, comprising new multi-operator weekly and monthly zonal tickets (available on smartcards only) for Bradford and Leeds, these being the largest two urban areas in West Yorkshire. The tickets would be priced above equivalent operator only products (£14 per week) but significantly less than the equivalent multi-operator West Yorkshire wide bus only ticket (£22) per week. These new products would benefit customers and would be expected to lead to patronage growth.

2.17 The partnership proposals also include a Bus Partnership Board, comprising WYCA (or Transport Committee members) and operators, with an independent chair to oversee the effectiveness of any partnership. The arrangements would be documented through voluntary, and potentially statutory, agreements (as described in Appendix 1).

Quality Contract Scheme

2.18 The Quality Contract Scheme, which was being developed by the former WYITA, would include many of the above features of the partnership proposals as well as providing the following additional benefits:

- An integrated system, with fully integrated ticketing (i.e. no single operator products) and co-ordinated service patterns. A range of simple, zonal tickets covering all the major urban areas would be introduced, with particular benefit for customers currently paying a premium price for using bus services provided by more than one operator. Initial modelling indicated that the removal of premium pricing would mean, that unless additional funding was available, that some customers who currently only use the services of one operator would (at

least initially) pay slightly more. Further scheme development would provide the opportunity to refine this approach.

- Consistent high service standards, with enforceable contracts and local accountability through local bus boards as well as to WYCA.
- Potential for increased competition for the market, rather than (currently limited) competition within the market.
- A reduction in the Adverse Effect of Competition identified by the Competition Commission, as it is considered that a Quality Contract Scheme would be more effective than the remedies proposed by the Competition Commission.
- The ability for WYCA to make a wider range of bus-related investments without State Aid constraints and with the retention of any resulting increases in revenues.
- An increased ability to cross-subsidise between services to retain a more comprehensive network.
- A different route for progressing key projects, such as NGT, and with the option to provide service and ticketing integration.

2.19 Progressing a Quality Contract Scheme would have the following disadvantages:

- An extended timescale before customer benefits were realised of circa 3 years, which could be extended by challenge of the strategy by operators.
- Opposition from bus operators, based upon experience in the north east, where Nexus (formerly the Tyne and Wear ITA and now the North East Combined Authority) have experienced sustained objections during their scheme development. There is a legal requirement to consult operators on the development of a scheme. It is considered very likely that bus operators would vigorously oppose the development of any West Yorkshire scheme.
- WYCA would be exposed to financial risk (as it would not be possible to specify fares and ticketing without taking revenue risk).
- WYCA would be exposed to reputational risk if it was to use fare increases and service cuts as a way of managing a budget shortfall.
- WYCA could be exposed to reputational risk if a strategy to simplify and harmonise fares increased costs to some users (as previous work suggested would happen in the short term unless additional subsidy was available) as well as reducing costs to other users.
- WYCA would incur significant costs in scheme development, with the benefits not realised if the Scheme was not subsequently implemented.

- WYCA would incur additional costs in scheme and contract management, although these could be off-set by revenues.
- WYCA would be likely to incur additional costs as a result of legal challenge from bus operators.
- Cross subsidy, although a social benefit, could lead to an inefficient allocation of resources.
- There would be a risk of reduced investment and services during the transition period and possible 'spoiling' tactics by bus operators.
- Whilst WYCA would retain NGT revenues, it would also experience revenue loss from other services affected by the NGT proposals.

Options

2.20 WYCA has four broad options to consider in determining how to progress its strategic approach to bus services. These options can be summarised as:

- Acceptance of the existing partnership proposals, possibly for a defined period. This would be the least risk option, with the prospect of benefits realised in the short term and it would, however, fall short of meeting the former ITA's aspirations for an integrated bus system full accountability to elected Councillors.
- Provisional acceptance of the partnership proposals, with specific requirements for full acceptance, such as acceleration more integrated ticketing, a share of increased revenue resulting from WYCA / District Council investment through the Transport Fund and the faster adoption of 'green bus technologies'. This could, but might not, lead to an enhanced proposition from operators and may not realise benefits as quickly as unconditional acceptance.
- Re-endorsement of the development of a Quality Contract Scheme, with further work on the Public Interest Statement and associated 'tests'. This would incur the risks set out above and could result in detriment to customers in the short-medium term. No other Local Transport Authority has made a Quality Contract Scheme, although it is understood that the North East Combined Authority will be considering progressing proposals in the autumn following a formal consultation on a draft Scheme. The process of implementing a Scheme could take three years (or more if legal challenge extended the timescale), meaning benefits would not be achieved in the short-term and partnership working would not evolve. WYCA would also need to view this as a major 'business change' programme with profound implications for the capacity and capability of the organisation.
- Do nothing, with collaboration on specific initiatives without a partnership framework agreement. This would not preclude future alternative approaches but would not provide the certainty operators state they need in order to make investments in vehicles and to complement Transport Fund investment.

2.21 A high level assessment of the 'pros' and 'cons' of these options is set out in Table 1.

Considerations

2.22 Previous work, which would need to be updated to reflect changes to networks and fares, indicated that a Quality Contract Scheme would be likely to lead to higher patronage than a partnership approach and meet four of the five Public Interest Tests set out in Department for Transport guidance (with further work required in relation to the fifth, Public Interest, test) and be affordable within a continuation of the previous ITA levy. These conclusions were caveated by the non-availability of certain key data (such as service specific patronage data and a full understanding of TUPE implications), sensitivity to operating margins and the potential cash-flow issues arising from a strategy to simplify fares and introduce a number of zonal fares based upon the main urban areas.

2.23 Some of this work now requires updating so further modelling and assessment would be required should WYCA decide to proceed with the development of a Quality Contract scheme. In addition, some of the previous strategic fit work, relating to conformity with transport objectives and policy, would need to be undertaken in tandem with the work to update the current Local Transport Plan through the development of the Single Transport Plan (reflecting the statutory duty to keep the Local Transport Plan under review).

2.24 It is suggested that the WYCA provide direction regarding the development of its approach to bus services, with any further work on detail overseen by the Transport Committee. WYCA may wish to consider:

- Whether it considers that local bus services should be planned as part of an integrated system or should be the result of a market approach, with a largely residual role for WYCA, albeit enhanced through partnership principles and associated governance, in relation to social needs.
- How it wishes to develop its role as a Combined Authority (and Local Transport Authority) and its ambitions for developing bus services as part of a transport system that supports the economic strategy set out in the Strategic Economic Plan as well as the low carbon and social (quality of life objectives) set out in the current Local Transport Plan.
- Whether it wishes to review, as part of the development of the Single Transport Plan, its objectives for local bus services and their role in implementing the Strategic Economic Plan.
- Assessment on the extent of available funding to support scheme development, organisational change and appetite for risk.

3. Financial Implications

- 3.1. The IPPR report acknowledges the challenges in developing a Bus Quality Contract Scheme, evidenced by the lack of Schemes that have been implemented since the legislation was introduced in 2000 and amended in 2008.
- 3.2. The bus strategy work undertaken to date has been managed with diminishing staff resources as a consequence of a requirement to also address competing priorities. It would be necessary to re-establish an adequately resourced project team, drawing on independent advice when necessary, should WYCA wish to progress a Quality Contract Scheme to the formal consultation stage. The implementation of a Scheme would require significant organisational change, with the need to acquire new skills and experience.
- 3.3. The estimated cost of developing a Bus Quality Contract Scheme to the completion of formal consultation (in early 2016) is estimated to be £700,000, although this depends upon the extent of shared experience with Nexus and issues that may arise during the process. There would be further, significant, expenditure in procurement and implementation phases, as well as the potential costs of responding to legal challenge. Provision for further development of bus strategy has been made within the 2014/15 capital and revenue budgets, with future funding to be considered as part of the medium term financial strategy.
- 3.4. The adoption of a partnership approach would not incur these costs, although some external legal advice procured from approved budgets might prove necessary and adequate resourcing would need to be addressed.

4. Legal Implications

- 4.1. WYCA, as the Local Transport Authority for West Yorkshire, has the ability to enter into Voluntary Partnership Agreements and to make, subject to due process, a Quality Partnership Scheme, a Ticketing Scheme and a Quality Contract Scheme.

5. Staffing Implications

- 5.1. Paragraph 3.2 above sets out the necessity of a dedicated project team should WYCA resolve to progress a Quality Contract Scheme, as well as the need for future organisational change. These would, if required, be the subject of future reporting.

6. Consultees

- 6.1. Bus operators, through ABOWY, were invited to comment on this report as it seeks to represent the proposals developed through discussions about a partnership approach.

Option	'Pros'	'Cons'
1:-Acceptance of the proposed partnership agreement	Acceptance of the proposed partnership agreement is lower risk and cost. It would achieve customer benefits, including new zonal ticketing products for the Leeds and Bradford urban areas, in the short-term see comments above re this. It may be possible to develop a partnership approach to secure further benefits over time and exert greater influence through the Partnership Board.	The partnership proposals do not meet in full the former ITA's aspirations for a single ticketing system, certainty through enforceable contractual arrangements and transparent value for money.
2:-provisional acceptance of a partnership agreement	It may be possible to 'lever' some additional commitments from operators. Any leverage would be facilitated by a greater commitment from WYCA and District Councils to invest in a range of bus priority measures.	The 'provisional acceptance with further requirements' option may or may not be deliverable. Acceptance of the proposals as they stand may therefore be the best that can be achieved through partnership.
3:-Progress work on a Quality Contract Scheme	The process of making a Quality Contract Scheme is challenging. In the long-term it would provide WYCA with the means to secure better bus services for passengers, develop an integrated transport system and achieve value for money through competition for the market. The WYCA would become accountable for the provision of local bus services and would therefore have more opportunity to align these with the SEP and other plans and policies. These benefits may be eroded should adequate public funding not be available.	This option will involve higher costs in the short-term, will increase financial risk to the Authority and may also lead to diminished delivery in the next few years during Scheme preparation if operators divert their energies into opposing a Quality Contract Scheme. Those elements of the partnership proposal that are conditional upon its acceptance, such as new zonal tickets, would not be implemented.
4:-'Do nothing', with collaboration on specific initiatives.	Minimises costs and, if desired, would permit lobbying for a more achievable process for making a Quality Contract Scheme and/or awaiting the outcome of discussions between Transport for Greater Manchester and Department for Transport regarding bus reform.	Would prolong current uncertainty with little tangible benefit and could lead to accusations on the WYCA being indecisive on a key transport issue. Customers would not benefit from fare reductions on new zonal M-Card products Lobbying may not be successful and requirement of the proportionality test is likely to remain.

Table 1: Overview of Options

7. Recommendations

- 7.1. That the WYCA provides guidance regarding its preferred approach to improving local bus services and delegates the development of a detailed implementation plan to the Transport Committee.

8. Background Documents

- 8.1. Background documents are listed below:

Strategic Economic Plan 2014

West Yorkshire Local Transport Plan 2011

Department for Transport Statutory Guidance on Quality Contract Schemes

Reports to WYITA (20/11/2009; 17/06/2011; 29/06/2012)

ABOWY Bus Partnership Proposals, April 2014

Competition Commission Final Report 2012

Greener Journeys report (Buses and Economy 2) - 2014

pteg report (Making the Connections: the Cross Sectoral Benefits of Supporting Bus Services)

Institute for Public Policy Research report 'Greasing the Wheels (2014)

Draft Partnership Agreement and Schedules

Better Bus Area Funding Bid (2012)

Review of West Yorkshire Bus Market (WSP, 2014)